

Client
Landcom

Project
**North Penrith Social Sustainability Due
Diligence Assessment**

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Executive Summary

This report presents the findings of the first stage of the Social Sustainability Study for the development of the North Penrith Urban Area, located immediately to the north of the Penrith CBD. It provides a due diligence assessment of the proposal in terms of social sustainability issues, describing the social context of the site and presenting an analysis of the social risks and opportunities associated with the proposal. The second stage of the study will present in a separate report a Strategic Social Plan for the development, to include strategies for the delivery of social infrastructure and measures to enhance the social sustainability of the project.

To ensure a viable and socially sustainable community which responds to the particular features of the proposed development, this assessment considers factors that will encourage social integration and cohesion with surrounding residents and uses, while supporting a diversity within the future population. The report identifies the demographic composition of potential residents likely to be attracted to this future development in North Penrith, although firm population projections will be confirmed in the next stage of this study, once dwelling yield and mix have been finalised.

The report is in two parts and contains 13 chapters. Part A outlines the social context for the development. Chapter 1 presents the background to the study, an outline of Landcom's social sustainability policy, the scope of the study and the study process.

Chapter 2 identifies the local, district and regional geographic areas of influence for the proposed development. These comprise the Lemongrove neighbourhood adjoining the site to the east and north east, the suburb of Penrith and the Penrith Local Government Area (LGA).

Chapter 3 presents a summary social profile of the surrounding area, with detailed demographic data presented in Appendix 1. Key features of the adjoining neighbourhood are a relatively young population, with a high proportion of young adults and fewer children and older people, relatively small households, a high proportion of single person households, single parent households and couples without children. Residents are generally well qualified and working in white collar jobs. The housing stock is dominated by apartments, townhouses and semi-detached styles, with more than half of all dwellings being rented.

Chapter 4 presents a summary and map of existing services and facilities in the surrounding area. The site's location immediately north of Penrith CBD provides relatively easy access to a wide variety of district and regional services and facilities in the city centre. Residents will benefit from a proposed new co-located Council facility planned for the CBD. Many local level services appear to have spare capacity to accommodate the expected levels of demand, including schools, child care centres and the local neighbourhood community centre.

Part B of this report provides a social analysis of the proposed development. Chapter 5 outlines significant social, political, economic, technological and environmental issues at the national, metropolitan and regional levels which make up the "big picture" context of the development. Chief among these are demographic trends which indicate continuing population growth in western Sydney, smaller households, an ageing population and the need for new housing across a variety of forms and price ranges to meet the needs of increasingly diverse household types. These trends have direct implications for the design of housing and neighbourhoods in new residential areas.

Chapter 6 considers the issue of housing need and demand in Penrith, particularly in relation to the housing mix proposed for the North Penrith site. The chapter draws on the key findings of a recent demand and supply assessment of the local housing market undertaken by Landcom to estimate the mix of housing products appropriate in this area. The Landcom report analysed characteristics of purchasers who recently moved into the area and notes most have moved from within Penrith LGA or surrounding parts of western Sydney. Based on the household profile of recent purchasers, an expected breakdown of housing types considered appropriate for this site is presented. This would see 51% attached dwellings, 44% semi-detached dwellings and 4% detached dwellings provided. These estimates include an allowance for 100 dwellings specifically for older people, 44 accessible dwellings and 44 affordable dwellings. They are considered broadly consistent with the expected housing demand based on an analysis of the area's social profile and experience of medium density housing in Penrith.

Chapter 7 considers the future population of the proposed development and presents preliminary population estimates. An estimated yield of 870 dwellings would result in a population of around 1,660 people. The proposed product mix would likely result in equal proportions (around 33% each) of couple families without children and single person households. Another fifth (20%) would be couples with children and there would also be some single parent families. The area is likely to also be attractive to investors, who will provide rental

accommodation for new residents. Diversity across the population is an important contributor to a sustainable community.

Chapter 8 identifies the key policy documents at the state and local government levels which provide a guiding framework to support the social sustainability of the North Penrith Urban Area, and outlines the ways in which the objectives of these plans will be incorporated into the development. There is a large number of relevant policies and plans, particularly those pertaining to meeting social objectives within the Penrith City Council area, and these are summarised in Appendix 3.

Chapter 9 considers the shortfall in social infrastructure in the surrounding area, to identify facilities and services which might be developed to meet the needs both the new and existing populations. There is an opportunity to provide within the site a small meeting and activity space for resident activities such as social or hobby groups, lifelong learning or exercise classes. The meeting room or rooms should be provided near an area of open space, perhaps at the proposed oval, at the village centre or in association with an aged care service. Requirements for open space would be addressed through provision of new local parks, adaptation of the existing oval for multiple sporting uses and development of a high quality playground for children of all abilities incorporating water play. The ways in which these facilities will be provided will be examined in more detail in the next stage of this study. No community use has been identified for Thornton Hall.

Chapter 10 considers groups in the existing population and in the likely future population who may be at risk of social isolation, exclusion, relative disadvantage or adverse health impacts. Key considerations will be how to make the development attractive to the target population groups for medium density housing in this area and ensuring dwellings and activities are affordable to older people and those on moderate incomes. The concept should avoid physical barriers to integration and encourage access to the Penrith CBD and neighbouring areas. It will be important to design and manage public areas so as not to limit the attractiveness of residential uses in this central location. There will also be a need to consider the relationship between the new development and the surrounding community, which has the potential to benefit from the revitalisation and facilities to be developed at the site. In terms of potential risks for the existing population, issues are likely to include overcoming physical barriers to connectivity and accessibility. Recommended strategies to promote social integration and minimise the risk of social division involve promoting accessibility into and through the development, including open and inviting access routes, avoidance of physical barriers and activities which attract people to the area.

Chapter 11 summarises the opportunities provided by the site, focusing on the potential to provide a quality, well located development, with a variety of affordable and moderately priced housing choices, employment, services to meet daily needs and ready access to a range of quality open spaces, transport and Penrith CBD. Further opportunities are associated with revitalisation of existing community services and facilities which have capacity to serve the new population, and the targeting of accommodation and services for older people and those seeking community housing. The area has the potential to present a new type of community and high quality open spaces which are not currently available within Penrith.

Chapter 12 presents a preliminary assessment of social and economic costs and benefits that may be realised from the project. While the benefits are likely to be substantial, costs cannot be assessed at this stage.

Chapter 13 draws together the key recommendations to be addressed in the Concept Plan and in the second stage of the Social Sustainability Study. In summary, the social due diligence assessment for the North Penrith Urban Area site has found that the risks to development from a social sustainability viewpoint are limited and manageable, while the opportunities and benefits associated with the proposal have the potential to be considerable.

1 Introduction

This report presents the findings of the first stage of the Social Sustainability Study for the development of the North Penrith Urban Area, a parcel of land immediately to the north of the Penrith Central Business District (CBD).

It provides a due diligence assessment of the proposal in terms of social sustainability issues, describing the social context of the site and presenting an analysis of the social risks and opportunities associated with the proposal. The second stage of the study will present in a separate report a Strategic Social Plan for the development, to include strategies for the delivery of social infrastructure and measures to enhance the social sustainability of the project.

The report has been prepared for Landcom, which is in the process of purchasing a large part of the site from the Federal Government. The Social Sustainability Study is one of a number of technical studies being undertaken to support and inform the rezoning and masterplanning of the site.

1.1 Background to the study

The North Penrith Urban Area presents an important development opportunity due to its strategic location adjacent to Penrith CBD and the Penrith railway station. The site comprises about 40 ha and is bounded by the Main Western Railway line and city centre to the south, The Department of Defence Penrith Training Depot and residential areas to the east, the Museum of Fire and predominantly industrial uses to the north and west.

The site has been owned by the Commonwealth Government (Department of Defence), who used it until 1994 as an army base for the Royal Australian Engineers. Much of the site has been identified as surplus to the needs of the Department and is expected to be transferred to Landcom in August 2010, following a tender process. It is currently largely vacant, following demolition and removal of most of the previous structures.

The strategic nature of the site has resulted in extensive discussion and debate over its future use. Over the past decade or more, a number of different planning schemes have been prepared for the site, with differing balances between employment uses and residential development.

There are several features and land uses, either on or immediately adjacent to the site, that will affect its

future development. These include an existing commuter car park (which is to be replaced by a new multi-storey car park), the Penrith Training Depot (until recently known as the Multi User Depot) which is still used by Defence, and several heritage items and buildings, notably Thornton Hall and surrounding grounds.

Landcom is proposing to deliver a mixed use development on the site, including elements of a transit oriented development, that meets the Commonwealth Government's objectives to increase housing supply, provide community benefits, create jobs and ensure social, economic and environmental sustainability. As the basis for the sale, an Indicative Future Uses Plan was prepared by Landcom as a preliminary concept master plan. This made provision for about 900 dwellings on the site. Particular conditions of the sale from the Commonwealth Government include:

- 100 dwellings specifically for older people
- 44 accessible dwellings
- 44 affordable dwellings.

Landcom is seeking to have the proposed development considered as a State Significant Site and major project under Part 3A of the *Environmental Planning and Assessment Act*. The planning application will deliver a rezoning approval and approval of a Concept Plan for the site. The Concept Plan will establish the overall planning framework for the site and propose a range of land uses, including residential dwellings of varying densities, employment uses, heritage conservation and open space.

The Social Due Diligence Assessment will contribute to the revision of the existing Indicative Future Uses Plan and inform the development of the Concept Plan for the site, as well as supporting documents for the future Project Application (to be submitted at a future stage).

1.2 Landcom's Social Sustainability Policy

Landcom defines socially sustainable places as:

"connected places where relative inequalities are minimised, and where the population is diverse and supported, and has access to appropriate opportunities".

Landcom's approach to social sustainability is based on the internationally recognised 'social determinants of health' and their application to land use. A key objective is to ensure that new development minimises inequality and does not have a negative social impact on existing and future communities.

Socially sustainable developments are considered to be those which:

- Provide opportunity for mixed communities with diversity in housing and land use. Mixed communities ensure effective use of existing housing and infrastructure, support local economic development, and provide for different life-stage groups.
- Provide homes that will enable ageing in place. This will enable people to remain in their existing area as they get older, maintaining established networks and effectively using the housing and infrastructure provided.
- Provide homes for moderate income households. Access to affordable housing is essential to overall social well-being and Landcom is committed to providing housing opportunities for moderate income households.
- Integrate socially, culturally and physically with the existing community. Inclusive development promotes social and cultural harmony while providing improved access to existing services, infrastructure and community networks.
- Ensure access between new and existing areas. This will ensure access to existing services and infrastructure while supporting healthy/active lifestyles and sustainable transport options.
- Contribute towards community infrastructure which addresses community needs. These needs include lifelong learning, community health, transport, food, employment, information/technology, community safety, public art and social support services.
- Benefit the existing community members as well as the new. This ensures sustainability through the better use and coordination of existing and future resources.

1.3 Scope of the study

The objective of the Social Sustainability Study is to provide advice to the masterplanning process on the social sustainability components of the North Penrith Project.

The study is being undertaken in two stages, with the first being a due diligence assessment. This recognises the importance of identifying social opportunities, risks and constraints and establishing social sustainability parameters to shape the development at the outset of planning, rather than social planning occurring later in the planning process and having to respond to parameters already established. The second stage will develop a social

plan for the project, which will build on the findings of the due diligence assessment and will identify a set of objectives, strategies and strategic actions for delivering the project's specific outcomes. In particular, the plan will identify social infrastructure requirements, service delivery priorities and critical requirements to be addressed within the masterplan and implementation strategy.

The objective of the due diligence assessment has been to identify and assess social risks and opportunities and any social costs associated with the proposed development, and also to provide the research base for the second stage of the study. Key elements of the social due diligence assessment for North Penrith have included:

1. Analysis of the social context within which development would occur, involving:
 - Identifying the geographic area of influence for the development parcel
 - Preparing a social profile of the surrounding area based upon ABS data and other relevant social data
 - Mapping existing community infrastructure and assessing the extent to which services and facilities have capacity to respond to additional demand
2. Identifying the characteristics of potential residents of the future development
3. Undertaking a social analysis of the potential benefits, opportunities and risks associated with the proposed development, involving:
 - Assessment of the "big picture" context examining the range of influences which will affect the proposed development at a local, district and regional scale
 - Assessment of housing need in relation to the development
 - Assessment of need for facilities and services and specific design elements within the draft master plan
 - Assessment of social risks and factors that might risk social division
 - Identification of opportunities to enhance social sustainability, housing diversity and social benefits
 - Analysis of social and economic costs and benefits.

1.4 The study process

Preparation of the social due diligence assessment has primarily involved desk-top research, supplemented by limited consultation with local agencies. It has included:

- Analysis of demographic and housing characteristics of surrounding communities, using Council data, 2006 ABS Census material, and data from Centrelink, the Sydney West Area Health Service and NSW Bureau of Crime Statistics (BOCSAR)
- A site visit, including identification of travel routes and significant social infrastructure in the area
- Literature review to identify “big picture” trends
- An assessment of existing social infrastructure in the surrounding area and its capacity to meet the needs of the future population, based upon local directories and limited consultation with Penrith Council, government agencies and local service providers
- Mapping of local and district social infrastructure
- Review of relevant policies of Penrith City Council and discussions with Council community facilities and open space staff
- Discussions with Landcom development manager and the project manager from NPC regarding Landcom’s proposal for the site.

Part A

The social context

2 The geographic area of influence

Landcom's brief for this stage of the work required that the study identify the local and/or regional geographic area of influence for the proposed development, being the area in regard to which a social profile should be established, services and facilities mapped and issues of relative equity considered.

In identifying the geographic area of influence, consideration has been given to:

- The location and likely size of the proposed development
- The nature of surrounding development
- Transport routes and travel patterns
- Major barriers to movement such as the railway line and main road corridors
- The location and distribution of facilities and services and their role with regard to local, district and regional catchments
- Major retail and employment areas.

The process of identifying the geographic area of influence has involved:

- Consideration of maps of the area
- Site and district visits
- Identification of relevant facilities and services
- Consultation with Penrith City Council.

The study has identified three levels of geographic influence, with each level necessary to provide a different set of information about the likely influence or impact of the development. The three levels comprise:

1. **The immediate locality**, being the residential areas which immediately adjoin the site. Understanding the immediate locality is important in considering the relationship of the site to the surrounding neighbourhoods and issues of connectivity, physical and social integration and relative

equity. Understanding the immediate locality is also necessary in identifying other potential impacts of development and opportunities for wider community benefit.

The North Penrith Urban Area site is surrounded on three sides by non-residential uses. The only adjoining residential neighbourhood lies to the east of the site and forms part of the Lemongrove neighbourhood.

For the purposes of this study, this immediate locality has been identified as Census Collection District (CCD) 1280507. This neighbourhood, with a population 599 people in 2006, has been examined separately to the wider suburb of Penrith, as it has quite different social and physical characteristics. It is referred to in the study as the Lemongrove neighbourhood, and is located within the suburb of Penrith.

2. The wider residential, commercial and industrial area surrounding the site, which forms the **suburb of Penrith**, as defined by postal, Council and census boundaries. The suburb of Penrith includes the city centre and residential neighbourhoods of North Penrith, Kingswood Park, Lemongrove and Penrith to the south of the city centre. These are older established suburbs, developed primarily in the post war era. The suburb of Penrith has a fairly stable population of 11,396 people in 2006. It includes the local level facilities likely to be used by the incoming population. Its population will also fall within the catchment of any new local facilities to be provided within the new development, and needs to be considered in terms of wider implications for social cohesion and relative equity.

3. **The broader Penrith district**, comprising the Penrith Local Government Area (LGA). The strategic location of the site adjacent to the Penrith CBD / city centre makes it significant in the LGA context, as its facilities and amenities have potential to benefit the whole population of Penrith. In 2006, the population of Penrith LGA was 172,140 people.

4. For purposes of comparison, these areas have been compared with the Sydney Statistical Division (population 4,119,190 in 2006) as a benchmark to identify characteristics of significance.



 The Site

Figure 1 Location of the North Penrith Urban Area north of the Penrith CBD

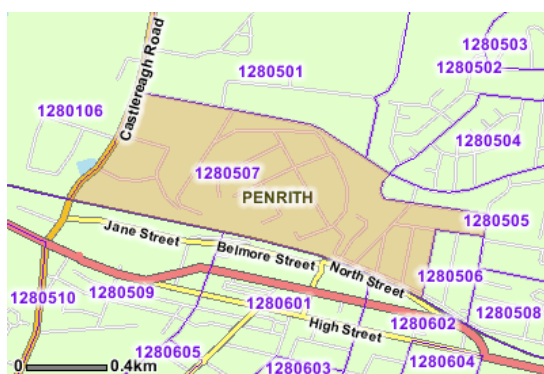


Figure 2 Area of CCD 1280507

Source: ABS Census data on-line www.abs.gov.au

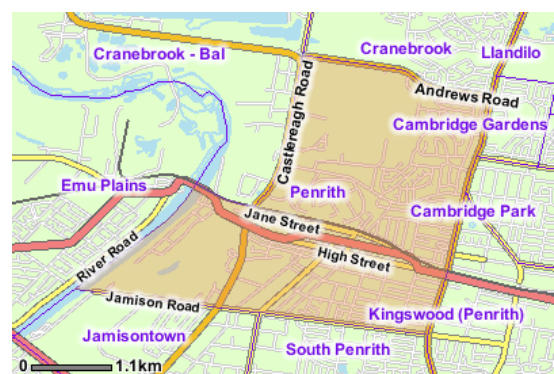


Figure 3 Area of Penrith Suburb

Source: ABS Census data on-line www.abs.gov.au

3 Social profile of the surrounding area

It is important to understand the social context of any new development, to ensure that the proposal takes account of and is responsive to the surrounding social conditions. A key element of the social context is understanding the characteristics of the population who surround the subject site, in order to assess how they may be affected by the development and how integration of new and existing communities might be achieved. Understanding the profile of the existing population can also help predict the characteristics of the new population who will be attracted to the proposed development.

Consistent with the geographic areas of influence outlined in the previous chapter, the characteristics of the population surrounding the site have been examined at three levels:

- The neighbourhood of Lemongrove, with a population of 599 in 2006
- The suburb of Penrith, with a population of 11,396 in 2006
- The Penrith local government area, with a population of 172,140 people in 2006.

Preparation of the social profile has been based upon:

- Analysis of data from the ABS Census of Population and Housing 2006 and 2001
- Penrith Council's Community Profile prepared by Profile.id
- Data from Centrelink regarding numbers of people in receipt of pensions and benefits. This information has only been available for the LGA of Penrith as a whole
- Data from the Bureau of Crime Statistics and Research (BOCSAR) regarding levels of crime. This information has only been available for Penrith LGA as a whole.

Detailed tables and statistical information pertaining to the social profile of the catchments can be found in Appendix 1. A summary of the salient points is provided in the text and Table 1 below, to provide a snapshot of the area.

3.1 The Lemongrove neighbourhood

When compared with the profiles of Penrith suburb and Penrith LGA, the Lemongrove neighbourhood to the east of the site has some very distinctive characteristics.

Age

The area has a relatively young population (median age 31 years, compared to 35 years for Sydney as a whole) despite having relatively few children of primary school age and younger. This young demographic arises from the particularly high proportion of young adults aged 15-34 years, which make up 41.2% of the population (compared to 30.6% for Penrith LGA and 29.1% for Sydney as a whole). Notably, the 15-24 year age group is around 50% larger than is typical across comparison areas. In addition, this area contains relatively fewer older people (15.3% are aged over 55 years, compared with 22.5% for Sydney as a whole).

Household and family structure

Residents of Lemongrove neighbourhood tend to live in smaller households than in the rest of Penrith (average 1.8 persons per household compared with 2.9 for the LGA). The area is notable for its very high proportion of lone person households (almost 50%, compared to 18% for the LGA) and couples without children. Family households are also noticeably different from the wider suburb, with a very high proportion of single parent families (almost 40% of families) and relatively fewer couples with children (24%).

Cultural and linguistic diversity

Residents are predominately Australian-born and speak English at home. There is less cultural diversity in the neighbourhood than in Penrith or Sydney as a whole. The most common foreign languages spoken at home are Arabic and Chinese languages. Approximately 2.5% of the area's population identifies as Indigenous. This is double the Sydney average but consistent with the greater Penrith area which has a larger Indigenous population than average.

Income, employment and education

Residents in this area tend to be well qualified and predominantly work in white collar jobs, compared to the rest of the LGA. Median weekly household income, at only \$787, is well below the Penrith LGA and Sydney averages, reflecting the high proportion of single person households, as median individual income is equivalent to the wider area averages.

In 2006 the neighbourhood had an unemployment rate slightly above the Penrith LGA and Sydney averages.

Table 1: Summary of demographic characteristics for comparison areas

Indicator	CCD	Suburb	LGA	SSD
Population	599	11,396	172,140	4,119,190
Age groups (%)				
0-4	6.1%	5.8%	7.5%	6.6%
5-14	10.0%	11.2%	15.5%	13.0%
15-24	21.4%	14.7%	15.6%	13.8%
25-34	19.8%	16.3%	15.0%	15.3%
35-54	27.7%	24.1%	28.4	28.8%
55-64	5.7%	10.0%	9.8%	10.2%
65+	9.5%	17.9%	8.2%	12.3%
Median age (yrs)	31	36	32	35
Family structure (%)				
Couples with children	23.6%	35.3%	51.7%	49.3%
Couples without children	35.0%	36.3%	28.4%	33.2%
Single parent families	39.3%	25.7%	18.5%	15.6%
Other family	2.1%	2.8%	1.4%	1.9%
Household type				
Family household	42.3%	53.1%	76.3%	68.1%
Lone person	48.6%	37.7%	18.0%	21.6%
Group household member	5.1%	4.2%	2.4%	3.9%
Average household size (no. people)	1.8	2.2	2.9	2.7
Cultural diversity (%)				
Aboriginal or TSI heritage	2.5%	3.65%	2.4%	1.1%
Overseas born	24.8%	29.2%	26.2%	39.6%
Speaks language other than English at home	12.7%	11.5%	13.4%	29.6%
Income (\$)				
Median individual income	\$519	\$416	\$517	\$518
Median household income	\$787	\$755	\$1,147	\$1,154
Unemployed (%)	6.6%	8.2%	5.3%	5.3%
Housing types (%)				
House	14.0%	49.9%	85.2%	63.6%
Semi-detached house	35.2%	20.3%	8.1%	11.8%
Flat/unit/apartment	49.8%	28.9%	6.0%	23.9%
Other	1.0%	8.3%	0.6%	1.0%
Not stated	0	1.5%	0.4%	0.1%
Same address 5 years previously	30.9%	47.6%	60.1%	54.8%
Housing tenure (%)				
Fully owned	10.9%	23.2%	27.3%	31.9%
Being purchased	19.0%	20.9%	43.2%	33.1%
Rented	66.0%	50.3%	26.6%	31.3%
Other / not stated	4.0%	5.7%	2.8%	3.6%

Housing

The area has a very different tenure pattern to the rest of Penrith. More than 50% of dwellings in this area are rented privately compared with 15% for the Penrith LGA and 19% for Sydney as a whole. The area contains a small component of public housing (4% of dwellings), but a significant amount of 'other' dwelling types, including boarding houses and aged care accommodation.

Almost half of all dwellings in the area are flats or apartments, and a further 35% are semi-detached or attached houses. Only 14% of dwellings are detached houses, compared to 85% across the wider Penrith LGA.

Consistent with its high proportion of rental housing, the population of the Lemongrove neighbourhood is quite transient, with only 31% of the population living at the same address 5 years ago, compared with 60% for the Penrith LGA.

3.2 The suburb of Penrith

The suburb of Penrith, which incorporates the Lemongrove neighbourhood, has some very distinctive characteristics when compared with Lemongrove and the wider Penrith LGA.

Age

The age profile for the suburb of Penrith is notable for its large proportion of residents aged 65+ (18%), double the proportion for the Lemongrove CCD and the LGA overall. This area has a relatively small proportion of children aged 0-14, especially in comparison to the wider Penrith LGA, and corresponding lower proportion of adults in the 35-54 age group. The median age of 36 is the highest of all comparison areas.

Household and family structure

Compared to the Penrith LGA, the suburb of Penrith has significantly high proportions of lone person households and couples without children (associated with its older age profile). It also has a high proportion of single parent families and comparatively low proportion of households comprising couples with children.

Cultural and linguistic diversity

Penrith suburb has a particularly high proportion of Indigenous residents, almost three times the Sydney average. The area is predominantly Australian born and English speaking.

Income, employment and education

Penrith suburb has relatively lower income levels than the other areas. The median household income is the lowest of all areas at \$755 per week. The median individual weekly income, at only \$416, is also well below the wider Penrith and

Sydney averages. This reflects the high proportion of older people and lone person households.

The education and occupation profile of the suburb is similar to that of the Penrith LGA. However, the Penrith suburb has a much higher unemployment rate (8%) and lower workforce participation rate (55%) than the other areas.

Housing

The suburb of Penrith has a mix of dwelling types. Just under 50% of are separate houses, still well below the average across the LGA. Over 20% of dwellings are semi-detached or attached dwellings and a further nearly 30% are flats and apartments.

Around 30% of homes are rented privately, with a further 12% comprising public housing. Rates of home purchase are well below the proportion for the LGA, although rates of full ownership are only marginally below, reflecting the older age profile and fact that this is not a suburb that attracts young families.

The area has a more stable population than the Lemongrove CCD, but still has higher rates of mobility than the Penrith LGA and Sydney as a whole. Almost 50% of its population lived at the same address five years ago.

3.3 Penrith LGA

The Census profile of Penrith LGA has been presented in detail in Appendix 1, primarily as a benchmark for comparison with the smaller areas. However, when Penrith LGA is compared with Sydney as a whole, several key characteristics are worth noting.

The Penrith LGA has a relatively young population with a median age of 32 years, compared with 35 for Sydney, and a relatively large proportion of residents under 25. Conversely, Penrith LGA has smaller proportions of older groups than Sydney.

Households comprising couples with children are the predominant form of households in Penrith LGA, making up just over half of all households. The proportion of single parent families is also slightly above the Sydney average. Conversely proportions of lone person and couple only households are below the metropolitan average. Reflecting this, average household size is slightly above the metropolitan average.

The Penrith LGA has lower levels of cultural diversity than Sydney as a whole.

Median weekly household income levels in Penrith are consistent with those of Sydney overall. Penrith has the same unemployment rate as

Sydney but a higher rate of labour force participation. Penrith has much smaller proportions of its population employed in management and professional occupations and a much higher proportion engaged in trades, clerical, service and labouring or machinery occupations. Levels of tertiary qualifications and university attendance are well below the Sydney average; however certificate qualification and TAFE attendance are greater than in Sydney as a whole.

The proportion of detached dwellings is significantly greater than the Sydney average, while the proportion of flats and apartments is particularly low. Rates of home ownership are lower than the Sydney average, but a much larger proportion of dwellings are being purchased in Penrith. The proportion of private rental housing is below the Sydney average, while the proportion of public housing is similar.

3.4 Further data

Due to Centrelink's requirements for payment for data sets and complications with catchment area boundaries, it has only been feasible to obtain Centrelink data on receipt of pensions and benefits for the Penrith LGA. Hence there are no benchmarks for comparison with other areas. From this data (presented in Appendix 1) it can be seen that a total of 28,963 or 16.8% of residents were in receipt of pensions or benefits in 2009. This represents 18.6% of the population. The largest pension categories were the age pension and disability support pension, followed by single parent benefits and Newstart (unemployment) allowances.

These rates only slightly increased since 2006.

Data from the Bureau of Crime Statistics and Research for the Penrith LGA is also presented in Appendix 1. This indicates that Penrith ranks reasonably highly in NSW in terms of *robbery*, *motor vehicle theft* and *stealing from people*.

Between 2006 and 2009, Penrith LGA improved its crime ranking in *Assault – non-domestic violence related*, *Break and enter – dwelling and non-dwelling* and *Stealing from motor vehicles*.

3.5 Conclusion

The Penrith LGA is predominantly a family area, with a relatively young population living mostly in detached family housing, either owned or being purchased. However the older established suburbs close to the city centre are undergoing a process of change, as the population ages and sites are redeveloped to provide higher density housing, much of which provides rental accommodation.

In this context, the suburb of Penrith and the neighbourhood of Lemongrove stand out as having some characteristics that distinguish them from the wider Penrith area. For the suburb of Penrith, these characteristics include:

- A high proportion of single parent families and comparatively low proportion of households comprising couples with children.
- A relatively high proportion of older people, and lone person and couple only households
- Associated with this, relatively low average individual and household weekly incomes
- A high proportion (nearly 50%) of semi-detached and attached forms of housing
- Nearly 30% of dwellings are private rental, and a further 12% are public housing.

The neighbourhood of Lemongrove, immediately to the east of the North Penrith site, has some further distinguishing characteristics:

- A predominance of young adults 15-34 years
- A very high proportion of lone person households, couples without children and single parent families and relatively small proportion of couples with children
- Median individual and household incomes higher than the Penrith suburb, reflecting its younger, well educated and employed population
- About 85% of housing stock comprising semi-detached or attached dwellings, and only 14% comprising detached family housing
- A very high proportion of dwellings in the private rental market, and associated high levels of population mobility.

It is clear that the area surrounding the North Penrith site provides an important role in the Penrith context in providing housing forms and tenure forms that are otherwise not widely available in the wider Penrith area. The smaller dwellings provide accommodation for households other than traditional family with children households, including single people, couples without children and single parent families. The area also provides an important source of rental housing for lower income households and mobile young people, who might otherwise not be able to live within the Penrith area. Therefore the area is important in contributing to housing and population diversity in an otherwise fairly homogeneous family area.

4 Existing services and facilities

Existing community facilities, human services and open space in the area surrounding the North Penrith site have been identified and examined to assess:

- Their availability and accessibility for the incoming population
- Their suitability to the needs of the incoming population
- Their capacity to absorb demand that may be generated by the future development of the site.

Some types of facilities and services serve a local catchment, while others are provided on a district or regional level.

A summary of key findings with regard to existing facilities and services is provided below. A map of the main facilities in the vicinity of the site is also provided overleaf. More detailed commentary pertaining to the key facilities and services is provided in Appendix 2.

4.1 Overview of regional facilities

Consistent with Penrith's role as a regional city, a wide variety of facilities and services are located within or very close to the city centre. Given the location of the North Penrith Urban Area adjoining the city centre, these facilities and services are all within easy reach of the site, either by walking or a short drive. Regional level facilities located within or near Penrith's city centre which will be accessible to the North Penrith population include:

- Nepean Hospital and Governor Phillip Special Hospital
- University of Western Sydney
- Western Sydney Institute of TAFE
- Joan Sutherland Performing Arts Centre and Q Theatre
- Penrith Panthers Entertainment Complex
- Penrith Regional Gallery and Lewers Bequest

- Penrith Regional Library
- Westfield Penrith, Nepean Centro and a wide range of smaller shops and commercial services
- Leisure and entertainment facilities including restaurants, cafes, cinema and clubs such as Penrith Leagues Club
- Law courts and legal services
- Australian Tax Office
- Government human service agencies including Department of Community Services, Department of Education and Training, Fair Trading, RTA Motor Registry, Centrelink, the Child Support Agency, Medicare
- Penrith Senior Citizens' Centre
- Penrith Community Health Care and private medical and allied health practitioners
- Nepean Community College and other community learning organisations
- PCYC (Police and Community Youth Centre)
- Police and fire stations
- Lemongrove Retirement Village and aged care services
- A variety of non-government organisations providing support services for older people, young people, families, indigenous groups, people from culturally and linguistically diverse backgrounds, unemployed and low income groups, people with a disability and other special needs.

Details of the expected size and composition of the new population are presented in Chapter 7. It is anticipated that these large regional facilities would generally have capacity to absorb the very limited demand likely to be generated by the small population forecast for the development. The additional population has potential to contribute to the viability of facilities operated on a commercial basis. While health, welfare and support services are currently operating at capacity, it is likely that the majority of new residents will be re-locating from within the Penrith area (see Section 6.1.2), and as such, they will have already been factored into the population planning processes that underpin resource allocation for government funded services, such as hospitals and community health, Home and Community Care Program and welfare services.



- Cultural Facilities
- 01 Joan Sutherland Performing Arts Centre and Q Theatre
- 02 Penrith City Library
- 03 Penrith Regional Gallery (off the map)
- Recreation and entertainment
- 04 Penrith Swimming Centre
- 05 Penrith Panthers
- 06 Penrith Westfields (Penrith Plaza)
- 07 Penrith Showground
- 08 Penrith Park and Stadium
- 09 Panthers World of Entertainment
- 10 Jamison Park
- 11 Parker Street Reserve
- 12 Woodriff Gardens
- 13 Penrith Swimming Centre
- 14 PCYC
- 15 International Regatta Centre (off the map)
- Community and Health
- 16 Home and Community Care Program
- 17 Penrith Youth Health Centre and The Warehouse
- 18 Penrith Community Health Centre
- 19 Lemongrove Community Health Centre (Aged and Chronic Care)
- 20 Nepean Medical Centre
- 21 Nepean Hospital
- 22 North Penrith (formerly Kingswood Park) Community and Neighbourhood Centre
- 23 Penrith Senior Citizens Centre
- 24 Centrelink
- Education
- 25 Nepean Community College
- 26 Kingswood Park Primary School
- 27 Penrith High School and Penrith Primary School
- 28 Child Care Centres and Preschools (various)
- 29 University of Western Sydney
- 30 TAFE NSW
- 31 University of Western Sydney, Werrington North and Werrington South Campuses (off the map)
- 32 Western Sydney Institute of TAFE (off the map)
- Aged Care
- 33 Governor Phillip Nursing Home
- 34 Henry Fulton Nursing Home
- 35 Lemongrove Gardens Assisted Care
- 36 Edinglassie Lodge Aged Care
- Law and Order
- 37 Police
- 38 Law Courts

Figure 5 Community, open space and recreational facilities near North Penrith

In this sense they are unlikely to generate additional demand which cannot be met.

Penrith City Council is a major provider of accommodation for social services and community organisations within Penrith City Centre. In 2006 Council undertook a study to examine the accommodation needs of these services (Elton Consulting May 2006). As a result, Council is implementing a staged strategy to redevelop some of its assets and to provide some new purpose-built facilities within the city centre that will co-locate a number of community services and facilities. Development contributions are being sought by Council from new commercial and residential developments within Penrith towards the cost of the proposed new facilities.

4.2 Overview of local facilities and services

Local facilities and services include schools, childcare centres and community meeting and activity spaces.

The closest government schools to the site are Penrith Public School and Penrith High School, within 1 km of the site to the east. There are a number of other public primary and high schools within a 5 km radius of the site. The Department of Education and Training has provided data and advice indicating that there will be spare capacity available within local primary and high schools to absorb the small numbers of children likely to live within the proposed development, as enrolments at local schools are steady or in decline as the population of the catchment area ages. The Department has welcomed the prospect of the proposed development to help revitalise the school age population in the area and help ensure the on-going viability of local schools.

In terms of children's services, discussions with providers (summarised in Appendix 2) have identified a significant oversupply of both long daycare and pre-school places in Penrith LGA generally, but especially so around the city centre. Many existing centres are struggling to fill places, and resorting to heavy advertising and discounting in order to remain viable. The oversupply appears to have resulted from a rapid development of new centres several years ago when childcare was viewed as a sound investment opportunity. This is no longer the case. There is a particular oversupply of places for older children (3-5 years), while places for 0-2 year olds are better matched with demand.

Within the Penrith LGA, there are 19 neighbourhood centres and 12 community halls providing community meeting and activity space. The closest to the site is the North Penrith

Neighbourhood and Community Centre (formerly Kingswood Park Community Centre) located in Illawong Avenue in Kingswood Park, a couple of kilometres to the north of the site. It provides a variety of activities and programs for mothers, children and older people, and includes space for hire for functions. It currently has some spare capacity to accommodate new residents and additional uses. Meeting rooms are also available for community use within Penrith Library, in the Penrith Civic Precinct.

4.3 Overview of open space and recreation facilities

Within a three kilometre radius of the site are a number of regional and district level sport and recreation facilities, including

- Sydney International Regatta Centre and Penrith Whitewater Stadium
- Nepean River and environs including Woodriff Gardens, Tench Reserve and Regatta Park
- Penrith swimming centre
- Penrith Park playing fields and Stadium
- Jamison Park (playing fields, netball courts, skate park)
- Parker Reserve in Cambridge Park (athletics, soccer)
- Nepean Rugby Park and Andrews Rd Baseball Complex in Cranebrook.

These facilities will be able to meet many of the sport and recreation needs of the new community. Council studies have shown that the current level of provision of public open space within Penrith LGA is above Council's benchmarked standards. For district level facilities, the focus is therefore on improving the quality of existing open space, rather than acquiring additional open space. Council policies also require that each new release area provide local active and passive open space, in accordance with Council benchmarks. These are outlined in Appendix 3.

4.4 Summary of key findings

In summary, the future population of the North Penrith site will have ready access to a wide variety of existing community facilities, human services and open space. This is consistent with the location of the site adjacent to the city centre and in the midst of an established residential area with an ageing population.

Key points relevant to existing services and facilities for the proposed development are:

- Penrith has a wide range of regional facilities and services within or close to its CBD and the North Penrith Urban Area site. These facilities and services generally have capacity to absorb the small new population forecast for this site (see Chapter 7). As the majority of new residents are likely to be drawn from the Penrith area, they will already have been factored into government planning processes for health, welfare and aged care processes.
- Penrith City Council is planning to redevelop some of its CBD assets to provide new purpose-built facilities to co-locate some social services and community organisations. Development contributions are being sought by Council from new residential and commercial projects towards the cost of these facilities.
- Local facilities, including schools, child care centres and the North Penrith Neighbourhood and Community Centre have capacity to absorb demand generated by the projected population for the site.
- The site is within close proximity to a number of regional and district level open space, sporting and recreational facilities and levels of open space provision already exceed benchmarked standards. Penrith City Council seeks improvements to the quality of existing district open space and provision of additional areas of local open space in new developments.

Part B

Social analysis

5 The “big picture” context of the development

This section outlines significant social, political, economic, technological and environmental issues and trends at the national, metropolitan and regional level which make up the big picture context of the development. These issues may impact on the development over the next 20 years or so, and should be taken into account in the planning and design of the project.

5.1 Social and demographic trends

5.1.1 Population growth and drivers in Western Sydney

Development of North Penrith will occur in a context of high demands for new housing within the Sydney Metropolitan Area to accommodate forecasted population growth.

In June 2009, Sydney's estimated population was 4.5 million people, up from 4.2 million in 2001. In 2005, the Metropolitan Strategy estimated that Sydney's population would reach 5.3 million by 2031. At the time, Sydney was growing at an average rate of about 780 people per week, or over 40,000 people per year. To house the growing population, it was estimated that Sydney would require a further 640,000 new homes, of which about 60-70% (445,000 new dwellings) would be built in established suburbs, primarily around centres and transport corridors.

In the 2005 Metropolitan Strategy, the North-West subregion, comprising the local government areas of Blacktown, Penrith, Baulkham Hills, Blue Mountains and Hawkesbury, had a target for about 70,000 new dwellings in established areas by 2031. A further 60,000 dwellings were forecast for greenfield areas across the metropolitan area other than the north-west and south-west sectors.

The current review of the Metropolitan Strategy has highlighted further changes and more rapid growth than was evident in 2005. Sydney's population is now expected to reach 5.7 million by 2031 and 6 million by 2036, an increase of 1.7 million since 2006. In the year ending June 2009, Sydney's population increased by more than 85,000 people. In 2008-2009, Penrith ranked 8th out of all LGAs in NSW in terms of its total population growth, with 3,050 new residents

(although its rate of growth was a relatively modest 1.7% for the year).

The revised Metropolitan Strategy will now plan for 770,000 new dwellings by 2036 (25,000 per year), including 350,000 by 2031 in western Sydney. By 2036 almost half (49%) of Sydney's population will live in Western Sydney. The North-West subregion is expected to experience relatively high rates of growth, with an increase of more than 50% in its projected population by 2036. The key drivers for population growth in Western Sydney are natural increase (almost 70%), high rates of new household formation and overseas immigration (more than 30%).

The development of the North Penrith Urban Area, in close proximity to the Penrith CBD and major road and rail corridors, will occur in this context.

5.1.2 Changing size and composition of households

The size and composition of average households has changed significantly over the past two decades and these trends are expected to continue. Key issues are:

Declining occupancy rates and smaller households

In Sydney, average household size has declined from around 3.5 people per dwelling in the 1950's to 2.7 people in 2006. This has directly resulted in an increase in the number of households (and hence demand for housing). Recent trends suggest that while average household size in Sydney is expected to continue to fall in the future, the expected decline will not be as marked as previously thought. The average household size in Sydney is now expected to be about 2.51 persons per dwelling by 2031 (revised from the 2005 Metro Strategy forecast of 2.36 persons).

Reduction in average household size is a function of:

- Changes in fertility. Increasing numbers of people are choosing not to have any children, or to have only one or two children. The age at which people do have children is also increasing.

However while this has been a long term trend, recent data would suggest a partial reversal of this trend, or a short-term variation. In 2003, the average fertility rate was 1.73 children, which was half the rate of the 1960s. Since then the rate has risen slightly and data for 2008 indicates a fertility rate of 1.97 children, the highest rate since 1977. The increase was largely due to births to women aged 30 to 39 years. Current projections assume future

fertility rates of around 1.8 children from 2021 onwards.

Thirty five years ago, 90% of all births were to women under 30. This figure has now fallen to below 50%. Many factors contribute to this trend, but a major one is women's participation in tertiary education. Thirty five years ago, 9% of women in their 20's were attending tertiary education institutions, compared with 25% today.

- Increasing numbers of people are living alone, which is also contributing to reductions in household size. In June 2006, 21% of all households in Sydney were occupied by one person. By 2031, there is likely to be an additional 300,000 single person households in Sydney, representing 30% of all households. This is primarily associated with the ageing of the population (discussed further below). It is also associated with delayed marriage, rates of relationship breakdown and increasing affluence among young single people able to afford to live alone.

Increasing diversity in household composition

Associated with the factors outlined above, the composition of households is becoming more diverse. In NSW, where 50 years ago family households with children made up around two thirds of households, this is currently about 34%. Households containing couples with children are expected to reduce further to 32% of all households by 2031, although they will still remain the largest category. By 2031, Sydney is expected to have an additional 140,000 households containing couples with children.

At the same time the proportion of couple households without children, single parent families and lone person households has increased. Between 1986 and 2001, single person households increased by 34.6%, while single parent families increased by 115%. Households with one or two people are now the majority of all households and the trend towards more of these smaller households is likely to continue.

Further diversity in household composition arises from:

- Overseas immigration, where households from different cultural backgrounds have different fertility rates or may incorporate extended family members within the household
- The ageing of the population, where ageing parents may live with their children in extended households

- Rates of relationship breakdown, resulting in differing housing needs as households break up and "blended families" form.

Changes in household size and household formation have a profound impact on planning and housing demand. The implications of these trends for housing include:

- Total demand for housing will be greater than population growth. Smaller households require more housing to accommodate a given population size. By 2031, while the population of the Sydney region is expected to grow by 30%, total demand for housing is expected to grow by 46%.
- There is demand for greater diversity and choice in housing size and type to reflect the needs of different types of households. This is reflected in the changing mix of housing in Sydney: The proportion of single detached housing in Sydney had dropped to 62% of all housing stock in 2006, while apartments counted for 26% and semi-detached or attached dwellings had increased to 12%.

5.1.3 Ageing of the population

The Australian population is an ageing one, arising from two trends – people are living longer, associated with improvements in medical technology and public health, and they are having fewer children, resulting in slower growth in younger age cohorts. The ageing of the population is resulting in growing numbers of people aged over 65 years, with a particularly rapid increase in the oldest age cohorts, those aged 85+. In Sydney by 2031:

- The number of people over 65 will double; those 75 and over will increase by 137%
- The proportion of older people as a percentage of the total population will also double
- In Penrith, the population of people aged 65+ is expected to grow from 14,100 in 2006 (8.2% of the population) to nearly 33,000 people in 2026, representing 16.6% of the total Penrith population
- There will be a behavioural shift as older age cohorts become increasingly composed of post-war baby boomers. This generation will bring different attitudes, expectations, preferences and priorities to old age
- This new cohort will have a higher proportion of single households (higher divorce/separation rates) and fewer children than previous older generations

- There will be a shift in the location of older populations from the inner/middle suburbs to the outer suburbs such as Penrith, as the baby boomer populations of the outer suburbs enter the older age cohorts
- Surveys show that over 90% of older people want to remain living in their own home as they age. Ageing in place¹ is still likely to be the predominant choice for most older people. In Western Sydney this may mean older people remain in the family home but they may also seek opportunities to downsize to a more compact dwelling more appropriate to their needs in the same locality.
- There will be a need to assess the location and capacity of accommodation for older people including specialist aged services as the population of older people grows.
- At retirement, both baby boomer and Generation X retirees are likely to still owe substantial amounts on home mortgages compared with previous generations. There is evidence to suggest that baby boomer retirees have a preference for trading down to a small house rather than an apartment. Sea-changers are likely to be a small proportion of total baby boomer retirees.

5.1.4 Needs and preferences for smaller dwellings

It is commonly assumed that the increase in numbers of smaller households will generate a greater need for smaller forms of housing. This assumes a simple and direct relationship between household size and dwelling size.

However, several studies have shown that age, life cycle stage and income are better indicators of dwelling choice, and that smaller households do not necessarily want to live in smaller dwellings.¹

Smaller dwellings typically comprise multi-unit dwellings such as semi-detached houses, terrace and townhouses, flats and apartments. A key feature of the higher density housing sector in Australia is the high proportion owned by investors and made available as rental housing, with more

than 50% of all higher density housing in Sydney being rented from private landlords.²

Higher density housing has a very distinctive social profile, associated with both the size of the accommodation and its tenure profile. In middle and outer ring suburbs it provides housing for a variety of sub-markets including³:

- Lone person households
- Lower income families with children, including single parent families
- Recently arrived immigrants in the process of establishing themselves in Sydney
- Young people, either in mobile stages of the life cycle and renting or as first home owners, for which purchase of a medium or higher density dwelling may form a stepping stone to eventual purchase of a separate house
- Older people, both as owner occupiers and renting from private landlords.

Families with children are significantly under-represented in higher density forms of housing. However, the proportion of families with children is higher in dwellings with three or more bedrooms and in semi-detached and townhouse dwellings, as opposed to flats and apartments.⁴

Higher income households, regardless of size, have a clear preference for separate houses, or high rise apartments in inner city or beach locations. Most small households are reluctant to forego the extra space, if they can afford it. Older people and lone person households are more likely to view higher density housing as a preferred long term option, while young people and families with children are more likely to live in higher density dwellings in the short term due to affordability constraints or lifestyle reasons, and to prefer detached housing as their long term option. Only half of apartment residents in Sydney would prefer to live in an apartment than a house and do not see apartment living as a long term option.⁵

With the ageing of the population, the housing preferences of older people are an important factor in driving demand for different dwelling types. Studies have found that the majority of

¹ Easthope, H, Tice, A and Randolph B, *The Desirable Apartment Life?* City Futures Research Centre, August 2009; Randolph B and Tice A, *Unpacking the Demand for Higher Density Housing: An analysis of spatially discontinuous housing sub-markets in Sydney and Melbourne* City Futures Research Centre, August 2009

² Randolph, B. *Delivering the Compact City in Australia: Current trends and Future Implications*, City Futures Research Centre, Research paper No 6, June 2006

³ Bunker, R, Holloway, D and Randolph, B *The Social Outcomes of Urban Consolidation in Sydney* City Futures Research Paper no 3 December 2005

⁴ Randolph B, June 2006

⁵ Easthope, Tice and Randolph, 2009

empty nesters want to remain living in the family home rather than move to a smaller dwelling. Across Sydney nearly 70% of those aged 65+ live in separate houses, most with three or more bedrooms, and only 25% live in attached housing forms.⁶ Most of those in detached dwellings regard their current dwelling as well utilised and of a size suitable for their needs, using the extra bedrooms to accommodate visiting friends, family and grandchildren, or for a home office, hobbies or exercise.⁷

The high proportion of rental housing is associated with high rates of population mobility, with 70% of those in attached dwellings having moved house in the previous five years. This has implications for community cohesion and the extent to which people will build social networks with neighbours in areas dominated by rental housing.⁸

5.1.5 Lifestyle, health and generational issues

A number of lifestyle trends have implications for the design of housing and neighbourhoods, as follows:

- While the average size of households has fallen, this has not been accompanied by a corresponding reduction in the size of dwellings. Rather, the average size of new homes has increased considerably, with demand for new homes often including a variety of living and entertaining spaces, media rooms, multiple ensuite bathrooms, several garages, extensive storage space and indoor/outdoor living areas.
- There is a trend for increasing numbers of young adults to still live at home with their parents well into their 20's. MacKay (2006) has estimated that in Sydney 30% of all people in their 20's are still living with their parents. This is associated with delayed marriage, housing affordability, an increase in casual (rather than secure) employment and levels of student debt. Thirty five years ago, 24% of Australians were married by the time they were 20, and 87% by the time they were 30 (Mackay 2006). Today the figures are 5% and 50%. This is giving rise to demand for housing designed to give a measure of privacy and independence to different generations living together.
- Achieving a balance between work and family life is a challenge for increasing numbers of households. Our culture has been described as "time poor", with 40% of young people in a recent survey ranking having more time

together as a family the top issue. Time spent commuting to work can restrict time available for recreation and family life, pointing to a need for services, facilities and activities that are local and easily accessed.

- Rising levels of obesity, particularly among children, and lifestyle related illness such as diabetes associated with lack of physical activity are significant public health issues. This points to a need for neighbourhoods to be designed in ways that promote physical activity and incidental exercise, and reduce car dependency. This requires provision of appropriate recreation facilities, location of schools and shops within walking distance, and encouragement for walking and cycling through appropriate trails and pathways.
- There are disparities in health across different populations, but those who live in areas with poorer socio-economic conditions tend to have worse health than those from other areas.
- Associated with technological change, increasing numbers of people are choosing to work from home. This gives rise to demand for homes designed to accommodate work spaces, and equipped with advanced telecommunication technology. It also creates a need for local business support services such as meeting space, office support, printing / copying and couriers.
- Generational categories tend to be over-generalised by marketers but they do exhibit preference differences that are important to planning (regarding housing type, proximity to work, services/leisure). Four separate generational groups can be identified:
 - Pre baby boomers (born before 1946) currently 16% of the Sydney metropolitan population and mostly in retirement age now
 - Baby boomers (born 1946-1966) – 27% of Sydney population;
 - Generation X (born 1967-81) – 23% of Sydney population
 - Generation Y (born after 1981) – 33% of Sydney Metro population.

As these groups move through the life cycle stages, different patterns in lifestyle, spending and housing preference will need to be taken into account.

5.1.6 Immigration and Internal Migration

Immigration

Immigration is a key driver of population growth in Western Sydney. Immigration and children born to migrants have accounted for just over half

⁶ Bunker, Holloway and Randolph 2005

⁷ AHURI Research and Policy Bulletin issue 126 May 2010

⁸ Randolph, B. June 2006

Sydney's post-war population growth, with natural increase making up the other half. This migration has been the main contributor to the ethnic diversity of Sydney, especially groups who originate from non-English speaking countries. Key features include:

- There has been a decline in the proportion of persons born in UK/Ireland and an increase in the proportion of persons born in Asia. In 2006, 11% of Sydney's population had been born in Asia. This trend is expected to continue.
- Labour market destination of international migrants is polarised (paralleling trends in the metro-wide labour market generally). There are two distinct groups: high earning, high demand, specialist skilled labour (predominantly in finance, management, producer services, ITC); and low earning, low skilled, low status, casual labour (predominantly in the service sector).
- High earning migrants can be highly mobile (for instance, moving to another major city after 3-5 years); low earning migrants tend to remain in place in urban locations having a community from their language group/country of origin.
- Net international migration is highly volatile and is associated with labour market opportunities, general economic trends, availability of global opportunities, and immigration policies. Levels of immigration to Australia are currently very high (171,000 people in 2008-9). Over 30% of immigrants settle in NSW.
- Within Western Sydney, overseas arrivals are greatest in Blacktown, Fairfield, and Parramatta. Immigrants from the low earning and low skilled categories tend to pre-dominate; however there are increasing numbers of households from India that have a higher proportion of skilled workers. There are also significant numbers of low income and refugee families associated with public housing estates.

Internal migration

Australia's population is highly dynamic – about 17% of households change residence each year. Internal migration has been negative (more people leaving for the rest of Australia than arriving from the rest of Australia) for the Sydney metropolitan area since 1970; however, the rate is decreasing from a high point in 1991-1996.

- Population movement within the Sydney metropolitan area has changed. Growth has focused on areas of high density development and greenfields suburbs on the urban fringe. Population loss has been recorded in a number

of the outer suburbs, particularly those built in the 1960's and 70's, and including Campbelltown, Penrith and parts of Fairfield, Liverpool and Blacktown.⁹

5.2 The political context

In terms of the political context of the development, significant issues include:

- Recent planning reforms have resulted in changes to the role of local government in planning and approving new release areas leaving local councils with reduced involvement in the statutory planning process.
- New arrangements for the financing of major State Government infrastructure for new development have been announced which limit the amount able to be levied for Section 94 contributions.
- With a Federal election imminent and a State election scheduled for 2011, sensitivities will begin to emerge around local issues that might become election issues in marginal seats. The political landscape of Penrith and Western Sydney more generally are considerations that may influence the timing and nature of the proposed development.

5.3 The economic context

- The recent economic downturn in Australia and overseas, triggered by the 'global financial crisis' is the fourth slowdown in the last 30 years. The GFC saw an increase in the unemployment rate to around 5.8% nationally, although government policy and a 'reluctance to put workers off' due to earlier labour shortages and the prospect of future shortages, has successfully lessened the length and severity of the downturn to date (ABS, March 2010). Unemployment disproportionately impacted on male full-time employees and on young people aged 15-24 years. Economic downturns also tend to contribute to higher rates of part-time employment and an increase in the proportion of people not in the labour force. Part-time employment has been rising over the past three decades and increased during the recent downturn, particularly for women.
- Changes in housing affordability and associated interest rates for home lending will continue to impact on housing demand and tenure patterns, with young people delaying home

⁹ Randolph B, Our Changing City, City Futures Research Centre February 2008

purchase until they are older, seeking rental accommodation for longer periods and purchasing smaller, more affordable dwellings such as apartments as first homes. Despite recent State and Federal government funding of assistance for first home buyers, housing affordability continues to be a major issue across Sydney. Many first home owners are no longer able to afford house and land packages in new housing estates. One third of all NSW households experiencing 'housing stress' (paying more than 30% of their income in rent or mortgage) are located in Outer Sydney. In addition, WSROC notes that "poor public transport provision, limited employment opportunities and scarce community services are all factors which erode the 'real' affordability of housing in Greater Western Sydney" (WSROC, February 2009). Disadvantages in access to infrastructure, employment opportunities and other factors of disadvantage can directly influence the health and well-being of households (WSROC, February 2009; ABS, March 2010).

- There is some pressure for gentrification in parts of the older established Western Sydney suburbs, associated with proximity to shops, services, jobs and transport, and with large lot sizes and housing styles. In other suburbs there is increasing densification associated with villa and townhouse development. Older housing is serving five distinct sub-markets: migrants, older retirees, mature age households, low income households, young people. Newer urban fringe development is serving higher income, lower density preference markets with a bias towards families with children. None of the new release areas are catering exclusively for first home buyers.
- The Metropolitan Strategy notes the following trends and drivers:
 - Employment growth and change, including more service and office based jobs, reduction in manufacturing jobs and a shift to integrated office, production and warehousing operations, which means more land is required for some economic activities;
 - The increasing globalisation of the economy resulting in changing patterns of production and investment for Sydney to compete internationally and remain prosperous;
 - The rising cost of transport and fuel prices. Demand for travel is increasing faster than population growth and the largest increase is in the use of private vehicles. However rising petrol prices may start to impact on private vehicle use and increase demand for better public transport. Sites within reach of good

public transport services may be in higher demand.

5.4 Technological change

Over the last ten years the telecommunications market has undergone a period of rapid change characterised by:

- The advancement of telecommunication technologies and infrastructure
- A newly competitive telecommunications carrier market
- The variety of services being, or likely to be, offered over telecommunication infrastructure
- A rapidly evolving regulatory regime
- Computers in schools and for school children
- Super fast broad band is proposed to be phased in across the country.

The rapid pace of technological change makes it difficult to plan for new communities that may not become fully occupied for many years. Adequate bandwidth to take advantage of supply-side developments over the next twenty years will be very important to the residents, businesses and other services provided in these communities.

It would seem that while developers should seriously consider and plan for the importance of broadband to the future of its communities, they should be very careful not to try to second guess where the demand for ICT services will be in that future.

The goal should be to "future-proof" new developments by ensuring that both public and private domains are designed in a manner that will allow the community to adopt technologies and services as they are developed and become affordable over time. Such a strategy will obviate the need to retrofit in future.

5.5 Environmental issues

Key environmental issues have increased in importance with climate change and the need to manage water resources becoming important drivers and considerations in local and global planning policies. Climate change places greater emphasis on sustainable design and the management of greenhouse gas emissions in new developments. The revised Metro Strategy will place greater importance on creating jobs closer to homes, reducing travel times and improving transport connections. The push for more sustainable development has major implications for the design of housing and neighbourhoods. There will be an emphasis on the use of vegetation and built form to reduce summer temperatures and consumption of non-renewable

energy. Project design will need to respond to a range of challenges including drier and more unpredictable weather events and pressures to reduce energy consumption and greenhouse gas emissions, improve air quality and reduce dependence on oil.

5.6 Emerging issues and trends within Penrith

Many of the above issues and trends are currently influencing the lives and lifestyles of residents within Penrith. A recent analysis of community perceptions (Penrith City Council, January 2010) noted the following emerging issues and trends:

- Access and equity – there are indications of wide differences in social advantage within and between communities, as evidenced by social isolation, low income and other social barriers to access
- Social change – including new suburbs being built on the City fringe and changes to established communities due to infill multi-unit housing
- Demographic change –the ageing population will have an important influence on service provision at the same time as continuing demands for youth and children's services, particularly in newer areas
- Local government responsibilities – these are growing and changing and require flexibility, enthusiasm in rising to the challenges presented
- Community participation – communities expect to be involved in decision making and Council aims to encourage participation
- Biodiversity conservation – there is greater community awareness of the significance and importance of this issue.
- Community safety and well-being – Council has adopted a Development Control Plan (DCP) which encourages appropriate design to discourage crime and contribute towards public safety. The DCP is based on the principles of surveillance, access control, territorial reinforcement and space management and applies to all developments.
- Housing affordability – 15.2% of households in Penrith face housing stress. There is a strong reliance within the City on rental properties, especially in areas with high proportions of low income households.

6 Assessment of housing need

6.1 The local housing context

The characteristics of housing in the area surrounding the North Penrith Urban Area site, as described in the 2006 Census, have been outlined in Chapter 3 and are summarised in Appendix 1.

Penrith LGA is characterised by a predominance of detached family housing, comprising over 85% of all dwellings. Over 70% of dwellings are fully owned or being purchased. Medium and higher density forms of housing and rental housing form a small proportion of overall dwelling stock in Penrith.

In this context, households seeking and able to afford detached housing for purchase have a wide choice of locations within the LGA. Households seeking, or only able to afford, smaller dwellings and /or dwellings to rent have a much more limited choice.

As noted in Chapter 3, the neighbourhoods adjacent to the North Penrith site are playing an important role in providing a limited supply of smaller dwellings and rental dwellings for households who do not want, or cannot afford, larger detached homes.

In view of this profile, studies undertaken by Penrith Council have identified a need for greater housing diversity within Penrith, to meet the needs of a changing population. While households comprising couples and children will remain the dominant household type in Penrith for the foreseeable future, there are increasing numbers of non-family and smaller family households in Penrith, consistent with the demographic trends outlined in the previous chapter. In particular, a need has been identified for more housing suited to the needs of the growing population of older people, including semi-detached and attached dwellings with small gardens, and flats / units / apartments which are located in close proximity to shops, services and public transport. There is also an identified need for housing options for young people who have grown up and want to remain in the Penrith area, but who cannot afford detached housing when they first leave home. If Penrith is to retain its ageing population profile, then a greater supply of rental housing and smaller, more affordable dwellings are required in the LGA.

6.2 Housing demand

Housing is mostly delivered through the market, whether the rental market or the housing purchase market. Demand for different types of housing expressed through the market is commonly considered to represent an expression of need for different types of dwellings in different locations, tempered by a household's ability to pay to fulfil their needs.

A detailed demand and supply assessment of the local housing market has been undertaken by Landcom, as the starting point for an analysis of housing need (Landcom, May 2010). This assessment examines the current patterns of housing demand within the Penrith LGA by household type to establish estimates of the mix of housing products that would be likely to appeal to the local market.

The Landcom Report examines data on dwelling purchases for the year ending November 2009 in the Penrith LGA. Key findings include:

- Detached houses made up almost 90% of sales, with a median lot size of 633m²
- Of 3,435 houses¹⁰ sold, the greatest demand was for:
 - \$300,000-\$349,000 (28% of sales)
 - \$250,000-\$299,000 (21% of sales)
 - \$350,000-\$399,000 (19% of sales)

Sales were substantially lower in other price brackets.

- Of 803 units¹¹ sold, the greatest demand was for:
 - <\$200,000 (35% of sales)
 - \$250,000-\$299,000 (25% of sales)
 - \$300,000-\$349,000 (16.4% of sales)
 - \$200,000-\$249,000 (15.8% of sales)

Sales were substantially lower in other price brackets.

In December 2009, the median house price was \$345,000 and the median unit price was \$208,000.

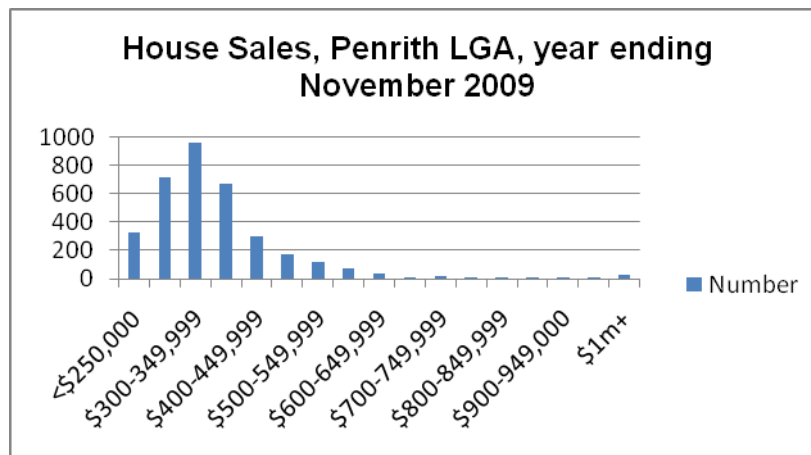
The analysis concludes that Penrith is a price sensitive market. "Demand begins to thin out at prices over \$350,000 for houses and over \$300,000 for units" (p. 5).

¹⁰ Houses include detached houses, townhouses, terrace homes, duplexes and villas

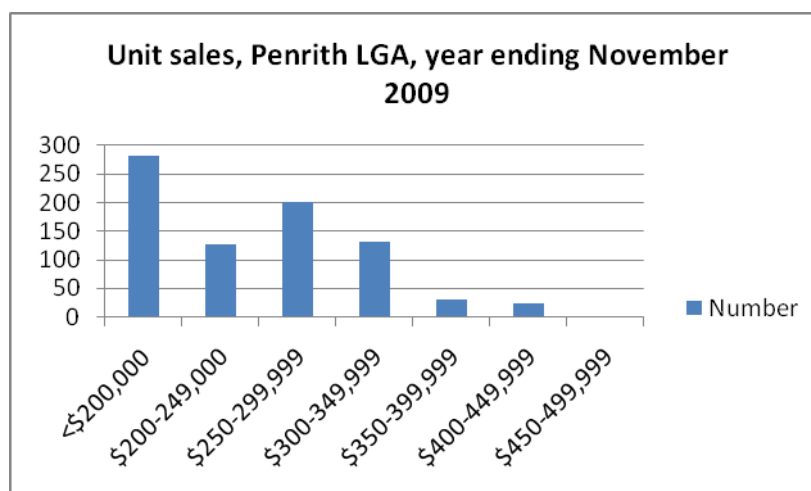
¹¹ Unit count may include some duplex, row, terrace or townhouse dwellings

An analysis of other developments within the LGA and nearby areas concluded that:

- Demand for new housing in Penrith has been relatively slow in recent years. Sales rates for new developments such as house and land packages at Stocklands' Waterside development, Cranebrook and lower density dwellings at Claremont Parkland, have sold at about 2-4 lots per month. Prices and block sizes have recently been reduced, partly in response to first home buyer incentives.
- Recent new private building approvals tend to have been for detached housing
- Of the more than 700 new medium density dwellings in the planning stages for Penrith, apartments make up 65%, although there are more townhouse/villa type dwelling projects at the planning stage.
- There is likely to be demand for around 740 new dwellings in Penrith this year. Given slow take up of the new detached housing on offer, there is an undersupply of new housing in the LGA.



Source: Landcom, May 2010



Source: Landcom, May 2010

6.2.1 Purchaser profile

Based on Census data, the Landcom report notes that more than half of those who purchased and moved into a house in Penrith City Centre¹² in the

previous five years had moved from elsewhere in the Penrith LGA. A great majority of the remainder others came from other LGAs on the city fringe such as Blue Mountains, Blacktown or Wollondilly LGAs or from overseas. Information was also included from the Census in relation to the types

¹² Defined as the area bounded by Coreen Avenue, Mulgoa Road, Castlereagh Road, Jamison Road, Colless Street and King Street. This represents a large portion of

the Penrith suburb, as defined by the Australian Bureau of Statistics (ABS).

of dwelling purchased by each type of family or household. A summary is shown in Table 2 below and was used to estimate an appropriate housing mix for North Penrith Urban Area.

This shows that families with children have chosen to live mainly in detached housing, followed by semi-detached styles. By contrast, those families without children mostly have purchased higher density flats, units or apartments, although around one third of families without children purchased detached houses. Single parent families have a preference for detached houses or semi-detached

style dwellings. Almost half of people living alone are living in apartment style accommodation, with another large group living in semi-detached dwellings.

The above figures do not, however, consider the relative size of each component of the housing stock occupied by each household type. When the dwellings are disaggregated by household type, as shown in Table 3, the following observations can be made:

Table 2 Proportions of dwelling types chosen by movers to or within Penrith City

Household / Family type	Separate house	Semi-detached, row, terrace or townhouse	Flat, unit or apartment	Total
Couple family with children	65.5	21.1	13.3	100.0
Couple family without children	32.3	26.2	41.4	100.0
One parent family	42.7	37.1	20.2	100.0
Lone person households	12.4	38.7	48.9	100.0
Other families and household types ¹	46.9	18.8	34.4	100.0
Weighted average	38.7	29.4	31.9	100

Note: 1 includes other families, multiple family households and group households.

Source: Landcom, May 2010, citing ABS

Table 3 Type of Breakdown of dwellings chosen by movers to or within Penrith City

Household / Family type	Separate house		Semi-detached, row, terrace or townhouse		Flat, unit or apartment		Total dwellings
	No.	% of households choosing this dwelling type	No.	% of households choosing this dwelling type	No.	% of households choosing this dwelling type	No.
Couple family with children	93	45	30	19	19	11	142
Couple family without children	42	20	34	22	53	31	130
One parent family	38	19	33	21	19	11	89
Lone person households	17	8	53	34	67	40	137
Other families and household types ¹	18	8	6	4	11	7	33
Total dwellings occupied by movers	205	100	156	100	169	100	530

Note: 1 includes other families, multiple family households and group households.

Source: Landcom, May 2010 citing ABS

- Of the households who moved into separate houses, 45% were couple families with children. Couples without children and around one parent families each made up around 20% of those occupying houses
- Semi-detached, row or townhouse style housing was most likely to be chosen by lone person households (34%). The remainder of semi-detached housing was relatively equally split

between couples with children, couples without children and one parent families

- Flats are most likely to have been occupied by lone person households (40%), followed by couples without children (31%). Around 11% of flats, units and apartments were occupied by couples with children and a similar proportion was occupied by one parent families
- Other types of families, multiple families and group households differ in their characteristics, but accounted for only 4-8% of households within each of these dwelling types.

This profile is broadly consistent with the findings of a study of the medium and higher density housing market in Penrith undertaken by Randolph and Holloway from the City Futures Research Centre (2005). It found that:

- Medium and higher density housing in Penrith caters for a distinctive housing market, in which single people, couples without children and single parents predominate
- A high proportion of households in medium and higher density dwellings comprised young people aged 15-34, and those aged 65+
- More than half of all medium and higher density dwellings were rented privately (61% of semis / townhouses, 58% of low rise flats, and

68% of high rise flats), with associated high rates of population mobility

- The medium and higher density market caters primarily for lower income groups, although
- Couples with children, the dominant household type in Penrith, account for only one in ten households in higher density housing
- The majority of smaller households in Penrith were still living in detached family dwellings – only 10% of couples without children and 38% of lone person households lived in higher density housing

This profile is consistent with the profile of the adjoining Lemongrove neighbourhood presented in Chapter 3.

The proposed North Penrith development will be predominantly medium and higher density housing, close to transport and retail areas. As such, the Landcom analysis has concluded it would be likely to attract a higher proportion of couple families without children, single parent families and lone person households than shown in the above table. An expected breakdown of demand by market segment across the project lifetime is likely to be as indicated in the following table.

Table 4 Expected proportion of households and family types

Household / Family type	Expected percentage of dwellings (%)
Couple family with children	15
Couple family without children	25
One parent family	10
Lone person households	25
Investors	25
Total	100

6.3 Housing affordability

There are several definitions of housing affordability which have been developed and used in a variety of contexts.

The Ministerial Task Force on Housing has proposed a benchmark that housing is affordable if it costs no more than 30% of a household's gross income. While this figure provides a useful benchmark of housing stress, the definition of affordability varies according to a household's individual circumstances, given that demands on the same gross income may differ significantly.

It is useful to compare the definition of affordable housing in SEPP No.70 Affordable Housing

(Revised Schemes) and a concept relating to housing stress, known as the 'Ontario Test'.

Definition of "affordable housing" in SEPP No.70 Affordable Housing (Revised Schemes)

For the purposes of the definition of affordable housing in section 4(1) of the Act, very low income households, low income households and moderate income households are those whose gross incomes fall within the following ranges of percentages of the median household income for the time being for the Sydney Statistical Division according to the Australian Bureau of Statistics:

- Very low income household: less than 50%
- Low income household: 50 or more but less than 80%
- Moderate income household: 80–120%

Housing affordability “denotes the relationship between household income and household expenditure on housing costs”. The ‘Ontario Test’, sometimes referred to as the 30/40 rule, considers housing stress to occur when housing costs at least 30 per cent of the income of households in the bottom 40 per cent of the income distribution, adjusted for household size (AHURI, September 2007).

Within NSW, and Sydney in particular, the strong property market and relatively high housing prices, place home ownership out of reach of many households on moderate incomes. As a result, many people, including essential service workers, commute long distances to work. Landcom aims to provide moderate income housing (MIH) and/or financing products that are affordable to households on moderate incomes. In May 2007 this was defined as ‘a combined household income of \$52,000 to \$79,000’. This income range equates to 80% – 120% of the median gross household income in the Greater Sydney Region. Landcom defines ‘affordable’ housing to be where households spend no more than 30% of gross income on housing. Landcom aims to provide affordable housing by developing a diversity of innovative housing types that can be priced at levels that are affordable to those on moderate incomes (Landcom website).

It has been beyond the scope of this study to undertake an assessment of current housing affordability in Penrith and the proportion of the Penrith population experiencing housing stress. This will be undertaken in the second stage of the social sustainability study in relation to the provision of affordable housing within the development.

However, several studies have identified that in the Sydney metropolitan context, Penrith’s housing is relatively affordable. For the March quarter 2010, the median weekly rent for a two bedroom dwelling in Penrith was \$250 (compared to Sydney average of \$400) and for a three bedroom dwelling \$330 (compared to Sydney average of \$420). In terms of sales prices, the average price for a dwelling in Penrith in 2009 was \$348,000, compared with \$607,000 for Sydney as a whole (NSW Human Services – Housing NSW Rent and Sales Report No 91).

6.4 Conclusion

Based upon previous studies, there appears to be a need within Penrith to expand the range of housing types and sizes available to meet the needs of a changing and ageing population, given the current overwhelming predominance of detached family housing in the LGA. There would

appear to be a need for a greater supply of smaller housing types, and for housing which is affordable for smaller households, including single person households, young people in group households, single parents and couples without children.

At the same time, it is noted that demand continues to be high for detached family housing, and that take-up of medium and higher density housing in Penrith has been slow.

The housing mix proposed for the North Penrith site will include a range of dwelling forms and sizes that will meet the needs of a variety of household types. In this way it will add to housing diversity within Penrith, in terms of both dwelling type and tenure. Most of the dwellings will be in semi-detached or attached formats suitable for 1-2 person households, single parent families or other families with only one child. There will also be a small proportion of detached dwellings, suitable for families with children. This mix is important in order to provide housing diversity that will help create a balanced community, rather than one that segregates families with children from other household types. The issue of housing diversity is considered further in the following chapter.

7 Preliminary population estimates

The project brief required consideration of the range of potential residents likely to be interested in living in the proposed development and the factors which would both encourage and discourage diversity among residents.

7.1 Future population size

Detailed population forecasts for the North Penrith Urban Area will not be finalised until the next stage of the study and preparation of the masterplan, where the precise developable area, dwelling yield and mix will be established. Based on the approximate site area, yield and mix estimates provided to date, the preliminary population forecasts for the North Penrith Urban Area are set out below:

Table 5: Population forecasts by dwelling type

Dwelling type	Dwelling proportion	Dwelling number	Occupancy rate	Forecast population
Detached dwellings	4.3%	37	3.0 persons per dwelling	111
Semi-detached dwellings	44.4%	386	2.22 persons per dwelling	857
Attached dwellings	51.3%	446	1.55 persons per dwelling	692
Housing for older people (included in above)		(100)		
Total	100%	870		1,660

Note: Based on estimated product mix provided by Landcom and occupancy rates from the 2006 census.

This table suggests that the development, with about 870 dwellings, would have a population of around 1,660 people, based on occupancy rates for different dwelling types in Penrith LGA from the 2006 census. As occupancy rates have fallen for many years, this may represent an upper level of population for the site. However, occupancy rates will also be influenced by the cultural composition of the population, as well as household type.

A breakdown of anticipated household types has also been provided by Landcom. When population numbers are estimated from anticipated household types, and occupancy rates from the 2006 census for Penrith households are applied, the likely

population is somewhat higher, at 1,880 people. This indicates that the proposed target households would either generate a higher population than would be expected from current occupancy trends (by choosing to live in smaller dwellings), or the development will target smaller households than those typical across the LGA to date.

Table 6 Population forecasts by anticipated household type

Household type	Estimated percent	Estimated dwellings	Average household size	Population
Couple families with children	20.0	174	4.0	696
Couple families without children	33.33	290	2.0	580
Single parent families	13.33	116	2.7	314
Lone person households	33.33	290	1.0	290
Totals	100.0	870		1,880

Based on the proposed dwelling mix and anticipated household mix, the future population of the site is likely to be in the range 1,660 to 1,880 people.

7.2 Encouraging diversity among residents

The diversity of the population, in terms of its socio-economic, household and cultural mix, will be a function of the type, size, price and mix of dwellings provided within the development. Generally the greater the variety of dwellings provided, the greater the diversity of households attracted to the development will be.

Housing diversity is important to satisfy the needs of an increasingly diverse population, to provide lifestyle choice and to create social mix and a balanced community. A diversity of housing forms will provide opportunities suited to the needs of a range of household types, at differing stages of the life cycle and with differing lifestyle priorities. Such diversity helps to avoid the age cohort peaks and troughs experienced in homogenous developments that place strain on services. Housing diversity also provides housing forms able to meet the needs of a changing and ageing population, allowing people to age in place as their life cycle, lifestyle and work requirements change over time, rather than having to uproot and move to a new community. Providing a range of housing forms can also provide housing choice to a wider spectrum of households, with varying socio-economic circumstances, and so contribute to social, as well as life cycle, diversity.

The mix proposed for the North Penrith Urban Area will include row houses, townhouses, zero-lot and courtyard houses in a variety of layouts and sizes, loft style apartments and single storey apartments and some traditional detached houses. This mix will include 100 units suitable for older people, 44 dwellings built to adaptable housing standards and another 44 affordable housing dwellings. The relatively small land size of dwellings will ensure that housing will be

moderately priced and hence affordable to a large section of the population within the catchment. It is likely to appeal to growing numbers of smaller households, including couples without children (both young couples yet to start a family and empty nesters), single people and single parent families. Two-parent families with children will be accommodated in the detached and larger semi-detached dwellings, but are unlikely to be the predominant household form.

The housing needs of older people within the development will be addressed through the provision of 100 or more dwellings which will be made available specifically for older people (over 55 years of age) and another 44 or more units purpose designed as adaptable or universal housing within the development. This is important in Penrith in view of the current and projected ageing of the population and the growing need to provide greater housing choice for older people who wish to downsize or move to a more compact and manageable home. Providing housing suitable for older people also allows grandparents to live near adult children and their families, an important source of family support and childcare. The open space and public recreation opportunities presented by the North Penrith Urban Area may also appeal to people who are retired or semi-retired and who have time for leisure, fitness and social activities.

In addition, some of the mainstream attached and semi-detached dwellings (particularly if single storey or two storey with capacity for a bedroom and bathroom downstairs) would also cater to the needs of older people, even though not specifically designated as housing for older people. These dwellings would suit people who want to “age in place” rather than move again as their needs change.

In addition to the housing for older people and adaptable dwellings, there is a commitment for 44 dwellings to be provided as affordable housing. This will provide specific opportunities for households on low and moderate incomes and

help ensure that the development has a socio-economically, as well as demographically, diverse population.

As discussed in the previous chapter, it will be important that the development provide housing choices for some families with children, as well as for smaller households, to ensure that households with and without children do not become segregated in Penrith. The inclusion of some detached dwellings and a good proportion of semi-detached dwellings will assist this. This will also require inclusion of a range of dwelling sizes as well as forms – for instance a proportion of dwellings with 3+ bedrooms, not just all 1-2 bedrooms.

To promote further diversity and meet the needs of a changing community, it will be important to provide a wide choice in format and design within the dwelling types to accommodate households with varied needs, including working from home, accommodating adult children or frail aged parents in inter-generational housing, blended families, and larger families from other cultural backgrounds. This might include housing with separate studio accommodation or multiple entrances.

7.3 Implications of population forecasts for social integration

The profile of the population in the area surrounding the North Penrith Urban Area was outlined in Chapter 3. Reflecting the mix of dwelling types and tenures in the local area, the surrounding population is a mixed one, containing lone persons, couples without children, and single parent families and smaller proportions of couple with children households. This is precisely the anticipated profile for the North Penrith site. This similarity in demographic composition will assist in the social integration of the new and existing populations.

In socio-economic terms the surrounding population is also a mixed one, with a predominantly young, well educated and employed population on moderate incomes in the immediate Lemongrove area and an older, lower income population in the wider suburb of Penrith. The North Penrith Urban Area population is also likely to have a broad socio-economic profile, reflecting the variety of pricepoints for different dwelling sizes and types and the inclusion of some affordable dwellings, along with larger detached dwellings for sale. Based on the wider Penrith experience, a reasonably high proportion of the medium and higher density dwellings is likely to be purchased by investors and made available as rental housing, as is the case in the wider area.

Previous research also suggests that the majority of new residents are likely to be drawn from the Penrith LGA, or adjacent local government areas in Western Sydney. They are therefore likely to have lifestyle values and aspirations in common with existing local residents.

In summary, the proposed development is unlikely to impact upon the social composition of the local area, given the anticipated similarities in demographic and socio-economic characteristics of the new and existing populations.

8 Policy context

Planning policies at state and local government levels are important in providing a guiding framework for considering the social sustainability elements of the proposed development. They also provide guidance on the open space and community facilities Council will seek to have provided within the proposed development.

Relevant policies have been reviewed and summarised in Appendix 3. The table below lists the policies and outlines how the proposed development of the North Penrith Urban Area will address their key issues and priorities.

Table7 Relevance of policies and plans to proposed development

Policy / plan	How it is proposed to be addressed in the development
State level	
Sydney Metropolitan Strategy	<ul style="list-style-type: none"> Will provide residential development around a town centre, a mix of housing types near jobs, transport and services and access to shopping, parks and recreation Will contribute to supply of housing to meet the needs of a growing population, and especially the supply of affordable housing Will encourage walking, cycling, use of public transport, active healthy lifestyles and community interaction through high quality public places and areas of open space
North-west Sub-regional Strategy	<ul style="list-style-type: none"> Will contribute to meeting new housing targets set for Penrith LGA Uses at the site will complement and reinforce the Penrith city centre Housing will be built in an area well serviced by public transport
Penrith City Council level	
Penrith Strategic Plan 2031	<ul style="list-style-type: none"> The development will incorporate many of the principles for a sustainable city, such as a mix of housing opportunities, a liveable environment, socially sustainability and vibrancy
Social planning framework, 2008	<ul style="list-style-type: none"> The objectives of many of the policies and plans within this framework will be incorporated into this project
Penrith City Centre Strategy, 2006	<ul style="list-style-type: none"> Objectives from this Strategy to be directly incorporated into the North Penrith Urban Area include: <ul style="list-style-type: none"> making housing and mixed use a priority, including provision of a range of housing types and activities within walking distance of the city centre Creating friendly and attractive places and spaces Achieving a quality built environment.
Penrith City Centre Plan – Civic Improvement Plan, 2006	<ul style="list-style-type: none"> North Penrith Urban Area will aim to incorporate similar high quality design elements for public open space and the public domain, such as streets and parks, public spaces and landscaping. Consistency will ensure high quality outcomes, encourage integration of Penrith's central area and assist in defining its sense of place for residents, employees and visitors.
Penrith City Centre Plan –	<ul style="list-style-type: none"> While not within the Penrith City Centre, some of the controls may be

Policy / plan	How it is proposed to be addressed in the development
Development Control Plan, 2008	adopted in the North Penrith Urban Area, to achieve a high quality outcome, consistency and a sense of identity and place. In particular, provisions for areas of public domain and open space may be desirable in this area.
Sustainable Penrith Action Plan	<ul style="list-style-type: none"> Will contribute to and support a socially sustainable community as its planning and development will integrate a number of disciplines, including land use and access planning, social planning and community and cultural development strategies
Sustainability Blueprint for Urban Release Areas	<ul style="list-style-type: none"> Social planning for this urban release area will contribute to a cohesive community, based on sustainable, safe and satisfying living and working environments. The area will provide for some jobs that complement and support the city centre and a diversity of housing opportunities, including a component of affordable housing and adaptable housing, consistent with emerging community needs and the development of diverse neighbourhoods. Social infrastructure and community services needs will be assessed and provided for.
The PLANS Study 2002	<ul style="list-style-type: none"> The project will promote a good quality of life and leisure and recreation outcomes. By incorporating adaptable and affordable housing, universal design principles, multi-use areas, good access and connections and a mix of dwelling types, the project will cater for changing needs. Leisure and recreational areas will provide a high quality of open space, and experiences not currently available within Penrith
Penrith Recreational and Cultural Strategy, 2004	<ul style="list-style-type: none"> A quality area of multi-use active open space in the central oval and associated facilities is proposed Other areas of high quality open space will incorporate universal design principles for use by people of all ages and abilities, including a spray park, water environments and urban quality community open spaces
Open Space Action Plan, 2007	<ul style="list-style-type: none"> There will be provision for both quality passive open spaces and multi-use active open spaces to support a healthy and sustainable lifestyle for residents of diverse ages and abilities Passive recreational areas will support community participation in informal activities such as walking, picnics, and socialising with friends Specified standards for provision of open space will be met
District Level Open Space Contributions Plan, 2007	<ul style="list-style-type: none"> Processes for contributing to district level open space will be met
Penrith Inclusion Plan – People with a disability 2009 – 2013	<ul style="list-style-type: none"> Specific built environment design elements which support inclusiveness for people with a disability will include universal design principles, adaptable housing, development of housing for people aged over 55 years, and areas of public open spaces which encourage social interaction and inclusiveness.
Draft Penrith Ageing Strategy	<ul style="list-style-type: none"> Provision for an ageing community is recognised through increasing the supply of smaller dwellings suited to the needs of older people, incorporation of 100 dwellings specifically for older people, use of universal design principles and adaptable housing, and a design which encourages a healthy, active lifestyle through its passive and active open spaces and community meeting areas. These features will support ageing in place. Residential development near Penrith's city centre will allow for ease of access to a range of available services and other facilities.
Draft Child Friendly City Strategy, 2010	<ul style="list-style-type: none"> High quality areas of open space designed according to universal design principles will provide interesting experiences for children in

Policy / plan	How it is proposed to be addressed in the development
	attractive and accessible places. In particular, inclusion of a 'sprayground' will offer a unique attraction within a community meeting area.
Access and Equity Policy	<ul style="list-style-type: none"> The development will be designed to meet a diverse range of community needs in an equitable way, through measures outlined above including use of universal design, adaptable housing, housing for older people, and attractive and accessible areas of active and passive open space. Its location within a short distance of the city centre will also support accessibility and inclusion for residents, while its facilities will be available to residents from surrounding areas and commuters.
Cultural Development Action Plan 2007-2011	<ul style="list-style-type: none"> Future social planning for this area will explore appropriate community development initiatives, including active community engagement around community building opportunities, cultural development activities which express creative capacity and opportunities to enhance the vitality of its public spaces.
Penrith Valley Community Safety Plan 2007-2010	<ul style="list-style-type: none"> Design of the built environment will address safety and security through Crime Prevention through Environmental Design (CPTED) principles. These include activation and passive surveillance of public areas, selection of surfaces, landscaping treatments, and other design elements. A population with a diversity of age groups will also contribute to a safe environment.
Penrith Integrated Transport and Land Use Strategy 2008	<ul style="list-style-type: none"> The project will support sustainable transport options through its location adjacent to the railway line, its proximity to the city centre and incorporation of walking and cycling paths.

9 Assessment of infrastructure shortfalls

The availability of services and facilities in the area surrounding the North Penrith site was outlined in Chapter 4 and is detailed in Appendix 2. It was noted that there is a wide range of services and facilities already available to the future population, primarily regional level facilities and services located in the Penrith city centre but also local level facilities within the suburb of Penrith, and in Kingswood and Cranebrook to the north and east of the site. These include schools and childcare centres with spare capacity to absorb future demand. In this context the shortfall in existing social infrastructure available to the new population appears to be quite limited.

The forecast population of the North Penrith development, at about 1,660 people, will not be large enough to warrant provision of new facilities and services for the new development alone. A population of this size is unlikely to sustain commercial enterprises such as childcare centres and medical services, and is also below the thresholds required for public (Council) facilities such as a community centre (which is generally in the order of at least 5,000 people).

Based upon discussions with staff from Penrith City Council, the Department of Education and Training and local childcare providers, the following issues regarding social infrastructure need to be taken into account in the preparation of the Concept Plan for the North Penrith site:

9.1 Community facilities

The development is unlikely to be of sufficient size to warrant a new stand alone community centre within the North Penrith Urban Area. Needs for community centre space in the surrounding area are already being addressed by existing facilities, such that there is no need for a community centre within the site that might be shared with the wider community.

As noted in Chapter 4, Council is planning to redevelop some of its existing community facilities within the city centre and to build some new contemporary-standard, purpose-built facilities with co-located services, commensurate with its status as a regional city. Council staff consider that most of the needs of the future North Penrith

population will be met by these new facilities and that the new population will contribute to demand for them. Council staff would therefore seek to have the North Penrith development contribute financially towards the provision of Council owned community services buildings off-site, within the city centre.

However, it was acknowledged by Council staff that some opportunity within the site for a small area of meeting and activity space for residents would be beneficial, given that the community rooms within the library are already well used, the new facilities within the city centre will have a specialist service focus and the North Penrith Neighbourhood and Community Centre in Kingswood Park has a focus on its immediate catchment area. Some community space within the North Penrith site would provide a local venue for resident activities such as social and hobby groups, lifelong learning classes, exercise and lifestyle programs and children's indoor activities. Access to community space at the local level is seen as important in facilitating the development of local social networks, community identity and cultural expression, as well as activities that promote well-being and quality of life.

Local community activity space within the North Penrith development could take the form of 1-2 meeting rooms, provided as part of some other building such as amenities or pavilion for open space. They should not be a standalone building, due to management, maintenance and security challenges. The rooms should be located near areas of open space, to allow for activities involving children's play or outdoor community events. Alternatively, this need for community space could be met by an aged services provider associated with the provision of the 100 aged housing units, should the provider wish to provide some publicly accessible activity space. The ways in which community space will be provided will be examined in more detail in the Strategic Social Plan for North Penrith.

It should be noted that no community use for the heritage item Thornton Hall has been identified. Such facilities are usually not suitable as community facilities because of heritage constraints to adaptation, high maintenance costs and the fact that they have not been built for purpose, and so do not allow for contemporary and flexible use.

9.2 Schools and childcare facilities

As noted in Chapter 4, there is currently spare capacity in existing childcare facilities and primary and high schools in the surrounding area and no new facilities are required to be provided within the site.

9.3 Open space and recreation facilities

Penrith Council's open space policy requires local open space to be provided in new release areas on the basis of 3.04 ha per 1,000 people. This includes 1.4 ha per 1,000 people for local active open space (sportsgrounds) and 1.64 ha per 1,000 people for local passive open space (parks), excluding natural areas, community uses, drainage areas and biodiversity corridors. Passive recreation facilities (ie pathways) within drainage or biodiversity corridors can count towards passive open space contribution.

Based on these standards, a forecast population of 1,660 people would require 2.32 ha local active open space and 2.72 ha passive open space, a total of 5.04 ha.

In general, Council seeks embellishments to existing district open space and facilities rather than new land. In the case of the North Penrith site, however, there are opportunities to enhance the supply of district sport and recreation facilities through:

- Use of the existing oval on the site. Council staff have identified that there is a shortage of sporting fields in Penrith suitable for team training (ie with lighting, amenities) and capable of meeting the needs of multiple sports. A preference has been expressed by Council staff for the existing oval within the site to be adapted for multiple sporting uses and embellished to a level suitable for a training facility. Council would like to see the oval retained at a size of about 160x170m (excluding amenities and parking) to enable a layout of one large / two small fields, similar to the layout of Ched Towns Reserve in Glenmore Park.
- Development of a district level, Universal Design, best practice playground incorporating water play, or 'sprayground', within the site. Council has identified a need for such a facility in its broader planning. The North Penrith site would provide a very suitable location, due to its central location and proximity to transport, parking and the city centre.
- Council has also identified a need for a multi-purpose indoor sport and recreation facility within the LGA and has been seeking a site which is centrally accessible and well served by public transport. The North Penrith site would meet these criteria. However at the same time it has been acknowledged within Council that the North Penrith site is too valuable, in terms of its strategic location adjacent to the city

centre, to be used for such a facility, which would have large land requirements and low density building form.

The ways in which these issues will be addressed in the Concept Plan will be discussed in the Strategic Social Plan.

9.4 Summary

The key points identified in this section are:

- The development will not be of sufficient size to warrant a new stand alone community centre, but would benefit from inclusion of some community meeting and activity space as part of some other building
- There is currently spare capacity in existing childcare facilities and primary and high schools in the surrounding area and no new facilities are required to be provided
- A forecast population of 1,660 people would require 2.32 ha local active open space and 2.72 ha passive open space, a total of 5.04 ha.

10 Assessment of social risk and risk amelioration options

The study brief required that the report should identify groups in the existing population in the local geographic area and in the likely future population who may be particularly at risk of social isolation, exclusion, relative disadvantage, adverse health impacts, or loss of relative standing in their local communities.

The study has identified a range of potential risks which may become considerations in the planning of the new development. The extent to which these potential risks are real, and the ways in which they may be addressed, will be explored in the second stage of this study when more extensive consultation with local agencies and the adjacent community will be undertaken and when a concept plan for the site will be available for review.

Social risks have been identified in terms of potential risks for the new population of the proposed development, and potential risks in the relationship of the new development to its surrounding neighbourhood.

10.1 Potential Risks for the New Population.

10.1.1 Determining and attracting the target population for new housing types

Landcom's social sustainability policy aims to encourage housing choice and diversity among residents, by providing for a variety of dwelling types and sizes within residential developments. The prime location of this site, adjacent to Penrith's CBD and public transport, would support a strong case for relatively higher densities than are traditional in the Penrith city and suburb. This therefore represents a new target market for Penrith, perhaps more akin to urban villages nearer Sydney's CBD.

The dwelling mix proposed for this area will be substantially different to the traditional detached family housing product available in Penrith. New housing at the North Penrith Urban Area will be primarily medium and high density dwellings, with only a small proportion of detached dwellings. The

housing market analysis concluded that two thirds of purchasers in this target group are expected to be couples without children and lone person households. Around one fifth will be couples with children and the remainder single parent families. Nevertheless a market study carried out for this project (Landcom, 2010) suggests take-up for new medium and higher density dwellings is relatively subdued and needs to be carefully planned.

There is therefore a tension between Landcom's sustainability objectives and target market, and the market studies which suggest demand remains high for detached dwellings, and low for other dwelling types. There is a risk that the target market is not attracted to the particular dwelling types planned for this area, and a different population mix to that considered here is attracted.

10.1.2 Risks of high population turnover

The Landcom market assessment has assumed that only about 25% of the new dwellings would be purchased by investors and made available as rental housing. Yet the proportion of rental housing in the adjacent Lemongrove neighbourhood and suburb of Penrith is substantially higher (over 50%), consistent with tenure patterns for medium density housing across Sydney. Adding to the supply of rental accommodation in Penrith may be a community benefit, given relatively low levels of rental accommodation within the LGA as a whole. However, risks associated with having a higher concentration of rental housing in North Penrith include high rates of population turnover, which can act against the development of local social networks, community identity and community cohesion.

The market will determine the balance of investor / owner occupation housing. However Landcom should ensure the design of buildings, neighbourhoods and the village centre can facilitate social interaction amongst neighbours, whether they are owners or renters.

10.1.3 Housing affordability for target market demographic

The proposal aims to provide a wide choice in the formats and designs of dwelling types to attract and accommodate a wide cross section of households to the area. A key objective of this housing mix is to ensure a considerable proportion of dwellings are moderately priced and affordable to a wide range of individuals and households, including young people, older people, those seeking community housing and smaller households. In this way, the development will promote socio-economic mix amongst households, as well as demographic mix.

While some households moving to this site may have relatively higher incomes, there will be others on moderate or lower incomes facing financial pressures associated with high mortgage or rental repayments and the need for two incomes. This may make them vulnerable to changes in economic conditions, such as increases in interest rates or unemployment, or family changes, such as financial pressures from illness or marriage breakup.

It also points to a need for affordable local entertainment and recreational activities for singles, couples and families, and a range of affordable services to support those with additional needs. While families with children are not expected to be a high proportion of the population, there will nevertheless be a need for access to services to support those families with parents working, including extended hours childcare, out of school hours care, family support services, and a need for leisure and entertainment opportunities that are affordable. These opportunities are all currently available in the surrounding area.

Affordability is a particular consideration for older people considering a move to a smaller, more manageable dwelling within Penrith. The cost of a new townhouse or apartment may well be similar or more than the price that could be realised for a larger detached house in the older suburbs of Penrith. While it has been assumed that the new development will appeal to smaller households, particularly older people, the cost of new medium density products, together with changeover costs such as stamp duty, could preclude some sub-markets of older people from moving into the development.

10.1.4 Nature and location of affordable housing

As mentioned previously, Landcom is required as a condition of sale of the site to provide 44 dwellings as affordable housing. To ensure that the residents of the affordable housing units are not readily identified as low income households and therefore potentially stigmatised and further disadvantaged, it will be important that the affordable housing units are not able to be distinguished as such. The usual way of achieving this is to spread the units through the development and to make them look no different to any other, rather than cluster them together in an identifiable complex. For reasons of equity it is also important that the residents of the affordable units enjoy good access to the services and facilities offered by the site, rather than being segregated in areas of low amenity or poor accessibility.

The ways in which these issues will be addressed in the North Penrith Urban Area will be considered in the second stage of this study.

10.1.5 Physical barriers to permeability and integration

Integration of the new area into the social fabric of Penrith and its surrounding established communities will require ease of movement across and through neighbourhoods and reasons to travel by particular routes.

The site's southern boundary is denoted by CityRail's Western Rail line, which provides a physical separation between the North Penrith Urban Area and the Penrith CBD. There are currently two access points across the railway line – pedestrian access including a lift at Penrith Station, and a road bridge at Evan Street, 700 metres to the east. While these routes are pedestrian friendly, limitation of access to two locations creates a distinct separation or buffer between these areas. It will therefore be important to create opportunities for social and physical integration with the CBD, through safe and easy access for pedestrians and cyclists, to minimise, rather than reinforce, the existing barriers and allow for improved access to facilities (such as the railway station and shops, businesses, and services within the city centre).

There is a risk that the physical separation will isolate residents from the services and facilities available within the Penrith CBD, rather than complementing and supporting its viability. Lack of integration with the CBD could also dissuade residents of surrounding neighbourhoods from utilising roads and walkways provided through the development, bypassing the area on their way to the CBD, and perhaps driving around the site instead.

There is a risk that the public car park and the Penrith Training Depot could present further substantial barriers to movement around and across the site. Together, these sites have the potential to create a narrow area at a point where public uses should be concentrated near the station. It will therefore be important to design the carpark and its adjacent uses to be complementary, open and inviting public areas. In addition, the Penrith Training Depot presents a large barrier for existing and new residents wishing to move through the area from the east. Careful planning and design of adjacent uses will be required to minimise potentially adverse noise, visual impacts and other impacts and minimise the potential for segregation.

While ideally, the site would present opportunities to open up access along its northern and eastern boundaries, enabling residents of the Lemongrove

and other neighbourhoods to have a short cut route through to the railway station, in practice, access to the site is constrained by a number of factors. There are few available access points, when the surrounding street pattern and existing uses are taken into consideration. The eastern boundary contains the Thornton Hall heritage site, which includes a significant area of surrounding open space. The future use of this site, and extent to which it may allow public access, are yet to be determined. There is a risk that Thornton Hall, should it become a private facility, could provide a significant barrier to the movement of residents from Lemongrove neighbourhood into and through the site. It will therefore be important that the Concept Plan provides opportunities for easy access between the site and the Lemongrove neighbourhood at the north-east and south-east corners to ensure integration with the adjacent residential area.

Further risks to integration of the development within the existing fabric of Penrith may arise because of the industrial uses which surround the site to the north and west, providing its public face along main roads and acting as a barrier to integration with other residential areas. The development will not be visible from main roads, but will be tucked behind unattractive land uses, and this may foster a negative image of it. Attractive entry points and enhanced permeability through the site will be critical in encouraging “outsiders” in, and reducing any perceptions of the site as a land-locked enclave.

10.1.6 Risks associated with “outsiders” coming into the new development

In the interests of promoting social integration and cohesion in the area and enabling access to the North Penrith Urban Area for the wider community, it will be important that the new development allows and encourages people from adjoining neighbourhoods to come into and move through the site and provides public access to the open space and other facilities within it. However, this may not be without risks to the new population, including:

- Potential traffic and parking impacts associated with people from the wider area seeking access to the site, the oval, parking area or the station
- The site is likely to provide a convenient “short-cut” for residents of adjacent neighbourhoods walking or cycling to the station or the CBD. While through movement and use of the area by the wider community will support its integration with surrounding areas and overall activation, there are potential risks that this might impact on the amenity of residents, for instance through noisy groups of young people congregating near the station or hanging

around public areas, intimidating residents. Designing for crime prevention will need to be a major consideration in the masterplan for the site.

10.1.7 Risks of social isolation

The study was required to consider risks of social isolation for different groups in the likely future population. For the future North Penrith population, these risks will be greatest for lone person households, older people and single parents, all of whom are expected to make up significant proportions of the population.

Overall, risks of social isolation for new residents are considered to be low. The compact design of the precinct and its focus on public amenity will encourage residents to walk, thereby facilitating interaction amongst neighbours. The proximity of the site to the services and amenities of the city centre and railway station mean that residents will be within easy access of a range of social opportunities, both in the city centre and wider areas served by the rail service. These will be enhanced by the proposed village centre within the site, which will provide a focal point for informal meeting, gathering and social interaction, as well as day to day convenience retail.

The inclusion of a community meeting space within the development will provide an important local venue for community social activities, further reducing risks of social isolation for all age groups.

The development will contain a reasonable proportion of older people, both in the designated aged and adaptable housing and in mainstream dwellings. There should be enough older people around during the day to develop social networks and reduce the risk of their social isolation, even if other age groups are away at work or school. The location of the aged housing complex within the development presents opportunities to provide some organised social activities for older people, which could also be available to the wider population of older people in the area.

It will be important that housing for older people be located within easy walking distance (ie within 400 metres) of the village centre and railway station, consistent with State Government guidelines for housing for older people (SEPP Seniors Living). It should also be located in an area with good visual surveillance and high activity levels, rather than on the periphery of the development where there will be fewer people passing by.

10.1.8 Security and amenity risks

There is potential for the public areas near the station or areas of open space to be used at times

for anti-social behaviours (ranging from dumping of shopping trolleys to more serious criminal activity). Such behaviours may impact on the amenity and security of the residential development. It will be important that the interface of the residential community with the public areas is managed and designed to minimise risk to the new population, to clearly distinguish public and private areas and to promote safety, casual passive surveillance and active spaces around the perimeter of the public areas and open space. Safety in and around the railway station and on the route to the commuter car park will need some particular focus.

There is a risk that noise or lighting from sporting activities or event at the oval may impact on the amenity of other residents. There is also a risk of parking and traffic impacts within the residential area if it is used as an overflow area for sports activities within the development. Noise impacts could be overcome to a certain extent by surrounding the playing areas with passive open space to act as a buffer. The provision of parking areas and use of parking restrictions in residential areas could minimise parking impacts.

Good design including use of CPTED (crime prevention through environmental design) principles will further encourage community ownership or public areas and deter anti-social behaviour.

There is a risk that noise impacts associated with proximity to the railway line may impact on the amenity of residents living close to the railway line. This can be managed by appropriate design of dwellings.

10.1.9 Risks associated with continuing use of the Penrith Training Depot

Feedback from a market research study (Genesis Training and Research, July 2010) raised some concerns that continuation of use of the Penrith Training Depot by the Department of Defence could present a potential hazard to the public. There was a perception that some existing or future uses may not be compatible with residential uses.

The Department has provided an indication of the nature of future uses at the Penrith Training Depot. These include accommodation for:

- The 21st Army Cadet Unit
- The 5th Combat Engineer Regiment (5 CER), an Army Reserve unit currently located at The Crescent, Penrith. The 5 CER provides a significant military engineering capability to the 5th Brigade based in Holsworthy and also has

an additional Combat Engineer Squadron in Canberra

The majority of the units' personnel are drawn from the Penrith area and are a mix of university students and public and private sector employees. The 5 CER prides itself as being an active member of the Penrith community and has a rich military history spanning over 100 years. In this sense, the site will provide a training opportunity for residents within the local community.

It will be important, in future stages of the project, to ensure ongoing operations at the site do not present a potential for conflict with surrounding residential or commercial uses. Moreover, there may be a continuing interest from the new residents in the types of activities, and potential risks, if any, which occur within the Penrith Training Depot. There will be a need to communicate with incoming residents that activities do not present a risk. A community engagement strategy which encourages a dialogue between the Department of Defence and the developer will assist in alleviating community concerns and will establish a process for constructive interaction between community members and this important neighbour.

10.1.10 Managing multiple uses at oval

There is general agreement between Penrith City Council and Landcom that areas of public open space at the site should be designed to enable multiple uses, such as accommodating several sports, rather than providing for one code or sporting club. The existing oval is large enough to be used and facilities can be planned to accommodate multiple sports. There is a risk however, that this objective could lead to controversy within the community about the value of competing interests and needs or inadequate space or facilities to accommodate their respective needs. The sporting desires of local residents will also need to be balanced with use of the oval as a district training facility.

10.1.11 High maintenance costs and no identified community need for Thornton Hall

Thornton Hall and grounds is an identified heritage item within the North Penrith Urban Area. Past studies have examined its value as a heritage item to the community, including the alternatives to which such a building could be put. However, there is a risk that the building could remain without a suitable use and result in high maintenance costs for the developer. To date, it has been difficult to establish suitable uses, as such buildings do not generally meet the requirements of modern community centres or professional suites.

10.2 Potential Risks for the Existing Population

Generally if a new population differs in significant attributes and values from the existing population, and is perceived to have access to advantages and opportunities not available to the existing community, then social division may be created. In the case of North Penrith, the forecast new population is expected to be drawn primarily from the Penrith area or wider outer Western Sydney region, and so will have socio-economic characteristics and lifestyle values reasonably in keeping with those of people in the surrounding area. There is nothing to suggest the new population will differ in key attributes to the surrounding population, and so risks of social division are expected to be reasonably low.

The potential risks of social division associated with locating new communities adjacent to established neighbourhoods are particularly of concern if new residents are perceived as being relatively advantaged in some way. Potential risks might include:

- Reinforcement of feelings of disadvantage when the existing population sees the amenity, opportunity and lifestyle of the more affluent population
- Development of entrenched stereotypes for the problems experienced in each area
- Reluctance to mix and use common facilities and services (such as schools)
- Criminal and anti-social activities occurring in the more affluent area
- In extreme cases, the social division may challenge social cohesion, for instance through formation of rival groups or gangs.

While these situations are identified as potential risks, there is no suggestion that these situations will necessarily arise in relation to the new North Penrith development. On the whole, the experience is likely to be one of acceptance and integration, particularly as the community is likely to be diverse in its age and demographic characteristics, will not be targeting an exclusive or high income market, and, in many cases, is likely to attract residents from other parts of the suburb or LGA.

In recent years, Penrith as a city has become accustomed to new developments and has successfully welcomed residents of many new communities to its area. There is no reason, with careful planning, that new residents of the North

Penrith Urban Area would not be welcomed and integrated into the existing social fabric and networks. The development of this new area near the CBD has the potential to yield considerable benefit and opportunity to nearby areas requiring some revitalisation, in improving the utilisation of some local facilities and services and providing some new facilities and services that can benefit both new and existing populations (such as facilities at the proposed village centre).

In order to mitigate the potential for social division, the design of the new development will need to have particular regard to the physical relationship with the surrounding neighbourhoods and to measures which promote inclusiveness rather than exclusion. It will be important that the new project does not turn its back on the surrounding residential and industrial areas and become inward-looking or just focus on the site or the CBD. This means that entry treatments and boundary treatments are not developed which give a message of barriers, segregation or exclusivity, and which might imply social differences between the neighbourhoods.

Consideration needs to be given to ways in which the opportunities associated with the site might be developed to also benefit the wider community. In this regard, opportunities to better integrate movement and accessibility through the site toward Penrith CBD and the railway line have the potential to provide significant benefits to existing residents around the site. In addition, publicly accessible recreation and open space improvements and the development of active public areas have potential to provide a new identity, a sense of place and greater cohesion for new and existing residents, including older people, young adults, families and children.

Promoting access for the wider community to recreation facilities, open space and public areas will be important considerations in the development of the masterplan for the site. It will be particularly important that the development is well connected to the surrounding road network and provides safe access for pedestrians and cyclists across the major roads and intersections around the perimeter of the site. It is also important that the development is permeable for people wanting to reach the open space and public spaces and that the railway or the site do not present as barriers which discourage public access or give an impression that the development “belongs” to the new community and is not welcoming to others.

Incorporating Universal Design into the planning and design of facilities and places is another way to promote an inclusive community. Universal Design is embraced by Penrith City Council as a way of ensuring facilities and places are built in

such as way as to be useable by people of all abilities and ages without having to be modified for specific purposes. The proposed development provides the opportunity to provide suitable facilities at the planning and design stage.

There is also a minor risk that new facilities may not be adequate to address demand generated by the new population, and that by relying on access to existing facilities and services in the wider area there will be pressure placed on existing users and service quality may suffer. It will be important that the new population does not impact on the access currently enjoyed by the existing population to local facilities or services, by competing with or displacing them, diminishing the standard of facilities or increasing their cost.

However in this regard, the relatively small size of the projected population will ensure that any additional demands placed on existing services will be marginal, especially given that a high proportion of new residents are likely to be young adults, whose need for support services is very low. Demand for support services will come primarily from older people, and single parents to a lesser extent. The inclusion of an aged housing component within the development has potential to bring new aged care services to the site, which could benefit the wider area as well as address demand arising from the development.

10.3 Conclusion

In conclusion, this assessment considers that risks of social isolation, exclusion, relative disadvantage, adverse health impacts, or loss of relative standing in the community arising from the proposed North Penrith development, are extremely low, for both the existing and future populations. Risks can be managed through careful design which focuses on:

- Promoting connectivity, permeability and physical integration of the site with the Lemongrove neighbourhood and city centre
- Dispersing and integrating (rather than concentrating and segregating) affordable housing units
- Promoting public access to open space and civic amenities
- Safety and security through application of CPTED principles
- Opportunities for both informal and more organised community interaction, through the design of the village centre, walkable neighbourhoods, open space and community meeting space.

11 Critical opportunities

Opportunities associated with the development of the North Penrith Urban Area from a social sustainability perspective include:

- The opportunity to provide for future population growth in a strategic location that has excellent connections with road and rail networks and access to regional level services and facilities, and which can make efficient use of existing investment in social infrastructure.
- The opportunity to create a socially sustainable new mixed use community that showcases principles for liveable neighbourhoods, as contained in the State Government's Metropolitan Strategy. Associated with this is the opportunity to create a high quality new residential community which is attractive to residents from elsewhere in Penrith or beyond, and offers a lifestyle not previously contemplated in Penrith.
- The opportunity to utilise this well located site to increase the supply of moderately priced and affordable housing which meets the needs of a range of household types and age groups within the community, and which is currently not widely available within the Penrith market. The development will increase housing choice within Penrith by providing a mix of dwellings suited to smaller households, as well as providing some new detached family dwellings close to the city centre. It will also increase the supply of rental housing in Penrith for low income and mobile households. Population groups who will particularly benefit from this include young people, whose housing options in Penrith are currently constrained. The development will also increase housing choice for older people seeking a smaller dwelling while remaining in the Penrith area.
- The opportunity to provide for a range of uses (in addition to residential), which complement and support the retail, commercial and community facilities within Penrith's CBD. Appropriate uses for the area could include health and education institutions, professional and business activities, entertainment and leisure activities. There is an opportunity for Penrith City Council and Landcom to work together to attract major anchor landuse/s or institutions to this new and unique area.
- The opportunity to create strong physical and social connections between the CBD, North Penrith Urban Area and the surrounding neighbourhoods to the north and east. These may be in the form of pleasant and inviting access routes through the North Penrith Urban Area, which integrate road and pedestrian networks into the existing physical pattern and remove existing barriers.
- The opportunity to create an attractive, active and interesting village centre which becomes a desirable meeting place and a focal point which articulates in the area's identity. The proposed village centre will include leisure facilities such as cafes as well as convenience shopping. Public areas will need to be safe and attractive, and developed in accordance with principles of Universal Design and CPTED to ensure the area is safe and accessible for people of all ages and abilities.
- The opportunity to establish a clear identity and sense of place which expresses the area's unique characteristics, history, heritage and water connections. This opportunity could best be realised through engagement of the local community and stakeholders in a dialogue about how best to express this identity.
- Opportunities to achieve other identified social benefits including revitalisation of existing facilities such as childcare centres and schools that currently have spare capacity.
- The opportunity to meet identified needs in the wider area for active recreational open space and sports training fields, through embellishment of the existing oval on the site.
- The opportunity to meet the identified need within Penrith for a leading practice, district level playground for children of all abilities, incorporating water play, as a 'sprayground'. This would provide significant benefit for the wider community and be a key attractor to the development to help activate public areas.
- The opportunity to provide high quality, accessible, multi-purpose parks within 500-600 metres of residents and attractive connections between residential areas and parks which are inviting to residents and encourage use by pedestrians, dog walkers, runners, cyclists, parents with strollers and all members of the community.
- Opportunities for further recreational activities associated with the presence of significant bodies of water on the site. While it is unlikely that these will allow for primary contact, they will provide an attractive focus for walking

paths, fitness trails and relaxation of benefit to the wider community, thereby promoting physical activity and healthy lifestyles.

development of local identity and sense of place will be considered in the second stage of this study.

- The opportunity to create innovative open space and community uses such as a community garden, such as in an area adjacent to the planned detention basins, both as a community building initiative and as a way of growing fresh food, given the medium density nature of the proposed development.
- The opportunity to meet local needs for community activity and meeting space by providing community meeting rooms within the site as part of a larger building such as an amenities building or sports oval pavilion.
- Opportunities to enhance access to the railway station and city centre for neighbourhoods on the northern side of the railway line, particularly adjacent neighbourhoods to the east and north-east, by providing attractive pedestrian and cycle routes through the site that connect with the station and city centre.
- The site presents an opportunity to attract an aged services provider to provide the aged housing component, and for this provider to address some of the broader social needs of older people, for instance through healthy ageing and wellness programs which could be available to the general community of older people.
- The considerable heritage features of the site present opportunities for place-making initiatives that will help build community identity and sense of place.
- Opportunities for community development programs, in line with Landcom's practice for new release areas. These will provide information to assist new residents to settle in, and provide events and activities to develop community networks, sense of belonging and social integration with adjoining areas.
- The opportunity for community engagement processes that will involve residents from adjacent neighbourhoods in the planning and design of the new development. This will not only provide an opportunity to identify and address any issues of concern or potential impact, but will also enable local people to contribute ideas and feedback and promote a sense of involvement in, and integration with, the new development.

Strategies for the provision of open space and community facilities and for community development processes to support further

12 Assessment of social and economic costs and benefits

The study brief required that an integrated social and economic cost benefit assessment should be undertaken, to estimate the costs and benefits of risk avoidance and opportunity uptake. This has proved to be somewhat difficult at this early stage of the planning process, when key elements of the development proposal are yet to be determined.

12.1 Cost Benefit Equity Assessment

The following two tables present a cost-benefit equity assessment. The methodology used has been adapted from the NSW State Government *Best Practice Guide – Techniques for Effective Social Impact Assessment: a Practical Guide* (1995). The methodology used for the North Penrith Urban Area analysis closely follows the framework for equity assessment (see p.36 of NSW Government 1995).

The assessment uses a multi-criteria analysis method. This is preferable when either or both of costs and benefits are not easily quantifiable. The major benefit of the project is the provision of a new master planned community that will contribute to housing diversity in Penrith and which will include affordable housing, housing for older people and community housing, a village centre, public facilities and open spaces to meet the needs of residents and the wider community. This provides benefits to both current generations and inter-generational benefits to Western Sydney. The major costs are the development costs (Landcom) and the infrastructure costs (Landcom and various public sector agencies). The latter costs are not able to be determined at this stage of the project.

The cost and benefit assessment is therefore preliminary but nonetheless enables a synoptic view of the range of costs and benefits to be realised. The results are outlined in the tables below.

Expected benefits/opportunities

Expected benefits/opportunities	Commentary	Key benefit	Beneficiaries
Provision of new homes	Development of 870 new dwellings in a strategic location in western Sydney in a range of formats including medium and higher density	Provision of homes primarily targeted to smaller households including singles, couples without children, single parent families and older people downsizing from larger homes.	Smaller households seeking appropriate housing in a central and accessible location
Provision of affordable housing	Smaller average dwelling size will encourage moderate pricing and affordable housing.	Moderately priced housing offers security for smaller households.	Young and low income households, both as first home buyers and as renters
Provision of housing for older people	100 units of accommodation for older people	Increase in supply of housing purpose-built to meet the needs of older people	Older residents of local area, Penrith and adjoining LGAs wishing to remain near families or established networks.
Provision of community housing	44 units of community housing	Increase in supply of community housing within Penrith	People on low incomes, including disadvantaged or marginalised groups
Provision of adaptable housing	44 units of adaptable housing	Increase in supply of adaptable housing within Penrith	Particularly aimed at older residents wishing to age in place, people with disabilities, but suitable for all residents.
Provision of retail and commercial services	Include provision for business activities which complement commercial and retail in Penrith CBD		Residents of the development and commuters with convenience retail needs
Community infrastructure	No new facilities required for population of 1,660 other than open space, local shops and community meeting room/s attached to sporting amenities or community meeting places.	Provide space for local community activities, foster social interaction and community networks. Help to create a sense of place. Promote social cohesion and development of social capital in and between the new and existing residents.	All new residents to North Penrith Urban Area, existing residents of adjoining suburbs, commuters.
Recreation infrastructure	Parks to be provided within 500-600 metres of housing with facilities universally designed Inclusion of water bodies to enhance appeal and amenity of recreation settings	Meet local recreational needs. Health and well-being benefits to new and existing residents of Penrith and North Penrith.	All new residents to North Penrith Urban Area, existing residents of adjoining suburbs, commuters
Sporting open space provision	Heritage oval to be adapted for multiple uses, and facilities to include amenities, lighting and meeting room/s.	Health and well-being benefits to new and existing residents of Penrith and North Penrith.	All new residents to North Penrith Urban Area and existing residents of adjoining suburbs.

Accessibility /linkages	Improved delineation and strengthening of linkages to Penrith CBD Walking and cycle paths throughout development	Attractive pedestrian and cycle routes through development, providing links to village centre, station and recreation areas and enhancing access for new and existing residents	All new residents to North Penrith Urban Area, existing residents of adjoining suburbs, commuters
Heritage site	Refurbishment and disposal of Thornton Park as no community use identified		
Placemaking	Development of an identity and sense of place for a strategic area that is currently isolated and underutilised.		All new residents to North Penrith Urban Area, existing residents of adjoining suburbs, commuters
Community development program	Delivery of welcome program, community events and activities	Development of community networks and activities, sense of belonging, social integration	All new residents to North Penrith Urban Area, existing residents of adjoining suburbs,

Expected costs

Expected costs/risks	Commentary	Key cost	Affected parties
Land and housing development	To be determined	Development cost	Landcom
Affordable housing element	Based on Landcom affordable housing policy	Development cost	Landcom
Aged housing element	To be provided by aged housing provider	Development cost	Aged housing provider
Community housing element	To be provided in association with community housing provider	Development cost	Community housing provider
Adaptable housing element	Based on Landcom's Universal Design Guidelines	Development cost	
Additional community infrastructure	Development of small community meeting and activity space	capital cost; recurrent costs for management and maintenance	Landcom & Penrith City Council
Additional recreation infrastructure	Creation of new parks in line with Penrith Council's standards, including district playground with universal design features and water play	capital cost; recurrent costs for management and maintenance	Landcom & Penrith City Council
Sporting open space provision	Embellishment of existing oval	capital cost; recurrent costs for management and maintenance	Landcom & Penrith City Council
Accessibility and linkages	Pedestrian and cycle paths through development linking to village centre, railway station and Lemongrove neighbourhood	capital cost; recurrent costs for management and maintenance	Landcom & Penrith City Council

13 Recommendations

This report has presented the findings of the first stage of the Social Sustainability Study for the development of the North Penrith Urban Area. The second stage of the study will present in a separate report a Strategic Social Plan for the development, to include strategies for the delivery of social infrastructure and measures to enhance the social sustainability of the project.

This social due diligence assessment has examined the social context of the site, provided preliminary population forecasts and identified the social infrastructure that will be required to meet the needs of the future population. It has considered the potential social risks and opportunities associated with the proposed development, and found that the social risks are limited and manageable, while the opportunities and benefits associated with the proposal are likely to be considerable.

From the analysis of risks and opportunities, the following priority issues will need to be addressed in the Concept Plan for the site:

- Due to its strategic location, the development presents the opportunity to contribute to housing choice and diversity in Penrith and help meet the needs of a changing and ageing population. The mix of housing proposed for the site is supported, in that it will provide quality medium and higher density forms of housing for smaller households who are currently not well catered for in the Penrith market. The range of dwelling types and sizes proposed will also support a diverse community, in terms of age, life cycle stage and socio-economic characteristics. There may be a need for Landcom to monitor the take up of properties against projections, to ensure the forecast target markets are being reached.
- The range and mix of housing types and relatively high densities proposed, together with the inclusion of 44 designated affordable dwellings, will contribute to the provision of affordable housing options within Penrith for low and moderate income households. However, in developing the site, it will be important to spread affordable housing units throughout the development, rather than cluster them in one location that might stigmatise or segregate affordable housing residents. It will also be important to ensure a range of affordable services and facilities are available to incoming residents, including recreation, entertainment and leisure activities. The next stage of the Social Sustainability Study should consider particular requirements for affordable housing and arrangements for its delivery and on-going management.
- The development presents an opportunity to create a village centre with a high quality public realm near Penrith Station. This will introduce to Penrith new concepts in high quality urban open space, providing vibrant meeting and gathering spaces which facilitate community interaction and support different lifestyle opportunities for Penrith residents. The public realm will use water to create a sense of place, enhance amenity, provide recreational settings, including water play, and other attractive areas for residents and visitors. Further discussions should be undertaken with Penrith Council regarding the ways in which these public urban spaces might be considered as local open space, within the context of Council's open space and city improvement strategies.
- The development provides for at least 100 units of housing specifically for older people. These dwellings should be located within about 400 metres of the village centre and railway station, to enable ease of access and avoid risks of social isolation for older people. Well located housing for older people will allow residents to enjoy a healthy and active lifestyle and engage socially with others in the community. Arrangements and specific requirements for the delivery of the aged housing should be considered further in the second stage of the Social Sustainability Study.
- Efforts will need to be made to avoid physical barriers to permeability within the development and to facilitate its physical integration with adjoining residential areas. To ensure the development is well integrated with adjacent communities and uses, roads and pathways should provide connections from the eastern and northern perimeters to the village centre and railway station. Access to the station and city centre for all residents should be maximised. There will also need to be well planned connections to the east and west of the site, to avoid the potential barriers presented by the Penrith Training Depot, Thornton Hall and the commuter car park.
- The development will need to provide local open space in keeping with Council's guidelines. This will include unique, 'urban' quality public open space as well as local parks. There will be a need to continue discussions with Penrith City Council, to ensure

the proposed allocation of open space is consistent with expectations.

- As part of the provision of open space, a high quality district level playground for children of all abilities, incorporating water play, should be provided.
- The oval should be retained as a district level training facility and be designed and managed so as to be suitable for a range of sporting activities. Potential impacts of traffic, parking, noise and lighting arising from use of the oval as a district facility will need to be addressed.
- The oval, accessible playground, open space areas and water features will together provide a high quality recreational setting that will benefit not only the future residents of the development, but also the wider Penrith community. To realise this potential community benefit, public access into the site will need to be maximised and managed in ways that do not impact on the amenity of future residents.
- A small amount of indoor community meeting and activity space should be provided in association with redevelopment of the oval and its amenities to encourage social interaction and the formation of community networks. Further discussions with Penrith Council are required to consider contributions to off-site community facilities located in the city centre.
- In order to maximise safety and security for residents, businesses, visitors and commuters, public areas should be designed according to CPTED principles and consideration given to safety concerns in managing the interface between residential and public areas.
- As no community use has been identified for Thornton Hall, efforts will be required to identify a suitable alternative use which does not attract high on-going maintenance costs for the developer or unduly limit community access to and through the site.

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Appendix 1: Demographic profile

This demographic profile is drawn for data from ABS Census of Population and Housing 2006. "Sydney" refers to the Sydney Statistical Division.

The Census Collection District (CCD) 1280507 in the Penrith Local Government Area (LGA) was considered separately because it has distinct demographic indicators that differentiate it from the rest of the LGA.

14.1.1 Population size

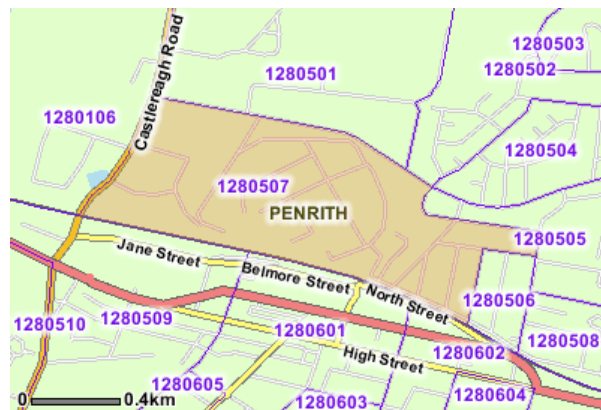
Table A1 Population size

CCD 1280507		Penrith suburb		Penrith LGA		Sydney SD
2006	% Penrith suburb	2006	% Penrith LGA	2006	% Sydney	2006
599	5.25%	11,396	6.6%	172,140	4.2%	4,119,190

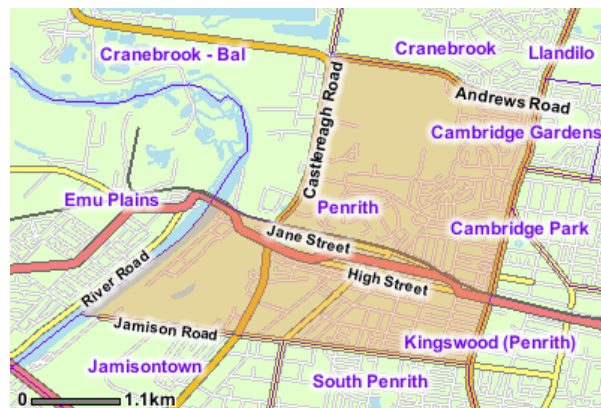
Source: ABS, 2006

The population of the Penrith LGA is 4.2% of the Sydney Statistical Division or 172,140 people. The Penrith suburb, which encompasses Penrith's commercial and retail centre, has a population of approximately 11,400 people which is the equivalent of 6.6% of the Penrith LGA.

CCD 1280507 is approximately 5% of the Penrith suburb with a population of approximately 600 people (599). Its location is identified on the map below.



CCD 1280501 boundary



Penrith suburb boundary

14.1.2 Age structure

Age structure by proportion of the population

Table A2 Age breakdown of population groups

Age	CCD 1280507		Penrith suburb		Penrith LGA	Sydney SD
	2006	%	2006	%	%	%
0-4	37	6.1%	664	5.8%	7.5%	6.6%
5-14	60	10.0%	1,276	11.2%	15.5%	13.0%
15-24	129	21.4%	1,671	14.7%	15.6%	13.8%
25-34	119	19.8%	1,855	16.3%	15.0%	15.3%
35-54	166	27.7%	2,748	24.1%	28.4	28.8%
55-64	35	5.7%	1,145	10.0%	9.8%	10.2%
65+	57	9.5%	2,038	17.9%	8.2%	12.3%
Total	598	100.0%	11397	100.0%	100.0%	100.0%
Median age	31	-	36	-	32	35

Source: ABS, 2006

The key findings regarding the age profiles of the study areas are:

- Penrith LGA is broadly similar to Sydney in terms of age and population. Like Sydney, most people in the Penrith LGA are young adults or adults aged 25 – 54 years (43.4%). However, the LGA has a relatively younger population than the Sydney SD, as evidenced by its younger median age (32 compared with 35 years) and smaller proportions of the population in the older age groups (55 years +). The LGA has a relatively large proportion of its population aged less than 25 years (38.6% compared with 33.4% for the LGA).
- Penrith suburb is an older area with a very large proportion of people aged 65+ years (17.9%), which is double the proportion of older population in Penrith LGA (8.2%) and CCD 1280507 (9.5%). As a result, there are relatively fewer children.
- CCD 1280507 is a population in transition. It has the youngest population of all comparison areas (median age 31), despite having relatively few children aged less than 15 years (16.2% compared with 17% for the suburb and 23% for the LGA). Its population is dominated by young adults and middle aged adults (aged 15 – 34 years), which comprise more than 40% of its population, compared with 29% - 31% for the suburb, the LGA and Sydney as a whole. Most notably, the 15-24 year age group is around 50% larger than is typical across comparison areas.

14.1.3 Family and Household type

Table A3 Family types

Family type	CCD 1280507		Penrith suburb		Penrith LGA	Sydney
	2006	%	2006	%	%	%
Couples with children	33	23.6%	961	35.3%	51.7%	49.3%
Couples without children	49	35.0%	989	36.3%	28.4%	33.2%
Single parent families	55	39.3%	699	25.7%	18.5%	15.6%
Other family	3	2.1%	75	2.8%	1.4%	1.9%

Source: ABS, 2006

Table A4 Household types

Household type	CCD 1280507		Penrith suburb		Penrith LGA	Sydney
	2006	%	2006	%	%	%
Family household	140	42.3%	2,676	53.1%	76.3%	68.1%
Lone person	17	48.6%	1,902	37.7%	18.0%	21.6%
Group household member	161	5.1%	214	4.2%	2.4%	3.9%
Average household size	1.8	-	2.2	-	2.9	2.7

Source: ABS, 2006

Tables A3 and A4 show the proportion of different types of households and families in each area. Compared to Sydney as a whole and the Penrith LGA:

- Unlike Sydney and the LGA overall where couples with children make up typically 50% of families, CCD 1280507 has relatively few couple families with children (23.6%) and is instead characterised by a large proportion of single parent families (39.9%).
- Families comprising couples without children make up around one third of families across most comparison areas.
- In the suburb of Penrith, there are roughly equal proportions of couple families with and without children (35.3% and 36.3% respectively). There is also a relatively high proportion of single parent families in this suburb (25.7%), compared with the Penrith LGA (18.5%) and Sydney (15.6%).
- Penrith LGA is dominated by couple families with children, comprising more than 51% of all families. Overall, there are relatively fewer childless households than for any other comparison area (28.4%).
- While family households are by far the dominant household type in the LGA (more than 76%) and Sydney (68%), it is significant that almost half all households in CCD 128050 are made up of people living by themselves. As a result, households in the CCD are roughly divided between family households and single person households, an unusual demographic compared to the rest of the study area and Sydney in general.
- As a result of the large proportion of lone person households, average household size in the CCD 1280507 is relatively small, at 1.8 persons, compared with an average of 2.2 for the suburb and a relatively large 2.9 persons per household across the LGA.

14.1.4 Cultural and Linguistic Diversity

Table A5 2006 Aboriginal and Torres Strait Islander population

CCD 1280507		Penrith (suburb)		Penrith LGA		Sydney	
No.	%	2006	%	2006	%	2006	%
15	2.5%	406	3.6%	4,048	2.4%	43,518	1.1%

Source: ABS, 2006

The suburb of Penrith has a relatively large Indigenous population (3.6% identified as having Aboriginal and Torres Strait Islander background compared with 2.4% of the LGA population and 1.1 % across Sydney). The Indigenous population in CCD 1280507 represented 2.5% of its population, slightly smaller than the suburb but consistent with the LGA average.

Table A6 Cultural and linguistic diversity, 2006

Characteristic	CCD 1280507		Penrith suburb		Penrith LGA		Sydney
	2006	%	2006	%	2006	%	%
Total overseas born	148	24.8%	3331	29.2%	45,082	26.2%	39.6%
Australian born	448	75.2%	8065	70.8%	127,058	73.8%	60.4%
Speaks English only	523	87.3%	9255	81.2%	140,938	81.9%	64.0%
Speaks language other than English at home	46	12.7%	1307	11.5%	23,130	13.4%	29.6%
Not stated	30	5.0%	834	7.3%	8,072	4.7%	6.4%

Source: ABS, 2006

Table A6 represents the ethnic origin and linguistic preferences of the population. Penrith LGA's cultural and linguistic profile does not mirror Sydney as a whole; its population is predominately Australian born (73.8% compared to Sydney 60.4%) and the great majority speak only English at home (81.9%). This trend is even more magnified within the study area: CCD 1280507 has a very small proportion of overseas born residents compared with other areas shown here and close to 90% speaks only English at home.

Table A7 Top five overseas countries of birth¹³

Country	CCD 1280507	Penrith suburb	Penrith LGA	Sydney
	2006	2006	2006	2006
Top 5 overseas countries of birth	<ul style="list-style-type: none"> United Kingdom New Zealand Philippines South Africa China 	<ul style="list-style-type: none"> United Kingdom New Zealand India Philippines China 	<ul style="list-style-type: none"> United Kingdom New Zealand Philippines India Malta 	<ul style="list-style-type: none"> United Kingdom China New Zealand Viet Nam Lebanon

Source: ABS 2006

Further analysis of this data and additional information about migrant members of these communities shows that:

- In all areas of Penrith shown here, the majority of migrants come from Anglo-Saxon countries such as the United Kingdom, followed by New Zealand. Other common countries of origin include the Philippines, China, South Africa and India.
- In CCD 1280507 and the Penrith suburb, analysis suggests that migrants from China and Arabic countries are most likely to speak their native language at home. This is slightly different to the Penrith LGA, where Arabic and Italian are the most popular languages spoken at home.

¹³ Excludes Country of birth not stated and Born elsewhere(e)

14.1.5 Income

Table A8 Average weekly household income 2006

Weekly income	CCD 1280507		Penrith suburb		Penrith LGA		Sydney
	2006	%	2006	%	2006	%	%
Negative/Nil	5	1.6	54	1.1	451	0.8	1.4
\$1-\$249	26	8.0	535	11.1	2,844	5.0	5.7
\$250-\$499	47	14.6	775	16.2	5,112	9.0	9.6
\$500-\$799	73	22.6	938	19.6	8,334	14.6	13.9
\$800-\$1,199	86	26.7	859	17.9	10,274	11.1	15.9
\$1,200-\$1,699	36	11.2	570	11.8	9,203	16.2	12.6
\$1,700-\$2,499	23	7.1	443	9.2	9,085	16.0	13.6
\$2,500+	11	3.4	215	4.5	5,454	9.6	16.0
Partial or not stated	15	4.7	405	8.4	6,175	10.8	11.3
Total	322	100%	9,456	100%	132,609	100%	100%
Median individual income	\$519	-	\$416	-	\$517	-	\$518
Median household income	\$787	-	\$755		\$1,147		\$1,154

Source: ABS, 2006

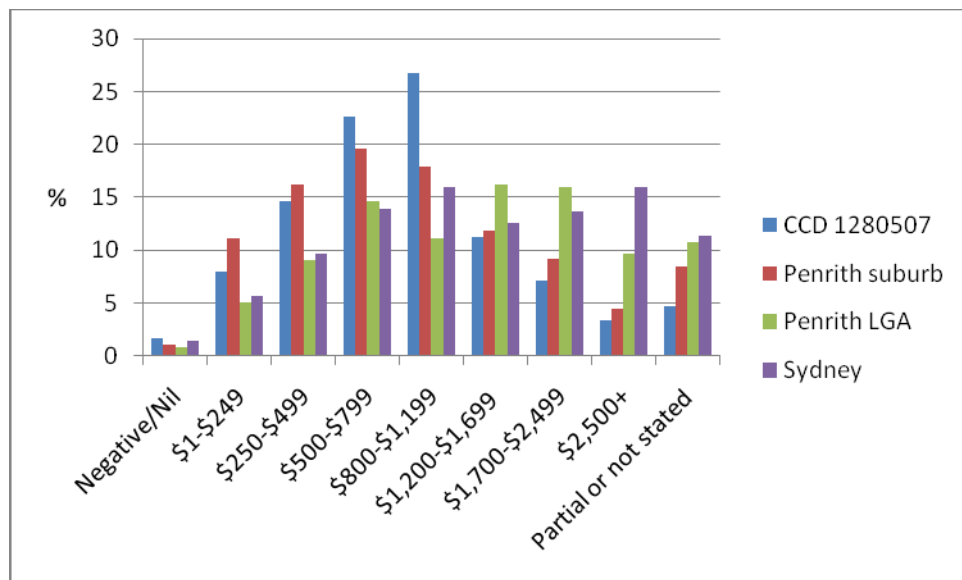


Figure A1 Weekly household income

Table A8 and Figure A1 detail the weekly earnings of households in each of the study areas. The main findings were:

- The suburb of Penrith is a relatively low income earning area compared to the CCD, the LGA and Sydney, with more than half of its households earning less than \$600 per week.

- Although CCD 1280507, the LGA and Sydney overall have similar median household incomes, a higher proportion of households in the CCD fall into low and middle income groups, but not the negative or nil income group. Penrith LGA has a higher proportion of its households earning negative or nil income than the CCD (and more 'not stated').
- Conversely, all of the study areas have small populations who are high income earners (\$1600+ weekly per household). This group is especially small in the Penrith suburb (2.7%); this group is almost one quarter of the comparable group in Sydney (8.5%). Sydney as a whole has a substantially higher proportion of higher income households, as well as a significantly lower proportion of low income earning households. Sydney also has a relatively higher proportion of households in the negative/nil group

14.1.6 Employment

Table A9 Employment status 2006

Employment status	CCD 1280507		Penrith (suburb)		Penrith LGA		Sydney
	2006	%	2006	%	2006	%	%
Employed:							
Full-time	233	69.8%	3,265	62.8%	56,669	64.3%	63.1%
Part-time	62	18.6%	1,207	23.2%	21,340	24.2%	25.7%
Not stated	8	2.7%	147	2.8%	2,634	3.0%	2.8%
Total		91.1%		88.8%	83,463	91.3%	91.6%
Unemployed	22	6.6%	424	8.2%	4,653	5.3%	5.3%
Total in labour force	333	65.9%	5,197	55.0%	88,116	66.4%	60.6%
Not in labour force	150	29.7%	3,472	36.7%	37,872	28.6%	31.8%
Other (including not stated)	22	4.4%	787	8.3%	6,618	5.0%	7.6%
Total	505	100%	9,456	100%	132,606	100%	100%

Source: ABS, 2006

Employment rates are not consistent across the three study areas.

- CCD 1280507 has a relatively high proportion of its residents in full time employment (69.8%) and relatively fewer in part time employment (18.6%) than the suburb, the LGA and Sydney. There is also a relatively small proportion of the population not in the labour force compared with the suburb of Penrith.
- By contrast, Penrith suburb has a much higher unemployment rate (8.2%) than Sydney's average (5.3%) in 2006. CCD 1280507 also has a relatively high unemployment rate at 6.6%, while Penrith LGA as a whole is similar to that of Sydney at 5.3%.

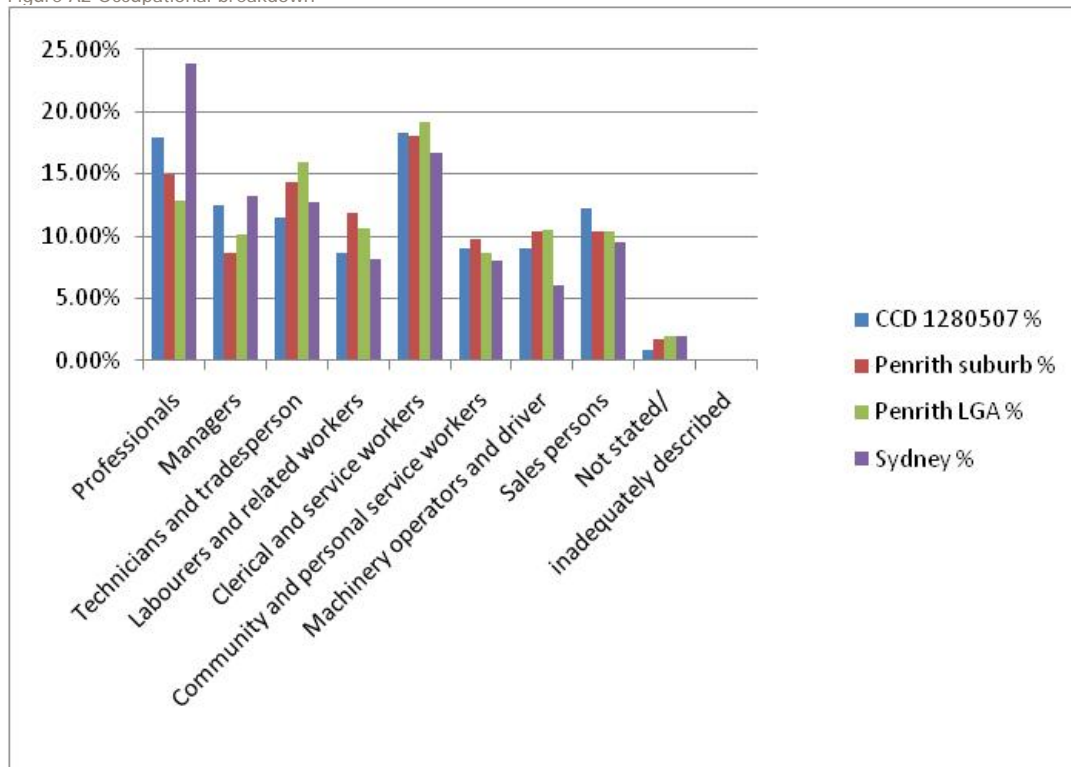
14.1.7 Occupation

Table A10 Occupations 2006

Occupation	CCD 1280507		Penrith (suburb)		Penrith LGA	Sydney
	2006	%	2006	%	%	%
Professionals	56	17.9%	714	15%	12.8%	23.8%
Managers	39	12.5%	415	8.7%	10.1%	13.2%
Technicians and tradesperson	36	11.5%	682	14.3%	15.9%	12.7%
Labourers and related workers	27	8.7%	561	11.8%	10.6%	8.1%
Clerical and service workers	57	18.3%	860	18.0%	19.1%	16.7%
Community and personal service workers	28	9.0%	462	9.7%	8.6%	8.0%
Machinery operators and driver	28	9.0%	494	10.4%	10.5%	6.0%
Sales persons	38	12.2%	496	10.4%	10.4%	9.5%
Not stated/ inadequately described	-	0.9%	-	1.7%	2.0%	2.0%

Source: ABS, 2006

Figure A2 Occupational breakdown



Compared with Sydney as a whole, Penrith suburb and Penrith LGA had lower proportions of people in the white collar occupational categories (managers and professionals) and higher proportions in the less skilled categories (tradespersons, clerical, sales and service workers, production and transport workers and labourers).

Of the sub-areas, CCD 1280507 most closely resembles the occupational breakdown of Sydney overall, with relatively high proportions of its employees in white collar occupations. CCD 1280507 had 32% of people

classified as professionals or managers, compared to Sydney's 37%. Penrith suburb and Penrith LGA have similarly small proportions of skilled workers at 23-24% of their population.

The most popular occupation type across the whole study area was clerical and service workers (18.0 – 19.1%).

14.1.8 Education

Table A11 Level of education 2006

Qualification	CCD 1280507		Penrith suburb		Penrith LGA		Sydney	
Degree or higher	92	33.2%	866	18.9%	11,570	18.4%	663,471	35.0%
Advanced Diploma/Diploma	26	9.4%	479	10.5%	7,912	12.6%	267,644	14.1%
Certificate	106	38.3%	1,714	37.5%	27,165	43.2%	493,124	26.0%
Not applicable(c)	4	1.4%	123	2.7%	1,981	3.2%	56,754	3.0%
Not stated(b)	49	17.7%	1,388	30.4%	14,218	22.6%	416,511	22.0%
Total	277	100%	4,570	100%	62,846	100%	1,897,504	100%

Source: ABS, 2006

Compared with Sydney averages, Penrith LGA and the suburb of Penrith show relatively few residents with degree qualifications or higher and a far greater proportion of residents holding certificate qualifications.

By contrast, residents in CCD 1280507 hold similar levels of university qualification to the Sydney average and a much higher proportion of certificate qualifications, thus having overall a higher proportion of its residents with qualifications than the Sydney average.

Residents of Penrith suburb are the least likely to hold qualifications, on average.

Table A12 Type of educational institution 2006

Educational institution	CCD 1280507		Penrith suburb		Penrith LGA		Sydney	
Pre-school	6	4.1%	154	4.7%	3,528	6.4%	69,912	5.1%
Primary school	35	23.6%	804	24.8%	16,700	30.2%	330,382	24.3%
Secondary:								
Government	16	10.8%	333	10.3%	7,164	13.0%	150,440	11.1%
Private ¹⁴	4	2.7%	185	5.7%	5,677	10.3%	119,316	8.8%
Total	20	13.5%	518	16.0%	12,841	23.3%	269,756	19.8%
TAFE	20	13.5%	322	9.9%	4,467	8.1%	101,418	7.5%
University	21	14.2%	252	7.8%	4,013	7.3%	179,610	13.2%
Other	4	2.7%	69	2.1%	860	1.6%	31,306	2.3%
Not stated	42	28.4%	1125	34.7%	12,812	23.2%	377,597	27.8%
Total	148	100%	3244	100%	55,221	100%	1,359,981	100%

Source: ABS, 2006

Compared with Sydney as a whole, Penrith LGA in 2006 has a significantly lower proportion of its population attending university (7.3% to Sydney's 13.2%). However, within the LGA, CCD 1280507 has an unusually

¹⁴ Includes Catholic schools and 'other'.

high proportion of people attending University (14.2%), double that of Penrith LGA and higher than the Sydney average. CCD 1280507 also had the proportionally biggest group of people attending TAFE or vocational courses. These findings are consistent with occupational data that shows CCD 1280507 has the highest proportion of skilled workers in the study area.

It is significant to note that Penrith LGA has strong attendance at Secondary schools, with a balance between Government (13.0%) and private school providers (10.3%). All areas had average proportions of young people enrolled in primary school, when compared to Sydney.

14.1.9 Internet connections

Table A13 Number of internet connections as a proportion of all households.

	CCD 1280507		Penrith suburb		Penrith LGA		Sydney	
	2006	%	2006	%	2006	%	2006	%
Internet connection (all types)	148	46.2%	2,182	45.5%	36,125	63.5%	938,111	65.9%
No internet connection	158	49.2%	2,329	48.6%	19,045	33.4%	435,803	30.6%
Not stated	15	4.6%	284	5.9%	1,761	3.1%	49,620	3.5%
Total	321	100%	4,795	100%	56,931	100%	1,423,534	100%

Source: ABS, 2006

The table above indicates computer and internet usage of the population.

- Computer use and internet use in the Penrith LGA, overall, is similar to Sydney at 63.5%.
- However when the areas are broken down, internet access is relatively poor in both CCD 1280507 and the suburb of Penrith, with both areas noting only 45% (approximately) of their populations have an internet connection.

14.1.10 Housing

Table A14 Housing type as a proportion of all dwellings.

Housing type	CCD 1280507		Penrith (suburb)		Penrith LGA		Sydney	
	2006	%	2006	%	2006	%	2006	%
House	45	14.0%	2396	49.9%	48,514	85.2%	905,635	63.6%
Semi-detached house	113	35.2%	975	20.3%	4,635	8.1%	168,433	11.8%
Flat/unit/apartment	160	49.8%	1377	28.9%	3,407	6.0%	339,782	23.9%
Other	3	1.0%	40	8.3%	348	0.6%	8,646	1.0%
Not stated	0	0	7	1.5%	26	0.4%	1,039	0.1%
Total	321	100%	4795	100%	56,930	100%	1,423,535	100%
Average household (people)	2.2	-	2.7		2.9		2.7	

Source: ABS, 2006

In terms of housing type, the overall picture of the Penrith LGA is very different to its sub-areas, CCD 1280507 and the Penrith suburb.

- While the Penrith LGA is characterised by an overwhelming predominance of separate houses (85.2%), almost 50% of CCD 1280507 is made up of flats and apartments (49.8%).

- The predominate type of housing in Penrith suburb is also separate houses (49.9%) however this area also has a mix of semi-detached houses and apartments (with slightly more apartments at 28.9%).
- Penrith LGA has very few apartments when considered as a local government area in its entirety, with only 6.0% of medium density housing, less than one-quarter of the Sydney average.

Table A15 Housing tenure as a proportion of all private dwellings 2006 (number of dwellings)

	CCD 1280507		Penrith (suburb)		Penrith LGA		Sydney	
Fully owned	35	10.9%	1,112	23.2%	15,567	27.3%	454,596	31.9%
Being purchased	61	19.0%	1,000	20.9%	24,575	43.2%	471,084	33.1%
Rented - private	165	51.4%	1,406	29.3%	8,920	15.7%	276,139	19.4%
Rented - Government	14	4.4%	570	11.9%	2,531	4.4%	68,664	4.8%
Rented – community group	0	0.0%	66	1.4%	202	0.4%	7,665	0.5%
Rented – other (including not stated)	33	10.3%	368	7.7%	3,513	6.2%	93,223	6.5%
<i>Rented - Total</i>	<i>212</i>	<i>66.0%</i>	<i>2,410</i>	<i>50.3%</i>	<i>15,166</i>	<i>26.6%</i>	<i>445,691</i>	<i>31.3%</i>
Other	0	0.0%	61	1.3%	241	0.4%	10,484	0.7%
Not stated	13	4.0%	211	4.4%	1,379	2.4%	41,684	2.9%
Total	321	-	4,794	-	56,928	-	1,423,539	-

Source: ABS, 2006

Note: Rented other/not stated' or 'other/not stated include 'other' dwelling types such as boarding houses, aged care and hotel/motel accommodation

In terms of housing tenure:

- The profile for Penrith LGA is similar to that of Sydney as a whole, although more private homes are being purchased in the LGA (43.2% compared to 33.1%) and there are fewer rentals (26.6% compared to 31.3% in Sydney. Approximately 27% of the remaining dwellings are being purchased outright (27.3%).
- CCD 1280507 had the smallest proportion of dwellings which were fully owned (10.9%) or being purchased (19.0%) of all areas, rates that are substantially below the other areas. More than 50% of dwellings in this area are being rented in the private market, compared with rates of 29% for the suburb and 16-19% for the LGA and Sydney. In addition, there is a relatively high proportion of 'other' dwelling types such as boarding houses and aged care accommodation. This represents a very different tenure regime to traditional patterns elsewhere.
- Overall in the CCD, rental accommodation constitutes two-thirds (66.0%) of occupied dwellings.

Table A16 Same address 1 year and 5 years previously

Same address	CCD 1280507	Penrith (suburb)	Penrith LGA	Sydney
	%	%	%	%
1 year ago	69.2%	74.5%	82.8%	79.2%
5 years ago	30.9%	47.6%	60.1%	54.8%

Source: ABS, 2006

In terms of stability of areas within a 1 year and 5 year time frame:

- CCD 1280507 has had relatively high levels of population turnover over the 5 year time scale, probably associated with its high proportion of rental housing.
- Penrith suburb also had a relatively high proportion of people who had moved in the previous five years, probably associated with its high proportion of renters and location near transport hubs and Penrith's commercial centre.
- Penrith LGA as a whole had relatively low levels of population turnover for one and five years, and was more stable than Sydney average. This could be associated with the very high proportion of houses and the large proportion of new home owners still purchasing their houses across the LGA.

14.1.11 Car ownership

Table A17 Car ownership at each dwelling

	CCD 1280507		Penrith (suburb)		Penrith LGA		Sydney	
No vehicle	69	22.5%	1,152	25.6%	5,087	9.3%	187,818	13.7%
1 vehicle	169	55.0%	2,004	44.5%	18,565	33.8%	548,427	40.1%
2 vehicles	53	17.3%	1,002	22.3%	21,150	38.5%	457,785	33.4%
3 or more vehicles	8	2.6%	252	5.6%	6,707	12.2%	120,972	8.8%
Not stated	8	2.6%	89	2.0%	3,380	6.2%	53,586	3.9%
Total	307	-	4,499	-	54,889	-	1,368,588	-

Source: ABS, 2006

Most dwellings – in all areas across the study area– own at least one car, however each area is slightly different:

- The majority (55%) of residents in CCD 1280507 own one car (55%). While some own two cars (17.3%), this proportion is half of the Sydney average. It is very uncommon in this area to own 3 or more cars.
- Penrith suburb also had very high rates of people owning one car (44.5%) and a higher rate of households owning two or more vehicles (27.9%) than the CCD. This area also had the highest proportion of households with no car.
- Households owning multiple cars are most common when the Penrith LGA is considered as a whole. Just over half (50.7%) of households across this LGA have two or more cars. This is a greater proportion than in Sydney (42.4%).

14.1.12 SEIFA Index

The Penrith LGA 2006 SEIFA of Advantage/ Disadvantage (score=999) was in the 9th decile for Australia and 8th decile for NSW. This indicates that Penrith LGA had a higher proportion of advantaged residents than the Australian average and up to 80% of other LGAs in NSW had a lower proportion of advantaged residents than Penrith LGA.

The 2006 SEIFA of Disadvantage (score=1006) for Penrith LGA was in the 8th decile for Australia and NSW. This indicates that Penrith LGA had a lower proportion of disadvantaged families than the Australian average and up to 80% of other LGAs in NSW had a higher proportion of disadvantaged residents than Penrith LGA.

The 2006 SEIFA of Economic Resources (score=1,023) for Penrith LGA was in the 9th decile for Australia and 8th decile for NSW. This indicates that Penrith LGA had a higher proportion of well-resourced families than the Australian average and up to 80% of other LGAs in NSW had a lower proportion of well-resourced families.

The 2006 SEIFA of Education and Occupation (score=936) for Penrith LGA was in the 4th decile for Australia and NSW. This indicates that Penrith LGA had higher proportions of residents in unskilled occupations and residents with low educational attainment than the Australian average. Up to 60% of other LGAs in NSW had higher proportions of skilled workers and residents with higher educational attainment than Penrith LGA.

14.1.13 Health behaviours and health risk factors

Penrith LGA population has significantly higher proportions of the population who participate in health harming behaviours than NSW. These included a higher proportion of residents who smoked and a significantly lower proportion of smoke-free households.

Penrith LGA population had significantly lower proportions of the population who participated in health promoting behaviours. These included a significantly lower proportion of Penrith LGA residents who consumed the recommended amounts of fruit (44%) and who ate the recommended amounts of vegetables (7%) than NSW residents (54% and 12%, respectively).

Penrith LGA residents were less likely to get adequate physical activity (46%) and to be vaccinated against pneumococcal diseases (47%). Penrith LGA population also had a significantly higher proportion of residents that were obese or overweight than NSW.

Life expectancy is a statistical measure of the average life span (average length of survival) of a specified population. The life expectancy of a male resident in Penrith LGA born in the period 1999 to 2003 was 77 years, which was 0.8 years lower than for NSW. The life expectancy for Penrith LGA females was 82.9 years, 0.2 years lower than for NSW females.

14.1.14 Centrelink Statistics

Table A18 Pension types

Pension type	Penrith LGA (population 172,140) *			
	2006	%	2009	%
Age Pension (Centrelink and DVA)	10882	6.3%	11946	6.9%
Carer Payment	931	0.5%	1208	0.7%
Disability Support Pension	5810	3.4%	5844	3.4%
Newstart Allowance	3395	2.0%	3469	2.0%
Parenting Payment Single	4672	2.7%	4064	2.4%
Youth Allowance	2667	1.5%	2432	1.4%
Total	28,357	16.5%	28,963	16.8%
Newstart Allowance – more than 365 days	-	50.6%	-	53.3%

Source: ABS 2006 National Regional Profile

* Population of Penrith LGA are based on ABS 2006 Postcodes

The Centrelink statistics outlined above highlight pension payments for the Penrith LGA for 2006 and 2009. Comparison data was not available for Sydney.

- In total, 28,357 people (or 16.5% of the Penrith LGA population) were recipients of Centrelink pensions or benefits in 2006, compared with 16.8% in 2009.
- The table shows small increases in the proportion of residents receiving the age pension and carer's allowances between 2006 and 2009. There has also been an increase in the number of residents receiving Newstart allowance.

14.1.15 Crime Statistics

Table A19 BOCSAR crime statistics

Offence	Year	Rank in NSW (1=worst)	Number	Rate per 100,000 people
Assault – non domestic violence related	2006	44	1285	725.4
	2009	47	1222	661.9
Assault – domestic violence related	2006	50	826	464.2
	2009	45	863	477.4
Sexual offences	2006	72	241	136.0
	2009	53	170	314.0
Robbery	2006	24	202	114.0
	2009	18	177	95.9
Break & Enter – dwelling	2006	39	1,377	777.3
	2009	64	957	518.4
Break & Enter – Non dwelling	2006	101	485	273.8
	2009	114	336	182.0
Motor vehicle theft	2006	22	924	521.6
	2009	13	881	477.2
Steal from motor vehicle	2006	20	1,682	949.5
	2009	33	1,315	721.3
Steal from people	2006	31	109	107.3
	2009	27	163	88.3
Malicious damage to property	2006	53	3,178	1793.9
	2009	51	3,086	1671.6

Source: BOCSAR 2006 and 2009

NSW Bureau of Crime Statistics and Research (BOCSAR) rates all LGAs in NSW according to the instances of a particular crime in their area as a proportion of their population. According to **2009** data outlined in the table above, the Penrith LGA rates in the top 50 worst LGAs for **six** of the 10 crimes identified in the table above. This is an improvement on 2006, where Penrith LGA ranked in the top 50 worst LGAs for eight of the crimes identified in the above table. Penrith LGA has improved its BOCSAR crime ranking in the following categories:

- Assault – non-domestic violence related
- Break and enter – dwelling and non-dwelling and
- Stealing from motor vehicles.

Appendix 2: Existing services and facilities

Existing community facilities and human services in the area surrounding the Penrith site have been identified and examined to assess:

- Their availability and accessibility for an incoming population
- Their suitability
- Their capacity to absorb demand that may be generated by the future development.

Some types of facilities and services serve a local catchment, while others are provided on a district or regional level. The site is in close proximity to the Penrith CBD, which contains many of the local level services and facilities as well as the district and regional facilities. Existing services and facilities in the surrounding area are discussed below but can be identified in Maps 2 and 3 (see Section 2).

2.1 Children's Services

There is an oversupply of both Long Day Care and Preschools in Penrith generally but especially so around the city centre/ Penrith Westfield's area. Most centres are private; Council-run centres are concentrated around South Penrith. Some preschools have an emphasis on educational programs, however most also have Long Day Centres attached and are open for at least 11 hours a day. One Director interviewed commented that offering Long Day Care and longer hours is absolutely essential to attracting enrolments from working families, especially for parents travelling to the city for work – a common characteristic in the area.

Local service providers have indicated that many centres are struggling to fill places because of the oversupply in the area. One Director commented that most centres are "half empty". Several new centres were opened around 2005, when childcare began to be seen as "an investment opportunity" by the private sector. Oversupply has resulted in the "quick changing of hands" of many centres over the past two years as centres struggle to remain viable. The Director of one centre had taken over a centre two years ago after it had gone into receivership. This centre is now full and has a waiting list, although some gaps will become available in December/January

when older children leave childcare to go to school.

Many centres are advertising quite heavily and are offering special deals, e.g. discounted services. Enrolments differ between centres: some find it easiest to fill 0-2 year old places while others struggle with older children (especially in Long Day Care centres). All Directors commented that the Penrith area has the capacity to accommodate any new families/children that come to the area from the North Penrith development.

Public occasional care is only offered at the St. Marys Occasional Care Centre which is a significant distance to the east of the study area (approximately eight kilometres). This may be too far for new residents to access. Penrith City Council runs a mobile playvan for 0-5 year olds, which visits neighbourhood parks and reserves on a rostered weekly basis during school terms.

Penrith City Council is currently finalising its study into making Penrith a more child friendly city.

2.2 Community Centres and meeting space

Community centres provide space for a variety of local community activities, for community meetings, for seasonal and outreach services and for private functions, such as birthday parties. They also provide a focal point for community development initiatives. Such centres are owned and managed by Penrith City Council or managed by local management committees.

Within the wider Penrith LGA, there are 19 neighbourhood and community centres and 12 public halls, two senior citizens centres and four youth centres which also offer meeting spaces. None of these community or neighbourhood centres are located in Penrith itself. The closest community centre to the site is the North Penrith Neighbourhood and Community Centre (formerly Kingswood Park) located on Illawong Avenue in Kingswood Park. While not in Penrith city, the centre is close 1.5kms from the northern side of the site and accessible by road. The centre currently runs activities such as yoga, seniors' activities, SPYNS (see community services section) and exercise programs and recently ran activities for new mothers. The centre is also available for hire for functions. From our conversations with the Centre, we understand it has some capacity to accommodate new residents and additional users.

Two community halls are located in Penrith suburb with additional meeting space available at the Penrith PACEWAY.

2.3 Schools and Further Education

The table below indicates the capacity of schools in the suburb of Penrith and surrounding suburbs Cambridge Park, Cranebrook and South Penrith, to accommodate future students from the North Penrith site.

In terms of public schools, Penrith Public School (east of Penrith railway station) is the closest

primary school to the site (within 1km). The closest high school is Penrith High School which is co-located with Penrith Public, but is a selective high school and so will not accommodate all students. An alternative public high school close to the site is Cambridge Park High School, approximately 4.5 kilometres away.

Table B1 Public schools within reach of the North Penrith site

Schools	Distance from North Penrith Urban Area (km)	No. of students	Utilisation (%)	Trend
High Schools				
Penrith High School - selective	<1km	904	75	Steady
Cambridge Park High School	2.5 km	596	60	Small decline
Kingswood High School	3 km	814	81	Slight increase projected
Jamison High School	3 km	1,022	82	Small increase projected
Cranebrook High School	5 km	884	84	Slight decline projected
Primary schools				
Penrith Public School	<1km	373	105	Slight decline
Kingswood Park Public School	1 km	147	53	Slight increase
Cambridge Park Primary School	2 km	462	85	Decline
Penrith South Public School	2.2km	344	54	Decline
Cambridge Gardens Public School	2 km	277	85	Large decline
Kingswood Public School	3 km	325	93	Increase
Kingswood South Public School	3 km	282	100	Decline
Jamisontown Public School	3 km	328	87	Steady
York Public School (South Penrith)	3 km	480	100	Increase

Table B2: Independent schools within reach of the North Penrith site

Non-government schools				
St Josephs Primary school, Penrith	3 km	394		
Mary Mackillop Catholic Primary School, South Penrith	3.5 km	374		
McCarthy Catholic School, Emu Plains	2 km	737		
St Nicholas of Myra Catholic Primary School	<1km	185		
St Pauls Grammar School Penrith, Cranebrook	9km	1,248		
Xavier Catholic College (Cranebrook)	8km	902		
Colleges				
Caroline Chisholm College, Glenmore Park	4 km	955		Girls' school
St Dominic's College, Kingswood	1 km	1,136		Boys' school

The closest co-ed non-government high schools to the site are St Pauls Grammar and Xavier Catholic College, both 8-9 kilometres from the site. There are currently 1,248 students enrolled at St Pauls Grammar and 902 students currently enrolled in Xavier Catholic College. Single-sex schools near the site include the Caroline Chisholm College for Girls (955 students) and St Dominic's College, Kingswood (1,136 students).

In addition, there are two special schools of note: Kurrambee School, for students with severe intellectual disabilities has 111 enrolments, and Putland School, for students in juvenile detention, with 66 students.

In terms of tertiary education and training opportunities for young people, the Penrith suburb contains the Nepean College of TAFE, which has a second campus at neighbouring suburb Kingswood. Penrith campuses of the University of Western Sydney (UWS) can be found in both Werrington and Kingswood.

Community education is accessible at the Nepean Community College, which operates out of various local sites such as the Penrith High School, Westfield shopping centre (Penrith Plaza) and the Penrith Rowing Club.

Other training opportunities in the area include:

- Skills west Training Company, a registered training organisation that offers a range of accredited services for a variety of industries including construction, business, IT, retail,

automotive, engineering, horticulture, transport and distribution and hospitality.

- Nepean Hospital, a major teaching hospital providing clinical services in most medical disciplines and sub-specialities to the people of Penrith, as well as Hawkesbury and Blue Mountains.
- The Muru Mittigar Aboriginal Cultural & Education Centre in neighbouring Castlereagh which offers placements for people undertaking employment and training programs including Work for the Dole, Greencorp and volunteering programs
- The University of the Third Age (UA3), a volunteer group who offer further education for retirees who are over 50. This group is run primarily from the Penrith School of Arts in downtown Penrith. A conversation with one of the UA3's staff indicated they would have the capacity to accommodate more seniors as they move to the area.

2.4 Health

Services

Public health services are provided by the Sydney West Area Health Service (SWAHS) and include hospitals, community health services, early childhood health centres and specialist services (e.g. drug and alcohol, sexual assault).



Image: Sydney West Area Health Service geographical spread

Clinical

Within the SWAHS, Penrith is part of 'the Western Cluster' which has seven hospital and aged care facilities (total: 878 hospital beds). The closest public hospital to the study area is Nepean Hospital which is located out of Penrith centre towards Kingswood, in the south of the LGA. This hospital is the largest facility in the area with 542 beds.¹⁵ Nepean Hospital offers a comprehensive range of services so most procedures can be accessed locally. Only a few surgeries are not available making it necessary for locals to travel to Westmead Hospital (approximately 30 kilometres to the east). It should be noted that Nepean Hospital is a "feeder hospital" that also accommodates many rural people seeking health care. Nepean Hospital is currently putting strategies in place to deal with state wide budget cuts that have occurred over the last 12 months.

Private health centres include: Jamison Private Hospital (Surgery and Cancer Treatment Centre), and Nepean Private Hospital, Kingswood (a 420 bed teaching hospital which offers a wide range of services). There are numerous private medical centres within Penrith CBD, including Penrith Medical Centre, Penrith Mall Medical Centre, Ozmed Surgery and Medeco Medical Centre. An

after-hours GP service is located in the Outpatient Department of the Nepean Hospital.

Community

There is a good network of community health services in Penrith that were described as "motoring along" or coping well by SWAHS. Community health in Penrith is delivered in two strands: family and children's services and chronic care/aged services. Family and children's health services are the most abundant and receive the most funding, though this funding may change with recent health reforms. The closest community family and children's health centre is in Soper Place, directly adjacent to the site. This centre provides early childhood health and family, counselling, speech pathology, physiotherapy, occupational therapy, a playgym, women's health services and a school health program.

Chronic and complex care for older people is run from the Lemongrove Community Health Centre to the north of the site rather than the Nepean Hospital, so is more accessible to the local population. Services offered at Lemongrove include assessment, intervention and information, an Aged Care Assessment Team (ACAT), Community Nursing, Palliative Care, Social Work, Physiotherapy, Occupational Therapy and day care for frail aged people and those with dementia.

There appears to be good health information services for young people around reproductive and sexual health and some creative health

¹⁵ Source: Sydney West Area Health Service, "A profile of the Western Cluster", <http://www.swahs.nsw.gov.au/services/clinicaloperation/s/westernCluster/index.htm>

initiatives for homeless young people and Indigenous people. In terms of health services for young people close to the site, Child and Adolescent Services, Penrith (High St, Penrith) provides mental health services for young people while the Penrith Youth Health Centre, 'The Warehouse' (Reserve St) provides reproductive and sexual health services including clinical services, health promotion, information and referral information. The Warehouse has recently expanded to offer these services to all ages.

Other key community services in the area include: Western Sydney Drug and Alcohol Resource Centre, Penrith Community Service Centre: Department of Communities NSW branch office, MS Australia, Connect First (Speech Pathology & Occupational Therapy Services), SPYNS Inc (referral, information, advocacy and community development services including dedicated youth and Aboriginal and Torres Strait Islander workers and programs), Barnardos, Anglicare and the Benevolent Society.

Issues

Conversations with SWAHS indicated that the biggest pressure on health in the Penrith area is its rapidly ageing population. Current services are re-evaluating their service delivery and planning. For example, SWAHS is currently transferring its residential aged care (high care nursing home) on Governor Phillip Campus to a separate provider. This facility currently operates with 69 beds. Its new provider and the effect this transfer will have on supply have not yet been confirmed.

There are 79 General Practices in the Nepean Cluster (under which the North Penrith site falls). SWAHS indicated that General Practitioners (GPs) are hard to attract to the area. However this is not unique to Penrith; it is difficult to attract GPs to most areas outside of the inner city or Eastern suburbs. Nepean Hospital has instituted many incentives to attract and retain staff, especially for students as they finish their tertiary study.

2.5 Support Services or Specialist Services for Disadvantaged Groups

Current support services in the Penrith area include counselling, accommodation, welfare, material aid, family support, services for people from culturally and linguistically diverse backgrounds, services for Aboriginal people and disability services. Such services are not usually provided at the local level; rather they serve a district or regional population e.g. in the Penrith city centre.

Some specific initiatives and services include:

- The Penrith Disabilities Resource Centre Inc (PDRC) (funded by the Department of Ageing,

Disability and Home Care (ADHC)). Resources and support for people with all types of disabilities who live, work in, and/or utilise services based in the Penrith Local Area

- State and Federal services including Centrelink, Child Support Agency, NSW Department of Housing and NSW Department of Community Services
- The Nepean Multicultural Access Service provides CALD (cultural and linguistically diverse) appropriate Home and Community Care (HACC) and other services for frail older people and people with disabilities from non-English speaking backgrounds.
- Penrith Streetworks Project, a health service for homeless young people.

Some key Aboriginal services located in Penrith and surrounding suburbs include:

- The Aboriginal Children's Service, Aboriginal Catholic Ministry, Aboriginal Health Unit (a division of the Sydney West Area Health Service), Butucarbin Aboriginal Corporation, Carawarra Women's and Children's Refuge Aboriginal Corporation, the Cranebrook Neighbourhood Centre – Aboriginal and Torres Strait Islander Project, Djalaringi Child Care Centre, Gilgai Aboriginal Centre, Namatjira Before and After School and Vacation Care Service

2.6 Services and Facilities for Young People

Council is the major provider of facilities for young people in the Penrith LGA. There are several youth centres in the LGA including facilities at Werrington, Cranebrook, Glenbrook and South Penrith. Of these centres, Werrington is perhaps the closest study area that may be used by new residents. Other activities for children are delivered by Council through neighbourhood centres around the LGA. Activities include school holiday playgroups, arts and crafts and some special groups targeted at Aboriginal children. Groups such as the Nepean Art Society also offer cultural activities; in this case art lessons children.

Other Council community facilities and privately managed facilities such as the Penrith City YMCA also provide activities targeting young people such as a fitness centre, gymnastics facility, indoor sports stadium and indoor rock climbing. The Victoria Street Community Cottage (run by Council) has some meeting spaces young people can access.

Sporting facilities

In terms of sporting and recreational activities for young people, there is a large range of sporting fields for public use in the wider LGA area, the majority of which are located in and around already established areas (with a small handful in rural areas). Sporting facilities include: sporting fields such as football fields (AFL, soccer, Rugby League and Rugby Union), athletics fields, baseball diamonds, cricket fields, golf courses, softball diamonds and tennis courts.¹⁶

There are additional privately run Indoor Sports Centres in the area such as Don Bosco Youth & Recreation Centre, Nepean District PYC and the Penrith Sports Stadium. The outdoor swimming pool (Penrith Swimming Pool) is located less than one kilometre to the south of the North Penrith site. The only Penrith City-based indoor aquatic centre is located in St Marys (the Ripples Aquatic Centre).

There is an identified need for a district level youth recreation facility that would provide a mix of indoor and outdoor recreation and social activities. It also identified a need for a regional / LGA wide sports facility to be located in regional open space. At that time, research suggested major active recreation facility shortages included tennis courts, rugby grounds and indoor sports centres. The strategy also identified a need for space for growing sports through provision of additional sporting fields for AFL, rugby, soccer and a district athletics facility.

2.7 Services and Facilities for Older People

The University of the Third Age, run from the Penrith School of Arts in downtown Penrith, offers seniors over 50 years educational courses for a small subscription fee.

Issues identified for older people include promoting access to recreational, cultural, educational and social activities such as walking, cultural events, computing classes, the arts, social outings, environmental care and hydrotherapy, and increasing the availability of safe, flexible, accessible and affordable transport for older people.

There are a number of social groups for older people concentrated in the Penrith city centre. Senior citizens' centres in the local areas play a crucial role to older people's continual engagement with people beyond their home.

¹⁶ No qualitative assessment of the size, condition and utilisation of the facilities was available from the study (Penrith City Open Space Action Plan).

The closest senior's centre (Penrith Valley Seniors Centre) is located just south of Penrith railway station. The centre is specifically dedicated to older people and offers a range of social activities and 'sub groups' including the Penrith Valley Seniors Computer Club, Bridge Club, Seniors and Pensioners Club, a dance club, an older women's network and Heartmoves exercise group. The Penrith Community Centre and some church halls also provide space for senior groups to meet.

A number of aged care services to support older people living at home and their carers are provided across the Penrith area. District level services funded under the Home and Community Care (HACC) Program are located at the Nepean Hospitals and the Lemongrove Community Health Centre.

There are a number of residential aged care facilities and retirement villages in the Penrith LGA including:

- Governor Phillip Nursing Home
- Henry Fulton Nursing Home
- Hornseywood House
- Mountainview Nursing Home

2.8 Emergency Services

With a projected population of 1,659, the North Penrith development will increase the population catchment for police, ambulance and fire services only marginally, and would not be expected to generate additional demand which would be beyond the capacity of these services. The closest police stations are located within the Penrith CBD (High St) and eight kilometres to the east in St Marys. The nearest ambulance service is also based at High St with a second hub at the Nepean Hospital in nearby Kingswood.

Penrith LGA has 10 Fire Brigade stations including stations in Penrith (High St), Cranebrook and St Marys. There is also a Rural Fire Service (RFS) located in Penrith. The RFS are currently responsible for responding to any major incident on the undeveloped site that involves grass or bush. However, the RFS explained that once the site is developed this area is wholly handed over to the Penrith Fire Brigade.

For all emergency services, the critical factor in servicing an area is the time required to respond to a call, a function of travel distance and road layout, rather than population or dwelling numbers. Further input from the emergency services will be required once the access points and internal road layouts for the sites have been

determined, once a draft masterplan has been prepared.

2.9 Open Space and Recreation Facilities

Current open space in close proximity to the North Penrith site includes the Penrith Showgrounds, Penrith Park, Judges Park and Woodriff Gardens including tennis courts. All of these facilities are within walking distance from Penrith train station and therefore will be accessible for residents at the new development.

Open space in the wider LGA

Within the wider Penrith LGA, Council currently manages 1,206 hectares of active and passive open spaces including parks, sporting fields, community use, natural areas and other areas under Council's care. There are a total of 540 parks and reserves throughout Penrith LGA; 141 with playgrounds. PLANS (People's Lifestyle Aspirations and Needs Study) research published by Council in 2002 identified the need to improve the quality of Council's current open spaces and facilities and increase the amount of active open spaces to accommodate a growing population. Data from Penrith Council (2002)¹⁷ identifies that there is the current level of provision for public space is above the benchmarked standards. However Council recognises that the North Penrith development will have change this level of provision; it also notes this area (as a new release area) will have higher proportion of young families relative to the rest of the Penrith LGA, increasing the need for local access to outdoor sports facilities (such as soccer and cricket). Like the wider Australian population, the population of Penrith LGA (new and existing) is ageing and so will face issues of mobility and access, which will affect their use of active open spaces.

As a general rule, each release area is to provide for the required local active and passive open space needs and is also required to pay financial contributions to the development or embellishment of district open space and facilities.

2.10 Shops and Commercial Services

There is a major shopping centre (Westfield Penrith) situated within 500 metres of the North Penrith development on High Street in the Penrith CBD. This centre was refurbished and expanded in 2005 to include an additional 110 shops. Its total capacity is now 310 retail shops, including two supermarkets and a range of boutique and specialty stores, sufficient to meet everyday

needs. There are also 270 specialty stores located on High St in Penrith, an area currently being targeted for revitalisation by Penrith Council.

Penrith has various business support services including the Penrith Valley Economic Development Corporation (PVEDC), Penrith City Centre Association (PCCA), Penrith Valley Chamber of Commerce and the Penrith Valley Business Enterprise Centre.

A second commercial and business centre is located at St Marys, described by Council and the Department of Planning as a "district sized commercial centre". St Marys is located eight kilometres to the east of the North Penrith site and is undergoing a major revitalisation programme to improve the quality, the experience and range of services for users while continuing to expand in line with the growth of the Penrith region. St Mary's is also an important industrial area containing approximately 500 businesses dominated by manufacturing, engineering (metal works), timber value adding and automobile servicing industries. The St Mary's Town Centre also has a smaller neighbourhood shopping centre run by Mirvac that was recently upgraded.

2.11 Entertainment and Cultural Facilities

The population will require access to a variety of entertainment and cultural facilities, such as restaurants, cinemas, clubs, pubs and performance spaces. These are currently centred around the Penrith CBD (High Street) within the suburb of Penrith. Penrith Panthers (Panthers) Entertainment Complex has recently been expanded and is currently the biggest recreation facility in the area. Panthers is located southwest of the Penrith CBD and provides bars, restaurants, amusements and sporting activities such as cable skiing and wake boarding, golf and aqua golf. It also contains Penrith Stadium, which is leased from Council. Other entertainment facilities in the area include the Olympic Whitewater Stadium, close to the study area.

Cinemas within the Penrith LGA are located at Penrith Plaza, a Westfield shopping centre adjacent to the Penrith train station in the CBD.

Cultural facilities include the Joan Sutherland Centre, Q Theatre, Penrith Regional Gallery & the Lewers Bequest, and the St Marys Corner Community and Cultural Precinct. Close to the study area is the Museum of Fire, Arms of Australia Inn Museum, the Penrith Museum of Printing and the St Marys Historical Society. The Penrith Art Society runs a cottage for art exhibitions and lessons close to the CBD.

¹⁷ Penrith City Council PLANS Final Report (Recreation and Cultural Strategy)

Council halls and community centres are also used for cultural activities; neighbourhood centres, Senior Citizens Centres and public halls are also in venues for recreational and cultural activities such as arts, crafts and drama for a range of age and cultural groups. In neighbouring Castlereagh (towards Richmond) there is a specialist Aboriginal Cultural & Education Centre called Muru Mittigar) that offers cultural tours and educational activities focusing on the local Aboriginal people, the Darug people. The Penrith Lakes Environmental Education Centre also at Castlereagh offers educational tours and programs for students (Kindergarten to Tertiary) based on the ecology of the Penrith Lakes Scheme. This scheme is rehabilitating 2000 hectares of mining and quarry lands into lakes and parklands.

2.12 Library services

The library system serving the Penrith suburb and wider LGA area is comprised of a Central Library at Penrith and four branch libraries at St Marys, St Clair, South Penrith and Emu Plains. In addition to traditional library services, the libraries offer book readings for children and meeting rooms that can be hired by members of the public.

2.13 Churches and religious facilities

There are seven churches and places of worship within the Penrith suburb and an additional seven in Cambridge Park and Cranebrook. It should be noted that these churches are predominately Christian churches; the nearest Mosque for Islamic worship is located in Kingswood on the campus of the University of Western Sydney.

Appendix 3: Relevant state and local level policies and plans

State level plans

Sydney Metropolitan Strategy

The *Sydney Metropolitan Strategy - City of Cities, a Plan for Sydney's Future* (NSW Government, 2005a) is a strategic document that outlines a vision for the greater Sydney area over the next 25 years. As Sydney is expected to grow by an additional 1.1 million people by 2031, the city will require an additional 640,000 new homes and 500,000 new jobs. To accommodate this growth, approximately 60% to 70% of new homes are planned to be built within Sydney's existing suburbs. The remaining 30% to 40% of homes will be in land release areas, such as the North Penrith Urban Area.

The *Metropolitan Strategy* and its companion *North-west Sub-Regional Strategy* (NSW Government, 2005b), identify Penrith as a future regional city, with a role as a service, business, government, education, cultural, civic and employment hub in western Sydney. Objectives of the strategy which are most relevant to achieving social sustainability outcomes for residents in North Penrith include:

- Focus residential development around town centres, villages and neighbourhood centres
- Plan for a housing mix near jobs, transport and services
- Provide for a range of dwellings suited to the changing population
- Improve housing affordability
- Promote good access to services and timely infrastructure
- Improve access to shopping, friends and family, parks and recreation and other daily activities
- Encourage use of active transport – public transport, walking and cycling - to improve community health and connectivity to services and facilities

- Promote active healthy lifestyles and community interaction through provision of parks, sporting facilities and public places
- Provide a diverse mix of parks and public places and improve the quality of local open space
- Apply sustainability criteria for new urban development. The sustainability criteria include the provision of mechanisms to ensure infrastructure (including social infrastructure) is provided in a timely and efficient way, and that adequate and accessible services and facilities are available to meet quality and equity objectives.

In the current review of the *Metropolitan Strategy* (NSW Department of Planning, 2010), population, housing and employment forecasts are being revised. The Strategy will now plan for 770,000 new dwellings by 2036 (25,000 per year), including 350,000 by 2031 in western Sydney. The North-West subregion is expected to experience relatively high rates of growth, with an increase of more than 50% in its projected population by 2036. There is a new emphasis on accessibility, with 80% of new housing to be located within walking distance of a town centre and public transport, to enable access to jobs and other services. There is also a greater focus on support for employment opportunities in western Sydney.

North-West Sub-Regional Strategy

The North west sub-region is expected to accommodate 140,000 new dwellings by 2031, with Penrith LGA having a target of 25,000 new dwellings. Significant growth is planned for Penrith city centre, including 10,000 new jobs and 10,000 additional residents.

Key directions outlined in the sub-regional strategy for Penrith include:

- Preparation of a Structure Plan for the North Penrith Defence Lands to complement the existing city and the draft City Centre Plan. Future use and development of this site should attract new forms of development to the city centre, while complementing and reinforcing the existing city centre
- Planning for housing growth in centres well serviced by public transport and compatible with the centres' employment role
- Strengthen connections between the UWS Penrith campus, Nepean Hospital and Penrith Regional City.

Penrith City Council plans

Penrith Strategic Plan 2031

Penrith City Council produced a new Strategic Plan during 2009, representing Council's principal policy statement. It is considered to be the 'big picture' document that looks at a long term view for the City and provides the basis upon which all other Council plans and policies are built and implemented. It is founded on Penrith's principles for a sustainable city.

This plan identifies five key themes that are intended to prioritise Council action over the next ten years:

- A leading city
- City of opportunities
- A green city
- A liveable city
- A vibrant city

Penrith City Centre Plan, Civic Improvement Plan

This plan for the Penrith city centre describes the civic infrastructure that will be to support its future growth and provides a framework for contributions towards the necessary funding for these facilities. It is one of four documents prepared with the Department of Planning, which also include a Vision Statement, Local Environmental Plan and a Development Control Plan.

The Vision establishes the nexus between the growth development and the need for public domain projects and special city centre projects identified in this Civic Improvements Plan. The Civic Improvements Plan sets out design principles and strategies for the public domain to support revitalisation and growth. These include enriching and expanding design of streetscapes and key public places including streets and parks, new public squares and improved landscaping such as paving, tree planting, lighting, urban furniture, signage and city ecology.

Objectives of the Plan include:

- To strengthen the regional position of the Penrith City Centre as a multifunctional and innovative centre that encourages employment and economic growth
- To raise funds required to provide the capital works and infrastructure needed to service the new development likely to occur within the Penrith City Centre over the next twenty years.

The main city centre projects will include:

- City park and square
- Civic precinct
- Public domain improvements to High Street, Station Street, Woodriff Street and Jane Street and bypass
- A community precinct
- Traffic management and access
- Stormwater
- Multi-storey car parks

In addition, four state infrastructure projects affect the city centre over the next ten years:

- Quadruplication of the railway line
- Nepean hospital expansion and refurbishment
- Penrith high school upgrade
- Penrith court upgrade.

The Plan also guides the funding required, some of which will be monetary contributions levied under Section 94 of the EP&A Act.

Penrith City Centre Plan, Development Control Plan (DCP)

This DCP was developed to assist in strengthening the regional role of Penrith city centre as a multifunctional and innovative centre that encourages employment and economic growth. It contains provisions which supplement the Local Environmental Plan for Penrith.

The DCP identifies specific precincts and describes building form, pedestrian amenity, access, parking and servicing and sustainability requirements for development within these areas, as well as controls for special areas and specific developments.

Penrith City Council's Social Planning Framework 2008

A strategic approach to social planning has been adopted by Penrith City Council, based on the development and use of a *Social Planning Framework*, which encompasses all of Council's activities that have social implications. The *Social Planning Framework* acknowledges that there are wide differences in social advantage between and within communities. It identifies that to achieve social justice in Penrith, commitment from other levels of government is required.

Council's *Social Planning Framework* comprises the following five key elements:

- Consultation and participation
- Demographic information
- Council's Strategic and Management Plan
- Council's Equity and Access Policy
- Partnerships with other levels of government.

A range of plans and policies described below have been developed in recent years and form part of Council's *Social Planning Framework*:

- PLANS Study
- Universal Design
- Cultural Development Action Plan
- Community Safety Plan
- Sustainability Blueprint for new urban areas
- City Centres Strategy
- State of the Environment Report
- Sustainable Penrith Strategy
- Integrated Transport and Land Use Strategy
- Penrith Local Environmental Plan 2008
- Youth Needs Audit
- Access and Equity Review
- Ageing Strategy
- Disability Action Plan

The ways in which they specifically address issues relevant to the socially sustainable development

of the North Penrith Urban Area are summarised below.

In addition, Council operates, or contributes resources to, a range of social programs, projects and services across the city.

Penrith City Centre Strategy

This Strategy (July 2006) establishes a set of principles which underpin planning controls in Penrith's city centre, as input to the Department of Planning's review of planning for identified Regional Cities. The Strategy notes the demand for a wider range of housing types and the need for a diverse range of activities to be concentrated within walking distance of the city centre. The Strategy identifies nine distinct activity precincts for the city, with the two closest to the North Penrith Urban Area being the Station Commercial / Retail Core and the Central Retail / Commercial core. Ten Strategies and the actions to implement those strategies are articulated. Key strategies include:

- Creating friendly and attractive places and spaces
- Creating a cultural / entertainment precinct
- Making housing and mixed use a priority
- Managing parking and improving access
- Achieving a quality built environment.

Sustainable Penrith Action Plan

The *Sustainable Penrith Action Plan* forms part of Penrith's sustainability agenda of ensuring higher quality of life for all into the future, through economic growth, environmental protection and social equity. It identifies that the development of socially sustainable communities requires the integration of a number of disciplines, including land use and access planning, social planning and community and cultural development strategies. These initiatives are implemented through Council's Strategic Plan and Management Plan.

Sustainability Blueprint for Urban Release Areas

Within the *Sustainable Penrith Action Plan* sits a *Sustainability Blueprint for Urban Release Areas*. The Blueprint aims to integrate social, environmental and economic sustainability initiatives into future land use planning and community development for new urban release areas within the Penrith LGA.

This document identifies ten key sustainability design principles to promote sustainable, vibrant, and resourceful communities with their own unique identities. In the development of new

urban release areas in Penrith, Council is seeking to create cohesive communities based on sustainable, safe and satisfying living and working environments. Importantly, new release areas are to deliver jobs that match incoming workforce participant numbers. They will provide for a diversity of housing opportunities, including affordable housing, consistent with emerging community needs and the development of diverse neighbourhoods. Timely delivery of services to new urban areas must also be secured. Specifically the Blueprint requires that dwellings in new release areas are accessible and capable of being adapted to accommodate people of all ages and abilities, in addition to the provision of a range of housing types which can be adapted over time to meet changing household requirements, such as an ageing population.

The PLANS Study 2002

The *PLANS Study* (Peoples' Lifestyles, Aspirations and Needs) assessed the strategies needing to be developed to enhance residents' quality of life and leisure and recreation outcomes.

The Study recommended that existing sites could be better developed to cater for changing community needs. This should include the establishment of more multi-use areas that incorporate both active and passive recreation, the establishment of better pathways and connections, the provision of a greater range of cultural and recreational experiences and the provision of high quality open space for all segments of the community.

The Penrith Recreational and Cultural Strategy (2004)

This strategy identified a need for a district level youth recreation facility that would provide a mix of indoor and outdoor recreation and social activities. It also identified a need for a regional / LGA wide sports facility to be located in regional open space. At that time, research suggested major active recreation facility shortages included tennis courts, rugby grounds and indoor sports centres. The strategy also identified a need for space for growing sports through provision of additional sporting fields for AFL, rugby, soccer and a district athletics facility.

The Open Space Action Plan (June 2007)

This sets out criteria relating to quantum, size, catchment area and primary function for areas within the Penrith open space network, and is closely aligned with Council's *Recreation and Cultural Facilities Strategy*. Penrith City Council supports the development of a healthy and sustainable lifestyle for residents and visitors by planning for more inclusive environments and promoting access to a wide range of active and passive recreation pursuits for all people with diverse abilities. The Action Plan notes there is a

need for quality passive recreation spaces suitable for diverse communities and accessible to young families and older people. In addition, there is a need for areas for active open space. It recommends the development of high quality, multi-purpose recreational precincts that provide a range of active and passive recreational activities within popular, accessible and centralised areas of the City. It also recommends passive recreational areas to support community participation in informal passive recreation activities (such as walking, picnics, and socialising with friends). The research also identified a shortage of quality active open space provision (sports fields), such as local soccer and rugby sports facilities.

The *Action Plan* objectives include:

- Maximise use of existing cultural and recreation facilities
- Rationalise recreation and cultural resources in the Penrith LGA
- Provide new recreation and cultural facilities that are undersupplied in the Penrith LGA
- Encourage community involvement in facility and service provision
- Facilitate diverse recreational and cultural program development
- Provide effective and sustainable management, support and resources.

An integral component of social inclusion and encouraging participation is Council's support for Universal Design in open space planning, to ensure spaces and facilities are sensitive to the needs of people of all ages and abilities. The *Action Plan* also sets out open space requirements in urban release areas which include:

- New urban developments to be provided with a minimum of 3.04 ha of local open space per 1000 population, to comprise a minimum of 1.4 ha per 1000 population for quality, unconstrained local active open space and a minimum of 1.64 ha per 1000 population for passive recreational open space.
- This excludes open space that serves a drainage or biodiversity function or natural areas.
- District level open space is additional.
- Areas proposed as active open space shall not be constrained or affected by power line

infrastructure corridors, easements for other underground service infrastructure, flooding or steep gradients.

- New release areas are required to provide for local open space needs within the development and to pay financial contributions to district open space and facilities that may be located outside the release area.

The District Level Open Space Contributions Plan (2007)

This sets out the district level facilities Council wishes to develop across the LGA and sets contribution rates per household that will be charged for all new development. Council has been reviewing this policy in light of recent reforms to the development contribution system in NSW.

Penrith Inclusion Plan – People with a Disability 2009 – 2013

This new plan reflects the important role of Council as a leader in contributing to a more inclusive and accessible City.

Council has identified five key priority areas and more than eighty actions over the next four years to support real improvements in the participation of people with disability in community life:

- City Leadership, Promotion and Strategic Partnerships
- Environmental, Local and Transport Planning
- Development, Design and the Built Environment
- Human Resources, EEO and Training
- Access to Information.

Draft Penrith Ageing Strategy

This Strategy will guide Council's planning, actions and service delivery to respond to the challenges of an ageing community over the next twenty years. The number and proportion of older people within Penrith will almost double over this time, particularly in the older established residential areas, such as the suburb of Penrith. The strategy contains five priority themes:

1. Encouraging participation in social leisure and cultural activities
2. Encouraging healthy lifestyles and access to health care and support services
3. Supporting older people to 'age in place'

4. Creating local communities that support active ageing
5. Encouraging participation in and contribution to community life.

Recommended actions of relevance to the North Penrith Urban Area include:

- Increasing the supply of housing suited to the needs of older people in appropriate locations with good access to shops and services
- Supporting the planning, delivery and coordination of residential and community aged care services in Penrith
- Developing strategies and policies that support age-friendly built environments
- Enhancing community and personal safety and sense of security for older people
- Promoting social interaction and sense of community for older people through neighbourhood design and facilities
- Providing public open space and recreation facilities that support active living for older people
- Providing safe pedestrian and driving environments for older people
- Ensuring Council's parks and walking trails support the health and well-being of older people.

Draft Child Friendly City Strategy

This recent draft Strategy (2010) aims to assist Penrith City to continue to be, and improve on its place as, a child friendly city, across the five themes of engagement, health and well-being, safety, personal development and community development.

The draft Strategy contains a number of examples of child friendly initiatives across all Council's functions, including social planning, community development and neighbourhood renewal, mobility and access, traffic management, open space and recreation planning, environmental planning, land use, public health, provision of services including child care, libraries and family support and cultural development and events. New development such as proposed for North Penrith would need to be consistent with these objectives and directions, particularly in relation to public open spaces and recreational areas.

Council's Access and Equity Policy

Council has an Access and Equity Policy that commits Council to equity and fairness in the exercise of all of Council's functions. This draft policy aims to ensure that all services, facilities and programs provided by Penrith Council are designed to meet the diversity of community needs in an equitable, adequate and efficient manner.

Cultural Development Action Plan 2007-2011

Penrith Council has endorsed a Cultural Framework and a Cultural Development Action Plan 2007-2011, which aim to integrate a range of Council's other plans. The Framework focuses on integrating cultural development activities into Neighbourhood Renewal Programs to strengthen and support their creative capacity and enhance the vitality of public spaces. Cultural development processes have also been successfully used as a focus for community engagement, to assist diverse groups in participation in consultative processes.

Penrith Valley Community Safety Plan

The Penrith Valley Community Safety Plan 2007 – 2010 identifies priority areas for the City's Community Safety Program. Key priority areas are:

- Domestic violence
- Assault (other than domestic violence)
- Malicious damage
- Harassment and antisocial behaviour
- Steal from and theft of motor vehicle
- Break and enter.

Penrith Integrated Transport and Land Use Strategy 2008

The Penrith Integrated Transport and Land Use Strategy (PITLUS) aims to create more sustainable transport options for the residents and visitors of Penrith. The Strategy provides the context for the ongoing development of the City's Local Plan as the basis for state infrastructure provision plans and to support Penrith's role as a regional City.