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Submission: Please find attached the submission from Celestino.

URL: <https://pp.planningportal.nsw.gov.au/draftplans/exhibition/western-sydney-aerotropolis-planning-package>

SUBMISSION

WESTERN SYDNEY

AEROTROPLIS PLANNING PACKAGE

CELESTINO

13 MARCH 2020



CONTENTS

1. Executive Summary	3
2. Introduction	4
3. The Site	5
3.1 <i>Regional Context</i>	5
Figure 1: Regional Context	5
4. Existing Controls	6
4.1 <i>Planning and Policy Context</i>	6
Figure 2: Land Use Zoning Map (Penrith LEP 2010)	6
4.2 <i>A Progressive Strategic Direction and Vision</i>	7
Figure 3: Celestino Preliminary Indicative Structure Plan	8
5. Comments on the Draft WSAP	9
5.1 <i>Structure Plan</i>	9
Figure 4: Plan showing East-West rail link option through SSP	9
Figure 5: Structure Plan	10
5.2 <i>Transport Services</i>	10
Figure 6: Constraints Map	11
6. Comments on SEPP Discussion Paper	12
6.1 <i>Proposed SEPP</i>	12
6.1.1 Zoning Approach	12
6.2 <i>Part 8 – Planning Pathways</i>	12
6.2.1 Precinct Planning Process	12
6.3 <i>Part 3 Proposed land use controls</i>	12
6.3.1 Mixed-Use Zone	12
6.3.2 Enterprise Zone	13
6.3.3 Environment and Recreation Zone	13
7. Conclusion and Recommendations	14
Appendix A – Permissible uses within SSP but not within mixed-use zone	15
Appendix B – Property details	16
Table 1: Legal Description of The Site	16
Figure 7: Aerial View of The Site	16

1. EXECUTIVE SUMMARY

This submission is made by Celestino in relation to landholdings within the Northern Gateway precinct totalling 440 hectares at Luddenham Rd, Luddenham, NSW, owned by its related companies Sydney Science Park Pty Ltd and EJC Luddenham Pty Ltd.

With a landholding of 440ha (refer **Appendix B** for property details), Celestino is the largest private landholder within the Western Sydney Aerotropolis and only second in size to Western Sydney Airport overall. Celestino owns and is developing Sydney Science Park (SSP) which, at 287ha, forms a substantial part of the Celestino landholdings.

Celestino is **supportive** of the WSA Planning Package. Specifically;

- Measures that protect the 24hr operation of the airport and the use of surrounding landholdings for airport related uses, both of which are vital not only to the success of the airport, but the wider Aerotropolis. In particular, the plan to locate residential communities and other noise sensitive land uses outside the ANEC/ANEF 20 and above contours and to not allow development that will impact upon the aviation operations from being located within the ANEC/ANEF 20 and above contours. Further, we endorse the view that land surrounding the airport be for uses that support airport operations (eg. freight, logistics, airport maintenance services, logistics, warehousing and catering for airlines, etc).
- In line with our support for the restriction of sensitive uses that may impact the 24/7 operational capacity of the airport, we also support the locations of, and proposed use restrictions within, the Enterprise Zones.
- We support the location of the Sydney Metro Greater West corridor and as detailed further in this submission; we believe SSP is the optimal location for a Metro station. The Draft WSAP states “jobs and housing supported by the proposed Sydney Metro Greater West (Stage 1) rail spine”. We agree the Metro will be critical in supporting the creation of jobs and housing and overall success of the Aerotropolis. SSP will contribute significantly to the early activation of the Metro with residents and employment, which could be greatly enhanced were a Metro station to be located within SSP.
- The comment that the Northern Gateway precinct will complement the Aerotropolis Core and will evolve as a centre focused on high technology incorporating health, education, knowledge and research. SSP is perfectly positioned to assist in achieving this vision through its current zoning and development as an innovation ecosystem including existing collaborations with CSIRO, UTS, The Westmead Precinct and Catholic Education Diocese of Parramatta.
- A strategic centre within the Northern Gateway has been identified. SSP is the logical choice for this strategic centre with its existing zoning allowing retail, residential and commercial. This proposition is further strengthened should a Metro station and intermodal transport hub be established at SSP.
- The proposal for a road link connecting The Northern Rd at Littlefields Road through the precincts of North Luddenham and Northern Gateway. This provides critical connectivity between Northern Rd and Luddenham Rd through the northern part of the Aerotropolis.

Celestino’s **key concerns** with respect to the exhibited draft Western Sydney Aerotropolis Plan (WSAP) documents are identified below. Additional details are provided for in this submission.

1. Celestino seeks to ensure that the proposed flexible zoning for SSP allows, as a minimum, all the existing permissible uses and hence, SSP is no worse off.
2. As an owner with landholdings above 100ha, Celestino would welcome the establishment of a technical working group relationship with the Western Sydney Planning Partnership to facilitate collaboration of SSP’s masterplan as part of the Northern Gateway Precinct Plan.
3. Transit Oriented Development: A future rail corridor is shown on the plans. Should a Metro station be located at SSP, we consider this should trigger a holistic review of the current masterplan with a view to abolishing current caps on residential and retail heights and yields or, increasing them as a minimum. As a result, we would expect to generate more employment opportunities.

2. INTRODUCTION

This submission has been prepared in relation to Celestino's landholdings totalling 440 hectares at Luddenham, NSW. Refer **Appendix B** for property details.

Celestino welcomes the opportunity to comment on the public exhibition of the Western Sydney Aerotropolis Planning Package comprising the following documents:

- Draft Western Sydney Aerotropolis Plan (Draft WSAP)
- Western Sydney Aerotropolis Discussion Paper on the proposed State Environmental Planning Policy (SEPP Discussion Paper)
- Draft Western Sydney Aerotropolis Development Control Plan Phase 1 (Draft DCP).

The submission is structured as follows:

- **Section 3** provides an overview of the Site's location and context within the Aerotropolis
- **Section 4** provides background to the planning and policy context and an overview of work being undertaken by Celestino in response to the changing context
- **Sections 5 – 6** details our submission on each of the documents currently on exhibition
- **Section 7** provides a summary of the recommendations and the conclusion.

3. THE SITE

3.1 REGIONAL CONTEXT

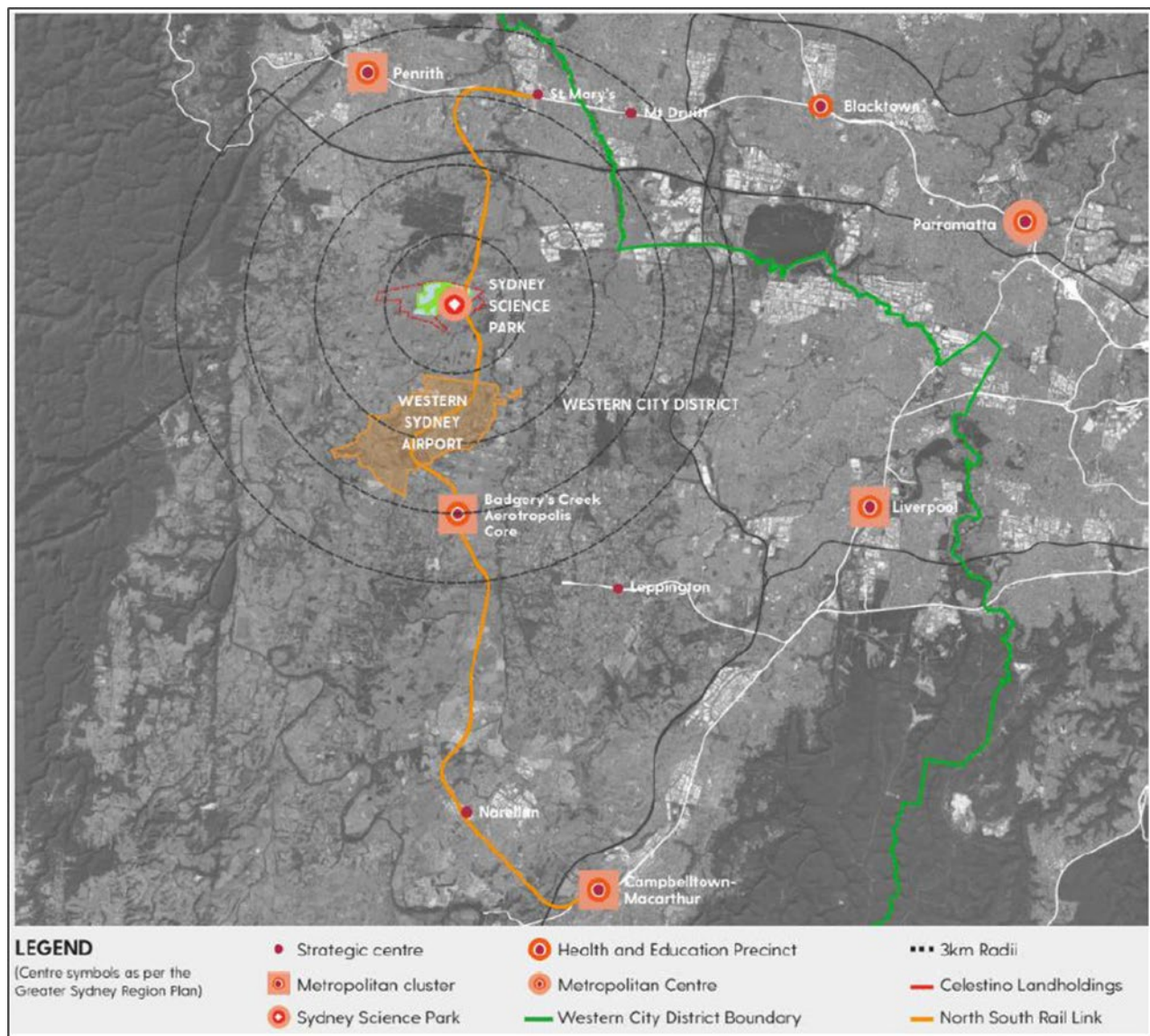
The Site is in Luddenham, 3km north of the Western Sydney Airport. The Site is well positioned in the context of several Metropolitan clusters being approximately 10km north of the proposed Aerotropolis Core, 10km south of Penrith CBD, 21km north-west of Liverpool CBD, 25km south west of Parramatta, 43km west of Sydney CBD. Refer **Figure 1**.

The Site has access to Luddenham Road to the east and Northern Road (via Gates Road) to the West, which together provide access to key arterials; the Western Motorway (M4), the Northern Road (A9), Mamre Rd and the M7 motorway.

The Site is set to transform over the next 30 years into a science city of innovation which will play a central role in realising the Governments' plans to create the Western Parkland City.

City-shaping transport links including the WSA, Metro Greater West, M12 and M9 (Outer Sydney Orbital (OSO)) make a significant contribution to SSP becoming one of the most connected places in Australia, noting the Metro Greater West and M9 pass directly through SSP lands (the OSO through the far eastern portion).

Figure 1: Regional Context



Source: Elton Consulting 2019

4. EXISTING CONTROLS

4.1 PLANNING AND POLICY CONTEXT

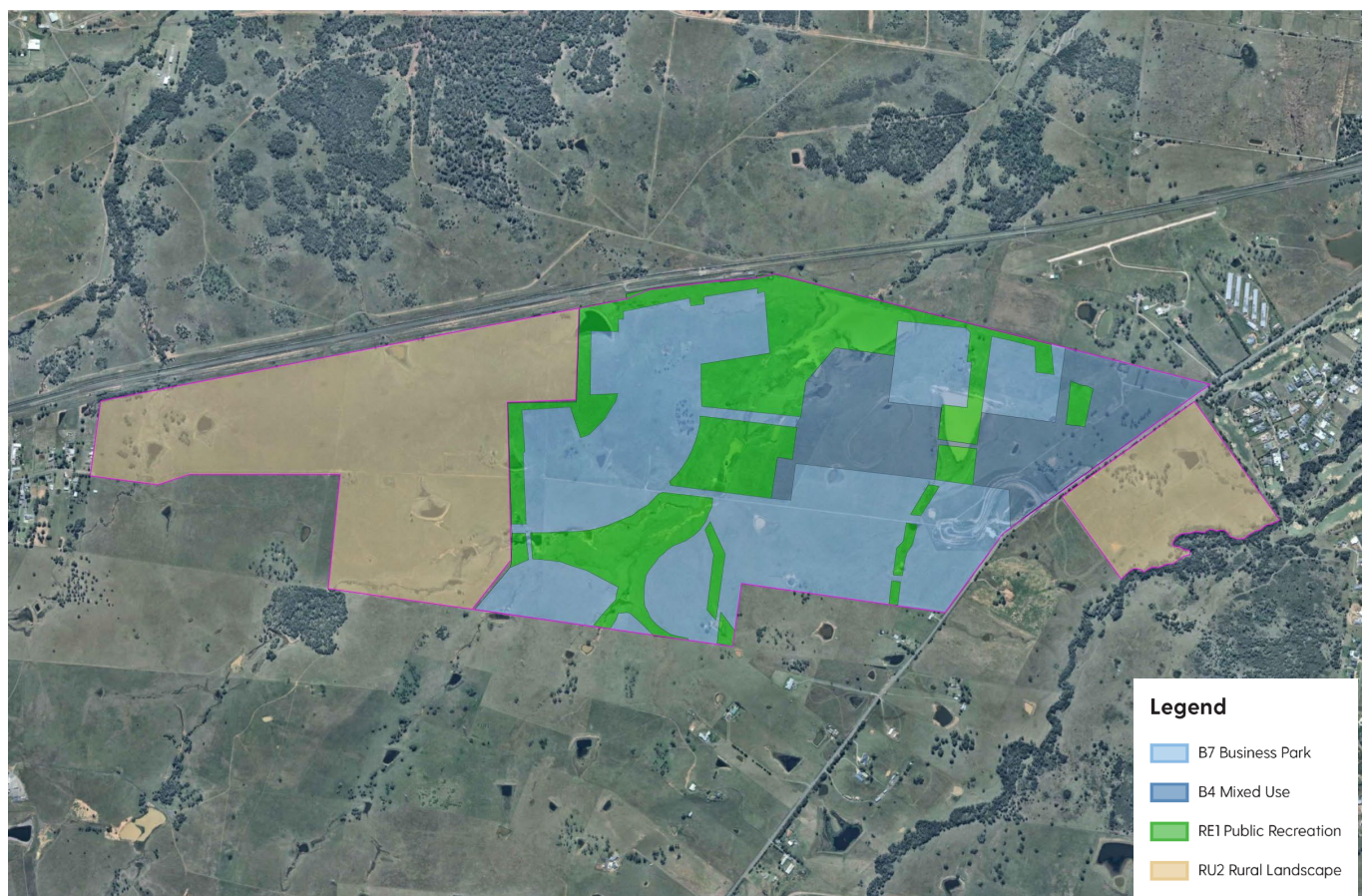
In 2016, SSP was subject to a Planning Proposal supported by all three levels of Government to facilitate the development of the Site. The rezoning process started in 2011 with the original SSP masterplan, which formed the basis of the planning controls today allowing a mix of education, employment, residential, retail and recreational uses to facilitate the creation of a mixed-use centre.

Under the current planning controls SSP is zoned to deliver:

- A mixed-use town centre comprising 30,000sqm of retail floor space and in excess of 440,000sqm of commercial employment & education floor space with building heights up to 24m;
- 3,400 dwellings;
- New roads and infrastructure;
- Landscaping, open space, sporting fields and parks.

The 2016 Planning Proposal, as amended by the Penrith LEP 2010, rezoned the SSP land from RU2 Rural Landscape to: B4 Mixed Use; B7 Business Park; and RE1 Public Recreation zones with a range of additional permitted uses, along with supporting controls to guide future development of SSP. The remainder of the Site (153 ha) is zoned RU2 Rural Landscape, pursuant to Penrith LEP 2010. Refer **Figure 2**.

Figure 2: Land Use Zoning Map (Penrith LEP 2010)



Associated with the Planning Proposal are State and Local Voluntary Planning Agreements (VPAs) that seek to ensure there is the necessary physical and social infrastructure to support a new community. Site specific development controls were also included in the Penrith Development Control Plan (DCP) 2014 at chapter E16 Sydney Science Park.

SSP is planned to be Australia's first masterplanned mixed use "Science City" based on co-locating education, employment, innovation and research to achieve a fully integrated mixed-use urban community.

The vision for SSP in the Penrith DCP 2014 [E16 Sydney Science Park] is that it will:

...deliver to Western Sydney an urban structure providing greater choice, better value, leading edge environmental outcomes, higher design quality, improved social interaction and superior amenity. Employment in jobs of the future, high value research, technology and education facilities will be supported by business, retail and community services and housing for a diversity of incomes and lifestyles. Entrepreneurial thinking, innovative design, sound marketing and consistent delivery will ensure Sydney Science Park quickly provides a compelling research, educational, business and housing environment.

4.2 A PROGRESSIVE STRATEGIC DIRECTION AND VISION

In light of catalytic government announcements since the rezoning of SSP in 2016 (e.g. commitment for airport opening in 2026, Stage 1 Sydney Metro Greater West, Northern Gateway as an initial precinct) Celestino has been investigating a new strategic direction and vision for SSP but also the overall Site. The strategic vision considers our entire land holdings, new research and education partnership agreements, major infrastructure commitments/announcements and the changing policy context.

The strategic direction and vision:

- Includes a Metro station at SSP;
- Maximises the benefits that a Metro station as well as other transport initiatives can offer by planning for a Transport Orientated Development (TOD), facilitating marked increases and enhancements in employment, education, retail and dwellings, all of which are already permissible at SSP;
- Gradually delivers circa 50,000 jobs and 15,000 dwellings across SSP;
- Builds on SSP's existing plans for a 30,000sqm district-level retail centre to realise and enhance its important role as the Strategic Centre – Transit Orientated, Lifestyle and Innovation Hub of the Northern Gateway;
- Builds on, and facilitates the delivery of, health and education industry partnership agreements;
- Is intended to be visionary, and support an iterative process, informed by robust technical expertise and precinct planning process;
- Seeks to integrate all Celestino's landholdings and undertake a comprehensive review towards achieving a holistic vision for The Site.

Our overall Urban and Landscape Vision for SSP and Preliminary Indicative Structure Plan is shown in **Figure 3** below.

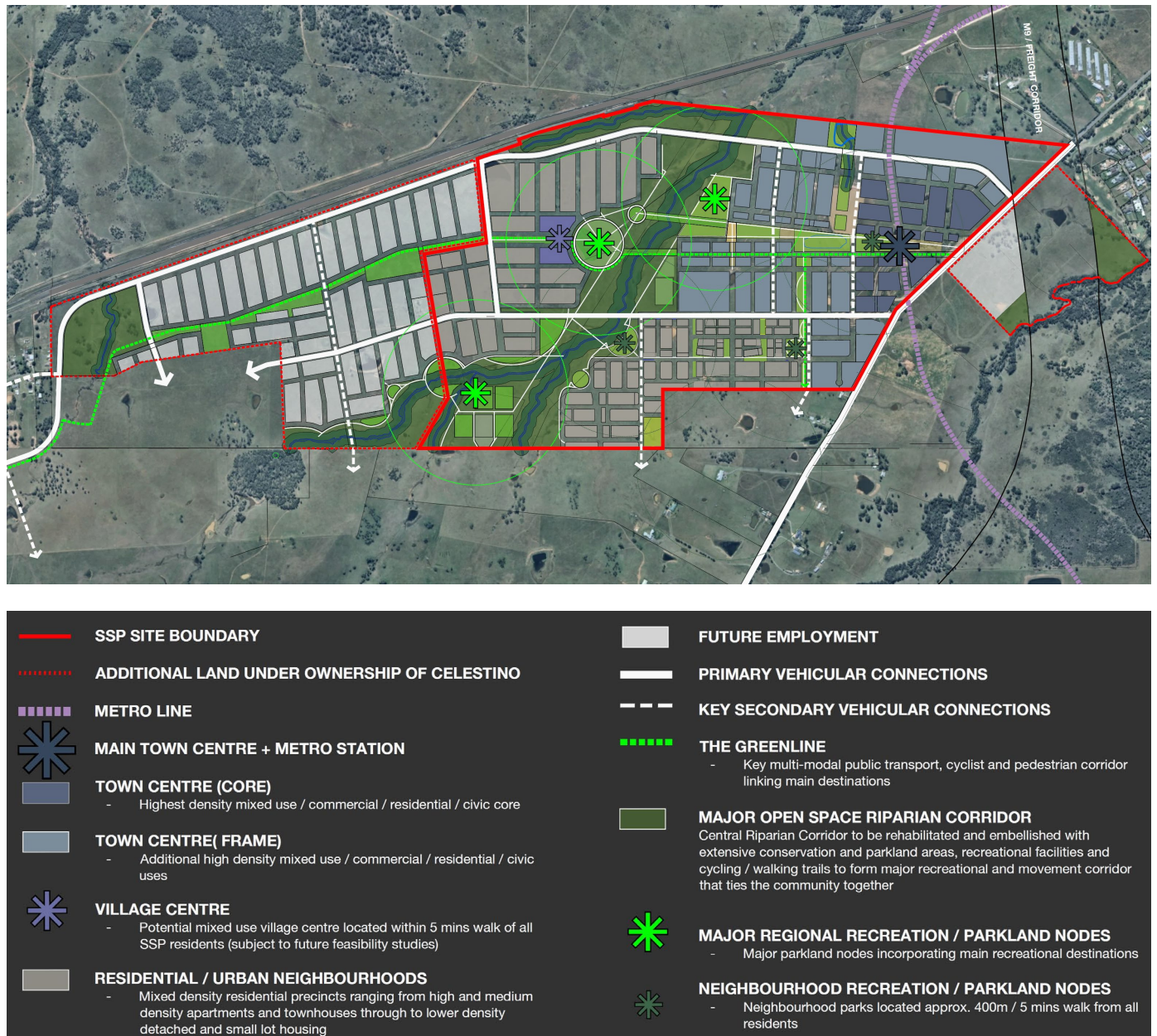
This Urban and Landscape Vision has been informed by the following documentation:

- Preliminary Social Infrastructure Assessment by Elton Consulting
- Market Potential Assessment by Location IQ
- Rail Assessment by Dr. Neil Prosser
- Sydney Science Park Strategic Transport and Urban Context Analysis by Pentelic Advisory and Chris Brown

Technical documentation prepared as part of the 2016 Planning Proposal, subsequent Development Applications (DAs) and the Penrith Accelerated Housing Program have also been relied on. It is expected that further detailed studies for SSP and the overall Site will be undertaken (where required) as planning for the Site continues.

It is considered that our work can feed into the Aerotropolis Northern Gateway precinct planning and concurrent masterplanning process for the Site. Our submission is based on our vision and demonstrates what can be achieved at the Site over the next 25 years and beyond.

Figure 3: Celestino Preliminary Indicative Structure Plan



Source: One Collective (January 2020)

SSP Partners



5. COMMENTS ON THE DRAFT WSAP

Key comments and recommendations to government with respect to Celestino's landholdings are detailed below.

5.1 STRUCTURE PLAN

Our comments on the Structure Plan are detailed below.

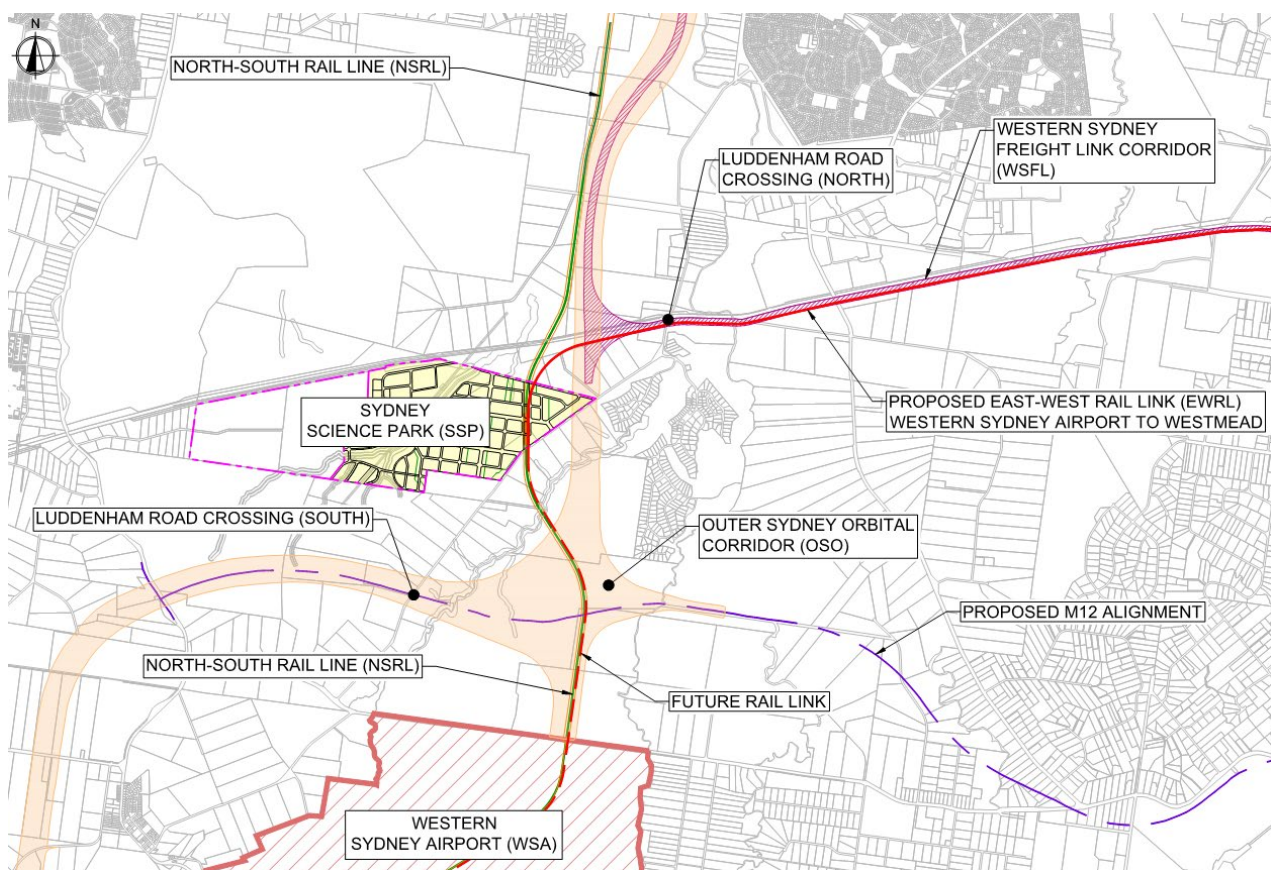
Celestino **strongly supports**:

- SSP being identified in the Structure Plan as 'Mixed Flexible Employment & Urban Land'.
- Land to the east being identified as 'Flexible employment' given the potential constraints of the Outer Sydney Orbital Corridor.
- Location of the proposed Sydney Metro Greater West transport corridor, however, we consider that any announcement of a Metro station for SSP should then trigger a review of the planning controls, heights and densities.
- The road link connecting The Northern Road at Littlefields Road.
- Key considerations identified for the Northern Gateway, in particular we note that Celestino is committed to *"Supporting Metro investment with potential station focused developments and public places"*.

We make the following comments / recommendations:

- Should a Metro station be located at SSP as part of the Sydney Metro Greater West, that the potential East-West Metro link also connect to SSP (Refer **Figure 4**). It will provide significant benefits for the Aerotropolis by markedly increasing the workforce catchment for businesses in the Northern Gateway and the job catchment for residents and, achieving the Government's 30-minute city vision.

Figure 4: Plan showing East-West rail link option through SSP



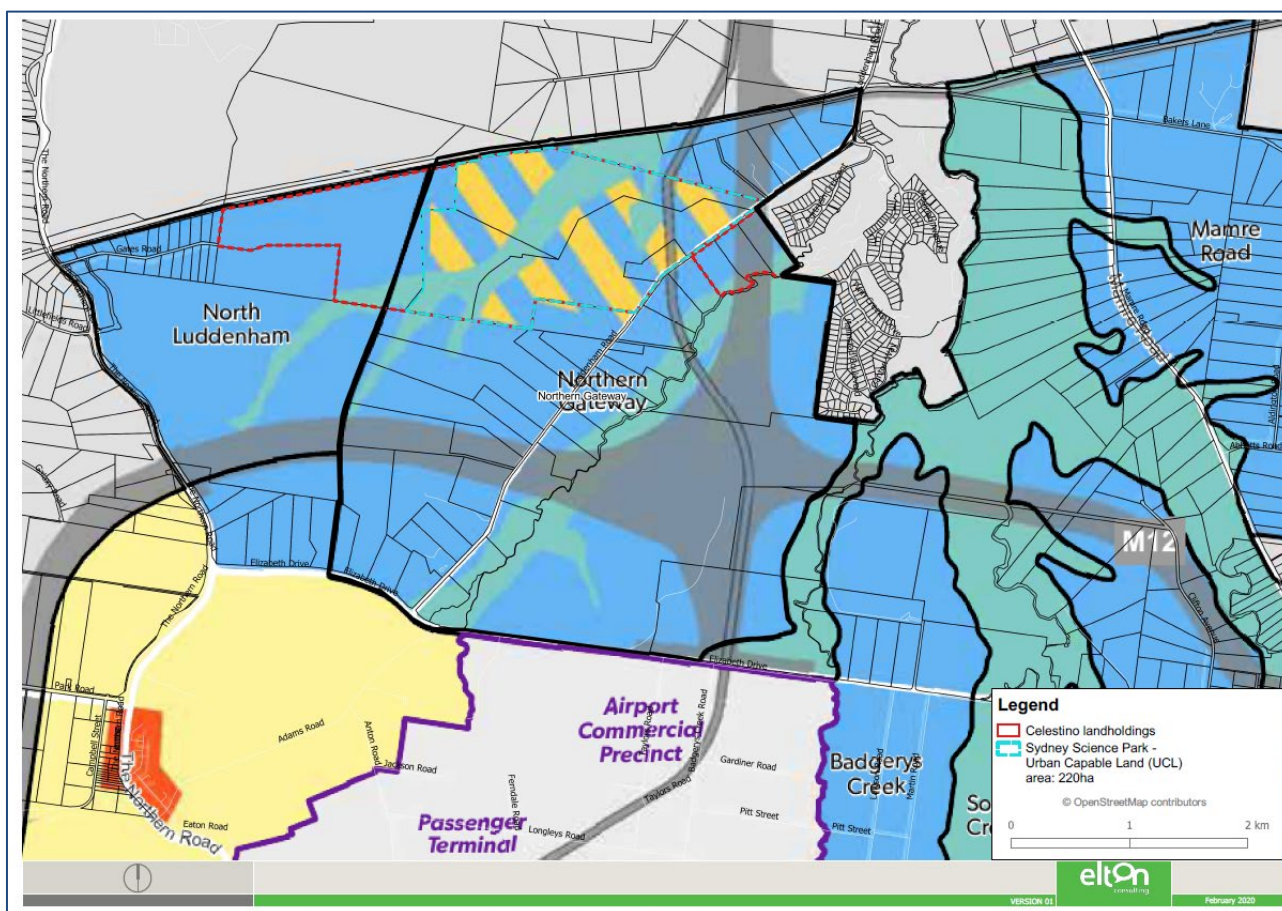
Source: BG&E 2019

- While we support most of the strategic outcomes and implementation strategies identified for the Northern Gateway, noting our preliminary masterplanning work is consistent with many of these. We make the following comments/recommendations on the following outcomes identified.

We note the proposed population (8-10K residents) and job targets (19-21K) for SSP which is based on current LEP constraints and zoning. Should a Metro station be located at SSP, we believe the yields and heights should be increased to achieve greater benefits to both the Metro operations as well as the positive impact on the Northern Gateway and the Aerotropolis as a whole to create more employment opportunities and achieve a larger Aerotropolis community.

- Lastly, there are no centres identified in the Structure Plan (refer **Figure 5**). The WSA Plan states that a network of new and existing centres will emerge from the precinct planning process and as Sydney Metro Greater West stations are confirmed together with rail, bus, walking, cycling and freight connections. SSP is the logical choice for this strategic centre of the Northern Gateway precinct, with its existing mixed-use zoning allowing retail, residential and commercial. This proposition is further strengthened should a Metro station and intermodal transport hub be established at SSP.

Figure 5: Structure Plan



Source: Draft WSAP 2019

5.2 TRANSPORT SERVICES

We note to date the only Metro stations that have been committed to, as per Metro's website, are at the Airport and St Mary's Interchange and within the Aerotropolis Core (as noted in the WSA Plan).

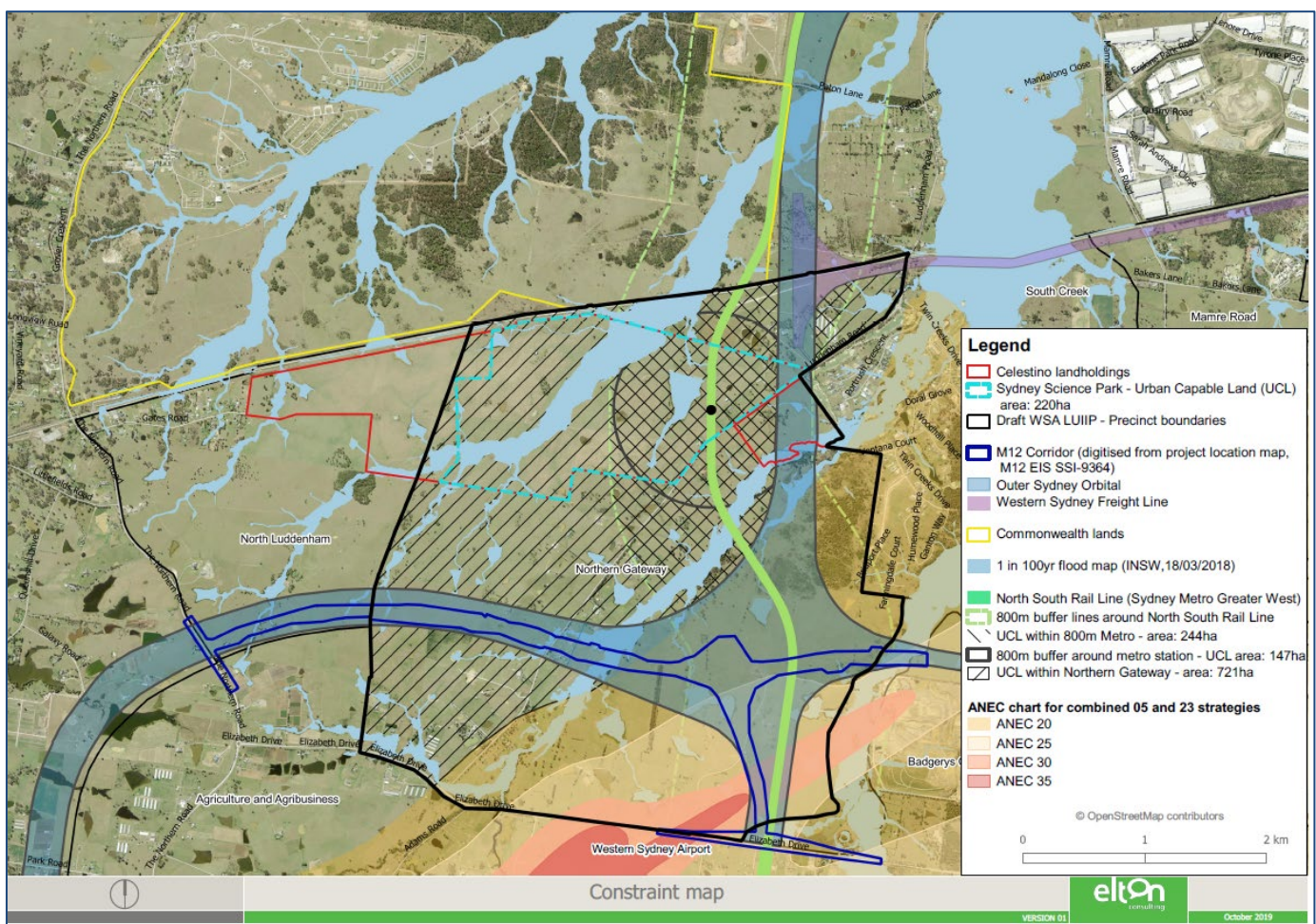
Celestino comments as follows:

- We contend that SSP is ideally positioned to accommodate a Metro station. The proposed Sydney Metro Greater West Stage 1 alignment passes directly through SSP land for approximately 1km. Celestino seeks commitment to the provision of a station at SSP to encourage transit-oriented development and increasing the mixed use residential, retail and employment lands potential of SSP.

- Celestino landholdings are an optimal distance from the Western Sydney Airport to position a penultimate station being located 3km north. They are also less constrained than surrounding areas that are subject to biodiversity, flood and airport noise constraints, therefore providing maximum potential to leverage the benefits of the station location and an intensification of compatible land uses. (Refer **Figure 6**).
- A Metro train station would also enable early development, as the SSP is already zoned for a range of residential, business and retail purposes. It is also considered that a Metro train station should trigger a planning review to allow for increased building heights, densities and yields at SSP. The proposed rail and road transport infrastructure are important in making the Northern Gateway as successful as possible; by providing multiple transport options, noting the existing public transport network relies on limited bus services reflecting the current low travel demands (based on the predominant zoning of the surrounding area).
- SSP delivers the kind of jobs, education and development that is needed for the Metro to deliver on its city-shaping objectives. Locating a Metro station at SSP and enabling easy access from the surrounding Celestino and other owner sites, will ensure patronage from day one and into the future.
- Further, we understand that “Rapid Bus Connections between Penrith and the Western Sydney Airport” is identified as a key piece of infrastructure and we recommend that this service connect to SSP town centre to complement future Metro services.

Figure 6 shows the location of transport infrastructure and constraints considering information available to date.

Figure 6: Constraints Map



Source: Elton Consulting 2019

6. COMMENTS ON SEPP DISCUSSION PAPER

6.1 PROPOSED SEPP

6.1.1 Zoning Approach

Celestino welcomes the flexible land use zoning to be applied to precincts throughout the Aerotropolis including the part Enterprise Zone; part Mixed-Use Zone; and part Environment and Recreation Zone of the site.

Celestino welcomes the flexible approach on the basis that **there shall be no diminution in permissible land uses** of Celestino lands currently zoned under Penrith LEP 2010 as:

- a. B4 Mixed-Use zone (with the current LEP additional permissible uses)
- b. B7 Business Park zone (with the current LEP additional permissible uses)
- c. RE1 Public Recreation zone
- d. RU2 Rural Landscape zone

(i.e. Celestino's landholdings shall maintain at least all permissible uses pursuant to the current controls of Penrith LEP 2010).

We have undertaken a detailed review of the land use tables for each of the proposed zones (include objectives and proposed land uses) in relation to our landholdings and compared this with our existing zoning under the Penrith LEP 2010 (**See Appendix A**). Should our position of no diminution in currently permitted land uses not be reflected in the land uses tables for the corresponding zones (Enterprise Zone; Mixed-Use Zone; and Environment and Recreation Zone), we consider that they are included as additional permitted uses.

6.2 PART 8 – PLANNING PATHWAYS

Celestino strongly supports the inclusion of the following planning pathways:

- Establishment of a framework for the creation of precinct plans including the preparation of a Precinct Structure Plan that will establish, spatially through a map, the planning and land use principles to be met from development in the precinct. The proposed SEPP will be specific that development cannot occur until a Precinct Structure Plan has been completed and incorporated into the proposed SEPP. This is subject to SSP being able to continue to develop under the LEP until such time as the Precinct Structure Plan is finalised.
- Enabling DAs to be submitted prior to the completion of, and/or concurrently with, precinct planning and proposed provisions to ensure certain requirements
- Framework to establish an optional masterplanning process – this is key and further comments on this are elaborated below
- Inclusion of Exempt and Complying Development provisions

6.2.1 Precinct Planning Process

We support the proposal for sites with a minimum site area of 100 hectares to be able to lodge and present their masterplans to assist in the precinct planning process.

We request that WSPP set up a governance process such as a technical working group asap to facilitate the masterplanning process. This will create a consultative process and ensure that precinct planning will align with masterplanning.

6.3 PART 3 PROPOSED LAND USE CONTROLS

6.3.1 Mixed-Use Zone

The "Mixed-Use Zone" will apply to areas where there is a focus on the delivery of both employment and higher density residential uses. The application of the zone will include local centres that provide for social services and art and cultural facilities and, are located in areas of high amenity with access to high frequency public transport, open space, parks and waterways, pedestrian and cycle linkages and public squares. These areas will be highly

connected, containing a legible street network to provide direct, safe, cool and convenient pedestrian, cycle and public transport access. The land uses in the Mixed-Use Zone will contain a mix of commercial uses, including retail, such as restaurants, cafes, offices, medical and social services, and places of entertainment, along with residential (as appropriate).

Comment / Recommendation

Celestino generally supports the objective of the Mixed-Use Zone, but recommends that WSPP considers including the following objectives of the B4 Mixed-Use zone and B7 Business Park zone of Penrith LEP 2010:

- To integrate suitable residential and non-residential uses in accessible locations to maximise public transport patronage and encourage walking and cycling and use of public space;
- To minimise conflict between land uses.

We support the broad range of land uses for the proposed Mixed Use Zone, however we recommend that additional uses are included as 'permissible with consent', given they are already permitted and considered appropriate under the current B4 Mixed-Use zone and B7 Business Park zone of Penrith LEP 2010.

6.3.2 Enterprise Zone

We support the proposed objectives for the Enterprise zone, in particular the prohibition of residential accommodation so it does not impact on airport operations 24/7.

Further, Celestino supports the broad range of land uses proposed to be permitted under the Enterprise zone.

6.3.3 Environment and Recreation Zone

We support the proposed objectives of the environment and recreational zone. However, we are concerned that permitted land uses in the proposed Environment and Recreation zone are limited compared to the current RE1 Public Recreation zone under the Penrith LEP 2010.

Enabling other compatible land uses within public open space is an important part of activating an area. We recommend that the following land uses are included as permitted with consent in the Environment and Recreation Zone as they are already permitted with consent under RE1 zone under the Penrith LEP:

- Boat launching ramps
- Boat sheds
- Building identification signs
- Business identification signs
- Car park
- Centre-based child care facilities
- Community facilities
- Function centres
- Markets
- Moorings
- Public administration buildings
- Recreation facilities (indoor)
- Respite day care centres
- Restaurants or cafes
- Water storage facilities.

7. CONCLUSION AND RECOMMENDATIONS

Celestino appreciates the WSP consideration of our submission.

A summary of Celestino's main recommendations/comments is provided below.

1. Collaborative Planning

Establish a technical working group relationship with Celestino to facilitate collaboration of SSP's masterplan as part of the Northern Gateway Precinct Plan.

2. SSP– No worse off

Adopt a Flexible Mixed-Use zoning for SSP that allows, as a minimum, all the existing permissible uses and hence, SSP is no worse off. Refer **Appendix A** for current permissible uses at SSP not within the current mixed-use zone definition. SSP will provide a cluster of employment generating land uses to complement the Aerotropolis Core and evolve as a strategic centre for high technology industries incorporating science-based businesses, health, educational facilities, knowledge, research and development.

We support the proposed Enterprise zone for our residual lands adjacent to SSP.

3. SSP Metro Station

Transit Oriented Development: A future rail corridor is shown on the plans. Should a Metro station be located at SSP we consider that this should trigger a holistic review of the current masterplan with a view to abolishing current caps on residential and retail heights and yields or, increasing as a minimum. As a result, we would expect to generate more employment opportunities.

APPENDIX A – PERMISSIBLE USES WITHIN SSP BUT NOT WITHIN MIXED-USE ZONE

The uses listed below are those currently permitted at SSP and which are not permitted under the existing mixed-use zone land uses.

To ensure SSP is no worse off under the proposed mixed-use zone, **we request SSP retain the following permitted uses with the new mixed-use zone.**

- Dwelling houses
- Attached dwellings
- Semi-detached dwellings
- Secondary dwellings
- Residential flat buildings
- Multi dwelling housing
- Dual occupancies
- Residential accommodation
 - *dual occupancies*
 - *dwelling houses*
 - *secondary dwellings*
 - *seniors housing*
- Restaurants or cafes
- Shop top housing
- Exhibition homes
- Exhibition villages
- Centre-based child care facilities
- Respite day care centres
- Home-based child care
- Home occupations
- Home businesses
- Car parks
- Markets
- Community facilities
- Function centres
- Public administration buildings
- Agricultural produce industries
- Amusement centres
- Recreation facilities (outdoor)
- Recreation facilities (indoor)
- Helipads
- Sewerage systems
- Water recycling facilities
- Water storage facilities
- Water reticulation systems
- Research stations
- Boat sheds
- Jetties
- Signage
 - *An advertising structure*
 - *a business identification sign*
 - *Building identification signs*

APPENDIX B – PROPERTY DETAILS

The Site, solely owned by Celestino's related entities, has an area of approximately 440 hectares and comprises the lots detailed in **Table 1** and illustrated in **Figure 7**. The Site includes the rezoned land known as SSP (comprising Lots 2, & 4 DP 1242470 and Lot 4 & 5 DP 125572) and adjacent landholdings to the east and west of SSP (Lot 5, 6 & 7 DP 255578 and Lot 1 DP 1242470).

A 60-metre-wide electricity transmission corridor bisects the Site north to south and there are number of existing watercourses located on site of varying classifications. Celestino is in negotiations to have these electricity lines placed underground.

The water courses flow in a north-easterly direction forming an unnamed tributary to Blaxland Creek before flowing onto South Creek, approximately 4 km to the north.

Table 1: Legal Description of The Site

Legal description	Area (ha)	Description
Lot 1, DP 1242470	125.7	Western lot adjacent to SSP zoned RU2
Lot 2, DP 1242470	55.5	Urban Zoned land SSP and identified in the DCP
Lot 4 DP 125572	115.3	Urban Zoned land SSP and identified in the DCP
Lot 5 DP 125572	9.29	Urban Zoned land SSP and identified in the DCP
Lot 4, DP 1242470	107.2	Urban Zoned land SSP and identified in the DCP
Lot 5, DP 255578	10.72	Eastern lot adjacent to SSP zoned RU2
Lot 6, DP 255578	10.5	Eastern lot adjacent to SSP zoned RU2
Lot 7, DP 255578	11.6	Eastern lot adjacent to SSP zoned RU2

Figure 7: Aerial View of The Site

