# BUSINESS PAPER



**His Worship the Mayor, Councillor Todd Carney and Member for Badgerys Creek, Tanya Davies MP pictured at the newly upgraded northern fields at Mulgoa Rise in Glenmore Park. The fields, some of the most used in the Penrith LGA, were upgraded to deliver improved turf quality and field performance for local football players and cricketers who use the fields. The project was funded by the NSW Government through the Local Small Commitments Allocation program and Penrith City Council.**

# Ordinary Meeting

# 25 May 2026

PENRITH CITY COUNCIL

penrithcity.nsw.gov.au

PENRITH CITY COUNCIL

19 May 2026

Dear Councillor,

In pursuance of the provisions of the Local Government Act, 1993 and the Regulations thereunder, notice is hereby given that an **ORDINARY MEETING** of Penrith City Council is to be held remotely using audio visual links, video streamed and in the Council Chambers, Civic Centre, 601 High Street, Penrith on Monday 25 May 2026 at 7:00 PM.

Attention is directed to the statement accompanying this notice of the business proposed to be transacted at the meeting.

Yours faithfully

**Andrew Moore**
**General Manager**

***BUSINESS***

**1. LEAVE OF ABSENCE**

**2. APOLOGIES**

**3. CONFIRMATION OF MINUTES**
*Ordinary Meeting - 4 May 2026.*

**4. DECLARATIONS OF INTEREST**
***Pecuniary Interest*** *(The Act requires Councillors who declare a pecuniary interest in an item to leave the meeting during discussion of that item)*
***Non-Pecuniary Conflict of Interest – Significant and Less than Significant***
*(The Code of Conduct requires Councillors who declare a significant non-pecuniary conflict of interest in an item to leave the meeting during discussion of that item)*

**5. MAYORAL MINUTES**
*The passing of John Fenton.*
*Ripples squad makes a splash at 2026 Australian Swimming Championships.*

**6. NOTICES OF MOTION TO RESCIND A RESOLUTION**

**7. NOTICES OF MOTION AND QUESTIONS ON NOTICE**
*Status Update on the Upgrades to the Intersection of Parker Street and Stafford Street, Penrith.*

**8. ADOPTION OF REPORTS AND RECOMMENDATION OF COMMITTEES**
*Heritage Advisory Committee Meeting - 29 April 2026.*
*Access Committee Meeting - 15 April 2026.*
*Policy and Strategy Committee Meeting - 11 May 2026.*

**9. DELIVERY PROGRAM REPORTS**

**10. URGENT BUSINESS**

**11. CONFIDENTIAL BUSINESS**

**ORDINARY MEETING**

**MONDAY 25 MAY 2026**

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# ADVANCE AUSTRALIA FAIR

**Australians all let us rejoice,**
**For we are one and free;**
**We've golden soil and wealth for toil;**
**Our home is girt by sea;**
**Our land abounds in nature's gifts**
**Of beauty rich and rare;**
**In history's page, let every stage**
**Advance Australia Fair.**

**In joyful strains then let us sing,**
**Advance Australia Fair.**

# WEBCASTING NOTICE

Please note that tonight's meeting other than the confidential sessions are being recorded and will be placed on Council's website. All in attendance should refrain from making defamatory statements. Council takes all care when maintaining privacy, however members of the public gallery and other invited participants should be aware that you may be recorded.



# Acknowledgement of Country

We acknowledge and pay respect to the Darug and Gundungarra people who are the traditional owners in which Penrith Local Government Area is situated.

We also pay our respect to elders past, present and emerging, and to the First Nations people living in our community today.

# PRAYER

“Sovereign God, tonight as we gather together as a Council we affirm that you are the giver and sustainer of life. We come together as representatives of our community to make decisions that will benefit this city and the people within it.

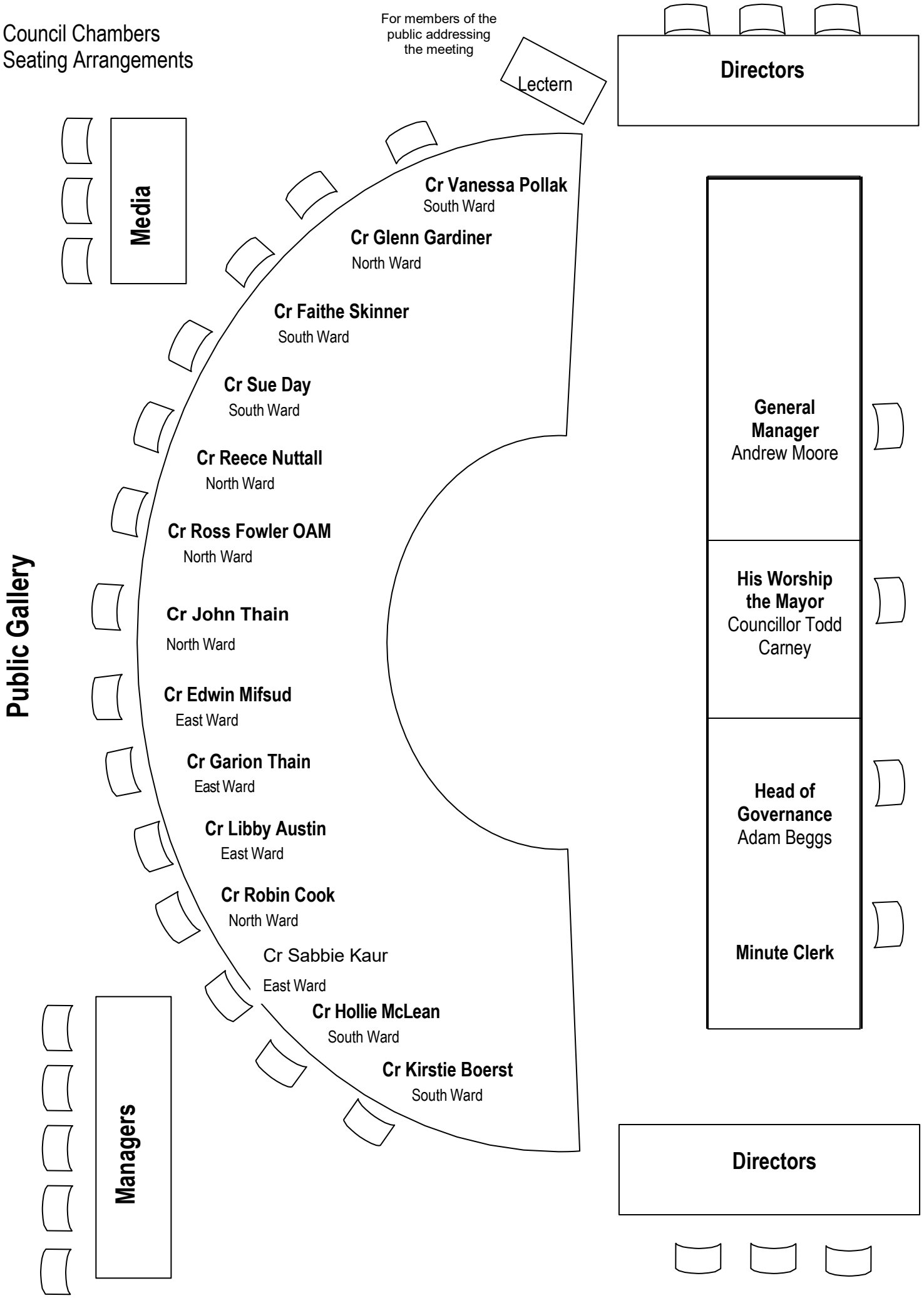
We come not in a spirit of competition, not as adversaries, but as colleagues. Help us to treat each other with respect, with dignity, with interest and with honesty. Help us not just to hear the words we say, but also to hear each others hearts. We seek to be wise in all that we say and do.

As we meet, our concern is for this city. Grant us wisdom, courage and strength.

Lord, help us. We pray this in the name of Jesus Christ our Lord. Amen.”



Council Chambers
Seating Arrangements



## Oath of Office

*I swear that I will undertake the duties of the office of Councillor in the best interests of the people of Penrith and the Penrith City Council and that I will faithfully and impartially carry out the functions, powers, authorities and discretions vested in me under the Local Government Act 1993 or any other Act to the best of my ability and judgment.*

## Affirmation of Office

*I solemnly and sincerely declare and affirm that I will undertake the duties of the office of Councillor in the best interests of the people of Penrith and the Penrith City Council and that I will faithfully and impartially carry out the functions, powers, authorities and discretions vested in me under the Local Government Act 1993 or any other Act to the best of my ability and judgment.*

Local Government Act 1993, Section 233A

PENRITH CITY COUNCIL

# 2026 MEETING CALENDAR

## January 2026 - December 2026

### (Adopted by Council – 2 February 2026)

| | TIME | JAN | FEB | MAR | APRIL | MAY | JUNE | JULY | AUG | SEPT | OCT | NOV | DEC |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Mon | Mon | Mon | Mon | Mon | Mon | Mon | Mon | Mon | Mon | Mon | Mon |
| **Ordinary Council Meeting** | **7:00pm** | | 2<br>23@ | 23 | 20 - | 4<br>25 # | 29* | 27 | 24@ | 28^ | 26✓ | 30∞#+ | 14 |
| **Policy & Strategy Committee** | **7:00pm** | | 9 | 9> | 13 | 11 | 1<br>15 | 13 | 10 | 14 | 12 | 9 | 7 |

- Meeting at which the draft corporate planning documents (Delivery Program and Operational Plan) are endorsed for exhibition

* Meeting at which the draft corporate planning documents (Delivery Program and Operational Plan) are adopted

**#** Meetings at which the Operational Plan quarterly reviews (March and September) are presented

**@** Meetings at which the Delivery Program progress reports (including the Operational Plan quarterly reviews for December and June) are presented

**^** Election of Mayor and/or Deputy Mayor

✓ Meeting at which the 2025-26 Financial Statements are signed and referred to auditors

∞ Meeting at which the 2025-26 Financial Statements are presented

**+** Meeting at which the Annual Report is presented

> To consider Budget, draft fees & charges and corporate document

Δ

- Extraordinary Meetings are held as required.
- Members of the public are invited to observe meetings of the Council (Ordinary and Policy & Strategy Committee).
- Should you wish to address Council, please contact the Head of Governance, Adam Beggs on 4732 7597.

**UNCONFIRMED MINUTES**
**OF THE ORDINARY MEETING OF PENRITH CITY COUNCIL**
**HELD REMOTELY USING AUDIO VISUAL LINKS, VIDEO STREAMED**
**ON THE COUNCIL WEBSITE AND IN THE COUNCIL CHAMBERS**
**ON MONDAY 4 MAY 2026 AT 7:00 PM**

## NATIONAL ANTHEM

The meeting opened with the National Anthem.

## WEBCASTING STATEMENT

His Worship the Mayor, Councillor Todd Carney read a statement advising that Council Meetings are recorded and webcast.

## ACKNOWLEDGEMENT OF COUNTRY

His Worship the Mayor, Councillor Todd Carney read an Acknowledgement of Country.

## PRAYER

The Council Prayer was read by Pastor Mitchell Varlow.

## PRESENT

His Worship the Mayor, Councillor Todd Carney, Deputy Mayor, Councillor Garion Thain and Councillors Libby Austin, Kirstie Boerst, Robin Cook, Sue Day, Glenn Gardiner, Sabbie Kaur, Hollie McLean, Edwin Mifsud, Reece Nuttall, Vanessa Pollak, Faithe Skinner and John Thain.

## APOLOGIES

101 RESOLVED on the MOTION of Councillor Reece Nuttall seconded Councillor Glenn Gardiner that the apology from Councillor Ross Fowler OAM be accepted and a leave of absence be approved.

## CONFIRMATION OF MINUTES - Ordinary Meeting - 20 April 2026

102 RESOLVED on the MOTION of Councillor Libby Austin seconded Councillor Hollie McLean that the minutes of the Ordinary Meeting of 20 April 2026 be confirmed.

## DECLARATIONS OF INTEREST

There were no Declarations of Interest.

## DELIVERY PROGRAM REPORTS

## STRATEGIC DIRECTION 3 - SHAPE OUR GROWING CITY

### 1 Finalisation and adoption of re-exhibited St Marys Town Centre Development Contributions Plan 2025

103 RESOLVED on the MOTION of Councillor Reece Nuttall seconded Councillor Libby Austin

That:

1. The information contained in the report on Finalisation and adoption of re-exhibited St Marys Town Centre Development Contributions Plan 2025 be received.
2. Council approve the St Marys Town Centre Development Contributions Plan 2025 with a fixed-rate levy of 4%.
3. A notice is to be published on Council's website within 28 days after the St Marys Town Centre Development Contributions Plan 2025 has been approved, in accordance with legislative requirements under the Environmental Planning and Assessment Act 1979 and Regulation 2021. The Contributions Plan is to commence on the date of the notice.
4. Council authorise the General Manager to approve minor errors, misdescriptions or miscalculations in the Plan, should they exist, and other finalisation steps including removal of references to 'draft' and insertion of adoption/effective dates, ahead of the Plan's publication on Council's website.
5. The St Marys Town Centre Development Contributions Plan 1993 is to be repealed on commencement of the St Marys Town Centre Development Contributions Plan 2025 in accordance with s215(2)(a) of the Environmental Planning and Assessment Regulation 2021.
6. Council endorse the transfer of unexpended funds collected under the repealed Plan into the new St Marys Town Centre Development Contributions Plan 2025.

**URGENT BUSINESS**

**UB 1 Western Sydney Corporate Charity Lunch 2026**

Councillor Reece Nuttall requested that an amount of $3500 in total, be split between each Ward's voted works, go towards the Western Sydney Corporate Charity Lunch 2026, to raise money for the Salvation Army, Westmead Institute for Medical Research and Mercy Works in Western Sydney.

104 RESOLVED on the MOTION of Councillor Reece Nuttall seconded Councillor Sue Day that the matter be brought forward and dealt with as a matter of urgency.

His Worship the Mayor, Councillor Todd Carney ruled that the matter was urgent and should be dealt with at the meeting.

105 RESOLVED on the MOTION of Councillor Reece Nuttall seconded Councillor Sue Day that an amount of $3500 in total, be split between each Ward's voted works, go towards the charity lunch, to raise money for the Salvation Army, Westmead Institute for Medical Research and Mercy Works in Western Sydney.

**UB 2 Royce Simmons Foundation**

Councillor Reece Nuttall requested that an amount of $3000 in total, be split between each Ward's voted works, go towards the Nepean Business Network's upcoming event, raising money for the Royce Simmons Foundation.

106 RESOLVED on the MOTION of Councillor Reece Nuttall seconded Councillor Faithe Skinner that the matter be brought forward and dealt with as a matter of urgency.

His Worship the Mayor, Councillor Todd Carney ruled that the matter was urgent and should be dealt with at the meeting.

107 RESOLVED on the MOTION of Councillor Reece Nuttall seconded Councillor Faithe Skinner that an amount of $3000 in total, be split between each Ward's voted works, go towards the Nepean Business Network's upcoming event raising money for the Royce Simmons Foundation.

**MOVED INTO CLOSED SESSION**

*Note: Prior to moving into Closed Session, the Mayor asked Governance if any objections had been received from the public regarding the closed session. Governance confirmed that no objections were received.*

**Procedural Motion**

108 RESOLVED on the MOTION of Councillor Libby Austin seconded Councillor Faithe Skinner that the meeting move into Closed Session to consider Confidential Business as listed in the Business Paper, the time being 7:10pm.

**1 Presence of the Public**

Accordingly, members of the press and public were excluded from the Chamber and the livestream ceased for the duration of Confidential Business to deal with the following matters:

***Strategic Direction 5***

**2 Proposed Acquisition**

*This item has been referred to Confidential Business as the report refers to information that would, if disclosed, confer a commercial advantage on a person with whom the Council is conducting (or proposes to conduct) business and discussion of the matter in open meeting would be, on balance, contrary to the public interest.*

**RETURN TO OPEN SESSION**

**Procedural Motion**

109 RESOLVED on the MOTION of Councillor Hollie McLean seconded Councillor Garion Thain that Council return to Open Session, the time being 7:12pm.

The meeting resumed at 7:12pm and Governance reported that the Council met at 7:10pm on Monday, 4 May 2026, for Confidential Business

and the Council excluded the press and public from the meeting for the reasons set out in CB1 and the Council resolved that:

**CONFIDENTIAL BUSINESS**

**2 Proposed Acquisition**

102 RESOLVED on the MOTION of Councillor Reece Nuttall seconded Councillor Sue Day

CB2 That:

1. The information contained in the report, Proposed Acquisition, be received.
2. Council resolves to acquire the property referred to in the report for a purchase price that is up to the maximum purchase price identified in the

report.

3. The property is classified as operational land in accordance with section 31 Local Government Act 1993.
4. The acquisition be funded from the Property Reserve.
5. All funds received from the lease be allocated to the Property Reserve.
6. Council delegate authority to the General Manager to enter into the Contract for Sale up to the maximum purchase price.
7. The Common Seal of the Council of the City of Penrith be affixed to all documents as required, and the General Manager (or their delegate) be authorised to sign all necessary documents in relation to this matter.

There being no further business the Chairperson declared the meeting closed the time being 7:14pm.

# PENRITH CITY COUNCIL

# Procedure for Addressing Public Forums

Anyone can request permission to participate in a public forum on a matter listed on the agenda of an ordinary or extraordinary meeting. Council will accept written submissions in this form up until midday on the day of the meeting.

All requests are subject to approval, and there is a limit to 2 speakers for and 2 speakers against each item on the agenda. It is at the discretion of the General Manager or delegate to accept or decline the application to speak at the Public Forum. Each accepted speaker will be allowed 5 minutes to address the Public Forum.

Applicants will receive confirmation by 2pm on the day of the Ordinary Meeting as to whether they will be provided opportunity to speak.

Public Forums are chaired by the Mayor or their nominee and held at 7pm prior to the Ordinary Meeting, when applications from members of the public have been received and accepted. Smart casual dress is the minimum appropriate standard of dress when addressing such a forum.

Speakers at Public Forums are reminded that the forum is livestreamed, and a recording will be made publicly available on the council's website. By attending the public forum, it is taken by the chairperson that the person has agreed to be included in the livestream and the recording published on Council's website. Speakers should refrain from making any defamatory statements, comments or information that may present legal risk. Speakers do not have absolute privilege (parliamentary privilege). A speaker who makes any potentially offensive or defamatory remarks about any other person may render themselves open to legal action. Please note that it is at the discretion of Council to withdraw the opportunity to speak where a speaker fails to respect meeting rules or engages in conduct that could be considered disorderly.

Prior to addressing the public forum, the person will be required to sign the following statement: "I (name) understand that the forum I intend to address on (date) is a public forum. I also understand that should I say or present any material that is inappropriate, I may be subject to legal action. I also acknowledge that I have been informed to obtain my own legal advice about the appropriateness of the material that I intend to present at the above mentioned forum".

Should a person fail to sign the above statement, then permission to address the forum will not be granted.

**Procedure for Addressing a Public Forum**

- Approximately 15 minutes before the forum start time, a Governance officer or delegate will speak to each person who is to speak at the forum.
- The Chair will call a speaker to the lectern or speaking area. When at the lectern/speaking area, the speaker should indicate:

- their name
- the organisation or group they are representing (if applicable)
- the issue they will address and the item number of the relevant report in the business paper.
- whether they are opposing or supporting the issue/matter (if applicable) and the action they would like Council to take, and
- their interest in the matter, for example if the matter impacts them directly, indirectly or if they are a spokesperson for others impacted.

- The speaker then has five minutes to speak on the item as per the written statement they have submitted. The speaker should not use this as opportunity to refute or support points made by previous speakers on the same issue.
- The Chair will indicate if Councillors have questions for the speaker. Speakers are under no obligation to answer a question put to them.
- The speaker should return to a seat in the audience once the Chair has thanked them.

Adam Beggs
**Public Officer**
02 4732 7597

## MAYORAL MINUTES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| 2 | Ripples squad makes a splash at 2026 Australian Swimming Championships | 2 |




**Mayoral Minute**

**The passing of John Fenton**

Last month, the Penrith community came together at Anzac Day events across the City to honour those who have served in wars, conflicts and peace and humanitarian operations.

There was an extra heaviness felt at the City of Penrith RSL sub-Branch's Dawn Service as attendees also remembered Vice President John Fenton, who sadly passed away in March.

A former commanding officer, Major John Fenton joined the Australian Army in 1954 and served for 25 years. As Lieutenant, he trained Pacific Island soldiers in the Territory of Papua New Guinea for two years in the lead up to the nation's successful independence. He was later deployed to Vietnam, commanding the 17th Construction Squadron Workshop.

Most of the Penrith community will remember Mr Fenton as Penrith RSL sub-Branch's MC in recent years, and a caring yet steadfast advocate for returned servicemen and servicewomen and their families.

Mr Fenton was Penrith's Wellbeing Officer for 22 years, helping veterans in their interactions with the Department of Veterans' Affairs, and other federal and state agencies. He was also a member of the Blue Mountains Vietnam Veterans and Associated Forces group for decades.

Penrith City Council recognised John's unwavering support for the veteran community and his contributions to Penrith and beyond in 2023, when he won the Making a Difference - Community Service Award. The next year, he received RSL Australia's Life Membership.

Mr Fenton was a true gentleman who lived the meaning of camaraderie. He could relate to the emotions and experiences of veterans and cared about their welfare and wellbeing later in life.

On behalf of Council, I send my deepest condolences to Mr Fenton's family and many friends in the Penrith community.



Cr Todd Carney
**Mayor of Penrith**

**RECOMMENDATION**

That the Mayoral Minute on The passing of John Fenton be received.

**Mayoral Minute**

**Ripples squad makes a splash at 2026 Australian Swimming Championships**

I am thrilled to share that the talented squads in the Ripples Swimming Program represented Penrith at the 2026 Australian Swimming Championships on the Gold Coast last month – and they delivered incredible results.

The team was made up of swimmers from Ripples' Competitive, Junior and Senior Performance squads. Over 2 weeks, they competed in 73 national heats and finals races across the Australian Multi-Class, Australian Open and Australian Age events.

Ripples St Marys Swimming Club came 4th in the overall point score at the Australian Age Multi-Class Championships. There were also several individual achievements. Diesel Thompson broke 5 Australian records and finished 3rd in the 12/13 boys' 100m backstroke event. Jesse Worley placed 2nd in the 13 years boys' 200m backstroke, while Daniel Engelbrecht achieved a Commonwealth Games trial qualifying time for the S14 400m freestyle.

Led by Head Coach Teone Fava – who progressed through the Ripples program herself - these young swimmers brought home the first national medals for the club in more than a decade.

The 2025-26 season also saw exceptional performances and record-breaking times at the Metro South-West, Metropolitan, State Age, State Open and National Open Water Championships.

Programs like this are so important as they provide pathways to support our local athletes, from junior levels through to the elite national competition.

I commend the entire team of swimmers, coaches and supporters on these results, which top off one of the most successful years in the history of the Ripples Swimming Program.

Please join me in congratulating the following local swimmers for their outstanding results:

- Edwina Biermann
- Joe Engelbrecht
- Daniel Engelbrecht
- Bryony Rudd
- Diesel Thompson
- Savannah Thorp
- Jesse Worley



Cr Todd Carney
**Mayor of Penrith**

**RECOMMENDATION**

That the Mayoral Minute on Ripples squad makes a splash at 2026 Australian Swimming Championships be received.

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## NOTICES OF MOTION


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## 1 Status Update on the Upgrades to the Intersection of Parker Street and Stafford Street, Penrith

**Councillor Hollie McLean TO MOVE:**

That:

1. Council notes Transport for NSW (TNSW) has commenced investigations to improve road safety at the intersection of Stafford and Parker Street, Kingswood.

2. Council advocate to the NSW Government to expedite and improve road safety at the intersection of Stafford and Parker Street, Kingswood.

**ATTACHMENTS/APPENDICES**

There are no attachments for this report.

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## REPORTS OF COMMITTEES


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**REPORT AND RECOMMENDATIONS OF THE HERITAGE ADVISORY COMMITTEE MEETING HELD ON 29 APRIL, 2026**

**PRESENT**

Deputy Mayor Garion Thain (Chair), Councillor Libby Austin, Dr James Broadbent, Beth Moore, David Gordon, Danielle Embleton, Wendy Herne, Eleanor Banaag, Peter Wood (PCC), Emma Bulloch (PCC), Jenny Blaikie (PCC), Wendy Connell (PCC), and Christine Gough (PCC).

**APOLOGIES**

Dr Rowan Day and Phil Martin.

The Chair opened with an acknowledgment to Country.

**CONFIRMATION OF MINUTES - Heritage Advisory Committee Meeting - 25 February 2026**

The minutes of the Heritage Advisory Committee Meeting of 25 February 2026 were confirmed.

Peter Wood, HoDS (Head of Development Services) provided the Committee with an update on actions arising from the previous meeting. It was confirmed that correspondence had been sent to the family of Norma Thorburn OAM acknowledging her contribution to the Committee, and that consultation with relevant Departments is occurring on a suitable location for a commemorative plaque which would be subject of a future report to Council.

In relation to the former Principal's residence at St Marys Public School, it was noted that the School or Department of Education have not progressed the previous heritage advice recommending obtaining quotes for the preparation of a Conservation Management Plan.

An update was also provided on Upper Castlereagh School, with a further report to be presented to the June meeting.

The Committee was advised in response to previous question that investigations into potential termite damage at Emu Plains Public School (former) are ongoing.

**DECLARATIONS OF INTEREST**

Deputy Mayor Garion Thain declared a non-pecuniary conflict of interest (less than significant) in relation to the discussion of Regentville Workers Terrace (1 Bundarra Avenue, Regentville), due to a personal connection with the owner. The Councillor remained in the meeting.

**DELIVERY PROGRAM REPORTS**

**STRATEGIC DIRECTION 3 - SHAPE OUR GROWING CITY**

**1 Heritage Assistance Fund - 2026-27**

HoDS presented a report on the Heritage Assistance Fund, advising that the funding allocation for the 2026–27 financial year is expected to be similar to the current year, being approximately $45,000, and noting that several projects from the current round remain incomplete.

HoDS advised of the recommendation that follow-up reminder letters be issued to applicants who have not commenced or completed their approved works. The Committee was informed that the next funding round will open from 1 May 2026, with notification letters being sent to owners of heritage items and advertising to occur shortly thereafter.

The Committee was also provided with an update on a completed project at Regentville Workers Terrace. The project was highlighted as a positive example of works guided by a Conservation Management Plan and the benefits of careful investigation prior to intervention.

RECOMMENDED

That:

1. The information contained in the report on Heritage Assistance Fund - 2026-27 be received.
2. Reminder letters be sent to owners/applicants for the current Heritage Assistance Fund round where works have not been completed or commenced.

## 2 Heritage Investigation - Uniting Church Building Jamisontown

Christine Gough - Head of City Planning (HoCP) introduced the report on the Uniting Church building on Mulgoa Road, Jamisontown, advising that a heritage assessment is currently being prepared and is expected to be completed within approximately four weeks. It was noted that the site comprises multiple lots and that the original church building, dating to approximately 1889, is located on one of these. HoCP advised that the building had not been identified in previous heritage studies undertaken in 1987 and 2007.

The Committee was informed that, should the heritage assessment identify significance, Council has the option to apply for an Interim Heritage Order to provide temporary protection while further processes are undertaken. It was also noted that any redevelopment of the site would require a Development Application, which would trigger heritage assessment as part of the planning process.

The Committee held an extensive discussion regarding the matter. Matters raised included the timing of the heritage assessment in relation to the sale and settlement of the property, the mechanisms available to protect heritage items prior to formal listing, and the risk of unlawful actions impacting heritage values. HoCP advised that while Council can take steps such as preparing heritage assessments and, where appropriate, applying Interim Heritage Orders, unlawful actions cannot be prevented in advance and would be subject to enforcement and legal processes if they were to occur.

The Committee also discussed the potential for adaptive reuse of the building and the possible incentives for developers to retain the heritage item, noting that the building’s location on the site may allow for sympathetic redevelopment outcomes. Broader discussion occurred regarding the role of community awareness, recent media attention on the matter, and opportunities for Council to improve

communication about heritage processes, including how items are identified and the role of community input.

Further discussion addressed the broader heritage listing framework, including the timing of future heritage studies, the need for community engagement in identifying heritage items, and opportunities to improve promotion and education around heritage within the local government area.

RECOMMENDED

That the information contained in the report on Heritage Investigation - Uniting Church Building Jamisontown be received.

**GENERAL BUSINESS**

**GB 1 Low and Mid-Rise Housing Reforms and Heritage Conservation Areas**

Eleanor Banaag raised concerns regarding the impact of recent State Government low and mid-rise housing reforms on Heritage Conservation Areas, noting that such areas are not excluded from new planning standards and that development could occur without sufficient regard to heritage character.

Discussion included possible approaches such as reviewing Heritage Conservation Areas, identifying individual buildings for listing where appropriate, and strengthening planning controls. Council officers acknowledged the issue and advised that it is currently under consideration as part of broader planning work.

**GB 2 North St Marys Staff Cottages Heritage Conservation Area**

Eleanor Banaag commended Council regarding a recent Land and Environment Court decision in support of Council's refusal of a development application within the North St Marys Staff Cottages Heritage Conservation Area. It was advised that the judgement reinforces the importance of considering the broader heritage context beyond individual buildings and that work is underway to incorporate relevant guidelines into the Development Control Plan to strengthen their application. The Committee noted this as a positive outcome for heritage conservation.

**GB 3 Other Matters**

General discussion occurred regarding heritage protection mechanisms, including enforcement and regulatory roles, as well as heritage matters under State Government control. Members also acknowledged recent community events, including ANZAC Day commemorations, noting positive outcomes and Council's support.

RECOMMENDED

That the information contained in the General Business be received.

There being no further business the Chairperson declared the meeting closed the time being 6:15PM.

**RECOMMENDATION**

That the recommendations contained in the Report and Recommendations of the Heritage Advisory Committee meeting held on 29 April, 2026 be adopted.

**REPORT AND RECOMMENDATIONS OF THE ACCESS COMMITTEE MEETING HELD ON 15 APRIL, 2026**

**PRESENT**

Councillor Hollie McLean – CHAIR, Councillor Faithe Skinner, Councillor Kirstie Boerst, Anthony Mulholland, Nathan Pentecost, Matt Roger, Jenny Lai, Ozlem Bayman, Jhanvi Desai, Carole Grayson, Marcella Kelshaw (Head of City Activation, Community and Place), Jacqueline Newsome (Community Resilience Program Manager), Alex Dwyer (Executive Support Officer CACP), Jodie Schembri (Senior Development Assessment Planner), Craig Squires (Building Certification and Fire Safety Coordinator – Development Services).

**ONLINE**

Madeleine Jaine Lobsey, Lawrence Hennessy (Corporate Strategy Lead)

**APOLOGIES**

Councillor Garion Thain, Julie Parsons, Marcela Hart (Community Capacity Lead)

**CONFIRMATION OF MINUTES - Access Committee Meeting - 26 November 2025**

That the minutes of the Access Committee Meeting of 26 November 2025 be confirmed.

**DELIVERY PROGRAM REPORTS**

**STRATEGIC DIRECTION 2 - SUPPORT OUR WELLBEING**

**1 Induction of new Access Committee members and review of Disability Inclusion Action Plan 2022-2026**

**Induction of new Access Committee members**

Jacqueline Newsome presented on the Code of Conduct for Committee members. An induction pack for each member to be handed out at the end of the meeting.

The Code of Conduct sets the minimum standards of behaviour for all Council officials, including committee members, to ensure the community can trust Council decisions. As representatives of Council, members must act lawfully, honestly, fairly and with care and diligence, give proper attention to Council business, follow procedures and protect health and safety. Members must not misuse their position, behave unethically, damage Council's reputation or engage in bullying, harassment or discrimination.

A critical obligation is managing conflicts of interest – both pecuniary (financial) and non-pecuniary (nonfinancial, including perceived conflicts). If a matter could personally affect you, your family, associates or others connected to you, you must declare the conflict early and seek guidance. When in doubt the safest approach is always to declare and ask for advice.

Jacqueline also discussed the Council organisational structure and the different departments of Council.

**Review of Disability Inclusion Action Plan 2022-2026**

Jacqueline Newsome provided an overview of the Disability Inclusion Action Plan 2022-2026 (DIAP) and an overview of the development of the DIAP 2026-2030.

A DIAP is a legislatively required four year plan that guides how Council improves access and inclusion for people with disability across its services, facilities and operations. The presentation outlined the purpose of the DIAP, its intersectional approach and the four NSW Government pillars: promoting positive community attitudes and rights, creating liveable and safe communities, supporting meaningful employment and independence and improving access to mainstream services through better systems and processes.

An update was provided on progress under the current 2022-2026 DIAP, including completed, ongoing and stretch actions, as well as key achievements in accessible infrastructure, inclusive employment initiatives, community awareness and service access.

Jacqueline provided an update on the draft DIAP 2026-2030, noting the engagement undertaken to date with people with lived experience of disability, carers, advocates, community members, service providers and Council staff. Consultation activities included focus groups, pop up sessions, staff workshops, interviews with disability sector representatives and an internal staff survey, ensuring a whole of Council approach.

The outcomes of this engagement informed the preparation of the draft DIAP 2026-2030, which has been endorsed for Public Exhibition. A program of community engagement has been planned. Feedback received during the exhibition period will inform the final plan, which will be presented to Council for adoption later in the year.

**Overview of the Community Strategic Plan**

Lawrence Hennessy presented an overview of the Penrith 2041+ Community Strategic Plan (CSP). It is a long-term, ten year plan that was endorsed by Council in 2025. It outlines the community's vision and priorities to 2041. No feedback was sought at this stage, as the plan has already been completed and endorsed.

The CSP was developed through extensive community engagement, including workshops, consultations and feedback from a wide range stakeholders.

The CSP establishes a community led vision: "We are proud to be Penrith - a great place to live, a region of opportunity and connection. Our community and city are thriving. We care for each other and our place."

There are five future focused strategic directions that guide Council decision making and planning: nurture our environment, support our wellbeing, shape our growing city, provide for our lifestyle and work together. Each strategic direction is supported by strategy statements that describe how Council and partners will deliver outcomes aligned with the community's vision.

The CSP informs all Council planning, including the four-year delivery program, annual operational plans and ongoing reporting to the community to demonstrate progress against the plan.

The Access Committee previously contributed to CSP engagement and will be re-engaged in future consultation following the next Council election to help shape the next CSP.

No feedback from the committee was provided.

RECOMMENDED

That the information contained in the report on Induction of new Access Committee members and review of Disability Inclusion Action Plan 2022-2026 be received.

## STRATEGIC DIRECTION 3 - SHAPE OUR GROWING CITY

### 2 Development Applications Referred to Access Committee

Jodie Schembri presented a development application for a two storey mixed use development at 28 Leonay Parade, Leonay. It includes a supermarket, retail premises, café, medical centre, 64 place childcare facility and two levels of basement parking (81 spaces) on a currently vacant site in an established residential area with two nearby bus stops.

Provision for accessible parking spaces in the basement is in accordance with DCP requirements, however concerns have been raised regarding the distance of the accessible spaces from the lift, unsafe and unclear paths of travel and lack of clearly defined pedestrian routes within the basement.

Several elements are non-compliant with Australian standards, including ramp landings, handrails, stair details and a shared accessible parking space; these are currently addressed by the applicant through performance solutions, which require further assessment.

Council identified broader planning issues unrelated to accessibility, including the building height, bulk and façade impacts. Council intends to seek design changes, potentially involving further basement excavation.

Council will issue a request for further information, noting significant deficiencies in the basement parking plans (missing dimensions, grades and circulation details), which currently prevent full planning, engineering and accessibility assessment.

**Feedback from the committee**

- Strong concerns raised that the bus services are unreliable, particularly for people with disabilities who cannot drive, resulting in longer wait times and limited transport access.
- The bus stops located near the proposed site are not accessible bus stops
- Accessible car spaces need to be near the lift, its non-negotiable
- Has there been any consideration as to lighting the path from the bus stop to the entry points of the development to help people to navigate it after hours
- Explanation provided on performance solutions, this allows departures from normal standards which are then justified by alternative measures that deliver equivalent or better outcomes.
- Question raised on the timeframe of the assessment – Council advised that the application is still under detailed assessment. A request for additional information is expected to be issued next week, with the applicant given approximately 3 weeks to respond with the additional information. Due to the scale of the development and the number of community submissions, the assessment is expected to take several months and will determined by the Local Planning Panel.
- Requests were made for greater consideration of visual impairment (e.g braille, wayfinding) and sensory accessibility, including potential low-sensory or sensory

friendly hours, to support people with cognitive and sensory disabilities.

RECOMMENDED

That the information contained in the report on Development Applications Referred to Access Committee be received.

**URGENT BUSINESS**

It was requested that brief biographies be developed for each Committee member.

There being no further business the Chairperson declared the meeting closed the time being 6:55pm.

**RECOMMENDATION**

That the recommendations contained in the Report and Recommendations of the Access Committee meeting held on 15 April, 2026 be adopted.

**REPORT AND RECOMMENDATIONS OF THE POLICY AND STRATEGY COMMITTEE MEETING HELD ON 11 MAY, 2026**

## WEBCASTING STATEMENT

His Worship the Mayor, Councillor Todd Carney read a statement advising that Council Meetings are recorded and webcast.

## PRESENT

His Worship the Mayor, Councillor Todd Carney, Deputy Mayor, Councillor Garion Thain and Councillors Libby Austin, Kirstie Boerst, Robin Cook, Sue Day, Ross Fowler OAM, Glenn Gardiner, Sabbie Kaur, Hollie McLean, Reece Nuttall, Vanessa Pollak, Faithe Skinner and John Thain.

## APOLOGIES

That the apology from Councillor Edwin Mifsud be accepted and a leave of absence be approved.

## CONFIRMATION OF MINUTES - Policy and Strategy Committee Meeting - 13 April 2026

That the minutes of the Policy and Strategy Committee Meeting of 13 April 2026 be confirmed.

## DECLARATIONS OF INTEREST

There were no Declarations of Interest.

## DELIVERY PROGRAM REPORTS

## STRATEGIC DIRECTION 3 - SHAPE OUR GROWING CITY

### 4 Update on State-Led Rezoning - Orchard Hills South - 2026 Rezoning Proposal and Structure Plan - Public Exhibition

RECOMMENDED

That:

1. The information contained in the report on Update on State-Led Rezoning - Orchard Hills South - 2026 Rezoning Proposal and Structure Plan - Public Exhibition be received.
2. Council call on the Department to provide clear direction to the city on flood planning and management.
3. Submissions be forwarded to Minister Scully and Local State Members.

### 5 Orchard Hills North Voluntary Planning Agreement Alternative

**Security Arrangement Request**

RECOMMENDED

That:

1. The information contained in the report on Orchard Hills North Voluntary Planning Agreement Alternative Security Arrangement Request be received.
2. Council endorse the proposed security arrangement detailed in Table 1 of the report for the Orchard Hills North precinct for future amendments to the Orchard Hills North Voluntary Planning Agreement between Legacy Property and Council.

**STRATEGIC DIRECTION 2 - SUPPORT OUR WELLBEING**

**3 Draft Reflect Reconciliation Action Plan**

RECOMMENDED

That:

1. The information contained in the report on Draft Reflect Reconciliation Action Plan be received.
2. Council note the Draft Reflect Reconciliation Action Plan will be brought back to a future Ordinary Meeting for Council to consider placing it on public exhibition.

Councillor Ross Fowler OAM and Councillor John Thain left the meeting, the time being 8:44pm.

Councillor Ross Fowler OAM and Councillor John Thain returned to the meeting, the time being 8:46pm.

**2 Consideration of Youth Advisory Committee**

RECOMMENDED

That:

1. The information contained in the report on Consideration of Youth Advisory Committee be received.
2. A report be provided to a future Ordinary Meeting outlining:
    a. a Youth Committee
    b. a Youth Forum
    c. a Youth Hybrid Model as outlined by Councillor Libby Austin.
    d. all costings, including a Youth Officer, and
    e. incorporating all feedback from Councillors from this meeting.

**1 Penrith International Friendship Committee**

RECOMMENDED

That:

1. The information contained in the report on Penrith International Friendship

Committee be received.

2. Council dissolve the Penrith International Friendship Committee (Section 355).
3. Council authorise the General Manager (or delegate) to undertake all required governance, administrative and communications actions to finalise dissolution.
4. Council to request the return of all funds held in the Penrith International Friendship Committee's bank account in accordance with Section 12.2 of the Penrith international Friendship Committee Constitution.
5. Council close the existing PIFC reserve, transfer the remaining funds to the Financial Management Reserve and quarantine those funds until a further report on International Relations be brought back to a future Council Meeting.
6. The Mayor write to the former members of the PIFC and thank them for their ongoing support in the past.
7. Council invite the former members of the PIFC to an afternoon tea and a small gift from Council be provided.

**Procedural Motion**

RECOMMENDED

That:

1. The General Manager provide advice on whether Council's insurance policies could assist a group of young volunteers holding a commemoration and fundraising event on 24 May supporting men's mental health.
2. The General Manager provide advice on whether Tench Reserve Carparks can be remained accessible until 9:30pm.
3. The Committee note the intention to move an urgency motion at the next Council meeting requesting voted works to support the charity, 'Grab Life by the Balls'.

There being no further business the Chairperson declared the meeting closed the time being 9:39pm.

**RECOMMENDATION**

That the recommendations contained in the Report and Recommendations of the Policy And Strategy Committee meeting held on 11 May, 2026 be adopted.

## DELIVERY PROGRAM REPORTS


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## STRATEGIC DIRECTION 1 - NURTURE OUR ENVIRONMENT

There were no reports under this Delivery Program when the Business Paper was compiled

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**STRATEGIC DIRECTION 2 - SUPPORT OUR WELLBEING**


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## 1 Proposal to Establish an Alcohol-Free Zone on Memorial Avenue, Penrith

**Compiled by:** **Olivia Kidon, Community Safety Team Lead**
**Jacqueline Newsome, Community Resilience Program Manager**

**Authorised by:** **Marcella Kelshaw, Head of City Activation, Community and Place**
**Sandy Davies, Director Community Connection**

| | |
|---|---|
| **Outcome** | *Support our wellbeing* |
| **Strategy** | *Live safely and enhance community wellbeing* |
| **Principal Activity** | *Collaborate with diverse stakeholders to enhance community wellbeing and foster a safe, welcoming city* |

### Executive Summary

At its Ordinary Meetings of 28 April 2025, 26 May 2025 and 30 June 2025, Council supported the re-establishment of 87 alcohol free public spaces across the city for the four-year period 1 July 2025 to 30 June 2029. This includes 56 Alcohol-Free Zones (applicable for public roads, footpaths and car parks) and 31 Alcohol Prohibited Areas (applicable for parks, reserves and public open spaces).

Since that time, community concerns have been raised relating to alcohol-related antisocial behaviour on Memorial Avenue, Penrith, prompting investigations into the suitability of Memorial Avenue being established as an Alcohol-Free Zone. Councillors were advised of the proposal and consultation requirements in a memo on 13 March 2026.

Alcohol-Free Zones are an enforcement tool to assist police in responding to reported incidents of alcohol-related antisocial behaviour. In accordance with Section 644 of the Local Government Act 1993, Council can establish Alcohol-Free Zones in public roads, footpaths and car parks with identified alcohol-related issues and associated concerns for safety.

Following consultation with local police, relevant council staff and community stakeholders, it is proposed to establish an Alcohol-Free Zone on Memorial Avenue, Penrith (see Appendix 1 for map). This measure would assist Council and Nepean Police Area Command in responding to alcohol-related issues at this location and encourage community reporting of such incidents.

In accordance with NSW Government Ministerial Guidelines for the Establishment of Alcohol-Free Zones, the proposal to establish an Alcohol-Free Zone on Memorial Avenue, Penrith has been advertised via Council's Your Say website, in addition to consultation with local police and relevant community stakeholders. Seven submissions were received in support of the proposal, and no objections were received.

This report recommends that the information contained in the report be received and an Alcohol-Free Zone be established on Memorial Avenue, from 25 May 2026 until 30 June 2029, to align with the expiry date of all Alcohol-Free Zones across the city.

**Background**

Legislative framework

The Local Government Act (the Act) allows Councils to restrict consumption of alcohol in some public spaces. Under the Act it is illegal to consume alcohol in a designated Alcohol-Free Zone or Alcohol Prohibited Area.

**'Alcohol-Free Zones'** can be established and are enforced under Section 644 of the Local Government Act 1993 to prohibit the consumption of alcohol on a designated public road, footpath or carpark. Alcohol-Free Zones are enforced by the police, and any person observed to be drinking in an Alcohol-Free Zone may have the alcohol seized and tipped out or otherwise disposed of. An Alcohol-Free Zone can be established for a maximum period of four years. Once established, it applies 24 hours per day, seven days per week.

**'Alcohol Prohibited Areas'** can be established and are enforced under Section 632A of the Local Government Act 1993. A Council may declare any public place (or any part of a public place) in the Council's area to be an Alcohol Prohibited Area, apart from spaces which are a public road (or part of a public road) or car park.

There are currently 56 Alcohol-Free Zones and 31 Alcohol Prohibited Areas in place across the Penrith Local Government Area (LGA). These locations were re-established by Council resolution at its Ordinary Meeting on 28 April 2025, following a public exhibition process and consultation with local police and key community stakeholders. The full listing of Alcohol-Free public spaces is available on Council's website.

Reasons for establishing an Alcohol-Free Zone or Alcohol Prohibited Area

Alcohol-Free Zones and Alcohol Prohibited Areas are established to prohibit alcohol consumption in public places. A proposal to establish a new AFZ or APA must be supported by evidence of alcohol-related antisocial behaviour. This may include police statistics or ongoing community reporting.

For example, there could be instances of malicious damage to property, frequent littering of alcohol bottles/cans, or offensive or intimidating behaviour impacting on people's use of the space or perceptions of safety.

Alcohol-Free Zones and Alcohol Prohibited Areas are an enforcement tool and not a 'stand-alone' community safety strategy, nor are they a one-size-fits-all approach. They are implemented and monitored in conjunction with other efforts where alcohol consumption in a public space becomes a community concern. This may include:

- Local safety audits of a public space to implement environmental changes to improve amenity, such as improved community facilities, lighting or activation programs to support more positive community uses;

- Working with local community groups and stakeholders to help respond to disadvantage or to support vulnerable residents (such as the Village Café);

- Supporting local efforts and campaigns aimed at reducing alcohol consumption and the associated impacts on community health.

Alcohol-related antisocial behaviour concerns on Memorial Avenue, Penrith

In 2025, the Community Safety team received representations from members of the community expressing concerns regarding recurrent alcohol-related antisocial behaviour occurring on Memorial Avenue, Penrith. These concerns predominantly related to patrons attending the Log Cabin Hotel, located on Memorial Avenue, Penrith.

Police statistics were sought to further understand the scope of the issue. NSW Police data for the 12-month period to September 2025 recorded 19 alcohol-related incidents on Memorial Avenue. This data indicates a prevalence of alcohol-related incidents within the area; however, it is acknowledged that some incidents may involve individuals who became intoxicated within licensed premises before moving into the surrounding public domain.

Council officers (including staff from Engineering Services, Environmental Health and Compliance and Community Safety) have since engaged with local residents, representatives of the Log Cabin Hotel, NSW Police Force, and Liquor & Gaming NSW to discuss the reported issues and explore appropriate management and enforcement responses.

The establishment of an Alcohol-Free Zone on Memorial Avenue is considered a suitable measure to enhance the ability of local Police to manage alcohol-related antisocial behaviour in this area. Such a measure would also complement broader, coordinated efforts by partner stakeholders to address ongoing amenity and safety concerns impacting Memorial Avenue.

Public exhibition process

In accordance with NSW Government Ministerial Guidelines for the Establishment of Alcohol-Free Zones, the procedures for establishing an Alcohol-Free Zone are as follows:

1. Consultation with local police regarding suitability of the location proposed by Council.

2. The advertisement of a public notice with a 30-day period to allow an opportunity for public comment.

3. Advising liquor licensees and secretaries of registered clubs adjacent to the proposed Alcohol-Free Zones/Alcohol Prohibited Areas of the intention.

4. Advising any known community organisation representing or able to speak on behalf of an identifiable Aboriginal or culturally and linguistically diverse group within the local area and inviting representations or objections within 30 days from the date of sending the copy of the proposal.

The abovementioned procedures have been followed to propose an Alcohol-Free Zone at Memorial Avenue, Penrith.

**Current Situation**

The above consultation process is now complete. This included:

- Direct consultation with Nepean Police Area Command regarding the proposal. Police indicated their support for the proposal. It was also recommended that Council consider extending Alcohol-Free Zones to additional nearby areas due to alcohol-related antisocial behaviour impacting these areas. These included:

- Yandhai Nepean Crossing
- Nepean Avenue to Recreation Avenue
- Ladbury Avenue to Recreation Avenue

The latter two sections of road are proposed to be considered as part of a subsequent consultation process. While the Yandhai Nepean Crossing is owned and maintained by the NSW Government, Council will work with emergency services to make representations to the relevant State Government authorities regarding this recommendation.

- Advertising the proposal on Council's Your Say website, inviting community feedback between 2 March and 31 March 2026. Local residents and businesses also received written notification of the proposal. Five submissions were received (four resident and one business), all expressing support for the proposal. However, one respondent also recommended that the Alcohol-Free Zone be extended to include sections of Ladbury Avenue and Nepean Avenue up to Recreation Avenue due to these areas also experiencing alcohol-related antisocial behaviour.

- Written notification sent to The Log Cabin Hotel being a local licensed club and venue adjacent to the proposed location. The Log Cabin was supportive of the proposal to enhance policing and community safety outcomes.

- Written notification sent to the Sydney Regional Aboriginal Corporation, identified as the relevant local Aboriginal community organisation within the proposed area. No response or objection was received.

**Summary of submissions received on proposal to establish Memorial Avenue AFZ**

| **Submission** | **Response** |
|---|---|
| 1. Nepean Police Area Command | In support.<br><br>Recommended extending AFZ to three nearby locations being:<br>• Yandhai Nepean Crossing<br>• Nepean Avenue to Recreation Avenue<br>• Ladbury Avenue to Recreation Avenue<br>The latter two sections of road are proposed to be considered as part of a subsequent consultation process. While the Yandhai Nepean Crossing is owned and maintained by the NSW Government, Council will work with emergency services to make representations to the relevant State Government authorities regarding this recommendation. |
| 2. Log Cabin Hotel, Penrith | In support |
| 3. Resident | In support |
| 4. Resident | In support |
| 5. Resident | In support |
| 6. Resident | In support. |

| | |
|---|---|
| | Recommended that the AFZ be extended to include the below locations due to alcohol-related antisocial behaviour:<br>• Nepean Avenue to Recreation Avenue<br>• Ladbury Avenue to Recreation Avenue<br>These two sections of road are proposed to be considered as part of a subsequent consultation process. |
| 7. Motel operator - Penrith | In support. |

**Next Steps**

Given the support for the proposal received from local police who enforce the signage, local community and stakeholders it is recommended to establish an Alcohol-Free Zone at Memorial Avenue, Penrith, to align with the expiry date of other Alcohol-Free Zones across the Penrith LGA being 30 June 2029.

Pending Council endorsement via a resolution, a second public notice will be advertised on Council's Your Say platform and relevant organisations, and community members will be notified of the Alcohol-Free Zones establishment. Signage will also be installed in Memorial Avenue, Penrith to clearly indicate the enforceable locations.

In accordance with the NSW guidelines, Council staff will also undertake a subsequent consultation process to extend the Alcohol-Free Zone to nearby areas. This follows community and stakeholder feedback indicating that alcohol-related antisocial behaviour is impacting surrounding locations. The additional areas proposed for consultation include:

- Nepean Avenue to Recreation Avenue, Penrith
- Ladbury Avenue to Recreation Avenue, Penrith

While the Yandhai Nepean Crossing is owned and maintained by the NSW Government, Council will work with emergency services to make representations to the relevant State Government authorities regarding this recommendation.

**Financial Implications**

Costs associated with the establishment of an Alcohol-Free Zone on Memorial Avenue include the purchase of signage which is estimated at $400.00 and is accommodated within the existing Community Safety Program budget. Signage installation costs are funded by the City Presentation Department.

**Risk Implications**

Given the preventative nature of the measure and strong stakeholder and community support, the overall risk associated with establishing an Alcohol-Free Zone on Memorial Avenue is low.

**Conclusion**

Alcohol-Free Zones and Alcohol Prohibited Areas are an important enforcement tool that assist Council and Nepean Police Area Command to respond to alcohol-related antisocial behaviour at identified locations. They operate alongside other Council strategies to provide safer public spaces for the community to enjoy and support community wellbeing.

All legislative requirements in relation to the proposal of an Alcohol-Free Zone at Memorial Avenue, Penrith have been met. No objections were received and the proposal received support from local police, the community and local stakeholders, including the Log Cabin Hotel.

It is proposed that Council support the establishment of the abovementioned Alcohol-Free Zone from the date of resolution until 30 June 2029, to align with the expiry date of other Alcohol-Free Zones recently re-established across the city.

**RECOMMENDATION**

That:

1. The information contained in the report on Proposal to Establish an Alcohol-Free Zone on Memorial Avenue, Penrith be received.
2. Council support the establishment of an Alcohol-Free Zone at Memorial Avenue, Penrith, from 25 May 2026 until 30 June 2029, to align with the expiry date of other Alcohol-Free Zones across the Penrith Local Government Area.

**ATTACHMENTS/APPENDICES**

**1.** Proposed Alcohol-Free Zone location - Memorial Avenue, Penrith 1 Page Appendix

**Attachment 1**

**Proposed Alcohol-Free Zone location - Memorial Avenue, Penrith**



## 2 Major event sponsorship request - 2026 HART Senior State Titles Netball

**Compiled by:** **Candice Clark, Visitor Economy Partnerships Officer**
**Justine Sinclair, Visitor Economy Lead**
**Stacey Rossetto, City Marketing Coordinator**

**Authorised by:** **Tim Lihou, City Economy Program Manager**
**Kevin Brennan, Head of Economy and Marketing**
**Kylie Powell, Director Futures and Strategy/Deputy General Manager**

| | |
|---|---|
| **Outcome** | *Support our wellbeing* |
| **Strategy** | *Connect and share in celebration of diversity, culture and creativity* |
| **Principal Activity** | *Conduct and support inclusive community events and initiatives that enhance culture and creativity, supporting social connection across our City* |

### Executive Summary

The purpose of this report is to present to Council an event sponsorship proposal received from Netball NSW to support the delivery of the 2026 HART Senior State Titles at Jamison Park Netball Complex on 6 to 8 June 2026.

This report provides Council with details of the sponsorship proposal received, including the proposed sponsorship benefits and an assessment of the proposal. Netball NSW has sought Council sponsorship of $10,000 (exc. GST) plus in-kind support.

This report recommends that Council provides support to Netball NSW in the form of sponsorship to the value of $10,000 cash (exc. GST) plus in-kind services in accordance with assessment criteria outlined in the Events Sponsorship Policy and with reference to previously sponsored events.

It is estimated that the event could deliver up to approximately $6,942,424 in local economic benefit.

### Background

Penrith City Council (Council) was approached by Netball NSW to consider a sponsorship proposal for the 2026 HART Senior State Titles to be held at the Jamison Park Netball Complex.

This event sponsorship request is assessed in accordance with the Events Sponsorship Policy ('the Policy'). The Penrith Events Partnership Program provides up to $200,000 annually to attract and fund major events in the Penrith Local Government Area.

### Current Situation

The sponsorship proposal received from Netball NSW requests Council cash funding of $10,000 (exc. GST).

This is the first time the Senior State Titles event has been held in Penrith however Netball NSW Junior State Titles have previously been held and sponsored in 2024 and 2025 at Jamison Park Netball Complex.

**HART Senior State Titles**

The HART Senior Titles is a flagship Netball NSW event and one of the organisation's most significant representative tournaments, delivered over three days and showcasing grassroots netball at a premier state level. Scheduled for Saturday 6 June to Monday 8 June the event is forecast to attract 17,100 participants and spectators, with 75% regional and 25% metropolitan visitation, generating meaningful economic and social benefits for Penrith.

Sponsorship funding will support the delivery of the event's first sustainability initiative through Clean Vibes, enhancing environmental performance via responsible waste management while protecting Council venues, educating attendees and reinforcing Netball NSW's commitment to environmentally sustainable event delivery.

**Previous Council Sponsorship**

While this is the first time Council is considering sponsorship of the HART Senior State Titles, Council has a longstanding history of supporting Netball NSW events. Between 2014 and 2023, Council provided in-kind support across five events with in-kind services such as:

- Provision of additional garbage bins and daily servicing
- Supply of star pickets and para webbing
- Toilet cleaning (3 times per day) and restocking
- Court cleaning and minor maintenance prior to the event
- Surround mowing and weed removal
- Emergency response support as required
- Traffic management

More recently, Council supported the Netball NSW Junior State Titles in 2024 and 2025 with $15,000 in cash sponsorship and additional in-kind support contributions.

**Proposed Sponsorship Benefits**

The sponsorship opportunities presented by Netball NSW for 2026 HART Senior State Titles event offers promotional benefits including:

*Pre & Post Event Benefits*

- Council logo inclusions on all marketing channels including but not limited to all event artwork, digital channels, video end boards, flyers and outboard advertising
- Council logo on the event website linking to Visit Penrith website advertising Penrith as a destination
- 1 x pre-event social media post on event specific channels in the lead up to the event
- 1 x post-event social media post
- 1 x electronic direct mail (EDM) and other digital content advertising Penrith as a destination provided to registered event attendees and on the event website
- All social posts advertising the event to include the 'Visit Penrith' hashtag.

*During Event Benefits*

- 2 x acknowledgements (per day of event) of Council as a sponsor throughout the event via Master of Ceremony provided by Council.

**Assessment of Major Event Sponsorship Proposal**

The sponsorship proposal has been assessed against Council's Events Sponsorship Policy criteria for Major Event Sponsorship. The event is eligible for funding from Council and

provides positive economic benefits to the local Penrith economy that exceed the total cost of running the event.

*Strategic Alignment*

The event encourages day and indicative overnight visitation to the Penrith Local Government Area which aligns with Council's priorities as outlined in the Penrith Visitor Economy Strategy 2024-2030.

*Estimated Economic Benefit*

Based on the projected event attendance of 17,100, the estimated economic benefit to the local economy is a total impact of up to $6,942,424, subject to the proportion of attendees requiring overnight accommodation. As the event is delivered over three days, and participant numbers fluctuate across competition days, the precise percentage of overnight visitation cannot be confirmed.

The estimate is derived using data provided by the applicant, including projected player participation of 2,700 athletes and historical event data indicating that a minimum of 76% of participants originate from regional locations. This data has been assessed using the Tourism Research Australia tool, the standard evaluation mechanism utilised by Destination NSW and informed by Sports Marketing Australia benchmarks to determine economic impact per visitor by event type.

The calculation used the rates of $161 per day-trip visitor and $291 per overnight visitor. These inputs have been entered into the Economic ID Event Impact Calculator to determine the estimated local economic return on investment generated by the event.

*Recommended Sponsorship Value*

A Council investment of $10,000 (exc. GST) cash and in-kind services.

This recommended amount is consistent with previous Council investments for major sporting events.

Given the event's alignment with Council's Visitor Economy Strategy 2024–2030, including its scale, regional visitation profile and contribution to economic activity, it is recommended that Council provide sponsorship support totalling $10,000 (exc. GST).

**Financial Implications**

The Penrith Major Events Partnership Program provides up to $200,000 annually to fund major and community events in the Penrith Local Government Area. This funding is available within Council's existing 2025-26 Operational Plan.

Previously recommended to Council on 23rd March 2026, the Fisher Out 2 Lunch Festival event has been postponed and requires a new application through the Major Sponsorship program, resulting in additional funding becoming available within the program.

To date this financial year, Council has endorsed a total of $118,950 worth of major event sponsorship in 2025-26 and a total of $25,000 worth of major event sponsorship in 2026-27 financial years. As a result, there is currently $81,050 remaining in the 2025-26 and $175,000 remaining in the 2026-27 Event Sponsorship Program budgets.

Should the sponsorship request to a total of $10,000 be approved, the remaining available budget within the 2025-26 major events sponsorship program budget is $71,050 for the 2025-26 financial year and $175,000 remaining in the 2026-27 financial year.

**Risk Implications**

If the sponsorship is endorsed, Council will enter into a sponsorship agreement with Netball NSW to detail the expected sponsorship benefits to be delivered to Council and the community in exchange for Council's investment.

**Conclusion**

A request for sponsorship has been received from Netball NSW for the 2026 HART Senior State Titles. It is estimated that the return to the community of Penrith from the event could be in the order of $6.9 million.

Council officers have assessed the proposal against the Events Sponsorship Policy. A total investment of $10,000 cash (exc. GST) is considered appropriate. This level of investment reflects the nature of the proposed sponsorship benefits to Council, and the estimated economic benefits to the local economy.

**RECOMMENDATION**

That:

1. The information contained in the report on Major event sponsorship request - 2026 HART Senior State Titles Netball be received.
2. Council endorses an investment of cash sponsorship of $10,000 (exc. GST).
3. The applicant is informed that sponsorship of the 2026 event does not imply or commit Council to provide the same level of support for future events.

**ATTACHMENTS/APPENDICES**

There are no attachments for this report.

## 3 Submission to the Australian Government on the next National Cultural Policy

**Compiled by:** **Tiffany LeeShoy, Senior Cultural Strategy Officer**
**Patricia Gonzalez, Social Strategy Program Manager**

**Authorised by:** **Marcella Kelshaw, Head of City Activation, Community and Place**
**Sandy Davies, Director Community Connection**

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| **Outcome** | *Support our wellbeing* |
| **Strategy** | *Connect and share in celebration of diversity, culture and creativity* |
| **Principal Activity** | *Conduct and support inclusive community events and initiatives that enhance culture and creativity, supporting social connection across our City* |

**Previous Items:** **3- Submission to Australian Government - Office of the Arts on Draft National Cultural Policy- Ordinary Meeting- 22 Aug 2022 7:00PM**

### Executive Summary

This report seeks Council's endorsement for a submission to the Australian Government's Office for the Arts on the next National Cultural Policy.

On 23 March 2026 the Minister for the Arts, the Hon Tony Burke MP, announced the commencement of public consultations for the next National Cultural Policy. The consultation closes on Sunday 24 May 2026. Council has been granted an extension by the Office for the Arts until 8 June.

The current National Cultural Policy, *Revive: A place for every story, a story for every place* was launched in January 2023, following a consultation process during which Council provided a submission. The government is halfway through delivering on Revive and is now inviting submissions to shape the next, consecutive cultural policy.

Council's draft submission on the next National Cultural Policy aligns with We Create Penrith: Cultural Strategy and Action Plan 2024-28. Penrith Performing & Visual Arts (PP&VA) will prepare its own submission.

The draft submission is provided as Appendix 1.

### Background

Through July and August 2022, the Australian Government Office for the Arts undertook consultation on the development of a new National Cultural Policy (the Policy). Council provided a submission which was reported to the Ordinary meeting of 22 August 2022.

The Policy 'Revive: A place for every story, a story for every place' was launched in January 2023. The Policy is built around 5 pillars:

1. First Nations First
2. A Place for Every Story
3. Centrality of the Artist
4. Strong Cultural Infrastructure
5. Engaging the Audience

The government reports that it has delivered on 75 of the 85 announced actions in Revive, including establishing Creative Australia (from the former Australia Council for the Arts) and its new councils – First Nations Art, Music Australia, Writing Australia and Creative Workplaces. Of particular relevance to Council's 2022 submission, Revive also delivered a national arts and disability framework and funded specialist in-school arts education programs that draw directly from creative cultural sector expertise.

**Current Situation**

On 23 March 2026 the Minister for the Arts, the Hon Tony Burke MP, announced the commencement of public consultations for the next National Cultural Policy. The government is halfway through delivering on the 5-year plan of Revive and is inviting submissions to shape the next, consecutive cultural policy.

The public consultation paper indicates that the next National Cultural Policy will continue to be built around the 5 pillars first set out in Revive. The paper invites input on:

- *the challenges and opportunities you see in the pillar or pillars most relevant to you*
- *why the five pillars matter to you and your practice, and/or*
- *what you would like to see reflected in the next National Cultural Policy.*

Council's draft submission highlights the following issues and makes 5 recommendations, in summary:

**1. Issues affecting Penrith artists & arts organisations**

**(a) Lack of affordable creative production space**

Recommendation 1: That Creative Australia support initiatives such as the Creative Spaces Network with research and partnerships to address the demand for affordable, secure and fit for purpose creative production spaces.

**(b) Fundraising and securing philanthropic support**

Recommendation 2: That Creative Australia complements their fundraiser coaching for Arts Boards with guidance about recruiting new Board members with skills and fundraising networks.

**2. Report on the impact of funded cultural activities to demonstrate the effectiveness of arts funding** in creating positive cultural, social and environmental change

Recommendation 3: That Creative Australia report on the impact of funded arts activities across policy domains.

**3. Cross-portfolio collaboration on social cohesion**

Recommendation 4: That Federal Government agencies engage local cultural institutions to develop and deliver accessible programs that build social connections and increase sense of belonging.

**4. Protect artists' freedom of expression**

Recommendation 5: That Creative Australia renew public commitment to upholding artistic freedom as a core institutional value.

The draft submission is provided as Appendix 1.

**Submission management**

The Office for the Arts has advised that it will utilise artificial intelligence (AI) tools to identify common themes and issues, create summaries and for administrative processes. In this light, Council's draft submission uses standard or familiar terms to Creative Australia.

As with Council's 2022 submission, it is proposed that permission is granted to publish this submission on the Australian Government website.

The consultation closes on Sunday 24 May 2026. Council has been granted an extension by the Office for the Arts until 8 June.

**Financial Implications**

There are no financial implications for Council associated with this report.

**Risk Implications**

There is no perceived risk to Council in making this submission.

The benefits include highlighting and elevating the needs of Penrith LGA and Western Sydney artists, arts workers and communities, in the setting of a national cultural policy conversation.

**Conclusion**

The Australian Government's Office for the Arts is consulting on the next National Cultural Policy. The current National Cultural Policy, *Revive: A place for every story, a story for every place* was launched in January 2023, following a consultation process during which Council provided a submission.

The government is halfway through delivering on Revive and is now inviting submissions to shape the next, consecutive cultural policy.

Council's draft submission on the next National Cultural Policy aligns with We Create Penrith: Cultural Strategy and Action Plan 2024-28. It highlights the lack of affordable creative production space, philanthropy, reporting on the impact of cultural activities, cross-portfolio collaboration and protecting freedom of expression.

Penrith Performing & Visual Arts is preparing its own submission.

The consultation closes on Sunday 24 May 2026. Council has been granted an extension by the Office for the Arts until 8 June.

**RECOMMENDATION**

That:

1. The information contained in the report on Submission to the Australian Government on the next National Cultural Policy be received.
2. Council endorse the draft submission on the next National Cultural Policy at Appendix 1 to be submitted to the Australian Government - Office for the Arts by 8 June 2026.
3. Council give permission for the submission to be published on the Australian Government website.

**ATTACHMENTS/APPENDICES**

**1.** National Cultural Policy Submission 2026 4 Pages Appendix



Positively PENRITH

# National Cultural Policy submission 2026

## Penrith City Council

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# About Penrith Local Government Area

Penrith LGA is located on Darug and Gundungara Country in Western Sydney at the foot of the Blue Mountains. Currently home to 219,000 people, our population is growing, expected to reach 316,000 by 2041. It is also becoming more culturally diverse, and more people identify as Aboriginal and/or Torres Strait Islander (5% of the population compared to 1.7% in Greater Sydney).

Major infrastructure projects including the Sydney Metro: Western Sydney Airport and the Western Sydney International (Nancy-Bird Walton) Airport, will deliver faster and more accessible transport connections while unlocking opportunities for the creation of new places and neighbourhoods.

'We Create Penrith' is Council's Cultural Strategy and Action Plan which responds to these changes and positions arts and culture as essential to Penrith's future.

## 1. Issues affecting Penrith artists & arts organisations

**These issues relate to Pillars 2, 3 & 4.**

**Space** – Like many cities, Penrith lacks affordable creative production space.

Create NSW in partnership with the City of Sydney has established the Creative Spaces Network, commencing with an initial pilot with local councils across Greater Sydney, Central Coast, Newcastle and Wollongong. The Network seeks to enable local councils and Create NSW to work collaboratively to explore innovative models to plan and manage the supply and activation of creative space.

**Recommendation 1**: That Creative Australia support initiatives such as the Creative Spaces Network with research and partnerships to address the demand for affordable, secure and fit for purpose creative production spaces.

**Fundraising** – With government funding increasingly hard to secure, more arts organisations are looking to diversify their income through philanthropy. This puts many Western Sydney arts companies at a disadvantage because their Management Committees and Boards often do not have connections with high-net-worth individuals like other parts of Sydney, and it can take years of building relationship with philanthropists before a project is funded.

PENRITH CITY COUNCIL

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In Western Sydney, philanthropists tend to fund social and health rather than arts programs (note Powerhouse Parramatta raised $68 million in philanthropy, tied to infrastructure).

**Recommendation 2**: That Creative Australia complements their fundraiser coaching for arts Boards with guidance about recruiting new Board members with skills and fundraising networks.

## 2. Report on the impact of funded cultural activities

**This opportunity relates to Pillar 4.**

Creative Australia reports annually on what it invests in – this data is collected from application forms. It also collects valuable data from acquittals that describes the impact of the funding – what changed for the recipient and the communities they work with.

This is valuable information that Creative Australia should find a way to report, because when collated and de-identified, it becomes a growing evidence-base of the cultural, social, economic, environmental and governance impact and effectiveness of arts funding.

**Recommendation 3**: That Creative Australia report on the impact of funded arts activities across policy domains.

## 3. Cross-portfolio collaboration on social cohesion

**This opportunity relates to Pillar 4.**

The National Cultural Policy can drive collaboration across Federal government departments to progress diverse policy goals through arts-based approaches. We know that creating and experiencing art brings people together and strengthens social connections. Art opens up our minds to new ideas and increases empathy because through art we can imagine different perspectives. Creative participation benefits us as individuals and as a community.

**Recommendation 4**: That Federal Government agencies engage local cultural institutions to develop and deliver accessible programs that build social connections and increase sense of belonging[1].

## 4. Protect artists' freedom of expression

**This issue relates to Pillars 1, 2 & 3.**

[1] A New Approach, Policy Action Brief Opportunity to action: Enabling Australia's arts and culture system, November 2025 https://newapproach.org.au/publication/enabling-australias-arts-and-culture-system/ Accessed 24/04/26.

Creative Australia, under its establishing legislation, is required to "uphold and promote freedom of expression in the arts". Recent events have highlighted the need to reaffirm this commitment through consistent and transparent governance, presenting an opportunity to strengthen confidence across the arts sector. This is significant for artists and communities in Western Sydney—NSW's most culturally diverse region and home to Australia's largest First Nations population—where creative practice often engages with themes such as racism, human rights and social justice[2].

A renewed and visible commitment to artistic freedom would help address concerns about uneven impacts, support diverse cultural voices, and reinforce Creative Australia's leadership role in fostering an inclusive and resilient arts ecosystem.

**Recommendation 5**: That Creative Australia renew public commitment to upholding artistic freedom as a core institutional value.

[2] Diversity Arts Australia's Response to Creative Australia's Reinstatement of the Venice Biennale Artistic Team & Governance Review, 16 July 2025: https://diversityarts.org.au/response-to-creative-australias-reinstatement-of-the-venice-biennale-artistic-team-and-governance-review/

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**STRATEGIC DIRECTION 3 - SHAPE OUR GROWING CITY**


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## 4 Draft Kingswood-Werrington Structure Plan and draft Place Plan for public exhibition

**Compiled by:** **Fiona McDermott, City Strategy Lead**
**Aditya Malshe, Urban Design Officer**
**Marianna Kucic, Executive Planner - Urban Strategy**

**Authorised by:** **Carlie Ryan, Head of City Strategy**
**Kylie Powell, Director Futures and Strategy/Deputy General Manager**

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| **Outcome** | *Shape our growing city* |
| **Strategy** | *Navigate balanced growth and plan strategically* |
| **Principal Activity** | *Ensure our strategic framework and vision are contemporary and guide land use planning to meet the needs of our community and growing population* |

**Previous Items:** **3- Outcomes of early community and stakeholder engagement for the Kingswood-Werrington Structure Plan and Place Plan- Policy and Strategy Committee- 09 Mar 2026 7:00 PM**
**2- Working draft Kingswood-Werrington Structure Plan- Policy and Strategy Committee- 09 Mar 2026 7:00 PM**

### Executive Summary

The purpose of this report is to seek Council's endorsement to publicly exhibit the draft Kingswood-Werrington Structure Plan (Attachment 1) and draft Place Plan (Attachment 2).

Located within the broader Penrith East–West Corridor between Penrith City Centre and St Marys Town Centre, the Kingswood-Werrington corridor includes two rail stations, major health and education institutions, established and emerging residential neighbourhoods, employment lands and significant open space assets. Collectively, these features position the corridor to accommodate future population and employment growth.

The draft Kingswood-Werrington Structure Plan and draft Place Plan represent the next phase of strategic planning for the broader Penrith East-West Corridor, building on recent planning work in St Marys and continuing Council's place-based planning approach for the area between Penrith City Centre and St Marys Town Centre. They form Stage 1 of Council's two-stage planning process for Kingswood-Werrington, with a future Stage 2 to involve more detailed master planning, infrastructure planning and consideration of amendments to planning controls.

Prepared using Council's Centres Planning Model, the draft Structure Plan and draft Place Plan are stakeholder-driven, evidence-based, place-based and implementation-oriented. They have been informed by a comprehensive evidence base, including corridor-wide technical studies covering transport, water management and market economics, a centres-based safety audit, background planning analysis and early engagement with the community and key stakeholders.

A report on early engagement outcomes and emerging considerations for the draft Structure Plan and draft Place Plan was presented to Council at the Policy and Strategy Committee meeting on 9 March 2026. The early engagement process undertaken in late 2025 and early 2026, prior to preparation of the draft plans, ensured the work was stakeholder-driven by identifying community and stakeholder priorities upfront and informing the direction of the planning process. At that meeting, Councillors were also provided with a separate

confidential report and presentation on the working draft Kingswood–Werrington Structure Plan.

The draft Structure Plan provides a long-term strategic and spatial framework to guide growth in Kingswood-Werrington over the next 20 years. It identifies opportunities for additional jobs, housing, transport improvements, open space enhancements and centre revitalisation. It also recognises the significant potential to grow a regionally important health and education innovation precinct centred on Nepean Hospital, Western Sydney University and TAFE NSW. The draft Structure Plan seeks to provide capacity for more than 6,255 additional jobs and approximately 8,580 additional dwellings by 2046, supporting a minimum total of 20,140 jobs, 19,650 dwellings and around 39,300 residents across the corridor. These numbers are based on structure plan work only and do not reflect any other proposal in the Corridor. Any other proposal should consider the work of the Structure Plan.

The draft Place Plan complements the draft Structure Plan by identifying practical actions to improve public spaces, activate centres and enhance the day-to-day experience of Kingswood and Werrington in the short to medium-term.

This report recommends that Council endorse both the draft Kingswood-Werrington Structure Plan and draft Place Plan for public exhibition. This will enable the community, stakeholders and relevant State agencies to review the draft plans, provide feedback and help inform the final documents. Following exhibition, submissions will be reviewed and the plans refined where required, with a further report to be presented to Council in late 2026 prior to finalisation.

Subject to Council endorsement of the final Structure Plan, the next stage of work will involve more detailed master planning and engagement with the community and stakeholders to guide the delivery and implementation of key precincts and initiatives identified within the plan.

**Background**

The East-West Corridor, and Kingswood–Werrington area in particular, has been identified in several of Council's strategic planning documents as a priority area for future growth and renewal, including the Penrith Local Strategic Planning Statement, Local Housing Strategy and Employment Lands Strategy. Initial strategic work was undertaken in 2020 through the Interim East–West Corridor Centres Strategy to establish a future vision and begin to influence conversations around growth, development and infrastructure requirements. The current project builds on that earlier work and advances planning for Kingswood-Werrington within the current strategic and policy context.

In accordance with Council's Centres Planning Model, the planning pathway for the Kingswood–Werrington corridor is progressing in two stages. Stage 1 comprises preparation of the draft Structure Plan and Place Plan. Stage 2 will involve detailed master planning for the Kingswood and Werrington centres, infrastructure planning, and consideration of any required amendments to planning controls.

**Current Situation**

Following the Policy and Strategy Committee meeting on 9 March 2026, at which Councillors received a report on early engagement outcomes and emerging considerations for the Structure Plan and Place Plan, as well as a separate confidential report and presentation on the working draft Kingswood–Werrington Structure Plan, Council officers have progressed both plans to draft stage for the purposes of public exhibition. The draft Structure Plan is consistent with the working draft spatial framework previously presented to Councillors, while the draft Place Plan has been informed by the outcomes of community engagement.

A comprehensive evidence base has been prepared to inform both documents. This has included economic, housing and demographic analysis, transport and accessibility investigations, environmental and open space assessments. This work is documented in the

background report Understanding the East–West Corridor: Kingswood–Werrington (separately enclosed).

Council has also undertaken early engagement with key stakeholders and the community to understand aspirations for the future of the corridor and its centres. This included online engagement activities, a pop-up consultation session, direct stakeholder discussions, targeted engagement with State agencies, and consultation with landowners, businesses and major institutions including Nepean Hospital, Western Sydney University and TAFE NSW. Feedback from this process was captured in the Stage 1 Community Engagement Report and the Kingswood–Werrington Place Plan Engagement Summary Report (both attachments to the 9 March Policy and Strategy Committee report), and has informed the identification of key issues, opportunities and priorities for the corridor.

Building on this evidence base and engagement, the draft Structure Plan establishes the long-term vision for the corridor through place outcomes, strategic directions and a spatial framework. It identifies where growth should be focused, how centres and precincts will evolve, and how land use, transport and infrastructure can support a more connected, liveable and productive corridor.

The Structure Plan is complemented by the draft Kingswood–Werrington Place Plan, which has been prepared in parallel to support its delivery. While the Structure Plan provides the long-term framework for growth, the Place Plan focuses on short to medium-term actions to improve the public domain, activate centres, and enhance the day-to-day experience of Kingswood and Werrington. Together, the two documents provide a coordinated approach to long-term planning and shorter-term place improvements.

The project has now reached a key milestone, with both draft plans ready for public exhibition. Exhibition will provide an opportunity to test the draft plans, refine them through community and stakeholder feedback, and ensure the final documents reflect local aspirations while maintaining alignment with Council's strategic planning objectives.

**Draft Structure Plan**

Vision

The draft Structure Plan is guided by a shared place-based vision centred on three key principles: *"Live Well, Move Well, Grow Well"*. It aspires for Kingswood–Werrington to be:

> *"A place where people can live comfortably, move easily and access learning and work close to home. It will grow into a connected, safe and welcoming network of complementary precincts that support their communities' everyday needs.*
>
> *Building on its existing strong foundations, it will be a smart, green, sustainable and vibrant place at the centre of Penrith's Economic Corridor, where opportunity and quality of life come together for everyone."*

This vision was tested with the community through early engagement in late 2025 and reflects what matters most to local people: how the corridor functions on a day-to-day basis, and how future growth can enhance quality of life.

Grounded in community values, stakeholder input and contextual analysis, the vision sets a clear strategic direction for the corridor's future and articulates a shared aspiration for its identity, character and role within the broader city and region. It is also informed by the corridor's existing strengths, including its strategic location, major health and education institutions, established neighbourhoods, transport accessibility and potential to evolve as a connected innovation precinct. Together, these elements define what Kingswood–Werrington should become over time.

Outcomes and Directions

The vision is supported by six place outcomes and 18 strategic directions, which provide a clear pathway for achieving the vision. Together, they address land use, transport,

infrastructure, environment and place making across the corridor, and provide a framework to guide planning, infrastructure delivery, partnerships and investment over time. The draft place outcomes and related directions are summarised below:

- Outcome 1: Connected – A well-connected corridor where walking, cycling and public transport provide easy access to jobs, services and opportunities.
    1. Create a well-connected and sustainable transport network
    2. Improve connections across corridor barriers
    3. Manage streets to prioritise people, movement and essential access
- Outcome 2: Innovative – A thriving innovation precinct that supports employment, enterprise and collaboration between industry, education and research.
    4. Strengthen the emerging Innovation Precinct
    5. Protect and renew existing employment areas
    6. Grow jobs in centres and new employment precincts
- Outcome 3: Inclusive – Diverse and inclusive neighbourhoods with a range of housing types, local services and active centres that support everyday living.
    7. Create vibrant mixed-use communities near transport
    8. Deliver diverse housing close to opportunity
    9. Celebrate culture, heritage and local identity
- Outcome 4: Safe – Safe, welcoming streets, parks and centres that encourage active, comfortable and inclusive public life.
    10. Create safe, welcoming and active centres
    11. Improve safety and comfort in public places
    12. Embed safety in the design and management of public places
- Outcome 5: Sustainable – Greener, cooler neighbourhoods that protect natural assets, respond to climate change and support healthy lifestyles.
    13. Deliver greener and cooler neighbourhoods
    14. Integrate water-sensitive and nature-based design
    15. Support low-emission and climate-resilient places
- Outcome 6: Prepared for Growth – Well-coordinated growth that aligns homes, jobs and infrastructure to support thriving communities.
    16. Reinforce the distinct role of each precinct
    17. Leverage existing infrastructure and align new infrastructure delivery with growth
    18. Collaborate with government, institutions and industry

<u>Spatial Framework</u>

The spatial framework provides a coordinated approach to managing growth, movement and place outcomes across the Kingswood–Werrington corridor. It translates the place outcomes and strategic directions into a clear spatial structure to guide future development, infrastructure delivery and investment.

Growth is focused around Kingswood and Werrington railway stations to support higher density housing, employment and mixed-use development in well serviced locations, integrated with surrounding green open spaces. An Innovation Spine is proposed to connect Nepean Hospital, Western Sydney University, TAFE NSW and both Kingswood and Werrington Stations, strengthening the corridor's role as a leading health, education and innovation precinct for Western Sydney.

The framework also prioritises the revitalisation of the Kingswood and Werrington centres, improved walking and cycling connections, greater housing diversity, and coordinated

infrastructure and public domain renewal to support liveability, accessibility and economic activity. Together, these elements provide a clear and integrated structure for accommodating growth while supporting community wellbeing and environmental outcomes.

Precinct Roles

To deliver the vision and place outcomes, the Kingswood–Werrington corridor is structured around five key precincts, each with a distinct role, character and contribution to the broader corridor. While these precincts are the primary focus for growth and change, the broader study area also includes established residential neighbourhoods, open spaces, movement corridors and supporting lands outside the defined precincts. These areas were included in the study area to ensure the draft Structure Plan considered how the corridor functions as a whole, particularly in relation to movement, connectivity, access to centres, public open space, infrastructure coordination and the interface between new growth areas and existing communities. Their inclusion has helped ensure that future planning outcomes are integrated, connected and responsive to local context.

The five focus precincts are summarised below:

- Kingswood Local Centre – a vibrant mixed-use centre providing shops, services, housing and day-to-day activity for the surrounding community.
- Kingswood North – an evolving, transport-accessible precinct with capacity for future employment and residential growth.
- Innovation Spine – a key mixed-use economic and education focused precinct, supporting innovation, jobs and long-term growth through its connection to major institutions Western Sydney University, TAFE NSW and Nepean Hospital.
- Werrington Urban Village – a community-focused precinct offering housing diversity, local services and neighbourhood amenity.
- Werrington South – plays an important role in supporting urban services, logistics and employment functions that are critical to the wider corridor.

The Structure Plan establishes the strategic role and function of each precinct, providing a clear framework for how they will contribute to the corridor while recognising their distinct identity and local character. Collectively, the identified precincts provide the primary locations for future employment and housing growth within the corridor, building on major institutions, rail access and existing centres.

Growth Capacity – Jobs and Housing

The Kingswood–Werrington corridor is a key employment and housing growth area within Penrith's East–West Economic Corridor.

Employment growth will be supported through additional commercial and mixed-use development around Kingswood and Werrington stations, new employment areas that strengthen the proposed Innovation Spine, and retention and improvement of existing employment lands, including industrial and urban services areas. Public domain, walking and cycling, and connectivity improvements will also help attract investment and improve workforce access.

Housing growth will be focused around stations, centres and well-located precincts with strong access to transport, jobs and services. A diverse mix of housing types will be encouraged to meet changing community needs and accommodate an increasingly skilled innovation workforce, while respecting neighbourhood character and infrastructure capacity.

Overall, the draft Structure Plan seeks to provide capacity for:

- more than 6,255 additional jobs over the next 20 years, resulting in a minimum of 20,140 jobs across the corridor by 2046.

- approximately 8,580 additional dwellings, resulting in a minimum of 19,650 dwellings and around 39,300 residents across the corridor by 2046.

These numbers are based on structure plan work only and do not reflect any other proposal in the Corridor. Any other proposal should consider the work of the Structure Plan.

Next Steps – Stage 2 Master Planning

The draft Kingswood–Werrington Structure Plan provides the long-term strategic framework for the corridor over the next 20 years, establishing the vision, place outcomes and spatial directions for future growth. While the draft Plan sets a clear direction, further work is required to refine, prioritise and stage specific initiatives over time.

Endorsement of the final Structure Plan following public exhibition will enable progression to Stage 2 master planning for the Kingswood and Werrington precincts. This next phase will build on the Structure Plan through more detailed investigations of land use, built form, infrastructure, feasibility and deliverability.

The majority of the Innovation Spine precinct is subject to a separate State-led rezoning and planning pathway associated with Western Sydney University Werrington North and South sites. Notwithstanding this, the Structure Plan confirms the strategic role of the Innovation Spine within the broader corridor. The Structure Plan provides the overarching strategic framework and context within which the rezoning proposal should be considered and implemented. It also establishes Council's adopted strategic direction for future employment, innovation and knowledge-based outcomes across the corridor, informed by a comprehensive evidence base and early engagement undertaken with the community and key stakeholders. For those parts of the precinct not subject to the State-led rezoning assessment, future planning and development outcomes will continue to be guided by, and aligned with, the strategic directions and intended outcomes of the Structure Plan. However, these areas will not be subject to separate detailed master planning as part of Stage 2 of the planning pathway as this will only apply to the Kingswood and Werrington precincts.

The outcomes of the master planning process, together with the endorsed Structure Plan, will inform any future amendments to planning controls under the Penrith Local Environmental Plan and Development Control Plan, and guide infrastructure planning, funding priorities and partnerships over time.

**Draft Place Plan**

The draft Kingswood-Werrington Place Plan is a short to medium-term plan which will help shape Kingswood and Werrington to be safer, more welcoming and vibrant centres. The draft Place Plan sets a vision for the two centres over the next five years, and outlines practical steps to improve streets, public spaces, safety, local business activity and community life. The Place Plan will complement and sit alongside the longer-term Structure Plan.

The draft Place Plan builds on the success of Council's previous Think Bold Kingswood Place Plan from 2020 which helped deliver town centre improvements, events and secure grant funding in Kingswood's town centre. It is anticipated that the five-year actions set out in the draft Place Plan will help to kick-start longer-term improvements to the place experience, activation and management of the Kingswood and Werrington centres.

The draft Place Plan proposes 20 actions for Kingswood that fall within the following pillars:

- Vibrant destinations
- Safe and cool
- Unmistakeably Kingswood
- Connected community

The draft Place Plan proposes 12 actions for Werrington that fall within the following pillars:

- Safe and confident
- Comfortable connections
- A welcoming village heart
- Connected community

In responding to the many worthwhile ideas put forward by the community and stakeholders during the draft Place Plan engagement, the Plan also captures a series of aspirational ideas for action beyond the five-year timeframe of the Place Plan, which could be the foundation for future projects, grant funding applications, or investigation in a future Master Plan.

The draft Place Plan is supported by the Kingswood-Werrington Safety Audit which has assessed safety issues in specific areas of Kingswood and Werrington, within a walkable catchment of the two rail stations, using Crime Prevention Through Environmental Design (CPTED) principles. The Safety Audit identifies a range of location-specific opportunities to further enhance safety, accessibility and amenity across the corridor, including improvements to lighting, wayfinding and signage, pedestrian connections, and the treatment of public spaces. The findings of the audit have informed both the draft Place Plan and draft Structure Plan, helping to embed principles of safety, accessibility and place quality within the broader planning framework. While the Safety Audit is primarily a technical document, its integration into the planning process supports a coordinated and proactive approach to delivering safer, more accessible and more welcoming public spaces over time.

Through the community engagement findings, the draft Place Plan will also help guide improvements to streets and the public domain, activation of public spaces, improvements to local business activity and footfall, place management, and support community wellbeing and connection in the years ahead.

**Public Exhibition and Engagement Activities**

Building on the community and stakeholder engagement undertaken in late 2025 and earlier this year, it is now proposed to publicly exhibit the draft Kingswood–Werrington Structure Plan and draft Place Plan concurrently from 28 May to 26 June 2026.

This exhibition phase represents the second stage of engagement for the Structure Plan, providing the community, stakeholders and State agencies with an opportunity to review and provide feedback on the draft strategic framework. A third phase of engagement will occur through the future master planning process, ensuring continued community and stakeholder involvement in shaping the detailed planning, design and delivery of key precincts and initiatives across the corridor. This multi-stage engagement approach is a unique aspect of Council's Centres Planning Model and is intended to ensure the planning process is stakeholder-driven at each stage of development.

The exhibition will be supported by a comprehensive engagement program, including publication on Council's Your Say webpage with opportunities for online feedback and written submissions, a face to face drop-in session in the local area, and targeted meetings with key stakeholders. The exhibition will be promoted through Council's communication channels, including social media, to maximise community awareness and participation.

Following the close of the exhibition period, all submissions will be reviewed and considered. Any recommended amendments to either the draft Structure Plan and/or draft Place Plan arising from community and stakeholder feedback will be reported to Council prior to finalisation of the plans.

<u>State Agency Collaboration</u>

Council recognises the importance of strong collaboration and effective partnerships with State agencies, major institutions and key stakeholders to deliver the shared place vision for

the corridor. Council will continue to lead and coordinate cross agency collaboration through the Kingswood–Werrington Agency Working Group as the plan progresses toward implementation.

The Structure Plan also acknowledges the role of The Quarter in supporting coordinated planning and delivering on the ground outcomes, particularly where health, education and innovation opportunities intersect. Ongoing engagement with The Quarter Steering Committee will continue throughout the planning and implementation phases to ensure outcomes remain place led and responsive to local needs.

**Financial Implications**

The costs associated with public exhibition of the draft Structure Plan and draft Place Plan can be met within existing operational budgets.

The draft Structure Plan identifies a range of future infrastructure initiatives. These projects are currently unfunded and would be subject to further investigation and consideration of the financial implications and potential funding strategies through future master planning work. A handful of 'big ticket' infrastructure items for the corridor that fall outside the anticipated scope of future master planning will require a bespoke funding approach. Delivery of these items will likely depend on securing alternative funding sources, including targeted advocacy to the State Government for key transport and utility infrastructure. These will be further considered through the preparation of an Infrastructure Funding and Delivery Plan to be developed as part of Stage 2 of the planning process.

Progression to the master planning phase will require additional work, including some additional technical studies. These costs are indicatively estimated at around $350,000, with funding facilitated in the 2026-27 budget. The 2026-27 budget will be presented to Council with the 2026-27 Operational Plan at the 29 June 2026 Ordinary Meeting for adoption.

The implementation of actions within the draft Place Plan is largely supported through existing operating budgets, with many actions able to be delivered within current work programs. A number of actions are not currently programmed but are expected to be delivered over time through existing resources and incorporated into future work plans. The draft actions have intentionally focused on advocacy, audit and design initiatives that fall within the remit of existing Council departments and rely primarily on staff resources. A small number of actions and longer-term ideas may require additional funding which could include future grant funding applications to support on-ground delivery. The table at Attachment 3 summarises the funding status and delivery pathway for each action.

**Risk Implications**

Progressing the draft Kingswood-Werrington Structure Plan and draft Place Plan reduces strategic planning risk by providing a clear framework for future growth, infrastructure coordination and investment. Public exhibition will also reduce risk by identifying issues early and allowing the final plans to be strengthened through community and stakeholder input.

Failure to proceed may delay the corridor planning pathway, reduce Council's ability to influence external planning and infrastructure decisions, create uncertainty for residents and investors, and increase the likelihood of fragmented or uncoordinated growth outcomes.

**Conclusion**

The draft Kingswood–Werrington Structure Plan and draft Place Plan provide a comprehensive, evidence-based and place-led framework to guide the future growth and renewal of the corridor. Together, they respond to the area's strategic location between Penrith and St Marys, its rail access, established communities, employment lands, and major institutions, including Nepean Hospital, Western Sydney University and TAFE NSW.

The draft Structure Plan establishes a clear long-term direction for land use, housing, employment, movement, infrastructure and environmental outcomes over the next 20 years,

including capacity for significant additional jobs and dwellings. The draft Place Plan complements this through short- to medium-term actions focused on safer streets, improved public spaces, centre activation, stronger local business activity, and enhanced community connection in Kingswood and Werrington.

The draft Structure Plan and draft Place Plan align with the working draft spatial framework and reflect community engagement outcomes, both of which were previously presented to Councillors at the Policy and Strategy Committee meeting on 9 March 2026.

Public exhibition of both draft plans will provide an important opportunity for the community, stakeholders and government agencies to review and refine the strategic directions and proposed actions, ensuring the final plans reflect local aspirations.

Following exhibition, a further report will be presented to Council outlining submissions received and any recommended amendments.

Subject to Council endorsement of the Structure Plan, the next phase of work will include detailed Stage 2 master planning for the Kingswood and Werrington centres to inform implementation pathways, including potential amendments to planning controls and funding mechanisms.

**RECOMMENDATION**

That:

1. The information contained in the report on Draft Kingswood-Werrington Structure Plan and draft Place Plan for public exhibition be received.
2. Council endorse the draft Kingswood-Werrington Structure Plan and draft Place Plan concurrently for public exhibition for a minimum period of 28 days.
3. A further report be presented to Council following exhibition outlining submissions received and any proposed amendments arising from community feedback.
4. The General Manager be granted delegation to make any minor changes to the draft Kingswood-Werrington Structure Plan and/or draft Place Plan prior to public exhibition, as required, consistent with the strategic intent.

**ATTACHMENTS/APPENDICES**

| | | | |
|---|---|---|---|
| **1.** | Draft Kingswood-Werrington Structure Plan | 68 Pages | Attachments Included |
| **2.** | Draft Kingswood and Werrington Place Plan | 82 Pages | Attachments Included |
| **3.** | Funding status of proposed Council Actions (Draft Place Plan) | 5 Pages | Attachments Included |

## 5 Submission to the revised Orchard Hills South Public Exhibition Package

**Compiled by:** **Wendy Connell, City Planning Coordinator**
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| | |
|---|---|
| **Outcome** | *Shape our growing city* |
| **Strategy** | *Harness opportunities to boost liveability through advocacy and collaboration* |
| **Principal Activity** | *Advocate for and influence state planning policies and legislation to ensure the best results for our city and community* |

**Previous Items:** **2- Orchard Hills Precinct Project Update- Councillor Briefing (Now known as Councillor Information/Workshop Session)- 27 Nov 2023 7:00PM**
**1- Orchard Hills South - State Led Planning Proposal- Councillor Briefing (Now known as Councillor Information/Workshop Session)- 05 Aug 2024 7:00PM**
**2- Update on Orchard Hills South Rezoning - State-led Rezoning- Councillor Briefing (Now known as Councillor Information/Workshop Session)- 04 Nov 2024 7:00PM**
**6- Proposed Rezoning of Land in Orchard Hills South - State-Led Rezoning- Ordinary Meeting- 09 Dec 2024 7:00PM**
**6- Submission to the Orchard Hills South Public Exhibition Package- Ordinary Meeting- 10 Feb 2025 7:00 PM**
**4- Update on State-Led Rezoning - Orchard Hills South - 2026 Rezoning Proposal and Structure Plan - Public Exhibition- Policy and Strategy Committee- 11 May 2026 7:00 PM**

### Executive Summary

This report seeks Council's endorsement of a submission in relation to the re-exhibition of the proposed rezoning of land in Orchard Hills South.

The NSW Department Planning, Housing and Infrastructure (the Department) is seeking to rezone land in Orchard Hills South as a State-led precinct to provide housing, open spaces, employment lands, transport infrastructure and other supporting infrastructure and services. The Stage 1 rezoning area is focused around the future Orchard Hills Metro Station (the Metro) and proposes to rezone land to facilitate approximately 5,700 dwellings at completion.

A draft submission (Attachment 1) has been prepared which provides comprehensive feedback. Several key strategic concerns and issues have been identified including:

- Availability of utilities: Council's 2025 submission recommended the rezoning be limited to land with existing or planned servicing capacity. Areas within the revised Stage 1 rezoning area remain outside of the initial water and wastewater servicing area and clear timeframes for when enabling infrastructure have not been identified.

- Feasibility of early housing supply: The rezoning proposal is disproportionately weighted toward medium and higher density housing outcomes, that are unlikely to proceed in the early years of the precinct. The long-term vision for a high-density mixed-use centre around the metro must be complemented by realistic pathways for immediate and medium-term housing delivery.
- Extent and cost of local infrastructure: The quantum of Stage 1 infrastructure to be delivered by Council is substantial, costed at approximately $441 million. Council's capacity to deliver this infrastructure in an orderly and timely manner remains a significant issue.
- Financial risk to Council and ratepayers: Concerns raised in Council's 2025 submission relating to land acquisition and hardship claims resulting from the rezoning remain, as well as concerns relating to increases in Council rates as a result of the rezoning.
- State and Regional Infrastructure: The need for the rezoning and broader Structure Plan area to be supported with a committed list of State and Regional infrastructure and a secured funding source for Regional/State infrastructure, before the rezoning is finalised.
- Development Contributions Plan (CP): The revised package is not supported by a draft CP and there is a need for a CP to be prepared to support the precinct at the commencement of the rezoning. IPART approval timeframes for a rezoning of this scale will have significant impacts on the timely finalisation of the CP.
- Flood planning: Clearer direction from the Department on flood planning settings and the definition of the proposed climate change provision is imperative prior to the finalisation of the rezoning. Without this clarity there are significant implications and uncertainties in relation to urban design outcomes, development costs, feasibility and infrastructure delivery.
- Traffic and transport: The updated Transport Management and Access Plan (TMAP) does not address Council's concerns relating to infrastructure, connectivity and network performance. Key strategic east-west and north-south connections, particularly links to Mamre road, The Northern Road and across the M4 remain unresolved, limiting regional connectivity and undermining access to the Metro, town centre and surrounding suburbs.
- Open space: The proposed quantity and quality of open space does not comply with Council's adopted Sport and Recreation Strategy. Further details are needed to ensure that the embellishments, facilities and layouts will deliver high-quality and functional outcomes, consistent with Council standards and community expectations.
- CPCP land: Certainty from the Department is required prior to finalisation of the rezoning that 3.64ha of CPCP Avoided Land proposed to be in Council's ownership through the CP can be dual-use and funded through the CP, with confirmed long-term management, resourcing and no financial burden to Council.

Unless Council's key strategic concerns are resolved and other matters in the attached submission are addressed to Council's satisfaction prior to finalisation, it is recommended that Council not support the rezoning.

The Orchard Hills precinct 2026 Rezoning Proposal and Structure Plan (the revised package) was placed on exhibition on 20 March 2026 to 1 May 2026. Given the need to have time to assess the revised package and the scale of the obligations Council is being asked to deliver, the Mayor wrote to the Minister for Planning and Public Spaces to advise

that further time was needed to prepare a submission. Council indicated that its submission would be provided after the 25 May 2026 Ordinary Meeting, subject to Council endorsement.

This report seeks Council's endorsement of the draft submission (provided as Attachment 1).

## Background

Orchard Hills is identified as a priority growth area within the Greater Penrith to Eastern Creek (GPEC) Strategic Framework, finalised on 28 June 2023. The investigation area includes land predominantly south of the M4 Western Motorway, with a smaller area north of the motorway adjoining The Northern Road. This is collectively referred to as Orchard Hills South.

The Department is leading the investigation and planning for the rezoning of Orchard Hills South. In November 2022, the Department released a Discussion Paper that identified the broad investigation area, along with some initial site analysis and principles for further development. The feedback received on the Discussion Paper informed the 2024 Rezoning Proposal and Structure Plan package, that was publicly exhibited from October 2024 to February 2025. This package focused on land around the future Orchard Hills Metro station and proposed approximately 11,600 dwellings in three separate stages, with a projected population of 30,000 at completion.

At its Ordinary Meeting of 10 February 2025, Council endorsed a submission that raised a number of concerns with regard to the infrastructure cost to Council, delivery and servicing constraints, concerns with the underlying evidence base that informed the planning package and the intended outcome for the Vines Estate.

Following the exhibition of the 2024 Rezoning Proposal and Structure Plan, and following analysis of feedback received from Council, community, industry and State agencies, the Department have made revisions to address concerns about the amount of land acquisition; cost of local infrastructure; feasibility of development and availability of enabling utility infrastructure. Changes have included a significant reduction in the Stage 1 rezoning area and the corresponding provision of infrastructure needed. This scale of change has necessitated the re-exhibition of the planning package for Orchard Hills South. Public exhibition of the revised package commenced on 20 March 2026 and ended 1 May 2026.

At its Policy and Strategy Committee Meeting of 11 May 2026, the Department provided a presentation on the revised planning package. A report was provided that identified an initial review of how previous submissions have been addressed in the revised planning package. Responses to questions from Councillors to the Department's representative and to Council officers, that were unable to be answered at the meeting are provided at Attachment 3. Feedback from Councillors provided at that meeting have been included in the submission.

A summary of the key features of the 2024 Rezoning Proposal and Structure Plan package and the revised package is provided below in Table 1.

## Current Situation – 2026 Rezoning Proposal and Structure Plan

The revised planning package included the following documents:

1. A revised Explanation of Intended Effects (EIE). This document outlines the revisions the Department had made, outcomes from the previous consultation undertaken, proposed amendments to Penrith Local Environmental Plan 2010 (Penrith LEP) and key considerations informing the rezoning proposal.
2. Draft Development Control Plan for the Orchard Hills Precinct, which includes planning controls to guide development.

A suite of updated technical studies and resources (frequently asked questions and maps) have been provided to support the exhibition.

Some of the key changes are summarised in the Table 1 below.

| | 2024 Rezoning Proposal | 2026 Rezoning Proposal |
|---|---|---|
| Size of rezoning area | 350 ha | 155 ha |
| Homes (approx.) | 11,600 | 5,700 |
| Jobs | 4,000 | 2,100 |
| Open space (approx.) | 50 ha | 20 ha |
| Private properties impacted by acquisition | 114 | 41 |
| The Vines estate | Partially included Stage 1 | Excluded from Stage 1 |
| CPCP – Avoided Land | Rezoning of Avoided land to occur at later stages. | Avoided land to be rezoned as C2 Environmental Conservation. |
| Street typologies | 17 | 6 |
| **Structure Plan** | | |
| The structure plan includes revisions to The Vines estate, M4 landscape buffer, identification of areas of steep slope, areas of low and medium density investigation areas, inclusion of 'potential future industrial land', Patons Lane is identified for potential future road widening, and refinements to respond to the reduced Stage 1 land area. Attachment 2 provides the 2024 Structure Plan and 2026 Structure Plan. | | |

**Draft Submission**

At the Policy and Strategy Committee meeting of 11 May 2026, critical matters that were raised in the 2025 submission and how they were addressed in the revised planning package were reported, with a view to prepare a more detailed submission to be presented to Councillors at this meeting.

Council officers have reviewed the revised package to determine potential implications for Council and the community. Whilst the intent of the proposed rezoning to facilitate the delivery of housing close to major transport infrastructure is supported; several concerns have been identified which need to be resolved before the rezoning is finalised.

A summary of key issues is provided below.

**1. Feasibility**

a) Feasibility of early housing supply

The Rezoning Proposal remains disproportionately weighted toward medium and higher density housing outcomes that are unlikely to be viable in the early stages of the precinct.

The updated Economic and Feasibility Study confirms that many of these outcomes, particularly those prioritised in Stage 1, are not feasible in the short term, with implications for the orderly and timely delivery of infrastructure. For example, the Study states that medium-high density housing will not be feasible within the first 10-15 years.

This creates a misalignment between the long-term vision of a high-density, mixed-use centre around the Metro and current market realities. Comparable centres such as Penrith and St Marys continue to experience challenges delivering higher density development, despite established infrastructure and amenity.

Council considers that the long-term vision must be supported by realistic short- and medium-term delivery pathways. Early stages should prioritise low and low–medium density housing to establish critical mass, enable infrastructure delivery, and support the transition to higher density outcomes over time. The timely provision of essential lead-in infrastructure, particularly water, remains critical to achieving a functional and sustainable community.

b) Impact of cumulative contributions on feasibility

The cumulation of local development contributions, State development contributions and other levies (such as affordable housing) may have an adverse impact on development feasibility.

Development contributions must strike a balance between mitigating financial risk to Council and ensuring feasibility and housing affordability can still be achieved. If development is not feasible, this could result in low development uptake, which impacts Council's ability to collect enough money to fund and deliver important local infrastructure to unlock development.

*Suggested Council Position*: The planning for Orchard Hills should ensure feasible housing delivery (low density and low-medium density housing) is prioritised in the early stages that can establish critical mass needed to support higher density outcomes over time and support delivery of critical lead in infrastructure. The Department should also consider options to reduce upfront costs and ongoing costs to Council and the community.

**2. Availability of Public Utilities**

The rezoning proposal is not supported by a clear servicing strategy which is concerning as, whilst there is limited servicing available, it is not yet confirmed when additional services will become available for the remainder of the zoned land. The total proposed dwellings for the Stage 1 rezoning area is 5,700 dwellings. The revised draft Utilities Servicing Strategy outlines the enabling infrastructure needed to support Stage 1. It is understood that the utility networks currently have capacity to service around 2,500 dwellings with electricity and 3,500 dwellings with water and wastewater. This will result in 3,200 and 2,200 dwellings in Stage 1 respectively, constrained by servicing.

Short term LEP and DCP controls are proposed to only allow development to occur when servicing infrastructure is available. However, the revised proposal lacks detailed staging and sequencing of development, and assurance of how land in Stage 1 that is outside of the initial servicing capacity area and wider Orchard Hills Precinct will be serviced in the long term. Clear timeframes must be communicated to provide certainty to landowners and investors about when servicing will come online.

*Suggested Council Position*: The rezoning should be limited to sites with existing and planned servicing capacity. Servicing plans be prepared for Stage 1 and the broader Structure Plan area with clear timeframes for when enabling services and infrastructure will be available. Land should not be rezoned unless it is capable of being serviced immediately.

**3. Employment Targets**

The revised package indicates that the Stage 1 rezoning will facilitate up to 2,100 jobs, however the exhibited package does not provide information on how job targets have been derived and the anticipated industry breakdown.

The draft submission references the job targets in Council's adopted Penrith Economic Development Strategy 2023-20321 (EDS 2031), being a local jobs ratio of 0.86 by 2031. This translates to 0.86 local jobs available for every resident working adult. The submission will also state that the intended employment targets for the precinct to align with the aims in the EDS 2031, noting the long-term ambition for a job target of 1:1 (being one local job available for every resident working adult).

*Suggested Council Position:*

Further evidence is needed to demonstrate that adequate employment opportunities will be available.

**3. Infrastructure Delivery and Development Contributions**

a) *Extent and Cost of Infrastructure*

There is approximately $441 million worth of Stage 1 land acquisition, works and infrastructure to be delivered by Council. When considered alongside infrastructure obligations in other release areas across the LGA this amount is substantial and there are concerns regarding Council's capacity to deliver this infrastructure in an orderly and timely manner.

Furthermore, Council officers are not satisfied that all the proposed infrastructure items are reasonable in terms of nexus or apportionment and, therefore, should not be funded through local contributions. Examples include several proposed roads (NS3 and CS5), the Town Centre Bypass Road is classified as a local road (previously a distributor road).

As outlined in the updated Economic and Feasibility Study, many medium and higher density housing outcomes, (being prioritised within Stage 1 area) are unlikely to be feasible in the short term. Therefore, priorities for our Council include:

- a commitment from the State government to assist Council in the funding and delivering critical lead in road infrastructure.
- a commitment from the State Government to make a line of interest free funding available to address hardship claims and support the early delivery of critical infrastructure.
- a funding source for all regional / State infrastructure to be secured before finalisation, noting that Council will only be responsible for funding local infrastructure.
- the preparation of a Contributions Plan (funded by the Department) supported by scopes of work, updated costings and land values, in place at the time of rezoning.

*Suggested Council Position*: Council will only support infrastructure works if the costs can be recovered through a future Contributions Plan or there is an agreed funding source identified. Appropriate staging needs to be in place to ensure that there is not a significant burden relating to the need to supply lead in infrastructure (roads) to facilitate development and fund hardship claims. Prior to inclusion of any item in a future Contributions Plan, Council must be satisfied that the infrastructure is appropriate for the future population and the costs are fair and reasonable.

b) *State Significant Infrastructure*

Council will reiterate our 2025 submission comment, that infrastructure delivery responsibilities need to be reviewed to ensure Council is only funding local infrastructure.

Several infrastructure items, whilst identified as 'local infrastructure', perform a regional or State level role and should be funded and delivered by the State Government, not Council.

The rezoning and broader structure plan area must be supported with a committed list of State and regional infrastructure and a secured funding source for regional/State infrastructure, before the rezoning is finalised. Council's submission will emphasise regionally significant infrastructure that should be identified as State funded items including the Connector Road between Kent Road and The Northern road, the upgrade of existing rural roads in the Structure Plan area that will experience increased traffic loads and construction traffic as a result of the rezoning, and an east-west road connection to Mamre road and the funding of the proposed community facility (works).

*Suggested Council Position*: Council will only be responsible for funding local infrastructure and land acquisition. A funding source for regional/State infrastructure must be secured before the rezoning is undertaken. The State government should assist Council in funding and delivering critical lead in road infrastructure.

*c) Extent of land acquisition and fragmentation and potential hardship claims*

Land acquisition: There are approximately 22 parcels of land where more than 40% of the site is affected by a proposed acquisition layer. This land is valued at around $142 million. As stated in our previous submission, there is a high likelihood of landowner hardship claims resulting from the rezoning, which will have significant financial implications for Council. This remains a key issue that remains outstanding and is detailed further in the financial risk section of this report.

Fragmentation of Land: Several infrastructure items are located across multiple properties with different landowners. It is challenging to deliver infrastructure in this scenario as it requires acquisition of multiple lots, which can be costly and difficult to coordinate. As mentioned above there are approximately 22 parcels of land affected by a proposed acquisition layer. In Council's experience, this increases the likelihood of hardship claims, which can result in additional and earlier costs to Council that are not covered by the Contributions Plan.

There are opportunities to reduce land fragmentation and improve the efficiency and cost effectiveness of infrastructure delivery within the Stage 1 area. For example, the north-south street located immediately east of the proposed school site could be aligned further west to reduce impacts to multiple landowners. This example and others will be identified in Council's submission.

*Suggested Council Position*: The Department undertake further refinement of the indicative layout plan to reduce land fragmentation and implement robust mechanisms to manage the challenges associated with the fragmentated land ownership across the precinct to facilitate coordinated development and infrastructure delivery.

Council is deeply concerned with the financial feasibility and infrastructure delivery implications on Orchard Hills and the broader community if hardship claims occur. An 'all of government' response to manage the financial sustainability of infrastructure delivery in Orchard Hills is required. Council requests a interest free line of funding source to manage hardship claims in the early stages of the rezoning.

d) Stormwater management infrastructure

The Stage 1 rezoning area has two stormwater catchment areas, each with distinct servicing requirements. The Department is proposing different contribution rates for each catchment area. Council maintains its 2025 submission comment.

*Council Position:* A consolidated stormwater contribution charge is required to ensure equitable cost distribution and avoid housing affordability impacts. This must be resolved through the Contributions Plan.

*Suggested Council Position*: Due to the Department's proposed application of climate change consideration for local overland flow flooding, the future cost implications of the design, maintenance and management of roads (to accommodate larger sized pipes and additional inlet pits), must be accurately costed and included in the Contributions Plan. This matter is detailed further in the Flooding section of this report.

e) *Transport management and traffic*

The revised rezoning proposal includes an updated Transport Management and Accessibility Plan (TMAP). A future Contributions Plan will rely on the transport infrastructure items identified in the TMAP to ensure the future Orchard Hills community are serviced with a connected, accessible, safe and optimally performing transport network. Council officer review of the updated TMAP, has identified that the TMAP has failed to address the scope of critical infrastructure required to support Stage 1 and the broader precinct.

Key issues identified include:

- no provision of a critical connection east-west to Mamre Road and north-south across the M4, both being critical to the function and accessibility of the precinct,
- the previously proposed higher order Distributor Road has been replaced by a Town Centre Bypass Road with reduced scope. This removes any Stage 1 commitment to a strategic distributor link between the M4/Kent Road interchange and The Northern Road, with no clarity on how equivalent connections will be delivered in future stages,
- early upgrades to Kingswood Road, Wentworth Road and Homestead Road necessary to deal with expected Stage 1 traffic growth have not been addressed,
- increased reliance on existing rural roads, without sufficient detail on interim or upgrade works. These roads have known safety and capacity constraints and are not fit for purpose.
- The M4 is identified as the primary access without a commitment or trigger for west facing ramps at Gipps Street. This issue is deferred to future investigation with no rationale or inclusion in the contribution framework.

*Suggested Council Position*: Planning for Stage 1 must not occur in isolation and priority must be given to addressing the broader network issues. Overall, the updated TMAP does not provide a coordinated or credible transport framework for Stage 1 and fails to address Council's strategic, safety and capacity concerns for Stage 1 and the broader precinct. The updated TMAP provided to support the exhibition, in its current form should not be relied on to inform the future Contributions Plan. Further engagement with Council post-exhibition is recommended.

*f) Open Space Infrastructure*

The social infrastructure and open space needs for Stage 1 have been reassessed following the reduction in size of the rezoning area. The rationalisation of open space areas, including the consolidation into fewer, larger areas reduces the number of lots directly impacted and improves the efficiency of land acquisition and delivery costs, which is supported in principle. However, there are ongoing issues with the provision of open space.

- The Department is proposing 18.2 ha of open space (or 15% of net developable land). This proposed quantity of open space is misaligned with Council's adopted Penrith Sport and Recreation Strategy (PS&RS) for greenfield development. The reliance on the 15% of net developable land benchmark, assumes demand can be satisfactorily met without clearly demonstrating that the minimum open space quantum and functional capacity can be delivered. This cost-driven approach risks embedding an immediate and long-term open space infrastructure deficit for the precinct.

- In applying the benchmark in PS&RS of 4.6ha per 1,000 population, the revised proposal has a 38ha shortfall in the quantity of open space provided for Stage 1. As stated in our 2025 submission, it is acknowledged that the provision of additional open space would be hard to achieve in the precinct given the extent of land and costs of land take, therefore, it is crucial that the open space provided is of a high quality and function. A review of the revised open space offering has not demonstrated the suitability of the proposed open space facilities and embellishments.
- It is also noted that of the 18.2 ha proposed to be incorporated into Council's ownership and funded through a future CP approximately 3.64 ha is CPCP Avoided Land. This represents significant acquisition, funding and long-term management implications for Council. Certainty from the Department is required that this land can be funded through the CP, appropriately managed and does not impose an unfunded financial liability on Council, particularly where adjoining residential interfaces and conservation outcomes must be maintained.
- Some portions of RE1 zoned land (DP1) are proposed on flood affected land. Further justification is required as to why it is deemed acceptable to locate Council's assets within the flood planning level (FPL). The ongoing operational and maintenance responsibility for the open space will fall on Council. The risk in taking on constrained RE1 zoned land will need to be fully understood by Council before any commitment to take on any open space assets.
- Open space on flood affected land will require mitigation measures that will constrain the design, quality and functionality of the site and place limits on the usable area.
- The draft submission will also highlight the need for the design and classification of play spaces and youth spaces to align with the principles and benchmarks within the PS&RS. Further consultation with Council to inform open space costs, development feasibility and quality and quantity of open space is needed.

*Suggested Council Position:*

Clarification from the Department is required to demonstrate how flood-affected and constrained land will be designed to deliver safe, connected and functional open space and sporting facilities that meet Council standards.

Further justification is required as to why it is deemed acceptable to locate Council's assets within the FPL. The risk in taking on constrained RE1 zoned land will need to be fully understood by Council before any commitment to take on any open space assets.

Further detail is required to confirm how the proposed open space facilities, embellishments and layouts will deliver high-quality and functional outcomes, consistent with Council standards, and Council welcomes further consultation on this.

*g) Community Facility Infrastructure*

In Council's previous submission delivery of a community facility was supported. Provision of this facility would be a gateway to connect people in the local community to each other and to services and activities that provide support and fulfillment.

No commitment to funding has been provided for the planning and construction of the multipurpose community facility. There are some inconsistencies with regard to the size of a future community facility in the supporting documents and this requires clarification.

*Suggested Council Position:* A multipurpose community hub should be provided in the Orchard Hills town centre. The Department should liaise with Council to determine the appropriate location for this facility and identify this infrastructure in the future Contributions Plan and Land Reservation Acquisition (LRA) map. The State Government should also commit funding to support council for its planning and delivery.

**4. Traffic and Road Network**

There are significant deficiencies in the TMAP. Critical issues (some identified in Council's 2025 submission) have not been adequately addressed, including traffic modelling, removal of strategic connections to The Northern Road and Mamre Road, increased reliance on existing rural roads, and an approach to planning of the road network that considers the Stage 1 area in isolation to the broader precincts' needs. The revised TMAP does not provide a coordinated or credible transport framework for Stage 1 and fails to address Council's strategic, safety, public transport and capacity concerns at both Stage 1 and the broader precinct level.

*Suggested Council Position:*

Priority must be given to resolving broader network and regional connectivity issues (including key links such as the east-east connecter road) rather than progressing Stage 1 in isolation.

Further engagement with Council post-exhibition is required to determine the suitability of the proposed road network and road typologies and ensure this infrastructure is delivered in an efficient and cost-effective manner.

Key issues relating to strategic road connectivity, access to the M4, public transport provision and network capacity must be resolved prior to finalisation of the TMAP in accordance with the above feedback.

Stage 1 development cannot be supported in isolation without facilitating the full range of connections required to service it appropriately.

The TMAP must be supported by robust traffic modelling and realistic assumptions to demonstrate the proposed network can safely and effectively support the Stage 1 development.

**5. Flooding and Stormwater Management**

Flood Planning Level

At the Policy and Strategy Committee meeting of 11 May 2026, Council requested that the Department provide a clear direction on flood planning for the precinct and a definition for what the proposed climate change provision is. Without this clarification there are implications on the costs associated with development and the industry's ability and willingness to invest and develop in our city.

The current proposal for the Orchard Hills precinct effectively sets the Flood Planning Level (FPL) at the 1% AEP event plus climate change and an additional 0.5m freeboard, broadly equivalent to the 500-year flood level plus freeboard. This represents a substantial uplift in flood planning requirements.

This approach has wide ranging impacts:

- Drainage infrastructure for all storm events (5-year, 10-year, 20-year ARI) will need to incorporate climate change allowances, resulting in larger pipes, more pits, and more complex systems.
- These requirements will significantly increase upfront development costs, which will be borne by industry, and may affect the viability and delivery of development.
- There will also be ongoing maintenance cost implications for Council due to the expanded infrastructure network.

- The urban design outcomes remain unknown, with significant fill requirements and infrastructure changes likely to affect built form, site layout, accessibility, and overall precinct character.

While Council supports improved flood resilience in principle, the lack of a clear and consistent definition of climate change provisions, particularly in how they are applied to FPLs, creates uncertainty and risk for both Council and developers.

*Suggested Council Position:*

The Department must provide clear, consistent definitions and direction on climate change allowances and flood planning benchmarks.

The urban design implications must be properly tested, understood and resolved, not left uncertain.

All additional infrastructure and maintenance costs must be fully scoped and incorporated into the Contributions Plan.

Onsite detention

As the Floodplain Manager, Council maintains that, across the broader Orchard Hills Precinct, post-development stormwater flows must not exceed pre-development conditions to avoid adverse impacts on downstream waterways, infrastructure and flood behaviour.

*Suggested Council Position:* Post-development stormwater flows must not exceed pre-development conditions to avoid adverse impacts on downstream waterways, infrastructure and flood behaviour.

**6. Structure Plan**

The Department proposes to introduce a new Local Planning Direction that requires rezoning proposals for the broader precinct to align with the Structure Plan, which is supported in principle as it reinforces the status of the Structure Plan as new rezoning stages progress. However, the proposed Structure Plan lacks a clear staging and sequencing framework to guide development across the precinct, creating a risk of development occurring in a piecemeal manner, misaligned with infrastructure delivery and servicing capacity. The Direction should also require consistency with a coordinated servicing plan to ensure development occurs in alignment with servicing availability.

Further clarification from the Department is required to ensure the Structure Plan supports, rather than constrains development potential across the Orchard Hills precinct and provides a clear pathway for the rezoning of future stages.

**7. Amendments to Penrith Local Environmental Plan 2010**

The exhibited EIE indicates that it should be read in conjunction with the 2024 EIE, however there is no clarification to confirm which sections from the previous EIE remain relevant. A summary of submission comments are as follows:

- Clarification on how existing Penrith LEP clauses will operate following rezoning, including clauses relating to scenic landscape values, Orchard Hills noise attenuation and flooding, active street frontages, height of building, minimum lot size and Affordable Housing.
- Council's strong preference for land zones to gradually transition in zoning and density outcomes moving away from the Metro.
- Addressing the potential for low density outcomes in the R4 and R3 zones where the existing land use table allows this. For example, allowing single dwellings closer to the Metro does not align with the vision for the precinct.

- Council identified as the acquisition authority for land owned by the Metro is not supported.
- Identification of the Town Centre Bypass Road as a local road. This road is a significant regional Collector Road and should be acquired by Transport for NSW not Council.
- Further detail on a proposed new clause to contain development within the water and wastewater servicing availability. This is considered a short tern fix. A longer term, broader precinct approach to align servicing and rezoning is needed.

**8. Exhibited Draft Development Control Plan**

The exhibited Orchard Hills DCP incorporates both precinct wide controls and Stage 1 specific controls. The exhibited EIE indicates that the Orchard Hills DCP is intended to operate as a standalone instrument and that the provisions of the Penrith DCP will no longer apply to land rezoned within the Orchard Hills Precinct.

The draft submission will state our strong preference for the Stage 1 Orchard Hills DCP to be embedded within the existing Penrith DCP as a key precinct chapter.

The benefit of this approach is that where the Stage 1 Orchard Hills DCP is silent on matters, the Penrith DCP 2014 controls can be applied. For example, the draft Stage 1 DCP schedule does not provide any controls to address waste management, urban heat mitigation and canopy cover. Embedding the draft Stage 1 DCP into the Penrith DCP will provide a safeguard to ensure good planning outcomes.

If the Department insist on creating a standalone DCP for Orchard Hills, a clear statement that outlines its relationship with other plans, the Penrith DCP and any relevant contributions plan must be provided.

*Suggested Council Position:*

Council's strong preference is for the Stage 1 Orchard Hills DCP to be embedded within the existing Penrith DCP as a key precinct chapter.

Inclusion of precinct wide controls in the draft DCP (section 11.2) is not supported, as

- it is premature to implement precinct wide controls ahead of rezoning proposals for areas outside of Stage 1.
- this approach results in results in unnecessary duplication during DA assessment and introduces uncertainty in identifying the extent of inconsistencies where controls in the precinct wide section and stage specific schedule relate to the same matters.
- It may cause confusion as to which DCP applies for land outside of the Stage 1 area, and which Penrith DCP will continue to apply until rezoning proposals are progressed.

Precinct wide provisions are better suited in a strategic planning document rather than DCP to guide future rezoning proposals. Where the precinct wide controls specifically relate to Stage 1, they should be incorporated into the Stage 1 DCP controls, noting the Penrith DCP still needs to apply to land that has not been rezoned.

**9. Re-zoning and impact on Council rates**

Rezoning land for urban purposes typically triggers a significant increase in council rates due to higher land valuations. Key issues for Stage 1 include:

- Landowners may face higher rates immediately following rezoning, even where development is constrained by servicing.

- A disconnect between land value and development capacity, where feasibility challenges, such as higher densities within Stage 1, may delay or limit actual development outcomes.
- Increased holding costs for landowners, creating financial pressure that may discourage participation or delay development.
- Where slower development delivery can delay expected uplift in rates revenue and contribution funding, affecting infrastructure planning and delivery.

There is also concern that limiting rezoning to Stage 1 area will result in significant and inequitable increases in council rates for property owners in the broader Orchard Hills precinct.

Current legislation permits rate postponement only for rezoned land, enabling those owners within Stage 1 to defer increases in rates until development or sale. In contrast, landowners outside the Stage 1 rezoning area, but within the Orchard Hills precinct, are likely to experience substantial rate increases driven by speculation and rising land values, without access to any deferral mechanism.

While Council has implemented a 30% rural rate reduction, this has not sufficiently mitigated the impact of increasing valuations. The scale of affected properties also exceeds Council's capacity to administer a local deferral scheme.

*Suggested Council Position*: Council recommends that the NSW Government introduce and administer a State-wide hardship measure, such as a rates deferral scheme or interest-free loans, to ensure equitable outcomes for affected landowners.

**Financial Implications**

Council's financial analysis of infrastructure provision (excluding essential infrastructure such as sewer, water and electricity) has been undertaken. It is acknowledged that the scale of infrastructure proposed has significantly reduced when compared to the 2024 Rezoning Proposal, and this can be attributed to the significant reduction in the Stage 1 rezoning area (by 195 ha). However, outstanding issues remain.

- The extent of land acquisition and works that is attributed to Council is approximately $441m. This amount has significant financial implications for Council's financial stability.
- Council officers believe that in addition to the concern around the infrastructure that has been identified for Council delivery, approximately $366m of additional infrastructure is either unfunded or should be delivered by the State Government and the Metro, not Council, giving rise to significant financial uncertainty.
    - A total value of $110m of infrastructure should be State funded (TB1, TB2, TB3) or funded by the Metro (OS3, OS4, CS2, CS3). This will result in an outcome where the responsibility to deliver these items will be shifted unfairly to Council.
    - State infrastructure valued $256m, being road connections to Mamre Road and The Northern Road, are not funded.
- Infrastructure valued at $44.75 (SW1) is to be delivered in the CP but not fully funded in Stage 1. Basin SW1 is located within the western edge of the Stage 1 area and will service a catchment predominantly outside the Stage 1 area. This results in challenges in collecting sufficient contributions to fund this infrastructure as part of Stage 1.
- The proposed community facility, valued at approximately $24m (and not on the essential works list) has no funding source.

- Infrastructure for Council funding that may not be supported by IPART (NS3, CS5) valued at $15m. In addition, as a CP will need to be considered by IPART, there is a risk that IPART may not support the overall cost of the plan which would leave a financial gap for Council.
- Council officers have strong concerns that the lack of feasibility for higher density dwellings may result in funding shortfalls and will create significant impacts on Council's ability to fund and deliver infrastructure for the precinct.
- In addition, there is concern regarding the deliverability of lead-in infrastructure, as funding through a future contributions plan will not be realised until development occurs, potentially delaying redevelopment of the land.
- The draft submission details where the proposed infrastructure items are not fit for purpose. Further clarification on the proposed approach to the FPL is needed before Council is able to assess the cost implications of delivery of roads, stormwater and open space infrastructure where a higher FPL standard is being proposed. Without this clarification and assessment Council are unable to determine whether we are prepared to take on these assets especially given the ongoing responsibility and costs to maintain these assets.
- There are 22 parcels of land valued at $142 million where more that 40% of the site is affected by a proposed acquisition layer. For properties with this level of acquisition affectation, Council will likely be obligated to purchase the entire parcel of land should this be initiated by the landowner. As stated in Council's 2025 submission there is a high likelihood of hardship claims resulting from the rezoning. If funds are not yet available under the applicable Contributions Plan, Council will be required to forward fund these claims. There is a risk of negative contribution fund balances, that will undermine Council's ability to deliver essential infrastructure from the onset. Assistance from the Department and State Government will be necessary to ensure the broader Penrith community is not negatively impacted.
- Concern is also raised regarding the cumulation of development contributions and other fees and levies (imposed by Council, the State and service providers) which could impact feasibility, thereby impacting development uptake and Council's ability to collect funds to deliver important infrastructure.

The revised package should be supported by a Strategic Business Case (prepared by the Department) to support infrastructure funding and delivery. The proposal has broader benefits in terms of housing supply beyond the LGA and it should not be the responsibility of the existing community and ratepayers to supplement funding gaps, even if Council were in a financial position to do so.

**Risk Implications**

The Department have stated that the target timeframe to finalise the Stage 1 rezoning proposal is by the end of 2026. The draft submission states that the CP must be in place at finalisation including IPART endorsement. Timeframes for IPART approval can range from 12 -18 months minimum for a project of this scale. This creates a risk of significant delays, leaving Council without a funding source for infrastructure and further exposure to potential hardship claims.

Responsibility for managing the planning for the broader Structure Plan area will ultimately be shifted to Council. The Department are committing to the planning of the Stage 1 area only. Future rezoning proposals will likely progress by proponent-initiated planning proposals that may or may not align with the proposed Staging Plan. A precinct wide strategy that aligns rezoning with certainty regarding servicing should be developed to avoid a piecemeal planning approach and inevitable poor outcomes. This remains a threshold issue that must be resolved.

The Vines has been removed from the Stage 1 area and is now shown in the Structure Plan as executive housing. Whilst this outcome provides immediate certainty to landowners, as mentioned above, the future planning for the Structure Plan area will likely progress in a piecemeal manner, again shifting responsibility for managing future rezonings with Council.

The proposed Structure Plan lacks a clear staging and sequencing framework to guide development across the precinct, creating a risk of development occurring in a piecemeal manner, misaligned with infrastructure delivery and servicing capacity.

To minimise undue risk to Council, Council officers will continue working collaboratively with the Department to ensure the quantum and quality of infrastructure and associated costs are fair and reasonable. The draft submission states that the State Government must commit to funding certain infrastructure and further interrogate the proposed local infrastructure to be funded and delivered by Council.

**Next Steps**

Should Council endorse the draft submission at Attachment 1, it will be submitted to the Department for their consideration.

**Conclusion**

The Department has placed on exhibition a revised planning package for Orchard Hills South. The draft planning package was on exhibition until 1 May 2026. However, the Mayor informed the Minister for Planning and Public Spaces that Council will be reporting its draft submission to the Ordinary Meeting of 25 May 2026 for Council consideration.

A draft submission has been prepared which provides comprehensive feedback. The draft submission reiterates Council's 2025 submission that while the strategic intent of the rezoning proposal to facilitate the delivery of housing and jobs close to major transport infrastructure is supported, there are several key strategic issues that remain outstanding and which need to be addressed before the rezoning is progressed.

This report recommends that Council endorse the draft submission at Attachment 1. If endorsed, the draft submission will be submitted to the Department for their consideration.

**RECOMMENDATION**

That:

1. The information contained in the report on Submission to the revised Orchard Hills South Public Exhibition Package be received.
2. The General Manager is granted delegations to make any necessary changes to the submission at Attachment 1, if necessary, before submitting it to the Department of Planning, Housing and Infrastructure in accordance with Council's endorsed policy position.
3. Council endorse the submission at Attachment 1 to this report, and forward to Paul Scully MP NSW Minister for Planning and Public Spaces.
4. Council endorse the submission at Attachment 1 to this report, and forward to the Department of Planning, Housing and Infrastructure.

**ATTACHMENTS/APPENDICES**

| | | | |
|---|---|---|---|
| **1.** | Penrith Council Submission - Rezoning of land in | 74 | Attachments |

| | | | |
|---|---|---|---|
| | Orchard Hills - State-Led Rezoning | Pages | Included |
| **2.** | Orchard Hills Precinct - Comparison of 2024 and 2026 Structure Plans | 2 Pages | Attachments Included |
| **3.** | Responses to Councillors questions at the P&S Committee Meeting of 11 May 2026 | 6 Pages | Attachments Included |

## 6 Draft Statewide Community Participation Plan Submission

**Compiled by:** **Peter Wood, Head of Development Services**

**Authorised by:** **Andrew Jackson, Director Planning and Regulatory Services**

| | |
|---|---|
| **Outcome** | *Shape our growing city* |
| **Strategy** | *Navigate balanced growth and plan strategically* |
| **Principal Activity** | *Assess, certify and guide sustainable quality development outcomes for the community* |

### Executive Summary

This report presents a draft submission (Attachment 1) to the Department of Planning, Housing and Infrastructure (DPHI) Draft Community Participation Plan (CCP) and seeks Council endorsement to lodge the submission which is due on 3 June 2026.

DPHI is consulting on proposed reforms to the community participation which involves replacing existing Community Participation Plans across NSW with a single statewide plan. The intention is stated as providing clearer, consistent minimum consultation requirements, while still allowing councils to implement tailored local engagement strategies where needed.

The draft submission identifies that the proposed plan has not adequately identified all relevant subdivision and built form typologies and that this and an upfront determination of the extent of compliance of a development should not be the basis of whether or not it is notified/exhibited and determine the timeframe. It argues that the proposed Plan's exemptions from community engagement and notification are overly broad and poorly defined.

While the principal of early consultation in the planning process is supported, changes in landownership, a tendency to engage on specific development proposals rather than plans and the value of a site-specific understanding means that consultation remains a valuable part of development assessment.

The draft submission calls for reconsideration and revision of the Plan's exemption framework to ensure clarity, legality, fairness, genuine efficiency, and meaningful community participation. It recommends that these exemptions should be significantly revised or removed.

### Background

DPHI is proposing changes to the community participation process as part of reforms to the planning system by replacing the different Local Government community participation plans across NSW with a single statewide plan. These reforms as stated as ensuring consultation requirements are clear and consistent and everyone has an equal opportunity to shape the communities where they live and work.

The proposed approach does not limit councils from implementing tailored engagement strategies within their communities where they may be required. Rather, it sets a baseline of consultation requirements that must be met as a minimum.

The key changes relate to:

- Consultation timeframes on state-level strategic planning initiatives like Region Plans and the State Plan

- Minimum and standardised public exhibition timeframes for local strategic planning statements and masterplans respectively, with a shortening or removal of public exhibition timeframes for resulting Planning Proposals
- Standardising the process for notification of Complying Development
- Standardising and reducing the number of local development application types that need to be exhibited by Councils to those DPHI considers to have the highest impact.

**Proposed Changes**

Draft changes are currently on exhibition as a proposed draft Statewide Community Participation Plan (see Attachment 2) and Discussion Paper (see Attachment 3). A link is provided with both documents: Have-your-say-proposed-statewide-community-participation-plan and feedback can be provided from 8 April 2026 to 3 June 2026.

***Strategic Planning***

The Draft Plan proposes the following changes which are stated as providing a greater opportunity to undertake targeted engagement with communities and allow additional time for stakeholders and the community to consider and provide meaningful submissions when it is most valuable:

- Extending the minimum non-legislated public exhibition timeframe for draft regional or district strategic plans to 60 days from 45 days;
- A minimum non-legislated 60-day public exhibition timeframe for local strategic planning statements
- A standard 42-day public exhibition period for masterplans as best-practice (unless adjusted due to urgency, scale or the nature of the project)
- Reducing or remove public exhibition timeframe requirements for Planning Proposals where consultation has already occurred as part of a recent masterplan or related strategic planning update to a maximum of 14 days.

This approach is stated by the Department as avoiding duplication, promoting early engagement at the strategic planning stage and shortening planning proposal timeframes so homes and infrastructure can be delivered faster.

***Development Assessment***

*Complying Development*

The Draft Plan proposes a standard 7-day pre-commencement notice for Complying Development Certificates (CDC) through the following changes to the *Environmental Planning and Assessment Regulation 2021*:

- Removal of the 7 (pattern book) and 14 day written notice requirements before a complying development certificate is determined
- Standardising a 7-day pre-commencement of work notification for new buildings, additions and demolition.

The current requirement to provide Council with a notice of the CDC determination is to remain. It is important to note that these notices are an advice of determination and commencement only and there remains no opportunity for submissions/objections to the certifier for consideration in assessing a CDC.

*Local Development Applications*

Penrith City Council's Community Engagement Strategy generally prescribes a 14-day exhibition timeframe for most local Development Applications (DAs), with a 28-day period for specific application types such as designated and nominated integrated development in accordance with the regulations. It does provide that advertising or public notification for some development types such as single storey dwellings, alterations and additions and commercial uses is at the discretion of the assessing officer having regard to the scale and nature of the proposal, the potential for adverse impact resulting from the development, and compliance with the applicable development standards within Council's local planning controls, any relevant legislation, EPIs, adopted Precinct Plans or any other adopted policies and specifications of Council. It is noted that other legislation and EPIs establish minimum notification and/or advertising requirements. Where there is an inconsistency between Council's CPP and any relevant legislation or EPI, the notification/ advertising requirements in the legislation or EPI are applied.

The Draft Community Participation Plan while still allowing Council's to undertake advertising, notification and exhibition, proposes to expand exempt development types where the development is permitted in the zone, meets the relevant planning controls in a Local Environmental Plan (LEP), Development Control Plan **and/or** State Environmental Planning Policy (SEPP) and does not include a variation to a development standard under Clause 4.6 of the LEP. The following development types are proposed to be exempt from public exhibition and notification:

- Moveable dwellings
- Alterations and additions to existing dwellings
- New single and two storey dwellings, dual occupancies and attached dwellings
- Ancillary development (such as pools, sheds, farm buildings)
- Temporary structures
- Boundary adjustments
- Rural workers dwellings
- Demolition (excluding heritage items)
- Secondary dwellings
- Exhibition homes and villages
- Strata and Stratum subdivision
- Group homes
- Tree removal where they are not heritage items
- Heritage item – minor works that does not impact item and is located behind the front façade
- Home business and/or home occupation

- **Residential flat buildings* Shop top housing***

***a pre-commencement of works notification to adjoining neighbours is required 7 days before works commence**

- Primary production and rural development
- Agritourism
- Extensive agriculture
- Commercial farm
- Farm buildings
- Commercial development
- Alterations and additions
- Kiosks
- Change of use
- Roadside stalls
- Take away food and drink premises
- Signage
- Industrial development
- Change of use
- Industrial retail outlets
- Community, health, education, recreational and other infrastructure
- Alterations – internal and external
- Environmental protections work
- Environmental facility
- Tourist and Visitor accommodation
- Bed and Breakfast accommodation
- Farm stay accommodation
- Modifications involving minimal environmental impact
- Application for the review of a determination or decision of a consent authority (Division 8.2 Reviews) where the application has not been amended pursuant to section 8.3(3) of the EP&A Act.

**Draft Submission**

Councils' draft submission questions the purpose and likely effectiveness of many of the proposed changes. The Department states that development types exempt from public exhibition and notification will allow development to be assessed quickly, reducing the administrative burden on councils and supporting their alignment with the Minister's Statement of Expectations and the NSW Government's Faster Assessments program. Council Officer's view from our experience in assessing applications is that other than for minor residential alterations or additions or new dwellings in release areas where officers have discretion, the timeframes associated with exhibition don't have any real impact on the overall assessment and determination timeframes for most developments.

The intent of the proposed changes can be viewed as an attempt to discourage Council's from inviting the community to make submissions on certain proposals. Most notably Residential Flat Buildings and Shop Top Housing which could be subject of a State Significant Development (SSD) Application under a SEPP are only required to provide a 7-day pre-commencement of works notification which is equivalent to a CDC requirement. This is inappropriate in transitioning infill residential or city centre locations and disrespects the benefit of transparent, inclusive and informed decision making with regard to the broader public interest.

Potential consequences of the proposed changes if they were to be supported and adopted in full by Penrith City Council are a transfer of community sentiment on proposals from a transparent, inclusive, informed application stage to a post consent, construction stage in a reactive complaint driven context. This would no doubt increase the demand on Council's assessment and compliance teams in responding to complaints on development after the fact.

**Financial Implications**

There are no financial implications for Council associated with this report.

**Risk Implications**

There are no risk implications for Council associated with this report.

**Conclusion**

This report presents Council with a draft submission to the draft Community Participation Plan, seeking Council endorsement to lodge the submission by 3 June 2026.

**RECOMMENDATION**

That:

1. The information contained in the report on Draft Statewide Community Participation Plan Submission be received.
2. Council endorses the submission at Attachment 1 for submission to the DPHI Draft Community Participation Plan by the closing date of 3 June 2026.

**ATTACHMENTS/APPENDICES**

| | | | |
|---|---|---|---|
| **1.** | Penrith City Council Submission - Draft Community Participation Plan | 8 Pages | Attachments Included |
| **2.** | Draft Community Participation Plan | 17 | Attachments |

| | | | |
|---|---|---|---|
| **3.** | Discussion Paper | Pages 31 Pages | Included Attachments Included |

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**STRATEGIC DIRECTION 4 - PROVIDE FOR OUR LIFESTYLE**


| Item | | Page |
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| 7 | Acceptance of Grant Funding Offer - NSW Bus Shelter Program for Western Sydney Airport Bus Routes | 57 |




## 7 Acceptance of Grant Funding Offer - NSW Bus Shelter Program for Western Sydney Airport Bus Routes

**Compiled by:** **Lalaine Malaluan, Senior Transport Engineer**

**Authorised by:** **Joshua Hull, Head of Engineering Services**
**Andrew Jackson, Director Planning and Regulatory Services**

| | |
|---|---|
| **Outcome** | *Provide for our lifestyle* |
| **Strategy** | *Facilitate easy travel through well-planned and high-quality infrastructure and networks* |
| **Principal Activity** | *Strategically plan and manage current and future traffic flow, active transport provision and parking of the City* |

### Executive Summary

The purpose of this report is to advise Council of funding offered under the NSW Bus Shelter Program for the installation of new bus shelters at ten (10) bus stops along the new airport bus routes 772 (Mt Druitt to WSI Airport via St Clair) and 790 (Penrith to WSI Airport via Kingswood).

A total of $495,000 has been offered by Transport for NSW (TfNSW) to Council, with 50% to be released upon funding acceptance and the remaining 50% following TfNSW's verification post completion of works.

The report recommends that Council accept the funding offer.

### Background

TfNSW is introducing new bus services to connect Western Sydney suburbs to Western Sydney International (WSI) Airport and the emerging Bradfield City Centre. The new services within Penrith LGA are bus routes 772 (Mt Druitt to WSI Airport via St Clair) and 790 (Penrith to WSI Airport via Kingswood). These new services are anticipated to commence ahead of the new Airport opening later this year.

In order to improve customer experience and accessibility, TfNSW has offered grant funding to councils to construct or upgrade bus shelters along the new routes. Up to $1.5 million in funding has been proportionally allocated across the identified councils.

Works approved under the funding include construction of bus shelter structure, street furniture and signage. Out of scope items are construction of footpath, kerbs, asphalt works, and associated maintenance costs. All shelters must comply with relevant Council standards and Council will be responsible for ongoing maintenance of these shelters. Any changes to agreed scope must be discussed with and approved by TfNSW prior to implementation.

On 9 December 2025, Council had a meeting with TfNSW to discuss the funding agreement and share our proposed bus shelter locations. Following the meeting, Council submitted an updated list of locations in response to feedback received as well as to include additional sites as backup locations.

### Current Situation

Council has received confirmation of funding offer under the NSW Bus Shelter Program to the value of $495,000 for the construction of a total of up to ten (10) bus shelters.

The selected bus shelter locations are listed in Table 1 below.

**Table 1: Bus Shelter Locations**

| # | Bus Stop ID (TSN) | Transit Stop Name | Route |
|---|---|---|---|
| 1 | 2750440 | Derby St after Colless St | 790 |
| 2 | 2747422 | Bringelly Rd after Caddens Rd | 790 |
| 3 | 2747134 | Bringelly Rd at Stafford St | 790 |
| 4 | 2750224 | Derby St at Warwick St | 790 |
| 5 | 2750241 | Derby St opp Warwick St | 790 |
| 6* | 2750233 | Derby St before Station St | 790 |
| 7 | 2759122 | Bennett Rd before Coonawarra Dr | 772 |
| 8 | 275999 | Bennett Rd opp Coonawarra Dr | 772 |
| 9 | 275935 | Saunders Park Banks Dr | 772 |
| 10 | 2760124 | Bennett Rd after Great Western Hwy | 772 |
| 11 | 2759192 | Solander Dr After Madison Ct | 772 |
| 12* | 275928 | Banks Dr opp Saunders Park | 772 |

**Backup sites pending further assessment of selected sites*

**Financial Implications**

The requested funding is based on the estimated cost of $49,500 for each bus shelter which comprises the following items:

- Supply & installation of shelter with seating
- Traffic control/site establishment
- Earthworks
- Labour cost
- Concrete works for slab
- Contingency

The estimated cost is based on previous Council funded bus shelter projects.

However, actual costs could vary due to a number of reasons such as bus shelter cost or unidentified site-specific additional works required. It is noted that Council has not yet selected a preferred bus shelter supplier at this stage which encompasses majority of the cost. A 10% contingency has been incorporated in the estimate to mitigate any potential cost increase.

The maintenance and operational requirements of the upgrades will be reflected in Council's future asset maintenance budgets and asset renewal programs as per Council's Budget Guidelines.

The projects that have been approved under the NSW Bus Shelter Program will be 100% funded by the grant.

**Risk Implications**

There are no significant risks identified for Council to undertake the bus shelter construction in accordance with the funding guidelines.

Council has been installing bus shelters annually through internal budget and has been delivering projects funded by TfNSW with past and current grant funding.

On this basis, there is no identified cause for Council not to enter into such agreement.

**Conclusion**

The offered funding of $495,000 should be acknowledged as a significant opportunity for Council to install additional bus shelters and increase comfort and accessibility at the selected sites. The project will not only benefit the patrons of new bus services to/from the WSI Airport, but also the passengers using other public bus routes servicing these bus stops.

**RECOMMENDATION**

That:

1. The information contained in the report on Acceptance of Grant Funding Offer - NSW Bus Shelter Program for Western Sydney Airport Bus Routes be received
2. Approval be given to accept the funding offered under NSW Bus Shelter Program of $495,000 as detailed in the report.
3. Council write to relevant State Members thanking them for their support of bus infrastructure in Penrith LGA.
4. Council write to the Minister for Transport thanking them for their support of bus infrastructure in Penrith LGA.

**ATTACHMENTS/APPENDICES**

There are no attachments for this report

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**STRATEGIC DIRECTION 5 - WORK TOGETHER**


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| 9 | Organisational Financial Review - March 2026 | 67 |
| 10 | Bruce Turner AM - Achievements and Honoured Citizen Request | 72 |
| 11 | Update on Payment System options | 76 |
| 12 | PCC2526-21 Employee Assistance Program (EAP) | 80 |
| 13 | The Local Government Remuneration Tribunal Determination for Mayor and Councillors for 2026-2027 and 2027 Review of Categories - Council Submission Opportunity | 89 |
| 14 | Summary of Investments and Banking for the period 1 April 2026 - 30 April 2026 | 92 |

## 8 Adoption of Council Plans of Management for Gipps Street Recreation Precinct, General Community Use, Sportsgrounds, Parks and Natural Areas

**Compiled by:** **Michael Alderton, Head of Strategic Asset Management**
**Caroline Orde, Strategic Asset Management Coordinator - Buildings and Open Space**
**Virginia Tuckerman, Community Facilities and Recreation Planning and Projects Coordinator**

**Authorised by:** **Sandy Davies, Director Community Connection**
**Adam Wilkinson, Director Asset Services**

| | |
|---|---|
| **Outcome** | *Work together* |
| **Strategy** | *Manage resources sustainably for current and future generations* |
| **Principal Activity** | *Strategically manage Council's assets, fleet and plant to minimise risk, reflect lifecycle costs and meet community needs* |

### Executive Summary

The purpose of this report is to seek Council's approval to adopt five Plans of Management (PoM), comprising:

1. A site specific PoM for Gipps Street Recreation Precinct
2. Four (4) generic POM's for land categorised as;
    a. General Community Use
    b. Sportsgrounds,
    c. Parks,
    d. Natural Areas

These PoMs have been prepared in accordance with the *Local Government Act 1993* (LG Act) and satisfy Council's obligations as Crown Land Manager under the *Crown Land Management Act 2016* (CLM Act).

Penrith City Council owns more than 2,000 parcels of land across the LGA that are used for various purposes including but not limited to sports and recreation, passive recreation and ecological protection. The majority of public land owned or managed by Penrith City Council is classified as Community Land, which includes Crown Land reserves for which Council is Crown Land Manager (CLM). Both the LG Act and the CLM Act require Community Land to be managed in accordance with an adopted PoM.

PoM's are a statutory requirement for Community Land and provide a contemporary, consistent framework for the classification, categorisation and permissible use of Community Land. They provide certainty and transparency by documenting how land is to be used, managed and developed, ensuring land is retained for community benefit and managed in a sustainable manner.

In addition to generic PoMs, the Gipps Street Recreation Precinct Plan of Management provides a site-specific framework that reflects the unique characteristics and community usage of the precinct.

As a part of this statutory process, the Department of Planning Housing and Infrastructure (DPHI), on behalf of the Minister, has reviewed the four generic PoM's and has previously provided written consent to proceed to Public Exhibition and Public Hearing subject to Council endorsement.

At its Ordinary Meeting of 27 October 2025 Council endorsed the Draft PoMs for exhibition, together with the delivery of a 'Public Hearing'. Subsequently, Council completed the required public exhibition and public hearing processes in accordance with the LG Act. The Public Hearing report is provided in Attachment 1, 'Public Hearing Report'.

Council approval is now sought to formally adopt the five Plans of Management, which can be found in Attachments 3-6 and the separate enclosure.

**Background**

Penrith City Council manages over 2,000 land parcels across the LGA. Approximately 300 parcels are classified as Operational Land, with the remaining classified as Community Land; including 16 Crown Land reserves for which it is Crown Land Manager (CLM). Council is not the owner of Crown Lands, however, has care, control and management of Crown Land parcels for community use and benefit, in accordance with the LG Act. Community Land must be categorised as either Park, Sportsground, Natural Area, General Community Use or a combination of these.

The CLM Act was amended in 2016 and became operational from 1 July 2018. The legislation significantly changed Council responsibilities as Crown Land Manager, including requirements relating to Native Title compliance and land management outcomes. As a result, all Councils were required to review and update existing POM's to ensure alignment with the updated CLM Act and the LG Act.

At its Ordinary Meeting of 28 March 2022, Council considered a report confirming that all existing PoM's were to be reviewed to ensure legislative compliance.

Separately, at its Ordinary Meeting of 24 June 2024, Council resolved to place the Draft Gipps Street Recreation Precinct Plan of Management on public exhibition. The public exhibition period was conducted from 25 June to 22 July 2024. Extensive community notification was undertaken, including letterbox distribution to 1,331 surrounding properties. Two written submissions were received from the NSW State Emergency Service and were subsequently addressed through amendments to the draft Plan of Management. That revised plan was re-exhibited and forms a part of the recent public hearing process.

**Current Situation**

To adopt a PoMs for Community Land under the LG Act and CLM Act, Councils must complete a prescribed statutory process, including Ministerial consent and community consultation.

In summary, the process undertaken by Council included:

- Preparation of draft Plans of Management and receipt of written advice from a qualified Native Title Manager.

- Council endorsement to notify the Department of Planning, Housing and Infrastructure (DPHI).

- Formal notification to DPHI and receipt of written consent to publicly exhibit the draft Plans of Management.

- Public exhibition and public hearing in accordance with Section 38 of the LG Act.
- Consideration of submissions and finalisation of the Plans of Management.
- Council consideration and resolution to adopt the Plans of Management.

An extensive internal stakeholder engagement process was also undertaken to ensure the PoM's are contemporary, consistent and practically implementable across Council service areas.

Native Title Manager advice confirmed the PoM's meet the requirements of both the CLM Act and the LG Act. Further written consent to adopt the draft PoM's was received from DPHI.

The draft PoM's were publicly exhibited from 5 November 2025 to the 5 December 2025 and a public hearing was conducted on the 27 November 2025, in accordance with legislative requirements.

Council received about 40 submissions, detailed in Attachment 2, 'Public Exhibition Consultations – Decisions'. Council officers have considered these submissions and had further discussions with internal stakeholders. Whilst minor amendments were requested, the nature and scale of such amendments were not time sensitive, and as such it was determined that no amendments to the draft PoMs are required at this time. To make such minor amendments at this time would require re-exhibition, and hence to streamline the process and ensure legislative compliance, it is recommended to adopt the PoMs as prepared, and to make necessary changes through future PoM reviews.

Further Council held a Public Hearing on the 27 November 2025. There were no attendees from the public and as such we do not consider that any amendment to the draft categorisation of land is required.

All statutory steps have now been completed, and Council approval is required to formally adopt the five PoM's.

**Exhibition Submissions**

Council received approximately 40 submissions from both residents and internal departments, many of which were common across the four PoMs. All resident submissions were carefully reviewed, and it was determined that no amendments to the draft PoMs were required as a result of these submissions at this time.

The majority of internal submissions relate to updated management requirements, revisions to land categorisation, or land acquisitions that have occurred since the commencement of the adoption process. Given the length of the adoption process, which commenced in 2022, it was determined that, in order to meet Council's legislative obligations under the LG Act and CLM Act, it is appropriate to adopt the PoMs in their current form and subsequently commence the process of updating them once they are formally adopted and in place.

**Financial Implications**

There are no direct financial implications arising from the adoption of the PoM's. The preparation, consultation and exhibition of the PoM's have been delivered within existing operational budgets.

Implementation of the PoM's will be accommodated within existing asset maintenance, land management and capital planning processes.

**Risk Implications**

Failure to adopt compliant PoM's would expose Council to statutory non-compliance under the LG Act and the CLM Act. This may limit Council's ability to manage, lease, licence, or improve Community Land and Crown land assets, and could reduce transparency regarding land use and community expectations.

Adoption of the PoM's mitigates legal, governance and operational risks by providing an approved statutory framework for land management.

**Conclusion**

The four generic PoM's and the Gipps Street Recreation Precinct Plan of Management, meet legislative requirements, reflect contemporary land management practices, and provide clarity and consistency for the ongoing management of Community Land across the local government area.

All required statutory processes have been completed, including Ministerial consent, public exhibition and public hearing. It is therefore recommended that Council adopt the five PoM's.

Adoptions of the PoM's will mitigate operational risks together with providing transparency and certainty on how Council land is used, managed and developed.

**RECOMMENDATION**

That:

1. The information contained in the report on Adoption of Council Plans of Management for Gipps Street Recreation Precinct, General Community Use, Sportsgrounds, Parks and Natural Areas be received.
2. Council approves the adoption of the four (4) generic Plans of Management, and the adoption of the Gipps Street Recreation Precinct Plan of Management.

**ATTACHMENTS/APPENDICES**

| | | | |
|---|---|---|---|
| **1.** | Public Hearing Report | 7 Pages | Attachments Included |
| **2.** | Plan Exhibition Consultation - Decisions | 13 Pages | Attachments Included |
| **3.** | Plan of Management - Generic Plan for Community Use | 53 Pages | Attachments Included |
| **4.** | Plan of Management - Generic Plan for Sportsgrounds | 64 Pages | Attachments Included |
| **5.** | Plan of Management - Generic Plan for Natural Areas | 73 Pages | Attachments Included |
| **6.** | Gipps Street Recreation Precinct Draft Plan of Management | 75 Pages | Attachments Included |

## 9 Organisational Financial Review - March 2026

**Compiled by:** **Ben Collins, Strategic Finance Manager**

**Authorised by:** **Neil Farquharson, Chief Financial Officer**
**Matthew Bullivant, Director Corporate Services**

| | |
|---|---|
| **Outcome** | *Work together* |
| **Strategy** | *Manage resources sustainably for current and future generations* |
| **Principal Activity** | *Ensure the organisation's sustainability through effective integrated planning and reporting including strategic finance, asset, workforce and project management* |

### Executive Summary

This report outlines Council's progress towards implementing its four-year Delivery Program and focuses on the period of 1 January to 31 March 2026. The report should be read in conjunction with the attached *Organisational Report – March 2026*, which records significant Variations, proposed Revotes, Income and Expenditure, Capital Budget, Cash & Investments, and Development Contributions.

The Original 2025-26 Budget adopted in June 2025 presented a deficit Operating Result before capital grants and contributions of $37.7m (including asset depreciation), when non-cash items are excluded (including depreciation) and reserve movements are accounted for, this resulted in a Cash Budget deficit of $2.9m.

The September and December quarter reviews respectively resulted in the projected cash budget deficit reducing to $1.2m and $1.1m respectively. Now, the March 2026 quarter has seen some favourable and unfavourable variations resulting in an overall unfavourable variation to the projected Cash Budget result of $871k for the quarter, therefore increasing the projected Cash Budget deficit for 2025-26 to $2m.

The overall deficit result before capital grants and contributions projected at March is $64.0m (including depreciation). with the deterioration compared to the original budget adopted in June 25 ($37.7m) attributable to all variations adopted by council to date in addition to those proposed in the March quarter. Significant contributors include increases to Depreciation in line with the latest asset valuations and classifications following on from the adoption of Council's 2024-25 financial statements, increased expenditure related to the June 2025 operational revotes carried over to 2025-26, the deferral to future years of profit from the sale of Property Investment assets, increases to workers compensation and reflection that a portion of the Financial assistance grant for 25-26 was received in 24-25.

The most significant variations proposed in this review that impact upon the Cash Budget position include Ripples Net Income ($1.82m Unfavourable) which, as at March is only marginally below the recent years' average, but remains materially below the target established for 2025–26 and is reflective of an overly ambitious income budget, Interest Income ($500k Favourable), Delivering for Penrith program ($505k Unfavourable) and Salary Savings ($1.14m Favourable).

Details of all proposed major variations are provided in this report and are included in the *Organisational Report – March 2026.*

This report recommends that the *Organisational Report – March 2026* be received and that the revised Budget estimates identified in the report and detailed in the *Organisational Report – March 2026* be adopted.

**Financial Position for the March 2026 Quarter**

The financial position of Council for the quarter is expressed by providing information in compliance with Quarterly Budget Review Statement (QBRS) requirements on:

- Cash Budget position (whether balanced/surplus or deficit)
- Significant variations
- Identified Revotes
- Quarterly Budget Review Statement tables

The Integrated Planning and Reporting guidelines are legislative instruments that set out the requirements for reporting on organisational performance, including quarterly budget reviews. Those guidelines were amended last year as they relate to the reporting on the quarterly budget review. As a result, this review has been conducted in accordance with those guidelines, and the attachments to this report are consistent with those requirements. Further, compliance with those guidelines has come at the advice of the Council's Audit Risk and Improvement Committee. The attachments to this report are as follows:

- Organisational Report – March 2026
- Grant funding accepted – March quarter

**Budget Position**

The recommended March quarter changes represent typical mid-year refinements with updated project scheduling, along with adjustments for observed and emerging trends. The QBRS reports present recommended changes for Council resolution.
There are a number of adjustments impacting Council’s Operating Result in the March quarter affecting both income and expenditure.

The key movements in projections for income include:

- Rates and annual Charges: reductions reflect the latest projections for Domestic Waste charge income reflective of both the number of services and the adopted domestic waste charge; and Rates Income which is impacted by valuation objections and lower than forecast growth.
- User Charges and fees: primarily relates to a decrease in projected income for Ripples Aquatics and recreation with income falling short of target across several key areas.
- Operating Grants and Contributions: increases relate to significantly increased levels of Childcare funding, and increased funding for Floodplain Management projects
- Capital Grants and Contributions: A decrease is reflected in line with revised project timing. The most significant reductions relate to proposed Revotes for the quarter where income is recognised in alignment with project milestones.
- Interest & Investment Income: increases reflect improved returns with increases in interest rates and increasing balances of investments held.
- Other income: Increases are primarily driven by increased lease income on Councils Property Investment portfolio.

On the expenditure side, adjustments to the Operating Result include:

- Employee costs: a significant increase in the area of Children’s Services is in

alignment with utilisation and staff ratios, with funding for this provided via the abovementioned increase in Operational Grant income. Salary savings from vacancies across the organisation partially offset the Children's Services variation.

- Materials and Services: increase reflects the proposed allocation of additional funding to the Delivering for Penrith program (outlined further below), and additional expenditure funded from Reserves for Legal and Insurance.
- Net Gain/loss from the Disposal of Assets: the projected gain from the disposal of Property Investment assets (Erskine Park Reinvestment Scheme) is now expected to be realised in a future financial year, the resulting loss from Disposal of Assets now projected reflects only the usual disposal of vehicles, plant and equipment under normal asset replacement cycles.

**Delivering for Penrith**

Delivering for Penrith is a multi-year organisational improvement and integrated planning program aligned to the 2025–26 Operational Plan and Community Strategic Plan 2041. The program supports the development of service profiles, asset planning, workforce planning, long-term financial planning, and organisational analysis required to inform future service delivery, prioritisation, and financial sustainability.

The total program budget required for works up until November/December 2026 is $1,303,362, which includes the $797,948 that Council has previously allocated in relation to the costs associated with the engagement of Morrison Low Advisory. Morrison Low Advisory have been engaged to undertake the following:

- Technical and data analysis
- Service profile development and benchmarking
- Asset, workforce, and long-term financial planning activities
- Cross-functional governance and implementation support

An additional allocation of $505,414 is required as part of this quarterly review to support the following:

- Preliminary IP&R review & program $65,066
- Program management and coordination $241,860 (costs for 25/26 and 26/27)
- Community and stakeholder engagement $80,000
- Project contingency $118,488

The project is currently scoped to the November/December decision point. Depending on the decision pathways additional funding will be required. Budget phasing has been adjusted to align with related projects and priorities identified through the 2025–26 Operational Plan and Community Strategic Plan 2041.

The additional funding requested is to support the work being undertaken by Morrison Low with service profiling, workforce planning, asset planning, resourcing strategy development, organisational analysis, and integrated long-term planning. This work is

outside the organisation's current capacity to deliver within existing resources and timeframes.

The total funding for the project, including the proposed allocation of the $505,414 has all been from organisational salary savings that have been accumulated during this financial year and the last quarter of the previous financial year.

**Summary of Budget Position**

| | **$'000s** |
|---|---|
| Original Budget Position | (2,852) |
| September 2025 Quarter Variations Adopted by the Council | 1,626 |
| December 2025 Quarter Variations Adopted by the Council | 95 |
| March 2025 Quarter Review Proposed Variations | (871) |
| **Revised Budget Position Surplus/(Deficit) projected to June 2026** | **(2,002)** |

The predicted cumulative result for the year as at March 2026 is a deficit Cash Budget after the recommended variations for the quarter. Further details are contained in the *Organisational Report – March 2026.*

**Other variations with no impact on Available Funds**

A number of other variations, proposed as part of this review, do not have an impact on the available funds. Details of these adjustments are provided in the *Organisational Report – March 2026*.

In addition to the variations previously outlined, a total of $21,328,377 of planned Capital and Operating Projects are proposed for revote this quarter. A listing and further detail can be found in the attachment. The total value of Revotes for the year to date is $44.5m (predominantly comprised of the Dunheved Road Upgrade, Cook Park, and St Marys Central Park projects), compared to $16.4m for the same period in 2024-25. A full list of Revotes is included in the *Organisational Report – March 2026*.

**New Grants**

In accordance with Council's Grant Applications Policy, A*ttachment 2* highlights a list of grants that have been incorporated into the budget as part of the March 2026 Quarterly Review. As per the Policy, these grants have a value below $250,000, do not require matching funding from Council, have no ongoing costs, and as such did not require a separate Council report.

**Financial Implications**

Adopting the recommendations within this report will mean Council's 2025-26 Cash Budget continues to predict a deficit budget position for the year. Further details of the financial implications are contained within the *Organisational Report – March 2026.*

**Risk Implications**

Clause 203 of the Local Government Regulation requires that the Budget Review Statements and a revision of estimates must be reported to the Council within two months after the end of each quarter (except the June quarter). This Quarterly Review incorporates a comprehensive analysis of Actuals vs Budgets across all areas of the organisation, and also proposes variations to the annual budget to be approved by the Council.

The Long-Term Financial Plan is updated on a regular basis in line with the reviews to ensure that forward projections reflect the most current assumptions. This review process, and long-term forecasting, minimise financial risk by supporting financial sustainability, transparency, and accountability.

The March 2026 Quarterly Review has been updated with the best available information, however there is every likelihood that more favourable and unfavourable variations will occur throughout the next three months, as is the nature of Local Government operations. Such variations will be managed and reported to the Council for consideration.

The long-term financial position of the Council remains one where the costs of asset maintenance and renewal continue to place pressure on Council. These pressures are driven by Councils significant and growing portfolio of Infrastructure Assets, that are ageing, and this is reflecting in the significant increase in depreciation and increases in asset values. This is highlighted in the 2024-2025 Annual Financial Statements wherein the Operating Result is a deficit of $10,965m, which is driven by $71.376m in depreciation.

**Conclusion**

This report, and the more detailed *Organisational Report – March 2026* indicates that Council's is performing in the delivery of its 2025-26 Operational Plan actions and projects and is on track to meet Council's challenging annual program. Prudent financial management combined with the fine tuning and confirmation of budget assumptions have contributed to result in a reduction to the deficit budget being projected to June 2026 compared to the budget adopted at the commencement of the financial year.

Once adopted the *Organisational Report – March 2026* will be placed on Council's website.

**RECOMMENDATION**

That:

1. The information contained in the report on Organisational Financial Review - March 2026 be received.
2. The Organisational and Financial Review as at 31 March 2026, including the revised estimates outlined in this report and detailed in the *Organisational Report – March 2026,* be adopted.
3. Council revote the works as detailed in the Recommended Revoted Works Lists, detailed in the *Organisational Report – March 2026* for inclusion in the 2026-27 Operational Plan.

**ATTACHMENTS/APPENDICES**

| | | | |
|---|---|---|---|
| **1.** | Organisational Report - March 2026 | 25 Pages | Attachments Included |
| **2.** | Grant Funding accepted - March 2026 | 1 Page | Attachments Included |

## 10 Bruce Turner AM - Achievements and Honoured Citizen Request

**Compiled by:** **Belinda Zammit, Head of Communications**

**Authorised by:** **Kylie Powell, Director Futures and Strategy/Deputy General Manager**

**Requested By:** **Councillor Ross Fowler OAM**

| | |
|---|---|
| **Outcome** | *Work together* |
| **Strategy** | *Communicate and engage effectively* |
| **Principal Activity** | *Provide inclusive communications that reflect and involve the diverse audience groups within our City* |

### Executive Summary

At Council's Policy and Strategy Committee Meeting on 13 April 2026, Cr Ross Fowler OAM moved a motion to bestow the title of Honoured Citizen on Mr Bruce Turner AM in recognition of his exceptional service and achievements locally, nationally and internationally.

### Background

People are our City's greatest asset, and a City's spirit comes from its people's contributions. Many of these contributions may be small but collectively contribute to the fabric and essence of the community. Some individuals make significant contributions that are worthy of special recognition. Council has a civic recognition structure that can take several forms and may also comprise of a combination of one or more of the following:

- Letters of Congratulation
- Mayoral Minute at a Council meeting
- A civic reception arranged by Council
- Penrith Local Celebration Awards
- The bestowing of Honoured Citizen of the City of Penrith
- The Granting of the Key to the City

### Honoured Citizen of the City of Penrith

The following outlines the framework and history of Honoured Citizen of the City of Penrith.

This civic achievement recognises significant contributions to our City by an individual regardless of their residential status; with the criteria being:

- Acknowledgement by the City of an individual and their contribution to the City of Penrith
- Acknowledgement of a high level of achievement in the individual's chosen field and/or
- Acknowledgement of the individual's significant contribution to Australia.

The following are the citizens who have been awarded previously as an Honoured Citizen of the City of Penrith:

- The Hon. Faye Lo Po' AM on 6 June 2003
- The Hon. Ron Mulock AO on 7 November 2003
- The Hon. Peter Anderson AM on 18 August 2007
- Sir Ian Turbott AO, CMG, CVO on 5 April 2008 (the then Honorary Citizen)
- Freda Whitlam AM on 24 September 2009
- Malcolm Borland AM on 15 October 2011
- Alan Travers AM on 26 May 2016
- Leigh Hartog on 29 September 2022
- John Bateman OAM on 29 September 2022
- Alan Stoneham on 2 August 2024
- Valda Silvy OAM on 22 July 2025

**Current Situation**

Bruce Turner AM has provided more than five decades of outstanding service to the City of Penrith and the international community, characterised by exceptional integrity, professionalism and quiet leadership.

A lifelong resident of Penrith with deep family connections extending back to the mid-1800s, he has consistently demonstrated a strong commitment to the wellbeing, reputation and future of the City. His work has delivered lasting benefits to Penrith across governance, employment, civic leadership and community heritage, often undertaken without pursuit of recognition.

A central aspect of Bruce Turner's contribution to Penrith has been his leadership in strengthening good governance. As Chair of Penrith City Council's Audit, Risk and Improvement Committee from 2017 to 2022, he played a pivotal role in elevating the maturity, effectiveness and credibility of Council's governance, risk management, financial stewardship and assurance frameworks. Through his principled approach and mentoring style, he championed ethical decision-making and continuous improvement in Council processes, directly contributing to better outcomes for the Penrith community.

Bruce also made a significant contribution to Penrith's economic and social stability through his senior leadership at the Australian Taxation Office. As the national Chief Internal Auditor and senior executive site leader for the ATO in Penrith, he was a strong advocate for retaining the Penrith site during a period of national rationalisation. His leadership and advocacy were instrumental in securing the site, preserving approximately 1,000 local jobs and reinforcing Penrith's role as a major employment hub in Greater Western Sydney.

At a national and international level, Bruce Turner is recognised as one of the most influential figures in the field of internal auditing and public-sector governance. He has served as Chief Audit Executive for major organisations, chaired or served on audit and risk committees for around 40 public, private and not-for-profit entities and held senior leadership roles with the Institute of Internal Auditors in Australia and globally. His contribution culminated in his appointment as a Member of the Order of Australia in 2015 and the award of the Global Internal Audit Legacy Award in 2025, the highest individual honour in the profession worldwide.

In addition to professional leadership, Bruce has made a profound contribution to community service and ethical leadership. He has served continuously as a Justice of the Peace since 1981, mentored and coached emerging and senior leaders for decades and championed causes including integrity in public administration, gender equality, reconciliation and support for Aboriginal communities. His influence has extended well beyond formal roles, shaping values-based leadership and strengthening institutions in Penrith and across Australia.

More recently, Bruce has made an enduring cultural contribution through the authorship of the Banks of the Nepean trilogy, a major self-funded local history project published between 2023 and 2025. This work preserves hundreds of previously untold stories of the people, places and events that shaped Penrith and the Nepean Valley, with copies donated to local schools, libraries and community organisations.

Together, these achievements clearly demonstrate that Bruce Turner AM has rendered exceptional service to Penrith and beyond for which recognising him as an Honoured Citizen would be a fitting acknowledgment of his legacy.

**Local Celebration Awards**

The Local Celebration Awards is a community awards program developed by Council and run annually, to recognise and celebrate the people who are making a difference in Penrith. The bestowing of Honoured Citizen of the City of Penrith would occur at this event, if resolved by the Council.

**Financial Implications**

There is funding within the current civic event budget for the 2026 Local Celebration Awards event to confer and commemorate the bestowing of the civic achievement of Honoured Citizen of the City of Penrith on Bruce Turner AM.

**Risk Implications**

There are no risks associated with this report.

**Conclusion**

Bruce Turner AM has played a significant role in strengthening good governance and public-sector integrity, advancing the internal auditing profession globally, preserving local employment and institutions in Penrith, mentoring leaders, championing social justice and preserving the City's history and community legacy.

Bruce Turner AM fulfils the criteria adopted by Council to receive this civic recognition of Honoured Citizen of the City of Penrith.

**RECOMMENDATION**

That:

1. The information contained in the report on Bruce Turner AM - Achievements and Honoured Citizen Request be received
2. Council bestow the civic recognition of Honoured Citizen of the City of Penrith upon Bruce Turner AM at the Local Celebration Awards Dinner to be held in August 2026.

**ATTACHMENTS/APPENDICES**

There are no attachments for this report.

## 11 Update on Payment System options

**Compiled by:** **Matthew Saunders, Rates Manager**

**Authorised by:** **Neil Farquharson, Chief Financial Officer**
**Matthew Bullivant, Director Corporate Services**

| | |
|---|---|
| **Outcome** | *Work together* |
| **Strategy** | *Manage resources sustainably for current and future generations* |
| **Principal Activity** | *Ensure the organisation's sustainability through effective integrated planning and reporting including strategic finance, asset, workforce and project management* |

**Previous Items:** **1- Bill smoothing on rates and animal register payments- Ordinary Meeting- 23 Mar 2026 7:00 PM**

### Executive Summary

At the Ordinary meeting held on 23 March 2026, Council considered a Notice of Motion (moved by Councillor Nuttall) in relation to bill smoothing on rates. After considering the Notice of Motion, Council resolved the following:

1. Council recognises the growing trend amongst New South Wales and Australian councils to provide bill smoothing on rates and animal register payments as a best-practice requirement to reduce bill shock and alleviate growing cost-of-living pressures.
2. Council staff investigate technology options to facilitate bill smoothing – enabling ratepayers to pay their rates in smaller, even, and regular instalments according to their preferences and to offer those facing hardship an ability to request more customised payment terms from council.
3. A report be brought back no later than 31 May 2026 to be considered prior to the finalisation of Councils budget.

This report has been prepared to investigate Payment Systems that allow Bill Smoothing options to determine any potential benefit for ratepayers in the Local Government Area.

### Background

Council recognises the growing trend amongst New South Wales and Australian councils to provide bill smoothing on Rates payments as a best-practice requirement to reduce bill shock and alleviate growing cost-of-living pressures.

Council currently allows ratepayers to make alternative agreements with Council where they are unable to meet their quarterly instalment payments. Whilst there are a few different ways for customers to contact Council to organise an arrangement for the payment of Rates, the different Payment System methods still require some manual input by customers and staff. In addition to making Payment Arrangements, ratepayers can also set up their own bill smoothing payments via a weekly or other periodic payment using options available within their own internet banking via BPay.

Council officers first looked at bill smoothing systems in 2022 to assist ratepayers when the emerging technology was first brought to our attention. At the time Council was investigating proposed changes to the Council's Enterprise Resource Planning (ERP) solutions and therefore no commitment could be made to adopt any new system.

With the ERP program now underway, staff have revisited the technology options that would allow the current manual processes to be less onerous on staff and to facilitate bill smoothing – enabling ratepayers to pay their rates in smaller, even, and regular instalments according to their preferences, and to offer those facing hardship an ability to request more customised payment terms from Council.

**Current Situation**

The Local Government Act 1993 under Section 562 - Payment of Rates and Annual Charges requires ratepayers to pay their Council Rates as an annual payment (in full) upfront by the end of August, or by four quarterly instalments due by the end of August, December, February and May. Where a customer is unable to make payments by the due dates, the legislation under Section 564 also allows councils to make and accept alternate arrangements with the ratepayer.

Where a ratepayer is unable to meet the quarterly payment dates, there are numerous ways for them to contact Council to organise an extension or alternate payment arrangement:

- A SMS reminder is sent to ratepayers who have not paid their instalment by the due date. The SMS gives the option to reply “Yes” to automatically get an extension to pay the overdue balance by the end of the month.
- Customers can lodge an online request using Council’s online services portal.
- Customers can email: ratehelp@penrith.city with details of their proposed extension or payment arrangement.
- Customers can contact Council by telephone and make the arrangement with our Customer Experience and Rates staff.
- Customers can complete a Direct debit form and email the form to Council to make weekly, fortnightly or monthly payments.

Although the four instalment payments are the default legislative requirement, councils are now looking to alternate models of payments that more align with customer pay cycles (weekly, fortnightly or monthly) to improve customer engagement and to improve council cash-flow.

Council officers are currently investigating systems offered that provide a bill smoothing system that allows customers to use an automated process to make payments, set future direct debits and to organise payment plans. All these options are done by customers without having to manually enter any information except for the first-time entry of bank details.

Council officers have commenced reviewing what is available in the market. Early indications suggest that bill smoothing technologies can deliver the benefits outlined below:

- Supporting residents facing cost-of-living pressures and greater self-service options.
- Significantly enhanced customer experience through a modern, user-friendly platform
- Payment flexibility and support bill smoothing through a seamless, digital-first experience for ratepayers
- To generate productivity gains by automating manual tasks currently performed by Council staff.

Potential benefits of using a bill smoothing solution are:

- Improved cash flows - recover more revenue at more frequent intervals than our current approach.
- Potential efficiencies in terms of staff time. It is understood that some other Councils recover over 200 hours per month of team time.
- May reduce costs of other methods such as alternative solutions like AusPost & BPAY.

As of March 2026, there are approximately 50 councils in Australia that are using a bill smoothing system including NSW councils like City of Parramatta, Inner West, Ku-ring-gai, Coffs Harbour, Kiama and Bega Valley Shire.

Council's current arrears levels are favourably below the accepted benchmark of 5% (set for NSW councils), and therefore whilst there isn't a pressing need to implement a new payment system option, implementing a bill smoothing system from a financial standpoint would be beneficial for both customers and Council.

As part of the review of using a bill smoothing system, Council officers are going through a number of workshops in the coming weeks that will help determine what solutions Council is looking for, the compatibility of our ERP systems with bill smoothing systems, any overlap between a bill smoothing system and future benefits that will be available with our ERP upgrades and the benefits and costs of any future implementation.

Once all details are at hand, Council officers will be in a better position to understand the capabilities of bill smoothing systems and will then work with Council's Enterprise Project Management Office (EPMO) to develop a business case using the Project Management Framework. If the business case supports the implementation of a bill smoothing system, a Tender is likely required. As the development of the Business Case may take a number of months, Council officers will endeavour to report back to Council by the end of September 2026.

**Financial Implications**

Whilst the actual financial cost of implementing a bill smoothing system will not be known until an assessment, it is forecasted that implementation costs based on other council experiences will be approximately $30,000 to $50,000 and annual costs will be approximately $100,0000 to $150,000. At this stage there are no funding sources for any implementation and ongoing costs and therefore any costs associated would have to be considered once the financial impact of implementing the system are known, and as part of the development of the aforementioned business case. The business case would consider what savings can be made by implementing a bill smoothing system, which could offset the above costs.

**Risk Implications**

Any bill smoothing technology operated by a third party would require the storage and use of private information of ratepayers including banking details, that does create risk. Any risk will be considered as part of any tender process and technological safeguards will be put in place before any system is implemented to ensure full compliance with any information storage requirements.

### Conclusion

Bill smoothing technologies can be used to enhance the customer experience and drive some efficiencies for Council. Council officers will continue to investigate options available and will provide updates to the Council when more information is available.

## RECOMMENDATION

That:

1. The information contained in the report on Update on Payment System options be received.
2. Council officers prepare a Business Case for using Bill Smoothing payment system technologies and provide updates to a future Ordinary Meeting of the Council before the end of September 2026 once fully assessed.

## ATTACHMENTS/APPENDICES

There are no attachments for this report.

## 12 PCC2526-21 Employee Assistance Program (EAP)

**Compiled by:** **Joshua Fayle, Head of People and Culture**
**Kirsten Locke, Work Health and Safety Business Partner**
**Peta Basso, Work Health and Safety Manager**

**Authorised by:** **Matthew Bullivant, Director Corporate Services**

| | |
|---|---|
| **Outcome** | *Work together* |
| **Strategy** | *Manage resources sustainably for current and future generations* |
| **Principal Activity** | *Ensure the organisation's sustainability through effective integrated planning and reporting including strategic finance, asset, workforce and project management* |

### Executive Summary

Council has undertaken an open Request for Tender (PCC25/26-21) for the provision of Employee Assistance Program (EAP) services in line with the existing contract's expiry period. The service will provide confidential counselling and wellbeing support to employees and their immediate families, including access to counselling, manager support, critical incident response and proactive wellbeing initiatives. Pursuant to Council's Councillor Expenses Policy, the services are also available to Councillors.

Following a robust procurement process, including assessment against qualitative and pricing criteria, PeopleSense Pty Ltd submitted the tender that most closely met Council's requirements and was assessed as providing the most advantageous outcome overall.

PeopleSense Pty Ltd demonstrated strong alignment with Council's requirements, including a contemporary and flexible service delivery model, accessible counselling services across multiple channels, and high-quality reporting and data insights to support proactive wellbeing initiatives.

The tendered pricing represents value for money when considered alongside the breadth of services offered and the ability to scale to meet Council's workforce needs.

This report advises Council of the outcome of the tender process and recommends that the tender submitted by PeopleSense Pty Ltd be accepted for the provision of Employee Assistance Program services.

### Background

Penrith City Council (Council) is committed to supporting the health, safety and wellbeing of its workforce.

Council currently delivers a range of initiatives to support health, safety and wellbeing. These initiatives include a health and wellbeing program comprising online exercise programs, meditation tools, webinars and educational resources. Council also offers employees access to Fitness Passport, providing cost-effective access to a range of fitness facilities.

In addition, Council provides targeted wellbeing support and interventions to specific work areas where psychological risks are more prevalent. Council has also undertaken an organisation-wide psychosocial risk assessment and is currently reviewing existing controls, identifying improvement opportunities and addressing any gaps identified through the risk assessment process.

Council has trained a number of employees as accredited Mental Health First Aid Officers to support early intervention and connection to appropriate support services. Separately, a number of employees across the organisation have completed Certificate IV qualifications in Mental Health Support.

The Employee Assistance Program (EAP) is another key component of this commitment, providing confidential counselling and support services to employees and their immediate families.

Council's existing EAP contract is due to expire, and a new procurement process was undertaken to ensure continued access to high-quality services that align with contemporary workforce needs, including increased accessibility, broader service offerings and improved reporting capability.

The procurement process also supports Council's broader objective of strengthening organisational capability and resilience through proactive wellbeing initiatives.

**Current Situation**

Council employs approximately 1,600 staff across a diverse range of operational and administrative functions.

EAP services are currently utilised for a range of support needs, including personal and work-related issues, critical incident response, and manager support. Council's utilisation of EAP services is approximately 350 sessions per year, reflecting a moderate and consistent level of use across the organisation.

There is an increasing expectation for EAP services to provide:

- Flexible access options (face-to-face, phone, video and digital platforms)
- Timely access to counselling services
- Proactive wellbeing and prevention programs
- Manager support and advisory services
- Critical incident response capability

The new EAP contract aims to enhance service delivery in these areas while ensuring consistency, accessibility and value for money.

**Tender Details**

An open Request for Tender (RFT) for EAP services was released via VendorPanel Marketplace on 27 February 2026.

The RFT invited submissions from suitably qualified providers capable of delivering a comprehensive EAP service aligned with Council's requirements.

The tender covered the following key service areas:

- Confidential counselling services delivered via multiple channels, including face-to-face, phone, video and online platforms, supporting a broad range of personal and work-related matters
- Crisis intervention services, including critical incident and trauma response
- 24/7 emergency and after-hours support

- Case management services, including coordination and referral to specialist providers
- Manager and leadership support, including advisory services, coaching, hotlines and mediation support
- Health and wellbeing program offerings, including proactive initiatives such as workshops, webinars, campaigns and resources
- Training and education programs, including awareness training, leadership programs and support for Mental Health First Aid Officers
- Digital platforms and resources, including secure and user-friendly tools to support employee access to services
- Data reporting and analytics, including regular and ad-hoc reporting on utilisation, outcomes and trends.

The EAP service was also required to demonstrate:

- Local service delivery capability within the Penrith Local Government Area or broader Western Sydney region
- Compliance with privacy legislation and strict confidentiality requirements
- Cultural sensitivity and inclusivity, including trauma-informed practices
- Experience delivering services to organisations of similar size and complexity

In addition, the tender included a number of optional service components, including:

- Psychological fitness-for-work assessments, including return-to-work recommendations
- Independent exit interview services
- Anonymous staff feedback mechanisms
- Digital and technology-based wellbeing solutions

These requirements formed the basis of the evaluation of all tender submissions.

Council received a total of eight (8) responses, each of which are outlined in the table as follows:

| **Company** | **Company Australia Address** | **Directors** |
|---|---|---|
| Access Programs Australia Ltd T/A AccessEAP | Level 8, 75 Castlereagh Street, Sydney NSW 2000 | Harry Petropoulos, Chair<br>Gary Adler<br>Mary Lyras<br>Christina Stavropoulos<br>Michael Bullock |
| Rehab Management (Aust) Pty Ltd T/A Arriba Group Pty Ltd | Suite 15.04, 680 George Street, Sydney NSW 2000 | Marcella Romero |
| Converge International Pty Ltd | Level 16, 180 Lonsdale Street, Melbourne VIC 3000 | Converge is majority owned by the Different Collective (56.3% of shares). Other holders include Victoria Business Growth Fund (28.6%) and employee shares (15.1%).<br><br>Andrew Hume, CEO<br>Simon Glover, Secretary<br>Robert Mitchell, Chair<br>Trevor Harvey |

| | | |
|---|---|---|
| | | Anna Ellis<br>Mark Peters<br>Elizabeth Alexander |
| Paix Counselling Service Pty Ltd T/A FIFO MHS | 60 Clearview Road, Darbys Falls NSW 2793 | Anne-Marie Newham |
| Outlook Psychology Practice Pty Ltd | 81 Chesterfield CCT, Nhulunbuy NT 0880 | Michelle Grant and James Cowan |
| PeopleSense Pty Ltd T/A PeopleSense: Psychology & Wellbeing by Altius | Level 4, 507 Kent Street, Sydney NSW 2000 | Derick Borean, Founding Director<br>Nicole Mills, Secretary<br><br>Directors/Board Members:<br>Andrew Paice<br>Claire Nichol<br>Simon Feiglin<br>Ashley Sorrenti<br>Clive Sher |
| Wisdom Wellbeing Pty Ltd | Level 12, 700 Harris Street, Ultimo NSW 2007 | David Price and Bertrand Stern-Gillet<br>Anthony Rous, Secretary |
| Work Happy Pty Ltd | Level 12, 35 Clarence Street, Sydney NSW 2000 | Anastasia Massouras |

**Evaluation Process**

Nicole Fahy, Procurement Business Partner, performed the role of tender administration and probity officer for this tender.

Submissions were initially reviewed for compliance with required documentation and mandatory criteria by the evaluation panel made up of the following:

- Peta Basso, WHS Manager
- Kirsten Locke, WHS Business Partner
- Charmaine Plane, WHS Support Officer
- Peta Weiss, HR Business Partner

Compliance Criteria

- Statement of Conformance
- Compliance and Conflicts of Interest
- Current Insurance Policies
- Quality Management System
- WHS Contract Assessment Form
- Workplace Relations Information
- Tender Offer Form
- Supply of Relevant Appendices

Qualitative Criteria

- Capacity to perform the services
- Experience and past performance
- Local Supplier
- Schedule of Fees

The schedule of fees was also considered to ensure vendors chosen could provide a solution within Council's allocated budget. The table below provides a summary of the costs for each vendor:

| Company | Annual Management Fee (AMF) | Counselling Per Hour/Session | Total 8 year cost* | Summary |
|---|---|---|---|---|
| AccessEAP | $88,425 | $195 | $707,400 | 6 sessions per person per year included in the AMF, additional sessions will be charged at $195 per session. |
| Arriba Group Pty Ltd | $2,500 | $275 | $790,000 | No sessions included in the AMF. Based on an estimated utilisation of 350 sessions per year. |
| Converge International Pty Ltd | $69,964 | $180 | $559,712 | 350 sessions included in the AMF. If over, these sessions would be charged at $180 per session |
| FIFO MHS | $175,000 | $230 | $1,400,000 | 352 sessions included in the AMF. If over, these sessions would be charged at $230 per session |
| Outlook Psychology Practice Pty Ltd | $60,000 | $280 | $1,264,000 | No sessions included in the AMF. Based on an estimated utilisation of 350 sessions per year. |
| PeopleSense Pty Ltd | $1890 | $200 | $575,120 | No sessions included in the AMF. Based on an estimated utilisation of 350 sessions per year. |
| Wisdom Wellbeing Pty Ltd | $65,610 | $183.62 | $524,880 | 354 sessions included in the AMF. If over, these sessions would be charged at $183.62 per session |
| Work Happy Pty Ltd | $69,8000 | $180 | $558,400 | 360 sessions included in the AMF. If over, these sessions would be charged at $180 per session. |

*Subject to Annual Health CPI adjustments

**Evaluation Outcomes**

The evaluation panel reconvened following the assessment of submissions to determine the tenderer that best addressed the requirements of the RFT, taking into account the key areas respondents were required to address. The following comments outline the outcomes of the evaluation process:

1. AccessEAP (current provider) – Proposed a bundled Annual Management Fee (AMF) model which included 6 counselling sessions per person per year.

   While AccessEAP demonstrated experience in EAP service delivery, its pricing model presents a risk that Council may pay for services that are not fully utilised. In addition, its submission relied on a combination of internal and partner services to meet some requirements, resulting in a lower level of alignment when compared with PeopleSense.

2. Arriba Group Pty Ltd – Provided a compliant submission with a structured service offering.

   While Arriba demonstrated the ability to deliver core EAP services, it submission required a greater degree of adaptation and did not demonstrate the same level of completeness or alignment with Council's requirements when compared with PeopleSense.

3. Converge International Pty Ltd – Proposed a comprehensive EAP service offering with a bundled pricing model.

   Converge demonstrated a strong capability and experience in delivering EAP services and provided a well-established service model. However, when compared with PeopleSense, its pricing structure was less flexible and its submission required a greater degree of interpretation in how services would be delivered in practice.

4. FIFO MHS – Provided a submission outlining a specialised service offering.

   While FIFO MHS demonstrated capability in delivery targeted support services, its model was more specialised and did not demonstrate the same level of alignment with Council's broader EAP requirements when compared with PeopleSense.

5. Outlook Psychology Practice Pty Ltd – Proposed a service model supported by a network of clinicians.

   While Outlook Psychology Practice demonstrated the ability to deliver counselling services, its submission relied more heavily on external providers and did not demonstrate the same level of scalability or service integration when compared to PeopleSense.

6. PeopleSense Pty Ltd – Proposed a fee-for-service model and demonstrated strong alignment with Council's requirements.

   PeopleSense demonstrated the ability to meet almost all of Council's requirements as part of its standard service offering, with 52 requirements included as standard and all critical requirements met. Their submission did not require adaptation, customisation or reliance on third-party providers to deliver core services, distinguishing it from other tenders and reducing implementation complexity and delivery risk.

   Only two optional (not mandatory) requirements were not offered, both of which relate to optional technology-based features and were not considered critical to service delivery of core EAP services.

7. Wisdom Wellbeing Pty Ltd – Provided a submission focused on wellbeing services.

   While Wisdom Wellbeing demonstrated strength in wellbeing initiatives, its submission did not demonstrate the same level of capability across the full EAP service scope, particularly in relation to counselling service delivery and critical incident response.

8. Work Happy Pty Ltd – Proposed a service model with a focus on digital and wellbeing solutions.

   While Work happy demonstrated innovative wellbeing offerings, its submission did not demonstrate the same level of alignment with Council's core EAP requirements, particularly in relation to comprehensive counselling services and service delivery capacity.

Following this evaluation, the panel determined that the submission from PeopleSense Pty Ltd represented the most advantageous outcome for Council. This determination was based on the following:

- Demonstrated the ability to meet Council's requirements as part of its standard service offering
- Met all critical requirements, with only two optional technology-based features not offered, which were not considered essential to service delivery
- Provided a value for money solution through a flexible fee-for-service pricing model
- Delivered a comprehensive EAP service including 24/7 counselling support across phone, video and face-to-face channels
- Included manager support services, including advice, coaching and guidance for managing staff matters
- Demonstrated a structured and practical approach to critical incident response, including immediate support and follow-up care
- Provided a strong wellbeing program, incorporating training, early intervention and psychosocial risk management
- Offered an extensive catalogue of training and development programs, supported by a structured wellbeing calendar including four (4) complimentary webinars per year
- Demonstrated the capacity to support a workforce of Council's size through a large network of clinicians
- Offered a strong local presence, including an established office in Penrith, supporting access to in-person services
- Included a clear and practical service delivery model, outlining how employees access services and how appointments are managed
- Provided a comprehensive reporting framework, including utilisation data, trend analysis and insights

Overall the PeopleSense submission demonstrated a high level of alignment, maturity and practical application, providing confidence in its ability to deliver a consistent, accessible and high-quality EAP service.

While the other tenderers demonstrated capability in delivering EAP services, they required a greater degree of adaptation, customisation or reliance on partner organisations to meet Council's critical requirements and were not able to demonstrate the same level of alignment, service integration or overall value for money as PeopleSense.

**Financial Implications**

The pricing submitted by PeopleSense represents value for money when considered alongside the breadth of services offered, accessibility of service delivery, and reporting capability. The pricing submitted by PeopleSense is within Council's allocated budget for the provision of EAP services.

PeopleSense proposed a fee-for-service pricing model and did not include a bundled Annual Management Fee (AMF). This approach is considered advantageous to Council as it ensures that costs are directly aligned to actual utilisation of services.

By contrast, a number of other tenderers proposed a bundled AMF model that included a set number of counselling sessions or services. Under this model, there is a risk that Council may pay for services that are not fully utilised, reducing overall cost efficiency.

The PeopleSense pricing model provides greater flexibility and transparency, enabling Council to scale service usage in line with demand and better manage expenditure over the term of the contract.

The proposed contract term of five (5) years with extension options of two (2) years and one (1) year, supports continuity of service delivery while providing flexibility for Council to review performance and extend the contract where appropriate.

While direct financial savings are not the primary objective of the EAP, the provision of timely and effective support services is expected to contribute to reduced absenteeism, improved productivity, and enhanced employee wellbeing.

**Tender Advisory Group Comments**

The objective of the Tender Advisory Group (TAG) is to support Council to achieve fair and equitable tender processes. The TAG, consisting of Matthew Bullivant, Director Corporate Services, Adam Beggs – Head of Governance and Neil Farquharson – Chief Financial Officer were briefed by the team about the background and the process followed.

The TAG considered the recommendations in relation to the tender and reviewed the evaluation process outlined within the report and is satisfied that the selection criteria has been correctly applied in making the recommendations.

**Risk Implications**

Provision of EAP services supports Council in managing psychosocial risks and meeting its obligations under the Work Health and Safety Act 2011 (NSW).

Key risks and mitigation strategies include:

- Low utilisation of services – addressed through ongoing promotion and integration of wellbeing initiatives
- Service accessibility issues – mitigated through multiple delivery channels and 24/7 support
- Service quality risks – managed through contractual performance measures and regular reporting

PeopleSense has demonstrated the capability to deliver consistent, accessible and high-quality services, reducing the risk of service disruption.

**Conclusion**

The tender process for the provision of Employee Assistance Program services has been completed in accordance with Council's procurement requirements.

Through this process, PeopleSense demonstrated strong alignment with Council's service, operational and reporting requirements and was assessed as providing the most advantageous overall outcome.

The appointment of PeopleSense will support Council in providing accessible, high quality wellbeing services to employees and their families, contributing to improved organisational capability, resilience and performance.

PeopleSense offers a contemporary, flexible and scalable service model that aligns with Council's operational needs and wellbeing objectives.

**RECOMMENDATION**

That:

1. The information contained in the report on PCC2526-21 Employee Assistance Program (EAP) be received.
2. Council accept the tender submitted by PeopleSense Pty Ltd for the provision of Employee Assistance Program (EAP) services for a contract term of five (5) years with extension options of two (2) years and one (1) year, and in accordance with the terms outlined in this report.
3. In accordance with the Local Government Act 1993, Council authorises the General Manager to enter into a contract with PeopleSense Pty Ltd for the delivery of EAP services.

**ATTACHMENTS/APPENDICES**

There are no attachments for this report.

## 13 The Local Government Remuneration Tribunal Determination for Mayor and Councillors for 2026-2027 and 2027 Review of Categories - Council Submission Opportunity

**Compiled by:** **Avanthi Fernando, Governance Officer**
**Stuart Benzie, Governance Manager**

**Authorised by:** **Adam Beggs, Head of Governance**

| | |
|---|---|
| **Outcome** | *We have open and collaborative leadership* |
| **Strategy** | *Corporate Enablers* |
| **Principal Activity** | *Participate in reviews and forums and make submissions that affect the community in respect to local government governance* |

### Executive Summary

The *Local Government Act 1993, NSW* (the *LG Act*) requires the Local Government Remuneration Tribunal (the Tribunal) by 1 May each year to determine for each of the categories of councils, the maximum and minimum fees to be paid to Mayors and Councillors. The Tribunal has made its 2026 determination and will take effect on 1 July 2026.

In accordance with the Determination for 2026-27, Penrith City Council will remain categorised as a 'Metropolitan Large' Council. The Tribunal has also determined a 3.7% per annum increase in the minimum and maximum fees applicable to each category of councils from 1 July 2026. This increase is 0.7% higher than the increase determined for the previous year.

Consistent with the current remuneration arrangements at Penrith City Council, the report recommends the fees payable to the Mayor and Councillors for 2026-27 be approved at the maximum level permitted as determined by the Tribunal.

### Background

*Section 239* of the *Act* prescribes that the Tribunal determine categories for councils and mayoral offices at least once every three (3) years.

*Section 241* of *the Act* prescribes that the Tribunal determine the minimum and maximum amount of fees to be paid to mayors and councillors for each of the categories determined under section 239 no later than 1 May each year. The Tribunal has made its 2026-2027 determination which will take effect on 1 July 2026.

### Local Government Remuneration Tribunal Determination for 2026–2027

The Local Government Remuneration Tribunal has determined that, effective from 1 July 2026, the minimum and maximum fees payable to Councillors and Mayors will increase by 3.7%. This adjustment is based on cost-of-living movements, reflecting key economic indicators including the Consumer Price Index and public sector wage trends.

According to the Tribunal, a consistent theme in the submissions it received was that current fees no longer adequately reflect the increasing complexity, workload and responsibility associated with elected office and advocated for increases beyond a cost-of-living adjustment. The Tribunal noted that it now has greater discretion to consider fee increases following the repeal of *section 146C* of the *Industrial Relations Act 1996 (NSW).* Previously,

*section 242A* of the *LG Act* required the Tribunal to align fee increases with public sector wage cap policies established under *section 146C*.The repeal means that the Tribunal is no longer constrained by a cap when awarding fee increases.

As part of its 2026 Annual Review, the Tribunal also conducted its three-yearly review of council categories. After considering submissions, the Tribunal has made a couple of changes to non-metropolitan categories and concluded that no other changes to council categories were required for 2026. All other councils remain in their existing categories, with the overall category structure unchanged from the previous determination. As a result, Penrith City Council will remain categorised as a 'Metropolitan Large' Council.

**The Next Review (for the 2027-28 determination)**

The Tribunal has advised that the 2027 annual review will commence earlier than usual. As part of its ongoing review of the current category structure, criteria and fee framework, the Tribunal will invite further submissions from councils, Local Government NSW (LGNSW) and the Minister to assess whether the existing categories remain fit for their statutory purpose.

Council has made numerous submissions to the Tribunal in the past in relation to the setting of fees and the categorisation of Penrith City Council. Council's submissions have advocated a position that a new category called 'Metropolitan Large – Growth Centre' should be created, due to Council's exponential population growth, involvement in significant city-shaping projects and other initiatives in the Penrith Local Government Area.

The upcoming review presents a key opportunity for Council to lodge a submission seeking reconsideration of its current categorisation and the applicable criteria. In doing so, Council can provide supporting evidence to demonstrate that its operations align with the factors specified in section 240 of the Act (How are the categories to be determined) and that a more appropriate category should be considered. Council officers will prepare a coordinated submission to the Tribunal, proposing either the creation of a new category or reclassification into a more suitable existing category, consistent with the Tribunal's two-stage determination process.

**Mayor and Councillor Fees for 2026-2027**

The Council's policy on the Payment of Expenses and Provision of Facilities to the Mayor, Deputy Mayor and Councillors (*Section 252* Policy) states that "Council must adopt its annual fees within the range set by the Local Government Remuneration Tribunal as per Section 241 of the Act and reviewed annually".

As prescribed under *section 249(5)* of the *Act "A council may pay the Deputy Mayor (if there is one) a fee determined by the council for such time as the deputy mayor acts in the office of the mayor. The amount of the fee so paid must be deducted from the mayor's annual fee".*

The Tribunal does not set a fee for a Deputy Mayor. However, it has been Council's practice to remunerate the Deputy Mayor by allocating 20% of the Mayor's fee to the Deputy Mayor, in addition to the fee paid to the Deputy Mayor as a Councillor.

The Tribunal has determined the following range of fees for the Category of "Metropolitan Large" Councils (Bayside, Cumberland, Fairfield, Inner West, Liverpool, Northern Beaches, Penrith, Ryde, Sutherland and The Hills):

- Councillor Annual Fee – Minimum $21,900 & Maximum $36,110, and
- Mayor Additional Fee – Minimum $46,500 & Maximum $105,220 (this fee must be paid in addition to the Mayor as a Councillor).

**Financial Implications**

The Local Government Remuneration Tribunal determination dated 23 April 2026 was received during the exhibition period and has been incorporated into the 2026–27 Operational Plan.

The original budget estimate was based on a 3.0% increase in Mayoral and Councillor fees, consistent with assumptions applied prior to the determination. Following the Tribunal's confirmation of a 3.7% increase, the additional 0.7% has been incorporated into the documents but not exhibited, the final Operational Plan will reflect the updated indexation for 2026–27.

**Risk Implications**

There are no risk implications specifically associated with the action proposed within this report.

**Conclusion**

In accordance with sections *239* and *241* of the *Act*, the Tribunal has made its annual determination for 2026-27 which will take effect on 1 July 2026. The Tribunal has determined a 3.7% per annum increase in the minimum and maximum fees applicable to each category of councils from 1 July 2026. There is no change to Council's categorisation as a 'Metropolitan Large Council'.

Consistent with the current remuneration arrangements, it is recommended that the fees payable to the Mayor and Councillors for 2026-27 be set at the maximum level as determined by the Tribunal.

**RECOMMENDATION**

That:

1. The information contained in the report on The Local Government Remuneration Tribunal Determination for Mayor and Councillors for 2026-2027 and 2027 Review of Categories - Council Submission Opportunity be received.
2. The fees payable to the Mayor and Councillors for 2026-27 be set at the maximum level permitted as determined by the Local Government Remuneration Tribunal.
3. The Deputy Mayor be remunerated by allocating 20% of the Mayor's fee, in addition to the fee paid to the Deputy Mayor as a Councillor.

**ATTACHMENTS/APPENDICES**

| | | | |
|---|---|---|---|
| **1.** | Local Government Remuneration Tribunal Annual Determination - 2026 | 86 Pages | Attachments Included |

## 14 Summary of Investments and Banking for the period 1 April 2026 - 30 April 2026

**Compiled by:** **James Legarse, Treasury and Operations Accountant**

**Authorised by:** **Neil Farquharson, Chief Financial Officer**
**Matthew Bullivant, Director Corporate Services**

| | |
|---|---|
| **Outcome** | *Work together* |
| **Strategy** | *Manage resources sustainably for current and future generations* |
| **Principal Activity** | *Ensure the organisation's sustainability through effective integrated planning and reporting including strategic finance, asset, workforce and project management* |

### Executive Summary

This report on the Summary of Investments & Banking for April 2026 is submitted for the purpose of financial accountability and to satisfy the investment reporting requirements of the Local Government (General) Regulation 2005 (clause 212), the Local Government Act 1993 (the Act) (Section 625) and the Council's Investment Policy.

The report certifies that the Council investments comply with the forms of investment made by order of the Minister under section 625(2) of the Local Government Act 1993. The current Ministerial Order was issued under Council Circular 11-01 on 17 February 2011.

The report provides a summary of investments for the period 1 April 2026 to 30 April 2026 and a reconciliation of invested funds as at 30 April 2026.

The investment returns versus the benchmark as a percentage for April 2026 are:

- Council portfolio current month's yield 4.67%
- Council portfolio annualised yield to date 4.69%
- 90-day Bank Bill Swap Rate (Benchmark) 4.34%
- Enhanced 90-day Bank Bill Swap Rate (Benchmark – BBSW + 30bps) 4.64%
- Original Budget estimated return (2025/26 Financial Year) 4.25%

The report recommends that the information contained in the report be received.

### Current Situation

A Summary of Investments is shown in Appendix 1, including Economic Commentary for April 2026, Historical Investment Performance Analysis tables and charts, a reconciliation of Invested Funds for April 2026 and various Investment Summary and Investment Portfolio analysis tables and charts.

The Reserve Bank of Australia (RBA) last met on 6 May 2026. In that meeting the Board increased the cash rate target by 25 basis points to 4.35 per cent, reflecting materially higher inflation driven by domestic capacity pressures and sharply higher fuel and commodity prices following the conflict in the Middle East. Recent data show rising cost pressures, early signs of price increases by firms, and higher short-term inflation expectations. Updated forecasts indicate underlying inflation is expected to peak higher than previously anticipated

before easing as demand slows under tighter monetary conditions, although uncertainties remain elevated. Financial conditions have tightened, with higher interest rates, bond yields and an appreciating exchange rate, while credit remains readily available. The Board judged that inflation is likely to remain above target for some time, with risks tilted to the upside, and will continue to closely monitor global developments, domestic demand, inflation and labour market conditions. The decision was made by majority, with eight members supporting the increase and one member voting to leave the cash rate unchanged.

**Financial Implications**

Adopting the recommendations of this report confirms Council's investment returns are favourably exceeding the Original Budget, as well as outperforming the benchmark for the month. Having said that, we will need to continue to monitor the returns against the budget over the remaining 2 months of the financial year, as the monetary policy position of the RBA change.

More detailed Financial Implications are contained in Appendix 1.

**Risk Implications**

The Council's investments have been placed in accordance with Section 625 of the Local Government Act 1993, relevant regulations, and the Council's adopted Investment Policy. The Council's Investment Policy has objectives to preserve capital, ensure liquidity of funds to meet cash flow requirements and achieve an acceptable rate of return having reference to the Council's risk tolerance.

**Conclusion**

This report confirms that the Council's investments have been placed in accordance with relevant legislation/regulations, the Council's Investment Policy and highlights the Council's investment performance for April 2026. Additionally, the report assures the Council that Council's Cash Book and Bank Statements have been reconciled.

**Certificate of Responsible Accounting Officer**

I hereby certify the following:

1. All investments have been made in accordance with Section 625 of the Local Government Act 1993, relevant regulations, and Council's Investment Policy.
2. The Council's Cash Book and Bank Statements have been reconciled as at 30 April 2026.



Neil Farquharson

**RECOMMENDATION**

That:

1. The information contained in the report on Summary of Investments and Banking for the period 1 April 2026 - 30 April 2026 be received.
2. The Council's Cash Book and Bank Statements have been reconciled as at 30 April 2026.

**ATTACHMENTS/APPENDICES**

**1.** Investment Report as at 30 April 2026 6 Pages Appendix

Penrith City Council

## Summary of Investments
## 30 April 2026

**Commentary**

The Reserve Bank of Australia (RBA) last met on 6 May 2026. In that meeting the Board increased the cash rate target by 25 basis points to 4.35 per cent, reflecting materially higher inflation driven by domestic capacity pressures and sharply higher fuel and commodity prices following the conflict in the Middle East. Recent data show rising cost pressures, early signs of price increases by firms, and higher short-term inflation expectations. Updated forecasts indicate underlying inflation is expected to peak higher than previously anticipated before easing as demand slows under tighter monetary conditions, although uncertainties remain elevated. Financial conditions have tightened, with higher interest rates, bond yields and an appreciating exchange rate, while credit remains readily available. The Board judged that inflation is likely to remain above target for some time, with risks tilted to the upside, and will continue to closely monitor global developments, domestic demand, inflation and labour market conditions. The decision was made by majority, with eight members supporting the increase and one member voting to leave the cash rate unchanged.

It is to be noted, as illustrated in Graph 1 of this report, both Council's benchmarks of BBSW monthly return and Enhanced BBSW have been surpassed in April 2026, showing the impact of the continued improvements in interest rates being invested.

Australia's 10-year government bond yield is hovering near 5%, its highest level since 2011, as markets price in a further 25 basis point rate hike to 4.35% on 5 May 2026 and increasingly expect rates to rise to 4.60% or higher by year end amid persistent inflation concerns linked to Middle East disruptions. Inflation rose to 4.6% in March, well above the RBA's target, while economic indicators were mixed, with manufacturing activity expanding in April but producer price growth easing in the March quarter.

Australia's annual inflation rose sharply to 4.6% in March 2026—from 3.7% from previous month; driven mainly by a surge in goods prices—particularly transport costs as fuel prices rebounded amid Middle East tensions—while remaining above the RBA's 2–3% target. Services inflation eased slightly, the trimmed mean CPI increased by a moderate 3.3%, and monthly inflation accelerated to its fastest pace since July 2025, indicating ongoing but mixed inflationary pressures. The March 2026 unemployment rate stood at 4.3%, similar result as the previous month. Noting, April 2026 result has not been published at the time of writing this report.

The investment returns versus the benchmark and annual budget as a percentage for April 2026 are:

| | |
|---|---|
| Council portfolio current month's yield | 4.67% |
| Council portfolio annualised yield to date | 4.69% |
| 90-day Bank Bill Swap Rate (Benchmark) | 4.34% |
| Enhanced 90-day Bank Bill Swap Rate (Benchmark – BBSW + 30bps) | 4.64% |
| Original budget estimated return (2025/26 Financial Year) | 4.25% |

Penrith City Council

Historical Investment Performance

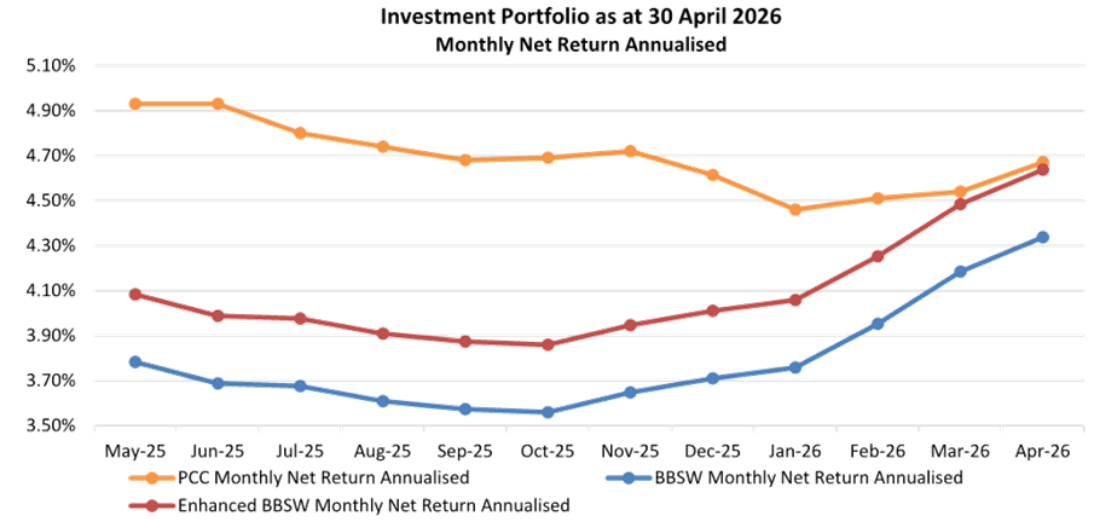
*Table 1*

| | Actual Portfolio Monthly Return | Benchmark (BBSW) | Enhanced Benchmark (BBSW+30bps) |
|---|---|---|---|
| Current Portfolio Yield (including FRNs) | 4.67% | 4.34% | 4.64% |
| Past 12 Month Portfolio Performance | 4.69% | 3.79% | 4.10% |
| Portfolio Return for the Period | 0.39% | 0.36% | 0.39% |

**Portfolio Yield (Actual Versus Benchmark)**

The annual weighted average income return on investment for April 2026 was 4.69%. This graph tracks performance over time and shows that the yield has ranged between a high of 4.93% and a low of 4.46% over the last 12 months. The reportable month's result has surpassed the BBSW monthly return benchmark.

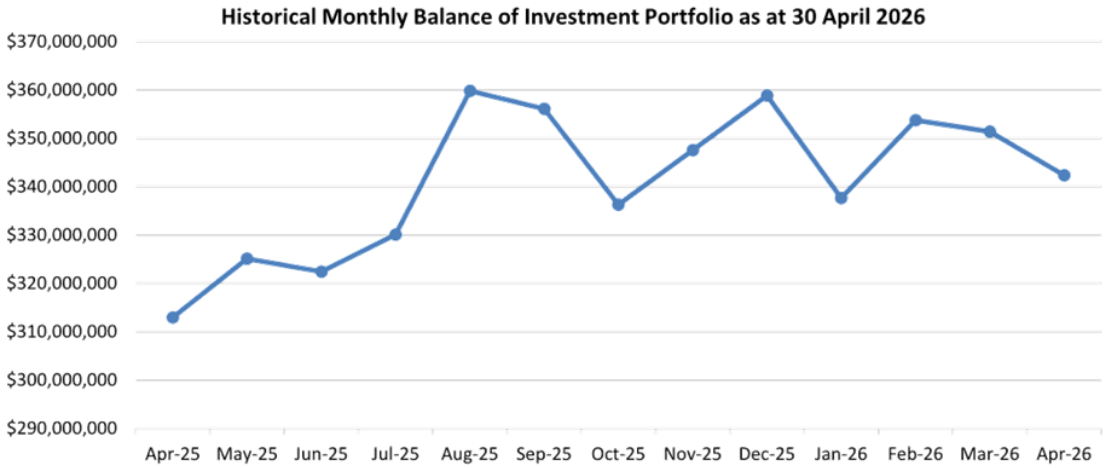
*Graph 1*




**Annual Portfolio (Actual)**

The graph below illustrates the annual trend of the Council's monthly Investment Portfolio balances.

*Graph 1.1*



Penrith City Council

## Investment Summary by Asset Group and Monthly Movement

*Table 1.1*

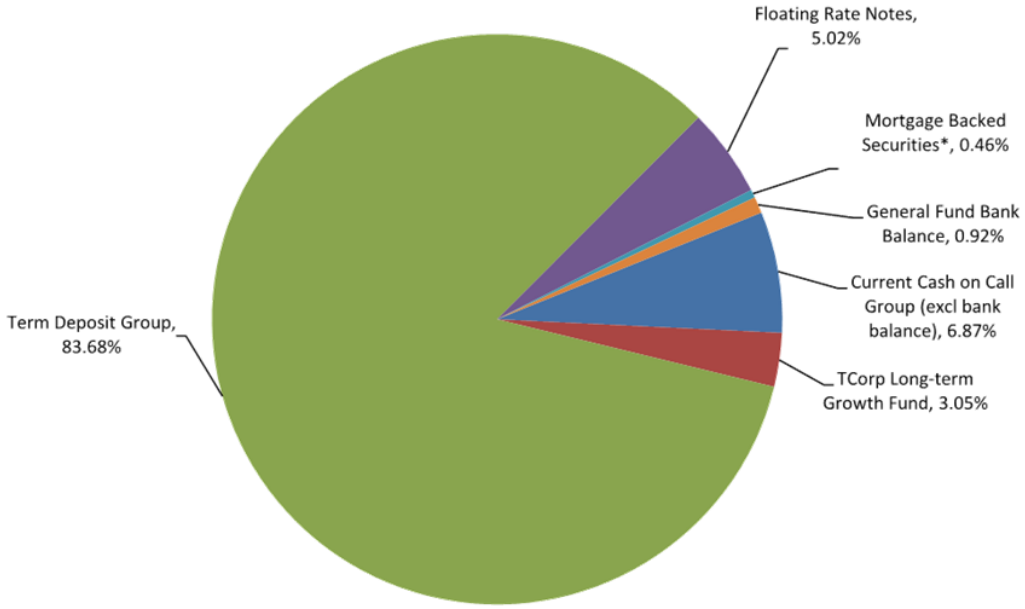
| Asset Group | Closing Value (Face Value) 31 March 2026 | | Closing Value (Face Value) 30 April 2026 | |
|---|---|---|---|---|
| | $ | % | $ | % |
| Current Cash on Call Group (excl bank balance) | 23,330,944 | 6.64% | 23,515,094 | 6.87% |
| TCorp Long-term Growth Fund | 9,972,606 | 2.84% | 10,444,823 | 3.05% |
| Term Deposit Group | 297,500,000 | 84.66% | 286,500,000 | 83.68% |
| Floating Rate Notes | 17,200,000 | 4.89% | 17,200,000 | 5.02% |
| Mortgage Backed Securities* | 1,578,416 | 0.45% | 1,578,416 | 0.46% |
| ***Sub-Total*** | ***349,581,966*** | | ***339,238,333*** | |
| General Fund Bank Balance | 1,842,652 | 0.52% | 3,159,248 | 0.92% |
| **Total** | **351,424,618** | **100%** | **342,397,581** | **100%** |

**MBS Purchased in 2006/2007 prior to the current Ministerial Investment Order. This product is being 'Grandfathered' – i.e., the Council will continue to actively manage these investments within the portfolio. However, the Council is not permitted to place further funds in this bank, due to its credit rating.*

**April 2026 Investments % Allocation by Asset Groups**

The graph below illustrates the dissection of the Council's Portfolio per investment products or categories.

*Graph 1.2*



Penrith City Council

## Reconciliation of Invested Funds and Monthly Movement

*Table 1.2*

| | Period Ending 31 March 2026 | | Period Ending 30 April 2026 | |
|---|---|---|---|---|
| | $ | % | $ | % |
| Represented by: | | | | |
| **Externally Restricted Assets** | | | | |
| Section 7.11 Developer Contributions | 126,794,224 | 36.08% | 130,604,513 | 38.14% |
| Restricted Contributions for Works | 6,068,180 | 1.73% | 5,943,212 | 1.74% |
| Unexpended Grants* | 53,347,436 | 15.18% | 52,559,550 | 15.35% |
| Unexpended Loan Funds | 13,113,284 | 3.73% | 13,016,060 | 3.80% |
| Other Externally Restricted | 18,116,483 | 5.16% | 9,834,878 | 2.87% |
| **Total** | **217,439,607** | | **211,958,213** | |
| **Internally Restricted Assets - Funding of Operations** | | | | |
| Internal Reserves | 104,477,579 | 29.72% | 104,545,183 | 30.53% |
| Security Bonds and Deposits - Payable | 24,448,658 | 6.96% | 24,541,005 | 7.17% |
| **Total** | **128,926,237** | | **129,086,188** | |
| **Restricted Assets Utilised in Operations** | | | | |
| Unrestricted Invested Funds | 5,058,774 | 1.44% | 1,353,180 | 0.40% |
| **Total Invested Funds** | **351,424,618** | **100.00%** | **342,397,581** | **100.00%** |

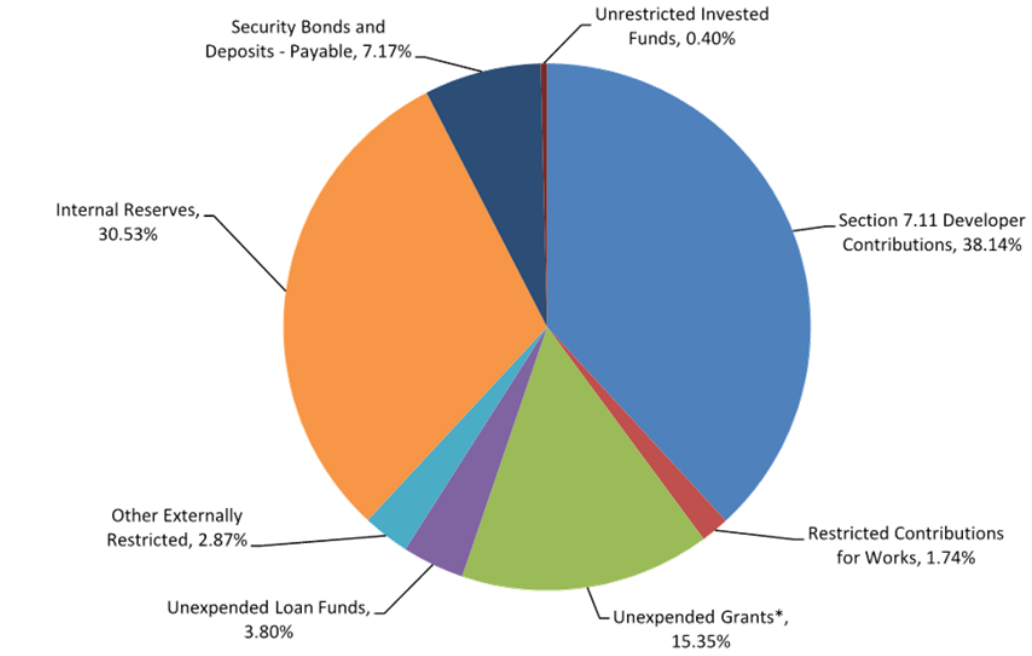
**Balance may be in deficit when funds are spent in advance of grant payment date to the Council.*

***NOTE:*** *The above figures have been prepared under cash basis accounting.*

**April 2026 Investments % Allocation by Cash Reserve Type**

This graph demonstrates the allocation of the Council's cash reserves.

*Graph 1.3*



*Penrith City Council*

## Investment Summary

*(Graphed to reflect fund ratings as % of portfolio)*

*Table 1.3*

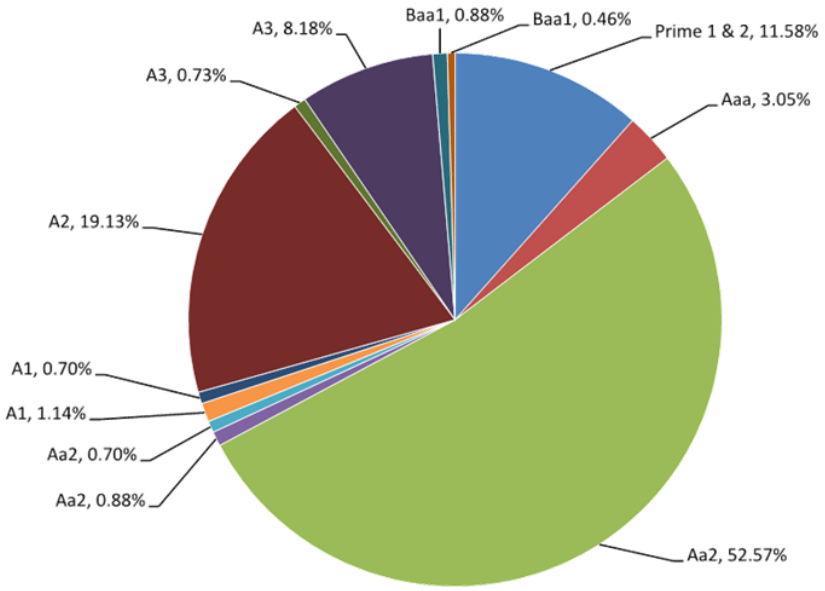
| | | 30 April 2026 | | |
|---|---|---|---|---|
| **Credit Exposure** | **Bank/Financial Institution** | **$ Utilised** | **% Portfolio** | **% Policy Maximum** |
| Short Term | | | | |
| Prime 1 | CBA, NAB & Westpac | 32,674,341 | 9.54% | 100% (40% per institution) |
| Prime 2 | AMP Bank, BOQ ING Bank & Rabobank | 7,000,000 | 2.04% | 5% (10% per institution) |
| ***Prime 1 & 2*** | | ***39,674,341*** | 11.58% | |
| **Long Term** | | | | |
| Aaa | TCorp Long-term Growth Fund | 10,444,823 | 3.05% | 100% (40% per institution) |
| Aa2 | Term Deposit (CBA,WBC & NAB) | 180,000,000 | 52.57% | 100% (40% per institution) |
| Aa2 | Floating Rate Note (WBC) | 3,000,000 | 0.88% | 100% (40% per institution) |
| Aa2 | Floating Rate Note (NAB) | 2,400,000 | 0.70% | 100% (40% per institution) |
| A1 | Floating Rate Note (Suncorp) | 3,900,000 | 1.14% | 40% (25% per institution) |
| A1 | Floating Rate Note (Macquarie Bank) | 2,400,000 | 0.70% | 40% (25% per institution) |
| A2 | Term Deposit (Rabobank Australia Ltd) | 65,500,000 | 19.13% | 40% (20% per institution) |
| A3 | Floating Rate Note (ING Bank) | 2,500,000 | 0.73% | 20% (10% per institution) |
| A3 | Term Deposit (ING Bank) | 28,000,000 | 8.18% | 20% (10% per institution) |
| Baa1 | Floating Rate Note (Bank of Queensland) | 3,000,000 | 0.88% | Grandfathered |
| Baa1 | Mortgage Backed Securities (Barclays Capital) * | 1,578,417 | 0.46% | Grandfathered |
| ***Sub-Total*** | | ***302,723,240*** | 88.42% | |
| **Total** | | **342,397,581** | **100.00%** | |

**Investments placed prior to current Ministerial Order and/or financial institution's change in credit rating by Moody's. The product(s) is/are being 'Grandfathered' – i.e., the Council will continue to actively manage these investments within the portfolio. However, the Council is not permitted to place further funds in the bank(s), due to its/their credit rating.*

**April 2026 Investments % Allocation by Moody's Fund Rating**

Reflects Moody's fund ratings as percentage (%) of the portfolio, to show compliance with the Council's Investment Policy objectives of minimising risk.

*Graph 1.4*



Penrith City Council

## Diversification of Portfolio

*(Graphed to reflect fund ratings as % of portfolio)*

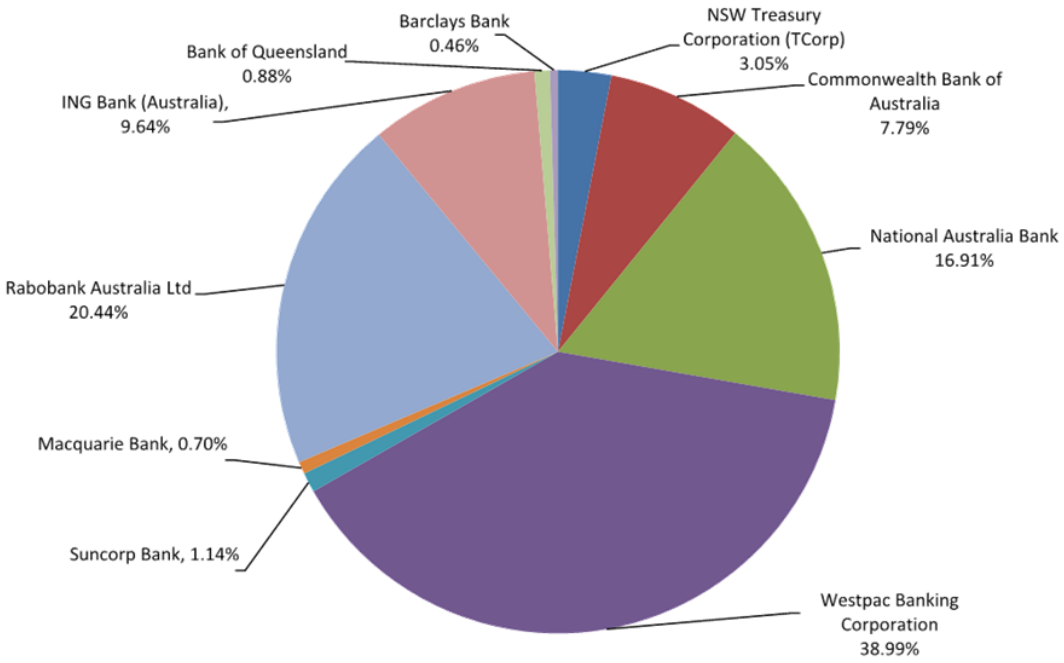
*Table 1.4*

| | | | 30 April 2026 | |
|---|---|---|---|---|
| **Dealing Bank** | **Short Term** | **Long Term** | **Investment** | **% Allocation** |
| NSW Treasury Corporation (TCorp) | Prime 1 | Aaa | 10,444,823 | 3.05% |
| Commonwealth Bank of Australia | Prime 1 | Aa3 | 26,674,341 | 7.79% |
| National Australia Bank | Prime 1 | Aa3 | 57,900,000 | 16.91% |
| Westpac Banking Corporation | Prime 1 | Aa3 | 133,500,000 | 38.99% |
| Suncorp Bank | Prime 1 | A1 | 3,900,000 | 1.14% |
| Macquarie Bank | Prime 1 | A2 | 2,400,000 | 0.70% |
| Rabobank Australia Ltd | Prime 2 | A2 | 70,000,000 | 20.44% |
| ING Bank (Australia) | Prime 2 | A3 | 33,000,000 | 9.64% |
| Bank of Queensland | Prime 2 | Baa1 | 3,000,000 | 0.88% |
| Barclays Bank | Prime 2 | Baa1 | 1,578,417 | 0.46% |
| **Total Investment** | | | **342,397,581** | **100.00%** |

*Reflects the spread of investments amongst various Financial Institutions to show portfolio diversification in accordance with the Council's Policy of risk aversion.*

**April 2026 Investment % Allocation by Financial Institutions (per Moody's Credit Ratings)**

*Graph 1.5*



**Confidential Business**

**DELIVERY PROGRAM REPORTS**

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**Other Interests**

**Monday May 25 2026**


| **Item** | | **Page** |
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| 2 | Notification of Acceptance of Grant Funds - Library Services | 2 |

## 1 Presence of the Public

Everyone is entitled to attend a meeting of the Council and those of its Committees of which all members are Councillors, except as provided by Section 10 of the Local Government Act, 1993.

A Council, or a Committee of the Council of which all the members are Councillors, may close to the public so much of its meeting as comprises:

(a) the discussion of any of the matters listed below; or

(b) the receipt or discussion of any of the information so listed.

The matters and information are the following:

(a) personnel matters concerning particular individuals (other than Councillors);

(b) the personal hardship of any resident or ratepayers;

(c) information that would, if disclosed, confer a commercial advantage on a person with whom the council is conducting (or proposes to conduct) business;

(d) commercial information of a confidential nature that would, if disclosed:

- prejudice the commercial position of the person who supplied it; or
- confer a commercial advantage on a competitor of the Council; or
- reveal a trade secret.

(e) information that would, if disclosed, prejudice the maintenance of the law;

(f) matters affecting the security of the Council, Councillors, Council staff or Council property;

(g) advice concerning litigation, or advice that would otherwise be privileged from production in legal proceedings on the ground of legal professional privilege;

(h) information concerning the nature and location of a place or an item of Aboriginal significance on community land;

(i) alleged contraventions of any code of conduct requirements applicable under section 440.

The grounds on which part of a meeting is closed must be stated in the decision to close that part of the meeting and must be recorded in the minutes of the meeting.

The grounds must specify the following:

(a) the relevant provision of section 10A(2);

(b) the matter that is to be discussed during the closed part of the meeting;

(c) the reasons why the part of the meeting is being closed, including (if the matter concerned is a matter other than a personnel matter concerning particular individuals, the personal hardship of a resident or ratepayer or a trade secret) an explanation of the way in which discussion of the matter in open meeting would be, on balance, contrary to the public interest.

Members of the public may make representations at a Council or Committee Meeting as to whether a part of a meeting should be closed to the public

The process which should be followed is:

- a motion, based on the recommendation below, is moved and seconded
- the Chairperson then asks if any member/s of the public would like to make representations as to whether a part of the meeting is closed to the public
- if a member/s of the public wish to make representations, the Chairperson invites them to speak before the Committee makes its decision on whether to close the part of the meeting or not to the public.
- if no member/s of the public wish to make representations the Chairperson can then put the motion to close the meeting to the public.

The first action is for a motion to be moved and seconded based on the recommendation below.

**RECOMMENDATION**

That:

***Strategic Direction 2***

2 Notification of Acceptance of Grant Funds - Library Services

*This item has been referred to Committee of the Whole as the report refers to commercial information of a confidential nature that would, if disclosed (i) prejudice the commercial position of the person who supplied it; or (ii) confer a commercial advantage on a competitor of the Council; or (iii) reveal a trade secret and discussion of the matter in open meeting would be, on balance, contrary to the public interest.*



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# ATTACHMENTS

| | |
|---|---|
| Date of Meeting: | Monday 25 May 2026 |
| Report Title: | Draft Kingswood-Werrington Structure Plan and draft Place Plan for public exhibition |
| Attachments: | Draft Kingswood-Werrington Structure Plan<br>Draft Kingswood and Werrington Place Plan<br>Funding status of proposed Council Actions (Draft Place Plan) |

Positively PENRITH

# DRAFT EAST-WEST CORRIDOR: KINGSWOOD–WERRINGTON STRUCTURE PLAN



2026

PENRITH CITY COUNCIL



## Acknowledgement of Country

We acknowledge and pay respect to the Darug and Gundungarra people who are the traditional owners in which Penrith Local Government Area is situated. We also pay our respect to elders past, present and emerging, and to the First Nations people living in our community today.

Report Front Cover (Fig. 1): An aerial view showing a part of Penrith's East-West Corridor between Kingswood and Werrington looking towards the Blue Mountains in the west

Fig. 2: Artwork by Dalmarri Gallery

Report Rear Cover (Fig. 84): View of the shops along Bringelly Road in Kingswood




Disclaimer

While every effort has been taken to make sure the information in this document at the time of publication is current and accurate, information is constantly changing and may become out of date or inaccurate. In circumstances where loss, damage or injury is possible, please ensure you have accurate data. Council denies liability for any loss, damage or injury resulting from any person relying on information obtained by or through this document. Copyright of materials in this publication resides with Council unless otherwise stated. Apart from any use permitted under the Copyright Act 1968, no part of such content may be reproduced, modified, adapted, published or used in any way for any commercial purpose whatsoever. This document is designed to be read as an A3 sized landscape spread.

Fig. 3: Street library and food pantry in Wainwright Park, Kingswood

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The draft East–West Corridor: Kingswood–Werrington Structure Plan (the Structure Plan) sets a clear and unified vision for future growth and development between Penrith City Centre and St Marys Town Centre. The Study Area is made up of a network of complementary precincts centred on major transport, health and education anchors, including Western Sydney University, TAFE NSW, Nepean Hospital, The University of Sydney Nepean Clinical School and the Kingswood and Werrington train stations.

The Structure Plan defines the role and character of each precinct and explains how they work together to support long-term prosperity and liveability. It identifies where jobs and business activity should be concentrated, where additional housing and higher density can be accommodated and where development should be carefully managed to protect liveability, accessibility and resilience.

The aim is to create more local jobs, strengthen links between key health and education anchors and industry and support a more self-sufficient and vibrant local economy.

As part of Council's Places of Penrith Strategic Framework, the Structure Plan takes a place-based approach to guide growth over the next 20 years. It builds on detailed analysis and community input documented in the Understanding the East–West Corridor: Kingswood–Werrington report and the Stage 1 Community Engagement report respectively. It translates this evidence into a clear vision, outcomes, directions and actions to guide future planning and investment across the corridor.

Fig. 4: Bridge across the Great Western Highway connecting the Western Sydney University sites in Werrington




Fig. 5: Public space outside the shops across Wainwright Park on Bringelly Road, Kingswood

# Executive summary

**The draft East-West Corridor: Kingswood–Werrington Structure Plan establishes a long-term strategic framework to guide growth, investment and change across the Kingswood–Werrington Study Area over the next 20 years.**

Located within Penrith's East–West Corridor between Penrith City Centre and St Marys, the centres of Kingswood and Werrington are strategically positioned to play a critical role in accommodating future employment and housing growth.

The Kingswood–Werrington Study Area, the subject of this Structure Plan, is anchored by regionally significant health and education institutions, including Nepean Hospital, Western Sydney University, TAFE NSW Nepean-Kingswood and The University of Sydney Nepean Clinical School. A number of these together form an important health, education and research cluster known as "The Quarter".

The Structure Plan recognises the unique opportunity to strengthen this cluster as a specialised innovation precinct that supports healthcare, education, research, training and knowledge-based industries. This will contribute to local job creation alongside progressive housing opportunities and drive broader economic and social benefits.

The Structure Plan provides a clear vision, spatial framework, strategic directions and objectives to guide land use, urban form, housing, employment, transport and infrastructure. It identifies where growth will occur, how centres will evolve, and how infrastructure and public domain improvements will support a more connected, liveable and sustainable growth corridor.

The Structure Plan focuses growth around Kingswood and Werrington train stations and along an emerging innovation spine.

Key focus areas of the Structure Plan include:

- Supporting the continued expansion of health, education, research and associated industries, reinforcing Kingswood–Werrington as a specialised innovation precinct
- Providing new and diverse housing opportunities close to transport, jobs and services to meet the needs of a growing and changing community
- Enhancing Kingswood and Werrington local centres through mixed-use development, improved public spaces and increased commercial and community activity
- Enhancing walking, cycling and public transport connections between centres, train stations, key destinations and surrounding neighbourhoods
- Aligning infrastructure provision with growth to support sustainable and resilient development
- Delivering high-quality public spaces, improved streetscapes and safe, inclusive and attractive environments for residents, workers, students and visitors

The Structure Plan is supported by the Kingswood–Werrington Place Plan, which focuses on short to medium-term public domain improvements, centre activation and place enhancement.

Together, these plans provide a coordinated roadmap for the future of Kingswood and Werrington.




Fig. 6: Kazanis Court leading to Werrington train station with shops and residential development alongside

# Overview of the East-West Corridor

The East–West Corridor extends from St Marys in the east to Penrith Lakes in the west, following the T1 Western rail line and the Great Western Highway. It is a key economic spine within the Penrith Local Government Area (LGA) and is expected to accommodate more than two-thirds of the city's future homes, building on and evolving the strategic direction established by Council's East–West Corridor Interim Centres Strategy (2020).

The East–West Corridor is one of the most important employment and housing growth areas within the Penrith LGA. State and local strategies recognise its role in providing jobs and dwellings close to centres, public transport and key institutions.

The corridor already accommodates a range of established and high-performing employment areas, including well-functioning industrial and urban services precincts that provide essential local jobs in manufacturing, construction, logistics, trade services and small business. These areas play a critical role in supporting the local economy, providing accessible employment opportunities, and underpinning the day-to-day functioning of Penrith City. At the same time, there is increasing opportunity for these areas to evolve over time through intensification, modernisation and diversification, supporting a broader mix of uses with both contemporary employment formats and housing types.

Within the corridor, the centres of Penrith, St Marys, Kingswood and Werrington each play distinct but complementary roles, supporting employment as well as housing growth.

### Penrith City Centre

Penrith City Centre functions as the highest-order commercial and civic centre within Penrith LGA. It is the main destination for shopping, business, government services and entertainment and will remain the focus for jobs, major services and higher-density housing. Future planning will strengthen its economy, enhance its cultural and tourism appeal and improve connections to natural assets such as the Nepean River and Penrith Lakes. Penrith will also accommodate higher-density apartments and mixed-use living in a regional centre setting, close to major services, retail and employment.

### St Marys Town Centre

St Marys will function as the corridor's metro-linked strategic centre with new housing, mixed-use development, services and jobs, positioning it as the eastern gateway to the corridor. It will offer a diverse mix of population-serving employment, including business services, entertainment, retail and professional services. St Marys will also support substantial renewal and higher-density housing around the metro station, with a strong mix of homes and services in a walkable town centre.

### Kingswood–Werrington

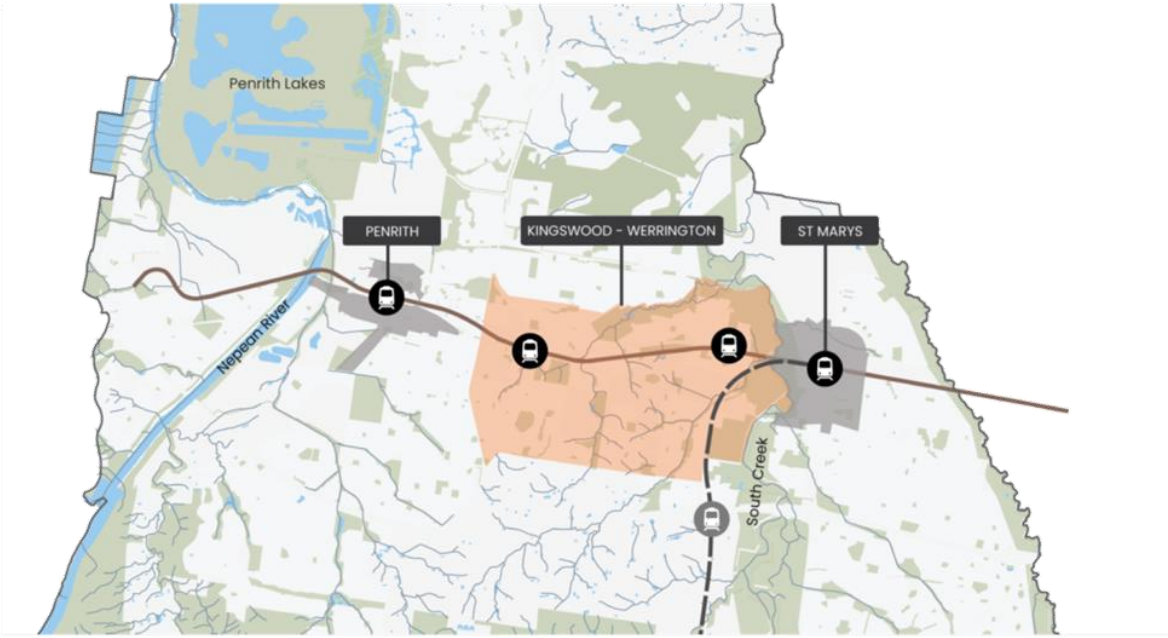
Kingswood–Werrington is the corridor's emerging health and education innovation precinct, focussed on healthcare, training, research, enterprise and related industries. It is supported by employment lands that can accommodate campus-style offices, business parks and clean, high-tech industries. Anchors such as the Nepean Hospital, Western Sydney University, TAFE NSW Nepean-Kingswood and The University of Sydney Nepean Clinical School support research, training and skilled jobs within this area.

Council's Employment Lands Strategy (2022) identifies Kingswood–Werrington as a priority location for health, education, research and knowledge-based industries. Together with the Economic Development Strategy (2023), it highlights the strong potential of this area to attract new investment, modern workplaces and deliver thousands of additional jobs over time.

Council's Local Housing Strategy (2022) identifies the Kingswood–Werrington area as a major contributor to Penrith's future dwelling supply, with the capacity to accommodate a large share of new homes close to jobs, services and public transport. The strategy supports greater housing diversity responding to changing household needs. Kingswood and Werrington have potential to provide various housing types including options directly supporting the health and education innovation precinct, such as homes for students, key workers, professionals and families who want to live close to study and employment.

# Overview of the East-West Corridor

The recent draft Sydney Plan (December 2025), proposed to replace the Greater Sydney Region Plan – A Metropolis of Three Cities reinforces concentrating housing and employment around transport and major institutions to create stronger local economies. The Statewide Policy for Industrial Lands exhibited alongside the draft Sydney Plan introduced a state, regional and local categorisation framework prioritising the retention and intensification of employment lands, supporting Kingswood–Werrington's role as a local jobs hub anchored by its train stations and health and education precinct. The Penrith Local Strategic Planning Statement (2020) and the East–West Corridor Interim Centres Strategy (2020) also identify the Kingswood–Werrington corridor as a priority growth area for housing, employment and improved connectivity along the City's east–west spine.




Map 1: The Kingswood–Werrington Study Area within Penrith's East-West Corridor

# The Study Area at a glance

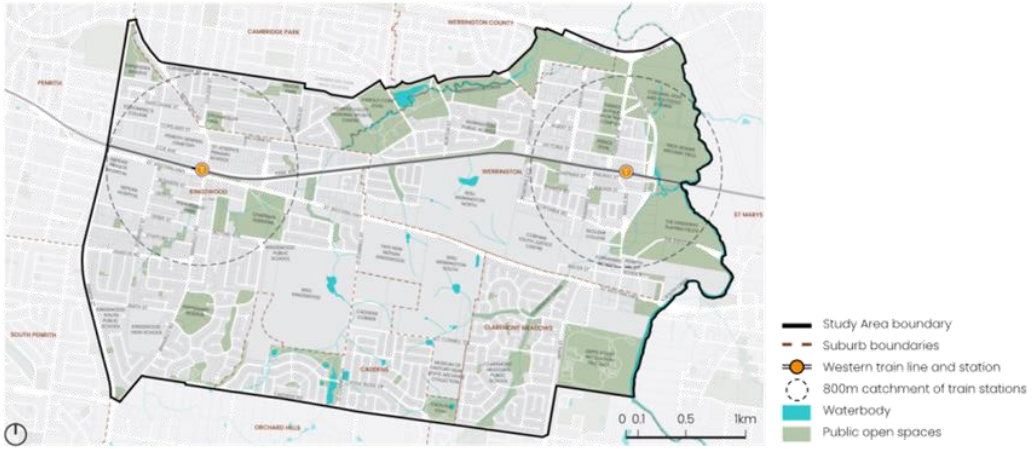
The Study Area occupies a strategic position between Penrith City Centre and St Marys Town Centre within the broader East–West Corridor. Spanning 13.87sqkm area comprising the established centres of Kingswood and Werrington and the area in between, the Study Area is anchored by major institutions including Nepean Hospital, Western Sydney University, TAFE NSW Nepean-Kingswood and The University of Sydney Nepean Clinical School. Its physical environment is characterised by urbanised areas as well as vast open parklands, and its community is mixed and diverse. The presence of regional destinations, retail/ commercial uses and light industry, public transport connections and open spaces position the area to grow as a connected health, education and innovation precinct supporting jobs, housing and vibrant communities.

## People and place snapshot

- 13.87 sqkm area across 6 suburbs
- 32.37% land in ownership of government agencies
- Major regional destinations including Nepean Hospital, TAFE NSW Nepean-Kingswood and WSU Penrith (Kingswood) campus. One in 10 jobs from the LGA located in the health and education cluster
- Estimated population of 28,900 residents in 2026, projected to grow to 39,300 residents by 2046 (Source: REMPLAN)

**Compared to Penrith LGA average:**

- Faster population growth of 39% over 2011-2021 vs 22% across Penrith LGA
- Lower median age of 33 compared to LGA median age of 35
- Diverse community with 30.2% residents born overseas and 28.2% non-English speaking households vs 23.3% and 19.6% respectively across Penrith LGA
- Lower median weekly household income of $1,525 compared to $1,866 across Penrith LGA
- Lower outright home ownership (16%) and higher proportion of private renting (41%) vs 24% and 32% respectively across Penrith LGA
- Higher proportion of lone-person and single-parent households (26% and 23% compared to 21% and 19% respectively across Penrith LGA)




Map 2: Study Area extents

# The Study Area at a glance

## Key strengths, challenges and opportunities

This Structure Plan is built on the foundation of detailed place research and community engagement undertaken within the Study Area. This research revealed a number of key themes characterising the Study Area and its community. While some themes emerged as key strengths to be celebrated and leveraged, others presented as key challenges to be addressed and mitigated.

The following pages capture the key strengths to build upon, challenges to address and the opportunities to pursue in planning for growth and transformation of the Study Area.

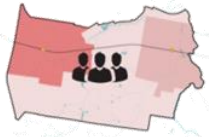
Detailed findings from the place research and engagement process are captured in the Understanding the East-West Corridor: Kingswood–Werrington report and the Stage 1 Community Engagement report respectively.

## Key strengths

Significant government owned land in the Study Area



Rapidly growing and diverse community that values connections with neighbours



Presence of 'the Quarter' and other regional destinations



Major employers and growing workforce



Arterial roads, east-west public transport links and parking in residential areas



Parkland setting with views, natural features and a multi-layered history



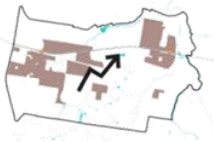
Quantum and distribution of green open spaces



Ongoing private investment in housing and emerging housing diversity



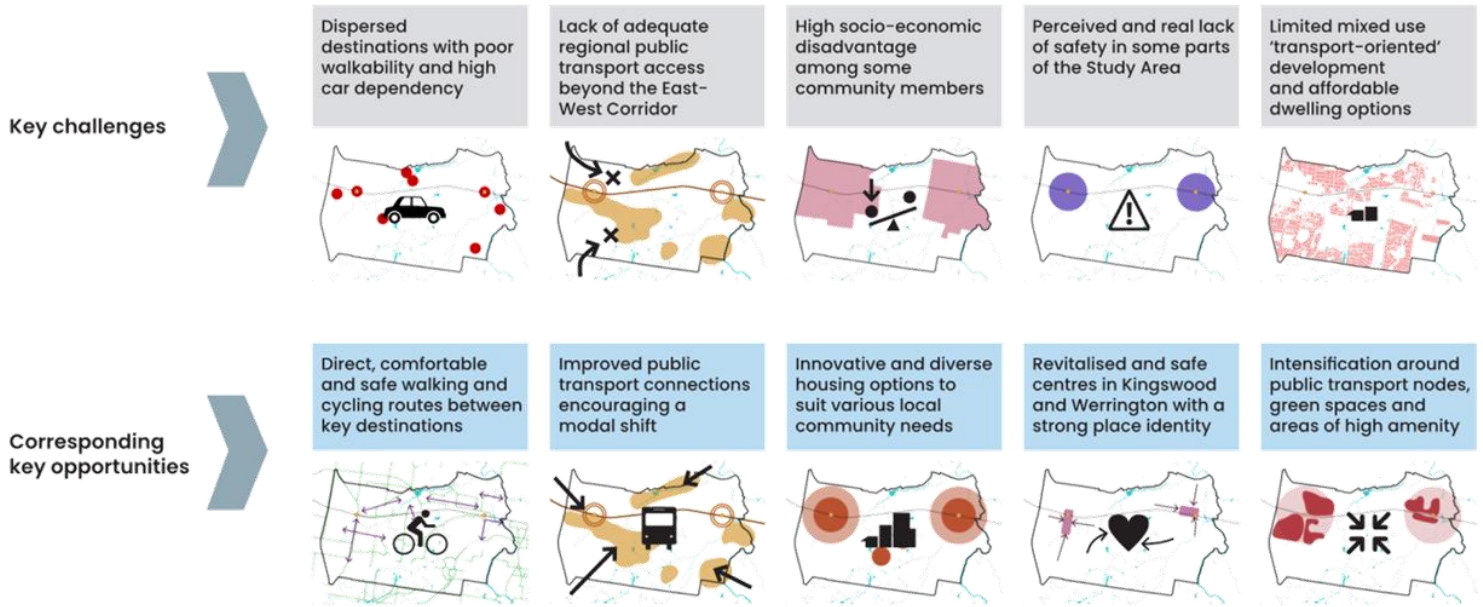

Potential for future growth capitalising on existing assets



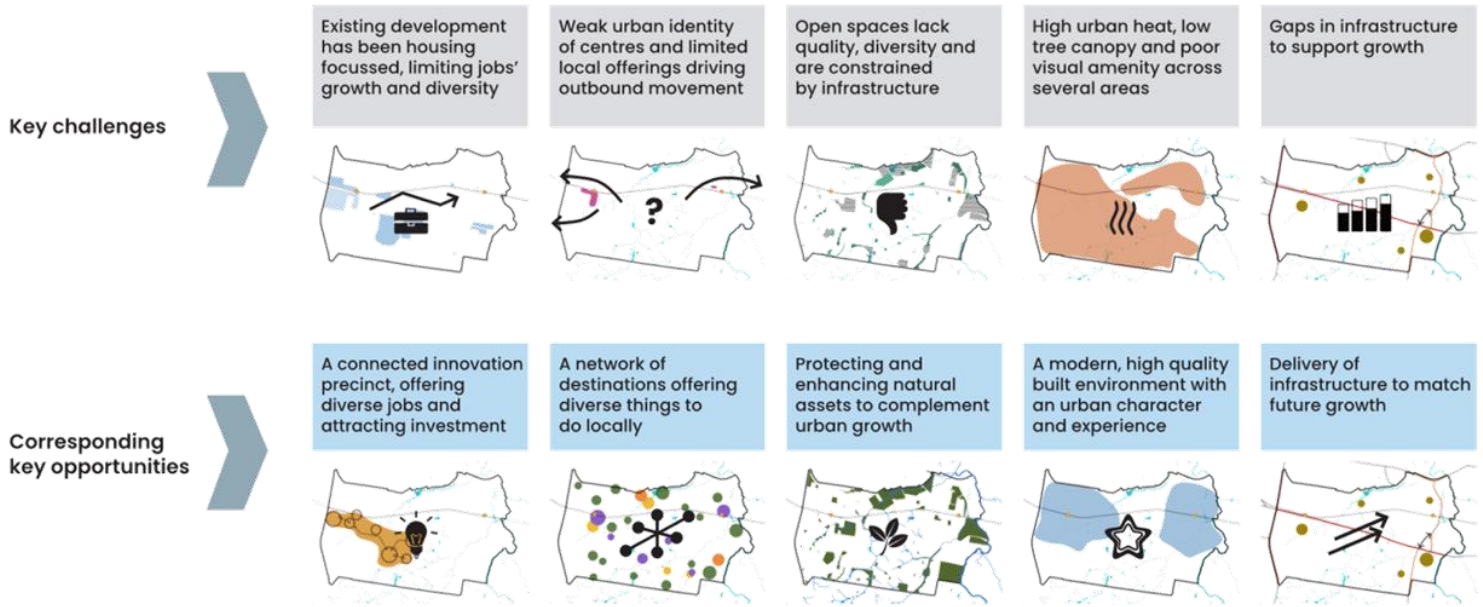
Established governance structures, partnerships and programs



# The Study Area at a glance



# The Study Area at a glance



# Planning for the future of the Study Area

The Kingswood–Werrington Study Area is strategically located between Penrith City Centre and St Marys Town Centre within the broader East–West Corridor. With strong existing land use patterns and established infrastructure, it plays an important role in supporting the corridor's economic function while accommodating new homes, jobs and supporting services.

## Purpose of the Structure Plan

This Structure Plan provides a long-term strategic and spatial framework to guide growth and change across the corridor over the next 20 to 30 years. It aims to support the transformation of the corridor into a more connected, vibrant and resilient part of the city by:

- Guiding the location, scale and form of future development
- Facilitating employment growth and economic development
- Establishing the foundations for the evolution of the existing health and education cluster into an innovation precinct
- Supporting increased housing supply and housing diversity
- Improving transport connectivity and accessibility
- Enhancing liveability, sustainability and overall place quality

The Structure Plan provides greater certainty for landowners, investors, government agencies and the community by identifying how the Kingswood–Werrington corridor will evolve and where change is anticipated over time.

## Relationship with the Kingswood–Werrington Place Plan

The Structure Plan is complemented by the Kingswood–Werrington Place Plan, which focuses on improvements to the place experience, activation and management of Kingswood and Werrington centres.

While the Structure Plan provides a long-term strategic and spatial framework, the Place Plan focuses on actions that can be delivered within a short- to medium-term (5 year) timeframe.

The Place Plan will guide:

- Improvements to streets and the public domain
- Activation and programming of public spaces and buildings
- Improvements to local business activity and footfall
- Improvements to safety, accessibility and amenity
- Business collaboration and place management

Together, the Structure Plan and Place Plan provide a coordinated approach to both long-term growth and immediate place improvements.

## Making the plan

This Structure Plan has been informed by detailed place research, specialist technical studies and community and stakeholder engagement.

The plan draws on:

- Strategic planning policies at state and local levels
- Economic, housing and demographic analysis
- Transport and accessibility analysis
- Urban design and built form analysis
- Environmental and open space considerations

Engagement has been undertaken with:

- State government agencies
- Infrastructure and service providers
- Health and education institutions
- Landowners and businesses
- The local community
- Council staff

This collaborative approach ensures the Structure Plan reflects local needs while aligning with broader strategic objectives.

The findings of this work are documented in the Understanding the East-West Corridor: Kingswood–Werrington report, while the outcomes of Stage 1 community engagement are outlined in the Stage 1 Community Engagement report. Both documents support and inform this Structure Plan.

# Planning for the future of the Study Area

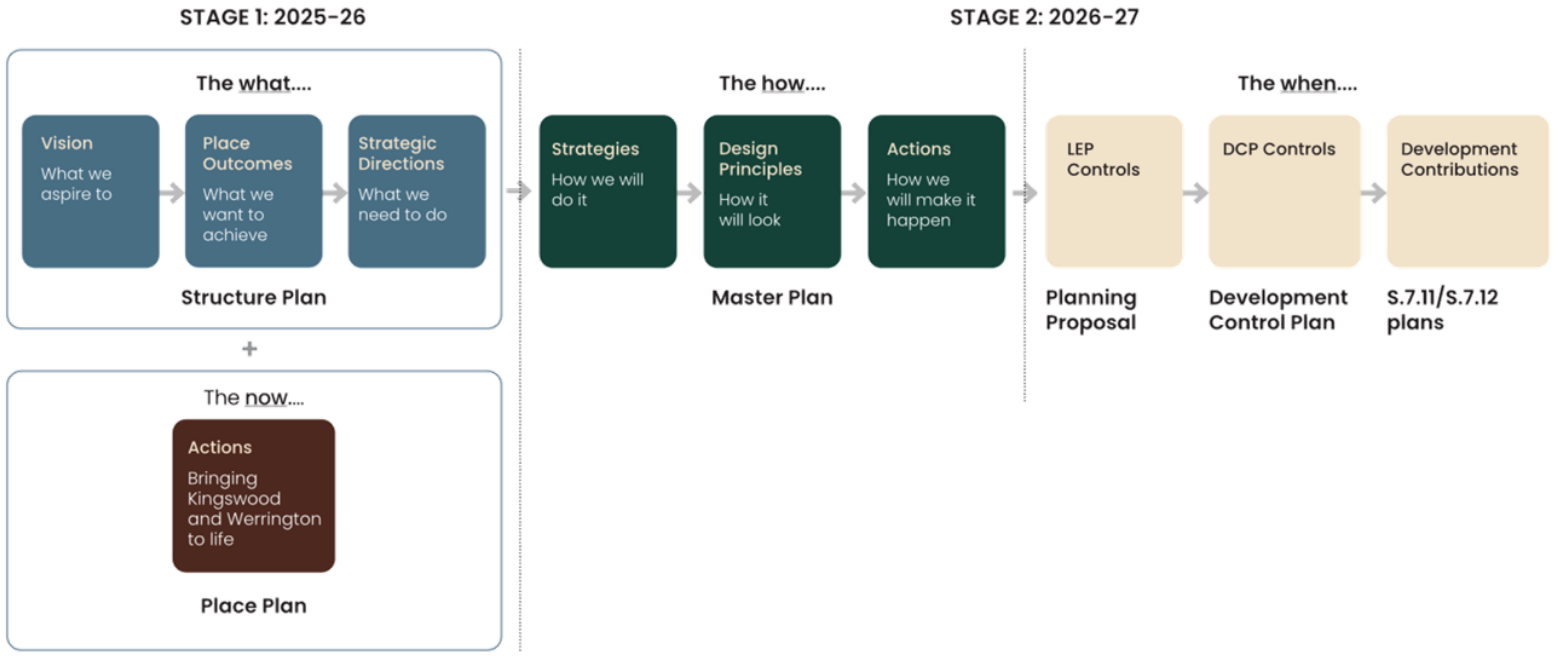



Fig. 7: Planning pathway for Kingswood and Werrington based on Council's Centres Planning Model

# Planning for the future of the Study Area

## Strategic alignment

The Kingswood–Werrington corridor is a strategically significant growth area within Penrith, identified in a number of strategies and plans to accommodate a substantial share of the City's future housing and employment. It will play a key role in shaping Penrith's evolving urban structure and supporting more localised access to jobs and services.

This Structure Plan builds on established state and local planning directions to guide coordinated growth and change across the corridor. It is also informed by Council's broader suite of strategies and plans relating to employment, housing, centres, transport and place, which collectively establish the policy foundation for growth and guide the delivery of place-based outcomes across the corridor.

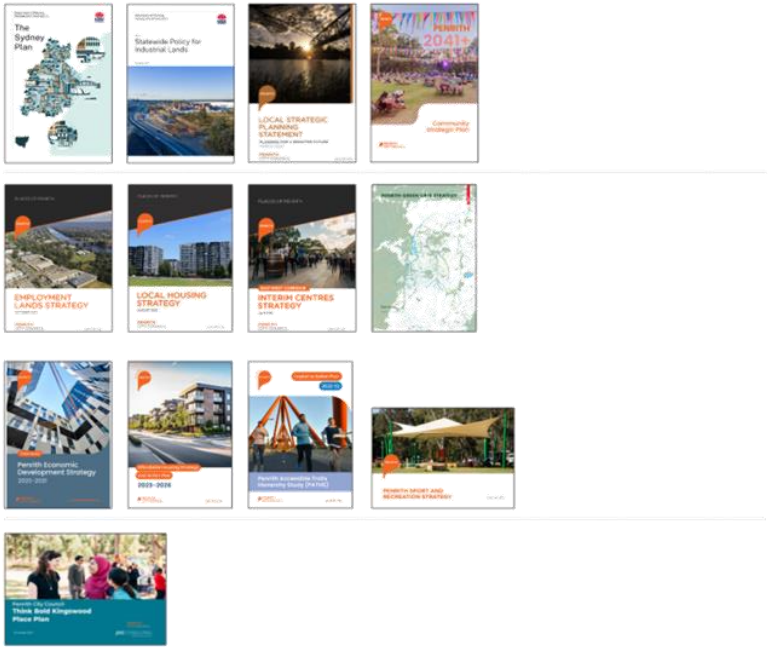



Fig. 8: Suite of state and local level strategic documents guiding this Structure Plan

# Planning for the future of the Study Area

### Centres Planning Model

The development of this Structure Plan has been guided by the principles of Council's 4 phase 'Engage-Plan-Support-Deliver' approach to centres planning. This approach represents an industry-leading model for transformative urban development and is underpinned by 4 key principles ensuring the delivery of meaningful change and high-quality outcomes:

- Stakeholder driven: acting in the community's interest, with a focus on shared goals, trust and relationship building
- Place-based: targeting the specific circumstances of a place and understanding the challenges and opportunities from a local perspective through working with local communities
- Evidence-based: proposing actions based on robust research and policy
- Achievable: supporting bold ideas that are deliverable without setting unrealistic expectations

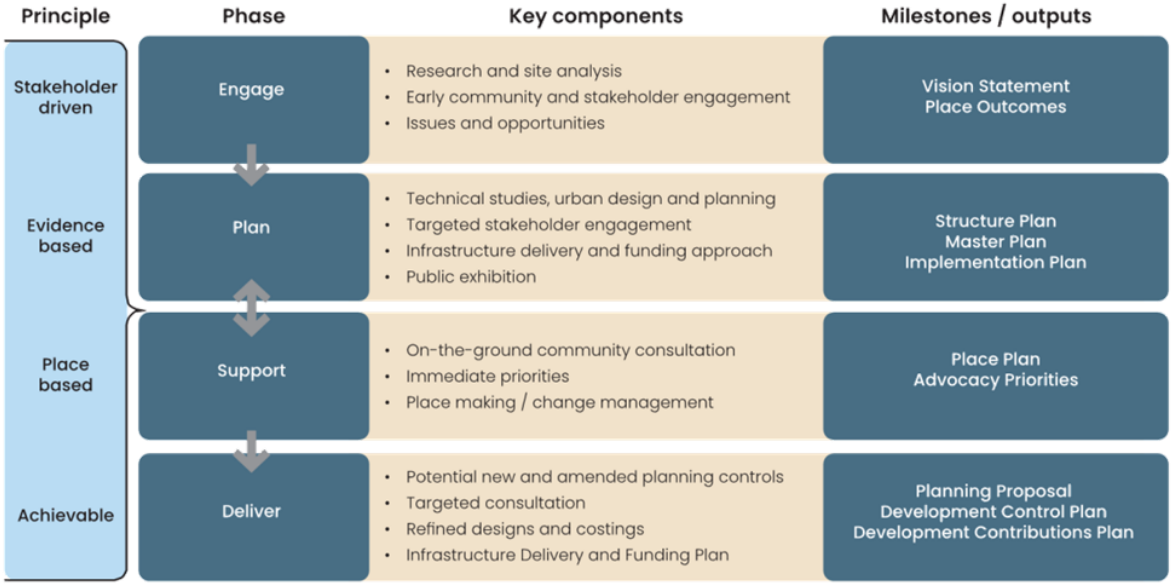



Fig. 9: Centres Planning Model developed by Penrith City Council




Fig. 10: An aerial photograph looking east, showing part of Penrith's East-West Corridor between Kingswood and Werrington

# Overview

The East–West Corridor: Kingswood–Werrington Structure Plan provides the blueprint for how the corridor will grow and change over time. It sets a clear, coordinated framework to guide land use, development, infrastructure and investment to 2046 and beyond.

The Plan identifies where jobs, housing and services should be located, how precincts will function and what improvements are needed to support growth. It defines the role and character of each area, protects valued neighbourhood qualities and ensures new development contributes to a liveable, connected and sustainable community. In doing so, it supports the corridor's evolution as a vibrant hub for employment, innovation and everyday life.

Using a place-based approach, the Structure Plan translates long-term objectives into practical outcomes, directions and actions. It provides certainty for the community, businesses and investors and coordinates future planning decisions across Council and government agencies.

**Key components of the Structure Plan**

| Place vision | Place outcomes | Strategic directions | Spatial framework | Precincts' framework |
|---|---|---|---|---|
| Long-term vision for the corridor defining the identity and place character, reflecting community and stakeholder values, aligning with regional growth and city-shaping initiatives and setting direction for future development | Multidisciplinary goals for the desired future of the corridor | Statements guiding the delivery of the vision and outcomes for the corridor over the next 20 years | Key moves spatially representing the vision for the corridor | Desired future role and character of precincts within the corridor, with location specific objectives and actions to deliver change |

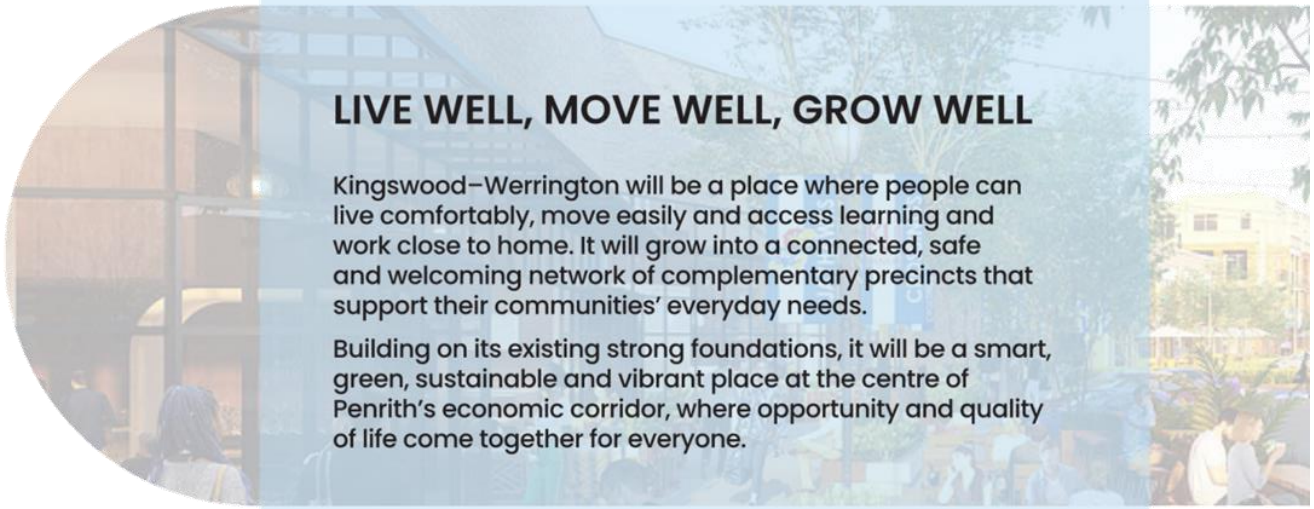
Fig. 11: Key components of the Structure Plan

# Place vision

The place vision sets the strategic direction for the future of the East-West Corridor: Kingswood–Werrington, articulating the shared aspiration for its identity, character and role within the broader city and region. It draws on community values, stakeholder input and contextual analysis to define what the place should become over time.

The vision focuses on what matters most to the community, how the corridor functions day to day and how growth can improve quality of life.

The vision will guide the Structure Plan and Place Plan, ensuring future growth strengthens the character of Kingswood and Werrington, builds on the area's health and education assets and delivers practical improvements that people can see and experience in the short term, while setting a clear and coordinated long-term direction for the corridor.



## LIVE WELL, MOVE WELL, GROW WELL

Kingswood–Werrington will be a place where people can live comfortably, move easily and access learning and work close to home. It will grow into a connected, safe and welcoming network of complementary precincts that support their communities' everyday needs.

Building on its existing strong foundations, it will be a smart, green, sustainable and vibrant place at the centre of Penrith's economic corridor, where opportunity and quality of life come together for everyone.

**The place vision explained...**

Live well – Greener streets, comfortable public spaces, diverse housing choices and active centres that support health, wellbeing and a strong sense of community.

Move well – Walking, cycling and public transport are convenient, safe and connected, reducing congestion and making it easier to reach work, education, shops and services.

Grow well – Jobs, homes and infrastructure are planned together so the corridor can attract investment and innovation while maintaining affordability and quality of life.

Fig. 12: Draft place vision for the East-West Corridor: Kingswood–Werrington

# Place vision



Fig. 13: People sitting in an outdoor public space, Westpac Place, Sydney NSW; Fig. 14: Merrylands Civic Square, Merrylands NSW; Fig. 15: Residential development with balcony, Nightingale Leftfield, Brunswick VIC; Fig. 16: People in open office co-working space; Fig. 17: The Commons housing development in Brunswick VIC with an active transport link alongside; Fig. 18: Yellamundie Library, Liverpool NSW; Fig 19: ENVI Urban Micro Village, Southport QLD; Fig. 20: Mixed use development along Foveaux Street in Surry Hills NSW

# Foundations for the place vision

The Kingswood–Werrington corridor has many attributes that position it as a strategic location for future growth. In particular, its transport accessibility, together with the presence of major institutional anchors, provide a strong foundation for realising the long-term place vision and supporting both employment and housing growth.

However, the corridor's future success will depend not only on the presence of these attributes and institutions, but also on how effectively they connect with surrounding places, communities and industries and how well the land use fabric of the corridor supports their growth. Strengthening these relationships will support a more coordinated and integrated approach to growth, ensuring that development across the corridor contributes to a cohesive, well-connected and vibrant urban environment.

Within this context, the evolution of an innovation precinct emerges as a key organising concept for the corridor. By leveraging its existing institutional anchors and strengthening connections between education, health, research, industry and community, the Kingswood–Werrington corridor can progressively transition from a cluster of institutions into a connected and productive innovation ecosystem.

## Evolution of an innovation precinct

The Kingswood–Werrington corridor contains an existing concentration of health, education and training institutions that provide the foundations for the development of an innovation-focussed precinct. Key anchor institutions within the corridor include Nepean Hospital, Western Sydney University, TAFE NSW Nepean-Kingswood and The University of Sydney Nepean Clinical School, supported by a growing network of allied health providers and related services. Together, these institutions form the basis of an innovation cluster, where organisations operating in related sectors are located in close proximity and interact economically and functionally. This concentration of institutions supports knowledge exchange, workforce development, specialised employment and collaborative opportunities across the health, education and research sectors.

At present, these institutions operate largely as independent campuses and facilities, with limited integration between them and the surrounding urban environment. However, their proximity provides a significant opportunity to strengthen connections and foster collaboration between healthcare providers, education institutions, researchers and industry partners. Through coordinated land use planning, targeted infrastructure investment, improved transport connectivity and collaborative economic development initiatives, the corridor has the potential to evolve beyond simply an institutional cluster into a more integrated and productive innovation ecosystem.

Creating the conditions for stronger interaction between health services, education and training providers, research institutions and industry will require a range of complementary initiatives. These may include the development of medical and health research facilities, innovation and startup spaces, technology transfer partnerships, commercial workplaces for health-related industries and training facilities aligned with emerging workforce needs. Integrating mixed-use development, student accommodation and residential communities will also be important to support a vibrant and active precinct.

Over time, the Kingswood–Werrington corridor has the potential to function as a fully integrated innovation precinct, where health, education, research and industry operate as part of a connected ecosystem. In such a precinct, for example, clinical services would support applied research, research would generate new knowledge and technologies, and commercial enterprises would translate innovation into new products, services and employment opportunities. Residential development and local services would provide housing and amenities for students, researchers, workers and residents, contributing to a complete and sustainable urban environment.

This evolution from an innovation cluster to a full innovation precinct will strengthen the corridor's role as a major health, education and employment hub within Western Sydney. By leveraging the existing institutional anchors and supporting their integration, the Kingswood–Werrington corridor can become a key centre for knowledge, health innovation and specialised employment within the Penrith LGA.

### A competitive advantage for innovation

The Kingswood–Werrington corridor is one of Sydney's few remaining opportunities to deliver a next-generation innovation precinct at scale, combining strong rail and road connectivity, proximity to the Western Sydney International Airport, and the co-location of major health and education anchors within a corridor that already supports a diverse employment and industrial base.

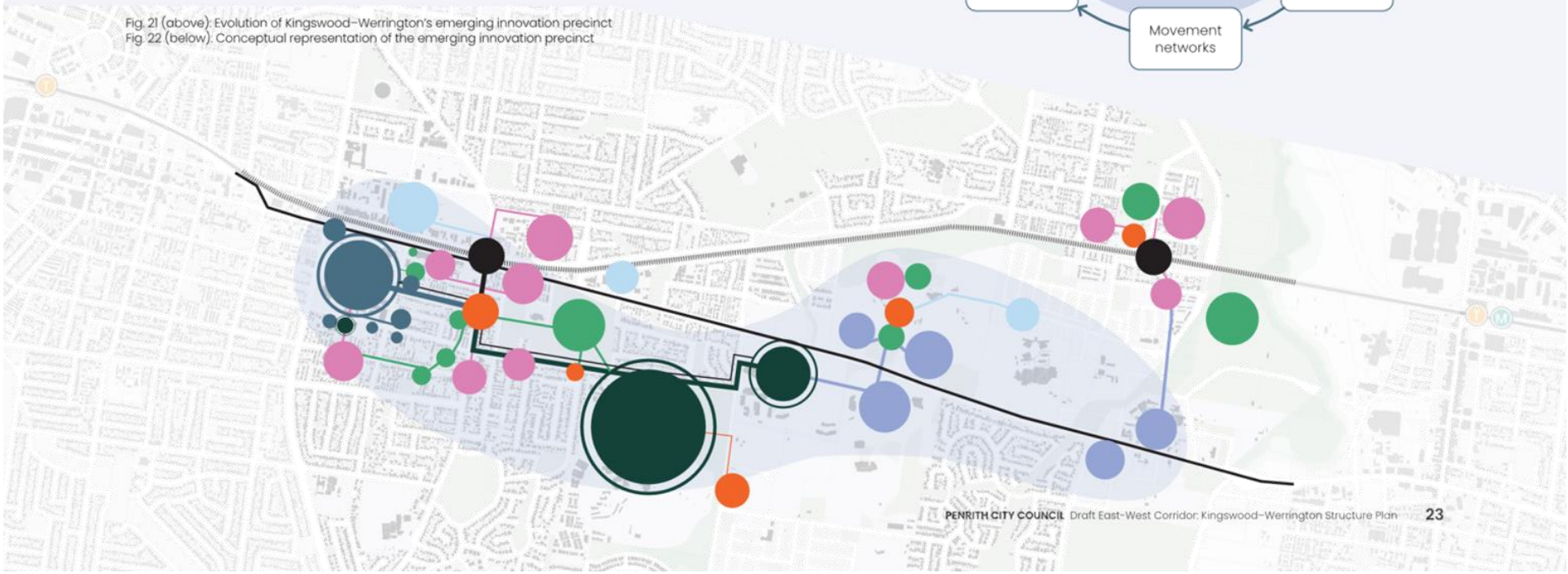
Crucially, it offers a range of development-ready sites, including large, contiguous parcels, enabling integrated, campus-style development and genuine industry clustering, while also accommodating the housing needs of a skilled innovation workforce.

With relatively affordable land and the ability to coordinate land use and infrastructure, the corridor can be purpose-built as an innovation ecosystem, attracting investment, supporting high-value industries, and delivering jobs and improved economic, education and health outcomes for Western Sydney.

# Foundations for the place vision




Fig. 21 (above): Evolution of Kingswood–Werrington's emerging innovation precinct
Fig. 22 (below): Conceptual representation of the emerging innovation precinct



# Spatial framework

The draft spatial framework sets out how land use, transport and infrastructure will work together to shape a more connected, diverse and sustainable Kingswood–Werrington corridor. It shows where growth should occur, how people will move around and how jobs, housing and community facilities will be organised over time.

## Key moves

Key moves of the spatial framework include:

### Transport and green space oriented growth

Growth will be focussed around Kingswood and Werrington train stations, with higher-density housing, employment and mixed-use development located within walking distance of public transport. This approach will be integrated with surrounding green open spaces to maximise access to amenity, support walkable neighbourhoods and create a strong relationship between urban development and the green grid.

### Innovation spine

A continuous innovation spine will link Nepean Hospital, Western Sydney University, TAFE NSW, Kingswood train station and Werrington train station. This spine will support new employment and service opportunities along key corridors, complemented by mixed-use development, improved public spaces and enhanced active transport connections, reinforcing the corridor as a centre for health, education and innovation.

### Centre revitalisation

Kingswood and Werrington centres will be revitalised to become vibrant, attractive and active local destinations. This will be achieved through improved public domain, increased retail and commercial activity, and the provision of community uses, creating lively centres that support both local needs and broader economic activity.

### Connected active transport network

A safe, legible and convenient active transport network will be delivered across the corridor, providing strong walking and cycling connections between train stations, centres, health and education facilities, open spaces and surrounding neighbourhoods. This network will support mode shift, improve accessibility and promote healthier communities.

### Housing diversity and choice

A diverse range of housing types will be provided, including apartments, townhouses and other adaptable housing options. This will support the needs of a growing and changing population, including students, workers, families and older residents, while enabling increased density in well-serviced and accessible locations.

### Infrastructure and public domain renewal

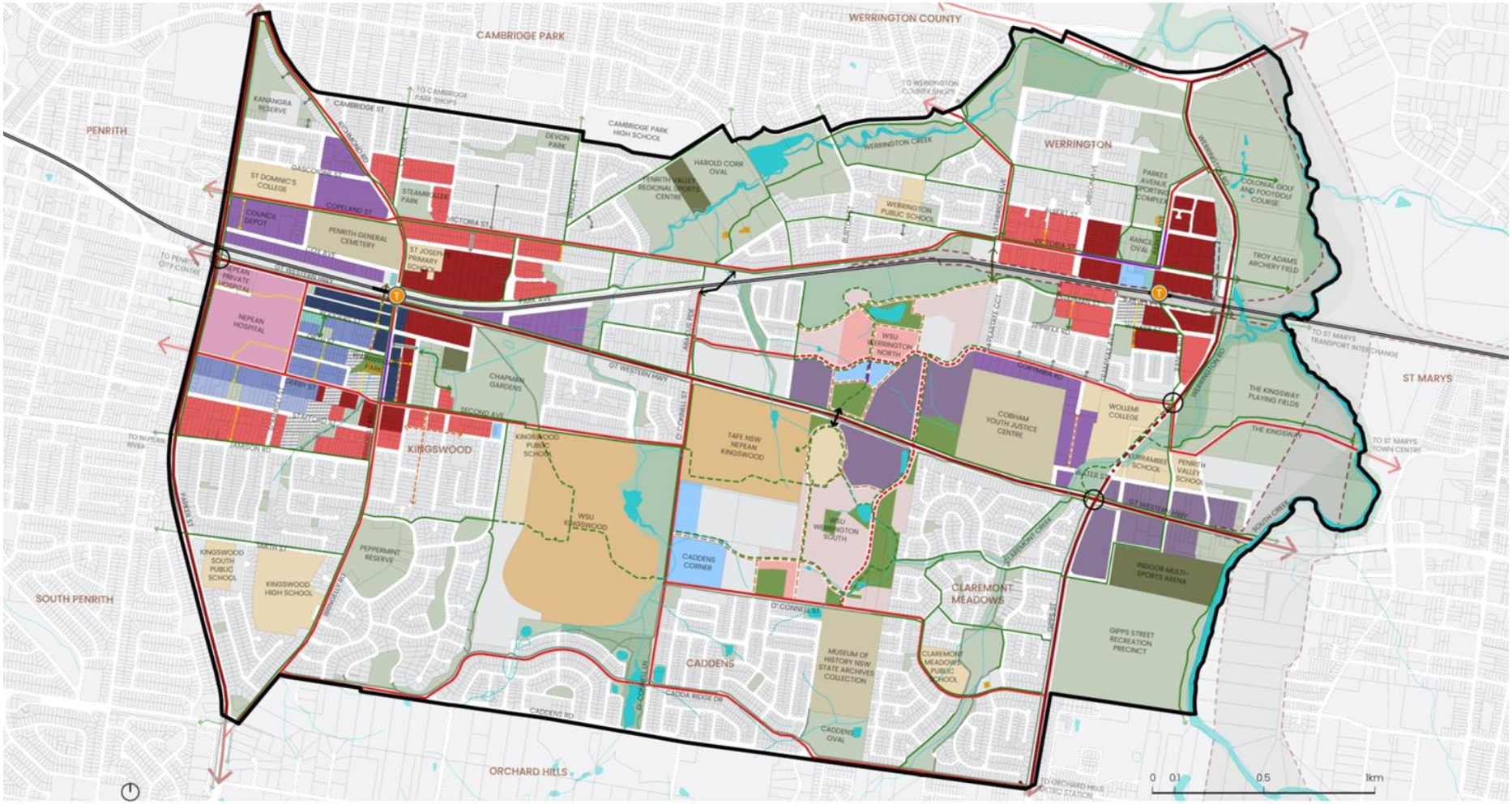
Infrastructure delivery will be coordinated with growth to ensure that essential services, utilities and community infrastructure are provided in a timely manner. At the same time, public domain improvements will enhance streets, open spaces and civic areas, contributing to a high-quality, liveable urban environment.

Together, these elements create a clear and coordinated structure for a corridor where transport, land use and environmental systems support growth, jobs and community wellbeing.

### A growing corridor

The planning process for the East-West Corridor: Kingswood–Werrington aims to deliver additional housing and jobs within Penrith's East-West Corridor, benefited by public transport access, green space amenity, revitalised centres and quality public places. This includes:

- **Over 8,580 additional dwellings over the next 20 years**, making the minimum dwelling target 19,650 in 2046
- **Over 6,255 additional jobs over the next 20 years**, making the minimum job target 20,140 in 2046




Map 3: Spatial framework plan

- Study Area boundary
- Western train line and station
- Waterbody
- Existing public open spaces
- Tertiary educational facilities
- Schools
- Nepean public and private hospitals
- State owned community service and cultural facilities
- Council owned community facilities
- Sport and recreational facilities
- Mid-high rise residential (RFBs)
- Low-mid-rise residential (RFBs)
- Low density residential (terraces)
- Low density residential (detached houses)
- High-rise mixed use development
- Mid-rise mixed use development
- Low-mid rise mixed use development
- Local centre (shoptop housing)
- General industrial
- Productivity support/business park uses
- Development outcomes subject to flood modelling
- Existing lots - no change
- Existing and proposed areas for environmental conservation
- New/expanded/upgraded public open space - park
- New public open space - civic plaza
- Council owned land - future investigation
- Arterial road
- Major intersection upgrade
- Future Outer Sydney Orbital corridor
- Street with high vehicular movement function
- Main street
- Multimodal connection across rail/road corridor
- Key new local street / laneway
- Existing pedestrian link through public land
- New pedestrian link through private land
- Existing walking and cycling shared path
- New active transport (walking and cycling) link through public or private land
- Active transport connection across rail/road corridor

# Place outcomes and directions

Six place outcomes flow directly from the vision. They represent the desired future for the corridor. Each of the place outcomes is inherently multidisciplinary, shaping all aspects of the corridor's future.

Supporting each place outcome are a series of strategic directions that identify the priorities and actions needed to achieve the vision. These directions guide planning, infrastructure delivery and partnership opportunities, helping to translate the Structure Plan into coordinated projects, policies and investment over time.

Together, the place outcomes and strategic directions provide a clear roadmap for how the Kingswood–Werrington corridor can grow into a connected, innovative, inclusive, safe and sustainable place that is well prepared for future growth.




Fig. 23: Place outcomes for the East-West Corridor: Kingswood–Werrington

# Place outcomes and directions




Fig. 24: Place outcomes and strategic directions for the East-West Corridor: Kingswood–Werrington

# Outcome 1 - Connected

**Easy to move around and stay connected**

Connected communities are more liveable, resilient and vibrant because people can easily reach the places, services and opportunities they need. When streets, paths, public transport, green spaces and digital networks work together, daily life becomes simpler, safer and healthier for people of all ages and abilities.

In Kingswood–Werrington, this means neighbourhoods where walking, cycling and public transport are convenient and reliable, and where homes, jobs, schools, health care, recreation and open space are all well linked.

Connectivity also includes green and ecological connections such as shaded streets, creek corridors and continuous open space networks.

## Why this outcome matters

A connected corridor brings centres, campuses and neighbourhoods together into one easy-to-use, people-first network that supports everyday life and reduces dependence on cars.

The Kingswood–Werrington corridor currently experiences congestion, heat and limited comfort for walking and cycling. As the population grows and major institutions such as Nepean Hospital, Western Sydney University and TAFE NSW expand, travel demand will increase. Improving connectivity will help manage this growth, support access to jobs and education, improve safety and health outcomes, and strengthen local businesses and community life.

## Strategic directions

1. **Create a well-connected and sustainable transport network**

- Prioritise active and public transport as convenient and attractive travel choices supporting mode shift away from private vehicles
- Deliver a continuous, safe and accessible walking and cycling network linking train stations, centres, campuses and neighbourhoods, with shaded routes and improved crossings of creeks and busy roads
- Advocate to the NSW Government for more frequent and reliable bus services to support corridor growth
- Integrate new pedestrian and cycling connections through redevelopment and precinct renewal

2. **Improve connections across corridor barriers**

- Work with the NSW Government to identify opportunities for new or improved multi modal crossings of the rail line and Great Western Highway to reduce north-south severance and create stronger links between communities, centres and key destinations
- Explore opportunities for green connections that support ecological connectivity while providing safe walking and cycling links between parks, open space and recreational areas

3. **Manage streets to prioritise people, movement and essential access**

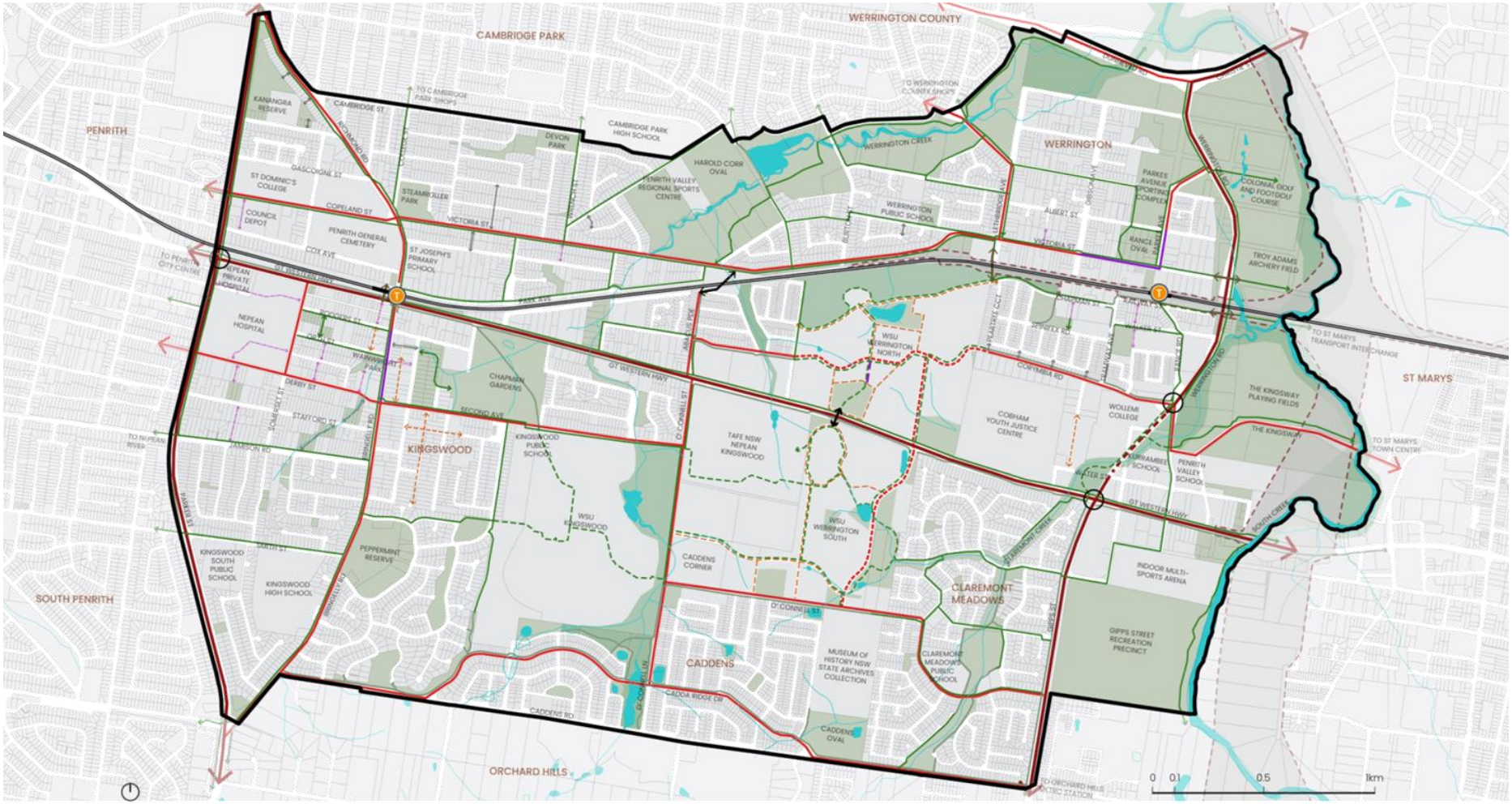
- Design streets to support walking, cycling and public transport while maintaining efficient access for freight, servicing and emergency vehicles, particularly around high-demand destinations such as Nepean Hospital
- Manage kerbside space on local streets while advocating for NSW Government action to address parking pressures associated with Nepean Hospital and commuter parking at Kingswood train station
- Explore emerging mobility options such as shared transport, micromobility and demand-responsive services
- Reinforce preferred heavy vehicle routes on the strategic road network while discouraging through-traffic on local streets







Fig. 25: Wayfinding signage along the GreenWay shared path in Sydney; Fig. 26: Green Square to Randwick cycleway, Sydney NSW




Map 4: Movement networks

- Study Area boundary
- Western train line and station
- Waterbody
- Existing and proposed public open spaces
- Existing and proposed areas for environmental conservation
- Arterial road
- Major intersection upgrade
- Street with high vehicular movement function
- Main street
- Key new local street / laneway
- Multimodal connection across rail/road corridor
- Existing pedestrian link through public land
- New pedestrian link through private land
- Existing walking and cycling shared path
- New active transport (walking and cycling) link through public or private land
- Active transport connection across rail/road corridor

# Outcome 2 - Innovative

**A hub for jobs and innovation**

Innovative places support a strong, future ready economy by bringing together health, education, industry and applied technologies.

In Kingswood–Werrington, innovation builds on existing strengths so people can study, work, start businesses and collaborate in the same neighbourhoods. Alongside hospitals and universities, innovation includes advanced manufacturing, construction technologies, clean energy, trades and vocational learning, and applied research that turns ideas into practice.

Proximity to Nepean Hospital, Western Sydney University, TAFE NSW, the Sydney University Clinical School and the Institute of Applied Technology for Construction creates strong pathways into technical, clinical and vocational careers while supporting a more resilient local economy.

## Why this outcome matters

Without coordination, ageing employment areas and fragmented uses could limit our potential. By nurturing an applied innovation ecosystem where research, industry, manufacturing, clinical practice and skilled trades intersect we can create better jobs close to home and strengthen long term economic resilience for our community.

## Strategic directions

### 4. Strengthen the emerging innovation precinct

- Consolidate the corridor's role as an emerging health and education innovation precinct by improving connections between Nepean Hospital, Western Sydney University, TAFE NSW and surrounding employment lands
- Encourage partnerships between institutions, industry and government to support innovation, enterprise and job creation
- Facilitate development that supports research, training, commercialisation and knowledge-based industries
- Promote a bold innovation identity through coordinated place-making, branding and investment attraction
- Leverage major institutions, employers and networks such as The Quarter as catalysts for economic growth, research and enterprise

### 5. Protect and renew existing employment areas

- Retain well-performing employment lands in the short to medium term to support existing businesses, jobs and ongoing investment
- Facilitate the renewal and intensification of ageing industrial and commercial areas into flexible employment precincts that accommodate businesses of different sizes, from start-ups to established enterprises and improve employment density and productivity

### 6. Grow jobs in centres and new employment precincts

- Provide capacity for at least 20,140 jobs across the corridor
- Support modern, well-serviced, high amenity employment areas with strong digital connectivity and good access to public and active transport
- Enable employment lands to accommodate emerging industries, including advanced manufacturing, applied research, health industries and knowledge-based businesses

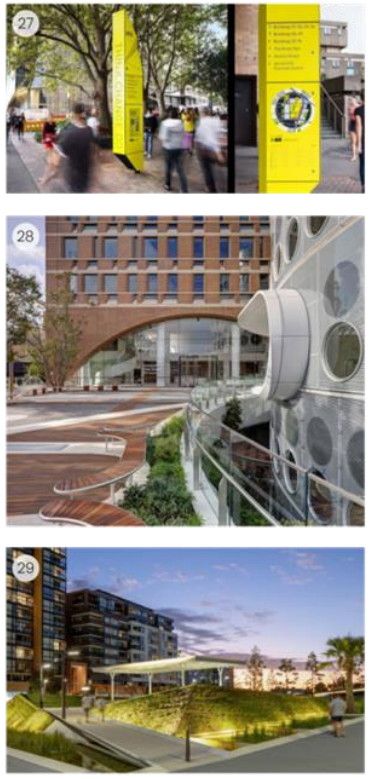
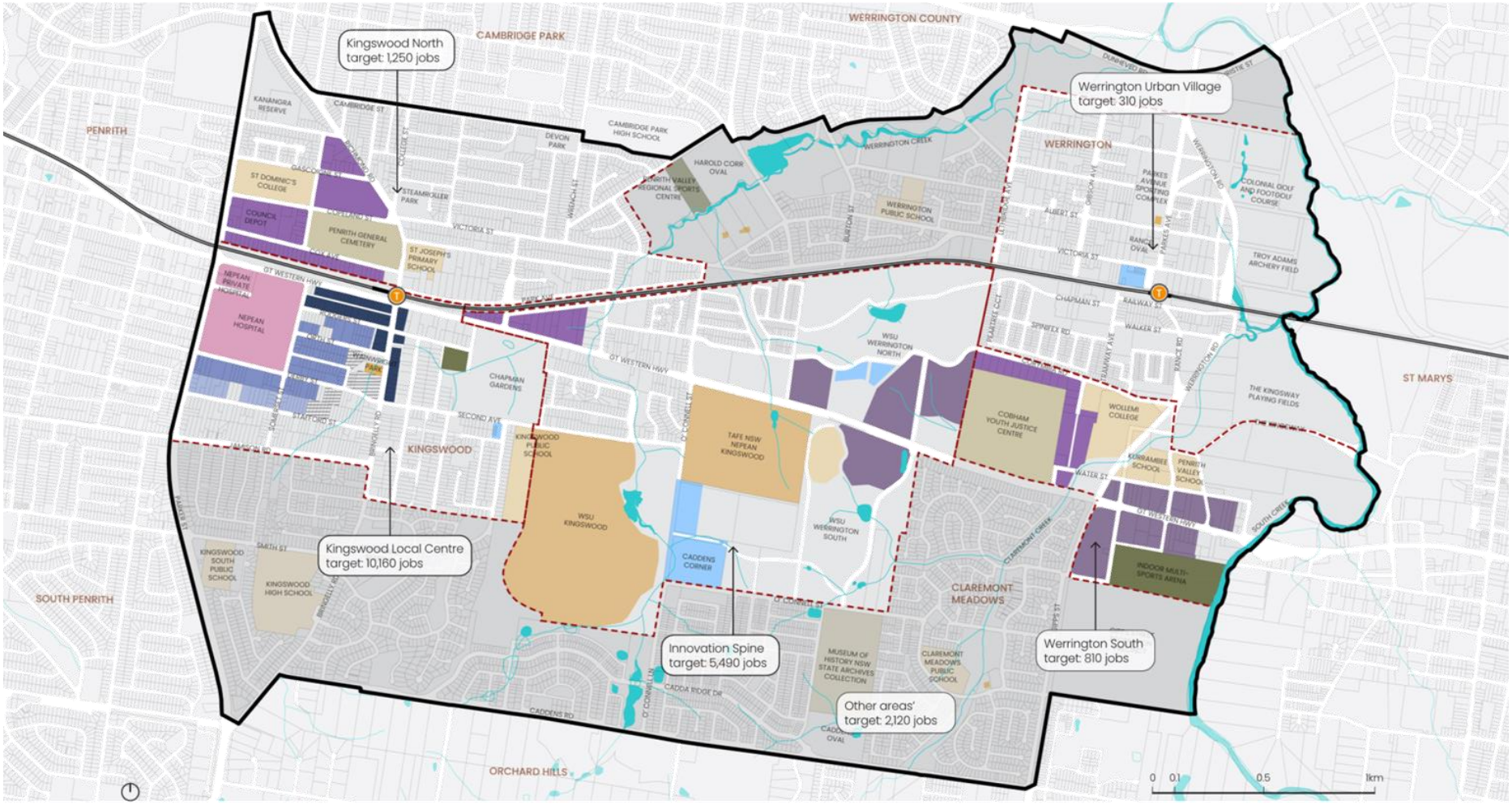



Fig. 27: University of Technology Sydney wayfinding signage, Sydney NSW; Fig. 28: Liverpool Civic Place, Liverpool NSW; Fig. 29: The Drying Green, Zetland NSW




Map 5: Employment areas

- Study Area boundary
- Western train line and station
- Waterbody
- Tertiary educational facilities
- Schools
- Nepean public and private hospitals
- State owned community service and cultural facilities
- Council owned community facilities
- Sport and recreational facilities
- High-rise mixed use development
- Mid-rise mixed use development
- Low-mid rise mixed use development
- Local centre (shoptop housing)
- General industrial
- Productivity support/business park uses
- Development outcomes subject to flood modelling
- Precincts with expected employment growth within the corridor

Notes:

1. Refer to the Precincts' framework chapter of this report for details in relation to precinct boundaries
2. The existing jobs' target is for the total minimum number of jobs which is inclusive of existing number of jobs and potential growth

# Outcome 3 - Inclusive

**A welcoming place where everyone feels valued and part of community life**

Inclusive places are welcoming, safe and accessible for everyone. They offer a mix of homes, jobs, services and public spaces so people of different ages, incomes, cultures and abilities can participate fully in community life. An inclusive corridor supports social equity, improves liveability and helps create vibrant centres that serve people at every stage of life.

In Kingswood–Werrington, inclusion means creating compact, walkable centres where students, families, workers and older residents can live close to education, health care, shops and transport. Diverse housing, active streets and vibrant public spaces will help support lively neighbourhoods throughout the day and evening while celebrating local culture, heritage and identity.

## Why this outcome matters

As the corridor grows as a centre for learning, health and employment, it is attracting a more diverse population, including students, key workers, professionals and executives. Without greater housing choice and welcoming public spaces, people may be forced to live further away or centres may lack activity outside peak hours.

Planning for inclusion supports workforce retention, strengthens the local economy and builds a more connected and resilient community.

## Strategic directions

7. **Create vibrant, mixed-use communities near transport**

- Focus growth within walking distance of train stations and centres to support public transport use and reduce reliance on cars
- Encourage mixed-use development that combines housing, jobs, shops and services to create lively neighbourhoods throughout the day and night
- Provide high-quality public spaces, streets and local amenities that support everyday living for students, workers, families and visitors
- Deliver community and cultural facilties that support a growing community, are fit for purpose and welcoming

8. **Deliver diverse housing for a growing community**

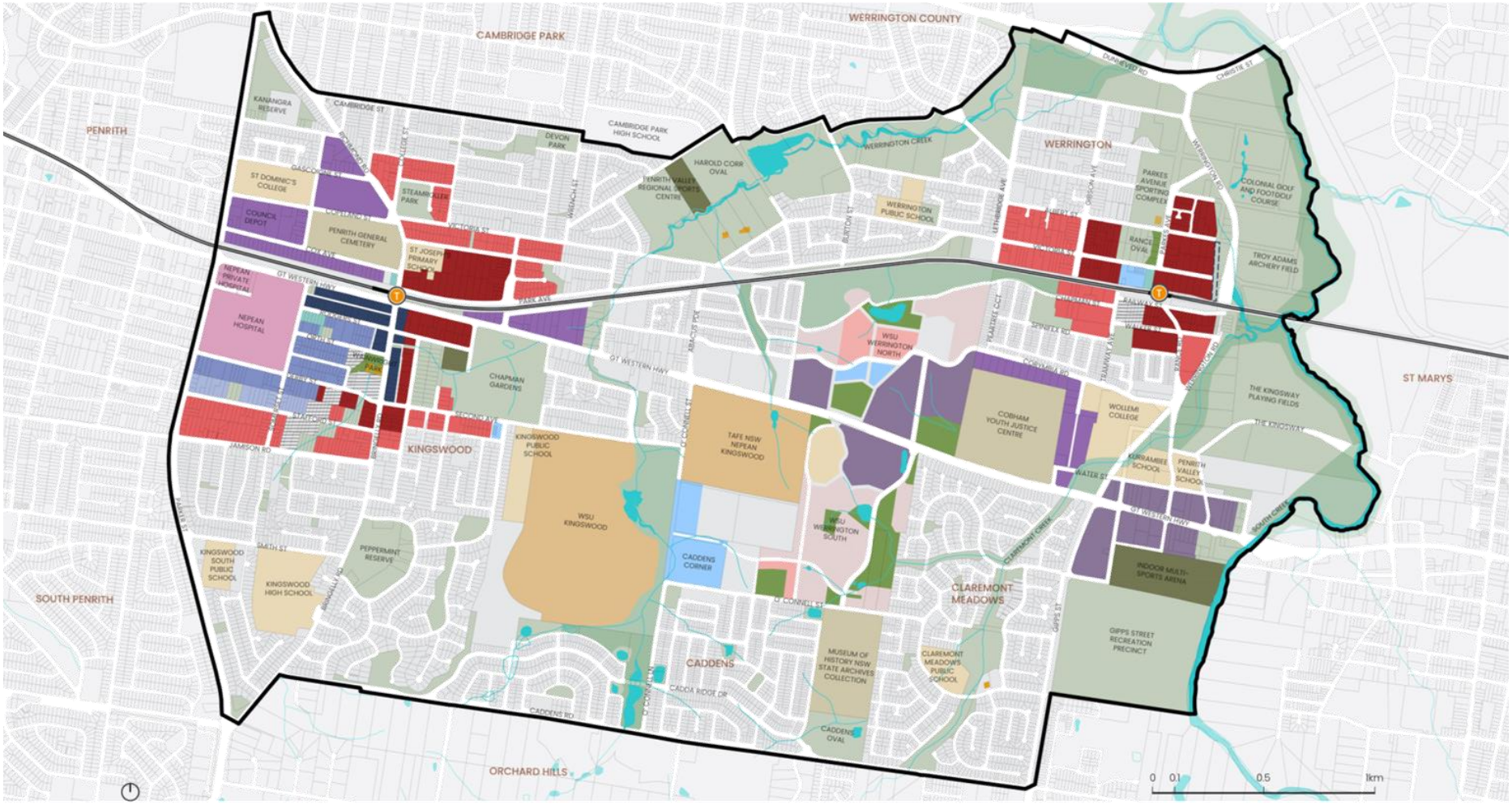
- Plan for a diverse range of housing types and tenures across the corridor to meet the needs of a growing and changing community
- Support opportunities for housing for professionals and students near Nepean Hospital and Western Sydney University to strengthen the emerging health and education innovation precinct
- Support modest increases in housing density near everyday amenities such as schools, open space, neighbourhood shops and community facilities
- Encourage well-designed housing that supports different household sizes, life stages and incomes, including adaptable, accessible and affordable homes

9. **Celebrate culture, heritage and local identity**

- Embed First Nations culture and heritage, local history and community identity in the design of centres, public spaces and green corridors
- Demonstrate innovation through best practice in public domain design




Fig. 30: Public domain within the Pemulway mixed use development, Redfern NSW; Fig. 31: Traces Housing, Surry Hills NSW; Fig. 32: Maitland Levee, Maitland NSW




Map 6: Land uses

- Study Area boundary
- Western train line and station
- Waterbody
- Existing public open spaces
- Tertiary educational facilities
- Schools
- Public and private hospitals
- State owned community service and cultural facilities
- Council owned community facilities
- Sport and recreational facilities
- Mid-high rise residential (rfbs)
- Low-mid-rise residential (rfbs)
- Low density residential (terraces)
- Low density residential (detached houses)
- High-rise mixed use development
- Mid-rise mixed use development
- Low-mid rise mixed use development
- Local centre (shoptop housing)
- General industrial
- Productivity support/business park uses
- Development outcomes subject to flood modelling
- Existing lots - no change
- Existing and proposed areas for environmental conservation
- New/expanded/upgraded public open space - park
- New public open space - civic plaza
- Council owned land - future investigation

# Outcome 4 - Safe

**Safe and welcoming public places**

Safe places are welcoming, comfortable and easy to use throughout the day and night. When streets, parks and centres are visible, well maintained and active, people feel confident walking, cycling, studying, working and socialising.

In Kingswood–Werrington, safety means creating well-lit streets, clear sightlines, slower vehicle speeds and accessible routes that support people of all ages and abilities.

## Why this outcome matters

Concerns about lighting, visibility, traffic and comfort can discourage walking and cycling, particularly around train stations, campuses and at night. As the corridor grows, pressures on streets and public spaces will increase.

Planning for safety and resilience helps people move with confidence, supports local businesses and ensures public spaces remain welcoming and usable year-round.

## Strategic directions

**10. Create safe, welcoming and active centres**

- Prioritise safety improvements in centres, around train stations and other high-activity areas
- Encourage active frontages, outdoor dining and evening activity to increase natural surveillance and support vibrant day and evening environments

**11. Improve safety and comfort through management and activation of public spaces**

- Maintain streets, parks and public spaces to a high standard so they remain clean, welcoming and safe
- Improve lighting, cleanliness and everyday amenity to strengthen perceptions of safety and comfort
- Support community activities and programming in public spaces to encourage regular use by diverse groups at different times of day

**12. Embed safety and accessibility in the design of public places**

- Apply Crime Prevention Through Environmental Design (CPTED) principles in the planning, design and renewal of streets, parks and centres
- Design public places to be accessible, inclusive and easy to navigate for people of all ages and abilities, balancing safety, comfort and functionality
- Improve sightlines, wayfinding and layout to support safety, legibility and ease of movement










Fig. 33: Hurstville Central Plaza, Hurstville NSW; Fig. 34: Seating spaces and feature lighting within Richmond Terrace open space, Richmond VIC; Fig. 35: Outdoor dining at the Old Fitzroy Hotel, Woolloomooloo NSW

# Outcome 4 - Safe




Map 7: Safety improvements within an 800m catchment of Kingswood train station




Map 8: Safety improvements within a 400m catchment of Werrington train station

- Western train line and station
- Waterbody
- Existing and proposed public open spaces
- Existing and proposed areas for environmental conservation
- Existing pedestrian link through public land
- New pedestrian link through private land
- Existing walking and cycling shared path
- New active transport (walking and cycling) link through public or private land
- Active transport connection across rail/road corridor
- Existing pedestrian priority crossing
- Potential pedestrian crossing
- Lighting upgrades undertaken by council
- Priority lighting improvement opportunity
- Potential landmark/wayfinding opportunity
- Boundary improvement opportunity

# Outcome 5 - Sustainable

**Greener, cooler neighbourhoods**

Sustainable places grow responsibly while protecting the environment and supporting healthy communities. When green spaces, waterways and streets work together with efficient buildings and sustainable travel options, neighbourhoods become cooler, cleaner and more resilient.

In Kingswood–Werrington, sustainability means strengthening tree canopy, parks and creek corridors, managing water carefully and supporting development that is energy efficient and resilient to extreme weather events.

## Why this outcome matters

The corridor experiences high heat and many people rely on walking or public transport to reach jobs, education and services. Creek systems face ecological pressure and flooding risks, and new development will increase demand on infrastructure.

Green and blue networks provide shade, habitat and recreation, while climate-responsive infrastructure helps address heat, flooding and extreme weather.

Planning for sustainability helps protect community health, reduce emissions and create places that can adapt over time.

## Strategic directions

### 13. Deliver greener and cooler neighbourhoods

- Create a connected green corridor network linking existing and new parks and open spaces through green streets and active transport routes
- Increase tree canopy across streets and open spaces, prioritising high-density areas and key walking routes
- Establish canopy targets in centres and high-density precincts

### 14. Integrate water-sensitive and nature-based design

- Apply a catchment-based approach to water management that strengthens the green–blue network, supports healthy waterways, improves water quality and reduces flooding
- Protect and enhance riparian corridors as ecological and recreational links within the green–blue network
- Protect, restore and strengthen biodiversity corridors through coordinated land use, water management, revegetation and active transport outcomes

### 15. Support low-emission and climate-resilient places

- Encourage climate-responsive buildings and public spaces that enable solar access and improve comfort in streets, parks and centres
- Promote a shift away from private vehicle use towards walking, cycling and public transport to reduce transport emissions
- Support low-emission living through sustainable buildings and improved energy efficiency across the corridor

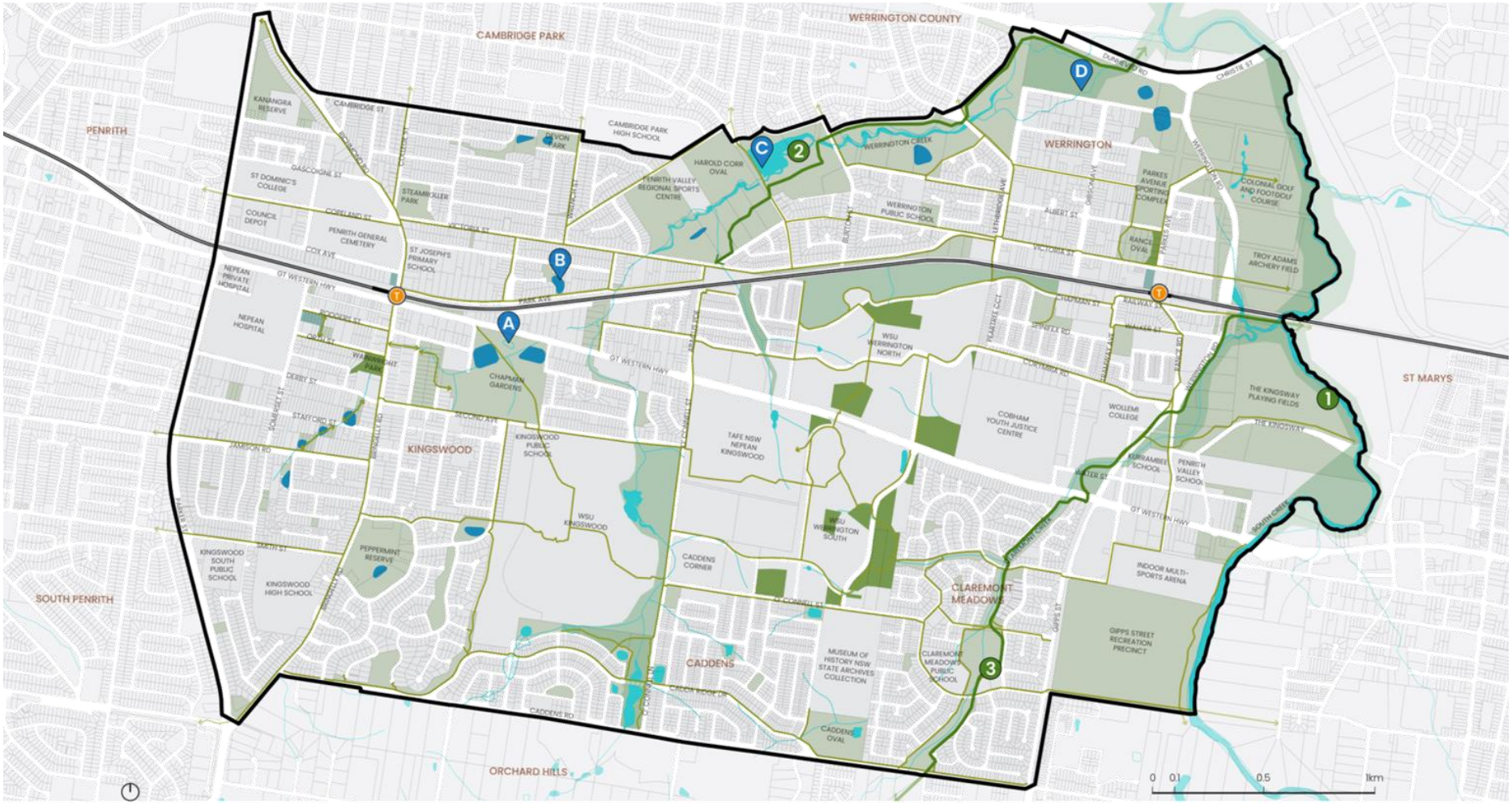









Fig. 36: Development integrated with water management infrastructure near Lewisham West light rail stop; Fig. 37: Cyclists travelling along tree lined streets on the GreenWay walking and cycling corridor in Sydney; Fig. 38: Collins Reserve Sensory Garden, Shellharbour NSW




Map 9: Blue-green grid opportunities

- Study Area boundary
- Western train line and station
- Waterbody
- Existing public open spaces
- Existing and proposed areas for environmental conservation
- New / expanded public open space - park
- New public open space - civic plaza
- Major green connections along creek corridors
- Local green connections
- Integrated water management opportunity
- Major integrated water management opportunity
  - A. Chapman Gardens
  - B. Amaroo Street Reserve
  - C. Werrington Lake Reserve
  - D. Werrington
- Regionally and locally significant biodiversity corridors
  - 1. Wianamatta South Creek
  - 2. Werrington Creek
  - 3. Claremont Creek

# Outcome 6 - Prepared for growth

**Growth planned for people**

Great places grow in a coordinated and deliberate way so that new homes, jobs and services can be delivered without compromising liveability.

In the Kingswood–Werrington corridor, being prepared for growth means aligning land use planning with transport, utilities, open space and community infrastructure. When development and infrastructure are planned together, growth can occur in the right locations, at the right time, and with the facilities communities need to thrive.

A clear pathway for infrastructure funding and delivery is also essential to ensure the corridor's vision can be realised. Coordinated planning, strong partnerships and a shared commitment to implementation will help translate this Structure Plan into tangible projects and investment over time.

## Why this outcome matters

The Kingswood–Werrington corridor is anchored by major health, education and employment institutions including Nepean Hospital, Western Sydney University, TAFE NSW Nepean-Kingswood and The University of Sydney Nepean Clinical School. These institutions are expected to drive significant population and employment growth in the coming decades.

Without coordinated planning and a clear pathway for infrastructure funding and delivery, development could occur in a fragmented way, placing pressure on services and limiting the corridor's ability to realise its full economic and community potential.

Planning ahead will help ensure growth is supported by the right infrastructure and create well-functioning neighbourhoods that remain liveable as the area evolves.

## Strategic directions

### 16. Reinforce the distinct role of each precinct

- Ensure land uses and planning controls enable each precinct to perform its intended role, while complementing the respective economic and service roles of Penrith City Centre and St Marys Town Centre within the broader East–West Corridor centres hierarchy
- Progress master planning for Kingswood and Werrington precincts to guide land use, built form, movement networks, public domain improvements and infrastructure delivery

### 17. Leverage existing infrastructure and align new infrastructure delivery with growth

- Identify and prioritise the transport, utilities, open space and community infrastructure needed to support growth and unlock key development sites
- Prepare an Infrastructure Funding and Delivery Plan to establish funding pathways, clarify delivery responsibilities and coordinate infrastructure investment
- Sequence development and infrastructure delivery so infrastructure capacity keeps pace with population and employment growth
- Maximise the use of existing infrastructure capacity by identifying any underutilised assets and prioritising upgrades or augmentation where feasible ahead of new infrastructure provision

### 18. Collaborate with government, institutions and industry

- Work with state agencies, major institutions, utility providers and industry to coordinate planning, infrastructure and investment to deliver the corridor vision
- Engage with infrastructure agencies, including Sydney Water, to understand servicing requirements and capacity to support planned growth
- Advocate for state government investment that supports the growth of the innovation precinct










Fig. 39: Rooty Hill commuter car park, Rooty Hill NSW; Fig. 40: Glenroy Community Hub, Glenroy VIC; Fig. 41: Cyclists travelling along the GreenWay walking and cycling corridor in Sydney

# Outcome 6 - Prepared for growth

## Local infrastructure

*(will be delivered by Council and through development as funds become available)*

**Local movement**

- Road and intersection upgrades to manage congestion and improve safety
- New and upgraded pedestrian and cycling connections

**Public domain**

- Streetscape upgrades to improve amenity, safety and place quality

**Water management**

- Stormwater and drainage improvements to manage flooding and support resilience

**Open space**

- Upgrades to existing parks and new civic plazas to provide more diverse and usable spaces

**Community facilities**

- Upgraded facilities to support a growing population

## State infrastructure

*(will require State Government delivery and funding)*

**Transport**

- Parker Street/Great Western Highway intersection upgrade
- Werrington Arterial Road (Stage 2) and associated intersections
- Commuter parking and parking associated with Nepean Hospital
- Train station precinct public domain upgrades

**Regional connections**

- Regional active transport network improvements
- Outer Sydney Orbital (major road and freight corridor)
- Quadruplication of the T1 Western rail line

**Education infrastructure**

- School infrastructure (subject to planning)

**Utilities**

- Water, sewer, energy and digital infrastructure upgrades

## Aspirational infrastructure

*(critical to unlock full corridor potential)*

**Network connectivity**

- New or improved crossings of the rail line and Great Western Highway

Fig. 42: Key types of infrastructure required to support the delivery of the Structure Plan vision and accommodate future growth across the Kingswood–Werrington corridor.
Note: This list is indicative and will require further detailed investigation to confirm feasibility, staging and delivery pathways. Ongoing planning and collaboration with Council, State Government, infrastructure providers and industry will be essential to determine priorities, sequencing, funding mechanisms and delivery responsibilities over time.

# PRECINCTS' FRAMEWORK



Fig. 43: Kingswood Neighbourhood Centre along Bringelly Road

# Overview

To deliver the vision and place outcomes, the corridor is organised into a series of precincts, each with a clear purpose and distinct character. Together, these precincts form a connected and complementary network of places, with each contributing in different ways to innovation, employment, housing and everyday life.

This chapter describes the role and key features of each precinct and explains how the corridor-wide directions are applied at the local level. It identifies opportunities for land use, public spaces and infrastructure that respond to each area's strengths and needs, translating the shared vision into practical, place-based outcomes.

The Structure Plan sets the long-term direction for the whole corridor. At the precinct level, this direction is translated into locally tailored responses that reflect each area's context, scale and strengths.

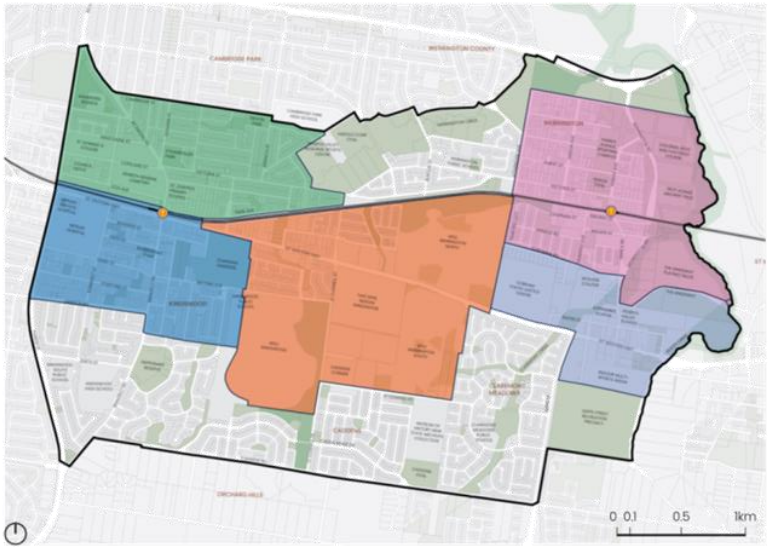
Each precinct supports a different but complementary mix of employment, housing and services:

- Kingswood Local Centre – a vibrant mixed-use hub providing shops, services, housing and daily activity
- Kingswood North – an area evolving into a modern, transport-accessible employment and living precinct
- Innovation Spine – mixed-use precinct supporting innovation, jobs and long-term growth in the corridor
- Werrington Urban Village – a community-focussed area offering housing diversity and local services
- Werrington South – an area supporting urban services, logistics and employment that enable the wider corridor to function

This place-based approach ensures each precinct:

- Responds to its unique economic and community role
- Provides an appropriate mix of homes, jobs, services and facilities
- Aligns growth with supporting infrastructure and investment

Together, the precincts bring the corridor's vision to life—creating a network of connected, liveable and productive communities.




Map 10: Precincts

- Study Area boundary
- Western train line and station
- Kingswood Local Centre
- Kingswood North
- Innovation Spine
- Werrington Urban Village
- Werrington South

# Kingswood Local Centre

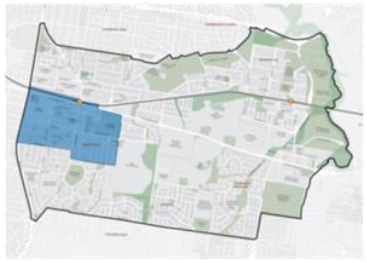
## 24/7 mixed use heart of the corridor

Kingswood Local Centre will be the corridor's health-focussed employment and professional services hub, centred on the Nepean health and medical cluster including Nepean Hospital, Nepean Private Hospital, Somerset Specialist Centre and Private Hospital, Matilda Nepean and The University of Sydney Nepean Clinical School. Together, these institutions offer potential to establish Kingswood as a major destination for health services, employment and supporting activity.

Leveraging these anchors, the centre will evolve as the mixed-use heart of the Kingswood–Werrington corridor with higher density housing co-located within a walkable catchment of the train station. Residents living in the precinct will be able to live close to jobs, health care, shops and public transport. Additional commercial floorspace will support medical, research and allied health uses while short-stay accommodation, visitor services, everyday retail and longer trade hospitality uses will serve workers, patients, visitors and residents.

Bringelly Road will be transformed into Kingswood's main street, supported by Somerset Street, Rodgers Street, Orth Street and Second Avenue as key movement spines. These will connect major institutions and activity generators within and around the precinct to Kingswood train station and a strengthened civic heart centred around Wainwright Park and the Kingswood Neighbourhood Centre.

An expanded public domain network will support community life and everyday use, including an upgraded Wainwright Park and a new civic plaza at the Somerset Street–Rodgers Street corner, creating places for gathering, recreation and respite close to the hospital and shops. Improved walking and cycling connections, together with new local streets, laneways and through-site links, will improve accessibility, permeability and safety across the precinct. Integrated drainage, overland flow paths and water-sensitive urban design will be incorporated into streets and open spaces to create a greener, cooler and more resilient precinct.



Map 11: Kingswood Local Centre precinct within the Kingswood to Werrington corridor

### Demographic snapshot

**4,570** residents and **2,330** dwellings in 2021 (REMPLAN 2021)

**2.1 people per household** compared to 2.5 across the corridor

Median age **33 years**

**30% home ownership** compared to 50% across the corridor

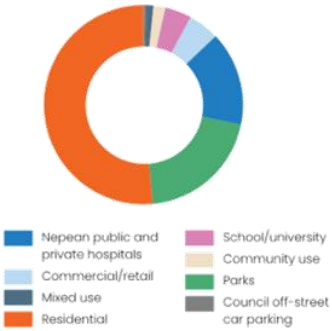
### Current planning controls

Predominantly **mixed use** and **medium density residential zoning** followed by high density residential

Maximum permissible building heights range between **8.5m and 24m**

Maximum permissible FSR controls range between 2:1 and 4:1 in the mixed use zone

### Existing land use split




*Note: Land use split determined on the basis of land area taken up currently by each use*

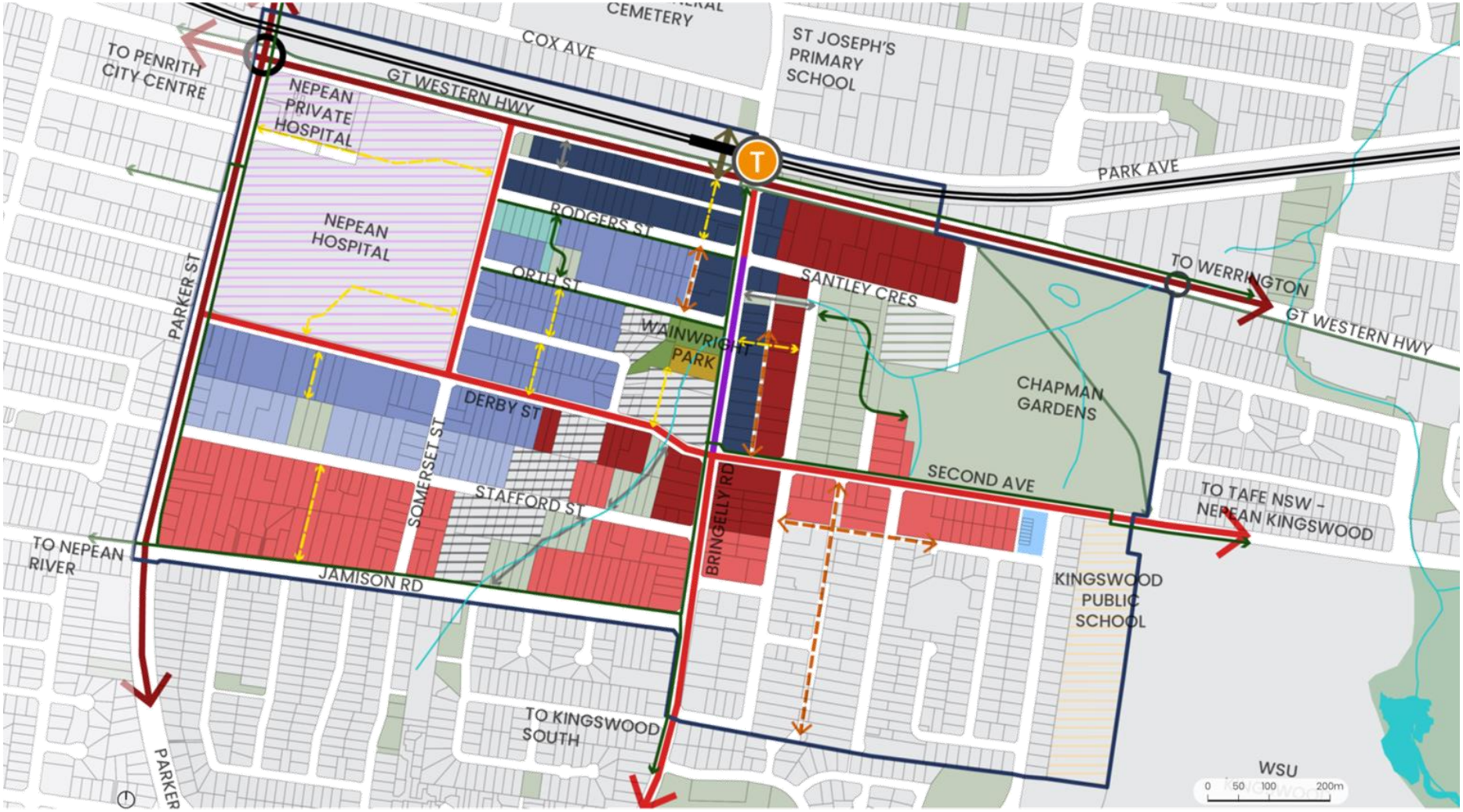
Fig. 44: Split of existing land uses within the Kingswood Local Centre precinct

# Kingswood Local Centre

**Desired character**




Fig 45: Public domain along Malop Street Green Spine in Geelong VIC; Fig. 46: Nine @ Willoughby by Mirvac, Willoughby NSW; Fig. 47: Cycleway along Spring Street, Bondi NSW; Fig. 48: Macrossan Street decorative lighting, Port Douglas QLD; Fig. 49: Surry Hills Library and Community Centre, Surry Hills NSW; Fig. 50: The Drying Green, Zetland NSW; Fig. 51: Lumley Street streetscape improvements, Upper Mount Gravatt QLD




Map 12: Kingswood Local Centre precinct spatial framework

- Precinct boundary
- Western train line and station
- Waterbody
- Existing public open spaces
- Existing school
- Nepean public and private hospitals
- Kingswood Neighbourhood Centre
- Existing sport and recreation facility
- Mid-high rise residential (RFBs)
- Low-mid-rise residential (RFBs)
- High-rise mixed use development
- Mid-rise mixed use development
- Low-mid rise mixed use development
- Local centre (shoptop housing)
- Development outcomes subject to future flood modelling
- Existing lots - no change
- Expanded public open space - park
- New public open space - civic plaza
- Arterial road
- Major intersection upgrade
- Street with high vehicular movement function
- Main street
- New local street / laneway
- Pedestrian crossing to investigate
- Existing pedestrian link through public land
- New pedestrian link through private land
- Existing walking and cycling shared path
- New active transport (walking and cycling) link through public land
- Active transport connection across rail / road corridor

# Kingswood Local Centre

### Precinct objectives

- Enable a mixed-use, higher-density core with active ground-floor uses within an approximate 800 metre walkable catchment of Kingswood train station, supporting employment, housing and services
- Strengthen the Nepean health and medical cluster by enabling additional commercial floorspace for medical, allied health, research and development, short-stay accommodation and supporting services, including a small-format supermarket at or close to Bringelly Road
- Transform Bringelly Road into Kingswood's primary main street between Derby Street and Rodgers Street, supported by Somerset Street as a balanced movement corridor, and Rodgers and Orth Streets as pedestrian spines connecting the train station, hospital and civic/retail centre
- Establish a strengthened civic heart centred on Wainwright Park, supported by a connected hierarchy of civic and open spaces that enhance community life, recreation and provide respite, including a new public plaza close to the hospital
- Allow for additional community facility space within the Kingswood Local Centre to meet the needs of a growing residential population and support the precinct's role as the civic heart of the corridor
- Improve connectivity, permeability and access across the precinct through a finer grain street and block pattern, and new pedestrian links connecting to key destinations
- Integrate water-sensitive urban design, drainage corridors and urban greening into streets, parks and public spaces to maintain overland flow paths, support environmental resilience, urban cooling and improved flood responsiveness

### Key actions

- Undertake detailed precinct master planning to guide future planning controls, including appropriate density, height and built form, street concept designs, public domain improvements and infrastructure delivery
- Embed a High Pedestrian Activity Area study and detailed options assessment within future master planning for the Kingswood Local Centre precinct
- Work with Transport for NSW to investigate and improve bus connectivity to Kingswood train station and Nepean Hospital
- Advocate to the NSW Government for delivery of a pedestrian bridge over the Great Western Highway to safely connect Kingswood train station with the Kingswood Local Centre
- Work with Nepean Hospital to improve pedestrian and cycling permeability through the hospital campus
- Consult with Transport for NSW, Nepean Hospital and NSW Ambulance to understand current and future emergency vehicle access and flood evacuation response requirements and ensure these are protected as the precinct grows
- Investigate delivery of a civic plaza at the Somerset Street–Rodgers Street corner, adapting the existing temporary car park into a new public open space subject to detailed traffic and car parking studies at Master Plan stage
- Investigate opportunities to deliver new or expanded community facilities within the Kingswood Local Centre, including potential integration with future mixed-use development, civic spaces and Wainwright Park
- Engage with Homes NSW to understand requirements for high-quality social and affordable housing and explore redevelopment opportunities for its landholdings within the precinct
- Undertake a Kingswood train station and local centre parking study and implementation plan to manage short, medium and long-term parking demand, support mode shift, reduce spillover into local streets and guide future park-and-ride provision
- Undertake flood modelling to inform future development, infrastructure planning and integrated water management outcomes between Bringelly Road and Somerset Street, and in Chapman Gardens

# Kingswood North

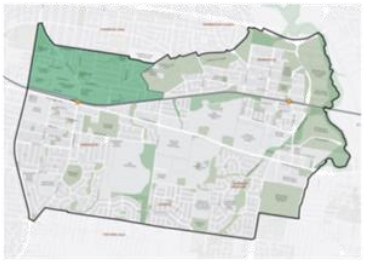
## Transport accessible jobs and housing

Immediately north of Kingswood train station, Kingswood North will evolve as a transport-accessible neighbourhood that complements the Kingswood Local Centre while retaining important employment lands.

Located within a 400 metre walk of the train station, the precinct will accommodate higher density housing close to public transport, shops and services, supporting a walkable and convenient residential community. Victoria Street and the area surrounding Steamroller Park will form the residential heart of the precinct, supported by improved public spaces and a new civic plaza at the northern train station approach. Together, these spaces will provide places for gathering, recreation and everyday activity while strengthening the identity and amenity of the neighbourhood.

The precinct will continue to support a high-functioning industrial area that provides local jobs, services and employment opportunities close to the train station and surrounding neighbourhoods. Retaining and supporting these employment uses will ensure Kingswood North contributes to the corridor's economic diversity while remaining compatible with surrounding residential areas.

New pedestrian connections, mid-block links and improved access across the rail corridor will better connect homes, parks, employment lands and the train station. These improvements will create a more permeable and integrated neighbourhood where walking and cycling are convenient ways to move between homes, jobs and public transport.



Map 13: Kingswood North precinct within the Kingswood to Werrington corridor

### Demographic snapshot

**3,490** residents and **1,500** dwellings in 2021 (REMPLAN, 2021)

**2.3 people per household** compared to 2.5 across the corridor

Median age **34 years**

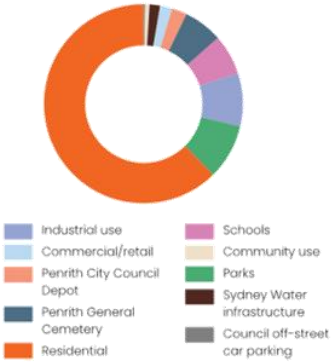
**46% home ownership** compared to 50% across the corridor

### Current planning controls

Predominantly **low to medium density residential zoning,** followed by general industrial zoning

Maximum permissible building heights range between **8.5m and 15m**

### Existing land use split




*Note: Land use split determined on the basis of land area taken up currently by each use*

Fig. 52: Split of existing land uses within the Kingswood North precinct

# Kingswood North

**Desired character**




Fig 53: Interiors of Sanders Place, Richmond VIC; Fig. 54: The Rochford, residential development in Erskineville NSW; Fig. 55: Nightingale Anstey, Brunswick VIC; Fig. 56: Forecourt of Tallawong metro station, Tallawong NSW; Fig. 57: Artwork on the facade of Nightingale 1 residential development in Brunswick VIC; Fig. 58: Hassett Park, Campbell ACT; Fig. 59: Seating with integrated artwork, part of the Light Line Social Square project




Map 14: Kingswood North precinct spatial framework

- Precinct boundary
- Western train line and station
- Waterbody
- Existing public open spaces
- Existing schools
- Penrith General Cemetery
- Mid-high rise residential (RFBs)
- Low-mid-rise residential (RFBs)
- Existing industrial/commercial uses
- Existing lots - no change
- New public open space - civic plaza
- Arterial road
- Major intersection upgrade
- Street with high vehicular movement function
- Existing pedestrian link through public land
- New pedestrian link through private land
- New active transport (walking and cycling) link through public land
- Active transport connection across rail corridor

# Kingswood North

### Precinct objectives

- Enable higher density housing within an approximate 400 metre walkable catchment of Kingswood train station, supporting increased housing choice close to public transport and services
- Strengthen the northern train station approach as a civic arrival space and focal point for community activity through a new plaza and improved public domain
- Protect and support the ongoing role of the industrial precinct as an important employment area providing local jobs and services while ensuring uses remain compatible with surrounding residential areas
- Improve pedestrian connectivity and permeability through new mid-block links, through-site connections and improved access across the rail corridor
- Ensure future development does not obstruct overland flow paths and streets and open spaces function safely during flood events

### Key actions

- Undertake detailed precinct master planning to guide future planning controls, including appropriate density, built form, streetscape upgrades, public domain improvements and infrastructure delivery
- Collaborate with Transport for NSW to plan upgrades along Parker Street addressing crash hotspots, flood evacuation resilience, safety for vulnerable road users, congestion and access for freight and emergency services
- Undertake a Kingswood train station (north) parking study and implementation plan to manage 20-year parking demand and reduce spillover into surrounding streets
- Investigate long-term redevelopment opportunities for the Council-owned car park site at the corner of Richmond Road and Cox Avenue, including integration with a future plaza and improved train station forecourt
- Explore redevelopment opportunities for the Council Depot site to support long-term precinct renewal and more efficient land use outcomes

# Innovation Spine

## Future focussed living, learning and working

The Innovation Spine will serve as the corridor's primary employment, education and innovation precinct, providing opportunities to attract high-value jobs, research and enterprise activity at a scale not available elsewhere in the corridor.

Anchored by Western Sydney University and TAFE NSW and benefitting from strong exposure to the Great Western Highway, the precinct is well positioned to accommodate modern and adaptable large-floorplate workplaces, businesses and high-tech industries. Target sectors include health and medical research, advanced manufacturing, clean technology and knowledge industries.

A new local centre will support workers, students and nearby residents with everyday shops, services and amenities. Streets and open spaces will respond to the area's natural topography and creek corridors, creating a landscaped environment that supports walking and cycling while providing a high-quality setting for learning, employment and innovation. Retained university buildings may provide flexibility for future education, training and enterprise uses.

Housing will play a complementary role within the precinct, providing diverse living options that support the local workforce and academic community. Opportunities include executive housing, adaptable homes for multi-generational households and purpose-built student accommodation. Together, employment, education and innovative housing will create a future-focussed precinct where people can work, learn and live in close proximity.

*Note: In October 2025, Stockland and Western Sydney University submitted a proposal to the NSW Department of Planning, Housing and Infrastructure to amend zoning and development standards within the Penrith Local Environmental Plan 2010 to facilitate redevelopment of approximately 100 hectares of the Western Sydney University Werrington North and South sites to create a new mixed-use neighbourhood. This proposal is currently being considered as a state-assessed rezoning.*



Map 15: Innovation Spine precinct within the Kingswood to Werrington corridor

### Demographic snapshot

**2,130** residents and **830** dwellings in 2021 (REMPLAN, 2021)

**2.6 people per household** compared to 2.5 across the corridor

Median age **32 years**

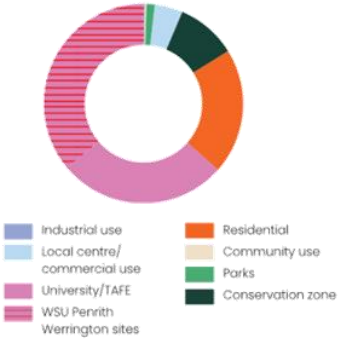
**34% home ownership** compared to 50% across the corridor

### Current planning controls

Predominantly **enterprise zoning** followed by medium density residential zoning

Maximum permissible building heights range between **8.5m and 18m**

### Existing land use split




*Note: Land use split determined on the basis of land area taken up currently by each use*

Fig. 60: Split of existing land uses within the Innovation Spine precinct

# Innovation Spine

**Desired character**

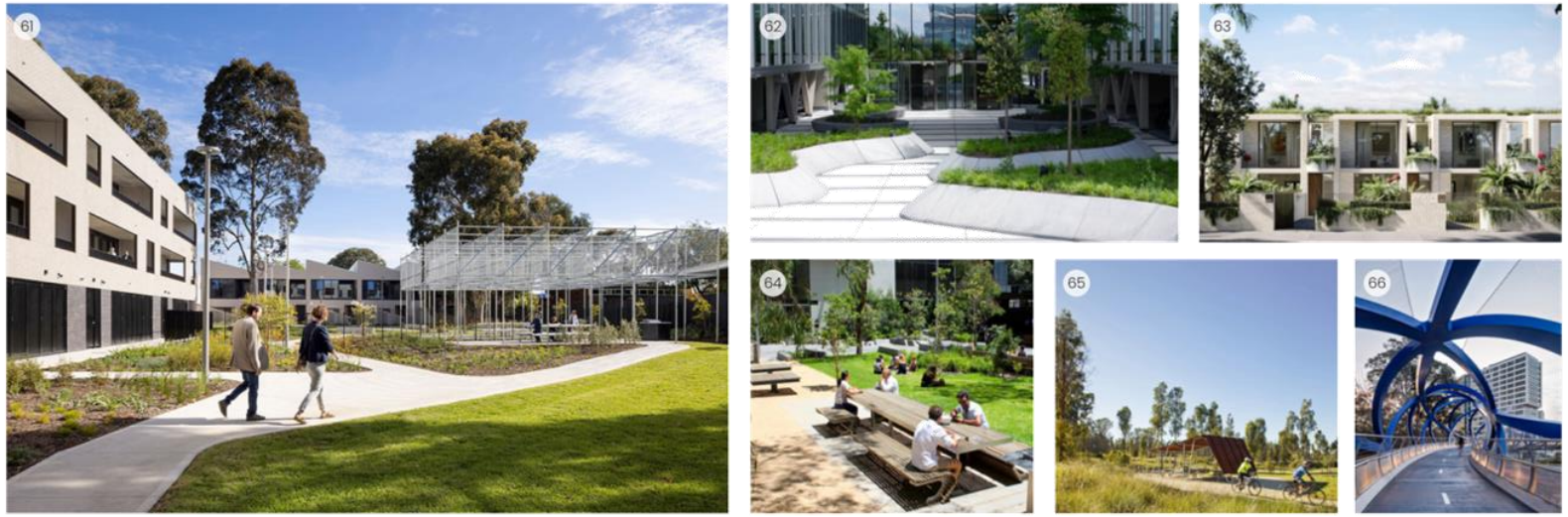
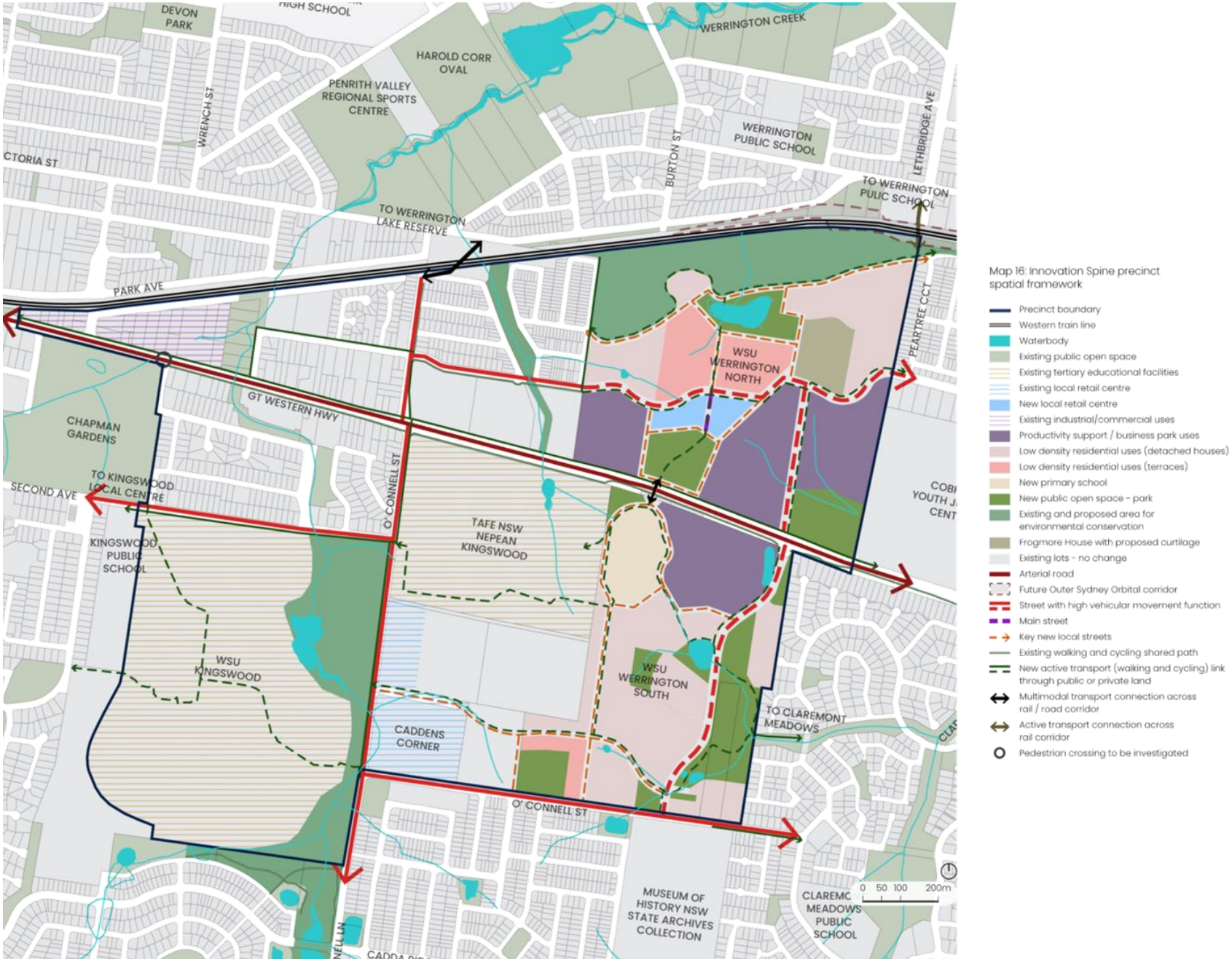



Fig 61: Tarakan Street social and affordable housing, Heidelberg West VIC; Fig. 62: Green entrance for a new office building near Brussels Airport, Belgium; Fig. 63: Waterview Terraces, Putney Wharf, Putney NSW; Fig. 64: Riverside Quay, Southbank VIC; Fig. 65: Wylde Mountain Bike Park, Cecil Park, NSW; Fig. 66: Lachlans Line pedestrian bridge, Macquarie Park NSW


DEVON PARK
HIGH SCHOOL
WERRINGTON CREEK
HAROLD CORR OVAL
PENRITH VALLEY REGIONAL SPORTS CENTRE
WRENCH ST
BURTON ST
WERRINGTON PUBLIC SCHOOL
LETHBRIDGE AVE
CTORIA ST
TO WERRINGTON PULIC SCHOOL
TO WERRINGTON LAKE RESERVE
PARK AVE
PEARTREE CCT
WSU WERRINGTON NORTH
GT WESTERN HWY
CHAPMAN GARDENS
TO KINGSWOOD LOCAL CENTRE
SECOND AVE
O' CONNELL ST
TAFE NSW NEPEAN KINGSWOOD
KINGSWOOD PUBLIC SCHOOL
WSU KINGSWOOD
WSU WERRINGTON SOUTH
TO CLAREMONT MEADOWS
CADDENS CORNER
O' CONNELL ST
MUSEUM OF HISTORY NSW STATE ARCHIVES COLLECTION
CLAREMC MEADOWS PUBLIC SCHOOL
0 50 100 200m
Map 16: Innovation Spine precinct spatial framework
Precinct boundary
Western train line
Waterbody
Existing public open space
Existing tertiary educational facilities
Existing local retail centre
New local retail centre
Existing industrial/commercial uses
Productivity support / business park uses
Low density residential uses (detached houses)
Low density residential uses (terraces)
New primary school
New public open space - park
Existing and proposed area for environmental conservation
Frogmore House with proposed curtilage
Existing lots - no change
Arterial road
Future Outer Sydney Orbital corridor
Street with high vehicular movement function
Main street
Key new local streets
Existing walking and cycling shared path
New active transport (walking and cycling) link through public or private land
Multimodal transport connection across rail / road corridor
Active transport connection across rail corridor
Pedestrian crossing to be investigated

# Innovation Spine

### Precinct objectives

- Protect and prioritise land for employment and education uses
- Support delivery of around 4,000 additional jobs across sectors including health, education, research, advanced manufacturing, clean technology, bio-medical technology and knowledge industries
- Establish a premium employment destination along the Great Western Highway, where high-quality built form and amenity support investment, talent attraction and distinguish the precinct as a key innovation hub
- Enable up to 1,000 additional dwellings including a contemporary mix of detached and medium density housing, executive housing, student accommodation and multi-generational homes near amenities
- Plan for a local retail centre that provides daily services and amenities for workers, students and nearby residents. Investigate the feasibility of locating this centre north of the Great Western Highway to address longer-term gaps in supermarket and daily retail provision for communities north of the rail line, subject to improved multi-modal north–south over rail connectivity
- Strengthen multi-modal north–south connectivity across the rail corridor to enhance network resilience, support flood evacuation and enable improved access to the future local retail centre
- Strengthen connections to surrounding neighbourhoods through an integrated street and active transport network
- Promote a landscape-led, topography-responsive approach to development, leveraging natural features to shape a cohesive, high-quality precinct for living, learning, working and recreation
- Protect existing environmental corridors (C2 Environmental Conservation zoned land) to safeguard their ecological and landscape values
- Protect key view corridors towards the Blue Mountains and local views to Frogmore House and surrounding open spaces

### Key actions

- Work with the NSW Department of Planning, Housing and Infrastructure and Western Sydney University (WSU) to implement the land use and employment outcomes for the WSU Werrington North and South sites through the state-assessed rezoning process
- Require future rezoning and development proponents to undertake comprehensive flood modelling that addresses cumulative flood impacts, Probable Maximum Flood (PMF) risk, infrastructure constraints and evacuation requirements
- Advocate for an upgraded multimodal bridge across the Great Western Highway connecting the Western Sydney University Werrington North and South sites as part of any future redevelopment
- Investigate opportunities for student accommodation on and in proximity to the Western Sydney University and TAFE NSW campuses
- Work in collaboration with Transport for NSW to investigate the feasibility and potential location of a new multimodal crossing of the rail corridor in the vicinity of Abacus Parade and Victoria Street/ Park Avenue to improve north–south connectivity, support flood evacuation resilience, enhance network redundancy and provide more direct access to a potential future local retail centre
- Embed desired future character and supporting built form, landscape and public domain controls within Penrith DCP to guide delivery of a premium employment corridor along the Great Western Highway

# Werrington Urban Village

## Community oriented neighbourhood

Werrington Urban Village will evolve as a compact, mixed-use centre that provides local services, housing and everyday amenities for surrounding communities.

Centred on Werrington train station, the precinct will become a walkable civic heart where shops, cafes, services and community facilities activate both the train station and surrounding public spaces. A new neighbourhood square will form the centrepiece of the station precinct, creating a focal point for community activity and local identity.

Higher-density housing close to the train station will bring more residents within easy reach of public transport and local services. Victoria Street and Parkes Avenue will function as the precinct's main streets, structuring activity and movement through the centre while supporting improved walkability, public domain and street activation.

Surrounding open space and water management lands, including the Werrington, Wianamatta South and Claremont Creek corridors, will provide recreation, habitat and flood management. Together, these natural corridors will frame the centre within a green landscape that supports both environmental resilience and community wellbeing.



Map 17: Werrington Urban Village precinct within the Kingswood to Werrington corridor

### Demographic snapshot

**3,580** residents and **1,590** dwellings in 2021 (REMPLAN, 2021)

**2.4 people per household** compared to 2.5 across the corridor

Median age **32 years**

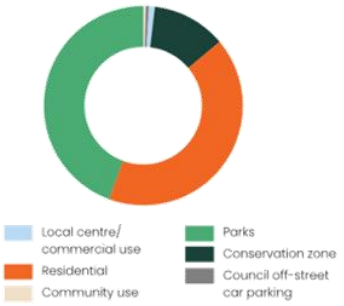
**45% home ownership** compared to 50% across the corridor

### Current planning controls

Predominantly **medium to high density residential zoning** followed by public recreation zoning

Maximum permissible building heights range between **8.5m and 15m**

### Existing land use split




*Note: Land use split determined on the basis of land area taken up currently by each use*

Fig. 67: Split of existing land uses within the Werrington Urban Village precinct

# Werrington Urban Village

**Desired character**

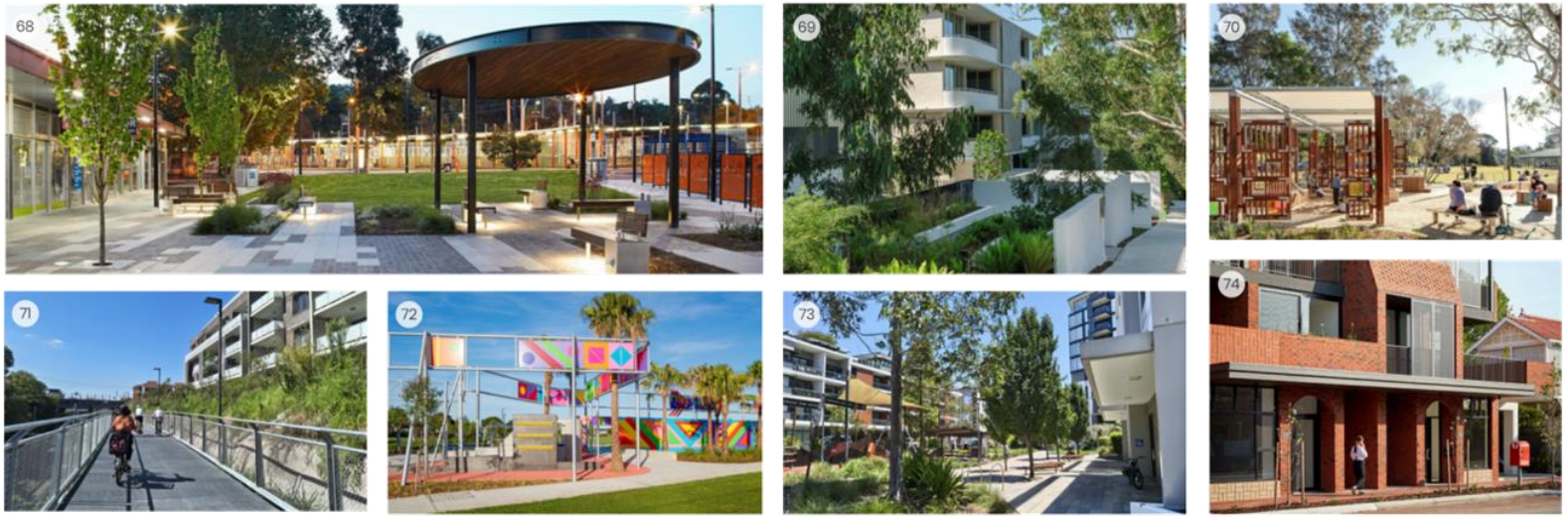
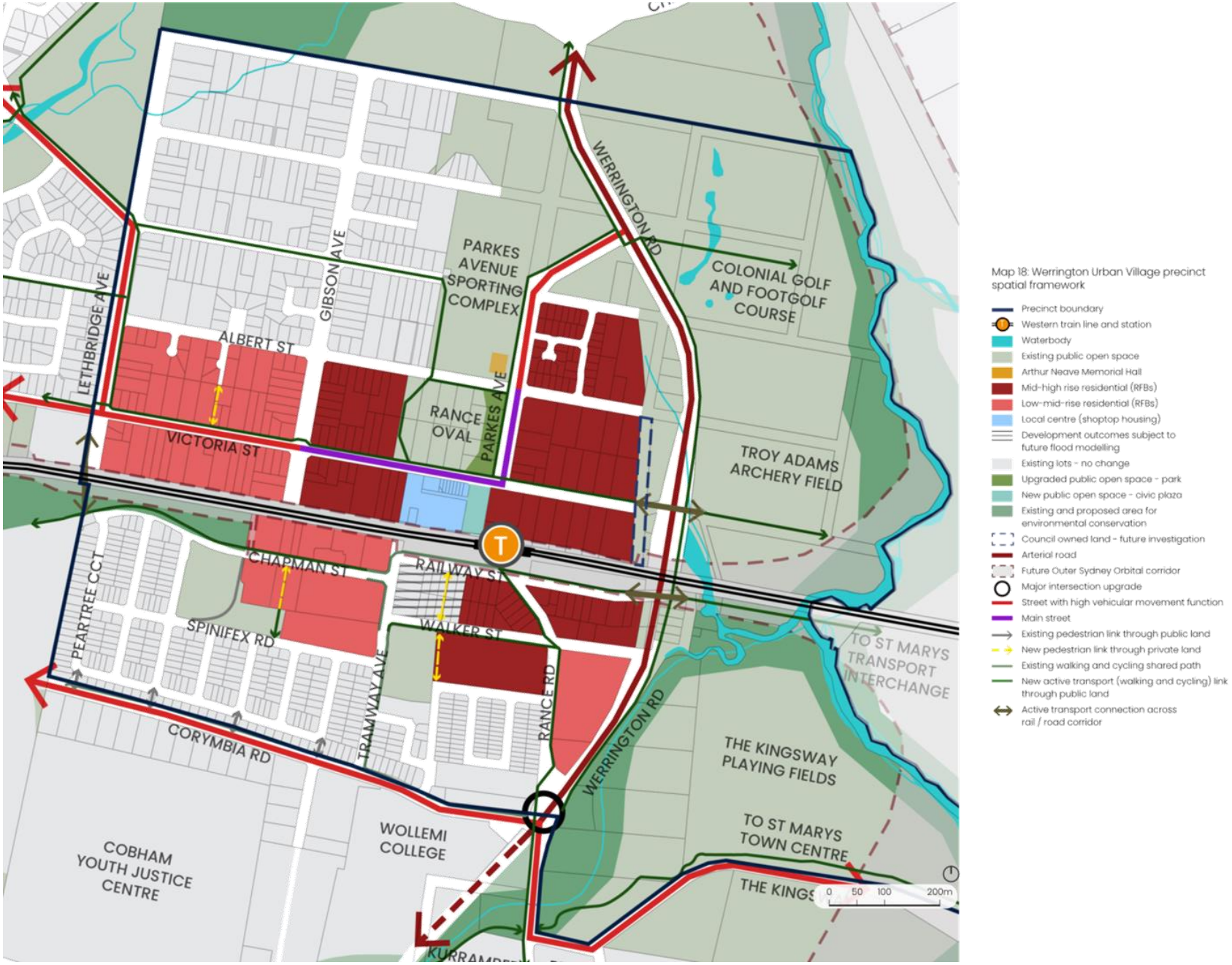



Fig 68: Public space within Croydon Town Square, Croydon VIC; Fig. 69: Nine @ Willoughby, Willoughby NSW by Mirvac; Fig. 70: Paperbark Playground, Parramatta NSW; Fig. 71: Cyclists riding across the elevated section of the GreenWay walking and cycling corridor in Sydney; Fig. 72: Julia Reserve Youth Park, Oran Park NSW; Fig. 73: Playspace with overlooking residential development near Lewisham light rail stop; Fig. 74: Clifton and Central mixed use development, Mount Lawley WA




Map 18: Werrington Urban Village precinct spatial framework

- Precinct boundary
- Western train line and station
- Waterbody
- Existing public open space
- Arthur Neave Memorial Hall
- Mid-high rise residential (RFBs)
- Low-mid-rise residential (RFBs)
- Local centre (shoptop housing)
- Development outcomes subject to future flood modelling
- Existing lots - no change
- Upgraded public open space - park
- New public open space - civic plaza
- Existing and proposed area for environmental conservation
- Council owned land - future investigation
- Arterial road
- Future Outer Sydney Orbital corridor
- Major intersection upgrade
- Street with high vehicular movement function
- Main street
- Existing pedestrian link through public land
- New pedestrian link through private land
- Existing walking and cycling shared path
- New active transport (walking and cycling) link through public land
- Active transport connection across rail / road corridor

# Werrington Urban Village

## Precinct objectives

- Enable a mixed-use neighbourhood centre with retail, commercial and community uses that support daily needs and activate the station precinct
- Establish a civic heart centred on a new neighbourhood square integrated with the train station and connected to recreational and community spaces including Rance Oval and Arthur Neave Memorial Hall
- Focus higher-density housing within walking distance of Werrington train station and the neighbourhood centre
- Transform Victoria Street between Gibson Avenue and Parkes Avenue, and Parkes Avenue south of Albert Street, into Werrington's main streets with improved walkability, safety and public domain
- Improve pedestrian and cycling connectivity through new mid-block and through-site links and improved access across the rail corridor
- Protect and enhance the Werrington, Wianamatta South and Claremont Creek corridors for recreation, habitat and water management
- Ensure future development addresses residual flood risk, the limits of the existing levee and allows safe access to the train station during flood events
- Improve active transport connections across Werrington Road to the parklands along Wianamatta South Creek and onwards to St Marys Town Centre and metro station

## Key actions

- Undertake detailed precinct master planning to inform future planning controls including density, built form, streetscape design, public domain improvements and infrastructure delivery
- Undertake flood modelling to inform future development and infrastructure planning between Railway Street and Walker Street
- Undertake a parking study and implementation plan to manage 20-year parking demand
- Investigate redevelopment opportunities for the Council-owned car park site integrated with a future civic plaza and potential reconfiguration of Kazanis Court to improve the station precinct
- Work with Transport for NSW to investigate improved bus connectivity to Werrington train station including improvements to bus movement and interchange around Kazanis Court
- Work with Transport for NSW to investigate opportunities for an active transport corridor along the rail line between Werrington and St Marys
- Advocate to the NSW Government to complete the Strategic Business Case and commit funding for Werrington Arterial Stage 2
- Investigate the future role of land within the road reserve at the eastern end of Victoria Street, Werrington, to identify and evaluate potential land use opportunities, having regard to its interface with the Werrington Arterial Stage 2 corridor and the future Outer Sydney Orbital (OSO), and to achieve an appropriate transition between strategic transport infrastructure and adjoining land uses, informed by amenity, landscape and interface considerations
- Prepare a Sport and Recreation Facilities Master Plan for the Kingsway Playing Fields and parklands north of the rail line in Werrington, together with South Creek Park in St Marys, addressing active transport connections, the future Outer Sydney Orbital corridor, First Nations connections to Country, biodiversity and flood management

# Werrington South

## Enterprise and urban services

Werrington South will continue to function as an important enterprise and urban services precinct supporting jobs, education, recreation and essential infrastructure within the corridor.

Anchored by Gipps Street and the Great Western Highway, the precinct will accommodate a range of employment, service and institutional uses that reinforce its role as a key employment destination serving surrounding communities.

Gipps Street will function as the primary north–south spine, providing access to employment lands, schools and recreation facilities while connecting to Werrington Road and the wider regional road network. The Great Western Highway will continue to provide strategic regional connectivity and opportunities to improve the precinct's interface and presentation.

The Claremont and Wianamatta South Creek corridors form the green spine of the precinct, providing opportunities for open space, habitat protection and active transport connections. Improved walking and cycling links will connect employment areas, schools, recreation facilities and Werrington train station, supporting safe and convenient local access.



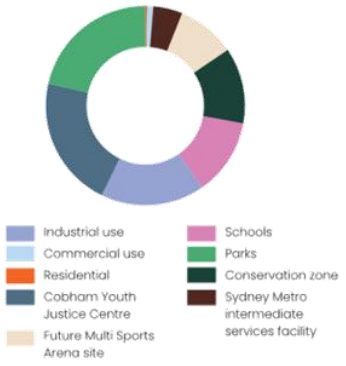
Map 19: Werrington South precinct within the Kingswood to Werrington corridor

### Current planning controls

Predominantly **general industrial zoning** followed by infrastructure zoning

Maximum permissible building heights range between **8.5m and 12.5m**

### Existing land use split




*Note: Land use split determined on the basis of land area taken up currently by each use*

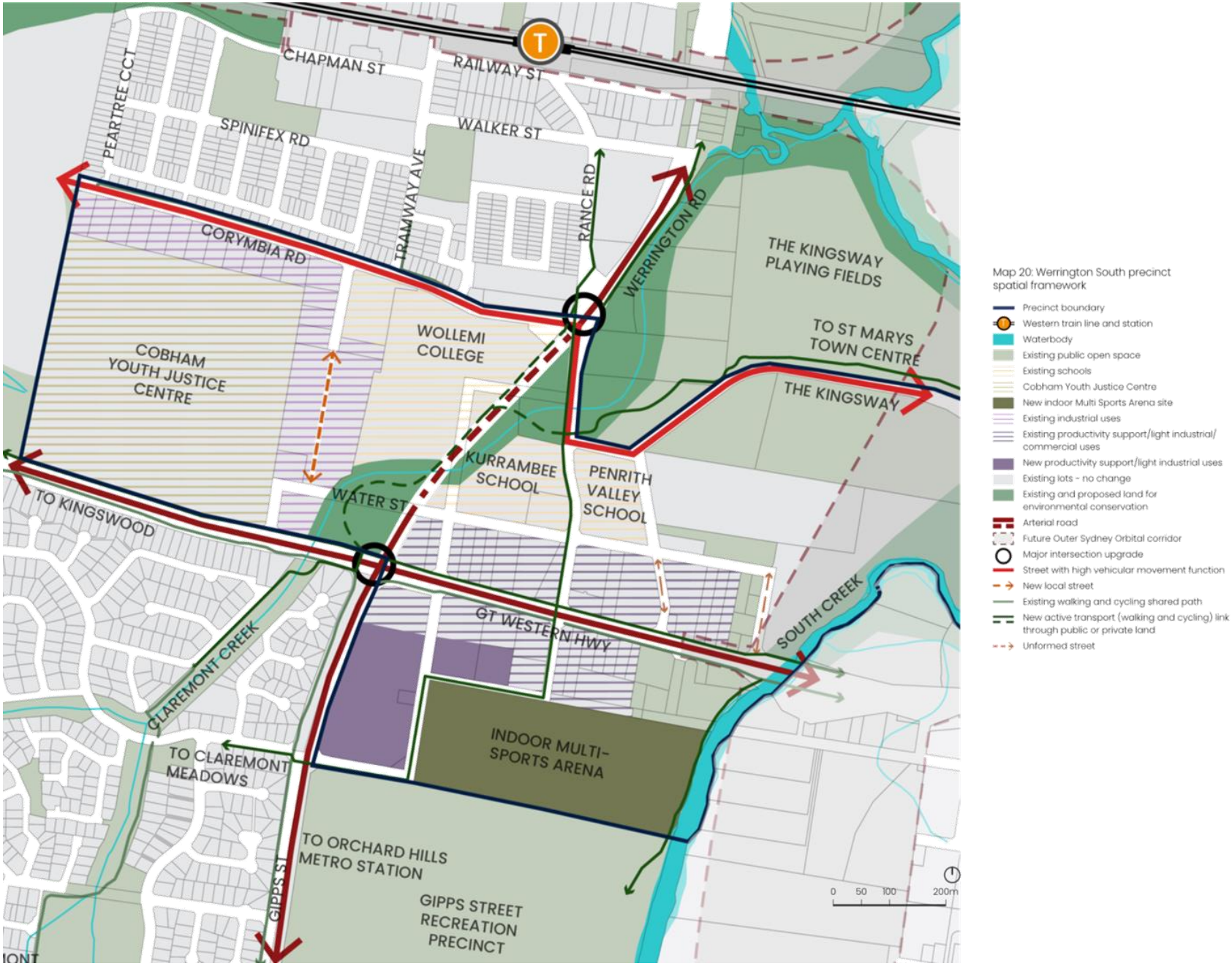
Fig. 75: Split of existing land uses within the Werrington South precinct

# Werrington South

**Desired character**




Fig 76: Sanders Place workspace, Richmond VIC; Fig. 77: Preston Level Crossing Removal Project, Preston VIC: Fig. 78: 'Fishing and Planting for a Healthy River' event at Fowler Reserve, Wallacia NSW; Fig. 79: Morris Moor Building 4, Moorabbin, Victoria; Fig. 80: Bungarribee trail, Bungarribee Park NSW; Fig. 81: Gippsland Regional Indoor Sports Stadium, Traralgon VIC


CHAPMAN ST
RAILWAY ST
PEARTREE CCT
SPINIFEX RD
WALKER ST
TRAMWAY AVE
RANCE RD
WERRINGTON RD
CORYMBIA RD
THE KINGSWAY PLAYING FIELDS
TO ST MARYS TOWN CENTRE
THE KINGSWAY
WOLLEMI COLLEGE
COBHAM YOUTH JUSTICE CENTRE
KURRAMBEE SCHOOL
PENRITH VALLEY SCHOOL
WATER ST
TO KINGSWOOD
GT WESTERN HWY
SOUTH CREEK
CLAREMONT CREEK
INDOOR MULTI-SPORTS ARENA
TO CLAREMONT MEADOWS
TO ORCHARD HILLS METRO STATION
GIPPS ST
GIPPS STREET RECREATION PRECINCT
0 50 100 200m
Map 20: Werrington South precinct spatial framework
Precinct boundary
Western train line and station
Waterbody
Existing public open space
Existing schools
Cobham Youth Justice Centre
New indoor Multi Sports Arena site
Existing industrial uses
Existing productivity support/light industrial/ commercial uses
New productivity support/light industrial uses
Existing lots - no change
Existing and proposed land for environmental conservation
Arterial road
Future Outer Sydney Orbital corridor
Major intersection upgrade
Street with high vehicular movement function
New local street
Existing walking and cycling shared path
New active transport (walking and cycling) link through public or private land
Unformed street

# Werrington South

### Precinct objectives

- Protect and strengthen the precinct's role as a key enterprise and urban services area by prioritising employment generating uses, including industrial, commercial and service activities, and essential infrastructure that supports the operational needs of the wider corridor
- Strengthen the Great Western Highway and Gipps Street as primary employment corridors by supporting employment and service uses, including additional employment lands along Gipps Street
- Improve the local street network to support efficient access to employment lands, schools and recreation facilities
- Improve active transport connections between Werrington train station, employment areas, schools and open space
- Protect and enhance Claremont and Wianamatta South Creek corridors as green links supporting recreation and biodiversity
- Ensure future development does not reduce flood storage capacity or increase flood risk elsewhere in the precinct
- Ensure development along the Great Western Highway and key gateway streets contributes to an attractive and well-presented precinct
- Support the ongoing operation and integration of major institutional, education, recreation and infrastructure sites within the precinct

### Key actions

- Undertake detailed precinct master planning to inform future planning controls including density, built form, street design, public domain and infrastructure delivery
- Consult with Transport for NSW to understand requirements for access arrangements between local streets and the Great Western Highway, ensuring safe, efficient and well-integrated connections that support the precinct's operational and traffic management needs
- Advocate to the NSW Government to complete the Strategic Business Case and commit funding for Werrington Arterial Stage 2
- Work with Transport for NSW to investigate delivery of a nature-based active transport link along Claremont Creek as part of the Werrington Arterial Stage 2 project
- Work with Transport for NSW to investigate and improve bus connectivity to the Kingsway Playing Fields, Gipps Street Recreational Precinct and the future Multi-Sports Arena
- Embed desired future character and supporting built form, landscape and public domain controls within the Penrith DCP to guide the delivery of a well-designed, high-quality employment corridor and gateway along the Great Western Highway
- Prepare a Master Plan for the Kingsway Playing Fields and parklands north of the rail line in Werrington, together with South Creek Park in St Marys, addressing active transport connections, the future Outer Sydney Orbital corridor, First Nations connections to Country, biodiversity and flood management




Fig. 82: Entry to Werrington train station from Kazanis Court

# Future pathway

The vision for the Kingswood–Werrington corridor will be delivered through a staged and flexible approach. This Structure Plan establishes the long-term direction and identifies key priorities to guide future decision-making, recognising that the actions are currently unfunded and will be delivered progressively over time.

Delivery will be supported by further detailed planning, including a Master Plan for the Kingswood and Werrington centres, alongside ongoing collaboration with government agencies, infrastructure providers and key stakeholders. This will be complemented by the preparation of updated planning controls and the refinement of infrastructure funding mechanisms to guide future land use and development, and support the timely delivery of infrastructure aligned with growth.

Community engagement will continue throughout this process, including during the preparation of the Master Plan and any proposed planning controls and contributions plans.

This approach provides a coordinated framework to align land use, infrastructure delivery and place-based improvements as the corridor evolves.

## From vision to delivery

Council's centres planning model establishes a clear pathway from long-term vision to coordinated delivery. This Structure Plan defines the desired place outcomes for the corridor, supported by strategic directions and high-level implementation actions.

These actions identify priorities for land use, infrastructure and placemaking, and provide a framework to guide future planning, investment and decision-making. Projects identified in the Structure Plan are intended to provide strategic direction for the corridor and may be refined through future planning stages.

Implementation will occur progressively and be subject to further feasibility assessment, prioritisation, funding considerations and detailed investigation. The inclusion of projects within the Structure Plan does not represent a commitment to funding or delivery by Council, with implementation responsibilities to be determined through future planning, infrastructure and development processes.

Council will continue to work collaboratively with state agencies, infrastructure providers, major institutions, landowners, developers and the community to align planning, coordinate investment and identify delivery opportunities as they emerge.

This staged approach provides a clear and flexible implementation pathway, supporting coordinated growth, infrastructure delivery and place-based outcomes over time as funding and opportunities emerge.

## Master planning

The next stage in the planning framework is the preparation of a Master Plan for the Kingswood and Werrington precincts. This will build on the directions established in this Structure Plan and provide more detailed guidance on built form, public domain, movement and connectivity.

The Master Plan will incorporate further technical investigations and community input, and will provide greater certainty to support future planning decisions, infrastructure coordination and investment.

## Proposed planning controls and contributions plan

In conjunction with the master planning phase, Council will progress the preparation and refinement of statutory planning controls and implementation mechanisms to support delivery of the corridor vision at the precinct scale. This will include:

- Potential amendments to the Penrith Local Environmental Plan (LEP) and Development Control Plan (DCP) provisions to guide land use, built form and design outcomes.
- Infrastructure planning and funding mechanisms, including the review, update and/or preparation of new development contributions plans.

These controls and mechanisms will translate the Structure Plan and Master Plan outcomes into a clear statutory and delivery framework, enabling coordinated development, infrastructure provision and place-based improvements.

## Implementation

Together, the Structure Plan, Master Plan and supporting planning controls will deliver future improvements and investment opportunities across the corridor.

This staged approach provides a clear yet flexible implementation pathway, ensuring the corridor can respond to changing conditions, funding availability and emerging opportunities over time.




Fig. 83: Pedestrian link between Bringelly Road and Chapman Gardens in Kingswood

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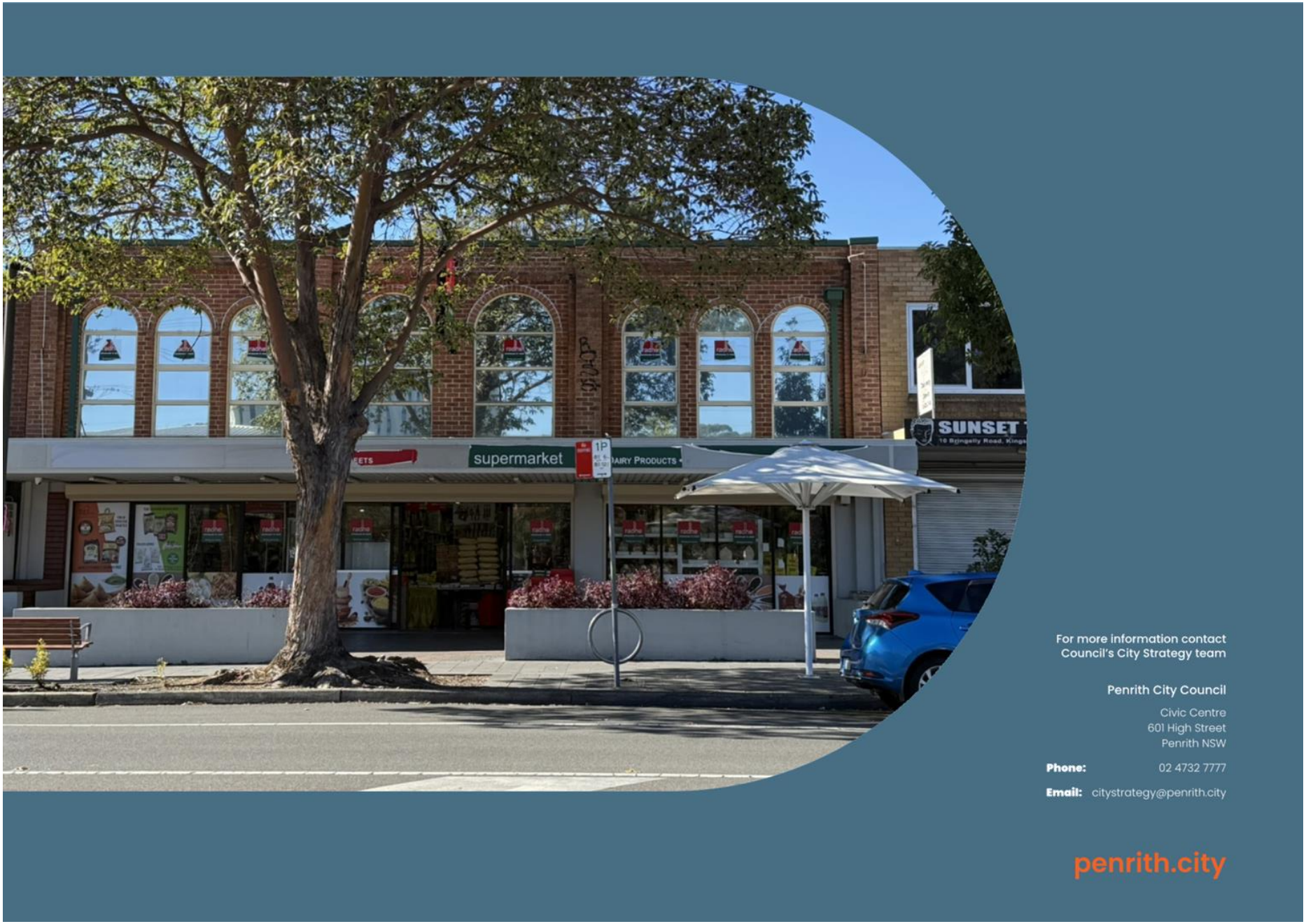
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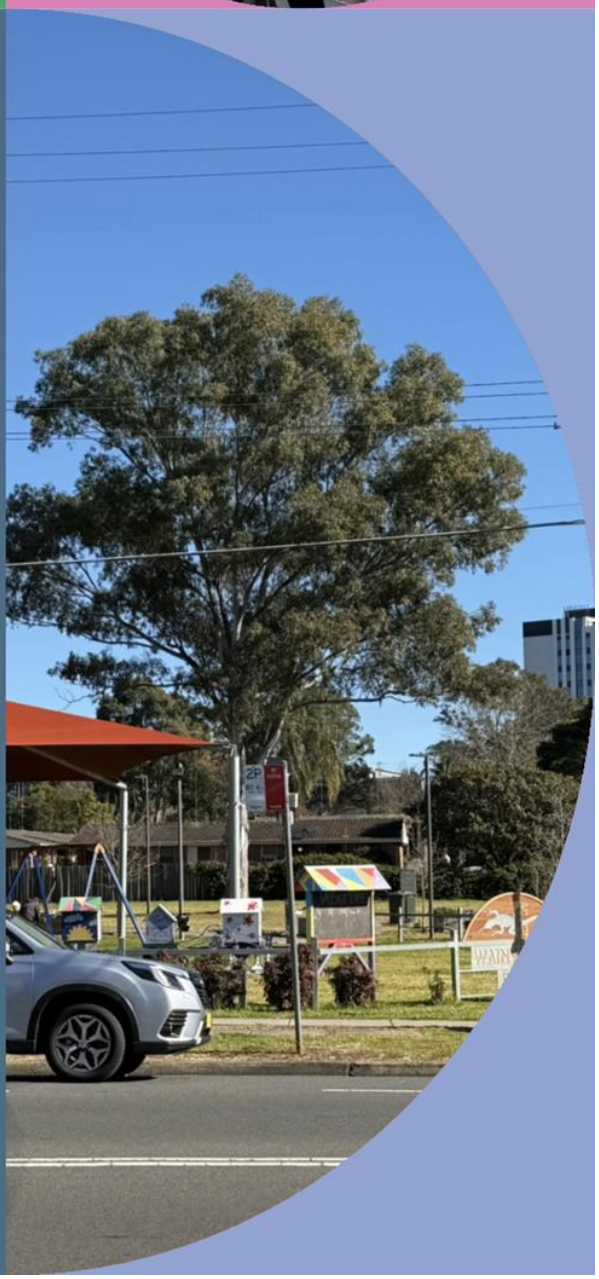
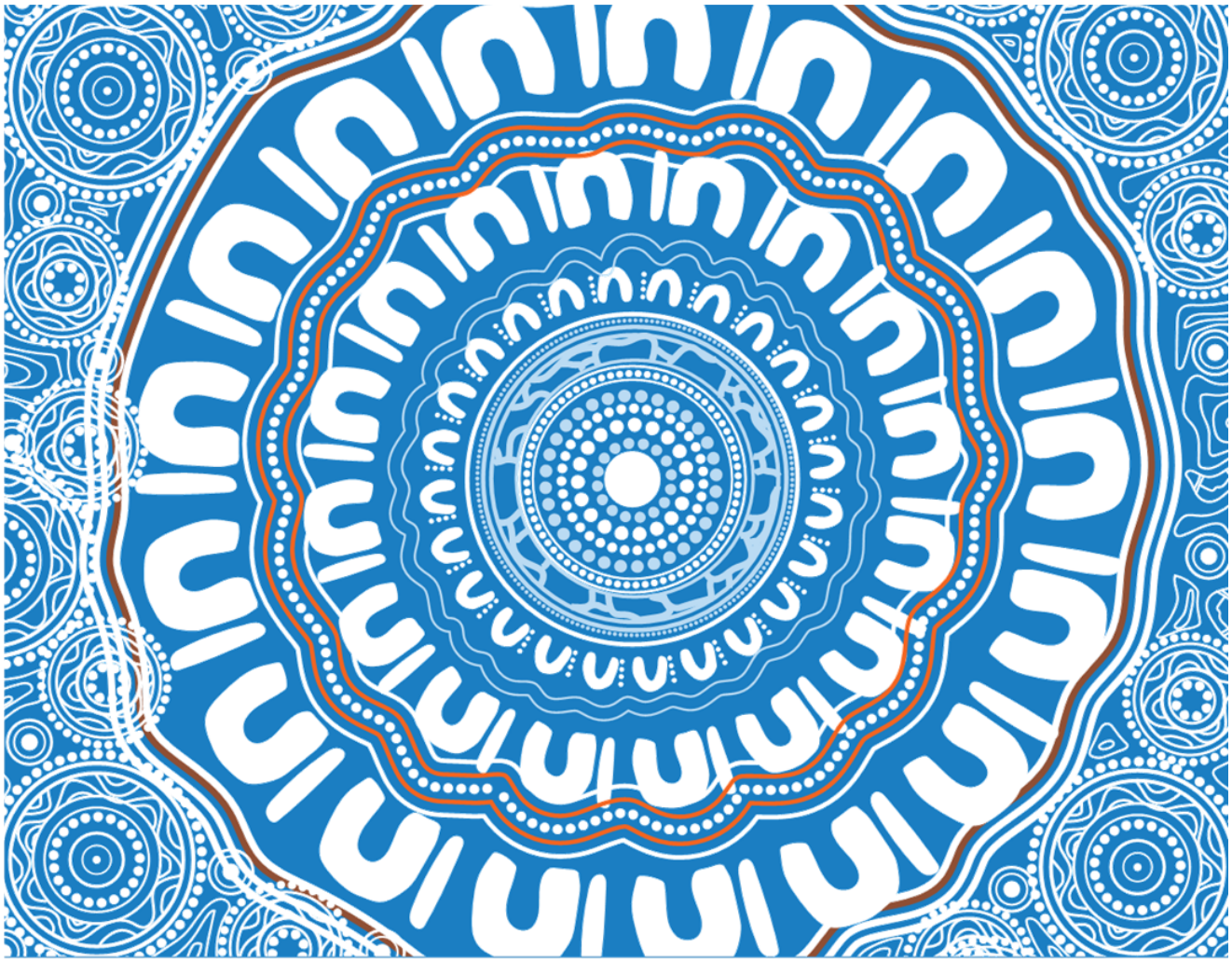
Positively PENRITH

# Draft Kingswood-Werrington Place Plan

May 2026



PENRITH CITY COUNCIL



## Acknowledgement of Country

We acknowledge and pay respect to the Darug and Gundungarra people who are the traditional owners in which Penrith Local Government Area is situated. We also pay our respect to elders past, present and emerging, and to the First Nations people living in our community today.

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# Executive summary

Kingswood and Werrington are entering a period of significant change.

With the expansion of The Quarter Health and Education Precinct, the opening of the Western Sydney International Airport and new housing and planned growth across Penrith's East-West Corridor, both centres are set to accommodate more people, jobs and services over the next 20 years.

With growth on the horizon, the community wants improvements that will benefit everyone now and into the future. The draft Kingswood-Werrington Place Plan will help prepare and support the community and local businesses for the change ahead. It sets a place vision for each centre, establishes priorities for the next 5 years and identifies practical ways for Council, partners and the community to get involved.


Source: Penrith City Council

## What is the draft Kingswood-Werrington Place Plan?

To prepare for growth and change, Penrith City Council is developing both long-term and shorter-term plans for Kingswood and Werrington.

The draft East-West Corridor: Kingswood-Werrington Structure Plan is the long-term plan. It sets the vision, place outcomes and strategic directions for land use, housing, infrastructure, transport and public domain across the corridor between Kingswood and Werrington as well as a spatial framework for its growth over the next 20 years.

The draft Kingswood-Werrington Place Plan is the short-to-medium term plan.

While the Structure Plan guides future growth and development, the Place Plan focuses on improving the everyday experience of the 2 centres.

It is delivery focused and identifies practical, achievable actions for the next 5 years to enable enhancements to safety and visual appeal, activation of public spaces, improvements to the way people use and move around within the centres, and a boost to place identity and local business vitality.

The new Place Plan will build upon and expand the Think Bold Kingswood Place Plan that was adopted by Council in 2020. The previous plan provided a strong strategic foundation that helped Council secure state and federal government grants and prioritise investment in Kingswood's public spaces, safety and community facilities.

Figure 1. Differences between the Structure Plan and Place Plan

| Draft Structure Plan | Draft Place Plan |
|---|---|
| Plans for future growth and development. | Recommends practical and deliverable actions to enhance the immediate place experience of the 2 centres. |
| Develops a place vision for the future of the East-West Corridor between Kingswood and Werrington. | Establishes a shared vision for Kingswood and Werrington centres. |
| Includes place outcomes and strategic directions in relation to land use, public domain, movement networks and other types of infrastructure. | Proposes practical actions for the next 5 years that are aligned with the Structure Plan, aimed at increasing visitation, supporting local business growth and sustainability, enhancing public domain vibrancy and celebrating local identity. |
| Proposes a spatial framework and precinct-specific objectives. | Integrates findings from the Safety Audit to embed safety in planning and design recommendations. |
| Provides a strategic framework to guide future investment and master planning. | Tests and pilots ideas to activate spaces and understand how new infrastructure and improvements can support community wellbeing, safety and connection - informing future master planning. |

# Kingswood
# Vision and pillars on a page

## Vision

Building on its role as a health-focussed employment and professional services hub, Kingswood will be the mixed use heart of the Kingswood-Werrington corridor. It will establish itself as a connected, walkable centre where the energy of Nepean Hospital, Western Sydney University and TAFE meets the everyday life of residents, workers, students and families. Anchored by Bringelly Road and Kingswood Station, and supported by a network of local shops, parks and services, Kingswood will become a place where people can move confidently, spend time comfortably and feel proud to belong.

With aspirations to become a true 24-hour centre, Kingswood will support community life day and night. Shift workers, students, families and visitors will find welcoming streets, safer connections and activated spaces particularly around Bringelly Road, Wainwright Park and the station precinct. Improved lighting, seating and thoughtful streetscape design will make everyday moments like walking to the station, meeting friends for lunch or taking the kids to the park feel comfortable and safe at any hour.

Bringelly Road will evolve into a true high street, lined with outdoor dining, local art and activated shop fronts. Wainwright Park will grow into Kingswood's green heart, hosting community events, markets and everyday recreation. Streets like Somerset Street, Rodgers Street and Second Avenue will become well-connected movement spines, linking people to shops, services and open space. Kingswood North will grow as a connected residential and employment neighbourhood anchored by the station and the industrial area.

Kingswood will also be a place that wears its identity with confidence. Through public art, First Nations and diverse cultural expression its public domain will uncover and celebrate local stories and histories. Green gathering spaces, shaded streets and safer pedestrian connections will link homes, health and education uses and local retail clusters - creating a centre where people feel connected, welcome and proud to belong.

### Pillar 1: Vibrant destinations

This pillar aims to boost visitation, support local business and the night-time economy and encourage longer stays by rejuvenating the main street and enhancing and activating public spaces.

### Pillar 2: Safe and cool connections

This pillar aims to make Kingswood safer, more comfortable and more accessible by foot, bike and public transport through improved lighting, increased tree canopy and stronger pedestrian and cycling connections between key destinations.

### Pillar 3: Unmistakably Kingswood

This pillar aims to foster local pride, belonging and connection to place by celebrating local stories, First Nations culture and diverse community histories through public art and creatively designed streetscapes.

### Pillar 4: Connected community

This pillar aims to strengthen local networks, business collaboration and community participation across Kingswood by promoting local events, community assets, programs and services.


Source: Penrith City Council
Kingswood-Werrington Place Plan 7

# Werrington vision and pillars on a page

## Vision

Werrington will be a safe, connected and welcoming urban village that supports everyday life. Centred around Werrington Station and Victoria Street and framed by the green corridors of Parkes Avenue Reserve and the Wianamatta-South Creek, it will be a place where local shops, cafes, services and community spaces come together to form a stronger village heart.

It will be a compact and walkable neighbourhood where people can walk comfortably to the station, shops, school and local parks. It will be a place to meet friends and family, access everyday services and enjoy simple, local moments close to home, both day and night.

Green open spaces and nature corridors will shape Werrington's identity, providing spaces to play, gather and unwind.

Parkes Avenue Reserve will evolve into a true rejuvenated community destination, with more things to do for young people, a connected path circuit and more reasons for families and neighbours to gather beyond match days. Shaded streets, safer crossings and well-connected paths will link homes, schools, shops and parks, making walking and cycling the easiest and most enjoyable way to move through the centre.

Victoria Street and Parkes Avenue will evolve as active, people-friendly streets, supported by improved public spaces, lighting and local activation. More things to do, safer and better-lit spaces and family-friendly activity will create a more vibrant and welcoming centre that supports local businesses, reflects community pride and gives people more reasons to stay, connect and belong.

### Pillar 1: Safe and confident

This pillar aims to improve both real and perceived safety across the station precinct, Victoria Street and key walking routes by embedding CPTED principles into everyday upgrades, improving lighting, landscaping, crossings and sightlines.

### Pillar 2: Comfortable connections

This pillar aims to make it easier and more enjoyable to move between the station, shops, schools and key open spaces by investigating improvements to signage, tree planting for heat mitigation and offering a better waiting experience at bus stops.

### Pillar 3: A welcoming village heart

This pillar aims to strengthen the everyday experience of Werrington train station's northern arrival area, Victoria Street shops and surrounding public spaces through coordinated activation, improved streetscape presentation and opportunities for outdoor dining, local art and community-led initiatives.

### Pillar 4: Connected community

This pillar focuses on supporting local community organisations and services by raising awareness of existing funding opportunities and programs.

## Why we need a Place Plan

Kingswood and Werrington are changing.

New communities are moving into the area, with housing growth bringing more families, students and workers. As growth accelerates across Penrith's East-West Corridor, both Kingswood and Werrington must work harder to support everyday life - from safe journeys to education and work and accessible footpaths to places to eat, meet and gather.

At the same time, community expectations are changing. Engagement highlighted a growing desire for higher-quality, well-maintained and more activated public spaces that support the growing local community and create more opportunities to spend time locally. People expect centres to feel safe, welcoming and vibrant and want to feel proud to spend time in their neighbourhood.

Like many local centres, the rise of online retail and increased choice elsewhere means Kingswood and Werrington must offer more than convenience. They must provide enjoyable experiences, connections and reasons for people to visit, stay and return.

Urban heat is also intensifying and putting pressure on the community's ability to comfortably enjoy outdoor spaces. Hotter summers and limited tree canopy make shade, cooling and climate-responsive design more urgent than ever.

Safety also remains a priority. Real and perceived safety issues continue to influence how people use public spaces, particularly around key transport hubs in both Kingswood and Werrington. Together, these pressures present both challenges and opportunities - to strengthen local businesses, improve amenity, and create centres that feel welcoming, active and resilient.

While the draft Structure Plan sets the long-term direction for growth across the East-West Corridor between Kingswood and Werrington, the draft Place Plan focuses on placemaking and what can change now to improve everyday life in Kingswood and Werrington centres.

The community know and love their places best and will be important partners to activate them. This includes organising, hosting, or attending activities, and contributing to other improvements that will see local streets, lanes and parks feel safer and more vibrant.

Council wants to support residents, businesses and community organisations in making Kingswood and Werrington even better places to live, work and visit.

*"Placemaking is a multi-faceted approach to the planning, design and management of public spaces. Placemaking's intention is to create public spaces that promote people's health, happiness, and well-being."*

Placemaking Global (2026)

## What it will help us deliver

The draft Kingswood-Werrington Place Plan provides a practical roadmap for the next 5 years. Actions in this Plan fall into six categories:

| Category | What is this? | What is the benefit? |
|---|---|---|
| **Installation** | Temporary or permanent improvements such as public art, seating, shade or planter boxes. | Makes places feel welcoming, vibrant and well cared for during the day and night. |
| **Event** | Larger shared initiatives such as markets, festivals or entertainment in public spaces. | Brings people together, celebrates local identity and attracts visitors. |
| **Activity** | Smaller gatherings, workshops or classes in streets, parks, community spaces or local businesses. | Builds community connection and supports local businesses. |
| **Enabling infrastructure** | Physical, social, digital, and regulatory tools that enable activation of open spaces (e.g. power, lighting, water access, or permits). | Makes it easier to deliver events and activities, support local enterprise and encourage community participation. |
| **Governance** | Partnerships, coordination structures and leadership mechanisms that guide decision-making, support collaboration and ensure long-term delivery (e.g. business networks, working groups, funding partnerships and shared management models). | Provides clear direction and shared accountability, strengthens local leadership and ensures activation and improvements are coordinated, sustainable and community-led over time. |
| **Advocacy** | Working with state agencies, institutions and partners to secure funding, policy changes or infrastructure improvements that are beyond Council's direct control (e.g. public transport services, station upgrades or major road improvements. | Helps deliver larger improvements that support safer, more connected and more vibrant centres by aligning partners, attracting investment and influencing decision-making. |

## What we have achieved since 2020?

Since the adoption of the Think Bold Kingswood Place Plan 2020, Council has delivered a range of projects that improved safety, activation and public amenity in Kingswood, alongside important upgrades in Werrington.

Progress was made against several actions proposed in the 2020 Plan, with the most successful initiatives focused on public domain improvements, lighting, greening and place activation.

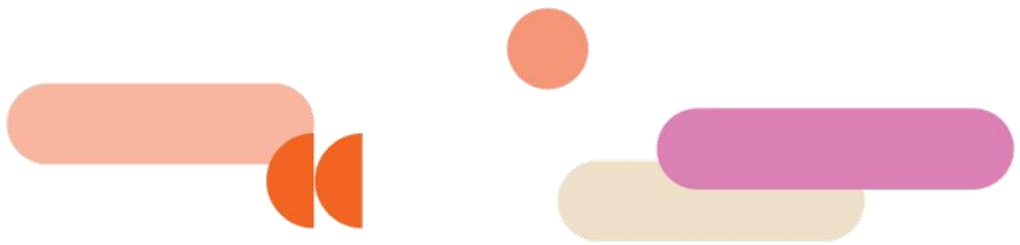
The 2020 Place Plan aspired to be a shared delivery framework, with community organisations and partner agencies leading various social and economic initiatives. While well intentioned, this delivery model proved challenging to operationalise. Several partner-led initiatives did not progress due to limited resourcing, governance complexity or competing priorities. These experiences have provided valuable lessons that have informed the approach for the draft Kingswood-Werrington Place Plan.

This draft Place Plan places greater emphasis on actions that Council can lead, investigate or coordinate directly, including public domain improvements, place activation and initiatives supporting local business vitality. This approach will enable Council to deliver improvements in the short to medium term while continuing to build partnerships and community capacity over time.

It also builds on what worked best. Many of the most successful initiatives - including planters, wayfinding, public art, community storytelling, community gardens and free night-time events - were delivered as temporary trials. The issues they responded to remain today, creating an opportunity to bring back these interventions or evolve them into higher-impact improvements that can support everyday use and community connection. These lessons have directly shaped the priorities and actions in the draft Kingswood-Werrington Place Plan.

This Place Plan also expands its focus to include Werrington, as a complementary neighbourhood centre, recognising the strong relationship between the 2 centres as part of Penrith's East-West Corridor. Aligned with the draft East-West Corridor: Kingswood-Werrington Structure Plan, this broader approach responds to community feedback to create connected and activated centres in areas experiencing growth. It aims to create a network of places that are distinct in character but work together to support community life.

The timeline below outlines key achievements and milestones across both centres over the past few years, including grant-funded projects, public domain improvements and new community facilities. These projects demonstrated what is possible and highlighted where more sustained investment and coordination is needed.



# What has changed?




## 2020-2022

**Places to Love Grant secured from Transport for NSW**

This grant funding delivered the 'Live, Work, Play Grid' project which aimed to improve the area's safety and walkability by upgrading places to foster community interaction and gathering along a 1.2km walking trail close to Kingswood train station.

The project included:

- 22m² of planting across 32 planter boxes
- 20 events and workshops
- 18 new seats and benches
- tree planters embellished by a local artist
- 3 new street trees
- wayfinding
- creative lighting
- garden planters painted by the community
- a handball court and a badminton net



## 2018

**Kingswood Place Plan 2018-2022**

A 4-year plan responding to the priorities identified by Kingswood's community as part of the "Capture Kingswood" project..

## 2019

**Bright Nights Kingswood**

Three nights of music, art and activities in Wainwright Park.

## 2020

**Heat Mitigation Education**

Council delivered various education resources including the "Greening Our City" resource pack, information about how to stay cool during heatwaves and continued to roll out the "Cooling the City" strategy including research and the Cooling the City Masterclass attended by 350+ built environment professionals.

## 2020

**Think Bold Kingswood Place Plan endorsed by Council**

A 10-year plan outlining key actions to improve Kingswood's urban landscape and strengthen community participation.




## 2021

**Solar energy education**

Council's Empowering Penrith video series and Home Solar and Energy Efficiency Workshops aimed to educate the community about saving energy and saving money attended by 200+ residents.

## 2021

**Chapman Park upgrades**

New shade structures designed by students from Kingswood Public School were installed in the playground as part of the 2021 Penrith Mayoral Challenge. New fitness equipment was installed through the NSW Government's Community Building Partnership program.





## 2021-2022

**Streets as Shared Spaces grant from Transport for NSW**

This grant funding delivered the Live, Work, Play Grid demonstration project – testing low-cost, high impact temporary interventions to turn Wainwright Park and Kingswood neighbourhood centre into improved places for people.

Works included:

- new seating
- picnic tables
- cool spaces
- a parklet
- public art
- wayfinding
- a community kitchen
- community workshops
- 32 new planter boxes, new greenery and trees
- a community garden
- footpath improvements on Bringelly Road
- movie night in Wainwright Park

## 2024

**Cool to School program**

Part of Council's wider program to plant 1,800 trees in parks and suburban streets to provide cooler paths to schools, several new trees were planted along Herbert Street in Shaw Park Cricket Ground.

## 2021

**Amenities block upgrade at Rance Oval**

Addition of unisex change rooms, showers, increased canteen and club storage and improved public toilets in Werrington.

## 2023

**Energy advice pop in sessions**

Council delivered energy advice pop in sessions and home energy assessments providing expert advice on home solar and battery and reducing energy use around the home.

## 2021

**Light My Way grant from Australian Government**

38 pedestrian light poles were installed across Bringelly Road, Wainwright Park and Red Cross Anniversary Park as well as CCTV cameras at the Bringelly Road shopping strip.

## 2023

**Your High Street program grant secured from Transport for NSW**

$925,000 grant from Transport for NSW delivered upgrades along Bringelly Road and the Great Western Highway including:

- footpath improvements
- new canopy trees
- public art
- lighting

# Place Plan actions for the next 5 years

## Kingswood

### Pillar 1: Vibrant destinations

- K1.1. Strengthen the identity of Bringelly Road between Rodgers Street and Derby Street as Kingswood's high street by investigating creative night time lighting and engaging with local business owners to improve the presentation of shopfronts, signage and interiors to help attract additional trade.
- K1.2. Investigate delivery of the Penrith Mayoral Challenge in Wainwright Park.
- K1.3. Supply temporary seating within the Orth Street Reserve (north) to provide opportunities for seating and to ascertain how people use the space to help inform potential future embellishment.
- K1.4. Engage with local business owners to encourage them to provide places to sit and dine in the forecourt of the Manning Street shops and improve the general presentation of shopfronts and signage to help attract additional trade.

### Pillar 2: Safe and cool

- K2.1. Review street lighting along Victoria Street, Cox Avenue and Park Avenue in Kingswood North and Orth Street, Rodgers Street, Wainwright Lane and Santley Crescent in Kingswood Local Centre for adherence to standards and advocate to Endeavour Energy for improvements as part of future projects.
- K2.2. Work in partnership with local businesses along the Great Western Highway to identify opportunities for a Spring Refresh program.
- K2.3. Pursue grant opportunities for the installation of new or upgraded bus shelters in the Kingswood town centre.
- K2.4. Facilitate discussions with The Quarter Penrith and other key stakeholders regarding opportunities to better promote and expand the existing shuttle bus service to better connect TAFE NSW, WSU Penrith (Kingswood campus) and Kingswood train station.
- K2.5. Advocate to TfNSW and local bus services to explore the opportunity for greater accessibility at Kingswood Station; specifically for buses to stop on the south side of the station.

### Pillar 3: Unmistakably Kingswood

- K3.1. Develop a unique Kingswood identity palette of colours and motifs to apply to street furniture, hoardings and surfaces as part of updating the Kingswood public domain manual.
- K3.2. Investigate establishing a streetscape improvement grant program to assist business owners to install artworks or undertake facade upgrades.
- K3.3. Undertake a public art and wayfinding signage audit and opportunities plan for Kingswood town centre.

### Pillar 4: Connected community

- K4.1. Develop a 'Discover Kingswood' campaign showcasing what is special about Kingswood including its local businesses and things to do.
- K4.2. Continue Village Cafe to connect residents to local services, combat social isolation and support wellbeing.
- K4.3. Investigate the provision of a community notice board (either digital or changeable poster display) outside the Kingswood Neighbourhood Centre.
- K4.4. Encourage local business representative organisations to broaden their membership base and strengthen engagement with Kingswood businesses.
- K4.5. Support the trial of a Kingswood local business group or network, with quarterly coffee catch-ups to share local insights, resources, opportunities and skills.
- K4.6. Encourage place-based community services to sign up to Penrith Sector Connect to receive up to date information on local networking and events.
- K4.7. Encourage community-led programs to apply for grants from the Community Funding Program.
- K4.8. Continue advocacy on matters of importance to residents and stakeholders including housing diversity, public transport, accessibility and safety

## Werrington

### Pillar 1: Safe and confident

- W1.1. Review street lighting along Parkes Avenue, Albert Street, Gibson Avenue, Railway Street, Rance Road and Walker Street for adherence to standards and advocate to Endeavour Energy for improvements as part of future projects.
- W1.2. Continue to monitor and maintain shrubs in Rance Oval to improve sightlines and passive surveillance.
- W1.3. Investigate the removal of fencing between the eastern edge of Council's car park and Kazanis Court to address entrapment issues and improve safety.
- W1.4. Explore the removal of the shipping container west of Rance Oval to remove entrapment areas and improve the visibility and sense of safety of open space areas.

### Pillar 2: Comfortable connections

- W2.1. Improve wayfinding signage between Victoria Street and Gibson Avenue shops to connect the two retail clusters.
- W2.2. Pursue grant opportunities for the installation of new or upgraded bus shelters in Werrington.
- W2.3. Identify locations for additional tree planting in Werrington (for example, the eastern side of Rance Oval) to mitigate urban heat.

### Pillar 3: A welcoming village heart

- W3.1. Investigate trial parklets outside Victoria Street shops to support local businesses and create a more vibrant street environment, incorporating opportunities for public seating and outdoor dining.
- W3.2. Work with the Werrington Shopping Centre landowner to deliver a welcome sign/mural on the rear side of the shops to improve the centre's presentation and create a more welcoming arrival from the train station.
- W3.3. Supply additional seats at the Kazanis Court bus stop to provide greater opportunities for seating and dwell time.

### Pillar 4: Connected community

- W4.1. Encourage place-based community services to sign up to Penrith Sector Connect to receive up to date information on local networking and events.
- W4.2. Encourage community-led programs to apply for grants from the Community Funding Program.






# About the project

# About the project

## Study area

### A corridor at the centre of change

Kingswood and Werrington sit at the heart of Penrith City.

Located along and inclusive of Penrith City Centre and St Marys Town Centre, the East–West Corridor connects some of Western Sydney's most important destinations along the T1 Western rail line and the Great Western Highway. It is a corridor of movement, education, health, employment and residential growth.

Over the next 2 decades, Western Sydney will experience significant growth driven by the opening of Western Sydney International Airport, the Aerotropolis and major investment in transport and infrastructure. Positioned at the heart of this transformation, Kingswood and Werrington are well placed to harness these opportunities. Both centres are set to attract new energy, people and investment and evolve into more vibrant, connected places.

In addition to residential development, the 2 centres have a number of major regional and local destinations:

- Nepean Hospital and surrounding private hospitals
- Western Sydney University Penrith (Kingswood campus)
- TAFE NSW
- a growing cluster of other health and education-related services
- local businesses, retail and community services

**Figure 2. Kingswood and Werrington in the context of Penrith's Economic Triangle, Sydney and Parramatta CBDs and Western Sydney Aerotropolis**



## The broader study area

The broader study area includes Kingswood, Werrington, Caddens and parts of Cambridge Park, Claremont Meadows and Werrington County (see Figure 3).

It includes:

- established residential neighbourhoods
- local shopping strips
- industrial lands
- education and health campuses
- district and local community facilities
- major open spaces such as Werrington Creek Park, The Kingsway Playing Fields, Gipps Street Recreation Precinct, Chapman Gardens, Peppermint Reserve, Parkes Avenue Sporting Complex and Rance Oval, and various local parks
- important creek corridors and green links.

## Focus of this draft Place Plan

While the draft Structure Plan plans for the entire corridor from Kingswood to Werrington, the draft Place Plan concentrates on the 2 key centres within the corridor:

- Kingswood centre and surrounds (generally within 800 metres of Kingswood station)
- Werrington centre and surrounds (generally within 400 metres of Werrington station)

These walkable catchments represent the areas where short-term improvements can have the greatest impact on safety, comfort, economic vitality and community connection due to the concentration of key destinations, economic activity and footfall.

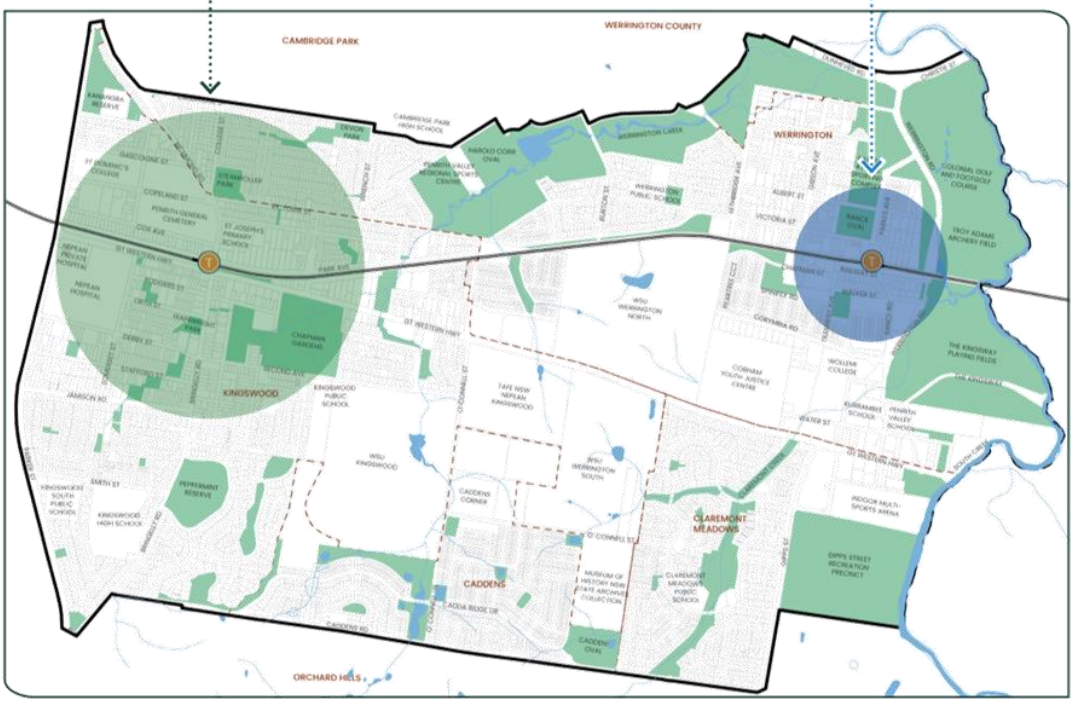
Figure 3. Kingswood and Werrington Place Plan focus areas

**Kingswood Place Plan focus area**

The following map shows an 800m area around Kingswood train station. This extent will indicatively be the focus of Council's Place Plan for the Kingswood precinct.

**Werrington Place Plan focus area**

The following map shows a 400m area around Werrington train station. This extent will indicatively be the focus of Council's Place Plan for the Werrington precinct.



NSW Government

## Strategic alignment

The draft Kingswood-Werrington Place Plan is guided by strategic documents at state, regional and local levels alongside a suite of place specific strategic planning documents.

Table 1. Strategic documents the Place Plan aligns to

| What is this document? | What does it mean for Kingswood and Werrington? | What does it mean for this Place Plan? |
|---|---|---|
| Public Spaces Charter (2021), Department of Planning, Housing and Infrastructure | Identifies 10 principles for quality public space to support the planning, design, management and activation of public spaces in NSW. | Provides best practice principles to guide actions relating to quality of streets, public spaces and parks. |
| Guide to Preparing an Activation Framework (2022), Department of Planning, Housing and Infrastructure | Recognises public spaces as social spaces and provides guidance for preparing activation frameworks to support their use. | Informs recommended actions and implementation steps for activating public spaces through programming, events and capital works. |
| Better Placed (2017), Government Architect NSW | Defines the NSW Government's expectations for good design, outlining collective aspirations for places where people live, work and play. | Provides foundational design principles that underpin the analysis and recommendations for Kingswood and Werrington. |
| Design Guide for Health (2023), Government Architect NSW | Outlines design principles for health facilities that support dignity, wellbeing, sustainability and flexible models of care. Emphasises neighbourhood integration and safe connections to public and active transport. | Reinforces the priority to strengthen connections between the Nepean Hospital precinct and surrounding areas. |
| Connecting with Country Framework (2023), Government Architect NSW | Provides practical guidance for place-led design approaches that support and celebrate Aboriginal culture in the built environment. | Guides culturally responsive design and promotes meaningful engagement to create welcoming, inclusive and locally grounded places. |
| The Sydney Plan 2026 (Draft) | Guides how growth will be managed in the Sydney region over the next 20 years. | Emphasises the need to accommodate a growing population, while ensuring that communities have access to housing, infrastructure, jobs, sustainability and vibrant places to live and work now and into the future. |

NSW Government

Penrith City Council

| What is this document? | What does it mean for Kingswood and Werrington? | What does it mean for this Place Plan? |
|---|---|---|
| **Western City District Plan – connecting communities (2018), Greater Sydney Commission** | Sets a long-term vision and strategic framework for growth and connectivity across the Western City District over the next 20 years. | Identifies Kingswood and Werrington within the Greater Penrith Collaboration Area, recognising ongoing housing and employment growth. Reinforces the importance of connected, community-focused places which will be critical for the Place Plan. |
| **Penrith 2041+ Community Strategic Plan (2025)** | Council's highest-level plan that outlines five strategic directions to achieve the community vision:<br>• Nurture our environment<br>• Support our wellbeing<br>• Shape our growing city<br>• Provide for our lifestyle<br>• Work together. | Provides the overarching strategic directions that guide the Place Plan's focus on environmental sustainability, community wellbeing and the delivery of safe, accessible and high-quality public space. |
| **Advocacy Strategy 2025** | The Strategy guides and prioritises advocacy efforts, to harness the support and resources required to manage growth well and realise Penrith's full potential. | Supports advocacy for investment in road and community infrastructure, improved road safety, targeted traffic calming near the Great Western Highway, and expanded cycling infrastructure. |
| **We Create Penrith: Cultural Strategy and Action Plan 2024-2028** | Outlines a vision to "share the diverse stories of Penrith and our people through arts, culture and creativity, forging connections, inspiring reflection and building our future together".<br>The Strategy promotes celebrating Penrith's multiple histories, providing welcoming and accessible creative and cultural experiences, creating pathways for local artists and creating interesting places. | Opportunities for the Place Plan to highlight and celebrate Kingswood's and Werrington's multicultural communities including recognition of First Nations culture and heritage, to promote intercultural connection, and to deliver cultural infrastructure, festivals, events and public art. Ensure that all public art projects align to Council's Public Art Policy. |
| **Penrith Economic Development Strategy 2023-2031** | Focuses on fostering a supportive business environment, diversifying the economy, attracting investment and talent, and strengthening infrastructure and services. | Identifies the key role of Kingswood and Werrington and Penrith's health and education precinct, The Quarter, within the East-West Corridor, reinforcing the need to support economic growth and connectivity. |

Penrith City Council

| What is this document? | What does it mean for Kingswood and Werrington? | What does it mean for this Place Plan? |
|---|---|---|
| Penrith Visitor Economy Strategy 2023-2030 | Aims to strengthen Penrith's reputation as an adventure and recreation destination and increase visitation and spending. | Supports initiatives that enhance events and festivals, encourage family friendly experiences, celebrate culture and heritage, promote destination identity and strengthen industry partnerships. |
| Penrith Green Grid Strategy 2021 | Promotes cool and green neighbourhoods and encourages active transport by connecting schools, public transport nodes and town centres with green infrastructure such as green spaces, parks, waterways and bushland. | Areas within the East-West Corridor from Kingswood to Werrington are identified as local and priority green grid projects with increased greening opportunities to reduce urban heat and strengthen environmental resilience. |
| Disability Inclusion Action Plan 2022-2026 | Commits Council to improving access and inclusion for residents. | Under the 'Liveable communities' direction, strategies include improving accessible transport and pedestrian movement, improving accessibility in town centres, increasing access and participation in recreational and sporting opportunities, delivering accessible community events, programs and services, and supporting participation in the creative arts. |
| Penrith Community Safety Plan 2023-2027 | Guides Council's approach to creating safe, welcoming places in collaboration with community partners. | Reinforces actions relating to lighting, public realm improvements, CPTED principles and community activation. |
| Penrith Youth Action Plan 2020-2025 | Sets direction of Council's youth initiatives, services and programs. | Encourages opportunities for young people to connect through recreation, arts, culture, events and environmental initiatives. |
| Penrith Multicultural Action Plan 2024-2027 | Outlines Council's commitment to building a welcoming, inclusive and cohesive community where cultural diversity is valued and people of all cultures and faiths can belong and thrive. | Supports initiatives that encourage bonding, bridging and linking social capital, create opportunities for intercultural exchange and enhance social cohesion. |

| What is this document? | What does it mean for Kingswood and Werrington? | What does it mean for this Place Plan? |
|---|---|---|
| Penrith Sport and Recreation Strategy (2020) | Provides a framework for planning and delivering sport, recreation and play across Penrith, with a focus on equitable access to open space, multi-functional parks, informal recreation and play, and strong connections between sport, active transport, green infrastructure and community facilities. | Guides a place-based approach to open space in Kingswood and Werrington by prioritising upgrades to existing parks, improved walking and cycling connections, accessible play and informal recreation opportunities within centres - supporting everyday physical activity, inclusion and community wellbeing. |



## Engagement process

Community and stakeholder engagement is a critical part of developing place-based plans to ensure that future investment responds to lived experience, builds on local strengths and addresses real challenges.

Over October and November 2025, Council engaged with the residents of Kingswood, Werrington and the suburbs between the 2 centres along the East-West Corridor to seek early inputs into developing the draft East-West Corridor: Kingswood-Werrington Structure Plan. This engagement sought to understand in broad terms what the community values, what needs improvement and what people want for the future of the corridor.

Between December 2025 and March 2026, Council undertook a targeted engagement program to understand how people experience the centres of Kingswood and Werrington and what would make the biggest difference to their everyday experience over the next 5 years.

This targeted engagement program involved hearing directly from residents, young people, businesses, service providers and key institutions. Through walkshops, pop-ups, interviews and surveys, Council gathered insights about safety, activation, connectivity and place experience. These insights directly informed the actions outlined in this draft Place Plan.

| Communication activities |
|---|
| Council e-newsletter & Your Say page |
| Facebook posts |
| Instagram posts |
| Stakeholder emails |
| Newsletter |

| Engagement activities |
|---|
| 10 online staff workshop participants |
| 5 online stakeholder interviews |
| 13 business intercept surveys across Kingswood and Werrington |
| 45 community pop-up participants across Kingswood and Werrington |
| 100 Kingswood High School pop-up participants |
| 22 community walkshop participants across Kingswood and Werrington |
| 1 online survey completed by service provider |



Source: Penrith City Council

## The case for change

Kingswood and Werrington are changing - but each in different ways. The centres have distinct characters, strengths and challenges and are at different phases of growth.

In Kingswood, major regional drivers - including the expansion of The Quarter health and education precinct, ongoing investment in Nepean Hospital, growth at Western Sydney University and the opening of the Western Sydney International Airport - will bring more students, workers, residents and visitors into the area over the coming decades. The Quarter health and education precinct will continue to grow as a major employment and economic driver. Yet there is opportunity to better connect major institutions to each other and the local centre, capture more local economic activity and reinforce a stronger sense of local identity and pride.

Werrington is a strong residential community with established neighbourhoods and valued open spaces. As new development emerges, particularly in the north, there will be an opportunity to enhance amenity, support small businesses and improve safety and comfort around the station and centre. New housing is attracting more families, and investment and activity are gradually shifting perceptions of the suburb. There is an opportunity to strengthen Werrington's identity as a welcoming, family-friendly neighbourhood.

Across the East-West Corridor, population growth and new housing is reshaping both centres. This growth presents opportunity, but also pressure. Public spaces must work harder. Urban heat is intensifying. Safety and perception continue to influence how people move, gather and spend time locally.

### Investment in what matters now

This Place Plan focuses on practical actions based on community feedback around the need for:

- better experiences for pedestrians
- safer streets and better lighting
- cooler, greener public spaces
- stronger connections between key destinations
- more activity and reasons to stay
- support for local businesses and community-led activation.

Council has undertaken significant work in recent years. Building on this momentum, the Place Plan ensures growth strengthens Kingswood and Werrington - not just over time, but in the everyday experiences of the people who live, work and visit here.



# How can we make it happen?

The draft Kingswood-Werrington Place Plan is a practical, action-focused plan for the next 5 years. Delivering its vision will require shared effort between Council, community, businesses, institutions and government partners.

## Who is bringing the ideas to life?

### Residents

Residents shape the identity of Kingswood and Werrington. By participating in local activities, sharing ideas, supporting local businesses and contributing feedback, the community can play a vital role in activating and caring for local places.

### Local businesses

Local businesses are central to vibrancy and economic resilience. Traders can support activation through extended trading, hosting activities, partnering in events and contributing ideas that make the centres more welcoming and livelier.

### Major institutions

Nepean Hospital, Western Sydney University and TAFE NSW are major employers and attractors. Working together to improve connections, wayfinding and amenity between these institutions and the centres will strengthen local economic activity and place experience.

### Community groups and organisations

Local organisations, sporting groups and not-for-profits bring energy, networks and programming that can activate parks and public spaces. Partnerships will be key to sustaining activity over time.

### Landowners and developers

As new development occurs, collaboration will ensure projects integrate with surrounding streets and public spaces, improving safety, accessibility and design quality.

### Council

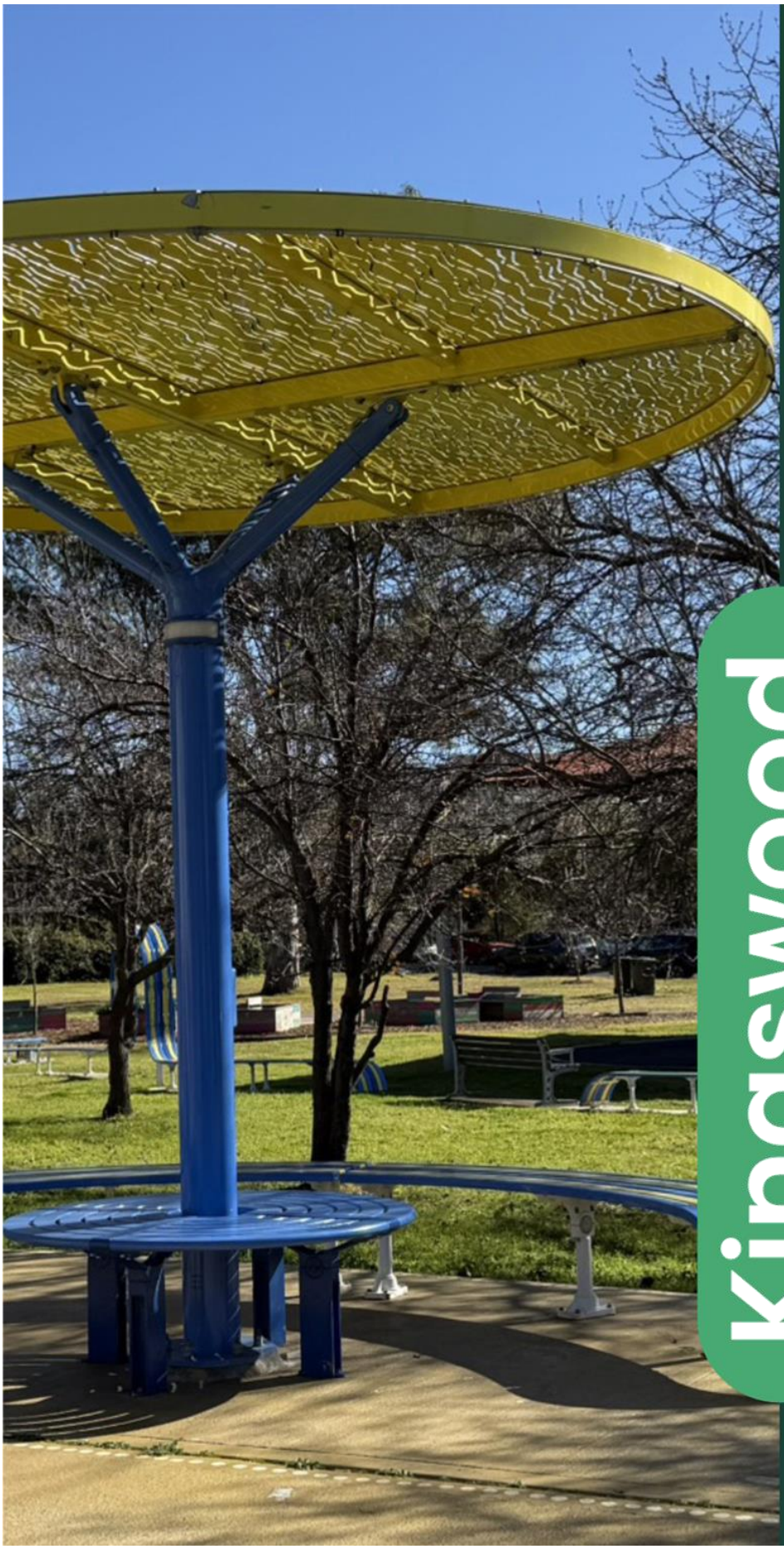
Council plays a central leadership role - coordinating delivery, securing funding, allocating resources, integrating safety recommendations and monitoring progress. Council will also work across departments to align infrastructure, activation and maintenance.

### NSW Government

State Government agencies play an important role in coordinating grant funding programs that can enable local improvements.

| Timeframes for actions | | |
|---|---|---|
| **Short term** | Projects that can improve safety, amenity and activation in the near term. | 1-2 years |
| **Medium term** | Projects requiring planning, partnership, funding or design development before delivery. | 3-5 years |


Source: Penrith City Council



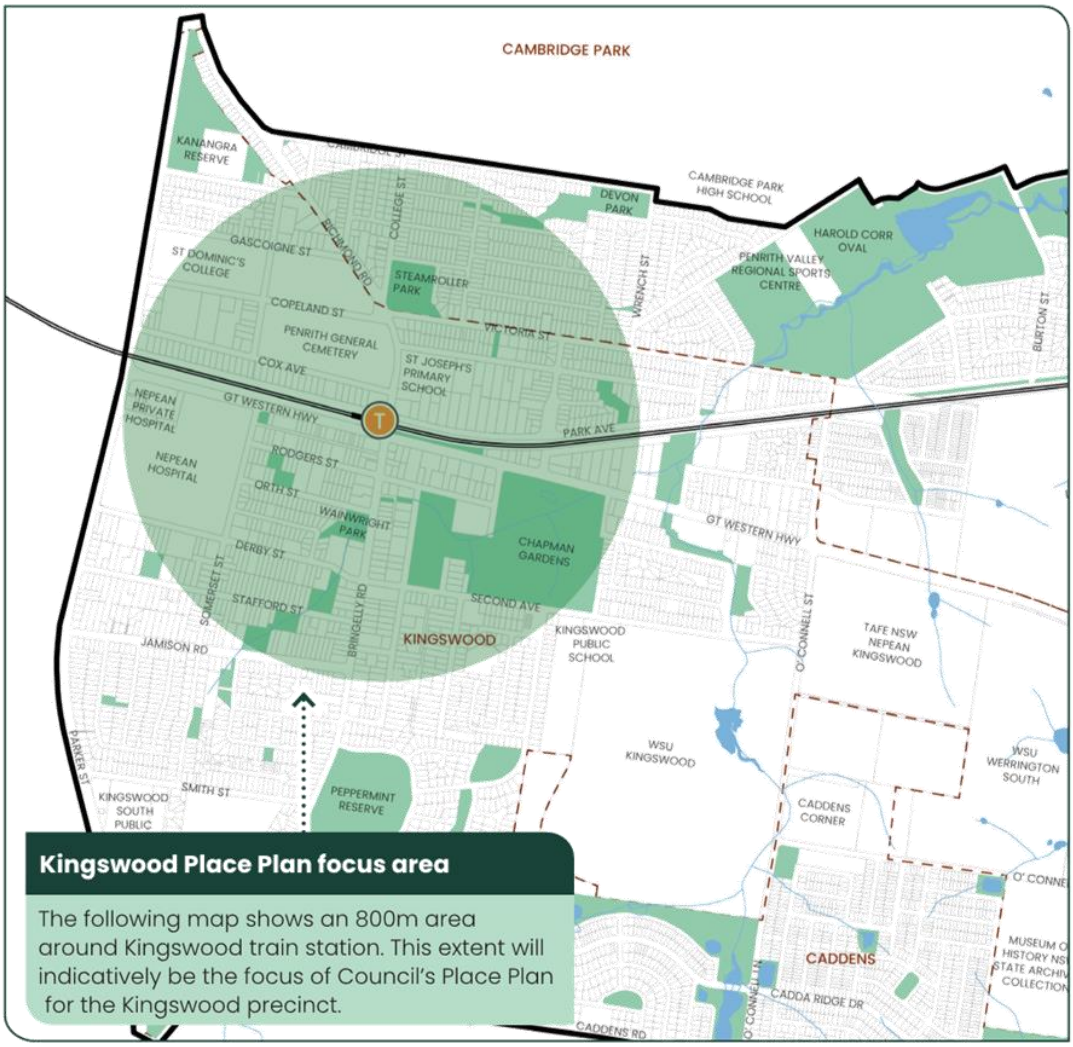
# Kingswood Place Plan

## Kingswood focus area

Kingswood sits approximately 3.5 kilometres east of the Penrith City Centre in Western Sydney. Located along the Great Western Highway and the T1 Western rail line, the suburb is well connected to Penrith's commercial centre while maintaining a strong residential and institutional identity.

By 2036, more than half of Sydneysiders will call Western Sydney home. As Sydney's population and employment base shifts westward, accelerated by the Western Sydney International Airport and major health and transport upgrades, investment in housing, jobs, infrastructure and community spaces continues to follow. Kingswood plays a key role in this transformation as part of a growing health and education precinct anchored by Nepean Hospital, Western Sydney University and TAFE. Strong rail access, proximity to the M4 Motorway and Great Western Highway, and planned upgrades to public spaces and housing position Kingswood strongly for future growth.

The map below identifies the indicative 800-metre catchment around Kingswood station, which forms the focus area for this Place Plan.




**Kingswood Place Plan focus area**

The following map shows an 800m area around Kingswood train station. This extent will indicatively be the focus of Council's Place Plan for the Kingswood precinct.

## Our people and community

Kingswood is home to a diverse community, with a notable proportion of professionals working in healthcare and social assistance and higher rates of single parent families and lone person households.

### Our community

**9,864**
total residents in the Kingswood focus area

**22%**
people aged under 18 (compared to 25% across the LGA)

**13%**
people aged 65 and over (comparable to 13% across the LGA)

**7%**
people need assistance due to a disability (compared to 6% across the LGA)

### Our cultural heritage

**6%**
Aboriginal and/or Torres Strait Islander People (compared to 5% across the LGA)

**27%**
of residents were born overseas (compared to 23% across the LGA)

**25%**
speak a language other than English at home (compared to 20% across the LGA)

The most common languages used at home other than English include Punjabi (2.6%), Nepali (1.6%)

### How we live

**36%**
households rent privately (compared to 28% across the LGA)

**10%**
households renting social housing (compared to 4% across the LGA)

**14%**
of households don't own a car (compared with 6% across the LGA)

**6%**
of people travel to work by public transport (compared with 3% across the LGA)

Note: Statistics relate to focus study area only, not Kingswood suburb

# Our places and spaces

A network of cultural, social and recreational spaces is located across the Kingswood Place Plan focus area. These facilities and assets shape how people spend time locally, access support, and connect with their neighbourhood and each other.

## Social and cultural places

Within the Kingswood Place Plan focus area there are several community and recreational facilities that provide spaces for learning, gathering and celebration.

### Neighbourhood Centre

Penrith City Council operates the Kingswood Neighbourhood Centre at 19 Bringelly Road as a key community facility in Kingswood. The centre includes a hall, meeting room and accessible facilities that accommodate a wide range of community activities. It provides flexible spaces for local groups, meetings, events and programs strengthening social connection and neighbourhood participation.

### Places of worship

Kingswood hosts several places of worship that support spiritual and community connection. Kingswood Anglican Church, St Joseph's Catholic Parish, and Grace Bible Church provide religious services, community programs, and social support activities. Penrith Masjid serves the Muslim community in the area, offering prayer facilities, educational programs, and community engagement initiatives.

### Kingswood Girl Guide Hall

The Hall provides flexible space for Girl Guide meetings, training activities, workshops and events that support leadership, teamwork and community engagement for young people.

## Education, health and services

Kingswood is anchored by the Nepean Health and Education Precinct (The Quarter), which includes major health and education institutions that shape daily life and regional activity. Many of these are located within the focus area of this plan.

### Health facilities

The Kingswood focus area hosts key health facilities that serve the local and regional community. Nepean Hospital provides public acute, emergency and specialist medical services, while Nepean Private Hospital delivers elective surgery, rehabilitation and specialist care. Council recognises the importance of these facilities for community health, employment and integration within the Nepean health and education precinct and continues to plan for accessible transport, infrastructure and public space to support them.

### Tertiary education

The focus area includes the University of Sydney's Nepean Clinical School which provides learning opportunities for attending medical students and research opportunities. Immediately outside of the focus area are other significant tertiary education facilities. Western Sydney University (WSU) Penrith (Kingswood campus) provides higher education, research and community engagement programs, while TAFE NSW - Nepean Kingswood, offers vocational education and training to support local workforce development. The TAFE NSW - Nepean Kingswood campus also includes the Institute of Applied Technology for Construction which provides specialist training in civil construction, carpentry, electrical, plumbing and digital construction technologies.

### High schools

St Dominic's College provides Catholic secondary education and community engagement opportunities within the Kingswood focus area. Just outside of the area is Kingswood High School which delivers a comprehensive curriculum and extracurricular activities.

### Primary schools

The Kingswood focus area provides a range of primary education facilities for local families. Kingswood Public School and St Joseph's Primary School offer early learning, primary education and community programs for children.

## Recreation and open space

### Chapman Gardens

Chapman Gardens is a large district open space within the Kingswood focus area that includes multi use sports fields, outdoor fitness equipment, a playground area and pathways for walking, jogging and casual recreation. Three sports precincts within this open space include Doug Rennie Fields which host organised sport for schools, rugby league and community, Chapman Gardens Oval which facilitates cricket 12 months of the year and rugby league training and Chapman Gardens Baseball Complex which hosts baseball activity 12 months of the year during daylight hours. Besides sporting function, Chapman Gardens also has a significant stormwater/ detention basin that dominates the passive open space.

### Wainwright Park

Wainwright Park is a local park and playspace in the heart of Kingswood local centre. The park supports informal play and social interaction through play structures, swings, seating and shaded areas. It also connects directly to Kingswood Neighbourhood Centre. In the past, Wainwright Park has hosted community events under Council's Live, Work, Play Grid initiative, including family-friendly activations such as a mobile play van and guided walk, as well as a lantern workshop and parade culminating in a community picnic.

### Steamroller Park

Steamroller Park on the north side of the railway line offers a local playspace that includes climbing structures, swings, seating and shaded picnic areas.



# Our local industry and businesses

## Economic precincts

Kingswood contains established health, education and employment precincts that are key drivers of new job creation and broader economic growth. Anchor institutions in health and education sustain local employment, attract investment and support local business activity. Kingswood also sits within identified growth corridors and employment focus areas, with direct road and rail connections that strengthen its access to the wider Western Sydney labour market and reinforce its role as an accessible and evolving employment centre.

There are 3 broad economic precincts located within the Kingswood Place Plan focus area with industrial areas to the north of the train line, Nepean Hospital and surrounding private hospitals to the south of the train line, and clusters of local shops distributed across the focus area.

### Nepean Hospital

Nepean Hospital is a major economic anchor for Kingswood and the broader Penrith region. It drives employment and supports wider economic activity through health services, research and associated services – including Nepean Private Hospital, Somerset Private Hospital and Matilda Nepean. The Penrith Economic Development Strategy 2023–31 identifies Health and Social Care, Education and Research as one of 6 key industry clusters to drive future investment, job creation and business development across the LGA, reflecting the strategic importance of healthcare-related employment to the local economy.

*"The potential of the area is that we started the hub there, so go back to the vision with Kingswood as a health hub. This is a place where it feels safe for healthcare workers. Think of something that will help to grow the whole community."*

Kingswood walkshop participant

### Industrial lands

North of the rail line, the north-west quarter of the Place Plan focus area is predominantly an industrial precinct. This area consists mostly of stand-alone warehouses, workshops and small industrial complexes. These sites typically have wide front setbacks that provide on-site parking for trucks and private vehicles. The precinct is mainly used for automotive repair and maintenance services, along with light manufacturing activities such as sheet-metal work, crane and rigging services, and warehouse logistics.

There is also a mix of other uses in the area, including retail and wholesale trade, urban services, arts and recreation facilities, and activities related to public administration and safety. The area has limited amenity and connectivity creating a poor place experience. Industrial frontages, driveways and high walls reduce legibility, walkability and sight lines impacting perceptions of safety and a sense of place.

### Local shops

There are 4 shopping clusters across the Kingswood focus area (excluding Western Sydney University (WSU) Penrith (Kingswood campus), TAFE and hospital campuses). These shops are commonly smaller family-owned businesses serving local community needs and workers from the nearby Hospital precinct. They include:

**Great Western Highway shops:** This is the largest activity hub in the focus area, located opposite Kingswood train station.

**Bringelly Road shops:** A mix of retail and hospitality businesses and a local post office.

**Second Avenue shops:** A small strip of convenience shopping with a mix of restaurant offers including Indian, Chinese and Vietnamese cuisine.

**Derby Street shops:** Ground-floor retail within a mixed-use development, with residential units above.

## The night-time economy

Around 30% of local businesses in Kingswood trade after 6pm. Most night-time activity is concentrated in food and beverage, convenience retail, beauty services and trade/industry premises. Some petrol stations and fast-food restaurants operate 24/7.

Community and stakeholder feedback highlighted the need to improve safety, amenity and after-dark comfort in Kingswood, including more reasons to stay in the centre at night.

Building on existing after-dark activity, the draft Place Plan identifies opportunities to strengthen the night-time look and feel of late-trading areas through improved lighting, safer and more comfortable dining environments and upgraded public amenity.

*"I'd like to see more lights and more activities for the community at night. Make Kingswood more lively, both day and night."*

Kingswood walkshop participant




Source: Penrith City Council

## What we heard through engagement

### Key challenges and opportunities

To ensure the draft Place Plan is grounded in community needs, Council engaged with a broad cross section of the Kingswood community including local residents, workers, students, businesses, institutional partners and service providers. This engagement focused on understanding current experiences of the centre and aspirations for its future.

Across Kingswood, more than **140 people** shared their insights through a mix of targeted activities, including a community walkshop, interviews and pop-ups at Council's Village Cafe and a local high school.

The below table provides an overview of the key challenges and opportunities heard across all engagement in Kingswood.

**Table 2. Key challenges and opportunities from the engagement undertaken in Kingswood**

| Challenges | Opportunities |
|---|---|
| **Safety** | |
| • Safety was consistently identified as a key challenge for Kingswood. Concerns included:<br>- anti-social behaviour (particularly around social housing blocks)<br>- alcohol and drug use and unpredictable people<br>- lack of lighting<br>- lack of clear sight lines<br>- theft (car, home break-ins and shop lifting). | • Improve lighting (e.g. more street lamps, fairy lights in trees, creative lighting) to brighten dark spaces.<br>• Maintenance and landscaping such as trimming trees and bushes to ensure clear sightlines.<br>• More CCTV surveillance in areas with limited passive surveillance.<br>• More active policing to discourage drug use and anti-social behaviour. |
| **Public transport connectivity and navigation** | |
| While many people expressed appreciation for Kingswood's access to public transport, several challenges were identified including:<br>- reliability and frequency of buses<br>- lack of shaded bus shelters along key routes.<br>- limited connections between Western Sydney University (WSU) Penrith (Kingswood campus), TAFE NSW and broader area.<br>- confusing sense of arrival at Kingswood train station and Kingswood Commuter Car Park (north of the train station)<br>- women often disproportionately disadvantaged due to lack of public transport, impacting their sense of independence. | • Partnerships with Western Sydney University (WSU) Penrith (Kingswood campus) and TAFE to deliver shared bus services.<br>• Wayfinding signage across public transport precincts to reduce confusion.<br>• Advocate to the NSW Government for more rapid bus services and climate resilient bus shelters. |

| Challenges | Opportunities |
|---|---|
| **Activities and events** | |
| • Participants identified limited reasons to stay in Kingswood's public spaces due to lack of activities, events and feeling concerned about safety.<br>• Community walkshop participants noted often being unaware of activities on offer at the Kingswood Neighbourhood Centre with newer residents noting no knowledge of its existence.<br>• Council staff workshop participants identified the lack of night-time activation across the precinct and in open spaces. | • Upgrade playspaces in Wainwright Park.<br>• Convert Rodgers Street Car Park into a green and activated public plaza.<br>• Leverage open and public spaces to hold community events and activations (e.g. exercise classes, markets etc.).<br>• Better promotion of community events to improve awareness.<br>• A high visibility noticeboard at Kingswood Neighbourhood Centre.<br>• Outdoor dining to encourage people to spend time in Kingswood.<br>• Opportunity to bring the local business community together. |
| **Active transport links** | |
| • Participants identified limited active transport links around Kingswood, particularly between educational institutions, shopping clusters and open spaces. | • Improve active transport connections by upgrading or extending cycleway networks and walkways.<br>• Improve quality of footpaths and kerb ramps to ensure they meet accessibility standards. |
| **Maintenance and amenities** | |
| • Participants indicated lack of cleanliness and poorly maintained landscaping and streets as factors impacting their sense of welcome and safety.<br>• Participants also identified the lack of seating limiting the community's ability to stay and spend time in Kingswood's public spaces. | • Regular maintenance of overgrown grass.<br>• Street beautification and public art (e.g. First Nations art, floor murals, creative hoarding).<br>• More shaded seating and shelters in areas where people eat outdoors (e.g. Red Cross Anniversary Park, Bringelly Road shops). |
| **Late-night activation** | |
| • Walkshop and Council workshop participants noted the lack of night-time amenities to support workers in Kingswood despite the health precinct having a 24-hour workforce. | • Encourage more night-time activation / late night trading at Bringelly Road and Great Western Highway shops.<br>• Marketing and promotion to support local businesses. |



## Ideas for action

The success of the draft Kingswood Place Plan is grounded in the voices of the community. People value Kingswood's strong community bonds, its open spaces and its role as a health and education hub. At the same time, they want the centre to feel safer, more welcoming and more vibrant, particularly after dark.

> *"Having events at Wainwright Park would make use of the open space and bring people together from the surrounding units."*
>
> Kingswood walkshop participant



## Insights from the Safety Audit

As part of the place planning process, Council commissioned a Safety Audit of each centre. The Kingswood-Werrington Safety Audit is a key technical input into the draft Kingswood-Werrington Place Plan. It has been undertaken in accordance with Crime Prevention Through Environmental Design (CPTED) principles, drawing on the NSW Police Safer by Design Guidelines and the Penrith Community Safety Plan.

The audit applies 4 core CPTED principles:

1. Natural surveillance
2. Access control
3. Territorial reinforcement
4. Maintenance and management

The key challenges and opportunities identified through this audit, alongside community feedback, have directly informed the actions in this Place Plan.

### Summary of issues

**Lighting**

Below standard or broken lighting along Cox Avenue, Park Avenue, Somerset Street, Wainwright Lane and side streets, with limited illumination at Chapman Gardens, Lot 182 and Steamroller Park.

**Sightlines and visibility**

Boundaries obscured by fencing, walls, parked vehicles and vegetation along Cox Avenue, the Great Western Highway, Bringelly Road and Wainwright Lane; the Walter Street vacant lot creates concealment and entrapment risk.

**Access and connectivity**

Missing footpaths, dead ends and large gaps between formal pedestrian crossings on Victoria Street, Park Avenue, Somerset Street and the Great Western Highway, with informal desire lines indicating unmet movement needs.

**Activation and use**

Long inactive frontages and service uses along the Great Western Highway, Wainwright Lane and Walter Street reduce daily activity and surveillance.

**Vegetation and landscaping**

Overgrown shrubs and low branches obscure sightlines and luminaires across multiple parks and streetscapes.

**Maintenance and asset condition**

Visible neglect, graffiti and rough sleeping observed along Park Avenue, Wainwright Lane and the Great Western Highway.

### Summary of opportunities

**Lighting upgrades**

Upgrade public and park lighting to Council standards across the town centre, laneways and open spaces.

**Pedestrian connections and wayfinding**

Improve footpath networks and wayfinding along observed desire lines. Work with TfNSW to strengthen pedestrian priority along the Great Western Highway, including potential Arterial High Street classification.

**Pedestrian safety improvements**

Improve safety of pedestrian crossings at priority locations, including the Copeland Street and Richmond Road roundabout, Victoria Street, Somerset Street near the hospital, and along the Great Western Highway.

**Gateway identify and arrival**

Explore gateway landmarks and a raised laneway threshold at Bringelly Road and Bringelly Lane.

**Shopfront upgrades**

Encourage businesses to activate shopfronts through façade improvements, lighting, window displays and other measures that create a more welcoming and vibrant street experience.

**Street infrastructure upgrades**

Improve kerb, footpath and lighting condition along Railway Street and Walker Street.

**Activation**

Activate vacant lots along the Great Western Highway and Walter Street through pop-up events, murals and community uses.

**Maintenance and support services**

Strengthen maintenance regimes and partner with social services to support people experiencing homelessness.

# Kingswood

## Place vision

Building on its role as a health-focussed employment and professional services hub, Kingswood will be the mixed use heart of the Kingswood-Werrington corridor. It will establish itself as a connected, walkable centre where the energy of Nepean Hospital, Western Sydney University and TAFE meets the everyday life of residents, workers, students and families. Anchored by Bringelly Road and Kingswood Station, and supported by a network of local shops, parks and services, Kingswood will become a place where people can move confidently, spend time comfortably and feel proud to belong.

With aspirations to become a true 24-hour centre, Kingswood will support community life day and night. Shift workers, students, families and visitors will find welcoming streets, safer connections and activated spaces particularly around Bringelly Road, Wainwright Park and the station precinct. Improved lighting, seating and thoughtful streetscape design will make everyday moments like walking to the station, meeting friends for lunch or taking the kids to the park feel comfortable and safe at any hour.

Bringelly Road will evolve into a true high street, lined with outdoor dining, local art and activated shop fronts. Wainwright Park will grow into Kingswood's green heart, hosting community events, markets and everyday recreation. Streets like Somerset Street, Rodgers Street and Second Avenue will become well-connected movement spines, linking people to shops, services and open space. Kingswood North will grow as a connected residential and employment neighbourhood anchored by the station and the industrial area.

Kingswood will also be a place that wears its identity with confidence. Through public art, First Nations and diverse cultural expression its public domain will uncover and celebrate local stories and histories. Green gathering spaces, shaded streets and safer pedestrian connections will link homes, health and education uses and local retail clusters - creating a centre where people feel connected, welcome and proud to belong.

### Pillar 1: Vibrant destinations

This pillar aims to boost visitation, support local business and the night-time economy and encourage longer stays by rejuvenating the main street and enhancing and activating public spaces.

### Pillar 2: Safe and cool connections

This pillar aims to make Kingswood safer, more comfortable and more accessible by foot, bike and public transport through improved lighting, increased tree canopy and stronger pedestrian and cycling connections between key destinations.

### Pillar 3: Unmistakably Kingswood

This pillar aims to foster local pride, belonging and connection to place by celebrating local stories, First Nations culture and diverse community histories through public art and creatively designed streetscapes.

### Pillar 4: Connected community

This pillar aims to strengthen local networks, business collaboration and community participation across Kingswood by promoting local events, community assets, programs and services.

# Pillar 1
# Vibrant destinations

Kingswood will be a bright and magnetic destination where welcoming, activated streets and public spaces bring people together day and night. This pillar aims to boost visitation, support local business activity and the night-time economy and encourage longer stays in the public domain by rejuvenating the main street and activating public spaces

The Kingswood community identified issues including the lack of places to gather, things to do or reasons to spend time in Kingswood and the low 'after-hours' amenity to support shift workers and the night-time economy. They highlighted opportunities to improve wayfinding at and between key destinations and expressed a desire for more community events and activation in local parks.

This pillar responds to these issues by working towards establishing high-quality, easy to navigate streets and public spaces that feel safe, active and inviting throughout the day and night. Coordinated public realm improvements, activation and targeted promotion will help create vibrant local destinations and "third places" that can draw people out of their homes, workplaces and campuses into the heart of Kingswood.

By giving residents, workers, students and visitors more reasons to linger - whether for lunch, events, outdoor dining or informal gathering - the actions under this pillar will help strengthen place vitality and support a more resilient local economy. Harnessing the energy of The Quarter, including a 24-hour health precinct workforce and growing student population. Businesses will be incentivised to extend trading hours, supported by better night-time amenity and the significant opportunity to contribute to an around-the-clock local economy.

| Our strengths |
|---|
| A 24-hour health precinct workforce. |
| An education precinct attracting students of all ages. |
| A network of local shopping precincts, parks, public spaces and schools. |
| A supportive and friendly community. |

| What we're already committed to |
|---|
| **The actions under this pillar align with Council's commitment to:** |
| Supporting local business growth, activation and visitation through the Visitor Economy Strategy 2023–2030 the Penrith Economic Development Strategy 2023-2031. |
| Enhancing the offerings within existing open spaces through the Penrith Sport and Recreation Strategy 2020. |

## How to read the actions

| Timeframes | |
|---|---|
| **Short** | up to 2 years - Immediate improvements |
| **Medium** | up to 5 years - Requires planning or partnerships |

## Actions

Council will lead the following actions over the 5 years of this Place Plan to help support the Kingswood community into the future and provide a pathway for meaningful change:

| Action | | Timeline | Rationale |
|---|---|---|---|
| K1.1 | Strengthen the identity of Bringelly Road between Rodgers Street and Derby Street as Kingswood's high street by investigating creative night time lighting and engaging with local business owners to improve the presentation of shopfronts, signage and interiors to help attract additional trade. | Medium | • The community wants Bringelly Road to look and feel like Kingswood's main street with a unified streetscape and more outdoor seating.<br>• The Kingswood–Werrington Safety Audit highlighted that Bringelly Road shops lack street presence on arrival and recommended gateway landmarks to strengthen wayfinding and identity.<br>• This action supports trade extension into the evening and leverages the 24-hour health precinct workforce and Council priorities. |
| K1.2 | Investigate delivery of the Penrith Mayoral Challenge in Wainwright Park | Medium | • The community feedback highlighted the importance of Wainwright Park as a valued local space for families and young people.<br>• The Kingswood–Werrington Safety Audit identified low, inconsistent and broken lighting at Wainwright Park making it insufficient given the frequency of night-time use.<br>• This action leverages a youth-led an existing youth-led design initiative to enable upgrades the community has asked for, building on past Live, Work, Play Grid activations at the site. |

| Action | | Timeline | Rationale |
|---|---|---|---|
| K1.3 | Supply temporary seating within the Orth Street Reserve (north) to provide opportunities for seating and to ascertain how people use the space to help inform potential future embellishment. | Short | • This community has identified a lack of comfortable, safe places to spend time in Kingswood.<br>• The Kingswood–Werrington Safety Audit highlighted infrequent lighting and incomplete footpaths along Hargrave and Orth Streets, and poor car park lighting near Rodgers Street.<br>• This action builds evidence for permanent embellishment through a deliberate test-and-learn approach. |
| K1.4 | Engage with local business owners to encourage them to provide places to sit and dine in the forecourt of the Manning Street shops and improve the general presentation of shopfronts and signage to help attract additional trade. | Medium | • Local traders on Manning Street and Second Avenue see better signage, landscaping and outdoor seating as key to attracting visitors and lifting shopfront presentation to signal a welcoming, cared-for cluster. |

## What you can do today

- Shop at local shops and cafes
- Attend a local event in Kingswood
- Take your lunch break in one of Kingswood's local parks or public spaces



Source: Penrith City Council

## Case studies



Source: Canterbury-Bankstown Council

**Lakemba Town Centre upgrades,** Canterbury-Bankstown City Council NSW

The Lakemba Town Centre upgrades show how coordinated lighting and streetscape improvements can strengthen identity, improve safety and support cultural events in a busy main street. Works include catenary lighting, smart poles and pedestrian upgrades along Haldon Street, supporting events like Lakemba Nights during Ramadan.

Funded through a mix of state and federal grants - NSW Government's Western Sydney Infrastructure Grants Program and the Australian Government's Investing in Our Communities Program - and Council investment, the project aligns with the Lakemba Master Plan and responds to earlier community feedback from the Safer Cities: Her Way program, demonstrating the value of integrated planning to deliver lasting improvements.



Source: Cumberland City Council

**Safer Cities: Her Way Cumberland Lighting upgrades,** Cumberland City Council NSW

Targeted lighting upgrades across centres like Auburn and Guildford improved safety and encouraged more activity after dark. The program responded to community feedback from women and girls about feeling unsafe in public spaces after dark. Funded through the NSW Government's Safer Cities: Her Way program, it focused on high-impact locations identified through earlier community engagement, and coordinated delivery across multiple sites to maximise visible impact.



Source: Canterbury-Bankstown Council



Source: Shoalhaven City Council

**Moveable Furniture Trial** – Lakemba, Canterbury-Bankstown City Council NSW

The Lakemba Moveable Furniture Trial demonstrates how short-term, low-cost interventions can test how public space is used ahead of permanent investment. The moveable installation allowed people to arrange the seating to suit their needs and shape how they used the space, creating a more welcoming environment.

It responded to community feedback that highlighted the lack of places to sit and gather in this high-traffic area. Delivered as a Council-led pilot, key success factors included a clearly defined high-foot-traffic location, a short and focused trial window, and a structured feedback mechanism to capture how the space was being used and measure effectiveness.

**Junction Court Streetscape upgrade** – Nowra, Shoalhaven City Council NSW

The Junction Court Upgrade in Nowra shows how targeted streetscape investment can revitalise a central CBD street and create a more pedestrian-oriented place. Works included a ground mural across the paths and street, improved pedestrian comfort and safety, shading, seating and children's play and activity areas.

Funded through the NSW Government's Your High Street program, the project aligned with the Nowra CBD Revitalisation Strategy and a prepared concept design, demonstrating the value of strategic planning in ensuring key sites are ready to leverage funding opportunities when they arise.

# Pillar 2
# Safe and cool connections

The community of Kingswood value the parks and recreational spaces within the centre. The centre also has a mix of shops, public spaces and transport options within walkable distance from one another.

The community highlighted issues in relation to the safety of the area, including the lack of adequate, lighting, cleanliness, maintenance, landscaping and passive surveillance. The need for stronger active transport links and safer pedestrian connections between key destinations such as Kingswood train station, Nepean Hospital, Western Sydney University, schools, retail areas and surrounding neighbourhoods was identified clearly through recent engagement activities. The engagement also revealed the need for cooler, more comfortable streets and transport stops through increased shade and shelter.

This pillar responds to these findings and focuses on making Kingswood safer, more comfortable and more accessible by foot, bike and public transport. Safe, shaded and well-connected streets will link homes, schools, health and education precincts and local destinations into a seamless and walkable network.

Through improved lighting, consistent maintenance, climate-responsive streetscapes and accessible public spaces, the actions under this pillar will strengthen both actual and perceived safety. Upgraded pedestrian and cycling infrastructure, high-quality public transport facilities and increased tree canopy will create a centre that is comfortable to move through and welcoming to spend time in.

| Our strengths |
|---|
| Kingswood's parks and recreational spaces are valued. |
| A mix of shops, public spaces and transport options within walking distance from one another. |

| What we're already committed to |
|---|
| **The actions under this pillar align with Council's commitment to:** |
| Strengthening walking and cycling connections between homes, shops, schools and train stations through the Penrith Sport and Recreation Strategy (2020) and the Advocacy Strategy 2025. |
| Creating safe and welcoming places and improving perceptions of safety at public transport interchanges through the Community Safety Plan 2023-2027. |
| Increasing urban tree canopy and delivering cooler, greener streets through Penrith 2041+ Community Strategic Plan, Green Grid Strategy 2021 and Council's Cooling the City initiatives. |
| Delivering safe, accessible public places that meet contemporary accessibility standards through the Disability Inclusion Action Plan 2022-2026. |
| Improving accessibility, active transport routes and bus stop amenity through Council's Advocacy Strategy 2025 and partnerships with Transport for NSW. |

## How to read the actions

| Timeframes | |
|---|---|
| **Short** | up to 2 years - Immediate improvements. |
| **Medium** | up to 5 years - Requires planning or partnerships. |

## Actions

| Action | | Timeline | Rationale |
|---|---|---|---|
| K2.1 | Review street lighting along Victoria Street, Cox Avenue and Park Avenue in Kingswood North and Orth Street, Rodgers Street, Wainwright Lane and Santley Crescent in Kingswood Local Centre for adherence to standards and advocate to Endeavour Energy for improvements as part of future projects. | Medium | • Safety after dark is the community's strongest concern in Kingswood. People do not feel safe at night and want better, lighting, particularly around Kingswood train station.<br>• The Kingswood–Werrington Safety Audit identified lighting deficiencies as a recurring CPTED issue across Kingswood's streets, parks and station approaches.<br>• This action builds the case for future capital works through strategic partnerships. |
| K2.2 | Work in partnership with local businesses along the Great Western Highway to identify opportunities for a Spring Refresh program. Introduce seasonal low-maintenance plant species within existing planter boxes, with participating businesses assisting with watering, light maintenance and day to day oversight to discourage vandalism or misuse. | Short | • The community wants a cleaner, greener Kingswood, with more consistent upkeep, less graffiti and more greenery to create a welcoming, vibrant centre.<br>• The Kingswood–Werrington Safety Audit documented maintenance issues, overgrown vegetation, weeds and graffiti along the Great Western Highway as well as other locations such as Park Avenue and Wainwright Lane.<br>• This action presents an opportunity to build shared stewardship between Council and local businesses. |
| K2.3 | Pursue grant opportunities for the installation of new or upgraded bus shelters in the Kingswood town centre. | Medium | • Lack of shade, shelter and accessibility at bus stops is a barrier to public transport use, particularly for older people and families.<br>• This action will pursue grant funding to deliver an upgrade Council cannot fund alone. |

| Action | | Timeline | Rationale |
|---|---|---|---|
| K2.4 | Facilitate discussions with The Quarter Penrith and other key stakeholders regarding opportunities to better promote and expand the existing shuttle bus service to better connect TAFE NSW, WSU Penrith (Kingswood campus) and Kingswood Train Station. | Medium | • WSU, TAFE and Nepean Hospital all identified limited public transport services Kingswood train station, the hospital and tertiary education campuses.<br>• This action leverages an existing service rather than building from scratch. |
| K2.5 | Advocate to TfNSW and local bus services to explore the opportunity for greater accessibility at Kingswood Station; specifically for buses to stop on the south side of the station. | Medium | • Currently there is no public bus stop on the south side of Kingswood train station<br>• Women are disproportionately disadvantaged by limited public transport access. Stakeholders have called for transport precincts to be upgraded for older people, people with disability and other vulnerable groups. |

## What you can do today

- Walk or cycle to the station or shops.
- Encourage children and families to walk or ride to school.
- Participate in tree planting and greening initiatives.
- Join a bushcare or sustainability group.






## Case study




**Town Centre Spring Clean Pilot Program,** Sutherland Shire Council NSW

The Sutherland Shire Council Town Centre Spring Clean Pilot Program demonstrates how a coordinated "blitz" of maintenance works can quickly improve the look, safety and usability of a centre. Works included cleaning, minor repairs, landscaping, pressure washing and graffiti removal delivered over a defined period. The project was highly visible with A-frame signage in each town centre and Council's "Spring Clean Team" clearly identifiable in orange hi-vis uniforms.

The pilot was additional to Council's regular maintenance schedule and primarily funded through Council's operational budgets. Council also encouraged local businesses to take part by refreshing shopfronts and signage. This helped to amplify the overall uplift, boost local pride and reinforce shared responsibility for creating centres the community can be proud of.

# Pillar 3
# Unmistakably Kingswood

Kingswood's community expressed a desire to share local stories, histories and identities in creative ways, and voiced strong support for more First Nations artworks and cultural interpretation in public spaces. They also identified a need for a stronger sense of arrival to Kingswood and its key destinations.

This pillar aims to define a strong and confident local identity for Kingswood, fostering local pride, belonging and connection to place. The centre will celebrate local stories, First Nations culture and diverse community histories through high-quality streetscapes, public art, murals and creatively designed spaces - making it truly unmistakable.

By creating attractive, inclusive and welcoming places that encourage social interaction, the actions under this pillar will strengthen community identity while supporting economic vitality. A distinctive and well-designed public realm will help attract investment, encourage visitation and reinforce Kingswood as a connected and culturally rich centre where people are proud to live, work and spend time.

| Our strengths |
| --- |
| A multicultural resident and worker community. |
| A strong and emerging place identity linked to The Quarter with potential to grow a sophisticated, high-energy 'knowledge hub' identity. |
| Existing public domain upgrades and public art in Wainwright Park and near Bringelly Road shops that could be leveraged further. |

| What we're already committed to |
| --- |
| **The actions under this pillar align with Council's commitment to:** |
| Strengthening local identity, public art and cultural expression as opportunities arise through the We Create Penrith Cultural Strategy and Action Plan, and Public Art Policy. |

## How to read the actions

| Timeframes | |
|---|---|
| **Short** | up to 2 years - Immediate improvements. |
| **Medium** | up to 5 years - Requires planning or partnerships. |

## Actions

| Action | | Timeline | Rationale |
|---|---|---|---|
| K3.1 | Develop a unique Kingswood identity palette of colours and motifs to apply to street furniture, hoardings and surfaces as part of updating the Kingswood public domain manual. | Medium | • The community wants to feel proud of Kingswood's identity and public spaces, with aspirations for more colour and a cohesive streetscape.<br>• This action will reinforce local identity, aligning with the We Create Penrith Cultural Strategy and Public Art Policy. |
| K3.2 | Investigate establishing a streetscape improvement grant program to assist business owners to install artworks or undertake facade upgrades. | Medium | • Local businesses want more activation and creative installations to attract visitors.<br>• The community wants more colour, art and visible care along Kingswood's shopping streets.<br>• The Kingswood–Werrington Safety Audit identified inactive shop frontages, mirror windows and closed shutters along the Great Western Highway as limiting passive surveillance and recommended temporary activation through murals and installations.<br>• This action will channel modest seed funding into visible street-level improvements that lift identity and trade together. |
| K3.3 | Undertake a public art and wayfinding signage audit and opportunities plan for Kingswood town centre. | Short | • Wayfinding signage, public art and storytelling are top community priorities.<br>• The Kingswood–Werrington Safety Audit recommended improved wayfinding and signage where movement patterns are unclear, including the broader Kingswood area surrounding the station.<br>• This action will build a strong base for coordinated planning of public art commissioning and wayfinding improvements across the town centre. |

## What you can do today

- Get involved in a place making project or local event e.g. applying for a community funding grant to deliver art, or contributing to the food pantry or street library, or attending Village Cafe.
- Take pride in your local streets and parks by disposing of rubbish responsibly and reporting to Council of facilities that require repair or maintenance.



Source: Penrith City Council

## Case study




**Safer Cities: Her Way**
**Blacktown City Centre,**
Blacktown City Council NSW

The Blacktown Safer Cities: Her Way project shows how combining wayfinding, lighting, public art and public space upgrades into a coordinated package can create a stronger sense of arrival and improve perceptions of safety in a busy transport precinct. Works included decluttering redundant signage, reconfiguring the taxi rank and adding new seating and planter boxes. The works were supported by community events to bring people into the space to celebrate the changes.

Funded through the NSW Government's Safer Cities: Her Way Program, key success factors included extensive community engagement and co-design with local women, girls and arts organisation as well as a robust post-implementation evaluation to inform future design and delivery of public spaces.

# Pillar 4
# Connected community

Kingswood is home to a diverse community of residents, workers, students and business owners. As Kingswood grows, there is an opportunity to strengthen local leadership, build business collaboration and deepen neighbourly connections across the precinct.

The community expressed a strong desire for more opportunities for people to connect with each other, spend time locally and to learn about local events and services. The community also voiced support for stronger collaboration between businesses, community organisations and institutions.

This pillar focuses on strengthening local networks and promoting existing services, events and community assets to increase participation and connection. Actions support stronger business connections, better visibility of local events and services and advocacy on issues that matter most to the community. Together, these initiatives will help build a more informed, connected and community-led Kingswood, where people feel welcomed, supported and proud to belong.

| Our strengths |
| --- |
| A supportive and caring community. |
| Regular Council-supported community events at the Kingswood Neighbourhood Centre. |

| What we're already committed to |
| --- |
| **The actions under this pillar align with Council's commitment to:** |
| Enhancing community connection and participation in public spaces through Penrith 2041+ Community Strategic Plan and Community Safety Plan 2023-2027. |

## How to read the actions

| Timeframes | |
|---|---|
| **Short** | up to 2 years - Immediate improvements. |
| **Medium** | up to 5 years - Requires planning or partnerships. |

## Actions

| Action | | Timeline | Rationale |
|---|---|---|---|
| K4.1 | Develop a 'Discover Kingswood' campaign showcasing what is special about Kingswood including its local businesses and things to do. | Medium | • The community wants more accessible information about what's on in Kingswood.<br>• This action will build local pride and supports trade through a coordinated program. |
| K4.2 | Continue Village Cafe to connect residents to local services, combat social isolation and support wellbeing. | Short | • The community deeply value Village Cafe and want more events like it to strengthen belonging and reduce isolation.<br>• This action will sustain a low-cost, point of connection that complements other community activities. |
| K4.3 | Investigate the provision of a community notice board (either digital or changeable poster display) outside the Kingswood Neighbourhood Centre with a quarterly display of local events, activities or community services, e.g. Village Cafe, local events, public announcements. | Medium | • There have been direct requests for a high-visibility noticeboard at the Neighbourhood Centre from the community.<br>• This action will deliver a low-cost, visible communication channel anchored at the Neighbourhood Centre. |
| K4.4 | Encourage local business representative organisations to broaden their membership base and strengthen engagement with Kingswood businesses. | Short | • This action will strengthen collective business voice and representation. |
| K4.5 | Support the trial of a Kingswood local business group or network, with quarterly coffee catch-ups to share local insights, resources, opportunities and skills. | Short | • This action will strengthen local business networks.<br>• This action will test a light-touch network model that can scale up if successful. |

| Action | | Timeline | Rationale |
|---|---|---|---|
| K4.6 | Encourage place-based community services to sign up to Penrith Sector Connect to receive up to date information on local networking and events. | Short | • Service providers identified need for increased connection and coordination between local services.<br>• This action will connect Kingswood services into an existing Council network rather than building a new one. |
| K4.7 | Encourage community-led programs to apply for grants from the Community Funding Program. | Short | • Community events are the top priority at Wainwright Park, with consistent calls for free, family-friendly activities.<br>• This action will promote existing grant pathways such as the Thriving Communities and Magnetic Places Grants. |
| K4.8 | Continue advocacy on matters of importance to residents and stakeholders including housing diversity, public transport, accessibility and safety. | Short | • Housing diversity, public transport, accessibility and safety are recurring priorities across community engagement in Kingswood. |

## What you can do today

- Attend an event or locally run program.
- Volunteer within your community.
- Help connect neighbours with each other.



## Case studies


Source: Your Creative

### Love Moreland, Buy Local Campaign
Moreland City Council VIC

The Love Moreland, Buy Local campaign demonstrates how local government can lead a creative, community-driven response to support local businesses and strengthen connection during periods of economic stress.

The campaign showcased local traders through interviews, photographs and videos, brought together on a multilingual digital platform that reflected the area's diverse community. This was supported by a highly visible public campaign including letterbox drops, posters, postcards and decals across the city. The campaign was launched during Melbourne's first COVID-19 lockdown in 2020 when businesses were at risk from reduced visitation.

Key enablers included a clear focus on local economic recovery, partnership with a creative agency to deliver high-quality branding and storytelling, and the creation of a long-life online platform that allowed the campaign to extend well beyond the initial lockdown.


Source: Windsor Business Group

### Windsor Business Group,
Hawkesbury LGA NSW

The Windsor Business Group demonstrates how an independent, business-led network can create regular opportunities for local traders to connect, share resources and drive ongoing activation in a town centre.

Operating as a not-for-profit member group, it brings local businesses together through regular breakfast meetings with guest speakers from Council, industry and the community. The group also leads initiatives that enhance the visitor experience, including the long-running Light Up Windsor event and a Coffee Trail map that encourages people to explore local cafes and shops.

Key enablers include a self-sustaining membership model, sponsorship from local businesses and Hawkesbury City Council, and a consistent program of events that maintains momentum. The group's guiding approach - "community builds business, builds community"- highlights the value of local leadership in creating vibrant, connected centres.

## Ideas for actions beyond a 5-year timeframe

The following ideas fall outside the 5 year timeframe of the Place Plan, and may require further investigation, community consultation, or detailed project design. These ideas are largely reliant on Council obtaining funding assistance, such as through federal or state government grants:

| Ideas |
| --- |
| Develop a concept design for a communal gathering and seating space within part of the Rodgers Street car park to create a welcoming outdoor space for workers, residents and visitors, balanced with car parking provision. |
| Install a safe walking/cycling path that traverses the Council-owned land at Rodgers Street car park and Orth Street Reserve, facilitating a comfortable and safe connection between Rodgers Street and Orth Street across the currently grassed area. |
| Develop a concept design for streetscape improvements with planting along the Great Western Highway (southern side) between Bringelly Road and Somerset Street to improve the amenity of local shops through shade and greening. |
| Increase lighting within Chapman Gardens to support safe evening access for training and community programs. |

**Case study**




### Bernie Goodwin Park Co-design with Teenage Girls – Morisset, NSW

The Bernie Goodwin Park upgrade in Morisset demonstrates how co-design with young people can create more inclusive, engaging and better-used public spaces.

Hunter and Central Coast Development Corporation (HCCDC) partnered with teenage girls from Morisset and surrounding areas, through a series of creative workshops to understand what makes a space feel safe, inclusive and fun.

Their ideas including social seating, hammocks, in-ground trampolines and gardens were directly incorporated into the final design, alongside existing facilities such as the playground, skate park and sporting fields.

Funded through the NSW Government's Safer Cities: Her Way program, key success factors included a clearly defined co-design methodology focused on a specific user group, strong proximity to schools, transport, shops and sports facilities, and direct partnership between a state agency and the community. It demonstrates the value of embedding lived experience into design to create places that genuinely reflect community needs.




Source: Penrith City Council

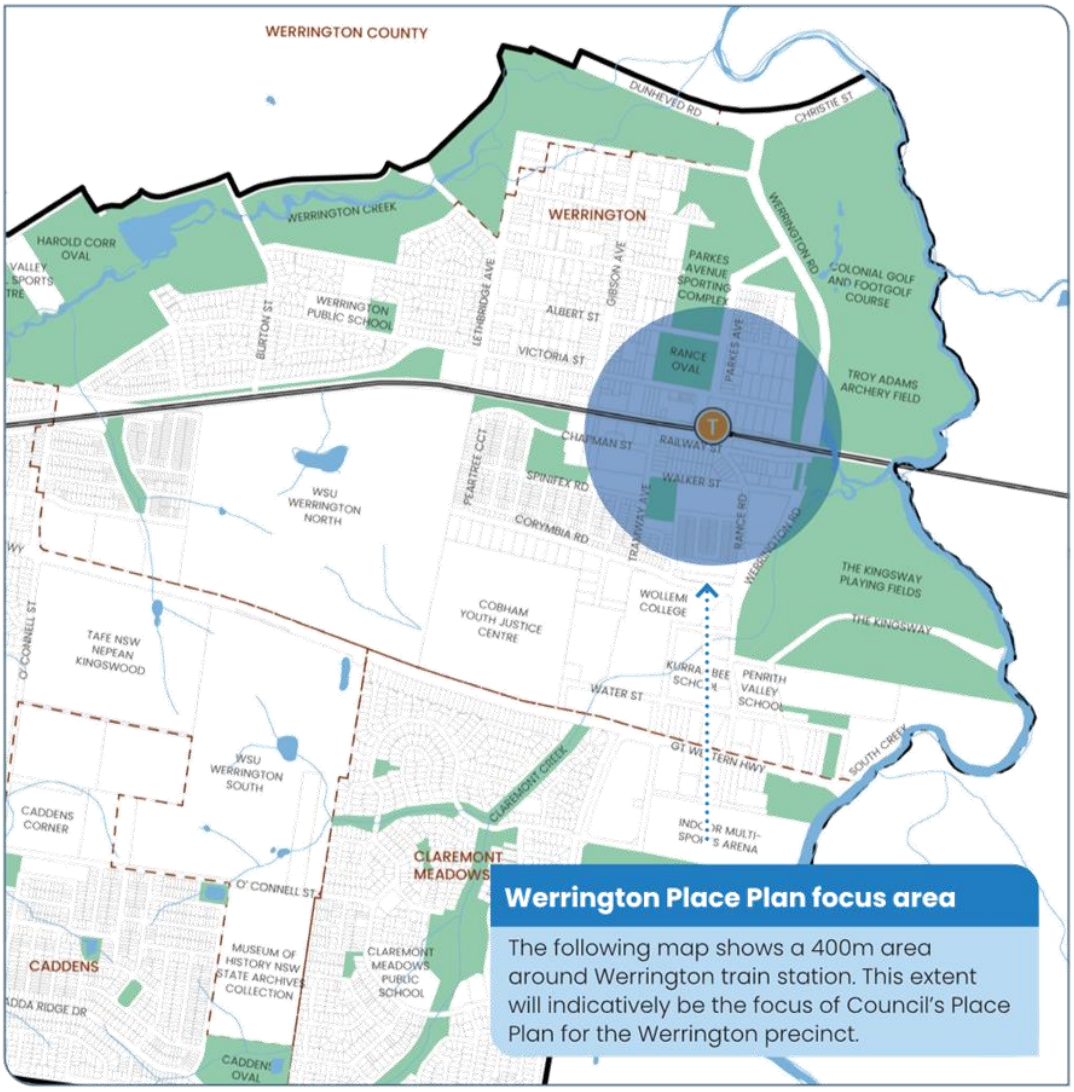
# Werrington Place Plan

## Werrington focus area

Werrington sits approximately 4 kilometres east of the Penrith City Centre in Western Sydney. Positioned along the T1 Western rail line and close to the Great Western Highway and M4 Motorway, the suburb maintains strong connections to Penrith's commercial centre and the broader metropolitan region.

The suburb combines established residential neighbourhoods with local schools, open space and community facilities, while benefiting from proximity to the Western Sydney University sites and the Nepean Health and Education Precinct.

The map below shows a 400m area around Werrington train station. This extent will indicatively be the focus of Council's Place Plan for Werrington.



## Our people and community

Werrington is home to a high proportion of young families and culturally diverse community, with a notable proportion of professionals working in healthcare and social assistance. There is a relatively high proportion of residents renting social housing and a higher-than-average proportion of residents not owning a car.

### Our community

**3,576**
total residents in the Werrington focus area

**26%**
people aged under 18 (compared to 25% across the LGA)

**9%**
people aged 65 and over (comparable to 13% across the LGA)

**5.5%**
people need assistance due to a disability (compared to 6% across the LGA)

### Our cultural heritage

**5%**
Aboriginal and/or Torres Strait Islander People (compared to 5% across the LGA)

**34%**
of residents were born overseas (compared to 23% across the LGA)

**31%**
speak a language other than English at home (compared to 20% across the LGA)




The most common languages used at home other than English include Nepali (5%) and Tagalog (3%)

### How we live

**47%**
households rent privately (compared to 28% across the LGA)

**7.6%**
households renting social housing (compared to 4% across the LGA)

**12%**
of households don't own a car (compared with 6% across the LGA)

**11%**
of people travel to work by public transport (compared with 3% across the LGA)

Note: These statistics relate to the focus area only, not the wider Werrington suburb.

# Our people and community

Several cultural, social and recreational spaces are located across the Werrington Place Plan focus area and beyond. These facilities and assets are integral to how the community lives, moves and connects to their neighbourhood and each other.

## Social and cultural places

Within the Werrington Place Plan focus area, several community and recreational facilities provide space for learning, gathering and celebration.

### Community facilities

Penrith City Council operates Arthur Neave Memorial Hall, a well-established and valued community facility. This facility is the only community facility located within the focus area. The hall provides flexible spaces for local groups, meetings, events and programs that foster participation across all age groups. Regular programs include Craft at Heart, a weekly social craft group during school terms, and Learn, Play, Grow sessions supporting early learning for parents and young children. Community Junction and partner organisations also deliver children's programs, free cooking classes and school holiday activities, reflecting the hall's important role in early childhood, family and community engagement. Council continues to maintain and promote the facility as part of broader planning and community development initiatives to enhance local wellbeing.

In addition, the Harold Corr Community Hall and Werrington Youth Centre are located within Werrington Creek Park, outside the focus area but within the broader study area.

### Places of worship

Werrington is home to Hillsong Church Sydney Greater West Campus which provides religious services, community programs and social support activities for local residents.

## Education, health and services

Werrington benefits from proximity to the Nepean Health and Education Precinct (The Quarter), while also hosting a range of local schools and services that support families and young people.

### Primary and high schools

While not located within the focus area, Werrington Public School, Kurrambee School, and Penrith Valley School offer primary education and specialist learning programs, supporting a diverse range of student needs. Wollemi College provides primary and secondary education and associated extra-curricular and community programs to local students.

## Recreation and open space

Werrington is flanked by parklands along South Creek to the east and Werrington Creek Park to the west, both of which include a network of open spaces of varying scale and function that support sport, recreation and environmental outcomes.

### South Creek

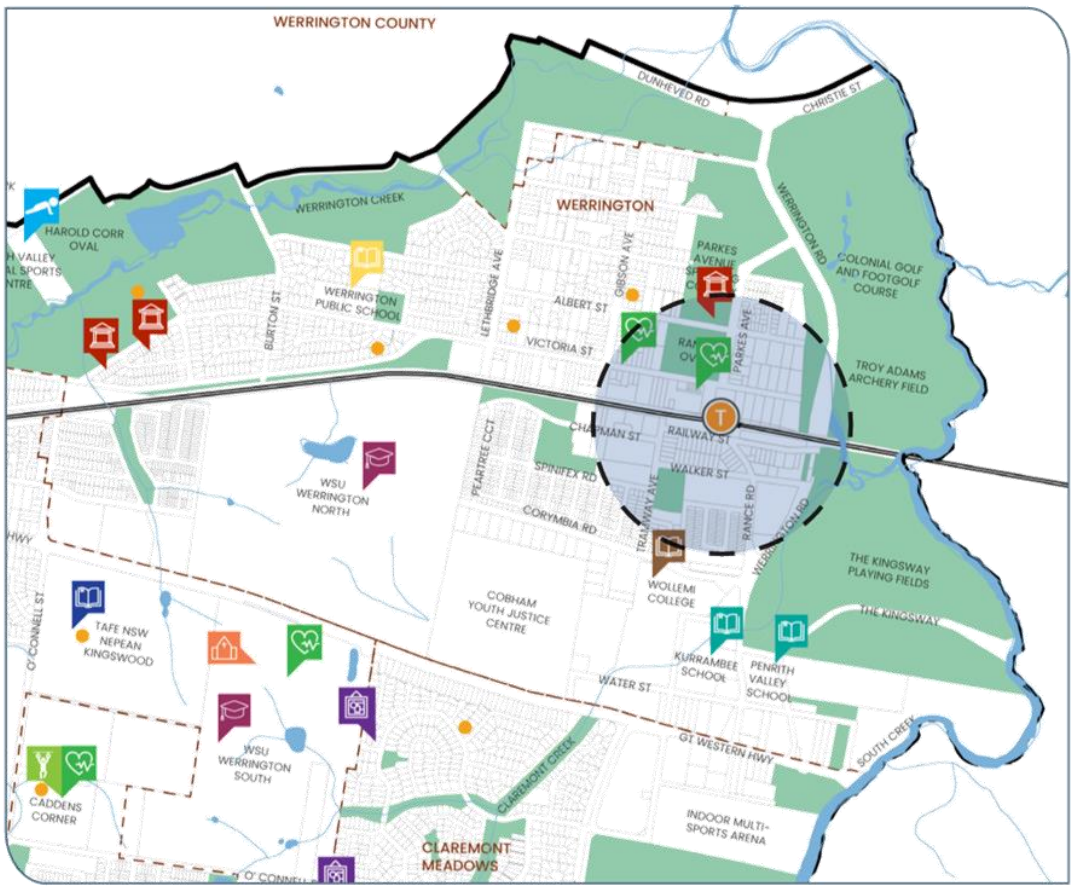
South Creek is a regionally significant green-blue corridor that forms the spine of the Western Parkland City. As identified in the Penrith Green Grid Strategy, South Creek is a key element of the Sydney's blue-green grid providing a connected open space and recreation network, supporting biological diversity and contributing to improved water quality. Linking South Creek and its tributaries to surrounding neighbourhoods through improved pedestrian access and permeability will help mitigate the urban heat island effect and manage stormwater flows, making the corridor central to the long-term liveability and amenity of the Western Parkland City.

**Parkes Avenue Sporting Complex and Rance Oval**

The Parkes Avenue Sporting Complex provides playing fields and amenities for organised sports and local recreation programs. The complex is home to the Henry Lawson Football Club and supports regional community football competitions and training. Located in the heart of the Werrington Place Plan focus area, Rance Oval provides open playing fields and supporting amenities for organised sports and casual recreation. While well used, it currently lacks a dedicated play space for young children and connected pathway network around its edges.

**Kingsway Playing Fields**

Kingsway Playing Fields is a multi-sport facility, including fields, courts and supporting infrastructure, accommodating local sports clubs, school competitions and community events.



## Our people and community

Council identifies Werrington as part of its East-West growth corridor, where it performs an important supporting function within the LGA. Strong rail connectivity and proximity to major health and education precincts in nearby Kingswood reinforce this role. Werrington contains a mix of residential areas, local shops and services and employment lands that contribute to the broader economy.

At the time of conducting the business audit there were 16 businesses operating within the Werrington Place Plan focus area.

There are 2 shopping clusters in the Werrington Place Plan focus area with shops ranging in size. They are mostly family-owned businesses serving local community needs and workers from surrounding areas. This includes:

- **Victoria Street Shops (Werrington Shopping Centre):** A small row of shops line Victoria Street opposite Rance Oval, servicing the Werrington community with basic food and retailing options. Further west along Victoria Street is the Werrington Post Office that provides essential postal, banking, and community services.
- **Gibson Avenue roundabout shops:** Nearby, but outside of the 400m Place Plan focus area, there is a group of shops located at the Gibson Avenue roundabout.

### Night-time economy

Of the local businesses in Werrington only a small number operate 24 hours a day, including a self-serve Laundromat. A small number operate 24 hours a day, including a self-serve Laundromat.

The Werrington Place Plan presents an opportunity to further enhance the night-time aesthetic and overall appeal of late-trading areas through improved lighting, upgraded dining environments and a stronger sense of safety. These improvements along with 'more things to do' at night time in Werrington could help to create a more welcoming and vibrant atmosphere for local businesses, workers, commuters and the community.



# What we heard through engagement

## Key challenges and opportunities

To ensure the Place Plan is grounded in community needs, Council engaged with a broad cross section of the Werrington community including local residents, students, workers, business owners and service providers. This engagement focused on understanding current experiences of the centre and aspirations for its future.

Across Werrington, more than **130 people** shared their insights through a mix of targeted activities, including a community walkshop, interviews and pop-ups at Victoria Street shops and a local high school.

The table below summarises the key challenges and opportunities identified through engagement in Werrington.

Table 3.Key challenges and opportunities from Werrington engagement

| Challenges | Opportunities |
|---|---|
| **Safety** | |
| Participants stated the lack of safety as a key challenge in Werrington, with concerns including:<br>- anti-social behaviour<br>- alcohol and drug use and unpredictable people<br>- illegal dumping<br>- smoking and vaping around bus stops<br>- unkept landscaping and bushes obstructing sightlines<br>- lack of lighting<br>- limited footpaths and crossings. | • More lighting in open spaces (e.g. Rance Oval, Werrington Creek Park) and along key movement corridors.<br>• More CCTV surveillance in places that lack passive surveillance and feel unsafe (e.g. Rance Oval).<br>• More active policing to discourage anti-social behaviour. |
| **Community-connecting events and facilities** | |
| • Participants mentioned the lack of family-friendly events and facilities in Werrington to encourage people to spend time in the area.<br>• Walkshop participants noted often being unaware of activities on offer at Arthur Neave Memorial Hall and expressed the desire for better promotion and communications. | • Leverage open spaces to hold more community and family friendly events.<br>• Install a high visibility community noticeboard at Arthur Neave Memorial Hall to share information about local events.<br>• Provide more youth-focused infrastructure (e.g. skate park, bike trails, outdoor exercise equipment). |
| **Place experience and sense of arrival** | |
| Participants consistently identified that the place experience and sense of arrival around Werrington train station's northern approach and Kazanis Court was poor.<br>Key issues included:<br>- conflict between buses, car drop-offs and pedestrians<br>- confusion about rights of way and turning circles<br>- lack of maintenance and uncut grass<br>- lack of seating at Victoria Street bus stop. | • Redesign Kazanis Court to prioritise pedestrians, add clear signage and road markings.<br>• Ensure all paths and ramps leading to and from the station meet accessibility standards.<br>• Explore street beautification around Victoria Street shops to create a sense of place (e.g. lighting, planter boxes, outdoor seating and public art). |

| Challenges | Opportunities |
|---|---|
| **Active transport infrastructure** | |
| • Participants noted limited active transport infrastructure presence around Werrington, particularly walking loops and bike trails.<br>• High school students expressed a desire for safer cycling routes. | • Establish improved and connected walking paths in Rance Oval.<br>• Establish bike trails, supported by wayfinding signage connecting the station to open spaces and schools. |
| **Public transport** | |
| • Several participants expressed concerns about the lack of shaded bus shelters along key public transport routes, especially on routes to school.<br>• High school and community pop-up participants shared frustrations about unreliable and infrequent bus schedules, especially at night and on weekends. | • Advocate the NSW Government for more rapid bus services and climate resilient bus shelters. |
| **Place-based support services** | |
| • Participants noted limited access to local social services, with many services located in Penrith CBD. This was identified as a barrier for people unable to access public transport.<br>• They also noted limited awareness about social services available in Werrington. | • Establish a community noticeboard to share information about services available.<br>• Explore on-demand public transport to connect the community to services. |



## Ideas for action

The success of the Werrington Place Plan is grounded in the voices of the community. People value Werrington's waterways and open spaces, strong sense of cultural diversity within the community and access to public transport. At the same time, they want the centre to feel safer, more welcoming and more vibrant, particularly after dark.




Kingswood-Werrington Place Plan 65

# Insights from the Safety Audit

As part of the place planning process, Council commissioned a safety audit of each centre. The Kingswood-Werrington Safety Audit is a key technical input into the Kingswood-Werrington Place Plan. It has been undertaken in accordance with Crime Prevention Through Environmental Design (CPTED) principles, drawing on the NSW Police Safer by Design Guidelines and the Penrith Community Safety Plan.

The audit applies four core CPTED principles:

1. Natural Surveillance
2. Access Control
3. Territorial Reinforcement
4. Maintenance and Management

The key challenges and opportunities identified through this audit, alongside community feedback, have directly informed the actions in this Place Plan.

## Summary of issues

**Lighting**

One sided lighting on Parkes Avenue, Railway Street, Walker Street and Rance Road, with no illumination east of Rance Road and unlit pathways across Rance Oval and the Parkes Avenue Sporting Complex cause poor visibility during evenings and night.

**Sightlines and visibility**

Shipping containers, amenity buildings and perimeter fencing at Rance Oval, the Parkes Avenue Sporting Complex and Victoria Lane create entrapment risks and restrict visibility.

**Access and connectivity**

There are footpath gaps along Walker Street, poorly signed dead ends and unsafe pedestrian crossings approaching the train station.

**Activation and use**

A low use car park, back of house frontages and the open space west of Werrington Road lack passive surveillance and feel hidden from the community.

**Vegetation and landscaping**

Heavy tree screening and low branches at Rance Oval reduce visibility.

**Maintenance and asset condition**

Illegal dumping, weeds and overflowing bins at vacant lots along Railway Street and Walker Street as well as aging shipping containers degrade open space amenity.

## Summary of opportunities

**Car park and laneway activation**

Activate car parks and laneways and reimagine Kazanis Court as a welcoming station arrival.

**Lighting and floodlighting upgrade**

Review park and floodlighting at Rance Oval, the Parkes Avenue Sporting Complex and Werrington Road open space.

**Open space amenity improvements**

Improve open space amenity through removal of superfluous fencing, shelter replacements and selective vegetation pruning.

**Parkes Avenue Sporting Complex amenities and playspace upgrades**

Phase out shipping containers by expanding the Parkes Avenue amenities building and explore relocating the playground closer to Victoria Street Shops.

**Path network and wayfinding improvements**

Improve path networks and wayfinding as part of a broader Werrington recreation loop.

**Street infrastructure upgrades**

Improve kerb, footpath and lighting condition along Railway Street and Walker Street.

**Pedestrian safety improvements**

Improve safety of pedestrian crossings approaching the train station.

**Maintenance and compliance**

Strengthen maintenance regimes targeting illegal dumping and work with developers to meet DCP requirements.

# Werrington

## Place vision

Werrington will be a safe, connected and welcoming urban village that supports everyday life. Centred around Werrington Station and Victoria Street and framed by the green corridors of Parkes Avenue Reserve and the Wianamatta-South Creek, it will be a place where local shops, cafes, services and community spaces come together to form a stronger village heart.

It will be a compact and walkable neighbourhood where people can walk comfortably to the station, shops, school and local parks. It will be a place to meet friends and family, access everyday services and enjoy simple, local moments close to home, both day and night.

Green open spaces and nature corridors will shape Werrington's identity, providing spaces to play, gather and unwind.

Parkes Avenue Reserve will evolve into a true rejuvenated community destination, with more things to do for young people, a connected path circuit and more reasons for families and neighbours to gather beyond match days. Shaded streets, safer crossings and well-connected paths will link homes, schools, shops and parks, making walking and cycling the easiest and most enjoyable way to move through the centre.

Victoria Street and Parkes Avenue will evolve as active, people-friendly streets, supported by improved public spaces, lighting and local activation. More things to do, safer and better-lit spaces and family-friendly activity will create a more vibrant and welcoming centre that supports local businesses, reflects community pride and gives people more reasons to stay, connect and belong.

### Pillar 1: Safe and confident

This pillar aims to improve both real and perceived safety across the station precinct, Victoria Street and key walking routes by embedding CPTED principles into everyday upgrades, improving lighting, landscaping, crossings and sightlines.

### Pillar 2: Comfortable connections

This pillar aims to make it easier and more enjoyable to move between the station, shops, schools and key open spaces by investigating improvements to signage, tree planting for heat mitigation and offering a better waiting experience at bus stops.

### Pillar 3: A welcoming village heart

This pillar aims to strengthen the everyday experience of Werrington train station's northern arrival area, Victoria Street shops and surrounding public spaces through coordinated activation, improved streetscape presentation and opportunities for outdoor dining, local art and community-led initiatives.

### Pillar 4: Connected community

This pillar focuses on supporting local community organisations and services by raising awareness of existing funding opportunities and programs.

# Pillar 1
# Safe and confident

Werrington will be a place where people feel safe, comfortable and confident moving through at all times of the day. This pillar focuses on improving both real and perceived safety across the station precinct, Victoria Street and key walking routes ensuring everyday journeys feel welcoming, visible and secure.

The Werrington community emphasised that safety is a key concern, particularly after dark. Engagement participants identified areas around Werrington Station, Kazanis Court, Victoria Lane and Parkes Avenue Reserve as feeling unsafe, with poor lighting, limited sightlines and overgrown landscaping reducing visibility and comfort. Accessibility and pedestrian safety were also raised as key issues, particularly for young people, families, older people and those with mobility challenges. The station arrival experience was seen as lacking a clear sense of welcome or identity.

This pillar responds directly to these insights by embedding Crime Prevention Through Environmental Design (CPTED) principles into everyday upgrades. Improvements to lighting, landscaping, crossings and sightlines will make streets and public spaces easier to navigate and safer to use. Clearer connections, better accessibility and a stronger sense of arrival at the station will help create a more legible and welcoming centre.

By making Werrington safer and easier to move through, this pillar will build community confidence, support increased activity throughout the day and evening and create the conditions for a more vibrant and connected local centre.

| Our strengths |
| --- |
| A well-used station and bus interchange. |
| Well-lit Victoria Street shopping strip. |
| Increasing residential population within walking distance of the train station. |

| What we're already committed to |
| --- |
| **The actions under this pillar align with Council's commitment to:** |
| Creating safe and welcoming places and improving perceptions of safety at public transport interchanges through the Community Safety Plan 2023–2027. |
| Delivering safe, accessible public places that meet contemporary accessibility standards through the Disability Inclusion Action Plan 2022-2026. |

## How to read the actions

| Timeframes | |
|---|---|
| **Short** | up to 2 years - Immediate improvements. |
| **Medium** | up to 5 years - Requires planning or partnerships. |

## Actions

| Action | | Timeline | Rationale |
|---|---|---|---|
| W1.1 | Review street lighting along Parkes Avenue, Albert Street, Gibson Avenue, Railway Street, Rance Road and Walker Street for adherence to standards and advocate to Endeavour Energy for improvements as part of future projects. | Medium | • The community wants to feel safe after dark in Werrington with better lighting being the most requested improvement, particularly at Victoria Lane and Werrington train station.<br>• The Kingswood–Werrington Safety Audit found long lengths of fencing at the Victoria Lane and train station northern entrance creating entrapment issues, with the car park dominated by cars and rear side of shops offering no activation or surveillance. |
| W1.2 | Continue to monitor and maintain shrubs in Rance Oval to improve sightlines and passive surveillance. | Short | • The Kingswood–Werrington Safety Audit observed low branches and unwanted seedlings limiting visibility at Rance Oval.<br>• This action offers the opportunity to embed CPTED-aligned maintenance into ongoing operations. |
| W1.3 | Investigate the removal of fencing between the eastern edge of Council's car park and Kazanis Court to address entrapment issues and improve safety. | Short | • The Kingswood–Werrington Safety Audit recommended closing and activating Kazanis Court, relocating the bus stop and redesigning the drop-off and pick-up zone to create an improved sense of arrival.<br>• This action delivers a short-term, low-cost CPTED improvement. |
| W1.4 | Explore the removal of the shipping container west of Rance Oval to remove entrapment areas and improve the visibility and sense of safety of open space areas. | Medium | • The Kingswood–Werrington Safety Audit identified shipping containers and built forms near the tennis court fence line as creating entrapment areas and recommended circuitous path networks and wayfinding to highlight key sport and park destinations.<br>• This action will restore sightlines and a sense of openness across Rance Oval. |

## What you can do today

- Report maintenance issues via Council's online portal.
- Support local initiatives that activate the station precinct.

*"Werrington has all the bones of a great place to live and to be. However, maintenance is neglected and facilities are dated."*
Werrington walkshop participant



Redfern train station

Source: DesignInc



Waitara train station

Source: DesignInc

# Pillar 2
# Comfortable connections



This pillar focuses on making it easier, safer, more comfortable and enjoyable to move between the train station, shops, schools and key open spaces in Werrington supporting everyday journeys on foot, by bike and via public transport.

Engagement highlighted that while many destinations are close together, connections between them are not always easy or comfortable. Participants noted poor path connections through Parkes Avenue Reserve, limiting opportunities for walking and passive recreation. Bus stops were identified as lacking shade and seating, making waiting uncomfortable and at times, unsafe. There was also strong interest, particularly from young people, in better cycling links to schools and Werrington Lakes. Community also called for clearer wayfinding to connect retail areas and key destinations.

This pillar responds by exploring opportunities to create shaded seating, accessible crossings, safer and more connected walking and cycling routes and an improved waiting experience at bus stops. By improving these everyday connections, Werrington will become a more walkable and legible centre, supporting healthier lifestyles, reducing reliance on cars and creating a more comfortable and healthier environment for the community.

| Our strengths |
|---|
| Valued open spaces including Rance Oval and Werrington Creek corridor. |
| Walkable footpaths along Victoria Street. |
| Strong public transport access via T1 Western Line and a well-used bus network. |

| What we're already committed to |
|---|
| **The actions under this pillar align with Council's commitment to:** |
| Strengthening walking and cycling connections between homes, shops, schools and the train station. |
| Increasing urban tree canopy and delivering cooler, greener streets through Penrith 2041+ Community Strategic Plan, Green Grid Strategy 2021 and Council's Cooling the City initiatives. |
| Improving accessibility, active transport routes and bus stop amenity through Council's Advocacy Strategy 2025 and partnerships with Transport for NSW. |

## How to read the actions

| Timeframes | |
|---|---|
| **Short** | up to 2 years - Immediate improvements. |
| **Medium** | up to 5 years - Requires planning or partnerships. |

## Actions

| Action | | Timeline | Rationale |
|---|---|---|---|
| W2.1 | Improve wayfinding signage between Victoria Street and Gibson Avenue shops to connect the two retail clusters. | Medium | • Community and businesses highlighted a need for signage linking Victoria Street and Gibson Avenue retail clusters to improve legibility. |
| W2.2 | Pursue grant opportunities for the installation of new or upgraded bus shelters in the Werrington neighbourhood centre. | Medium | • Shaded areas and seating are among the top requested upgrades from community members.<br>• This action aligns with Council's Cooling the City initiative. |
| W2.3 | Identify locations for additional tree planting in Werrington (for example, the eastern side of Rance Oval) to mitigate urban heat. | Medium | • Werrington has limited tree canopy and shade across key walking routes and around Parkes Avenue Reserve, with both Council and the community identifying this as a priority for action.<br>• This action aligns with the Green Grid Strategy 2021 and Cooling the City initiatives under Penrith 2041+ Community Strategic Plan. |

## What you can do today

- Walk or cycle to the station or shops.
- Encourage children and families to walk or ride to school.
- Participate in tree planting and greening initiatives.
- Join a bushcare or sustainability group.

## Case study




Source: Western Sydney Regional Organisation of Councils

**Climate Adapted People Shelter (CAPS) –** Nepean Hospital, Penrith City Council NSW

The Climate Adapted People Shelter (CAPS) at Nepean Hospital demonstrates how upgraded bus shelter design can protect users from extreme heat while improving public transport amenity.

The shelter includes an insulated roof, ventilation and solar lighting, making it up to 4°C cooler than traditional designs.

The project was delivered through a partnership between Penrith City Council, neighbouring councils, The University of Technology Sydney (UTS) and Western Sydney University (WSU), with support from Local Government NSW and the NSW Office of Environment and Heritage. Key enablers included alignment with Penrith's Cooling the City Strategy, an open innovation design competition led by UTS, and selection of a priority heat-vulnerable location servicing hospital users.

# Pillar 3
# A welcoming village heart

Werrington shops and the open spaces around it have the foundations to become Werrington's village heart - a place where people come together to meet, shop, eat and spend time locally.

This pillar focuses on strengthening the everyday experience of Victoria Street and surrounding public spaces through small but meaningful improvements that build vibrancy, identity and pride.

Engagement highlighted that while the centre is well used, it does not yet offer enough reasons for people to stay and linger. Participants expressed a desire for more amenities, activities and places to gather, alongside improved maintenance, landscaping and lighting to increase feelings of safety and care. There is also a strong appetite for local identity including public art and design that clearly reflects Werrington's character and says, 'welcome to Werrington'. Parkes Avenue Reserve was identified as an important local asset, with opportunities to better activate the space beyond organised sport and support more everyday use.

This pillar responds to these insights through coordinated activation, improved streetscape presentation and opportunities for outdoor dining, local art and community-led initiatives. By enhancing the look, feel and functionality of public spaces and shopfronts, Werrington can become a more inviting and engaging centre - one that supports local businesses, encourages people to stay longer and strengthens community life and pride.

| Our strengths |
|---|
| An established community and multi-generational families who have lived locally for decades. |
| A compact main shopping street with a single owner who has already invested in Werrington Shopping Centre. |
| New entrepreneurs and small businesses are giving it a go in Werrington due to competitive rents. |
| Active local schools and a growing number of families. |
| Organised sports like cricket and soccer activate the Oval and bring visitors. |

| What we're already committed to |
|---|
| **The actions under this pillar align with Council's commitment to:** |
| Enriching our places and supporting Werrington as a vibrant, mixed-use neighbourhood centre through the Penrith Local Strategic Planning Statement 2020 planning priorities. |
| Strengthening local identity, public art and cultural expression through the We Create Penrith Cultural Strategy 2024-2028 and Public Art Policy 2013. |
| Supporting local business growth, activation and visitation through the Visitor Economy Strategy 2023–2030. |
| Enhancing community connection and participation in public spaces through Penrith 2041+ Community Strategic Plan and Community Safety Plan 2023-2027. |

## How to read the actions

| Timeframes | |
|---|---|
| **Short** | up to 2 years - Immediate improvements. |
| **Medium** | up to 5 years - Requires planning or partnerships. |

## Actions

| Action | | Timeline | Rationale |
|---|---|---|---|
| W1.1 | Investigate trial parklets outside Victoria Street shops to support local businesses and create a more vibrant street environment, incorporating opportunities for public seating and outdoor dining, complemented by simple, low-maintenance temporary streetscape enhancements such as bins and durable landscaping elements. | **Medium** | • More outdoor dining is a top community priority along Victoria Street and local businesses want streetscape upgrades and alfresco seating to encourage dwell time.<br>• This action tests a low-risk, reversible activation that lifts trade and dwell time together. |
| W3.2 | Work with the Werrington Shopping Centre landowner to deliver a welcome sign/ mural on the rear side of the shops to improve the centre's presentation and create a more welcoming arrival from the train station. | **Medium** | • The community wants Werrington to better represent their unique identity<br>• Businesses want clearer wayfinding and identity markers. |
| W3.3 | Supply additional seats at the Kazanis Court bus stop to provide greater opportunities for seating and dwell time. | **Short** | • There is a lack of seating at the Victoria Street bus stop and across the Kazanis Court precinct and people are regularly observed sitting on the ground while waiting.<br>• This action delivers a quick and visible improvement to a high-use arrival point. |

*"Cohesive appearance of shops would improve the overall appearance. Street dining would encourage a good coffee shop or cafe to open in the centre"*

Werrington walkshop participant

*"If you engaged local community artists - make some murals and sculptures to brighten it up and create pride in the neighbourhood."*

Werrington walkshop participant

## What you can do today

- Shop at local shops and cafes.
- Apply for a Council grant to deliver public art.






## Case studies


Source: Blue Mountains City Council


Source: Canterbury-Bankstown Council

### **Springwood Place Activation Program –** Parklet Trial, Blue Mountains City Council NSW

The Springwood Place Activation Program shows how a coordinated pilot by a Community Improvement District (CID) can combine a temporary parklet, public space upgrades and business engagement to revitalise a town centre.

Delivered as a partnership between Blue Mountains City Council, Transport for NSW and local Springwood businesses, the program included a temporary parklet on a key high street with public seating and outdoor dining, alongside green spaces, landscaping, business forums, public art, youth engagement and place branding. Together, these elements created a more welcoming and active main street environment.

The program was funded through the NSW Government's Community Improvement District (CID) Pilot Program, an Australian-first initiative supporting business-led main street revitalisation. Key enablers included a clear pilot framework, strong public–private partnerships, alignment with local strategic plans and the use of established international CID models as a delivery template. It demonstrated how temporary interventions and business-led collaboration can test ideas, build momentum and inform longer-term main street revitalisation.

### **Better Walls Program, Canterbury -** Bankstown City Council NSW

The Better Walls program demonstrates how local government can transform overlooked walls into vibrant murals while creating opportunities for young people to collaborate with established artists.

Delivered by Canterbury-Bankstown Council in partnership with local young people and a group of Sydney-based street artists, the program delivered murals at multiple locations across the LGA. These works have helped to brighten public spaces, strengthen local identity and foster a sense of pride and connection within the community.

Key enablers included a clear focus on under-utilised walls in everyday community locations, a structured artist-youth mentoring model and partnerships with established artists to ensure quality and longevity of the works.

# Pillar 4
# Connected community

Werrington has a strong network of local community organisations, services and volunteers that help support community life. This pillar focuses on strengthening awareness of existing funding opportunities and encouraging greater connection between local groups and services.

| Our strengths |
| --- |
| A strong service provider network. |
| Active community organisations and local programs. |
| A growing and diverse community. |

| What we're already committed to |
| --- |
| **The actions under this pillar align with Council's commitment to:** |
| Strengthening community connection and participation through the Penrith 2041+ Community Strategic Plan. |
| Supporting inclusive, accessible and community-led programs through Council's Community Funding Program including grants such as the Thriving Communities Grant, Local Events Grant, Magnetic Places Grant and others. |

## How to read the actions

| Timeframes | |
|---|---|
| **Short** | up to 2 years - Immediate improvements. |
| **Medium** | up to 5 years - Requires planning or partnerships. |

## Actions

| Action | | Timeline | Rationale |
|---|---|---|---|
| W4.1 | Encourage place-based community services to sign up to Penrith Sector Connect to receive up to date information on local networking and events. | Short | • Coordination between services is a challenge in Werrington, and there is a clear call for a shared, place-based hub where people can access services, information and connect with others.<br>• This action connects local services into an existing Council network rather than building a new one. |
| W4.2 | Encourage community-led programs to apply for Wgrants from the Community Funding Program. | Short | • Community events are a top priority at Rance Oval and Arthur Neave Memorial Hall.<br>• This action leverges existing funding pathways such as the Thriving Communities, Local Events and Magnetic Places Grants directly to support Werrington-led programs. |

## Ideas for actions beyond a 5-year timeframe

The following ideas fall outside the 5-year timeframe of the Place Plan, and may require further investigation, community consultation, or detailed project design. These ideas are largely reliant on Council obtaining funding assistance, such as through federal or state government grants:

| Ideas |
| --- |
| Install floodlights at Rance Oval to improve safety and increase the usability of the open space after dark. |
| Establish a circuit loop walk around Rance Oval (and potentially wider parts of Parkes Avenue Sporting Complex) connecting the amenities block, Arthur Neave Memorial Hall and sports fields to the shops along Victoria Street. |
| Pursue a grant opportunity for the creation of a vibrant youth space with an upgraded basketball court and seating at the eastern side of Rance Oval. |
| Design and deliver an active transport connection along Victoria Street between Werrington Shopping Centre and Gibson Avenue shops, with wide shared paths, low level planting within verges and planting of shade trees. |
| Develop a concept design to enhance Kazanis Court as a pedestrian-priority arrival space through creative seating and landmark place-making elements, balanced with bus movement. |

**Case study**




**Glengala Village Road Art –** Sunshine West, Brimbank City Council VIC

The Glengala Village Road Art demonstrates how traffic-calming pavement art, combined with broader streetscape improvements, can prioritise pedestrians and create distinctive local main street.

Delivered as part of the West Sunshine 20-Minute Neighbourhood Pilot Program, community-submitted designs were translated into colourful, road-certified anti-skid pavement art painted on Glengala Road.

The project also included pop-up parks, an outdoor dining parklet, street greening, shopfront upgrades for up to 10 traders, and a temporary 20km/h speed limit authorised by VicRoads creating a safer and more inviting neighbourhood for people.

Fully funded by the Victorian State Government, key enablers included alignment with the 20-Minute Neighbourhood pilot framework, strong community involvement in the design, an independent road safety audit and a tactical urbanism approach that tested temporary interventions before moving to permanent works.

# Measuring success

The draft East-West Corridor: Kingswood-Werrington Structure Plan sets out 6 place outcomes that guide the long-term transformation of the corridor: connected, innovative, inclusive, safe, sustainable and prepared for growth.

The actions in this draft Place Plan are designed to support and advance these outcomes through practical, place-based improvements delivered over the short to medium term.

To understand whether these actions are achieving their intended impact, a set of measurable indicators has been suggested.

The measures below provide a framework for tracking progress and understanding how the draft Place Plan is contributing to improved safety, activation, environmental quality and economic vitality across the 2 centres.

| Desired outcome | Measure |
|---|---|
| Improved perceptions of safety, welcome and pride (day and night) | • Before and after intervention place audits/ surveys linked to specific projects/actions (with baseline data capture at the commencement of the action) e.g. NSW Government Public Spaces Evaluation Tool.<br>• Council's Community Satisfaction Survey - metrics for safety, belonging, local identity etc. for day and night. |
| More reasons to stay in the local centre | Increased dwell time and visitation in local centres and public spaces via place audits/ surveys. |
| Growth in night-time trading and activation | % of businesses trading later (open after 6pm). |
| Improved lighting | Number of lighting upgrades completed. |

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## DRAFT KINGSWOOD-WERRINGTON PLACE PLAN:

### FUNDING STATUS OF PROPOSED COUNCIL ACTIONS

| PROPOSED COUNCIL ACTIONS - KINGSWOOD | | |
|---|---|---|
| **SHORT-MEDIUM TERM ACTIONS** | | **FUNDING STATUS** |
| **PILLAR 1 – VIBRANT DESTINATIONS** | Strengthen the identity of Bringelly Road between Rodgers Street and Derby Street as Kingswood's high street by investigating creative night time lighting and engaging with local business owners to improve the presentation of shopfronts, signage and interiors to help attract additional trade. | **Funded** through existing resources (future work program)<br><br>**Installation subject to future funding* |
| | Investigate delivery of the Penrith Mayoral Challenge in Wainwright Park | **Funded** through existing resources (future work program) |
| | Supply temporary seating within the Orth Street Reserve (north) to provide opportunities for seating and to ascertain how people use the space to help inform potential future embellishment. | Subject to **future funding & resourcing** |
| | Engage with local business owners to encourage them to provide places to sit and dine in the forecourt of the Manning Street shops and improve the general presentation of shopfronts and signage to help attract additional trade. | **Funded** through existing resources (future work program) |
| **PILLAR 2 – SAFE AND COOL** | Review street lighting along Victoria Street, Cox Avenue and Park Avenue in Kingswood North and Orth Street, Rodgers Street, Wainwright Lane and Santley Crescent in Kingswood Local Centre for adherence to standards and advocate to Endeavour Energy for improvements as part of future projects. | **Part funded** (advocacy) through existing resources (future work program)<br><br>**Review and practical delivery subject to future funding* |
| | Work in partnership with local businesses along the Great Western Highway to identify opportunities for a Spring Refresh program. Introduce seasonal low-maintenance plant species within existing planter boxes, with participating businesses assisting with watering, light maintenance and day to day oversight to discourage vandalism or misuse. | **Funded** through existing resources (future work program) |
| | Pursue grant opportunities for the installation of new or upgraded bus shelters in the Kingswood town centre. | **Funded** through existing resources (current work program) |
| | Facilitate discussions with The Quarter Penrith and other key stakeholders regarding opportunities to better promote and expand the existing shuttle bus | **Funded** through existing resources (current work program) |

| | | |
|---|---|---|
| | service to better connect TAFE NSW, WSU Penrith (Kingswood campus) and Kingswood Train Station. | |
| | Advocate to TfNSW and local bus services to explore the opportunity for greater accessibility at Kingswood Station, specifically for buses to stop on the south side of the station. | **Funded** through existing resources (current work program) |
| **PILLAR 3 – UNMISTAKEABLY KINGSWOOD** | Develop a unique Kingswood identity palette of colours and motifs to apply to street furniture, hoardings and surfaces as part of updating the Kingswood public domain manual. | **Funded** through existing resources (future work program) |
| | Undertake a public art and wayfinding signage audit and opportunities plan for Kingswood town centre. | **Funded** through existing resources (future work program)<br><br>**May be undertaken as part of work on Kingswood Master Plan* |
| | Investigate establishing a streetscape improvement grant program to assist business owners to install artworks or undertake facade upgrades. | **Funded** through existing resources (future work program) |
| **PILLAR 4 – CONNECTED COMMUNITY** | Develop a 'Discover Kingswood' campaign showcasing what is special about Kingswood including its local businesses and things to do. | **Funded** through existing resources (future work program) |
| | Continue Village Cafe to connect residents to local services, combat social isolation and support wellbeing | **Funded** through existing resources (current work program) |
| | Investigate the provision of a community notice board (either digital or changeable poster display) outside the Kingswood Neighbourhood Centre with a quarterly display of local events, activities or community services, e.g. Village Cafe, local events, public announcements. | **Funded** through existing resources (future work program) |
| | Encourage local business representative organisations to broaden their membership base and strengthen engagement with Kingswood businesses. | **Funded** through existing resources (current work program) |
| | Support the trial of a Kingswood local business group or network, with quarterly coffee catch-ups to share local insights, resources, opportunities and skills. | **Funded** through existing resources (future work program) |
| | Encourage place-based community services to sign up to Penrith Sector Connect to receive up to date information on local networking and events. | **Funded** through existing resources (current work program) |

| | | |
|---|---|---|
| | Continue advocacy on matters of importance to residents and stakeholders including housing diversity, public transport, accessibility and safety. | **Funded** through existing resources (current work program) |
| | Encourage community-led programs to apply for grants from the Community Funding Program. | **Funded** through existing resources (current work program) |
| **POTENTIAL LONGER-TERM ACTIONS (5+ YEARS)** | | **FUNDING STATUS** |
| | Develop a concept design for a communal gathering and seating space within part of the Rodgers Street car park to create a welcoming outdoor space for workers, residents and visitors, balanced with car parking provision. | **Funded** through existing resources (future work program)<br><br>**May be undertaken as part of work on Kingswood Master Plan* |
| | Install a safe walking/cycling path that traverses the Council-owned land at Rodgers Street car park and Orth Street Reserve, facilitating a comfortable and safe connection between Rodgers Street and Orth Street across the currently grassed area. | Subject to **future funding & resourcing** |
| | Develop a concept design for streetscape improvements with planting along the Great Western Highway (southern side) between Bringelly Road and Somerset Street to improve the amenity of local shops through shade and greening. | **Funded** through existing resources (future work program)<br><br>**May be undertaken as part of work on Kingswood Master Plan* |
| | Increase lighting within Chapman Gardens to support safe evening access for training and community programs. | Subject to **future funding & resourcing** |

| PROPOSED COUNCIL ACTIONS - WERRINGTON | | |
|---|---|---|
| **SHORT-MEDIUM TERM ACTIONS** | | **FUNDING STATUS** |
| **PILLAR 1 – SAFE AND CONFIDENT** | Review street lighting along Parkes Avenue, Albert Street, Gibson Avenue, Railway Street, Rance Road and Walker Street for adherence to standards and advocate to Endeavour Energy for improvements as part of future projects. | **Part funded** (advocacy) through existing resources (future work program)<br><br>**Review and practical delivery subject to future funding* |
| | Continue to monitor and maintain shrubs in Rance Oval to improve sightlines and passive surveillance. | **Funded** through existing resources (current work program) |
| | Investigate the removal of fencing between the eastern edge of Council's car park and Kazanis Court to address entrapment issues and improve safety. | **Funded** through existing resources (future work program) |
| | Explore the removal of the shipping container west of Rance Oval to remove entrapment areas and improve the visibility and sense of safety of open space areas. | **Funded** through existing resources (future work program) |
| **PILLAR 2 – COMFORTABLE CONNECTIONS** | Improve wayfinding signage between Victoria Street and Gibson Avenue shops to connect the two retail clusters. | Subject to **future funding & resourcing** |
| | Pursue grant opportunities for the installation of new or upgraded bus shelters in the Werrington neighbourhood centre. | **Funded** through existing resources (current work program) |
| | Identify locations for additional tree planting in Werrington (for example, the eastern side of Rance Oval) to mitigate urban heat. | **Funded** through existing resources (future work program) |
| **PILLAR 3 – A WELCOMING VILLAGE HEART** | Investigate trial parklets outside Victoria Street shops to support local businesses and create a more vibrant street environment, incorporating opportunities for public seating and outdoor dining, complemented by simple, low-maintenance temporary streetscape enhancements such as bins and durable landscaping elements. | **Funded** through existing resources (future work program)<br><br>**Installation subject to future funding* |
| | Work with the Werrington Shopping Centre landowner to deliver a welcome sign/mural on the rear side of the shops to improve the centre's presentation and create a more welcoming arrival from the train station. | Subject to **future funding & resourcing** |

| | | |
|---|---|---|
| | Supply additional seats at the Kazanis Court bus stop to provide greater opportunities for seating and dwell time. | Subject to **future funding & resourcing** |
| **PILLAR 4 – CONNECTED COMMUNITY** | Encourage place-based community services to sign up to Penrith Sector Connect to receive up to date information on local networking and events. | **Funded** through existing resources (current work program) |
| | Encourage community-led programs to apply for grants from the Community Funding Program. | **Funded** through existing resources (current work program) |
| **POTENTIAL LONGER-TERM ACTIONS (5+ YEARS)** | | **FUNDING STATUS** |
| | Install floodlights at Rance Oval to improve safety and increase the usability of the open space after dark. | Subject to **future funding & resourcing** |
| | Establish a circuit loop walk around Rance Oval (and potentially wider parts of Parkes Avenue Sporting Complex) connecting the amenities block, Arthur Neave Memorial Hall and sports fields to the shops along Victoria Street. | Subject to **future funding & resourcing** |
| | Pursue a grant opportunity for the creation of a vibrant youth space with an upgraded basketball court and seating at the eastern side of Rance Oval. | **Funded** through existing resources (future work program) |
| | Design and deliver an active transport connection along Victoria Street between Werrington Shopping Centre and Gibson Avenue shops, with wide shared paths, low level planting within verges and planting of shade trees. | **Part funded** (design) through existing resources (future work program)<br><br>**Practical delivery subject to future funding* |
| | Develop a concept design to enhance Kazanis Court as a pedestrian-priority arrival space through creative seating and landmark place-making elements, balanced with bus movement. | **Funded** through existing resources (future work program)<br><br>**May be undertaken as part of work on Kingswood Master Plan* |

# ATTACHMENTS

| | |
|---|---|
| Date of Meeting: | Monday 25 May 2026 |
| Report Title: | Submission to the revised Orchard Hills South<br>Public Exhibition Package |
| Attachments: | Penrith Council Submission - Rezoning of land in Orchard Hills - State-Led Rezoning<br>Orchard Hills Precinct - Comparison of 2024 and 2026 Structure Plans<br>Responses to Councillors questions at the P&S Committee Meeting of 11 May 2026 |

# Penrith City Council's Submission

## Draft Planning Package for Orchard Hills Precinct – Stage 1 Rezoning

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25 May 2026

PENRITH CITY COUNCIL
Penrith City Council | PO Box 60, Penrith NSW 2751 Australia
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## i. Abbreviations and terms used in this submission

| Reference | Abbreviation or Term |
|---|---|
| Affordable Rental Housing Contribution | ARHC |
| Cumberland Plain Conservation Plan | CPCP |
| Development Contributions Plan | CP |
| Development Application | DA |
| Draft Development Control Plan Orchard Hills Precinct 2026 | Draft DCP |
| Explanation of Intended Effect | EIE |
| Flood Planning Level | FPL |
| Indicative Layout Plan | ILP |
| Integrated Water Cycle Management | IWCM |
| Local Environmental Plan | LEP |
| Local Government Area | LGA |
| Outer Sydney Orbital | OSO |
| Penrith Development Control Plan 2014 | Penrith DCP |
| Revised Orchard Hills Stage 1 Rezoning Proposal | Revised Proposal |
| Social Infrastructure and Open Space Addendum Report | SI&OS Addendum |
| State Environmental Planning Policy | SEPP |
| Transport Management and Accessibility Plan | TMAP |
| Water Sensitive Urban Design | WSUD |
| Western Sydney International Airport | WSIA |

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## ii. Executive summary

Council thanks the Department for the opportunity to review the revised Orchard Hills Stage 1 Rezoning Proposal (the Revised Proposal). While the strategic intent of the rezoning proposal to facilitate the delivery of housing and jobs close to major transport infrastructure is supported, several key strategic issues remain outstanding and require further attention. Council requests that the Revised Proposal not be progressed until these critical issues are addressed, as outlined in this submission.

It is noted that refinements have been made to the Revised Proposal which are positive, including the reduced rezoning footprint and rationalisation of the road and open space networks. Notwithstanding these improvements, outstanding strategic issues include:

Availability of utilities

The approach to utilities servicing for the precinct must be planned with greater certainty and transparency. Council reiterates its 2025 position that the rezoning should be limited to land with existing or planned servicing capacity, noting that areas within Stage 1 remain outside of the initial water and wastewater servicing area. Council recommends that the Department, Sydney Water and relevant agencies urgently finalise and publicly commit to fully funded staged servicing plans for Orchard Hills by the time the rezoning is finalised. Servicing plans must include confirmed delivery dates for sewer upgrades, reservoir requirements, trunk mains and the infrastructure pathway needed to support continuous housing delivery beyond the initial servicing capacity of 3,500 dwellings.

In addition, the Department should give priority to preparing a broader precinct staging and sequencing plan aligned with infrastructure delivery to address landowner and industry uncertainty and support the orderly development of the precinct.

Feasibility of early housing supply

The release of lower density areas first is imperative to support higher densities when the residential unit market recovers and contribute to the delivery of lead in infrastructure.

Extent and cost of local infrastructure

The financial risk to Council, and our community and ratepayers remains a significant concern. The quantum of Stage 1 infrastructure to be delivered by Council is substantial, costed at approximately $441 million. Council's capacity to deliver this infrastructure in

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an orderly and timely manner remains a significant issue. Priorities for our Council include:

- A commitment from the State government to assist Council in funding and delivering critical lead in road infrastructure. Critical lead in infrastructure is needed ahead of funding becoming available in a CP.
- A funding source for all Regional and State infrastructure to be secured before finalisation, noting that Council will only be responsible for funding local infrastructure.
- The preparation of a CP to support the precinct at the commencement of the rezoning is critical for Council, the community and industry. The CP should be prepared by Council with funding provided by the Department, and be in place at the time of the rezoning.
- Council requests that the Government make a line of interest free funding available to address hardship claims and support the early delivery of critical infrastructure.

State and Regional Infrastructure

Infrastructure delivery responsibilities need to be reviewed to ensure that Council is only funding local infrastructure. The rezoning and broader Structure Plan area must be supported with a committed list of State and Regional infrastructure and a funding source for Regional/State infrastructure, before the rezoning is finalised. Council emphasises that the connector road between Kent Road and the Northern Road is Regionally significant and requires State funding. Further, no funding mechanisms are identified to upgrade existing rural roads in the Structure Plan, to provide for the east-west road connection to Mamre Road, or to deliver the proposed community facility.

Land Fragmentation

Land fragmentation remains a significant challenge, and this submission identifies further opportunities to reduce land fragmentation and improve the efficiency and cost effectiveness of infrastructure delivery.

Flood planning

Council has formally requested clearer direction from the Department on flood planning settings and the definition of the proposed climate change provision. Without this clarity there are significant uncertainties in relation to urban design outcomes, development costs, feasibility and infrastructure delivery across the Orchard Hills precinct. The Revised Proposal effectively sets the Flood Planning Level (FPL) at the 1% AEP event plus climate change and an additional 0.5m freeboard, broadly equivalent to the 500-year flood level plus freeboard. This represents a substantial uplift in flood planning requirements

and shift in Council's existing flood planning framework. While Council supports improved flood resilience in principle, the lack of a clear and consistent definition of climate change provisions, particularly in how they are applied to FPLs, creates uncertainty and risk for both Council and developers. The Department must provide clear, consistent definitions and direction on climate change allowances and flood planning benchmarks prior to the finalisation of the rezoning.

Traffic and transport

The updated Transport Management and Access Plan (TMAP) does not provide a coordinated or credible transport framework for Stage 1 and fails to address Council's infrastructure, connectivity and network performance concerns. Key strategic east-west and north-south connections, particularly links to Mamre Road, The Northern Road and across the M4 remain unresolved, limiting regional connectivity and undermining access to the Metro, town centre and surrounding suburbs.

Council requests further engagement with the Department post-exhibition to determine the suitability of the proposed road network and ensure this infrastructure is delivered in an efficient and cost-effective manner.

Open Space

The proposed quantity and quality of open space does not comply with Council's adopted Sport and Recreation Strategy, and concerns remain in relation to the reliance of the 15% Net Developable Land benchmark for provision of open space. Council officers request further consultation with the Department to develop a solution for open space to ensure that the embellishments, facilities and layouts will deliver high-quality and functional outcomes, consistent with Council standards and community expectations.

DCP

Our strong preference is for the Stage 1 Orchard Hills DCP to be embedded within the existing Penrith DCP as a key precinct chapter. Establishing a stand-alone DCP for Orchard Hills means that established controls within Penrith DCP can no longer be relied upon. This is considered to weaken the planning outcomes for the precinct, particularly in relation to environmental outcomes, including urban heat mitigation and canopy cover. It also has implications for the ongoing servicing of development in relation to waste management. Further, the proposed approach results in an unnecessarily complex and multi-layered planning framework, which would complicate development assessment.

Council would welcome the opportunity to continue to work with the Department to address all matters outlined in this submission but reiterate that they must be resolved prior to finalisation of the planning package.

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# Submission Feedback

## 1. Availability of utilities

- Council reiterates our 2025 submission, that the rezoning should be limited to land that has existing or planned servicing capacity, and that servicing plans with clear timeframes for when enabling services and infrastructure will be available is required prior to finalisation of the rezoning.

- The revised Draft Utilities Servicing Strategy dated March 2026 (Servicing Strategy) that accompanies the exhibition package outlines the enabling infrastructure (sewer, water, electricity and telecommunications) needed to support future development within Stage 1, as summarised below:

| **Draft Servicing Strategy - infrastructure requirements** (summarised) | **Council Comment** |
|---|---|
| Sewer: Sydney Water have committed to providing interim servicing for the Metro development site and initial development with capacity to supply about 3,500 dwellings in Stage 1.<br>Future development beyond this capacity (3,500 dwellings) will need to connect to the Upper South Creek Advanced Water Recycling Centre (AWRC) that is planned to support the Aerotropolis precinct. | Servicing capacity for 3,500 dwellings is misaligned with the revised rezoning proposal of 5,700 dwellings for Stage 1. About 2,200 dwellings in the Stage 1 will be constrained by servicing. |
| Water: There is limited potable water supplied to Stage 1 and the broader Orchard Hills precinct. Sydney Water is currently undertaking options planning for Stage 1 and indicated there is capacity to supply initial development within the Metro site. Existing reticulation mains along road corridors to be upgraded. | Further details are needed to confirm the extent of servicing capacity to the area surrounding the Metro site to confirm it aligns with the proposed entire Stage 1 area. |
| Electricity: There is capacity to supply up to 2,500 dwellings within vicinity of the Metro Station using the recently constructed two 11kV feeders that supply the Tunnel Boring Machine for the Metro. Once capacity is exhausted, additional feeders will be required. | Servicing capacity for 2,500 dwellings is misaligned with the Stage 1 rezoning proposal for 5,700 dwellings. About 3,200 dwellings in Stage 1 will be constrained by servicing |

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|---|---|
| | and require additional infrastructure. |
| Telecommunications: It is expected that NBN fixed line servicing will be extended across Stage 1 as development progresses. Extension of Telstra's 5G network is likely to align with proposed development growth to be confirmed with Telstra during subsequent stage of development. | N/A |

- While the Revised Proposal seeks to introduce LEP and DCP controls to ensure that development can only occur when servicing infrastructure is available, these are interim mechanisms and only addresses issues in the short-term. There is a lack of detailed staging and sequencing of development, and assurance of how land in Stage 1 that is outside of the initial servicing capacity and wider Orchard Hills Precinct will be serviced in the long-term.

- The approach to utilities servicing for the precinct must be planned with greater certainty and transparency. Council recommends that the Department, Sydney Water and relevant agencies urgently finalise and publicly commit to a fully funded stage servicing plans for Orchard Hills by the time of rezoning finalisation, including confirmed delivery dates for sewer upgrades, reservoir requirements, trunk mains and the infrastructure pathway needed to support continuous housing delivery beyond the initial servicing capacity of 3,500 dwellings.

- Council reiterates concerns in our 2025 submission of the impact of the zoning on Council rates. Upon finalisation of the rezoning, land values (and consequently Council rates) typically increase, which means that Council may need to consider rate relief for impacted residents. Refer to detailed comments in sections 2.1 and 2.7 of this submission.

**Council Position:**
- Council reiterates our 2025 submission, that the rezoning should be limited to land that has existing or planned servicing capacity.
- Land should not be rezoned unless it is capable of being serviced immediately.
- Servicing plans for all land in Stage 1, and the broader Orchard Hills Precinct should be prepared with clear timeframes for when enabling services and infrastructure will be available. It is imperative that this be undertaken prior to rezoning.

## 2. Infrastructure delivery and development contributions

### 2.1 Feasibility of early housing supply

- Council acknowledges amendments to the Revised Proposal in response to the Economic and Feasibility Study Update (Atlas Economics), including reducing the extent of higher density residential development. However, consistent with Council's 2025 submission, it remains Councils strong concern that the lack of feasibility of medium-high density dwellings may result in funding shortfalls and will create significant impacts on Councils' ability to fund and deliver infrastructure for the precinct.

- The Revised Proposal remains disproportionately weighted toward medium and higher density outcomes that are unlikely to proceed in the early years of the precinct. For example, in established strategic centres like Penrith and St Marys where there is good access to services, transport connectivity and jobs, there have nonetheless been feasibility and delivery challenges for these higher density outcomes. The long-term vision for the precinct for a high-density mixed-use centre around the Metro Station must be complemented by realistic pathways for immediate and medium-term housing delivery.

- The feasibility challenges have flow on implications for landowners following the rezoning. Where development is delayed due to servicing constraints or market conditions, landowners are subject to increased land valuations and increased Council rates without a corresponding ability to realise development potential. This creates an inequitable outcome and highlights the need to better align rezoning with realistic development timeframes.

- Council recommends that the planning for Orchard Hills should ensure feasible housing delivery (low density and low-medium density housing) is prioritised in the early stages that can establish critical mass needed to support higher density outcomes over time and support delivery of critical lead in infrastructure.

**Council Position:**

- The CP relies on achieving high dwelling yields to fund infrastructure, but there is no certainty that the dwelling targets will be achieved. This is particularly an issue as medium high density housing will not be feasible within the first 10-15 years (Atlas Economics).
- Council recommends the release of lower density areas first to build critical mass to support higher densities if/when the residential unit

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market recovers. The need to deliver lead in infrastructure is a critical matter to ensure a well-functioning community.
- The ability for the precinct to deliver lead in infrastructure (i.e.) water is a critical matter to ensure a well-functioning community.

## 2.2 Extent and cost of infrastructure

- It is acknowledged that the quantum of infrastructure has decreased as a result of the reduced size of the Stage 1 rezoning area. Notwithstanding, Stage 1 infrastructure to be delivered by Council remains substantial and is costed at approximately $441 million.

  When considered alongside infrastructure obligations in other release areas across the LGA, concerns remain regarding Council's capacity to deliver this infrastructure in an orderly and timely manner.

  The updated Economic and Feasibility Study acknowledges that many medium and higher density housing outcomes, (being prioritised within the Orchard Hills precinct) are unlikely to be feasible in the short-term. This will further impact on the orderly and timely delivery of infrastructure.

- The preparation of a CP to support the precinct at the commencement of the rezoning is critical for Council, the community and industry. It is considered essential that a CP is:
  - prepared by Council, with funding provided by the Department
  - finalised concurrently with the broader precinct planning framework, to provide funding certainty and avoid reliance on interim mechanisms, and
  - supported by the State Government making a line of interest free funding available to address hardship claims and support the early delivery of critical local infrastructure.

- Council notes the preliminary nature of the updated CP Background Report and the need for defined scopes of work for all infrastructure items, updated costings and land valuations to inform the preparation of a CP and the IPART process. IPART approval timeframes are envisaged between 16-18months or longer, creating a risk of significant delays, leaving Council without a funding source for infrastructure and hardship claims, and further delaying development from proceeding.

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- Clause 6.3A-Concurrence of the Planning Secretary of Penrith LEP has been used previously where a CP is not in effect at the time of rezoning. However, it is not our preferred approach, and our preference remains for the CP to be in place at the time of the rezoning. Should the use of Clause 6.3A be proposed for Stage 1 (noting the EIE is silent on this), further consultation with Council is requested to ensure it is appropriate and fit for purpose.

**Council Position:**
- The CP to be prepared by Council, funded by the Department. This is critical to support infrastructure delivery at Orchard Hills.
- Strong preference is for a CP to be in place at the time of the rezoning.
- If the use of Clause 6.3A is intended, Council requests further consultation to ensure it is fit for purpose.
- The preparation of the CP must be supported by scopes of work, updated works costings and updated land values to ensure they are accurate and fit for purpose.

## 2.3 State and Regional infrastructure

- Council supports the Department's ongoing engagement with Department of Education (Schools Infrastructure) to provide certainty on a school and to ensure school infrastructure within Stage 1 rezoning area and the broader catchment meets current and future demands as well as the Department's site requirements.
- Council reiterates our 2025 submission comment, that infrastructure delivery responsibilities need to be reviewed to ensure that Council is only funding local infrastructure. The rezoning and broader Structure Plan area must be supported with a committed list of State and Regional infrastructure and a secured funding source for Regional/State infrastructure, before the rezoning is finalised. Council emphasises the following:
    - the connector road between Kent Road and The Northern Road is Regionally significant and must be identified as State funded item, not local infrastructure. To provide certainty to all stakeholders, the full corridor location of this road should be identified across the rezoning and Structure Plan area.
    - no funding mechanism has been identified to upgrade existing rural roads in the Structure Plan area (i.e. Wentworth Road). Existing rural roads will likely fail due to expected increased traffic loads, including construction traffic.

- no funding mechanism has been identified for an east-west road connection to Mamre Road. Its indicative location needs to be factored into the design of the surrounding district open space facilities.
- no funding mechanism has been identified to deliver the proposed community facility (works only).

- The following table represents a general summary of Councils financial analysis, but does not include essential infrastructure such as sewer, water and electricity:

| | | |
|---|---|---|
| Total Infrastructure Cost attributed to Council (not endorsed) | $441.3m | Not endorsed |
| Value of infrastructure to be delivered in the CP, but not fully funded in stage 1 | $4.75m | SW1 |
| Value of infrastructure in the CP that should be state funded | $54.5m | TB1, TB2, TB3 |
| Value of infrastructure in the CP that should be delivered by Sydney Metro | $55.8m | OS3, OS4, CS2, CS3 |
| Value of State Infrastructure that is not funded | $256m | Connection to Mamre Rd<br>Connection to The Northern Rd |
| Value of Infrastructure that is not essential and Council has no funding source | $24m | Community facility (estimate only) |
| Amount of infrastructure for Council funding that may not be supported by IPART | $15m | NS3, CS5 |

- Council's position in respect to the delivery of lead in infrastructure remains. Infrastructure such as roads must be in place to facilitate redevelopment of the precinct. This infrastructure is needed ahead of funding becoming available in a CP. This matter continues to be a significant risk to Council. The State Government is requested to commit to the funding and delivery of State level enabling infrastructure upfront and an interest free funding source for Council to provide local enabling infrastructure.

**Council Position:**
- Department to continue to seek certainty on the delivery of school infrastructure within the precinct.
- Council will only be responsible for funding local infrastructure.
- A funding source for all Regional/State infrastructure is to be secured before

the rezoning is undertaken.
- The State Government should assist Council in funding and delivering critical lead in road infrastructure.
- A strategic business case should be prepared to support the delivery of infrastructure, which should include a funding and delivery strategy for essential infrastructure.

## 2.4 Staging and delivery priorities

- The future preparation of a CP will need to respond to the anticipated staging of development and prioritise the delivery of infrastructure to support this staging.
- Without an agreed utilities strategy, in conjunction with feasibility challenges, development may not occur as anticipated. This may result in a shortfall in the CP and infrastructure not meeting the demands of development.
- The EIE outlines a revision that has renamed stages to refer to their location within the precinct rather than stage numbers. This is to recognise the opportunity for development to be taken forward outside of Stage 1 at any time in line with the Structure Plan and utility servicing availability.
- Notwithstanding this, the Department is progressing the rezoning of Stage 1 with limited servicing available and no certainty on when additional services will become available. This approach is not supported and remains a key issue for Council (discussed in further detail in Section 1 of this submission).

**Council Position:**
- The Stage 1 rezoning area to be limited to sites with existing and planned servicing capacity and have a lens to feasibility and delivery.
- Servicing Plans for the Stage 1 rezoning area to be prepared with clear timeframes for when enabling services and infrastructure will be available.
- The Stage 1 rezoning boundary to be aligned with Figure 13 of the EIE.

## 2.5 Fragmentation of land

- While the Revised Proposal reduces reliance on fragmented land ownership by enabling more sites to develop independently, fragmented ownership remains a constraint on achieving coordinated development outcomes, particularly within higher-density, mixed-use areas and CPCP Avoided land. This presents delivery and sequencing risks that should be addressed prior to finalisation.

- Council notes improvements to the road network, including a reduction in the number of SP2 infrastructure roads and a simplified range of street typologies, minimising the need for extensive amalgamation, which is acknowledged.

  Notwithstanding these improvements, there remain opportunities to reduce land fragmentation and improve the efficiency and cost effectiveness of infrastructure delivery. One example, the north–south street located immediately east of the proposed school site (NS1) could be realigned further west to reduce impacts on multiple landowners.

- Overall, the delivery of a metro-oriented urban centre across a highly fragmented ownership structure continues to be a challenge and a barrier to coordinated development across the precinct. This has the potential to create risks around amalgamation, coordinated infrastructure delivery and inconsistent urban outcomes. Council recommend the Department provides robust mechanisms to manage these risks.

**Council Position:**

- Further refinement is required to reduce land fragmentation and improve infrastructure efficiency, including resolution of the north-south street alignment east of the school site, prior to finalisation.
- Recommended that the Department provide robust mechanisms to manage the challenges associated with the fragmented land ownership across the precinct to facilitate coordinated development and infrastructure delivery.

## 2.6 Land acquisition and hardship

- There are approximately 22 parcels of land where more than 40% of the site is affected by a proposed acquisition layer. Under the revised CP Background Report, this land is valued at approximately $142 million.

- Council strongly reiterates its position from its 2025 submission, that there is a high likelihood of hardship claims resulting from the rezoning and the significant financial implications this has on Council:

  - hardship claims may occur from when the land is rezoned. If funds are not yet available under the applicable CP, Council will be required to forward fund these claims.

  - there is a risk of negative contribution fund balances, which may undermine

Council's ability to deliver essential infrastructure from the onset, particularly roads.

- hardship claims result in additional costs to Council, which are not covered by CP funding, e.g. administrative costs, legal and valuation services and Valuer General fees.

- Council seeks the Department and State Government to facilitate assistance in respect to managing the financial implications of early hardship claims, to ensure that the broader Penrith community is not negatively impacted.

- Council continues to advocate for a streamlined acquisition process (one stop shop) with a singular point of contact for residents is recommended to be established within the Orchard Hills precinct.

**Council Position:**

- Hardship claims can occur prior to the collection of development contributions. Council is deeply concerned with the financial feasibility and infrastructure delivery implications on Orchard Hills and the broader community if hardship claims occur.
- An 'all of government' response to manage the financial sustainability of infrastructure delivery in Orchard Hills is required.
- Council requests an interest free line funding source to manage hardship claims in the early stages of the rezoning.
- A 'one stop shop' for land acquisition is established for residents impacted by land acquisition.

## 2.7 Re-zoning and impact on Council rates

- Rezoning land for urban purposes typically triggers a significant increase in council rates due to higher land valuations. Key issues for Stage 1 include:

  - landowners may face higher rates immediately following rezoning, even where development is constrained by servicing.

  - a disconnect between land value and development capacity, where feasibility challenges, such as higher densities within Stage 1, may delay or limit actual development outcomes.

  - increased holding costs for landowners, creating financial pressure that may discourage participation or delay development.

- where slower development delivery can delay expected uplift in rates revenue and contribution funding, affecting infrastructure planning and delivery.

- There is also concern that limiting rezoning to Stage 1 area will result in significant and inequitable increases in council rates for property owners in the broader Orchard Hills precinct. Current legislation permits rate postponement only for rezoned land, enabling those owners within Stage 1 to defer increases in rates until development or sale. In contrast, landowners outside the Stage 1 rezoning area, but within the Orchard Hills precinct, are likely to experience substantial rate increases driven by speculation and rising land values, without access to any deferral mechanism.

- While Council has implemented a 30% rural rate reduction, this has not sufficiently mitigated the impact of increasing valuations. The scale of affected properties also exceeds Council's capacity to administer a local deferral scheme.

**Council Position:**
- Recommended that the NSW Government introduce and administer a State-wide hardship measure, such as a rates deferral scheme or interest-free loans, to ensure equitable outcomes for affected landowners.

## 2.8 Nexus and apportionment

- Infrastructure included in a CP should be reasonable in terms of nexus and apportionment. This ensures that the final contribution rates represent what is required to solely meet the demands of development.

- Council remains concerned that nexus has not been adequately demonstrated for several proposed roads, for example items NS3 and CS5. Further, the Revised Proposal package includes roads for delivery in the CP that were previously identified for Metro to deliver. The reclassification of the town centre bypass from a distributor road to a local road is concerning from a nexus and apportionment perspective.

- Concern remains that Sydney Metro are not delivering elements of the public domain that were committed to in the original scope and are instead relying on future development to support delivery. In preparing the CP, careful consideration of infrastructure items will be required, whether this is a result of the proposed development. There is a preference for Sydney Metro to facilitate delivery of

infrastructure and critical public links on their land, which in turn, may improve the feasibility of development.

- The Claremont Creek catchment stormwater basin (SW1) is proposed to be delivered in Stage 1. However, based on apportionment, approximately 12% of the land that the basin will serve is in Stage 1. This will leave a significant shortfall in the plan until further land from the catchment is rezoned.

- Consistent with Councils 2025 submission, prior to the inclusion of any item in a CP, Council must be satisfied that the infrastructure is appropriate for the future population.

**Council Position:**
- Council would like to work with the Department and Sydney Metro to ensure that all proposed infrastructure items are reasonable in terms of nexus and apportionment, as per IPART's requirements.
- Council is not supportive of the inclusion of SW1 in a future CP without a mechanism to fund the full works item.

## 2.9 Stormwater

- Council maintains its position that a consolidated stormwater contribution charge across the precinct is preferred to ensure stormwater servicing costs are equitably distributed and do not adversely impact housing affordability. This matter remains unresolved and must be appropriately addressed through the future CP.

- While it is noted that the revised IWCM report confirms stormwater treatment and detention facilities will be located above the 1% AEP flood level for Strahler Order 3 streams, further clarification is required for lower-order streams. This should include confirmation of flood behaviour (including depths, velocities and duration of inundation) to ensure stormwater infrastructure associated with these streams can be safely designed, maintained and managed over the long term, in consultation with Council.

- As stormwater management in the precinct will require larger pipe sizes and addition kerb inlet pit, this cost will need to be accommodated in the future CP and may have considerable cost implications for development.

**Council Position:**
- A consolidated stormwater contribution charge is required to ensure

equitable cost distribution and avoid housing affordability impacts. This must be resolved through the CP.
- Further clarification is required for lower-order streams to ensure stormwater infrastructure can be safely designed and managed.
- Due to the Departments proposed application of climate change consideration for local overland flow flooding, the design of roads facilitated in the CP will need to accommodate larger pipes and additional inlet pits in any costings.

### 2.10 Traffic and transport

- As outlined in the EIE, the road network has been rationalised (SP2 Infrastructure roads and the number of street typologies have been reduced). The revised road network enables individual lots to develop independently, addressing land fragmentation issues. This partially aligns with Council's previous feedback; however, further detailed comments regarding the TMAP are provided below.

- The reduction in the Stage 1 area has reduced concern regarding the design of roads not reflecting the topography and associated increase in costs to deliver roads. Notwithstanding this, there are still instances where more efficient and cost-effective infrastructure delivery could occur, for example, the north-south street directly east of the school site could be moved west to impact fewer owners. This remains an outstanding issue to be resolved prior to finalisation.

- Transport Management and Accessibility Plan (TMAP): The revised TMAP fails to address Council's previously raised concerns and further reduces the scope of critical transport infrastructure required to support Stage 1 of the precinct. Key strategic east-west and north-south connections, particularly links to Mamre Road, The Northern Road and across the M4 remain unresolved. This outcome limits regional connectivity and undermines access to the Metro, town centre and surrounding suburbs. Council's detailed comments on the TMAP and its relationship with infrastructure delivery are provided below and should be read in conjunction with feedback in section 5 of this submission:

| Infrastructure |
| --- |
| Distributor Road (Town Centre Bypass) |
| • The previously proposed higher-order 'Distributor Road' has been downgraded to a 'Town Centre Bypass Road', removing any Stage 1 commitment to a higher order connection between the M4/Kent Road |

| Infrastructure |
| --- |
| interchange and The Northern Road. There is no clarity on how equivalent connectivity will be delivered in future rezoning stages.<br>• Without this connection, significant traffic demand to The Northern Road would be diverted to existing rural roads that are not fit for purpose, increasing impacts on sensitive frontages, notably Wentworth Road at Penrith Anglican College, which remains the school's sole access point.<br>• The TMAP continues to rely heavily on access to the M4 Motorway, yet provides no commitment, trigger, or justification for the delivery of west-facing ramps at Gipps Street, instead deferring this critical infrastructure to future investigation and failing to include it within the contributions framework.<br>• Staging the Town Centre Bypass Road to initially serve only Stage 1, without delivering the full network of required external connections, demonstrates a lack of appropriate nexus and results in a fundamentally inadequate network that undermines network functionality, safety and performance from the outset. |
| Regional Gateway Intersections |
| • Increased reliance on existing rural roads, without sufficient detail on interim or upgrade works, also remains problematic given known safety and capacity constraints.<br>• The revised TMAP reduces consideration of regional access by removing key gateway intersections and failing to provide adequate connections to The Northern Road and broader network, reinforcing concerns that external road upgrades are not being appropriately defined or considered for funding. |
| Road upgrades/Connector roads |
| • Early upgrades to Kingswood Road, Wentworth Road and Homestead Road have not been addressed. Previously, the TMAP acknowledged safety and pavement upgrades on Kingswood Road, however this has been removed despite expected Stage 1 traffic growth.<br>• There is no provision of critical connection east-west to Mamre Road and north-south across the M4. These links are considered critical to the function and accessibility of the Orchard Hills precinct, and their omission compromises the broader strategic planning framework for the precinct.<br>• The east–west connection to Mamre Road provides a critical direct link between the Metro, the Mamre Road Precinct, and suburbs to the east, and |

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| Infrastructure |
| --- |
| should be delivered as part of Stage 1. Previous Council commentary has not been addressed, particularly regarding the importance of both the east–west connection to Mamre Road and the north–south connection across the M4 as essential network links. While the north–south connection is identified and has been adopted through the Orchard Hills North Planning Proposal, this is not yet reflected in the TMAP. Similarly, the east–west connection to Mamre Road remains absent, despite its strategic role in providing regional connectivity and supporting early activation of the precinct. |

**Council Position:**

- Overall, the revised TMAP does not provide a coordinated or credible transport framework for Stage 1 and fails to address Council's infrastructure, connectivity and network performance concerns.
- Priority must be given to addressing broader network issues, including key links such as the east-west and north-south connecter roads, rather than considering Stage 1 in isolation.
- Key issues relating to strategic road connectivity, access to the M4, and delivery of critical external and regional infrastructure must be resolved prior to finalisation of the TMAP.
- Stage 1 development cannot be supported in isolation without facilitating the full range of connections required to service it appropriately.
- The TMAP and supporting framework must clearly identify and scope all infrastructure required to support Stage 1 development, including Regional and external road upgrades.
- Further engagement with Council post-exhibition is required to determine the suitability of the proposed road network and road typologies and ensure this infrastructure is delivered in an efficient and cost-effective manner.

## 2.11 Open Space

- Council notes the Social infrastructure and open space needs for Stage 1 have been reassessed following the reduction in size of the rezoning area. The rationalisation of open space areas, including the consolidation into fewer, larger areas reduces the number of lots directly impacted and improves the efficiency of land acquisition and delivery costs, which is supported in principle.

- However, Council continues to be concerned about the reliance on a 15% Net

Developable Land (NDL) benchmark, that assumes demand can be satisfactorily met without clearly demonstrating that the minimum open space quantum and functional capacity can be delivered. This cost-driven approach risks embedding an immediate and long-term open space infrastructure deficit for the future community.

- In applying the benchmark in Council's Sport and Recreation Strategy of 4.6ha of open space per 1,000 population, the Revised Proposal has a 38ha shortfall in the quantity of open space for Stage 1. While this represents an improvement from the 2024 proposal which had a shortfall of 85ha, this remains a considerable deficit. It is also noted that about 3.64ha of CPCP Avoided Land is proposed to be included in the open space network. It is acknowledged that the provision of additional open space would be hard to achieve in the precinct given the extent of land and costs of land take. Therefore, it is critical that the open space provided is of a high quality and function.

- It is unclear whether open space that is above the 1:100 FPL but within the climate change provision FPL has been fully considered in relation cost implications and long term asset management, as well function and design outcomes. Refer to comments relating to flood management in section 6 of this submission.

- The proposed social infrastructure and open space framework does not adequately demonstrate how issues identified in Council's 2025 submission, including flood affected land, spatial constraints, play and youth space provision, funding mechanisms, and long term operational requirements have been resolved to deliver function, accessible and equitable open space network.

- Open space on flood affected land will require mitigation measures that will constrain the design, quality and functionality of the site and place limits on the usable area.

- Council officers would welcome the opportunity to work with the Department to develop a solution for open space to ensure the needs of the future community can be met.

- Further investigation is required with regard to:
  - DP1 to determine if it can be fit for purpose given road widening and flood constraints (detailed in Section 2.10 of this submission), and
  - why road widening is only proposed on one side of the road.

- Council's detailed comments on the Social Infrastructure and Open Space Addendum Report (SI&OS) are provided in the table below:

| Social Infrastructure and Open Space Addendum |
|---|
| Open space on flood-affected land |
| • The SI&OS Addendum acknowledges that portions of RE1 zoned land between the Northern and Southern Fields of DP1 are flood affected. Requiring mitigation measures which will constrain design, quality and functionality of the site. This is compounded by the 'Potential future road links' identified on the ILP, further limiting the usable area of the proposed open space.<br>• Local open spaces 1, 2 and 4 are flood affected, with implications for design, usability and maintenance. Local Open Space 4 appears poorly integrated with the green grid. |
| Classification of play spaces |
| • The SI&OS Addendum does not identify the classification (local, district or city-wide) of proposed play spaces, as required under Council's Sport and Recreation Strategy.<br>• This classification is necessary to demonstrate that the network meets accessibility, catchment and distribution benchmarks. The proposed provision is below both existing LGA rates (approximately 1:1,367 residents) and industry benchmarks (1:2,000 residents).<br>• Further work is required to prepare a play and youth (mixed recreation) strategy that clearly demonstrates how both quantity and quality will achieve equitable access and functional outcomes. The CP should align with this strategy. |
| Youth spaces – location, functionality and operational impacts |
| • The SI&OS Addendum suggests that youth spaces (or mixed-use recreation spaces) may be accommodated within hard-stand civic areas, including the town square and community core. The CP Background Report indicates these spaces are generally less than 1,500 sqm and are intended to support a broad range of civic functions, such as markets and community events.<br>• It is unclear how spaces of this size and nature will support active recreation or provide safe, legible and youth-friendly environments. Further justification is required to demonstrate how these spaces will function as genuine youth spaces rather than incidental civic areas. |

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| Social Infrastructure and Open Space Addendum |
|---|
| • Design should also address potential noise and operational conflicts associated with active uses. |
| Funding mechanisms outside of the CP |
| • The key inclusions omit several fundamental elements required for the effective delivery and operation of the proposed sporting spaces. Previous reports from 2022 and 2024 included a broader range of potential funding options which included grant funding, potential VPAs and The Housing and productivity contribution. This should be reinstated and considered further. |
| Aquatics facility requirements |
| • Any consideration of future aquatic or indoor recreation facilities should occur within an LGA-wide strategic framework, rather than on a site-specific basis. A potential future need in the southern part of the LGA may warrant further investigation. |

**Council Position:**

- The proposed quantity and quality of open space does not comply with Council's adopted Sport and Recreation Strategy.
- Further justification is required as to why it is deemed acceptable to locate Council's assets within the Flood Planning Level. The risk in taking on constrained RE1 zoned land will need to be fully understood by Council before we are comfortable taking on this open space.
- Clarification from the Department is required to demonstrate how flood-affected and constrained land will be designed to deliver safe, connected and functional open space and sporting facilities that meet Council standards.
- Further detail is required to confirm how the proposed open space facilities, embellishments and layouts will deliver high-quality and functional outcomes, consistent with Council standards, and welcome further consultation on this.
- Clarification is sought on infrastructure funding mechanisms beyond the CP where shortfalls are recognised.

### 2.12 Community Infrastructure

- Council reiterates our 2025 submission that the preferred location for community facilities is within the Orchard Hills town centre. The proposed optional location for

a community facility that is west of the Metro Station and within the lower levels of a residential building is disconnected from the town centre and physically separated from the plaza by a road. Further clarification is sought behind the rationale for this proposed optional location.

- No commitment to funding has been provided for the planning and construction of the multipurpose community facility. At a minimum, the land for this facility is to be included in a future CP.
- The draft DCP identifies a minimum 1,100m² of library floor space co-located with district level community space. Delivery of a branch library as part of a co-located, multi-purpose community hub remains the preferred and most sustainable model, providing operational efficiencies, improved community access and stronger civic outcomes.
- It is noted that the SI&OS Addendum identifies provision of 907m² of library floor space, which is inconsistent with the draft DCP (of 1,100m²) and should be updated to align with the draft DCP. A reduced floor area of 907m² is not supported, as while it meets minimum benchmarks, would have limited capacity to respond to early uptake, evolving service models and short to medium term population growth and likely require expansion or retrofitting within a relatively short timeframe.

**Council Position:**

- Council's preferred location for community facilities is within the Orchard Hills Town Centre.
- No funding source is provided for the multipurpose community facility. At a minimum, the land for this facility should be included in a future CP.
- The SI&OS Addendum is inconsistent with the draft DCP in relation to the size of the library. Council does not support a reduced library floor area of 907m². as identified in the SI&OS Addendum.

### 2.13 CPCP Land

- The Department has identified there are portions of CPCP Avoided Land to be incorporated into Council's ownership and be funded through a future CP. Council will need certainty ahead of rezoning and potential hardship claims, that this CPCP land can serve a dual use of recreation/conservation and meet IPART guidelines, to enable an acquisition funding source through the CP.

- Consistent with Councils 2025 submission, Council's ability to accept responsibility for any Avoided Land is contingent upon the Department providing resources for the management of the land, and mechanisms to ensure there is no financial implications on Council.

- It is noted that a principle to incorporate southern boundary Cumberland Plain Woodland into residential lots as part of a large lot residential subdivision is included in the DCP. However, further clarification is required on what the long-term plan is for the management of CPCP avoided land adjacent to residential development to ensure that the environmental priorities associated with this land are maintained in perpetuity.

**Council Position:**
- Council's ability to accept responsibility for any Avoided Land is contingent upon the Department providing resources for the management of the land, and mechanisms to ensure there is no financial implications on Council.
- For CPCP Avoided Land proposed to come to Council, certainty is required prior to the rezoning that the CPCP can serve a dual purpose and can be funded through the contributions plan.
- Department to provide clarification on the long-term management plan for the management of CPCP Avoided Land adjacent to large lot residential development.

## 3. Structure Plan and Indicative Layout Plan

### 3.1 Structure Plan

- Implementation: A new Local Planning Direction that requires rezoning proposals for the precinct to align with the Structure Plan is supported in principle as this will reinforce the status of the Structure Plan as new rezonings are progressed. However, the proposed Structure Plan lacks a clear staging and sequencing framework to guide development across the precinct, creating a risk of development occurring in a piecemeal manner, misaligned with infrastructure delivery and servicing capacity. The direction should also require consistency with a coordinated servicing plan to ensure development occurs in alignment with servicing.

  Further clarification from the Department is required to ensure the Structure Plan supports, rather than constrains, development potential across the Orchard Hills

precinct and provides a clear pathway for the rezoning of future stages.

- Location of urban land uses: The EIE acknowledges that not all areas identified as 'residential investigation areas' in the Structure Plan will be available for residential development and locations for supporting infrastructure (water reservoir, electricity zone substation, stormwater infrastructure, roads, school, open space and recreation, community facilities) will be confirmed subject to detailed planning as part of future rezonings. Council supports allowing some flexibility as to the future location of infrastructure within the Structure Plan. For future rezonings, indicative layout plans for each stage must be informed by appropriate technical studies and urban design processes.

- Employment land: The Structure Plan identifies areas of employment land within and outside of the Stage 1 area. Council seeks greater certainty around intended employment outcomes, including job types and job targets, to be able to consider the suitability of their locations in relation to the Orchard Hills Precinct, as well as a broader LGA context.

  The intended employment outcomes for the precinct should consider and demonstrate alignment with the aims of Council's adopted Penrith Economic and Development Strategy 2023-2031 (EDS 2031) with regard to job targets. The aim of EDS 2031 is to stimulate the economy to deliver more jobs above the natural jobs growth baseline and achieve employment capacity or a local jobs ratio of 0.86 by 2031. EDS 2031 also notes a longer-term ambition of one job available for every working adult, being a local jobs target of 1:1.

- Centres hierarchy and location: The Structure Plan identifies a hierarchy of centres, however the rationale for their proposed location is unclear, with supporting analysis absent from the Revised Proposal. It is not clearly demonstrated how these locations align with population catchments, accessibility or the broader movement network. This is further compounded by the limited servicing available in Stage 1, creating uncertainty around access to shops and services in the early stages of development.

- Landscape buffer to the M4 Motorway: The 2024 Structure Plan provided for an inaccessible green space/landscape setback along the majority of the northern boundary of the Structure Plan area, fronting the M4. It is noted that the revised Structure Plan has largely removed this landscape buffer. At a precinct wide level, careful consideration must be given to the interface treatment of development to the M4 Motorway with clear principles established to ensure a consistent and high

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quality treatment is provided, including in relation to any acoustic barriers, fencing, landscaping, retaining walls and the like.

- The Vines: The Vines has been removed from the Stage 1 rezoning area and is now shown in the Structure Plan as executive housing. This revision has responded to Council's feedback and is supported.

- Executive Housing: Council reiterates our 2025 submission comment that the Department should consider expanding lifestyle/executive housing to the north and east of the estate to continue the rural-urban transition. Should services be provided in the future, the minimum lot size could be reduced if services become available, but only if the existing character is retained.

- R5 Lots: The Structure Plan proposes large R5 Large Lot Residential zoned lots with minimum lot sizes of 1000m² and 2000m² on the edges of CPCP avoided land. Further clarification is required on the reasoning for this urban design outcome. For example, if the large lots are contributing to an environmental outcome.

- Emergency services access: The Structure Plan identifies a potential location for a future fire station, however, the proposed road network relies on incomplete and future connections and does not demonstrate how appropriate access to the broader regional network will be achieved. In particular, the absence of west-facing M4 ramps at the Gipps Street interchange limits direct access, raising concern regarding the ability to provide safe and efficient emergency access, particularly during early stages of development.

- Land topography and capability: The Structure Plan identifies a potential future town centre bypass road extension (subject to further investigation and funding). The indicative alignment of the bypass road traverses land that is identified as having potential slope instability. Clarification is needed as to the suitability of locating a road in an area of potential slope instability and whether construction and cost implications of this have been reviewed.

**Council Position:**

- In principle, implementation of the Structure Plan via a Local Planning Direction is supported to reinforce its status, as new rezonings are progressed.
- Council supports allowing flexibility as to the future location of infrastructure within the Structure Plan, and for future rezonings and layout plans to be supported by a strong evidence base and appropriate technical studies.

- Council seeks greater certainty around intended employment outcomes, including job types and job targets, to be able to consider the suitability of their locations in relation to the Orchard Hills Precinct, as well as a broader LGA context.
- Clear principles should be established at a structure plan level in relation to the interface treatment of development with the M4 Motorway to ensure a consistent and high-quality treatment is provided.
- The Department consider expanding lifestyle / executive housing to the north and east of the precinct as raised in Council's 2025 submission.
- Clarification is needed as to the suitability of the alignment of the future town centre bypass road extension on land that has potential slope instability. Cost and construction implications need to be considered.

### 3.2 Indicative Layout Plan (ILP)

- A reduction in the scope of the Stage 1 rezoning area is supported, noting that the road and open space network has been rationalised. However, Council reiterates our 2025 submission that the rezoning proposal should be limited to land with existing or planned servicing. The reduced Stage 1 ILP still includes land that does not have existing or planned servicing, as identified in Figure 13 of the EIE. Refer to comments under section 2 of this submission.

- While the amount of proposed employment land has increased, the Revised Proposal indicates that the Stage 1 rezoning will facilitate up to 2,100 jobs, a reduction from the 4,000 jobs identified in the 2024 exhibited proposal. The exhibited package does not explain this reduction or provide sufficient detail on how the revised job targets have been derived, particularly in the context of increased employment land. Further information is also required on the anticipated industry mix and job types to enable assessment against Council's EDS 2031, which sets a long-term jobs target of 1:1, being one job for every working adult.

- The absence of topographic mapping on the ILP makes it difficult to see how the building blocks are positioned in relation to the ridges and valleys. Concerns remain about how the built form responds to the site's topography and while the Urban Design Framework identifies key ridgelines at a wider precinct scale, there is insufficient detail to demonstrate how the design rationale is applied.

- Clarification is requested on the solar access performance of New High Street in the local centre (Precinct 1). As an east-west oriented street, there is risk of

overshadowing from the proposed building heights, especially where heights increase up to 10-storeys at the edges, and solar access is critical to support vitality of street tree planting and pedestrian comfort particularly given its role as the civic heart of the Orchard Hills Precinct. It is noted that the UDF indicates that the Metro Plaza will achieve 4 hours of solar access, and equivalent performance benchmarks for solar access is not provided for the New High Street or the town square.

- Council reiterates our 2025 submission that the preferred location for community facilities is within the Orchard Hills town centre. One of the proposed optional locations for a community facility that is west of the Metro Station and is located within the lower levels of a residential building is disconnected from the town centre and physically separated from the plaza by a road. Further clarification is sought behind the rationale for this proposed optional location.

- Whilst half roads are generally not supported, they may be unavoidable due to fragmented land ownership. Further detailed DCP controls are needed to manage half roads where they are unavoidable, including controls relating to temporary conditions (e.g. access and parking) and handover conditions (e.g. removing fencing and retaining walls). Refer to comments in section 11 of this submission relating to the DCP.

- In the north-east corner of Stage 1, within the residential core which comprises of 4-6 storey apartment buildings, there is an isolated pocket of 2-3 storey dwellings of a mix of terraces and detached dwellings. Clarification is requested on the rationale for this transition, noting that a consistent height across the entire block may capitalise on open space amenity.

**Council Position:**

- The ILP for Stage 1 should be limited to land that has existing or planned servicing.
- Topographical mapping should be included on the ILP for clarity on how development blocks are position in relation to the ridges and valleys.
- Clarification is requested on the solar access performance of New High Street in the local centre (Precinct 1), noting solar access is critical to support vitality of street tree planting and pedestrian comfort given its role as the civic heart.
- Clarification is requested on the design rationale behind the transition between building heights in the north-east corner of Stage 1.

## 4. Penrith Local Environmental Plan 2010

## 4.1 Overview

- The EIE does not provide a clear direction on how existing LEP clauses will operate following rezoning. Council's strong preferences are provided below.
- It is noted that the EIE indicates that it should be read in conjunction with the initial EIE that was exhibited by the Department in 2024-2025. Council seeks clarification on this and requests that the Department confirm which sections of the previous EIE remain relevant to the Revised Proposal.

## 4.2 Land Zoning Map

- It is acknowledged that the zoning pattern has been prepared with the intent of enabling flexibility and independent development of individual landholdings. Notwithstanding this intent, Council has concerns regarding the proposed zoning configuration. The proposed land zoning map:
  - includes several irregularly shaped areas and narrow areas of zones that continue across lot boundaries. This approach will have a flow on effect across other corresponding LEP maps including minimum lot size, height of buildings and FSR maps, increasing complexity at subdivision stage.
  - may reduce clarity around the intended development controls that apply to individual lots, and
  - may result in small or constrained parcels that cannot be developed efficiently in isolation.

  Council's preference would be to see a gradual transition in zonings moving away from the Metro, that demonstrates the change in density outcomes.
- In some locations in Stage 1, zone boundaries align with or sit beneath proposed local roads where differing residential densities apply on either side of a street. Council considers that, in these circumstances, the lower density zone should extend across the full road reserve to reduce uncertainty, avoid pressure to adjust road alignments or zoning at DA stage, and support orderly and equitable delivery of development. Council therefore requests that local roads affected by split residential zoning be zoned consistently with the lower density residential zone where split zoning currently occurs.
- Areas of the Cumberland Plain identified as Avoided Land (not subject to the CPCP

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Modification) are proposed to be rezoned to C2 Environmental Conservation. This revision is supported.

- Refer to more detailed comments on the ILP at section 3 of this submission.

### 4.3 Land Use Tables

- R4 High Density Residential and R3 Medium Density Residential land use tables permit dwelling houses under Penrith LEP and there is potential for a low-density residential outcome. Particularly noting that no minimum subdivision lot size is proposed for the R4 zone. In the Penrith LGA, Council has seen land near train stations that is zoned for high density residential deliver only low-density residential development. Council recommend the Department undertake further strategic thinking on managing this potential outcome, particularly as it will have a consequential impact on a future CP if low density housing is developed.

### 4.4 Land Reservation for acquisition

- Further consultation is required with the Department post-exhibition to ensure there is alignment on how acquisition will be progressed.
- The extent of land acquisition for Council is not supported or justified. Council is nominated as the acquisition authority for land which is owned by Sydney Metro and should be removed. (local open space OS4 & OS3 and local roads CS2 & CS3).
- The EIE does not outline a mechanism for the acquisition for regional open space.
- The Town Centre Bypass Road is identified as a Local Road for Council acquisition. This road should be recognised as a regionally significant collector road and identified for acquisition by TfNSW.
- As outlined in Section 2.9 of this submission, the north south street directly east of the school could be moved west to impact fewer owners.
- Samuel Marsden Road has been identified for road widening, with the widening proposed to encroach into the district open space land. To assist with its inclusion in the CP and potential separation of works, the LRA map should be revised with

regard to land identified as District open space (DPI east of Samuel Marsden Road) to separate land acquisition for the purposes of:

- Road widening and
- Local open space (DPI)

### 4.5 Infrastructure

- The EIE indicates that Orchard Hills Precinct will be mapped on the Urban Release Areas Map to apply the provisions of Part 6 of Penrith LEP, including a requirement under Clause 6.2 for public utility infrastructure to be available to service development.

- Clause 6.3A-Concurrence of Planning Secretary has been used with the rezoning of recent greenfield release areas in the Penrith LGA (Glenmore Park Stage 3 and Orchard Hills North). However, it is not our preferred approach, and our preference remains for the CP to be in place at the time of the rezoning. If it is the Department's intention to use Clause 6.3A is for the Orchard Hills precinct, further consultation with Council and the Department is requested to ensure the clause is fit for purpose. Council's position in relation to the CP is:

  - the CP to be in place at the time of the rezoning.
  - the preparation and management of the CP should be undertaken by Council with funding provided by the Department.

- The EIE indicates a further LEP provision is proposed to contain development within areas where water and wastewater servicing is available and to the number of homes that can be serviced from existing capacity. However, no details have been provided and Council seeks further consultation on this.

### 4.6 Affordable Housing

- The EIE has been revised so that the ARHC map applies to the entire Stage 1 area. Whilst this revision is supported, additional provision must be included to allow ARHC to be 'switched off' where land is being developed by a public authority and includes the delivery of affordable housing, to avoid duplication of charges.

- The implementation of the proposed ARHC will require amendments to Council's Affordable Rental Housing Contributions Scheme, consistent with the process undertaken for the St Marys Town Centre. On this basis, an appropriate evidence base will be required to support amendments to the scheme and to justify the

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proposed contributions rates. In addition, Clause 7.31 Affordable Housing will need to be amended to refer to the updated policy.

- Further clarification is requested on the amount of affordable housing to be provided on the land owned by Sydney Metro within the Stage 1 area.

### 4.7 Minimum Lot Size

- The 2024-25 EIE proposed to remove the minimum subdivision lot size for the Stage 1 area. It is acknowledged that the Revised Proposal now includes an amended minimum lot size map, which is in principle supported. However, clarification is needed in relation to the following matters.

- A minimum lot size of 400m² (R2 zone), 200m² (R3 zone) and 1000m² and 2000m² (R5 zone) is proposed. Further clarification is required regarding how the proposed R2 and R3 lot sizes interact with Clause 4.1B of Penrith LEP, noting the EIE does not address this.

- Clause 4.1B of Penrith LEP sets minimum subdivision lot size and lot widths for land in the R2 and R3 zones, being:

    - R2 zone: 15m lot width
    - R3 zone: 12m lot width (standard lot) and 15m lot width (battle-axe lot)

  For the R3 zone, the 2024-25 EIE proposed to apply the existing Clause 4.1B, which is recommended to be reinstated. For the R2 zone, the draft DCP proposes a minimum frontage of 12m for detached dwellings, which is misaligned with the R2 lot width requirement of 15m under Clause 4.1B, and Council recommends that the Department review this.

- Clause 4.1A prescribes minimum lot sizes for dual occupancies, multi dwelling housing and residential flat buildings. The EIE is silent on how Clause 4.1.A will apply, and clarification on this is needed. Whilst the draft DCP identifies minimum frontage widths for various dwelling types, the DCP controls need to be supported by minimum lot size provisions within Penrith LEP.

### 4.8 Height of Buildings and Floor Space Ratio

- Council acknowledges that the intent of the amended Floor Space Ratio (FSR) map and Height of Building (HOB) map is to support the desired built form and development outcomes for the Stage 1 area. However, further evidence and

detailed testing is required to demonstrate how the nominated FSR and building heights have been derived, and demonstrate testing against site-specific constraints, topography, flood planning levels, infrastructure and servicing, capacity, market feasibility, and can be delivered without undue reliance on DA interpretation or future investigation. While the Urban Design Framework (UDF) identifies that detailed testing has been undertaken, this has not been provided as part of the exhibition material, noting that only high-level indicative 3D massing is contained in section 4.3 of the UDF.

- In the north-east corner of Stage 1, within the residential core which comprises of 4-6 storey apartment buildings, there is an isolated pocket of 2-3 storey dwellings of a mix of terraces and detached dwellings. Clarification is requested on the rationale for this transition, noting that a consistent height across the entire block may capitalise on open space amenity.

- Council recommends that land in the Stage 1 residential core precinct (north-east corner) be made consistent across the R3 and R4 zones to achieve a cohesive and consistent built form.

- Refer to comments in Section 3 of this submission relating to the ILP.

### 4.9 Active Street Frontage

- Clause 7.8 Active street frontages (ASF), applies to land identified on the ASF map. Given the urban design outcomes being proposed in the Stage 1 rezoning area (and future precincts), it is appropriate for the Stage 1 area to be included on the ASF map, where appropriate, to supplement proposed detailed DCP controls.

### 4.10 Scenic Character and Landscape Values

- Clause 7.5 Protection of scenic character and landscape values identifies areas and provides controls to ensure development is located and designed to minimise its visual impact. Council recommends that the Stage 1 rezoning includes updates to the Penrith LEP Scenic Landscape Values (SLV) map for areas with scenic and landscape value in the Orchard Hills Precinct.

### 4.11 Clause 7.20 Orchard Hills

- This clause provides provisions for residential development at Orchard Hills in relation to road traffic noise attenuation and flooding. Council recently sought an LEP amendment to remove this clause from Penrith LEP (PP-2025-2448). The

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Department's Gateway determination included a condition to remove this matter from the planning proposal, as it considered appropriate for this clause to be retained in Penrith LEP while the Stage 1 Rezoning proposal and draft structure plan are being exhibited and finalised.

- The exhibited rezoning package and supporting technical studies provide further clarity on the extent of the Stage 1 rezoning area and impacts on proposed land uses from existing and future noise sources.
- Given that Clause 7.20 applies to land beyond the State 1 rezoning area, Council seeks further clarification from the Department regarding the intended spatial application of this clause during this interim period, specifically whether it is expected to be retained in Penrith LEP 2010 only as it applies to land outside the Stage 1 rezoning area, until the Stage 1 rezoning is finalised and updated noise and flooding controls are fully embedded within the LEP and DCP framework.
- Council considers that, once the Stage 1 rezoning is finalised and contemporary noise and flooding controls are fully embedded within the DCP, the ongoing application of Clause 7.20 will no longer be necessary and it is our preference to remove it from the LEP. Detailed Council comments on noise and vibration impacts associated with Stage 1 are provided elsewhere in this submission.

## 5. Traffic and parking

### 5.1 Transport Management and Access Plan (TMAP)

- The TMAP's revised approach of staging the Town Centre Bypass Road to initially serve only the Stage 1 rezoning area reflects a fundamentally constrained and critically inadequate view of network planning. Transport infrastructure cannot be effectively designed or operate in isolation from the broader precinct context. The functionality, safety and performance of the road network are inherently dependent on delivering appropriate connectivity across the full precinct from the outset. By deferring critical connections, particularly those required to integrate the precinct with the wider network, the TMAP undermines the ability of the network to accommodate Stage 1 demand. This staged, partial delivery model fails to recognise that early stages rely on ultimate network connections to function properly and therefore does not represent a realistic or robust transport planning outcome.
- Key technical and operational matters also remain unresolved. The revised TMAP

avoids addressing the previously identified need for signalised intersections along the full length of the formerly included distributor road by narrowing its scope. This sidesteps unresolved safety and operational issues, including complex turning movements and the absence of modelling evidence demonstrating acceptable performance at proposed intersections. Broader intersection modelling beyond the Gipps Street ramps has not been provided.

- The omission of key transport links from the Revised Proposal including the north-south link across the M4 and the east-west connection to Mamre Road compromises network resilience, limits access to key employment and transport nodes and is inconsistent with the broader strategic planning framework for the Orchard Hills Precinct. It is considered critical that these connections are provided and delivered as part of Stage 1.

- Regional gateways: The TMAP identifies the Northern Road as a regional gateway to the Stage 1 precinct, however, it does not provide a distributor road connection to support this role. In addition, no west-facing M4 ramps are proposed at the Gipps Street interchange. As a result, access to the wider regional network would rely on existing rural roads that are not fit for purpose and cannot adequately support the demands of the proposed town centre. This reliance also raises concern that access for critical services, including emergency response to key facilities such as the proposed fire station, may be constrained, particularly during early stages of development.

- The revised TMAP has also reduced its scope in comparison to the previous version, removing several key regional gateway intersections including those at The Northern Road with Wentworth Road, Homestead Road, the proposed collector road in Orchard Hills North-West, and Castle Road. While consistent with the removal of the distributor road, this change means the previously identified need for a strategic connection to the Northern Road is no longer addressed and absent from the TMAP. This approach provides limited certainty regarding infrastructure delivery and diminishes confidence that the broader network will be capable of supporting early development stages as emphasised in Section 2 of this submission.

- Further, the revised TMAP omits the Gipps Street / Great Western Highway intersection, which was identified in the previous version, thereby further limiting consideration of regional traffic movements and access arrangements.

- Upgrades to existing rural roads: The previous TMAP included a dedicated section

(Section 6.6.2) outlining suggested interim road upgrades for Wentworth Road and Homestead Road. This section has now been removed entirely from the revised TMAP with no justification in response to Council's previously raised concerns (2025) regarding the need for these upgrades to be provided from the onset of development. This revised approach provides limited certainty regarding infrastructure delivery and diminishes confidence that the road network will be capable of supporting early development stages.

- Pedestrian and active transport: Active and pedestrian transport outcomes are similarly deficient. Retaining existing undulating road alignments is justified only by vague references to micromobility, which Council considers inadequate. Proposed footpath widths (1.2-1.5m) fall below current best practice footpath widths as provided by TfNSW Walking Space Guide (2020) of 2m for low activity local footpaths and represent a step backwards in accessibility and safety.

- Walking catchments should be defined along realistic, legible travel paths that reflect the actual street and path network, rather than as radial distances. The use of radial catchments in the revised TMAP does not accurately represent walking access and overstates accessibility.

- Council officers would welcome the opportunity to work with the Department post-exhibition to determine the suitability of the proposed road network and road typologies.

## 5.2 Traffic modelling

- Comprehensive traffic modelling and road capacity assessments remain absent. Tables assessing road hierarchy, lane numbers and capacity have been removed from the TMAP, preventing verification of network capacity, intersection controls and configuration.

- Council's feedback (2025) noted that the earlier TMAP did not include traffic modelling results. This issue has not been addressed. While the revised TMAP now includes intersection modelling (SIDRA), this analysis is limited to the existing M4 ramp at Gipps Street only with further modelling absent for proposed intersections. The modelling of proposed intersections is considered necessary to determine appropriate intersection control types and configurations.

- Council (2025) requested that the former Table 8-5 include road hierarchy, lane configuration and lane capacity to demonstrate whether proposed cross sections are sufficient for forecast traffic volumes. This has not been addressed. While

network capacity is typically intersection-driven, mid-block links and intersection approaches must also be assessed. Instead of resolving this, the table has been removed entirely from the revised TMAP.

- The TfNSW Guide to Traffic Generating Developments provides mid-block capacity benchmarks, however, it is unclear whether these have been applied. This remains unaddressed.
- The trip generation assessment applies reductions of 25-80% without clear justification beyond internal trip containment assumptions. Council does not support applying such reductions in traffic modelling, as this undermines the robustness of network performance outcomes. These reductions would only be appropriate for assessing external upgrade needs, which has not been undertaken.
- While signalised intersections within the town centre are supported, no signalised intersections are proposed beyond the town centre, despite earlier identification of their necessity to support safe and efficient operation of the broader network. The implications of this gap are significant and remain unaddressed in the revised TMAP.
- The assumed background growth rate of 1.3% is considered understated given the scale of regional growth, risking the underestimation of future demand and infrastructure needs.
- The figure showing westbound trips to Glenmore Park incorrectly labels these movements as destined for Emu Plains and Jamisontown, suggesting either a typographical error or a misunderstanding of local travel patterns.
- Public transport: Public transport planning is inadequate, and Council's previous comments have not been addressed. The TMAP has not redesigned the wider road network to achieve a 400-metre bus stop catchment for 90% of the precinct, nor does it confirm that nominated bus routes can physically operate on proposed road cross sections in accordance with TfNSW bus infrastructure guidelines. Wider bus route connectivity beyond the town centre is not identified, weakening the basis for future service provision and increasing reliance on private vehicles.

**Council Position:**

- The revised TMAP does not provide a coordinated or credible transport framework for Stage 1 and fails to address Council's strategic, safety, public

transport and capacity concerns at both Stage 1 and the broader precinct level.
- Critical gaps remain in network connectivity, including the omission of key regional links and reliance on incomplete staging, which undermines network performance and resilience.
- The reduction in scope of the TMAP, including the removal of key intersections and infrastructure commitments, is not supported and limits certainty regarding the delivery of essential transport infrastructure.
- Traffic modelling, assumptions and supporting analysis are insufficient, with key elements such as intersection performance, mid-block capacity and growth assumptions remaining unresolved.
- Active and public transport planning are inadequate and do not meet current best practice.

# 6. Flooding, stormwater and waterway management

## 6.1 Flooding and stormwater management

- A revised Flood Impact Assessment (Rhelm, February 2026) has been prepared. The proposed Flood Planning Level (FPL) includes consideration of climate change, applying to both mainstream flooding and local overland flow flooding.
- Council requests clearer direction from the Department on flood planning settings and the definition of the proposed climate change provision prior to finalisation of the rezoning. Without this clarity, there are significant uncertainties in relation to urban design outcomes, development costs, feasibility and infrastructure delivery across the precinct.
- Current engineering practice for residential subdivision design generally provides:
    - piped drainage systems designed to convey minor flows typically in the 5–10 year ARI and major trunk drainage flows up to around a 20 year ARI; and
    - exceedance flows up to the 1% AEP (100year) event conveyed safely as overland flow (generally within the road reserve), with the intent of maintaining an acceptable flood hazard category (typically H1).
- The current proposal for the Orchard Hills precinct effectively sets the Flood

Planning Level (FPL) at the 1% AEP event plus climate change and an additional 0.5m freeboard, broadly equivalent to the 500-year flood level plus freeboard. This represents a substantial uplift in flood planning requirements. This approach has wide ranging impacts:

  - Drainage infrastructure for all storm events (5-year, 10-year, 20-year ARI) will need to incorporate climate change allowances, resulting in larger pipes, more pits, and more complex systems.
  - These requirements will significantly increase upfront development costs, which will be borne by industry, and may affect the viability and delivery of development.
  - There will also be ongoing maintenance cost implications for Council due to the expanded infrastructure network.
  - The urban design outcomes remain unknown, with significant fill requirements and infrastructure changes likely to affect built form, site layout, accessibility, and overall precinct character.

- While Council supports improved flood resilience in principle, the lack of a clear and consistent definition of climate change provisions, particularly in how they are applied to FPLs, creates uncertainty and risk for both Council and developers.
- In noting the substantial uplift in flood planning requirements and shift from Council's current framework, Council requests clarification in relation to Planning Information Certificates and flooding notations.
- It is critical that any additional costs for infrastructure delivery and ongoing maintenance are accurately scoped, costed and included in the Contributions Plan for the precinct.
- As the Floodplain Manager, Council maintains that post-development stormwater flows must not exceed pre-development conditions to avoid adverse impacts on downstream waterways, infrastructure and flood behaviour.
- As onsite detention is not proposed for areas draining directly to Wianamatta-South Creek, a stream erosion index assessment for the Stage 1 area should be undertaken to demonstrate that post-development stormwater flows will not exacerbate downstream erosion, flooding or creek instability, and consistent with the Flood Impact Assessment (Rhelm, 2026).

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**Council Position:**

- The Department must provide clear, consistent definitions and direction on climate change allowances and flood planning benchmarks prior to finalisation of the rezoning.
- The urban design implications must be properly tested, understood and resolved, not left uncertain.
- All additional infrastructure and maintenance costs must be fully scoped and incorporated into the Contributions Plan.
- Greater certainty is essential to support feasible development, maintain industry confidence, and enable delivery in the Orchard Hills precinct.
- Confirmation from the Department as to whether the long-term maintenance costs for infrastructure delivery have been explicitly assessed and considered as part of the overall feasibility of this approach.
- Post-development stormwater flows must not exceed pre-development conditions to avoid adverse impacts on downstream waterways, infrastructure and flood behaviour.
- A stream erosion index assessment for Stage 1 area should be undertaken where onsite detention is not proposed for areas draining directly to Wianamatta South Creek to ensure that post-development stormwater flows will not exacerbate downstream erosion, flooding or creek instability.

## 6.2 Integrated Water Cycle Management

- The Revised Proposal is accompanied by an updated IWCM Report (Design Flow, February 2026), and adoption of the Wianamatta-South Creek waterway health targets is noted.

- The Draft DCP references Council's WSUD Policy, which does not align with the Wianamatta–South Creek waterway health targets or the SEPP (Biodiversity and Conservation). Council requests clarification regarding the stormwater standards that would apply, and further consultation on this, noting critical matters in relation to the Wianamatta-South Creek targets remain unresolved in other precincts (Aerotropolis).

- While an IWCM strategy has been prepared for Stage 1, the draft DCP does not clearly articulate how stormwater management outcomes will be addressed for areas beyond Stage 1 as future stages progress, as stated in Council's previous submission.

- Strahler Order 1 streams with pre-development catchments less than 15ha (and

not in CPCP avoided land) are proposed to be decommissioned/piped. Whilst this approach differs from the approach taken in Penrith DCP, it is acknowledged that it is consistent with Mamre Road and Aerotropolis requirements.

- The IWCM Report notes that all stormwater treatment and detention facilities will be above the 1% AEP levels for all Strahler Order 3 Streams. Clarification is needed in relation to lower order streams and details should be provided on depths, velocities and time of inundation etc. and it is recommended this be included as a DCP control. Refer to comments in section 12 of this submission relating to the Draft DCP.

Precinct stormwater harvesting strategy

- Precinct stormwater harvesting schemes are included as part of the IWCM strategy with the intent to supply irrigation to sports fields. These schemes are based around the main sports fields areas (in catchments B and C). It is unclear how these schemes will be funded and it is essential that this be confirmed as well as details around the lifecycle costing provided. It should also be made clear that additional details are required around the design of the treatment requirements including considerations around the required infrastructure to comply with the Australian Guidelines for Recycled Water and a DCP control to this effect is recommended. Refer to comments in section 12 of this submission relating to the Draft DCP.

- Additional conceptual details should be provided to enable a more detailed review to be undertaken. The plans need to demonstrate that required infrastructure can fit into areas provided (i.e., treatment system including all access paths, batters, etc.,). Given the topography of the site, it will also be necessary to articulate how stormwater infrastructure can be delivered in a manner that avoids the need to have large retaining walls. This should be demonstrated prior to finalising land use zones.

- Given the sensitivities of bioretention systems it will be important to ensure they remain offline until the catchment they serve is stabilised. As such, they will need to be used as sediment basins until a minimum of 90% of the development within the catchment they serve is completed. It is acknowledged this can be managed as part of future applications. Greater guidance is needed on how developments can proceed (whilst complying with Waterway health requirements) in the absence of the ultimate stormwater infrastructure is available for connection too.

- There are construction phase controls in the Technical Guidance for Wianamatta

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South Creek Stormwater Targets, and it is recommended that these requirements are outlined in the IWCM strategy and reinforced by DCP controls.

## 7. Land capability and topography

- Council's 2025 submission recommended that further geotechnical investigations be undertaken for land identified as having severe land constraints, such as slope instability, rock depth, strength, uncontrolled fill and waterlogging, as these constraints could materially influence zoning and permissible development densities. The Revised Proposal is not accompanied by additional geotechnical investigations.

- While it is acknowledged that the Structure Plan now identifies areas of potential slope instability, and that most of these areas fall outside the revised Stage 1 area, the following matters still need attention:

    - a small area of land with potential slope instability remains in the Stage 1 area, where the investigation site for education facilities is located. This warrants further investigation as part of the Stage 1 proposal.

    - the ILP proposes roads and residential zoned land that is located immediately adjacent to areas identified as having potential slope instability, along the western edge of the Stage 1 area. Given this close proximity, further investigation is warranted as part of the Stage 1 proposal. With concerns raised in relation to construction impacts, increased costs of road and residential development, feasibility, and built form outcomes.

- Council reiterates concerns from our 2025 submission regarding the impact of challenging topography on the feasibility of development, particularly higher density development as seen in the neighbouring Orchard Hills North Precinct, compounding feasibility concerns outlined in section 2 of this submission.

## 8. Environmental (contamination, air quality and odour)

### 8.1 Contamination

- An updated land contamination assessment has not been provided as part of the 2026 exhibition. It is noted that a Preliminary Site Investigation (Contamination) Report was exhibited with the 2024 rezoning proposal, which included additional preliminary PFAS investigation.

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- That investigation report identified a range of potential contamination sources across the precinct including imported fill-material, historical agricultural land uses, current and previously demolished buildings and structures, fuel and chemical storage, cattle tick dip sites and septic tanks.

- The investigation recommended that each lot be subject to further site-specific contamination investigation at subsequent planning and development stages, including PFAS assessment where there is potential for PFAS migration. These recommendations are supported and should be explicitly reflected in the Draft DCP to ensure consistent implementation prior to development.

### 8.2 Air quality and odour

- Air pollution impacts associated with road traffic along the Northern Road are not considered to be a material issue for the revised Stage 1 rezoning area, given its location. Notwithstanding this, consideration of air pollution will require consideration in future stages across the precinct and should be addressed prior to any forthcoming rezoning proposal.

- Impacts of Outer Sydney Orbital (OSO): While section 6.9 of the EIE states that the Revised Proposal reflects the recommendations of the *2024 Air Quality and Odour Assessment* as relevant, that assessment identified that impacts of the OSO cannot be confirmed until the alignment and design are finalised. On that basis, further air quality and odour assessments (Level 2 or Level 3 as appropriate) should be undertaken prior to any subsequent rezoning stages.

**Council Position:**

- The Draft DCP should be updated to explicitly require site-specific contamination investigations at subdivision and development stages, including PFAS assessment where there is potential risk, consistent with the 2024 Preliminary Site Investigation.
- Future rezoning stages must be supported by updated contamination, air quality and odour assessments, rather than relying on high-level investigations.
- Prior to progressing any future rezoning stages, the Department should require further air quality and odour assessment once the alignment and design of OSO is confirmed.

## 9. Heritage

## 9.1 General feedback

- The Revised Proposal does not include an updated *Aboriginal Archaeological Assessment* or *Aboriginal Engagement Outcomes Report* and as such, the EIE notes that recommendations from the previous reports exhibited in the 2024 rezoning proposal are to be relied upon to inform the revised Stage 1 rezoning. On this basis, Councils previous feedback provided in the 2025 submission remains relevant and should be read in conjunction with updated feedback provided within Section 12 - Draft Orchard Hills DCP of this submission.
- Upon review, it is acknowledged that a number of Council's previous comments have been addressed and reflected in the Revised Proposal, including embedding the Connecting with Country Map within the Draft DCP. However, several recommendations have not been addressed within the exhibition material without justification.
- 'First Nations', should be used instead of 'Aboriginal' noting the importance of consistent, respectful and contemporary language.
- The Revised Proposal continues to focus primarily on physical or archaeological heritage and does not adequately address intangible cultural values (e.g. cultural practices, stories, movement patterns and connections across Country) at a precinct-wide level.
- The proposed rezoning does not identify how compliance with cultural heritage outcomes will be monitored or enforced over time, nor how new information (e.g. discoveries during works) will be incorporated into an adaptive management approach, and it is requested that this is accounted for.

## 9.2 Engagement with key stakeholders

- It is understood that consultation has been undertaken with First Nations stakeholders. However, it is unclear what concerns were raised during consultation and whether the Stage 1 rezoning was supported. Furthermore, the rezoning package does not clearly articulate how First Nations knowledge holders will be involved beyond initial consultation. This is a critical gap in establishing ongoing governance, custodianship and partnership arrangements to support long-term management of cultural values across the precinct.
- Overall, the level of consultation undertaken for a rezoning of this scale and size is considered unsatisfactory.

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**Council Position:**

- It is unclear why recommendations within the technical studies were not addressed or embedded within the exhibition material, or whether this will be addressed post-exhibition.
- It is requested that terminology is updated from 'Aboriginal' to 'First Nations'.
- Outcomes of consultation with First Nations stakeholders is unclear, including understanding whether those representatives had concerns regarding the Revised Proposal and, if so, what those concerns were and how they have been addressed in the revised package.

### 9.3 Alignment between the Urban Design Framework and the Draft DCP

- Council notes that the UDF, informed by consultation with Cultural Knowledge Advisors, identifies key cultural landscape elements across the Orchard Hills Precinct, including waterways and riparian corridors, ridgelines, vegetation communities, view lines and areas that support cultural practice and education. The recognition of these elements and the intent to embed connection to Country at a precinct scale is supported in principle.

- However, Council considers that the draft DCP does not clearly or consistently translate the UDF's cultural landscape principles into enforceable development controls. In particular, while Section 2.6 (Designing with Country) of the Draft DCP articulates important objectives, there is limited clarity on how the protection of waterways, riparian buffers, ridgelines, view corridors and culturally significant landscapes identified in the UDF will be secured through site planning, subdivision design, built form or public domain outcomes at DA stage.

- Council is concerned that without clearer spatial and statutory alignment between the UDF, the Structure Plan, the ILP and the Draft DCP controls, the cultural landscape values identified through consultation risk being treated as aspirational and will not be given adequate weight at DA stage.

**Council Position:**

- The Connecting with Country Map lacks clear statutory weight and is not clearly integrated with the Structure Plan, ILP or DCP controls, limiting its effectiveness in shaping development outcomes.

### 9.4 Non-Aboriginal Heritage

- It is noted that the Revised Proposal has not included an updated Statement of Heritage Impact for non-Aboriginal heritage. However, consistent with Council's

previous comments in the 2025 submission, the recommendations within the Statement of Heritage Impact exhibited in the 2024 rezoning package do not appear to have been addressed. Of particular concern are the following recommendations:

- Develop detailed heritage controls for application of non-First Nations heritage
- A comprehensive precinct-wide heritage interpretation plan be developed and integrated into the DCP

- Whilst the Statement of Heritage Impact indicates that there are no listed heritage items within the Stage 1 rezoning area, it is understood that the rezoning will alter the wider setting of heritage items in the vicinity e.g. landscape, views and vistas. Further, there is a moderate level of impact on potential historical archaeological relics. Accordingly, Council would support the inclusion of detailed heritage controls within the DCP chapter and the preparation of a precinct-wide heritage interpretation plan.

**Council Position:**
- It is unclear why the recommendations within the Statement of Heritage Impact have not been addressed in the Revised Proposal.

## 10. Biodiversity and riparian corridors

- The Revised Proposal and Draft DCP adopt an approach to riparian corridors that is broadly consistent with other State-led precincts i.e. the Aerotropolis and Mamre Road, including the decommissioning of some first-order waterways with catchments less than 15ha. However, Council's concern is that the exhibited controls rely heavily on future investigation, ground-truthing and regulatory approval processes (including NRAR approval), rather than providing sufficient certainty at the precinct-planning stage.

- Council considers that the retention and restoration of mapped waterways and riparian corridors should be prioritised until all required investigations and approvals that support declassification are complete, to avoid ambiguity and inconsistent outcomes at DA stage.

- It is requested that the Draft DCP and associated controls be strengthened to clearly state that mapped riparian corridors are to be retained and protected unless and until formal declassification has been approved, and that greater

clarity be provided at the precinct level to minimise reliance on DA-stage interpretation for riparian corridors.

**Council Position:**

- The Draft DCP be strengthened to:
  - clearly state that mapped riparian corridors are to be retained and protected unless formal declassification has been approved
  - provide greater precinct-level certainty regarding the location and treatment of riparian corridors, thereby minimising reliance on DA-stage interpretation and negotiation.
  - Clear guidance to landowners needs to be provided, to provide a pathway forward and ensure environmental protections are in place.

# 11. Draft Orchard Hills Development Control Plan

## 11.1 Overarching feedback

- As raised in Council's 2025 submission, our strong preference is for the Stage 1 Orchard Hills DCP to be embedded within the existing Penrith DCP as a key precinct chapter.

- Establishing a stand-alone DCP for Orchard Hills means that established controls within Penrith DCP can no longer be relied upon. This is considered to weaken the planning outcomes for the precinct, particularly in relation to environmental outcomes, including urban heat mitigation and canopy cover. It also has implications for the ongoing servicing of development in relation to waste management. Further, the proposed approach results in an unnecessarily complex and multi-layered planning framework, which would complicate development assessment. Council reiterates our preference for the draft DCP to be incorporated into Penrith DCP.

- Sections 1-3 of the draft DCP contain precinct wide controls to guide planning outcomes for the whole of the Orchard Hills Precinct. It is considered premature to implement precinct wide development controls ahead of future rezoning proposals and progressing strategic planning for areas outside of Stage 1. Our position is that the precinct wide provisions are better suited embedded into the strategic planning framework to guide future rezoning proposals (rather than a DCP), and where the precinct wide controls specifically relate to Stage 1, they should be incorporated into the Stage 1 DCP controls. The only exception to this is

to facilitate infrastructure within the broader precinct that is required to facilitate development in Stage 1, e.g. the east-west connector road.

- It is understood that the Stage 1 controls in Schedule 1 prevail to the extent of an inconsistency with the precinct wide controls. This approach results in unnecessary duplication during DA assessment and introduces uncertainty in identifying the extent of inconsistencies where controls in the precinct wide section and schedule relate to the same matters. It is assumed that future schedules would also operate in the same way and face similar issues.

- Council seeks clarification in relation to whether Council or the Department would be responsible for adding additional schedules to the DCP as future rezoning proposals progress, under the proposed DCP structure.

- As raised in Council's 2025 submission, the draft DCP lacks clear definitions for key terms, such as dwelling types and road types. Our preference is for controls to be linked to standard LEP land use terms, and if broad terms such as low-rise medium and medium density housing are used, they need to be defined in the DCP, noting this language differs from the Codes SEPP.

- The DCP should include reference to Council's:
    - Design Guidelines for Engineering Works for Subdivisions and Developments
    - Engineering Construction Specifications for Civil Works

- Notwithstanding our overarching concerns, detailed feedback is provided in the section below based on the proposed DCP structure.

**Council Position – overarching**

- Councils strong preference is for the Stage 1 Orchard Hills DCP to be embedded within the existing Penrith DCP as a key precinct chapter.
- Inclusion of precinct wide controls in the draft DCP (section 11.2) is not supported, as
    - it is premature to implement precinct wide controls ahead of rezoning proposals for areas outside of Stage 1.
    - this approach results in results in unnecessary duplication during DA assessment and introduces uncertainty in identifying the extent of inconsistencies where controls in the precinct wide section and stage

specific schedule relate to the same matters.
  - may cause confusion as to which DCP applies for land outside of the Stage 1 area, and which Penrith DCP will continue to apply until rezoning proposals are progressed.
- Precinct wide provisions are better suited in a strategic planning document rather than DCP to guide future rezoning proposals. Where the precinct wide controls specifically relate to Stage 1, they should be incorporated into the Stage 1 DCP controls, noting the Penrith DCP still needs to apply to land that has not been rezoned.
- Department to clarify whether Council or the Department would be responsible for adding additional schedules to the DCP as future rezoning proposals progress under the proposed structure.

## 11.2 Precinct wide controls

- Notwithstanding Council's strong preference for the draft DCP to be embedded in Penrith DCP, and for precinct wide provisions to sit within the strategic planning framework (unless relevant to Stage 1), detailed comments are provided below based on the proposed structure.

### Name and Application of this Plan (Sect. 1.1)

- Section 1.1 indicates that the DCP applies to land in the Orchard Hills Precinct where the precinct planning has been completed, i.e. Stage 1. If a precinct wide approach is taken to the DCP, Figure 1 would need to be amended each time a new schedule is added to ensure the DCP applies to the land and is enforceable.

### Structure of the DCP (Sect. 1.2)

- The DCP is silent on its interaction with Penrith DCP. If a stand-alone DCP is progressed, a clear statement that outlines its relationship with other plans including Penrith DCP and any relevant contributions plan must be provided. Given the staged approach to rezonings, it should be made clear that Penrith DCP continues to apply to land outside of Stage 1 area.

- The wording in Section 1.2 indicates that a new schedule will be prepared for each stage in the Orchard Hills Precinct. However, it is not clear that this refers only to areas as they are progressively rezoned. The language should be refined to clearly explain that additional schedules will apply incrementally as land is rezoned, to avoid any implication that multiple schedules apply simultaneously.

- If a stand-alone DCP is progressed, the DCP should clearly acknowledge that it changes areas in Orchard Hills North that are currently captured under Chapter E17 of Penrith DCP, to avoid overlapping or duplicated controls, particularly during any transition period in amending Penrith DCP.

### Introduction (Sect. 2.1)

- Section 2.1 states that the precinct wide outcomes apply broadly to all land in Orchard Hils. Given the staged approach to rezoning proposals, this provides inadequate guidance on how the DCP should be considered and overstates the application of the DCP. Vague terms like "broadly apply" should be avoided.

### General Objectives (Sect. 2.3)

- The objectives in this section are high level and it's unclear how they would be practically assessed for Stage 1 DA's, noting the outcomes of the wider precinct as a whole are unknown. For example:
    - objective (a) relating to hierarchy of connected neighbourhoods.
    - objective (d) development occurs in appropriate sequence and supporting infrastructure. Without a sequencing plan or detailed provisions to guide sequencing, this objective cannot be implemented.

### Orchard Hills Structure Plan (Sect. 2.4)

- The Structure Plan shown in Figure 2 is inconsistent with the indicative structure plan contained in Chapter E17-Orchard Hills North in relation to spatial arrangement and layout, including location of neighbourhood centres and employment areas. Whilst it is acknowledged that Chapter E17 will be amended to exclude those areas in Orchard Hills North that are covered by the Structure Plan in Figure 2, it is important that the DCP explicitly state that the Structure Plan in Figure 2 prevails. This will avoid any ambiguity or potential conflict between overlapping structure plans during the transition period.

### Indicative Layout Plan (Sect. 2.5)

- Section 2.5 indicates that each stage in Orchard Hills will have an Indicative Layout Plan included in the stage specific schedules. As such, the role of section 2.5 is unclear, noting that the controls in Schedule 1 prevail, and the ILP sits within Schedule 1.

- The wording in the 5th dot point needs correcting and should read "areas requiring further consideration or protection due *to* environmental, landscape or heritage values."

## Designing with Country (Sect. 2.6)

- The inclusion of a "Designing with Country" section is supported in principle. However, the section remains largely aspirational and does not clearly translate its principles into measurable or enforceable development controls. Greater clarity is required to ensure these principles can be consistently applied and assessed at DA stage, including clearer expectations regarding documentation, engagement and design responses.

- By way of comparison, the *Western Sydney Aerotropolis Development Control Plan – Phase 2* provides a stronger precedent, where Country led principles are more clearly embedded through specific siting, subdivision, landscape and built form controls. A similar approach would strengthen the effectiveness and implementation of the Orchard Hills Precinct DCP.

- The objectives do not clearly identify how improvement in the health of Country is to be demonstrated or assessed over time. Introducing clearer, performance-based expectations would help reduce the risk of tokenistic responses and ensure that Designing with Country principles translate into tangible land use, landscape and public domain outcomes.

- First Nations leadership and definition of Country: section 2.6 does not articulate the role of First Nations people in leading or informing decision-making in relation to Country, nor does it define what is meant by 'Country' for the purposes of applying the controls. It is recommended that 'Country' is explicitly defined in the DCP to ensure it is understood as a living cultural landscape, and that First Nations knowledge holders have a meaningful role in shaping design outcomes beyond advisory consultation.

- Designing with Country statement: Control #1 relies on applicants "considering" Designing with Country principles and does not clearly require documentation demonstrating how those principles have informed the proposal. The DCP must clarify whether a Designing with Country Statement is required, and whether this applies to all DA's or only certain development types or scales, to ensure consistent application at DA stage.

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- Engagement with First Nations stakeholders: Control #2 referring to engagement with Aboriginal stakeholders relies heavily on the term "consider" and does not clearly specify expectations regarding timing, scope or outcomes of engagement. Further refinement is recommended to ensure engagement occurs early, is ongoing, and informs design outcomes, rather than being treated as a one-off or advisory step.

- Connecting with Country Map:
  - The Connecting with Country Map at Figure 3 is supported in principle, however, its statutory weight and application within the DCP is unclear. Requiring applicants to "consider" the map does not provide sufficient certainty on its relationship with land use controls. The DCP should clearly articulate the status of this map and how it must inform land use, subdivision layout and built form outcomes.

  - It is unclear how the outcomes identified in the Connecting with Country Map have informed the ILP and Structure Plan. Clear alignment between these elements should be demonstrated to support consistent implementation of Country led outcomes. Ideally, First Nations principles should already be embedded in the planning framework prior to DA stage.

  - Where the Connecting with Country Map identifies areas of cultural sensitivity or importance, these should be explicitly reflected in relevant development controls (including site planning, subdivision and built form provisions).

  - Further clarity is required regarding how the Connecting with Country Map applies specifically to the Stage 1 rezoning area, as distinct from future precinct stages, to ensure proportionate and realistic application of controls.

- First nations terminology: Council reiterates its previous submission (2025) request that terminology within the DCP be updated from "Aboriginal" to "First Nations", noting the importance of consistent, respectful and contemporary language throughout the document.

### Site planning and subdivision (Sect. 2.7)

- Scenic views and recreational value (Control #6): It is unclear which scenic views or areas of recreational value this control is intended to protect. If the intent is to apply provisions within clause 7.5 *Protection of scenic character and landscape values* of Penrith LEP 2010, which is strongly encouraged, this should be explicitly stated, or the relevant areas mapped within the DCP to support application of controls.

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- Relationship with schedule 1: This section does not clearly require subdivision layouts to demonstrate that future development can comply with built-form, canopy, flooding, access and servicing controls contained elsewhere in the DCP, nor does it clearly link subdivision outcomes to Schedule 1 requirements. Given the complexity of constraints within the Orchard Hills Precinct, stronger and more explicit subdivision controls are required to ensure orderly development and mitigate downstream implementation risk.

- Environmentally sensitive area definition: The term *"environmentally sensitive area"* is not defined within the DCP. This control should either include a definition or explicitly reference clause 3.3 of Penrith LEP 2010 to ensure clarity and consistent application.

### Infrastructure and servicing (Sect. 2.8)

- Refer to comments in section 2 of this submission regarding utilities and servicing on a broader scale.

- Control #4 requires the submission of a Utilities Plan with subdivision DA's demonstrating satisfactory arrangements for the delivery of utilities and service connections. However, clarification is needed regarding the intent of Control #4, as standard subdivision conditions require service clearances to be obtained after DA approval (being prior to the issue of a subdivision certificate.) Service authority clearances obtained after DA approval include Sydney Water Section 73 Certificate, electricity clearance, and telecommunications clearance.

### Stormwater management (Sect. 2.9)

- Consistency in terminology: Discrepancies remain between terminology used in the Draft DCP and supporting studies including ARI vs AEP, which must be resolved to ensure technical consistency.

- Interpretation and application of stormwater provisions: Stormwater and flood-related controls are currently dispersed across multiple sections of the Draft DCP, including Sections 2.9, 2.10 and Section 8. This increases the risk of duplication, inconsistency and misinterpretation at DA stage. Greater consolidation or clearer articulation of the hierarchy of stormwater controls is required to improve readability and certainty.

- Catchment map and IWCM supporting study: The DCP should clearly state that stormwater and waterway management for land outside Stage 1 will be addressed

through future rezonings supported by separate IWCM studies, and that the current DCP does not establish stormwater outcomes for those areas.

- Catchment labelling and stormwater controls: Figure 4 of the Draft DCP incorrectly identifies two separate catchments within the Stage 1 area, with distinct controls applied to the Wianamatta-South Creek catchment and the Hawkesbury-Nepean catchment. The area labelled as Hawkesbury-Nepean in fact drains into Wianamatta-South Creek via Claremont Creek and should not be treated as a separate catchment. The catchment mapping should be corrected, and a single, consolidated set of stormwater controls applied across the Stage 1 area.

- Location of water quality and detention infrastructure: Control #2 should be revised to clearly stipulate that water quality treatment and detention infrastructure is not permitted below the 1% AEP flood planning level across the precinct, rather than being limited to locations identified in the Stage 1 IWCM, with reference to Figure 27.

- Reference to outdated WSUD policy: Controls #4 and #15 reference Council's WSUD Policy, which does not align with the Wianamatta–South Creek waterway health targets or the SEPP (Biodiversity and Conservation). Clarification is required regarding the stormwater standards that apply. While an IWCM strategy has been prepared for Stage 1, the Draft DCP does not clearly articulate how stormwater management outcomes will be addressed for areas beyond Stage 1 as future stages progress, as stated in Council's previous submission.

- Control #19 requires stormwater systems to be designed and constructed to ensure that for all rainwater events up to and including the 1:100 ARI event, new development and redevelopment do not increase stormwater peak flows in any downstream areas. This control should be clarified to explicitly include climate change allowance for peaks flows.

- Location of detention storage basins: Refer to detailed flooding comments in section 6 of this submission. Subject to clear and consistent direction on flood settings and definition of climate change provisions, control #21 to be revised to clearly require that all detention storage basins and water quality treatment areas are located outside the 1% AEP flood extent, with allowance for climate change, to ensure infrastructure is not compromised during flood events. This control should be consistent with the approach set out elsewhere in the DCP for stormwater management across the Orchard Hills Precinct and in accordance with the locations identified in Figure 27.

- Capacity of piped drainage systems: It is requested that control #22 be revised to

require that new piped drainage systems are designed to control minor stormwater flows for an Average Recurrence Interval (ARI) of 10 years, rather than 5 years, to account for increased rainfall intensity associated with climate change. The control should state that piped drainage systems are to operate for an ARI of 10 years under normal operating conditions.

- Control #23 should be revised to clearly require that new drainage systems are designed to control major stormwater flows for the 1% AEP event with an allowance for climate change, under normal operating conditions.
- A new control should be prepared requiring table drains to be designed for ease of maintenance, long-term functionality and asset durability. This control should acknowledge that poorly designed table drains result in ongoing operational and maintenance issues, becoming a costly civil asset.
- As raised in section 2 of this submission a funding source for the precinct stormwater harvesting schemes is unclear. Subject to clarification in relation to costings, a control is required to ensure that water treatment systems and associated infrastructure to be designed in accordance with the Australian Guidelines for Water Recycling (November 2026), noting that while detailed treatment design may be provided at future application stages, early compliance requirements should be clearly established within the DCP to inform infrastructure planning.

### Flood risk management (Sect. 2.10)

- Refer to comments in section 6 of this submission. Council requires clearer direction from the Department on flood planning settings and the definition of the proposed climate change provision prior to finalisation of the rezoning. Without clearer direction, there are significant uncertainties in relation to urban design outcomes, development costs, feasibility, and infrastructure delivery.
- Subject to clarification on flood planning settings and the definition of climate change provisions, the following matters would need to be addressed:
    - Include clear definition of the Flood Planning Area (FPA) in a post-development scenario, including the adopted climate change, and Flood Planning Level (FPL) to ensure clarity, consistency and certainty at DA stage.
    - Expressly state that the extent of the FPA is limited to the Probable Maximum Flood (PMF) extent, where application of freeboard would otherwise artificially

extend beyond the known floodplain.

- Clear, enforceable development controls must be included in this section for land within the FPA, addressing site planning, subdivision layout, built-form design and the protection of primary overland flow paths, allowing clear demonstration at DA stage.
- The increased FPL will have *considerable* cost implications for delivery of infrastructure and the maintenance of this infrastructure that will be required to accommodate the increase in flows. Further consultation with Council is required.
- Figure 28 should be amended to clearly distinguish between 0.2% AEP flood extents, flood depths and the FPA to ensure consistency between controls.
- Road design, access and evacuation: controls be included requiring roads affected by flash flooding to be designed to at least the 0.2% AEP flood event, consistent with the FIA by Rhelm (2026). Additionally, the DCP explicitly require road design to maintain safe and reliable access for residents and emergency services to the M4 Motorway, The Northern Road and the broader Stage 1 area during flash flood events, consistent with identified evacuation routes.
- It is requested that references to outdated flood studies (including Penrith Overland Flow Flood Overview Study 2006) be removed and replaced by consistent references to Council-adopted flood studies and the FIA by Rhelm (2026).

### Biodiversity and riparian corridors (Sect. 2.11)

- Timing of biodiversity investigations: Controls #4-6 rely heavily on DA stage assessment (including CPCP consistency, BDARs and VMPs). Greater clarity is required to specify which biodiversity investigations must be undertaken at subdivision stage, where road layout, lot configuration and relationships with open space are determined.
- Kangaroo Management Plan: While Objective (c), Control #1 and #7 seek to protect fauna habitat and minimize impacts, consistent with feedback in our 2025 submission, the DCP does not clearly specify when a Kangaroo Management Plan is required, how it informs subdivision staging, or how it is to be applied consistently across lots.

- Ecological connectivity and corridor protection: While controls #1, 2 and 7 identify the importance of ecological connectivity, the DCP does not clearly specify how these controls are to be applied consistently through subdivision layouts. Clearer articulation within these controls is required to ensure corridor widths, configuration, adjacency of low-intensity land uses and connectivity between biodiversity areas are protected, including maintaining connections between the Orchard Hills Defence site and Blaxland Creek.

- CPCP mitigation measures: Control #4 requires DA's to demonstrate consistency with the CPCP Mitigation Measures Guideline however, the DCP does not clarify how these measures, including retention of large trees, are to be addressed at subdivision stage. Further guidance is required to ensure these matters inform site planning rather than being deferred to individual DAs.

- Riparian corridors: The DCP should require site-based verification of riparian corridors to confirm watercourse condition, top of bank and corridor widths, particularly where mapping is based on desktop analysis and where site conditions may have changed due to Sydney Metro works.

### Tree canopy and urban heat (Sect. 2.12)

- Relationship with Chapter C14 Urban Heat Management of Penrith DCP 2014: Penrith City is particularly susceptible to urban heat impacts, and Council is a leader in this space. The established urban heat controls in Chapter C14 of Penrith DCP cannot be relied upon under a stand-alone DCP for Orchard Hills. This is considered to weaken planning outcomes, noting that the proposed tree planting rates for certain dwelling types on private land in section 2.12 are considerably lower than the planting rates in Chapter C14, particularly for detached dwellings and multi dwelling housing. Council reiterates our 2025 submission and our preference for alignment with Council's existing urban heat controls in Penrith DCP.

- Please be advised that Council is undertaking a comprehensive review of Penrith DCP, including the city-wide urban heat controls in Chapter C14 (introduced in 2022). As part of this review, we are particularly looking at provisions for smaller lots.

- Species selection: A control should be included requiring appropriate tree species selection, particularly for street trees and landscape areas, to ensure root systems are non-invasive and do not adversely impact roads, footpaths or underground infrastructure. Reference should be made to Council's adopted tree species lists, noting the long-term maintenance and asset management implications.

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- Tree canopy – public land (Table 2): The uniform 45% canopy target for Open space does not reflect differing functional requirements. It is recommended that for Open Space >5ha:
  - areas with sports fields and courts be reduced or clearly defined as applying outside active playing fields and buffers (as requested in 2025 submission).
  - areas without sports fields increase to a minimum 50% canopy target.
- Tree canopy – private land and development lots (Table 3):
  - canopy, deep soil and tree planting targets for apartments are materially lower than the Greener Neighbourhoods Guide and are unlikely to deliver meaningful long-term urban heat mitigation. Higher targets should be applied, particularly to larger apartment sites.
  - targets for Industrial development are below Council benchmarks (25% canopy, 15% deep soil), increasing the risk that the precinct-wide 40% canopy target will not be achieved.
  - no canopy or deep soil controls are provided for commercial / business development, and it is critical that this gap is addressed.
- Urban heat and irrigation (control #27): The urban heat design considerations are supported in principle, however, they should be strengthened to address smart irrigation systems and clearly avoid creating ongoing operational and maintenance liabilities for Council, particularly in relation to passive open spaces.

### Vegetation management (Sect. 2.13)

- This section is supported in principle, however, greater clarity is required regarding the relationship between vegetation management controls and Sections 2.11 (Biodiversity and Riparian Corridors) and 2.12 (Tree Canopy and Urban Heat) to avoid duplication and uncertainty at development assessment stage.
- Section 2.13 should more clearly articulate how vegetation controls apply in areas subject to CPCP certification, to ensure alignment with certified urban capable land outcomes and avoid unintended duplication of biodiversity assessment or mitigation requirements.
- Control #7(l) relating to replacement planting should be strengthened to better align with the tree canopy and urban heat outcomes in Section 2.12, including clearer guidance on replacement tree scale, canopy contribution and location, to

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ensure vegetation removal does not undermine longer-term canopy and cooling objectives.

### Aboriginal heritage (Sect.2.14)

- 'First Nations' should be used instead of 'Aboriginal'.
- Identifying items of First Nations cultural value:
  - While Control #1 provides a clear and objective trigger for an Aboriginal Cultural Heritage Assessment based on mapped archaeological potential, Control #2 relies on the presence of a "known item of Aboriginal cultural value" without clearly defining how such items are identified or when they are considered to be "known."
  - Further clarification is required to explain the relationship between the outcomes of the Aboriginal Cultural Heritage Assessment required under Control #1 and Control #2, including how the outcomes of Aboriginal Cultural Heritage Assessment Reports inform subsequent interpretation, protection or management requirements, to ensure consistent and enforceable application at DA stage.
- Scope of heritage values: Greater recognition should be given to cultural landscapes within this section, including intangible heritage values, movement pathways and relationships across Country, consistent with contemporary heritage practice.
- Aboriginal Cultural Heritage Assessment Reports (ACHAR): While Control #1 appropriately requires an ACHAR, it does not clearly define who is suitably qualified to prepare such a report. Greater clarity is recommended to specify minimum competency requirements, including demonstrated experience working with Aboriginal cultural heritage in NSW and meaningful engagement with relevant Aboriginal stakeholders.
- Triggers for application: The wording of Control #3 relies on the phrase "where relevant," which is ambiguous and does not provide sufficient certainty regarding when the control applies and should be amended to clearly define application triggers and its priority/relationship with other sections of the DCP.

### Bushfire management (Sect. 2.15)

- It is acknowledged that the majority of bushfire management related controls sit

within the *Planning for Bushfire Protection 2019*, as well as CPCP Mitigation Measures Guidelines in relation to CPCP land.

- Control #3 relating to the siting of Asset Protection Zones (APZ's) on certified urban capable land is supported.
- Control #4 requires that APZ's must not encroach on to riparian corridors, public open spaces or CPCP avoided lands is supported. However, it is recommended that control #4 be expanded to include road reserves. APZ's within road reserves are not supported, as this places additional maintenance burdens and liabilities on Council, particularly where street verges contain vegetation/bushland.

### Earthworks and retaining walls (Sect. 2.16)

- Control #8: all retaining walls should be of masonry construction. This is consistent with city-wide controls in Penrith DCP and the Orchard Hills North DCP chapter.
- Inconsistency with Schedule 1 controls: Control #15 introduces a slope-based minimum lot size requirement that is not reflected in Schedule 1, which sets minimum site frontage requirements (Table 18) without reference to lot gradient. The DCP does not clarify how this control is intended to interact with Schedule 1, creating potential inconsistency and uncertainty at subdivision and DA stage. Further clarification is required regarding the application, hierarchy and assessment of this control, including the basis for measuring slope "after retaining walls are considered".
- Absence of diagrams: This section does not include diagrams to illustrate how the earthworks and retaining wall controls are intended to operate on topographically constrained or sloping lots. The inclusion of clear, worked examples would assist in demonstrating compliance with development outcomes and reduce uncertainty at DA stage.

### Noise and vibration (Sect. 2.17)

- External residential amenity: Control #6, 11 and 14 focus on achieving indoor noise standards, however the DCP does not clearly articulate expectations for external residential amenity, consistent with findings in the Noise and Vibration Assessment (AECOM, 2024), such as the inclusion of roadside barriers to address private open space and balconies. Additional clarity is recommended to ensure acceptable outdoor amenity is achieved for future residents.

- Objectives: Objectives (b) and (f) duplicate the same intent in relation to road traffic and rail noise, and objectives (c) and (d) similarly overlap in relation to traffic-generated noise. Minor refinement is recommended to remove duplication and improve clarity.

- Noise buffers (Appendix A):

  - It is acknowledged that the amended Stage 1 area, as confirmed in the AECOM Addendum (January 2026) has reduced the number of residential receivers subject to road traffic noise buffers and that impacts from the Sydney Metro Stabling and Maintenance Facility, Patons Lane Resource Recovery Centre and Defence Establishment Orchard Hills are no longer anticipated.

  - Notwithstanding these improvements, the controls should clearly confirm that the noise buffer mapping and assessment triggers in Appendix A reflect the most recent acoustic assessment layout, and that future DA's will demonstrate compliance with relevant criteria for both indoor and outdoor amenity.

### Traffic, access and parking (Sect. 2.18)

- Objectives:

  - It is requested that the objective to "Minimise the impacts of traffic generating developments and manage road safety issues" be reinstated – this objective was previously included in the 2024 draft DCP and has been removed. It is an important objective and should be reinstated.

  - There is a dominance of objectives relating to non-reliance on cars which, when combined with the absence of road safety and traffic management objectives, is unbalanced.

- Street network

  - Table 5: It is noted that the road typologies have been rationalised, which is positive. However, as previously raised the role and function of each street type needs to be clearly defined in the DCP. The street types in Table 5 are not defined in regard to road hierarchy and assignment. The use of terms like "residential way" are ambiguous. If the proposed street types are used, they need to be defined in the DCP in regard to expected traffic volumes and traffic types e.g. expected heavy vehicle usage, purpose, and capacity.

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- Control #3: requires the design and construction of streets to minimise impacts to existing vegetation, landscape features and view lines. It is unclear if this control is intended to apply to the Stage 1 area captured by Schedule 1. As the road network has already been identified in the Indicative Land Use Plan for Stage 1 and if the control applies, is unclear how impacts can be minimised if a proposed road is designed in accordance with the street network map and ILP.
- Control #10: requires that "where feasible, vehicle access for development should be from service roads/lanes". It is recommended to remove the words "where feasible" as what is feasible is open to interpretation by proponents.
- A control should be added to stipulate that pavers are not used within the roadway as these create long-term maintenance issues.

- Road cross sections:
  - As raised in Council's 2025 submission, space allocated for verge planting zones differ based on road type and most proposed roads have different planting widths on either side of the road, which is not supported. Consistent verge planting space should be prescribed to ensure trees perform consistently on both sides of the road and species selection does not need to be dramatically different.
  - 1.5m wide footpaths are proposed for all road types other than "Destination High Street". This is not best practice as the TfNSW Walking Space Guide (2020) states minimum footpath width at 2m for low activity local footpaths.
  - "Residential Way" indicates a shared-zone arrangement. However, a shared zone is subject to strict guidelines and approval processes by TfNSW (not Council) which have not been detailed and should be flagged.
  - As raised in Council's previous submission, the inclusion of 'flex zones' in roads is not supported in principle. As previously requested, if flex zones are proposed more information needs to be provided e.g. passive irrigation, final surface (e.g. mulch or turf), which has not been addressed.

- Pedestrian cycle and network: The inclusion of dedicated cycle paths is supported, however the DCP should clarify and make a distinction between 'cycleway' and the more commonly implemented 'Shared User Path'. Please clarify the intended use, and ensure consistent terminology is used between the road cross sections and controls in section 2.18, as well as section 7.2 (control #7 and figure 25). Control #16: best practice is for footpaths to be 2m wide for low activity local footpaths.

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- Parking, Access and Driveways: It is noted that minimum car parking rates for all residential and non-residential development listed in Table 6 are consistent with the existing parking rates in Council's Chapter C10 of Penrith DCP, which is supported.

### Vehicular access and basement entries (Sect. 2.19)

- Semi-basement definition: Control #7 limits basement car parking to a maximum 1m protrusion above finished ground level however this does not address feedback in Council's 2025 submission for clarification of "semi-basement" outcomes, including the inclusion of a diagram or explanatory figure, particularly for development on sloping sites.

- Active frontages: While Control #1 and 2 appear to discourage vehicular access along active frontages, clearer guidance is recommended on how these controls are to be applied to corner sites or sites with multiple frontages, particularly where access consolidation is constrained.

- FPL reference: Control #6 requires basement entry ramps to be located above the flood planning level. For clarity, this should explicitly reference the flood planning level defined in Section 2.10 to ensure alignment across the DCP.

### Public domain interface (Sect. 2.20)

- Universal design: While the objectives appropriately reference Universal Design, Control #9(d) should be strengthened to explicitly recognise both visible and invisible disabilities, to better reflect inclusive public domain design outcomes. Control #9 is also incorrectly numbered and should be corrected to #1.

### Waste management (Sect 2.21)

- Control #1 requires development to comply with Council's Waste Management Guidelines (WMG), which is supported. However, Council's WMG cannot be considered in isolation of the city-wide controls in the Waste Management Chapter of Penrith DCP. The WMG contain mostly operation details and must be considered in conjunction with the controls in Penrith DCP to ensure developments will be suitably serviced in relation to waste collection. Council reiterates its preference to embed the Orchard Hills Precinct DCP into Penrith DCP, noting that key precinct chapters typically refer back to the Waste Management Chapter of Penrith DCP.

### Land use controls - Residential development (Sect. 3.1)

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- Section 3.1 adopts the relevant controls from the State Environmental Planning Policy (Exempt and Complying Development Codes) 2008 (Codes SEPP) including:
    - Housing Code (Part 3)
    - Low Rise Housing Diversity Code (Part 3B)
    - Housing Alterations Code (Part 4)
- As the Codes SEPP already applies, the purpose of section 3.1 is unclear and considered unnecessary being a duplication of existing state provisions.
- Communal open space: Increased pet ownership in medium to high-density housing can generate greater demand and pressures on open space and can lead to user conflicts and reduced amenity when not appropriately designed for. Consideration should be given to the provision of dog-supportive amenities within private communal open space for higher-density residential developments to supplement design requirements in the Apartment Design Guide.

Land Use controls - Industrial development (Sect. 3.2)

- Objective (b) refers to "development of land to which this section applies" however, this section does not clearly define where or to which zones it applies. Greater clarity is recommended to explicitly identify the relevant industrial zones (e.g. E3 Productivity Support or other industrial zones) to avoid ambiguity.
- While Controls #4-7 promote landscaping and retention of vegetation, stronger linkage to the tree canopy and urban heat outcomes in Section 2.12 of the DCP is recommended to ensure industrial development meaningfully contributes to precinct-wide canopy cover and mitigates heat impacts associated with large buildings and hardstand areas.

## 11.3 Schedule 1 (Stage 1 controls)

Land to which this Schedule applies (Sect. 1)

- As outlined in section 1 of this submission, the rezoning proposal should be limited to land with existing or planned servicing. While the Stage 1 area has been reduced, it still includes land that does not have existing or planned servicing, as identified in Figure 13 of the EIE. It is recommended that Schedule 1 should not apply to land that lacks existing or planned servicing.

Desired Future Character (Sect. 3)

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- It is recommended that this section be expanded to encourage a greater mix of uses beyond retail and commercial, by identifying other uses such as offices, childcare centres, and health services.

### Development Principles (Sect. 4)

- It is recommended to include Connecting with Country in the development principles, and link back to the Connecting with Country section in the precinct wide DCP, to avoid any confusion in which controls take precedence.

- It is recommended to revise the first principle to ensure that community infrastructure is provided in close proximity to transport service and higher density areas which are pedestrian friendly. This aligns with objectives in section 7.2 Pedestrian and Cycle Network.

- It is recommended to add or expand principles to address the provision of community facilities which are co-located, multi-purpose, shared and flexible.

### Urban structure and master plan (Sect. 5)

- It is recommended to include an introductory section before the objectives to introduce and provide context to the Orchard Hills Urban Design Framework (UDF) and its role in development assessment.

- The role and application of the UDF at DA stage is unclear. Control 1 requires development to be generally in accordance with the UDF, however, section 1.3 of the UDF indicates that proponents and development assessment staff will use the UDF to identify the design intent of development controls and where development proponents seek to justify any changes to them. If the UDF needs to be considered when a variation to DCP controls is proposed, this should be expressly stated in the DCP.

- Ensure consistent language is used in the objectives and controls. Objective A talks to ensuring development is "consistent" with the UDF whereas Control 1 requires development to be "generally in accordance" with the UDF, which adds a further layer of confusion in how the UDF is to be applied.

- Figure 15 Indicative Layout Plan: refer to separate comments under section 3 of this submission.

### Precinct controls (Sect 6)

- The character statements in section 6 are very high level it's unclear what weight they will hold in development assessment. Key matters captured in the character statements should be reinforced through controls or objectives, particularly:
    - Precinct 1: "the two lots that comprise the High Street should be developed together to provide an integrated public domain".
    - Precinct 2: "central communal courtyards provide a quiet space for the residents contrasting with the activity on the street".

- Precincts 1-3: our preference is to not allow plant equipment and the like within the upper-level setback area.

### Precinct 1 (Sect. 6.1)

- Objective D relates to maximising solar access to footpaths and public spaces throughout the day. However, it is unclear how this objective has been translated into controls and is achievable. Clarification is requested on the solar access performance of New High Street. As an east-west oriented street, there is risk of overshadowing from the proposed building heights, especially where heights increase up to 10-storeys at the edges, and solar access is critical to support vitality of street tree planting and pedestrian comfort particularly given its role as the civic heart of Orchard Hills. It is noted that the UDF indicates that the Metro Plaza will achieve 4 hours of solar access, and equivalent performance benchmarks for solar access is not provided for the New High Street or the town square.

### Street network (Sect. 7.1)

- Section 7.1 should be renamed to "Road Network" to avoid any confusion that the section applies to the Town Centre only. Section 7.1 should apply to the whole precinct in Schedule 1, including safe and efficient road connection to the precinct as a whole.

- The objectives do not address the need to provide traffic safety and efficient traffic flow with appropriate parking provision. It is recommended that objectives be included to require that road typologies are designed to ensure safe and efficient movement of all users, including appropriate traffic calming measures and traffic management strategies be provided, as was the case in the previous draft DCP.

- The controls are high level and need to be more specific about road hierarchy and assignment. The use of terms like "residential way" are vague and not defined in the

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DCP. If these terms are used, they need to be defined in the DCP in regard to expected traffic volumes and traffic types e.g. expected heavy vehicle usage, purpose, and capacity. Typically, Council's DCPs use the terms arterial road, collector road, distributor road, local road.

- Control #2 is phrased as a permissive statement rather than actionable control and should be refined, e.g. the final road configuration is to be consistent with the pre-planned road layout and road type shown in the ILP.

- Council's 2025 submission noted that half roads may be unavoidable due to fragmented land, and as such further guidance should be provided in the DCP which has not been addressed. Including controls relating to temporary conditions (e.g. access and parking) and handover conditions (e.g. removing fencing and retaining walls).

- The controls do not address on-street parking provision. It is recommended to include controls relating to the location and spacing of driveways to maximise on-street parking and passing opportunities, particularly on local streets.

- Figure #24: The colours used for Neighbourhood Street and Residential Way are very similar and difficult to distinguish between the two. It is requested that different colours be used for clarity.

### Pedestrian and cycle network (Sect.7.2)

- Figure 25: An east-west cycleway, connecting to Samuel Marsden Road and beyond to St Clair is consistent with Council's PATHS network.

### Car parking (Sect. 7.3)

- Council's 2025 submission is reiterated and the absence of minimum parking rates for residential development is concerning. It is strongly recommended that the minimum car parking rates specified in Section 2.18 of the precinct wide controls apply to residential development in Stage 1 that is located more than 400m walking distance of Orchard Hills Metro Station i.e. areas outside of the "High Density Town Centre Precinct". Noting that 400m is the accepted distance that people are willing to walk to public transport, and that the parking rates in section 2.18 are consistent with Chapter C10 of Penrith DCP 2014.

### Stormwater Management (Sect. 8)

- Refer to detailed comments in section 6 of this submission.
- The objectives, controls, tables and figures in Section 8 would be of relevance to the broader precinct and should be incorporated into the precinct wide stormwater controls in Section 2.9.
- The supporting IWCM Report notes that all stormwater treatment and detention facilities will be above the 1% AEP levels for all Strahler Order 3 Streams. It is recommended that a DCP control be included in relation to lower order streams and details be provided on depths, velocities and time of inundation etc.
- There are construction phase controls in the Technical Guidance for Wianamatta South Creek Stormwater Targets, and it is recommended that DCP controls be included to require these.

### Flood risk management (Sect. 9)

- Refer to detailed comments in section 6 of this submission.
- The objectives, controls, tables and figures in Section 9 would be of relevance to the broader precinct and should be incorporated into the precinct wide flood risk management controls in Section 2.10.
- Control #3 be amended to function as an enforceable development control, rather than a general intent statement, by clearly requiring that all habitable rooms and basement entries are to be located above the Flood Planning Level.

### Open space and community infrastructure (Sect. 10)

- Concerns remain regarding the quantity and quality of open space as outlined in section 2 of this submission.
- An objective should be added to ensure that the delivery of open spaces, community facilities, public domain areas and recreation networks are consistent with the contributions framework in place.
- Control #2: the level of detailed planning and the current open space offering do not demonstrate consistency with the Greener Places Design Guide or Council's adopted Sport and Recreation Strategy.
- Control #3(a): should be expanded or supplemented with a separate control to expressly address the provision of a diverse range of open space types. Play spaces

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represent only one of multiple recreation typologies required to meet community needs and should not be relied upon as the primary or sole form of recreation provision.

- Control #3(b): Consider including adequate access and connectivity, seating and shade, universal accessibility, lighting, waste management, and supporting amenities to ensure the open space is safe, functional, and usable for a range of users and activities.
- Table 14: appears to be inconsistent with the sizes in the contribution plan background report. For clarity it is recommended that facilities in table 14 be identified on a map clearly with sizes and a legend of functions (could be incorporated into figure 29).
- Table 15: It is unclear how the proposed inclusions of the RE1 open spaces depicted to the Northwest of the metro will meet the distribution / access needs of the southwest areas.
- Table 16: the preferred terminology is district level multipurpose community "hub" (rather than "space"). This is also consistent with the Social Infrastructure and Open Space Addendum which refers to the facility as a hub.
- Recommend adding a description for multipurpose community centre local, to align with the Social Infrastructure and Open Space Addendum.
- Figure 29: does not currently identify community infrastructure and should be expanded to include community infrastructure.

### Public art (Sect. 11)

- Control #1 refers to Council's Placemaking and Public Art Policy 2011 (P&PA Policy). Please be advised that Council has substantially commenced a review of the P&PA Policy. To allow time for Council to finalise this review, it is recommended to remove reference to the P&PA Policy as well as the $5million cost of works trigger in the DCP, and control #1 be revised to require placemaking and public art to be provided in accordance with Council's relevant Cultural Strategy and Action Plan and Public Art Policy.

### Built form (Sect. 12)

- As raised in Council's 2025 submission, it is unclear whether the draft controls have been tested to confirm their compatibility with each other, including controls in other

sections of the DCP such as section 2.12-Tree canopy and urban heat, 2.21-Waste management and 3.1-Residential development. Diagrams have not been included in the DCP to illustrate how the built form controls would apply to typical lots. It is recommended that diagrams be included where possible to illustrate key design principles, setbacks, and building block footprints for clarity in how the controls mesh together. This would be consistent with Chapter E17 for Orchard Hills North – for example refer to Figure E17.8, Table E17.5 and Figure E17.28 of Chapter E17.

### Front setbacks and street wall heights (Sect. 12.1)

- Concerns raised in Council's 2025 submission remain unresolved and the proposed front setback controls are generally not supported. Particularly front setbacks that would apply to residential flat buildings. As depicted in Figure 30, a 3m front setback would apply in certain locations that are proposed to be rezoned R4 High Density Residential. This setback is insufficient and will not facilitate a good urban design or environmental outcomes including urban heat. Notwithstanding, it is also unclear what front setback control would apply to areas not shown on Figure 30, as Table 17 does not prescribe front setbacks for the R4 zone.

- The proposed 3.5m setback for multi dwelling housing is concerning particularly where a communal waste storage bay is required. Section 2.21 of the DCP requires compliance with Council's Waste Management Guidelines, which requires a communal waste storage area for multi dwelling houses that have 4 or more dwellings (not in a terrace arrangement.) In this scenario, a 3.5m setback provides inadequate area for suitable canopy trees, landscaping and waste storage.

- Control #1 and Figure 30 prescribe street setback controls based on location, which differs from the usual approach taken in Penrith DCP of setbacks being based on development type. If a locational approach is taken, the following matters need further attention:
    - clarity on which setback controls apply where the setback is proposed to change mid-block. It is unclear at what point along the block the different setback control would apply in the locations encircled in red below, noting that Figure 30 does not provide a scale to be able to measure where the different setback commences. In these locations, the difference in the setback controls would be between 0m and 1.5m, which has considerable built form implications and would likely be argued at DA stage.

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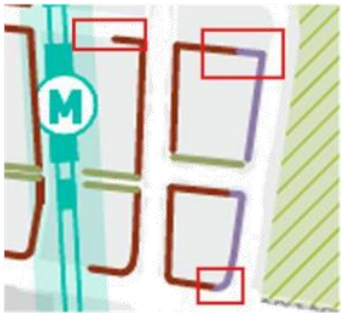
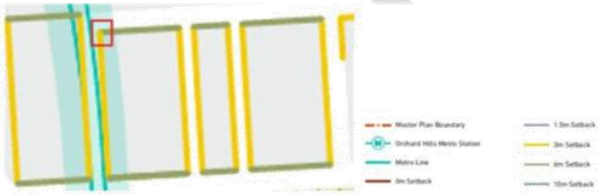


- There appears to be an anomaly in the application of corner setbacks for the lots north of the Metro station. In this pocket a 6m setback is applied to all corner lots, except for one corner lot where a 3m setback is proposed (encircled in red on the extract below). The rationale for this is unclear and should be clarified.



- In Figure 30, there are 3 locations where the setback control is depicted with a thinner line (see locations encircled in red below). It is unclear if the intention is for the 3m setback to apply to these frontages, noting the legend does not explain the thinner line. For clarity, the legend should identify what the thinner line means, or if it is an error, please make the lines a consistent width.



- Our preference is to tie controls to standard LEP land uses as opposed to the terms of "low density residential development" and "low rise medium density residential development". If these terms are to be used, they need to be clearly defined in the DCP. The term used in this section of "low rise medium" differs from the terminology of the Department's Low and Mid Rise Housing Policy, which adds an additional layer of confusion.

- Table 17 prescribes setback controls based on development types and land zones for certain areas within Stage 1. As previously raised, this table is not exhaustive and it's unclear what controls would apply to other permissible development types e.g. boarding houses, co-living housing, childcare centres and shop top housing.

- Table 17 is unclear in what setback controls would apply where a dwelling type is proposed in a different zone. For example, a dual occupancy in the R2 zone. A dual occupancy can be defined as a type of low rise medium density housing. However, no setback control is specified for low rise medium density in the R2 zone (only specified for R3 zone). The use of standard LEP terms could reduce confusion.

- Ensure consistent terminology is used to avoid confusion in applying controls. The section heading, controls #1 and #2 and table 17 refer to "front setbacks" whereas Figure 30 refers to "street setbacks".

### Side and rear setbacks (Sect. 12.2)

- Control #2: requires side and rear setbacks for low-rise medium and medium density housing types to comply with relevant setbacks and design criteria in the Low Rise Housing Diversity Design Guide 2020 (LRHDD Guide). However, it is unclear whether these setbacks have been tested to be compatible with the other design controls, notably relating to tree canopy, urban heat, and landscaping.

- The previous version of the draft Orchard Hills DCP (accompanying the 2024 proposal) proposed side and rear setbacks for low-rise medium and medium housing types to comply with Chapter D2 Residential Development of Penrith DCP, which is preferred.

- Control #2: should specify what design criteria in the LRHDD Guide needs to be complied with, rather than saying 'relevant design criteria' to avoid ambiguity.

### Minimum site frontage (Sect. 12.3)

- Inconsistent terminology is used in Control 1 and Table 18. Control #1 refers to minimum street frontage width, whereas Table 18 refers to minimum site frontage. Please resolve inconsistency to avoid confusion in where the width is to be measured.

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### Building design (Sect. 12.4)

- Control #3 requires buildings to be designed to minimise impacts on key views through modulation of built form. However, building height and setback controls should be tested to ensure key views are maintained.

### Active street frontages (Sect. 12.5)

- Control #3 differentiates between 'primary' and 'secondary' active street frontages. However, no definition of these terms is provided, and the different types of active street frontages are not mapped on Figure 31. Clarification is needed.
- Control #9 requires vehicular access to be provided from a secondary street or laneway where possible. It is recommended that this control be strengthened by deleting the words "where possible".

## 12. Interface with NSW Government projects

Outer Sydney Orbital (OSO)

- It is acknowledged that the OSO corridor alignment and final design is yet to be finalised and therefore its impact on the Structure Plan is unclear.
- Rezoning of the Orchard Hills Precinct represents a further opportunity to carefully consider how the Wianamatta-South Creek corridor can evolve in the urban landscape and it is recommended that a Master Plan be prepared for this corridor so that future uses and outcomes can be properly considered when rezonings along the corridor occur. The impact of the OSO needs to be considered in this context. A longer-term plan to prioritise the Wianamatta-South Creek Corridor remains an outstanding matter.

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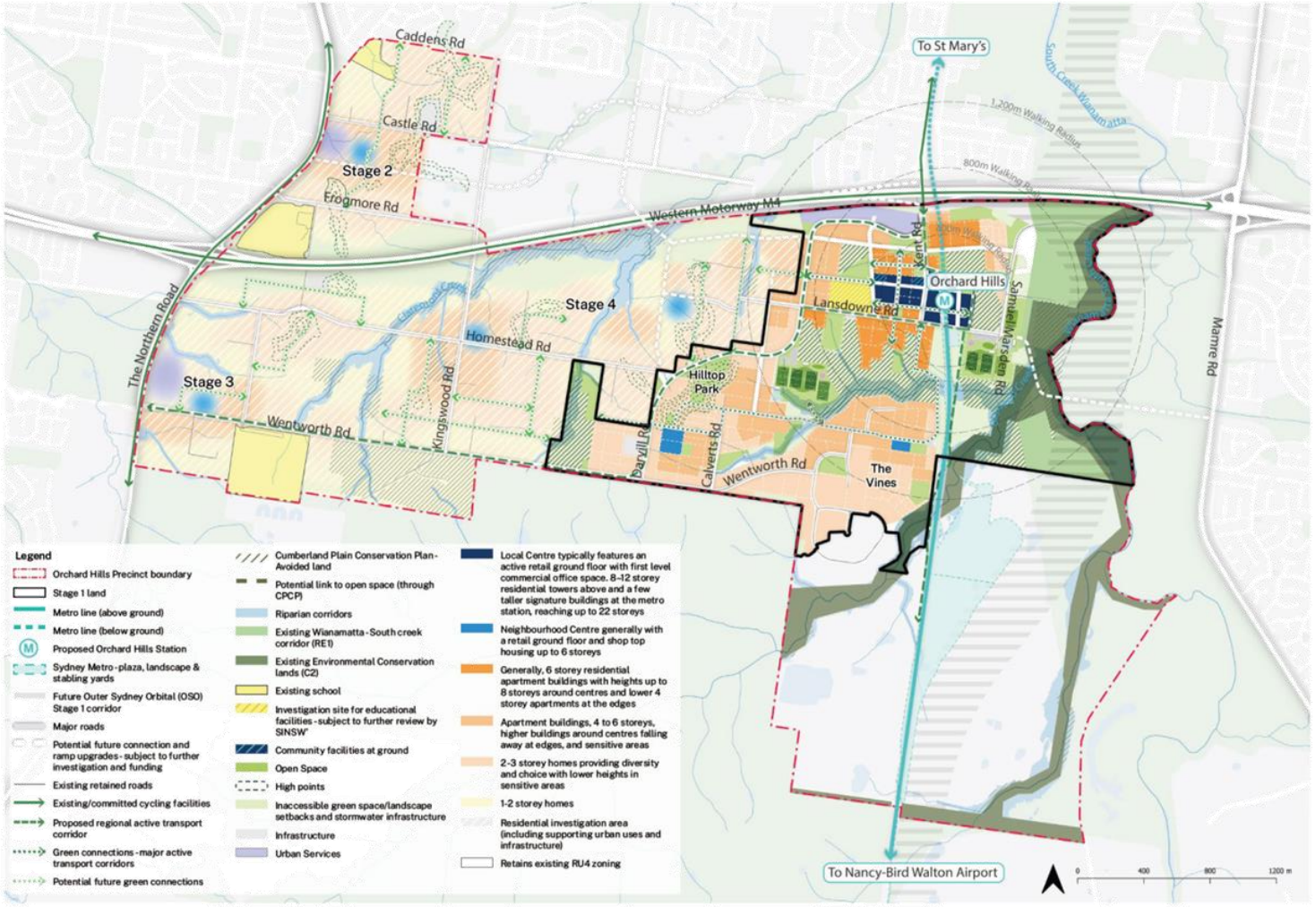
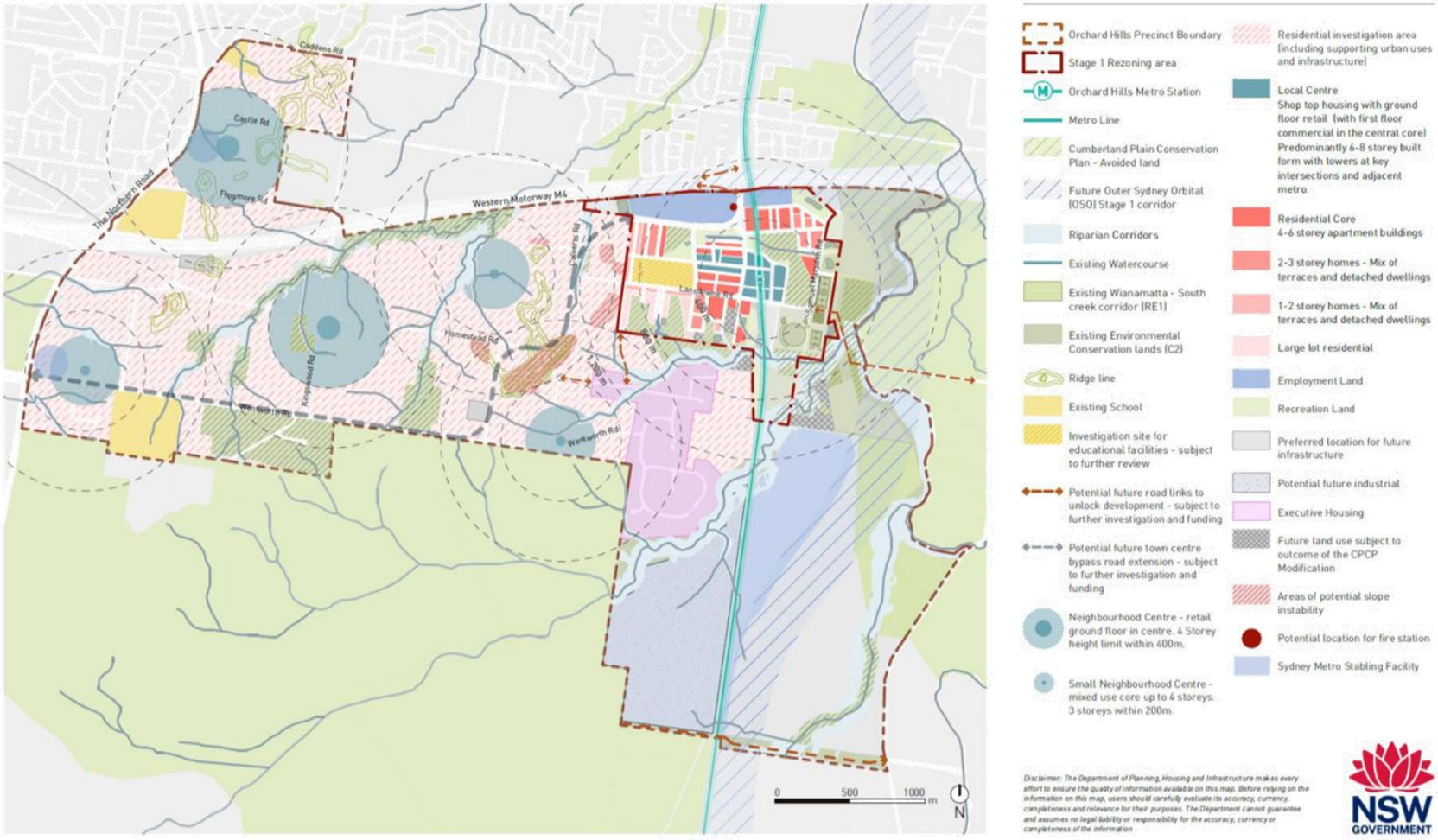
## Attachment 1 – Comparison of 2024 Orchard Hills Precinct Structure Plan & 2026 Structure Plan

### 2024 Structure Plan



## 2026 Structure Plan (currently on exhibition)



# Responses to Councillor questions arising from the Policy and Strategy Committee meeting of 11 May 2026

The Department of Planning, Housing and Infrastructure (DPHI) Officers took questions on notice at Council's Policy and Strategy Committee Meeting of 11 May 2026 and provided the following responses:

### Open Space and CPCP Avoided Land Breakdown

- Active open space = 11 hectares
- Passive open space = 10 hectares (includes 3.64 hectares of CPCP avoided land)
- CPCP avoided land to remain in private ownership = 12.9 hectares
- CPCP avoided land owned by Sydney Metro = 4 hectares

### Dwelling Yield Comparison

A comparison of the number of dwellings in Stage 1 (2026) and the same area exhibited in 2024 (Stage 1A + part 1B). The equivalent area in the 2024 proposal had capacity for 5,693 dwellings and the 2026 proposal includes 5700 dwellings.

### Timing of Feasibility for High Density Development

- Apartments (4 storeys and 12-22 storeys) are anticipated to become feasible in 2032, 5 years following the assumed opening of the Metro in 2027
- Apartments (5-8 storeys and 8-12 storeys) are anticipated to become feasible in 2037, 10 years following the assumed opening of the Metro in 2027

### Job breakdown and Employment Assumptions

- See Table at Attachment 1 for a detailed breakdown
- Job numbers provided are high level estimates only and should be treated as

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indicative rather than definitive.

- The proposed increase in E3 Productivity Support land is supported by the need for zoned and serviced employment land across Sydney
- Estimate job number were derived by likely land uses, gross floor area, and relevant workspace ratios based on the 2023 Common Planning Assumptions Workspace ratios

At the meeting, Council officers were also requested to consider the location of centres identified in the Structure Plan that are situated outside the Stage 1 area.

The Structure Plan identifies areas of employment land within and outside of the Stage 1 area. The Stage 1 ILP and Revised Structure Plan adopts a hierarchy of centres across the Precinct, including:

- A Local Centre within the Stage 1 Area, capable of accommodating up to 29,000 sqm of retail and non-retail floorspace.
- Two large Neighbourhood Centres within the broader Precinct (one centrally located and one in the north-western corner).
- A further three Neighbourhood Centres distributed throughout the remainder of the Precinct.

In total, the revised Structure Plan envisages six centres with an overall capacity of approximately 70,000 sqm of retail and non-retail floorspace. While the quantum of retail and non-retail floorspace under the revised Structure Plan is lower than that anticipated in the 2024 Rezoning Package, there remains a clear need for a well-distributed network of centres. This is particularly important given the scale of the Precinct, which encompasses approximately 1,315 hectares and extends over 4.6 km in an east–west direction.

Although a centres hierarchy has been identified, the strategic rationale underpinning the locations of these centres is not clearly articulated, with supporting analysis absent from the revised proposal. It is not demonstrated how the nominated locations respond to key planning considerations, including population catchments, accessibility and integration with the broader movement network. Without this analysis, it is difficult to assess whether the centres are optimally sited to meet the needs of the future community.

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This issue is further compounded by the limited provision of services within the Stage 1 Area, creating uncertainty regarding access to shops and essential services during the early stages of development. Greater clarity is therefore required to ensure that the staging of centres aligns with population growth and facilitates timely access to retail, services and community infrastructure.

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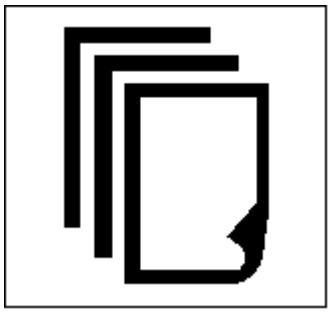
**Attachment 1 -** Job breakdown and Employment Assumptions

| | Anticipated uses | Approx GFA sqm | GFA % | 1 job per XXm² GFA | CPAG Workspace ratio reference | Jobs |
|---|---|---|---|---|---|---|
| E1 Local Centre and MU1 Mixed Use | Supermarket | 4,000 | 14% | 40 | Shops and Cafes (upper range) | 100 |
| | Retail | 8,752 | 31% | 40 | Shops and Cafes (upper range) | 219 |
| | Food and drink premises | 9,128 | 32% | 40 | Shops and Cafes (upper range) | 228 |
| | Business | 4,556 | 16% | 45 | Medical centres (upper range) | 101 |
| | Office | 1,840 | 7% | 20 | Office within 10 minutes of a transport hub (upper range) | 92 |
| **Total E1 & MU1** | | **28,276** | 100% | | | **740** |
| E3 Productivity Support | Business parks and industrial estate (Light industries) | 18507.45 | 15% | 300 | Warehouse, transport, storage (upper range) | 62 |
| | Bulky goods retail (Industrial retail outlets; Hardware and building supplies; Specialised retail premises; Vehicle sales or hire premises; Wholesale supplies) | 61691.5 | 50% | 100 | Large format retail (upper range) | 617 |

| | | | | | | |
|---|---|---|---|---|---|---|
| | Business premises (Vehicle body repair workshops; Vehicle repair stations; Storage premises; Service stations) | 18507.45 | 15% | 120 | Retail services (upper range) | 154 |
| | Food and drink premises | 6169.15 | 5% | 40 | Shops and Cafes (upper range) | 154 |
| | Recreation facilities (indoor); | 12338.3 | 10% | 160 | Average: fitness centre (100) + sports and rec (225) | 77 |
| | Other (e.g. Veterinary hospitals; Places of public worship) | 6169.15 | 5% | 45 | Productivity Support (upper range) | 137 |
| **Total E3** | | **123,383** | **100%** | | | **1201** |
| **Other employment uses** | **Use** | **Benchmark need** | **GFA** | **Rate per** | | |
| | School | 1 x K-12 | N/A | Student (1 per 15 PS; 1 per 12 HS) | Primary school / High School | 150 |
| | Childcare Centre | 3 centres (SIOS Addendum Report) | Unknown | 40m$^2$ GFA | Childcare centre (upper range) | TBD |

| | | | | | | |
|---|---|---|---|---|---|---|
| | Medical Centre | 3 centres (SIOS Addendum Report) | Unknown | 32m² GFA | Medical Centre | TBD |
| | | | | | **TOTAL JOBS** | **2092** |

# ATTACHMENTS



| | |
|---|---|
| Date of Meeting: | Monday 25 May 2026 |
| Report Title: | Draft Statewide Community Participation Plan Submission |
| Attachments: | Penrith City Council Submission - Draft Community Participation Plan<br>Draft Community Participation Plan Discussion Paper |

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Reference: P-1154977-F3Z3
Contact: Gavin Cherry
Telephone: (02) 4732 8125

14 May 2026

NSW Department of Planning, Housing and Infrastructure
Email: CPP@dphi.nsw.gov.au

Dear Sir / Madam,

**Submission in response to the Exhibition of the Draft Community Participation Plan, April 2026**

I refer to the NSW Governments recent exhibition of a Draft Community Participation Plan dated April 2026. Thank you for providing Penrith City Council with the opportunity to comment on the above-mentioned policy document. The proposed Community Participation Plan is understood to be aiming to achieve *'faster, fairer and more outcomes focused'* changes to the NSW Planning System, which in part relate to the procedural requirements associated with the assessment of Planning Proposals and development proposals. While Council supports the notion of clear, consistent and standardised processes, the proposed reforms currently fail to sufficiently recognise the benefit that community engagement affords in the assessment process and in the pursuit of suitable planning outcomes.

The matters raised below are considered to warrant reconsideration and revision of the Draft Community Participation Plan. The Plan currently presents a perception of community engagement as a potential or perceived impediment to efficiency. It should rather be embraced as an opportunity for government transparency seeking shared knowledge, ensuring that the likely impacts and public interest considerations outlined within the Environmental Planning and Assessment Act, 1979 are sufficiently informed and responded to. Failing this the proposal present a risk of creating a further erosion in community trust of State and Local Government in planning and development assessment.

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## (a) Development Application and Modification Application Considerations and Implications

(i) The Draft Plan seeks to remove current community engagement opportunities for certain development typologies as outlined on Page 25 – 26 of the Plan. It is understood that the changes seek to

reduce unnecessary consultation for low risk or strategically assessed projects. However, the development typologies listed are considered to exceed what would be unnecessary.

Clarification is required on the "minimum" exhibition time limit requirements and the ability of Council to use discretion when notifying development applications it considers to have higher potential impacts. In this regard Council does not support proposed reductions in exhibition timeframes for higher impact land uses such as registered clubs, function centres and places of worship.

The proposed inclusion of Group Homes, Residential Flat Buildings (RFBs), Shop Top Housing, Attached Dwellings (which is assumed to include Multi Dwelling Housing), Agritourism, Exhibition Villages (separate from Exhibition Homes), Environmental Protection Works, Farm Stay Accommodation and Bed & Breakfast Establishments is of concern as these developments have implications and considerations that often extend beyond prescriptive controls and require contextual considerations.

By way of example, exempting RFBs from a public exhibition and submission process is at odds with the requirement by Ministerial Order for reporting to a Local Planning Panel (LPP) as a public meeting. Does this mean that LPP triggers will also be amended for what is potentially contentious development?

Community engagement in these circumstances is considered appropriate to ensure that legislative considerations prescribed by Section 4.15 of the Environmental Planning and Assessment Act, 1979 (including likely impacts and public interest) can be suitably addressed. Rather than mandating exclusion of such typologies, the Plan should identify typologies where Councils are afforded the discretion to determine themselves what the community is best placed to engage in and positively contribute too.

Alternatively, the Draft Plan should be amended to retain these as advertised and / or notifiable development types.

The referenced exclusions need to be explicit and reference the land use definitions as per the Standard Instrument Order. The absence of Multi Dwelling Housing as a reference's typology is an example that will be misunderstood by the general public and

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should be referenced explicitly if the intention is to capture this typology via attached housing references. Given Residential Flat Buildings are referenced, it is assumed that Multi Dwelling Housing is also intended to be exempt from engagement requirements if Policy compliance is ascertained.

(ii) The basis for the proposed changes is on the assumption that these typologies are determined at the point of lodgement, to be compliant with the "relevant planning controls in an LEP, DCP and / or SEPP". The Policy does not sufficiently define what is deemed to be relevant, and the current drafting of provisions in such policies can be interpretative and not necessarily determinable at the lodgement stage. SEPP, LEP and DCP provisions can also be subject to interpretation and at times dispute. It is unreasonable to suggest that the acceptance of an application through the Portal is also to ascertain policy compliance, which would then inform determinations around the need for community engagement. Such determinations at the lodgement stage should be limited to the typology of the development and not its perceived level of compliance with certain controls.

(iii) Council is also publicly tracked and evaluated on its efficiency via acceptance and lodgement timeframes through the Council Portal Leage Table. The legislated processes informing the acceptance of an application are not intended for the purpose of an assessment to determine levels of compliance. The Regulations are highly constrained on what Council is allowed to lawfully return an application on, which can only be based on prescribed items in the Regulations or whether the application is unclear in what it seeks.

(iv) The proposed changes also undermine and disregard critical considerations within Section 4.15 of the EP&A Act, 1979 which requires the consent authority to consider likely impacts and the public interest. The determination of likely impacts and public interest in many circumstances is informed by the public response to the engagement and consultation processes. To suggest that public engagement is unnecessary infers that there is no value obtained from such an engagement which devalues and erodes the benefit of public consultation and the inherent

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local knowledge that the public can positively contribute to the assessment of an application.

(v) The outcome of the proposed changes will likely threaten current procedural efficiencies in the assessment process and lengthen assessment duration. It is likely that non compliances will be identified during the assessment process, which would negate the relevance of the Policies exemptions. The consequence would be that required exhibition or notification would then need to occur during or late in the assessment process. Instead of up front at the commencement. If these changes were to proceed despite the concerns raised within this submission., the Portal should be configured to require a declaration from the Applicant that they fully comply with the "relevant policies" which is the basis upon which the application is accepted and commences processing. The Portal and Regulations should also then be amended include provisions that automatically 'reset the lodgement date" if non compliances are identified that then require public engagement (as the proposal can longer be deemed to be exempt from engagement processes).

(vi) Page 25 of the Draft Plan does not address all types of land titling in the subdivision exemption allowances. The Table refers to Strata and Stratum but does not make reference to community title and company title which can result in the same or similar outcomes. It is recommended that these title classifications also be considered as part of the proposed Plan.

(vii) Page 26 of the Draft Plan references "modifications involving minimal environmental impact" whilst also referencing the breakdown of 4.55 application types. This appears to be a part duplication and warrants clarification. If the intention is that "minor environmental impact" can negate exhibition of applications across the 4.55 classification, then 4.55(1) need not be referenced at all as this application type is expressly not inclusive of minor and is in fact "nil impact" or correction to an error, mis description or miscalculation.

(viii) The rational for the proposed Plan to achieve faster and fairer outcomes, seems to be further challenged by the fact that the

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Policy retains an expectation that a Council led / lodged application must be advertised / notified for 28 days. The exemptions afforded in the Plan relate to typologies and levels of compliance that have no consideration given to the owner or applicant. There is no justifiable rationale to force a Council led application into an extended exhibition duration (28 days) when the same development typology by a private developer may be exempt from such processes entirely. Council is subject to Ministerial Directions for reporting and determination functions (via the Local Planning Panel) and Council was required by Government to adopt governance protocols for the assessment and determination of such application. This requirement negates the need for any differentiation between Council and a private developer. This requirement warrants deletion from the Draft Plan, coupled with associated legislation changes to ensure that all typologies and proponents are treated fairly and equitably which is the basis upon which the Draft Plan appears to have been prepared.

(ix) The proposed changes will effectively transfer the engagement consultation processes to post consent discussions and certification processes. It is highly likely that Council and the Private Certification Industry will be fielding concerns, complaints and requests for compliance action from the community as they will be largely unaware of what is approved and about to build within their neighbourhood. Council is already inundated with enquires and concerns from the local community with respect to privately issued construction and complying development certificates.

While the intention may be to expedite development assessment processes, the changes will have negligible benefit if the same engagement is transferred to post consent processes that warrant investigation and protracted explanation around the Governments reforms and why those reforms have removed the public from input into public interest considerations in the assessment of the development proposal. We are at significant risk of losing community trust further if consultation is perceived to be reduced or shifted away from stages where impacts are most tangible.

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b) Strategic Planning and Planning Proposal Considerations and Implications

i. Upfront consultation during the preparation of strategic plans is crucially important to enable meaningful engagement, accessibility and inclusion as is required under the community participation principles in section 2.23(2) of the EP&A Act. From a strategic planning perspective, the most substantial quantitative change proposed is the extension to minimum exhibition timeframes for both Draft Region/District Strategic Plans and Draft Local Strategic Planning Statements.

The Draft Plan seeks to introduce changes that extend the minimum exhibition timeframes for both Draft Region and District Strategic Plans as well as Draft Local Strategic Planning Statements. The proposal is to extend the duration from 28 days to 60 days. The proposed extended timeframes may not have the intended effect given they are proposed as 'non- legislated' timeframes. It is recommended that these amendments be legislated for optimal effect when such timeframes are deemed strategically necessary.

Apart from timeframes, shifting engagement to the strategic planning level warrants further detail on what level and type of engagement is considered sufficient at master plan or strategy stage to justify any reduction in later statutory exhibition.

ii. While a minimum exhibition timeframe of 45 days is also proposed for draft master plans, there is no requirement to re-exhibit master plans at the planning proposal stage, where they are considered to be consistent with what was previously exhibited. This exemption allowance is of some concern and requires further specificity. This is because the term 'consistent' is interpretative and debatable. The allowances without further clarity would also appear to be contrary to the objectives of the Draft Plan which is to provide greater participation in the strategic stages of the planning process.

Further, this exemption does not add to the current legislative requirements given the Gateway provisions already enable discretion as to whether notification is or isn't required on a site-by-site basis and in consultation with the Council. If the proposed exemption is retained in the final CPP, further clarification is

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required as to what minimum content/level of detail and engagement evidence is required before a planning proposal exhibition period can be reduced to 0-14 days on the basis of an earlier masterplan (e.g., scope alignment, recency, issues register and response, inclusion of directly affected landowners/neighbours, and clear articulation of what is fixed vs what remains open for later stages).

iii. It is considered critically necessary that the Draft Plan mandate minimum 60-day exhibition duration for exhibited state planning matters. This timeframe is required to enable Council officers to review the proposals, report such findings to an Ordinary Meeting of Council to then consider submissions that may be made on behalf of Council. It is also noted that the Plan has been drafted to achieve fairness and consistency, which is undermined if Council is obliged to meet legislated requirements that state planning proposals are not equally required to adhere to.

iv. There are additional categories within Council's adopted Community Engagement Strategy and Public Participation Plan that are not listed in the exhibited Draft Plan. These omissions relate to draft works in kind and draft Voluntary Planning Agreements. These referenced categories should be included for completeness given Council would no longer be able to prescribe such timeframes. Further the draft CPP does not address non-statutory strategies (e.g. local housing strategies, green grid plans, employment land strategies). Clarification is required as to whether any minimum exhibition expectations apply.

v. Guidance has not been provided regarding re-notification requirements for all planning functions, including in what circumstances it should occur, for how long and in what circumstances discretion can be exercised.

vi. The Draft Plan also fails to refer or reference the International Association for Public Participation guidelines which are considered an appropriate policy document to have regard to. Council's current adopted plan makes such reference, and it is recommended this should be addressed, as omission reduces

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a commitment to, and the resulting accountability that comes from, acknowledging such principles.

Given the timelines associated with an evolving built environment through strategic planning, development assessment and built form outcomes in developing and redeveloping areas, shifting engagement from the development assessment stage to the strategic planning phase is to reduce consultation in the planning system which is fundamentally different at each stage. Equitable participation in all planning decisions is essential to adopt best practice community participation principles, adhere to Sections 2.23 and 4.15 of the EP&A Act and minimise long term land use conflicts and promoting social cohesion.

Should you wish to discuss this matter further, please do not hesitate to contact me on 4732 8125.

Yours sincerely,

Gavin Cherry
Development Assessment Coordinator

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Department of Planning, Housing and Infrastructure

# Community Participation Plan

## Discussion Paper

April 2026

NSW GOVERNMENT



## Acknowledgement of Country

The Department of Planning, Housing and Infrastructure acknowledges that it stands on Aboriginal land. We acknowledge the Traditional Custodians of the land, and we show our respect for Elders past, present and emerging through thoughtful and collaborative approaches to our work, seeking to demonstrate our ongoing commitment to providing places in which Aboriginal people are included socially, culturally and economically.

Published by NSW Department of Planning, Housing and Infrastructure

dphi.nsw.gov.au

Community Participation Plan

First published: April 2026

Department reference number: IRF26/3696

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# Introduction

The NSW Government is implementing legislative reforms to make the planning system faster, fairer and more outcomes focused. As part of these reforms, a single Community Participation Plan is proposed to apply across the State, standardising public exhibition and notification requirements and, providing certainty for all stakeholders who interact with the planning system.

There are currently over 120 different Community Participation Plans and community engagement strategies implemented across NSW, leading to inconsistent consultation practices and timeframes for public exhibition of draft proposals. These inconsistencies mean that similar developments proposals can require different processes depending on location.

A new statewide Community Participation Plan will reduce unnecessary consultation for low-risk or strategically assessed projects while preserving meaningful community input on significant developments. The new plan encourages community participation during the consultation process, highlights ways that you can stay informed on strategic plans or developments in your local area and provides guidance on how to respond to developments or plans that affect you.

## Purpose of this discussion paper

This discussion paper outlines the key changes proposed to community participation for local development applications, complying development certificates, and strategic planning and other planning matters.

This paper should be read alongside the draft statewide Community Participation Plan that is currently available for public feedback and the broader reforms to the NSW planning system introduced by the NSW Government.

Feedback on this discussion paper will be used to inform the final version of the statewide plan and possible further changes to the Environmental Planning and Assessment Act 1979 (EP&A Act) and *Environmental Planning and Assessment Regulation 2021* (EP&A Regulation) required to implement any final changes.

## Have your say

The NSW Government invites feedback on the information outlined in this discussion paper including proposed consultation timeframes for development applications, changes to complying development certificates, strategic planning, and other planning matters.

Public exhibition period details are included in the draft statewide Community Participation Plan on the NSW Planning Portal. To give your feedback, you can:

- upload a submission via the NSW Planning Portal
- participate in the online survey on the NSW Planning Portal
- email questions about the discussion paper and draft statewide plan to the project team at CPP@dphi.nsw.gov.au

# Background

## Role of the Community Participation Plan

The plan provides detail on how planning authorities will engage with the community and other stakeholders in the decision-making process for planning decisions. The draft plan sets an expectation that public exhibition and engagement is proportionate to the impact and type of development proposed, and the scale of a strategic plan or planning instrument. The draft plan will provide a consistent approach across the state, making it easier for stakeholders and communities to understand the minimum and typical public exhibition timeframes.

The draft plan highlights the importance of using engagement strategies to outline specific mechanisms and tools for how councils and other planning authorities engage with communities and stakeholders on planning matters. This will ensure all audiences, including young people, people living with disabilities, the elderly, those living in rural areas, Aboriginal and Torres Strait Islanders and culturally and linguistically diverse people, can engage effectively.

Currently there are large differences in how councils notify the community and stakeholders of different development types.

Some councils rely on default public exhibition timeframes of 14 days for all development types, while other councils specify different public exhibition timeframes for different types of development, ranging from zero to 28 days.

This has created confusion and adds unnecessary time to the assessment of development application between different local government areas.

To encourage greater participation in the early stages of the planning process such as regional and district strategic plans, longer public exhibition timeframes are proposed. Community knowledge is critical in creating a shared vision for an area at this stage, and this approach will ensure more meaningful upfront engagement, accessibility and inclusion early in the decision-making process.

The draft plan brings together the strengths of current Community Participation Plans used by councils and other planning authorities into one applicable statewide document, that is simple to navigate.

## Current public exhibition timeframes

A review of councils' existing Community Participation Plans found that they can vary significantly between councils, even adjoining councils. Differences include the information provided in the plan, timeframes for public exhibition of the same development types, and default public exhibition timeframes.

Table 1 highlights the current differences in public exhibition timeframes for the same development type found from a selection of metropolitan and regional council public exhibition timeframes for the same development type.

Councils should be applying consistent minimum public exhibition timeframes for low impact development types in the first instance and only increasing public exhibition timeframes to 14 days where development will result in higher impacts. Where a proposed development already meets the

agreed development controls which were informed by upfront strategic planning and community and stakeholder engagement, notification may not be necessary.

| Key | |
|---|---|
| | Exempt from exhibition |

Table 1: Public exhibition timeframes across a sample of 14 different councils

| | Development Type | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Council | Internal building (residential) | Demolition | Dwelling - one storey | Alts / adds - one storey | Ancillary residential | Secondary dwellings | Boundary adjustments | Signage | Notes |
| Blacktown | 7 | 7 | 7 | 7 | 7 | 7* | | - | *up to two storeys |
| Canterbury-Bankstown | | | | | | 14 | - | | |
| Inner West | | * | 14 | 14 | 14 | 14 | 14 | | *ancillary structures |
| Fairfield | | 14 | 14 | 14 | 14 | 14 | 14 | | |
| Liverpool | | 14 | | | | 14 | 14 | | |
| Parramatta | | | 14 | 14 | 14 | 14 | | - | |
| Wollondilly | | | * | * | 7^ | 7^ | - | 14* | *criteria applies for exemption (i.e setbacks, heritage) ^only exempt when in residential zones |
| Woollahra | 15 | 15 | 15 | 15 | 15 | 15 | 15 | 15 | exemptions only apply for emergency works |
| Kempsey | | 14 | | | | | | | |
| Narrabri | 14 | 14 | 14 | 14 | 14 | 14 | | - | |
| Shellharbour | | - | | | | 14 | | | In greenfield release area |
| Shoalhaven | | | | | | | | | |
| Dubbo | | 14 | | | | 14 | | 14 | |
| Wollongong | | | | | | 14 | * | ^ | *minor adjustments ^ business zones |

# Proposed changes to notification and public exhibition of strategic planning

## Public exhibition of strategic planning

As part of the suite of planning system reforms passed by the NSW Parliament in November 2025, the objects of the Act have been updated to better reflect today's planning priorities. The new objects embed proportionality into planning processes and decision-making, ensuring that assessment efforts respond to the scale and impact of development proposals.

Early engagement builds community confidence in the planning system, provides greater transparency about how decisions are made and ensures that potential concerns and priorities are explored proactively rather than reactively.

Strategic land use plans set out a clear framework for areas of growth, infrastructure needs, environmental challenges and economic opportunities. It is the single most important stage in the planning process as individuals and communities can have a say on where they think development should occur and where infrastructure is needed most.

For example, public exhibition of the draft Sydney Plan was recently open for 58 days (Christmas period excluded) due to the significance of this strategic document.

The draft Community Participation Plan aligns with this intent by encouraging and strengthening meaningful upfront community consultation at the strategic planning stage, ensuring the focus is on engaging earlier in the process with individuals and communities so that issues and priorities are identified and addressed prior to development assessment.

The Department is proposing to commit to a longer exhibition timeframe beyond the legislated minimum 45-day public exhibition timeframe in the plan to provide more time for the community and stakeholders to respond to strategic planning documents and proposals.

### Extension to minimum public exhibition timeframes for regional strategic plans

In the draft plan, it is proposed to introduce:

- a minimum non-legislated 60-day public exhibition timeframe for draft regional or district strategic plans
- a minimum non-legislated 60-day public exhibition timeframe for local strategic planning statements

These changes will provide a greater opportunity to undertake targeted engagement with communities and allow additional time for stakeholders and the community to consider and provide meaningful submissions when it is most valuable. To facilitate the proposed changes, amendments to legislation will be considered.

# Proposed changes to notification and exhibition of land-use planning

## Public exhibition of planning proposals

### Public exhibition period of a planning proposal

*The Environmental Planning and Assessment Act 1979* specifies that unless a public exhibition period for a planning proposal is specified in the gateway determination, a minimum public exhibition period of 28-days should apply.

The appropriate public exhibition period is guided by the *LEP Making Guideline – August 2023*, which includes recommendations based on the categorisation or perceived impact of the proposal. The current legislation allows for gateway determination to specify a shorter period, or no-exhibition if so specified. The planning proposal may be varied by a Planning Proposal Authority at any time and re-exhibition of the proposal may be required if the minister (or delegate) determines further consultation is required.

Local environmental plans are tools to implement the strategic planning priorities of the state and local government area, through changes to local zoning and development controls.

Planning proposals are the first step in the process of amending a local environmental plan which describe how statutory changes will link with strategic plans.

Planning proposals can be site-specific, apply to a precinct or make changes across a local government area.

### Pre-rezoning: precinct plans, master plans, and structure plans

When councils or the Department propose changes to a precinct through rezoning, they prepare a master plan (or equivalent) which precedes the local environmental plan making process.

Precinct and master plans take a place-based approach to guiding growth, and detailing actions and objectives for specific areas based on broader strategic plans. They outline the future vision for development, infrastructure, land use and public spaces at a high-level.

Before adopting a master plan, councils or the Department undertake community engagement to seek feedback on the proposed framework. While public exhibition periods for master plans are not legislated, the draft statewide plan proposes:

- a standard 42-day public exhibition period for masterplans as best-practice (unless adjusted due to urgency, scale or the nature of the project.

### Removing the requirement to re-exhibit master plans at the planning proposal stage

The draft plan proposes to:

- shorten or remove public exhibition requirements at the planning proposal stage, where consultation has already occurred as part of a recent masterplan or related strategic planning update. This would involve a change to the LEP making guidelines to outline that the

recommended period of public exhibition for a planning proposal where consultation has occurred and is consistent with an exhibited masterplan stage is zero to 14 days.

This approach avoids duplication, promotes early engagement at the strategic planning stage and shortens planning proposal timeframes so homes and infrastructure can be delivered faster.

Further updates to the *LEP Making Guideline – August 2023* will outline the process moving forward.

# Proposed changes to notification and public exhibition of development applications and complying development certificates

## Notification of a complying development certificate

Complying development does not require public exhibition like a development application, so public input is not considered by the certifier or council in determining a complying development certificate.

The certifier's role is to assess proposed development occurring on land where complying development is permitted and to determine whether it meets the relevant development standards of the *State Environmental Planning Policy (Exempt and Complying Development Code) 2008*.

There are currently inconsistencies in how CDCs are notified across NSW:

- in 34 metropolitan local government areas – certifiers cannot determine a complying development certificate for 14 days after notice is given for certain forms of complying development. 7-days' notice is also given to neighbours before works commence for certain new additions and demolition of existing buildings
- other local government areas – There is no requirement to notify neighbours before determining complying development certificates and two days' notice is also given to neighbours before works commence for certain new additions and demolition of existing buildings

This results in different complying development certificate determination timeframes and notice requirements across NSW, from 20 days for the 34 select metropolitan local government areas, 10 days for the other local government areas, and, 10 days for Pattern Book related development.

### Standard 7-day pre-commencement notice for complying development certificates

To provide consistency across NSW, the following changes to the *Environmental Planning and Assessment Regulation 2021* are proposed:

- removal of the 7 and 14 day written notice requirements before a complying development certificate is determined.
- retention of the notice to council advising the CDC determination.
- a 7-day pre-commencement of work notification for new buildings, additions and demolition in all local government areas.

These changes are proposed given submissions and objections cannot be made and the certifier or council's role is to determine whether the development is compliant with the existing relevant environmental planning instrument. Increasing and providing consistency for the pre-commencement of work notification across NSW will give greater notice to adjoining neighbours of proposed works before they commence.

# Public exhibition of local development applications

Under the *Environmental Planning and Assessment Act 1979*, councils have discretion on how local development applications are notified. This has resulted in inconsistent public exhibition timeframes that currently range from zero to 28 days.

Currently, councils can specify shorter or longer public exhibition periods than the standard 14 days in their Community Participation Plans. Higher impact proposals — such as environmentally sensitive, designated, or nominated integrated development — require extended public exhibition periods of 28 days.

Councils also have discretion to choose certain types of low impact development. This typically includes internal residential alterations, new one or two storey dwellings, subdivisions, and ancillary structures such as pools, sheds, and garages.

Development exempt from public exhibition means that adjoining neighbours will not be notified by their council that a development application has been received for a site, allowing councils to complete their assessment of the application.

## Development exempt from public exhibition and notification

The draft Community Participation Plan, proposes:

- certain development types will be exempt from public exhibition and notification, listed in Table 2, where the development:
    - is permissible in the relevant zone and,
    - meets the relevant planning controls in a local environmental plan, development control plan and/or state environmental planning policy and,
    - does not include a 4.6 variation

Development types exempt from public exhibition and notification will allow development to be assessed quickly, reducing the administrative burden on councils and supporting their alignment with the Minister's Statement of Expectations and the NSW Government's Faster Assessments program.

The proposed development types exempt from public exhibition and notification are identified in Table 2. These development types were informed by public exhibition exemptions from current council Community Participation Plans and development types that can be undertaken as complying development under the *State Environmental Planning Policy (Exempt and Complying Development Codes) 2008* without public exhibition.

Table 2 Mandatory exhibition requirements - Development types exempt from public exhibition and notification

| Residential and related uses | |
|---|---|
| Alterations - Internal alterations | Moveable dwellings |
| Alterations and additions to existing dwellings | New single and two storey dwellings, dual occupancies and attached dwellings |
| Ancillary development (such as pools, sheds, farm buildings) | Temporary structures |

| | |
|---|---|
| Boundary adjustment | Rural workers dwellings |
| Demolition (excluding heritage items) | Secondary dwellings |
| Exhibition homes and villages | Strata and Stratum subdivision |
| Group homes | Tree removal where they are not heritage items |
| Heritage item – minor works that does not impact item and is located behind the front façade | Home business and/or home occupation |
| Residential flat buildings* | Shop top housing* |
| **a pre-commencement of works notification to adjoining neighbours is required 7 days before works commence* | |
| Primary production and rural development | |
| Agritourism | Extensive agriculture |
| Commercial farm | Farm buildings |
| Commercial development | |
| Alterations and additions | Kiosks |
| Change of use | Roadside stalls |
| Take away food and drink premises | Signage |
| Industrial development | |
| Change of use | Industrial retail outlets |
| Community, health, education, recreational and other infrastructure | |
| Alterations – internal and external | Environmental protections works |
| Environmental facility | |
| Tourist and Visitor accommodation | |
| Bed and Breakfast accommodation | Farm stay accommodation |
| Other | |
| Modifications involving minimal environmental impact | Applications made under section 4.55(1) of the EP&A Act.<br>Applications made under section 4.55(1A) of the EP&A Act.<br>Applications made under section 4.56 of the EP&A Act with minimal environmental impact. |

| | |
|---|---|
| Application for the review of a determination or decision of a consent authority (Division 8.2 Reviews) | Reviews where the application has not been amended pursuant to section 8.3(3) of the EP&A Act. |

## Public exhibition of division 8.2 reviews

To support the NSW Government's Planning Systems Reforms, and increase the uptake of internal reviews, the draft Community Participation Plan proposes changes to the public exhibition period of certain types of reviews. Currently, review applications are to be exhibited for 14 days unless the Community Participation Plan specifies otherwise.

To resolve unnecessary exhibition, in the draft Community Participation Plan the Department is proposing:

- that an application for review that has not been amended pursuant to section 8.3(3) will be exempt from public exhibition. The consent authority will consider submissions made on the original application in determining the review. Notification to previous submitters may still be made.
- where an application has been amended under section 8.3(3), the public exhibition period is to be the same as the original application.

## Residential flat buildings and shop top housing

Residential flat buildings and shop top housing are development types which are proposed to be exempt from standard public exhibition and notification across NSW where:

- residential flat buildings or shop top housing are permissible in the relevant zone, and,
- the development meets the controls under a local environmental plan, development controls plan and/or a state environmental planning policy, and,
- does not include a 4.6 variation.

To ensure communities are still being informed, a new pre-commencement notification that requires written notice to adjoining neighbours 7 days prior to works commencing is proposed.

## Targeted assessment

The targeted assessment pathway introduced as part of the planning system reforms allows certain steps in the development assessment process such as public exhibition to be turned off where those matters have already been addressed through earlier planning processes. This would be implemented through the introduction of a state environmental planning policy.

Public exhibition requirements for the targeted assessment pathway are detailed in the *Environmental Planning and Assessment Act 1979* and included in the draft Community Participation Plan.

## Higher impact development

The current minimum 28-day public exhibition timeframe for high impact development such as development that requires an environmental impact statement, designated development, and nominated integrated development will remain unchanged to reflect their impact and proportionality in the planning system.

## Using engagement strategies to specify how the community can engage on local planning matters

A council's Community Engagement Strategy (CES), required under the *Local Government Act 1993*, sets how council intends to engage the community for plans, policies, programs and key activities including Council's community strategic plan, plans of management, and council's planning and delivery of services and infrastructure.

When incorporating planning activities into their CES, the principles for engagement under the *Environmental Planning and Assessment Act 1979* and the statewide Community Participation Plan should be considered. Guidance is available to assist in preparing their engagement strategies through the Office of Local Government's Integrated Planning and Reporting Guidelines and Handbook

## Savings and Transitional arrangements

A large number of councils and planning authorities currently have combined community participation plans and Community Engagement Strategies. Transitional arrangements will be in place to confirm that Community Engagement Strategies that are combined with community participation plans remain valid, while any timeframes referenced in community participation plans regarding planning processes have no effect on adoption of the proposed statewide plan.

# Determining authorities under Part 5 of the *Environmental Planning and Assessment Act* 1979 and the Independent Planning Commission

## Determining authorities

Several determining authorities can carry out development without consent as part of their everyday responsibilities, such as water supply infrastructure being constructed by a water utility provider.

Self- assessment of these activities is undertaken under Part 5 of the EP&A Act, which ensures determining authorities consider environmental issues before they undertake or approve an activity that does not require development consent from a council or the Minister.

These authorities were previously required to prepare their own community participation plan if an environmental impact statement was required.

The consultation requirements for these authorities will now be incorporated in the statewide plan. Agency specific engagement strategies will continue to sit alongside the statewide plan and continue to outline specific mechanisms and tools an agency will use to engage with communities and stakeholders.

## Independent Planning Commission

The Independent Planning Commission is the declared consent authority for certain State significant development applications.

Unlike a typical consent authority, some of the ordinary consent authority functions of the Commission are carried out by the Planning Secretary (through the Department of Planning, Housing and Infrastructure) on behalf of the Commission. Among these functions are, at section 4.6(d) of EP&A Act, carrying out the community participation requirements of Division 2.6 (of the EP&A Act).

As part of its commitment to public engagement, the Commission will typically conduct further processes in addition to the formal statutory community participation requirements that are already carried out on its behalf by the Department. Some of these processes are mandatory – the Commission must conduct a public hearing when directed to do so by the minister – while others are discretionary but standard practice. For example, the Commission will always accept written submissions on matters on which it is deliberating, and may, in certain circumstances, also conduct stakeholder meetings, public or local meetings.

The Commission's Engagement Strategy, as updated from time to time, sets out in more detail the public engagement undertaken by the Commission.

# Planning system reforms

## Planning system reforms

The *Environmental Planning and Assessment Amendments (Planning System Reforms) Act 2025* was passed by both Houses of Parliament on 11 November 2025 and received assent on 24 November 2025. The first stage of the reforms commenced on 15 December 2025, introducing the new objects, establishing the Housing Delivery Authority (HDA) and Development Coordination Authority (DCA) in law, changes to the matters for consideration in determining a development application, and commencing initial changes to planning panels.

A second proclamation was made on 25 February 2026 to commence additional provisions including changes to appeals and reviews, a broadening of the scope of minor modifications, and the introduction of targeted assessment and proportionality into Part 5 assessments. These provisions commenced on 21 March 2026.

The remaining provisions will commence as part of a subsequent proclamation at a later date to allow for further consultation, system updates, and alignment with future regulatory changes, including the commencement of the new statewide Community Participation Plan.

## Further changes

There are further changes that will need to occur associated with the introduction of the new statewide plan. These include:

- savings and transitional arrangements to confirm existing engagement strategies continue to apply following the making of the draft statewide plan, but the statewide plan prevails to the extent of any inconsistency in terms of any exhibition periods for development applications and modifications
- savings and transitional arrangements so that existing development applications, strategic plans and planning proposals are not subject to any additional notification requirements.
- an amendment to the *Environmental Planning and Assessment Regulation 2021* to deliver the complying development certificate notification changes and review other changes.

## Monitoring the Community Participation Plan

The Department will monitor and evaluate its engagement activities by reference to the measurable actions outlined in the draft statewide plan.

A review of timeframes may be undertaken within 12 months of the publication of the final statewide plan.

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NSW GOVERNMENT

Department of Planning, Housing and Infrastructure

# Draft Community Participation Plan

April 2026

NSW GOVERNMENT



## Acknowledgement of Country

The Department of Planning, Housing and Infrastructure acknowledges that it stands on Aboriginal land. We acknowledge the Traditional Custodians of the land, and we show our respect for Elders past, present and emerging through thoughtful and collaborative approaches to our work, seeking to demonstrate our ongoing commitment to providing places in which Aboriginal people are included socially, culturally and economically.

Published by NSW Department of Planning, Housing and Infrastructure

dphi.nsw.gov.au

Draft Community Participation Plan

First published: April 2026

Department reference number: IRF26/3696

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# Secretary's foreword



## A message from Kiersten Fishburn

We know that planning works best when it reflects what communities need and value. Local knowledge plays a vital role in shaping strategic plans and assessing development proposals.

The *Planning System Reforms Act 2025* lays the foundation for a modern planning system that is faster, fairer and focused on outcomes. One of its key commitments is creating a single statewide Community Participation Plan for all councils and planning authorities.

This plan brings consistency to consultation timeframes across NSW. It ensures communities have a strong voice in the planning system and sets clear expectations that engagement should match the scale and impact of a proposal or strategic plan.

We also understand that the planning system can seem complicated or daunting. That's why this plan aims to make participation easier. It explains the different ways you and your community can get involved at both the local and state level. It also encourages planning authorities to consult widely so decisions reflect your values, priorities and concerns.

Good participation must be accessible to everyone. The plan emphasises the importance of engaging respectfully with Aboriginal communities and people from culturally and linguistically diverse backgrounds. Everyone should be able to navigate a planning system that works for them.

Planning authorities will still develop their own engagement strategies. These strategies outline how they will work with their communities and ensure local context guides their approach.

This Community Participation Plan applies to the planning functions of the Minister for Planning and Public Spaces, the Department of Planning, Housing and Infrastructure and its Secretary, as well as all councils and relevant planning authorities across NSW.

Planning should be a partnership with people who know their communities best. The plan sets out how and when you can share your views, alongside the many other factors that inform planning decisions, and the development of plans and projects.

I hope you find this plan a useful and helpful guide to participate in planning in NSW.

# A Statewide Community Participation Plan

## What is a Community Participation Plan?

A Community Participation Plan (CPP) sets out how and when planning authorities will engage the community and stakeholders in decision-making processes related to planning decisions.

This plan will be used by multiple planning authorities including the Department of Planning Housing and Infrastructure (the Department), local councils and other planning authorities. It is designed to clearly outline how and when the community can participate in planning decisions and processes, and when planning authorities exercise their relevant planning functions.

The plan has been prepared by the Secretary of the Department of Planning, Housing and Infrastructure to meet the mandatory requirements outlined in Division 2.6 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) for community participation which planning authorities must comply with.

## Our commitment to community participation

Consistency and proportionality are key to the success of community participation. The new Community Participation Plan will standardise consultation timeframes across all planning authorities, ensuring that engagement is consistent and tailored to the scale and impact of proposals.

The Plan is intended to be used as a reference tool for people wanting to know how and when they can participate in planning matters. The community is broadly defined as anyone affected by, or interested in, NSW's planning system including individuals, groups, organisations and government bodies.

## Public exhibition timeframes

The Community Participation Plan emphasises the importance of upfront consultation during the preparation of strategic plans, which set the direction and establish objectives to deliver a liveable, productive and sustainable planning framework in NSW. Input at the early strategic planning stage results in better community understanding of how their area will change over time. This means that when development is planned and occurs in an area there is less confusion and more consensus about what is changing.

Planning functions have different exhibition requirements depending on the scale and impact of a plan or development. These different functions often include planning framework matters such as amendments to planning legislation and policies, strategic planning matters such as creating or amending regional plans, and local and state development assessment matters. For example, low impact development listed in Table 6 that meets relevant planning controls will not be required to be exhibited.

Requirements in tables 5, 6, 7 and 8 are mandatory requirements for public participation.

## Council and Agency Engagement Strategies

Further information on how different planning authorities such as councils and NSW Government agencies will specifically engage with their community and stakeholders on planning matters can be found in the relevant authority's engagement strategy.

This includes engagement strategies for determining authorities which are separate to this Community Participation Plan and can continue to outline specific mechanisms and tools for how that planning authority will engage with communities and stakeholders.

Importantly, this will ensure that harder-to-reach audiences, including young people, people living with disabilities, the elderly, those living in rural areas, Aboriginal and Torres Strait Islanders and culturally and linguistically diverse people, can engage effectively.

An engagement strategy prepared by a planning authority must be consistent with the Community Participation Plan, the community participation objectives and the requirements under any other Act or legislation. An engagement strategy must not specify timeframes for exhibition of planning functions.

## Independent Planning Commission

The Independent Planning Commission is the declared consent authority for certain State Significant Development applications.

Unlike a typical consent authority, some of the ordinary consent authority functions of the Commission are carried out by the Planning Secretary (through the Department of Planning, Housing and Infrastructure) on behalf of the Commission. Among these functions are, at section 4.6(d) of the *Environmental Planning and Assessment Act 1979*, "carrying out the community participation requirements of Division 2.6 [of the EP&A Act]".

As part of its commitment to public engagement, the Commission will typically conduct further processes in addition to the formal statutory community participation requirements that are already carried out on its behalf by the Department. Some of these processes are mandatory – the Commission must conduct a public hearing when directed to do so by the Minister – while others are discretionary but standard practice. For example, the Commission will always accept written submissions on matters on which it is deliberating, and may, in certain circumstances, also conduct stakeholder meetings, public meeting or local meetings.

The Commission's Engagement Strategy sets out in more detail the public engagement undertaken by the Commission.

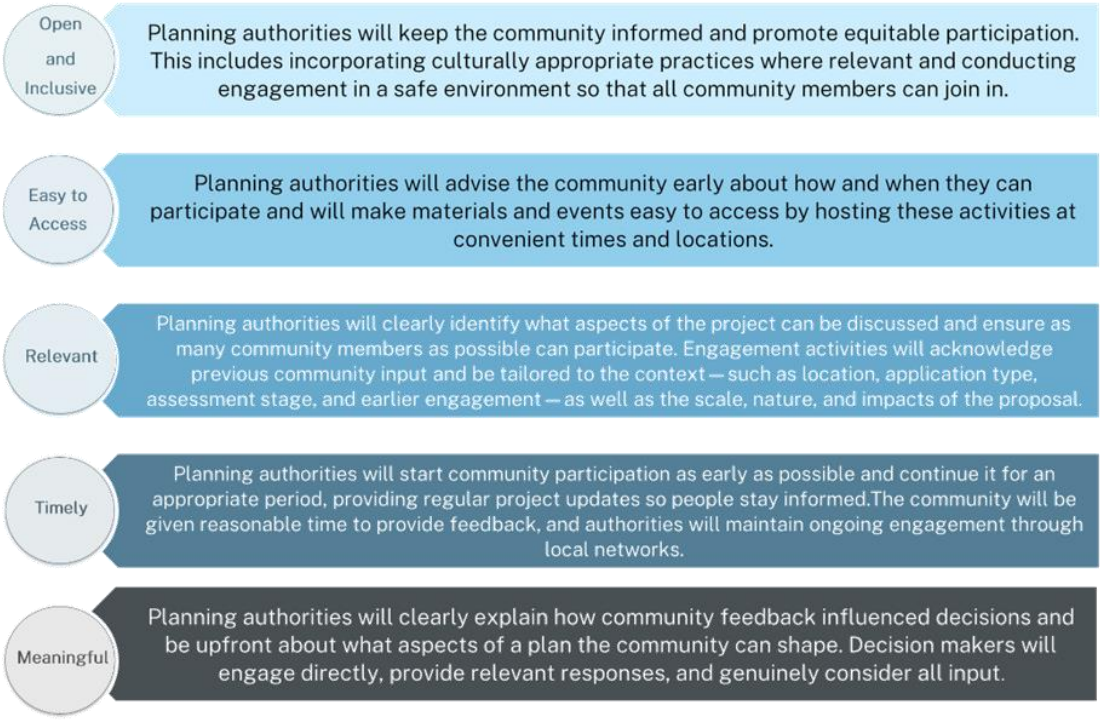
## Community participation objectives

Community participation is an essential part in the planning process and is integral to improving the design of projects, promoting built and cultural heritage including Aboriginal cultural heritage, informing decision-making and building confidence in the planning system.

This can be achieved by:

- Facilitating discussion between stakeholders so they can hear each other's concerns and ideas
- Creating opportunities for upfront discussions that can reduce potential disputes
- Assisting decision makers identify community concerns
- Utilising local knowledge and expertise
- Empowering local communities in the planning process

Community participation principles in section 2.23(2) of the EP&A Act have been considered when developing the community participation objectives in this CPP. These objectives are included below and are used when engaging with the community and stakeholders on planning matters.



# Participating in planning functions

## Planning functions

Planning authorities use several participation methods to ensure communities are informed of planning functions and can have their say on planning matters that are relevant to them.

### The planning functions are:

**State Planning Framework**

Setting the rules and regulations

Environmental Planning and Assessment Act 1979
Environmental Planning and Assessment Regulation 2021
State Environmental Planning Policies (SEPPs)

**Strategic Planning**

How my region and community will change over time

Regional or District strategic plans
Local strategic planning statements (LSPSs)
Local Environmental Plans (LEPs) and Planning Proposals to amend or create a new LEP
Masterplans for urban renewal areas
Development Controls Plans (DCPs)
Contribution Plans
The Community Participation Plan

**Development Assessment**

Development that may impact where I live and work

State significant projects
Regionally significant development
Local development
Designated development
Nominated integrated development
Threatened species development
Division 5.1 Environmental impact assessment
Complying development

Further detail on how to participate for each planning function and the relevant exhibition timeframes are provided below.

## State planning framework – setting the rules and regulations

Acts, regulations and policies set the structure for the NSW planning system, providing a regulatory framework for planning decisions, including the assessment of development applications, making planning instruments and strategic planning.

You may be asked to provide feedback on the following:

- the *Environmental Planning and Assessment Act 1979*
- the *Environmental Planning and Assessment Regulation 2021*, and
- State Environmental Planning Policies (SEPPs)

### Case study – Providing feedback on a housing policy change

- Yao was reading the morning news when he came across an announcement from the NSW Government that it would soon be easier to build more types of housing in places with access to good infrastructure.
- Within the article was a link to the Department of Planning, Housing and Infrastructure's website, which had further information on how different types of development would now be supported around well-established town centres and infrastructure.
- Yao was supportive of these changes, and happy he would get a chance to give his feedback on the policy, as he currently found himself living further from the parts of the city with services and jobs.
- He was worried that since he didn't understand technical planning language, that he would not be able to contribute to the discussion, but he found helpful infographics, videos and plain-English guides on the webpage.
- The Department had prepared an Explanation of Intended Effect (EIE). This document outlined the proposed changes to what was now permissible, and indication of where the changes would apply across NSW.
- Yao submitted feedback through a guided form and subscribed to updates on the policy.
- When the policy was finalised, he was able to go back on the website and read a 'What we heard' document and see how everyone responded, and that he had the chance to contribute to an important change.

## Participating in State planning framework changes

Table 1: Legislative amendments that you may be asked to provide feedback on

| Stay informed | Have your say | Implementation |
|---|---|---|
| NSW Government will undertake targeted stakeholder engagement in the development of framework changes.<br>• Engage with the NSW Government about how and when you can provide feedback. | NSW Government may release draft policy and planning changes for public feedback.<br>• Visit the NSW Planning Portal to access and read the draft changes.<br>• Prepare your submission and lodge it via the NSW Planning Portal during the public exhibition period. | NSW Government considers feedback and releases final changes following approval.<br>• The final policy is adopted and posted on the NSW Legislation website. |
| **The Environmental Planning and Assessment Act 1979 (EP&A Act)** | | |
| The EP&A Act sets the structure for the NSW planning system. It is the principal legislation regulating land use in NSW and allows plans to be made to guide the process of development and regulate competing land uses. | The Department develops legislative changes as needed.<br>The NSW Government determines if public exhibition is required and sets a timeframe. | Changes to the Act are enacted through **a bill in Parliament**.<br>These changes are notified on the NSW Legislation website.<br>Visit the NSW Planning website for supporting information. |
| **The Environmental Planning and Assessment Regulation 2021 (EP&A Regulation)** | | |
| The EP&A Regulation sets out how the procedural matters and requirements of the EP&A Act are carried out, including the provisions planning authorities must follow when assessing development applications. | The Department develops regulation changes as needed.<br>The Minister determines if public exhibition is required and sets a timeframe. | Once finalised, the changes are made to the regulations<br>These changes are notified on the NSW Legislation website.<br>Visit the NSW Planning website for supporting information. |

|  **Stay informed** |  **Have your say** |  **Implementation** |
|---|---|---|
|  **State Environmental Planning Policies (SEPPs)** | | |
| Environmental planning policies for state significant or statewide planning matters. They inform how land can be developed and how natural resources can be used, managed and conserved in NSW.<br><br>SEPPs are also the mechanism the NSW Government uses when undertaking state-led rezoning. | The Department will make SEPP changes as needed.<br><br>  A draft Explanation of Intended Effects **may be exhibited** unless decided otherwise due to the urgency, scale or nature of the proposal. | Once finalised a SEPP is made to give effect to the changes,<br><br>These changes are notified on the NSW Legislation website.<br><br>Visit the NSW Planning website to view supporting information and guidance. |

## Strategic planning - how my region and community will change over time

Strategic planning helps guide how places grow, change and are protected. It is the foundation for how governments influence the shape of communities, determine where homes are built, where jobs are located, and how services and infrastructure connect across the State and how the environment is conserved.

Early engagement builds community confidence in the planning system, provides greater transparency about how decisions are made and ensures that potential concerns and priorities are explored proactively.

The Community Participation Plan aligns with the object of proportionality by encouraging and strengthening early, meaningful community consultation at the strategic planning stage. This ensures the focus of engagement is targeted on identifying issues and priorities that can be addressed prior to development assessment.

### Case study: Providing feedback on the Sydney Region Plan

- Myriam sees a post pop up on her social media account about a new plan called the Sydney Region Plan.
- The post says that the Government is looking for the community to have their say on how Sydney will grow and transform over the next 20 years.
- The post has a link to the NSW Planning website which has copies of the draft Sydney Region Plan as well as some simple survey questions to fill out.
- Myriam responds to the survey questions and then uses the statewide CPP linked on the website, to help her provide planning focused feedback about the draft Sydney Region Plan.
- Myriam would like to see more housing near the local train station as she has been renting but wants more opportunities to buy a home.

## Participating in strategic planning

Table 2: Strategic plans that you may be asked to provide feedback on

|  **Stay informed** |  **Have your say** |  **Implementation** |
|---|---|---|
| A planning authority will undertake targeted stakeholder engagement in the development of each plan.<br>• Community participation may begin before exhibition.<br>• Sign up for mailing lists to stay informed once a draft plan is released, and project plan updates. | A planning authority will exhibit a draft plan for feedback.<br>• Visit the planning authority's website to access and read the draft plan.<br>• Prepare your submission and lodge it during the public exhibition period. | A planning authority will consider feedback and releases a final plan following approval.<br>• The final approved plan is posted on the planning authority's website. |
|  **Draft regional and district strategic plans** | | |
| Plans developed to support future community needs in regions and districts across NSW. These include plans for homes, jobs, community infrastructure and a healthy environment. | These plans are developed by the NSW Government and updated every 5 years.<br>A draft plan will be exhibited for a **minimum of 60 days**. | The Minister will make a final plan for publication on the NSW Planning website. |
|  **Draft local strategic planning statements (LSPS)** | | |
| Plans that detail the vision for land-use in a local area, special character values, and how change will be managed into the future. | These statements are developed by councils and updated every 7 years.<br>A draft plan will be exhibited for a **minimum of 60 days**. | The Planning Secretary endorses an LSPS for publication on the NSW Planning website and the relevant council's website. |

| Stay informed | Have your say | Implementation |
|---|---|---|
| **Masterplans for urban renewal areas** | | |
| Plans that set a future direction for areas by creating new communities that build on local character and provide updated housing, work, recreation and business opportunities. | A planning authority develops a masterplan for a precinct, in response to strategic direction.<br>A draft plan may be **exhibited for 42 days**, unless decided otherwise due to the urgency, scale and nature of the proposal. | A planning authority adopts the masterplan for publication on their website. |
| **Planning Proposals to amend or create a new Local Environmental Plan (LEP)** | | |
| Planning proposals create and amend LEPs which guide planning decisions for local government areas.<br>They do this through zoning and development controls, which informs how land can be used. | A planning authority or proponent can instigate changes to an LEP.<br>A planning proposal will be exhibited for a **minimum of 28 days** or as specified by the gateway determination which may determine, due to the minor nature of the proposal, that no public exhibition is required | The local plan-making authority undertakes assessment of the planning proposal.<br>Once finalised, an LEP is made to give effect to the proposal. |
| **Draft development control plans (DCP)** | | |
| Plans that provide detailed planning and design guidelines to support the planning controls in a LEP. | A council may draft or require a DCP to be prepared.<br>A draft plan will be exhibited for a **minimum of 28 days.** | A planning authority finalises the plan for publication on the NSW Planning website and the relevant council's website. |



| Stay informed | Have your say | Implementation |
|---|---|---|
| **Draft contributions plans** | | |
| These plans enable consent authorities to levy contributions for public amenities and services required to support development. | A council prepares a draft contributions plan as needed.<br>A draft plan will be typically exhibited for a **minimum of 28 days.** | Council approves and adopts the plan. They can be accessed on the NSW Planning website and the relevant council's website. |
| **Draft Community Participation Plan (CPP)** | | |
| The plan outlines how and when community participation is undertaken when relevant planning authorities exercise their planning functions. | The Planning Secretary prepares a draft CPP as needed.<br>A draft plan will be exhibited for a **minimum of 28 days**. | The Planning Secretary publishes the plan on the NSW Planning website. |

## Development assessment – development that may impact where I live and work

Development assessment functions are undertaken by several planning authorities who make decisions on proposals in accordance with the relevant development standards and controls. This includes both state significant development applications and development applications assessed by councils (local development).

Exhibition requirements for development assessment are proportionate to the level of impact a project will produce. Development specified in Table 6 will be exempt from exhibition requirements if the development complies with the controls set out in the relevant council's LEP and DCP. These set out the rules for a local area and have been consulted on with communities.

### Case study: My neighbour is doing works under a complying development pathway

- Matt receives a letter in the mailbox from the next-door neighbour who is building a deck at the back of their house.
- The letter states that construction of the deck extension will begin in 7 days' time.
- Matt is concerned about noise at night during construction, so he contacted the local Council who showed him the conditions that required construction to be carried out during the day. This is a relief for Matt as he enjoys reading at night and cannot focus if there is noise.
- 7 days later Matt notices that construction has started, however by the time he comes home from work he does not hear any construction noise and is able to read peacefully without any distractions.

### Case study: Learning about a solar farm in my local area

- There has been a post on a community social media group that a solar farm is proposed near Anne's local town, with many comments objecting to the idea.
- This is the first time she's heard of the project and is curious, so goes online to check if there are any project documents available for her review.
- Anne discovers that the energy company is intending to host webinars next week to introduce locals to their proposal. This is suitable for Anne as she has two young children and is glad, she can join in from home.
- Upon joining the webinar, she discovers that the project is still in early development and a formal application is yet to be lodged. This puts her mind at ease.
- It is also explained that for larger scale projects, such as renewable energy, the State Government assesses their environmental impact, as they are important to the State.
- The community is being engaged as part of preparing the application, and Anne is encouraged to sign up for project updates to find out when the project moves through different stages of the planning process.
- Anne will also be able to submit formal feedback when an environmental impact statement is lodged, and the formal exhibition process opens. It is important to be able to do this, as the submissions will be considered by the NSW Government as part of its assessment of the project.

## Participating in development assessment

Table 3: Development types that you may be asked to provide feedback on

|  **Say informed** |  **Have your say** |  **Implementation** |
|---|---|---|
| An applicant submits an application to the relevant planning authority.<br>• Community participation may begin before exhibition.<br>• Sign up for mailing lists to stay informed when an application is submitted, and project plan updates. | A planning authority may exhibit an application for feedback.<br>• Visit the planning authority's website to access and read the proposal.<br>• Prepare your submission and lodge it during the public exhibition period. | A planning authority will consider feedback and determine the application<br>• The decision, final approved plans and supporting documents are published on the planning authority's website. |
| **State Significant Projects** | | |
| Development of a large scale and economic value, environmental sensitivity, or deemed significant by the Planning Minister.<br>This includes state significant developments and state significant infrastructure. | Application is lodged with the NSW Government. Early engagement may occur before the formal exhibition period.<br>Development will be exhibited for a **minimum of 14 or 28 days** (depending on the type of development). | The Planning Minister or the Independent Planning Commission will determine the application and publish a decision and assessment report on the NSW Planning Portal |
| **Regionally Significant Development** | | |
| Certain development applications of a large economic value, scale and/or complexity. Regional planning panels are made up of independent experts that decide whether to approve a development. | Application is lodged with Council who refers the application to the NSW Government.<br>Development will be exhibited for a **minimum of 14 days**. | The Council prepares a recommendation and assessment report for the Panel.<br>The Panel determines the application and publishes the decision on the NSW Planning Portal. |

| Say informed | Have your say | Implementation |
|---|---|---|
| **Development exempt from notification and public exhibition** | | |
| Certain development in a locality that meets relevant planning controls.<br>*Table 6 lists these development types* | Council undertakes a preliminary review to determine if the proposal is in this category.<br>Application is **exempt from exhibition.** | The Council assesses and determines the application. The final decision is published on the Council website. |
| **Local Development** | | |
| The most common type of development applications in NSW. Projects range from home extensions to medium sized commercial, retail, and industrial developments. | Application is lodged with Council.<br>Development will be exhibited for a **minimum of 14 days**. | The Council assess and determines the application and publishes the decision on the Council website.<br>Where the application is contentious or exceeds variations, the application may be determined by the local planning panel. |
| **Council-related Development Applications where council is the consent authority** | | |
| Councils regularly lodge development applications as an applicant to complete their own projects and achieve outcomes for the community. This includes development such as parks, affordable housing and toilet blocks, as well as commercial proposals. | Council lodges the application and declares how the conflict will be managed.<br>Development will be exhibited for a **minimum of 28 days.** | The Council assesses and determines the application and publishes the decision on the Council website. |

| Say informed | Have your say | Implementation |
|---|---|---|
| **Development Applications with additional environmental considerations** | | |
| **Designated development** is a category of development that involves a higher level of assessment and scrutiny due to the potential risk it poses to the environment.<br>**Nominated integrated development** is development that requires certain approvals (such as a permit or license) from a NSW Government agency before it can be carried out.<br>**Threatened species development** is a category of development that affects threatened species and requires a species impact statement.<br>**An Environmental Impact Statement** is required if an activity will have a significant impact on the environment. The EIS assess the economic, environmental and social impacts of a project. | | Development will be exhibited for a **minimum of 28 days.** |
| **Complying Development** | | |
| Complying development is a fast-tracked application process that combines planning and construction approval for straight forward residential, commercial and industrial development.<br>These developments are assessed and determined by a council or a registered certifier without the need for a development application. | | Development is **exempt from exhibition.**<br>Adjoining neighbours are notified 7 days prior to commencement of works being carried out. |
| **Exempt Development** | | |
| Some minor building renovations or works don't need any planning or building approval. This is called exempt development. Exempt development is very low impact development that can be done for certain residential, commercial and industrial properties.<br>Examples of exempt development include decks, garden sheds, carports, fences, repairing a window or painting a house. | | Development is **exempt from exhibition.** |

# Getting involved

## Guidance on getting involved

Getting involved in the development of strategic plans or providing feedback on proposed developments is a great way for the community to have a meaningful say in how their local area changes over time.

It ensures future development reflects community needs, creates well designed neighbourhoods including public open space and raises ideas that may improve projects before they are approved.

Most importantly, it ensures a transparent and fair planning system so that communities across NSW feel heard and reflected in the spaces that they live and work in.

## Notification

If you are directly impacted by a proposal, you may receive a notification during the public exhibition period that provides information on how to view a proposal and how to lodge a submission. This notification may include:

- a letter
- an email
- an on-site notice

For broader engagement, the following engagement tools may be used to inform of projects happening in your area including:

- drop in sessions
- public meetings
- reference groups
- website content or, social media notification
- community newsletters and emails
- updates to subscribers via the NSW Planning Portal.

## What is an exhibition period?

The *Environmental Planning and Assessment Act 1979* sets out minimum community participation requirements for the public exhibition of certain planning matters.

During a public exhibition period all relevant documentation is made publicly available, and the community is invited to make a submission outlining their views on the draft policy, plan or project.

## Why should I make a submission?

When making a final decision, consideration is given to the points raised during the public exhibition period, which may result in changes to the project to protect amenity or environmental impacts. In some cases, the number of submissions on a development application determines who the final consent authority is.

The community will be informed about how submissions were considered in decision-making. A report will summarise issues raised during the public exhibition period and describe how community views influence decision making.

## How to write a submission

To have your say on a project you must lodge a submission before the close of the exhibition period. Submissions may be made online through the relevant planning authority's website, or in some instances a letter may be accepted. When making a submission you will be required to include:

- your full name and address
- the name of the application and the application number
- whether you 'support', 'object to' the project, or if you are simply providing comment on the project
- the reasons why you support or object to the project

Ideally a submission should be specific to the type of project or development that is being publicly exhibited. The contents of a submission may be a general response to the project, and not technically detailed. You do not need to be a specialist to have your say. Table 4 provides guidance on how you may write an effective submission.

All persons who lodge a submission are required to declare any relevant political donations and/or gifts in accordance with Section 10.4 of the *Environmental Planning and Assessment (EP&A) Act 1979*.

A submission will only be accepted if it is made directly to council or the relevant planning authority. Submissions will not be accepted or acknowledged if received through third party websites.

Table 4: Guidance on writing an effective submission

| The consent authority will consider impacts, including: | An effective submission is: |
|---|---|
| • Consistency with planning controls<br>• Any overshadowing Impacts<br>• Obstruction of views<br>• Privacy<br>• Visual impacts<br>• Traffic and access<br>• Stormwater and runoff<br>• Odour, noise and light pollution<br>• Environmental impacts. | • Unique<br>• Clear and concise<br>• Captures local perspectives<br>• Relevant,<br>• Evidence based<br>• Not disrespectful, and does not use abusive language. |

## Staying up to date

There are many ways to subscribe to news and announcements about development in your local area. You can sign up for alerts on specific projects such as planning proposals or new major projects and state significant development in your local government area.

Draft plans and policies are included on the Department of Planning, Housing and Infrastructure's Have Your Say website. On this website you can filter the status of projects on exhibition and provide your feedback on these plans.

The Independent Planning Commission website provides details of any projects lodged with them and more information on how you can participate in any public meetings or hearing processes.

Councils provide details of development applications and planning proposals that have been lodged in their local government area via the applications trackers on their websites.

### Planning alerts on the NSW Planning Portal

You can subscribe to receive email alerts and stay up to date about the progress of applications.

**Planning Proposals** – amendments to local environmental plans or large proposals

https://www.planningportal.nsw.gov.au/news-alerts

**Major Projects** – State significant projects

https://www.planningportal.nsw.gov.au/major-projects/services/subscribe-notifications

# Exhibition timeframes

## Mandatory minimum public exhibition timeframes in the EP&A Act

Requirements in tables 5, 6, 7 and 8 are mandatory requirements for public participation.

Table 5: Mandatory minimum public exhibition timeframes in the EP&A Act

| Strategic planning | |
|---|---|
| **Planning function** | **Exhibition timeframe** |
| Draft Community Participation Plan | 28 days |
| Planning proposals for local environmental plans subject to a gateway determination* | 28 days or as specified by the gateway determination which may determine, due to the minor nature of the proposal, that no public exhibition is required |
| Draft development control plan | 28 days |
| Draft contribution plans | 28 days |
| Draft local strategic planning statements | 28 days |
| Draft regional or district strategic plans | 45 days |
| **Development assessment** | |
| **Planning function** | **Exhibition timeframe**** |
| Application for development consent (other than for complying development certificate, for designated development, State significant development or a development type listed in Table 6, Table 7 and Table 8 | 14 days |
| Application for development consent for certain residential State significant development *** including:<br>• Housing development carried out by certain public authorities (Planning Systems SEPP Schedule 1, Section 26)<br>• In-fill affordable housing (Planning Systems SEPP Schedule 1, Section 26A)<br>• Build-to-rent housing (Planning Systems SEPP Schedule 1, Section 27) | 14 days |

| | |
|---|---|
| • Seniors housing (Planning Systems SEPP Schedule 1, Section 28)<br>• Development in accelerated TOD precincts (Planning Systems SEPP Schedule 2, Section 19)<br>• Development declared SSD under Section 4.36(3) of the EP&A Act that includes residential accommodation | |
| Application for development consent for targeted assessment development, including any amended application under the pathway | 14 days, unless a different period is specified in a state environmental planning policy |
| Application for modification of development consent required to be publicly exhibited by the regulations | 14 days |
| Application for the review of a determination or decision of a consent authority (Division 8.2 review) where the application has been amended pursuant to section 8.3(3) of the EP&A Act | Exhibition timeframe is the same as the original application |
| Application for development consent for all other State significant development**** | 28 days |
| Application for development consent for designated development | 28 days |
| Environmental impact statement for State significant infrastructure under Division 5.2 | 28 days |
| Application for development consent for nominated integrated development or threatened species development | 28 days |
| Application for development consent for category 1 remediation work under Chapter 4 of SEPP (Resilience and Hazards) 2021 | 28 days |
| Environmental impact statement obtained under Division 5.1 | 28 days |
| Council related development | 28 days |

**exhibition of planning proposals must be carried out in accordance with the Departments Local Environmental Plan Making Guideline*

*** minimum exhibition timeframes can be extended on a case-by-case basis.*

**** for applications that rely on a rezoning exhibited by the Department, the details of the proposed amendments to the relevant planning instrument(s) will be publicly exhibited concurrently with the application.*

***** exhibition of State significant development applications must be carried out in accordance with the Departments State Significant Development Guidelines*

## Development types exempt from notification and public exhibition

Exemptions apply for certain development types, listed in Table 6, where the development:

- is permissible in the relevant zone, and,
- meets the relevant planning controls in a local environmental plan, development control plan and/or state environmental planning policy and,
- does not include a 4.6 variation

A minimum 14-day exhibition period applies if the development type is not listed in Table 6, 7 or 8 and does not meet the criteria above.

Table 6: Development exempt from public exhibition and notification

| Residential and related uses | |
|---|---|
| • Alterations – Internal alterations<br>• Alterations and additions existing dwellings<br>• Ancillary development (such as pools, sheds, farm buildings)<br>• Boundary adjustment<br>• Demolition (excluding heritage items)<br>• Exhibition Homes and Villages<br>• Group homes<br>• Heritage item – minor works that does not impact item and is located behind the front façade<br>• Residential flat buildings* | • Moveable dwellings<br>• New single and two storey dwellings, dual occupancies and attached dwellings<br>• Temporary structures<br>• Rural workers dwellings<br>• Secondary dwellings<br>• Strata and Stratum subdivision<br>• Tree removal where they are not heritage items<br>• Home business and/or home occupation<br>• Shop top housing* |

**a pre-commencement of works notification to adjoining neighbours is required 7 days before works commence.*

| Primary production and rural development | |
|---|---|
| • Agritourism<br>• Commercial farm | • Extensive agriculture<br>• Farm buildings |
| **Commercial development** | |
| • Alterations and additions<br>• Change of use<br>• Take away food and drink premises | • Kiosks<br>• Roadside stalls<br>• Signage |

| Industrial development | |
|---|---|
| • Change of use | • Industrial retail outlets |
| **Community, health, education, recreational and other infrastructure** | |
| • Alterations – internal and external<br>• Environmental facility | • Environmental protections works |
| **Tourist and Visitor accommodation** | |
| • Bed and Breakfast accommodation | • Farm stay accommodation |
| **Other** | |
| Modifications involving minimal environmental impact | • Applications made under section 4.55(1) of the EP&A Act.<br>• Applications made under section 4.55(1A) of the EP&A Act.<br>• Applications made under section 4.56 of the EP&A Act with minimal environmental impact. |
| Application for the review of a determination or decision of a consent authority (Division 8.2 Reviews) | • Reviews where the application has not been amended pursuant to section 8.3(3) of the EP&A Act. |

## Development in the Activation Precincts and Alpine Region

Table 7 below lists the types of development that the Department are not likely to require to be publicly exhibited across the Activation Precincts and Alpine Region.

Table 7: Development in the activation precincts and alpine region

| Generally |
|---|
| • Modification applications (excluding those required to be publicly exhibited by the EP&A Regulation)<br>• Internal and external building alterations and additions (including development applications requiring approval from the NSW Rural Fire Service under section 100B of the Rural Fires Act in accordance with Section 4.46 of the EP&A Act)<br>• Change of use of an existing building from a lawful use to another lawful use<br>• Signage<br>• Subdivision<br>• Demolition |

| |
|---|
| • Infrastructure and servicing |
| **Activation Precincts** |
| • Development demonstrating consistency with the Master Plan and Delivery Plan of the relevant Activation Precinct<br>• Development accompanied by a current Activation Precinct certificate issued under the Precincts-Regional SEPP, Chapter 3 that applies to the development (excluding those required to be publicly exhibited by the EP&A Regulation)<br>• Industrial building works |
| **Alpine Region** |
| • Repair, maintenance, or replacement of recreation infrastructure, lifting facility, or snow-making infrastructure (excluding development impacting a biodiversity-mapped area)<br>• Development that is consistent with the planning framework, comprising the Snowy Mountains Activation Precinct Master Plan; Precincts-Regional SEPP and Alpine Region DCP. |

## Non-legislative public exhibition timeframes

For several planning functions there is no legislative requirement for public exhibition. Consistent with community participation objectives, consent authorities typically publicly exhibit documents related to the exercise of these functions and proposals for the timeframes outlined in Table 8.

Table 8: Non-legislative public exhibition timeframes

| State planning framework | |
|---|---|
| **Planning function** | **Recommended exhibition timeframe** |
| Draft legislation, regulation, policies and guidelines (Department) | Discretionary based on the urgency, scale or nature of the proposal |
| Policies and guidelines | 28 days unless decided otherwise due to the urgency, scale and nature of the proposal |
| **Strategic planning** | |
| **Planning function** | **Recommended exhibition timeframe** |
| Draft regional or district strategic plans | 60 days* |
| Draft LSPS | 60 days* |
| Masterplan for urban renewal areas (Department and council) | 42 days unless decided otherwise due to the urgency, scale and nature of the proposal |

| Development assessment | |
|---|---|
| **Planning function** | **Recommended exhibition timeframe** |
| Re-exhibition of any amended application or matter (Department and council) | Discretionary based on the urgency, scale and nature of the proposal |

**There is a statutory public exhibition timeframe of 45 days and 28 days as per the EP&A Act, however the Department will exhibit draft strategic plans for 60 days.*

Additionally, the Department may exhibit other proposals consistent with community participation objectives. For these functions, there may also be occasions where a government priority or administrative requirement demands immediate action, and the usual community participation process may be truncated.

## Key points to note about public exhibition

- Timeframes are measured in calendar days and include weekends.
- As outlined in Schedule 1 to the EP&A Act, the period between 20 December and 10 January (inclusive of each year) is excluded from the calculation of a period of public exhibition period.
- In certain circumstances there may be merit appeal rights for a person who makes a submission to object during the public exhibition of a development application for designated development and some state significant development projects.
- Public authorities are not required to make available for inspection any part of an environmental impact statement where this publication would, in the opinion of the public authority, be contrary to the public interest due to its confidential nature or for other reasons defined in relevant legislation, such as the Government Information (Public Access) Act 2009.
- As outlined in sections 287 and 287A of the EP&A Regulation, submissions on state significant projects and other development applications where the Minister for Planning and Public Spaces, Planning Secretary or Independent Planning Commission is the consent authority, must be made through the NSW Planning Portal.
- When receiving submissions, a planning authority will adhere to its Privacy Policy and ensure defamation and discrimination laws are not breached.
- The safety of community members, other stakeholders and staff must be considered. Everyone has the right to participate in a respectful environment and are expected to behave in a manner that supports everyone's right to present their point of view.

# Glossary

| Planning terms and definitions | |
|---|---|
| Alpine region | means the Alpine Region identified on the State Environmental Planning Policy (Precincts—Regional) 2021, Kosciuszko Alpine Region Land Application Map |
| Activation precinct | A dedicated area within regional New South Wales which has been identified by the NSW Government to drive regional economic development and declared to be an Activation Precinct in a Schedule made under Chapter 3 of the State Environmental Planning Policy (Precincts—Regional) 2021 |
| Community participation plan | The community participation plan prepared and published under Division 2.6 of the EP&A Act |
| Contribution plans | A plan developed by councils for the purposes of imposing conditions requiring local infrastructure contributions to fund new and upgraded public amenities and/or services required to accommodate development |
| Delivery plan | for an Activation Precinct means a delivery plan for the Precinct that is approved by the Planning Secretary under section 3.7 of Chapter 3 of the State Environmental Planning Policy (Precincts—Regional) 2021 |
| Designated development | Designated development refers to high-impact developments (e.g. likely to generate pollution) or those located in or near an environmentally sensitive area |
| Development control plans (DCP) | A plan providing detailed planning and design guidelines to support LEP planning controls |
| Environmental Impact Statement (EIS) | An EIS provides information on the economic, environmental, and social impacts of the project. It helps the community; government agencies and the consent authority make informed submissions or decisions on the project. |
| Gateway determination | A gateway determination is issued following an assessment of the strategic merit of a proposal to amend or create an LEP and allows for the proposal to proceed to public exhibition |
| Local environmental plan (LEP) | An environmental planning instrument developed by a planning proposal authority, generally a council. An LEP sets the planning framework for a Local Government Area |

| | |
|---|---|
| Regional strategic plan | 20-year plans addressing community needs for housing, jobs, infrastructure and a healthy environment for a region |
| State environmental planning policy (SEPP) | An environmental planning instrument developed by the Department, relating to state significant or statewide planning matters |
| State significant development (SSD) | Developments may be declared to have State significance due to their size, location, economic value or potential impacts, for example new schools, hospitals and energy generating facilities |
| State significant infrastructure (SSI) | SSI includes major transport and services developments with significance and impact beyond the local area, for example rail infrastructure, road infrastructure and water storage or treatment facilities |
| Masterplan for urban renewal areas (Department and council) | Growth centres: Land identified in SEPP (Precincts – Central River City) 2021 and SEPP (Precincts – Western Parkland City) 2021, earmarked for the establishment of vibrant, sustainable and liveable neighbourhoods that provide for community well-being and high-quality local amenity<br>Areas identified as having good access to existing or planned public transport connections, suitable for rejuvenation with new homes and jobs<br>State significant precincts which are large areas of predominantly State-owned land within Greater Sydney, identified by the NSW Government as areas for growth because of their social, economic or environmental characteristics |

Department of Planning, Housing and Infrastructure

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NSW GOVERNMENT

OFFICIAL

# ATTACHMENTS

| | |
|---|---|
| Date of Meeting: | Monday 25 May 2026 |
| Report Title: | Adoption of Council Plans of Management for Gipps Street Recreation Precinct, General Community Use, Sportsgrounds, Parks and Natural Areas |
| Attachments: | Public Hearing Report<br>Plan Exhibition Consultation - Decisions<br>Plan of Management - Generic Plan for Community Use<br>Plan of Management - Generic Plan for Sportsgrounds<br>Plan of Management - Generic Plan for Natural Areas<br>Gipps Street Recreation Precinct Draft Plan of Management |

ABN : 11 607 533 862

Ms Caroline Orde
Penrith City Council
PO Box 60
Penrith NSW 2751

our ref: 26.061
30 March 2026

via email: caroline.orde@penrith.city

Dear Ms Orde

**Public Hearing – Penrith City Plans of Management**

A Public Hearing pursuant to Section 40A of the *Local Government Act 1993* was conducted in Penrith on 27 November 2025 in relation to Penrith City Council's draft Plans of Management for:

- Community Land – Generic Plan for Natural Areas, and
- Community Land – Generic Plan for Parks, and
- Community Land – Generic Plan for Community Use,
- Community Land – Generic Plan for Sportsgrounds, and
- Gipps Street Recreation Precinct.

Please find attached my report.

I note that a copy of this report should be made available to the public within four (4) business days in accordance with Section 47(G)(3) of the *Local Government Act 1993.*

Yours Faithfully,

Craig Barnes
Director
Lands Advisory Services Pty Ltd

Lands Advisory Services Pty Ltd
PO Box 2317 Dangar NSW 2309
E : craig.barnes@landsas.com.au T : 0428 474 542

# Public Hearing Report – Community Land Plan of Management

## 1. Introduction

Craig Barnes, Director, Lands Advisory Services Pty Ltd was engaged to independently chair a public hearing and prepare a public hearing report in relation to proposed Plans of Management which would have the effect of categorising, community land held by Penrith City Council (Council).

The draft Plans of Management relates to land set out in:

- Appendix A of the Community Land Generic Plan for Sportsgrounds
- Appendix A of the Community Land Generic Plan for Community Use
- Appendix A of the Community Land Generic Plan for Natural Areas
- Appendix A of the Community Land Generic Plan for Parks
- Table 3.1 of the Gipps Street Recreation Precinct Draft Plan of Management

The draft Plans of Management was publicly exhibited commencing 5 November 2025 and the exhibition period concluded 6 December 2025. Submission to the exhibition closed 18 December 2025.

Notice to the public hearing was given 5 November 2025 and the public hearing was conducted at the Penrith Civic Centre, 601 High Street, Penrith on Thursday, 27 November 2025 at 5.30pm to 7.00pm.

This public hearing report has been prepared in accordance with Section 40A of the *Local Government Act 1993.*

## 2. Statutory Context

All public land under the care and control of Council must be managed in accordance with *the Local Government Act 1993* (The Act). Public land is defined in the Act as any land (including a public reserve) vested in Council, or under Council control. Public land is managed by Council under the Act based on its classification.

The Act requires:

- Council to classify the public land as "operational" or "community" (under Section 25) and that a Plan of Management (PoM) must be prepared (under Section 36) establishing the category of the land. The PoM defines the objectives and performance targets and the manner and means by which they will be achieved.

- that community land be categorised within one of the following categories - a natural area, a park, a sportsground, an area of cultural significance, or for general community use.

- A PoM can be prepared for more than one parcel of land (generic or geographic) or for a single property - significant or specific.

- Prior to Council adopting a PoM, it must be placed on public exhibition for at least 28 days. The period in which written submissions can be received is not less than 42 days from the first day of public exhibition (under Section 38).

- A public hearing must be held, in accordance with the requirements of Sections 40A(1) and 47G of the Act, if community land is intended to be either categorised or re-categorised.

Section 40A(1) provides that:

> *The council must hold a public hearing in respect of a proposed plan of management (including a plan of management that amends another plan of management) if the proposed plan would have the effect of categorising, or altering the categorisation of, community land under section 36(4).*

Section 47G provides that:

> *(1) In this section, public hearing means any public hearing required to be arranged under this Part.*
> *(2) The person presiding at a public hearing must not be—*
> *(a) a councillor or employee of the council holding the public hearing, or*
> *(b) a person who has been a councillor or employee of that council at any time during the 5 years before the date of his or her appointment.*
> *(3) Not later than 4 days after it has received a report from the person presiding at the public hearing as to the result of the hearing, the council must make a copy of the report available for inspection by the public at a location within the area of the council.*

As the draft Plans of Management each provides a new category for the some of the land described, excepting that land which Crown land, a public hearing is required.

For the purposes of Section 47G of the Act, Craig Barnes is not and never has been an employee or councillor of Penrith City Council.

## 3. Subject Land

Council has prepared the draft Plans of Management over land set out in:

- Appendix A of the Community Land Generic Plan for Sportsgrounds
- Appendix A of the Community Land Generic Plan for Community Use
- Appendix A of the Community Land Generic Plan for Natural Areas
- Appendix A of the Community Land Generic Plan for Parks
- Table 3.1 of the Gipps Street Recreation Precinct Draft Plan of Management

The public hearing relates only to Council owned community land, and the proposed new categories are as set out in Appendices and Table described.

## 4. Public Exhibition

The draft Plans of Management was publicly exhibited commencing 5 November 2025 and the exhibition period concluded 6 December 2025. Submission to the exhibition closed 18 December 2025.

Interested parties were notified of the exhibition via:

- Your Say Penrith webpage 5 November
- Your Say Penrith EDM 5 November
- Media release 6 November
- Our Place EDM
- Social media
- CNP brief 14 Nov, 21 Nov, 12 Dec
- Email to community/sporting groups 7 Nov

The draft Plans of Management could be viewed at Council's Administration Services Centre.

No submissions were received.

## 5. Public Hearing

Council arranged a public hearing for the proposed Plans of Management – categorisation on 27 November 2025 at 5.30pm at Penrith Civic Centre, 601 High Street, Penrith.

Council placed the information on the proposed public hearing upon the "on exhibition page" of the Penrith City Council website.

Council confirmed that an advertisement was notified as per Section 4 above advising of the public hearing in accordance with the relevant legislation.

The public hearing was conducted in accordance with Clause 40A of the *Local Government Act 1993.*

The public hearing was chaired by Craig Barnes

The following Council staff attended:

- Ms Caroline Orde
- Mr Andrew Robinson

No members of the community attended the public hearing.

The public hearing followed the ensuing protocol:

- Welcome and introduction to the public hearing by the chairperson
- Plan of Management– a general overview
- Consultation requirements
- Concluding remarks and comments on next steps from chairperson
- The public hearing concluded at 7.00pm.

## 6. Community Public Hearing Submissions

The public hearing was attended by no community members.

No member gave a public verbal submission on the Plan of Management or lease.

A copy of the minutes of the public hearing forms Attachment 1.

## 7. Conclusion and Recommendations

In conclusion, I have carefully considered the issues surrounding the Plans of Management and categorisation of Council owned community land as set out in:

- Appendix A of the Community Land Generic Plan for Sportsgrounds
- Appendix A of the Community Land Generic Plan for Community Use
- Appendix A of the Community Land Generic Plan for Natural Areas
- Appendix A of the Community Land Generic Plan for Parks
- Table 3.1 of the Gipps Street Recreation Precinct Draft Plan of Management

No submissions were received. It is my considered opinion that the categorisation set out in the Community Land Plan of Management is unopposed.

Note: A copy of this report should be made available to the public within four (4) business days in accordance with Section 47(G)(3) of the *Local Government Act 1993.*

Craig Barnes
Managing Director
Lands Advisory Services Pty Ltd
30 March 2026

**Attachment 1**

## PUBLIC HEARING – Plan of Management – Community Lands

HEARING – 27 November 2025 at 5.30pm – 7.00pm
Penrith Civic Centre,
601 High Street, Penrith.

**Minutes of Public Hearing 27 November 2025.**

1. Hearing commenced at 5.30pm.

2. Hearing Attendees

   Council

   - Mr Craig Barnes
   - Ms Caroline Orde
   - Mr Andrew Robinson

   Community Attendees

   Nil

   Apologies

   Nil

3. Hearing opened and chaired by Craig Barnes

   Mr Barnes opened the hearing and gave a brief overview of the Plan of Management and the categorisation of council owned community lands within the:

   - Community Land Generic Plan for Sportsgrounds
   - Community Land Generic Plan for Community Use
   - Community Land Generic Plan for Natural Areas
   - Community Land Generic Plan for Parks, and
   - Gipps Street Recreation Precinct Draft Plan of Management.

4. Questions and Submissions from the Community

   Mr Barnes opened the hearing to public comment and questions. There were no community attendees at the meeting.

5. Hearing closed at 7.00pm

Mr Barnes closed the hearing at 7.00pm

## Sportsground Generic Plan of Management - Exhibition

**Summary of submissions and proposed response**

**Online Submissions**

| No | Date | From | Issue(s) Raised | Proposed Response |
|---|---|---|---|---|
| 15246 | 10/11/25 | Stephen Donovan | • Page 16 - Safety & Risk: Suggest a comment be included to clarify the organised users and hirers of Sportsgrounds also hold an obligation to manage attendance and use of facility safely and to take all reasonable steps in informing their users and attendees of any conditions of Use/Hire/or other related to use | **Suggested - amendment for future revision**<br>Amend 7th dot point on Pg 16 to read "Managing sportsground user groups and tenants…. .".<br>Add a requirement to Action Table 6 after row 4 that "tenure / hire documentation place obligation to manage attendance and use of facility safely"<br>**Refer** – to Property Management for specific request |
| | | | • Page 14 - Community Access and Use. 6th dot point. Suggest the inclusion of 'Licence Arrangements' next to 'Lease Arrangements', consistent with other relevant points of mention in Management Plan. | **Suggested - amendment for future revision**<br>Amend as suggested |
| 15247 | 10/11/25 | Stephen Donovan | • Page 16 - Landscape Character and Design; Suggest additional dot point:<br>E.g. Final locations / allocations of open space, recreation and sportsgrounds in new or redeveloped areas are not always the preferred choice of Council and may be at the desire of third party developers/bodies and this should not unreasonably burden Council or the community in any remediation works. | **Suggest - No change**<br>The allocation of land and facilities for sportsgrounds is not within the authority of the PoM. The PoM does not require Council to accept any allocation of community land. |
| 15251 | 10/11/25 | unknown | • This space would also be fantastic for additional basketball courts and athletes fields. | **Suggest - No change**<br>Unknown submitter. Comment will relate to a Sports Facilities plan |
| 15252 | 11/11/25 | Samantha F | • Would like a coffee shop/van | **Suggest - No change**<br>Unknown submitter. Comment will relate to a Sports Facilities plan or Parks Facilities Plan |
| 15386 | 20/11/25 | unknown | • It is extremely hard to understand the documents and for someone who has a disability it is not accessibility appropriate. | **Suggest - No change**<br>Noted. Unknown submitter |
| | | | • I just want to ensure that there are no changes with recategorisation of Penrith valley sports centre at Cambridge park. Currently residents are subjected to multiple events at this centre that causes great stress to local residents. This is for sports and not for the purpose of concerts. | **Suggested - amendment for future revision**<br>The categorisation of Cambridge Park Hall & Allsopp Oval & Paterson Oval as GCU appears in error. The same for the Penrith valley sports centre. Please see diagrams at the end of the table.<br>Note: these are Council owned lands. If changed a further public hearing is required. |

| No | Date | From | Issue(s) Raised | Proposed Response |
|---|---|---|---|---|
| 15387 | 21/11/25 | Jason Turner | • Wind back netball at Jamison Park, it has got out of hand. Too many teams from outside the LGA, inadequate parking, poor pedestrian access (safe crossings) overloaded local roads | **Suggested - amendment for future revision**<br>The specific suggestion cannot be addressed in a generic plan. However, the possibility of overuse could be addressed on pages 14 and 15 of the plan. Suggest amendment of Dot Point 3 on page 14 to read "Carefully manage use, extended seasonal use and 'season creep'". |
| 15406 | 04/12/25 | Patricia Ryan | • I'm writing this as an ordinary member of the public. The density and volume of reading discourages people from reading all of this including me. Short one page summaries would be more appropriate at the beginning of each plan. | **Suggest - No change**<br>A summary of the plan would not be sufficient to allow informed comment. The contents page provides the reader with the ability to find areas of interest. |
| | | | • | |
| | 02/12/25 | Property Investment Submission | • New clause required regarding road dedication as drafted below:<br>*This PoM allows Council to dedicate community land as public road in accordance with section 47F of the Local Government Act if:*<br>*(a) the road is necessary to facilitate enjoyment of the area of community land on which the road is to be constructed or of any facility on that land, and*<br>• *(b) the council has considered means of access other than public road access to facilitate that enjoyment.* | **Suggested - amendment for future revision**<br>Amend as suggested after the section "Road Reserves" on page 10.<br><br>Also to be placed in other PoMs |

| No | Date | From | Issue(s) Raised | Proposed Response |
|---|---|---|---|---|
| | | | • New Clause considered regarding leasing and licencing for Commercial Activities. An example for wording is below:<br>Council expressly approves leases or licences over the land (where permissible in the Zone) for purposes of:<br>  • **Advertising and Signage**: Installation and operation of advertising structures, billboards, or signage for revenue generation, subject to compliance with State Environmental Planning Policy No. 64 – Advertising and Signage and relevant development consent requirements.<br>  • **Mobile Food and Beverage Services**: Operation of food trucks, coffee carts, or similar mobile vendors to enhance community use and amenity.<br>  • **Events and Functions:** Hosting of markets, festivals, performances, or other community or commercial events that complement the land's primary purpose.<br>  • **Complementary Retail or Commercial Activities:** Temporary or permanent retail kiosks, pop-up shops, or other commercial services that support community use and enjoyment of the land.<br>• **Utilities Leasing:** leasing for the purpose of telecommunications or other utilities to private companies for revenue generation and to assist in the delivery of utilities services that enhance the experience of the local area for example mobile phone signal coverage. | **Suggested - amendment for future revision**<br>The PoM in pages 19-25 already lists more activities then could be contemplated.<br><br>Suggest that these purposes are added to Table 2 |
| | | | • Reference to management of road reserves that are comprised within public land. Need to consider that roads (and road reserves) are required to be managed under the Roads Act 1993 and therefore have different requirements in terms of use permissibility, leasing etc | **Suggested - amendment for future revision**<br>At the end of the section "Road Reserves" on page 10 place the following sentence. "Until these roads are formally closed, they will continue to be managed under the Roads Act 1993.". |
| | | | • Include additional dot point to development to facilities uses, such as list:<br>circular economy initiatives such as recycling collection structures<br>OR<br>• Include wording under Temporary structures that specifies granting of a lease or licence for development of infrastructure supporting circular economy initiatives. | **Suggested - amendment for future revision**<br>Amend as first suggested |
| | | | • For leases and licences exceeding twenty one (21) years the provisions of section 47 of the LG Act must be applied.<br>• Reference to s47 should be exceeding five (5) years – not 21 years. | **Suggested - amendment for future revision**<br>Amend as suggested<br>Same amendment to all PoMs |

| No | Date | From | Issue(s) Raised | Proposed Response |
|---|---|---|---|---|
| | | | • Page 44 – Appendix A - Land schedule to be checked against current Land Register Report to ensure all lots have been identified in the appropriate plan of management and the correct lot is referenced | **Suggested - amendment for future revision**<br>**Agreed –** However, this is a considerable body of work. If undertaken, it should be done together with the suggested review of categorisation (if undertaken). It should be noted that this would likely require a further exhibition |
| | | | • Page 44 – Appendix A – 146 Shepherd St Colyton (Lot 8 DP239380) does not feature in the PoM and should be, however Lot 9, 10 & 11 are included. | **Suggested - amendment for future revision**<br>Agreed<br>Note: these are Council owned lands. If changed a further public hearing is required. |
| | | | • Page 45 – Appendix A - 49-53 Andromeda Drive Cranebrook (Lot 414 DP862828) does not feature in this PoM and should be. | **Suggested - amendment for future revision**<br>Agreed, however, part appears to be Park so should be in both PoMs with diagram.<br>Note: these are Council owned lands. If changed a further public hearing is required. |
| | | | • Suggest that on completion, a data layer be created by completing the categorisation attribute in the Land Register in P&R, and further, that this data be utilised to create a spatial layer in the Land Register data set in ESRI. | **Suggest - No change**<br>Not related to the construction of the PoM.<br>**Refer** – to Property Management for specific request |



Penrith Valley Sports Centre land – non categorised as Natural Area.



These sports grounds are categorised as GCU

## Parks Generic Plan of Management - Exhibition

**Summary of submissions and proposed response**

**Online Submissions**

| No | Date | From | Issue(s) Raised | Proposed Response |
|---|---|---|---|---|
| 15252 | 11/11/25 | Samantha F | • Would like a coffee shop/van | **Suggest - No change**<br>Unknown submitter. Comment will relate to a Sports Facilities plan or Parks Facilities Plan<br>**Refer** – to Parks and Reserve management for specific request |
| 15406 | 04/12/25 | Patricia Ryan | • I'm writing this as an ordinary member of the public. The density and volume of reading discourages people from reading all of this including me. Short one page summaries would be more appropriate at the beginning of each plan. | **Suggest - No change**<br>A summary of the plan would not be sufficient to allow informed comment. The contents page provides the reader with the ability to find areas of interest. |
| | | | • These categories are to inform developers and are quite confusing. As a community member my suggestion is to develop a botanical garden like most country towns with great walks over longer distances. There are sporting fields for residents but little attractive environmental areas for leisure. Pitiful little garden areas demonstrate developers have priority. I have lived in Penrith area for over fifty years and have seen nothing significant done for residents. | **Suggest - No change**<br>The PoM does not preclude such a botanical garden being constructed. This relates to a Park Facilities Plan.<br>**Refer** – to Parks and Reserve management for specific request |
| | | | | |
| | 02/12/25 | Property Investment Submission | • New clause required regarding road dedication as drafted below:<br>*This PoM allows Council to dedicate community land as public road in accordance with section 47F of the Local Government Act if:*<br>*(a) the road is necessary to facilitate enjoyment of the area of community land on which the road is to be constructed or of any facility on that land, and*<br>• *(b) the council has considered means of access other than public road access to facilitate that enjoyment.* | **Suggested - amendment for future revision**<br>Amend as suggested after the section "Road Reserves" on page 10.<br><br>Also to be placed in other PoMs |

| No | Date | From | Issue(s) Raised | Proposed Response |
|---|---|---|---|---|
| | | | • New Clause considered regarding leasing and licencing for Commercial Activities. An example for wording is below:<br>Council expressly approves leases or licences over the land (where permissible in the Zone) for purposes of:<br>  • **Advertising and Signage**: Installation and operation of advertising structures, billboards, or signage for revenue generation, subject to compliance with State Environmental Planning Policy No. 64 – Advertising and Signage and relevant development consent requirements.<br>  • **Mobile Food and Beverage Services**: Operation of food trucks, coffee carts, or similar mobile vendors to enhance community use and amenity.<br>  • **Events and Functions:** Hosting of markets, festivals, performances, or other community or commercial events that complement the land's primary purpose.<br>  • **Complementary Retail or Commercial Activities:** Temporary or permanent retail kiosks, pop-up shops, or other commercial services that support community use and enjoyment of the land.<br>• **Utilities Leasing:** leasing for the purpose of telecommunications or other utilities to private companies for revenue generation and to assist in the delivery of utilities services that enhance the experience of the local area for example mobile phone signal coverage. | **Suggested - amendment for future revision**<br>The PoM in pages 19-25 already lists more activities then could be contemplated.<br><br>Suggest that these purposes are added to Table 2 |
| | | | • Reference to management of road reserves that are comprised within public land. Need to consider that roads (and road reserves) are required to be managed under the Roads Act 1993 and therefore have different requirements in terms of use permissibility, leasing etc | **Suggested - amendment for future revision**<br>At the end of the section "Road Reserves" on page 10 place the following sentence. "Until these roads are formally closed, they will continue to be managed under the Roads Act 1993.". |
| | | | • Include additional dot point to development to facilities uses, such as list:<br>circular economy initiatives such as recycling collection structures<br>OR<br>• Include wording under Temporary structures that specifies granting of a lease or licence for development of infrastructure supporting circular economy initiatives. | **Suggested - amendment for future revision**<br>Amend as first suggested |
| | | | • For leases and licences exceeding twenty one (21) years the provisions of section 47 of the LG Act must be applied.<br>• Reference to s47 should be exceeding five (5) years – not 21 years. | **Suggested - amendment for future revision**<br>Amend as suggested<br>Same amendment to all PoMs |

| No | Date | From | Issue(s) Raised | Proposed Response |
|---|---|---|---|---|
| | | | • Page 44 – Appendix A - Land schedule to be checked against current Land Register Report to ensure all lots have been identified in the appropriate plan of management and the correct lot is referenced | **Suggested - amendment for future revision**<br>**Agreed –** However, this is a considerable body of work. If undertaken, it should be done together with the suggested review of categorisation (if undertaken). It should be noted that this would likely require a further exhibition |
| | | | • Suggest that on completion, a data layer be created by completing the categorisation attribute in the Land Register in P&R, and further, that this data be utilised to create a spatial layer in the Land Register data set in ESRI. | **Suggest - No change**<br>Not related to the construction of the PoM.<br>**Refer** – to Property Management for specific request |

## Natural Areas Generic Plan of Management - Exhibition

**Summary of submissions and proposed response**

**Online Submissions**

| No | Date | From | Issue(s) Raised | Proposed Response |
|---|---|---|---|---|
| 15406 | 04/12/25 | Patricia Ryan | • I'm writing this as an ordinary member of the public. The density and volume of reading discourages people from reading all of this including me. Short one page summaries would be more appropriate at the beginning of each plan. | **Suggest - No change**<br>A summary of the plan would not be sufficient to allow informed comment. The contents page provides the reader with the ability to find areas of interest. |
| | | | | |
| | 02/12/25 | Property Investment Submission | • New clause required regarding road dedication as drafted below:<br>*This PoM allows Council to dedicate community land as public road in accordance with section 47F of the Local Government Act if:*<br>*(a) the road is necessary to facilitate enjoyment of the area of community land on which the road is to be constructed or of any facility on that land, and*<br>*(b) the council has considered means of access other than public road access to facilitate that enjoyment.* | **Suggested - amendment for future revision**<br>Amend as suggested after the section "Road Reserves" on page 12.<br><br>Also to be placed in other PoMs |
| | | | • Reference to management of road reserves that are comprised within public land. Need to consider that roads (and road reserves) are required to be managed under the Roads Act 1993 and therefore have different requirements in terms of use permissibility, leasing etc | **Suggested - amendment for future revision**<br>At the end of the section "Road Reserves" on page 12 place the following sentence. "Until these roads are formally closed, they will continue to be managed under the Roads Act 1993.". |
| | | | • Page 49 – Appendix A - Land schedule to be checked against current Land Register Report to ensure all lots have been identified in the appropriate plan of management and the correct lot is referenced | **Suggested - amendment for future revision**<br>**Agreed –** However, this is a considerable body of work. If undertaken it should be done together with the suggested review of categorisation (if undertaken). It should be noted that this would likely require a further exhibition |
| | | | • 42 Bruce Neale Drive Penrith (Lot 8 DP583415) is included in this PoM, however it already features on the Nepean Riparian Reserves PoM 2015 as watercourse/general community use. | **Direction Required - amendment for future revision**<br><br>As it stands this land would, on adoption of this PoM, remove the land from the operations of the Nepean Riparian Reserves PoM 2015 which is 10 years old |
| | | | • 5a Bellevue Road Regentville (Lot 5 & 7 DP596333) is included in this PoM, however it already features on the Nepean Riparian Reserves PoM 2015 as general community use. | **Direction Required - amendment for future revision**<br>As it stands this land would, on adoption of this PoM, remove the land from the operations of the Nepean Riparian Reserves PoM 2015 which is 10 years old |

| No | Date | From | Issue(s) Raised | Proposed Response |
|---|---|---|---|---|
| | | | • Suggest that on completion, a data layer be created by completing the categorisation attribute in the Land Register in P&R, and further, that this data be utilised to create a spatial layer in the Land Register data set in ESRI. | **Suggest - No change**<br>Not related to the construction of the PoM.<br>**Refer** – to Property Management for specific request |

## General Community Use Generic Plan of Management - Exhibition

**Summary of submissions and proposed response**

**Online Submissions**

| No | Date | From | Issue(s) Raised | Proposed Response |
|---|---|---|---|---|
| | 02/12/25 | Property Investment Submission | • New clause required regarding road dedication as drafted below:<br>*This PoM allows Council to dedicate community land as public road in accordance with section 47F of the Local Government Act if:*<br>*(a) the road is necessary to facilitate enjoyment of the area of community land on which the road is to be constructed or of any facility on that land, and*<br>*(b) the council has considered means of access other than public road access to facilitate that enjoyment.* | **Suggested - amendment for future revision**<br>Amend as suggested after the section "Road Reserves" on page 9.<br><br>Also to be placed in other PoMs |
| | | | • New Clause considered regarding leasing and licencing for Commercial Activities. An example for wording is below:<br>Council expressly approves leases or licences over the land (where permissible in the Zone) for purposes of:<br>• **Advertising and Signage**: Installation and operation of advertising structures, billboards, or signage for revenue generation, subject to compliance with State Environmental Planning Policy No. 64 – Advertising and Signage and relevant development consent requirements.<br>• **Mobile Food and Beverage Services**: Operation of food trucks, coffee carts, or similar mobile vendors to enhance community use and amenity.<br>• **Events and Functions:** Hosting of markets, festivals, performances, or other community or commercial events that complement the land's primary purpose.<br>• **Complementary Retail or Commercial Activities:** Temporary or permanent retail kiosks, pop-up shops, or other commercial services that support community use and enjoyment of the land.<br>• **Utilities Leasing:** leasing for the purpose of telecommunications or other utilities to private companies for revenue generation and to assist in the delivery of utilities services that enhance the experience of the local area for example mobile phone signal coverage. | **Suggested - amendment for future revision**<br>The PoM in pages 17 -22 already lists more activities then could be contemplated.<br><br>Suggest that these purposes are added to Table 2 |

| No | Date | From | Issue(s) Raised | Proposed Response |
|---|---|---|---|---|
| | | | • Reference to management of road reserves that are comprised within public land. Need to consider that roads (and road reserves) are required to be managed under the Roads Act 1993 and therefore have different requirements in terms of use permissibility, leasing etc | **Suggested - amendment for future revision**<br>At the end of the section "Road Reserves" on page 12 place the following sentence. "Until these roads are formally closed, they will continue to be managed under the Roads Act 1993.". |
| | | | • Include additional dot point to development to facilities uses, such as list:<br>circular economy initiatives such as recycling collection structures<br>OR<br>Include wording under Temporary structures that specifies granting of a lease or licence for development of infrastructure supporting circular economy initiatives. | **Suggested - amendment for future revision**<br>Amend as first suggested |
| | | | • For leases and licences exceeding twenty one (21) years the provisions of section 47 of the LG Act must be applied.<br>• Reference to s47 should be exceeding five (5) years – not 21 years. | **Suggested - amendment for future revision**<br>Amend as suggested<br>Same amendment to all PoMs |
| | | | • Page 39 – Appendix A - Land schedule to be checked against current Land Register Report to ensure all lots have been identified in the appropriate plan of management and the correct lot is referenced | **Suggested - amendment for future revision**<br>**Agreed –** However, this is a considerable body of work. If undertaken, it should be done together with the suggested review of categorisation (if undertaken). It should be noted that this would likely require a further exhibition |
| | | | • Page 39 – Appendix A - Move 76 Kurrajong Road, North St Marys (Lot 102 DP623641) from Parks PoM to General Use PoM to be consistent with clubs/scout halls. | **Suggested - amendment for future revision**<br>Agreed<br>Note: these are Council owned lands. If changed a further public hearing is required. |
| | | | • Page 39 – Appendix A - Move 13 Bennett Road, Colyton (Lot 166 DP26029) from Parks PoM to General Use PoM to be consistent with other scouts and girl guides. | **Suggested - amendment for future revision**<br>Agreed , however, part appears to be Park so should be in both PoMs with diagram.<br>Note: these are Council owned lands. If changed a further public hearing is required. |
| | | | • Suggest that on completion, a data layer be created by completing the categorisation attribute in the Land Register in P&R, and further, that this data be utilised to create a spatial layer in the Land Register data set in ESRI. | **Suggest - No change**<br>Not related to the construction of the PoM.<br>**Refer** – to Property Management for specific request |

# PLAN of MANAGEMENT

# Community Land

## Generic Plan for Community Use

June 2024



PENRITH CITY COUNCIL

penrithcity.nsw.gov.au

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# Key Information

Plan of Management for Community Land – General Use

Penrith City Council

xxxx date of adoption

| **Document Control:** | |
|---|---|
| Status: | Draft |
| Date of Issue: | June 2024 |
| Review Date: | June 2034 |
| Document Owner: | Director of City Services |

| **History of Approved Versions** | | |
|---|---|---|
| **Version** | **Date** | **Summary of Changes** |
| 1.0 | 1996 | Adopted Plan of Management – Community Use General |
| 2.0 | 2005 | Draft of Plan of Management for Community Land Community Uses |
| 3.0 | 2022 | Revised Draft of Plan of Management for Community Land – Generic Plan for Community Uses |

This plan of management (PoM) has been prepared by Penrith City Council and provides direction as to the use and management of council-owned community land and council-managed Crown reserves classified as 'community land' in the Penrith City Council area.

The PoM is required in accordance with Section 3.23 of the *Crown Land Management Act 2016* and Section 36 of the *Local Government Act 1993*.

The PoM outlines the way the land will be used and provides the framework for Council to follow in relation to the express authorisation of leases and licence on the land.

This PoM is a generic document covering most of the community land and open space within the Penrith local government area (LGA) categorised as General Community Use.

# Introduction

On the western side of the Cumberland plains and at the edge of the Blue Mountains lies the Penrith Local Government Area (LGA).

Penrith City is made up of areas that range from rural to urban, from nature reserves and farmland to concentrations of high density living and commercial areas. The most recent ABS Census in 2016 showed there were 196,066 people living throughout the city in 71,111 dwellings in 36 suburbs across the City's 404km$^2$.

Penrith City's population has grown by an average of 2750 people per year for the last 10 years and has gained over 45,600 people since the 1991 Census. By 2036 the forecasted population of the Penrith LGA is 258,195. In planning for the growth of the City, we must recognise the changing composition of our communities and provide the services and social infrastructure that meets their needs through different stages of life.

Penrith is experiencing a period of significant growth. The growth in our communities is both a strength we can build on and a challenge to be managed through ensuring social sustainability for all.

### Purpose of the plan of management

The *Local Government Act 1993* (LG Act) requires a Plan of Management (PoM) to be prepared for all public land that is classified as 'community land' under that Act.

The *Crown Land Management Act 2016* (the CLM Act) authorises council crown land managers (council managers) appointed to manage dedicated or reserved Crown land to manage that land as if it were public land under the LG Act. Therefore, all Crown land reserves, where council is appointed as crown land manager, are also required to have a PoM under the LG Act.

The purpose of this generic PoM is to:

- contribute to the council's broader strategic goals and vision as set out in the Community Plan and the Delivery Program.
- ensure compliance with the LG Act and the CLM Act.
- provide clarity in the future development, use and management of the community land
- ensure consistent management that supports a unified approach to meeting the varied needs of the community.

Community land open space, generally known as parks, reserves and sportsgrounds, is land under the care, control and management of Penrith City Council (Council). Council will manage this land to meet its vision of a sustainable and prosperous region with harmony of urban and rural qualities with a strong commitment to environmental protection and enhancement.

Community Land is a valuable resource in the Penrith LGA, playing an important role in the social, intellectual, and physical enrichment of both children and adults, and having implications for community welfare and wellbeing.

Community land is required to be used and managed in accordance with the following:

- The PoM applying to the land; and
- Any law which permits the use of land for a specific purpose, or otherwise regulates the use of the land. (This includes the *Environmental Planning and Assessment Act 1979* and planning instruments made under the Act).

A PoM should not be inconsistent with any environmental planning instrument applying to that land.

**Process for preparing a plan of management.**

Figure 1 illustrates the process undertaken by Council in preparing this PoM.

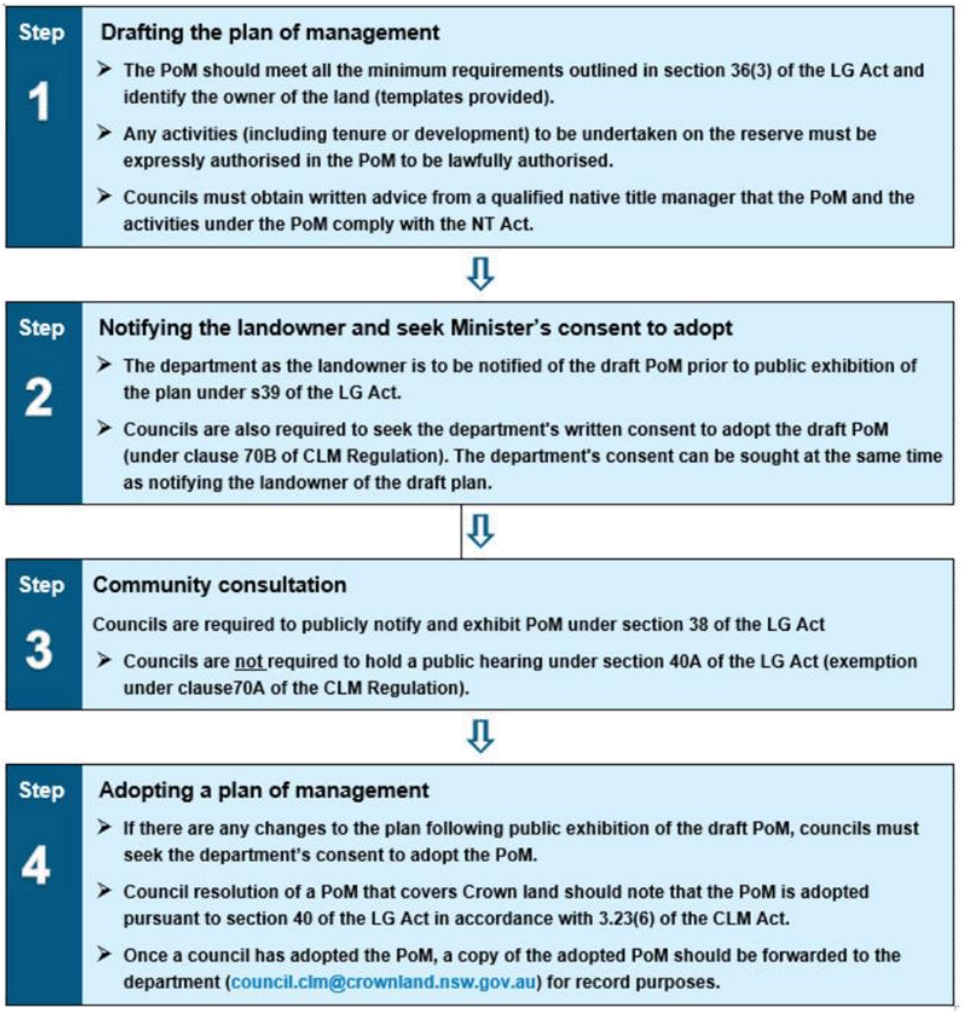


**Figure 1: process for preparing a Plan of Management for council managed Crown Reserves.**

**Change and Review of plan of management**

This PoM will require regular review to align with community values and changing community needs, and to reflect changes in council priorities. Council has determined that it will review the PoM within 10 years of its adoption. However, the performance of this PoM will be reviewed on a yearly, basis to ensure that the Reserve is being managed in accordance with the PoM, is well maintained and provides a safe environment for public enjoyment.

Council may continue to acquire or divest land for the benefit of the community. Land may also come into council's ownership by dedication of land for open space.

The community will have an opportunity to participate in reviews of this PoM.

**Community Consultation**

This PoM was placed on public exhibition from [XX/XX/XXXX to XX/XX/XXXX], in accordance with the requirements of section 38 of the *LG Act*. A total of [XX] submissions were received. Council considered these submissions before adopting the PoM.

In accordance with section 39 of the *LG Act*, prior to being placed on public exhibition, the draft PoM was referred to the Department of Planning, Housing and Infrastructure – Crown Lands (DPHI – CL), as representative of the state of NSW, which is the owner of the Reserve. Council has included in the plan any provisions that have been required by the Department of (DPHI – CL).

In addition, a public hearing must be held, in accordance with the requirements of Sections 40(A) and 47(G) of the LG Act if community land is intended to be either categorised or recategorised.

## Land Description

The community land that is covered by this document is listed in Appendix A. The land covered by this document is defined by real property identifiers (lots and deposited plans) and reserve numbers (for Crown land only). For more information, please go to the Council Land Register found on the Penrith City Council website:
https://www.penrithcity.nsw.gov.au/building-development/planning-zoning/public-land-register

All community lands referred to within this PoM have been categorised as General Community Use (see S.36(4) of the LG Act) and for the purpose of the plan, this category applies to all land included in Appendix A.

Some open spaces are not covered by this PoM, generally because they need site-specific plans of management to be prepared. Contact the council or refer to the council's website for information about other public land not listed in Appendix A.

**Owner of the Land**

The land includes Council-owned land and Crown land owned by the State of New South Wales which is managed by the council as Crown land manager under the CLM Act, [and other land managed by council that is community land]. The owner of the land is identified in Appendix A.

# BASIS OF MANAGEMENT

The aims and objective of this PoM are to ensure ongoing development of open space strategies and administrative policies, and to guide the management, operation, maintenance and renewal of facilities to effectively protect and conserve the reserves included within this PoM.

The LG Act prescribes clear guidelines for categorising community land as general community uses.

Council intends to manage its community land to meet:

- assigned categorisation of community land
- the LG Act guidelines and core objectives for community land
- restrictions on management of Crown land community land
- the council's strategic objectives and priorities
- development and use of the land outlined in Section 6 of the LG Act.

**Categorisation of the land**

All community land is required to be categorised as one or more of the following categories. Where the land is owned by the Crown, the category assigned should align with the purpose for which the land is dedicated or reserved.

The LG Act defines five categories of community land:

- **Park** – for areas primarily used for passive recreation.
- **Sportsground** – for areas where the primary use is for active recreation involving organised sports or the playing of outdoor games.
- **General community use** – for all areas where the primary purpose relates to public recreation and the physical, cultural, social, and intellectual welfare or development of members of the public. This includes venues such as community halls, scout and guide halls, and libraries.
- **Cultural significance** – for areas with Aboriginal, aesthetic, archaeological, historical, technical, research or social significance.
- **Natural area** – for all areas that play an important role in the area's ecology. This category is further subdivided into bushland, escarpment, foreshore, watercourse and wetland categories.

All community lands referred to within this PoM have been categorised as General Community Use Park and for the purpose of the PoM, this category applies to all land included in Appendix A

**Guidelines for Community Land to be categorised as General Community Use**

The management of community land is governed by the categorisation of the land, its purpose, and the core objectives of the relevant category of community land General Use. Council may then apply more specific management objectives to community land, though these must be compatible with the core objectives for the land.

Section 106 of the *Local Government (General) Regulation 2021* provides that community land should be categorised as General Community Use under Section 36(4) of the LG Act where it is shown that the land:

- may be made available for use for any purpose for which community land may be used, whether by the public at large or by specific sections of the public, and
- is not required to be categorised as a natural area under section 36A, 36B or 36C of the LG Act and does not satisfy the guidelines under sections 102–105 of this

*Local Government (General) Regulation 2021* for categorisation as a natural area, a sportsground, a park or an area of cultural significance.

All community land within this PoM meets the criteria listed above.

**Restrictions on management of Crown land**

Council manages the Crown reserves described in this PoM as the Crown land manager in accordance with the CLM Act. . The use of the Crown land described in this PoM must:

- be consistent with the purpose for which the land was dedicated or reserved
- consider native title rights and interests and be consistent with the provisions of the Commonwealth *Native Title Act 1993* (NT Act)
- consider the inchoate interests of Aboriginal people where an undetermined Aboriginal Land Claim under the *Aboriginal Land Rights Act 1983* exists
- consider and not be in conflict with any interests and rights granted under the *CLM Act*
- consider any interests held on title.

Crown land is subject to native title rights and interests under the NT Act which must be considered unless:

- native title has been extinguished; or
- native title has been surrendered; or
- determined by a court to no longer exist.

Dealings in land or water that affect (impair or extinguish) native title are referred to as 'future acts' and these acts must be done in compliance with the NT Act. The NT Act specifies procedures that must be followed before future acts can be done legally.

Some examples of acts which may affect native title on Crown land or Crown reserves managed by Council include:

- the construction of new buildings and other facilities such as toilet blocks, walking tracks, tennis courts, grandstands and barbecues.
- the construction of extensions to existing buildings.
- the construction of new roads or tracks.
- installation of infrastructure such as powerlines, sewerage pipes, etc.
- the creation of an easement.
- the issue of a lease or licence.
- the undertaking of major earthworks.

On Crown land, a future act undertaken by Council, which is not covered by one of the Future Act subdivisions of the NTA will be invalid.

**Council's strategic objectives and priorities**

Penrith City Council, in consultation with the community, has developed the following strategies and plans to identify the priorities and aspirations of the community and the delivery of a vision for the future. They have a direct influence on the objectives, uses and management approach covered by PoMs and can be found on Council's website.

The PoMs are integral documents that support Council's Community Plan, Delivery Program and Operational Plan with implementation aligned to Council's Resource Strategy.

# DEVELOPMENT AND USE

**Development of Community Land in the Penrith LGA**

Development activities allowed on Community Land is subject to both State and local policies. State policies prevail over local policies. The following information is correct at the time of adoption of this PoM but is subject to change.

This PoM does not remove the requirement for a development application under Part 4, or an ecological assessment under Part 5, of the Environmental Planning and Assessment Act 1979 if applicable.

**The T&I SEPP**

Relevant State Government legislation is the *State Environmental Planning Policy (Transport and Infrastructure) 2021*, known as the T&I SEPP. Under Section 2.73 of the T&I SEPP certain development may be carried out by Council without consent in public reserves under its control. Refer to the T&I SEPP for these development types.

Under Section 2.74 of the T&I SEPP certain development is exempt development if it is carried out by Council in public reserves under its control. Refer to the T&I SEPP for these development types.

**The Penrith Local Environmental Plan (LEP) 2010**

The Penrith LEP 2010 lists development that may be carried out with or without development consent on land that falls under certain land use zones. Refer to the latest Penrith LEP for these development types or contact Penrith City Council Development Services for more information.

**Crown Land**

Some Crown land is managed by Council as the appointed crown land manager. Where this Crown land is classified as community land and categorised as general community use it is subject to this PoM and is included in Appendix A.

Council manages some other Crown land under Section 48 of the LG Act. While Council controls this land for the Crown, it is not classified as Community Land in accordance with the LG Act, it is not subject to this PoM

**Road Reserves**

Several of Council's smaller open space areas have evolved on land designated as road reserve. These areas do not have identifying lot and Deposited Plan (DP) numbers but do require the dedication of resources to maintain them.

The categorisation and inclusion of road reserves in a PoM is therefore not required under the Community Land legislation. However, as they are managed and maintained in a similar manner as similar parcels of classified Community Land, it is appropriate to include them in this PoM. Where appropriate, Council will close these roads and classify them as Community Land under the LG Act.

**Permissible uses / future uses**

Community land is valued for its important role in the social, intellectual, cultural, spiritual and physical enrichment of residents, workers, and visitors to the Penrith City Council area.

The intrinsic value of community land is also recognised, as is the important role this land plays in biodiversity conservation and ecosystem function.

Council encourages a wide range of uses of community land and intends to facilitate uses which increase the activation of its land, where appropriate. Within buildings, swimming pools, and recreational and sporting facilities, Council intends to permit and encourage a broad range of appropriate activities.

The use of community land is often supported by appropriate ancillary permanent and temporary infrastructure such as playground equipment, amenity blocks or food kiosks.

The general types of uses which may occur on community land categorised as Park, Sportsground, General Community Use and Natural Area, and the forms of development generally associated with those uses, are set out in tables in the relevant category section in this PoM.

**Guidelines and Core Objectives for General Community Use**

Land to be categorised as General Community Use is defined in Section 106 of the *Local Government (General) Regulation 2021* as land that may be made available for use for any purpose for which community land may be used, and **does not** satisfy the definition of natural area, sportsground, park or area of cultural significance.

The core objectives for community land categorised as general community use, as outlined in Section 36I of the LG Act, are to:

- promote, encourage and provide for the use of the land
- provide facilities on the land, to meet the current and future needs of the local community and of the wider public:
  - in relation to public recreation and the physical, cultural, social and intellectual welfare or development of individual members of the public, and
  - in relation to purposes for which a lease, licence or other estate may be granted in respect of the land (other than the provision of public utilities and works associated with or ancillary to public utilities).

**Management Strategies**

The effective implementation of sound and effective management practices for land classified for General Community Uses within the City of Penrith is a high priority of Council.

General Community Use land provide benefits the city in term of allowing for a broad range of facilities that meet the needs for all members of the community.

This PoM establishes a framework for the management of General Community Use land in accordance with the LG Act. Council's objectives of this PoM are to:

- assist in the development of pro-active land management strategies and policies for General Community Use areas within Council's operational structure
- plan the efficient distribution of General Community Use land to meet the needs of existing and proposed communities
- establish strategies that provide for sustainable and environmentally safe management practices for General Community Use land and associated facilities
- maximise the efficient use of all existing facilities
- provide a means for the monitoring the environmental management of Council operations on the lands
- to establish a review for the PoM.

## Key issues

The key issues to be addressed by this plan relate to the efficient operation and management of land categorised as General Community Uses and their role in the community. These are:

1. Recreation/ Land Use
2. Asset Maintenance and Management
3. Environmental Management
4. Community Access and Use
5. Community Engagement
6. Safety and Risk Management
7. Landscape Character and Design
8. Animal Control

**Recreation / Land Use Planning**

The Penrith Local Government land continues to experience growth and is a City which is transforming. To accommodate this growth, it is vital that present and future communities have access to General Community Use land and that services and infrastructure meet their needs through all stages of life.

In striving for this, the actions in this PoM sets a framework for the creation of an active, safe, healthy, and vibrant City with actions. Key planning issues, current and emerging for community land suitable for general community use include:

- Capacity of spaces is often limited by poor topography, drainage issues, easements, land size, ancillary facility configuration and management practices.
- Population growth, changing demographics, and changing community needs, uses and emerging trends.
- Ensuring the quantity, quality, and distribution of community land suitable for general community use areas matches current and future population needs.
- Development of infrastructure in the City, particularly transport corridors and housing, will impact availability of land and existing sites into the future.
- Limited financial resource availability for acquisition, facility upgrades and improvements.
- Lack of available user group strategic plans and prioritised facility plans/ facility strategies

**Asset Maintenance and Management**

Much of the existing facilities located in General Community Use land is a legacy of historical provision 30+ years ago. Many facilities are not fit for purpose due to the location, design, condition or functionality of the space provided. In addition, community demand and needs have changed as has how the community use the facilities provided in General Community Use areas.

Strategic Asset Management and Asset Maintenance (both scheduled/programmed and reactive) are key operational functions of Council. The effectiveness of their implementation are critical to ensuring sustainable, safe and well maintained facilities for user groups to function effectively throughout the year and to provide the widest possible

opportunities for participation. They are also critical to Council realising its Resource Strategy in terms of financial efficiency.

Key asset management and asset maintenance issues include;

- Community/ancillary facilities are ageing in condition and there are limitations in terms of design and function, particularly in accommodating changing requirements and community needs and attracting use by all sectors of the community.

- Condition, design and fitout of assets impact and limit the usage capacity.

- Location of facilities impact asset condition, specifications for construction and Council budgets e.g., near floodways, detention basins, on steep hills etc.

- Increasing costs of renewal, maintenance and improvements to community facilities / ancillary facilities and the needs and expectations to have quality facilities, given existing and future resource availability.

- Ensuring provision of facilities in new housing release areas have architectural / artistic merit, reflecting the needs of the community, as well as considering factors such as usage, functionality and maintenance costs.

- Maintaining and implementing Strategic Asset Management Plans, and programmed/scheduled maintenance programs, including sustaining asset inspection regimes.

- Developing effective management and service delivery standards which can be regularly reviewed through customer engagement and benchmark tools.

- Responding to increased need for reactive maintenance requests such as removal of rubbish, repair vandalised facilities, equipment malfunction reported by the community and user groups.

Community facilities (eg community centres, halls, seniors centres etc) located on General Community Uses land will be managed in accordance to adopted Council policy and procedures. Users will be required to adhered to terms and conditions of use as stipulated in lease or licence agreements unless otherwise approved by Council.

**Environmental Management**

Council recognises how important it is that a balance is maintained when providing open space and preserving and maintaining the environment and other green infrastructure.

The City encompasses a network of rivers, creeks and waterways which are an important ecological, hydrological, recreational, and cultural resource.

In terms of biodiversity, Penrith has a diverse range of native species and vegetation communities, Bushland and remnant vegetation is important to provide habitat for native species, help cool the environment and support clearer waterways and air. It contributes to the City's identity and is irreplaceable.

Many General Community Use land lack substantial planting of trees and other vegetation. Therefore existing remnants of native vegetation adjacent to/ within General Community Use areas are often threatened by current management practices such as fire protection, weed invasion and isolation from other natural areas.

Climatically, the City is getting hotter and weather events are becoming more extreme. Council has developed the 'Cooling the City Strategy' which has a range of actions to increase green infrastructure, Water Sensitive Urban Design (WSUD), policy development and ongoing engagement across the City.

Key issues in relation to environmental management include:

- Developing innovative ways to maintain and develop new management practices to balance access and risk and more extreme climatic conditions, whether that is; new irrigation, water harvesting, rain water tanks, solar technology, reviewing mowing regimes, increasing shade cover, increasing tree canopies and the like.

- Improving, planning for, and creating and designing facilities that support environmental sustainability and recognise the environmental value of the site, as well as strategies such as Cooling the City.

- Improving the liveability of the City and protection of the natural environment through the presentation, maintenance, and operation of General Community Use Land in an environmentally sustainable manner.

- User groups operations need to consider the environmental sensitivity of the adjoining area.

**Community Access and Use**

The provision of General Community Uses land across Penrith is both extensive and diverse. As the demographic structure of the City changes, so will the demands of our community and we must manage General Community Use land and adapt to ensure long-term relevance and sustainability.

Access to General Community Use land, where provided, will be safe for general purpose use.

The PoM recognises Council's intentions to manage General Community Use land and associated facilities by:

- Being responsive to the changing uses of the community.

- Taking a consistent approach to the overall management (including lease agreements), functionality and maintenance of facilities within the limitations of allocated budgets and environmental conditions.

- Providing the physical infrastructure and services that provide appropriate and inclusive, sustain usage demand, are fit for purpose and, which ensure the safest possible environment for public use.

- Establishing funding mechanisms to improve opportunities for access and infrastructure improvements, including recognising the need for a contribution system from user groups.

- Working with facility management groups to ensure that they are provided with support to enable good governance, sustainable operations and facility planning and development.

Council will ensure that General Community Use land has definable boundaries to discourage the land being used by unauthorised vehicles that could potentially causing damage to the land.

In instances where the land is temporarily being used for residential purposes, then public access to the property will be prohibited.

Access to the land for purposes of agistment of animals and/or livestock, will be considered where appropriate and authorised by way of a temporary licence agreement with Council.

Generally, car-parking areas should not occupy valuable community land but be positioned to minimise the impact on the area or facilities they serve and the safety of visitors.

Parking on any Council land, apart from in designated parking areas, is not permitted without prior authorisation from Council. Council may, where appropriate, approve parking on grassed areas or other non-designated car parking areas for approved activities (eg maintenance vehicles and vehicles involved in the delivery of goods for an event where permitted.) Emergency vehicles are exempt from this clause.

**Community engagement**

Good neighbour relations are important in the management of General Community Use land and associated facilities. In addition, neighbours and community make valuable contributions to the planning and management process of General Community Use land facilities as well as informing Council of any ongoing issues.

Noise, anti-social behaviour, and vandalism effect those who use the facilities provided in general community use land and neighbouring properties.

Council is committed to establishing and maintaining good relationships with adjoining landowners and occupiers, and general community land users, as well as promoting a culture of respect and accountability between all stakeholders.

Successful relationships will be established through implementing actions to address key issues, including;

- Maintaining sufficient Council resources to manage and administer user group and community relationships and ensure active and regular engagement .
- Managing the expectations of community groups and users of general community uses land where appropriate.
- Creating the opportunity for community consultation to be undertaken in the preparation of design of general community use land and associated facilities.
- Monitoring car parking associated with general community use land to ensure adequate facilities and reduce possible conflict with surrounding residents.
- Managing the use of facilities located on general community use land through contemporary licence agreements, terms and conditions of hire, and providing support to user groups and volunteer management groups where applicable.

**Safety and Risk Management**

Public safety is of the utmost importance in the management and maintenance of general community use land and associated facilities. Council will actively identify, monitor and manage public risk through progressive and responsive mechanisms. Community involvement in the recognition and remediation of public risk will be encouraged.

Council has a statutory responsibility to provide facilities that meet relevant Australian Standards and is obliged under common law to take appropriate steps to protect people from reasonably foreseeable risk or harm in the use of public spaces and public assets.

The key issues in terms of safety and risk management which are addressed by the actions in this PoM are:

- Planning and design of general community uses land, and associated infrastructure provision, to assist in reducing opportunities for vandalism and anti-social behaviour to occur.

- Ensuring that general community uses land have definable boundaries, including the provision of fences (or similar) and gates where applicable to discourage non-authorised access to the land, or a conflict of use.

- Ensuring that general community uses land and associated facilities/infrastructure are planned and provided in a safe configuration and meet the required legislation and regulations.

- The management of alcohol consumption.

- Maintenance and repair schedules being implemented which ensure that facilities are safe to use and fit for purpose.

- Responding to vandalism (e.g. grafitti, vehicular damage, broken glass, burning bins/cricket wickets and other infrastructure)

- Managing user groups to ensure that their administration and operations promote the safe use of community open space.

- Addressing inconsistencies in signage and information in terms of visibility and information provided.

**Landscape Character and Design**

Landscape designs of General Community Use areas need to be sympathetic to the existing setting, its landscape values or the unique character and features of each site. The inherent landscape features need to be retained, and where possible enhanced, when developing General Community Use areas. Areas of focus are;

- Finance is not often available to undertake landscaping designs and maintenance for all General Community Use areas.
- The entrances and landscaping of General Community Use areas is often poor.
- Flooding is a constraint to the design and use of some General Community Use areas.
- Consideration of Safer by Design principles should be incorporated into new designs for facilities to improve safety of users and staff and reduce the incidence of crime.

**Animal Control**

In the interest of public safety and health, implement management strategies to effectively manage native fauna, domestic stock and feral animals.

Dog usage of public land shall be undertaken in accordance with the Council's Dog Management Strategies.

Under the requirements of section 14 of the Companion Animals Act dogs are always prohibited (whether on or off leash) in the following places:

- Within 10 metres of children's playground equipment
- Food preparation areas such as public barbeques and kiosks
- Active recreation areas such as sports fields, ovals and courts (if declared by Council under resolution)
- Public bathing areas such as public swimming pools

Special approval is required from Council to bring domestic animals onto general community uses land and/or into associated facilities (eg petting farm). These requests must be submitted through the booking application process and documented in the licence agreement. Strict conditions of hire will apply.

**Permissible uses / future uses**

Community land is valued for its important role in the social, intellectual, cultural, spiritual and physical enrichment of residents, workers, and visitors to the Penrith City Council area.

The intrinsic value of community land is also recognised, as is the important role this land plays in biodiversity conservation and ecosystem function.

Penrith City Council encourages a wide range of uses of community land and intends to facilitate uses which increase the activation of its land, where appropriate. Within buildings, swimming pools, and recreational and sporting facilities in particular, Penrith City Council intends to permit and encourage a broad range of appropriate activities.

The use of community land is often supported by appropriate ancillary development such as playground equipment, amenity blocks, food kiosks or permanent storage facilities.

The general types of uses which may occur on community land categorised as General Community Use and the forms of development generally associated with those uses, are set out in Table 1. below. The facilities on community land may change over time, reflecting the needs of the community.

The anticipated uses and associated development identified in the table are intended to provide a general guide. The terminology used is not intended to impose an exact meaning.

**Table 1. Permissible use and development of community land categorised as General Community Use by Council**

| Purpose/Use, such as… | Development to facilitate uses, such as… |
|---|---|
| Providing a location for, and supporting, the gathering of groups for a range of social, cultural or recreational purposes. | Development for the purposes of social, community, cultural and recreational activities, such as libraries, childcare centres, community centres, youth services, aged services, men's sheds, health services, active / passive leisure and recreation facilities. |
| Providing multi-purpose buildings or facilities (for example, community halls and centres) with a variety of community uses such as:<br>• casual or informal recreation<br>• meetings (including for social/support, recreational, educational or cultural purposes)<br>• functions (private or business)<br>• concerts, including all musical genres<br>• performances (including film and stage)<br>• exhibitions<br>• fairs and parades<br>• workshops<br>• Kiosk, café and restaurant purposes.<br>• leisure or training classes<br>• child care (for example, before and after school care, vacation care) | Development includes:<br>• provision of buildings or other amenity areas to facilitate use and enjoyment by the community<br>• development (particularly within buildings) for the purposes of addressing the needs of a particular group (for example, a stage, meeting rooms and halls)<br>• Development for the purpose of a kiosk, café or restaurant.<br>• landscaping and finishes, improving access, amenity and the visual character of the general community area<br>• Outdoor play equipment, shade structures, awnings etc |

| Purpose/Use, such as… | Development to facilitate uses, such as… |
|---|---|
| • designated group use (e.g. scout and girl guide use)<br>• educational centres, including libraries, information and resource centres<br>• entertainment facilities<br>• active cemeteries<br>• caravan parks and camping grounds. | • Ancillary areas (staff rooms, equipment storage, garden sheds etc)<br>• water-saving initiatives such as rain gardens, rain water tanks<br>• energy-saving initiatives such as solar lights and solar panels<br>• car parking and loading areas<br>• advertising structures and signage (such as A-frames and banners) that:<br>  ○ relate to approved uses/activities<br>  ○ are discreet and temporary<br>  ○ are approved by the council<br>• locational, directional and regulatory signage.<br>• Heritage and cultural interpretation, e.g. signs, art installations<br>• Compatible, small scale commercial uses, e.g. computer classes, education tuition |

**Express authorisation of leases, licences and other estates - General Community Use**

Council may resolve to enter into contracts and lease/licence agreements with relevant authorities, organisations, individuals, or companies in relation to the provision of services or utilities in accordance with the objectives of this Plan and legislative requirements.

This PoM **expressly authorises** the issue of leases, licences and other estates over the land categorised as General Community Use, provided that:

- the purpose is consistent with the purpose for which is was dedicated or reserved
- the purpose is consistent with the core objectives for the category of the land
- the lease, licence or other estate is for a permitted purpose listed in the LG Act or the *Local Government (General) Regulation 2021*
- the issue of the lease, licence or other estate and the provisions of the lease, licence or other estate can be validated or allowed by the provisions of the *Native Title Act 1993* (Cth)
- where the land is subject to a claim under the *Aboriginal Land Rights Act 1983* the issue of any lease, licence or other estate will not prevent the land from being transferred in the event the claim is granted
- the lease, licence or other estate is granted and notified in accordance with the provisions of the LG Act or the *Local Government (General) Regulation 2021*
- the issue of the lease, licence or other estate will not materially harm the use of the land for any of the purposes for which it was dedicated or reserved.
- the issue of short term licences pursuant to Section 2.20 of the *Cown Land Management Act 2016*.

A tenure or hire agreement on Crown land may impact native title rights and interests. Any use agreement issued on Crown land must be issued in accordance with the future act provisions of the *Native Title Act 1993* and in accordance with Part 8 of the CLM Act unless native title is extinguished. For Crown land which is not *excluded land* this will require written advice from one of Council's native title managers that it complies with any applicable provisions of the native title legislation.

Table 2. further identifies the purposes for which leases and licences may be issued over the reserves identified in this PoM.

**Table 2. Leases, licences and other estates and purposes for which they may be granted for community land categorised as General Community Use**

| Type of tenure t | Maximum term | Purpose for which tenure may be granted |
|---|---|---|
| Lease | 30 years | • child care or vacation care<br>• health or medical practitioners associated with the relevant facility (for example, nutrition, physiotherapy)<br>• educational purposes, including libraries, education classes, workshops<br>• cultural purposes, including concerts, dramatic productions and galleries<br>• recreational purposes, including fitness classes, dance classes, sports development, games<br>• kiosk, café and refreshment purposes<br>• commercial retail uses auxiliary to community uses eg private gym operator<br>• caravan parks and camping grounds<br>• provision of community services<br>• management of facilities<br>• existing encroachments |
| Licence | 30 years | • use, management and operation of facilities<br>• Social/support purposes (including child care, vacation care)<br>• educational purposes, including libraries, education classes, workshops<br>• recreational purposes, including fitness classes, dance classes<br>• health or medical practitioners associated with the relevant facility (for example, nutrition, physiotherapy)<br>• cultural purposes, including concerts, dramatic productions and galleries<br>• café/kiosk areas<br>• small business operators<br>• sale of goods or services that are ancillary to community land use and reserve purpose, for example flower sales at cemetery<br>• provision of community services including charities<br>• existing encroachments |
| Licence (e.g. seasonal licence) | Short-term<br>Up to 5 years | • public speeches, meetings, seminars and presentations, including educational programs<br>• functions (including commemorative functions, book launches, film releases, balls, and similar activities)<br>• displays, exhibitions, fairs, fashion parades and shows<br>• events (including weddings, corporate functions, and community gatherings, private celebrations)<br>• concerts and other performances, including both live performances and film (cinema and TV)<br>• broadcasts associated with any event, concert, or public speech<br>• engaging in an appropriate trade or business delivering a public address, community events; auctions, markets and similar activities<br>• community and cultural activities, social services and private hire |

| Type of tenure t | Maximum term | Purpose for which tenure may be granted |
|---|---|---|
| Short-term under S2.20 under CLM Act | 1-year | • access through a reserve,<br>• advertising,<br>• camping using a tent, caravan or otherwise,<br>• catering,<br>• community, training or education,<br>• emergency occupation,<br>• entertainment,<br>• environmental protection, conservation or restoration or environmental studies,<br>• equestrian events,<br>• exhibitions,<br>• filming (as defined in the LG Act),<br>• functions,<br>• hiring of equipment,<br>• holiday accommodation,<br>• markets,<br>• meetings,<br>• sales,<br>• shows,<br>• site investigations,<br>• sporting and organised recreational activities,<br>• stabling of horses,<br>• storage. |
| Other estates | | This PoM allows the council to grant 'an estate' over community land for the provision of public utilities and public authorities and works associated with or ancillary to public utilities and public authorities and provision of services, or connections for premises adjoining the community land to a facility of the council, public utility or public authority provider on the community land in accordance with the LG Act. |

This PoM expressly authorises the lease, licence or grant of any other estate over the land specified in Appendix A, and any buildings located on the land specified, for community purposes as determined by Council, for a term not exceeding thirty (30) years. For leases and licences exceeding twenty one (21) years the provisions of section 47 of the LG Act must be applied.

Leases may be granted for exclusive use to any organisation or individuals for any community purpose as determined by Council, on such terms as Council may provide. The purposes must be consistent with the core objectives of land categorised as "General Community Use" as outlined in the *Local Government (General) Regulation 2021*, and other applicable legislative requirements.

Penrith City Council seeks public tenders for entering into a contract for the provision of services to the council under Section 55(f) of the LG Act. Section 46A of the LG Act requires Council to follow a tender process for leases, licences and other estates of community land over 5 years, unless the use agreement is to be granted to a non-profit organisation.

Where a Council has entered into a lease of community land, this PoM authorises Council to consent to a sub-lease of the community land provided such sub-lease is in accordance with the requirements of Section 47C (1)(a) of the LG Act. Where Council has entered into a lease of community land, this PoM authorises Council to consent to a sub-lease of the community land by a sporting club if the sub-lease is for a purpose set out in section 119 of the *Local Government (General) Regulation 2021*.

Licences for a short-term allow multiple and non-exclusive use of an area over a shorter period. A licence may be required where intermittent or short-term use or control of all or part of the community land is proposed. A number of licences for different users can apply to the same area at the same time, provided there is no conflict of interest or would result in the capacity of the facility being exceeded.

Licenses for short-term use or occupation of community facilities in Penrith for a range of purposes may be granted where they are consistent with the reserve purpose and the LG Act.

All short-term use and occupation licence agreements are subject to Council's standard conditions for hire, approval processes, and booking fees. Fees will be in accordance with the fees and charges as published in Penrith City Council's annual Operating Plan and Budget.

Commercial recreation use of general community use for community benefit is permitted by this PoM, providing that this is compatible with carrying capacity of the park and meets the requirements of the legislation, community and Council. Leases, licences and other estates, that achieve public benefit, for commercial recreation are expressly authorised by this PoM

This PoM authorises the current lease and licence agreements until the end of their current terms. Prior to the expiry date, each lease or licence agreement will be reviewed, and renewed if appropriate.

**Appendix C** provides a table of current lease, licence and other occupation agreements on Crown land for which Council is Crown land manager.

Below are further details on authorised activities on land categorised as General Community Use;

**Access for Building Purposes**

Access across community land shall be authorised by this PoM provided that;

- The applicant must comply with Council's application process for a permit
- the access is of a temporary nature
- the works requiring the access is associated with an adjoining property
- a bond in respect of potential damage is held by Council
- Council is in receipt of proof of suitable insurances where requested
- Associated fees (eg hire fees) are paid to Council

**Agistment of Livestock General**

Community Use land by its nature may be suitable for the agistment of livestock or the rental of housing existing on the land at time of purchase. In these instances, it may be appropriate to license the rental activity for the period the land is not required for public recreational purposes. These arrangements shall be authorised by this PoM.

The license shall be for a period not exceeding 5 years and is not subject to public exhibition.

**Animal Training Clubs**

This PoM authorises the granting of a lease or licence to clubs that conduct animal training and other activities. The applicant must comply with Council's application process and hire agreement.

**Casual Hire**

This PoM authorises the granting of a lease or licence for the purpose of casual hiring in general community use areas, provided that the applicant complies with Council's application process and hire agreement.

**Circus**

This PoM authorises the granting of a lease or licence for circus activities and shows to be held in general community use areas, where appropriate, provided that the applicant complies with legislative requirements, Council's application process and hire agreement.

**Community Buildings**

This PoM authorises the granting of a lease or licence of halls and other buildings for community use purposes. The applicant must comply with legislative requirements, Council's application process and hire agreement.

**Community Gardens**

This PoM authorises the development and management of gardens for community use. These gardens may be leased or licensed to community groups to manage if membership of these groups is open to the general community. Applicants must follow Councils Community Gardens Policy, Procedure and Guidelines.

**Easements**

The purpose of the easement must fall within a category identified in s46(1) of the LG Act.

In all cases, the applicant is to be responsible for all costs incurred by Council in the creation of the easement. The process within section 47 of the LG Act must be followed when considering imposing and easement on community land.

The granting of easements over Crown land will be subject to the provisions of the *Native Title Act 1993* and Section 8.7 of the CLM Act.

**Encroachment on Public Land**

In instances where there is an encroachment upon public land (not including Crown land) by a permanent structure, and the structure does not significantly interfere with the functioning of the reserve, Council may consider a lease or licence agreement with the adjoining property owner and recoup a fee as part of that agreement. This lease or licence will be required to be advertised and may not be granted for more than twenty-one years.

On Crown land, Council may utilise Section 2.19 or Section 2.20 of the CLM Act to address encroachments if the tenure is expressly authorised within a Plan of Management.

**Festival, Events, Markets, Ceremonies, Public Address**

This PoM authorises the granting of a lease or licence for the purpose of festivals, events, markets, outdoor theatre, ceremonies and public address to be held in general community use areas. Such leases or licences will provide for the temporary erection of food stalls, stages, seating, and amusement rides, etc. The applicant must comply with all legislative requirements and Council's policies, application process and hire agreement conditions.

**Filming**

This PoM authorises the granting of a lease or licence for the purpose of commercial photographic sessions and filming. The applicant must comply with Council's application process and agreement conditions.

**Helicopters, Hot Air Balloons and Parachute Jumpers**

This PoM authorises the granting of a lease or licence for the purpose of helicopter landing and take-off, provided all other approvals such as use of restricted air space have been granted by the relevant authority. Such a lease or licence may require the temporary erection of exclusion fencing or any other measure required to ensure public safety. The applicant must comply with Council's application process and any conditions imposed on them.

**Memorials**

This PoM authorises the approval for Memorial Park Furniture and Trees as per Council's Policy. The applicant must comply with Council's application process and policy requirements.

**Personal Trainers**

This PoM authorises the granting of a permit for commercial fitness training operations in designated public open space for commercial training activities on a non-exclusive basis.

Applicants must follow relevant Council's policy, guidelines, application process and hire agreement conditions.

**Public Art**

This PoM authorises the granting of a lease or licence for public art installations. The applicant must comply with Council's application process and conditions.

**Restaurants, kiosks and mobile food vendors**

This PoM authorises the granting of a lease or licence or other estate for the purpose of trading such as a kiosk, restaurant or mobile food vendor. The applicant must comply with all regulatory obligations, including the *Food Act 2003* and s68 of the LG Act, Council's application process, agreed contracts and policies.

**Roads**

This PoM authorises the granting of a lease, license or other estate for the purpose of the provision of public access, where the provision of that road is consistent with the core objectives stated herein and where the road is necessary for the enjoyment of that land.

This PoM authorises the granting of a licence for the use of an existing access or fire trail to:

- transport building materials and equipment required in relation to building work that is to be, or is being carried out on land adjoining the community land; or
- to remove waste that is consequential on such work.

Where currently unavailable, access may be permitted (and licensed accordingly) to adjoining land for the above purpose provided no damage to the park is expected. The applicant must comply with Council's application process and permit conditions.

It is a requirement that any Crown land used for the purpose of a public road will need to be acquired by Council.

If a public road is required on Council owned land Council will open the road under the *Roads Act 1993*.

**Signage**

This PoM authorises the erection of signage that includes but is not exclusively regulatory, interpretive, and directional signage within Community Land. The applicant must comply with Council's application process and conditions.

Requests for Signage on a Council building that is not directional signage requires Council approval and must comply with any local or state legislation.

Signage within a park not located on a Building requires review by Council's Asset Team to ensure its compliance with the DCP and any other conditions.

**Storage sheds**

This PoM authorises the granting of a lease or licence for the storage of equipment used by community groups / non-profit organisations where that equipment is regularly used at that locality. The applicant must comply with Council's application process and conditions.

**Street Performers**

This PoM authorises the granting of a licence for the playing of a musical instrument, performance, or singing, for fee or reward. Applicants must follow Council's Street Performer Permit application process to obtain a valid permit and comply with Council's Street Performers Policy.

**Telecommunications**

This PoM authorises the granting of a lease or licence for the development of telecommunication towers on community land. The applicant must comply with Council's application process and conditions. The siting of the Telecommunications Tower must not impact the operations of the user groups or future infrastructure provision at the facility.

Council is unable to issue telecommunication licences on Crown land, all telecommunications licences are to be issued by DPHI - CL.

**Temporary Structures**

This PoM authorises the granting of a lease or licence to organisations to install temporary structures for the purpose of community activities. The applicant must comply with all legislative requirements and Council's policies.

**Other Permitted Activities**

In addition to the uses requiring a lease or licence, this PoM authorises the following uses, to be leased or licensed as appropriate:

**Dogs Off Leash**

This PoM authorises the erection of enclosures, where appropriate, for the purpose of Dog off Leash areas.

**Drones and Model Aeroplanes**

Council authorises the use of drones and model aircraft at approved sites and in compliance with Civil Aviation Safety Regulations Part 101 and CASA's Remotely Piloted Aircraft Systems – licensing and operations Advisory Circular.

**Fireworks, Distress Signal or Model Rocket Propellant**

Council cannot issue a license or lease for the use of fireworks, distress signals or a model rocket propellant on Council Land, as stipulated by SafeWork NSW Guidelines. However, Council may object or impose conditions on an applicant who notifies Council of their intention to use of fireworks, distress signals or a model rocket propellant on Council Land.

An applicant must hold a pyrotechnician or fireworks (single use) license issued by SafeWork NSW by way of the *Explosives Regulation 2013*, before notifying Council Rangers of the intent to use fireworks, distress signals or a model rocket propellant on Council Land. After an assessment Council may object or impose conditions on the applicant.

**Flags**

This PoM authorises the installations of flag poles and flags. The applicant must comply with Council's application process and conditions in addition to relevant federal government protocol (refer to The Australian Government national flag protocols).

**Irrigation**

This PoM authorises the installation of irrigation pipes underground, to irrigate parks. This includes the use of recycled water.

Applicants need to apply for a 'water supply work' approval through Water NSW. This approval authorises its holder to construct and use a specified water supply work at a specified location. Approvals cannot be traded to another property or location. Each approval includes conditions to minimise adverse impacts.

**Stormwater**

This PoM authorises the construction of relevant structures for the purposes of stormwater treatment and or retention as prescribed in s28 of the *Local Government (General) Regulation 2021*.

This plan authorises the continued use of drains, channels and easements and creation of new drains, channels, and easements.

**Structures**

This PoM authorises the building or use of the following structures:

- Walkways
- Pathways
- Work Sheds or Storage required in connection with the maintenance of the land
- Temporary work Sheds or Storage required in connection with the maintenance of adjoining land by public authorities
- Toilets or rest rooms
- BBQ facilities
- Fencing
- Lighting of facilities
- Removal, relocation, or construction of buildings for community use.
- Community Gardens
- Retaining walls
- Water storage tanks
- Garbage Bin Enclosures
- Fencing and Dog off Leash enclosures
- Play equipment, shade structures, outdoor furniture
- CCTV cameras and security technology
- Internal roadways (eg cemeteries)

*Please note that development approvals may be required for the building or installation of some of these structures, in particular major structures / development. Please refer to the Penrith LEP and T&I SEPP for all appropriate development approval requirements.

Where it is proposed to construct or establish a public work[1] on reserved or dedicated Crown land, where native title is not extinguished, prior to approval Council will notify and give an opportunity for comment from any representative Aboriginal/Torres Strait Islander bodies, registered native title bodies corporate and registered native title claimants in relation to the land or waters covered by the reservation or lease as required under the *Native Title Act 1993.*

Where a proposed update of an existing masterplan, capital works program, facilities asset management plan or any other plan is the approving documentation for a public work on Crown land, that approval will not be given unless the requirements of the *Native Title Act*

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[1] A public work is defined as:

*(a) any of the following that is constructed or established by or on behalf of the Crown, or a local government body or other statutory authority of the Crown, in any of its capacities:*

*(i) a building, or other structure (including a memorial), that is a fixture; or*

*(ii) a road, railway or bridge; or*

*(iia) where the expression is used in or for the purposes of Division 2 or 2A of Part 2--a stock-route; or*

*(iii) a well, or bore, for obtaining water; or*

*(iv) any major earthworks; or*

*(b) a building that is constructed with the authority of the Crown, other than on a lease.*

Major earthworks are defined as:

*earthworks (other than in the course of mining) whose construction causes major disturbance to the land, or to the bed or subsoil under waters.*

*1993* have been addressed including the notification and opportunity to comment noted above.

**Conditions of Use**

Approval conditions must be in keeping with the existing relevant Council policies, application process and any conditions of use and may require a resolution from Council.

Fees will be in accordance with the fees and charges as published in Penrith City Council's annual Operating Plan and Budget.

**Restricted Activities**

Activities that are prohibited or restricted within General Community Use Areas include, but are not limited to:

- Camping
- Dogs off leash, unless in designated areas
- Firearms
- Horse riding, unless in designated areas
- Unapproved lighting of fires
- Golf other than on a recognised golf course
- Unapproved remote control vehicles including boats, aeroplanes and cars
- Unauthorised vehicles and motorbikes
- Vandalism and antisocial behaviour
- Unauthorised consumption of alcohol as outline in relevant Council policies, application process and any conditions of use

## Action Plan

Section 36 of the LG Act requires that a PoM for community land details:

- objectives and performance targets for the land
- the means by which the council proposes to achieve these objectives and performance targets
- the manner in which the council proposes to assess its performance in achieving the objectives and performance targets.

The tables below set out these requirements for community land categorised as Community Use - General.

**Recreation / Land Use Planning**

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| To enhance recreational opportunities and other approved uses of General Community Use land | Passive recreation activities permitted such as walking, photography, bird watching and other unstructured recreation<br><br>Social, educational, cultural, leisure activities are permitted where appropriate | Refer to the Sport and Recreation strategy for a review of General Community Use areas.<br><br>Relevant application, assessment and approval process adhered to where required<br><br>Enter in appropriate Leasing/Licensing Agreement subject to council approval | General Community Use areas are used for passive recreation<br><br>General Community Use land is used for a range of approved activities |
| To provide for community use and access to the land in such a manner as will minimise damage caused by human intrusion | Restrict the following activities except in areas designated: Camping, caravans, off road recreation<br><br>Unauthorised vehicles prohibited, as identified by signs<br>Activities restricted to specific areas, times, or seasons where this is necessary to achieve the objectives of the plan. | Restrict inappropriate recreational and other activities where unacceptable disturbance is being caused.<br><br>When necessary, areas are cordoned off from the public. Signage and use of advertising may be appropriate to inform the public | Reduction in number of complaints and the amount of damage caused<br><br>Use of unauthorised vehicles within General Community Use areas reduced<br><br>Less damaged caused |
| Informal Recreation e.g. Ball, Frisbee | Informal recreation and other suitable activities are permitted within the General Community Use Area. | Use of regulatory and/or informative signs. | Number of community comments about activity. |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| Outdoor Performance Area | Outdoor performances and performance space provided where appropriate with minimal impact on the community. | Regulation by Council.<br><br>Provision of facility in appropriate locations. | Number of comments received about public acceptance of the outdoor area.<br><br>Number of bookings of facility per annum. |
| Allow outdoor Seating Concessions for approved food related businesses | Licensing or leasing of outdoor seating concessions allowed for approved outdoor dining food related businesses in line with Council's Policy, Guidelines and procedures | Enter in appropriate Leasing/Licensing Agreement subject to council approval | Number of incidents of non-compliance with the terms and conditions of approval and the License or Lease Agreement.<br><br>Number of Leases/Licences issued. |
| Provide appropriate furniture and equipment | Allow for the provision of furniture and equipment that is appropriate for community use | Complement and be consistent with the local theme.<br><br>Appropriate design, siting, use of materials and erection of furniture. | Number of complaints about suitability of the location and the style.<br><br>Number of comments regarding community satisfaction with the opportunity to provide input. |
| Public Art | Allow for public and community artworks in appropriate settings.<br><br>Manage, maintain and decommission. | Co-ordination by relevant Council Officer/s Officer and relevant people involved in the project to identify, commission and erect artworks.<br><br>Comply with Council's Place Making and Public Art Policy | Number of comments about public acceptance.<br><br>Number of public involved in the Project.<br><br>Number of reported incidents of vandalism and damage to artwork. |
| Ensure General Community Use areas do not impact upon adjacent areas | Ensure land use is appropriate to consider noise, lighting and other factors on neighbouring and adjacent properties.<br><br>Restrict community uses for activities that may affect neighbouring lands. | Consider adjacent uses and assess appropriate of uses through community consultation.<br><br>Have management agreements in place. | Compliance management agreements in place with users. |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| Ensure signage / advertising within General Community Use areas does not affect visual quality. | Limit amount of unnecessary signage | Document clear guidelines, application, and approval processes for erection of signs on community land. | Guidelines, application, and approval process documented and followed |
| Ensure all community land is identifiable | All community land to have signage that identifies the land | Install identifying signage and regulatory signage within community use parks where required (except where leased) | Signs installed |
| Consider life cycle costs in the planning and design of capital works | All new capital works programs will include a maintenance budget. | Ensure future maintenance budgets take into account the future requirements of new developments. | Maintenance costs considered for all new works |

**Asset Maintenance and Management**

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| Provide Infrastructure/ facilities that are fit for use | Asset management plans are in place and funded appropriately.<br><br>Supply, install, repair or replace facilities to agreed standards | Fund maintenance programs as determined in asset management plans<br><br>Ensure that facilities are functioning and maintained for usage. | Maintenance programs are completed to standard and budget |
| Reduce the amount of litter and number of dumping incidents | Offenders identified<br><br>Dumped rubbish cleaned up<br><br>Signage and or fencing installed to discourage dumping | Report dumping to Compliance Officers to chase up offenders<br><br>Clean up dumped rubbish as per service levels<br><br>Provide rubbish bins where necessary. | Number of dumping incidents occurring<br><br>Number of cleanup operations required over time.<br><br>Number of signs installed over time.<br>Number of bins installed. |
| Maintain assets to agreed standards | Maintenance costs optimised<br><br>Reduction in damage to general community use areas through management of use.<br><br>Service Level agreements are met.<br><br>Life cycle costs are considered in the design of new assets. | Implement procedures for use for management and use of community facilities and open space. | Compliance to procedures for use of community assets. |
| Reduce the occurrence of vandalism | Vandalism repaired promptly to discourage further vandalism<br><br>Vandalism managed through implementing CPTED principles.<br><br>Facilities locked and access limited where required | Repair any sites that have been vandalized within agreed service levels<br><br>Install lighting where appropriate - carparks or at toilet blocks<br><br>Implement strategies and education to discourage vandalism.<br><br>Liaise with police to avoid vandalism in frequently vandalise sites<br><br>Lock amenity buildings if necessary | Number of sites requiring treatment over time.<br><br>Number of sites being vandalised. |

**Environmental Management**

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| Ensure habitat values are not compromised | Habitat values improved where appropriate<br><br>Community educated to not remove wood for fires from community reserves<br><br>Community encouraged to stay on designated paths | Create habitat corridors through revegetation where possible<br><br>Retain habitat trees | Number of corridors established<br><br>Number of trees retained |
| Reduce impact of high chemical or fertiliser use on users or adjacent areas | Poison use limited.<br><br>Chemicals and fertilisers used appropriately to limit effect on adjacent areas or people<br><br>Community informed of pesticide usage within General Community Use areas<br><br>Stormwater impacts minimised on community land | Assess use of chemicals and fertilisers and their potential effect on the environment and user groups<br><br>Review current practices<br><br>Follow Pesticide Notification Plan<br><br>Conduct a review of stormwater impacts on community land | Assessment conducted<br><br>Current practices reviewed<br><br>Pesticide Notification Policy followed<br><br>Study Completed |
| Ensure best environmental management practices and principles having regard to environmentally sustainable design, resource use and maintenance. | Energy efficiency initiatives implemented<br><br>Water savings initiatives implemented<br><br>Waste reduction initiatives implemented<br><br>Natural heating and cooling used where appropriate<br><br>Sense of place and local identity considered in all design, resource use and maintenance | | Real time measurement.<br><br>Monthly, Quarterly and Annual performance. |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| To reduce the spread of weeds onto Community Land | Reduce the spread of weeds onto community land | Educate neighbours about weeds that are spreading into general community use areas<br><br>Work with local control authority (Hawkesbury River County Council) to educate residents of managing weeds on private land.<br><br>Implement the Council's Weed Control Program<br><br>Implement Council's Bush care program | Weeds entering community land reduced |
| To reduce waste dumping on Community Land | Prevent waste dumping on Community Land | Educate Community through communications.<br><br>Implement surveillance programs for regular dumping areas<br><br>Conduct research on common trends for waste management<br><br>RID squad inspect and investigate illegal dumping and issues fines | Reduction in the amount of waste dumped on Community Land |

**Community Access and Use**

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| Provide the whole community with access to General Community Use areas | The design of green, open and public space should meet Australian standards for mobility and access and should integrate the principles of inclusion for the design and delivery of play spaces.<br><br>Walking tracks/cycle ways constructed where appropriate to improve access to and within General Community Use areas. Paths should be accessible where possible.<br><br>Parking, including all ability access parking, provided where relevant, considering the effect on residents | Appropriate design for pavements, facilities, structures and parking to comply with Australian Standard and Council's Codes, Policies and Regulations.<br><br>Plan the path of new tracks/cycle ways.<br><br>Upgrade or develop parking facilities when funding is available | Number of paths/cycle ways developed.<br><br>Number of reported accidents and comments of user conflicts.<br><br>Number of community comments about the provision of access ways. |
| Ensure that essential pedestrian and vehicular access through or into General Community Use areas minimises the impact on the area | Unauthorised access to General Community Use areas prevented.<br><br>Existing roads, parking areas and walking tracks maintained within General Community Use areas to ensure safety and prevent erosion<br><br>Authorised and unauthorised parking managed in General Community Use areas<br><br>Entry for authorised vehicles for maintenance, emergency service and patrols allowed | Close non-essential vehicular access.<br><br>Stop permanent or temporary use of tracks through General Community Use areas for access to private lands.<br><br>Inspect roads, parking areas and walking tracks annually and maintain when necessary<br><br>Provide appropriate parking facilities and signage<br><br>Use of traffic control devices such as boom gates, barriers and bollards. Provide gate keys to appropriate emergency services | Number of tracks closed successfully<br>Number of access points closed.<br><br>Roads and Paths maintained.<br><br>Comply with traffic management plans for events.<br><br>Areas affected by unauthorised parking<br><br>Number of access ways provided (lineal measure). |

**Community Engagement**

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Measure of performance against targets |
|---|---|---|---|
| To involve the community in the management of General Community Use areas | Involve the Community and stakeholders in the design of community assets where possible<br><br>Community is involved in the operation and management of community land where appropriate<br><br>Encourage the participation of the community in reporting incidents<br><br>Community volunteer to help with Bushcare and other groups | Implement the Community Engagement Strategy<br><br>Community based committees and clubs are supported by Council<br><br>Respond quickly to incident reports | The community participates in the operation and management of general community use areas |
| Build relationships with the community to be able to best manage issues that arise | Encourage neighbours to notify Council of any concerns regarding vandalism, dumping, noise etc<br><br>Implement objectives under the Customer Promise to improve responsiveness to Community concerns and complaints | Build relations through Council communications. | Concerns followed up promptly |
| To reduce the impact of neighbouring properties on community land | Prevent unpermitted land access across Community Land | Ensure compliance of Council's permit application process to access Council land<br><br>Identify encroachment and dumping of rubbish on and issue cleanup notices | Number of Permits issued, compliance to permit conditions<br><br>Reduction in damage |

**Safety and Risk Management**

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| Ensure the safety of all users when visiting General Community Use areas | All public domain assets shall be installed, maintained, and managed in accordance with acceptable standards | Conduct regular inspections of infrastructure as per levels of service | Regular inspections of key infrastructure undertaken |
| | All works carried out within general community use areas complies with Councils WH&S Policy | Ensure on site safety and inspect contractor operations | All work carried out conforms with WH&S Policy |
| | Encourage community involvement in the recognition and reporting of public risks via the council website | Respond promptly to reports of hazards | Response and remediation of hazards as per agreed service levels |
| | Minimise unsafe usage of the General Community Use areas | Install signage prohibiting specific uses | Number of signs erected |
| | Protect users and staff from harm | Use 'Safer by Design' principles when developing assets | New designs consider Safer by Design principles |
| | To ensure that dog usage is appropriate and undertaken in a responsible manner | Ranger patrols and fines issued for dogs off leash in prohibited areas.<br><br>Provide additional dog off leash areas if appropriate.<br><br>Provision of signage and faeces collection bags where relevant | Number of reports of dogs being off leash in prohibited areas.<br><br>Areas set aside as dog off leash areas<br><br>Reduction of dog faeces complaints and record number of signs |
| | Discourage anti - social behaviour | Provide lighting to improve safety and to act as a deterrent for anti-social behaviour where appropriate.<br><br>Redesign those areas that suffer anti-social behaviour to foster passive surveillance as per Use Safer by Design principles<br><br>Removal of graffiti as per service levels agreements<br><br>Implement Alcohol free zones | Lights erected.<br><br>Reduction in reports of vandalism |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| | Protect the public from sharps hazards | Provide appropriate means of disposal for sharps where appropriate | Suitable disposal bins provided |
| | Have a safe maintenance program in place | Safe Work Method statements and Safe Operation Procedures are in place for all maintenance procedures, including for contractors | Up to date procedures/records |
| | Limit public contact with chemicals whilst in General Community Use areas | Record all chemical spraying and use appropriate signs to indicate affected areas as per the Pesticide Use Notification Plan<br><br>Staff and contractors are trained in the use of chemicals in public outdoor areas and in buildings. | Up to date procedures/records |
| | Public is not under threat from flood during rain events | Close areas that are threatened by flood where possible, until the area is assessed as being safe.<br><br>Council communicate emergency events and closures to the community via social media<br><br>Provide safe flood evacuation routes from riverside areas | Assess and close access to affected areas where possible<br><br>Access routes have been assessed for safe evacuation |
| | Ensure the public is not under threat from Fire | General Community Use areas are to be closed from the public whilst there is a high threat of fire entering the reserve.<br><br>Ensure barbecues are in designated formal picnic areas only, with a minimum cleared distance of 20 metres to bushland and provision of reticulated water supply on site<br><br>Barbecues where possible shall not require timber for fuel.<br><br>All Council owned barbeques are electric | Parks and reserves closed at appropriate times<br><br>All Barbecues are located in appropriate sites<br><br>Fire procedures are in place for any fires that require wood or fuel through a hire event<br><br>No BBQ's or campfires with open flames are bought into the council reserve |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| | Ensure the public are not at risk from Bushfires | Council communicate emergency events and closures to the community via social media.<br><br>Maintain asset protection zones<br><br>Maintain registered fire trails within the LGA to NSW RFS standards | Maintenance performed |
| Security | Maintain a secure public environment within General Community Use facilities. | Installation of security systems where appropriate<br><br>Management of security patrols when required.<br><br>Appropriate fencing and lighting.<br><br>Community education.<br><br>Use of regulatory signs.<br><br>Liaison with Police.<br><br>Appropriate design, siting and materials. | Number of complaints in relation to security<br><br>Number of ordinance investigations and prosecutions.<br><br>Number of public liability claims against Council. |

**Landscape Character and Design**

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Measure of performance against targets |
|---|---|---|---|
| Ensure that the landscape character of General Community Use areas is retained | Any structures, signs, paths, planting etc should be sympathetic to the existing setting, its landscape values, heritage and unique character.<br><br>Retain and enhance where possible, inherent landscape features.<br><br>Comply with any Council open space landscape standard design guidelines and construction specifications, strategies and policies | Plan and design appropriately, including materials selection and colour schemes<br><br>Approval of Council staff for all designs before construction<br><br>Landscape designs to enhance landscape features<br><br>Identify and allocate appropriate budgets for maintenance of landscape<br><br>Develop design guidelines | Landscape plans are approved by council and meet Council's vision<br><br>Design reflect the objectives of the designs or master plans, as developed by the community<br><br>Landscape features retained<br><br>Budgets are allocated to the maintenance of landscapes |
| Consider constraints and opportunities such as flooding, geo-tech, services, native vegetation, etc. when siting facilities. | Full assessment and consideration of all factors are done before design commences.<br><br>All opportunities and constraints of a site are considered in the design of infrastructure | Engagement of all stakeholders.<br><br>All investigative studies and surveys completed to inform design.<br><br>Assess impact of flood on structures when deciding on suitable location and design | Efficient process in the assessment and design of landscapes<br><br>Coordinated approach to the design and delivery of all infrastructure |
| Consider adjacent land use when enhancing and managing community land | Manage environmental concerns on community land adjacent to natural areas, considering habitat, aesthetic, and shade values of trees. | Retain trees for habitat value as well as shade and aesthetic values where possible<br><br>Weed removal | Habitat trees retained |
| Landscape is designed and managed using sustainability principles | All landscape considers sustainability principles in design and maintenance | Comply with the standards and policies of Sustainability (e.g. cooling the city strategy, water sensitive urban design) | All landscape is sustainable |

**Animal Control**

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Measure of performance against targets |
|---|---|---|---|
| Protect Native Fauna | Protection of native and endangered species and their habitats and control of introduced species in accordance with the *National Parks and Wildlife Act 1974*, and any other relevant Act. | Use of regulatory signs.<br><br>Maintain natural habitat and installation of habitat boxes<br><br>Work with WIRES or national parks if we identify native animals on council reserves<br><br>Check pouches of roadkill for offspring<br><br>Removal of snakes if they enter the grounds of a community facility or populated areas | Assess if habitat boxes have been inhabited<br><br>Reduction in the number of roadkill<br><br>Provide reports to local land services on roadkill numbers |
| Manage domestic and stock | Prohibit the entry of horses except in designated areas.<br><br>Pets to be on leash unless authorised<br><br>Educate the community on regulations under the Companion Animal act for domestic and stock | Community education and involvement in monitoring.<br><br>Issue fines for animals that are not under the full control of owner /handler. | Complaints about off leash dogs, attacks, and waste. |
| Minimise the impact of feral animals | Removal or cull of feral animals in breeding numbers. | Educate rural residents on notifying Local Land Services on pest identification<br><br>Support LLS for the education of pest management (baiting, etc) | Complaints about feral animal numbers.<br><br>Notifications to LLS on pests<br><br>Number of roadkill. |
| Minimise the impact of invasive animals. | Educate the community in the role of council in managing magpies, bats and other problematic birds. | National Parks is responsible for invasive bird control. | |

# APPENDIX

**Appendix A Land Categorised as General Community Uses**

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| CAMBRIDGE GARDENS | Girl Guides Hall | 26 Trinity Drive CAMBRIDGE GARDENS NSW 2747 | Lot 1 DP 616881 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 125 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 126 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 127 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 128 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 129 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 130 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 131 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 132 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 133 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 134 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 135 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 136 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 137 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 138 DP 1868 | Penrith City Council | No | General Community Use | RE1 |

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 139 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 140 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 141 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 142 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 143 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 144 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 145 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Cambridge Park Hall & Allsopp Oval & Paterson Oval | 97 Oxford Street CAMBRIDGE PARK NSW 2747 | Lot 146 DP 1868 | Penrith City Council | No | General Community Use | RE1 |
| CAMBRIDGE PARK | Drainage Reserve | 58a College Street CAMBRIDGE PARK NSW 2747 | Lot 26 DP 28296 | Penrith City Council | No | General Community Use | R2 |
| CASTLEREAGH | Castlereagh Hall | 1158-1160 Castlereagh Road CASTLEREAGH NSW 2749 | Lot 1 DP 198257 | Penrith City Council | No | General Community Use | RU1 SP25 |
| CASTLEREAGH | Smith Park | 1147-1159 Castlereagh Road & 6-8 Castle Street CASTLEREAGH NSW 2749<br>Reserve No.: 500480<br>Gazetted: 07/03/1903<br>Purpose: Park, Urban Services | Lot 3 DP 3784 | The Minister for Lands | Yes | General Community Use[2] | RU4 |
| CLAREMONT MEADOWS | Claremont Meadows Youth Centre | 1-3 Myrtle Road CLAREMONT MEADOWS NSW 2747 | Lot 2502 DP 812731 | Penrith City Council | No | General Community Use | RE1 R2 |

[2] Council intends that the whole of Lot 3 DP 3784 is categorised as General Community Use. Council proposes that the Rural Fire Service (RFS) Shed will be relocated to the centre of this parcel, where the current the children's playground is currently located. The rear of the parcel will be used for RFS training and services facility maintenance requirements. The front of the parcel will be a driveway only as Council wishes to retain existing mature trees. The playground will be relocated to the part of the reserve fronting Castle Street.

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| CLAREMONT MEADOWS | Claremont Meadows Community Centre | 172-180 Sunflower Drive CLAREMONT MEADOWS NSW 2747 | Lot 3203 DP 813518 | Penrith City Council | No | CUI – Community Use / Improved | RE1 |
| COLYTON | Colyton Neighbourhood Centre | 30 Jensen Street COLYTON NSW 2760 | Lot 1 DP 1263953 | Penrith City Council | No | General Community Use | R2 |
| CRANEBROOK | Grays Lane Children's Centre | 96-98 Grays Lane CRANEBROOK NSW 2749 | Lot 137 DP 792061 | Penrith City Council | No | General Community Use | RE1 |
| CRANEBROOK | Andromeda Community Centre | 79-81 Andromeda Drive CRANEBROOK NSW 2749 | Lot 911 DP 836641 | Penrith City Council | No | General Community Use | RE1 |
| CRANEBROOK | Castlereagh Cemetery | 77-85 East Wilchard Road CRANEBROOK NSW 2749 | Lot 281 DP 752021 | Penrith City Council | No | General Community Use | RU4 |
| CRANEBROOK | Tamara Children's Centre | 17-35 Hosking Street CRANEBROOK NSW 2749 | Lot 2 DP 1154439 | Penrith City Council | No | General Community Use | B2 |
| EMU HEIGHTS | Blue Emu Children's Centre | 38a Wedmore Road EMU HEIGHTS NSW 2750 | Lot 3019 DP 713606 | Penrith City Council | No | CUI – Community Use / Improved | R2 |
| EMU HEIGHTS | Blue Emu Children's Centre | 21 Salerno Close EMU HEIGHTS NSW 2750 | Lot 3020 DP 713606 | Penrith City Council | No | CUI – Community Use / Improved | R2 |
| EMU HEIGHTS | Blue Emu Children's Centre | 22 Salerno Close EMU HEIGHTS NSW 2750 | Lot 3021 DP 713606 | Penrith City Council | No | CUI – Community Use / Improved | R2 |
| EMU HEIGHTS | Blue Emu Children's Centre | 21a Salerno Close EMU HEIGHTS NSW 2750 | Lot 1 DP 822301 | Penrith City Council | No | CUI – Community Use / Improved | R2 |
| EMU PLAINS | Arms Of Australia - Historical | 127 Great Western Highway EMU PLAINS NSW 2750 | Lot 22 DP 242300 | Penrith City Council | No | General Community Use | RE1 |
| EMU PLAINS | Melrose Hall | 169 Great Western Highway EMU PLAINS NSW 2750<br>Reserve No.: 64919<br>Gazetted: 16/11/1934<br>Purpose: Public Hall | Lot 7040 DP 1055095 | NSW Department of Industry | Crown | General Community Use | RE1 |
| EMU PLAINS | Emu Plains Kids Place Children's Centre | 4 Lawson Street EMU PLAINS NSW 2750<br>Reserve No.: 93915<br>Gazetted: 31/10/1980<br>Purpose: Community Centre | Lot 7042 DP 93967 | NSW Department of Industry | Crown | General Community Use | RE1 |

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| EMU PLAINS | Emu Village B&A Sch & Vac Care | 4 Lawson Street EMU PLAINS NSW 2750<br>Reserve No.: 93915<br>Gazetted: 31/10/1980<br>Purpose: Community Centre | Part Lot 1 DP 650753 | NSW Department of Industry | Crown | General Community Use | RE1 |
| EMU PLAINS | Emu Plains Post Office | 113 Great Western Highway EMU PLAINS NSW 2750 | Lot 11 DP 1056135 | Penrith City Council | No | General Community Use | R2 |
| EMU PLAINS | Drainage Reserve | 37-47 Sommerville Circuit EMU PLAINS NSW 2750 | Lot 34 DP 1105133 | Penrith City Council | No | General Community Use | IN1 |
| EMU PLAINS | Lewers Art Gallery | 84-88 River Road EMU PLAINS NSW 2750 | Lot 34 DP 1114973 | Penrith City Council | No | CUI – Community Use / Improved | R2 |
| ERSKINE PARK | Erskine Park Children's Centre | 57 Peppertree Drive ERSKINE PARK NSW 2759 | Lot 374 DP 713863 | Penrith City Council | No | CUI – Community Use / Improved | RE1 |
| ERSKINE PARK | Drainage Reserve | 25-31 Quarry Road ERSKINE PARK NSW 2759 | Lot 201 DP 1094523 | Penrith City Council | No | General Community Use | C2 |
| GLENMORE PARK | Glenmore Park OOSH & B&A Sch & Vac Care | 3-4 Floribunda Avenue GLENMORE PARK NSW 2745 | Lot 10 DP 807387 | Penrith City Council | No | General Community Use | RE1 |
| GLENMORE PARK | Surveyors Crk Comm Cnt, Public Res, Softball Fld | 143-153 Garswood Road GLENMORE PARK NSW 2745 | Part Lot 700 DP 859470 | Penrith City Council | No | General Community Use | RE1 |
| GLENMORE PARK | Glenmore Park Child & Family Centre | 31 Blue Hills Drive GLENMORE PARK NSW 2745 | Lot 8100 DP 876748 | Penrith City Council | No | General Community Use | R2 |
| GLENMORE PARK | Glenmore Park Youth & Community Centre | Lot 9101 Luttrell Street GLENMORE PARK NSW 2745 | Lot 9101 DP 1022720 | Penrith City Council | No | General Community Use | B2 |
| GLENMORE PARK | Child and Family Centre | 31 Blue Hills Drive GLENMORE PARK NSW 2745 | Lot 8100 DP 876748 | Penrith City Council | No | General Community Use | R2 |
| GLENMORE PARK | Daily Break Cafe | 31 Blue Hills Drive GLENMORE PARK NSW 2745 | Lot 8100 DP 876748 | Penrith City Council | No | General Community Use | R2 |
| JORDAN SPRINGS | Public Reserve | Lot 3137 Greenwood Parkway JORDAN SPRINGS NSW 2747 | Lot 3137 DP 1168995 | Penrith City Council | No | General Community Use | UR |
| JORDAN SPRINGS | Jordan Springs Community Hub | 2-6 Cullen Avenue JORDAN SPRINGS NSW 2747 | Lot 6 DP 1176874 | Penrith City Council | No | General Community Use | UR |
| JORDAN SPRINGS | | 74 Lakeside Parade JORDAN SPRINGS NSW 2747 | Lot 20 DP 1255848 | Penrith City Council | No | General Community Use | UR |

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| KINGSWOOD | Kingswood Neighbourhood Centre | 35 Hargrave Street KINGSWOOD NSW 2747 | Lot 850 DP 1057946 | Penrith City Council | No | General Community Use | B4 |
| KINGSWOOD | Kingswood Neighbourhood Centre | 23-25 Bringelly Road KINGSWOOD NSW 2747 | Lot 851 DP 1057946 | Penrith City Council | No | General Community Use | B4 |
| KINGSWOOD | Chapman Gardens | 25-27 Second Avenue KINGSWOOD NSW 2747 | Lot 25 DP 1069009 | Penrith City Council | No | General Community Use | RE1 |
| KINGSWOOD | | 67a Jones Street KINGSWOOD NSW 2747 | Lot 2 DP 1176279 | Penrith City Council | No | General Community Use | R3 |
| KINGSWOOD | | Lot 461 Jones Street KINGSWOOD NSW 2747 | Lot 461 DP 1093376 | Penrith City Council | No | General Community Use | R3 |
| KINGSWOOD | | 35a Derby Street KINGSWOOD NSW 2747 | Lot 8 DP 1238301 | Penrith City Council | No | General Community Use | SP292 |
| LONDONDERRY | Londonderry Neighbourhood Centre | 358-360 Carrington Road LONDONDERRY NSW 2753 | Lot 14 DP 17634 | Penrith City Council | No | General Community Use | RU5 |
| LONDONDERRY | Londonderry Neighbourhood Centre | 342-356 Carrington Road LONDONDERRY NSW 2753 | Lot 16 DP 17634 | Penrith City Council | No | General Community Use | RU5 |
| LONDONDERRY | Londonderry Tennis Court | 22-26 Muscharry Road LONDONDERRY NSW 2753 | Lot 5 Sec 3 DP 975390 | Penrith City Council | No | General Community Use | RU5 |
| LONDONDERRY | Londonderry Tennis Court | 24 Muscharry Road LONDONDERRY NSW 2753 | Lot 6 Sec 3 DP 975390 | Penrith City Council | No | General Community Use | RU5 |
| LONDONDERRY | Londonderry Tennis Court | 24a Muscharry Road LONDONDERRY NSW 2753 | Lot 7 Sec 3 DP 975390 | Penrith City Council | No | General Community Use | RU5 |
| LONDONDERRY | Londonderry Tennis Court | 26 Muscharry Road LONDONDERRY NSW 2753 | Lot 8 Sec 3 DP 975390 | Penrith City Council | No | General Community Use | RU5 |
| MOUNT VERNON | | Lot 4131 Bowood Road MOUNT VERNON NSW 2178 | Lot 4131 DP 857093 | Penrith City Council | No | General Community Use | C4 |
| MULGOA | Mulgoa Hall | 349 Littlefields Road MULGOA NSW 2745 | Lot 7 DP 2721 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Hall | 347a Littlefields Road MULGOA NSW 2745 | Lot 8 DP 2721 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Hall | 347 Littlefields Road MULGOA NSW 2745 | Lot 9 DP 2721 | Penrith City Council | No | General Community Use | RE1 |

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| MULGOA | Mulgoa Hall | 345a Littlefields Road MULGOA NSW 2745 | Lot 10 DP 2721 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Hall | 345 Littlefields Road MULGOA NSW 2745 | Lot 11 DP 2721 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Hall | Littlefields Road MULGOA NSW 2745 | Lot 46 DP 2721 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Hall | Littlefields Road MULGOA NSW 2745 | Lot 47 DP 2721 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Hall | Littlefields Road MULGOA NSW 2745 | Lot 48 DP 2721 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Hall | Littlefields Road MULGOA NSW 2745 | Lot 49 DP 2721 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Hall | Littlefields Road MULGOA NSW 2745 | Lot 50 DP 2721 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Hall | Littlefields Road MULGOA NSW 2745 | Lot 51 DP 2721 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Hall | Littlefields Road MULGOA NSW 2745 | Lot 52 DP 2721 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Hall | Littlefields Road MULGOA NSW 2745 | Lot 53 DP 2721 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Hall | Littlefields Road MULGOA NSW 2745 | Lot 54 DP 2721 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Hall | Littlefields Road MULGOA NSW 2745 | Lot 55 DP 2721 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Hall | Littlefields Road MULGOA NSW 2745 | Lot 56 DP 2721 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Hall | Littlefields Road MULGOA NSW 2745 | Lot 57 DP 2721 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Park | 1170-1172 Mulgoa Road MULGOA NSW 2745 | Lot 3 Sec A DP 2121 | Penrith City Council | No | General Community Use | RE1 SP25 |
| MULGOA | Mulgoa Park | 1168 Mulgoa Road MULGOA NSW 2745 | Lot 4 Sec A DP 2121 | Penrith City Council | No | General Community Use | RE1 SP25 |

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| MULGOA | Mulgoa Park | 1166 Mulgoa Road MULGOA NSW 2745 | Lot 5 Sec A DP 2121 | Penrith City Council | No | General Community Use | RE1 SP25 |
| MULGOA | Mulgoa Park | 1164 Mulgoa Road MULGOA NSW 2745 | Lot 6 Sec A DP 2121 | Penrith City Council | No | General Community Use | RE1 SP25 |
| MULGOA | Mulgoa Park | 1158-1162 Mulgoa Road MULGOA NSW 2745 | Lot 7 Sec A DP 2121 | Penrith City Council | No | General Community Use | RE1 SP25 |
| MULGOA | Mulgoa Park | 353-355 Littlefields Road MULGOA NSW 2745 | Lot 9 Sec A DP 2121 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Park | 351 Littlefields Road MULGOA NSW 2745 | Lot 10 Sec A DP 2121 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Park | 1158a Mulgoa Road MULGOA NSW 2745 | Lot 24 Sec A DP 2121 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | Mulgoa Park | 1158b Mulgoa Road MULGOA NSW 2745 | Lot 23 Sec A DP 2121 | Penrith City Council | No | General Community Use | RE1 |
| MULGOA | NSW RFS - Mulgoa Brigade | 1194 Mulgoa Road MULGOA NSW 2745 | Lot 100 DP 1280795 | Penrith City Council | No | General Community Use | SP25 RU5 |
| NORTH ST MARYS | North St Marys Neighbourhood Centre | 47-49 Oleander Road NORTH ST MARYS NSW 2760 | Lot 26 DP 30423 | Penrith City Council | No | General Community Use | RE1 |
| ORCHARD HILLS | | 367-369 Mamre Road ORCHARD HILLS NSW 2748 | Lot 23 DP 1114968 | Department of Planning | No | General Community Use | RE1 |
| OXLEY PARK | Ridge Park Hall & Cec Blinkhorn Oval | 103-109 Great Western Highway OXLEY PARK NSW 2760 | Part Lot 3 DP 793992 | Penrith City Council | No | General Community Use | RE1 |
| OXLEY PARK | Ridge-ee-Didge Children's Centre | 17-23 Woodland Avenue OXLEY PARK NSW 2760 | Part Lot 3 DP 793992 | Penrith City Council | No | General Community Use | RE1 |
| PENRITH | | 40 Bruce Neale Drive PENRITH NSW 2750 | Lot 5 DP 583415 | Penrith City Council | No | General Community Use | RE1 |
| PENRITH | Public Reserve | 2226-2256 Castlereagh Road PENRITH NSW 2750 | Lot 1 DP 866979 | Penrith City Council | No | General Community Use | IN1 |
| PENRITH | Public Reserve | 12 Recreation Avenue PENRITH NSW 2750 | Part Lot 18 DP 14656 | Penrith City Council | No | CUI – Community Use / Improved | R2 |
| PENRITH | Penrith Senior Citizens Centre | 86-96 Station Street PENRITH NSW 2750 | Lot 103 DP 1031340 | Penrith City Council | No | General Community Use | B4 |

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| PENRITH | Cricketers Pavillion | 61 Lord Sheffield Circuit PENRITH NSW 2750 | Lot 1222 DP 1171492 | Penrith City Council | No | General Community Use | RE1 |
| PENRITH | | Lot 104 Woodriff Street PENRITH NSW 2750 | Lot 104 DP 1215261 | Penrith City Council | No | General Community Use | B4 |
| PENRITH | Edwards Place Carpark | Edwards Place PENRITH NSW 2750 | Lot 11 DP 236390 | Penrith City Council | No | General Community Use | RE1 |
| PENRITH | | 71a Derby Street PENRITH NSW 2750 | Lot 12 DP 1241534 | Penrith City Council | No | General Community Use | R4 |
| PENRITH | Edwards Place Carpark | Edwards Place PENRITH NSW 2750 | Lot 12 DP 236390 | Penrith City Council | No | General Community Use | RE1 |
| PENRITH | Edwards Place Carpark | Edwards Place PENRITH NSW 2750 | Lot 13 DP 236390 | Penrith City Council | No | General Community Use | RE1 |
| PENRITH | Edwards Place Carpark | Edwards Place PENRITH NSW 2750 | Lot 14 DP 236390 | Penrith City Council | No | General Community Use | RE1 |
| PENRITH | Edwards Place Carpark | Edwards Place PENRITH NSW 2750 | Lot 15 DP 236390 | Penrith City Council | No | General Community Use | RE1 |
| PENRITH | Reserve | Lot 212 Radcliffe Place PENRITH NSW 2750 | Lot 212 DP 1205092 | Penrith City Council | No | General Community Use | R1 |
| PENRITH | Edwards Place Carpark | Edwards Place PENRITH NSW 2750 | Lot 4 DP 236390 | Penrith City Council | No | General Community Use | RE1 |
| PENRITH | Edwards Place Carpark | Edwards Place PENRITH NSW 2750 | Lot 5 DP 236390 | Penrith City Council | No | General Community Use | RE1 |
| PENRITH | | 69a Derby Street PENRITH NSW 2750 | Lot 6 DP 1238301 | Penrith City Council | No | General Community Use | R4 |
| PENRITH | Edwards Place Carpark | Edwards Place PENRITH NSW 2750 | Lot 6 DP 236390 | Penrith City Council | No | General Community Use | RE1 |
| PENRITH | | 67a Derby Street PENRITH NSW 2750 | Lot 7 DP 1238301 | Penrith City Council | No | General Community Use | R4 |
| PENRITH | Edwards Place Carpark | Edwards Place PENRITH NSW 2750 | Lot 7 DP 236390 | Penrith City Council | No | General Community Use | RE1 |
| PENRITH | Edwards Place Carpark | Edwards Place PENRITH NSW 2750 | Lot 8 DP 236390 | Penrith City Council | No | General Community Use | RE1 |

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| PENRITH | Edwards Place Carpark | Edwards Place PENRITH NSW 2750 | Lot 9 DP 236390 | Penrith City Council | No | General Community Use | RE1 |
| SOUTH PENRITH | | 1 Trent Street SOUTH PENRITH NSW 2750 | Lot 99 DP 727048 | Penrith City Council | No | General Community Use | R2 |
| SOUTH PENRITH | | 217 Evan Street SOUTH PENRITH NSW 2750 | Lot 32 DP 739574 | Penrith City Council | No | General Community Use | RE1 |
| SOUTH PENRITH | Platypus Playground CC | 61 Wardell Drive SOUTH PENRITH NSW 2750 | Lot 22 DP 703827 | Penrith City Council | No | General Community Use | RE1 |
| SOUTH PENRITH | Platypus Playground | 61 Wardell Drive SOUTH PENRITH NSW 2750 | Lot 322 DP 260398 | Penrith City Council | No | CUI – Community Use / Improved | RE1 |
| ST CLAIR | Cook Parade Children's Centre | 41 Cook Parade ST CLAIR NSW 2759 | Lot 68 DP 702772 | Penrith City Council | No | General Community Use | RE1 |
| ST CLAIR | Kindana OOSH Care | 25 Moore Street ST CLAIR NSW 2759 | Lot 42 DP 610847 | Penrith City Council | No | CUI – Community Use / Improved | RE1 |
| ST CLAIR | Strauss Road Children's Centre | 23 Strauss Road ST CLAIR NSW 2759 | Lot 201 DP 622358 | Penrith City Council | No | CUI – Community Use / Improved | RE1 |
| ST CLAIR | Gumbirra Chidren's Centre Pre-Sch & OOSH Care | 97a Cook Parade ST CLAIR NSW 2759 | Lot 3199 DP 701131 | Penrith City Council | No | CUI – Community Use / Improved | RE1 |
| ST CLAIR | Kindana Children's Centre | 25a Moore Street ST CLAIR NSW 2759 | Lot 10 DP 710609 | Penrith City Council | No | CUI – Community Use / Improved | RE1 |
| ST CLAIR | | 41 Cook Parade ST CLAIR NSW 2759 | Part Lot 68 DP 702772 | Penrith City Council | No | General Community Use | RE1 |
| ST CLAIR | | 41a Cook Parade ST CLAIR NSW 2759 | Part Lot 2566 DP 263157 | Penrith City Council | No | General Community Use | RE1 |
| ST CLAIR | | 41 Cook Parade ST CLAIR NSW 2759 | Part Lot 68 DP 702772 | Penrith City Council | No | General Community Use | RE1 |
| ST CLAIR | Coowarra Cottage Neighbourhood Centre | 1 Coowarra Drive ST CLAIR NSW 2759 | Lot 5 DP 627888 | Penrith City Council | No | CUI – Community Use / Improved | RE1 |
| ST CLAIR | Coowarra Cottage Neighbourhood Centre | 1 Coowarra Drive ST CLAIR NSW 2759 | Lot 6 DP 627888 | Penrith City Council | No | CUI – Community Use / Improved | RE1 |
| ST CLAIR | | 35b Colorado Drive ST CLAIR NSW 2759 | Lot 21 DP 1231344 | Penrith City Council | No | CUI – Community Use / Improved | RE1 |

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| ST MARYS | | 12 Collins Street ST MARYS NSW 2760 | Lot 3 DP 206374 | Penrith City Council | No | General Community Use | R3 |
| ST MARYS | Public Reserve | 224a Carpenter Street ST MARYS NSW 2760 | Lot 7 DP 28951 | Penrith City Council | No | General Community Use | R2 |
| ST MARYS | St Marys Corner Community and Cultural Precinct | 29 Swanston Street ST MARYS NSW 2760 | Lot 1 DP 261871 | Penrith City Council | No | General Community Use | R3 |
| ST MARYS | St Marys Corner Community and Cultural Precinct | 2-6 Mamre Road ST MARYS NSW 2760 | Lot 2 DP 261871 | Penrith City Council | No | General Community Use | R3 |
| ST MARYS | St Marys Corner Community and Cultural Precinct | 29 Swanston Street ST MARYS NSW 2760 | Lot 7 DP 38566 | Penrith City Council | No | General Community Use | R3 |
| ST MARYS | St Marys Corner Community and Cultural Precinct | 29 Swanston Street ST MARYS NSW 2760 | Lot 8 DP 38566 | Penrith City Council | No | General Community Use | R3 |
| ST MARYS | St Marys Corner Community and Cultural Precinct | 29 Swanston Street ST MARYS NSW 2760 | Lot 6 Sec 1 DP 974985 | Penrith City Council | No | General Community Use | R3 SP25 |
| ST MARYS | St Marys Corner Community and Cultural Precinct | 29 Swanston Street ST MARYS NSW 2760 | Lot 7 Sec 1 DP 974985 | Penrith City Council | No | General Community Use | R3 SP25 |
| ST MARYS | St Marys Corner Community and Cultural Precinct | 29 Swanston Street ST MARYS NSW 2760 | Lot 8 Sec 1 DP 974985 | Penrith City Council | No | General Community Use | R3 SP25 |
| ST MARYS | St Marys Corner Community and Cultural Precinct | 29 Swanston Street ST MARYS NSW 2760 | Lot 1 DP 1129978 | Penrith City Council | No | General Community Use | R3 |
| ST MARYS | | Schleicher Street ST MARYS NSW 2760 | Lot 27 Sec C DP 1895 | Department of Planning | No | General Community Use [3] | RE1 C2 |
| ST MARYS | | Schleicher Street ST MARYS NSW 2760 | Lots 1,2 & 4 DP 201850 | Department of Planning | No | General Community Use [4] | RE1 C2 |
| WERRINGTON | Arthur Neave Memorial Hall & Parks Avenue Reserve | 65 Albert Street WERRINGTON NSW 2747 | Lot 1 DP 124238 | Penrith City Council | No | General Community Use | RE1 |
| WERRINGTON | Arthur Neave Memorial Hall & Parks Avenue Reserve | 43 Parkes Avenue WERRINGTON NSW 2747 | Lot 2 DP 746972 | Penrith City Council | No | General Community Use | RE1 |

[3] See Diagrams following this Table for the part of Schleicher St Reserve categorised as General Community Use. Part of this land is also categorised as Natural Area and Park and is addressed in the Plans of Management for those categories.

[4] See Diagrams following this Table for the part of Schleicher St Reserve categorised as General Community Use. Part of this land is also categorised as Natural Area and Park and is addressed in the Plans of Management for those categories.

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| WERRINGTON | Community Hall & Parks Avenue Reserve | 65 Albert Street WERRINGTON NSW 2747 | Lot 1 DP 124238 | Penrith City Council | No | General Community Use | RE1 |
| WERRINGTON | Yoorami Children's Centre | 7-11 Cottage Street WERRINGTON NSW 2747 | Lot 10 Sec E DP 2460 | Penrith City Council | No | General Community Use | RE1 |
| WERRINGTON | Yoorami Children's Centre | 7-11 Cottage Street WERRINGTON NSW 2747 | Lot 11 Sec E DP 2460 | Penrith City Council | No | General Community Use | RE1 |
| WERRINGTON | Harold Corr Community Hall | 13-19 Cottage Street WERRINGTON NSW 2747 | Lot 12 Sec E DP 2460 | Penrith City Council | No | General Community Use | RE1 |
| WERRINGTON | Victoria Street Community Cottage | 21-27 Cottage Street WERRINGTON NSW 2747 | Lot 13 Sec E DP 2460 | Penrith City Council | No | General Community Use | RE1 |
| WERRINGTON COUNTY | Werrington County CC | Cnr Henry Lawson Avenue & John Batman Avenue WERRINGTON COUNTY NSW 2747 | Lot 30 DP 578530 | Penrith City Council | No | CUI – Community Use / Improved | RE1 |
| WERRINGTON DOWNS | Werrianda Children's Centre | 20 Brookfield Avenue WERRINGTON DOWNS NSW 2747 | Lot 103 DP 700213 | Penrith City Council | No | CUI – Community Use / Improved | RE1 |

**Categorisation Diagram – Schleicher Street**



**Appendix B - Legislation Pertaining to Plans of Management**

**Local Government Act, 1993**

Community land must be managed according to the provisions of the Local Government Act 1993 (LG Act) and the *Local Government (General) Regulation 2021*.

The LG Act requires all Council owned land to be classified as either Operational or Community land. Community land is defined as land that must be kept for the use of the general community, and must not be sold. Community land is required to be managed in accordance with a PoM and any other laws regulating the use of the land.

Section 35 of the LG Act provides that community land can only be used in accordance with:

- The plan of management applying to that area of community land.
- Any law permitting the use of the land for a specified purpose or otherwise regulating the use of the land.
- The provisions of Division 2 of Chapter 6 of the Act.

**Crown Land Management Act 2016**

The CLM Act authorises local councils appointed to manage dedicated or reserved Crown land (council managers) to manage that land as if it were public land under the LG Act. Generally council managers will manage land as if it were community land. Under the LG Act, a PoM must be adopted by council for all community land.

Section 3.23(6) of the CLM Act requires council managers to adopt a PoM for any Crown reserve for which it is the appointed Crown land manager, and that is classified as 'community land' under the LG Act.

**Environmental Planning and Assessment Act, 1979**

The *Environmental Planning and Assessment Act 1979* (EP&A Act) provides the framework for planning and development across NSW and guides environmental planning instruments which provide a basis for development control.

On a state-wide level there are State Environmental Planning Policies (SEPPs). On a regional level there are Regional Environmental Plans (REPs). On a local level there are Local Environmental Plans (LEPs) as well as Development Control Plans (DCPs).

On the local level, any land use proposed for any site within this PoM must be consistent with the zoning that is applied to the land by the Penrith Local Environmental Plan 2010 (LEP). Additionally, any land use, building or structure proposed for a site within this PoM may also require development consent under the provisions of the LEP unless it is exempt development.

**State Environmental Planning Policy (Biodiversity and Conservation) 2021**

This planning policy deals with vegetation in non-rural areas and Water Catchments.

The SEPP aims to provide for healthy water catchments that will deliver high quality water while permitting development that is compatible with that goal;

- provide that a consent authority must not grant consent to a proposed development unless it is satisfied that the proposed development will have a neutral or beneficial effect on water quality; and
- support the maintenance or achievement of the water quality objectives for the Sydney drinking water catchment.

**Biodiversity Conservation Act, 2016**

The purpose of this Act is to maintain a healthy, productive and resilient environment for the greatest well-being of the community, now and into the future, consistent with the principles of ecologically sustainable development (described in section 6(2) of the *Protection of the Environment Administration Act 1991*).

**National Parks and Wildlife Act 1974**

Statutory responsibilities on Council arising from this Act specifically relate to the protection of sites of pre and post European contact archaeological significance and the protection of native flora and fauna.

**Local Land Services Act, 2013**

This Act formalised the establishment of Local Land Services which became operational in 2014. *3.*

**Fisheries Management Act, 1994**

The aim of the *Fisheries Management Act 1994* (FM Act) is to conserve, develop and share the fishery resources of the State for the benefit of present and future generations.

This includes the conservation of fish habitats, threatened species, populations and ecological communities of fish and marine vegetation.

Where an area of community land is declared to be critical habitat, or if that area is affected by a threat abatement plan under Part 7A of the FM Act, a site-specific PoM will need to be undertaken.

**Rural Fires Act, 1997**

The *Rural Fires Act 1997* requires the Bushfire Coordinating Committee (BFCC) to establish a Bush Fire Management Committee (BFMC) in each local government area containing a rural fire district, or fire district with a bush fire risk.

One role of the BFMC is to prepare a Bush Fire Risk Management Plan for its area of responsibility.

The strategies established in the bush fire risk management plan address the bush fire hazard, the vulnerability of assets to fire, the safety of the community and fire fighters, the protection of the land and environment from fire. The plan also recognises some aspects of biodiversity can be managed through the application of appropriate fire regimes upon the landscape.

**Heritage Act 1977**

This Act contains provisions for the conservation of items of heritage. Thus, this relates to community land categorised as cultural significance or natural area.

**ICOMOS Charter for the Conservation of Places of Cultural Significance (Burra Charter)**

This charter was drawn up by ICOMOS (International Council on Monuments and Sites) to define the basic principles and procedures to be observed in the conservation of important cultural places. Thus, this relates to community land categorised as cultural significance.

**Water Management Act, 2000**

The objectives of this Act are to provide for the sustainable and integrated management of the water sources of the state for the benefit of both present and future generations and, in particular:

- ecologically sustainable development
- protect, enhance and restore water recourses
- recognise and foster social and economic benefits
- recognise the role of the community
- provide efficient and equitable sharing of water
- management of water sources with other aspects of the environment including native vegetation and native fauna
- encourage the sharing of responsibility and efficient use of water
- encourage best practice management and use of water.

The objectives and principals of the *Water Management Act 2000* can be accessed at www.legislation.nsw.gov.au

**Appendix C - Current Tenures on Crown land**

| Reserve No | Reserve Name | Reserve Purpose | Lot / DPs | Tenure Type | Tenure purpose | To Whom | Period | Expiry date |
|---|---|---|---|---|---|---|---|---|
| 64919 | MELROSE HALL | Public Hall | Whole: Lot 7040 DP 1055095 | Biennual Regular Hire Agreement | Occupation and use of the premises | Australian League – Penrith Squadron | Weekly | 28 November 2024 |
| | | | | | Occupation and use of the premises | Blue Mountains & Penrith District Orchid Society | 2024 - 3 days per week | 15 September 2024 |
| | | | | | Occupation and use of the premises | Native Cockatiel Society of Australia | Quarterly (approx.) | 9 September 2024 |
| | | | | | Occupation and use of the premises | Ready Steady Go Kids | Weekly | 19 December 2024 |
| | | | | | Occupation and use of the premises | Uechi Rya Karate | Weekly | 17 December 2024 |
| | | | | | Occupation and use of the premises | Yukan Kai Karate Do | Weekly | 18 December 2024 |

PENRITH

# PLAN of MANAGEMENT

# Community Land

## Generic Plan for Sportsgrounds

September 2024



PENRITH
CITY COUNCIL

penrithcity.nsw.gov.au

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# KEY INFORMATION

Plan of Management for Community Land – Sportsground

Penrith City Council

xxxx date of adoption

| **Document Control:** | |
|---|---|
| Status: | Draft |
| Date of Issue: | September 2024 |
| Review Date: | September 2034 |
| Document Owner: | Director of City Services |

| **History of Approved Versions** | | |
|---|---|---|
| **Version** | **Date** | **Summary of Changes** |
| 1.0 | 2002 | Draft of Plan of Management for Community Land Sportsground |
| 2.0 | 2022 | Revised Draft of Plan of Management for Community Land Sportsground |

This Plan of Management (PoM) has been prepared by Penrith City Council (Council) and provides direction as to the use and management of council-owned community land and council-managed Crown reserves classified as 'community land' in the Penrith City Council area.

The PoM is required in accordance with Section 3.23 of the *Crown Land Management Act 2016* and Section 36 of the *Local Government Act 1993*.t.

The PoM outlines the way the land will be used and provides the framework for Council to follow in relation to the express authorisation of leases and licence on the land.

This PoM is a generic document covering most of the community land and open space within the Penrith local government area (LGA) categorised as Sportsground.

# INTRODUCTION

On the western side of the Cumberland plains and at the edge of the Blue Mountains lies the Penrith Local Government Area (LGA).

Penrith City is made up of areas that range from rural to urban, from nature reserves and farmland to concentrations of high density living and commercial areas. The most recent ABS Census in 2016 showed there were 196,066 people living throughout the City in 71,111 dwellings in 36 suburbs across the City's 404km2.

Penrith City's population has grown by an average of 2750 people per year for the last 10 years and has gained over 45,600 people since the 1991 Census. By 2036 the forecasted population of the Penrith LGA is 258,195. In planning for the growth of the City, we must recognise the changing composition of our communities and provide the services and social infrastructure that meets their needs through different stages of life.

Penrith is experiencing a period of significant growth. The growth in our communities is both a strength we can build on and a challenge to be managed through ensuring social sustainability for all.

**Purpose of the plan of management**

The *Local Government Act 1993* (LG Act) requires a Plan of Management (PoM) to be prepared for all public land that is classified as 'community land'.

The *Crown Land Management Act 2016 (*CLM Act) authorises council crown land managers (council managers) appointed to manage dedicated or reserved Crown land to manage that land as if it were public land under the LG Act. Therefore, all Crown land reserves, where council is appointed as crown land manager, are also required to have a PoM under the LG Act.

The purpose of this generic PoM is to:

- contribute to the council's broader strategic goals and vision as set out in the Community Plan and the Penrith Sports and Recreation Strategy
- ensure compliance with the LG Act *and* the CLM Act.
- provide clarity in the future development, use and management of the community land
- ensure consistent management that supports a unified approach to meeting the varied needs of the community.

Further information about the legislative context of Crown Reserve plans of management can be found in Appendix C of this document.

Community land open space, generally known as parks, reserves and sportsgrounds, is land under the care, control and management of Penrith City Council (Council). Council will manage this land to meet its vision of a sustainable and prosperous region with harmony of urban and rural qualities with a strong commitment to environmental protection and enhancement.

Community land is a valuable resource in the Penrith LGA, playing an important role in the social, intellectual, and physical enrichment of both children and adults, and having implications for community welfare and wellbeing.

Community land is required to be used and managed in accordance with the following:

- The PoM applying to the land; and

- Any law which permits the use of land for a specific purpose, or otherwise regulates the use of the land. (This includes the *Environmental Planning and Assessment Act 1979* and planning instruments made under the Act).

A PoM should be consistent with any environmental planning instrument applying to that land.

**Change and Review of plan of management**

This PoM will require regular review to align with community values and changing community needs, and to reflect changes in council priorities. Council has determined that it will review the PoM within 10 years of its adoption. However, the performance of this PoM will be reviewed on a yearly basis to ensure that reserves are being managed in accordance with the PoM, are well maintained and provide a safe environment for public enjoyment.

Council may continue to acquire or divest land for the benefit of the community. Land may also come into council's ownership by dedication of land for open space. Council may also be appointed by the Minister as Crown land manager of additional Crown land.

The community will have an opportunity to participate in reviews of this PoM.

**Community Consultation**

This PoM was placed on public exhibition from [XX/XX/XXXX to XX/XX/XXXX], in accordance with the requirements of section 38 of the LG Act. A total of [XX] submissions were received. Council considered these submissions before adopting the PoM.

In accordance with section 39 of the LG Act, prior to being placed on public exhibition, the draft PoM was referred to the Department of Planning, Housing and Infrastructure – Crown Lands (DPHI – CL), as representative of the State of NSW, which is the owner of the Reserve. Council has included in the plan any provisions that have been required by the DPHI – CL.

In addition, a public hearing must be held, in accordance with the requirements of Sections 40(A) and 47(G) of the LG Act if community land, owned by Council, is intended to be either categorised or recategorised.

# LAND DESCRIPTION

The community land that is covered by this document is listed in Appendix A. The land covered by this document is defined by real property identifiers (lots and deposited plans) and reserve numbers (for Crown land only). For more information, please go to the Council Land Register found on the Penrith City Council website: https://www.penrithcity.nsw.gov.au/building-development/planning-zoning/public-land-register

All community lands referred to within this PoM have been categorised as Sportsground (see S.36(4) of the LG Act) and for the purpose of the PoM, this category applies to all land included in Appendix A.

Some open spaces are not covered by this PoM, generally because they need site-specific plans of management to be prepared. Contact the council or refer to the council's website for information about other public land not listed in Appendix A.

### Owner of the Land

The land includes Council-owned land and Crown land owned by the State of New South Wales, which is managed by the council as Crown land manager under the CLM Act, [and other land managed by Council that is community land]. The owner of the land is identified in Appendix A.

# BASIS OF MANAGEMENT

The aims and objective of this PoM are to ensure ongoing development of open space strategies and administrative policies and to guide the management, operation, maintenance, and renewal of facilities to effectively protect and conserve the reserves included within this PoM.

Within the context of the continued provision of Council services regarding these lands, this PoM identifies the recreational values of Sportsgrounds to the community and establishes a means of administering and managing those grounds in an effective, efficient, and sustainable manner.

The LG Act prescribes clear guidelines for categorising community land as Sportsground.

Council intends to manage its community land to meet:

- assigned categorisation of community land
- the LG Act guidelines and core objectives for community land
- restrictions on management of Crown land community land
- the council's strategic objectives and priorities
- development and use of the land outlined in Section 6 of the LG Act.

In 2020 Council, adopted the "Penrith Sport and Recreation Strategy" (The Strategy). This Strategy is a blueprint for the future planning, development, enhancement, and management of our community spaces throughout the wider Penrith LGA.

The Strategy is a valuable document and has been used to help inform the preparation of this Community Land PoM for Sportsgrounds.

The core objectives of the strategy are to:

- Plan for Growth – ensure that the provision and delivery of sport, play, recreation and open space meets the needs of the City's current population and future growth.
- Promote Accessibility and Inclusion – encourage active and healthy lifestyles for all in the community by optimising access and functionality.
- Support Environmental Sustainability – conserve and enhance the City's natural values as an integral part of the landscape of public open space and respond to climate change.
- Create Economic Benefits – foster recreation-based participation, infrastructure development and visitation to the City that benefits the local economy.
- Manage the City's Assets – inform strategic asset management to ensure modern facility provision supported by ongoing maintenance of existing assets.
- Sustainably Resource Strategies – produce sport, recreation, play and open space strategies supported by the appropriate funding sources.
- Monitor and Evaluate Outcomes – review and refine strategies based on key performance indicators.

The Strategy identifies that the vision for open space is to provide an accessible and connected network including a range of active, passive, structured and unstructured opportunities. This network will be managed in a sustainable manner and will offer a range of opportunities and that for current and future generations. More details are provided in the Strategy documentation.

**Categorisation of the land**

All community land is required to be categorised as one or more of the following categories. Where the land is owned by the Crown, the category assigned should align with the purpose for which the land is dedicated or reserved.

The LG Act defines five categories of community land:

- **Park** – for areas primarily used for passive recreation.
- **Sportsground** – for areas where the primary use is for active recreation involving organised sports or the playing of outdoor games.
- **General community use** – for all areas where the primary purpose relates to public recreation and the physical, cultural, social, and intellectual welfare or development of members of the public. This includes venues such as community halls, scout and guide halls, and libraries.
- **Cultural significance** – for areas with Aboriginal, aesthetic, archaeological, historical, technical, research or social significance.
- **Natural area** – for all areas that play an important role in the area's ecology. This category is further subdivided into bushland, escarpment, foreshore, watercourse and wetland categories.

All community lands referred to within this PoM have been categorised as Sportsground and for the purpose of the PoM, this category applies to all land included in Appendix A.

**Guidelines for Community Land to be categorised as Sportsground.**

Section 103 of the *Local Government (General) Regulation 2021* provides that community land should be categorised as Sportsground under Section 36(4) of the LG Act, where the land is used or proposed to be used primarily for active recreation involving organised sports or the playing of outdoor games.

All community land within this PoM meets the criteria listed above.

**Restrictions on management of Crown land**

Council manages the Crown reserves described in this PoM as the Crown land manager in accordance with the CLM Act, or

The use of the Crown land described in this PoM must:

- be consistent with the purpose for which the land was dedicated or reserved
- consider native title rights and interests and be consistent with the provisions of the Commonwealth *Native Title Act 1993* (NT Act).

- consider the inchoate interests of Aboriginal people where an undetermined Aboriginal Land Claim under the *Aboriginal Land Rights Act 1983* exists
- consider and not be in conflict with any interests and rights granted under the CLM Act
- consider any interests held on title.

Crown land is subject to native title rights and interests under the NT Act which must be considered unless:

- Native title has been extinguished; or
- Native title has been surrendered; or
- determined by a court to no longer exist.

Dealings in land or water that affect (impair or extinguish) native title are referred to as 'future acts' and these acts must be done in compliance with the NT Act. The NT Act specifies procedures that must be followed before future acts can be validly done.

Some examples of acts which may affect native title on Crown land or Crown reserves managed by Council include:

- the construction of new buildings and other facilities such as toilet blocks, walking tracks, tennis courts, grandstands and barbecues.
- the construction of extensions to existing buildings.
- the construction of new roads or tracks.
- installation of infrastructure such as powerlines, sewerage pipes, etc.
- the creation of an easement.
- the issue of a lease or licence.
- the undertaking of major earthworks.

On Crown land, a future act undertaken by Council, which is not covered by one of the Future Act subdivisions of the NTA will be invalid.

**Council's strategic objectives and priorities**

Council, in consultation with the community, has developed strategies and plans to identify the priorities and aspirations of the community and the delivery of a vision for the future. They have a direct influence on the objectives, uses and management approach covered by PoMs and can be found on Council's website. The plans of management are integral documents that support Council's Community Plan, Delivery Program and Operational Plan with implementation aligned to Council's Resource Strategy.

The PoM aims to be useful for Council and an informative document to the public. It will provide an ongoing source of information for informed management decision making. However, nothing in this PoM obliges Council to provide any facility or item.

# DEVELOPMENT AND USE

**Development of Community Land in the Penrith LGA**

Development activities allowed on Community Land is subject to both State and local policies. State policies prevail over local policies. The following information is correct at the time of adoption of this PoM but is subject to change.

This PoM does not remove the requirement for a development application under Part 4, or an ecological assessment under Part 5, of the Environmental Planning and Assessment Act 1979 if applicable.

**The T&I SEPP**

Relevant State Government legislation is the *State Environmental Planning Policy (Transport and Infrastructure) 2021*, known as the T&I SEPP. Under Section of the T&ISEPP certain development may be carried out by Council without consent in public reserves under its control. Refer to the T&I SEPP for these development types.

Under Section 2.74 of the T&I SEPP certain development is exempt development if it is carried out by Council in public reserves under its control. Refer to the T&I SEPP for these development types.

**The Penrith Local Environmental Plan (LEP) 2010**

The Penrith LEP 2010 lists development that may be carried out with or without development consent on land that falls under certain land use zones. Refer to the latest Penrith LEP for these development types or contact Penrith City Council Development Services for more information.

**Crown Land**

Some Crown land is managed by Council as the appointed crown land manager. Where this Crown land is classified as community land and categorised as Sportsground it is subject to this PoM and is included in Appendix A

Council manages some other Crown land under Section 48 of the LG Act. While Council controls this land for the Crown, it is not classified as Community Land in accordance with the LG Act, it is not subject to this PoM. Council will work with the DPHI – CL (responsible for the administration of the CLM Act) to ensure the appropriate management of the Crown Reserve System.

**Road Reserves**

Several of Council's smaller open space areas have evolved on land designated as road reserve. These areas do not have identifying lot and Deposited Plan (DP) numbers but do require the dedication of resources to maintain them.

The categorisation and inclusion of road reserves in a plan of management is therefore not required under the Community Land legislation. However, as they are managed and maintained in a similar manner as similar parcels of classified Community Land, it is appropriate to include them in this PoM. Where appropriate, Council will close these roads and classify them as Community Land under the LG Act.

**Permissible uses / future uses**

Community land is valued for its important role in the social, intellectual, cultural, spiritual, and physical enrichment of residents, workers, and visitors to the Penrith LGA.

The intrinsic value of community land is also recognised, as is the important role this land plays in biodiversity conservation and ecosystem function.

Council encourages a wide range of uses of community land and intends to facilitate uses which increase the activation of its land, where appropriate. Within buildings,

swimming pools, and recreational and sporting facilities in particular, Council intends to permit and encourage a broad range of appropriate activities.

The use of community land is often supported by appropriate ancillary permanent and temporary infrastructure, including but not exclusive to, playground equipment, amenity blocks, e.g. toilets, change rooms, canteens, or food kiosks, storage facilities, floodlighting, fences, spectator seating and shelters, and car parking.

The general types of uses which may occur on community land categorised as Park, Sportsground, General Community Use and Natural Area, and the forms of development generally associated with those uses, are set out in tables in the relevant category section in this PoM.

**Guidelines and core objectives for Sportsground**

Sportsgrounds are defined in clause 103 of the *Local Government (General) Regulation 2021* as land used primarily for active recreation involving organised sports or playing outdoor games.

The core objectives for land categorised as Sportsground, as outlined in Section 36F of the L G Act, are to:

- encourage, promote and facilitate recreational pursuits in the community involving organised and informal sporting activities and games, and
- ensure that such activities are managed having regard to any adverse impact on nearby residences.

**Management Strategies**

The effective implementation of sound and effective management practices for Sportsgrounds within the City of Penrith is a high priority of Council.

Sportsgrounds provide benefits the city in term of allowing the development of organised active recreation and sporting facilities meeting a range of needs for all members of the community.

This PoM establishes a framework for the management of Sportsground in accordance with the Act. Council's objectives of this PoM are to:

- assist in the development of pro-active land management strategies and policies for Sportsground within Council's operational structure
- plan the efficient distribution of sporting facilities to meet the needs of existing and proposed communities, as well as local, district, regional and national competition/events and training.
- establish strategies that provide for sustainable and environmentally safe management practices for sportsgrounds
- maximise the efficient planning and use of all existing sporting facilities
- provide a means for monitoring the environmental management of Council operations on the lands
- to establish a review for the PoM

## Key Issues

The key issues to be managed by these strategies relate to the efficient operation and management of sportsgrounds and their role in the community.

Key areas of operational management addressed in this PoM are:

1. Recreation and Land Use Planning
2. Asset Management and Maintenance
3. Environmental Management
4. Community Access and Use
5. Community Engagement
6. Safety and Risk Management
7. Landscape Character and Design
8. Animal Control

**Recreation and Land Use Planning**

The Penrith LG Area continues to experience growth and is a City which is transforming. To accommodate this growth, it is vital that present and future communities have access to sportsgrounds and recreation areas and that services and infrastructure meet their needs through all stages of life.

In striving for this, the actions in this PoM sets a framework for the creation of an active, safe, healthy, and vibrant City. Key planning issues, current and emerging for Sportsgrounds under this PoM, include;

- Capacity of spaces being often limited by poor topography, drainage issues, easements, ground/turf condition, inefficient field and ancillary facility configuration, and user group management practices.
- Population growth, changing demographics, changing sport formats, and emerging community need and trends e.g., informal sports competitions and events.
- Ensuring the quantity, quality, and distribution of Sportsgrounds into the future matches current and future population needs.
- Development of infrastructure in the City, particularly transport corridors and housing, will impact availability of land and existing sites into the future.
- Limited financial resource availability for acquisition, facility upgrades and improvements.
- Lack of available user group strategic plans, prioritised facility plans/ facility strategies, and sports participation development plans.

**Asset Management and Asset Maintenance**

Much existing sport and recreation infrastructure is a legacy of historical provision 30+ years ago and is therefore nearing the end of its useable life. Modern planning methods, building regulations and legislation, and community demand for fit for purpose facilities mean that that many councils are taking stock of their facilities.

Strategic Asset Management and Asset Maintenance (both scheduled/programmed and reactive) are key operational functions of Council. The effectiveness of their

implementation is critical to ensuring sustainable, safe and well maintained facilities for user groups to function effectively throughout the year and to provide the widest possible opportunities for participation. They are also critical to Council realising its Resource Strategy in terms of financial efficiency.

Key asset management and asset maintenance issues include;

- Sportsgrounds/ancillary facilities are ageing in condition and there are limitations in terms of design and function, particularly in accommodating changing requirements and needs of sports, and attracting use by all sectors of the community.

- Condition of assets impact and limit the usage capacity of sportsgrounds e.g., floodlight lux, irrigation systems, field construction.
  - Location of sportsgrounds impact asset condition, specifications for construction and Council budgets e.g., in floodways, detention basins.

- Extended seasonal use impacts condition of facilities e.g., field and turf condition, and greater 'wear and tear' on ancillary facilities such as floodlights reducing life expectancy.

- Increasing costs of renewal, maintenance and improvements to sportsgrounds / ancillary facilities and the needs and expectations to have quality sports facilities, given existing and future resource availability.

- Ensuring provision of facilities in new housing release areas have architectural / artistic merit, reflecting the needs of the community, as well as considering factors such as usage, functionality, and maintenance costs.

- Maintaining and implementing Strategic Asset Management Plans, and programmed/scheduled maintenance programs, including sustaining asset inspection regimes.

- Developing effective management and service delivery standards which can be regularly reviewed through customer engagement and benchmark tools.

- Responding to increased need for reactive maintenance requests such as removal of rubbish, repair vandalised facilities, equipment malfunction reported by the community and user groups.

**Environment Management**

Council recognises how important it is that a balance is maintained when providing sport, recreation, play and open space and preserving and maintaining the environment and other green infrastructure.

The City encompasses a network of rivers, creeks and waterways which are an important ecological, hydrological, recreational, and cultural resource.

In terms of biodiversity, Penrith has a diverse range of native species and vegetation communities. Bushland and remnant vegetation is important to provide habitat for native species, help cool the environment and support clearer waterways and air. It contributes to the City's identity and is irreplaceable.

Climatically, the City is getting hotter and weather events are becoming more extreme. Council has developed the 'Cooling the City Strategy' which has a range of actions to increase green infrastructure, Water Sensitive Urban Design (WSUD), policy development and ongoing engagement across the City.

Key issues in relation to environmental management includes:

- Developing innovative ways to maintain and develop new management practices to balance access and risk and more extreme climatic conditions, whether that is; new irrigation, water harvesting, new turf technology, reviewing mowing regimes, increasing shade cover, increasing tree canopies and the like.
- Improving, planning for, and creating and designing facilities that support environmental sustainability and recognise the environmental value of the site, as well as strategies such as Cooling the City.
- Improving the liveability of the City and protection of the natural environment through the presentation, maintenance, and operation of sportsgrounds in an environmentally sustainable manner.
- Sports ground user groups operations need to consider the environmental sensitivity of the precinct within which the activity is being undertaken.

**Community Access and Use**

The provision of recreation and sports participation opportunities across Penrith is both extensive and diverse. Penrith boasts an environment where traditional sports as well as those less common are played. As the demographic structure of the City changes, so will the sport and recreation demands of our community and we must manage our facilities and adapt to ensure long-term relevance and sustainability.

Council currently has approximately 420ha of sports playing surfaces that create a network of facilities which provide participation opportunities and facility infrastructure that support both the local sports needs of the community, as well as competitions and programs at district, regional, state and national levels.

Council also recognises that sportsgrounds provide unstructured sports and recreation opportunities which provide just as valuable social and community outcomes. Social sport and recreation is an emerging trend as an alternative to formal organised sport. The community is increasingly participating in a range of recreation activities to improve fitness, while lifestyle, adventure and alternative recreation facilities are rising in popularity. Unstructured activities such as Parkrun and other active recreation events are increasingly taking place at sportsgrounds and in open spaces, as are requests for special events.

Council's vision is that Penrith will be acknowledged for its diverse range of affordable, accessible, and inclusive sporting and recreation opportunities, provided in quality environments, which are well utilised by its clubs, associations, and wider community.

To achieve this the actions in this PoM seek to address key issues regarding managing the capacity and use of sportsgrounds, as well as physical access, these include;

- Being responsive to the changing sporting and recreational preferences of the community.
- Ensuring that opportunities for use of sportsgrounds and allocations are made on an equitable basis and, allocations and actual use are monitored in terms of managing capacity.
- Managing extended seasonal use and 'season creep'
- Managing conflicting usage demand for sportsgrounds, ie. shared use of sportsgrounds and the need to accommodate informal, unstructured activities.

- Managing the increased demand from external organisations e.g. educational institutions

- Taking a consistent approach to the overall management (including lease agreements), functionality and maintenance of sportsgrounds and associated facilities within the limitations of allocated budgets and environmental conditions.

- Providing the physical infrastructure and services that provide appropriate and inclusive access to sportsgrounds, sustain usage demand, are fit for purpose and, which ensure the safest possible environment for the public use of sportsgrounds.

- Establishing funding mechanisms to improve opportunities for access and infrastructure improvements, including recognising the need for a contribution system from user groups.

- Working with user groups to ensure that they are provided with support to enable good governance, sustainable operations and facility planning and development.

**Community engagement**

Good neighbour relations are important in the management of sportsgrounds. Neighbours and community users can make valuable contributions to the planning and management process as well as informing Council of any ongoing issues.

Council is committed to establishing and maintaining good relationships with adjoining landowners and occupiers, and sportsground users, as well as promoting a culture of respect and accountability between all sportsground stakeholders.

To achieve this the actions in this PoM seek to address key issues regarding community and user group engagement, including;

- Maintaining sufficient Council resources to manage and administer sports user group and community relationships and ensure active and regular engagement.

- Managing the expectations of community groups and sportsground users.

- Creating the opportunity for community consultation to be undertaken in the preparation of sportsground design.

- Monitoring car parking associated with sportsgrounds to ensure adequate facilities and reduce possible conflict with surrounding residents.

- Managing the use of sportsgrounds through contemporary licence agreements, terms conditions of hire, sportsground user guide and providing support to user groups for their implementation.

**Safety and Risk Management**

It is necessary for Council to have risk management strategies in place, to improve safety on and around sportsgrounds in order to minimise potential losses and to ensure there is the maximum opportunity for use and participation. All visitors attending sportsgrounds, or using adjoining land and infrastructure, must be able to do so in a safe environment.

Council is committed to actively identifying risk and monitoring and managing public risk through progressive and responsive mechanisms. Community involvement in the recognition and remediation of public risk will be encouraged.

The key issues in terms of safety and risk management which are addressed by the actions in this PoM are:

- Planning and design of sportsgrounds, as well as infrastructure provision, to assist in reducing opportunities for vandalism and anti-social behaviour to occur, as well to provide a safe participation and visitor environment.
- Ensuring that sportsgrounds have definable boundaries, including the provision of fences (or similar) and gates to discourage non-authorised access to the land, damage to fields, or a conflict of use.
- Ensuring that sportsgrounds and ancillary facilities/infrastructure are planned and provided in a safe configuration and meet the required legislation and regulations.
- The management of alcohol consumption at sportsgrounds.
- Maintenance and repair schedules being implemented which ensure that facilities are safe to use and fit for purpose.
- Responding to vandalism (e.g., graffiti, vehicular damage, broken glass, burning bins/cricket wickets and other infrastructure)
- Managing sportsground user groups to ensure that their administration and operations promote the safe use of community open space.
- Addressing inconsistencies in signage and information regarding sportsgrounds in Penrith, in terms of visibility and information provided.

**Landscape Character and Design**

Council's sportsgrounds contribute to the natural, visual, landscape and heritage qualities of the City and link within the network of open spaces across the City, as well as to other community facilities such as schools, shops, and adjoining residential areas. Key issues considered in developing a plan of management actions for landscape character and design include;

- Landscape designs of Sportsgrounds should consider the existing setting, its landscape values or the unique character and features of each site.
- Enhancement and expansion of walking and cycling linkages to sportsgrounds to encourage access by all members of the community.
- Financial limitations to undertake landscaping designs, renewal works and maintenance for all sportsgrounds.
- Balancing functionality of sportsgrounds and spectator amenity with the need to preserve bushland and the environment.
- Location of sportsgrounds and constraints that provide limitations e.g. flooding.

**Dog/Animal Exercise Areas**

Council recognises the need for the community to have access to open space for dog/animal exercise areas. It also recognises the need for this access to be managed in the interest of public safety and health, through strategies to effectively manage native fauna, domestic stock and feral animals.

- There is increasing demand for 'off leash' dog areas.

- There is a need to comply with section 14 of the *Companions Animals Act 1998* which states that dogs are always prohibited (whether on or off leash) in the following places:
  - Within 10 metres of children's playground equipment
  - Food preparation areas such as public barbeques and kiosks
  - Active recreation areas such as sports fields, ovals and courts (if declared by Council under resolution).

- Other authorised use of sportsgrounds could include horse riding among others activities and there is a need for such activities to be undertaken in the City at appropriate, non-sportsground facilities.

**Permissible uses / future uses**

The general types of uses which may occur on community land categorised as Sportsground, and the forms of development generally associated with those uses, are set out in Table 1. below. The facilities on community land may change over time, reflecting the needs of the community.

The anticipated uses and associated development identified in the table are intended to provide a general guide. The terminology used is not intended to impose an exact meaning. For example, a reference to 'football' includes any variations of that game.

It is anticipated that new sports may develop, and others increase or decrease in popularity. If this occurs, then some community land may be modified to facilitate the changing forms of 'active recreation' enjoyed by the community. References such as 'field', or 'court', are not intended to exclude other sporting surfaces.

**Table 1. Permissible use and development of community land categorised as Sportsground**

| Purpose/Use, such as… | Development to facilitate uses, such as… |
|---|---|
| • Active and passive recreational and sporting activities compatible with the nature of the particular land and any relevant facilities<br>• Organised and unstructured recreation activities<br>• Community events and gatherings<br>• Commercial uses associated with sports facilities | • Development for the purpose of conducting and facilitating organised sport (both amateur, professional and personal trainers), for example:<br>• Sports field (e.g. cricket, football, track and field athletics, baseball, softball)<br>• Indoor / outdoor marked court (basketball, volleyball, badminton, tennis, hockey, netball etc.)<br>• Indoor recreation facility (eg. Basketball courts, gym, dance studios)<br>• Aquatic facility (learn to swim classes, squad training, fitness and health classes including aqua aerobics, recreational and competitive swimming and diving, organised water sports including water polo, diving, hydrotherapy facilities)<br>• Professional rooms for hire<br>• Change room/locker areas<br>• Shower/toilet facilities<br>• Kiosk/café, mobile food vendor uses<br>• Car parking and loading areas<br>• Ancillary areas (staff rooms, meeting rooms, recording rooms, equipment storage areas, boat sheds)<br>• Shade structures, flood lights, irrigation and fencing of playing areas<br>• Storage ancillary to recreational uses, community events or gatherings, and public meetings (eg: table, chairs)<br>• Facilities for sports training, e.g. batting cages, tennis walls, gyms<br>• Provision of amenities to facilitate use and enjoyment of the community land including but not exclusive to seating, change rooms, canteen, toilets, storage, first aid areas.<br>• Café/kiosk facilities<br>• Outdoor play equipment or exercise equipment<br>• Heritage and cultural interpretation, e.g. signs, art installations<br>• Equipment sales/hire areas<br>• Meeting rooms, halls and staff areas<br>• Compatible, small scale commercial uses, e.g. sports tuition<br>• Advertising structures and signage (such as A-frames and banners) that:<br>  ○ relate to approved uses/activities<br>  ○ are discreet and temporary<br>  ○ are approved by the council<br>• Water-saving initiatives such as stormwater harvesting, rain gardens, rain water tanks and swales<br>• Energy-saving initiatives such as solar lights and solar panels<br>• Locational, directional and regulatory signage |

**Express authorisation of leases, licences and other estates - Sportsground**

Council may resolve to enter into contracts and lease/licence agreements with relevant authorities, organisations, individuals or companies in relation to the provision of services or utilities in accordance with the objectives of this Plan and legislative requirements.

This PoM **expressly authorises** the issue of leases, licences, sub-leases and other estates over the land categorised as Sportsground, listed in table 2, provided that:

- the purpose is consistent with the purpose for which the land was dedicated or reserved
- the purpose is consistent with the core objectives for the category of the land
- the lease, licence or other estate is for a permitted purpose listed in *the* LG Act or the *Local Government (General) Regulation 2021*
- the issue of the lease, licence or other estate and the provisions of the lease, licence or other estate can be validated or allowed by the provisions of the NT Act
- where the land is subject to a claim under the *Aboriginal Land Rights Act 1983* the issue of any lease, licence or other estate will not prevent the land from being transferred in the event the claim is granted
- the lease, licence or other estate is granted and notified in accordance with the provisions of the LG Act or the *Local Government (General) Regulation 2021*
- the issue of the lease, licence or other estate will not materially harm the use of the land for any of the purposes for which it was dedicated or reserved.
- the issue of short term licences pursuant to Section 2.20 of the *Cown Land Management Act 2016*.

A tenure or hire agreement on Crown land may impact native title rights and interests. Any use agreement issued on Crown land must be issued in accordance with the future act provisions of the NT Act and in accordance with Part 8 of the *CLM Act* unless native title is extinguished. For Crown land which is not *excluded land* this will require written advice from one of Council's native title managers that it complies with any applicable provisions of the native title legislation.

Table 2. further identifies the purposes for which leases and licences may be issued over the reserves identified in this PoM.

**Table 2. Leases, licences and other estates and purposes for which they may be granted for community land categorised as Sportsground**

| Type of tenure | Maximum term | Purpose for which tenure may be granted |
|---|---|---|
| Lease | 30 years | • Development, use, management and operation of sportsgrounds, club houses, training facilities, indoor sports centres, gyms, stadiums, aquatic centres, equestrian facilities, rowing facilities, cycling (track and off road), tennis facilities and other sport and recreation activities.<br>• café/kiosk areas, including seating and tables, and mobile food vendors.<br>• management of courts or similar facilities. |

| Type of tenure | Maximum term | Purpose for which tenure may be granted |
|---|---|---|
| | | • hire or sale of recreational equipment.<br>• Installation of temporary infrastructure. |
| Licence | 30 years | • Development, use, management and operation of sportsgrounds, club houses, training facilities, indoor sports centres, gyms, stadiums, aquatic centres, equestrian facilities, rowing facilities, cycling (track and off road), tennis facilities and other sport and recreation activities.<br>• outdoor café/kiosk seating and tables, and mobile food vendors.<br>• management of court or similar facilities.<br>• hire or sale of recreational equipment.<br>• Installation of temporary infrastructure.<br>• Childminding services. |
| Licence (e.g. seasonal licence) | Short-term Up to 5 years | • Development, use, management and operation of sportsgrounds, club houses, training facilities, equestrian facilities, rowing facilities, cycling (track and off road), tennis facilities and other sport and recreation activities.<br>• café/kiosk areas, including seating and tables, and mobile food vendors.<br>• management of court facilities<br>• hire or sale of recreational equipment<br>• installation of temporary infrastructure<br>• sports and fitness training and classes<br>• broadcasting or filming of sporting fixtures<br>• ancillary services or ceremonies (for example, rehearsal of opening and closing ceremonies, cheer squads, etc.)<br>• uses reasonably associated with the promotion or enhancement of sporting groups, fixtures and events (for example, 'guest' events for juniors; gala days; club meetings)<br>• Events and event infrastructure<br>• Sports training camps/pre-event training and significant sports events<br>• Others |
| Short-term under S2.20 under CLM Act | 1-year | • access through a reserve,<br>• advertising,<br>• camping using a tent, caravan or otherwise,<br>• catering,<br>• community, training or education,<br>• emergency occupation,<br>• entertainment,<br>• environmental protection, conservation or restoration or environmental studies,<br>• equestrian events,<br>• exhibitions,<br>• filming (as defined in the LG Act),<br>• functions,<br>• hiring of equipment,<br>• holiday accommodation,<br>• markets,<br>• meetings,<br>• sales,<br>• shows,<br>• site investigations,<br>• sporting and organised recreational activities,<br>• stabling of horses,<br>• storage. |

| Type of tenure | Maximum term | Purpose for which tenure may be granted |
|---|---|---|
| Other estates | | This PoM allows the council to grant 'an estate' over community land for the provision of public utilities and public authorities works associated with or ancillary to public utilities and public authorities and provision of services, or connections for premises adjoining the community land to a facility of the council , public utility or public authority provider on the community land in accordance with the LG Act |

This PoM expressly authorises the lease, licence or grant of any other estate over the land specified in the in Schedule of Land contained within, and any buildings located on the land specified, for community purposes as determined by Council, for a term not exceeding thirty (30) years. For leases and licences exceeding twenty one (21) years the provisions of section 47 of the LG Act must be applied.

Leases may be granted for exclusive use to any organisation for individual or any community purpose as determined by Council, on such terms as Council may provide. The purposes must be consistent with the core objectives of land categorised as "Sportsground" as outlined in the *Local Government (General) Regulation 2021*, and other applicable legislative requirements.

Council seeks public tenders for entering into a contract for the provision of services to the council under Section 55(f) of the LG Act. Section 46A of the LG Act requires Council to follow a tender process for leases, licences and other estates of community land over 5 years, unless the use agreement is to be granted to a non-profit organisation.

Where Council has entered into a lease of community land, this PoM authorises Council to consent to a sub-lease of the community land provided such sub-lease is in accordance with the requirements of Section 47C (1)(a) of the LG Act. Where Council has entered into a lease of community land, this PoM authorises Council to consent to a sub-lease of the community land by a sporting club if the sub-lease is for a purpose set out in section 119 of the *Local Government (General) Regulation 2021*.

Short term licences allow multiple and non-exclusive use of an area over a shorter period. A licence may be required where intermittent or short-term use or control of all or part of the community land is proposed. A number of licences for different users can apply to the same area at the same time, provided there is no conflict of interest or would result in the capacity of the facility being exceeded.

Licenses for short-term use or occupation of sports facilities in Penrith for a range of purposes may be granted where they are consistent with the reserve purpose and the LG Act.

All short-term use and occupation licence agreements are subject to Council's standard conditions for hire, approval processes, and booking fees. Fees will be in accordance with the fees and charges as published in Council's annual Operating Plan and Budget.

Commercial recreation use of sportsgrounds for community benefit is permitted by this PoM, providing that this is compatible with carrying capacity of the park and meets the requirements of the legislation, community and Council. Leases, licences and other estates, that achieve public benefit, for commercial recreation are expressly authorised by this PoM

This PoM authorises the current lease and licence agreements until the end of their current terms. Prior to the expiry date, each lease or licence agreement will be reviewed, and renewed if appropriate.

**Appendix C** provides a table of current lease, licence and other occupation agreements on Crown land for which Council is Crown land manager.

Below provides further details on Council's conditions that apply to authorised activities on land categorised as Sportsground;

**Club Houses / Amenity Buildings**

This PoM authorises the granting of a lease or licence of buildings and infrastructure both temporary and permanent associated with Sportsgrounds, including but not exclusive to amenity buildings and clubhouses. These buildings can be used for club activities such as meetings and social functions relating to their tenancy agreement.

This PoM authorises the granting of a lease or licence over a community building for the purpose of trading such as a kiosk or social function area, as examples.

**Easements**

The purpose of the easement must fall within a category identified in s46(1) of the LG Act.

In all cases, the applicant is to be responsible for all costs incurred by Council in the creation of the easement. The process within section 47 of the LG Act must be followed when considering imposing and easement on community land.

In all cases, the applicant is to be responsible for all costs incurred by Council in the creation of the easement.

The granting of easements over Crown land will be subject to the provisions of the NT Act and Section 8.7 of the CLM Act.

**Festival, Events, Markets, Ceremonies, Public Address**

This PoM authorises the granting of a lease or licence for the purpose of festivals, events, markets, ceremonies, public address and picnics to be held at Sportsgrounds, where suitable as determined by Council. The applicant must comply with Council's application process for special events, hire agreement conditions and any state or local legislative requirements appropriate to the activity.

**Filming**

This PoM authorises the granting of a lease or licence for the purpose of commercial photographic sessions and filming. The applicant must comply with Council's "Application for filming and still photography' form and agreement conditions.

**Helicopters, Hot Air Balloons and parachute jumpers**

This PoM authorises the granting of a lease or licence for the purpose of helicopter landing and take-off, provided all other approvals such as use of restricted air space have been granted by the relevant authority. Such a lease or licence may require the temporary erection of exclusion fencing or any other measure required to ensure public safety. The applicant must comply with Council's application process and any conditions imposed on them.

**Visitor Fee**

Under Council's Sports User Guidelines, it is recognised that some clubs charge a 'gate' fee for entry to competition matches. An entry fee for match days is a voluntary payment and user groups cannot refuse patrons if the fee is not paid. Hirers are not permitted to request an entrance fee or restrict access to the public who do not make a voluntary payment.

**Personal Trainers**

This PoM authorises the granting of a lease or licence for commercial fitness training operations in designated public open space for commercial training activities on a non-exclusive basis.

Applicants must follow Council's Commercial Trainer and Personal Fitness Groups Guidelines and application process.

**Street Performers**

This PoM authorises the granting of a licence for the playing of a musical instrument, performance, or singing, for fee or reward. Applicants must follow Council's Street Performer Permit application process to obtain a valid permit and comply with Council's Street Performers Policy.

**Temporary Infrastructure**

This PoM authorises the granting of a lease or licence to organisations to erect or install temporary storage, amenities and ancillary sport or event/activity related infrastructure, upon application, assessment and approval by Council.

**Restaurants and mobile food vendors**

This PoM authorises the granting of a lease or licence or other estate for the purpose of trading such as a kiosk, restaurant or mobile food vendor. The applicant must comply with all regulatory obligations, including the *Food Act 2003* and s68 of the LG Act, Council's application process, agreed contracts and the Food Truck on Council Land in the Penrith City Centre Policy.

**Roads**

This PoM authorises the granting of a lease, license or other estate for the purpose of the provision of public access, where the provision of that access is consistent with the core objectives stated herein and where vehicular access is necessary for the enjoyment of that land.

This PoM authorises the granting of a licence for the use of an existing accessor fire trail to:

- transport building materials and equipment required in relation to building work that is to be, or is being carried out on land adjoining the community land; or
- to remove waste that is consequential on such work.

Where currently unavailable, access may be permitted (and licensed accordingly) to adjoining land for the above purpose provided no damage to the park is expected. The applicant must comply with Council's application process and permit conditions.

It is a requirement that any Crown land used for the purpose of a public road will need to be acquired by Council.

If a public road is required on Council owned land Council will open the road under the *Roads Act 1993*

**Stormwater**

This PoM authorises the construction of relevant structures for the purposes of stormwater treatment and or retention as prescribed in s28 of the Regulations. This plan authorises the continued use of drains, channels and easements and creation of new drains, channels and easements.

**Telecommunications**

This PoM authorises the granting of a lease or licence for the development of telecommunication towers on community land. The applicant must comply with Council's application process and conditions. The siting of the Telecommunications

Tower must not impact the operations of the Sportsgrounds user groups or future infrastructure provision at the facility.

Council is unable to issue telecommunication licences on Crown land, all telecommunications licences are to be issued by DPHI – CL.

**Other Permitted Activities**

In addition to the uses requiring a lease or licence, this PoM authorises the following uses, to be leased or licensed as appropriate.

**Drones and Model Aeroplanes**

Council authorises the use of drones and model aircraft in compliance with Civil Aviation Safety Regulations Part 101 and CASA's Remotely Piloted Aircraft Systems – licensing and operations Advisory Circular.

**Fireworks, Distress Signal or Model Rocket Propellant**

Council cannot issue a license or lease for the use of fireworks, distress signals or a model rocket propellant on Council Land, as stipulated by SafeWork NSW Guidelines. However, Council may object or impose conditions on an applicant who notifies Council of their intention to use of fireworks, distress signals or a model rocket propellant on Council Land.

An applicant must hold a pyrotechnician or fireworks (single use) license issued by SafeWork NSW by way of the Explosives Regulations 2013, before notifying Council Rangers of the intent to use fireworks, distress signals or a model rocket propellant on Council Land. After an assessment Council may object or impose conditions on the applicant.

**Playing of Sports**

This PoM authorises the playing of structured or unstructured sports and recreation activities appropriate to sportsgrounds, and activities associated with visitors attending the site for the purpose of sport, recreation and event activities. The PoM authorises the granting of a lease or licence for use of sportsfields, courts, tracks, other surfaces and ancillary infrastructure used for sport and recreation.

**Signage**

This PoM authorises the erection of regulatory, interpretive, and directional signage within Sportsgrounds.

Requests for signage on a Council building that is not directional signage requires Council approval and must comply with any local or state legislation.

Signage within a park not located on a Building requires review by Council's Asset Team to ensure its compliance with the DCP and any other conditions.

**Structures/Infrastructure**

The following list provides examples of the types of buildings or structures authorised by this PoM, which may be either temporary and/or permanent (This list is not exhaustive) *:

- Walkways
- Pathways
- Refreshment kiosks / canteens
- Work Sheds or Storage Containers required in connection with the maintenance of the land and/or operation and provision of activities on the land;
- Toilets or rest rooms
- Amenities including change rooms, mother's rooms, first aid rooms, referee's rooms, accessible toilets etc.
- BMX tracks
- Tennis courts

- Netball courts
- Boatsheds, pontoons
- Equine facilities
- Enclosed off leash dog parks
- Lighting of facilities, including floodlighting
- Shelters and seating
- Cricket practice nets
- Softball nets, discus nets, baseball nets and cages etc.
- Athletics track and associated field event infrastructure
- Goal posts
- Removal, relocation and or construction of buildings for community use.
- BBQ facilities
- Fencing, including around fields of play
- Grandstands
- Playgrounds
- Retaining walls
- Irrigation
- Public address systems
- Bores
- Signs
- Water storage tanks
- Garbage Bin Enclosures
- CCTV cameras and security technology

*Please note that development approvals will be required for the building or installation of some of these structures, in particular major structures / development. Please refer to the Penrith LEP and T&I SEPP for all appropriate development approval requirements.

Where it is proposed to construct or establish a public work[1] on reserved or dedicated Crown land, where native title is not extinguished, prior to approval Council will notify and give an opportunity for comment from any representative Aboriginal/Torres Strait Islander bodies, registered native title bodies corporate and registered native title claimants in relation to the land or waters covered by the reservation or lease as required under the NT Act .

Where a proposed update of an existing masterplan, capital works program, facilities asset management plan or any other plan is the approving documentation for a public work on Crown land, that approval will not be given unless the requirements of the NT Act have been addressed including the notification and opportunity to comment noted above.

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[1] A public work is defined as:

*(a) any of the following that is constructed or established by or on behalf of the Crown, or a local government body or other statutory authority of the Crown, in any of its capacities:*

*(i) a building, or other structure (including a memorial), that is a fixture; or*

*(ii) a road, railway or bridge; or*

*(iia) where the expression is used in or for the purposes of Division 2 or 2A of Part 2--a stock-route; or*

*(iii) a well, or bore, for obtaining water; or*

*(iv) any major earthworks; or*

*(b) a building that is constructed with the authority of the Crown, other than on a lease.*

Major earthworks are defined as:

*earthworks (other than in the course of mining) whose construction causes major disturbance to the land, or to the bed or subsoil under waters.*

**Allocation and Conditions of Use**

Applications for use of sports grounds will be assessed on merit and in an equitable manner through a seasonal and casual allocation process. Council may also enter into longer term hire, licence or lease agreements with user groups. When new facilities are constructed, Council may implement an Expression of Interest (EOI) process or, make a direct allocation to a user group, without undertaking and EOI process, based on assessed strategic need.

Conditions of Use will be applied through the Terms and Conditions of Hire of sportsgrounds, lease/licence agreement terms and through the implementation of the relevant legislation, as well as policies of Council. A Sportsground User Guide will also provide a framework reference document.

The application and allocation process, as well as the Terms and Conditions of Hire will be reviewed periodically and be changed from time to time.

Fees will be in accordance with the fees and charges as published in Penrith City Council's annual Operating Plan and Budget.

**Restricted Activities**

Activities that are prohibited or restricted within Sportsgrounds include, but are not limited to:

- Camping
- Dogs off leash, unless in designated "off leash" areas or as part of an approved event
- Firearms
- Horse riding in non-designated areas
- Lighting of fires
- Motorbikes
- Playing golf
- Remote control vehicles including boats, aeroplanes and cars
- Unauthorised vehicles and motorbikes/trail bikes
- Vandalism and antisocial behaviour

# ACTION PLAN

Section 36 of the LG Act requires that a PoM for community land details:

- objectives and performance targets for the land
- the means by which the council proposes to achieve these objectives and performance targets
- the manner in which the council proposes to assess its performance in achieving the objectives and performance targets.

The tables below sets out these requirements for community land categorised as Sportsground.

**1. Recreation and Land Use and Planning**

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| ***The design, configuration, location, number and type of sportsground facilities ensures capacity and participation opportunities are maximized.***<br><br>***Sportsgrounds are provided and designed to accommodate multi-use inclusive participation opportunities.*** | Capacity of existing venues is increased.<br><br>An appropriate amount and quality of open space is provided to accommodate sportsground facilities.<br><br>Sports adopt and implement prioritized facility development plans. | Consistently implement Council's Sport and Recreation Strategy.<br><br>Provide and upgrade sportsground infrastructure.<br><br>Utilise open space and sportsground design guidelines, and sport technical documents, to inform site design, configuration and facility specifications.<br><br>Carrying capacities of sportsgrounds and associated facilities are regularly reviewed and monitored.<br><br>Sports user groups complete prioritized Sports Facility strategies and plans. Masterplans are developed for key sites. | Council's Sport and Recreation Strategy implemented.<br><br>Infrastructure provided in accordance with standards, technical requirements of the sport and design guidelines.<br><br>Capacity of sportsgrounds increased.<br><br>Use is appropriate to the capacity of the facility.<br><br>Strategies, plans and masterplans are completed. |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| ***The design, configuration, location and type of sportsground considers adjoining land use and ownership.*** | Land use and infrastructure is appropriate to neighbouring and adjacent properties.<br><br>Encroachment from private property onto sportsgrounds is prevented and not permissible. | Consider the design of facilities and manage community use activities that may affect neighbouring lands, including entering management agreements.<br><br>Audit private property encroachments. | Sportsground is functionally and aesthetically attractive.<br><br>Community feedback and complaints.<br><br>Compliance management agreements in place with users.<br><br>Compliance with legislation and management of non-compliance. |

**2. Asset Maintenance and Management**

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| ***Facilities within sportsgrounds meet user needs, are attractive, strategically located, maintained to standard and are effectively resourced.***<br><br>***Facilities are safe, clean, hygienic, and accessible.*** | A Strategic Asset Management Plan, including Building Asset Renewal and Parks Asset Renewal Programs is maintained.<br><br>Council's Sport and Recreation Strategy is consistently applied for facility planning and, implementation of capital infrastructure and asset renewal program.<br><br>All new capital works programs will include a maintenance component.<br><br>Service delivery standards are established, implemented and reviewed. | Condition and facility quantum data is captured and processed to inform contemporary Strategic Management Planning.<br><br>Annual review of Parks and Building Asset Renewal programs.<br><br>Maintenance and renewal costs are considered in the planning and design for capital and upgrade work.<br><br>Consider life cycle costs in the planning and design of capital and upgrade work.<br><br>Appropriate design (incorporating | Infrastructure/ facilities are fit for the intended purpose and fit for the designated use.<br><br>All new capital works programs include a maintenance budget.<br><br>Asset management plans are in place and funded appropriately.<br><br>Compliance with sport facility guidelines/technical standards, legislation and Council's codes, policies and regulations.<br><br>Asset maintenance programs are |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| | Reactive and scheduled maintenance programs are established and implemented.<br><br>Financial impacts are minimized and value for money is provided.<br><br>Security measures are implemented that prevent/minimize damage to Council sportsfields, buildings and property.<br><br>Adequate funding is provided for the maintenance and embellishment of the site within Council's Resource Strategy. | CPTED), siting, use of materials and installation of fencing.<br><br>Supply, install, repair or replace facilities to agreed standards.<br><br>Monitor reports from maintenance inspections.<br><br>Monitor number of reports of infrastructure failures and reported incidents.<br><br>Consult with user groups and monitor user group comments and maintenance reports.<br><br>Budgets are reviewed annually, external grants are sought, allocated budgets e.g. developer contributions are managed appropriately. | completed to standard and budget.<br><br>Facilities are functioning, maintained and safe for use.<br><br>Service Level Agreements are met.<br><br>Reduction in maintenance cost of new or renewed facilities.<br><br>Number of infrastructure failures and reported incidents decline.<br><br>Reduced cost to Council and user groups of vandalism.<br><br>Achievement of budget targets and resource strategy. |
| ***Sportsgrounds, including ancillary facilities (e.g. amenities, floodlights, irrigation etc.), are provided to the appropriate quality and specification appropriate to the type of use and demand.*** | Sportsground specifications (including field, irrigation, floodlighting amenities etc.) are developed and maintained.<br><br>Sportsgrounds provide for the installation of facilities for sport specific needs e.g. long jump pits, running tracks etc.<br><br>Adequate furniture such as bubblers, tables, seats, bollards, cycle racks, shade (manufactured and natural) and the like are provided to support visitation.<br><br>Sportsground use, demand and facility requirements are monitored/reviewed. | Regular review and updates of sportsground specifications.<br><br>Review and implement facility guidelines and specifications of sports and recreation user groups.<br><br>Specifications are utilized in for the planning of facilities in new release areas and for upgrading/renewing existing facilities.<br><br>Allow for the demolition of facilities. | Sportsground specifications are in place and contemporary.<br><br>Number and type of feedback from user groups.<br><br>Developers plan for and provide sportsgrounds that meet Council specifications. |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| ***The capacity for use of sportsgrounds and associated ancillary infrastructure is effectively managed.*** | Use of Council's assets are optimized within the capacity of the facilities available.<br><br>Establish, implement and review procedures for use for management and use of community facilities and open space.<br><br>A contemporary Sportsground User Guide is maintained, and policies are established and implemented e.g. Wet Weather Policy | Sports/recreation clubs are provided with support to enable good governance, sustainable operations and facility programming, and facility planning and development e.g.<br><br>- Workshops/forums<br>- User group engagement<br><br>Prioritise and develop a program of policies and standards.<br><br>Sportsground User Guide is reviewed annually. | Number of forums and meetings held with user groups.<br><br>Compliance with procedures for use of community assets.<br><br>Contemporary policies in place and implemented.<br><br>Sportsground User Guide published and implemented.<br><br>Seasonal allocations administered in a timely manner. |

### 3. Environmental Management

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| ***Plan for and create and design facilities that support environmental sustainability and, recognize the site's environmental values.***<br><br>***Sportsgrounds integrate green infrastructure for climate adaptation and resilience*** | High community and user group satisfaction.<br><br>No unapproved loss of species.<br><br>Increased tree canopy cover.<br><br>No unapproved disturbance to natural bush rock, soil and geological features<br><br>Sportsground infrastructure is designed to reduce environmental impact. | Balance provision of sportsground infrastructure with preserving and maintaining the environment and other green infrastructure<br><br>Undertake biodiversity studies where appropriate when planning for and developing new and upgraded facilities.<br><br>Select, locate and plant tree species suitable to facilities.<br><br>Existing flora, and natural features are preserved, maintained and enhanced.<br><br>Application of correct tree and horticultural assessment processes and systems.<br><br>Implement Development Consent process where required.<br><br>Council's Cooling the City, Resilience Strategies and other environmental strategies are consistently applied.<br><br>Provision of sportsground infrastructure and surfaces such as synthetic fields and tracks are permissible. Environmental impact and benefit of providing the type of infrastructure is to be considered. | Biodiversity areas are protected.<br><br>Habitat values improved where appropriate<br><br>Quality and physical appearance of vegetation at sportsgrounds.<br><br>If species loss is required, this is approved.<br><br>Number of trees planted and retained.<br><br>Monitor breaches of tree preservation orders.<br><br>Compliance with Development Consent conditions where appropriate.<br><br>Sports occurs in the format appropriate to the facility at which it is being played.<br><br>Demonstration of need and benefit is provided before surface type and approved. |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| ***Ensure best environmental operating and management practices and principles, having regard to environmentally sustainable design, resource use and maintenance.*** | Quality of the City's rivers, creeks and waterways are maintained and improved.<br><br>Water and energy resources are used effectively and efficiently.<br><br>Council and user group maintenance and facility preparation complies with all legislations and regulations.<br><br>Only approved chemicals and fertilisers are used on sportsgrounds.<br><br>Noxious and unwanted weeds are controlled | Council and sports user group operations and maintenance regimes consider the environmental impact and the reserve and surrounding area.<br><br>Educate and engage user groups and visitors about the design, management, operation and use of sportsgrounds.<br><br>Energy efficiency and water saving. initiatives are implemented.<br><br>Integrate Water Sensitive Urban Design (WSUD) into facility planning.<br><br>Minimise detrimental impacts to water courses that are near to, or within, sportsgrounds.<br><br>Ensure control of drainage and run-off to and from sportsgrounds.<br><br>Manage irrigation use and assess water harvesting options. Use suitable materials in the construction and maintenance of fields, including recycled organics and suitable selection of grass type.<br><br>Review mowing and maintenance regimes.<br><br>Maintenance undertaken by user groups, and any use of chemicals, line marking materials and the like must be approved by Council. | Weeds entering community land reduced.<br><br>Energy and water consumption is minimized.<br><br>Playing surface meets needs of user groups.<br><br>Incidences of non-approved chemical use |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| | | Chemicals and fertilisers are used appropriately to limit effect on adjacent areas or people.<br><br>Develop and implement programs of weed control.<br><br>Vehicle access to fields and their curtilage, that will cause environmental damage, is managed.<br><br>Implement Council's Bush care program where appropriate.<br><br>Regularly monitor and inspect. | |

### 4. Community Access

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| ***Encourage use of sportsgrounds by community groups, educational institutions, residents/individuals and other users.*** | Sportsground allocations, hire, lease and licence agreements are provided based on assessment of need and facility capacities.<br><br>Special events and competitions to be allowed within sportsgrounds. | Sports ground allocation and hire undertaken and assessed seasonally.<br><br>Casual hire applications are considered on merit and allocated accordingly.<br><br>Engagement with sports groups regarding managing season duration/length.<br><br>Conflicting use is managed and where required prevented.<br><br>Events and competitions to be managed according to all relevant legislation, policies and guidelines<br><br>New sportsgrounds are allocated through an Expression of Interest Process or, via a direct allocation based on strategic need.<br><br>Allocations to be prioritized according the sport and season.<br><br>Prevent the loss of public amenity unless for security (including the prevention of damage to surfaces etc.) and safety purposes. | Sportsground allocations, hire, lease and licence agreements are determined. |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| ***To provide the users and visitors of all abilities with safe and convenient access to and through the sportsgrounds.*** | Provide adequate, safe and convenient parking and traffic flow.<br><br>Exclude unauthorized vehicle entry and private parking in non-designated areas of the sportsground.<br><br>Community visitation to sportsgrounds is encouraged by all modes of transport and is supported by infrastructure that supports connectivity.<br><br>To reduce the impact of neighbouring properties on sportsrounds. | Close non-essential vehicular access, restrict access where needed.<br><br>Provide appropriate parking facilities and signage. Upgrade or develop parking facilities when funding is available<br><br>Ensure emergency vehicle, maintenance vehicle, security and authorized vehicle access.<br><br>Event parking permitted in reserves if authorized.<br><br>Review pedestrian and cycle access arrangements and improve in accordance with an adopted program and within budget availability.<br><br>Inspect roads, parking areas and pathways and maintain when necessary.<br><br>Appropriate design for pavements, facilities, structures and parking to comply with Australian Standard and Council's Codes, Policies and Regulations.<br><br>Prevent permanent or temporary use of tracks through Sportsgrounds for access to private lands.<br><br>Prevent unpermitted land access across Community Land.<br><br>Identify encroachment and dumping of rubbish on and issue cleanup notices. | Number of access points closed.<br><br>Roads and paths maintained.<br><br>Compliance with traffic management plans.<br><br>Areas affected by unauthorised parking<br><br>Number of access ways provided (lineal measure).<br><br>Number of paths/cycle ways developed.<br><br>Number of car park spaces at facilities.<br><br>Number of reported incidents and comments of user conflicts.<br><br>Number of community comments about the provision of access ways.<br><br>Compliance to Council's permit application process to access Council land.<br><br>Number of Permits issued, compliance to permit conditions<br><br>Reduction in damage |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| ***To control anti-social behaviour in the sportsground to the benefit of users and adjoining residents*** | Unauthorised access to Sportsgrounds is minimized and where possible, prevented. | Address all breaches of prohibited or inappropriate activity within the sportsground.<br><br>Regulatory signage installed.<br><br>Designated no-alcohol areas where required.<br><br>Prohibit rubbish dumping and littering.<br><br>Prohibit the entry of trail bikes and off-road vehicles.<br><br>Manage the control of noise from the sportsground usage on adjoining areas.<br><br>CPTED reviews and application in design.<br><br>Access restricted or prevented where needed e.g. to prevent damage to fields or buildings via provision of a surrounding fence or other measures. | Number of reported breaches.<br><br>Reducing incidents of anti-social behaviour.<br><br>Number of incidents of reported illegal dumping.<br><br>Reduced number of unauthorized access to sportsgrounds.<br><br>Reduction in maintenance required as a result of vandalism or anti-social behaviour.<br><br>Number of reports and complaints from the community.<br><br>Implement Alcohol free zones |

## 5. Community Engagement

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Measure of performance against targets |
|---|---|---|---|
| ***To involve the community in the planning and operation of Sportsgrounds*** | Involve the Community and stakeholders in the planning and operation of community assets where appropriate.<br><br>Sufficient Council resources are allocated to managing and administering sports user groups and community relationships.<br><br>Relationships are established with the community to be able to best manage issues that arise | Council resources are suitably allocated to communicating with user groups, educational institutions, residents/individuals and other users.<br><br>Engagement strategies are developed and implemented where required<br><br>Encourage neighbours to notify Council of any concerns regarding vandalism, dumping, noise etc.<br><br>Implement Council's Customer Promise to ensure responsiveness to customer. | The community participates in the planning and operation of sportsgrounds.<br><br>Response time to incident reports.<br><br>Council staff structure is established to effectively engage with user groups and the community. |

## 6. Safety and Risk Management

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| ***Ensure the safety of all users when visiting Sportsgrounds*** | All public domain assets are installed, maintained, and managed in accordance with acceptable standards | Conduct regular inspections of infrastructure as per levels of service | Regular inspections of key infrastructure undertaken |
| | All works carried out within Sportsgrounds complies with Councils WH&S Policy | Ensure on site safety and inspect contractor operations | All work carried out conforms with WH&S Policy |
| | Encourage community involvement in the recognition and reporting of public risks via the council website | Respond promptly to reports of hazards | Response and remediation of hazards as per agreed service levels |
| | Minimise unsafe usage of the Sportsgrounds | Install signage prohibiting specific uses | Number of signs erected |
| | Protect users and staff from harm | Use CPTED principles when developing assets | New designs consider Safer by Design principles |
| | To ensure that dog usage is appropriate and undertaken in a responsible manner | Ranger patrols and fines issued for dogs off leash in prohibited areas.<br><br>Provide additional dog off leash areas if appropriate.<br><br>Provision of signage and faeces collection bags where relevant | Number of reports of dogs being off leash in prohibited areas.<br><br>Areas set aside as dog off leash areas<br><br>Reduction of dog faeces complaints and record number of signs |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| | Discourage anti - social behaviour | Provide lighting to improve safety and to act as a deterrent for anti-social behaviour where appropriate<br><br>Redesign those areas that suffer anti-social behaviour to foster passive surveillance as per CPTED principles<br><br>Removal of graffiti as per service levels agreements | Lights erected.<br><br>Reduction in reports of vandalism |
| | Protect the public from sharps hazards | Provide appropriate means of disposal for sharps where appropriate | Suitable disposal bins provided |
| | Have a safe maintenance program in place | Safe Work Method statements and Safe Operation Procedures are in place for all maintenance procedures, including for contractors | Up to date procedures/records |
| | Limit public contact with chemicals whilst in Sportsgrounds | Record all chemical spraying and use appropriate signs to indicate affected areas as per the Pesticide Use Notification Plan<br><br>Staff and contractors are trained in the use of chemicals in public outdoor areas and in buildings. | Up to date procedures/records |
| | Public is not under threat from flood during rain events | Close areas that are threatened by flood where possible, until the area is assessed as being safe.<br><br>Council communicate emergency events and closures to the community via social media<br><br>Provide safe flood evacuation routes from riverside areas | Assess and close access to affected areas where possible<br><br>Access routes have been assessed for safe evacuation |
| | Ensure the public is not under threat from Fire | Sportsgrounds are to be closed from the public whilst there is a high threat of fire entering the reserve. | Parks and reserves closed at appropriate times |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| | | Ensure barbecues are in designated formal picnic areas only, with a minimum cleared distance of 20 metres to bushland and provision of reticulated water supply on site. Barbecues where possible shall not require timber for fuel.<br><br>All Council owned barbeques are electric | All Barbecues are located in appropriate sites.<br><br>Fire procedures are in place for any fires that require wood or fuel through a hire event<br><br>No BBQ's or campfires with open flames are bought into the council reserve |
| | Ensure the public are not at risk from Bushfires | Council communicate emergency events and closures to the community via social media.<br><br>Maintain asset protection zones<br><br>Maintain registered fire trails within the LGA to NSW RFS standards | Maintenance performed |
| | Reduce the occurrence of vandalism. | Repair any sites that have been vandalized within agreed service levels<br><br>Install lighting where appropriate - carparks or at toilet blocks<br><br>Implement strategies and education to discourage vandalism.<br><br>Liaise with police to avoid vandalism in frequently vandalise sites<br><br>Vandalism repaired promptly to discourage further vandalism<br><br>Vandalism managed through implementing CPTED principles. | Number of sites requiring treatment over time.<br><br>Number of sites being vandalised. |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| | | Facilities locked and access limited where required. | |
| | Maintain a secure public environment within Sportsground facilities. | Installation of security systems where appropriate<br><br>Management of security patrols when required.<br><br>Appropriate fencing and lighting. Community education.<br><br>Use of regulatory signs.<br><br>Liaison with Police.<br><br>Appropriate design, siting and materials. | Number of complaints in relation to security<br><br>Number of ordinance investigations and prosecutions.<br><br>Number of public liability claims against Council. |
| | Reduce the amount of litter and number of waste dumping incidents. | Report dumping to Compliance Officers to pursue offenders<br><br>Clean up dumped rubbish as per service levels<br><br>Provide rubbish bins where necessary. Educate Community through communications.<br><br>Implement surveillance programs for regular dumping areas<br><br>Conduct research on common trends for waste management<br><br>RID squad inspect and investigate illegal dumping and issues fines | Reduction in the amount of waste dumped on Community Land |

## 7. Landscape Character and Design

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Measure of performance against targets |
|---|---|---|---|
| ***Ensure that the landscape character of Sportsgrounds is retained*** | Structures, signs, paths, planting etc should be sympathetic to the existing setting, its landscape values, heritage and unique character.<br><br>Retain and enhance where possible, inherent landscape features.<br><br>Comply with any Council open space landscape standard design guidelines and construction specifications, strategies and policies | Plan and design appropriately, including materials selection and colour schemes<br><br>Approval of stakeholders and Council staff for all designs before construction<br><br>Landscape designs to enhance landscape features<br><br>Identify and allocate appropriate budgets for maintenance of landscape<br><br>Develop design guidelines | Landscape plans are approved by and meet Council's vision<br><br>Design reflect the objectives of the designs or master plans, and community need.<br><br>Landscape features retained.<br><br>Budgets are allocated to the maintenance of landscapes. |
| ***Consider constraints and opportunities such as flooding, geo-tech, services, native vegetation, etc. when siting facilities.*** | Full assessment and consideration of all factors are done before design commences.<br><br>All opportunities and constraints of a site are considered in the design of infrastructure | Engagement of all stakeholders.<br><br>All investigative studies and surveys completed to inform design.<br><br>Assess impact of flood on structures when deciding on suitable location and design | Efficient process in the assessment and design of landscapes<br><br>Coordinated approach to the design and delivery of all infrastructure |
| ***Consider adjacent land use when enhancing and managing Sportsgrounds*** | Manage environmental concerns on community land adjacent to natural areas, considering habitat, aesthetic, and shade values of trees. | Retain trees for habitat value as well as shade and aesthetic values where possible<br><br>Weed removal | Habitat trees retained |
| ***Ensure signage / advertising within Sportsgrounds does not affect visual quality.*** | Limit amount of unnecessary signage | Develop a policy for signage on community land | Sign Policy developed.<br><br>User group signage permitted with relevant Council approvals and complies with the Development Control Plan. |
| Landscape is designed and managed using sustainability principles | All landscape considers sustainability principles in design and maintenance | Comply with the standards and policies of Sustainability (e.g. cooling the city strategy, water sensitive urban design) | All landscape is sustainable |

## 8. Animal Management

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Measure of performance against targets |
|---|---|---|---|
| ***Protect Native Fauna*** | Protection of native and endangered species and their habitats and control of introduced species in accordance with the National Parks & Wildlife Act, and any other relevant Act. | Use of regulatory signs.<br><br>Maintain natural habitat and installation of habitat boxes<br><br>Work with WIRES or national parks if we identify native animals on council reserves<br><br>Check pouches of roadkill for offspring<br><br>Removal of snakes if they enter the Sportsgrounds | Assess if habitat boxes have been inhabited<br><br>Reduction in the number of roadkill<br><br>Provide reports to local land services on roadkill numbers |
| ***Manage domestic and stock*** | Prohibit the entry of horses.<br><br>Pets to be on leash for all areas that are not off leash<br><br>Educate the community on regulations under the Companion Animal act for domestic and stock | Community education and involvement in monitoring.<br><br>Issue fines for animals that are not under the full control of owner /handler. | Complaints about off leash dogs, attacks, and waste. |
| ***Minimise the impact of feral animals*** | Removal or cull of feral animals in breeding numbers. | Educate residents on notifying Local Land Services on pest identification<br><br>Support LLS for the education of pest management (baiting, etc) | Complaints about feral animal numbers.<br><br>Notifications to LLS on pests<br><br>Number of roadkill. |
| ***Minimise the impact of invasive animals.*** | Educate the community in the role of council in managing magpies, bats and other problematic birds. | National Parks is responsible for invasive bird control. | Community feedback. |

# APPENDICIES

## Appendix A Land Categorised as Sportsground

| Suburb | Property Name | Property Address | Title Details | Land Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| BERKSHIRE PARK | Berkshire Park Reserve | 59-69 Fifth Road BERKSHIRE PARK NSW 2765 | Lot 197 DP 975322 | Penrith City Council | No | CSL – Community / Sportsground / Local | RU4 |
| BERKSHIRE PARK | Berkshire Park Reserve | 71-79 Fifth Road BERKSHIRE PARK NSW 2765 | Lot 198 DP 975322 | Penrith City Council | No | CSL – Community / Sportsground / Local | RU4 |
| CADDENS | Caddens AFL Field | 229 Caddens Road CADDENS NSW 2747 | Lot 754 DP 1180111 | Penrith City Council | No | CSL – Community / Sportsground / Local[2] | RE1 SP294 |
| CAMBRIDGE PARK | Shaw Park | 28 Herbert Street CAMBRIDGE PARK NSW 2747 | Lot 34 DP 200569 | Penrith City Council | No | CSL – Community / Sportsclub / Local | RE1 |
| CAMBRIDGE PARK | Harold Corr Oval | 32 Herbert Street CAMBRIDGE PARK NSW 2747 | Lot 11 DP 873714 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| CASTLEREAGH | Smith Park | 1147-1159 Castlereagh Road & 6-8 Castle Street CASTLEREAGH NSW 2749<br>Reserve No.: 500480<br>Gazetted: 07/03/1903<br>Purpose: Park, Urban Services | Lot 18 DP 914503 | NSW Department of Industry | Yes | CSL – Community / Sportsground / Local[3] | RU4 SP25 |
| | | | Lot 1 DP 3784 | The Minister for Lands | Yes | | RU4 SP25 |
| | | | Lot 2 DP 3784 | The Minister for Lands | Yes | | RU4 |
| COLYTON | Shepherd Street Park | 146c Shepherd Street COLYTON NSW 2760 | Lot 9 DP 239380 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| COLYTON | Shepherd Street Park & Potter Field | Shepherd Street Park & Potter Field 146b Shepherd Street COLYTON NSW 2760 | Lot 10 DP 239380 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |

[2] See Diagrams following this Table for the part of Caddens AFL Field categorised as Sportsground

[3] Council intends that the whole of Lot 3 DP 3784 is categorised as General Community Use. Council proposes that the Rural Fire Service (RFS) Shed will be relocated to the centre of this parcel, where the current the children's playground is currently located. The rear of the parcel will be used for RFS training and services facility maintenance requirements. The front of the parcel will be a driveway only as Council wishes to retain existing mature trees. The playground will be relocated to the part of the reserve fronting Castle Street.

| Suburb | Property Name | Property Address | Title Details | Land Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| COLYTON | Shepherd Street Park & Potter Field | 146a Shepherd Street COLYTON NSW 2760 | Lot 11 DP 239380 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| COLYTON | Roper Road Soccer Fields | 116-130 Roper Road COLYTON NSW 2760 | Lot 3 DP 839533 | Department of Planning | No | Community - Sportsground | RE1 C2 |
| COLYTON | Roper Road Soccer Fields | 18 Hewitt Street COLYTON NSW 2760 | Lot 4 DP 839533 | Department of Planning | No | Community - Sportsground | RE1 C2 |
| CRANEBROOK | Public Reserve | 43a Andromeda Drive CRANEBROOK NSW 2749 | Lot 11 DP 801859 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| CRANEBROOK | Sherringham Road Fields | 59 Nepean Street CRANEBROOK NSW 2749 | Lot 109 DP 262414 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| CRANEBROOK | Sherringham Road Fields | 61 Nepean Street CRANEBROOK NSW 2749 | Lot 110 DP 262414 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| CRANEBROOK | Public Reserve | 45-47 Andromeda Drive CRANEBROOK NSW 2749 | Lot 5079 DP 817298 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| CRANEBROOK | Public Reserve | 43 Andromeda Drive CRANEBROOK NSW 2749 | Lot 113 DP 818268 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| CRANEBROOK | Public Reserve | 69b-73 Aldebaran Street CRANEBROOK NSW 2749 | Lot 721 DP 826472 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| CRANEBROOK | Public Reserve | 55-67 Andromeda Drive CRANEBROOK NSW 2749 | Lot 43 DP 846518 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| CRANEBROOK | Vacant Land | 983a The Northern Road CRANEBROOK NSW 2749 | Lot 42 DP 846518 | Penrith City Council | No | CSL – Community / Sportsground / Local | R2 |
| CRANEBROOK | Public Reserve | 71 Andromeda Drive CRANEBROOK NSW 2749 | Lot 23 DP 865310 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| CRANEBROOK | Public Reserve | 73-75 Andromeda Drive CRANEBROOK NSW 2749 | Lot 1 DP 1010643 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| CRANEBROOK | | 73-75 Andromeda Drive CRANEBROOK NSW 2749 | Lot 1 DP 1010643 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| CRANEBROOK | | Lot 101 Laycock Street CRANEBROOK NSW 2749 | Lot 101 DP 1173296 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |

| Suburb | Property Name | Property Address | Title Details | Land Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| CRANEBROOK | | Lot 102 Laycock Street CRANEBROOK NSW 2749 | Lot 102 DP 1173296 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| EMU PLAINS | Public Reserve | Lot 12 Grey Street EMU PLAINS NSW 2750 | Lot 12 DP 39194 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| EMU PLAINS | Dukes Oval | Lawson Street EMU PLAINS NSW 2750<br>Part Reserve No.: 500406<br>Gazetted: 18/02/1870<br>Purpose: Public Recreation | Part Lot 7051 DP 1055094 | NSW Department of Industry | Yes | CSL – Community / Sportsground / Local[4] | RE1 |
| EMU PLAINS | Darcy Smith Oval & Emu Park & Hunter Fields | Cary Street EMU PLAINS NSW 2750<br>Part Reserve No.: 500406<br>Gazetted: 18/02/1870<br>Purpose: Public Recreation | Part Lot 7052 DP 1055094 | NSW Department of Industry | Yes | CSL – Community / Sportsground / Local[5] | RE1 |
| ERSKINE PARK | Public Reserve | 182c Erskine Park Road ERSKINE PARK NSW 2759 | Lot 104 DP 717532 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ERSKINE PARK | Peppertree Reserve | 158-172 Swallow Drive ERSKINE PARK NSW 2759 | Lot 375 DP 713863 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ERSKINE PARK | | 184 Erskine Park Road ERSKINE PARK NSW 2759 | Lot 1107 DP 709078 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ERSKINE PARK | | 184 Erskine Park Road ERSKINE PARK NSW 2759 | Lot 102 DP 717532 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ERSKINE PARK | | 184 Erskine Park Road ERSKINE PARK NSW 2759 | Lot 103 DP 717532 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ERSKINE PARK | | 184 Erskine Park Road ERSKINE PARK NSW 2759 | Lot 101 DP 868061 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 SP25 |

[4] See Diagrams following this Table for the Part of Dukes Oval (R.500406) categorised as Sportsground
[5] See Diagrams following this Table for the Part of Darcy Smith Oval & Emu Park & Hunter Fields (R.500406) categorised as Sportsground

| Suburb | Property Name | Property Address | Title Details | Land Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| ERSKINE PARK | | 184 Erskine Park Road ERSKINE PARK NSW 2759 | Lot 237 DP 881319 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ERSKINE PARK | | 184 Erskine Park Road ERSKINE PARK NSW 2759 | Lot 1 DP 1271636 | Penrith City Council | No | CSL – Community / Sportsground / Local | SP25 RE1 |
| ERSKINE PARK | | 184 Erskine Park Road ERSKINE PARK NSW 2759 | Lot 2 DP 1271636 | Penrith City Council | No | CSL – Community / Sportsground / Local | SP25 RE1 |
| GLENMORE PARK | Ched Towns Reserve | Lot 1 William Howell Drive GLENMORE PARK NSW 2745 | Lot 1 DP 833308 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| GLENMORE PARK | Ched Towns Reserve | 2-16 Morrison Street GLENMORE PARK NSW 2745 | Lot 1410 DP 865950 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| GLENMORE PARK | Blue Hills Reserve | Lot 8400 Blue Hills Drive GLENMORE PARK NSW 2745 | Lot 8400 DP 1008395 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| GLENMORE PARK | Blue Hills Reserve | Lot 8722 Blue Hills Drive GLENMORE PARK NSW 2745 | Lot 8722 DP 1040626 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| GLENMORE PARK | Public Reserve | 93-113 Bradley Street GLENMORE PARK NSW 2745 | Lot 1802 DP 1166848 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| GLENMORE PARK | | 2-16 Parkway Avenue GLENMORE PARK NSW 2745 | Lot 18 DP 1155005 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| JORDAN SPRINGS | Public Reserve | 1 Discovery Way JORDAN SPRINGS NSW 2747 | Lot 3000 DP 1223879 | Penrith City Council | No | Community - Sportsground[6] | UR |
| LEONAY | Leonay Reserve & Playing Fields & Leonay Oval | Leonay Parade LEONAY NSW 2750<br>Reserve No.: 98001<br>Gazetted: 22/11/1985<br>Purpose: Public Recreation | Lot 8 DP 259145 | NSW Department of Industry | Yes | CSL – Community / Sportsground / Local | RE1 |

[6] See Diagrams following this Table for the Part of Jordan Springs Park categorised as Sportsground.

| Suburb | Property Name | Property Address | Title Details | Land Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| LEONAY | Leonay Reserve & Playing Fields & Leonay Oval | Leonay Parade LEONAY NSW 2750<br>Reserve No.: 98001<br>Gazetted: 22/11/1985<br>Purpose: Public Recreation | Lot 7044 DP 93964 | NSW Department of Industry | Yes | CSL – Community / Sportsground / Local | RE1 |
| LEONAY | Leonay Reserve & Playing Fields & Leonay Oval | Leonay Parade LEONAY NSW 2750<br>Reserve No.: 98001<br>Gazetted: 22/11/1985<br>Purpose: Public Recreation | Lot 2 DP 1132841 | NSW Department of Industry | Yes | CSL – Community / Sportsground / Local | RE1 |
| LLANDILO | Wilson Park | Lot 225 Seventh Avenue LLANDILO NSW 2747<br>Reserve No.: 59478<br>Gazetted: 21/01/1927<br>Purpose: Public Recreation | Lot 224A DP 2147 | NSW Department of Industry | Yes | Community - Sportsground | RU4 |
| LLANDILO | Wilson Park | Seventh Avenue LLANDILO NSW 2747<br>Reserve No.: 59478<br>Gazetted: 21/01/1927<br>Purpose: Public Recreation | Lot 225 DP 2147 | NSW Department of Lands | Yes | Community - Sportsground | RU4 |
| LUDDENHAM | Sales Park | 76 Campbell Street LUDDENHAM NSW 2745 | Lot 9 DP 1655 | Penrith City Council | No | CSL – Community / Sportsground / Local | AGB |
| LUDDENHAM | Sales Park | 74 Campbell Street LUDDENHAM NSW 2745 | Lot 10 DP 1655 | Penrith City Council | No | Community - Sportsground | AGB |
| LUDDENHAM | Sales Park | 80 Campbell Street LUDDENHAM NSW 2745 | Lot 1 DP 529143 | Penrith City Council | No | CSL – Community / Sportsground / Local | AGB |
| LUDDENHAM | Sales Park | Lot 6 Roots Avenue LUDDENHAM NSW 2745 | Lot 6 DP 1655 | Penrith City Council | No | CSL – Community / Sportsground / Local | AGB |
| MULGOA | Gow Park | 40-48 Farm Road MULGOA NSW 2745 | Lot 302 DP 607849 | Penrith City Council | No | CSL – Community / Sportsground / Local | C2<br>C3 |

| Suburb | Property Name | Property Address | Title Details | Land Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| NORTH ST MARYS | | Boronia Park Boronia Road NORTH ST MARYS NSW 2760 | Part Lot 11 DP 566394 | Department of Planning | No | Community - Sportsground [7] | RE1 C2 |
| NORTH ST MARYS | Poplar Park | 14a Kurrajong Road NORTH ST MARYS NSW 2760 | Lot 652 DP 215148 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ORCHARD HILLS | Disabled Riders Association | 33-45 Samuel Marsden Road ORCHARD HILLS NSW 2748 | Lot 17 DP 238495 | Department of Planning | No | Community - Sportsground | RE1 |
| ORCHARD HILLS | Disabled Riders Association | 21-31 Samuel Marsden Road ORCHARD HILLS NSW 2748 | Lot 18 DP 238495 | Department of Planning | No | Community - Sportsground | RE1 |
| ORCHARD HILLS | Disabled Riders Association | 13-19 Samuel Marsden Road ORCHARD HILLS NSW 2748 | Lot 19 DP 238495 | Department of Planning | No | Community - Sportsground | RE1 |
| ORCHARD HILLS | Disabled Riders Association | 1-11 Samuel Marsden Road ORCHARD HILLS NSW 2748 | Lot 20 DP 238495 | Department of Planning | No | Community - Sportsground | C2 |
| ORCHARD HILLS | Samuel Marsden Reserve | 2-42 Samuel Marsden Road ORCHARD HILLS NSW 2748 | Lot 9 DP 1013984 | Department of Planning | No | Community - Sportsground | RE1 C2 |
| OXLEY PARK | Ridge Park Hall & Cec Blinkhorn Oval | 101 Great Western Highway OXLEY PARK NSW 2760 | Lot 12 DP 17289 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| OXLEY PARK | Ridge Park Hall & Cec Blinkhorn Oval | 101 Great Western Highway OXLEY PARK NSW 2760 | Lot 21 DP 225336 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| OXLEY PARK | Ridge Park Hall & Cec Blinkhorn Oval | Great Western Highway OXLEY PARK NSW 2760 | Lot 2 DP 521098 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| PENRITH | Andrews Road Baseball Complex | 78-110 Andrews Road PENRITH NSW 2750 | Lot 1 DP 262235 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |

[7] See Diagrams following this Table for the part of Boronia Park categorised as Sportsground. Part of this land is also categorised as Natural Area - Bushland and is addressed in the Plan of Management for that category.

| Suburb | Property Name | Property Address | Title Details | Land Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| PENRITH | Drainage Reserve | 74-76 Andrews Road PENRITH NSW 2750 | Lot 5 DP 262235 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| PENRITH | Public Reserve | 70-72 Andrews Road PENRITH NSW 2750 | Lot 6 DP 262235 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| PENRITH | Parker Street Reserve | 49b Glebe Place PENRITH NSW 2750 | Lot 669 DP 31157 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| PENRITH | Hickeys Park | Lot Hickeys Park 2 Hickeys Road PENRITH NSW 2750 | Lot 2 DP 785029 | Penrith City Council | No | CSL – Community / Sportsground / Local | IN1 |
| PENRITH | Penrith Park | 143 Station Street PENRITH NSW 2750<br><br>Reserve No.: 500420<br>Gazetted: 02/02/1892<br>Purpose: Public Recreation | Lot 1 DP 1147219 | NSW Department of Lands | Yes | CSR – Community / Sportsground / Regional | RE1 |
| PENRITH | Howell Oval | 171-199 Station Street PENRITH NSW 2750<br><br>Reserve No.: 500420<br>Gazetted: 02/02/1892<br>Purpose: Public Recreation | Lot 2 DP 1147219 | NSW Department of Lands | Yes | CSR – Community / Sportsground / Regional | RE1 |
| PENRITH | | Lot 1354 Lord Sheffield Circuit PENRITH NSW 2750 | Lot 1354 DP 1171493 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| PENRITH | Captain Cook Tennis Club | 2268-2270 Castlereagh Road PENRITH NSW 2750 | Lot 4 DP 1051278 | Penrith City Council | No | Community - Sportsground | RE1 |
| SOUTH PENRITH | Public Reserve | 6 Birmingham Road SOUTH PENRITH NSW 2750 | Part Lot 804 DP 590249 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| SOUTH PENRITH | Public Reserve | 221 York Road SOUTH PENRITH NSW 2750 | Lot 367 DP 250516 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| SOUTH PENRITH | Eileen Cammack Reserve | Lot 2 Birmingham Road SOUTH PENRITH NSW 2750 | Lot 2 DP 570743 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |

| Suburb | Property Name | Property Address | Title Details | Land Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| SOUTH PENRITH | Jamison Park | Racecourse Road SOUTH PENRITH NSW 2750 | Lot A DP 420410 | Penrith City Council | No | CSR – Community / Sportsground / Regional | RE1 |
| SOUTH PENRITH | Jamison Park | 252-308 Jamison Road SOUTH PENRITH NSW 2750 | Lot 1 DP 1057945 | Penrith City Council | No | CSR – Community / Sportsground / Regional | RE1 |
| ST CLAIR | Mark Leece Sporting Complex | 153 Bennett Road ST CLAIR NSW 2759 | Lot 5 DP 248680 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ST CLAIR | Drainage Reserve | 155 Bennett Road ST CLAIR NSW 2759 | Lot 10 DP 248680 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ST CLAIR | Public Reserve | 161a Bennett Road ST CLAIR NSW 2759 | Lot 499 DP 253815 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ST CLAIR | Saunders Park | 1a Blackwell Avenue ST CLAIR NSW 2759 | Lot 2104 DP 255371 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ST CLAIR | Saunders Park | 1a Blackwell Avenue ST CLAIR NSW 2759 | Lot 2106 DP 255371 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ST CLAIR | Saunders Park | 1b Blackwell Avenue ST CLAIR NSW 2759 | Lot 2105 DP 255371 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ST CLAIR | Cook and Banks Reserve | 2a Cook Parade ST CLAIR NSW 2759 | Lot 1574 DP 262911 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ST CLAIR | Public Reserve | 1a Edmund Blackett Close ST CLAIR NSW 2759 | Lot 294 DP 253813 | Penrith City Council | No | CSL – Community / Sportsground / Local | R2 RE1 |
| ST CLAIR | Mark Leece Sporting Complex | 2a St Clair Avenue ST CLAIR NSW 2759 | Lot 152 DP 253814 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ST CLAIR | Peter Kearns Reserve | 31a Solander Drive ST CLAIR NSW 2759 | Lot 1398 DP 262975 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ST CLAIR | | 25a Kala Circuit ST CLAIR NSW 2759 | Part Lot 568 DP 701989 | Penrith City Council | No | Community - Sportsground | RE1 |
| ST CLAIR | | 41a Cook Parade ST CLAIR NSW 2759 | Part Lot 568 DP 701989 | Penrith City Council | No | Community - Sportsground | RE1 |
| ST MARYS | Monfarville Park | 92 Collins Street ST MARYS NSW 2760 | Lot 2 DP 209645 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |

| Suburb | Property Name | Property Address | Title Details | Land Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| ST MARYS | Cook Park | Lot 101 Wilson Street ST MARYS NSW 2760 | Lot 101 DP 618270 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ST MARYS | Cook Park | Lot 102 Wilson Street ST MARYS NSW 2760 | Lot 102 DP 618270 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ST MARYS | Monfarville Park | 240 Shepherd Street ST MARYS NSW 2760 | Lot 12 DP 579080 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ST MARYS | Monfarville Park | 134 Mamre Road ST MARYS NSW 2760 | Lot 11 DP 579080 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ST MARYS | Cook Park | Pages Road ST MARYS NSW 2760 | Lot 1 Sec E DP 1895 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ST MARYS | Cook Park | Pages Road ST MARYS NSW 2760 | Lot A DP 342440 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ST MARYS | | Lot 9-10 John Street ST MARYS NSW 2760 | Lot 9 DP 1432 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| ST MARYS | | Lot 9-10 John Street ST MARYS NSW 2760 | Lot 10 DP 1432 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| WERRINGTON | Rance Oval | 66-68 Albert Street WERRINGTON NSW 2747 | Lot 57 Sec D DP 1573 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| WERRINGTON | Rance Oval | 62-64 Albert Street WERRINGTON NSW 2747 | Lot 58 DP 1573 | Penrith City Council | No | Community - Sportsground | RE1 |
| WERRINGTON | Rance Oval | 58-60 Albert Street WERRINGTON NSW 2747 | Lot 59 Sec D DP 1573 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| WERRINGTON | Rance Oval | 54-56 Albert Street WERRINGTON NSW 2747 | Lot 60 Sec D DP 1573 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| WERRINGTON | Rance Oval | Parkes Avenue WERRINGTON NSW 2747 | Lot 61 Sec D DP 1573 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| WERRINGTON | Rance Oval | Victoria Street WERRINGTON NSW 2747 | Lot 62 Sec D DP 1573 | Penrith City Council | No | Community - Sportsground | RE1 |
| WERRINGTON | Rance Oval | Victoria Street WERRINGTON NSW 2747 | Lot 63 Sec D DP 1573 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |

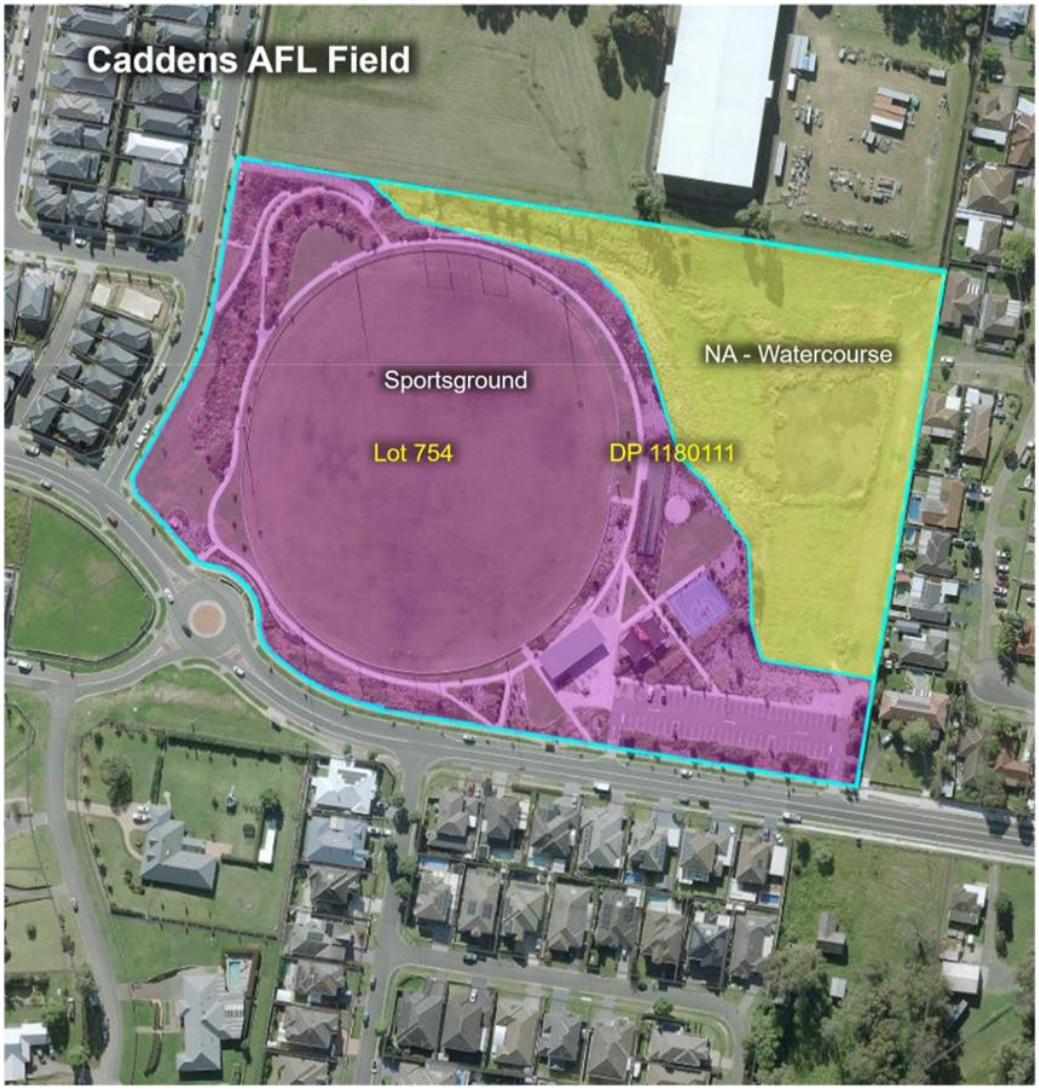
| Suburb | Property Name | Property Address | Title Details | Land Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| WERRINGTON | Rance Oval | Victoria Street WERRINGTON NSW 2747 | Lot 64 DP 1573 | Penrith City Council | No | Community - Sportsground | RE1 |
| WERRINGTON | Rance Oval | Victoria Street WERRINGTON NSW 2747 | Lot 65 Sec D DP 1573 | Penrith City Council | No | Community - Sportsground | RE1 |
| WERRINGTON | Rance Oval | Victoria Street WERRINGTON NSW 2747 | Lot 66 Sec D DP 1573 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| WERRINGTON | Rance Oval | Victoria Street WERRINGTON NSW 2747 | Lot 67 Sec D DP 1573 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| WERRINGTON | Rance Oval | Victoria Street WERRINGTON NSW 2747 | Lot 68 Sec D DP 1573 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| WERRINGTON | Rance Oval | Victoria Street WERRINGTON NSW 2747 | Lot 69 Sec D DP 1573 | Penrith City Council | No | CSL – Community / Sportsground / Local | RE1 |
| WERRINGTON | The Kingsway Playing Fields | 8 The Kingsway WERRINGTON NSW 2747 | Lot 4302 DP 1282854 | Department of Planning | Yes | Community - Sportsground [8] | C2 RE1 |
| WERRINGTON | The Kingsway Playing Fields | The Kingsway WERRINGTON NSW 2747 | Lot 4401 DP 1282520 | Department of Planning | No | | C2 RE1 |
| WERRINGTON | The Kingsway Playing Fields | The Kingsway WERRINGTON NSW 2747 | Lot 4403 DP 1282520 | Department of Planning | No | | C2 RE1 |
| WERRINGTON | The Kingsway Playing Fields | The Kingsway WERRINGTON NSW 2747 | Lot 801 DP 1282507 | Department of Planning | No | | C2 RE1 |
| WERRINGTON | The Kingsway Playing Fields | The Kingsway WERRINGTON NSW 2747 | Lot 4301 DP 1282854 | Penrith City Council | No | | C2 RE1 |
| WERRINGTON | The Kingsway Playing Fields | The Kingsway WERRINGTON NSW 2747 | Lot 8 DP 624980 | Department of Planning | No | | C2 RE1 |
| WERRINGTON | The Kingsway Playing Fields | The Kingsway WERRINGTON NSW 2747 | Lot 13 DP 624936 | Department of Planning | No | | C2 RE1 |

[8] See Diagrams following this Table for the Part of Kingsway Playing Fields categorised as Sportsground. Part of this land is also categorised as Natural Area and is addressed in the Plan of Management for that category.

| Suburb | Property Name | Property Address | Title Details | Land Owner | Crown Land? | Category etc | Zone |
|---|---|---|---|---|---|---|---|
| WERRINGTON | The Kingsway Playing Fields | The Kingsway WERRINGTON NSW 2747 | Lot 7 DP 217883 | Department of Planning | No | Community - Sportsground[9] | RE1 |
| WERRINGTON | | Werrington Road WERRINGTON NSW 2747 | Lot 105 DP 826498 | Department of Planning | No | | C2 RE1 |

[9] See Diagrams following this Table for the Part of Kingsway Playing Fields categorised as Sportsground. Part of this land is also categorised as Natural Area and is addressed in the Plan of Management for that category.

**Categorisation Diagram – Caddens AFL Field**



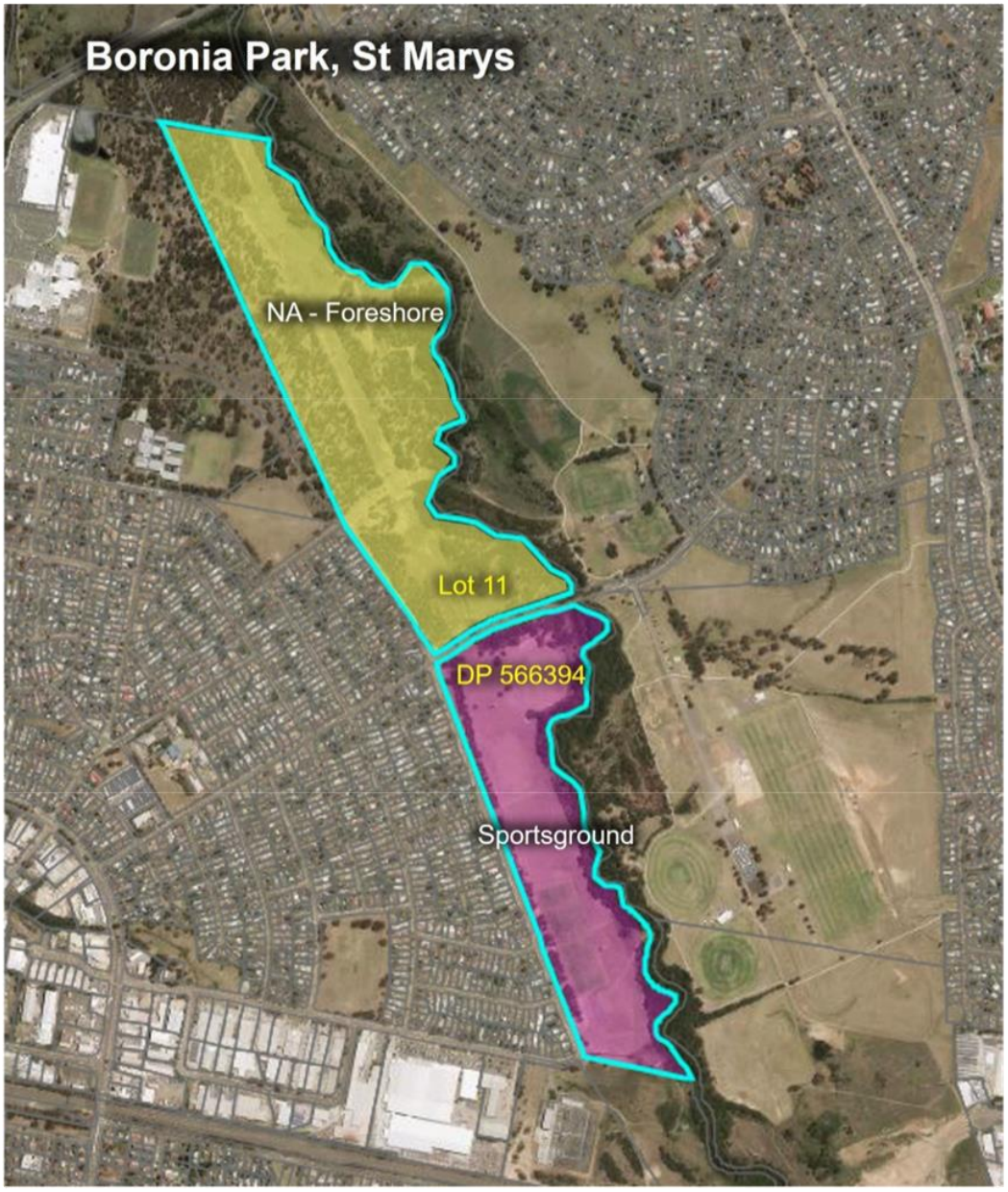
**Categorisation Diagram - Dukes Oval, Darcy Smith Oval & Emu Park & Hunter Fields (R.500406)**



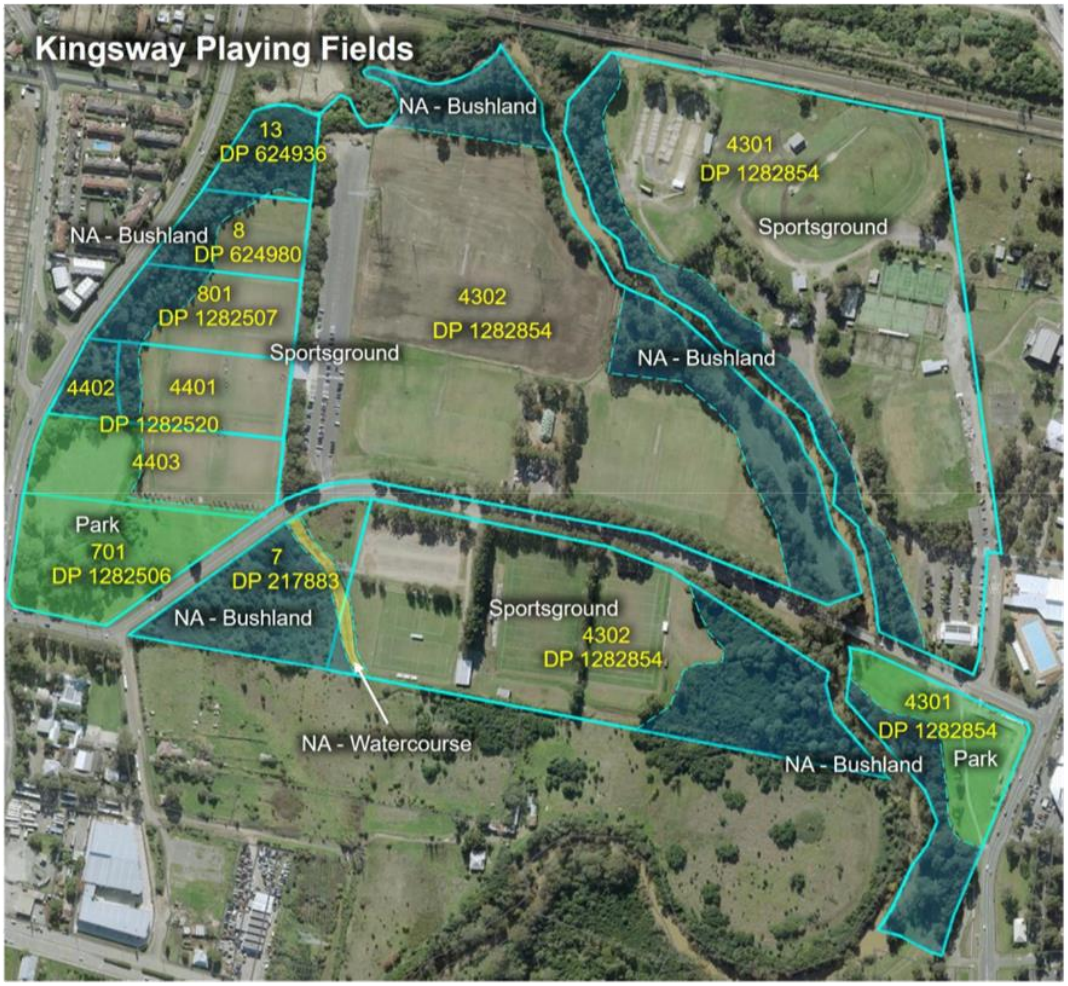
**Categorisation Diagram – Jordan Springs Park**



**Categorisation Diagram – Boronia Park**



**Categorisation Diagram – Kingsway Playing Fields**



**Categorisation Diagram – Werrington Road, Werrington**



**Appendix B Legislation Pertaining to Plans of Management**

**Local Government Act 1993**

Community land must be managed according to the provisions of the Local Government Act 1993 (LG Act) and the Local Government (General) Regulation 2021.

The LG Act requires all Council owned land to be classified as either Operational or Community land. Community land is defined as land that must be kept for the use of the general community and must not be sold. Community land is required to be managed in accordance with a PoM and any other laws regulating the use of the land.

Section 35 of the LG Act provides that community land can only be used in accordance with:

- The plan of management applying to that area of community land.
- Any law permitting the use of the land for a specified purpose or otherwise regulating the use of the land.
- The provisions of Division 2 of Chapter 6 of the Act.

**Crown Land Management Act 2016**

The Crown Land Management Act 2016 (the CLM Act) authorises local councils appointed to manage dedicated or reserved Crown land (council managers) to manage that land as if it were public land under the LG Act. Generally, council managers will manage land as if it were community land. Under the LG Act, a PoM must be adopted by council for all community land.

Section 3.23(6) of the CLM Act requires council managers to adopt a PoM for any Crown reserve for which it is the appointed Crown land manager, and that is classified as 'community land' under the LG Act.

**Environmental Planning and Assessment Act 1979**

The *Environmental Planning and Assessment Act 1979* (EP&A Act) provides the framework for planning and development across NSW and guides environmental planning instruments which provide a basis for development control.

On a state-wide level there are State Environmental Planning Policies (SEPPs). On a regional level there are Regional Environmental Plans (REPs). On a local level there are Local Environmental Plans (LEPs) as well as Development Control Plans (DCPs).

On the local level, any land use proposed for any site within this PoM must be consistent with the zoning that is applied to the land by the Penrith Local Environmental Plan 2010 (LEP). Additionally, any land use, building or structure proposed for a site within this PoM may also require development consent under the provisions of the LEP unless it is exempt development.

It should be noted that all local government authorities in NSW are required to prepare a new comprehensive local environmental plan in accordance with the Standard Instrument Local Environmental Plan as introduced by State Government Planning Reforms in March 2006.

**State Environmental Planning Policy (Biodiversity and Conservation) 2021**

This planning policy deals with vegetation in non-rural areas and Water Catchments.

The SEPP aims to provide for healthy water catchments that will deliver high quality water while permitting development that is compatible with that goal;

- provide that a consent authority must not grant consent to a proposed development unless it is satisfied that the proposed development will have a neutral or beneficial effect on water quality; and
- support the maintenance or achievement of the water quality objectives for the Sydney drinking water catchment.

**Biodiversity Conservation Act 2016**

The purpose of this Act is to maintain a healthy, productive and resilient environment for the greatest well-being of the community, now and into the future, consistent with the principles of ecologically sustainable development (described in section 6(2) of the *Protection of the Environment Administration Act 1991*)..

**National Parks and Wildlife Act 1974**

Statutory responsibilities on Council arising from this Act specifically relate to the protection of sites of pre and post European contact archaeological significance and the protection of native flora and fauna.

**Local Land Services Act 2013**

This Act formalised the establishment of Local Land Services which became operational in 2014.

**Fisheries Management Act 1994**

The aim of the *Fisheries Management Act 1994* (FM Act) is to conserve, develop and share the fishery resources of the State for the benefit of present and future generations.

This includes the conservation of fish habitats, threatened species, populations and ecological communities of fish and marine vegetation.

Where an area of community land is declared to be critical habitat, or if that area is affected by a threat abatement plan under Part 7A of the FM Act, a site-specific PoM will need to be undertaken.

**Rural Fires Act 1997**

The *Rural Fires Act 1997* requires the Bushfire Coordinating Committee (BFCC) to establish a Bush Fire Management Committee (BFMC) in each local government area containing a rural fire district, or fire district with a bush fire risk.

One role of the BFMC is to prepare a Bush Fire Risk Management Plan for its area of responsibility.

The strategies established in the bush fire risk management plan address the bush fire hazard, the vulnerability of assets to fire, the safety of the community and fire fighters, the protection of the land and environment from fire. The plan also recognises some aspects of biodiversity can be managed through the application of appropriate fire regimes upon the landscape.

**Heritage Act 1977**

This Act contains provisions for the conservation of items of heritage. Thus, this relates to community land categorised as cultural significance or natural area.

**ICOMOS Charter for the Conservation of Places of Cultural Significance (Burra Charter)**

This charter was drawn up by ICOMOS (International Council on Monuments and Sites) to define the basic principles and procedures to be observed in the conservation of important cultural places. Thus, this relates to community land categorised as cultural significance.

**Water Management Act 2000**

The objectives of this Act are to provide for the sustainable and integrated management of the water sources of the state for the benefit of both present and future generations and, in particular:

- ecologically sustainable development
- protect, enhance and restore water recourses
- recognise and foster social and economic benefits
- recognise the role of the community
- provide efficient and equitable sharing of water
- management of water sources with other aspects of the environment including native vegetation and native fauna
- encourage the sharing of responsibility and efficient use of water
- encourage best practice management and use of water.

The objectives and principals of the *Water Management Act 2000* can be accessed at www. legislation.nsw.gov.au

**Appendix C - Current Tenures on Crown land**

| Reserve No | Reserve Name | Reserve Purpose | LOTS | Tenure Type | Tenure purpose | To Whom | Period | Expiry date |
|---|---|---|---|---|---|---|---|---|
| 500406 | EMU PARK (Dukes Oval) | Public Recreation | Whole: Lot 7051 DP 1055094 | Summer Season Sportsground Hire Agreement | Playing and training Cricket | Nepean District Cricket Association | Summer Season September - March | 2 March 2025 |
| 500406 | EMU PARK (Hunter Fields) | Public Recreation | Whole: Lot 7052 DP 1055094 | Winter Season Sportsground Hire Agreement | Playing and training Netball | Emu Plains Netball Club | Winter Season March – September | 31 October 2024 |
| 500420 | PENRITH PARK | Public Recreation | Whole: Lot 1 DP 1147219 | Lease | Playing rugby league football game and activities reasonably associated with playing rugby league football and others uses permitted in 9.3(a) of the lease. Function centre and catering as permitted by law | Penrith Rugby League Club Limited | 20 Years | 31 December 2028 |
| 500480 | SMITH PARK | Park | Whole: Lot 18 DP 914503, Lots 1-3 DP 3784 | Summer Season Sportsground Hire Agreement | Playing and training Cricket | Nepean District Cricket Association | Summer Season September - March | 2 March 2025 |
| 98001 | LEONAY RESERVE | Public Recreation | Whole: Lot 7044 DP 93964, Lot 8 DP 259145, Lot 2 DP 1132841 | Summer Season Sportsground Hire Agreement | Playing and training Rugby League | Emu Plains Junior Rugby League Football Club | Summer Season September - March | 2 March 2025 |
| | | | | | Competing and training in athletics | Emu Plains Little Athletics Club | Summer Season September - March | 2 March 2025 |

# PLAN of MANAGEMENT

# Community Land

## Generic Plan for Natural Areas

June 2024



PENRITH CITY COUNCIL

penrithcity.nsw.gov.au

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# KEY INFORMATION

Plan of Management for Community Land – Natural Areas

Penrith City Council

xxxx date of adoption

| **Document Control:** | |
|---|---|
| Status: | Draft |
| Date of Issue: | June 2024 |
| Review Date: | June 2034 |
| Document Owner: | Director of City Services |

| **History of Approved Versions** | | |
|---|---|---|
| **Version** | **Date** | **Summary of Changes** |
| 1.0 | 1996 | Community Land Plan of Management – Natural Areas |
| 2.0 | 2005 | Plan of Management for Community Land Natural Areas |
| 3.0 | 2022 | Draft Plan of Management for Community Land – Generic Plan for Natural Areas |

This Plan of Management (PoM) has been prepared by Penrith City Council (Council) and provides direction as to the use and management of council-owned community land and council-managed Crown reserves classified as 'community land' in the Penrith City Council area.

The PoM is required in accordance with Section 3.23 of the *Crown Land Management Act 2016* and Section 36 of the *Local Government Act 1993.*

The PoM outlines the way the land will be used and provides the framework for Council to follow in relation to the express authorisation of leases and licence on the land.

This PoM is a generic document covering most of the community land and open space within the Penrith local government area (LGA) categorised as Natural Area.

# INTRODUCTION

On the western side of the Cumberland plains and at the edge of the Blue Mountains lies the Penrith Local Government Area (LGA).

Penrith City is made up of areas that range from rural to urban, from nature reserves and farmland to concentrations of high density living and commercial areas. The most recent ABS Census in 2016 showed there were 196,066 people living throughout the City in 71,111 dwellings in 36 suburbs across the City's 404km$^2$.

Penrith City's population has grown by an average of 2750 people per year for the last 10 years and has gained over 45,600 people since the 1991 Census. By 2036 the forecasted population of the Penrith LGA is 258,195. In planning for the growth of the City, we must recognise the changing composition of our communities and provide the services and social infrastructure that meets their needs through different stages of life.

Penrith is experiencing a period of significant growth. The growth in our communities is both a strength we can build on and a challenge to be managed through ensuring social sustainability for all.

**Purpose of the plan of management**

The *Local Government Act 1993* (LG Act) requires a plan of management (PoM) to be prepared for all public land that is classified as 'community land'.

The *Crown Land Management Act 2016* (CLM Act) authorises local councils (council managers) appointed to manage dedicated or reserved Crown land to manage that land as if it were public land under the LG Act. Therefore, all Crown land reserves, where council is appointed as crown land manager, are also required to have a PoM under the LG Act.

The purpose of this generic PoM is to:

- contribute to the council's broader strategic goals and vision as set out in the Community Plan and the Penrith Sports and Recreation Strategy,
- ensure compliance with the LG Act and the CLM Act,
- provide clarity in the future development, use and management of the community land, and
- ensure consistent management that supports a unified approach to meeting the varied needs of the community.

Community land open space, generally known as parks, reserves and sportsgrounds, is land under the care, control and management of Penrith City Council (Council). Council will manage this land to meet its vision of a sustainable and prosperous region with harmony of urban and rural qualities with a strong commitment to environmental protection and enhancement.

Community Land is a valuable resource in the Penrith LGA, playing an important role in the social, intellectual, and physical enrichment of both children and adults, and having implications for community welfare and wellbeing.

Community land is required to be used and managed in accordance with the following:

- The PoM applying to the land; and
- Any law which permits the use of land for a specific purpose, or otherwise regulates the use of the land. (This includes the *Environmental Planning and Assessment Act 1979* and planning instruments made under the Act).

A PoM should not be inconsistent with any environmental planning instrument applying to that land.

**Process for preparing a plan of management.**

Figure 1 illustrates the process undertaken by Council in preparing this PoM.

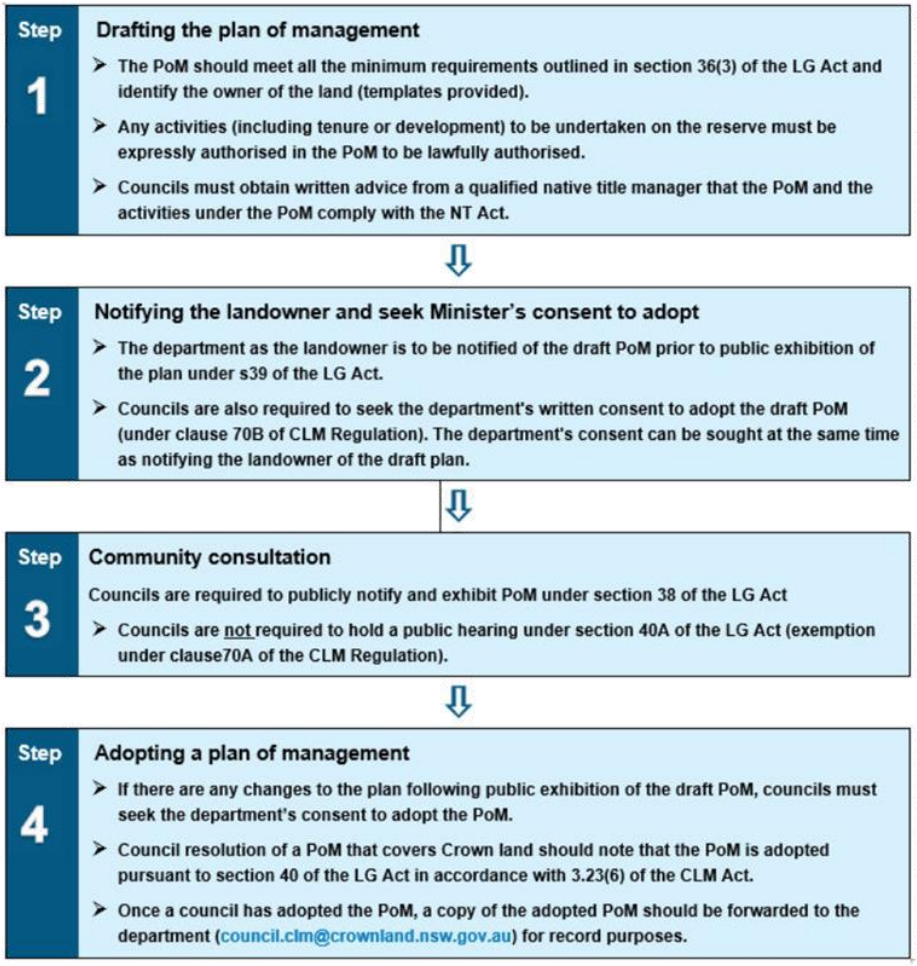


**Figure 1: process for preparing a Plan of Management for council managed Crown Reserves.**

### Change and Review of Plan of Management

This PoM will require regular review to align with community values and changing community needs, and to reflect changes in council priorities. Council has determined that it will review the PoM within 10 years of its adoption. However, the performance of this PoM will be reviewed on a yearly, basis to ensure that the Reserve is being managed in accordance with the PoM, is well maintained and provides a safe environment for public enjoyment.

Council may continue to acquire or divest land for the benefit of the community. Land may also come into council's ownership by dedication of land for open space.

The community will have an opportunity to participate in reviews of this PoM.

**Community Consultation**

This PoM was placed on public exhibition from [XX/XX/XXXX to XX/XX/XXXX], in accordance with the requirements of section 38 of the LG Act. A total of [XX] submissions were received. Council considered these submissions before adopting the PoM.

In accordance with section 39 of the LG Act, prior to being placed on public exhibition, the draft PoM was referred to the Department of Planning, Industry. Housing and Infrastructure – Crown Lands (DPHI – CL), as representative of the state of NSW, which is the owner of the Reserve. Council has included in the plan any provisions that have been required by the DPHI – CL.

In addition, a public hearing must be held, in accordance with the requirements of Sections 40(A) and 47(G) of the LG Act if community land is intended to be either categorised or recategorised. Crown Lands is exempt from this.

# LAND DESCRIPTION

The community land that is covered by this document is listed in Appendix A. The land covered by this document is defined by real property identifiers (lots and deposited plans) and reserve numbers (for Crown land only). For more information, please go to the Council Land Register found on the Penrith City Council website: https://www.penrithcity.nsw.gov.au/building-development/planning-zoning/public-land-register

All community lands referred to within this PoM have been categorised as Natural Area and for the purpose of the PoM, this category applies to all land included in Appendix A.

Some open spaces are not covered by this PoM, generally because they need site-specific plans of management to be prepared. Contact the council or refer to the council's website for information about other public land not listed in Appendix A.

**Owner of the Land**

The land subject to this PoM includes council-owned land and Crown land owned by the State of New South Wales which is managed by the council as Crown land manager under the CLM Act, [and other land managed by Council that is community land]. The owner of the land is identified in Appendix A.

# BASIS OF MANAGEMENT

Council intends to manage its community land to meet:

- assigned categorisation of community land
- the LG Act guidelines and core objectives for community land
- restrictions on management of Crown land community land
- Council's strategic objectives and priorities including those identified in the Biodiversity Asset Management Framework and the Roadside Vegetation Management Plan, 2018 (RVMP, 2018)
- development and use of the land outlined in Section 6 of the LG Act.

**Categorisation of the land**

All community land is required to be categorised as one or more of the following categories. Where the land is owned by the Crown, the category assigned should align with the purpose for which the land is dedicated or reserved.

The LG Act defines five categories of community land:

- **Park** – for areas primarily used for passive recreation.
- **Sportsground** – for areas where the primary use is for active recreation involving organised sports or the playing of outdoor games.
- **General community use** – for all areas where the primary purpose relates to public recreation and the physical, cultural, social, and intellectual welfare or development of members of the public. This includes venues such as community halls, scout and guide halls, and libraries.
- **Cultural significance** – for areas with Aboriginal, aesthetic, archaeological, historical, technical, research or social significance.
- **Natural area** – for all areas that play an important role in the area's ecology. This category is further subdivided into bushland, escarpment, foreshore, watercourse and wetland categories.

All community lands referred to within this PoM have been categorised as Natural Area and for the purpose of the PoM, this category applies to all land included in Appendix A.

**Guidelines for the Categorisation of Community Land as Natural Area.**

Section 102 of the *Local Government (General)Regulation 2021* (LG Regulation) provides that land should be categorised as a natural area under Section 36(4) of the LG Act if the land, whether or not in an undisturbed state, possesses a significant geological feature, geomorphological feature, landform, representative system or other natural feature or attribute that would be sufficient to further categorise the land as bushland, wetland, escarpment, watercourse or foreshore under section 36(5) of the LG Act.

Land that is categorised as a natural area is to be further categorised as one or more of the following—

(a) bushland,
(b) wetland,
(c) escarpment,
(d) watercourse,
(e) foreshore,
(f) a category prescribed by the regulations.

**Bushland**
Land that is categorised as a natural area is to be further categorised as Bushland as defined in Section 107 of the LG Regulation if the land contains primarily native vegetation and that vegetation—

(a) is the natural vegetation or a remainder of the natural vegetation of the land, or
(b) although not the natural vegetation of the land, is still representative of the structure or floristics, or structure and floristics, of the natural vegetation in the locality.

Such land includes—

(a) bushland that is mostly undisturbed with a good mix of tree ages, and natural regeneration, where the understorey is comprised of native grasses and herbs or native shrubs, and that contains a range of habitats for native fauna (such as logs, shrubs, tree hollows and leaf litter), or
(b) moderately disturbed bushland with some regeneration of trees and shrubs, where there may be a regrowth area with trees of even age, where native shrubs and grasses are present in the understorey even though there may be some weed invasion, or
(c) highly disturbed bushland where the native understorey has been removed, where there may be significant weed invasion and where dead and dying trees are present, where there is no natural regeneration of trees or shrubs, but where the land is still capable of being rehabilitated.

**Wetland**
Land that is categorised as a natural area is to be further categorised as Wetland as defined in Section 108 of the LG Regulation if the land includes marshes, mangroves, backwaters, billabongs, swamps, sedgelands, wet meadows or wet heathlands that form a waterbody that is inundated cyclically, intermittently or permanently with fresh, brackish or salt water, whether slow moving or stationary

**Escarpment**
Land that is categorised as a natural area is to be further categorised as Escarpment as defined in Section 109 of the LG Regulation if:

(a) the land includes such features as a long cliff-like ridge or rock, and
(b) the land includes significant or unusual geological, geomorphological or scenic qualities.

**Watercourse**
Land that is categorised as a natural area is to be further categorised as Watercourse as defined in Section 110 of the LG Regulation if the land includes—

(a) any stream of water, whether perennial or intermittent, flowing in a natural channel, or in a natural channel that has been artificially improved, or in an artificial channel that has changed the course of the stream of water, and any other stream of water into or from which the stream of water flows, and
(b) associated riparian land or vegetation.

**Foreshore**
Land that is categorised as a natural area is to be further categorised as Foreshore as defined in Section 111 of the LG Regulation if the land is situated on the water's edge and forms a transition zone between the aquatic and terrestrial environment.

All community lands referred to within this PoM have been categorised as Natural Area and for the purpose of the plan, this category applies to all land included in Appendix A.

This PoM applies to all land listed in Appendix A.

**Restrictions on management of Crown land**

Council manages the Crown reserves described in this PoM as the Crown land manager in accordance with the CLM Act. The use of the land described in this PoM must:

- be consistent with the purpose for which the land was dedicated or reserved
- consider native title rights and interests and be consistent with the provisions of the Commonwealth *Native Title Act 1993* (NT Act)
- consider the inchoate interests of Aboriginal people where an undetermined Aboriginal Land Claim under the *Aboriginal Land Rights Act 1983* exists
- consider and not be in conflict with any interests and rights granted under the CLM Act
- consider any interests held on title.

Crown land is subject to native title rights and interests under the NT Act which must be considered unless:

- native title has been extinguished; or
- native title has been surrendered; or
- determined by a court to no longer exist.

Dealings in land or water that affect (impair or extinguish) native title are referred to as 'future acts' and these acts must be done in compliance with the NT Act. The NT Act specifies procedures that must be followed before future acts can be validly done.

Some examples of acts which may affect native title on Crown land or Crown reserves managed by Council include:

- the construction of new buildings and other facilities such as toilet blocks, walking tracks, tennis courts, grandstands and barbecues.
- the construction of extensions to existing buildings.
- the construction of new roads or tracks.
- installation of infrastructure such as powerlines, sewerage pipes, etc.
- the creation of an easement.
- the issue of a lease or licence.
- the undertaking of major earthworks.

On Crown land, a future act undertaken by Council, which is not covered by one of the Future Act subdivisions of the NTA will be invalid.

**Council's strategic objectives and priorities**

Penrith City Council, in consultation with the community, has developed the following strategies and plans to identify the priorities and aspirations of the community and the delivery of a vision for the future. They have a direct influence on the objectives, uses and management approach covered by PoMs and can be found on Council's website.

**Penrith's Biodiversity Asset Management Framework**

Penrith's Biodiversity Asset Management Framework has been developed to provide the framework for the Review on Environmental Factors and to guide any work that impacts on Council's biodiversity Assets and any plans of management over natural areas.

Penrith is located on the Cumberland Plain where endemic native vegetation is considered threatened, including certain vegetation types listed as critically endangered under NSW and National biodiversity management frameworks. This vegetation is under considerable pressure from ongoing development and urbanisation and every effort should be made to conserve and enhance its remaining extent (RVMP, 2018).

Areas of bushland and roadside reserves that contain native vegetation provide an important biodiversity asset to Council. These assets provide a range of environmental, recreation, heritage, and commercial values, including:

- Remnant vegetation acts as a corridor between otherwise isolated native vegetation stands, linking different native vegetation communities
- Habitat for native species and important refuges for feeding, shelter and breeding, including threatened native plant and animal species and communities
- Vegetated roadsides play a significant role in soil conservation and stormwater quality
- Ground-cover vegetation helps prevent soil eroding on the road shoulder and in table drains. Vegetation filters sediment and pollutants from road run-off such as petrochemicals, improving water quality entering watercourses
- Well managed native vegetation reduces weed maintenance pressure and acts as an effective means of weed control.

The Penrith City Council area contains a number of Endangered Ecological Communities (ECC), including:

- Castlereagh Shale-gravel Transition Forest
- Castlereagh Ironbark Forest
- Cumberland River Flat Forest
- Cumberland Shale Plains Woodland
- Cumberland Shale Hills Woodland
- Castlereagh Scribbly Gum Woodland
- Agnes Banks Woodland
- Castlereagh Swamp Woodland
- Cumberland Shale-Sandstone Ironbark Forest

In addition, the City also currently has 40 threatened fauna species and 25 threatened flora species. There are a range of threats that present a challenged to the ongoing health of these ECCs and Threatened Species. This includes:

- Dieback of mature vegetation due to pressures of fragmentation
- Spread of invasive weeds
- Clearing from a range of sources
- Slashing and under-scrubbing
- Litter and dumping
- Increase fire frequency
- Firewood removal
- Road construction and maintenance
- Stockpiling of materials
- Other infrastructure builds and maintenance

# DEVELOPMENT AND USE

**Current Tenures on Crown Land**

There are no current leases, licences or estates on Crown land subject to this PoM.

**Development of Community Land in the Penrith LGA**

Development activities allowed on Community Land is subject to both State and local policies. State policies prevail over local policies. The following information is correct at the time of adoption of this PoM but is subject to change.

This PoM does not remove the requirement for a development application under Part 4, or an ecological assessment under Part 5, of the *Environmental Planning and Assessment Act 1979* if applicable.

**The T&I SEPP**

Relevant State Government legislation is the *State Environmental Planning Policy (Transport and Infrastructure) 2021*, known as the T&I SEPP. Under Section 2.73 of the T&I SEPP certain development may be carried out by Council without consent in public reserves under its control. Refer to the T&I SEPP for these development types.

Under Section 2.74 of the T&I SEPP certain development is exempt development if it is carried out by Council in public reserves under its control. Refer to the T&I SEPP for these development types.

**The Penrith Local Environmental Plan (LEP) 2010**

The Penrith LEP 2010 lists development that may be carried out with or without development consent on land that falls under certain land use zones. Refer to the latest Penrith LEP for these development types.

**Crown Land**

Crown land is generally managed by Council as the appointed crown land manager. Where this Crown land is classified as community land and categorised as Natural Area it is subject to this PoM and is included in Appendix A.

Council also manages other Crown land under Section 48 of the LG Act. While Council controls this land for the Crown, it is not classified as Community Land in accordance with the LG Act and is not subject to this PoM. Council will work with the DPHI – CL (responsible for the administration of the CLM Act) to ensure the appropriate management of the Crown Reserve System.

**Road Reserves**

Several of Council's smaller open space areas have evolved on land designated as road reserve. These areas do not have identifying lot and Deposited Plan (DP) numbers but do require the dedication of resources to maintain them.

The categorisation and inclusion of road reserves in a PoM is therefore not required under the LG Act. However, as they are managed and maintained in a similar manner as similar parcels of classified Community Land, it is appropriate to include them in this PoM. Where appropriate, Council will close these roads and classify them as Community Land under the LG Act.

**Permissible uses / future uses**

Community land is valued for its important role in the social, intellectual, cultural, spiritual and physical enrichment of residents, workers, and visitors to the Penrith LGA.

The intrinsic value of community land is also recognised, as is the important role this land plays in biodiversity conservation and ecosystem function.

Council encourages a wide range of uses of community land and intends to facilitate uses which increase the activation of its land, where appropriate. Within buildings, swimming

pools, and recreational and sporting facilities in particular, Council intends to permit and encourage a broad range of appropriate activities.

The use of community land is often supported by appropriate ancillary development such as playground equipment, amenity blocks or food kiosks.

The general types of uses which may occur on community land categorised as Park, Sportsground, General Community Use and Natural Area, and the forms of development generally associated with those uses, are set out in tables in the relevant category section in this PoM.

**Natural area**

The aims and objective of this PoM are to ensure ongoing development of open space strategies and administrative policies within Council to effectively protect and conserve the natural areas included within this plan.

Within the context of the continued provision of Council services to the community regarding these lands, this PoM identifies the natural areas of bushland, escarpment, foreshore, watercourse or wetland and establishes the means of managing the environmental values of the lands.

The LG Act prescribes clear guidelines for categorising community land as Natural Area.

**Core objectives for Natural Area land**

The core objectives for management of community land categorised as a natural area are, as outlined in Section 36E of the LG Act, are to:

(a) conserve biodiversity and maintain ecosystem function in respect of the land, or the feature or habitat in respect of which the land is categorised as a natural area
(b) maintain the land, or that feature or habitat, in its natural state and setting
(c) provide for the restoration and regeneration of the land
(d) provide for community use of and access to the land in such a manner as will minimise and mitigate any disturbance caused by human intrusion
(e) assist in and facilitate the implementation of any provisions restricting the use and management of the land that are set out in the *Biodiversity Conservation Act 2016* or the *Fisheries Management Act 1994.*

The core objectives for management of community land further categorised as bushland as outlined in Section 36J of the LG Act are:

(a) to ensure the ongoing ecological viability of the land by protecting the ecological biodiversity and habitat values of the land, the flora and fauna (including invertebrates, fungi and micro-organisms) of the land and other ecological values of the land, and
(b) to protect the aesthetic, heritage, recreational, educational and scientific values of the land, and
(c) to promote the management of the land in a manner that protects and enhances the values and quality of the land and facilitates public enjoyment of the land, and to implement measures directed to minimising or mitigating any disturbance caused by human intrusion, and
(d) to restore degraded bushland, and
(e) to protect existing landforms such as natural drainage lines, watercourses and foreshores, and
(f) to retain bushland in parcels of a size and configuration that will enable the existing plant and animal communities to survive in the long term, and
(g) to protect bushland as a natural stabiliser of the soil surface.

The core objectives for management of community land categorised as wetland as outlined in Section 36K of the LG Act are:

(a) to protect the biodiversity and ecological values of wetlands, with particular reference to their hydrological environment (including water quality and water flow), and to the flora, fauna and habitat values of the wetlands, and
(b) to restore and regenerate degraded wetlands, and
(c) to facilitate community education in relation to wetlands, and the community use of wetlands, without compromising the ecological values of wetlands.

The core objectives for management of community land categorised as an escarpment as outlined in Section 36L of the LG Act are:

(a) to protect any important geological, geomorphological or scenic features of the escarpment, and
(b) to facilitate safe community use and enjoyment of the escarpment.

The core objectives for management of community land categorised as a watercourse as outlined in Section 36M of the LG Act are;

(a) to manage watercourses so as to protect the biodiversity and ecological values of the instream environment, particularly in relation to water quality and water flows, and
(b) to manage watercourses so as to protect the riparian environment, particularly in relation to riparian vegetation and habitats and bank stability, and
(c) to restore degraded watercourses, and
(d) to promote community education, and community access to and use of the watercourse, without compromising the other core objectives of the category.

Core objectives for management of community land categorised as foreshore (S36 N)

The core objectives for management of community land categorised as foreshore as outlined in Section 36N of the LG Act are—

(a) to maintain the foreshore as a transition area between the aquatic and the terrestrial environment, and to protect and enhance all functions associated with the foreshore's role as a transition area, and
(b) to facilitate the ecologically sustainable use of the foreshore, and to mitigate impact on the foreshore by community use.

**Management Strategies**

The protection of natural areas within the City of Penrith is a high priority of Council. The ecological values of natural areas withing public land are considered of significance to the community and any development of recreation or community facilities on such sites can only occur where it can be demonstrated that the sites ecological values are not threatened.

This PoM establishes a framework for the management of natural areas in accordance with the Act. Penrith City Councils objectives of this PoM are to:

- Assist in the development of proactive land management strategies and policies for natural areas within councils' operations structure
- Establish strategies to assist in the protection, conservation, regeneration and/or restoration of bushland covered in this plan, by government agencies and community-based organisations within the city
- Provide a means for monitoring the environmental management of Council operations on the lands
- Provide a means of managing the sites to retain the natural values inherent in the flora, fauna and landscape elements and their relationship to the local community
- To establish a review for the PoM.

**Biodiversity Conservation Act 2016**

Land identified within this plan or management is subject to the provisions of the NSW *Biodiversity Conservation Act 2016* notwithstanding any lands being included in threat abatement of recovery plans for endangered species of communities. These sites are also subject to the *Commonwealth Environment Protection and Biodiversity Conservation Act 1999*.

All remnant natural vegetation communities identified on these sites as belonging to the Cumberland Plain Group are listed as critically endangered ecological communities under the *Biodiversity Conservation Act 2016.* Under provisions of this *Act* consideration must be given in the assessment of developments and activities to minimise adverse impacts.

Cumberland Plain Woodland is listed on Schedule 1 of the *Biodiversity Conservation Act 2016* as a federally listed critically endangered ecological community and is protected under Commonwealth legislation.

**Description of the lands covered by this plan**

The natural areas included in this PoM apply to all listed communities within the *Biodiversity Conservation Act 2016* and *the Commonwealth Environment Protection and Biodiversity Conservation Act 1999.* It includes sites that have conservation values in a local context but have not been included in thread abatement plan or recovery plan for threatened species or ecological communities at a regional, state, or national level to date.

**Conservation Significance**

The conservation significance of these vegetation communities is high, regardless of their level of disturbance, their size, boundary configuration or fragmentation. In terms of protecting and conserving the biodiversity of the western Cumberland Plain they have an important role to play complimenting and reinforcing the role of formal reserves administered by the National Parks and Wildlife Service.

The management of landscapes to support the conservation of a region's biodiversity outside formal reservations requires an integrated approach of threat identification and assessment, land management strategies for threat abatement and land use policy development.

Management of biodiversity implies management of flora and fauna communities of each site, and few studies have been undertaken that specifically targets ecological communities of the Cumberland Plain [1] in terms of their overall complexity. However, on the basis of surveys undertaken within the region it is clear that native species of fauna and flora are in decline in distribution and abundance in many areas, and that introduced species are on the increase. [2]

[1] CPEEC Draft Recovery Plan. NPWS (08.2000)
[2] Flora and Fauna Corridors Study. Penrith City Council; Fallding et al, (1997)

# PERMISSIBLE USES / FUTURE USES – NATURAL AREAS

Permissible uses / future uses for Natural Areas further categorised as Bushland, Wetland, Escarpment, Watercourse and Foreshore are set out following this Section.

**Authorisation of leases, licences and other estates - Natural Area**

This PoM **expressly authorises** the issue of leases, licences and other estates over the land categorised as Natural Area, provided that:

- the purpose is consistent with the purpose for which it was dedicated or reserved
- the purpose is consistent with the core objectives for the category of the land
- the lease, licence or other estate is for a permitted purpose listed in the LG Act or the LG Regulation
- the issue of the lease, licence or other estate and the provisions of the lease, licence or other estate can be validated or allowed by the provisions of the *Native Title Act 1993* (Cth)
- where the land is subject to a claim under the *Aboriginal Land Rights Act 1983* the issue of any lease, licence or other estate will not prevent the land from being transferred in the event the claim is granted
- the lease, licence or other estate is granted and notified in accordance with the provisions of the LG Act or the LG Regulation
- the issue of the lease, licence or other estate will not materially harm the use of the land for any of the purposes for which it was dedicated or reserved.

This PoM **expressly authorises** the issue of short term licences (up to 12 months) under Sec 2.20 of the CLM Act 2016, for the purposes prescribed in Clause 31 of the CLM Regulation.

A tenure or hire agreement on Crown land may impact native title rights and interests. Any use agreement issued on Crown land must be issued in accordance with the future act provisions of the NT Act and in accordance with Part 8 of the CLM Act unless native title is extinguished. For Crown land which is not *excluded land* this will require written advice from one of Council's native title managers that it complies with any applicable provisions of the native title legislation.

Where it is proposed to construct or establish a public work[3] on reserved or dedicated Crown land, where native title is not extinguished, prior to approval Council will notify and give an opportunity for comment from any representative Aboriginal/Torres Strait Islander bodies, registered native title bodies corporate and registered native title claimants in relation to the land or waters covered by the reservation or lease as required under the *Native Title Act 1993*

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[3] A public work is defined as:

*(a) any of the following that is constructed or established by or on behalf of the Crown, or a local government body or other statutory authority of the Crown, in any of its capacities:*

*(i) a building, or other structure (including a memorial), that is a fixture; or*

*(ii) a road, railway or bridge; or*

*(iia) where the expression is used in or for the purposes of Division 2 or 2A of Part 2--a stock-route; or*

*(iii) a well, or bore, for obtaining water; or*

*(iv) any major earthworks; or*

*(b) a building that is constructed with the authority of the Crown, other than on a lease.*

Major earthworks are defined as:

*earthworks (other than in the course of mining) whose construction causes major disturbance to the land, or to the bed or subsoil under waters.*

**D1 - Natural Area - Bushland**

**Guidelines – Natural Area - Bushland**

Bushland is defined in clause 107 of the LG Regulation as land containing primarily native vegetation that is the natural vegetation or a remainder of the natural vegetation of the land, or although not the natural vegetation, is still representative of the structure or floristics of the natural vegetation in the locality.

**Permissible uses / future uses – Natural Area - Bushland**

The general types of uses which may occur on community land categorised as Natural Area – Bushland, and the forms of development generally associated with those uses, are set out in Table D1.1. below. The facilities on community land may change over time, reflecting the needs of the community.

The anticipated uses and associated development identified in the table are intended to provide a general guide.

**Table D1.1. Permissible use and development of community land categorised as Natural Area – Bushland by council or the community**

| Purpose/Use, such as… | Development to facilitate uses, such as… |
|---|---|
| • Preservation of the council's natural heritage including the identified endangered ecological communities<br>• Preservation of biological diversity and habitat<br>• Providing a location for relaxation and passive informal recreation<br>• Walking/hiking<br>• Guided bushwalks<br>• Environmental and scientific study<br>• Bush regeneration works<br>• Carbon sequestration<br>• Bio-banking<br>• Approved bush care projects requiring ecological restoration activities associated with protection of flora and fauna.<br>• Fire hazard reduction. | • Visitor facilities: toilets, picnic tables, BBQs, sheltered seating areas, lighting, low impact carparks, refreshment kiosks (but not restaurants)<br>• Low-impact walking trails<br>• Interpretive signage, information kiosks<br>• Water-saving initiatives such as rain gardens, swales and sediment traps<br>• Bridges, observation platforms, signs<br>• Work sheds or storage sheds required in connection with the maintenance of the land<br>• Temporary erection or use of any building or structure necessary to enable a filming project to be carried out<br>• Locational, directional and regulatory signage |

Table D1.2. further identifies the purposes for which leases and licences may be issued over the reserves identified in this PoM as Natural Area – Bushland

**Table D1.2. Leases, licences and other estates and purposes for which they may be granted for community land categorised as Natural Area – Bushland.**

| Type of tenure | Maximum term | Purpose for which tenure may be granted |
|---|---|---|
| Lease | 30 years | • walkways, pathways, bridges, causeways<br>• observation platforms, signs<br>• information kiosk<br>• kiosk selling light refreshments (but not restaurants)<br>• bicycle/boat hire or similar<br>• work sheds or storage sheds required in connection with the maintenance of the land<br>• toilets<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out |
| Licence | 30 years | • walkways, pathways, bridges, causeways<br>• observation platforms, signs<br>• Information kiosk<br>• Kiosk selling light refreshments (but not restaurants)<br>• Bicycle/boat hire or similar<br>• work sheds or storage sheds required in connection with the maintenance of the land<br>• toilets<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out |
| Licence (e.g. seasonal licence) | Short-term Up to 5 years | • scientific studies and surveys or similar<br>• bicycle/boat hire or similar<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out |
| Other estates | | This PoM allows the council to grant 'an estate' over community land for the provision of public utilities and public authorities works associated with or ancillary to public utilities and public authorities and provision of services, or connections for premises adjoining the community land to a facility of the council, public utility, or public authority provider on the community land in accordance with the LG Act |

The granting of easements over Crown land will be subject to the provisions of the *Native Title Act 1993* and Section 8.7 of the CLM Act.

**D2 - Natural Area - Wetland**

**Guidelines – Natural Area - Wetland**

Wetlands are defined in clause 108 of the LG Regulation as marshes, mangroves, backwaters, billabongs, swamps, sedge lands, wet meadows or wet heathlands that form a waterbody.

**Permissible uses / future uses - Wetlands**

The general types of uses which may occur on community land categorised as Natural Area – Wetland, and the forms of development generally associated with those uses, are set out in Table D2.1 below. The facilities on community land may change over time, reflecting the needs of the community.

The anticipated uses and associated development identified in the table are intended to provide a general guide. The terminology used is not intended to impose an exact meaning.

**Table D2.1 Permissible use and development of community land categorised as Natural Area – Wetland by council or the community**.

| Purpose/Use, such as… | Development to facilitate uses, such as… |
|---|---|
| • Preservation of the council's natural heritage including the identified endangered ecological communities<br>• Preservation of biological diversity and habitat<br>• Providing a location for relaxation and passive informal recreation<br>• Environmental and scientific study<br>• Regenerative works requiring ecological restoration activities associated with protection of flora and fauna | • Visitor facilities: toilets, picnic tables, BBQs, sheltered seating areas, lighting, low-impact carparks, refreshment kiosks (but not restaurants)<br>• Low-impact walking trails<br>• Interpretive signage, information kiosks<br>• Water-saving initiatives such as rain gardens, swales and sediment traps<br>• Energy-saving initiatives such as solar lights and solar panels<br>• Bridges, observation platforms, jetties<br>• Work sheds or storage sheds required in connection with the maintenance of the land<br>• Temporary erection or use of any building or structure necessary to enable a filming project to be carried out<br>• Locational, directional and regulatory signage |

Table D2.2 further identifies the purposes for which leases and licences may be issued over the reserves identified in this PoM as Natural area - wetland.

**Table D2.2 Leases, licences and other estates and purposes for which they may be granted for community land categorised as Natural Area – Wetland.**

| Type of tenure | Maximum term | Purpose for which tenure may be granted |
|---|---|---|
| Lease | 30 years | • walkways, pathways, bridges, causeways<br>• observation platforms, signs<br>• information kiosk<br>• kiosk selling light refreshments (but not restaurants)<br>• bicycle/boat hire or similar<br>• work sheds or storage sheds required in connection with the maintenance of the land<br>• toilets<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out |
| Licence | 30 years | • walkways, pathways, bridges, causeways<br>• observation platforms, signs<br>• Information kiosk<br>• Kiosk selling light refreshments (but not restaurants)<br>• Bicycle/boat hire or similar<br>• work sheds or storage sheds required in connection with the maintenance of the land<br>• toilets<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out |
| Licence (e.g. seasonal licence) | Short-term Up to 5 years | • scientific studies and surveys or similar<br>• bicycle/boat hire or similar<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out |
| Other estates | | This PoM allows the council to grant 'an estate' over community land for the provision of public utilities and public authorities works associated with or ancillary to public utilities and public authorities and provision of services, or connections for premises adjoining the community land to a facility of the council, public utility or public authority provider on the community land in accordance with the LG Act |

**D3 - Natural Area – Escarpment**

**Guidelines – Natural Area – Escarpment**

Escarpments are defined in clause 109 of the LG Regulation as land that includes such features as a long cliff-like ridge or rock, and significant or unusual geological, geomorphological or scenic qualities.

**Permissible uses / future uses Escarpment**

The general types of uses which may occur on community land categorised as Natural Area – Escarpment, and the forms of development generally associated with those uses, are set out in Table D3.1 below. The facilities on community land may change over time, reflecting the needs of the community.

The anticipated uses and associated development identified in the table are intended to provide a general guide. The terminology used is not intended to impose an exact meaning.

**Table D3.1 Permissible use and development of community land categorised as Natural Area – Escarpment by council or the community**

| Purpose/Use, such as… | Development to facilitate uses, such as… |
|---|---|
| • Preservation of the council's natural heritage including the identified endangered ecological communities<br>• Preservation of biological diversity and habitat<br>• Providing a location for formal and informal recreation such as rock climbing, abseiling, paragliding and hang gliding.<br>• Bush regeneration works | • Visitor facilities: toilets, picnic tables, BBQs, sheltered seating areas, lighting, low-impact carparks, refreshment kiosks (but not restaurants)<br>• Low-impact walking trails<br>• Interpretive signage<br>• Temporary erection or use of any building or structure necessary to enable a filming project to be carried out<br>• Locational, directional and regulatory signage<br>• Construction of facilities for activities such as rock climbing and abseiling |

Table D3.2 further identifies the purposes for which leases and licences may be issued over the reserves identified in this PoM as Natural Area – Escarpment.

**Table D3.2 Leases, licences and other estates and purposes for which they may be granted for community land categorised as Natural Area – Escarpment.**

| Type of tenure arrangement | Maximum term | Purpose for which tenure may be granted |
|---|---|---|
| Lease | 30 years | • walkways, pathways, bridges, causeways<br>• observation platforms, signs<br>• information kiosk<br>• kiosk selling light refreshments (but not restaurants)<br>• bicycle/boat hire or similar<br>• work sheds or storage sheds required in connection with the maintenance of the land<br>• toilets<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out |
| Licence | 30 years | • walkways, pathways, bridges, causeways<br>• observation platforms, signs<br>• Information kiosk<br>• Kiosk selling light refreshments (but not restaurants)<br>• Bicycle/boat hire or similar<br>• work sheds or storage sheds required in connection with the maintenance of the land<br>• toilets<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out |
| Licence (e.g. seasonal licence) | Short-term Up to 5 years | • scientific studies and surveys or similar<br>• bicycle/boat hire or similar<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out |
| Other estates | | This PoM allows the council to grant 'an estate' over community land for the provision of public utilities and public authorities works associated with or ancillary to public utilities and public authorities in accordance with the LG Act. |

**D4 - Natural Area – Watercourse**

**Guidelines – Natural Area – Watercourse**

Watercourses are defined in clause 110 of the LG Regulation as any stream of water, perennial or intermittent, in a natural or artificial channel, and associated riparian land or vegetation.

**Permissible uses / future uses Watercourse**

The general types of uses which may occur on community land categorised as Natural Area – Watercourse, and the forms of development generally associated with those uses, are set out in Table D4.1 below. The facilities on community land may change over time, reflecting the needs of the community.

The anticipated uses and associated development identified in the table are intended to provide a general guide. The terminology used is not intended to impose an exact meaning.

**Table D4.1 Permissible use and development of community land categorised as Natural Area – Watercourse by council or the community**

| Purpose/Use, such as… | Development to facilitate uses, such as… |
|---|---|
| • Preservation of the council's natural heritage including the identified endangered ecological communities<br>• Preservation of biological diversity and habitat<br>• Providing a location for relaxation and passive, informal, water-based recreation, unless prohibited.<br>• Approved bush care projects requiring ecological restoration activities associated with the protection and conservation of flora and fauna<br>• Restoration works associated with the protection of the biodiversity and ecological values of the in-stream environment. | • Visitor facilities: toilets, picnic tables, BBQs, sheltered seating areas, lighting, low-impact carparks, refreshment kiosks (but not restaurants)<br>• Low-impact walking trails<br>• Interpretive signage, information kiosks<br>• Water-saving initiatives such as rain gardens, swales and sediment traps<br>• Bridges, observation platforms<br>• Work sheds or storage sheds required in connection with the maintenance of the land<br>• Bicycle/boat hire or similar<br>• Temporary erection or use of any building or structure necessary to enable a filming project to be carried out<br>• Locational, directional and regulatory signage<br>• Flood mitigation works, such as detention basins, realignment of water flows and banks, installation of pipes, culverts and other structures to assist in control of flood waters. |

Table D4.2 further identifies the purposes for which leases and licences may be issued over the reserves identified in this PoM as Natural Area – Watercourse

**Table D4.2 Leases, licences and other estates and purposes for which they may be granted for community land categorised as Natural Area – Watercourse.**

| Type of tenure | Maximum term | Purpose for which tenure may be granted |
|---|---|---|
| Lease | 30 years | • walkways, pathways, bridges, causeways<br>• observation platforms, signs<br>• information kiosk<br>• kiosk selling light refreshments (but not restaurants)<br>• bicycle/boat hire or similar<br>• work sheds or storage sheds required in connection with the maintenance of the land<br>• toilets<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out |
| Licence | 30 years | • walkways, pathways, bridges, causeways<br>• observation platforms, signs<br>• Information kiosk<br>• Kiosk selling light refreshments (but not restaurants)<br>• Bicycle/boat hire or similar<br>• work sheds or storage sheds required in connection with the maintenance of the land<br>• toilets<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out |
| Licence (e.g. seasonal licence) | Short-term Up to 5 years | • scientific studies and surveys or similar<br>• bicycle/boat hire or similar<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out |
| Other estates | | This PoM allows the council to grant 'an estate' over community land for the provision of public utilities and public authorities works associated with or ancillary to public utilities and public authorities and provision of services, or connections for premises adjoining the community land to a facility of the council, public utility or public authority provider on the community land in accordance with the LG Act |

**D5 – Natural Area Foreshore**

**Guidelines – Natural Area – Foreshore**

Foreshores are defined in clause 111 of the LG Regulation as land situated on the water's edge forming a transition zone between the aquatic and terrestrial environment.

**Permissible uses / future uses Foreshore**

The general types of uses which may occur on community land categorised as Natural Area – Foreshore, and the forms of development generally associated with those uses, are set out in Table D5.1 below. The facilities on community land may change over time, reflecting the needs of the community.

The anticipated uses and associated development identified in the table are intended to provide a general guide. The terminology used is not intended to impose an exact meaning.

**Table D5.1 Permissible use and development of community land categorised as Natural Area – Foreshore by council or the community**

| Purpose/Use, such as… | Development to facilitate uses, such as… |
|---|---|
| • Preservation of the council's natural heritage including the identified endangered ecological communities<br>• Preservation of biological diversity and habitat<br>• Providing a location for formal and informal recreation<br>• Walking and cycling<br>• Environmental and scientific study<br>• Approved bush care projects requiring ecological restoration activities associated with protection of flora and fauna.<br>• Fire hazard reduction | • Visitor facilities: toilets, picnic tables, BBQs, sheltered seating areas, lighting, low-impact carparks, refreshment kiosks (but not restaurants)<br>• Low-impact walking trails<br>• Interpretive signage and information kiosks<br>• Water-saving initiatives such as rain gardens, swales and sediment traps<br>• Energy-saving initiatives such as solar lights and solar panels<br>• Bridges, observation platforms<br>• Work sheds or storage sheds required in connection with the maintenance of the land<br>• Bicycle/boat hire or similar<br>• Temporary erection or use of any building or structure necessary to enable a filming project to be carried out<br>• Locational, directional and regulatory signage |

Table D5.2 further identifies the purposes for which leases and licences may be issued over the reserves identified in this PoM as Natural Area – Foreshore.

**Table D5.2 Leases, licences and other estates and purposes for which they may be granted for community land categorised as Natural Area – Foreshore.**

| Type of tenure | Maximum term | Purpose for which tenure may be granted |
|---|---|---|
| Lease | 30 years | • walkways, pathways, bridges, causeways<br>• observation platforms, signs<br>• information kiosk<br>• kiosk selling light refreshments (but not restaurants)<br>• bicycle/boat hire or similar<br>• work sheds or storage sheds required in connection with the maintenance of the land<br>• toilets<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out |
| Licence | 30 years | • walkways, pathways, bridges, causeways<br>• observation platforms, signs<br>• Information kiosk<br>• Kiosk selling light refreshments (but not restaurants)<br>• Bicycle/boat hire or similar<br>• work sheds or storage sheds required in connection with the maintenance of the land<br>• toilets<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out |
| Licence (e.g. seasonal licence) | Short-term Up to 5 years | • scientific studies and surveys or similar<br>• bicycle/boat hire or similar<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out |
| Other estates | | This PoM allows the council to grant 'an estate' over community land for the provision of public utilities and public authorities works associated with or ancillary to public utilities and public authorities and provision of services, or connections for premises adjoining the community land to a facility of the council, public utility or public authority provider on the community land in accordance with the LG Act |

# MANAGEMENT OBJECTIVES FOR NATURAL AREAS

The key strategies to be covered by this plan relate to the long term protection and conservation of the ecological values of each site, including the natural regeneration of ecological communities and/or the assisted restoration of ecological communities through planned intervention.

The issues of ecological sustainability, the reduction or elimination of processes that modify or interrupt the natural functions of the site and the need to provide access to, and management of the site are key management targets for Council.

The seven broad areas of management concern addressed in this PoM are:

1. Safety and Risk Management
2. Maintenance and Management
3. Conservation and Protection
4. Community Access and Parking
5. Recreation and Land Use
6. Landscape Character and Design
7. Community Engagement and Education

**Safety and Risk Management**

Public safety is of the utmost importance in the management and maintenance of Council community use areas. Council will actively identify, monitor and manage public risk through progressive and responsive mechanisms and community involvement in the recognition and remediation of public risk will be encouraged.

Council has a statutory responsibility to provide facilities that meet relevant Australian Standards and is obliged under common law to take appropriate steps to protect people from reasonably foreseeable risk or harm in the use of public spaces and public assets.

This implies a responsibility to maintain all community use areas associated facilities to an acceptable standard, hence:

- Provision needs to be made to restrict access to community land affected or potentially affected by natural disasters such as flood or severe windstorms until the safety of the public can be assured.
- Management of chemical usage needs to be assessed to minimise the potential impacts upon the community.
- Due to the number of parks, reserves and natural areas distributed over a wide area, staff are unable to inspect all areas on a regular basis.
- Antisocial behaviour and its effects are ongoing issues which need to be minimised.
- Dogs, off leash, can threaten the health and safety of users and need to be managed.

**Maintenance and Management**

Natural Area management aims to allow for the retention and preservation of the maximum amount of remnant bushland and waterways for the inherent ecological values they contain and for wider community benefit. Council also must ensure that optimum condition of the reserves is maintained, that conflicts are minimised, and that any works undertaken are compatible with the existing functions and character of the land.

Natural Area reserves require funding allocations to be managed and maintained at best practice level. Council will need to allocate an appropriate level of funding to cater for the embellishment of natural areas and, ensure a cost-efficient maintenance program is continued. The protection of the ecological values of these reserves can be served through adequate resource allocation.

Opportunities exist for funding under various State and Federal environments grants, particularly for sites of high conservation value. Avenues such as these should be pursued

for capital works and infrastructure spending, such as fencing and signage which offers protective and educational measures for bushland.

The role of volunteer organisations in managing bushland reserves can be further developed through partnerships with Council and the application of funding under programs such as Bushcare.

Due to the relative low use of natural areas, maintenance of these areas is often limited. Key areas to consider for maintenance and management are:

- Weed control
- Vegetation management
- Urban stormwater runoff and nutrient enrichment
- Soil erosion
- Fragmentation
- Fire management
- Boundary fencing and perimeter management
- Bushland regeneration

**Weed Control**

Exotic weed invasion poses one of the greatest threats to the integrity of bushland being the end result of overlying levels of modification and disturbance to the original natural system. Weeds are a response to the disturbance of soil and drainage patterns, the removal of natural vegetation and the introduction of opportunistic plant species through human agency.

The most significant weed threats to western Sydney bushland are the perennial woody species of which the African Olive *Olea africana*, Small Leave Privet *Ligustrum sinense*, Large Leaved Privet *Ligustrum lucidum* and Lantana *Lantana camara* are included.

Successful control strategies for perennial weeds include the use of hand removal, herbicide application and mechanical removal, dependent on-site conditions, level of infestation and accessibility.

**Vegetation Management**

Management of vegetation on public land is often carried out in response to community request, where vegetation is either rampant, creating a fire hazard, impeding access or within a service easement.

In bushland situations the removal of native species should only be carried out where it can be demonstrated no other option is possible, and it can be demonstrated that the impact on the reserve is minimal. In many cases it may be possible to limit the removal of vegetation through pruning rather than removal, and by replanting similar species in locations away from the trouble spot.

Degraded sites often attract feral bird species such as Indian Myna and Common Starling. Vegetation management is often required. Strategies include removal of degraded vegetation and the undertaking of bushland regeneration programs to restore the site, rather than total clearing.

**Urban Stormwater**

Urban stormwater acts as a transport agent of weeds, nutrients, sediment, contaminants, and gross litter when allowed to eb discharged into, or to travel through, natural bushland areas. Urban runoff can adversely affect the environmental qualities of remnant bushland. The transportation of nutrients and sediment into bushland areas modifies conditions to create opportunities for weed invasion and spread.

**Soil Erosion**

Soil erosion in bushland reserves can be caused by agents and activities from within and from outside the boundary. Unsealed and badly formed tracks and paths, vehicle use, animals and stormwater all interact to create erosion of soils. The result can be the undermining of vegetation, exposure of root systems, destabilising of trees and death of vegetation. Gullying of steep sties and the exposure of bare soils creates conditions for weed invasion and further soil loss.

**Fragmentation of vegetation**

The fragmentation of bushland within reserves can be the result of poorly planned paths and tracks; soil erosion and stormwater drainage lines which can isolate and fragment the vegetation communities. The smaller the reserve the greater the problems of fragmentation within, and the opportunities for weed establishment, and the loss of native species.

The development of an island of vegetation within already small remnants is unsustainable for the conservation of species over the long term.

**Fire Management**

The woodlands of Western Sydney are adapted to a cycle of wildfire of approx. 15 to 20 years; however, the cycle is often much shorter through accidental and deliberate burnings. The changes to fire regimes can radically alter vegetation types and patterns which can also affect the distribution and abundance of individual species and populations.

Under the *Rural Fires Act 1997* Council has responsibility for controlling land under its ownership or care, control, and management, and to ensure they do not cause damage to adjoining land of property.

**Boundary Fencing and Perimeter Management**

Bushland reserves often adjoin neighbouring private property with attendant issues of vegetation management and hazard reduction. A consultative approach to management of the perimeter zone with adjoining landholders can achieve favourable management outcomes.

**Bushland Regeneration**

Bushland regeneration has the objective of returning degraded bushland areas to a state approaching its original condition using the natural regenerative capacity of the site. This relies almost totally on the regeneration of vegetation through the germination of seed withing the soil and the regeneration of root stocks. Regeneration requires intervention in the form of weed removal and site management techniques to establish conditions for regeneration to occur.

Restoration implies the more active intervention in the form of replanting species to develop a vegetation structure in highly degraded areas where regeneration is unlikely to be successful.

**Collection of Seed and Other Plant and Biological Material**

All fauna and flora within the lands included in this PoM is protected and the collection of seed, fruit, plant cuttings or any other biological material, including fauna, leaf litter and natural mulches is prohibited, unless express permission is granted by Council, and the purpose of the collection is for scientific or research purposes only.

Council in these circumstances has a right to charge a fee for such service provision.

**Collection of Firewood, Stone, Bushrock, Gravel and other Geological Material**

The collection of these is prohibited from land included in this PoM.

**Cultural Items and Areas of Significance**

The traditional Aboriginal people of the region were the Darug whose homelands comprised the greater part of the Cumberland Plain and parts of the Blue Mountains. It is likely that relics, artifacts and evidence of past occupation remains in many locations. It is likely that some sites hold a special significance to the Aboriginal people and with which special links are retained.

This PoM recognises the importance of this cultural heritage to the Aboriginal people in the region. All Aboriginal relics, artefacts and sites known and those that remain unknown are protected by the *National Parks and Wildlife Act 1974* on lands within this PoM.

Equally sites, relics and artefacts of European tradition and historical significance may exist on these reserves. Their importance in the heritage fabric of the region is acknowledged and protected under this PoM.

**Conservation and Protection**

The key issues covered in this section refer to:

- Conservation of biodiversity
- Conservation of habitat
- Rare and threatened species
- Identification of threatening process
- Conservation of landscape and scenic quality

**Conservation of Biodiversity**

Biodiversity refers to the variety of life forms in terms of species richness, genetic patterns and ecological communities formed by them. Genetic diversity refers to the genetic variation within distinct populations of the same species and occurs in plant and animal communities. In Western Sydney there are distinct species of plants that occur whether in isolation of other populations across the State or are at the limit of their natural distribution. This has, in some species lead to a distinct variation manifesting as either flower colour or form.

Species diversity refers to the variety of species and are usually classified into three measurements groups: richness, abundance and taxonomic diversity, each of which gives an indication of an areas number of species; how many numbers among those species, and any genetic relationships between them.

The conservation of a region's biodiversity is important in terms of reinforcing the resilience of ecosystems and their capacity to provide beneficial service in the form of nutrient breakdown and recycling protection of water resources, soil formation and protection, breakdown of contaminants, contribute to climatic stability.

Additionally, the biodiversity of a region provides social and cultural benefits of recreation opportunities, scenic landscapes and research and education.

**Conservation of Habitat**

Remnant bushland provides important areas of habitat for native fauna and maintains environmental conditions suitable for native plant communities. The vegetation communities of the Cumberland Plain, which forms the greater part of the Penrith LGA, have undergone significant modification and in many areas have been totally lost to urban and agricultural development. The net effect has been an overall loss in the region's biodiversity and in the area and type of habitat suitable for native species.

Bushland reserves on community land provide important communities for habitat protection and the creation of wildlife corridors through the linking of reserves with street plantings and remnants on private land.

Protection of habitat assists in the conservation of threatened fauna within the LGA including the Glossy Black Cockatoo *Calyptorhynchus lathami* and Regent Honeyeater *Xanthomyza phyrgia.*

**Rare and threatened Species**

An important consideration in the protection of remnant bushland on community land is the role it plays in the conservation of rare and threatened species and endangered ecological communities which may not otherwise be protected in more formal reservations, because of size or other management considerations. This is particularly important in urban areas where bushland pockets are generally small and under pressure from adjoining land uses.

In many cases these small urban reserves offer the last examples of the original ecological communities that existed in the region predevelopment.

**Identification of Threatening Process's**

Threatening processes to remnant bushland in Western Sydney have been identified in several Council documents in the past. These processes are further defined by the NSW Scientific Committee in their determinations on Cumberland Plain Endangered Ecological Communities as being:

- Weed invasion
- Clearing for development
- Rubbish dumping
- Recreational (vehicles)
- Grazing and mowing
- Increase in nutrient loads
- Edge effects because of small remnant size

**Conservation of Landscape and Scenic Quality**

Remnant bushland on community land provides character and scenic quality in areas which are largely developed either as urban or agricultural land uses. These sites provide richness in the landscape and form a reminder of the original landscape of the area.

**Community Access and Parking**

In principle, all of Council's public open space areas should be accessible to the whole community, regardless of age, ability, or gender. However, natural areas have requirements for the preservation of biodiversity, and restricted or conditional access may be appropriate in some circumstances. Key areas to consider are:

- Recreation facilities
- Pathways
- Vehicle use
- Community organisations
- Education and interpretation

**Recreation Facilities**

Under the LG Act facilities in natural area are limited to those specifically prescribed under Section 47B(4). These are limited to:

- Walkways
- Pathways
- Bridges
- Causeways
- Observation platforms
- Signs

Additionally, the following purposes are permitted under S47B (5) of the LG Act:

- Information kiosks
- Refreshment kiosks (not restaurant)
- Work and storage sheds required in connection with the maintenance of the land
- Toilets of rest rooms

For the purposes of this PoM no other purposes are permitted.

**Pathways**

Access to natural areas needs to be restricted to limit disturbance. Pathways should be well designed and constructed to limit soil erosion and run off. Pathways should remain relatively informal but should be constructed of durable and non-toxic materials.

The design of pathways can be used to delineate areas and assist in the control of weeds and act as a fire break.

Design and construction standards should meet applicable Australia Standards and requirements of the Building Code of Australia.

**Signage**

Signage is permitted in bushland reserves and should be designed and constructed in a manner appropriate to the site characters. Signage should be unobtrusive and placed in accessible areas.

**Gates and Fences**

Boundary consolidation is important in protecting natural areas from unauthorised uses, and to limit degrading edge effects. Fencing can however present problems for native fauna, and requires careful design and consideration. Fencing and gate placement should be such that it is used to restrict vehicle access and domestic animals on a site by site bases.

**Vehicle Access**

The use of all motorised vehicles in natural areas is not permitted unless by Council staff or contractors of Council on Council business.

The use of BMX and mountain bikes is restricted to formed pathways and are not to be used for other purposes.

**Community Organisation**

The use of natural area for the purposes of regeneration, restoration and rehabilitation by authorised incorporated community organisations is permitted under the LG Act.

Scientific and educational study is permitted on land included in this PoM.

**Recreation and Land Use**

Recreation activities are encouraged in natural areas but are subsidiary to the objective of management of the land to retain its natural features and qualities noting:

- There is a lack of dog off leash areas as well as areas for other domestic animals such as horses.
- The drinking of alcohol within natural areas can lead to anti-social behaviour as well as broken glass causing a safety issue.
- A lack of signage identifying what can or cannot occur within each natural area makes it difficult to curb certain activities. The over usage of signs can however lead to clutter and visual pollution. Currently there are private water pumps used for irrigation, located within natural areas.
- In some natural areas, overnight camping is conducted even though camping is prohibited in natural areas.
- There are few existing boat ramps in natural areas. There is little provision of access for canoeists.
- Off road recreation vehicles are prohibited in natural areas, except on properly constructed roads or where used for maintenance or management purposes.
- Where barbeques have been provided in natural areas, they are open fireplaces. This is not appropriate where bushfires can easily be started or where fuel is sourced from natural areas.
- Often cyclists or horse riders do not stick to formed tracks.
- It is difficult to prevent the use of swing ropes into the river from natural areas due to the vast number of areas requiring monitoring.
- Swimming and or diving into water bodies can be dangerous due to variable water quality and submerged logs, rocks.

**Landscape Character and Design**

Any structures, signs, paths etc in natural areas should be sympathetic to the existing setting, its landscape values or the unique character and features of each site. The inherent landscape features of natural areas thus need to be retained, and where possible enhanced, when developing natural areas noting:

- Site planning, materials selection and colour schemes are not often considered when designing structures in natural areas.
- Often landscape design in areas adjoining natural areas opposes the ecological values of the site.
- Often natural areas are unsigned and entrances are not obvious.
- Flooding is a constraint to the location and type of structures placed in natural areas.
- Stormwater is generally designed to flow into natural watercourses. This water often contains sediment, weed propagates and seed and is high in nutrients, thus promoting the spread of weeds into natural areas.
- Pumps and pipes within reserves can detract from the appearance of the reserve, particularly where they run down escarpments.
- Consideration of *Safer by Design* principles should be incorporated into new designs for Natural Areas where possible, to improve safety of park users and staff and reduce the incidence of crime.

**Community involvement / Neighbour Relations**

Good neighbourly relations are important in the management of natural areas. Neighbours and community users are vital for the contribution to the planning and management process as well as informing Council of any ongoing issues as:

- There is often encroachment or dumping of rubbish and garden refuse into natural areas.
- In some cases, the community and neighbours are affected by issues such as anti-social behaviour and presence of pest animals such as rabbits and foxes.
- Often community awareness of natural area qualities and management issues is poor. A broader understanding would ensure that as far as possible residents and visitors have a positive interaction with the bushland.

# ACTION PLAN

**Safety and Risk Management**

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| Ensure the safety of all users when visiting natural areas | All public domain assets shall be installed, maintained, and managed in accordance with acceptable standards | Conduct regular inspections of infrastructure as per levels of service | Regular inspections of key infrastructure undertaken |
| | All works carried out within Natural areas complies with Councils WH&S Policy | Ensure on site safety and inspect contractor operations | All work carried out conforms with WH&S Policy |
| | Encourage community involvement in the recognition and reporting of public risks via the council website | Respond promptly to reports of hazards | Response and remediation of hazards as per agreed service levels |
| | Minimise unsafe usage of the Natural areas | Install signage prohibiting specific uses | Number of signs erected |
| | Protect users and staff from harm | Use 'Safer by Design' principles when developing assets | New designs consider Safer by Design principles |
| | To ensure that dog usage is appropriate and undertaken in a responsible manner | Ranger patrols and fines issued for dogs off leash in prohibited areas.<br><br>Provide additional dog off leash areas if appropriate.<br><br>Provision of signage and faeces collection bags where relevant | Number of reports of dogs being off leash in prohibited areas.<br><br>Areas set aside as dog off leash areas<br><br>Reduction of dog faeces complaints and record number of signs |
| | Discourage anti - social behaviour | Provide lighting to improve safety and to act as a deterrent for anti-social behaviour where appropriate<br><br>Redesign those areas that suffer anti-social behaviour to foster passive surveillance as per Use Safer by Design principles<br>Removal of graffiti as per service levels agreements | Lights erected.<br><br>Reduction in reports of vandalism |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| | | Implement Alcohol free zones | |
| | Protect the public from sharps hazards | Provide appropriate means of disposal for sharps where appropriate | Suitable disposal bins provided |
| | Have a safe maintenance program in place | Safe Work Method statements and Safe Operation Procedures are in place for all maintenance procedures, including for contractors | Up to date procedures/records |
| | Limit public contact with chemicals whilst in Natural areas | Record all chemical spraying and use appropriate signs to indicate affected areas as per the Pesticide Use Notification Plan<br><br>Staff and contractors are trained in the use of chemicals in public outdoor areas and in buildings. | Up to date procedures/records |
| | Public is not under threat from flood during rain events | Close areas that are threatened by flood where possible, until the area is assessed as being safe.<br><br>Council communicate emergency events and closures to the community via social media<br><br>Provide safe flood evacuation routes from riverside areas | Assess and close access to affected areas where possible<br><br>Access routes have been assessed for safe evacuation |
| | Ensure the public is not under threat from Fire | Natural areas are to be closed from the public whilst there is a high threat of fire entering the reserve.<br><br>Ensure barbecues are in designated formal picnic areas only, with a minimum cleared distance of 20 metres to bushland and provision of reticulated water supply on site<br><br>Barbecues where possible shall not require timber for fuel. | Parks and reserves closed at appropriate times<br><br>All Barbecues are located in appropriate sites<br><br>Fire procedures are in place for any fires that require wood or fuel through a hire event |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| | | All Council owned barbeques are electric | No BBQ's or campfires with open flames are bought into the council reserve |
| | Ensure the public are not at risk from Bushfires | Council communicate emergency events and closures to the community via social media.<br><br>Maintain asset protection zones<br><br>Maintain registered fire trails within the LGA to NSW RFS standards | Maintenance performed |
| Security | Maintain a secure public environment within Natural area facilities. | Installation of security systems where appropriate<br><br>Management of security patrols when required.<br><br>Appropriate fencing and lighting.<br><br>Community education.<br><br>Use of regulatory signs.<br><br>Liaison with Police.<br><br>Appropriate design, siting and materials. | Number of complaints in relation to security<br><br>Number of ordinance investigations and prosecutions.<br><br>Number of public liability claims against Council. |

**Maintenance and Management**

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| Weed Control | Identification of weed species of concern in remnant bushland, including native 'non endemic' species<br>Target of removal of high impact woody weed species from reserves<br>Controlled removal of perennial weed species from remnant bushland on priority basis with minimum disturbance to natural communities<br>Reduce incidence of weed introductions to bushland through garden refuse, soil and waste materials<br>Reduce impact, distribution and effect of weed species on adjoining land and property | Undertake survey of all sites and score weed incidence types, distribution and abundance<br>Develop action plan for high priority target woody species including Privet and African Olive<br>Undertake weed control on reserve priority basis using appropriate techniques<br>Develop education program for residents on garden refuse | Survey completed<br>Action plan completed and incorporated into parks maintenance program<br>Reduced weed infestation on reserves<br>Reduced incidence of weed invasion from adjoining properties and through dumping |
| Vegetation Management | The management of natural vegetation on public land to retain the diversity, distribution and abundance of the community<br>To allay incidence of fire on adjoining properties | No indigenous vegetation to be removed without investigation of its significance to the site<br>Boundary and perimeter vegetation to be managed in consultation with adjoining properties | Structure and ecological integrity of vegetation maintained<br>Reduced incidence of unauthorised clearing of vegetation along property boundaries |
| Off-site stormwater | Manage water quality entering natural areas at a level close to predevelopment conditions<br>No new direct discharge of road or property drainage into natural areas<br>Pipe discharges into bushland areas to have water dissipators designed to slow discharge velocity | Manage stormwater in accordance with Council SW Management Plan<br>Design and divert discharge flows of stormwater away from natural areas<br>Retrofit existing discharge pipes with dissipation and stilling devices | Reduction in sediment and nutrient loads entering natural areas<br>Reduction in erosion |
| Soil erosion | On site soil erosion to be reduced through application of best practice controls on soil movement, transport, and protection during any development works<br>Off-site transport of soil into natural areas through stormwater to be reduced | Implement sound sedimentation controls on off site developments | Controls implemented |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| | On site erosion effected by off site causes to be monitored and reduced. Off site effects can result in contamination of soil and water by toxins; introduction of weeds; and sedimentation of drainage lines and ground vegetation, | | |
| Fire Management | Fire is important in the health of natural areas' systems and requires a balanced management approach<br><br>The protection of ecological values of bushland and the protection and safety of adjoining properties are of equal consideration | Develop fire management plan for council reserves | Plan in place |
| Boundary and Perimeter Management | Perimeters of natural areas are generally areas of high disturbance where delineation of the edge is often blurred and where weeds and litter accumulate. These areas are often subject to regular mowing or slashing with the net effect of further edge disturbance and encroachment on the core values.<br><br>Boundaries need to be managed to protect the natural values of the natural area and to protect the interests of adjoining properties<br><br>Edge effects need to be reduced on all natural areas through an integrated management approach incorporating strategic boundary definition and review of maintenance practices<br><br>The consolidation of natural areas is important to discourage and eliminate the use of unauthorised vehicles on the sites. Additionally this will discourage the use of the sites for unauthorised or illegal activities | Consolidate and implement no mow zones in all bushland reserves<br><br>Consult with neighbouring property owners to establish joint management practices for boundaries<br><br>Fence natural areas | Joint management practices agreed on |
| Bush regeneration | Bush regeneration is an ecological and cost effective tool for the rehabilitation and management of degraded bushland | | |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| | Bushland regeneration denotes a pro active approach to bushland management and incorporates community involvement in the ongoing management of areas biodiversity, habitat | Employ bush regeneration teams in sites identified for priority protection and restoration | Regeneration of vegetation occurring |
| | Natural regeneration of degraded sites can be complemented with the planting of endemic species propagated from seed or propagation material collected on site or of local provenience | Establish local Bushcare groups | Bushcare groups established |
| | Bushland regeneration activities by volunteer organisations assists in fostering an awareness and local ownership of bushland reserves | | |
| Collection of Seed and Other Plant Material | The uncontrolled collection of plant material including seed, cuttings and fruit limits the availability of the natural resource for natural regeneration of new plants and restricts the availability of food sources for native fauna particularly birds. The collection of these materials is not permitted in any land covered by this PoM unless specifically authorised by and with expressed permission of Council | Prohibit collection of seed and plant material | |
| Collection of Firewood, Leaf Litter, Bushrock, Other Stone, Grave and Soil | The collection of firewood or any geological derived material is not permitted on any land within this PoM | Prohibit collection of any other material from reserves | |

**Conservation and Protection**

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| Biodiversity Conservation | The conservation of a site's total biological diversity<br>To assist in the recovery, conservation and protection of rare and threatened species and communities in the city | Identify and assess and prioritise natural areas within this plan for protection and recovery | Identification plan completed |
| Habitat Conservation | The protection of existing wildlife habitat on community land<br>The recovery of habitat for native fauna and flora species<br>Introduction of habitat that has been loss both natural and artificial | Implement habitat management program<br>Regenerate/ restore degraded habitat areas<br>Installation of nesting boxes, habitat hollows, repurposing of logs and rootballs. | Successful regeneration of native plant communities and habitat<br>Fauna surveys |
| Rare, threatened, and endangered species or communities | Protect sites containing RTE species/ communities | Implement habitat restoration program | Protection of sites implemented |
| Threatening processes | Reduce/ eliminate threatening processes at local level | Identify threatening processes at a local level | Stabilised habitat |

**Community Access and Parking**

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| Recreation Facilities | Only those facilities and activities prescribed under S47B of the LG Act are permitted on land included in this plan. There facilities are described in Section 4.3 of this plan.<br>All developments are to be subject to site specific approvals dependent upon investigations to determine the level and nature of disturbance to the area | Refer to the Sport and Recreation strategy for a review of natural areas. | Natural areas used for passive recreation |
| Leases, licenses and other estates | Leases, licenses and other estates over land included in this plan may only be granted where it can be demonstrated that the lease, license or other estate will not damage disturb or cause the extinction of species on the site, and may only be granted for the purposes prescribed in S47B of the LG Act | | |
| Walkways and Paths | New walkways and pathways through bushland areas should have minimal disturbance on the vegetation and should be designed and constructed of non toxic materials to minimise runoff and erosion; provide a safe and durable walking surface and provide effective non vehicular access to all members of the community | Appropriate design for pavements, facilities, structures and parking to comply with Australian Standard and Council's Codes, Policies and Regulations.<br>Plan the path of new tracks/cycle ways.<br>Upgrade or develop parking facilities when funding is available | Number of paths/cycle ways developed.<br>Number of reported accidents and comments of user conflicts.<br>Number of community comments about the provision of access ways. |
| Gates and Fences | Gates and fences on natural areas help consolidate the boundary and assist in site management by having clearly defined access points. They can however limit movement of some native animals a through natural area corridors and therefore should be designed with this in mind | | |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| | Gate and fence materials should be durable and of a design that integrates with the sites landscape character | | |
| Signage | Signage should be located at entry points to natural areas and should clearly identify the reserve<br><br>Interpretive signage assets in the communities understanding of bushland management issues and can be installed in selected reserves. The design should be effective and durable | Develop a policy for signage on community land | Sign Policy developed |
| Vehicle access including cars; motorcycles; BMX and mountain bikes | Inappropriate use of vehicles in natural areas creates problems with soil erosion, noise, soil compaction and contamination, vegetation damage and habitat loss. Vehicle use in these reserves is restricted to authorised users including Council staff or contractors on Council business<br><br>Motorcycles are not permitted on land covered by this PoM<br><br>BMX and mountain bikes are permitted only on formed paths on land covered by this plan | Close non-essential vehicular access.<br><br>Stop permanent or temporary use of tracks through natural areas for access to private lands.<br><br>Inspect roads, parking areas and walking tracks annually and maintain when necessary<br><br>Provide appropriate parking facilities and signage<br><br>Use of traffic control devices such as boom gates, barriers and bollards. Provide gate keys to appropriate emergency services | Number of tracks closed successfully<br><br>Number of access points closed.<br><br>Roads and Paths maintained.<br><br>Comply with traffic management plans for events.<br><br>Areas affected by unauthorised parking<br><br>Number of access ways provided (lineal measure). |
| Community Organisations | Incorporated community environment organisations such as local Bushcare groups should be encouraged to form and undertake generation and restoration works in reserves in partnership with Council<br><br>The use of reserves is permitted for educational and scientific study purposes with express permission of Council | | |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| Provide the whole community with access to natural areas | The design of green, open and public space should meet Australian standards for mobility and access and should integrate the principles of inclusion for the design and delivery of play spaces. | Appropriate design for pavements, facilities, structures and parking to comply with Australian Standard and Council's Codes, Policies and Regulations. | Number of paths/cycle ways developed. |
| | Walking tracks/cycle ways constructed where appropriate to improve access to and within Natural areas. Paths should be accessible where possible. | Plan the path of new tracks/cycle ways. | Number of reported accidents and comments of user conflicts.<br><br>Number of community comments about the provision of access ways. |
| | Parking, including all ability access parking, provided where relevant, considering the effect on residents | Upgrade or develop parking facilities when funding is available | |

**Recreation and Land Use**

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| To enhance the recreational opportunities of Natural areas | Passive recreation activities permitted such as walking, photography, bird watching and other unstructured recreation | Refer to the Sport and Recreation strategy for a review of community use areas. | Natural areas used for passive recreation |
| To provide for the community use of and access to the land in such a manner as will minimise damage caused by human intrusion | Restrict the following activities except in areas designated: Camping, caravans, off road recreation<br><br>Unauthorised vehicles prohibited, as identified by signs<br><br>Recreational activity restricted to specific areas, times, or seasons where this is necessary to achieve the objectives of the plan. | Install Signs in problem areas<br><br>Restrict inappropriate recreational activities where unacceptable disturbance is being caused.<br><br>When necessary, areas are cordoned off from the public. Signage and use of advertising may be appropriate to inform the public | Reduction in number of complaints and the amount of damage caused<br><br>Use of unauthorised vehicles within Natural areas, reduced<br><br>Less damaged caused |
| Informal Recreation e.g. Ball, Frisbee | Games allowed that are suitable within the Natural Area. | Use of regulatory signs. | Number of community comments about activity. |
| Outdoor Performance Area | Outdoor performances and performance space provided where appropriate with minimal impact on the community. | Regulation by Council.<br><br>Provision of facility in appropriate locations. | Number of comments received about public acceptance of the outdoor area.<br><br>Number of bookings of facility per annum. |
| Allow outdoor Seating Concessions for approved food related businesses | Licensing or leasing of outdoor seating concessions allowed for approved outdoor dining food related businesses in line with Council's Policy, Guidelines and procedures | Enter in appropriate Leasing/Licensing Agreement subject to council approval | Number of incidents of non-compliance with the terms and conditions of approval and the License or Lease Agreement.<br><br>Number of Leases/Licences issued. |
| Provide appropriate furniture and equipment | Allow for the provision of furniture and equipment that is appropriate for community use | Complement and be consistent with the local theme.<br><br>Appropriate design, siting, use of materials and erection of furniture. | Number of complaints about suitability of the location and the style.<br><br>Number of comments regarding |

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Assessment of performance against targets |
|---|---|---|---|
| | | | community satisfaction with the opportunity to provide input. |
| Public Art | Allow for public and community artworks in appropriate settings.<br><br>Manage, maintain and decommission. | Co-ordination by Council's Community Arts Officer and relevant people involved in the project to identify, commission and erect artworks.<br><br>Comply with Council's Place Making and Public Art Policy | Number of comments about public acceptance.<br><br>Number of public involved in the Project.<br><br>Number of reported incidents of vandalism and damage to artwork. |
| Ensure Natural areas do not impact upon adjacent areas | Ensure land use is appropriate to consider noise, lighting and other factors on neighbouring and adjacent properties.<br><br>Restrict community uses for activities that may affect neighbouring lands. | Consider adjacent uses and assess appropriate of uses through community consultation.<br><br>Have management agreements in place. | Compliance management agreements in place with users. |
| Ensure signage / advertising within Natural areas does not affect visual quality. | Limit amount of unnecessary signage | Develop a policy for signage on community land | Sign Policy developed |
| Ensure all community land is identifiable | All community land to have signage that identifies the land | Install identifying signage and regulatory signage within community use parks where required (except where leased) | Signs installed |
| Consider life cycle costs in the planning and design of capital works | All new capital works programs will include a maintenance budget. | Ensure future maintenance budgets take into account the future requirements of new developments. | Maintenance costs considered for all new works |

**Landscape Character and Design**

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Measure of performance against targets |
|---|---|---|---|
| Ensure that the landscape character of Natural areas is retained | Any structures, signs, paths, planting etc should be sympathetic to the existing setting, its landscape values, heritage and unique character.<br><br>Retain and enhance where possible, inherent landscape features.<br><br>Comply with any Council open space landscape standard design guidelines and construction specifications, strategies and policies | Plan and design appropriately, including materials selection and colour schemes<br><br>Approval of Council staff for all designs before construction<br><br>Landscape designs to enhance landscape features<br><br>Identify and allocate appropriate budgets for maintenance of landscape<br><br>Develop design guidelines | Landscape plans are approved by council and meet Council's vision<br><br>Design reflect the objectives of the designs or master plans, as developed by the community<br><br>Landscape features retained<br><br>Budgets are allocated to the maintenance of landscapes |
| Consider constraints and opportunities such as flooding, geo-tech, services, native vegetation, etc. when siting facilities. | Full assessment and consideration of all factors are done before design commences.<br><br>All opportunities and constraints of a site are considered in the design of infrastructure | Engagement of all stakeholders.<br><br>All investigative studies and surveys completed to inform design.<br><br>Assess impact of flood on structures when deciding on suitable location and design | Efficient process in the assessment and design of landscapes<br><br>Coordinated approach to the design and delivery of all infrastructure |
| Consider adjacent land use when enhancing and managing community land | Manage environmental concerns on community land adjacent to natural areas, considering habitat, aesthetic, and shade values of trees. | Retain trees for habitat value as well as shade and aesthetic values where possible<br><br>Weed removal | Habitat trees retained |
| Landscape is designed and managed using sustainability principles | All landscape considers sustainability principles in design and maintenance | Comply with the standards and policies of Sustainability (e.g. cooling the city strategy, water sensitive urban design) | All landscape is sustainable |

**Community Engagement and Education**

| Management Objectives | Performance Targets | How to achieve objectives and performance targets | Measure of performance against targets |
|---|---|---|---|
| To involve the community in the management of Natural areas | Involve the Community and stakeholders in the design of community assets where possible<br><br>Community is involved in the operation and management of community land where appropriate<br><br>Encourage the participation of the community in reporting incidents<br><br>Community volunteer to help with Bushcare and other groups | Implement the Community Engagement Strategy<br><br>Community based committees and clubs are supported by Council<br><br>Respond quickly to incident reports | The community participates in the operation and management of Natural areas |
| Build relationships with the community to be able to best manage issues that arise | Encourage neighbours to notify Council of any concerns regarding vandalism, dumping, noise etc<br><br>Implement objectives under the Customer Promise to improve responsiveness to Community concerns and complaints | Build relations through Council communications. | Concerns followed up promptly |
| To reduce the impact of neighbouring properties on community land | Prevent unpermitted land access across Community Land | Ensure compliance of Council's permit application process to access Council land<br><br>Identify encroachment and dumping of rubbish on and issue cleanup notices | Number of Permits issued, compliance to permit conditions<br><br>Reduction in damage |

# APPENDICIES

## Appendix A - Land Categorised as Natural Areas

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land | Category | Zone |
|---|---|---|---|---|---|---|---|
| CADDENS | Caddens AFL Field | 229 Caddens Road CADDENS NSW 2747 | Lot 754 DP 1180111 | Penrith City Council | No | CNC – Community / Natural Area / Watercourse [4] | RE1 SP294 |
| CAMBRIDGE PARK | Public Reserve | 176 Richmond Road CAMBRIDGE PARK NSW 2747 | Lot 7 DP 1295641 | Penrith City Council | No | CNC – Community / Natural Area / Watercourse | RE1 |
| CAMBRIDGE PARK | Public Reserve | 1a Tasman Street CAMBRIDGE PARK NSW 2747 | Lot 8 DP 1295641 | Penrith City Council | No | CNC – Community / Natural Area / Watercourse | RE1 |
| CLAREMONT MEADOWS | Public Reserve | 33-37 Heaton Ave CLAREMONT MEADOWS NSW 2747 | Lot 138 DP 1088137 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | C2 |
| CLAREMONT MEADOWS | Public Reserve | 27-37 Fowler Street CLAREMONT MEADOWS NSW 2747 | Lot 16 DP 1088875 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | C2 |
| CLAREMONT MEADOWS | Public Reserve | 39-47 Fowler Street CLAREMONT MEADOWS NSW 2747 | Lot 2 DP 1090232 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | C2 |
| CLAREMONT MEADOWS | Public Reserve | 404-408 Caddens Rd CLAREMONT MEADOWS NSW 2747 | Lot 6 DP 1090232 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | C2 |
| CLAREMONT MEADOWS | Public Reserve | 39-43 Heaton Ave CLAREMONT MEADOWS NSW 2747 | Lot 219 DP 1093617 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | C2 |
| CLAREMONT MEADOWS | Public Reserve | 1A Castle Road CLAREMONT MEADOWS NSW 2747 | Lot 3 DP 1101381 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | C2 |
| CLAREMONT MEADOWS | | Lot 52 Off Caddens Road CLAREMONT MEADOWS NSW 2747 | Lot 52 DP 1166569 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | C2 |

[4] See Diagrams following this Table for the part of Caddens AFL Field categorised as Natural Area - Watercourse

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land | Category | Zone |
|---|---|---|---|---|---|---|---|
| CLAREMONT MEADOWS | | 419 Caddens Road CLAREMONT MEADOWS NSW 2747 | Lot 13-15 DP 1226529 | Department of Planning Industry & Environment | No | CNB – Community / Natural Area / Bushland[5] | C2 |
| COLYTON | | 96-106 Roper Road COLYTON NSW 2760 | Lot 1 DP 342275 | Department of Planning | No | CNC – Community / Natural Area / Watercourse | RE1 C2 |
| COLYTON | | 108-114 Roper Road COLYTON NSW 2760 | Lot 2 DP 342275 | Department of Planning | No | CNC - Community / Natural Area / Watercourse | RE1 C2 |
| COLYTON | | 106a Roper Road COLYTON NSW 2760 | Lot 3 DP 342275 | Department of Planning | No | CNC - Community / Natural Area / Watercourse | RE1 |
| CRANEBROOK | | Cranebrook Road, Hooworth Street, CRANEBROOK, 2749 | Lots 1-37 Sec D DP 1613 | Department of Planning | No | Natural Area / Bushland | RE1 C2 |
| CRANEBROOK | | 86 Nepean Street, CRANEBROOK, 2749 | Lot 2 DP 612798 | Department of Planning | No | Natural Area / Bushland | RE1 |
| CRANEBROOK | | Nepean Street, CRANEBROOK, 2749 | Lot 1001 DP 634348 | Department of Planning | No | Natural Area / Bushland | RE1 |
| CRANEBROOK | | Soling Crescent, CRANEBROOK, 2749 | Part Lot 111 DP 730065 | Department of Planning | No | Natural Area / Bushland | RE1 |
| CRANEBROOK | | Nepean Street, CRANEBROOK, 2749 | Lots 43-119 Sec A DP 1613 | Department of Planning | No | Natural Area / Bushland | RE1 C2 |
| CRANEBROOK | | Braddock Street, Milham Street, CRANEBROOK, 2749 | Lots 38-105, 112-125 Sec B DP 1613 | Department of Planning | No | Natural Area / Bushland | RE1 C2 |
| CRANEBROOK | | Milham Street, Hooworth Street, CRANEBROOK, 2749 | Lots 29-61, 104-127 Sec C DP 1613 | Department of Planning | No | Natural Area / Bushland | RE1 C2 |
| EMU HEIGHTS | Public Reserve | 45a Greenhaven Drive EMU HEIGHTS NSW 2750 | Lot 89 DP 238135 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |

[5] See Diagrams following this Table for the part of 419 Caddens Road categorised as Natural Area - Bushland. Part of this Reserve is also categorised as Park and is addressed in the Plan of Management for that category.

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land | Category | Zone |
|---|---|---|---|---|---|---|---|
| EMU HEIGHTS | McCanns Island | Russell Street, EMU HEIGHTS NSW 2750<br>Reserve No.:91443<br>Gazetted 25 May 1979<br>Purpose: Public Recreation | Part Lot 1 DP 194851 | Her Most Gracious Majesty Queen Elizabeth II (Minister for Justice)[6] | Yes | CNF – Community / Natural Area / Foreshore | RE1 |
| EMU PLAINS | Dukes Oval | Lawson Street EMU PLAINS NSW 2750<br>Part Reserve No.: 500406<br>Gazetted: 18/02/1870<br>Purpose: Public Recreation | Part Lot 7051 DP 1055094 | The State of New South Wales | Yes | CNC - Community / Natural Area / Watercourse[7] | RE1 |
| EMU PLAINS | Darcy Smith Oval & Emu Park & Hunter Fields | Cary Street EMU PLAINS NSW 2750<br>Part Reserve No.: 500406<br>Gazetted: 18/02/1870<br>Purpose: Public Recreation | Part Lot 7052 DP 1055094 | The State of New South Wales | Yes | CNC - Community / Natural Area / Watercourse[8] | RE1 |
| EMU PLAINS | Hollier Reserve | 54 Emerald Street EMU PLAINS NSW 2750 | Lot 11 DP 239410 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | RE1 |
| EMU PLAINS | | 2a Great Western Highway EMU PLAINS NSW 2750 | Lot 1 DP 614436 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| EMU PLAINS | Huntington Reserve | 94a Nepean Street EMU PLAINS NSW 2750 | Lot 23 DP 243048 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | RE1 |
| EMU PLAINS | River Road Reserve | 4 River Road EMU PLAINS NSW 2750 | Lot 9 DP 228204 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| EMU PLAINS | Public Reserve | 8a Palmer Place EMU PLAINS NSW 2750 | Lot 29 DP 259234 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | RE1 |

[6] Lot 1 DP 194851 was declared land able to be dealt with as though it were Crown land under Section 25A of the *Crown Lands Consolidation Act 1913* on 26 February 1960.
[7] See Diagrams following this Table for the Part of Dukes Oval (R.500406) categorised as Natural Area – Watercourse. Part of this Reserve is also categorised as Sportsground and Park and are addressed in Plans of Management for those categories.
[8] See Diagrams following this Table for the Part of Darcy Smith Oval & Emu Park & Hunter Fields (R.500406) categorised as Natural Area – Watercourse. Part of this Reserve is also categorised as Sportsground and Park and are addressed in Plans of Management for those categories.

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land | Category | Zone |
|---|---|---|---|---|---|---|---|
| EMU PLAINS | Huntington Reserve | 94b Nepean Street EMU PLAINS NSW 2750 | Lot 3 DP 710639 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | RE1 |
| EMU PLAINS | Public Reserve | Lot 3 Nepean Street EMU PLAINS NSW 2750 | Lot 3 DP 255380 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | RE1 |
| EMU PLAINS | | Lot 2 Off Mackellar Street EMU PLAINS NSW 2750 | Lot 2 DP 1164474 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| ERSKINE PARK | | 10a Erskine Park Road ERSKINE PARK NSW 2759 | Lot 30 DP 604320 | Department of Planning | No | Natural Area / Bushland | RE1 C2 |
| ERSKINE PARK | | Lot 11 Lenore Drive ERSKINE PARK NSW 2759 | Lot 25 DP 624876 | Department of Planning | No | Natural Area / Bushland | RE1 C2 |
| ERSKINE PARK | | Lot 11 Lenore Drive ERSKINE PARK NSW 2759 | Lot 11 DP 1157476 | Department of Planning | No | Natural Area / Bushland | RE1 C2 |
| ERSKINE PARK | | 6A-8A Erskine Park Road ERSKINE PARK NSW 2759 | Lot 27 DP 583277 | Department of Planning | No | Natural Area / Bushland | RE1 C2 |
| ERSKINE PARK | | 6A-8A Erskine Park Road ERSKINE PARK NSW 2759 | Lot 29 DP 589546 | Department of Planning | No | Natural Area / Bushland | RE1 C2 |
| GLENMORE PARK | Public Reserve | Lot 4009 Regentville Road GLENMORE PARK NSW 2745 | Lot 4009 DP 825280 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| GLENMORE PARK | Public Reserve | 81-107 Garswood Road GLENMORE PARK NSW 2745 | Lot 42 DP 877987 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | C2 |
| GLENMORE PARK | Drainage Reserve | 90c Forestwood Drive GLENMORE PARK NSW 2745 | Lot 100 DP 1272622 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | C2 |
| JAMISONTOWN | Tench Reserve | 476-482 Jamison Road JAMISONTOWN NSW 2750 | Lot 7A DP 38950 | Planning Ministerial Corporation | No | Natural Area / Foreshore[9] | RE1 |
| JAMISONTOWN | Tench Reserve | Lot 2 Tench Avenue JAMISONTOWN NSW 2750 | Lot 1 DP 612169 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| JORDAN SPRINGS | Drainage Reserve | 97 Lakeside Parade JORDAN SPRINGS NSW 2747 | Lot 4000 DP 1280971 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | UR |

[9] See Diagrams following this Table for the part of the Tench Reserve categorised as Natural Area - Foreshore. Part of this land is also categorised as Park and is addressed in the Plan of Management for that category.

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land | Category | Zone |
|---|---|---|---|---|---|---|---|
| KINGSWOOD | Public Reserve | 246 Algie Crescent KINGSWOOD NSW 2747 | Lot 40 DP 242174 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | RE1 |
| KINGSWOOD | Public Reserve | 79 Great Western Highway KINGSWOOD NSW 2747 | Lot 12 Sec G DP 935 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | IN2 |
| KINGSWOOD | Public Reserve | 79 Great Western Highway KINGSWOOD NSW 2747 | Lot 13 Sec G DP 935 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | IN2 |
| KINGSWOOD | Public Reserve | 79 Great Western Highway KINGSWOOD NSW 2747 | Lot 14 Sec G DP 935 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | IN2 |
| KINGSWOOD | Public Reserve | 79 Great Western Highway KINGSWOOD NSW 2747 | Lot 15 Sec G DP 935 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | IN2 |
| KINGSWOOD | Public Reserve | 79 Great Western Highway KINGSWOOD NSW 2747 | Lot 16 Sec G DP 935 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | IN2 |
| KINGSWOOD | Public Reserve | 79 Great Western Highway KINGSWOOD NSW 2747 | Lot 17 Sec G DP 935 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | IN2 |
| KINGSWOOD | Public Reserve | 79 Great Western Highway KINGSWOOD NSW 2747 | Lot 118 DP 129177[10] | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | IN2 |
| KINGSWOOD | Peppermint Park | 1 Peppermint Crescent KINGSWOOD NSW 2747 | Lot 4008 DP 701746 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| KINGSWOOD | Peppermint Park | 5 Peppermint Crescent KINGSWOOD NSW 2747 | Lot 4001 DP 701746 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| KINGSWOOD | Peppermint Park | 15 Peppermint Crescent KINGSWOOD NSW 2747 | Lot 4002 DP 701746 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| KINGSWOOD | Peppermint Park | 29 Peppermint Crescent KINGSWOOD NSW 2747 | Lot 4003 DP 701746 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| KINGSWOOD | Peppermint Park | 33 Peppermint Crescent KINGSWOOD NSW 2747 | Lot 4004 DP 701746 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| KINGSWOOD | Peppermint Park | 37 Peppermint Crescent KINGSWOOD NSW 2747 | Lot 4005 DP 701746 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| KINGSWOOD | Peppermint Park | 41 Peppermint Crescent KINGSWOOD NSW 2747 | Lot 4006 DP 701746 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |

[10] Title is Lot 18 Sec G DP 935

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land | Category | Zone |
|---|---|---|---|---|---|---|---|
| KINGSWOOD | Peppermint Park | 71 Peppermint Crescent KINGSWOOD NSW 2747 | Lot 4007 DP 701746 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| KINGSWOOD | Drainage Reserve | Lot 3 Victoria Street KINGSWOOD NSW 2747 | Lot 3 DP 589848 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | R3 |
| LEONAY | River Road Reserve | 197a River Road LEONAY NSW 2750 | Lot 102 DP 235829 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | C2 |
| LEONAY | River Road Reserve | 197a River Road LEONAY NSW 2750 | Lot 103 DP 235829 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| LEONAY | Public Reserve | 194 River Road LEONAY NSW 2750 | Lot 110 DP 261213 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| LONDONDERRY | Red Robins Park | 255-265 Carrington Road LONDONDERRY NSW 2753 | Lot 48 DP 17428 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | C2 |
| MULGOA | Nepean Natural Park | 10a Donohoes Avenue MULGOA NSW 2745<br>Reserve No.: 85528<br>Gazetted: 05/11/1965<br>Purpose: Public Recreation | Lot C DP 164835 | The State of New South Wales | Yes | CNB – Community / Natural Area / Bushland | C2 |
| MULGOA | Warragamba Park | 7002 Nortons Basin Road MULGOA NSW 2745<br>Reserve No.: 500123<br>Gazetted: 20/11/1925<br>Purpose: Public Recreation | Lot 7002 DP 1055297 | The State of New South Wales | Yes | CNB – Community / Natural Area / Bushland | RE1 |
| MULGOA | | 427A Mulgoa Road MULGOA NSW 2745 | Lot 1 DP 563748 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | C2 |
| MULGOA | | 115a Martin Street MULGOA NSW 2745 | Lot 1 DP 554965 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | C2 |
| MULGOA | | 9a Hawkstone Close MULGOA NSW 2745 | Lot 91 DP 1244177 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | RU5 |
| NORTH ST MARYS | | Boronia Park Boronia Road NORTH ST MARYS NSW 2760 | Part Lot 11 DP 566394 | Department of Planning | No | Natural Area / Bushland[11] | RE1<br>C2 |

[11] See Diagrams following this Table for the part of Tench Reserve categorised as Natural Area - Foreshore. Part of this land is also categorised as Park and is addressed in the Plan of Management for that category.

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land | Category | Zone |
|---|---|---|---|---|---|---|---|
| PENRITH | | 38 Bruce Neale Drive PENRITH NSW 2750 | Lot 9 DP 573086 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| PENRITH | | 38 Bruce Neale Drive PENRITH NSW 2750 | Lot 10 DP 573086 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| PENRITH | | 40 Bruce Neale Drive PENRITH NSW 2750 | Lot 6 DP 583415 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| PENRITH | | 42 Bruce Neale Drive PENRITH NSW 2750 | Lot 7 DP 583415 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| PENRITH | Public Reserve | 32a Bruce Neale Drive PENRITH NSW 2750 | Lot 2 DP 579647 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| PENRITH | Public Reserve | 32a Bruce Neale Drive PENRITH NSW 2750 | Lot 4 DP 579648 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| PENRITH | Weir Reserve | 32a Peachtree Road PENRITH NSW 2750 | Lot 47 DP 249986 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| PENRITH | Naval Cadets | 42 Bruce Neale Drive PENRITH NSW 2750 | Lot 8 DP 583415 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| PENRITH | Tench Reserve | 85-93 Nepean Avenue PENRITH NSW 2750 | Lot 1 DP 228331 | Planning Ministerial Corporation | No | Natural Area / Foreshore[12] | RE1 |
| PENRITH | Tench Reserve | 85-93 Nepean Avenue PENRITH NSW 2750 | Lots 1-4 DP 38628 | Planning Ministerial Corporation | No | Natural Area / Foreshore[13] | RE1 |
| PENRITH | Tench Reserve | 85-93 Nepean Avenue PENRITH NSW 2750 | Lot 1 DP 567225 | Planning Ministerial Corporation | No | Natural Area / Foreshore[14] | RE1 |

[12] See Diagrams following this Table for the part of Boronia Park categorised as Natural Area - Foreshore. Part of this land is also categorised as Park and is addressed in the Plan of Management for that category.
[13] See Diagrams following this Table for the part of Boronia Park categorised as Natural Area - Foreshore. Part of this land is also categorised as Park and is addressed in the Plan of Management for that category.
[14] See Diagrams following this Table for the part of Boronia Park categorised as Natural Area - Foreshore. Part of this land is also categorised as Park and is addressed in the Plan of Management for that category.

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land | Category | Zone |
|---|---|---|---|---|---|---|---|
| PENRITH | Tench Reserve | 85-93 Nepean Avenue PENRITH NSW 2750 | Lot 59 DP 752044 | Planning Ministerial Corporation | No | Natural Area / Foreshore[15] | RE1 |
| REGENTVILLE | Public Reserve | 29a Bellevue Road REGENTVILLE NSW 2745 | Lot 27 DP 596326 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| REGENTVILLE | Public Reserve | 31a Bellevue Road REGENTVILLE NSW 2745 | Lot 29 DP 596325 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| REGENTVILLE | Public Reserve | 27a Bellevue Road REGENTVILLE NSW 2745 | Lot 25 DP 596327 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| REGENTVILLE | Public Reserve | 21a Bellevue Road REGENTVILLE NSW 2745 | Lot 19 DP 596329 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| REGENTVILLE | Public Reserve | 21a Bellevue Road REGENTVILLE NSW 2745 | Lot 21 DP 596329 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| REGENTVILLE | Public Reserve | 19a Bellevue Road REGENTVILLE NSW 2745 | Lot 17 DP 596330 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| REGENTVILLE | Public Reserve | 13a Bellevue Road REGENTVILLE NSW 2745 | Lot 13 DP 596331 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| REGENTVILLE | Public Reserve | 15a Bellevue Road REGENTVILLE NSW 2745 | Lot 15 DP 596331 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| REGENTVILLE | Public Reserve | 9a Bellevue Road REGENTVILLE NSW 2745 | Lot 9 DP 596332 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| REGENTVILLE | Public Reserve | 9a Bellevue Road REGENTVILLE NSW 2745 | Lot 11 DP 596332 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| REGENTVILLE | Public Reserve | 5a Bellevue Road REGENTVILLE NSW 2745 | Lot 5 DP 596333 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| REGENTVILLE | Public Reserve | 5a Bellevue Road REGENTVILLE NSW 2745 | Lot 7 DP 596333 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| REGENTVILLE | Public Reserve | Lot 1 Factory Road REGENTVILLE NSW 2745 | Lot 1 DP 566392 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | C2 |

[15] See Diagrams following this Table for the part of Boronia Park categorised as Natural Area - Foreshore. Part of this land is also categorised as Park and is addressed in the Plan of Management for that category.

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land | Category | Zone |
|---|---|---|---|---|---|---|---|
| REGENTVILLE | | 3a Bellevue Road REGENTVILLE NSW 2745 | Lot 3 DP 596334 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| REGENTVILLE | Public Reserve | 35 Bellevue Road REGENTVILLE NSW 2745 | Lot 43 DP 16540 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| REGENTVILLE | | 33a Bellevue Road REGENTVILLE NSW 2745 | Lot 31 DP 596324 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| REGENTVILLE | | 25a Bellevue Road REGENTVILLE NSW 2745 | Lot 23 DP 596328 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| REGENTVILLE | | 17a Bellevue Road REGENTVILLE NSW 2745 | Lot 281 DP 1020286 | Penrith City Council | No | CNF – Community / Natural Area / Foreshore | RE1 |
| ST CLAIR | Public Reserve | 31 Denver Road ST CLAIR NSW 2759 | Lot 524 DP 740304 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| ST CLAIR | Public Reserve | Lot 70 Denver Road ST CLAIR NSW 2759 | Lot 70 DP 802614 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| ST CLAIR | Dorothy Radford Reserve | 6b Hunter Street ST CLAIR NSW 2759 | Lot 67 DP 255903 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| ST CLAIR | Dorothy Radford Reserve | 25a Omeo Street ST CLAIR NSW 2759 | Lot 1 DP 773512 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| ST CLAIR | Dorothy Radford Reserve | 7a Rochford Street ST CLAIR NSW 2759 | Lot 48 DP 258287 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| ST CLAIR | Dorothy Radford Reserve | 7e Rochford Street ST CLAIR NSW 2759 | Lot 56 DP 260495 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| ST CLAIR | Dorothy Radford Reserve | 7d Rochford Street ST CLAIR NSW 2759 | Lot 400 DP 261488 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| ST CLAIR | Dorothy Radford Reserve | 7c Rochford Street ST CLAIR NSW 2759 | Lot 219 DP 261699 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| ST CLAIR | Public Reserve | 97b Cook Parade ST CLAIR NSW 2759 | Lot 96 DP 262609 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| ST CLAIR | Dorothy Radford Reserve | 1 Omeo Street ST CLAIR NSW 2759 | Lot 6 DP 701992 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| ST CLAIR | Dorothy Radford Reserve | 2 Omeo Street ST CLAIR NSW 2759 | Lot 7 DP 701992 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| ST CLAIR | Dorothy Radford Reserve | 11-15 Omeo Street ST CLAIR NSW 2759 | Lot 105 DP 811555 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |

| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land | Category | Zone |
|---|---|---|---|---|---|---|---|
| ST CLAIR | Dorothy Radford Reserve | 7b Rochford Street ST CLAIR NSW 2759 | Lot 2230 DP 872682 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | RE1 |
| ST MARYS | | Putland Street ST MARYS NSW 2760 | Lots 1-4 DP 23396 | Department of Planning | No | Natural Area - Bushland | RE1 C2 |
| ST MARYS | | Schleicher Street ST MARYS NSW 2760 | Lot 27 Sec C DP 1895 | Department of Planning | No | Natural Area - Bushland[16] | RE1 C2 |
| ST MARYS | | Schleicher Street ST MARYS NSW 2760 | Lots 1 & 4 DP 201850 | Department of Planning | No | Natural Area - Bushland[17] | RE1 C2 |
| WALLACIA | Public Reserve | 6a Denton Place WALLACIA NSW 2745 | Lot 15 DP 259033 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | RU5 C2 |
| WALLACIA | Public Reserve | 6b Denton Place WALLACIA NSW 2745 | Lot 10 DP 255225 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | C2 |
| WALLACIA | Public Reserve | 2a Green Street WALLACIA NSW 2745 | Lot 16 DP 243981 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | C2 |
| WALLACIA | Public Reserve | 81a Greendale Road WALLACIA NSW 2745 | Lot 13 DP 259806 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | C2 C3 |
| WALLACIA | Public Reserve | 17 Kadiera Close WALLACIA NSW 2745 | Lot 319 DP 808445 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | C2 |
| WALLACIA | Public Reserve | Lot 514 Montelimar Place WALLACIA NSW 2745 | Lot 514 DP 789716 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | C2 |
| WALLACIA | Public Reserve | 40 Park Road WALLACIA NSW 2745 | Lot 1 DP 238697 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | C2 |
| WALLACIA | Public Reserve | 8 Golfview Drive WALLACIA NSW 2745 | Lot 3 DP 537578 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | C2 |
| WALLACIA | Public Reserve | Lot 432 Kadiera Close WALLACIA NSW 2745 | Lot 432 DP 843875 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | C2 |
| WERRINGTON | Drainage Reserve | 38a Burton Street WERRINGTON NSW 2747 | Part Lot 1 DP 730359 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | RE1 |

[16] See Diagrams following this Table for the part of Putland and Schleicher St Reserve categorised as Natural Area – Bushland. Part of this land is also categorised as Park and General Community Use and is addressed in the Plans of Management for those categories.

[17] See Diagrams following this Table for the part of Putland and Schleicher St Reserve categorised as Natural Area – Bushland. Part of this land is also categorised as Park and General Community Use and is addressed in the Plans of Management for those categories.

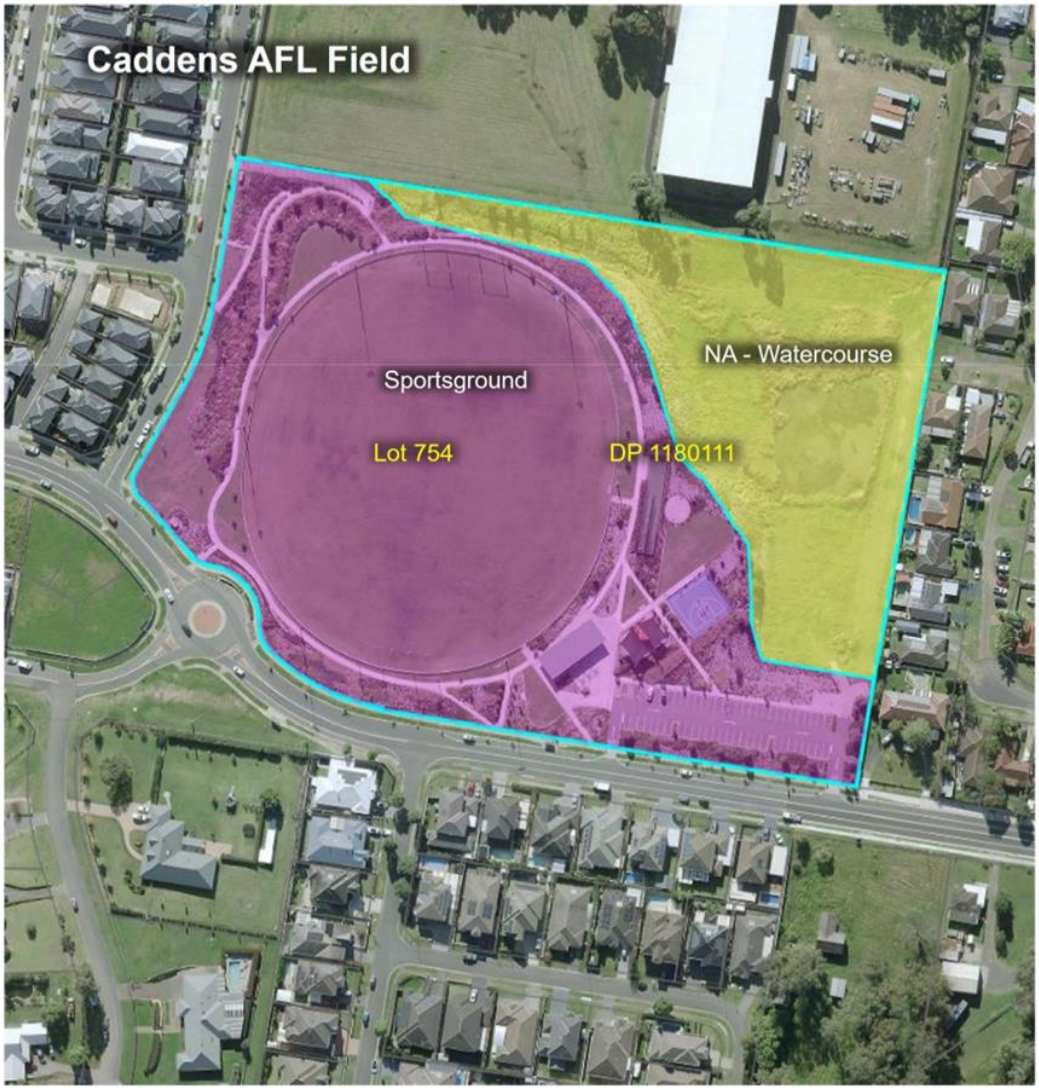
| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land | Category | Zone |
|---|---|---|---|---|---|---|---|
| WERRINGTON | Drainage Reserve | 47a John Oxley Avenue WERRINGTON NSW 2747 | Lot 70 DP 248393 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | RE1 |
| WERRINGTON | Drainage Reserve | 53-63 Heavey Street WERRINGTON NSW 2747 | Lot 21 DP 1942 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | RE1 |
| WERRINGTON | | 97 Parkes Avenue WERRINGTON NSW 2747 | Lot 3 DP 701601 | Department of Planning | No | CNB – Community / Natural Area / Bushland | RE1 C2 |
| WERRINGTON | The Kingsway Playing Fields | 8 The Kingsway WERRINGTON NSW 2747 | Lot 4302 DP 1282854 | Department of Planning | No | CN – Community / Natural Area / Bushland & Watercourse[18] | C2 RE1 |
| WERRINGTON | The Kingsway Playing Fields | The Kingsway WERRINGTON NSW 2747 | Lot 4401 DP 1282520 | Department of Planning | No | CNB – Community / Natural Area / Bushland[19] | C2 RE1 |
| WERRINGTON | The Kingsway Playing Fields | The Kingsway WERRINGTON NSW 2747 | Lot 4403 DP 1282520 | Department of Planning | No | CNB – Community / Natural Area / Bushland[20] | C2 RE1 |
| WERRINGTON | The Kingsway Playing Fields | The Kingsway WERRINGTON NSW 2747 | Lot 801 DP 1282507 | Department of Planning | No | CNB – Community / Natural Area / Bushland[21] | C2 RE1 |
| WERRINGTON | The Kingsway Playing Fields | The Kingsway WERRINGTON NSW 2747 | Lot 4301 DP 1282854 | Penrith City Council | No | CNB – Community / Natural Area / Bushland[22] | C2 RE1 |
| WERRINGTON | The Kingsway Playing Fields | The Kingsway WERRINGTON NSW 2747 | Lot 4402 DP 1282520 | Penrith City Council | No | CNB – Community / Natural Area / Bushland | C2 |
| WERRINGTON | The Kingsway Playing Fields | The Kingsway WERRINGTON NSW 2747 | Lot 8 DP 624980 | Department of Planning | No | CNB – Community / Natural Area / Bushland[23] | C2 RE1 |

[18] See Diagrams following this Table for the Part of Kingsway Playing Fields categorised as Natural Area – Watercourse and Natural Area – Bushland. Part of this land is also categorised as Sportsground and is addressed in the Plan of Management for that category.
[19] See Diagrams following this Table for the Part of Kingsway Playing Fields categorised as Natural Area – Bushland. Part of this land is also categorised as Sportsground and is addressed in the Plan of Management for that category.
[20] See Diagrams following this Table for the Part of Kingsway Playing Fields categorised as Natural Area – Bushland. Part of this land is also categorised as Sportsground and Park and is addressed in the Plans of Management for those categories.
[21] See Diagrams following this Table for the Part of Kingsway Playing Fields categorised as Natural Area – Bushland. Part of this land is also categorised as Sportsground and is addressed in the Plan of Management for that category.
[22] See Diagrams following this Table for the Part of Kingsway Playing Fields categorised as Natural Area – Bushland. Part of this land is also categorised as Sportsground and Park and is addressed in the Plans of Management for those categories.
[23] See Diagrams following this Table for the Part of Kingsway Playing Fields categorised as Natural Area – Bushland. Part of this land is also categorised as Sportsground and is addressed in the Plan of Management for that category.

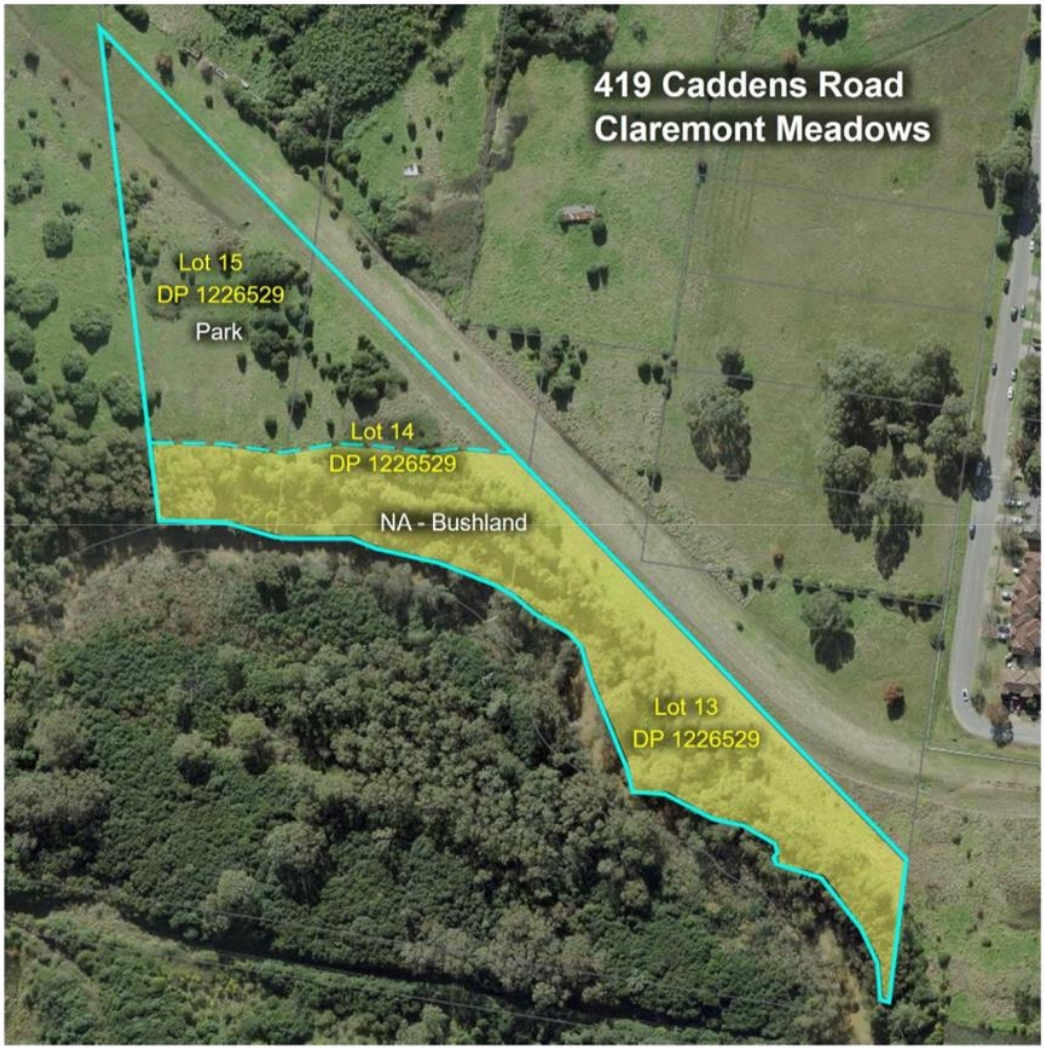
| Suburb | Property Name | Property Address | Title Details | Owner | Crown Land | Category | Zone |
|---|---|---|---|---|---|---|---|
| WERRINGTON | The Kingsway Playing Fields | The Kingsway WERRINGTON NSW 2747 | Lot 13 DP 624936 | Department of Planning | No | CNB – Community / Natural Area / Bushland[24] | C2 RE1 |
| WERRINGTON | The Kingsway Playing Fields | The Kingsway WERRINGTON NSW 2747 | Lot 7 DP 217883 | Department of Planning | No | CN – Community / Natural Area / Bushland & Watercourse[25] | RE1 |
| WERRINGTON | | Werrington Road WERRINGTON NSW 2747 | Lot 105 DP 826498 | Department of Planning | No | Natural Area - Bushland[26] | C2 RE1 |
| WERRINGTON COUNTY | Drainage Reserve | 2 Charles Sturt Drive WERRINGTON COUNTY NSW 2747 | Lot 134 DP 243308 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | RE1 |
| WERRINGTON COUNTY | Drainage Reserve | 42 Charles Sturt Drive WERRINGTON COUNTY NSW 2747 | Lot 403 DP 245602 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | RE1 |
| WERRINGTON DOWNS | Public Reserve | 18a Pasturegate Avenue WERRINGTON DOWNS NSW 2747 | Lot 9 DP 1295641 | Penrith City Council | No | CNC - Community / Natural Area / Watercourse | RE1 |

[24] See Diagrams following this Table for the Part of Kingsway Playing Fields categorised as Natural Area – Bushland. Part of this land is also categorised as Sportsground and is addressed in the Plan of Management for that category.
[25] See Diagrams following this Table for the Part of Kingsway Playing Fields categorised as Natural Area – Watercourse and Natural Area – Bushland. Part of this land is also categorised as Sportsground and is addressed in the Plan of Management for that category.
[26] See Diagrams following this Table for the part of Werrington Road Reserve categorised as Natural Area – Bushland. Part of this land is also categorised as Park and Sportsground and is addressed in the Plans of Management for those categories.

**Categorisation Diagram – Caddens AFL Field**



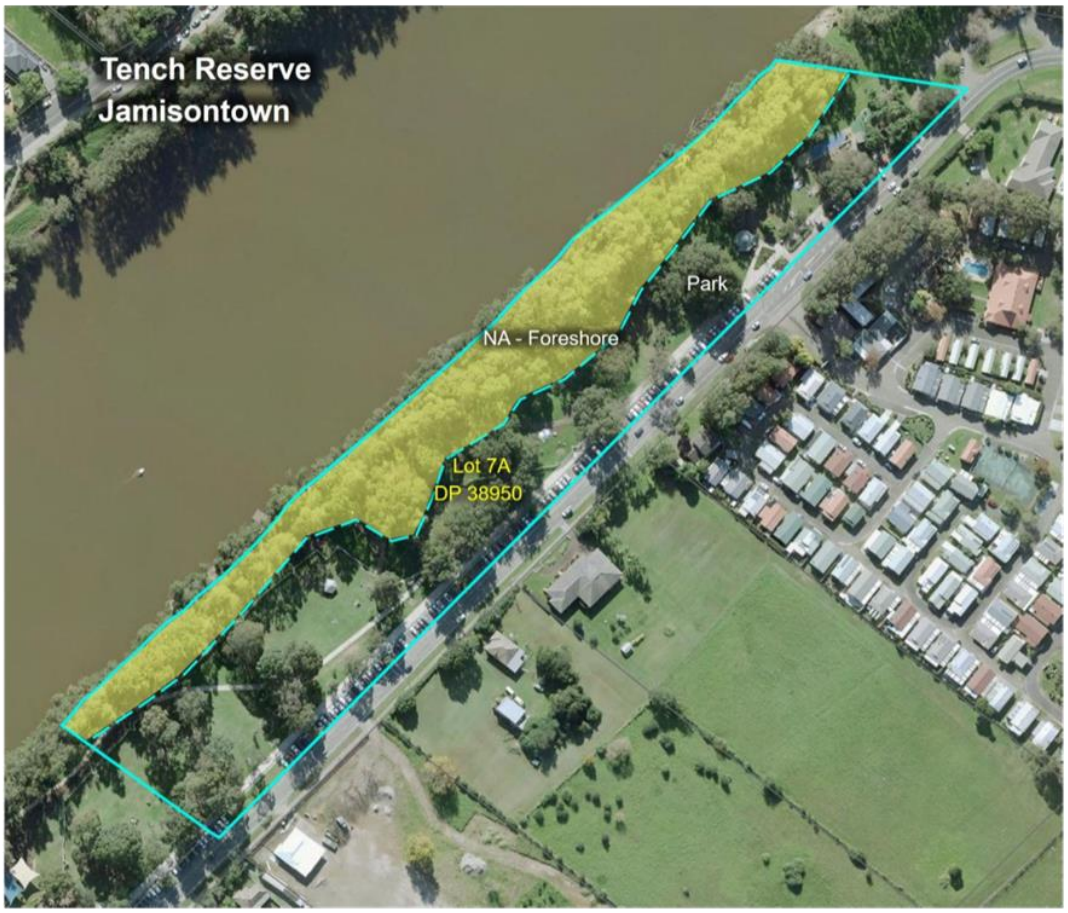
**Categorisation Diagram – 419 Caddens Road, Claremont Meadows**



**Categorisation Diagram - Dukes Oval, Darcy Smith Oval & Emu Park & Hunter Fields (R.500406)**



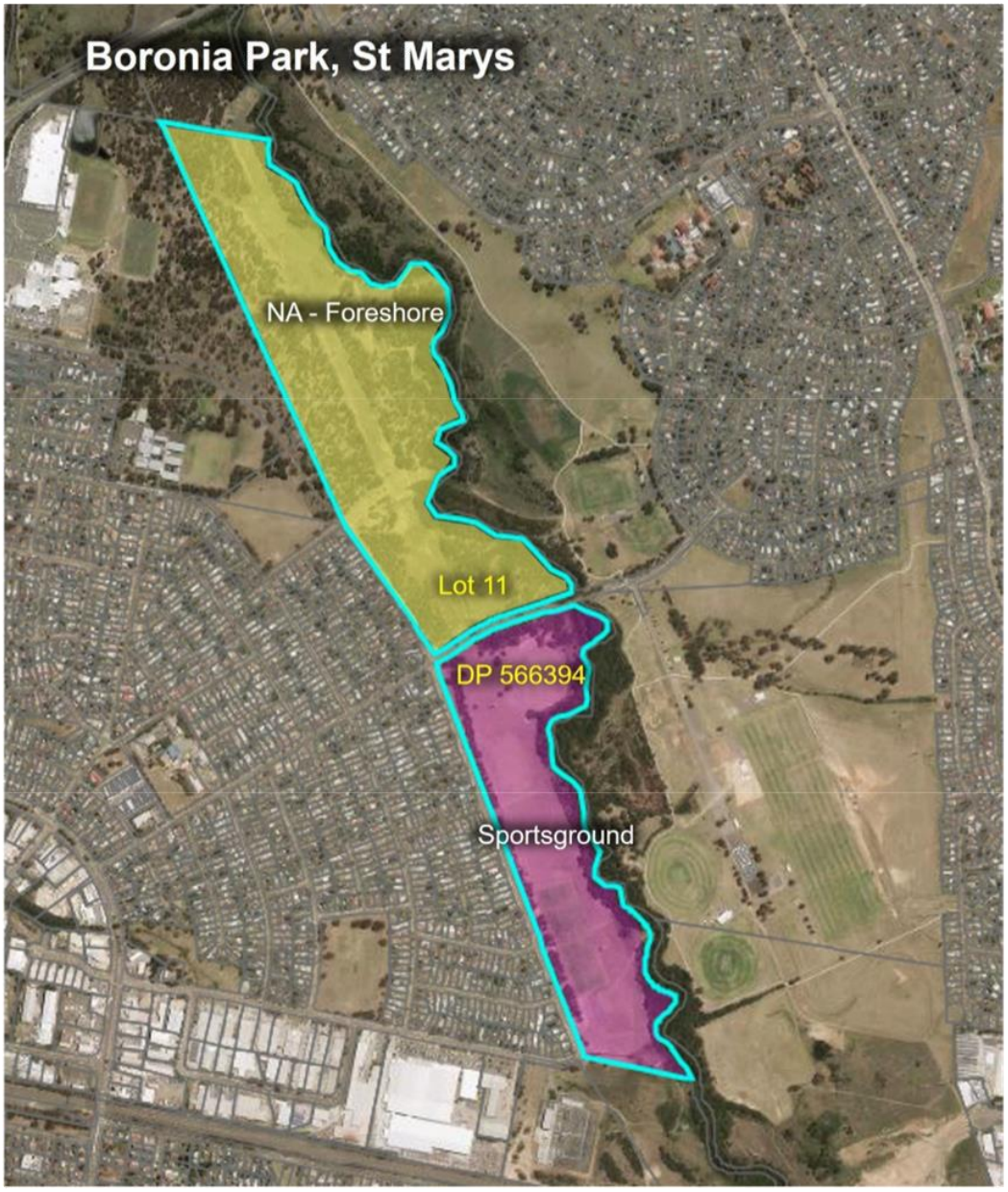
**Categorisation Diagram – Tench Reserve, Jamisontown**



**Categorisation Diagram – Tench Reserve, Penrith**



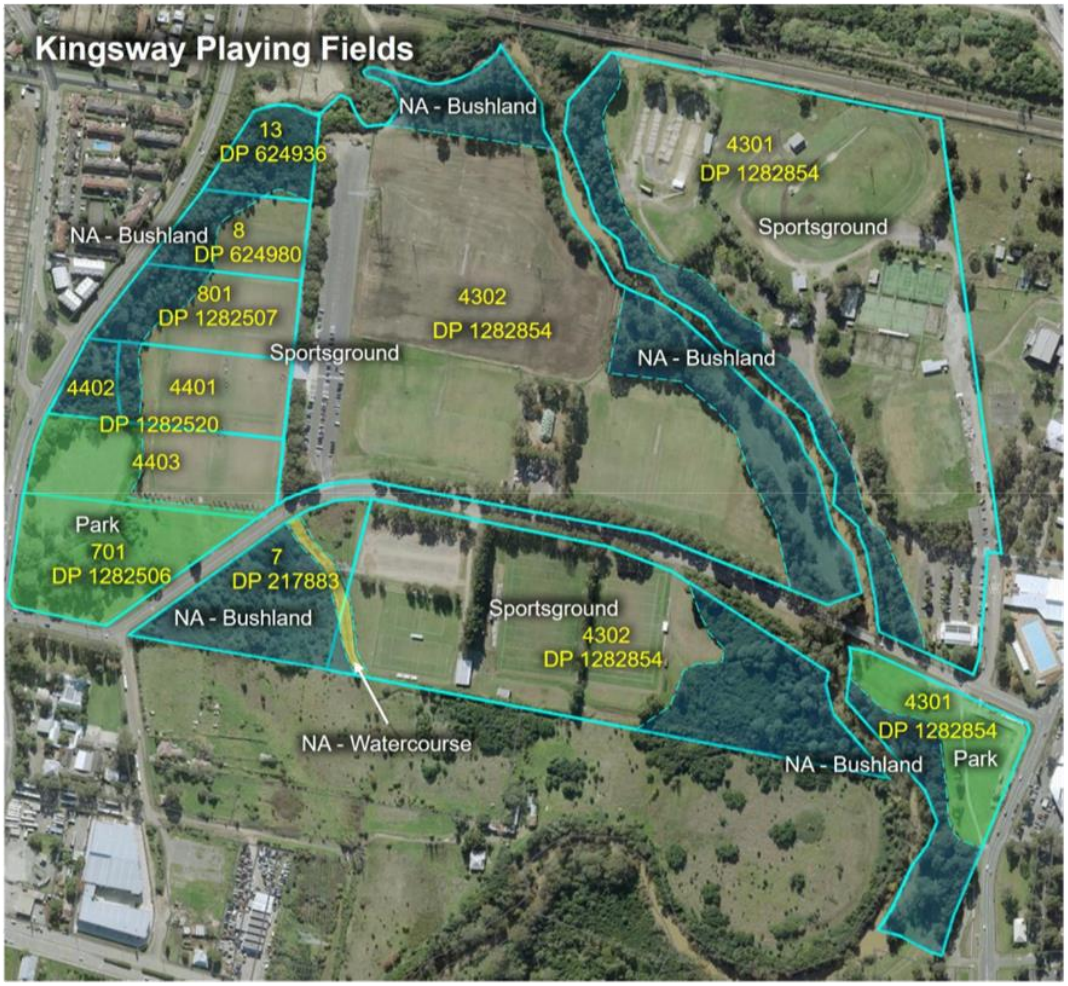
**Categorisation Diagram – Boronia Park**



**Categorisation Diagram – Schleicher Street**



**Categorisation Diagram – Kingsway Playing Fields, Werrington**



**Categorisation Diagram – Werrington Road, Werrington**



# Appendix B - Legislation Pertaining to Plans of Management

**Local Government Act, 1993**

Community land must be managed according to the provisions of the *Local Government Act 1993* (LG Act) and the *Local Government (General) Regulation 2021*.

The LG Act requires all Council owned land to be classified as either Operational or Community land. Community land is defined as land that must be kept for the use of the general community, and must not be sold. Community land is required to be managed in accordance with a PoM and any other laws regulating the use of the land.

Section 35 of the LG Act provides that community land can only be used in accordance with:

- The PoM applying to that area of community land.
- Any law permitting the use of the land for a specified purpose or otherwise regulating the use of the land.
- The provisions of Division 2 of Chapter 6 of the LG Act .

**Crown Land Management Act 2016**

The *Crown Land Management Act 2016* (the CLM Act) authorises local councils appointed to manage dedicated or reserved Crown land (council managers) to manage that land as if it were public land under the LG Act. Generally council managers will manage land as if it were community land. Under the LG Act, a PoM must be adopted by council for all community land.

Section 3.23(6) of the CLM Act requires council managers to adopt a PoM for any Crown reserve for which it is the appointed Crown land manager, and that is classified as 'community land' under the LG Act.

**Environmental Planning and Assessment Act, 1979**

The *Environmental Planning and Assessment Act 1979* (EP&A Act) provides the framework for planning and development across NSW and guides environmental planning instruments which provide a basis for development control.

On a state-wide level there are State Environmental Planning Policies (SEPPs). On a regional level there are Regional Environmental Plans. On a local level there are Local Environmental Plans as well as Development Control Plans.

On the local level, any land use proposed for any site within this PoM must be consistent with the zoning that is applied to the land by the Penrith Local Environmental Plan 2010 (LEP). Additionally, any land use, building or structure proposed for a site within this PoM may also require development consent under the provisions of the LEP unless it is exempt development.

**The Environmental Protection and Biodiversity Conservation Act 1999**

The *Environmental Protection and Biodiversity Conservation Act 1999* (cwth) (EPBC Act) protects matters of National Environmental Significance, such as threatened species and ecological communities, migratory species (protected under international agreements), and National Heritage places (among others).

The nine matters of national environmental significance are:

- World heritage properties
- National heritage places
- Wetlands of international importance (often called 'Ramsar' wetlands after the international treaty under which such wetlands are listed)

- Nationally threatened species and ecological communities
- Migratory species
- Commonwealth marine areas
- The Great Barrier Reef Marine Park
- Nuclear actions (including uranium mining)
- A water resource, in relation to coal seam gas development and large coal mining development.

In Penrith, the main EPBC Act consideration is several threatened ecological communities and threatened species.

**State Environmental Planning Policy (Biodiversity and Conservation) 2021**

This planning policy deals with vegetation in non-rural areas and Water Catchments

Chapter 2 of the *State Environmental Planning Policy (Biodiversity and Conservation) 2021* (B&C SEPP) works together with the *Biodiversity Conservation Act 2016* and the *Local Land Services Amendment Act 2016* to create a framework for the regulation of clearing of native vegetation in NSW.

The Policy applies to the following zones within the Penrith Local Government Area:

Zone RU5 Village
Zone R1 General Residential
Zone R2 Low Density Residential
Zone R3 Medium Density Residential
Zone R4 High Density Residential
Zone R5 Large Lot Residential
Zone B1 Neighbourhood Centre
Zone B2 Local Centre
Zone B3 Commercial Core
Zone B4 Mixed Use
Zone B5 Business Development
Zone B6 Enterprise Corridor
Zone B7 Business Park
Zone B8 Metropolitan Centre
Zone IN1 General Industrial
Zone IN2 Light Industrial
Zone IN3 Heavy Industrial
Zone IN4 Working Waterfront
Zone SP1 Special Activities
Zone SP2 Infrastructure
Zone SP3 Tourist
Zone RE1 Public Recreation
Zone RE2 Private Recreation
Zone E2 Environmental Conservation
Zone E3 Environmental Management
Zone E4 Environmental Living
Zone W3 Working Waterways.

Section 2.7(4) of the (B&C SEPP) also allows for vegetation clearing without approval under certain circumstances. These circumstances are:

- Council is satisfied is dying or dead and is not required as the habitat of native animals.
- The removal of vegetation that the council is satisfied is a risk to human life or property.

Chapter 6 of the B&C SEPP aims to provide for healthy water catchments that will deliver high quality water while permitting development that is compatible with that goal;

- provide that a consent authority must not grant consent to a proposed development unless it is satisfied that the proposed development will have a neutral or beneficial effect on water quality; and
- support the maintenance or achievement of the water quality objectives for the Sydney drinking water catchment.

**Biodiversity Conservation Act, 2016**

The *Biodiversity Conservation Act 2016* (BC Act) provides provisions relating to the management of native vegetation. The BC Act provides a number of Assessment requirements and Licensing. It also provides provisions for threatened species and Biodiversity Value areas.

The Biodiversity Values (BV) Map identifies land with high biodiversity value that is particularly sensitive to impacts from development and clearing. The map forms part of the Biodiversity Offsets Scheme Threshold which is one of the triggers for determining whether the Biodiversity Offset Scheme (BOS) applies to a clearing or development proposal. Any development within a BV mapped area that impacts native vegetation requires a Biodiversity Development Assessment Report or Species Impact Statement (SIS).

Section 7.3 of the BC Act outlines that a 'test of significance' is to be undertaken is a development or activity is going to impact threatened species and ecological communities. The test requires an assessment to determine if the impact is significant. If a proposed activity under Part 5 of the EP&A Act is likely to significantly affect threatened species, and the proponent does not opt into the BOS, a SIS must be prepared.

The BC Act also requires a licence to be obtained to pick or harm a threatened species. A threatened species licence, a class of biodiversity conservation licence under Part 2 of the BC Act, may be required if an action is likely to result in:

- harm to an animal that is a threatened species or part of a threatened ecological community
- picking a plant that is a threatened species or part of a threatened ecological community
- damage to the habitat of a threatened species or threatened ecological community
- damage to a declared area of outstanding biodiversity value.

**National Parks and Wildlife Act 1974**

Statutory responsibilities on Council arising from this Act specifically relate to the protection of sites of pre and post European contact archaeological significance and the protection of native flora and fauna. Therefore, this relates to community land categorised as cultural significance, natural area or park.

**Local Land Services Act, 2013**

This Act formalised the establishment of Local Land Services which became operational in 2014.

**Fisheries Management Act, 1994**

The aim of the Fisheries Management Act 1994 (FM Act) is to conserve, develop and share the fishery resources of the State for the benefit of present and future generations.

This includes the conservation of fish habitats, threatened species, populations and ecological communities of fish and marine vegetation.

Where an area of community land is declared to be critical habitat, or if that area is affected by a threat abatement plan under Part 7A of the FM Act, a site-specific PoM will need to be undertaken.

**Biosecurity Act, 2015**

The primary objective of the *Biosecurity Act 2015* is to provide a framework for the prevention, elimination and minimisation of biosecurity risks posed by biosecurity matter, dealing with biosecurity matter, carriers and potential carriers, and other activities that involve biosecurity matter, carriers or potential carriers.

**Rural Fires Act, 1997**

The Rural Fires Act 1997 requires the Bushfire Coordinating Committee to establish a Bush Fire Management Committee (BFMC) in each local government area containing a rural fire district, or fire district with a bush fire risk.

One role of the BFMC is to prepare a Bush Fire Risk Management Plan for its area of responsibility.

The strategies established in the bush fire risk management plan address the bush fire hazard, the vulnerability of assets to fire, the safety of the community and fire fighters, the protection of the land and environment from fire. The plan also recognises some aspects of biodiversity can be managed through the application of appropriate fire regimes upon the landscape.

**Heritage Act 1977**

This Act contains provisions for the conservation of items of heritage. Thus, this relates to community land categorised as cultural significance or natural area.

**ICOMOS Charter for the Conservation of Places of Cultural Significance (Burra Charter)**

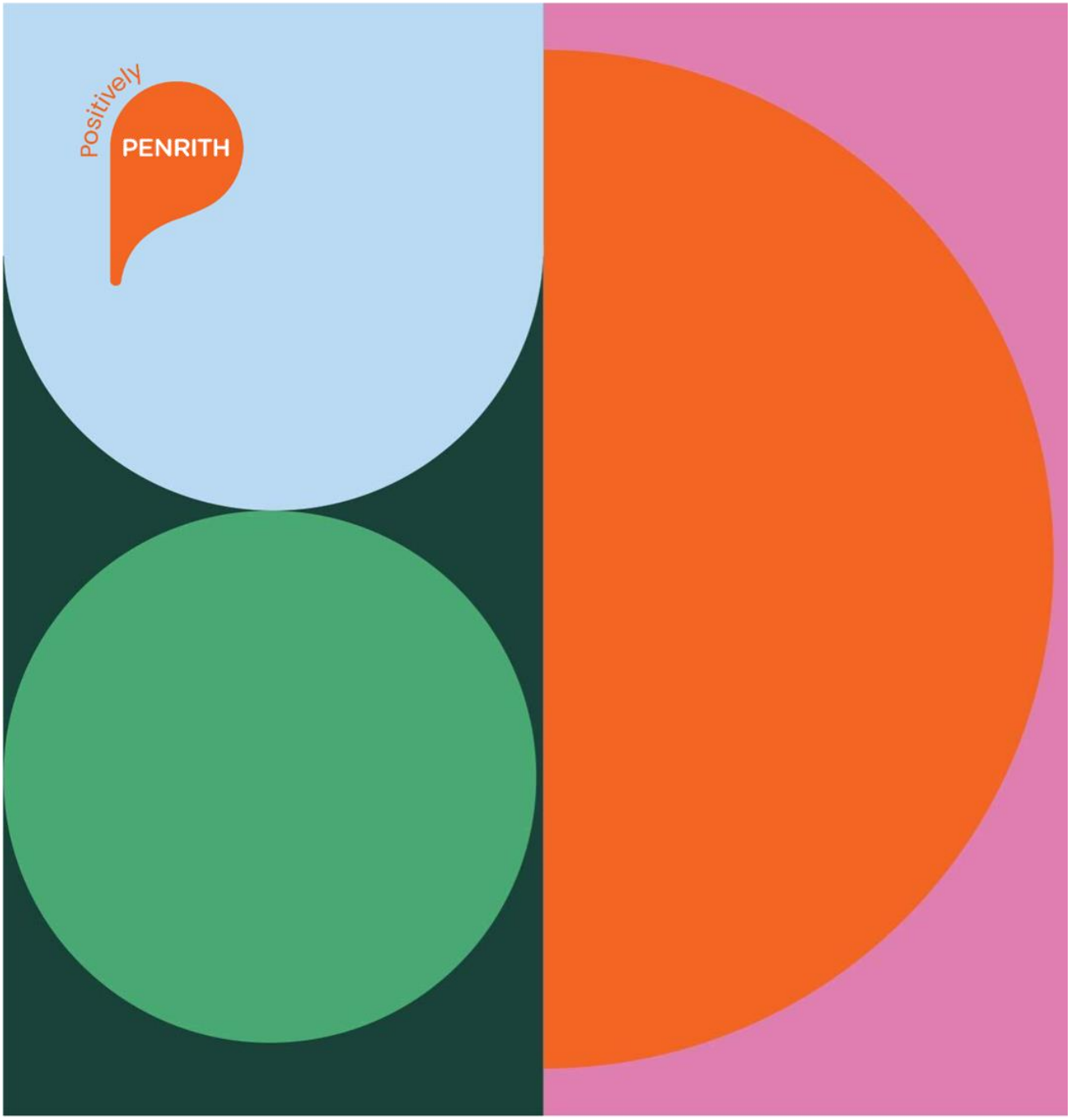
This charter was drawn up by ICOMOS (International Council on Monuments and Sites) to define the basic principles and procedures to be observed in the conservation of important cultural places. Thus, this relates to community land categorised as cultural significance.

**Water Management Act, 2000**

The objectives of this Act are to provide for the sustainable and integrated management of the water sources of the state for the benefit of both present and future generations and, in particular:

- ecologically sustainable development
- protect, enhance and restore water recourses
- recognise and foster social and economic benefits
- recognise the role of the community
- provide efficient and equitable sharing of water
- management of water sources with other aspects of the environment including native vegetation and native fauna
- encourage the sharing of responsibility and efficient use of water
- encourage best practice management and use of water.

The objectives and principals of the *Water Management Act 2000* can be accessed at www. legislation.nsw.gov.au




# Gipps Street Recreation Precinct Draft Plan of Management

PENRITH CITY COUNCIL

penrith.city

| Document control | |
|---|---|
| Project name | Gipps Street Recreation Precinct – Plan of Management |
| Prepared for | Penrith City Council |
| Status | Draft |
| Version number | 1-08 |
| Date | 1 August 2025 |

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# 1. Key information

Penrith City Council (Council) values the unique status of Aboriginal people as the original owners and custodians of lands and waters including the lands and waters of the Penrith Local Government Area (LGA). Council values the unique status of Torres Strait Islander people as the original owners and custodians of the Torres Strait Islands and surrounding waters.

The Gipps Street Recreation Precinct (the Precinct) in Claremont Meadows is a new open space project being delivered by Council. The Precinct aims to deliver an active recreation precinct for the local community which caters to all people.

This 2024 Gipps Street Recreation Precinct Plan of Management (POM) and accompanying Master Plan have been prepared by Council to categorise the land and provide direction as to the use and management of the Precinct. This POM outlines the way the land will be developed in the future and provides the framework for Council to follow in relation to the express authorisation of leases and licences on the land.

The Precinct will have a mix of:

- organised team sports;
- youth zone with skate park and pump track with lighting;
- inclusive play space with water play elements;
- nature play and play trails;
- multi-sport courts and netball courts;
- walking trails and fitness loop;
- amenities building with community spaces, canteen and change rooms; and
- BBQ facilities, shelters and amenities.

The Precinct is formally registered as Lot 11 on Deposited Plan (DP) 1194036 and is approximately 32 ha, of which approximately 27 ha comprises the footprint of a former landfill site, which operated between approximately 1947 and the mid-1980s. Remediation of the Precinct has been undertaken since decommissioning with the aim of developing it into a recreation and open space destination for the community.

The Precinct is classified as community land for the purpose of public recreation. Section 35 of the *NSW Local Government Act 1993* (LG Act) provides that community land can only be used in accordance with a plan of management applying to the community land. This POM has been prepared in accordance with and to meet the relevant requirements of the LG Act.

# 2. Introduction

## 2.1 Overview

This POM and the Master Plan (refer **Section 5.2** and **Appendix B**) provide clear guidelines and designation of areas to enable the efficient use of the Precinct and to enable the site to be managed for the purpose and enjoyment of all visitors.

Extensive community engagement has been undertaken, and this POM and the Master Plan prepared to reflect the outcomes of this engagement. When complete, the Precinct will incorporate both active and passive sport and recreational and open space for use by the whole community.

It should be noted that the implementation of the strategies and actions identified in this POM, whether undertaken in one attempt, or staged over an extended period of time, will be dependent on the demands made on Council, its preferred priorities, and the availability of resources in any given financial year.

## 2.2 Purpose of this Plan of Management

The LG Act requires a plan of management to be prepared for all public land that is classified as community land.

The purpose and objectives of this POM are to:

- ensure compliance with the LG Act;
- provide appropriate categories of land for the ongoing use, management and maintenance of the Precinct for the next ten years;
- expressly authorise leases, licences and other estates on the land;
- contribute to Council's broader strategic goals and vision as set out in its strategic planning policies;
- ensure consistent management that supports a unified approach to meeting the varied needs of the community efficiently and with minimal conflict between existing and future user groups;
- ensure that the Precinct accommodates a range of public sporting facilities and general recreational needs of the community;
- protect and enhance the natural, social and cultural values of the Precinct;
- draw on the outcomes of stakeholder engagement to identify and address key issues affecting the Precinct and to guide its future development through the Master Plan; and
- establish management objectives, strategies and performance targets in an 'Action Plan'.

Council's strategic planning objectives and the outcomes of stakeholder engagement during the preparation of this POM are reflected in the Action Plan (**Appendix C**). The

Action Plan identifies the objectives, performance targets and means to achieve and assess performance of these objectives and targets.

## 2.3 Change and review of this Plan of Management

This POM will require regular review in order to align with community values and changing community needs, and to reflect changes in Council priorities. Council has determined that it will review this POM within ten (10) years of its adoption. However, the performance of this POM will be reviewed on an annual basis to ensure that the Precinct is being managed in accordance with this POM, is well maintained and provides a safe environment for public enjoyment.

The community will have an opportunity to participate in reviews of this POM.

## 2.4 Community consultation

Council undertook community consultation to seek feedback on a draft Master Plan design between May and June 2020. The Master Plan was then updated to reflect the outcomes of the consultation and adopted by Council in July 2020. A further community co-design workshop and online engagement was also undertaken in March 2021 to help inform the detailed design for the youth precinct.

All elements included in the draft Master Plan were supported by the community. Comments in relation to specific design elements and how they were addressed in the adopted Master Plan are detailed in Table 4.1.

**Outcomes of community consultation**

| Design element | Comments on the draft Master Plan | How comments were addressed |
|---|---|---|
| Play, water play and children's play areas. | The provision of play equipment, water play and designated children's play areas was well received by the community.<br>Feedback indicated that residents are seeking the provision of large scale, varying and stimulating play equipment across multiple age groups.<br>The community also suggested increased car parking to be provided in close proximity to the playspace.<br>A number of suggestions included the requirement for a kiosk. | In response, the adopted Master Plan includes:<br>A larger footprint for the playspace and additional nature play pods have also been included in the design.<br>The amenities building adjacent to the playspace includes accessible toilets and an adult change table.<br>A canteen has been provided as part of the amenities building with the opportunity to service the playspace (in response to the suggestions for a kiosk).<br>An additional parking area has been provided adjacent to the |

**Outcomes of community consultation**

| Design element | Comments on the draft Master Plan | How comments were addressed |
|---|---|---|
| | | amenities building and play areas. |
| Walking, cycling, pathways connections and parking | The provision of walking loops, trails and cycling pathways and facilities were strongly supported. There were also suggestions for fitness stations and bubblers to be included around the pathway loop.<br>Cycling connections through to St Marys were raised and other comments about pathway connections to South Creek were positive.<br>The provision of ample provision car parking and the need for coach drop off and parking was strongly supported. | The pathway and cycling loops in the Master Plan have been retained and are now complemented with the addition of a nature/exploration trail with natural play nodes. Associated signage (directional and educational) as well as lighting in the park has been incorporated.<br>The Master Plan includes fitness stations and water bubblers around the pathway loop, which is in addition to the outdoor health and fitness area.<br>The pump track affords the opportunity for off road cycling for beginners and the more experienced, with the hard court areas also providing learn to ride opportunities when not being used for other activities.<br>Cycling connections through to St Marys will be considered further as part of future planning.<br>Car parking in the Master Plan has been increased from 418 to 518 spaces dispersed along the ring-road of the park, including 36 accessible parking spaces. A bus drop-off zone on the western side of the precinct has space for two buses at a time to drop off and pick up passengers. |
| Shaded areas and passive recreation | The provision of BBQ areas was widely supported by residents who identified the Precinct as an ideal location to host social and cultural gatherings and celebrations. In terms of larger gatherings there was strong representation for an indoor hall | The Master Plan includes bigger shelters for larger gatherings close to the playspace and proposed amenities building. The detailed design includes multiple shaded BBQ and picnic areas provided across the site.<br>Spatially and financially, it is not possible to provide a 300-person |

**Outcomes of community consultation**

| Design element | Comments on the draft Master Plan | How comments were addressed |
|---|---|---|
| | to accommodate 300 people at the venue. | indoor hall at the venue. It is noted that St Marys Memorial Hall can service this need currently. |
| Provision of sports hard courts (basketball and netball) | There was strong support for the provision of multiple sports hard courts, particularly for basketball, and for these to be lit. | The Master Plan includes two netball courts, two basketball/multi-sport courts and an additional hoop in the youth zone.<br>The netball courts can be utilised for other sports and general recreational activities (e.g. learn to ride a bicycle) when not being used for netball.<br>Ongoing provision of basketball and netball courts will continue to be reviewed and planned as part of the future development of sports infrastructure, or as part of infrastructure upgrades at existing facilities so that a network of courts is provided in the LGA. |
| Sportsground and amenity provision | Engagement with the sports codes identified that the field capacity included in the Master Plan will meet their needs; however, the need for additional netball courts was identified.<br>Baseball NSW and Greater Western Baseball Association made representation to utilise the site with a longer-term view that the relocation of baseball activities from Samuel Marsden Road should transport infrastructure impact that site. | To address the provision of netball courts, the Master Plan includes four rectangular fields, one modified field, and a mini field (formerly a modified field). It has been determined that this change can be accommodated in terms of sport operations and the capacity of the remaining fields. In addition, the location of the cricket practice facility has been moved, which will have no impact on the sport.<br>Investment of over $2.5m is planned in baseball facilities over the next three years at Chapman Gardens, Monfarville Reserve, and Samuel Marsden Road, which will increase the capacity of those venues, with the potential for future infrastructure improvements that could provide |

**Outcomes of community consultation**

| Design element | Comments on the draft Master Plan | How comments were addressed |
|---|---|---|
| | | additional capacity. For these reasons, the Master Plan does not include the provision for baseball. As future planning for the Penrith LGA progresses, the need to consider alternative venues for baseball will be addressed subject to ongoing demand levels for the sport. |

## 2.5 Public exhibition

Under Section 38 of the LG Act Councils are required to publicly notify and exhibit a POM. The draft POM was placed on public exhibition from 25/06/2024 to 22/07/2024. Submissions were accepted until 5/8/2024 to satisfy the minimum statutory requirements. Council considered all submissions before finalising this POM.

## 2.6 Environmental assessment

Council, as the proponent and determining authority, were required to undertake an environmental assessment of the proposed development of the Precinct, pursuant to Part 5 of the NSW Environmental Planning and Assessment Act 1979 (EP&A Act).

Arnold Planning Pty Ltd (Arnold Planning) prepared a Review of Environmental Factors (REF) (Arnold Planning, 2023) to examine and take into account to the fullest extent possible all matters affecting or likely to affect the environment by reason of the proposed development of the Precinct.

The REF found that any potential adverse impacts of the proposed development of the Precinct on the environment and the community will be adequately addressed through a comprehensive suite of environmental management and mitigation measures.

Where relevant, the outcomes of the REF have been drawn upon in the preparation of this POM.

# 3. Land description

## 3.1 The Precinct

The Precinct is formally registered as Lot 11 on Deposited Plan (DP) 1194036 and is approximately 32 ha, of which approximately 27 ha comprises the footprint of a former landfill site, which operated between 1947 and the mid-1980s, with the majority of landfilling occurring from the 1960s onwards. Remediation of the Precinct has been undertaken since decommissioning with the aim of developing it into a recreation and open space destination for the community.

The Precinct is bound by Gipps Street to the west and north, Fowler Street to the south and South Creek to the east. Access to the Precinct is via Gipps Street to the north.

Vegetation is present within narrow rows along the north, east and western boundaries and some remnant vegetation is present primarily in the north-eastern corner of the Precinct. Vegetation in the Precinct adjoins tracts of similar riparian and remnant vegetation to the north-east and south-east along South Creek.

An aerial of the Precinct is show in **Figure 3.1** below.




**Figure 3.1** **The Precinct (Source: Six Maps)**

### 3.2 The surrounding area

The Precinct is located approximately 7 km east of Penrith and approximately 44 km west of central Sydney. The Precinct is surrounded by residential suburbs to the west and south (Claremont Meadows), rural residential land to the north and South Creek to the east.

A compound located in the south-western corner of the Precinct, which is fenced off from the remaining Precinct area, is currently used by the State Emergency Service (SES).

Immediately adjacent to the north of the Precinct is the site of a Sydney Metro service facility, part of the Western Sydney Airport Metro Railway (Sydney Metro), that will link the new Western Sydney International (Nancy-Bird Walton) Airport and Western Sydney Aerotropolis with St Marys.

The Precinct and surrounding area are shown in the aerial in **Figure 3.2** below.




**Figure 3.2** **The surrounding area (Source: Six Maps)**

## 3.3 The existing environment

### 3.3.1 Geology

Reference to the *Geological Survey of NSW Department of Minerals and Energy Geological Series Sheet 9030, 1:100,000 Scale, Penrith (1991)* indicates the landfill is underlain by Bringelly Shale of the Wianamatta Group over the majority of the Precinct and potentially Quaternary fluvial sediments (fine-grained sand, silt and clay) in the eastern portion of the Precinct.

### 3.3.2 Natural soils

Reference to *Soil Conservation Service of NSW Soil Landscapes of the Penrith 1:100,000 Sheet (1990)* indicates the dominant soil lithology at the Precinct comprises yellow / brown podzolic residual soils of the Blacktown Group, which is typically characterised by moderately reactive highly plastic subsoil, low soil fertility and poor soil drainage.

### 3.3.3 Topography

Precinct topography ranges from 42 m Australian Height Datum (AHD) in the south-west at the highest point to 34 m AHD in the north-east part of the Precinct at the lowest point, although rehabilitation works carried out by Council may have raised the Precinct topography slightly from numbers reported here.

### 3.3.4 Bushfire

A bushfire assessment was prepared as part of the REF (Arnold Planning, 2023). The assessment identified that the Precinct is mapped as bushfire prone on Council's Bushfire Prone Land (BFPL) map. Accordingly, an asset protection zone (APZ) was required and has been reflected in the Master Plan design and certain special fire protection measures recommended for the design and construction of the proposed amenities building.

### 3.3.5 Hydrology and flooding

South Creek is located adjacent to the eastern Precinct boundary flowing towards the north and ultimately into the Hawkesbury River (18 km north of the Precinct). Given the Precinct topography it is assumed that surface water flows towards South Creek to the north-east.

A floodplain management report was prepared as part of the REF (Arnold Planning, 2023). The report obtained the 1% Annual Exceedance Probability (AEP) and Probable Maximum Flood (PMF) modelling results from Council's *South Creek Floodplain Risk Management Study*, which incorporates the Precinct. Based on existing levels, the impact of flooding from South Creek was not expected to have a major effect on the development of the Precinct, given that the majority will be outside of the maximum flood extent. Accordingly, no specific management measures were proposed in relation to flooding, although it is noted that in the event of a PMF, the proposed amenities

building will be available for refuge.

Groundwater beneath the Precinct is present at depths of between approximately 3 m and 10 m and is expected to be in hydraulic connection with surrounding regional groundwater.

### 3.3.6 Rehabilitation and remediation

Since operation of the landfill ceased, the Precinct has been the subject of rehabilitation and remediation with the ultimate intention (by Council) of making it suitable for use as a public recreation reserve. Rehabilitation and remediation works undertaken at the Precinct to date, generally includes:

- the installation of a leachate trench collection system around the Precinct perimeter;
- reshaping, reworking and regrading landfill waste to minimise water infiltration into the waste mass and any consequent generation of leachate and landfill gas;
- excavation of residual clay underlying the landfill and replacement of this material as a 500 mm thick cap - where required, sandstone and shale was imported to the Precinct to make up the required volume to complete the capping across the landfill;
- the placement of previously stripped soils and imported soils above the capping layer to provide a 400 mm thick layer of growing medium; and
- the placement of 100 mm of topsoil where planting was to occur and landscaping to establish a protective grass cover at the Precinct as well as tree planting around the Precinct perimeter and main drainage lines.

An Environmental Management Plan (EMP) and Operational Maintenance and Monitoring Plan have been prepared for the Precinct, which provide a framework for the ongoing operational requirements for the leachate trench collection system. Only authorised Council staff and contractors are permitted to enter the leachate cells and pump well areas with 24-hour access required to the site to allow for the monitoring and management of the leachate system.

## 3.4 Property details

Property details of the Precinct are provided in Table 3.1 below.

**Table 3.1 Precinct property details**

| | |
|---|---|
| Reserve purpose | Public Recreation |
| Land parcel/s | Lot 11 DP 1194036 |
| Area | 32 ha |
| LEP zoning | RE1 - Public Recreation<br>C2 – Environmental Conservation |
| Assigned categories of Community Land | Park<br>General Community Use<br>Sportsground |

**Table 3.1 Precinct property details**

| | |
|---|---|
| | Natural Area - Watercourse<br>Natural Area - Bushland |

## 3.5 Land comprising the habitat of endangered species or threatened species

A Flora and Fauna Assessment (FFA) was undertaken as part of the REF (Arnold Planning, 2023), which detailed the legislative context, methods used and results from literature and data reviews and field survey, providing the framework and information to identify potential impacts on native vegetation, threatened species, populations and communities listed under the *NSW Biodiversity Conservation Act 2016* (BC Act) and *Commonwealth Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) .

The FFA identified that the development of the Precinct will result in the removal of 1.02 ha of native vegetation identified as the following threatened ecological communities:

- River-Flat Eucalypt Forest on Coastal Floodplains of the New South Wales North Coast, Sydney Basin and South East Corner Bioregions; and
- Cumberland Plain Woodland in the Sydney Basin Bioregion.

The native vegetation proposed to be removed represents habitat for the following threatened fauna species:

- *Artamus cyanopterus* (Dusky Woodswallow);
- *Calyptorhynchus lathami* (Glossy Black-Cockatoo);
- *Daphoenositta chrysoptera* (Varied Sittella);
- *Glossopsitta pusilla* (Little Lorikeet);
- *Lathamus discolor* (Swift Parrot); and
- *Pteropus poliocephalus* (Grey-headed Flying-fox).

The areas of vegetation communities proposed to be removed are within the development footprint as shown in **Figure 3.3** below. All areas of vegetation outside of the development footprint are proposed to be retained, which is reflected in the land categories of this POM, (refer **Section 6.4** for further details).




**Figure 3.3** **Validated vegetation and habitat features (Source: Ecological Australia)**

Tests of Significance in accordance with BC Act were undertaken for the above ecological communities and fauna species to assess the impact of the development of the Precinct on each. Assessments concluded that they are unlikely to result in a significant impact on any of the potentially affected threatened entities.

Both ecological communities are also listed as critically endangered under the EPBC Act; however, occurrences of these ecological communities within the Precinct area did not meet the key diagnostic criteria for listing under the EPBC Act. Therefore, Significant Impact Criteria under the EPBC Act were not applied. Significant Impact Criteria were applied for the Swift Parrot and Grey-headed Flying-fox, and it was concluded that they are unlikely to result in a significant impact to either species. Therefore, further assessment and approval under the EPBC Act was not required.

## 3.6 Culturally significant land

### 3.6.1 Aboriginal heritage

An Aboriginal Due Diligence Assessment (ADD) was prepared as part of the REF (Arnold Planning, 2023). The ADD identified that the following sites under a search of the Aboriginal Heritage Information Management System, which had either been removed

with authorisation or no longer existed:

- AHIMS ID 45-5-4428 - an artefact site identified during the upgrade of Kent Road and Gipps Street between the M4 Motorway and the Great Western Highway, as part of the Werrington Arterial Road project, which has been completed and the site now destroyed under an active Aboriginal Heritage Impact Permit (AHIP); and
- AHIMS ID 45-5-3016 - an artefact site, which could not be located during a visual inspection, with the area considered so heavily disturbed that the AHIMS site is no longer valid.

The ADD identified that the entire study area has been heavily modified and was therefore of low archaeological sensitivity. Notwithstanding, in the unlikely event that any Aboriginal objects or artefacts are identified during the construction and development of the Precinct, the ADD recommended measures to ensure their appropriate management.

### 3.6.2 Historic heritage

As part of the REF (Arnold Planning, 2023), searches of the Australian Heritage Database, the State Heritage Register and Schedule 5 of the *Penrith Local Environment Plan 2010* were conducted to determine if any items or places of heritage significance are located within or in proximity to the Precinct. No items or places of heritage significance were identified within or adjacent to the Precinct.

# 4. Basis of management

Council intends to manage its community land to meet:

- assigned categorisation of community land.
- the LG Act guidelines and core objectives for community land.
- Council's strategic objectives and priorities.
- development and use of the land outlined in Section 36 of the LG Act.

## 4.1 Categorisation of the land

Under Section 36 (4) of the LG Act, community land is required to be categorised as one or more of the following five categories:

- **Park** – for areas primarily used for passive recreation.
- **Sportsground** – for areas where the primary use is for active recreation involving organised sports or the playing of outdoor games.
- **General community use** – for all areas where the primary purpose relates to public recreation and the physical, cultural, social, and intellectual welfare or development of members of the public. This includes venues such as community halls, scout and guide halls, and libraries.
- **Cultural significance** – for areas with Aboriginal, aesthetic, archaeological, historical, technical, research or social significance (Note: not applicable to the Precinct).
- **Natural area** – for all areas that play an important role in the area's ecology. This category is further subdivided into bushland, escarpment, foreshore, watercourse and wetland categories.

## 4.2 Guidelines and core objectives for management of community land

The management of community land is governed by the categorisation of the land, its purpose, and the core objectives of the relevant category of community land. Council may then apply more specific management objectives to community land, though these must be compatible with the core objectives for the land.

## 4.3 Council's strategic objectives and priorities

Council, in consultation with the community, has developed the following strategies and plans to identify the priorities and aspirations of the community and the delivery of a vision for the future. They have a direct influence on the objectives, uses and management approach adopted in this POM and the design and development of the Master Plan.

### 4.3.1 Penrith Local Strategic Planning Statement

The Penrith *Local Strategic Planning Statement 2020* (LSPS) sets out Penrith's economic,

social and environmental land use needs over the next 20 years and outlines how growth and change will be managed in the future.

The LSPS is informed by both local and state government plans and policies and describes how these initiatives, and their strategic direction will affect the LGA from a land use perspective. It has been prepared in response to, and is consistent with, the initiatives and direction of the NSW Government's strategic planning framework, including the Greater Sydney Region Plan and the Western Sydney District Plan.

The LSPS has the following ten themes, which include more detailed planning priorities:

- Theme 1: Infrastructure.
- Theme 2: Partnerships.
- Theme 3: Homes.
- Theme 4: Communities.
- Theme 5: Places.
- Theme 6: Connectivity.
- Theme 7: Economy.
- Theme 8: Environment.
- Theme 9: Sustainability.
- Theme 10: Resilience.

Theme 4: Communities, includes Planning Priority 6, to:

*'Ensure our social infrastructure meets the changing needs of our communities'*

The LSPS recognises that as Penrith grows, this growth needs to be supported by necessary community infrastructure such as open space, parks and sporting facilities and that providing this infrastructure within existing urban areas can be challenging. Addressing this planning priority has been a key consideration in the preparation of this POM and the Master Plan and are reflected in the objectives and performance targets in the Action Plan (**Appendix C**).

### 4.3.2 Penrith 2041+ Community Strategic Plan

The *Penrith 2041+ Community Strategic Plan* (Penrith CSP) was endorsed by Council in June 2025. The Penrith CSP will inform a range of other strategic documents around employment, housing, recreation, open spaces and inclusion based on a number of outcomes and strategies.

Development of the Precinct as a sports and recreation reserve is consistent with the following relevant outcomes and strategies identified in the Penrith CSP:

- Strategic direction 1: Nurture our environment:
  - Strategy 1.1: Enhance natural spaces and protect environmental quality.
- Strategic direction 2: Support our wellbeing:
  - Strategy 2.2: Support equitable access to community services and facilities.
  - Strategy 2.3: Live safely and enhance community wellbeing.
- Strategic direction 4: Shape our growing City: Provide for our lifestyle:
  - Strategy 4.2: Empower participation in sport and recreational activities.
  - Strategy 4.3: Ensure public spaces and facilities are pleasant and fit for diverse needs and uses.
- Strategic direction 5: Work together:
  - Strategy 5.2: Ensure public participation in collaborative decision-making.

### 4.3.3 Penrith Sport and Recreation Strategy

The Penrith *Sport and Recreation Strategy* (Sport and Recreation Strategy) provides a 15-year road map for the future provision of sport, play, recreation and open space facilities across the Penrith LGA and has helped create the vision for the Master Plan.

The strategies and actions included in the Sport and Recreation Strategy respond to the core objectives for the provision of:

- open space;
- play; and
- sport and recreation.

To deliver the Sport and Recreation Strategy, the Penrith LGA has been divided into 12 'Aggregated Areas' for the implementation of upgrades, new facilities, and future planning. The Precinct falls within the Central East area. Strategy action items for the Central East area (for years one to five), identify for the Gipps Street Precinct, Claremont Meadows (the Precinct), that following community consultation, a district open space and reserve should be constructed, including following components:

- walking/cycling loops, and outdoor fitness equipment;
- four playing fields and two training fields;
- amenities buildings and BMX, cycling and scooter facilities; and
- an additional Citywide level play space including water play following community consultation.

All elements have been incorporated in the Master Plan as well as a number of other elements to reflect the outcome of community consultation (refer **Section 2.5**).

Other relevant strategies and actions included in the Sport and Recreation Strategy included in the core objectives relevant to the Precinct are considered as follows:

**Open space:**

- ensuring the quantity and distribution of open space in established urban areas better matches current and future population needs;
- optimising open space for existing populations where access is below optimal and significant growth is expected;
- improving community access to existing and future public open space through provision of an integrated network of open space classified as local, district and citywide parks;
- providing open space in the appropriate size and shape to ensure that the capacity of that space meets and accommodates a range of recreation activities and needs;
- designing open space to accommodate multi-use inclusive participation opportunities for different recreation types;
- enhancing open space connectivity through an integrated strategy that links recreational, cultural heritage and natural values;
- promoting awareness and recognition of Penrith's Aboriginal and non-Aboriginal Heritage;
- improving community access to existing and future public open space is through an integrated action plan that involves all modes of access; and
- ensuring contemporary plans of management and master plans will be in place.

**Play:**

- providing opportunities are provided for everyone in the community to enjoy a playspace;
- recognising playspaces as contemporary, unique, safe and innovative; and
- ensuring playspaces remain contemporary and safe to use.

**Sport and recreation:**

- providing an appropriate amount and quality of open space to accommodate sport and recreation facilities;
- ensuring sportsground surfaces, buildings and associated infrastructure sustain the usage demand and are fit for purpose/fit for future;
- providing sports/recreation clubs and associations with support to enable good governance, sustainable operations, and facility planning and development; and
- providing unstructured recreation spaces and activities to accommodate changing trends in participation.

Having regard to these strategies has been a key consideration in the preparation of this POM and the Master Plan and is reflected in the objectives and performance targets of the Action Plan (**Appendix C**).

# 5. Development and use

## 5.1 Overview

Council's community land is valued for its important role in the social, intellectual, spiritual and physical enrichment of residents, workers, and visitors to the Penrith LGA. The intrinsic value of community land is also recognised, as is the important role this land plays in biodiversity conservation and ecosystem function.

Council encourages a wide range of uses of community land and intends to facilitate uses which increase the activation of its land, where appropriate. Within buildings and recreational and sporting facilities in particular, Council intends to permit and encourage a broad range of appropriate activities.

This is reflective of the proposed uses and activities of the Precinct as described in the following sections of this POM.

## 5.2 The Precinct Master Plan

This POM is accompanied by the Precinct Master Plan (the Master Plan) to guide the future development and use of the Precinct.

The Master Plan has been designed to respond to the issues raised during the community engagement process undertaken for this POM (refer **Section 2.5**) and meet Council's statutory and strategic planning objectives and priorities as identified in the Action Plan (**Appendix C**).

The Master Plan includes the following key components with corresponding Master Plan ID numbers (MP ID):

- main sports field (MP ID 01).
- amenities building (MP ID 02).
- inclusive playground (MP ID 03).
- netball courts (MP ID 04).
- multi-sport courts (MP ID 05).
- youth zone (MP ID 06).
- skate area (MP ID 07).
- pump track (MP ID 08).
- nature play and trail (MP ID 09).
- fitness loop (MP ID 10).

An excerpt of the Master Plan is provided in **Figure 5.1** below and a full version of the Master Plan and accompanying design report is provided in **Appendix B**. The design report provides further details and plans of each of the key Master Plan components listed above.




**Figure 5.1** **The Gipps Street Recreation Precinct Master Plan (Source: Group GSA)**

### 5.3 Express authorisation of lease and licences and other estates

Under Section 46(1)(b) of the LG Act, leases, licences and other estates formalise the use of community land. A lease, licence or other estate may be granted to organisations and persons, community groups, sports clubs and associations, non-government organisations, charities, community welfare services, non-profit organisations and government authorities.

The lease or licence must be for uses consistent with the reserve purpose(s), the assigned categorisation and zoning of the land, be in the best interests of the community as a whole, and enable, wherever possible, shared use of community land.

Any lease or licence proposal will be individually assessed and considered, including the community benefit, compatibility with this POM and the capacity of the community land itself and the local area to support the activity.

A lease is normally issued where exclusive control of all or part of an area by a user is proposed. In all other instances a licence or short-term licence or hire agreement will be issued.

#### 5.3.1 Leases and licences authorized by this Plan of Management

This POM **expressly authorises** the issue of leases, licences and other estates over the land covered by this POM, provided that:

- the purpose is consistent with the purpose for which it was dedicated or reserved;
- the purpose is consistent with the core objectives for the category of the land;
- the lease, licence or other estate is for a permitted purpose listed in the LG Act or the *Local Government (General) Regulation 2021* (LG Regulation);
- the issue of the lease, licence or other estate and the provisions of the lease, licence or other estate can be validated by the provisions of the *Native Title Act 1993;*
- where the land is subject to a claim under the *Aboriginal Land Rights Act 1983* the issue of any lease, licence or other estate will not prevent the land from being transferred in the event the claim is granted;
- the lease, licence or other estate is granted and notified in accordance with the provisions of the LG Act or the LG Regulation; and
- the issue of the lease, licence or other estate will not materially harm the use of the land for any of the purposes for which it was dedicated or reserved.

#### 5.3.2 Short-term licences

Short-term licences and bookings may be used to allow the Council to program different uses of community land at different times, allowing the best overall use.

Short-term licences will be issued for the purpose of, but not exclusively for, the following

activities:

- the playing of a musical instrument, or singing, for fee or reward;
- engaging in a trade or business;
- the playing of a lawful game or sport;
- the delivery of a public address;
- commercial photographic sessions;
- holding an event, fete, festival, meeting, or market;
- picnics and private celebrations such as weddings and family gatherings; and
- filming sessions.

### 5.3.3 Duration of leases, licences and other estates authorised by this Plan of Management

**i. Lease, licences, and other estates in respect of community land – for a period exceeding five (5) years:**

Section 47 of the LG Act applies to a lease, licence, or other estate in respect of community land for a period exceeding 5 years:

1. If a council proposes to grant a lease, licence or other estate in respect of community land for a period (including any period for which the lease, licence or other estate could be renewed by the exercise of an option) exceeding 5 years, it must:
    a. give public notice of the proposal;
    b. exhibit notice of the proposal on the land to which the proposal relates;
    c. give notice of the proposal to such persons as appear to it to own or occupy the land adjoining the community land; and
    d. give notice of the proposal to any other person, appearing to the council to be the owner or occupier of land in the vicinity of the community land, if in the opinion of the council the land the subject of the proposal is likely to form the primary focus of the person's enjoyment of community land.

2. A notice of the proposal must include:
    a. information sufficient to identify the community land concerned;
    b. the purpose for which the land will be used under the proposed lease, licence, or other estate;
    c. the term of the proposed lease, licence, or other estate (including particulars of any options for renewal);
    d. the name of the proposed lessee or licensee (if known); and
    e. a statement that submissions in writing may be made to the council concerning the proposal within a period, not less than 28 days, specified in the notice.

3. Any person may make a submission in writing to the council during the period specified for the purpose in the notice.

4. Before granting the lease, licence or other estate, the council must consider all submissions duly made to it.

5. The council must not grant the lease, licence or other estate except with the Minister's consent, if:
    a. a person makes a submission by way of objection to the proposal; or
    b. in the case of a lease or licence, the period (including any period for which the lease or licence could be renewed by the exercise of an option) of the lease or licence exceeds 21 years.

6. If the council applies for the Minister's consent, it must forward specific information to the Minister, noting that the Minister may consent to a lease or licence exceeding 21 years if special circumstances have been justified.

7. On receipt of the application, the Minister must request the Director of Planning to furnish a report concerning the application within such a period as the Minister specified.

8. After considering the application and any report of the Director of Planning, the Minister, if satisfied may consent to the granting of the lease, licence, or other estate in respect of the whole or any part of the land to which the application relates, subject to such terms and conditions as the Minister specifies.

9. On request by any person, the Minister must provide that person, within 14 days of that request, with a written statement of reasons for consenting to, or refusing to consent to, the granting of a lease, licence, or other estate.

**ii. Lease, licences, and other estates in respect of community land – for a period exceeding five (5) years:**

Section 47A of the LG Act applies to a lease, licence or other estate in respect of community land granted for a period that (including any period for which the lease, licence or other estate could be renewed by the exercise of an option) does not exceed 5 years.

If a council proposes to grant a lease, licence or other estate to which Section 47A applies:

a. the proposal must be notified and exhibited in the manner prescribed by section 47 (refer above);
b. the provisions of section 47(3) and (4) (refer above) apply to the proposal; and

c. on receipt by the council of a written request from the Minister, the proposal is to be referred to the Minister, who is to determine whether or not the provisions of Section 47(5) to (9) (refer above) are to apply to the proposal.

If the Minister determines that the provisions of section 47(5) to (9) are to apply to the proposal:

a. the council, the Minister and the Director of Planning are to deal with the proposal in accordance with the provisions of section 47(1) to (8); and
b. Section 47(9) has effect with respect to the Minister's consent.

The LG Regulation grants that the following purposes are exempt from the provisions of Section 47A of the LG Act:

a. residential purposes, where the relevant community land has been developed for the purposes of housing owned by the council;
b. the provision of pipes, conduits, or other connections under the surface of the ground for the connection of premises adjoining the community land to a facility of the council or other public utility provider that is situated on the community land;
c. use and occupation of the community land for events such as:
    i. a public performance (that is, a theatrical, musical, or other entertainment for the amusement of the public)
    ii. the playing of a musical instrument, or singing, for fee or reward,
    iii. engaging in a trade or business
    iv. playing of any lawful game or sport
    v. delivering a public address
    vi. conducting a commercial photographic session
    vii. picnics and private celebrations such as weddings and family gatherings; and
    viii. filming for cinema or television.

However, the use or occupation of community land for events listed in subclause (c) above is exempt only if:

a. the use or occupation does not involve the erection of any building or structure of a permanent nature;
b. in the case of any use or occupation that occurs only once, it does not continue for more than three consecutive days; and
c. in the case of any use or occupation that occurs more than once, each occurrence is for no more than three consecutive days, not including Saturday and Sunday, and the period from the first occurrence until the last occurrence is not more than 12 months.

# 6. Management of land by category

## 6.1 Overview

The following general categories of community land are assigned to the Precinct, as shown in the Categorisation Plan in **Appendix A** and the following excerpt in **Figure 6.1**:

- Sportsground (**Section 6.2**);
- General Community Use (**Section 6.3**);
- Natural Area (**Section 6.4**); and
- Park (**Section 6.5**).

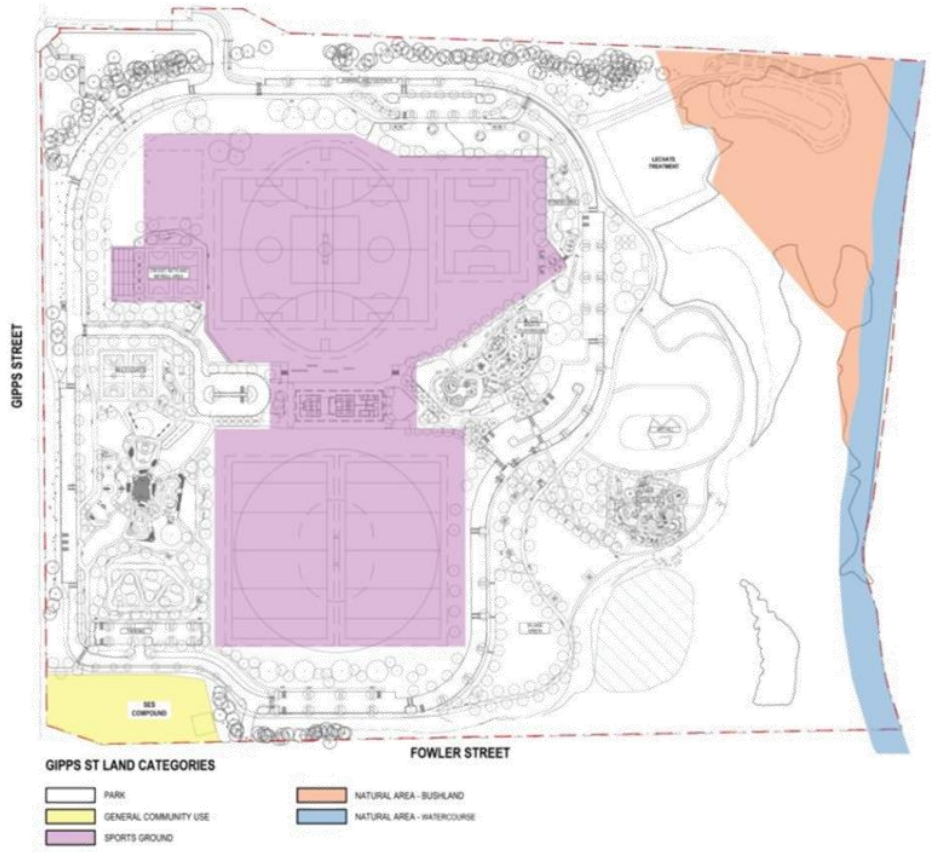



**Figure 6.1** **Excerpt of Land Categorisation Plan (Source: Group GSA)**

### 6.1.1 Condition of the land

Section 36(3A)(a) of the LG Act requires a POM to include a description of the condition of the land and structures on adoption of the plan. The Precinct is currently undeveloped having been rehabilitated and remediated from its previous use as a landfill (refer Section 3.3.6). The only existing assets are the leachate treatment zone

(tanks and swales) and leachate collection pit, which have their own ongoing management schedules and procedures.

### 6.1.2 Objectives and performance targets

Section 36 (3) of the LG Act requires that a POM for community land details:

- objectives and performance targets for the land;
- the means by which the council proposes to achieve these objectives and performance targets; and
- the manner in which the council proposes to assess its performance in achieving the objectives and performance targets.

An Action Plan, which details the objectives and performance targets for each category of land and how Council intends to achieve and assess their performance, is provided in **Appendix C**.

## 6.2 Sportsground

The category Sportsground applies to the community land located within the centre of the Precinct, depicted in purple in **Figure 6.1** above.

The Sportsground category is considered the most appropriate for the areas shown on the Master Plan (refer **Figure 6.1**) as the Main Sports Field (MP 01), which includes:

- soccer / AFL field.
- rugby / cricket field.
- junior soccer field.
- netball courts.
- cricket practice nets.
- mini (all purpose) field.
- amenities building.

The permissible and future uses set out in **Section 6.2.2** and the express authorisation of leases, licences and other estates set out in **Section 6.2.3** for the areas categorised as Sportsground are consistent with the purpose for which the Precinct was dedicated, being a reserve for public recreation.

### 6.2.1 Guidelines and core objectives (Sportsground)

Sportsgrounds are defined in Clause 103 of the LG Regulation as land used primarily for active recreation involving organised sports or playing outdoor games.

The core objectives for Sportsgrounds, as outlined in Section 36F of the LG Act, are to:

- encourage, promote and facilitate recreational pursuits in the community

involving organised and informal sporting activities and games; and
- ensure that such activities are managed having regard to any adverse impact on nearby residences.

The Sportsground category allows for provision of the Main Sports Field areas, which will allow for organised and informal sporting activities and games, including but not exclusive to sports such as soccer, AFL, rugby, netball and cricket, for use by sporting clubs and the general community. With the proposed hours of operation and the distance to nearby residences, there are not anticipated to be any significant adverse amenity impacts. For these reasons, the Sportsground category for this part of the Precinct meets the core objectives outlined above.

The amenities building will comprise eight change rooms with operable walls that can be opened to make larger spaces when required, an undercover central social space, three bulk storage areas, two multi-purpose areas, a canteen, offices, store rooms, a plant room and first aid room.

### 6.2.2 Permissible and future uses (Sportsground)

Section 36(3A) of the LG Act requires a POM to detail the uses currently permitted on the land and any planned or committed future uses of the land.

The general types of uses which may occur on community land categorised as Sportsground and the forms of development generally associated with those uses, are set out in detail in **Table 6.3**. The facilities on community land may change over time, reflecting the needs of the community.

**Table 6.3 Permissible uses and development of land categorised as Sportsground**

| Purpose/use | Development to facilitate uses |
|---|---|
| • active and passive recreational and sporting activities compatible with the nature of the particular land and any relevant facilities.<br>• organised and unstructured recreation activities.<br>• community events and gatherings.<br>• commercial uses associated with sports facilities.<br>• festivals, parades, markets, fairs, exhibitions and similar events and gatherings. | • development for the purpose of conducting and facilitating organised sport.<br>• professional rooms for hire.<br>• change rooms/locker areas.<br>• shower/toilet facilities.<br>• car parking and loading areas.<br>• ancillary areas (staff rooms, meeting rooms, recording rooms, equipment storage areas).<br>• shade structures, floodlights, irrigation and fencing of playing areas.<br>• storage ancillary to recreational uses, community events or gatherings, and public meetings.<br>• provision of amenities to facilitate use and enjoyment of the community land including seating, change rooms, toilets, storage, first aid areas.<br>• café/kiosk facilities.<br>• outdoor play equipment or exercise equipment. |

**Table 6.3 Permissible uses and development of land categorised as Sportsground**

| Purpose/use | Development to facilitate uses |
|---|---|
| | • heritage and cultural interpretation, e.g. signs, art installations<br>• compatible, small scale commercial uses, e.g. sports tuition.<br>• advertising structures and signage (such as A-frames and banners) that:<br>  ○ relate to approved uses/activities.<br>  ○ are discreet and temporary.<br>  ○ are approved by Council.<br>• water-saving initiatives such as stormwater harvesting, rain gardens and swales.<br>• energy-saving initiatives such as solar lights and solar panels.<br>• locational, directional and regulatory signage. |

### 6.2.3 Express authorisation of leases, licences and other estates (Sportsground)

Section 46(1)(b) and 36(3A) of the LG Act requires a POM to provide an express authorisation for the granting of leases, licences or other estates.

This POM **expressly authorises** the issue of leases, licences and other estates over the land categorised as Sportsground, listed in **Table 6.4**. The term of any lease, licence or other estate will be subject to the relevant provisions of the LG Act.

**Table 6.4 Leases, licences and other estates and purposes for which they may be granted for community land categorised as Sportsground**

| Purpose/use | Development to facilitate uses |
|---|---|
| Lease | • indoor/outdoor café and kiosk areas, including seating and tables.<br>• management of court facilities.<br>• hire or sale of recreational equipment.<br>• sporting fixtures, training, programs and events.<br>• sports and fitness training and classes.<br>• broadcasting or filming of sporting fixtures.<br>• ancillary ceremonies (for example, rehearsal of opening and closing ceremonies, cheer squads, etc.).<br>• uses reasonably associated with the promotion or enhancement of sporting groups, fixtures and events (for example, 'guest' events for juniors; gala days; club meetings). |
| Licence | • indoor/outdoor café and kiosk areas, including seating and tables.<br>• management of court or similar facilities.<br>• hire or sale of recreational equipment.<br>• sporting fixtures, training, programs and events.<br>• sports and fitness training and classes. |

**Table 6.4 Leases, licences and other estates and purposes for which they may be granted for community land categorised as Sportsground**

| Purpose/use | Development to facilitate uses |
|---|---|
| | • broadcasting or filming of sporting fixtures.<br>• ancillary ceremonies (for example, rehearsal of opening and closing ceremonies, cheer squads, etc.).<br>• uses reasonably associated with the promotion or enhancement of sporting groups, fixtures and events (for example, 'guest' events for juniors; gala days; club meetings). |
| Short-term licence | • indoor/outdoor café and kiosk areas, including seating and tables.<br>• sporting fixtures, training, programs and events.<br>• sports and fitness training and classes.<br>• broadcasting or filming of sporting fixtures.<br>• ancillary ceremonies (for example, rehearsal of opening and closing ceremonies, cheer squads, etc.).<br>• uses reasonably associated with the promotion or enhancement of sporting groups, fixtures and events (for example, 'guest' events for juniors; gala days; club meetings). |
| Other estates | This POM allows Council to grant 'an estate' over community land for the provision of public utilities and public authorities works associated with or ancillary to public utilities and provision of services, or connections for premises adjoining the community land to a facility of Council or a public utility provider on the community land in accordance with the LG Act. |

## 6.3 General Community Use

The category General Community Use applies to the community land located within the south east of the Precinct, depicted in yellow in **Figure 6.1** above.

The existing SES compound in the south-west corner of the Precinct is included in the General Community Use category of land.

The permissible and future uses set out in **Section 6.3.2** and the express authorisation of leases, licences and other estates set out in **Section 6.3.3** are consistent with the purpose for which the Precinct was dedicated, being a reserve for public recreation.

### 6.3.1 Guidelines and core objectives (General Community Use)

Clause 106 of the LG Regulation identifies General Community Use land as land that may be made available for use for any purpose for which community land may be used, and which does not satisfy the definition of Natural Area, Sportsground, Park or Area of Cultural Significance.

The core objectives for community land categorised as General Community Use, as outlined in Section 36I of the LG Act, are to promote, encourage and provide for the use of the land, and provide facilities on the land, to meet the current and future needs of the local community and of the wider public, in relation to:

- public recreation and the physical, cultural, social and intellectual welfare or development of individual members of the public; and
- purposes for which a lease, licence or other estate may be granted in respect of the land (other than the provision of public utilities and works associated with or ancillary to public utilities).

This POM and the Master Plan have been prepared having regard to these objectives, as reflected in the objectives and performance targets in the Action Plan (**Appendix C**).

### 6.3.2 Permissible and future uses (General Community Use)

Section 36(3A) of the LG Act requires a POM to detail the uses currently permitted on the land and any planned or committed future uses of the land.

The general types of uses which may occur on community land categorised as General Community Use and the forms of development generally associated with those uses, are set out in detail in **Table 6.5**. The facilities on community land may change over time, reflecting the needs of the community.

**Table 6.5 Permissible uses and development land categorised as General Community Use**

| Purpose/use | Development to facilitate uses |
|---|---|
| • providing a location for, and supporting, the gathering of groups for a range of social, cultural or recreational purposes.<br>• providing multi-purpose building/s with specialised community uses such as:<br>• casual or informal recreation.<br>• changing rooms.<br>• meetings (including for social, recreational, educational or cultural purposes).<br>• functions.<br>• performances (including film and stage).<br>• exhibitions.<br>• workshops.<br>• kiosk, café and restaurant purposes.<br>• leisure or training classes.<br>• designated group use (e.g. scout and girl guide use).<br>• educational centres, including information and resource centres.<br>• entertainment facilities. | • development for the purposes of social, community, cultural and recreational activities, such as youth services, aged services, men's sheds.<br>• development includes:<br>  ○ provision of buildings or other amenity areas to facilitate use and enjoyment by the community.<br>  ○ development (particularly within buildings) for the purposes of addressing the needs of a particular group.<br>  ○ development for the purpose of a kiosk, café or restaurant.<br>  ○ landscaping and finishes, improving access, amenity and the visual character of the general community area.<br>  ○ outdoor play equipment, shade structures, awnings and the like.<br>  ○ water-saving initiatives such as rain |

**Table 6.5 Permissible uses and development land categorised as General Community Use**

| Purpose/use | Development to facilitate uses |
|---|---|
| • maintenance and operational facilities.<br>• emergency services infrastructure and facilities. | gardens and rainwater tanks.<br>○ energy-saving initiatives such as solar lights and solar panels.<br>○ car parking and loading areas.<br>• advertising structures and signage (such as a-frames and banners) that:<br>○ relate to approved uses/activities.<br>○ are discreet and temporary; and<br>○ are approved by Council.<br>• locational, directional and regulatory signage.<br>• heritage and cultural interpretation, e.g. signs, art installations.<br>• work sheds or storage sheds required in connection with the maintenance of the land.<br>• provision of buildings or other facilities to facilitate use for Council and emergency service operational requirements. |

### 6.3.3 Express authorisation of leases, licences and other estates (General Community Use)

Section 46(1)(b) and 36(3A) of the LG Act requires a POM to provide an express authorisation for the granting of leases, licences or other estates.

This POM **expressly authorises** the issue of leases, licences and other estates over the land categorised as General Community Use, listed in **Table 6.6**. The term of any lease, licence or other estate will be subject to the relevant provisions of the LG Act.

**Table 6.6 Leases, licences and other estates and purposes for which they may be granted for community land categorised as General Community Use**

| Purpose/use | Development to facilitate uses |
|---|---|
| Lease | • educational purposes, including libraries, education classes, workshops.<br>• cultural purposes, including dramatic productions and galleries.<br>• recreational purposes, including fitness classes, dance classes and games.<br>• kiosk, café, restaurant and refreshment purposes.<br>• commercial retail uses associated with the facility. |
| Licence | • social purposes (including child care, vacation care).<br>• educational purposes, including education classes, workshops. |

**Table 6.6 Leases, licences and other estates and purposes for which they may be granted for community land categorised as General Community Use**

| Purpose/use | Development to facilitate uses |
|---|---|
| | • recreational purposes, including fitness classes, dance classes.<br>• café/restaurant/kiosk areas.<br>• sale of goods or services that are ancillary to community land use and reserve purposes, for example flower sales at a cemetery. |
| Short-term licence | • public speeches, meetings, seminars and presentations, including educational programs.<br>• functions (including commemorative functions, book launches, film releases, balls, and similar activities).<br>• displays, exhibitions, fairs, fashion parades and shows.<br>• events (including weddings, corporate functions, and community gatherings).<br>• other performances, including both live performances and film (cinema and tv).<br>• broadcasts associated with any event or public speech.<br>• engaging in an appropriate trade or business delivering a public address, community events; auctions, markets and similar activities. |
| Other estates | This POM allows Council to grant 'an estate' over community land for the provision of public utilities and works associated with or ancillary to public utilities and provision of services, or connections for premises adjoining the community land to a facility of Council or a public utility provider on the community land in accordance with the LG Act. |

## 6.4 Natural Area

Under Section 36(4) of the LG Act, land should be categorised as Natural Area if the land, whether or not in an undisturbed state, possesses a significant geological feature, geomorphological feature, landform, representative system or other natural feature or attribute that would be sufficient to further categorise the land as bushland, wetland, escarpment, watercourse or foreshore under Section 36(5) of the LG Act.

Parts of the Precinct are further categorised as Natural Area – Bushland (depicted in orange in the Categorisation Plan – refer **Figure 6.1**) and Natural Area – Watercourse (depicted in blue in the Categorisation Pan – refer **Figure 6.1**) as detailed in the following sections.

### 6.4.1 Natural Area - Bushland

Clause 107 of the LG Regulation identifies land as bushland if the land contains primarily native vegetation, that:

a. *is the natural vegetation or a remainder of the natural vegetation of the land, or*
b. *although not the natural vegetation of the land, is still representative of the structure or floristics, or structure and floristics, of the natural vegetation in the locality.*

Such land includes:

a. *bushland that is mostly undisturbed with a good mix of tree ages, and natural regeneration, where the understorey is comprised of native grasses and herbs or native shrubs, and that contains a range of habitats for native fauna (such as logs, shrubs, tree hollows and leaf litter), or*
b. *moderately disturbed bushland with some regeneration of trees and shrubs, where there may be a regrowth area with trees of even age, where native shrubs and grasses are present in the understorey even though there may be some weed invasion, or*
c. *highly disturbed bushland where the native understorey has been removed, where there may be significant weed invasion and where dead and dying trees are present, where there is no natural regeneration of trees or shrubs, but where the land is still capable of being rehabilitated.*

As detailed in **Section 3.5**, the Precinct contains areas of remnant native vegetation, including land mapped as Cumberland Riverflat Forest (Low Condition) and Cumberland Shale Plains Woodland (Low Condition) that are being retained. These areas are located primarily in the north-west part of the site in the area categorised as Natural Area – Bushland on the Categorisation Plan (refer **Figure 6.1**).

### 6.4.2 Natural Area - Watercourse

Clause 110 of the LG Regulation identifies land as a watercourse if the land includes:

a. *any stream of water, whether perennial or intermittent, flowing in a natural channel, or in a natural channel that has been artificially improved, or in an artificial channel that has changed the course of the stream of water, and any other stream of water into or from which the stream of water flows, and*
b. *associated riparian land or vegetation.*

The eastern part of the Precinct is adjacent to South Creek, which is mapped as a 6th order stream under the Strahler Classification System and has an associated 40 m vegetated riparian zone either side of the watercourse under the Office of Water guidelines for riparian corridors. The riparian zone includes associated vegetation and, therefore, the area 40 m from the western side of the watercourse is categorises as Natural Area – Watercourse.

### 6.4.3 Guidelines and core objectives (Natural Area)

Section 36E of the LG Act identifies the following core objectives for Natural Areas:

- conserve biodiversity and maintain ecosystem function in respect of the land, or the feature or habitat in respect of which the land is categorised as a natural area;
- maintain the land, or that feature or habitat, in its natural state and setting;
- provide for the restoration and regeneration of the land;
- provide for community use of and access to the land in such a manner as will minimise and mitigate any disturbance caused by human intrusion; and
- assist in and facilitate the implementation of any provisions restricting the use and management of the land that are set out in the *Threatened Species Conservation Act 1995* or the *Fisheries Management Act 1994*.

The core objectives for land categorised as bushland, as outlined in Section 36J of the LG Act, are to:

- ensure the ongoing ecological viability of the land by protecting the ecological biodiversity and habitat values of the land, the flora and fauna (including invertebrates, fungi and micro-organisms) of the land and other ecological values of the land;
- protect the aesthetic, heritage, recreational, educational and scientific values of the land;
- promote the management of the land in a manner that protects and enhances the values and quality of the land and facilitates public enjoyment of the land, and to implement measures directed to minimising or mitigating any disturbance caused by human intrusion;
- restore degraded bushland;
- protect existing landforms such as natural drainage lines, watercourses and foreshores;
- retain bushland in parcels of a size and configuration that will enable the existing plant and animal communities to survive in the long term; and
- protect bushland as a natural stabiliser of the soil surface.

The core objectives for land categorised as watercourse, as outlined in Section 36J of the LG Act, are to:

- manage watercourses so as to protect the biodiversity and ecological values of the instream environment, particularly in relation to water quality and water flows;
- manage watercourses so as to protect the riparian environment, particularly in relation to riparian vegetation and habitats and bank stability;
- restore degraded watercourses; and
- promote community education, and community access to and use of the watercourse, without compromising the other core objectives of the category.

This POM and the Master Plan have been prepared having regard to these objectives, as reflected in the objectives and performance targets in the Action Plan (**Appendix C**).

### 6.4.4 Permissible and future uses (Natural Area)

Section 36(3A) of the LG Act requires a POM to detail the uses currently permitted on the land and any planned or committed future uses of the land.

The general types of uses which may occur on community land categorised as Natural Area - Bushland and Natural Area - Watercourse and the forms of development generally associated with those uses, are set out in detail in **Table 6.7**. The facilities on community land may change over time, reflecting the needs of the community.

**Table 6.7 Permissible uses and development land categorised as Natural Area**

| Purpose/use | Development to facilitate uses |
|---|---|
| • preservation of the Council's natural heritage including the identified endangered ecological communities.<br>• preservation of biological diversity and habitat.<br>• providing a location for authorised informal activities.<br>• walking and cycling.<br>• environmental and scientific study.<br>• approved regeneration projects associated with protection of flora and fauna and watercourses.<br>• fire hazard reduction. | • low-impact walking trails.<br>• interpretive signage and information kiosks.<br>• water-saving initiatives such as rain gardens, swales and sediment traps.<br>• energy-saving initiatives such as solar lights and solar panels.<br>• observation platforms.<br>• work sheds or storage sheds required in connection with the maintenance of the land.<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out.<br>• locational, directional and regulatory signage. |

### 6.4.5 Express authorisation of leases, licences and other estates (Natural Area)

Section 46(1)(b) and 36(3A) of the LG Act requires a POM to provide an express authorisation for the granting of leases, licences or other estates.

This POM **expressly authorises** the issue of leases, licences and other estates over the land categorised as Natural Area - Bushland and Natural Area - Watercourse, listed in

**Table 6.8**. The term of any lease, licence or other estate will be subject to the relevant provisions of the LG Act.

**Table 6.8 Leases, licences and other estates and purposes for which they may be granted for community land categorised as Natural Area**

| Purpose/use | Development to facilitate uses |
|---|---|
| Lease | • walkways, pathways.<br>• observation platforms, signs.<br>• information kiosk.<br>• work sheds or storage sheds required in connection with the maintenance of the land.<br>• toilets.<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out. |
| Licence | • walkways, pathways.<br>• observation platforms, signs.<br>• information kiosk.<br>• work sheds or storage sheds required in connection with the maintenance of the land.<br>• toilets.<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out. |
| Short-term licence | • scientific studies and surveys or similar.<br>• temporary erection or use of any building or structure necessary to enable a filming project to be carried out. |
| Other estates | This POM allows Council to grant 'an estate' over community land for the provision of public utilities and works associated with or ancillary to public utilities and provision of services, or connections for premises adjoining the community land to a facility of Council or a public utility provider on the community land in accordance with the LG Act. |

## 6.5 Park

The category Park applies to the community land that forms the area of Precinct depicted in white in the Categorisation Plan (refer **Figure 6.1**) and includes all areas in between the other categorisations of General Community Use, Sportsground and Natural Area.

The Park category incorporates the following components as shown on the Master Plan (**Figure 5.1**):

- multi-sport courts (MP 05)
- youth zone (MP 06);
- skate area (MP 07);
- pump track (MP 08);

- nature play and trail (MP 09); and
- fitness loop (MP 10).

Further details of the above components of the Master Plan are provided in the Master Plan Design Report (**Appendix B**).

The permissible and future uses set out in **Section 6.5.2** and the express authorisation of leases, licences and other estates set out in **Section 6.5.3** for the areas categorised as Park are consistent with the purpose for which the Precinct was dedicated, being a reserve for public recreation.

### 6.5.1 Guidelines and core objectives (Park)

Parks are defined in Clause 104 of the LG Regulation as land which is improved by landscaping, gardens or the provision of non-sporting equipment and facilities, and for uses which are mainly passive or active recreational, social, educational and cultural pursuits that do not intrude on the peaceful enjoyment of the land by others.

The core objectives for Parks, as outlined in Section 36G of the LG Act, are to:

- encourage, promote and facilitate recreational, cultural, social and educational pastimes and activities;
- provide for passive recreational activities or pastimes and for the casual playing of games; and
- improve the land in such a way as to promote and facilitate its use to achieve the other core objectives for its management.

This POM and the Master Plan have been prepared having regard to these objectives, as reflected in the objectives and performance targets in the Action Plan (**Appendix C**).

### 6.5.2 Permissible and future uses (Park)

Section 36(3A) of the LG Act requires a POM to detail the uses currently permitted on the land and any planned or committed future uses of the land.

The general types of uses which may occur on community land categorised as Park and the forms of development generally associated with those uses, are set out in detail in **Table 6.9**. The facilities on community land in the Precinct may change over time, reflecting the needs of the community.

**Table 6.9 Permissible uses and development land categorised as Park**

| Purpose/use | Development to facilitate uses |
|---|---|
| • active and passive recreation including children's play equipment and cycling.<br>• group recreational use, such as picnics and private celebrations. | • development for the purposes of improving access, amenity and the visual character of the park, for example paths, public art, pergolas.<br>• development for the purposes of recreation |

**Table 6.9 Permissible uses and development land categorised as Park**

| Purpose/use | Development to facilitate uses |
|---|---|
| • eating and drinking in a relaxed setting.<br>• publicly accessible ancillary areas, such as toilets.<br>• festivals, parades, markets, fairs, exhibitions and similar events and gatherings.<br>• low-intensity commercial activities.<br>• filming and photographic projects.<br>• busking.<br>• public address (speeches).<br><br>Note: Some of the uses listed above require a permit from Council. | such as play equipment, exercise equipment, bike racks.<br>• amenities to facilitate the safe use and enjoyment of the park, for example picnic tables, BBQs, sheltered seating areas.<br>• kiosks or refreshment areas including external seating.<br>• lighting, seating, toilet facilities, courts, paved areas.<br>• hard and soft landscaped areas.<br>• storage sheds.<br>• car parking and loading areas.<br>• commercial development that is sympathetic to and supports use in the area, for example hire of recreation equipment.<br>• heritage and cultural interpretation, for example signs.<br>• advertising structures and signage (such as a-frames and banners) that:<br>  ○ relate to approved uses/activities.<br>  ○ are discreet and temporary.<br>  ○ are approved by Council.<br>• water-saving initiatives such as stormwater harvesting, rain gardens and swales.<br>• energy-saving initiatives such as solar lights and solar panels.<br>• locational, directional and regulatory signage.<br>• work sheds or storage sheds required in connection with the maintenance of the land. |

### 6.5.3 Express authorisations of leases, licences and other estates (Park)

Section 46(1)(b) and 36(3A) of the LG Act requires a POM to provide an express authorisation for the granting of leases, licences or other estates.

This POM expressly authorises the issue of leases, licences and other estates over the land categorised as Park, listed in **Table 6.10**. The term of any lease, licence or other estate will be subject to the relevant provisions of the LG Act.

**Table 6.10 Leases, licences and other estates and purposes for which they may be granted for community land categorised as Park**

| Purpose/use | Development to facilitate uses |
|---|---|
| Lease | • café/kiosk areas, including seating and tables.<br>• management of court facilities.<br>• hire or sale of recreational equipment. |
| Licence | • outdoor café/kiosk seating and tables.<br>• management of court or similar facilities.<br>• hire or sale of recreational equipment. |

**Table 6.10 Leases, licences and other estates and purposes for which they may be granted for community land categorised as Park**

| Purpose/use | Development to facilitate uses |
|---|---|
| Short-term licence | • community events and festivals.<br>• playing a musical instrument, or singing, for fee or reward.<br>• picnics and private celebrations such as weddings and family gatherings.<br>• filming, including for cinema/television.<br>• conducting a commercial photography session.<br>• public performances.<br>• engaging in an appropriate trade or business.<br>• delivering a public address.<br>• community events.<br>• fairs, markets, auctions and similar activities. |
| Other estates | This POM allows Council to grant 'an estate' over community land for the provision of public utilities and works associated with or ancillary to public utilities and provision of services, or connections for premises adjoining the community land to a facility of Council or a public utility provider on the community land in accordance with the LG Act. |

## 6.6 General conditions applying to authorised activities

The following sections provide further details on Council's conditions applying to authorised activities:

### 6.6.1 Access for building purposes

Access across community land shall be authorised by this POM provided that:

- the applicant follows Council's process for applying for a permit;
- the access is of a temporary nature;
- the works requiring the access is associated with an adjoining property;
- a bond in respect of potential damage is held by Council; and
- Council is in receipt of proof of suitable insurances.

### 6.6.2 Casual hirers

This POM authorises the granting of a lease or licence for the purpose of causal hiring in parks, provided that the applicant complies with Council's application process and hire agreement.

### 6.6.3 Community buildings

This POM authorises the granting of a lease or licence of halls and other buildings for community purposes. Such permissible uses include but are not restricted to meetings, scouts, and girl guides activities. The applicant must comply with Council's application process and hire agreement.

### 6.6.4 Easements

The purpose of the easement shall fall within a category identified in Section 46(1) of the LG Act.

In all cases, the applicant is to be responsible for all costs incurred by Council in the creation of the easement. The process within Section 47 of the LG Act shall be followed when considering imposing and easement on community land.

The granting of easements over Crown Land will be subject to the provisions of the *Native Title Act 1993* and Section 8.7 of the *Crown Land Management Act 2016*.

### 6.6.5 Encroachment on public land

In instances where there is an encroachment upon public land (not including Crown Land) by a permanent structure, and the structure does not significantly interfere with the functioning of the reserve, Council may consider a lease or licence agreement with the adjoining property owner and recoup a fee as part of that agreement. This lease or licence will be required to be advertised and may not be granted for more than twenty-one (21) years. Council has no authority to issue a lease of license on Crown Land.

### 6.6.6 Festivals, events, ceremonies and public address

This POM authorises the granting of a lease or licence for the purpose of festivals, events, markets, ceremonies, public address and picnics to be held at Parks. The applicant shall comply with Council's application process, hire agreement conditions and any state or local legislative requirements appropriate to the activity.

### 6.6.7 Filming

This POM authorises the granting of a lease or licence for the purpose of commercial photographic sessions and filming. The applicant shall comply with Council's application process and agreement conditions.

### 6.6.8 Helicopters, hot air balloons and parachute jumpers

This POM authorises the granting of a lease or licence for the purpose of helicopter landing and take-off, provided all other approvals such as use of restricted air space have been granted by the relevant authority. Such a lease or licence may require the temporary erection of exclusion fencing or any other measure required to ensure public safety. The applicant shall comply with Council's application process and any conditions imposed on them.

Note that the SES (State Emergency Service) may be required to utilise part of the site for air base operations during emergency (such as flood or bush fire).

### 6.6.9 Memorials

This POM authorises the granting of a lease or licence for Memorial Park Furniture and Trees

as per Council's Policy. The applicant shall comply with Council's application process and policy requirements.

### 6.6.10 Personal trainers

This POM authorises the granting of a lease or licence for commercial fitness training operations in designated public open space for commercial training activities on a non-exclusive basis.

Applicants shall follow Council's Commercial Trainer and Personal Fitness Groups Guidelines and application process.

### 6.6.11 Public art

This POM authorises the granting of a lease or licence for public art installations. The applicant shall comply with Council's application process and conditions.

### 6.6.12 Recreation equipment storage

This POM authorises the granting of a lease or licence to organisations to erect temporary structures for the purpose of adventure type recreation, upon application and assessment through Council's general hire application.

### 6.6.13 Restaurants, kiosks and mobile food vendors

This POM authorises the granting of a lease or licence or other estate for the purpose of trading such as a kiosk, restaurant or mobile food vendor. The applicant shall comply with all regulatory obligations, including the *Food Act 2004* and Section 68 of the LG Act, Council's application process, agreed contracts and policies.

### 6.6.14 Roads

This POM authorises the granting of a lease, license or other estate for the purpose of the provision of public roads, where the provision of that road is consistent with the core objectives stated herein and where the road is necessary for the enjoyment of that land.

This POM authorises the granting of a licence for the use of an existing road or fire trail to:

- transport building materials and equipment required in relation to building work that is to be, or is being carried out on land adjoining the community land; or
- to remove waste that is consequential on such work.

Where there is no existing road, access may be permitted (and licensed accordingly) to adjoining land for the above purpose provided no damage to the Park is expected. The applicant shall comply with Council's application process and permit conditions.

It is a requirement that any Crown Land used for the purpose of a public road will need to be acquired by Council.

### 6.6.15 Storage sheds

This POM authorises the granting of a lease or licence for the storage of equipment used by community groups / non-profit organisations where that equipment is regularly used at that locality. The applicant shall comply with Council's application process and conditions.

### 6.6.16 Stormwater

This POM authorises the construction of relevant structures for the purposes of stormwater treatment and or retention as prescribed in Section 28 of the LG Regulations. This plan authorises the continued use of drains, channels and easements and creation of new drains, channels and easements.

### 6.6.17 Street performers

This POM authorises the granting of a lease or licence for street performances. The applicant shall comply with Council's application process and policy requirements.

### 6.6.18 Telecommunications

This POM authorises the granting of a lease or licence for the development of telecommunication towers on community land. The applicant shall comply with Council's application process and conditions. The siting of the telecommunications tower shall not impact the operations of the Park user groups or future infrastructure provision at the facility.

The access of these telecommunication towers on Council Land requires the applicants to acquire a permit which can be applied for via the Council website using the Vehicle Access to Council Reserve application form.

Council is unable to issue telecommunication licences on Crown Land, all telecommunications licences are to be issued by Crown Lands.

### 6.6.19 Temporary infrastructure

This POM authorises the granting of a lease or licence to organisations to erect or install temporary storage, amenities and ancillary infrastructure, upon application, assessment and approval by Council.

## 6.7 Other permitted activities

In addition to the uses requiring a lease or licence, this POM authorises the following uses, to be leased or licensed as appropriate to the categorisation of land and subject:

### 6.7.1 Banners

To be approved upon application to Council.

### 6.7.2 Dogs off leash

This POM authorises the erection of enclosures, where appropriate, for the purpose of 'dog off leash' areas.

### 6.7.3 Drones and model aeroplanes

Council authorises the use of drones and model aircraft in compliance with Civil Aviation Safety Regulations Part 101 and CASA's Remotely Piloted Aircraft Systems – licensing and operations Advisory Circular.

### 6.7.4 Fireworks, distress signal or model rocket propellant

Council cannot issue a license or lease for the use of fireworks, distress signals or a model rocket propellant on Council Land, as stipulated by SafeWork NSW Guidelines. However, Council may object or impose conditions on an applicant who notifies Council of their intention to use of fireworks, distress signals or a model rocket propellant on Council Land.

An applicant shall hold a pyrotechnician or fireworks (single use) license issued by SafeWork NSW by way of the *Explosives Regulations 2013*, before notifying Council Rangers of the intent to use fireworks, distress signals or a model rocket propellant on Council Land. After an assessment Council may object or impose conditions on the applicant.

### 6.7.5 Irrigation

This POM authorises the installation of irrigation pipes underground, to irrigate parks. This includes the use of recycled water.

Applicants need to apply for a 'water supply work' approval through Water NSW. This approval authorises its holder to construct and use a specified water supply work at a specified location. Approvals cannot be traded to another property or location. Each approval includes conditions to minimise adverse impacts.

### 6.7.6 Signage

This POM authorises the erection of regulatory, interpretive, and directional signage within general parks. The POM also authorises temporary signage associated with approved activities in the park.

### 6.7.7 Stormwater

This POM authorises the construction of relevant structures for the purposes of stormwater treatment and or retention as prescribed in Section 28 of the LG Regulations.

This POM authorises the continued use of drains, channels and easements and creation of new drains, channels, and easements.

### 6.8 Conditions of use

Approval conditions shall be in keeping with the existing relevant Council policies and may require a resolution from Council. Any approval for leases or licences must include, but not be limited to, the following provisions:

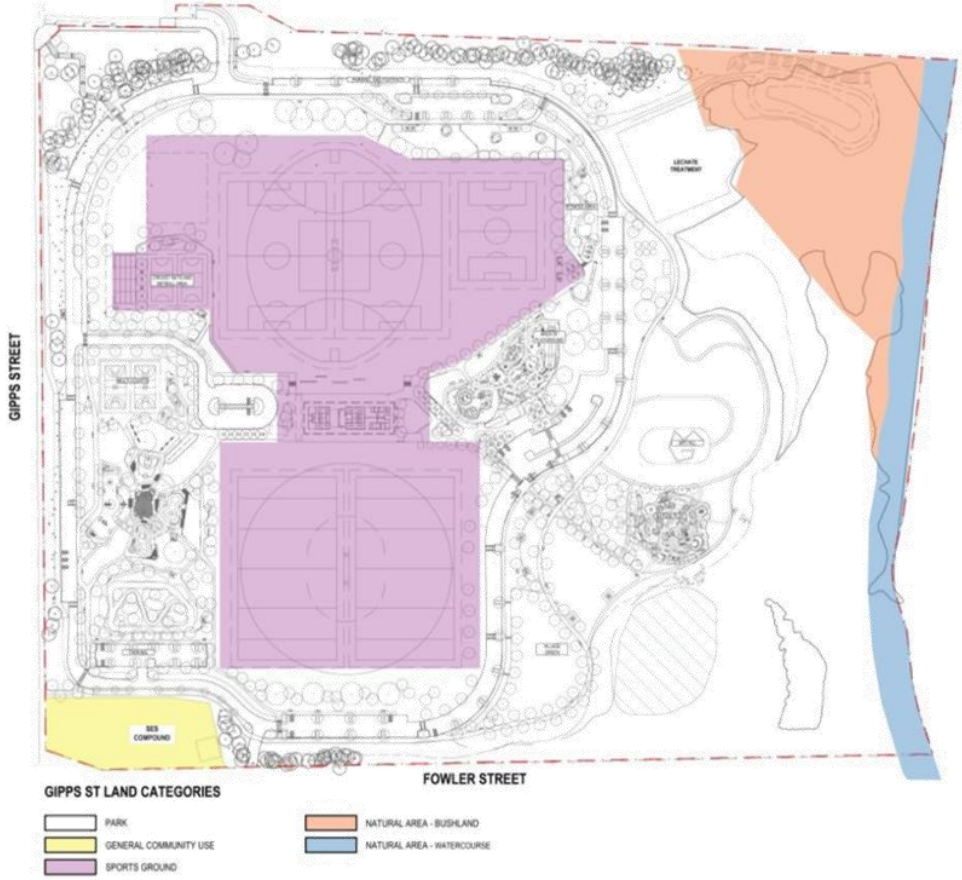
- no significant damage to the area is anticipated because of the proposed activity;
- a bond in respect of potential damage is held by Council;
- the activity is permissible;
- the use or occupation does not involve the erection of any building or structure of a permanent nature;
- there is anticipated to be no significant disturbance to adjacent property owners;
- there is no interference with other users;
- proof is obtained by Council of suitable insurances;
- all litter is removed; and
- development applications are approved where required (e.g. for structures).

### 6.9 Restricted activities

Activities that are prohibited or restricted include, but are not limited to:

- camping;
- dogs off leash, unless in designated 'off leash' areas or as part of an approved event;
- firearms;
- horse riding;
- lighting of fires;
- motorbikes;
- playing golf;
- remote control vehicles including boats, aeroplanes, and cars;
- circuses;
- unauthorised vehicles and motorbikes; and
- vandalism and antisocial behaviour.

# Appendix A: Land categorisation plan



## Appendix B: Gipps Street Master Plan and Landscape Report

CLOUSTON associates





**Cover Image:** *Gipps Street Masterplan*

**Inside Cover:** *Existing Gipps Street Site Condition*

CLOUSTON associates

# GIPPS STREET MASTERPLAN UPDATE
# LANDSCAPE REPORT

Client:

PENRITH CITY COUNCIL

Prepared by

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| Document | Issue | Date | Status | Reviewed | Verified | Validated |
|---|---|---|---|---|---|---|
| S18-0036 R01 | A | 10/03/2020 | DRAFT | NS | NS | |
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Note: this document is preliminary unless validated.



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# 1.0 INTRODUCTION

### 1.0 LOCATION

The Gipps Street site (the Project) is located on Gipps Street, Claremont Meadows, a suburb located within the Local Government Area (LGA) of Penrith City Council. The site was previously a landfill location that accepted household waste until it was decommissioned in 1956. Remediation of the site has been undertaken since decommissioning with the aim of developing it into a recreation and open space destination for the community.

Immediately surrounding the site is Claremont Meadows to the west and South Creek to the east. Further from the site are the suburbs of St Marys and Werrington.

The location of the site in such close proximity to South Creek offers opportunities for integration with a riparian environment and connect into the recreation opportunities of the South Creek Corridor.

### 1.1 PURPOSE

The purpose of the Gipps Street Masterplan is to provide guidance for the future development of the area as an open space and recreation facility for the community. Through careful consideration and assessment of the opportunities and constraints of the site, the Masterplan balances the existing community recreation and open space needs while ensuring a flexibility for future adaptation and modification of the site for future community needs.

The Masterplan defines the programme and spatial orientation of the site, however built into this framework is a flexibility that will ensure Council has the ability to meet the future needs of the community. The Masterplan guides both the short and long term objectives for the site.

The Gipps Street Masterplan should be viewed as the first step towards the development of the site. The next stage of the development of the site is design development, whereby the concepts of the Masterplan are further refined and developed in order for implementation.



# 2.0 THE SITE

A detailed analysis of existing site conditions and an assessment of potential opportunities and constraints for the site informed the development of the Gipps Street Site Masterplan.

The assessment of the Gipps Street Site was undertaken within the following categories:

- Natural Environment
- Access and Circulation
- Recreation and Leisure
- Landscape Character and Scenic Quality

The following pages provide a summary of the assessment of each of the above categories.



Looking east from the Gipps Street site entrance.



Looking south across the site towards the SES Penrith unit.



Leachate treatment facility on-site.



Bushaland area running parallel to South Creek.

## 2.1 NATURAL ENVIRONMENT




Riparian Vegetation
Native Vegetation
Opportunities for vegetation corridor connections
Main arterial roads
Minor arterial roads
Average 200m riparian corridor zone
Site boundary

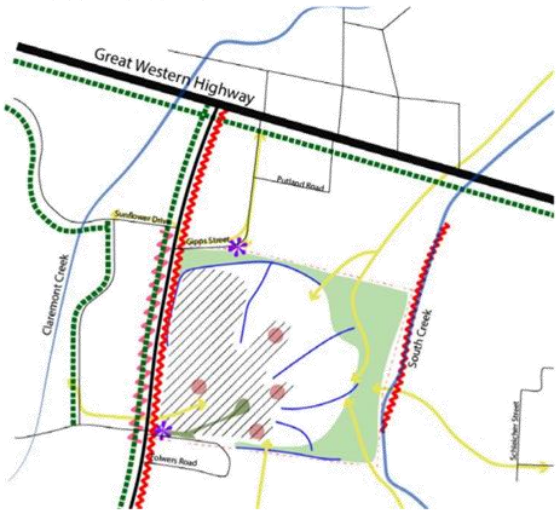
**Constraints:**

- The leachate collection and treatment system is a permanent feature on the site. Any new works will need to consider its function.
- Lack of a natural soil profile means that any native seed deposits no longer exists on the site and therefore natural regeneration will not take place.

**Opportunities:**

- The size of the site creates the opportunity to introduce a significant amount of new canopy cover.
- Opportunity to create significant areas of new habitat for flora and fauna.
- The width of the corridor provides opportunities for continued rehabilitation of the native bushland to act as a physical buffer and filter to protect the creekline area.
- Opportunities exist to link two separated portions of natural bushland on the north and south of the site through the riparian corridor.

## 2.2 ACCESS AND CIRCULATION




Embarkment areas
Level areas
Drainage lines
Original access
High points
Existing entry points
Potential linkages
Barriers to access
Road widening
Public transport
Main arterial roads
Minor arterial roads
Site boundary

**Constraints:**

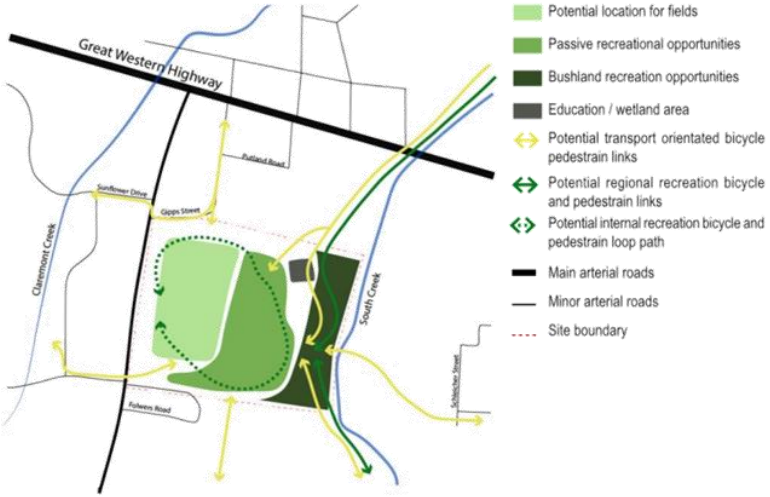
- South Creek creates a natural barrier to east in terms of access to the site.
- Gipps Street to the west is a significant road limiting access.
- Steeper embankment areas create physical barriers to the mobility impaired.

**Opportunities:**

- Develop Gipps St Site as a major destination point within a broader precinct recreational trails network.
- Improve connectivity by linking Gipps St Site key streets across the creek corridor with pedestrian bridges.
- Investigate options to provide new bridge linkages, and level crossings (as appropriate) across Gipps St.
- Consider vehicle access points and offstreet parking facilities at the site.
- Develop the site as a gateway location to the broader precinct to increase identity / profile and sense of arrival.
- Develop wayfiniding signage to improve accessibility to the site.

# 2.0 THE SITE

## 2.3 RECREATION AND LEISURE



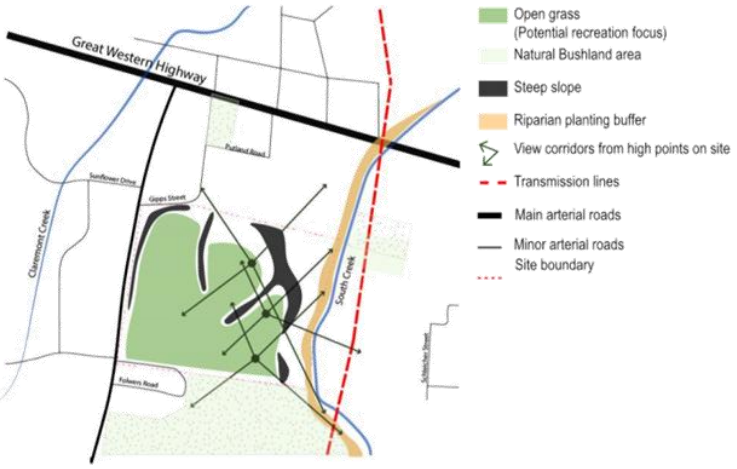

**Constraints:**

- Topography directly along the creekline prohibits the creating large level areas to cater for new playing fields

**Opportunities:**

- Develop the site as a major active recreation destination.
- Provide a range of programmed areas/facilities to cater for different passive and active recreation needs and social levels including competition playing fields ( soccer, rugby, cricket, AFL etc), active hardcourt recreational facilities (tennis, basketball, mixed use courts, etc), large gathering spaces / kick about opportunities, secure playgrounds for children, play opportunities for youth and opportunities for families.
- Flat clear areas on the west of the site provide opportunities for sports fields to be built up on top of the rehabilitation works.
- Flat to undulating areas and high points over the eastern part of the site provide opportunities for passive recreation areas (e.g. picnic facilities, playgrounds, kick about areas) that take advantage of the district views.
- The creekline corridor and bushland areas provide an opportunity to create nature based passive recreation such as walking, jogging, cycling etc.

## 2.4 LANDSCAPE CHARACTER AND SPACIAL QUALITY




**Constraints:**

- Transport corridors are permanent features in the landscape.

**Opportunities:**

- Broader precinct wide measures, such as gross pollutant traps, bioretention areas, revegetation of creek banks and removal of aquatic weeds will assist in improving the visual quality of creek. The existing leachate collection and treatment system and wetland already perform this function for the site.
- Optimise existing views into the creek to improve awareness and identity of the corridor.
- Where appropriate activities and facilities should address the creek as a focal point.
- Enhance scenic quality of bushland through regeneration and revegetation programs.
- Employ visual mitigation measures, such as screen planting, as part of the Gipps Street road widening works to reduce the visual impact of the road.

# 3.0 MASTERPLAN THEMES




**Masterplan Elements:**

- Plat for a range of ages and abilities
- Youth precinct
- Hardcourts
- Pump track
- Space for a range of potential sports fields configurations
- Amenities building
- Managed lawn areas
- Passive recreation and picnic area
- Viewing areas and public art
- Interpretation signage and artworks
- Boardwalk through the woodland belt
- Dog-off leash area
- Tree, shrub and native grass planting
- Cumberland Plain Woodland revegetation
- Riparian zone revegtation

This masterplan has been prepared to show the future potential for the Gipps Street Site and provides for a range of recreation opportunities ranging from structured active recreation (such as team sports) through to passive recreation opportunities such as picnics.

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Client: Penrith City Council

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# 3.0 MASTERPLAN THEMES

**3.0 THE MASTERPLAN**

The preparation of the Gipps Street Masterplan has been guided by four aspirations for the site:

- To maximise the opportunity for active and passive recreation pursuits. As the Gipps Street site will be a brand new "District Level" facility for the community, the Masterplan has been designed to provide additional high quality sporting facilities but within a landscape that offers passive and informal recreation areas.
- To have a highly integrated interface between the Gipps Street Site and the surrounding South Creek Corridor. The Corridor is a vital recreation and environmental corridor within Western Sydney and the design of the Masterplan was conducted with a heightened consideration of the proposed programme, purpose and integrity of the Corridor.
- To provide opportunities for the conservation, improvement and education of the environment and ecology of the site and the adjoining South Creek. The Gipps Street Site offers the community a unique opportunity to experience Cumberplain Woodlands and riparian vegetation communities at one location. The Masterplan seeks to improve habitat and vegetation communities while exposing the role of the landscape in treating the outputs from previous uses of the site.
- To provide a diversity of experiences and opportunities through the design of a park that responds to the needs of the community but reflects the past uses of the region.

While these four aspirations have been the drivers for the development of the Masterplan, there have been occasions where compatibility has not been possible. Where such conflicts have arisen, the goal has been to define a balance that remains true to these aspirations.

The outcome of this design approach has been the creation of a Parkland that meets the leisure and wellbeing desires of the community while ensuring a flexible approach to meeting sportsfield demand. With large open grasslands that can accommodate various configurations of sports fields, the options and combinations for the future use of the Parklands is endless.

Meeting the recreation and leisure needs of the community was only one consideration in the preparation of the Masterplan. Education, awareness and understating was another key design idea that was achieved in the Masterplan. The Parklands offers a wonderful opportunity to facilitate environmental, aboriginal heritage and cultural heritage awareness and education.

The Parklands are unique. School and university groups together with the local community can come to the Parklands and see first hand a number of elements, including:

- Cumberland Plain Woodlands,
- South Creek and its riparian corridor,
- Active leachate collection and management system,
- Wetlands,
- Stormwater management system.

**What does the Masterplan offer to the Penrith Community?**

The scale of the Gipps Street Site is such that to obtain a full appreciation of what the Masterplan offers to the community, a number of Precincts have been identified to provide details on the design. Each of the Precincts are discussed in detail in the following section of this Report, however as a summary, the Masterplan offers the following to the community:

- Space for a number of sports fields configurations (to be determined by sporting and community input / requirements)
- Youth Precinct (such as skateboarding)
- Pump track
- Multi-use hardcourts
- A large play area that consists of three play zones; 0 - 5 years, 5 - 12 years and water play and will cater to a range of abilities
- Fitness area
- Picnic and BBQ areas
- Public art
- Creek edge boardwalk
- Amenities building
- Small and large dog off-leash areas
- A range of planting varieties to increase diversity and habitat creation
- 2 way Parkland Loop Road with access from Gipps Street at the northern boundary of the Parklands
- Parking throughout the park.



Example of potential play as seen as Willowdale Park

# 3.0 MASTERPLAN THEMES











## 3.1 YOUTH PRECINCT

Located in the south-west corner of the Parklands, the purpose of the Youth Precinct is to provide an area where youths can socialise and participate in recreation.

**Features:**

- Skate facility - it is the intention that this facility be a skate plaza that imitates skating in urban areas, with stairs, ramps, hand rails in addition to bowls and other traditional skate park elements
- Pump track - this will offer the opportunity for off trail bicycle trail. It is proposed that this trail will consist of dirt mounds and jumps. It is not proposed that this track is available for motorised vehicles
- Shelter and social spaces for gatherings and to be able to observe skating and pump track
- Space for food stalls at key times to support youth events (such as a skating contest)

**Access**

The precinct will be accessible from the path network running throughout the park, as well as a number of parking spaces directly opposite it. Access points from Gipps Street to the south and approximately halfway along the western boundary will provide easy access point to the surrounding community to this precinct as well as the wider park.

**Character**

Tree planting within the Precinct will be placed and structured to maximise views into the area while maintaining shaded areas of respite while not engaged in active recreation (such as skating). Understorey planting will be limited in this area. New cycleways and pathways will connect the Precinct to the remainder of the Park and into the adjoining suburbs. Detailed design of the Precinct must consider material selection (for noise control), views from surrounding residential areas, antisocial behaviour and after-hours access / management.

# 3.0 MASTERPLAN THEMES
















### 3.2 SPORTS PRECINCT

A major use of the Park will be for formal active sports. The masterplan provides a central sporting precinct that has been planned and designed with a flexibility that will accommodate various sporting configurations and large scale community events.

While located in the centre of the park and occupying the largest area within the park, it is not intended that the precinct dictate the program and usage of the Park. Rather, it offers large grassed areas that meet community needs for formal sports but can also provide opportunities for informal recreation, such as kite flying, dog walking, fitness training, community events (fairs) etc.

**Features:**

- Large areas for a number of potential sporting configurations (TBC)
- Central amenity building - that should be designed to provide club facilities, change rooms, storage rooms and toilet facilities for Park users. Furthermore, this building should be designed to provide kiosk or cafe to service users of the Parklands and the adjoining South Creek Corridor. CPTED principles must be applied in the design of this facility.

**Access**

The precinct is accessible for pedestrians directly from Gipps Street along the central pathway, from the north west and south west corners and from Fowler Street to the South. A number of parking opportunities thoroughout the park also provide easy access for vehicle users.

**Character**

Open expanses of grassed areas will be the dominating characteristic of the precinct. However, to ensure spectator and user comfort, located around the perimeter of the sports fields are tree groups for shade provision and mounded lawn areas for informal spectator seating. Where possible, small seating walls can be added to provide additional seating for park users.

Surrounding the perimeter of the precinct is the Park loop road and associated car parking. To manage the movement of vehicles and to prohibit vehicles driving onto the sports fields, an interface between the road and the fields is proposed. Through the use of bio-swales and earth mounding, access to the fields by vehicles will not be possible (apart for defined locations for emergency vehicles).

The central amenity building will be the heart of the precinct. The design of the building must meet the needs of the users of precinct however the building also serves as a facility for the entire Parklands.

# 3.0 MASTERPLAN THEMES











## 3.3 PLAY PRECINCT

Located in the heart of the Parklands is the play precinct. This area has been designed to provide a fun and exciting play space for children with three playground areas that each provide a focus on a range of ages and abilities.

Earth mounds, shade structures, trees, surface textures, water elements, seating walls and picnic shelters help to define the play areas and to engage children in exploration play in addition to the play equipment that will be installed.

The design and location of the playground provides a safe connection to the park amenity building and offers carers a comfortable and convenient area to observe children playing and exploring.

**Features:**
Three play spaces that have been positioned and designed to maximise play benefit of different age groups and abilities. The three spaces have been programmed as follows:

1. 0 - 5 age group - consisting of small equipment, seating for carers, shade structures and shade trees.
2. 5 - 12 age group - Shade structures and shade trees will provide solar protection and a comfortable seating area will be provided for carers. Water play elements will be included within this area.

- Car parking is positioned adjacent to the playground.
- Carers area have been placed in close proximity to the play areas and provide a separate area for carers to sit and relax while watching the children. Shade trees and picnic tables (etc) are located within these areas.

**Access**
Access to the Play Precinct is via the Parkland Loop Road and path network.

**Character**
Diversity of play elements is intended to provide for a range of abilities. Natural play elements will provide educational opportunities through play. Although primarily an active play space for children, opportunities for rest and relaxation (especially for parents / minders) will be provided in a way that allows for passive observation of children while still being an enjoyable and comfortable space in its own right.

# 3.0 MASTERPLAN THEMES











### 3.4 INVESTIGATION PRECINCT

Some of the unique features of the Gipps Street Site include its history, environment and its location within the South Creek Corridor. To capitalise on this uniqueness, the Investigation Quarter has been proposed as a destination for education, interpretation and a learning centre to inform and educate the community and school children about waste management, creek environments, Cumberland Plain Woodland, stormwater management and land fill management.

Located in the north-eastern sector of the Parklands, the Investigation Quarter captures many different vegetation types. In addition to the value of this area for education, it also provides a recreation and leisure resource for the community.

**Features:**

- The Environmental Trail is proposed within the Precinct. The purpose of this Trail is to provide a loop pathway with interpretation and art works that communicate to the community on the following topics:

1. History of the Parklands,
2. Impacts of humans within the natural environment,
3. Management and protection of endangered remnant vegetation communities,
4. Integrated stormwater management (collection and re-use),
5. Adaptive reuse of landfill areas and the management of these lands,
6. Landfill remediation
7. South Creek Corridor

- Outdoor Classroom - to provide a location where school / university groups can meet and sit to learn about the Parklands and the South Creek Corridor. This space can double as a picnic area when not being used by school / university groups for educational purposes
- Interpretation signage and art works will be placed throughout the Quarter to provide information and explanations of points of interest. This may include South Creek fauna, birdlife of Cumberland Plain Woodland etc
- The Wetland Boardwalk will link into the trail network of the Parklands but the boardwalk will also provide an education opportunity in addition to being a part of the trail network
- Cumberland Plain Woodland is located to the north and the south of the Parklands
- The masterplan proposes significant revegetation areas of this Woodland for two primary purposes: to provide a continuation of habitat and secondly to provide opportunity for education and study of the vegetation community.
- Leachate Treatmemt Ponds have been constructed on the site to treat the leachate collected from around the Parklands. These ponds are essential to the ongoing management of the Parklands and provide a great opportunity for education on waste management and remediation.

**Access**

The Parkland Loop Road is located along the boundary of the Investigation Quarter and vehicle parking is provided in close proximity to the area. The internal trail network connects the Quarter to the remainder of the Park and to the adjacent South Creek Corridor.

**Character**

There are two predominate vegetation characters proposed within the Investigation Quarter. These are described as follows:

- Cumberland Plain Woodland revegetation. This vegetation community will be positioned to the north and east of the Quarter and will be characterised by tree planting with a scrubby under storey. However for safety reasons, consideration must be given to the species selection so as to maximise view lines

# 3.0 MASTERPLAN THEMES











### 3.5 THE RIDGELANDS

The Ridgelands are the highland areas of the Parkland that offer park users views over the Parklands and over the South Creek Corridor. Located in the eastern third of the Parklands, The Ridgelands provide the central passive recreation zone for the Park and the interface between the activities of the South Creek Corridor.

**Features:**

- Large viewing areas are located to provide views of the region. Complemented by artworks and interpretation, this area will become a marker that will identify the Parklands from the surrounding suburbs.
- Cycle and Pedestrian Loop - this trail is a part of the wider trail network within the Park and picnic areas provide a destination for park users.
- Native grass mosaics are placed around the viewing mounds to form a patchwork of colour and texture. The Parkland Trails and pathways will traverse the mosaics and accommodate views across the Parklands and to South Creek.

**Access**

The precinct is accessible for pedestrians directly along the Central Avenue and by car along the Parkland Loop Road.

**Character**

Tree planting within the Precinct will be placed and structured to limit view obstruction but while ensuring shaded areas. Understory planting will be either managed lawns or the native grass mosaic.

# 3.0 MASTERPLAN THEMES












### 3.6 CREEK LOWLANDS AND WOODLAND BELT

These two precincts are predominately revegetation zones. The Woodland Belt will provide revegetation of Cumberland Plain Woodland community and the Creek Lowlands will be revegetation of appropriate riparian vegetation.

**Attractions**

- Boardwalks over wetland areas
- Creek side Trails
- Vegetation interpreation and education opportunities
- Picnic areas and seating to view the bushland and the Creek.

**Access**

The precinct is accessible for pedestrians and car parking is located within close proximity which will allow for people to park and walk a short distance to access the areas.

**Character**

Tree planting and a bushland setting will be the major characteristics of this area. These two precincts have a high level of interface with the South Creek Corridor and extension of walking trails into the corridor will move through these areas. Throughout the two Precincts, artworks are suggested to provide points of interest to also provide interpretation of the landscape.

# 4.0 LANDSCAPE VALUES AND STRATEGIES

### 4.0 RECREATION AND CIRCULATION
**Objectives**

- To strengthen the perception of the Parklands as an integrated resource providing a diverse range of passive and active recreational opportunities for both the immediate and wider community.
- To ensure that the Parklands provide scenic and green corridors linked to their urban context by a highly accessible network of local and district pathways.

**Key Strategies**

- Progressively upgrade all sports precincts and passive recreation facilities to provide and integrate support facilities, improve aesthetics and identity and create physical and visual linkages to creeks and surrounding areas.
- Ensure all sports facilities and future land developments close to the creeks address the creeks through both physical and visual linkages.
- Improve transport links, paths and cycleways within and around the Parklands and major reserves.
- Improve public amenity and encourage active and passive use of the parks without health impacts.

### 4.1 ENVIRONMENT, CONSERVATION AND LANDSCAPE CHARACTER
**Objectives**

- To enhance, rehabilitate and maintain the biodiversity and natural systems of the Parklands, focused on the creeks as healthy and dynamic natural filters for the catchment.

**Key Strategies**

- Implement a range of actions in line with best practice and Stormwater Management Plans to improve water quality in Ropes and South Creeks.
- Continue bush regeneration and revegetation activities that are occurring along the creeks and their environs.
- Maintain the Parklands as a environmental and heritage education resource for school groups and the community.

### 4.2 HERITAGE INTERPRETATION AND EDUCATION
**Objectives**

- To conserve, care for and manage the cultural assets of the Parklands and promote them as an educational, interpretive and tourism resource.

**Key Strategies**

- Promote both Aboriginal and Non Aboriginal cultural heritage of the site.
- Establish a heritage and environment walking trail within the Parklands that link the numerous Aboriginal and European heritage sites in this locality, use signage to interpret their difference.
- Adapt and develop schools, tertiary and general community awareness and education programs for the locality using the corridors as a key resource.
- Develop a Parklands orientation and interpretive strategy.

### 4.3 INFRASTRUCTURE, PLANNING AND MANAGEMENT
**Objectives**

- To promote strategic and integrated planning and management of the parklands that recognises their local and regional values.

**Key Strategies**

- Create an identity / sense of place to which the present or future local community can relate to and which can be developed as a marketing tool.





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# Appendix C: Action Plan

In accordance with Section 36 of the LG Act, the Action Plan below provides performance objectives and targets for the following categories of community land at the Precinct:

- Sportsground (S)
- General Community Use (GCU)
- Natural Area (NA)
- Parks (P)

Objectives and targets are derived from the following statutory and strategic planning documents and from the outcomes of the community engagement:

- *Local Government Act 1993*
- *Local Government (General) Regulation 2021*
- *Penrith Local Environmental Plan 2010*
- *Penrith Local Strategic Planning Statement*
- *Penrith Draft Community Strategic Plan*
- *Penrith Sport and Recreation Strategy*

**Community engagement outcomes:**
The draft POM was placed on public exhibition from 25/06/2024 to 22/07/2024. Submissions were accepted, online and via email, until 5/8/2024 to satisfy the minimum statutory requirements. Council considered all submissions before finalising this POM.

A communications plan was developed and implemented to ensure community and stakeholders were informed of the public exhibition period and opportunities to make submissions. Multiple communication channels were utilised including:

- 1,330 letters sent to residents living within proximity to Gipps Street Recreation Precinct

- Online via Council's website and Your Say Penrith platform
- Media release
- Corporate news briefs in The Western Weekender – Penrith's weekly local newspaper
- Social media channels

The draft POM was made available to view online via Council's Your Say Penrith platform, and in-person with hard copies made available at the Penrith Civic Centre.

Council received two written submissions from the NSW State Emergency Service (SES). The two submissions were predominately regarding the flood risk of low lying area adjacent to South Creek and feedback regarding design detail as illustrated in the landscape Master Plan. The feedback noted that the site may be utilised for airbase operations during flood or bushfire operations.

**Action plan:**
The corresponding Master Plan item numbers as shown on the Master Plan (**Appendix B**) are provided in the last column of the table.

**Action Plan**

| Category of land | Objectives and performance targets (Section 36(3)(b) of the LG Act) | How to achieve objectives and performance targets (Section 36(3)(c) of the LG Act) | Performance measures (Section 36(3)(d) of the LG Act) | Master Plan item |
|---|---|---|---|---|
| S | **Sportsground core objectives (LG Act - Section 36F):**<br>• encourage, promote and facilitate recreational pursuits in the community involving organised and informal sporting activities and games.<br>• ensure that such activities are managed having regard to any adverse impact on nearby residences. | As shown on the Master Plan (**Appendix B**), a range of sporting facilities are proposed, which will encourage informal and formal sporting activities and games for both organised sports clubs and for use by the general community.<br><br>The following is required to ensure consistency with the Sportsground core objectives:<br><br>• promote the Precinct's recreation and sporting facilities on Council's website | • high levels of satisfaction from organisers and participants of sporting facilities as reported by Council surveys.<br>• user surveys conducted at regular intervals with year-to-year comparison and analysis of results. Surveys conducted on weekends, during the week, different times during the day and during events.<br>• low level of objections/complaints from local residents and regular users of the Precinct. | 01 |

**Action Plan**

| Category of land | Objectives and performance targets (Section 36(3)(b) of the LG Act) | How to achieve objectives and performance targets (Section 36(3)(c) of the LG Act) | Performance measures (Section 36(3)(d) of the LG Act) | Master Plan item |
|---|---|---|---|---|
| | | and media.<br>• promote the sports field for bookings by sports teams.<br>• ensure provision of supporting amenities such as toilets, parking, picnic facilities, shade, and open space/landscaped areas to allow everyone to stay as long as they choose.<br>• provide accessible pathways, signage, and wayfinding to allow people to move around.<br>• ensure infrastructure maintenance and any future provision is adequate to support events.<br>• ensure that activities are managed having regard to any adverse impact on nearby residences.<br>• ensure the terms of any leases/licenses include requirements to manage potential adverse impacts, such as noise, to nearby residences. | | |
| GCU | **General Community Use core objectives (LG Act - Section 36I):**<br>• promote, encourage and provide for the use of the land, and provide facilities on the land, to meet the current and future needs of the local community and of the wider | This POM includes the categorisation of the multi-purpose amenities building as General Community Use, which provides the opportunity for shared uses such as changing rooms, a central social space and multi-purpose areas.<br><br>The following is required to ensure that the building is consistent with the General | • high levels of satisfaction from organisers and users as reported by Council surveys.<br>• successful construction/completion of the amenities building.<br>• the amenities building remains in good working order, is clean, free from graffiti and well maintained.<br>• use of the amenities building by the general community. | 02 |

**Action Plan**

| Category of land | Objectives and performance targets (Section 36(3)(b) of the LG Act) | How to achieve objectives and performance targets (Section 36(3)(c) of the LG Act) | Performance measures (Section 36(3)(d) of the LG Act) | Master Plan item |
|---|---|---|---|---|
| | public:<br>○ In relation to public recreation and the physical, cultural, social and intellectual welfare or development of individual members of the public.<br>○ In relation to purposes for which a lease, licence or other estate may be granted in respect of the land (other than the provision of public utilities and works associated with or ancillary to public utilities). | Community Use core objectives:<br>• ensure the terms of any leases/licenses do not restrict the use of the building by the general community.<br>• ensure the allocation of budget for the proposed construction and ongoing operation and maintenance of the proposed amenities building. | | |
| NA | **Natural Area core objectives (LG Act - Section 36E):**<br>• conserve biodiversity and maintain ecosystem function in respect of the land, or the feature or habitat in respect of which the land is categorised as a natural area. | This POM includes the further categorisation of the area adjacent to the South Creek watercourse as Natural Area – Watercourse and the areas that contain remnant vegetation as Natural Area – Bushland, which will restrict the type of development that can occur in these areas.<br>The following is required to ensure that the building is consistent with the Natural Area | • undertake environmental assessment, management, and monitoring of the condition of the bushland and watercourse areas and the impact from use by users of the Precinct. | |

**Action Plan**

| Category of land | Objectives and performance targets (Section 36(3)(b) of the LG Act) | How to achieve objectives and performance targets (Section 36(3)(c) of the LG Act) | Performance measures (Section 36(3)(d) of the LG Act) | Master Plan item |
|---|---|---|---|---|
| | • maintain the land, or that feature or habitat, in its natural state and setting.<br>• provide for the restoration and regeneration of the land.<br>• provide for community use of and access to the land in such a manner as will minimise and mitigate any disturbance caused by human intrusion.<br>• assist in and facilitate the implementation of any provisions restricting the use and management of the land that are set out in the *Threatened Species Conservation Act 1995* or the *Fisheries Management Act 1994.* | core objectives:<br><br>• ensure the allocation of budget for any proposed restoration or regeneration works.<br>• ensure the terms of any leases and licences do not result in adverse terrestrial or aquatic biodiversity impacts. | | |
| P | **Park core objectives (LG Act - Section 36G):**<br><br>• encourage, promote and facilitate recreational, cultural, social and educational pastimes and activities.<br>• provide for passive recreational activities or | This POM includes the categorisation of a significant portion of the Precinct as Park.<br><br>Together with options for leasing and licensing of the Park land, this will encourage, promote and facilitate recreational, cultural, social and educational pastimes and activities and provide greater opportunities for passive recreation and the playing of casual games. | • high levels of satisfaction from organisers and participants of sporting facilities as reported by Council surveys.<br>• low level of objections/complaints from local residents and regular users of the Precinct.<br>• user surveys conducted at regular intervals with year-to-year comparison and analysis of results. Surveys conducted on weekends, during the week, different times during the | 03-10 |

**Action Plan**

| Category of land | Objectives and performance targets (Section 36(3)(b) of the LG Act) | How to achieve objectives and performance targets (Section 36(3)(c) of the LG Act) | Performance measures (Section 36(3)(d) of the LG Act) | Master Plan item |
|---|---|---|---|---|
| | pastimes and for the casual playing of games.<br>• improve the land in such a way as to promote and facilitate its use to achieve the other core objectives for its management. | The following is required to ensure that the building is consistent with the Park core objectives:<br>• update Council website page dedicated to the Precinct<br>• through Council website and other means promote the Precinct as a key location for:<br>  ○ community events (free).<br>  ○ community events (for hire).<br>  ○ social gatherings such as children's birthday parties (bookings required).<br>• ensure playspaces are easy to access, easy to move around in and provide a range of play types and challenges to suit all ages and abilities including some accessible elements.<br>• ensure provision of supporting amenities such as toilets, parking, picnic facilities, shade, and open space/landscaped areas to allow everyone to stay as long as they choose.<br>• provide accessible pathways, signage, and wayfinding to allow people to move around.<br>• ensure infrastructure maintenance and any future provision is adequate to support events. | day and during events. | |

**Action Plan**

| Category of land | Objectives and performance targets (Section 36(3)(b) of the LG Act) | How to achieve objectives and performance targets (Section 36(3)(c) of the LG Act) | Performance measures (Section 36(3)(d) of the LG Act) | Master Plan item |
|---|---|---|---|---|
| | | • ensure that activities are managed having regard to any adverse impact on nearby residences.<br>• retain open areas for unstructured and informal games.<br>• ensure the allocation of budget for the proposed Park works. | | |

# ATTACHMENTS

| | |
|---|---|
| Date of Meeting: | Monday 25 May 2026 |
| Report Title: | Organisational Financial Review - March 2026 |
| Attachments: | Organisational Report - March 2026<br>Grant Funding accepted - March 2026 |

Positively PENRITH

# March 2026

# Organisational Performance Report



PENRITH CITY COUNCIL

penrith.city

# CHIEF FINANCIAL OFFICER'S REPORT

## Executive Summary

This report covers the third quarter of the 2025-26 financial year. Details of significant variations, Reserve movements, and the status of Council's Operating and Capital projects compared to Budget, are included in this document.

The Original 2025-26 Budget adopted in June 2025 presented a deficit result before capital grants and contributions of $37.7m, when non-cash items and reserve movements are accounted for, this resulted in a cash budget deficit of $2.9m. The September and December quarter reviews respectively resulted in the projected cash budget deficit reducing to $1.2m and $1.1m respectively. Now, the March 2026 quarter has seen some favourable and unfavourable variations resulting in an overall unfavourable variation to the projected cash budget result of $871k for the quarter, therefore increasing the projected cash budget deficit for 2025-26 to $2m. The overall deficit result before capital grants and contributions projected at March is $64.0m.

## Budget position

This Review recommends both favourable and unfavourable adjustments to the Adopted Budget for 2025-26. The net effect of the proposed variations and allocations being recommended as part of this Review and the adjustments adopted during the quarter, result in a revised projected cash budget deficit of $2,001,822.

The most significant variations proposed in this review that impact upon the cash Budget position include – Ripples Net Income ($1.82m Unfavourable), Interest Income ($500k Favourable), Delivering for Penrith ($505k Unfavourable) and Salary Savings ($1.14m Favourable). Budget variations that impact on the projected Budget position are further detailed in the attachments.

The March 2026 Quarter also includes budget variations with no impact on the cash Budget result since they have an alternative internal funding source, are funded by Reserves, or are non-cash in nature. The more significant of these variations are detailed in the attachments.

The recommended March quarter changes represent typical mid-year refinements with updated project scheduling, along with adjustments for observed and emerging trends. The QBRS reports present recommended changes for Council resolution.

There are a number of adjustments impacting Council's Operating Result in the March quarter affecting both income and expenditure.

The key movements in projections for income include:

- Rates and annual Charges: reductions reflect the latest projections for Domestic Waste charge income reflective of both the number of services and the adopted domestic waste charge; and Rates Income which is impacted by valuation objections and lower than forecast growth.
- User Charges and fees: primarily relates to a decrease in projected income for Ripples Aquatics and recreation with income falling short of target across several key areas.
- Operating Grants and Contributions: increases relate to significantly increased levels of childcare funding, and increased funding for Floodplain management projects

- Capital Grants and Contributions: A decrease is reflected in line with revised project timing. The most significant reductions relate to proposed revotes for the quarter where income is recognised in alignment with project milestones.
- Interest & Investment Income: increases reflect improved returns with increases in interest rates and increasing balances of investments held
- Other income: Increases are primarily driven increased lease income on councils property investment portfolio.

On the expenditure side, adjustments to the Operating Result include:

- Employee costs: a significant increase in the area of Children's services is in alignment with utilisation and staff ratios, with funding for this provided via the abovementioned increase in operational grant income. Salary savings from vacancies across the organisation partially offset the children's services variation
- Materials and Services: increase reflects the proposed allocation of additional funding to the delivering for Penrith program, and additional expenditure funded from reserves for Legal and Insurance.
- Net Gain/loss from the disposal of assets: the projected gain from the disposal of Property Investment assets is now expected to be realised in a future financial year, the resulting loss from disposal of assets now projected reflects only the usual disposal of vehicles, plant and equipment under normal asset replacement cycles.

## Revotes

A total of $21,328,377 of planned Capital and Operating Projects are proposed for revote this quarter. A listing and further detail can be found in the attachment. The total value of Revotes for the year to date is $44.5m (predominantly comprised of the Dunheved road upgrade, Cook Park, and St Marys Central Park projects), compared to $16.4m for the same period in 2024-25.

## Rates Arrears

Rates arrears as of 31 March 2026 were 5.49%, marginally below the corresponding prior year result of 5.51%. Based on this trend, rates arrears are tracking to achieve a 30 June 2026 outcome comparable to the 30 June 2025 result of 4.53% and below the industry benchmark of 5%.

## Summary

Councils financial position remains generally sound despite revised projections for the year resulting in a cash budget deficit of $2,001,822. This is an improvement on the deficit position projected at the adoption of the 2025-26 Original Budget. Council officers will continue to manage operational costs and revenue over the final quarter of 2025-26 with the view to resolving the deficit Budget position. Councils current projected deficit position and Long-Term Financial Plan highlight the ongoing challenge in maintaining existing assets and service levels while responding to increasing community expectations and growth across our city. This review and the proposed allocations continue to demonstrate Council's commitment to strong and prudent financial management.

The following statement is made in accordance with Clause 203(2) of the Local Government (General) Regulations 2021.

It is my opinion that the Quarterly Budget Review Statement for Penrith City Council for the quarter ended 31 March 2026 indicates that Councils projected financial position at 30 June 2026 will be satisfactory at year end having regard to the projected estimates of income and expenditure and the original budgeted income and expenditure.



**Neil Farquharson**
**Chief Financial Officer**
**Responsible Accounting Officer**

# FUNDING SUMMARY

| Operations from Ordinary Activities | Revised Budget as at March 2026 Total |
|---|---|
| **Operating Expenditure** | |
| Employee Costs | (173,197.7) |
| Interest Charges | (955.4) |
| Depreciation and Amortisation | (85,384.0) |
| Materials and Contracts | (117,171.5) |
| Other Expenses | (17,849.4) |
| Net (Loss)/Gain from the Disposal of Assets | (627.3) |
| **Total Operating Expenditure** | **(395,185.3)** |
| **Operating Revenue** | |
| Rates and Annual Charges | 222,833.1 |
| User Charges and Fees | 58,283.1 |
| Interest Income | 14,399.1 |
| Operating Grants and Contributions | 24,447.6 |
| Other Revenue | 11,198.1 |
| **Total Operating Revenue** | **331,161.2** |
| **Result before Capital Grants and Contributions** | **(64,024.2)** |
| Capital Grants & Contributions | 78,472.6 |
| **Operating Result** | **14,448.4** |
| **Funding Statement (Sources & Application)** | |
| Add back non funded items | 89,240.5 |
| Funds received from Sale of Assets | 4,071.9 |
| Loans Received | - |
| Funds Transferred (to)/from Reserves held | (201.2) |
| **Net Fund Available** | **107,559.6** |
| **Application of Funds** | |
| Assets Acquired | (105,651.7) |
| Internal Loans | 77.9 |
| Loan Repayments and Advances Made | (3,987.7) |
| **Total Application** | **(109,561.5)** |
| **Net Costs funded from Rates & Other Untied Income** | **(2,001.8)** |

# Significant Proposed Variations - March 2026

*This report provides a summary of significant variations to the annual revised budget included in this quarterly review that impact on Council's Cash Budget Position.*

| Account Description | Responsibility | Budget Variance Pos/(Neg) |
|---|---|---|
| ANIMAL SERVICES | | |
| **Contribution to Pound** | | |
| This variation reflects increased costs impacted by heightened demand on cat holding and care services during the year. A recent increase in cat intakes over several months, combined with periods where animal welfare requirements necessitated extended holding times, resulted in higher care and holding costs than originally budgeted. In addition, intermittent health management measures temporarily constrained adoption and intake activities, further extending lengths of stay. Collectively, these factors led to higher than anticipated for the financial year. | Environmental Health & Compliance | (300,000) |
| **TOTAL ANIMAL SERVICES** | | **(300,000)** |
| AQUATIC AND LEISURE SERVICES | | |
| **Ripples Net Income** | | |
| Income at Ripples Leisure and Aquatics Centre has not met target across several key areas, including memberships, Learn to Swim programs, exercise physiology and casual visitation, reflecting ongoing service mix and demand impacts noted throughout the year. As a result, a total income adjustment of $1.85m has been proposed in the quarter to align reported income with actual activity. In parallel, a salaries adjustment of $216,385 as well as an operational expenditure adjustment of $34,502 reflects staffing reductions and efficiencies implemented in response to reduced activity levels which have been returned to the bottom line. These changes have been anticipated through prior monthly reporting and ensure income and expenditure are accurately matched to service delivery. | Aquatics & Leisure | (1,816,503) |
| **TOTAL AQUATIC AND LEISURE SERVICES** | | **(1,816,503)** |
| CITY PLANNING | | |
| **Cultural Facilities Contributions Plan** | | |
| As reported to Council on 25 February 2019 the 2018-19 Borrowing Program included $2.7m to offset the S7.11 Cultural Facilities Plan that is currently in deficit. Funding for the debt servicing costs for these loans was included in the 2016-17 SRV. During 2025-26 Council has received development contributions. These funds have reduced the total Plan deficit which in turn has reduced the funds required to be held in Reserve to reduce the possible impact to Council in the future. | City Planning | 217,802 |
| **TOTAL CITY PLANNING** | | **217,802** |

# Significant Proposed Variations - March 2026

*This report provides a summary of significant variations to the annual revised budget included in this quarterly review that impact on Council's Cash Budget Position.*

| Account Description | Responsibility | Budget Variance Pos/(Neg) |
|---|---|---|
| CORPORATE STRATEGY AND PERFORMANCE | | |
| **Delivering For Penrith** | | |
| Delivering for Penrith is a multi-year organisational improvement and integrated planning program aligned to the 2025–26 Operational Plan and Community Strategic Plan 2041. The program supports the development of service profiles, asset planning, workforce planning, long-term financial planning, and organisational analysis required to inform future service delivery, prioritisation, and financial sustainability.<br>The total program budget required for works up until November/December 2026 is $1,303,362, which includes the $797,948 that Council has previously allocated in relation to the costs associated with the engagement of Morrison Low Advisory. Morrison Low Advisory have been engaged to undertake the following:<br>• Technical and data analysis<br>• Service profile development and benchmarking<br>• Asset, workforce, and long-term financial planning activities<br>• Cross-functional governance and implementation support<br>An additional allocation of $505,414 is required as part of this quarterly review to support the following:<br>• Preliminary IP&R review & program $65,066<br>• Program management and coordination $241,860 (costs for 25/26 and 26/27)<br>• Community and stakeholder engagement $80,000<br>• Project contingency $118,488<br>The project is currently scoped to the November/December decision point. Depending on the decision pathways additional funding will be required. Budget phasing has been adjusted to align with related projects and priorities identified through the 2025–26 Operational Plan and Community<br>The additional funding requested is to support the work being undertaken by Morrison Low with service profiling, workforce planning, asset planning, resourcing strategy development, organisational analysis, and integrated long-term planning. This work is outside the organisation's current capacity to deliver within existing resources and timeframes.<br>The total funding for the project, including the proposed allocation of the $505,414 has all been from organisational salary savings that have been accumulated during this financial year and the last quarter of the previous financial year. | Future Directions & Resilience | (505,414) |
| **TOTAL CORPORATE STRATEGY AND PERFORMANCE** | | **(505,414)** |
| DEVELOPMENT ENGINEERING | | |
| **Construction and Compliance Certificates Income** | | |
| Based on current trends and projected activity, Engineering Services anticipate generating an additional $261,700 in income during the 2025-26 Financial year. This is split between both Construction and Compliance certificates income. This increase is driven largely by heightened development activity in newly released areas, with several major applications expected to be completed and recognized during this Financial year. | Engineering Services | 261,700 |
| **TOTAL DEVELOPMENT ENGINEERING** | | **261,700** |

# Significant Proposed Variations - March 2026

*This report provides a summary of significant variations to the annual revised budget included in this quarterly review that impact on Council's Cash Budget Position.*

| Account Description | Responsibility | Budget Variance Pos/(Neg) |
|---|---|---|
| GENERAL REVENUE/UNTIED INCOME | | |
| **Net Rates Income** | | |
| General rates income is forecast to be down by $420K (U) due to a high number of valuation objections totalling around $300K (U) and also a lower rates growth of $120K (U) due to fewer new property registrations than forecast. Some of these increases are partly offset by $100K (F) lower than anticipated postponement of rates, and around $20K (F) in additional interest receipts on overdue rates. The $300K Income losses from valuation objections will be recovered in 2026-27 as permissible income so the lower general rates collections in 2025-26 do not impact Council's long term position. | Financial Services | (298,536) |
| **Interest Income** | | |
| At the time of 2025-26 budget creation for interest income, economists were broadly forecasting interest rate cuts with some variation between forecasts in terms of the anticipated timing of these cuts. Since that time, the economic environment has significantly changed and interest rates have risen in February and March 2026, these increases have had a favourable impact on the interest Council earns on it's invested funds. | Financial Services | 500,000 |
| **Salary Savings** | | |
| During the 3rd quarter of 2025-26, salary savings have been realised due to vacancies across a number of Departments. The majority of these vacant positions are in the process of being filled. It is recommended that some of the identified organisational salary savings are retained in the individual Departments to enable the engagement of consultants or temporary staff to ensure the delivery of key Operational Plan tasks and projects. The salary savings, net of those being retained by Departments, total $1,137,825. | Organisational | 1,137,825 |
| **Total General Revenue/Untied Income** | | **1,339,289** |
| **Total Variances over $50k** | | **(803,126)** |
| **Other Variances under $50k** | | **(67,801)** |
| **March 2026 Quarter Cash Surplus/(Deficit)** | | **(870,927)** |
| Original 2025-26 Cash Budget Surplus/(Deficit) | | **(2,851,879)** |
| 1st Quarter Variances to adopted budget previously reported to Council | | **1,625,709** |
| 2nd Quarter Variances to adopted budget previously reported to Council | | **95,275** |
| 3rd Quarter proposed Variances to Budget | | **(870,927)** |
| **Net Predicted Cash Surplus/(Deficit) for 2025-26** | | **(2,001,822)** |

# Major Variations not affecting cash budget position – March 2026 Review

Budget Adjustments Over $100,000

**Developer Contributions Income - Increase $2,662,000 (Reserves) – City Planning**
Receipt of significant Developer Contributions for Stage 4 of Construction of Mixed Use Residential & Retail Development including 173 residential apartments has resulted in additional income received for Cultural Facilities S7.11, Local Open Space S7.11 and District Open Space S7.11 Plans.

Further to this, various Developer Contributions have been received earlier than anticipated and resulted in increased income for the Cultural Facilities S7.11, Local Open Space S7.11, District Open Space S7.11, Orchard Hills North S7.11, S7.12 Citywide Non-Residential and Orchard Hills North S7.33 Affordable Housing Plans.

**Rance Oval Storage and Shelter expenditure – Increase $137,558 (SRV) – Design & Projects**
The project's budget, initially set during early scoping, was later refined to $430,000 following detailed cost estimates and benchmarking against similar recently completed works. Upon tendering, five submissions were received, ranging from $446,245 to $527,451, with the lowest-priced bid also assessed as the highest-ranked overall. When incorporating the required 20% contingency, council project management costs, and security works to be delivered separately by council, the total funding required exceeds the adjusted budget. As a result, an additional $137,558 is needed to fully deliver the project. The additional funding is being sourced from the 2025-26 Building Asset Renewal program, specifically from the reallocation of monies against the Sales Park/Luddenham Amenities renewal works project which is still in early planning stages. Construction is scheduled to commence in mid - April 2026 and is expected to be completed by early July 2026.

**Parker St Eastern Field Drainage expenditure – Decrease $215,000 (Reserve) – Design & Projects**
The Parker Street Eastern Drainage project has delivered cost savings that will be returned to the Telecommunications Access Fund Reserve. Through a combination of value engineering initiatives and favourable market

conditions, the project realised efficiencies that have been reallocated to support remaining program streams and ensure delivery of overall funding and project objectives. The project reached practical completion on 2 April 2026.

**Nursery Upgrade and Cumberland Plain Improvement Project expenditure – Decrease $1,642,686 (Reserve) – Design & Projects**

The Nursery Redevelopment and Cumberland Plain Improvement project is currently ongoing and subject to a range of factors that have influenced the timing and phasing of expenditure. Unfortunately the timeframe for delivery has been set back; proposed to commence in 2026-27 subject to approvals. Accordingly, it is proposed to revise the current financial year budget to better align with anticipated spend. Future budget phasing will be reviewed once more accurate expenditure forecasts and delivery timeframes become available. The project completion date is currently unknown, as Council is considering extensions of time to support the process of obtaining the required planning approvals.

**Andromeda Ovals, Field Surface and Carpark improvements expenditure– Decrease $589,675 (Grant) – Design & Projects**

The Andromeda Ovals, Field Surface and Carpark Improvements project is reporting significant savings in the March Quarterly Review. These savings have primarily resulted from design development and refinement undertaken following funding approval, which identified opportunities to deliver the approved scope more efficiently. The detailed design process, combined with favourable market conditions at the time of procurement, enabled the project to be delivered at a substantially lower cost than originally forecast, without compromising project outcomes. As a result of the savings achieved in Phase 1, Council is preparing a Phase 2 funding request to the relevant funding authorities. The intent of this submission is to reinvest the realised savings into additional improvements (to be scoped and costed) at the Andromeda Ovals precinct, thereby maximising community outcomes from the overall program of works. Phase 1 planting will be completed by end of April 2026, with establishment finishing in April 2027.

**Monfarville Amenity Building Upgrade expenditure – Decrease $391,047 (Grant/SRV) – Design & Projects**

The project was delivered under the total project cost outlined in the Funding Agreement due to a combination of favourable market conditions at the time of procurement and conservative cost planning undertaken prior to project commencement. Before tender, Council obtained an independent quantity

surveyor estimate that adopted a prudent and risk-averse approach, reflecting market uncertainty, supply chain constraints, and construction cost escalation being experienced across the sector at the time. This conservative estimate informed the approved project budget and Council's financial co-contribution. During delivery, stable market conditions and competitive tender pricing were realised, resulting in construction costs lower than originally forecast. In addition, effective project management, value engineering during detailed design, and favourable procurement outcomes enabled Council to deliver the full project scope without compromising quality, functionality, or intended outcomes. All infrastructure, outcomes and community benefits outlined in the application have been fully achieved, with the project completed under budget and ahead of schedule and to a high standard.

**St Marys Outdoor 50m Pool - Sand Filter Media and Repairs expenditure – Increase $150,000 (SRV) – Design & Projects**

Funding has been allocated for the St Marys 50-metre outdoor pool under the 2025-26 Building Asset Renewal Program. This funding has been proportionally sourced from the 2024–25 Building Asset Renewal revoted funds and from the partial reallocation of the *Arms of Australia Inn Toilet Renewal* budget, noting that delivery of the toilet renewal project has been deferred to the next financial year. This project involves replacing the existing sand filter media, which has reached the end of its useful life and is now due for renewal. The works are scheduled for completion by 30 June 2026 and the full budget allocation will be required to deliver the project.

**Carparking Fines income & expenditure Net Decrease $125,000 (Reserve) – Environmental Health & Compliance**

Fewer fines than anticipated were issued during the reporting period due to changes in the NSW Government's "print and post" process and associated legislative changes, in addition to technology challenges and a temporary reduction in staff resourcing. This resulted in a decrease of fine income $270,000. This decrease was offset by a reduction in parking fines issued and related fees payable to Revenue NSW. This saving in fees payable to Revenue NSW of $145,000 offsets some of the lower than expected fine returns.

**Domestic Waste income & expenditure Net Increase $19,369 (Reserve) – Waste & Resource Recovery**

Domestic Waste income was decreased by $1,141,503, this adjustment reflects the latest service numbers and current Domestic Waste Charge.

Expenditure savings of $1,160,872 have also been made on residual waste processing and organics composting due to less tonnage collected than was estimated for this period. The impact of these adjustments has had little effect on the Reserve balance.

**Property Investment - Sale Income – Decrease $5.15m (Reserve) – Property Investment**

The decrease of $5.15 million is deferred sales revenue from the sale of the residential lots associated with the Erskine Park Urban Reinvestment Project. The civil and utility services works are required to be completed for the subdivisions to be certified and Certificates of Title (CoT) created by Land Registry Services. Once the CoT's are obtained the lots can be marketed for sale. The sales and marketing campaign is anticipated to commence in the 26-27 financial year.

**Property Investment Expenditure - Subdivision Works expenditure – Decrease $200,000 (Reserve) – Property Investment**

The decrease of $200,000 is a deferred expense associated with the subdivision works for the Erskine Park Urban Reinvestment Project and arises due to the timing of the ongoing civil and utility services works.

**Property Investment lease Income – increase $207,667 (Reserve) – Property Investment**

The increase in Property Investment lease income of $207,667 represents five (5) months rent from the acquisition of 109 Russell Street, Emu Heights. Settlement of this property investment acquisition occurred 31 January 2026.

**Multi Indoor Sports Stadium expenditure – Increase $783,778 (Grant) – Design & Projects**

The Penrith Indoor Multi-Sports Arena is a multi-year project forecast to continue through to 2029. The increase in budget for this quarter is due to the engagement of the Principal Design Consultant and subsequent design progress. There is no change to the overall budget or program.

**A Fresh Start for Local Government Apprentices, Trainees and Cadets Grant Program Income – Increase $110,441 (funds transferred to Grant reserve) – People & Culture**

This income provided under the "fresh start program" is for the last quarter of 2025 and will fund wages and 15% of oncosts for Council's 9 Business Administration Trainees.

**Children Services – Income (increase) $4,500,000 and funding related expenses (increase) - $4,500,000 – Children's Services**
Children's Services has received significant funding under wage retention payment programs. The program is to support childcare worker's wage increases. Additional funding for Preschool services that is based on utilisation has also been received under the start strong program, this funding supports free preschool with up to 600 hours of fee free education per year for children aged 3 to 5 years.

**Multicultural NSW Local Council Festival Grant Income – decrease $200,000 (Grant) – City Activation, Community & Place**
The Multicultural NSW Local Council Festival Grant funded delivery of the Culture Fusion event in February 2026, celebrating cultural diversity and bringing people together from all different backgrounds to create a sense of inclusiveness and belonging in our community. This budget adjustment reflects that the total $200k grant income was received late in the 2024-25 Financial Year, but not in time to adjust the adopted 2025-26 Original Budget that anticipated the income would be received in the 2025-26 financial year.

**Culture Fusion project expenditure – Increase $151,002 (In-kind/Contributions/Reserve) – City Activation, Community & Place**
Council was successful in obtaining grant funding as part of the 2024-25 Stronger Together Local Council Major Festival Grant. These funds support major festivals that foster social cohesion, promote community harmony, and provide multicultural communities in NSW with opportunities to celebrate, preserve, and share their traditions.

This budget increase recognises Council's cash and in-kind contributions to deliver 2026 Culture Fusion as a two-day event, including reallocations from existing budgets.

**Permit Plug Play Program expenditure – Increase $124,502 (Grant/Reserves) – City Activation, Community & Place**
Funded from existing budgets within the adopted 2025-26 Operational Plan, this variation increases Councils contribution towards the delivery of the Penrith After Dark event. This forms part of the Permit/Plug/Play Program grant funded events, which are centred on a partnership approach to work with councils to identify opportunities to improve local processes, efficiency and communication about temporary road closures and street-based events and to facilitate more street-based events in local areas by reducing the overall cost and complexity associated with delivering these types of events.

**Roads Maintenance Capital Grants income – Increase $1,008,266 (Grant) – City Presentation**

While funds for capital works completed on the Trinity Drive New Footpath and Active Transport Program grant funded projects were received in a previous financial year, accounting standards applicable to this grant prevent recognition of these funds as income until expenditure has occurred. This variation therefore reflects recognition of income in line with program expenditure.

**Plant Replacement Program expenditure - Increase $146,724 (Reserves) – City Presentation**

This represents an increase to the budget of the Plant Replacement Program for the purchase of a new/additional Truck and Utility for the purpose of transporting necessary equipment to efficiently service and maintain Council Parks and Reserves including Gipps Street Precinct and the Northern Road and has been funded by reallocation of existing budgets to maintain these areas.

**Corporate Website Redevelopment expenditure – Increase $483,077 (Reserve) - Communications**

The Corporate Website Redevelopment Project involves replacing Council's existing website with a modern, accessible and secure digital platform to improve community access to information and online services. The project is fully funded from existing internal reserves and the reallocation of current website maintenance and operational budgets. Expenditure remains within the approved project budget and there is no adverse impact on Council's overall financial position.

**Insurance Claims Liability expenditure - Increase $374,195 (Reserve) – Legal Services**

Property and Public Liability Claims relate to incidents where damage to property or injury is alleged or have occurred in connection with Council activities or assets. Variations in expenditure during the quarter are largely due to payments made in relation to replacement of electrical cable stolen at various sportsgrounds, remediation of water ingress and mould damage at Anchor House at Lewers Gallery, and legal defence fees relating to a litigated claim for personal injuries sustained during an accident involving a boat capsizing at Nepean Weir, and legal defence and settlement of damages relating to a litigated claim for personal injuries sustained from a fall in a playground. These costs are managed through Council's existing

insurance arrangements and established claims provisions with CivicRisk Mutual. All payments during the quarter fall within Council's excess layer of $100,000, therefore have a direct financial impact. Any payments above Council's excess layers are borne by CivicRisk Mutual or other insurers.

**Legal Cases expenditure - Increase $495,357 (Reserve) – Legal Services**

Variations within Legal Services relate to Legal Cases Miscellaneous and Legal Project Development Services, reflecting the timing and progression of matters through court systems. Expenditure fluctuations are driven by the delivery of approved legal projects in which Council is a respondent or defendant to proceedings, rather than the initiating party. There were ten contested hearings during the quarter, representing an increase on the usual volume of three a quarter. These costs are managed within existing funding provisions and have no adverse impact on Council's overall financial position.

# PROPOSED REVOTED WORKS

## as at March 2026

| Description | Revote Amount $ | General Revenue $ | Other Funding $ | Other Funding Source | Budget $ | Actual $ | Balance $ |
|---|---|---|---|---|---|---|---|
| **CAPITAL PROJECTS** | | | | | | | |
| DESIGN & PROJECTS | | | | | | | |
| Cook Park Amenity Building & Grandstand Upgrade | 13,165,187 | | 13,165,187 | Grant | 13,883,801 | 523,803 | 13,359,998 |
| Ridge Park Hall Building Renewal Refurbishment | 282,000 | | 282,000 | Reserve | 282,000 | - | 282,000 |
| St Marys City Heart and Entertainment Canopy | 5,516,055 | | 5,516,055 | Grant | 6,764,392 | 695,794 | 6,068,598 |
| Wattle Avenue North St Marys Playspace Upgrade | 220,000 | | 220,000 | Grant | 220,000 | - | 220,000 |
| Allsopp and Paterson Oval Playspace Upgrade (LSCA) | 451,121 | 60,000 | 391,121 | Grant/Reserve | 471,508 | 19,725 | 451,783 |
| GPCFP Playspace Upgrade (LSCA) | 348,780 | 86,300 | 262,480 | Grant/Reserve | 362,974 | 14,194 | 348,780 |
| Urban Rivers Grant Protecting Platypus - Jerrys Creek | 533,606 | | 533,606 | Grant | 570,000 | 31,646 | 538,354 |
| Great River Walk River Road, Lower Path Restoration | 205,289 | 205,289 | | | 242,692 | 7,403 | 235,289 |
| JSPAC Commercial Kitchen | 85,000 | | 85,000 | SRV | 100,000 | - | 100,000 |
| TOTAL DESIGN & PROJECTS | 20,807,038 | 351,589 | 20,455,449 | - | 22,897,367 | 1,292,565 | 21,604,802 |
| AQUATICS & LEISURE | | | | | | | |
| Ripples Gym Equipment | 400,000 | | 400,000 | Reserve | 400,000 | - | 400,000 |
| Artificial Intelligence – Ripples Capital | 100,000 | | 100,000 | Reserve | 100,000 | - | 100,000 |
| TOTAL AQUATICS & LEISURE | 500,000 | - | 500,000 | - | 500,000 | - | 500,000 |
| **TOTAL CAPITAL PROJECTS** | **21,307,038** | **351,589** | **20,955,449** | | **23,397,367** | **1,292,565** | **22,104,802** |
| **OPERATING PROJECTS** | | | | | | | |
| CITY ACTIVATION COMMUNITY & PLACE | | | | | | | |
| Disability Inclusion Action Plan Stretch Project - Boost Meaningful Employ | 21,339 | - | 21,339 | Reserve | 23,724 | 2,385 | 21,339 |
| TOTAL CITY ACTIVATION COMMUNITY & PLACE | 21,339 | - | 21,339 | | 23,724 | 2,385 | 21,339 |
| **TOTAL OPERATING PROJECTS** | **21,339** | **-** | **21,339** | **-** | **23,724** | **2,385** | **21,339** |
| **TOTAL PROPOSED REVOTES** | **21,328,377** | **351,589** | **20,976,788** | **-** | **23,421,091** | **1,294,950** | **22,126,141** |

# MARCH 2026 REVOTE COMMENTS

## Capital Projects

### Design & Projects

**Cook Park Amenity Building & Grandstand Upgrade $13,165,187 (Grant)**

Due to extended procurement and contract management requirements, the project will experience a further three-month delay. This extension is necessary to ensure appropriate oversight and risk mitigation measures are in place. The additional three-month extension will result in a revised project delivery timeframe and adjustments to internal scheduling and budget phasing, with no change to the approved project scope. While the delay may defer project timelines, it enables procurement and contract management matters to be appropriately resolved. The revised timeframe for completion of the total project is April 2028.

**Ridge Park Hall Building Renewal Refurbishment $282,000 (GR)**

The design packages are required to be redesigned to meet updated Building Code requirements. This redesign requires Council to reengage various consultants to confirm compliance. These works will continue beyond the financial year with works expected to commence in the last quarter of the year for construction.

**St Marys City Heart and Entertainment Canopy - $5,516,055 (Grant)**

The phased budget is being reallocated to align with the updated delivery timeframe, which has been adjusted to accommodate design refinements arising from site conditions. The identified risks have been appropriately addressed, and measures will be implemented to recover program impacts during the construction phase, wherever possible. The delay is not considered significant and may not impact the overall completion date. Confirmation of the completion date would be available following finalisation of the Principal Contractor's construction program.

**Wattle Avenue North St Marys Playspace Upgrade - $220,000 (Grant)**

A revote is earmarked given the project is currently in its design phases and the most recent delivery timeframe indicates that construction is intended to take place during the 2026-27 financial year. There are no implications caused to the community as the existing playground can still be used presently. The project is scheduled to be completed by financial year 2026-27.

**Allsopp and Paterson Oval Playspace Upgrade (LSCA) - $451,121 (GR/Grant/ Reserve)**

The Playspace Upgrade program has undergone revision due to a high level of saturation in the market among playground contractors. As a result, the Allsopp and Paterson Playspace Upgrade project has been rescheduled, with completion date now expected to be December 2026. The revised schedule is expected to encourage a greater number of tender responses, resulting in improved value-for-money outcomes for playground delivery. It also alleviates time pressures on contractors, allowing them to more effectively design and construct multiple playgrounds without the constraints of overlapping project timelines.

**Glenmore Park Child & Family Precinct (GPCFP) Playspace Upgrade (LSCA) - $348,780 (GR/Grant/Reserve)**

Additional funding has been allocated from the Telecommunications Access Fund to provide more favourable project outcomes to the community. Due to this, the procurement timeline of the project needs to be adjusted. The project will be completed in the next financial year (2026-27) with a more considered approach to enhancing the play space, providing better results for the community. The expected project completion date is December 2026.

**Urban Rivers Grant Protecting Platypus - Jerrys Creek – Cap - $533,606 (Grant)**

Overall, the project continues to align with the intent and objectives of the grant agreement; however, delays have occurred in the development of the concept designs. These delays have resulted from extended consultation and design refinement to ensure the proposed works meet Council expectations and technical requirements. In addition, the initial site survey was held up due to wet weather, and resulted in the consultant not meeting some agreed design delivery timeframes.

Implications for the project include some delay to construction commencement. This is not expected to significantly impact overall delivery, as elements of the delay can be accommodated within a reduced construction or project maintenance period. There will also be minor delays to some planned community events linked to project milestones. However, it is still anticipated that these events can be delivered later in the year once construction activities are underway, subject to final scheduling and site availability. The project is expected to be completed in December 2026.

### Great River Walk River Road, Lower Path Restoration - $205,289 (GR)

A revote has been submitted for the Great River Walk Road, Lower Path Restoration project as the tender timeline has been extended for few weeks to allow for tenderers to provide their responses. Any impacts to project delivery and resources are expected to be minimal, pending funding body approval of the project delivery timelines, which is currently under consideration. The revised timeframe for project completion is currently with the funding body for endorsement.

## Aquatics & Leisure

### JSPAC Commercial Kitchen - $85,000 (SRV)

A revote is required given additional design works are required to be undertaken to align the centres requirements. As such, this has created a delay to the project. The anticipated start date for works is August/September 2026, with a relatively short turn around time to complete the project.

### Ripples Gym Equipment - $400,000 (Reserve)

Ripples Aquatics and Leisure are currently undertaking a business review to inform future service delivery and facility planning. The outcomes of this review are expected to be finalised in the next financial year. Once completed, the review will guide decisions on the type and scale of gym equipment required to meet current and future community needs, including opportunities to support new and emerging programs. As a result, funding is proposed to be carried forward, with equipment

purchases and project completion expected to occur during the 2026-27 financial year.

**Artificial Intelligence – Ripples Capital - $100,000 (Reserve)**

Following initial tender activity, additional time has been required to respond to changes in market conditions and increased competition for this technology. As a result, the project may be delivered in stages across Ripples facilities to ensure an appropriate and scalable solution is implemented. Funding is proposed to be carried forward, with project delivery and completion expected during the 2026-27 financial year.

## Operational Projects

### City Activation, Community & Place

**Disability Inclusion Action Plan Stretch Projects - $21,339 (Reserve)**

Delivery of this project will enable Council to kick-start the implementation of the Inclusive Foundation Disability Employment Framework and, in turn, enhance our reputation as a driver of change in the disability space.

This project was delayed due to competing priorities within the City Activation, Community and Place business unit, including the development of the next Disability Inclusion Action Plan. The project is expected to be completed by 30 June 2027.

## QBRS OVERVIEW

### QBRS FINANCIAL OVERVIEW

**Budget Review for the quarter ended 31 March 2026**

| DESCRIPTION | | Previous Year Actual | Original Budget | Approved Sept Qtr. | Approved Dec Qtr. | Approved Mar Qtr. | Revised Budget | Recommended changes for council resolution | Projected Budget | Original Budget v Projected Year End | Actual YTD |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Net Operating Result before grants and contributions provided for capital purposes | Consolidated | (10,965) | (37,740) | (15,509) | (5,576) | - | (58,825) | (5,199) | (64,024) | 26,284 | 32,852 |
| Operating Result from continuing operations (with capital grants and contributions) excluding depreciation, amortisation and impairment of non financial assets | Consolidated | 122,443 | 123,513 | 6,109 | (20,856) | - | 108,766 | (8,934) | 99,832 | 23,681 | 111,581 |
| Borrowings | Total borrowings | 1,077 | 955 | - | - | - | 955 | - | 955 | - | 703 |
| Liquidity | External restrictions | 193,847 | 214,111 | (4,992) | 1,181 | - | 210,301 | 18,518 | 228,819 | (14,708) | 223,841 |
| | Internal Allocations | 134,311 | 142,076 | (22,549) | (9,881) | - | 109,646 | (4,294) | 105,352 | 36,724 | 124,821 |
| | Unallocated | 6,432 | 101,916 | 33,650 | (12,156) | - | 123,409 | (23,158) | 100,251 | 1,665 | 16,268 |
| | **Total Cash and Cash Equivalents** | **334,590** | **458,103** | **6,109** | **(20,856)** | **-** | **443,356** | **(8,934)** | **434,422** | **23,681** | **364,930** |
| Capital | Capital Funding | 82,194 | 111,618 | 33,070 | (12,103) | - | 132,584 | (22,944) | 109,639 | 1,978 | 54,152 |
| | Capital Expenditure | 82,194 | 111,618 | 33,070 | (12,103) | - | 132,584 | (22,944) | 109,639 | 1,978 | 54,152 |
| | Net Capital | - | - | - | - | - | - | - | - | - | - |

## INCOME & EXPENSE

**Budget Review for the quarter ended 31 March 2026**

| ($'000) | Previous Year Actual | Original Budget | Approved Sept Qtr. | Approved Dec Qtr. | Approved Mar Qtr. | Revised Budget | Recommended Changes for council resolution | Projected Budget | Variance Original Budget v Projected Year End | Actual YTD |
|---|---|---|---|---|---|---|---|---|---|---|
| **INCOME** | | | | | | | | | | |
| Rates & Annual Charges | 212,763 | 224,466 | 202 | (9) | | 224,658 | (1,825) | 222,833 | 1,632 | 222,037 |
| User Charges and Fees | 50,565 | 58,375 | 1,135 | 193 | | 59,703 | (1,420) | 58,283 | 92 | 41,300 |
| Other Revenue | 5,852 | 4,724 | 58 | 1,090 | | 5,872 | (16) | 5,857 | (1,133) | 5,659 |
| Grants and Contributions - Operating | 26,250 | 22,467 | (4,919) | 1,193 | | 18,741 | 5,706 | 24,448 | (1,981) | 21,936 |
| Grants and Contributions - Capital | 62,032 | 82,886 | 21,618 | (22,297) | | 82,207 | (3,734) | 78,473 | 4,414 | 19,304 |
| Interest and Investment Income | 15,322 | 13,595 | (81) | 7 | | 13,521 | 878 | 14,399 | (804) | 12,468 |
| Other Income | 13,775 | 4,960 | 387 | (212) | | 5,134 | 207 | 5,341 | (382) | 4,351 |
| Net gain from disposal of assets | 3,966 | 3,942 | - | (73) | | 3,869 | | | 4,569 | 770 |
| **Total Income from continuing operations** | **390,526** | **415,415** | **18,400** | **(20,108)** | **-** | **413,707** | **(204)** | **409,634** | **6,408** | **327,827** |
| **EXPENSES** | | | | | | | | | | |
| Employee Costs | 148,610 | 169,702 | 2,216 | (1,906) | | 170,012 | 3,186 | 173,198 | (3,495) | 126,435 |
| Materials & Services | 101,751 | 103,201 | 9,980 | 2,751 | | 115,932 | 1,239 | 117,172 | (13,970) | 74,360 |
| Borrowing Costs | 1,077 | 955 | - | - | | 955 | - | 955 | - | 703 |
| Other Expenses | 16,645 | 18,043 | 95 | (97) | | 18,041 | (192) | 17,849 | 194 | 14,748 |
| Net Loss from Disposal of Assets | | | | | | | 4,496 | 627 | | |
| **Total Expenses from continuing operations excluding depreciation, amortisation and impairment of non financial assets** | **268,083** | **291,902** | **12,291** | **748** | **-** | **304,941** | **8,730** | **309,801** | **(17,272)** | **216,246** |
| **Operating Result from continuing operations excluding depreciation, amortisation and impairment of non financial assets** | **122,443** | **123,513** | **6,109** | **(20,856)** | **-** | **108,766** | **(8,934)** | **99,832** | **23,681** | **111,581** |
| Depreciation, amortisation and impairment of non financial assets | 71,376 | 78,367 | - | 7,017 | | 85,384 | - | 85,384 | (7,017) | 59,425 |
| **Operating Result from continuing Operations** | **51,067** | **45,147** | **6,109** | **(27,874)** | **-** | **23,382** | **(8,934)** | **14,448** | **30,698** | **52,156** |
| **Net Operating Result before grants and contributions provided for capital purposes** | **(10,965)** | **(37,740)** | **(15,509)** | **(5,576)** | **-** | **(58,825)** | **(5,199)** | **(64,024)** | **26,284** | **32,852** |

## CAPITAL BUDGET

**Budget Review for the quarter ended 31 March 2026**

| ($'000) | Previous Year Actual | Original Budget | Approved Sept Qtr. | Approved Dec Qtr. | Approved Mar Qtr. | Revised Budget | Recommended Changes for council resolution | Projected Budget | Variance Original Budget v Projected Year End | Actual YTD |
|---|---|---|---|---|---|---|---|---|---|---|
| **CAPITAL FUNDING** | | | | | | | | | | |
| Rates & Other Untied Funding | 21,384 | 16,825 | (3,943) | 165 | - | 13,047 | (77) | 12,970 | 3,855 | 6,061 |
| Capital Grants & Contributions | 41,936 | 64,628 | 19,290 | (22,646) | | 61,273 | (21,564) | 39,709 | 24,919 | 16,783 |
| Reserves - External Restrictions | 9,282 | 12,443 | 4,012 | 25 | | 16,481 | (532) | 15,949 | (3,506) | 8,478 |
| Reserves - Internally Allocated | 9,446 | 3,721 | 13,710 | 10,352 | | 27,783 | (772) | 27,011 | (23,291) | 22,830 |
| New Loans | - | - | - | - | | - | - | - | - | - |
| Proceeds from sale of assets | - | - | - | - | | - | - | - | - | - |
| Other | 146 | 14,000 | - | - | | 14,000 | - | 14,000 | - | - |
| **Total Capital Funding** | **82,194** | **111,618** | **33,070** | **(12,103)** | **-** | **132,584** | **(22,944)** | **109,639** | **1,978** | **54,152** |
| **CAPITAL EXPENDITURE** | | | | | | | | | | |
| WIP | 25,463 | - | - | - | | - | - | - | - | 43,308 |
| New Assets | 37,912 | 31,831 | 27,097 | 6,681 | - | 65,609 | (5,497) | 60,113 | (28,281) | 14,537 |
| Asset Renewal | 13,747 | 75,799 | 5,973 | (18,785) | - | 62,987 | (17,448) | 45,539 | 30,260 | (6,048) |
| Loan Repayments (principal) & Advances | 5,072 | 3,988 | - | - | | 3,988 | - | 3,988 | - | 2,355 |
| **Total Capital Expenditure** | **82,194** | **111,618** | **33,070** | **(12,103)** | **-** | **132,584** | **(22,944)** | **109,639** | **1,978** | **54,152** |

## CASH & INVESTMENTS

**Budget Review for the quarter ended 31 March 2026**

| ($'000) | Previous Year Actual | Original Budget | Approved Sept Qtr. | Approved Dec Qtr. | Approved Mar Qtr. | Revised Budget | Recommended Changes for council resolution | Projected Budget | Variance Original Budget v Projected Year End | Actual YTD |
|---|---|---|---|---|---|---|---|---|---|---|
| Total Cash, Cash Equivalents & Investments | 334,590 | 458,103 | 6,109 | (20,856) | - | 443,356 | (8,934) | 434,422 | 23,681 | 364,930 |
| **EXTERNALLY RESTRICTED** | | | | | | | | | | |
| Developer Contributions | 112,269 | 126,636 | 502 | 386 | - | 127,524 | 2,333 | 129,857 | (3,221) | 129,300 |
| Transport for NSW Contributions | - | 132 | - | - | - | 132 | - | 132 | - | 556 |
| Domestic waste management | 10,816 | 19,742 | (788) | 16 | - | 18,970 | 30 | 19,000 | 742 | 16,670 |
| Stormwater Management | 2,814 | 3,288 | (841) | (98) | - | 2,350 | (3) | 2,347 | 941 | 3,186 |
| Other Externally Restricted | 67,948 | 64,313 | (3,865) | 877 | - | 61,325 | 16,158 | 77,483 | (13,170) | 74,129 |
| **Total Externally Restricted** | **193,847** | **214,111** | **(4,992)** | **1,181** | **-** | **210,301** | **18,518** | **228,819** | **(14,708)** | **223,841** |
| **Cash, cash equivalents & investments not subject to External restrictions** | **140,743** | **243,992** | **11,101** | **(22,037)** | **-** | **233,055** | **(27,452)** | **205,603** | **38,389** | **141,089** |
| **INTERNAL ALLOCATIONS** | | | | | | | | | | |
| Employee leave entitlements | 5,912 | 5,912 | - | - | - | 5,912 | - | 5,912 | - | 5,912 |
| Internal Reserves | 104,244 | 112,009 | (22,549) | (9,881) | - | 79,579 | (4,294) | 75,285 | 36,724 | 94,412 |
| Security Bonds & Deposits | 24,155 | 24,155 | - | - | - | 24,155 | - | 24,155 | - | 24,497 |
| **Total Internally Allocated** | **134,311** | **142,076** | **(22,549)** | **(9,881)** | **-** | **109,646** | **(4,294)** | **105,352** | **36,724** | **124,821** |
| **Unallocated** | **6,432** | **101,916** | **33,650** | **(12,156)** | **-** | **123,409** | **(23,158)** | **100,251** | **1,665** | **16,268** |

Developer Contribution Summary

Summary Developer Contributions

Budget review for quarter ended

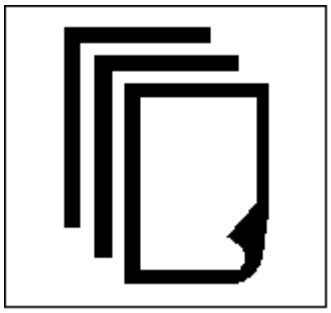
| PURPOSE | Opening Balance ($'000) | Contributions Received | | | | | | | | | Total Actual Interest Earned Q1 ($'000) | Total Actual Interest Earned Q2 ($'000) | Total Actual Interest Earned Q3 ($'000) | Total Amounts Expended Q1 ($'000) | Total Amounts Expended Q2 ($'000) | Total Amounts Expended Q3 ($'000) | Total Internal Borrowings (to)/from Q1 ($'000) | Total Internal Borrowings (to)/from Q2 ($'000) | Total Internal Borrowings (to)/from Q3 ($'000) | Held As Restricted Asset As at this Q ($'000) | Cumulative balance of internal borrowings (to)/from As at this Q ($'000) |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Total Actual Cash Q1 ($'000) | Total Actual Cash Q2 ($'000) | Total Actual Cash Q3 ($'000) | Total Non-Cash Land Q1 ($'000) | Total Non-Cash Land Q2 ($'000) | Total Non-Cash Land Q3 ($'000) | Total Non-Cash Other Q1 ($'000) | Total Non-Cash Other Q2 ($'000) | Total Non-Cash Other Q3 ($'000) | | | | | | | | | | | |
| Drainage | (4,716) | - | 0 | - | - | - | - | - | - | - | (9) | (53) | (30) | - | - | - | 53 | - | - | (4,705) | - |
| Roads | 14,029 | 71 | 2,687 | (7) | - | - | - | - | - | - | 39 | 337 | 159 | - | - | - | 5,410 | - | - | 12,987 | - |
| Traffic facilities | | | | | | | | | | | | | | | | | | | | - | |
| Parking | 1,760 | - | - | - | - | - | - | - | - | - | 5 | 20 | 17 | - | - | - | - | - | - | 1,760 | - |
| Open Space | 61,563 | 1,450 | 3,717 | 2,980 | - | - | - | - | - | - | 183 | 1,275 | 657 | 1 | 780 | 53 | 46,069 | - | - | 69,040 | - |
| Community Facilities | 2,737 | 56 | 41 | (4) | - | - | - | - | - | - | 8 | 52 | 28 | - | - | - | 2,918 | - | - | 2,987 | - |
| Other | 2,367 | 140 | 99 | 225 | - | - | - | - | - | - | 8 | 45 | 26 | 35 | 46 | 41 | 560 | - | - | 2,608 | - |
| **Total S7.11 Under plans** | **76,866** | **1,725** | **5,044** | **3,303** | - | - | - | - | - | - | **234** | **1,526** | **857** | **35** | **327** | **95** | **56,126** | - | - | **89,098** | - |
| S711 Not under plans | | | | | | | | | | | | | | | | | | | | | |
| S712 levies - under cyclon | 8,006 | 1,067 | 167 | 1,200 | - | - | - | - | - | - | 30 | 256 | 166 | - | - | - | 6,788 | - | - | 8,662 | - |
| S7.4 Planning agreements | 20,427 | 37 | - | 6 | - | - | - | - | - | - | 32 | 128 | 276 | - | - | - | 226 | - | - | 20,427 | - |
| Not Contributions | | | | | | | | | | | | | | | | | | | | - | |
| Other | | 427 | - | 246 | | | | | | | 1 | 4 | 4 | | | | | | | 822 | |
| **Total Developer Contributions** | **112,269** | **3,335** | **5,211** | **4,983** | - | - | - | - | - | - | **356** | **2,319** | **1,284** | **35** | **327** | **95** | **63,040** | - | - | **129,300** | - |

## GRANT FUNDING APPLICATIONS ACCEPTED

as at March 2026

| Description | Funding Authority | Capital or Operational | Total Grant Funding ($) | Council Contribution ($) | Total Project ($) |
|---|---|---|---|---|---|
| CITY ACTIVATION COMMUNITY & PLACE | | | | | |
| **GSLLS Teresa James Reserve 2025-26** | Greater Sydney Local Land Services | Operational | 98,201 | - | 98,201 |
| The grant funding will support Council officers to undertake at least one cultural burn activity and one community workshop per financial year for the lifespan of the grant. Council will procure First Nations contractors to meet grant objectives. | | | | | |
| TOTAL CITY ACTIVATION COMMUNITY & PLACE | | | 98,201 | - | 98,201 |
| CITY PRESENTATION | | | | | |
| **Enforceable Undertakings - Grevillea juniperina and Pultenae** | Dept of Climate Change, Energy, Environment & Water (DCCEEW) | Operational | 100,000 | - | 100,000 |
| DCCEEW are providing funds to Penrith City Council to undertake works and implement controls on public land to protect the threatened ecological community Cooks River Castlereagh Ironbark Forest and the threatened populations of Pultenaea parviflora and Grevillea juniperina. This grant funding will be spent on public reserves and roadside reserves in the North of the LGA over a 3 year period as agreed on between Council and DCCEEW. | | | | | |
| TOTAL CITY PRESENTATION | | | 100,000 | - | 100,000 |
| WASTE & RESOURCE RECOVERY | | | | | |
| **NSW FOGO mandate 2026-27** | Environmental Protection Authority | | 200,000 | 107,000 | 307,000 |
| The Civic and Commercial Waste Manager has secured $200,000 in grant funding to raise awareness of the NSW FOGO mandate commencing 1 July 2026 and to support eligible businesses to implement food-waste recycling and reduce organics to landfill. $107,000 in-kind support will be provided through existing staffing and education funds. To be delivered over 15 months (February 2026–May 2027), the project includes staged reporting and delivery milestones. Targets include:<br>By August 2026, the internal project team, protocols, and targeted outreach plan to be established.<br>By December 2026, 1,000 food businesses to be engaged, 10 workshops to be delivered, and 25 businesses supported with systems.<br>By May 2027, 50 businesses to receive onsite support, aiming to achieve 50% food-waste diversion. | | | | | |
| TOTAL WASTE & RESOURCE RECOVERY | | | 200,000 | 107,000 | 307,000 |
| **TOTAL GRANTS** | | | **398,201** | **107,000** | **505,201** |

# ATTACHMENTS



| | |
|---|---|
| Date of Meeting: | Monday 25 May 2026 |
| Report Title: | The Local Government Remuneration Tribunal Determination for Mayor and Councillors for 2026-2027 and 2027 Review of Categories - Council Submission Opportunity |
| Attachments: | Local Government Remuneration Tribunal Annual Determination - 2026 |

Local Government Remuneration Tribunal

# Annual Determination

Report and determination
under sections 239 and 241 of the
*Local Government Act 1993*

23 April 2026

NSW GOVERNMENT

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# Executive Summary

## Functions of the Tribunal

1. Section 241 of the *Local Government Act 1993* (**the Act**) requires the Local Government Remuneration Tribunal (**the Tribunal**), by 1 May each year, to determine for each of the categories of Councils determined under s 239, the maximum and minimum fees to be paid to Mayors and Councillors in the following year. As well as those of Chairpersons and members of County Councils: s 400. The Tribunal may also amend a determination it has made for fees to be paid to the appointed Chairperson and appointed Councillors of a council designated as a Rural and Remote Council: c 12(c), sch 11.

2. Section 239(1) of the Act requires the Tribunal to determine the categories of Councils and mayoral offices at least once every three years. It must then also place each Council and mayoral office into one of those categories. There are presently 135 Councils in the State, including County Councils, which are allocated into 15 different categories, with Central Darling Council being the subject of a 2025 Special Determination.

3. The Tribunal must also report its determination to the Minister within seven days: s 244. The Tribunal's Annual Determination takes effect from 1 July each year.

4. All of the Tribunal's functions must be undertaken in accordance with the purposes of the Act, specified in s 7 to be:

   *(a) to provide the legal framework for the system of local government for New South Wales,*

   *(b) to set out the responsibilities and powers of Councils, Councillors and other persons and bodies that constitute the system of local government,*

   *(c) to provide for governing bodies of Councils that are democratically elected, or for certain rural and remote Councils, part elected and part appointed,*

# Executive Summary

*(d) to facilitate engagement with the local community by Councils, Councillors and other persons and bodies that constitute the system of local government,*

*(e) to provide for a system of local government that is accountable to the community and that is sustainable, flexible and effective.*

## Fees

5. For reasons explained below, the Tribunal has determined that from 1 July 2026 there must be a **3.7%** increase in the current minimum and maximum fees applicable to each category of Council, as well in the fees of the appointed Chairperson and appointed Councillors of Central Darling Shire Council. That reflecting increases in the cost of living. Relevant indicators since the 2025 adjustment, including:

- Consumer Price Index for the 12 months to February 2026 of 3.7%;
- Wage Price Index for the 12 months to December 2025 of 3.4%;
- Full-time average weekly ordinary time earnings for the 12 months to November 2025;
- NSW Public Sector Salaries increases for FY 2025/26 of 3%;
- Local Government State Award increases for FY 2025/26 of 3%;
- IPART Rate Peg Base Cost Change for FY 2025/26 of 3.6%;
- The 2025 Public Service Senior Executive remuneration determinations of the Statutory and Other Offices Remuneration Tribunal; and
- The 2025 State Members of Parliament Basic Salary remuneration determination of the Parliamentary Remuneration Tribunal.

6. The Tribunal has also taken note of the current war in the Middle East, which is likely having an adverse impact on the cost of living. But takes the view that its effects and their potential impact on fee adjustment, cannot reliably be determined at this point.

# Executive Summary

7. What was advanced in submissions included that not only should there be a cost of living increase in 2026. But that there should be a much more significant increase in fees, to reflect that current fees no longer adequately reflect the challenging work which Mayors and Councillors must undertake in their important elected offices. With the result that fees should be increased to reflect those determined by the Tribunal for the Chairperson and appointed Councillors of the Central Darling Council in its 2025 Special Determination. As well as the remuneration and allowances paid to Mayors and Councillors in Queensland and Victoria.

8. The Tribunal accepts that it has the discretion to determine that fees should justly be increased, by more than a cost of living adjustment, as was urged. That permitting its consideration of the adequacy of current fees, given the work which Mayors and Councillors are elected to perform and how that has changed over time.

9. That is because while s 242A of the Act requires the Tribunal to give effect to the same policies on increases in remuneration as those that the Industrial Relations Commission is required to give effect to under s 146C of the *Industrial Relations Act 1996* (NSW) when making or varying awards or orders relating to the conditions of employment of public sector employees. That section has now been repealed, that removing the prior fetter on the Tribunal's discretion to adjust fees in the way urged on this review.

10. The Tribunal also accepts that a greater increase than that which it has determined, may be warranted. But has concluded that the amount of any such increase requires further consideration in light of changes which have taken place over time. Not merely in the amount of the fees fixed by past Determinations, but also in the work Mayors and Councillors have to perform in their elected offices.

11. Understandably, some submissions sought to draw comparisons with the fees fixed by the 2025 Special Determination for the appointed Councillors and Chairperson for the Central Darling Shire Council and those fixed for other Mayors, as well as with payments made to Councillors and Mayors in other States.

# Executive Summary

12. When such comparisons are drawn, consideration can not only be given to the amount of such fees and remuneration. It must also be given to matters such as the nature of the appointments, the work required and the hours and nature of the work performed as a result. As well as to how that compares to what is required of Mayors and Councillors of Local and County Councils in this State and the fees which they receive, as a result. That also requiring an understanding of the applicable statutory schemes and the reasons for the past fixation of the fees and remuneration relied on.

13. The Tribunal was provided with little information or submissions about such matters and so is unable to come to conclusions about whether increases based on the comparisons sought to be drawn, can be entertained.

14. Other submissions about desirable fee adjustment depend on the NSW Parliament amending the Act, to provide for Mayors and Councillors to receive remuneration or salary, rather than a fee for office.

15. Even if such comparisons are presently available to be made, the differences in the statutory regimes, which were not addressed, as well as similarities and differences in the work being compared, would have to be considered. Conclusions about such matters cannot rest merely on opinions advanced in submissions.

## Categories

16. In its 2026 Annual Review, as it has done in past three yearly reviews, the Tribunal undertook a s 239 determination, having invited and received submissions about proposed changes. As a result, it has concluded that it is necessary to rectify a criteria anomaly identified in the Regional Strategic category established by the 2023 Annual Determination, as well as adjusting the population criteria for the Major Strategic Area category, from 300,000 to 200,000.

# Executive Summary

17. The Tribunal also identified that Dungog Shire Council has met the population threshold and Councillor to population ratio criteria for Rural Large and will, as a result, be placed in the Rural Large category.

18. The Tribunal also concluded that in 2026 there should be no other change to the present categories, which will thus continue to be:

| Metropolitan | Non-Metropolitan | County Councils |
|---|---|---|
| Principal CBD | Major Regional City | Water |
| Major CBD | Major Strategic Area | Other |
| Metropolitan Major | Regional Strategic Area | |
| Metropolitan Large | Regional Centre | |
| Metropolitan Medium | Regional Rural | |
| Metropolitan Small | Rural Large | |
| | Rural | |

## 2027 Annual Review

19. For reasons explained further below, in the 2027 Annual Review the Tribunal will invite further submissions from every Council, Local Government NSW and the Minister, about the current categories, criteria and fee structure and whether they remain fit for their statutory purpose. That will provide an opportunity for reliable information and submissions to be provided about claimed changes and available comparisons.

20. The Tribunal will then give further consideration to the current structure of the categories by reference to which it must fix minimum and maximum fees. That consideration may also have an impact on further fee adjustment in 2027, given that the submissions advanced on this review have raised the question of whether the current system of categories and the criteria by which Councils are allocated to them, remain fit for their purpose.

# Executive Summary

21. The new structure and criteria will reflect the requirements of the Act, as will the new criteria adopted and Councils' allocation to the revised categories. The Tribunal will also determine which criteria individual Councils satisfy, which they will have an opportunity to address, having been invited to provide the Tribunal with the relevant, reliable information.

# Section 1 – Introduction

## Methodology

22. The Tribunal's inquiries are regulated by s 243 of the Act, which permit it to make such inquiry as it thinks necessary, before making a determination.

23. Section 248 requires Councils to pay Councillors fees which are fixed by reference to the minimum and maximum fees determined by the Tribunal. Section 239 also requires the Tribunal, at least once every 3 years, to determine categories for Councils and mayoral office and to place Councils into those categories.

24. The Tribunal's 2026 Annual Review commenced in October 2025 with the assistance of its Secretariat, when all Councils and the Association were invited to provide submissions about fees and categorisation. Its invitation asked that submissions be endorsed by Councils. All submissions received from Councils were endorsed. The Tribunal also received a submission from some individual Councillors and the Association.

25. Some twenty-five submissions were received from Councils, only some of which addressed fee increases. In its submissions the Association addressed proposed fee increases, as well as problems with the Determination flowing from the operation of the Act, proposed alterations to Council categories and the criteria by which they are allocated.

26. The Tribunal later met with representatives of 19 Councils, seven Councillors and the Association, who addressed written submissions and, in some cases, provided further data to support the submissions advanced. Not all of that provided was sourced from publicly available sources such as the Australian Bureau of Statistics and its reliability was thus not able to be assessed.

27. The Tribunal also had regard to the other information referred to in this report.

# Section 1 – Introduction

## Summary of submissions

28. Most of the submissions received focused on the inadequacies of the fees and the statutory system which requires them to be fixed as they are. Issues raised including that:

- The remuneration which the fees generate being grossly inadequate, not adequately compensating for the skills, knowledge and responsibilities the Act requires Councillors and Mayors in urban, regional and rural contexts to have and exercise;
- There has been significant, increasing complexity in the work which has to be undertaken, as well as an increase in the time it requires, without a change in remuneration to compensate for these changes;
- That including as the result of changes to the Code of Meeting Practice which Councils have to observe, which has resulted in increased expenses having to be born, for which there is no compensation;
- There is a need for a Deputy Mayor fee to be implemented, to reflect what this role now requires;
- That the current fee structure and meeting requirements act as a barrier to desirable skilled representation in local government, as well as to desirable diversity in that representation;
- It has also driven the loss of able and experienced representatives;
- The existing differences in fees received by Councillors and Mayors in Metropolitan Councils, by comparison to those received by those in Regional and Rural Councils, did not reflect the similarities in their roles and responsibilities. Nor the additional responsibilities which have to be undertaken in Regional and Rural Councils;
- The Determination drives politicisation of Councils, by requiring them to set their own fees within the minimum and maximum set by the Tribunal, which also put them into an undesirable position of conflict: ss 239 and 248; and

# Section 1 – Introduction

- Fees were out of step with those which are paid to Board members and those who accept appointments to advisory committees, with which comparisons were also sought to be drawn, but no concrete information was provided about.

29. On this review the Tribunal was urged to undertake a similar assessment of fees to that undertaken in 1995 and not to limit its consideration of what fee increase a cost of living adjustment would warrant. It was also urged to also consider the range of factors it has taken into account in the past, in determining what a cost of living adjustment should be.

30. Various submissions also urged the desirability of various other proposed legislative changes. For example:

- Introducing a new model of remuneration for Mayors and Councillors to replace the current fee based structure;
- Removing the Tribunal's obligations to fix maximum and minimum fees for Mayors and Councillors;
- Introducing a separate fixed fee for the Deputy Mayor position;
- Deputy Mayors receiving mayoral fees while acting as Mayor, but Mayors still continuing to be paid their Mayoral fees;
- Indexed pro rata remuneration; and
- Recognition that the work of Mayors and Councillors involves a full time job. As to which, it must be noted, no information provided to the Tribunal established this to be the case.

31. These matters are not within the Tribunal's control, but they will be drawn to the attention of the Minister.

32. The Tribunal accepting the importance of the various views raised by Councils, Councillors and the Association and as a result, will draw them to the attention of the Minister. But that

# Section 1 – Introduction

it has power to act on some of them on this review, has not been established, given the current statutory scheme.

33. The Tribunal also notes that consideration of future expected developments when Councils are categorised was also urged by some submissions. While others expressed satisfaction with the Council's current categorisation, as the basis for fixing its fees, while not addressing whether it still satisfied the applicable criteria. This will have to be revisited in the 2027 Annual Review.

34. If further submissions are then advanced, which provide a basis for different conclusions being arrived at about any of the above matters, they will of course be considered by the Tribunal. And if the Act is amended in response to what has been urged, the Tribunal will then undertake whatever statutory tasks it is given.

# Section 2 – 2025 Determinations

## 2025 Annual Determination

35. In 2025, the Tribunal received sixteen written submissions, which included two requests for re-categorisation. As a result, it reviewed population and other data relating to those Councils, to ensure categorisation was consistent with the applicable criteria.

36. The Tribunal found that the then current allocation of the Councils remained appropriate, with the exception of Mid Coast Council. As a result of it meeting the population benchmark, it was re-categorised from Regional Centre to Regional Strategic Area: 2025 Annual Determination report at [58]-[59].

37. The Tribunal also determined that the minimum and maximum fees applicable to each category would increase by 3% from 1 July 2025.

## 2025 Special Determination

38. The Tribunal also made a Special Determination in 2025, following the introduction of the *Local Government Amendment (Rural and Remote Councils) Act 2024* and the *Local Government (General) Amendment (Rural and Remote Councils) Regulation 2025*. Having on 6 June 2025 received a direction from the Minister for Local Government under s 242 of the Act, to determine the maximum and minimum fees for Appointed Councillors and the Chairperson for Central Darling Shire Council.

39. The effect of the legislation was to insert Schedule 11 into the Act, cl 3 permitting a Council to be designated as a Rural and Remote Council by regulation, as the Central Darling Shire Council was, when the Minister recommended that it met criteria specified by the regulation: cl 3(2). The Regulations now provide that a Council may be designated as a Rural and Remote Council if, at the time of designation, its area has a population of 5,000 persons or fewer as recorded in data series 1410.0–Data by Region published by the Australian Bureau of Statistics: r 413F.

# Section 2 – 2025 Determinations

40. Central Darling Shire Council is designated as a Rural and Remote Council for 10 years: r 413G. With the result that it must have six Councillors, one elected from each ward, as well as three appointed by the Minister r 413G(3).

41. The Minister must also appoint an appointed Councillor as chairperson of the Council: cl 10(1) sch 11. The Tribunal's determinations under s 241 do not apply to appointed Councillors: cl 12(2)(a) sch 11. But it must determine their maximum and minimum fees and may at any time amend such a determination: cl 12(2)(b) and (c) sch 11.

42. In its Special Determination the Tribunal determined a minimum fee of $13,830 and a maximum of $13,930 for appointed Councillors and a minimum of $72,080 and a maximum of $72,180 for the appointed Chairperson.

43. This Determination was relied on in this review to advance the Association's submissions that the functions of the appointed chairperson of Central Darling Shire Council are substantially the same as those of Mayors of other Rural Councils. With the result that their fees should be increased to similar amounts. That was supported by submissions advanced by some Councils.

# Section 3 – 2026 Review

## The relevant history

44. The submissions advanced require not only a consideration of the current fees and what the statutory scheme provides for, but also of the history by which they have been arrived at. As well as the impact of changes which have occurred.

45. The history was not addressed by the submissions advanced.

46. Relevantly, it includes that in 1994 the Tribunal undertook wide ranging consultations to establish what was then involved in the roles and functions of elected representatives of local government, conducting public hearings to obtain a representative cross section across the State.

47. It then examined matters such as Councillors' backgrounds and experience; community activities engaged in before and after election; time spent on meetings as well as preparation time; Council's functions and the issues and problems they had to deal with. As well as remuneration levels and ratios between Councillors and Mayors. The Tribunal having received submissions from 66 Councils, 7 County Councils, associations and the public: at page 3 – 5 of the 1994 Determination.

48. The functions of Councils and the roles of their elected officials under the Act were explained, with contrasts drawn with the predecessor 1919 legislation. Under which members of Councils "*were regarded in effect, as performing honorary community roles, with some provision for recompense for prescribed incurred expenses*": at 11 of the 1995 Determination.

49. Existing fees were then found not to adequately recompense those elected for the performance of their duties at regular Council meetings, special community and committee meetings, communication with the community and representing Council at functions: at 11

# Section 3 – 2026 Review

of the 1995 Determination. That requiring lengthy periods to be spent on Council business and associated interviewing, reading and preparation: at 12 of the 1995 Determination.

50. The Tribunal had regard to all such activities in setting fees under the 1993 Act, at a time when they were performed in addition to Mayors and Councillor's normal occupations: at 12 of the 1995 Determination. It then being the common experience that the substantial majority of Councillors and Mayors were involved in some other employment or engagement, either full-time or part-time.

51. The fees then fixed were based on an assumption that Councillors would also be recompensed for expenditure reasonably incurred in relation to their Council duties. That being a matter of discretion for each Council, according to the particular circumstances of that Council. That allowing them to determine the extent of any absorption of expenses in fees: at 16 of the 1995 Determination.

52. The minimum fees were determined on the basis that Councillors and Mayors were *"performing a community service in addition to their normal occupations"*: at 16 of the 1995 Determination. The usual practice being "*to programme the attendance of councillors and mayors outside normal business hours for meetings and other activities to accommodate their other time commitments. Their duties not requiring continuous attendance during the course of each working day."*: at 16 – 17 of the 1995 Determination.

53. And that *"The duties performed as mayor attract an additional fee for extra delegated duties and functions actually performed":* at 17 of the 1995 Determination. It was further explained at 19 of the 1995 Determination:

*"The minimum fees determined provide the statutory minimum payment for councillors and mayors. They are based on an assessment of the average council in each category. As - with any averaging, the fees may be generous for some councils but modest for others. The maximum fees provide the necessary ambit of discretion to enable each council to assess its performance compared with other councils in its category. Such discretion*

# Section 3 – 2026 Review

*enables each council to determine whether its performance as a whole compared with the other councils justifies a payment in excess of the minimum to its councillors and/or mayor. It is conceivable that because of significant delegations by a council to the mayor, this situation may warrant a fee greater than the minimum for the mayor, but not for councillors. The reverse situation could also apply."*

54. What was then being evaluated by the Tribunal being *"the knowledge, skills and community interests of councillors and mayors"*: at 19 of the 1995 Annual Determination.

55. This Determination also explained, in detail, how the categories were then arrived at. With various distinctions drawn between Metropolitan and Non-metropolitan Councils, with consideration of matters such as their size, population, assets and expenditure, amongst other factors. Consideration also then being given to the unique position of the Council of the City of Sydney.

56. It also explained how this related to the fees determined, given the relevant history. Which included a change from the original position under the 1919 Act, that Local Government elected officials had traditionally been seen as civic minded citizens providing a voluntary service to the community, being born in mind. As well as what had been recognised when the *Local Government (Payment of Fees) Amendment Act 1993* (NSW) was introduced. It recognising payment of a fee for attending to Council business, i.e., meetings, inspections, etc, which did not involve the payment of salaries: at 64-66 of the 1995 Annual Determination.

57. Consideration was also given to the statutory roles and responsibilities of Councils in other States and overseas, as well as of comparisons then sought to be drawn with members of Parliament.

58. It was not then accepted that local government representation had progressed to the status of an independent career. Even though some elected officers chose to spend their time, full time, on Council duties: at 69-70 of the 1995 Determination.

# Section 3 – 2026 Review

59. It was also explained that the minimum and maximum fee range fixed required Councils to each evaluate the functions and responsibilities which were actually performed by their Councillors: at 76 of the 1995 Determination.

60. After 1995, over time the fees fixed by the Determination have been increased by the Tribunal, to reflect changes it made to the categories of Councils which the Act required it to review regularly, in order to fix appropriate maximum and minimum fees.

61. In 2017 the Tribunal noted that what the Act required was "a categorisation model in which Councils with the largest number of features in common can be grouped together for remuneration purposes. This is not straightforward, as each Council has challenges and issues which are unique": at [16].

62. It then found that while the then existing criteria continued to provide an equitable and transparent model by which to differentiate Councils for the purposes of determining remuneration, there was some scope to refine the criteria to address a number of anomalies and to better reflect the composition of Councils after amalgamations: at [18] – [19] 2017 Annual Report.

63. It also sought to improve consistency and transparency in the allocation of Councils into categories, with the result that a number were either recategorised into an existing category, or a new category: at [19].

64. Fees were determined for the new categories, having regard to relativities between the existing groups: [54].

65. Fees were later increased to reflect not only cost of living increases, but also changes which the Tribunal made to Council categories and the applicable criteria. But for a time, the Tribunal's powers to increase fees were frozen and at other times available fee increases were capped, as the result of steps taken by Governments.

# Section 3 – 2026 Review

66. These changes to its discretions were explained in the Tribunal's various Annual Determinations. They help explain the complaints received on this review about the current fees, which it must be accepted, as a result, do not reflect all increases in the cost of living over time.

67. On the Association's approach, this has resulted in fees which no longer accurately reflect what the Tribunal first assessed, independently, in 1995.

68. In 2020 the Tribunal considered recategorisation proposals it received in 2019, about which it sought and received submissions: at [13]-[19] 2020 Annual Report. Then creating the new category of Regional Centre; renaming Regional City to Major Regional City and also adopting some changed criteria. As well as reordering the Regional Strategic Area criteria, considering that it warranted further differentiation.

69. It also altered the criteria for Metropolitan Medium and Metropolitan Large categories, with resulting changes for other categories: at [23]-[30]. In some cases, additional criteria being significant enough to warrant some Councils' categorisation into a group with a higher population: at [30]. Fees were set to reflect resulting activities: at [69].

70. In 2023 the Tribunal sought to improve consistency of the criteria and also adopted non-resident population criteria for some categories, with resulting reclassification of some Councils: at [23]-[25] 2023 Annual Report. As well as creating two new categories, Rural Large and Metropolitan Major, to bridge identified gaps: [26]-[36].

## 2026 Annual Review process - Fees

71. As explained, this year's submissions pursued various concerns about the current fees. They not being considered to adequately compensate for the skills and knowledge Councillors and Mayors are required to exercise, or the time they have to spend in performing the duties of their offices, given considerable changes over time. In

# Section 3 – 2026 Review

considerable part this having been driven by population increases and changes introduced by Governments.

72. The view repeatedly urged being that current fees result in a considerable barrier to desirable diversity in representation in local government, as well as problems in attracting and retaining suitably qualified people to stand for and remain in office, when elected.

73. The Tribunal accepts that there are such problems, given the information and submissions it has received.

74. There were various submissions that an increase was necessary, given the increased cost of living. But few submissions addressed the quantum of the increase. Narrabri Council urging a 10% increase and Lake Macquarie a 3-4% increase. Another that fees should be doubled. Other submissions urging that Mayoral fees be increased substantially to reflect the 2025 Special Determination. The Association and some Councils also seeking increases which resulted in fees similar to the remuneration paid in Queensland and Victoria.

75. The City of Sydney Council did not seek such increase in the fees payable to the Lord Mayor, but urged very substantial increases for Councillors. Some Councillors also providing, late, further information which the Tribunal did not have the opportunity to give adequate consideration to, given all they have raised and the time frame in which this review must be completed.

76. Some submissions also urged an increase in fees of rural and regional Councillors and Mayors, to assist in addressing low candidature numbers.

77. The Association also urged that a significant increase in fees was needed to:

*"1. Ensure that Councillors and Mayors in New South Wales do not continue to experience fee erosion flowing from the former NSW Public Sector Wages Policy;*

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*2.Reflect the current economic climate in New South Wales and adjust fees according to recent and relevant economic data; and*

*3. Recognise the increasing demands and time commitment required of elected local government representatives."*

78. The Association noting that the repeal of s 146C of the *Industrial Relations Act 1996* (NSW) had the result that the Tribunal is no longer constrained by a cap when awarding fee increases. And urging that the Tribunal accept that current fees were manifestly inadequate, not properly reflecting as they needed to, the current responsibilities and role of elected Council officials. That preventing Councils' financial stability and also deterring quality candidates, of all backgrounds, pursuing civic office, which was not in the public interest.

79. It also submitting that fees should now be assessed on the basis that the work of elected officials was valued at more than 8 hours per week, at the rate of the national minimum wage. It also advanced economic and wage data to support these arguments

80. The submissions thus drew comparisons with:

- The salary paid to members of parliament under the *Parliamentary Remuneration Act 1989* (NSW);
- Remuneration which Mayors and Councillors of Queensland Councils are paid under the *Local Government Act 2009* (QLD) and the *Local Government Regulation 2012* (QLD); and
- Allowances which Victorian Mayors and Councillors receive, fixed by the Victorian Independent Remuneration Tribunal under s 39 of the *Local Government Act 2020* (VIC).

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81. Specific examples were also relied on. Including, for example, that Councillors in Townsville are paid a maximum remuneration of $135,123, while those in Liverpool are paid a maximum fee of only $34,820. While in the case of Mayors the comparison was $225,206 to $136,290.

82. The difficulty with such comparisons is that the other legislative schemes relied on, do not provide for a fee based structure of the kind for with the Act provides for NSW Mayors and Councillors.

83. Parliamentarians in this State, for example, receive a basic salary and an electoral allowance payable as compensation in respect of all incidents of the performance of their parliamentary duties (other than those compensated or reimbursed by other additional entitlements): s 4 and 10(2B) of the *Parliamentary Remuneration Act 1989* (NSW).

84. Still, some submissions relied on an observation in the 2024 Parliamentary Remuneration Tribunal Annual Report, where I, in my capacity as Parliamentary Remuneration Tribunal, said at [28] that:

*"Not only should Members of Parliament be fairly remunerated for their important and challenging work, within the State's means, but it must also be remembered that such remuneration and the other conditions and entitlements provided by the Determination play a real role in attracting people of high intellect, integrity and vigour to stand for election to the Parliament. People who have the necessary skills to perform such work well and who are prepared to devote their time to serving the public interest, rather than only their own interests. Appropriate salary and conditions also help to ensure that such people are also prepared to continue seeking re-election in order to continue performing the important work of their offices."*

85. The view urged being that those observations also apply to NSW Councillors and Mayors, given the valuable, time consuming and challenging work which their roles now require them to perform.

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86. While the Tribunal was not provided with information which would provide a basis for the acceptance of these opinions, support for them can be found in s 232 of the Act, which explains the important roles which Councillors play. As well as in s 233A, which specifies the oath of office which they must take after election. By which they promise to undertake the duties of their office in the best interests of the people of their Council area and that they will faithfully and impartially carry out their functions, powers, authorities and discretions.

87. Despite this and no matter how earnestly held, it is not presently apparent how these views can be acted on by the Tribunal, given the current legislative scheme. All of them seeming to depend on the Parliament amending this State's Act, to provide for Mayors and Councillors to receive remuneration or salary, rather than a fee for office.

88. As has been explained in past Annual Determinations, that is not a matter within the Tribunal's control.

89. The 20 May 1993 Second Reading speech to the Act explains how its terms were arrived at. As the result of a lengthy bipartisan reform process, following enquiry into changes required to be made to the then frequently amended predecessor 1919 legislation: Hansard p 2414. The Tribunal's 1994 Determination explains the process by which it initially fixed fees and the subsequent Annual Determinations, how they have been increased over time.

90. Tribunal Determinations have thus explained that Mayors and Councillors are paid a fee for the services which they volunteer to provide when they are elected, not a salary. Section 241 still obliges the Tribunal to fix such a fee. It follows that it does not have the power to determine that they should be paid a salary, or remuneration.

91. Little Information was provided on this review to support the submissions which urged the view that the current statutory fee model is no longer appropriate. The significantly increased and more responsible work which it is widely considered now falls to Councils

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to perform and what that requires of its Mayor and Councillors, helps explain why it is also widely considered that legislative change is now desirable.

92. Such information is relevant to the determination of an increase in fees. But the Tribunal has no power to act on the view that the current statutory fee based model no longer remains appropriate. Nor to determine that a remuneration based model such as that contained in the Queensland and Victorian legislation should be adopted in this State. Nor what such remuneration should be.

## Conclusions about general fee increase in 2026

93. The Tribunal has considered all it has received, together with the other matters referred to in this report, having been assisted by its two assessors: s 236. Meeting with them to consider their views about the submissions the Tribunal received and the exercise of its functions on this review.

94. The result is the Tribunal's conclusions that:

- All fees should be adjusted from 1 July 2026 by **3.7%** to reflect changes in the cost of living, in the expectation that there will be further increases in those costs, driven by the consequences of the war in the Middle East, which is already having adverse impacts on the entire Australian community;
- To make no other adjustments to fees on this review, but to invite the submissions further explained below, in the 2027 Annual Review. The Tribunal accepting that changes have occurred which ought to be reflected in the fees fixed by the Determination. But also considering that further information and consideration is required, before conclusions can be arrived at about how those changes can be fairly reflected by a further fee adjustment.

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95. The Tribunal thus accepts that it is time to undertake a review of the kind the Association proposed, but has concluded that it cannot be undertaken in this review. That explaining the process which the Tribunal proposes to undertake in 2027, explained in section 4.

## The same fee structure for all Mayors and Councillors

96. Remuneration for a Mayor or Councillor not being based on geographical location was also urged by submissions advanced. A number contending that the role of a Mayor and Councillor was fundamentally the same, requiring the same skills, knowledge, experience and responsibilities regardless of location. With the result that the fees of Regional and Rural Mayors should be increased to that of their Metropolitan colleagues.

97. These submissions cannot be accepted. The Act requiring the Tribunal to fix appropriate categories of Council, having regard to specified criteria. The Determination's history and criteria helping to explain differences recognised by the categories. Which the Tribunal must reflect in the minimum and maximum fees fixed for each category.

98. These submissions did not pay necessary regard to these statutory requirements, which are not for the Tribunal to ignore or abandon.

99. The Act does not permit the Tribunal to fix the same fees for all Mayors and Councillors, irrespective of their category. If it were to be found that the fees for Mayors and Councillors of different categories ought to be completely the same, that would necessarily reflect that those Councils ought to fall within the same category.

## Fees for Deputy Mayors

100. The Act also does not permit the Tribunal to fix a separate fee for Deputy Mayors. Despite which the issue of a distinct fee within the Determination for the role of Deputy Mayor was once again pressed, as it has been on past reviews. That being supported on this review

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by reports of Mayors being unable to perform the functions of their offices, which had to be taken on by Deputy Mayors, without receiving any resulting additional fees.

101. One submission was that Deputy Mayors undertake significant responsibilities, which the Act fails to adequately recognise or remunerate. Another that a Deputy Mayor must also step in to represent the Mayor when unavailable, chairs committees and plays a pivotal role in decision making and advocacy.

102. The submissions thus urged that the fee structure recognise the additional workload and responsibility that comes with the role of Deputy Mayor.

103. The issue of fees for the role of Deputy Mayor was explained in the 2024 Annual Determination at [53]-[55] and in the 2025 Annual Determination at [62]- [65]. What was there explained was not addressed in the submissions.

104. Section 249 (5) still permits a Council to "pay the Deputy Mayor (if there is one) a fee determined by the Council for such time as the Deputy Mayor acts in the office of the Mayor. The amount of the fee so paid must be deducted from the Mayor's annual fee." That requires a decision of Council and cannot be dictated by either the Mayor or a Deputy.

105. The submissions advanced reveal that some Councils have chosen not to exercise this power. With the result that the Deputy Mayor who took on functions the Mayor was unable to perform for a period, received no additional fees to reflect the increased duties taken on. That is an available outcome under the Act and remains a matter for each Council to determine. It is not within the control of Mayors.

106. Still, there having been no change to the Act which would permit the Tribunal to determine a distinct fee for the position of Deputy Mayor, must result in the submissions advanced being rejected. It will, however, draw the issues raised to the Minister's attention.

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## Setting of Fees by Councils

107. Concerns regarding the setting of minimum and maximum fees by Councils, still required by s 241, was also again raised by some submissions. A number calling on the Tribunal to set only one mandatory fee for each category. Another suggesting that the Tribunal could increase the minimum fees to the same amount as the maximum fee level. Another, advocating repeal of s 241 of the Act.

108. Such change was urged because it was considered that this would result in desirable equality of fees and remove the potential for politicisation of fee setting, and potential conflicts of interest. That also enhancing relationships with the community.

109. In the same way as the Court of Appeal recently explained in *Director of Public Prosecutions (NSW) v President of the Legislative Council of New South Wales* [2026] NSWCA 20 [57], the Tribunal is satisfied that it cannot do indirectly, what the Act does not permit it to do directly.

110. It follows that these submissions must also be rejected. But this issue will also be drawn to the Minister's attention.

111. In the 2027 Annual Review, submissions will be invited about the appropriate range between the minimum and maximum fees for the categories then determined.

## 2026 Annual Review process – category review

112. In determining Council categories, the Tribunal is required to have regard to the matters specified in s 240 of the Act, namely:

- The size of areas;
- The physical terrain of areas;

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- The population of areas and the distribution of the population;
- The nature and volume of business dealt with by each Council;
- The nature and extent of the development of areas;
- The diversity of communities served;
- The regional, national and international significance of the Council;
- Such matters as the Remuneration Tribunal considers relevant to the provision of efficient and effective local government; and
- Such other matters as may be prescribed by the regulations.

113. The categories of County Councils also require regard be paid to the functions of County Councils: s 240(2). They are specified in s 394 of the Act to be any one or more of the functions of a Council under the Act or any other Act, in accordance with a proclamation made for the purpose of Part 5 of the Act.

114. The Tribunal last reviewed the categories of Councils and mayoral offices in 2023. The current categories in 2026 attracting the increased minimum and maximum fees earlier explained. With the result that some of them continue to overlap considerably, others being but little different and some not readily able to be reconciled.

115. This helps explain why the Tribunal has concluded that limited change is warranted on this review, without the more extensive review of categories, criteria and resulting appropriate fees which will be undertaken in 2027. In order to ensure that the statutory intent is achieved by the Determination. On that review all Councils will be asked to provide reliable, comparable and publicly available data, on which the Tribunal's decisions can then fairly be made.

116. The purpose of the categories and the specified criteria is to enable the Tribunal to annually determine the maximum and minimum amounts of fees to be paid to Mayors and Councillors in each of the categories it determines: s 239.

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117. They having no other statutory purpose, it is difficult to see the reason for a number of current categories attracting overlapping fees; there being limited differences between the fees attracted by other categories, while fees for the Chairperson of the Darling Shire Council are very substantially higher than those paid to very many Mayors.

118. This and the submissions advanced also raise the question of whether the categories and criteria provided by the 2023 Annual Determination, adjusted in the limited way explained by this Determination, adequately reflect the requirements of the Act. As well as whether they continue to remain appropriate and fit for purpose or require further review.

119. The matters specified in s 240(1) driving the need to take into account relevant statistical and demographical data, such as that sourced from the Australian Bureau of Statistics and the Office of the Local Government and Planning NSW, to which regard has been paid in the past. As well as to data provided by Councils about their particular areas and operations, which also have to be taken into account.

120. One of the difficulties on this review was that the Tribunal had no up to date data about the position of the majority of Councils, which would enable it to determine whether the current category and criteria continue to be fit for purpose, given the requirements of s 240. As well as whether the categories into which Councils are currently placed, remain appropriate.

121. The history of the categories established by past Determinations began in 1994, when there were more Councils in existence and fees were fixed having regard to past history. In 1995, 5 categories were established, with three special categories then also continuing, S1 – Sydney City Council, S2 Newcastle and Wollongong City Councils and S3 – County Councils.

122. In the Tribunal's ongoing 3 yearly reviews since then, categories have been altered, merged and increased for various reasons, including to reflect Council mergers. A new model being adopted in 2017 when the number of Councils was reduced to 128. That

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having established 5 Metropolitan categories and 4 Non Metropolitan categories. In 2020 criteria for some categories were altered, two new categories created and one renamed.

123. In 2023 a further two new categories were created, three Councils which met the criteria thresholds for existing categories were reclassified and criteria consistency improved by the inclusion of the non-resident population, for a number of categories. A consideration permitted by s 240(1), which enables the Tribunal to have regard to such matters as it considers relevant to the provision of efficient and effective local government. The County Council categories remaining unchanged.

124. Submissions advanced in 2026:

- Sought the creation of 2 new categories;
- Proposed recategorisation of 7 Councils - Parramatta, Lake Macquarie, Murray River, Port Macquarie-Hastings, Randwick, Shellharbour and Willoughby Councils;
- Sought that one category revert to a previous name;
- questioned the suitability of current criteria; and
- Urged the Tribunal to take into account other matters which Council now consider to be relevant to the determination of categories and their categorisation. Visitor numbers, being the best example.

125. If accepted, these submissions require consideration of how these aims could properly be reflected in the category criteria, which the submissions did not address.

126. It also appears that there may, in 2026, be further Council demergers, which will also necessitate consideration of the categories and Council allocations, in order that appropriate fees are fixed for their Councillors and Mayors in 2027.

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127. This all helped drive the Tribunal's conclusion that further change is required to current categories and criteria. But that the submissions and information it has received on this review, did not enable final views to be formed about what those changes should justly be. That will be revisited in the 2027 Annual Review.

## Correction of an identified anomaly

128. The current category allocations and criteria appear in the 2025 Annual Determination at Section 5 and Appendix 1 respectively.

129. One required change which has been identified results from an anomaly. The criteria for the category Regional Strategic contains the following sentence:

*Currently, only Lake Macquarie Council meets the criteria to be categorised as a Regional Strategic Area. Its population and overall scale of Council operations will be greater than Regional Centre Councils.*

130. This is incorrect. There currently being 5 Councils classified as Regional Strategic: Lake Macquarie, Maitland, Mid-Coast, Shoalhaven, and Tweed. As a result, this erroneous statement has been removed from Appendix 1 of the 2026 Annual Determination.

## Proposed renaming of "Principal CBD" as the "Principal City"

131. This change in name was urged in order to revert to a prior category name, the Council submitting that this would properly recognise its regional, national and international significance, which extended beyond the Sydney CBD. As well as reflecting significant increases in the roles and responsibilities of its Councillors, in Australia's only global city and to ensure that fees they receive appropriately reflect their responsibilities.

132. The submission explained alterations, over time, to the area which the Council covers. It now having eight distinct economic precincts, as the result of the area added to the City in

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2004: the Harbour, City North, Pyrmont, City South, Eastern Creative, Tech Centre West, Entertainment and Recreation and Southern Enterprise. That having had an impact on representation and other matters relied on to advance a proposed significant increase in Councillors' fees.

133. It was in 2017 that the name change from Principal City to Principal CBD was introduced as part of a restructure which reflected the evolving shape of local government in the State. That retaining the Council of the City of Sydney in its own category, while recognising the emergence of the second CBD in Sydney at Parramatta.

134. The Tribunal can see no disadvantage from the proposed name change. But is still not persuaded that it should now be adopted, without consideration being given to such a change within the wider review proposed for 2027.

135. No change having been proposed to either the criteria which apply to this category, or to the Major CBD category into which only the Council of the City of Parramatta falls. It recognising Parramatta to be the secondary CBD, which some submissions urged was no longer appropriate.

## Proposed reclassification of City of Parramatta Council from Major CBD to Principal CBD

136. Council sought to be recategorised from the Major CBD to Principal CBD category, to better reflect its size, rate of growth, economic influence, operational budget and strategic and geographical importance.

137. Council also submitting that it plays a leading role in Greater Sydney's advancement. With factors relied on including:

- 30% of Australia's top 500 companies have offices located in Paramatta;

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- The city is accessible to 2.3 million people within 45 minutes, by car or public transport;
- Creative and cultural institutions such as Riverside Theatre, Olympic Park and the upcoming Powerhouse Paramatta museum are located there;
- As is a large Health and research precinct which includes six (6) universities and Westmead Hospital;
- The Engineering and Innovation Hub, as well as Western Sydney Startup Hub also being located within the LGA; and
- It having the second largest economy, which generates a gross regional product of $32.88 billion, and 33,000 businesses with over 202,000 jobs.

138. What was advanced did not accord with submissions advanced by some other Councils.

139. The Tribunal is not persuaded that the City of Parramatta Council is incorrectly categorised or satisfies the criteria of Principal CBD, which reflect the unique position of the Council of the City of Sydney. Nor did it advance any changed criteria which would fairly capture both its position and that of the Council of the City of Sydney. That the two can fairly be equated, has also not been established.

140. The Determination has long recognised the distinct role which the Council of the City of Sydney plays, with the result the higher fees its Mayor and Councillors receive, which is reflected in the current criteria:

*The Council of the City of Sydney (the City of Sydney) is the principal central business district (CBD) in the Sydney Metropolitan area. The City of Sydney is home to Sydney's primary commercial office district with the largest concentration of businesses and retailers in Sydney. The City of Sydney's sphere of economic influence is the greatest of any local government area in Australia.*

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*The CBD is also host to some of the city's most significant transport infrastructure including Central Station, Circular Quay and International Overseas Passenger Terminal. Sydney is recognised globally with its iconic harbour setting and the City of Sydney is host to the city's historical, cultural and ceremonial precincts. The City of Sydney attracts significant visitor numbers and is home to 60 per cent of Metropolitan Sydney's hotels.*

*The role of Lord Mayor of the City of Sydney has significant prominence reflecting the CBD's importance as home to the country's major business centres and public facilities of state and national importance. The Lord Mayor's responsibilities in developing and maintaining relationships with stakeholders, including other Councils, state and federal governments, community and business groups, and the media are considered greater than other mayoral roles in NSW.*

141. The submission and data advanced did not establish that Parramatta satisfies these criteria. Nor a basis for the conclusion that its Mayor and Councillors should receive the same fees as those received by the Mayor and Councillors of the City of Sydney.

142. The criteria which apply to its category, Major CBD, being:

*The Council of the City of Parramatta (City of Parramatta) is the economic capital of Greater Western Sydney and the geographic and demographic centre of Greater Sydney. Parramatta is the second largest economy in NSW (after Sydney CBD) and the sixth largest in Australia.*

*As a secondary CBD to Metropolitan Sydney the Parramatta local government area is a major provider of business and government services with a significant number of organisations relocating their head offices to Parramatta. Public administration and safety have been a growth sector for Parramatta as the State Government has promoted a policy of moving government agencies westward to support economic development beyond the Sydney CBD.*

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*The City of Parramatta provides a broad range of regional services across the Sydney Metropolitan area with a significant transport hub and hospital and educational facilities. The City of Parramatta is home to the Westmead Health and Medical Research precinct which represents the largest concentration of hospital and health services in Australia, servicing Western Sydney and providing other specialised services for the rest of NSW.*

*The City of Parramatta is also home to a significant number of cultural and sporting facilities (including Sydney Olympic Park) which draw significant domestic and international visitors to the region.*

143. The assumptions reflected in these criteria were challenged by other Councils as no longer being correct. Blacktown Council relying, for example, on data which showed that its residential population in 2024 was considerably greater than that of Parramatta, 274,956 to 438, 843. As was its total population, including workers not residing within its area.

144. The data received helped drive the conclusion that the current criteria may no longer be fit for purpose. And that further consideration needs to be given to what appropriate categories now are and what criteria should apply to them.

145. But the reclassification proposed on this review, cannot be accepted.

## Proposed new Metropolitan Major – High Growth Category

146. Blacktown City Council sought the creation of a new category, Metropolitan Major – High Growth, for which it did not advance either criteria, or proposed fees.

147. It is now classified as a Metropolitan Major Council, together with Canterbury Bankstown. They having both last been assessed as falling below the Major CBD category, into which only the City of Parramatta falls. The current criteria for the Metropolitan Major category are:

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*Councils categorised Metropolitan Major will typically have a minimum residential population of 400,000.*

*Councils may also be categorised Metropolitan Major if their residential population combined with their non-resident working population exceeds 400,000. To satisfy this criteria the non-resident working population must exceed 50,000.*

*Other features may include:*

- *total operating revenue exceeding $300M per annum*
- *the provision of significant regional services to greater Sydney including, but not limited to, major education, health, retail, sports, other recreation and cultural facilities*
- *significant industrial, commercial and residential centres and development corridors*
- *high population growth.*

*Councils categorised as Metropolitan Major will have a sphere of economic influence and provide regional services considered to be greater than those of other Metropolitan Councils.*

148. Blacktown contended that the proposed new category would recognise larger, more complex Councils which exceed the criteria of Metropolitan Major. It being relevant that it would continue to outstrip Parramatta in various respects, given its current and expected ongoing growth. This new category thus facilitating fair and appropriate adjustments to the remuneration payable to Mayors and Councillors.

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149. The Council relying on data such as population, budget and asset growth, as well as 'transformational' projects and ongoing developments which had driven further change and challenges for it and its officers, reflective of its strategic planning and economic sphere of influence. It claiming now to be the fourth largest economy in NSW, with significant plans for further growth to 2041.

150. It also relied on comparisons which it sought to draw with Canterbury-Bankstown, from which it said it is now differentiated by a range of factors, which it is not necessary to explain.

151. What was not advanced was either proposed criteria for the new category sought, nor fees which might fairly attach to it. The Council placing reliance on what parliamentarians are paid in NSW, a reliance which I have explained is not available under the current statutory scheme.

152. The difficulty with what was proposed is also revealed by the limited difference between the maximum and minimum fees for the existing categories, which reflects an assessment that the work involved cannot be significantly differentiated.

153. Nor can it be accepted that it is appropriate for criteria to be based on anticipated growth in population, infrastructure, assets or budgets, as this and some other submissions urged. That is not embraced by s 240 of the Act. Nor can anticipated developments be accepted to be a reliable basis on which decisions can fairly be made about categories or criteria, depending as they do on assumptions.

154. The basis of what is anticipated at a particular point in time being unlikely to be able to be established by independent, reliable and publicly available data, which will allow relevant comparisons to be drawn. And the adoption of such criteria giving rise to the difficulties which will result, if what is anticipated, does not come to pass.

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155. It may also not be overlooked that when the submissions were received, Major CBD Mayoral fees ranged from $44,840 to $126,320, while those in Metropolitan Major Councils ranged from $44,840 to $114,300. This helps explain why the view has to be taken that there is little purpose to be served by the adoption of the proposed new category, which would sit between the existing categories.

156. Particularly without identification of criteria which reflect its true differentiation from the existing categories. That such differentiation does not exist, is reflected in the current small differences in fees for the existing categories.

157. The result is that the Tribunal has not been persuaded that the proposed new category can be established.

158. If in the 2027 review the establishment of new categories is pursued, the Tribunal should be provided with a proposal which addresses not only the name of the proposed category, but also appropriate criteria, together with the maximum and minimum fees which are proposed. They will have to have appropriate relationships with other categories, which will also have to be explained by the submission.

159. As will the consequences of their adoption for other Councils which may be affected. Such Councils will also have to be given an opportunity to be heard, before the Tribunal comes to any conclusions about proposed new categories. That will be achieved by service of the proposed change on other affected Councils.

## Metropolitan Major

160. No Council sought any alteration to the criteria or recategorisation to this category.

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## Metropolitan Large

161. Both Randwick and Willoughby Councils sought to be recategorised as Metropolitan Large Councils, currently being categorised as Metropolitan Medium. Despite neither satisfying the population threshold, although Randwick does satisfy the revenue criteria. Their total populations as at 1 July 2025 being, 176,656 and 133,052 respectively, including non-resident workers.

162. Randwick City Council sought to be reclassified from Metropolitan Medium to Metropolitan relying on:

- Population estimates as at 1 July of 201,000, comprising of 156,000 residents and 45,000 non- resident working population;
- A high population growth that regularly exceeds the Sydney average;
- An operating revenue of $221 million;
- A Gross Regional Product of $10.55 billion for the year ending June 2024;
- The provision of reginal services, including major education, health, sporting, recreation and cultural facilities; and
- Significant industrial, commercial and residential centres and development corridors.

163. Willoughby City Council contending that it exceeded the functions of a typical Metropolitan Medium Council, relying on:

- A population as at 30 June 2024 of 79,634 with a growth rate of 5.47% between 2022 and 2024;
- A forecast for continued population growth due to the planned construction of additional dwellings, the likely impact being an increase of 15,000 to 20,000 people in coming years;

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- A high daily visitation rate driven by the employment and commercial hub of Chatswood with opal data showing in excess of 50,000 entries and exits per day at Chatswood station;
- Total revenue of $187.9 million for the 2025/2026 financial year;
- A Gross Regional Product of $13.11 billion for the year ending June 2024; and
- The provision of regional services in health, education, culture, transport and two (2) large retail precincts.

164. The current criteria are:

*Councils categorised as Metropolitan Large will typically have a minimum residential population of 200,000.*

*Councils may also be categorised as Metropolitan Large if their residential population combined with their non-resident working population exceeds 200,000. To satisfy this criteria the non-resident working population must exceed 50,000.*

*Other features may include:*

*• total operating revenue exceeding $200M per annum*

*• the provision of significant regional services to greater Sydney including, but not limited to, major education, health, retail, sports, other recreation and cultural facilities*

*• significant industrial, commercial and residential centres and development corridors*

*• high population growth.*

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*Councils categorised as Metropolitan Large will have a sphere of economic influence and provide regional services considered to be greater than those of other Metropolitan Councils.*

165. It follows that the recategorisation sought by Randwick and Willoughby Councils cannot be accepted, given the current population requirements.

166. The data also suggested that the Inner West Council may no longer satisfy the applicable criteria, it having been reclassified in 2020 from Metropolitan Medium, but having in 2024 non-resident workers of only 43,100 and a residential population of 193,125. In the 2027 review this Council will thus be invited to establish which criteria it then satisfies.

167. The data also shows that Campbelltown Council has a total population over the threshold for the Metropolitan Large category, but that it does not satisfy the non-resident working population criteria and so it also cannot be reclassified.

## Metropolitan Medium

168. No changes were sought to the criteria, which are:

*Councils categorised as Metropolitan Medium will typically have a minimum residential population of 100,000.*

*Councils may also be categorised as Metropolitan Medium if their residential population combined with their non-resident working population exceeds 100,000. To satisfy this criteria the non-resident working population must exceed 50,000.*

*Other features may include:*

- *total operating revenue exceeding $100M per annum*

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*• services to greater Sydney including, but not limited to, major education, health, retail, sports, other recreation and cultural facilities*

*• industrial, commercial and residential centres and development corridors • high population growth.*

*The sphere of economic influence, the scale of Council operations and the extent of regional servicing would be below that of Metropolitan Large Councils.*

169. Canada Bay, a Metropolitan Small Council, does satisfy the revenue criteria and has a total population of over 100,000, but it does not satisfy the non-resident working population criteria and so also cannot be recategorised.

## Proposed new Metropolitan Small – Fast Growing category

170. Burwood Council, categorised as a Metropolitan Small Council**,** proposed the creation of this new category, in which it sought to be included. It proposing that it be 'aligned' to the Metropolitan Medium category, to recognise its scope, scale and strategic importance, given the challenges of rapid population growth and increasing service demands it faced.

171. The criteria for the Metropolitan Small Council are:

*Councils categorised as Metropolitan Small will typically have a residential population less than 100,000.*

*Other features which distinguish them from other Metropolitan Councils include:*

*• total operating revenue less than $150M per annum.*

*While these Councils may include some of the facilities and characteristics of both Metropolitan Large and Metropolitan Medium Councils the overall sphere of economic*

# Section 3 – 2026 Review

*influence, the scale of Council operations and the extent of regional servicing would be below that of Metropolitan Medium Councils.*

172. Burwood Council pointed to the criteria for Metropolitan Major, Large and Medium categories, which were considered to have regard to population growth, economic influence and impact of services, as well as considerations such as strategic importance. While Metropolitan Small criteria were confined to population size and operating revenue. It contending that its inclusion in the proposed new category was warranted due to:

- Its recognition by the NSW Government as a designated strategic centre;
- Increased complexity in planning, service delivery, and intergovernmental coordination;
- A population that is expected to double in the next 10 years due to major developments in the town centre and in close proximity to the new metro station; and
- Its economic growth and influence across Greater Sydney, specifically its night time economic initiatives.

173. The Tribunal has not concluded that the creation of this proposed new category is warranted, given the existing criteria and the resulting fees which the current categories attract.

174. Given the existing overlap in the fees of the Metropolitan Small and Medium categories and how their criteria are structured, the Tribunal is not persuaded that an intervening category is needed.

175. These submissions did help shed light on the inherent difficulties of the existing fee structures. Which has to be considered in light of the overlaps and small differences in the fee ranges between the differing categories. But that still precludes the adoption of this proposed new category.

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## Metropolitan Small

176. No change to the criteria was proposed. They are:

*Councils categorised as Metropolitan Small will typically have a residential population less than 100,000.*

*Other features which distinguish them from other Metropolitan Councils include:*

- *total operating revenue less than $150M per annum.*

*While these Councils may include some of the facilities and characteristics of both Metropolitan Large and Metropolitan Medium Councils the overall sphere of economic influence, the scale of Council operations and the extent of regional servicing would be below that of Metropolitan Medium Councils.*

## Major Regional City

**177.** This category applies to Newcastle and Wollongong, and no change was sought to the criteria, which are:

*Newcastle City Council and Wollongong City Councils are categorised as Major Regional City. These Councils:*

- *are metropolitan in nature with major residential, commercial and industrial areas*
- *typically host government departments, major tertiary education and health facilities and incorporate high density commercial and residential development.*

# Section 3 – 2026 Review

*• provide a full range of higher order services and activities along with arts, culture, recreation, sporting and entertainment facilities to service the wider community and broader region*

*• have significant transport and freight infrastructure servicing international markets, the capital city and regional areas*

*• have significant natural and man-made assets to support diverse economic activity, trade and future investment*

*• typically contain ventures which have a broader State and national focus which impact upon the operations of the Council.*

## The proposed change to the Major Strategic Area criteria

178. Lake Macquarie Council proposed a change to the criteria of this category, which would result in its reclassification from Regional Strategic Area to the Major Strategic Area category. By reducing the population threshold from 300,000 to 200,000. That proposal not impacting any other Council.

179. The submissions it advanced were one of the few which directed required attention to matters which have to be considered by the Tribunal, when considering change to categories and criteria. Including the relevant history, the consequences of changes earlier made, relevant comparisons between positions of Councils in the affected category and the consequences of the proposed further change.

180. The current criteria for the two categories are:

***Major Strategic Area***

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*Councils categorised as Major Strategic Area will have a minimum population of 300,000. To satisfy this criteria the non-resident working population can be included. Other features may include:*

- *health services, tertiary education services and major regional airports which service the surrounding and wider regional community*
- *a full range of high-order services including business, office and retail uses with arts, culture, recreation and entertainment centres*
- *total operating revenue exceeding $250M per annum*
- *significant visitor numbers to established tourism ventures and major events that attract state and national attention*
- *a proximity to Sydney which generates economic opportunities.*

*Currently, only Central Coast Council meets the criteria to be categorised as a Major Strategic Area. Its population, predicted population growth, and scale of the Council's operations warrant that it be differentiated from other Non-metropolitan Councils. Central Coast Council is also a significant contributor to the regional economy associated with proximity to and connections with Sydney and the Hunter Region.*

***Regional Strategic Area***

*Councils categorised as Regional Strategic Area are differentiated from Councils in the Regional Centre category on the basis of their significant population and will typically have a residential population above 100,000. To satisfy this criteria the non-resident working population can be included. Other features may include:*

# Section 3 – 2026 Review

- *health services, tertiary education services and major regional airports which service the surrounding and wider regional community*

- *a full range of high-order services including business, office and retail uses with arts, culture, recreation and entertainment centres*

- *total operating revenue exceeding $250M per annum*

- *significant visitor numbers to established tourism ventures and major events that attract state and national attention*

- *a proximity to Sydney which generates economic opportunities.*

*Currently, only Lake Macquarie Council meets the criteria to be categorised as a Regional Strategic Area. Its population and overall scale of Council operations will be greater than Regional Centre Councils.*

181. In 2023 the Tribunal determined that the population criteria threshold for the Regional Strategic Area had to be adjusted from 200,000 down to 100,000, that resulting in Lake Macquarie Council no longer being the only Council in this category. Council reiterated its views, urged in 2024 and 2025, that this change had distorted the distinction between the Major Strategic Area and Regional Strategic Area categories, given the other Councils which now also fell into the Regional Strategic category.

182. The Council's population statistics in 2024 were of 221,859 residents, plus a non-resident working population of 23,769, totalling 246,095. It drew a comparison with that of the Central Coast Council, which has 354,803 residents, plus a non-resident working population of 11,043, totalling 365,846. While of the four other Councils categorised as Regional Strategic Areas, the greatest total population was Shoalhaven, which has 115,435.

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183. The Council also relied on it having similar gross regional product to Wollongong Council, a Major Regional City. As well as more than double that of the other Councils now in the Regional Strategic category. Its case that the population threshold for Major Strategic Area should be revised from 300,000 down to 200,000 also being supported by:

- Its population, now making it the second largest Non-metropolitan Council after Central Coast with proximity to Sydney and tourist numbers similar to that Council;
- Its density of some 338/sqm, being considerably more than Maitland at 245, Tweed and 76 and Shoalhaven only 24, while Central Coast was 211 and even Wollongong 324;
- Its predicted population growth to 2046, with resulting ongoing building demand;
- The impact of major NSW Government projects within its LGA, including the Low and Mid-rise Housing reform announced in February 2025;
- The Renewable energy zone and Transport Oriented Development Program;
- An annual economic output of $30.03 billion, (approximately 20% of the Hunter economy);
- 14,768 active businesses;
- A Gross Regional Product of $17.39 billion;
- A tourism industry that sees 1.65 million tourists per year; and
- University, shopping, airport and art facilities, as well as Australia's largest power station.

184. The Council thus urged acceptance that its output and scale of operations were now significantly greater than that of other Councils in its category and more akin to Central Coast Council, with the result that the population threshold for the Major Strategic Area category should be reviewed.

# Section 3 – 2026 Review

185. The Tribunal has concluded that the Council's submissions should be accepted. The 2023 changes having had unintended consequences, which ought now to be addressed, rather than awaiting the 2027 further review.

186. The submissions which this Council and some others made, also drew attention to the considerable impact of significant daily visitor numbers, not taken into account by the criteria. This is a matter which should be addressed in the 2027 Annual Review, so that the Tribunal can consider whether and how that might sensibly be reflected in category criteria.

## Regional Strategic Area

187. No change to the criteria was proposed.

188. Port Macquarie-Hastings and Shellharbour sought to be recategorised as Regional Strategic Areas, but neither satisfy the population criteria. Having populations in 2024 respectively of only 92,772 and 89,967 respectively, including non-resident workers. They both still satisfying the criteria for their current category, Regional Centre, which are:

*Councils categorised as Regional Centre will typically have a minimum residential population of 40,000. To satisfy this criteria the non-resident working population can be included.*

*Other features may include:*

- *a large city or town providing a significant proportion of the region's housing and employment*
- *health services, tertiary education services and major regional airports which service the surrounding and wider regional community*

# Section 3 – 2026 Review

*• a full range of high-order services including business, office and retail uses with arts, culture, recreation and entertainment centres*

*• total operating revenue exceeding $100M per annum • the highest rates of population growth in regional NSW*

*• significant visitor numbers to established tourism ventures and major events that attract state and national attention*

*• a proximity to Sydney which generates economic opportunities.*

*Councils in the category of Regional Centre are often considered the geographic centre of the region providing services to their immediate and wider catchment communities.*

189. Port Macquarie-Hastings Council contended that it met the criteria for Regional Strategic Area, relying on:

- An expectation that Council did exceed the population threshold when non-resident working population was included;
- A projected total operating revenue of $276 million in 2025/26;
- Gross Regional Product of $13.287 million;
- An economic output this is underpinned by healthcare, retail, construction, education and training, tourism, professional and technical services;
- Tier 1 regional health services that services a catchment area beyond their LGA boundary;
- Four (4) tertiary education institutions;
- The Council operated Port Macquarie regional airport that services Sydney, Brisbane and Lord Howe Island and a total of 5,013 flights annually;

# Section 3 – 2026 Review

- A tourism industry that attracts over 1.7 million visitors per annum and contributing $540 million to the economy; and
- Regional commercial and cultural services that include a performing arts theatre, an art gallery, courthouse and major hospitality, entertainment and conference venues.

190. Shellharbour City Council's proposal relied on:

- A residential and non-residential working population in 2024 of approximately 90,000, with expectations that the residential population will hit 100,000 by 2035;
- An annual population growth rate in excess of 1.8%;
- An expected operating revenue of $262 million in 2025/26;
- A Council owned and operated regional airport;
- A Council owned marina;
- A Tertiary training campus; and
- Construction of the new Shellharbour Hospital which will deliver improved health facilities for the Illawarra Shoalhaven Local Health District.

191. The criteria do not encompass categories being allocated on the basis of anticipated growth in population and revenues and so the recategorisations sought must be refused.

192. It also appears that Armidale Council does not meet the population threshold, but in earlier reviews the Tribunal concluded that it should remain in this category, for specified reasons. In the 2027 Annual Review it will be invited to make a submission about its appropriate categorisation, given the criteria which it then satisfies.

## Regional Centre

193. No change to the criteria was proposed. They are:

# Section 3 – 2026 Review

*Councils categorised as Regional Centre will typically have a minimum residential population of 40,000. To satisfy this criteria the non-resident working population can be included.*

*Other features may include:*

- *a large city or town providing a significant proportion of the region's housing and employment*
- *health services, tertiary education services and major regional airports which service the surrounding and wider regional community*
- *a full range of high-order services including business, office and retail uses with arts, culture, recreation and entertainment centres*
- *total operating revenue exceeding $100M per annum*
- *the highest rates of population growth in regional NSW*
- *significant visitor numbers to established tourism ventures and major events that attract state and national attention*
- *a proximity to Sydney which generates economic opportunities.*

*Councils in the category of Regional Centre are often considered the geographic centre of the region providing services to their immediate and wider catchment communities.*

## Regional Rural

194. Broken Hill Council also no longer satisfies the criteria of this category, which it submitted it should maintain, its population in 2024 only being 17,839. In the 2027 Annual Review it

# Section 3 – 2026 Review

will be invited to address its appropriate categorisation, to ensure that it is then placed into the appropriate category, given the criteria which it then satisfies.

195. The applicable criteria for this category being:

*Councils categorised as Regional Rural will typically have a minimum residential population of 20,000. To satisfy this criteria the non-resident working population can be included.*

*Other features may include:*

- *a large urban population existing alongside a traditional farming sector, and are surrounded by smaller towns and villages*
- *health services, tertiary education services and regional airports which service a regional community*
- *a broad range of industries including agricultural, educational, health, professional, government and retail services*
- *large visitor numbers to established tourism ventures and events.*

196. Murray River Council sought to be recategorised as Regional Rural, it being currently classified as Rural Large, despite not satisfying the population criteria, its population in 2025 still only totalling 16,042. It relied on large visitor numbers to support its submissions, which had increased over time, as well as other changes. Referring to matters such as:

- An annual population growth rate of 8-11% in the main centre of Moama, with predicted population numbers reaching over 18,000 by 2046;
- A growing tourism, accommodation and food industry that supports 14.1% of the employment figures in their LGA;

# Section 3 – 2026 Review

- Tourist visitation growing on average by 10% per annum, with the average number of visitors in 2023 and 2024 of 481,595; and
- Significant growth in education, training, health and retail service employment categories.

197. Despite this, the Tribunal has concluded that this submission cannot be accepted. Population is an important aspect of the categorisation system which cannot routinely be overlooked when Councils are categorised. The Act not contemplating subjective categorisation.

## Rural Large

198. No changes were proposed to the criteria, which are:

*Councils categorised as Rural Large will have a residential population greater than 10,000, and a Councillor to resident ratio of at least 1 to 1200.*

*Other features may include:*

*• one or two significant townships combined with a considerable dispersed population spread over a large area and a long distance from a major regional centre*

*• a limited range of services, facilities and employment opportunities compared to Regional Rural Councils*

*• local economies based on agricultural/resource industries.*

199. The Tribunal has identified that Dungog Shire Council now has a residential population greater than 10,000 and a Councillor to resident ratio greater than 1 to 1,200. As a result,

# Section 3 – 2026 Review

Dungog Shire Council will be classified as a Rural Large Council in the 2026 Annual Determination.

## Rural

200. No changes were proposed to these criteria, which are limited to "Councils categorised as Rural will typically have a residential population less than 10,000".

201. Although Glenn Innes Severn Council observed that this review provided an opportunity to "recalibrate the remuneration and categorisation system to ensure its contemporary, fair, capable of supporting the expectation and responsibilities placed on elected representatives."

## County Councils

202. A summary of County Council functions produced by the Tribunal Secretariat is:

*Castlereagh Macquarie County Council*

*A local government authority for weed management control in the Walgett, Coonamble, Waren, Gilgandra and Warrumbungle Shire Council areas.*

*Central Tablelands Water*

*Central Tablelands Water is the trading name adopted by Central Tablelands County Council, a water supply authority constituted under NSW Local Government Legislation.*

*Central Tablelands County Council was first proclaimed in 1944. The county area embraces the Shires of Blayney, Cabonne and Weddin. Bulk water is also supplied to Cowra Shire Council to service rural consumers and the villages of Woodstock and Gooloogong.*

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*Goldenfields Water*

*It is responsible for water supply functions within the local government areas of Bland, Coolamon, Junee, Temora, and parts of Cootamundra-Gundagai, Hilltops and Narrandera.*

*It also supplies water in bulk to Hilltops and Cootamundra-Gundagai Councils, which distribute the water directly to residents in parts of their local government area.*

*Approximately 11, 974 properties are connected directly to its drinking water supply network in Bland, Coolamon, Junee, Temora and parts of Cootamundra-Gundagai and Narrandera.*

*The facilities it owns and operate include:*

- *34 water pumping stations (including river extraction and Jugiong Water Treatment Plant Pumping Station)*
- *72 water supply reservoir sites with approximately 115 reservoirs*
- *Eight bores*
- *Six re-chlorination stations*
- *2100 km of water mains*

*Western Sydney Weeds Authority (formerly Hawkesbury River County Council)*

*Western Sydney Weeds Authority (formally Hawkesbury River County Council) is a special purpose Council, its goal being to administer the Biosecurity Act 2015 (NSW) throughout our Council areas of Blacktown, Hawkesbury, Penrith and the Hills Shire. That involving*

# Section 3 – 2026 Review

*weed management, detection of new incursions and containment of high-risk plant species that impact on biodiversity, agriculture, and property.*

*Riverina Water County Council*

*It is responsible for the provision of safe, reliable water at the lowest sustainable cost. over an area of approximately 15,400 square kilometres with a population of more than 77,000 people.*

*Rous County Council*

*Its experts and advisors supply the Northern Rivers with water, weed biosecurity, and rural flood mitigation. It sources, stores, treats and supplies water to the Ballina, Byron, Lismore and Richmond Valley Councils, which on-sell water to their communities.*

*Protecting the region's biodiversity by managing and eradicating high-risk weed species. Working closely with communities and Councils in Ballina, Byron, Lismore, Richmond Valley, Kyogle and Tweed Shire regions.*

*And also managing the rural flood mitigation for the Richmond River floodplain. Including monitoring and managing an 80km network of levees, 750 floodgates, and 180km of drains to reduce inundation and divert flood waters.*

*Upper Hunter County Council*

*It is the registered trading name of Upper Hunter County Council a single purpose Council which is a Local Control Authority for invasive plants under the NSW Biosecurity Act, 2015 (NSW).*

*Its present area of operation is the local government areas of Upper Hunter, Muswellbrook and Singleton located at the northern end of the Hunter Valley, New South Wales.*

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*It provides weed management systems utilizing technology to prevent, contain or reduce the biosecurity risk of invasive plants to the environment, economy and community within the area of operation of the County Council.*

*Upper Macquarie County Council*

*It is a local control authority for the Biosecurity Act 2015. Two Councillors are delegated from each of four constituent Councils to form an eight Member Central Tablelands Weeds Authority Council. Its core function being to detect priority weeds and actively encourage landholders to correctly manage the identified priority weed in accordance with the Central Tablelands Local Lands Services Strategic Weed Management Plan.*

*It carries out its functions across Bathurst Regional Council, City of Lithgow Council, Blayney Shire Council and Oberon Council.*

## County Councils – Water

203. No change was proposed for the criteria, which are "County Councils that provide water and/or sewerage functions with a joint approach in planning and installing large water reticulation and sewerage systems."

204. The current list of these Councils is accurate.

## County Councils – Other

205. No change was proposed for the criteria which are "*County Councils that administer, control and eradicate declared noxious weeds as a specified Local Control Authority under the Biosecurity Act 2015 (NSW).*"

206. Two County Councils – Other have been removed from the 2026 Annual Determination, being the Central Murray and the New England Tableland County Councils. The New

# Section 3 – 2026 Review

England Tableland County Council was dissolved on 16 June 2025, by the *Local Government (Dissolution of New England County Council) Proclamation 2025*. The Central Murray County Council was dissolved on 1 July 2019, by a proclamation made under s 397 of the *Local Government Act*, as noted in NSW Government Gazette No 65-2205 of 27 June 2019.

207. The result is that only four Councils now fall into this classification.

# Section 4 – The 2027 Annual Review

## Structure and fee considerations

208. In the 2026 Annual Review, it has come to light that:

- There has been considerable change which has affected the work of those elected or appointed to Council offices, in part driven by Government decisions which have affected Councils over time. Including in the case of Metropolitan Councils those explained in the Governments draft 2026 Sydney Plan and in the case of Non-metropolitan Councils, by various regional plans;
- They and submissions advanced raise for consideration whether the current number of categories remain necessary. Reliance having been placed on Victoria, for example, where there are only 4 categories;
- The current criteria, first fixed in 2017 and amended since then in various Annual Determinations, do not accord entirely with the requirements of s 240, which specifies the matters by which the Tribunal **must** determine the categories of Councils and Mayors;
- Some of the current criteria could better assist transparent classification of Councils into categories;
- There has not for some time been an overall assessment of whether Councils continue to satisfy the criteria of the categories into which they have been placed over time;
- Changes in the fee structure, over time, have resulted in a considerable overlap between the maximum and minimum fees payable in various categories, which may no longer be appropriate, given submissions advanced;
- Some light on which was also shed by the conclusions arrived at in the 2025 Special Determination, in relation to the Central Darling Shire Council, on which reliance has been placed.

# Section 4 – The 2027 Annual Review

209. The results are best explained by the following snapshot of the current categories, fees, overlaps and ratios. It having to be understood that Mayors and Chairpersons are paid both the Councillor fee, as well as the separate fee fixed for their offices. This also helps explain the Tribunal's decision to undertake the further review in 2027.

**Table 1 – Table of Councillor and Mayoral fees, by Council categories**

| | Mayoral/Chairperson Additional Fees (Effective 1 July 2025) | | Councillor Fees (Effective 1 July 2025) | | Ratio (Mayor: Councillor) | |
|---|---|---|---|---|---|---|
| **Category** | **Min** | **Max** | **Min** | **Max** | **Min** | **Max** |
| Principal CBD | $193,650 | $254,810 | $31,640 | $46,420 | 6.1:1 | 5.5:1 |
| | | | | | | |
| Central Darling Shire Council - Appointed Chairperson | $72,080 | $72,180 | $13,830 | $13,930 | 5.2:1 | 5.2:1 |
| | | | | | | |
| Major CBD | $44,840 | $126,320 | $21,120 | $39,100 | 2.1:1 | 3.2:1 |
| | | | | | | |
| Metropolitan Major | $44,840 | $114,300 | $21,120 | $36,970 | 2.1:1 | 3.1:1 |
| Major Regional City | $44,840 | $114,300 | $21,120 | $36,690 | 2.1:1 | 3.1:1 |
| Major Strategic Area | $44,840 | $114,300 | $21,120 | $36,690 | 2.1:1 | 3.1:1 |
| | | | | | | |
| Metropolitan Large | $44,840 | $101,470 | $21,120 | $34,820 | 2.1:1 | 2.9:1 |

# Section 4 – The 2027 Annual Review

| | Mayoral/Chairperson Additional Fees (Effective 1 July 2025) | | Councillor Fees (Effective 1 July 2025) | | Ratio (Mayor: Councillor) | |
|---|---|---|---|---|---|---|
| Regional Strategic Area | $44,840 | $101,470 | $21,120 | $34,820 | 2.1:1 | 2.9:1 |
| | | | | | | |
| Metropolitan Medium | $33,630 | $78,480 | $15,830 | $29,550 | 2.1:1 | 2.7:1 |
| | | | | | | |
| Regional Centre | $32,940 | $68,800 | $15,830 | $27,860 | 2.1:1 | 2.5:1 |
| | | | | | | |
| Regional Rural | $22,420 | $50,680 | $10,530 | $23,220 | 2.1:1 | 2.2:1 |
| Metropolitan Small | $22,420 | $50,650 | $10,530 | $23,220 | 2.1:1 | 2.2:1 |
| | | | | | | |
| Rural Large | $16,820 | $40,530 | $10,530 | $18,890 | 1.6:1 | 2.1:1 |
| | | | | | | |
| Rural | $11,210 | $30,390 | $10,530 | $13,930 | 1.1:1 | 2.2:1 |
| | | | | | | |
| Water | $4,490 | $19,080 | $2,090 | $11,620 | 2.1:1 | 1.6:1 |
| Other | $4,490 | $12,670 | $2,090 | $6,930 | 2.1:1 | 1.8:1 |

# Section 4 – The 2027 Annual Review

## The conduct of the 2027 Annual Review

210. In 2027, the Tribunal intends to commence its review earlier than usual, in order to accommodate the detailed review of the Determination's categories which it has concluded it is necessary to pursue. Together with a consideration of appropriate criteria which reflect the requirements of s 240 of the Act. In order to facilitate the adoption of fees appropriate for the revised structure, also having regard to demonstrated change over time, as well as current responsibilities of Mayors and Councillors.

211. That will also require a review of the category into which each Council should then be placed, which s 239 of the Act requires must be undertaken at least once every three years.

212. Submissions will thus be invited in a two stage process.

213. The first, to determine how the Determination should be amended to achieve the category and criteria structure which the Act envisages, as well as the appropriate maximum and minimum fees. That, it must be observed, will not necessarily result in the current number of categories being retained.

214. In the second stage submissions about Councils' placement into the new structure will be sought.

215. The Tribunal will then ask Councils to provide reliable data to support their submissions about which category they fall into. Addressing each of the applicable criteria adopted, as well as relevant comparisons which they seek to draw with other Councils.

216. Categorisation having to be as transparent and fair as possible, the Tribunal intends to rest its decisions on reliable data such as that available from ABS statistics and budgets which Councils adopt year to year. The Tribunal will thus invite those who make submissions to provide reliable data and information, on which its decisions can be made. Not merely the expression of unsupported opinions.

# Section 4 – The 2027 Annual Review

217. As it has in the past, the Tribunal will thus also ask Councils, when inviting submissions, to confirm that the information and submissions advanced have been endorsed by a Council vote.

218. It will thus invite submissions and information which will enable it to examine and determine whether the current categories and criteria remain fit for purpose. Given the requirements of the Act, the data on which the Tribunal's decisions must be based and the problems to which this report has drawn attention, which it will seek to address.

219. If it is considered that categories require adjustment, submissions should address what form the new categories and criteria should take, to reflect the statutory purpose of the categories of Councils and mayoral offices and their role in the fair determination of fees. As well as addressing proposed criteria which adhere to the requirements of s 240(1) of the Act, which will help the Tribunal to determine the maximum and minimum fees appropriate for the new structure, which should thus also be addressed.

220. At the first stage of this process, Councils will be asked to serve proposals which will affect other Councils, on all affected Councils, so that they may have a fair opportunity to address such proposals in their submissions.

221. What is proposed in order to adjust fees to reflect cost of living increases should also be identified at the first stage. As well as the final fees proposed. The submissions should also address changes relied on to warrant their adoption. With reliable information which supports the claimed changes, also being provided.

222. An example of potential revised criteria for the current Metropolitan Major category, which has regard to all of the requirements of s 240 of the Act, as well as to matters which the Tribunal has in the past identified to be relevant to the determination of the category into which Councils follows.

# Section 4 – The 2027 Annual Review

223. What the Tribunal envisages in the 2027 review including the adoption of a structure which, if dollar figures are specified, may have to be adjusted over time, in order to reflect changes over time. As may specified population sizes.

224. A revised category for Metropolitan Major Councils, if it is retained, which has regard to the s 240 requirements, could thus provide:

*Metropolitan Major*

*Councils categorised Metropolitan Major;*

*(1) must have a minimum residential population, or a combined residential and non-resident working population (of at least 50,000), which exceeds 400,000.*

*(2) will typically serve:*

*(a) a dense population occupying a built up physical terrain;*

*(b) a widely diverse community*

*(c) an area at least as large as those of Metropolitan Large Councils of ?,*

*(d) industrial, commercial and residential development which is both at least as significant and as extensive as that of Metropolitan Large Councils, with established development corridors;*

*(3) will also have:*

*(a) to manage a significant volume of business, consistent with its assets and budgets, which is at least as significant and varied as that of Metropolitan Large Councils;*

# Section 4 – The 2027 Annual Review

*(b) operating revenue exceeding, for example, $394,617,030 per annum, that being $300 million adjusted by December CPI since December 2016;*

*(c) a sphere of economic influence and significance beyond the Council area, nationally as well as regionally, reflective of their service of:*

*(i) natural and/or developed attractions within the Council area, including sport, recreational and cultural facilities, which daily attracts significant tourism and/or visitors from outside the Council area; and*

*(ii) major health, education and other facilities which support the greater Sydney population; and*

*(d) a continuing high rate of population growth and development for which the Council is planning, evidenced by ?.*

225. After submissions have been received in the second stage, the Tribunal will make its 2027 Annual Determination, which will include the new categories, criteria and increased fees the Tribunal has determined will take effect from 1 July 2027. As well as identifying the category into which each Council will then be placed.

**Local Government Remuneration Tribunal**



**The Hon Acting Justice M Schmidt**
Dated: 23 April 2026

# Section 5 – Determinations

## Determination No. 1 – Allocation of Councils into each of the categories as per section 239 of the Act effective 1 July 2026

### General Purpose Councils – Metropolitan

**Principal City (1)**

- Sydney

**Major CBD (1)**

- Parramatta

**Metropolitan Major (2)**

- Blacktown
- Canterbury-Bankstown

**Metropolitan Large (10)**

- Bayside
- Cumberland
- Fairfield
- Inner West
- Liverpool
- Northern Beaches
- Penrith
- Ryde
- Sutherland
- The Hills

**Metropolitan Medium (8)**

- Campbelltown
- Camden
- Georges River
- Hornsby
- Ku-ring-gai
- North Sydney
- Randwick
- Willoughby

**Metropolitan Small (8)**

- Burwood
- Canada Bay
- Hunters Hill
- Lane Cove
- Mosman
- Strathfield
- Waverley
- Woollahra

# Section 5 – Determinations

## General Purpose Councils - Non-Metropolitan

**Major Regional City (2)**

- Newcastle
- Wollongong

**Major Strategic Area (2)**

- Central Coast
- Lake Macquarie

**Regional Strategic Area (4)**

- Maitland
- Mid-Coast
- Shoalhaven
- Tweed

**Regional Centre (22)**

- Albury
- Armidale
- Ballina
- Bathurst
- Blue Mountains
- Byron
- Cessnock
- Clarence Valley
- Coffs Harbour
- Dubbo
- Eurobodella
- Hawkesbury
- Lismore
- Orange
- Port Macquarie-Hastings
- Port Stephens
- Queanbeyan-Palerang
- Shellharbour
- Tamworth
- Wagga Wagga
- Wingecarribee
- Wollondilly

**Regional Rural (14)**

- Bega
- Broken Hill
- Goulburn Mulwaree
- Griffith
- Hilltops
- Kempsey

# Section 5 – Determinations

- Kiama
- Lithgow
- Mid-Western
- Muswellbrook
- Nambucca
- Richmond Valleys
- Singleton
- Snowy Monaro

**Rural Large (17)**

- Bellingen
- Cabonne
- Cootamundra-Gundagai
- Cowra
- Dungog
- Federation
- Greater Hume
- Gunnedah
- Inverell
- Leeton
- Moree Plains
- Murray River
- Narrabri
- Parkes
- Snowy Valleys
- Upper Hunter
- Yass

**Rural (37)**

- Balranald
- Berrigan
- Bland
- Blayney
- Bogan
- Bourke
- Brewarrina
- Carrathool
- Central Darling*
- Cobar
- Coolamon
- Coonamble
- Edward River
- Forbes
- Gilgandra
- Glen Innes Severn
- Gwydir
- Hay
- Junee
- Kyogle
- Lachlan
- Liverpool Plains
- Lockhart
- Murrumbidgee

# Section 5 – Determinations

- Narrandera
- Narromine
- Oberon
- Temora
- Tenterfield
- Upper Lachlan
- Uralla
- Walcha
- Walgett
- Warren
- Warrumbungle
- Weddin
- Wentworth

* Designated as a Rural and Remote Council by the *Local Government (General) Regulations 2021*

## County Councils

**Water (4)**

- Central Tablelands
- Goldenfields Water
- Riverina Water
- Rous

**Other (4)**

- Castlereagh-Macquarie
- Upper Hunter
- Upper Macquarie
- Western Sydney Weeds Authority (formerly Hawkesbury River)

# Section 5 – Determinations

## Determination No. 2 - Fees for Councillors and Mayors as per section 241 of the Act effective from 1 July 2026

The annual fees to be paid in each of the categories to Councillors, Mayors, Members, and Chairpersons of County Councils effective on and from 1 July 2026 as per section 241 of the *Local Government Act 1993* are determined as follows:

### Table 1: Fees for General Purpose and County Councils

### General Purpose Councils – Metropolitan

**Councillor/Member Annual Fee ($) effective 1 July 2026**

| Category | Minimum | Maximum |
|---|---|---|
| Principal City | 32,810 | 48,140 |
| Major CBD | 21,900 | 40,550 |
| Metropolitan Major | 21,900 | 38,340 |
| Metropolitan Large | 21,900 | 36,110 |
| Metropolitan Medium | 16,420 | 30,640 |
| Metropolitan Small | 10,920 | 24,080 |

**Mayor/Chairperson Additional Fee* ($) effective 1 July 2026**

| Category | Minimum | Maximum |
|---|---|---|
| Principal City | 200,820 | 264,240 |
| Major CBD | 46,500 | 130,990 |
| Metropolitan Major | 46,500 | 118,530 |
| Metropolitan Large | 46,500 | 105,220 |
| Metropolitan Medium | 34,870 | 81,380 |
| Metropolitan Small | 23,250 | 52,520 |

# Section 5 – Determinations

## General Purpose Councils - Non-Metropolitan

**Councillor/Member Annual Fee ($) effective 1 July 2026**

| Category | Minimum | Maximum |
|---|---|---|
| Major Regional City | 21,900 | 38,050 |
| Major Strategic Area | 21,900 | 38,050 |
| Regional Strategic Area | 21,900 | 36,110 |
| Regional Centre | 16,420 | 28,890 |
| Regional Rural | 10,920 | 24,080 |
| Rural Large | 10,920 | 19,590 |
| Rural | 10,920 | 14,450 |

**Mayor/Chairperson Additional Fee* ($) effective 1 July 2026**

| Category | Minimum | Maximum |
|---|---|---|
| Major Regional City | 46,500 | 118,530 |
| Major Strategic Area | 46,500 | 118,530 |
| Regional Strategic Area | 46,500 | 105,220 |
| Regional Centre | 34,160 | 71,350 |
| Regional Rural | 23,250 | 52,560 |
| Rural Large | 17,440 | 42,030 |
| Rural | 11,620 | 31,510 |

## County Councils

**Councillor/Member Annual Fee ($) effective 1 July 2026**

| Category | Minimum | Maximum |
|---|---|---|
| Water | 2,170 | 12,050 |
| Other | 2,170 | 7,190 |

# Section 5 – Determinations

**Mayor/Chairperson Additional Fee* ($) effective 1 July 2026**

| Category | Minimum | Maximum |
|---|---|---|
| Water | 4,660 | 19,790 |
| Other | 4,660 | 13,140 |

*This fee must be paid in addition to the fee paid to the Mayor/Chairperson as a Councillor/Member (s.249(2)).

# Section 5 – Determinations

## Determination No. 3 - Fees for appointed Councillors and Chairperson as per clause 12(c), Schedule 11 of the Act effective from 1 July 2026

### Councils designated as 'rural and remote Councils'

The annual fees to be paid to appointed Councillors and the Chairperson of councils designated as a rural and remote Council on and from 1 July 2026, as per clause 12(c), schedule 11 of the *Local Government Act 1993* are determined as follows:

### Table 2: Fees for appointed Councillors and Chairpersons of rural and remote Councils

**Appointed Councillor Annual Fee ($) effective 1 July 2026**

| Council | Minimum | Maximum |
|---|---|---|
| Central Darling Shire Council | 14,340 | 14,450 |

**Appointed Chairperson Additional Fee** ($) effective 1 July 2026**

| Council | Minimum | Maximum |
|---|---|---|
| Central Darling Shire Council | 74,750 | 74,850 |

**This fee must be paid in addition to the fee paid to the Chairperson as an appointed Councillor (s.249(2)).

**Local Government Remuneration Tribunal**



**The Hon Acting Justice M Schmidt**

Dated: 23 April 2026

# Appendices

## Appendix 1 Criteria that apply to categories

### Principal CBD

The Council of the City of Sydney (the City of Sydney) is the principal central business district (CBD) in the Sydney Metropolitan area. The City of Sydney is home to Sydney's primary commercial office district with the largest concentration of businesses and retailers in Sydney. The City of Sydney's sphere of economic influence is the greatest of any local government area in Australia.

The CBD is also host to some of the city's most significant transport infrastructure including Central Station, Circular Quay and International Overseas Passenger Terminal. Sydney is recognised globally with its iconic harbour setting and the City of Sydney is host to the city's historical, cultural and ceremonial precincts. The City of Sydney attracts significant visitor numbers and is home to 60 per cent of Metropolitan Sydney's hotels.

The role of Lord Mayor of the City of Sydney has significant prominence reflecting the CBD's importance as home to the country's major business centres and public facilities of state and national importance. The Lord Mayor's responsibilities in developing and maintaining relationships with stakeholders, including other Councils, state and federal governments, community and business groups, and the media are considered greater than other mayoral roles in NSW.

# Appendices

## Major CBD

The Council of the City of Parramatta (City of Parramatta) is the economic capital of Greater Western Sydney and the geographic and demographic centre of Greater Sydney. Parramatta is the second largest economy in NSW (after Sydney CBD) and the sixth largest in Australia.

As a secondary CBD to Metropolitan Sydney the Parramatta local government area is a major provider of business and government services with a significant number of organisations relocating their head offices to Parramatta. Public administration and safety have been a growth sector for Parramatta as the State Government has promoted a policy of moving government agencies westward to support economic development beyond the Sydney CBD.

The City of Parramatta provides a broad range of regional services across the Sydney Metropolitan area with a significant transport hub and hospital and educational facilities. The City of Parramatta is home to the Westmead Health and Medical Research precinct which represents the largest concentration of hospital and health services in Australia, servicing Western Sydney and providing other specialised services for the rest of NSW.

The City of Parramatta is also home to a significant number of cultural and sporting facilities (including Sydney Olympic Park) which draw significant domestic and international visitors to the region.

# Appendices

## Metropolitan Major

Councils categorised Metropolitan Major will typically have a minimum residential population of 400,000.

Councils may also be categorised Metropolitan Major if their residential population combined with their non-resident working population exceeds 400,000. To satisfy this criteria the non-resident working population must exceed 50,000.

Other features may include:

- Total operating revenue exceeding $300M per annum
- The provision of significant regional services to greater Sydney including, but not limited to, major education, health, retail, sports, other recreation and cultural facilities
- Significant industrial, commercial and residential centres and development corridors
- High population growth.

Councils categorised as Metropolitan Major will have a sphere of economic influence and provide regional services considered to be greater than those of other Metropolitan Councils.

## Metropolitan Large

Councils categorised as Metropolitan Large will typically have a minimum residential population of 200,000.

Councils may also be categorised as Metropolitan Large if their residential population combined with their non-resident working population exceeds 200,000. To satisfy this criteria the non-resident working population must exceed 50,000.

Other features may include:

- Total operating revenue exceeding $200M per annum

# Appendices

- The provision of significant regional services to greater Sydney including, but not limited to, major education, health, retail, sports, other recreation and cultural facilities
- Significant industrial, commercial and residential centres and development corridors
- High population growth.

Councils categorised as Metropolitan Large will have a sphere of economic influence and provide regional services considered to be greater than those of other Metropolitan Councils.

### Metropolitan Medium

Councils categorised as Metropolitan Medium will typically have a minimum residential population of 100,000.

Councils may also be categorised as Metropolitan Medium if their residential population combined with their non-resident working population exceeds 100,000. To satisfy this criteria the non-resident working population must exceed 50,000.

Other features may include:

- Total operating revenue exceeding $100M per annum
- Services to greater Sydney including, but not limited to, major education, health, retail, sports, other recreation and cultural facilities
- Industrial, commercial and residential centres and development corridors
- High population growth.

The sphere of economic influence, the scale of Council operations and the extent of regional servicing would be below that of Metropolitan Large Councils.

# Appendices

## Metropolitan Small

Councils categorised as Metropolitan Small will typically have a residential population less than 100,000.

Other features which distinguish them from other Metropolitan Councils include:

- Total operating revenue less than $150M per annum.

While these Councils may include some of the facilities and characteristics of both Metropolitan Large and Metropolitan Medium Councils the overall sphere of economic influence, the scale of Council operations and the extent of regional servicing would be below that of Metropolitan Medium Councils.

# Appendices

## Major Regional City

Newcastle City Council and Wollongong City Councils are categorised as Major Regional City. These Councils:

- Are metropolitan in nature with major residential, commercial and industrial areas
- Typically host government departments, major tertiary education and health facilities and incorporate high density commercial and residential development
- Provide a full range of higher order services and activities along with arts, culture, recreation, sporting and entertainment facilities to service the wider community and broader region
- Have significant transport and freight infrastructure servicing international markets, the capital city and regional areas
- Have significant natural and man-made assets to support diverse economic activity, trade and future investment
- Typically contain ventures which have a broader State and national focus which impact upon the operations of the Council.

## Major Strategic Area

Councils categorised as Major Strategic Area will have a minimum population of 200,000. To satisfy this criteria the non-resident working population can be included.

Other features may include:

- Health services, tertiary education services and major regional airports which service the surrounding and wider regional community
- A full range of high-order services including business, office and retail uses with arts, culture, recreation and entertainment centres

# Appendices

- Total operating revenue exceeding $250M per annum
- Significant visitor numbers to established tourism ventures and major events that attract state and national attention
- A proximity to Sydney which generates economic opportunities.

## Regional Strategic Area

Councils categorised as Regional Strategic Area are differentiated from Councils in the Regional Centre category on the basis of their significant population and will typically have a residential population above 100,000. To satisfy this criteria the non-resident working population can be included.

Other features may include:

- Health services, tertiary education services and major regional airports which service the surrounding and wider regional community
- A full range of high-order services including business, office and retail uses with arts, culture, recreation and entertainment centres
- Total operating revenue exceeding $250M per annum
- Significant visitor numbers to established tourism ventures and major events that attract state and national attention
- A proximity to Sydney which generates economic opportunities.

# Appendices

## Regional Centre

Councils categorised as Regional Centre will typically have a minimum residential population of 40,000. To satisfy this criteria the non-resident working population can be included.

Other features may include:

- A large city or town providing a significant proportion of the region's housing and employment
- Health services, tertiary education services and major regional airports which service the surrounding and wider regional community
- A full range of high-order services including business, office and retail uses with arts, culture, recreation and entertainment centres
- Total operating revenue exceeding $100M per annum
- The highest rates of population growth in regional NSW
- Significant visitor numbers to established tourism ventures and major events that attract state and national attention
- A proximity to Sydney which generates economic opportunities.

Councils in the category of Regional Centre are often considered the geographic centre of the region providing services to their immediate and wider catchment communities.

# Appendices

## Regional Rural

Councils categorised as Regional Rural will typically have a minimum residential population of 20,000. To satisfy this criteria the non-resident working population can be included.

Other features may include:

- A large urban population existing alongside a traditional farming sector, and are surrounded by smaller towns and villages
- Health services, tertiary education services and regional airports which service a regional community
- A broad range of industries including agricultural, educational, health, professional, government and retail services
- Large visitor numbers to established tourism ventures and events.

Councils in the category of Regional Rural provide a degree of regional servicing below that of a Regional Centre.

## Rural Large

Councils categorised as Rural Large will have a residential population greater than 10,000, and a Councillor to resident ratio of at least 1 to 1200.

Other features may include:

- One or two significant townships combined with a considerable dispersed population spread over a large area and a long distance from a major regional centre
- A limited range of services, facilities and employment opportunities compared to Regional Rural Councils
- Local economies based on agricultural/resource industries.

# Appendices

## Rural

Councils categorised as Rural will typically have a residential population less than 10,000.

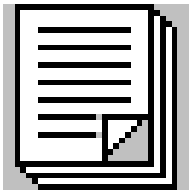
## County Councils - Water

County Councils that provide water and/or sewerage functions with a joint approach in planning and installing large water reticulation and sewerage systems.

## County Councils - Other

County Councils that administer, control and eradicate declared noxious weeds as a specified Local Control Authority under the *Biosecurity Act 2015*.

# ATTACHMENT



Date of Meeting: 25 May 2026

Delivery Program: Strategic Direction 5

Service: Financial Services

Report Title: 2025-2026 Voted Works

# 2025-26 VOTED WORKS

## as at 25 May 2026

| Meeting Approved | Ref | Description of Allocation | Amount $ | Expenditure | Manager Responsible |
|---|---|---|---|---|---|
| **SOUTH WARD** | | | | | |
| | | **Amount Available for 2025-26** | | | |
| | | Funds brought forward from 2024-25 | 246,140 | | |
| | | 2025-26 Funds | 53,000 | | |
| | | **Total Vote for 2025-26** | **299,140** | | |
| | | **Amounts Allocated** | | | |
| 29-Apr-24 | 2 | Nighttime Live Performance Partnerships** | 5,000 | - | CACP |
| 12-Aug-24 | 13 | Acceptance of Grant Funding - Natural Disaster Relief Assistance* | 25,000 | 19,054 | MP |
| 26-Aug-24 | 1 | Penrith Mayoral Challenge - Monfarville Reserve* | 15,000 | 14,190 | MP |
| 26-May-25 | UB1 | Nepean Business Network Annual Event | 1,000 | 1,000 | CACP |
| 25-Aug-25 | NM3 | Vegetation Clearing - Communications Plan | 373 | 373 | COM |
| 25-Aug-25 | UB3 | Nepean Evening View Club | 305 | 305 | CACP |
| 25-Aug-25 | UB2 | The Haven - Fridge Replacement | 433 | 433 | CACP |
| 25-Aug-25 | UB1 | Penrith Rotary Club - Annual Duck Race | 1,667 | 1,667 | CACP |
| 27-Oct-25 | UB5 | Sales Park, Luddenham Installation of Trial Barriers | 1,620 | 1,620 | CF |
| 27-Oct-25 | UB3 | Emu Plains Girl Guides Bush Tucker Community Garden & Pantry Project | 200 | 200 | CACP |
| 27-Oct-25 | UB4 | TOTS Blanket Charity | 670 | 670 | CACP |
| 17-Nov-25 | UB1 | 120th Annual Luddenham Show | 2,000 | 2,000 | CACP |
| 17-Nov-25 | UB2 | RAW Penrith | 350 | 350 | CACP |
| 8-Dec-25 | UB1 | WFUNA International Model United Nations 2026 | 100 | 100 | CACP |
| 15-Dec-25 | UB1 | Love Bites Senior and Love Bites Junior Program | 2,000 | 2,000 | CACP |
| 2-Feb-26 | UB4 | Donation to the Heart Foundation MG ACTIVE Walk for Tobes | 1,000 | 1,000 | CACP |
| 23-Feb-26 | UB1 | Kingswood High School - "Celebrating Our Seniors" | 167 | 167 | CACP |
| 23-Feb-26 | UB2 | Nepean Research Foundation | 667 | 667 | CACP |
| 23-Feb-26 | UB3 | Emu Plains ANZAC Day Service | 459 | 459 | CF |
| 23-Mar-26 | UB1 | Share the Dignity Program | 3,453 | - | LS |
| 20-Apr-26 | UB1 | Police Officer of the Year Award Ceremony | 173 | - | CACP |
| 20-Apr-26 | UB2 | Our Community Cares High Tea | 150 | 150 | CACP |
| 4-May-26 | UB1 | Western Sydney Corporate Charity Lunch 2026 | 1,167 | - | CACP |
| 4-May-26 | UB2 | Royce Simmons Foundation | 1,000 | - | CACP |
| | | | **63,953** | | |
| | | **TOTAL VOTE UNCOMMITTED FOR SOUTH WARD** | **235,187** | | |
| **NORTH WARD** | | | | | |
| | | **Amount Available for 2025-26** | | | |
| | | Funds brought forward from 2024-25 | 335,647 | | |
| | | 2025-26 Funds | 53,000 | | |
| | | **Total Vote for 2025-26** | **388,647** | | |
| | | **Amounts Allocated** | | | |
| 29-Apr-24 | 2 | Nighttime Live Performance Partnerships** | 5,000 | - | CACP |
| 12-Aug-24 | 13 | Acceptance of Grant Funding - Natural Disaster Relief Assistance* | 25,000 | 19,054 | MP |
| 26-Aug-24 | 1 | Penrith Mayoral Challenge - Monfarville Reserve* | 15,000 | 14,190 | MP |
| 28-Apr-25 | UB2 | Hoa Tek Chiem and Kim Heang Gau - Buzzy Bee's Burger House*** | 931 | 931 | CACP |
| 26-May-25 | UB1 | Nepean Business Network Annual Event | 1,000 | 1,000 | CACP |
| 25-Aug-25 | NM3 | Vegetation Clearing - Communications Plan | 373 | 373 | COM |
| 25-Aug-25 | UB3 | Nepean Evening View Club | 305 | 305 | CACP |
| 25-Aug-25 | UB2 | The Haven - Fridge Replacement | 433 | 433 | CACP |
| 25-Aug-25 | UB1 | Penrith Rotary Club - Annual Duck Race | 1,667 | 1,667 | CACP |
| 27-Oct-25 | UB4 | TOTS Blanket Charity | 670 | 670 | CACP |
| 27-Oct-25 | UB2 | Thornton Community Language Group | 1,940 | 1,940 | CACP |
| 17-Nov-25 | UB1 | 120th Annual Luddenham Show | 2,000 | 2,000 | CACP |
| 17-Nov-25 | UB2 | RAW Penrith | 350 | 350 | CACP |
| 8-Dec-25 | UB1 | WFUNA International Model United Nations 2026 | 100 | 100 | CACP |
| 15-Dec-25 | UB1 | Love Bites Senior and Love Bites Junior Program | 2,000 | 2,000 | CACP |
| 2-Feb-26 | UB4 | Donation to the Heart Foundation MG ACTIVE Walk for Tobes | 1,000 | 1,000 | CACP |
| 2-Feb-26 | UB1 | Memorial Plaque in Honour of Don Barnes | 1,000 | 1,000 | CF |
| 23-Feb-26 | UB1 | Kingswood High School - "Celebrating Our Seniors" | 167 | 167 | CACP |
| 23-Feb-26 | UB2 | Nepean Research Foundation | 667 | 667 | CACP |
| 23-Feb-26 | UB3 | Emu Plains ANZAC Day Service | 459 | 459 | CF |
| 23-Mar-26 | UB1 | Share the Dignity Program | 3,453 | - | LS |
| 20-Apr-26 | UB1 | Police Officer of the Year Award Ceremony | 173 | - | CACP |
| 20-Apr-26 | UB2 | Our Community Cares High Tea | 150 | 150 | CACP |
| 4-May-26 | UB1 | Western Sydney Corporate Charity Lunch 2026 | 1,167 | - | CACP |
| 4-May-26 | UB2 | Royce Simmons Foundation | 1,000 | - | CACP |
| | | **Total Vote Committed** | **66,004** | | |
| | | **TOTAL VOTE UNCOMMITTED FOR NORTH WARD** | **322,643** | | |
| **EAST WARD** | | | | | |
| | | **Amount Available for 2025-26** | | | |
| | | Funds brought forward from 2024-25 | 245,095 | | |
| | | 2025-26 Funds | 53,000 | | |
| | | **Total Vote for 2025-26** | **298,095** | | |
| | | **Amounts Allocated** | | | |
| 29-Apr-24 | 2 | Nighttime Live Performance Partnerships** | 5,000 | - | CACP |
| 12-Aug-24 | 13 | Acceptance of Grant Funding - Natural Disaster Relief Assistance* | 25,000 | 19,054 | MP |
| 26-Aug-24 | 1 | Penrith Mayoral Challenge - Monfarville Reserve* | 15,000 | 14,190 | MP |
| 26-May-25 | UB1 | Nepean Business Network Annual Event | 1,000 | 1,000 | CACP |
| 30-Jun-25 | UB4 | Marquee and Trestle Tables - Team Colyton | 1,693 | 1,693 | CACP |
| 25-Aug-25 | NM3 | Vegetation Clearing - Communications Plan | 373 | 373 | COM |
| 25-Aug-25 | UB3 | Nepean Evening View Club | 304 | 304 | CACP |
| 25-Aug-25 | UB2 | The Haven - Fridge Replacement | 433 | 433 | CACP |
| 25-Aug-25 | UB1 | Penrith Rotary Club - Annual Duck Race | 1,666 | 1,666 | CACP |
| 27-Oct-25 | UB4 | TOTS Blanket Charity | 670 | 670 | CACP |
| 17-Nov-25 | UB1 | 120th Annual Luddenham Show | 2,000 | 2,000 | CACP |
| 17-Nov-25 | UB2 | RAW Penrith | 350 | 350 | CACP |
| 8-Dec-25 | UB1 | WFUNA International Model United Nations 2026 | 100 | 100 | CACP |
| 15-Dec-25 | UB1 | Love Bites Senior and Love Bites Junior Program | 2,000 | 2,000 | CACP |
| 2-Feb-26 | UB4 | Donation to the Heart Foundation MG ACTIVE Walk for Tobes | 1,000 | 1,000 | CACP |
| 23-Feb-26 | UB1 | Kingswood High School - "Celebrating Our Seniors" | 167 | 167 | CACP |
| 23-Feb-26 | UB2 | Nepean Research Foundation | 667 | 667 | CACP |
| 23-Feb-26 | UB3 | Emu Plains ANZAC Day Service | 459 | 459 | CF |
| 23-Mar-26 | UB1 | Share the Dignity Program | 3,453 | - | LS |
| 20-Apr-26 | UB1 | Police Officer of the Year Award Ceremony | 173 | - | CACP |
| 20-Apr-26 | UB2 | Our Community Cares High Tea | 150 | 150 | CACP |
| 4-May-26 | UB1 | Western Sydney Corporate Charity Lunch 2026 | 1,167 | - | CACP |
| 4-May-26 | UB2 | Royce Simmons Foundation | 1,000 | - | CACP |
| | | **Total Vote Committed** | **63,824** | | |
| | | **TOTAL VOTE UNCOMMITTED FOR EAST WARD** | **234,271** | | |
| **SUMMARY** | | | | | |
| | | **Total Vote for 2025-26** | **985,882** | | |
| | | **Less Total Vote Committed** | **193,781** | | |
| | | **TOTAL VOTE UNCOMMITTED** | **792,101** | | |

* Adopted March 2025 Quarter Revote

** Annual allocation for four years

*** Adopted June 2025 Quarter Revote