

Statement of Environmental Effects

Proposed Modification – Section 96(1A) (DA16/1166) – Minor Plan Lot Reconfiguration O'Connell Street, Caddens

July 2017

Legacy Property



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This submission has been prepared by

Warwick Stimson MPIA CPP Director



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1 Introduction

Stimson & Baker Planning has been engaged by Legacy Property (Legacy) to prepare a Statement of Environmental Effects in relation to a proposed modification to existing approval DA16/1166 at O'Connell Street, Caddens. The existing approval is dated 3 March 2017 and covers multiple lots.

Legacy Property seek approval for a minor modification that includes the following elements-

- Minor Lot reconfiguration that will increase the lot yield from 257 to 260 lots and will better align lot boundaries between project stages. In detail, the approved stage 4 lot yield rises to 100 lots.
- · Lot re-numbering to incorporate the changes.

An amended plan of subdivision and amended building envelope plan is submitted for approval.

The land that is the subject of this application contains a watercourse and bushfire prone land. The application will therefore require referral to the NSW Rural Fire Service and NSW Office of Water.

The amendment will not significantly alter the proposal as originally considered and approved. Approval is recommended for this application.



2 The Site and Surrounds

2.1 The Site

In its entirety, the subject site is over 30 hectares in area, with frontages to both O'Connell Street and Caddens Road.



Figure 1 Subject site

The site however comprises the following multiple lots.

- Lot 1 DP1225593
- Lot 1 DP1229889
- Lot 4 DP1229889
- Lot 6 DP1229889
- Lot 2 DP502333
- Lot 6 DP502333
- Lot 101 DP564332

As this locality is a residential release area, the surrounds have historically been characterised as rural, however there is increased development activity occurring consistent with what has been approved as part of DA16/1166.





Figure 2 Surrounding cadastre

The site is well connected to the Great Western Highway to the north, Bringelly and The Northern Roads to the west, and in turn the M4 Motorway to the south.

Surrounding land uses include recently developed residential dwellings to the west as part of the development of Caddens, rural residential development to the south, and the State Records Centre immediately to the east. The area to the north of the site across O'Connell Street is identified as a neighbourhood centre to serve the community of Caddens and its surrounds.

Topography

The subject site is quite undulating with prominent peaks, particularly in the location of the proposed Hilltop Park. The civil drawings and survey plans detail the various levels around the site.

Vehicular Access

Vehicular access is currently available from Caddens Road and O'Connell Street.

Utilities and Services

There are existing reticulated sewer, water and electricity services to or near the site.

Vegetation

Some vegetation is found on the site however it is not considered to be significant and is proposed to be removed. Vegetation removal has already been approved under previous DA's on the site.



3 Development Proposal

3.1 Details of the Proposal

Legacy Property wish to seek the following amendments to the existing approval.

- Lots 400-409 have been adjusted so the boundaries match the approved Stage 1 boundaries for lots 65-74 to achieve a more consistent and orderly development. The result is 1 additional lot in this group. This area is not covered by the LEP minimum lot size.
- Adjustments are proposed to lots 453-459, 462-465, 379-398. This includes introduction of 6 x 300sqm lots lots 457, 458, 459 have been positioned opposite the detention basin so the smaller lots benefit from the landscape amenity form the detention basin opposite. This is also a flatter area so consistent with our previously approach to have smaller lots where the topography is more suitable to provide such housing diversity. Adjoining lots 464, 463, 464 obviously mirror the subdivision pattern. Other adjustments in that street block include minor changes to lot boundaries and areas. There are 2 additional lots in this street block as a result of the changes. This area is covered by 450sqm minimum lot size, so 4.6 variation needed for the 300sqm lots.
- Minor boundary changes to lots 421-424 to better reconcile property boundaries.

3.2 Proposed Amendments to the Consent

As cited above, various amendments will be made to the relevant conditions of the consent to account for the amended documents and plan references..



4 Statutory Context

4.1 Planning Controls

4.1.1 Environmental Planning and Assessment Act 1979

Section 96 of the Environmental Planning and Assessment Act 1979 allows for proponents to seek modifications to already approved development applications.

Section 96 states:

- 96 Modification of consents—generally
- (1) Modifications involving minor error, misdescription or miscalculation

 A consent authority may, on application being made by the applicant or any other person entitled to act on a consent granted by the consent authority and subject to and in accordance with the regulations, modify a development consent granted by it to correct a minor error, misdescription or miscalculation. Subsections (1A), (2), (3), (5) and (6), section 96AB and Division 8 do not apply to such a modification.
- (1A) Modifications involving minimal environmental impact A consent authority may, on application being made by the applicant or any other person entitled to act on a consent granted by the consent authority and subject to and in accordance with the regulations, modify the consent if:
 - (a) it is satisfied that the proposed modification is of minimal environmental impact, and
 - (b) it is satisfied that the development to which the consent as modified relates is substantially the same development as the development for which the consent was originally granted and before that consent as originally granted was modified (if at all), and
 - (c) it has notified the application in accordance with:
 - (i) the regulations, if the regulations so require, or
 - (ii) a development control plan, if the consent authority is a council that has made a development control plan that requires the notification or advertising of applications for modification of a development consent, and
 - (d) it has considered any submissions made concerning the proposed modification within any period prescribed by the regulations or provided by the development control plan, as the case may be.

Subsections (1), (2) and (5) do not apply to such a modification.

- (2) Other modifications
 - A consent authority may, on application being made by the applicant or any other person entitled to act on a consent granted by the consent authority and subject to and in accordance with the regulations, modify the consent if:
 - (a) it is satisfied that the development to which the consent as modified relates is substantially the same development as the development for which consent



- was originally granted and before that consent as originally granted was modified (if at all), and
- (b) it has consulted with the relevant Minister, public authority or approval body (within the meaning of Division 5) in respect of a condition imposed as a requirement of a concurrence to the consent or in accordance with the general terms of an approval proposed to be granted by the approval body and that Minister, authority or body has not, within 21 days after being consulted, objected to the modification of that consent, and
- (c) it has notified the application in accordance with:
 - (i) the regulations, if the regulations so require, or
 - (ii) a development control plan, if the consent authority is a council that has made a development control plan that requires the notification or advertising of applications for modification of a development consent, and
- (d) it has considered any submissions made concerning the proposed modification within the period prescribed by the regulations or provided by the development control plan, as the case may be.

Subsections (1) and (1A) do not apply to such a modification.

- (3) In determining an application for modification of a consent under this section, the consent authority must take into consideration such of the matters referred to in section 79C (1) as are of relevance to the development the subject of the application.
- (4) The modification of a development consent in accordance with this section is taken not to be the granting of development consent under this Part, but a reference in this or any other Act to a development consent includes a reference to a development consent as so modified.

In respect to the relevant sections of the Act above, the following is submitted for consideration:

- This proposed modification is considered minor with no environmental impact arising.
 As the request is not generated from an error or misdescription, it is submitted that section 96(1A) is the most appropriate clause to apply.
- The approved development will remain substantially the same development as a result
 of this application. No significant changes are proposed.
- The amendment is considered minor in the context of the scale and nature of the overall subdivision approval.

In terms of subsection (3), an assessment against Section 79C has been undertaken in Section 5 of this report, however it is noted that the proposed amendments should not significantly change the assessment undertaken as part of the original application.



5 Section 79C Assessment

An assessment of the proposal has been undertaken in accordance with the statutory requirements of the EPA Act. The following assessment against Section 79C of the EPA Act has been undertaken.

5.1 Section 79C(1)(a)(i) – Any Environmental Planning Instruments

The relevant environmental planning instruments have been considered against this proposal. There are no changes arising as a result from the assessment of the development that was originally undertaken.

The proposal continues to be permissible with consent and is considered satisfactory when assessed against the relevant requirements. No changes are proposed to overall building height, or any other major development standard.

However, the proposed modification will require consideration of Clause 4.6 of the LEP in the context of the small number of undersized allotment proposed. The request to vary the development standard is appended to this report.

5.2 Section 79C(1)(a)(ii) – Any Draft Environmental Planning Instrument

This consideration is not relevant to the proposed modification.

5.3 Section 79C(1)(a)(iii) – Any Development Control Plan

Compliance against the relevant DCP's has been considered as part of the original development application. The proposed amendments are minor and will not significantly alter the development as approved. The proposal continues to be consistent with the DCP.

5.4 Section 79C(1)(a)(iiia) – Any Planning Agreement or Draft Planning Agreement entered into under Section 93f

The application does not impact on such agreements.

5.5 Section 79C(1)(a)(iv) – The Regulations

There are no sections of the regulations that are relevant to the proposal at this stage.



5.6 Section 79C(1)(b) – The Likely Impacts of the Development

Council as part of the original development application considered all impacts of the development. This modification application does not materially alter that assessment. There are no significant changes to the subdivision as approved. The proposed amendments are considered to be minor.

5.7 Section 79C(1)(c) – The Suitability of the Site

The site continues to be suitable for the development proposal.

5.8 Section 79C(1)(d) – Any Submission Made

In the event Council notifies the application we welcome the opportunity to respond to any submissions that are received.

5.9 Section 79C(1)(e) – The Public Interest

Given the type of development, its general compliance with the planning controls, how the objectives are satisfied and the suitability of the site it is considered that the public interest would not be jeopardised as a result of this minor amendment.



6 Conclusion and Recommendation

The proposed development modification has been assessed against the requirements of the Act and is considered to represent a form of development that is acceptable.

The proposed modification would not result in any unacceptable impact on the locality, nor significantly alter the development as approved.

The application requires consideration of the appended request to vary the minimum lot size development standard. It is submitted there are sufficient environmental planning grounds to justify the variation sought.

An assessment against section 79C of the EPA Act has not resulted in any significant issues arising.

Accordingly, it is recommended that the proposed modification be approved.



Appendix A

Clause 4.6 Variation Request



Clause 4.6 Variation Request

Proposed Modification – Section 96(1A) (DA16/1166) – Minor Plan Lot Reconfiguration

O'Connell Street, Caddens

July 2017

Legacy Property



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1 Introduction

The NSW planning system provides flexibility in planning controls by providing the ability for a council to vary development standards in certain circumstances.

Stimson and Baker Planning has been engaged by Legacy Property to prepare a request to vary the minimum lot size development standard in accordance with Clause 4.6 of Penrith LEP 2010.

This report provides the consent authority with the formal written request required by the NSW Department of Planning and Environment Guidelines; and the Environmental Planning & Assessment Regulation 2000.



2 Variation Consideration

The NSW Land and Environment Court has resolved a number of matters that have guided the way in which requests to vary development standards are to be considered by the consent authority. The key elements are outlined below.

Winten v North Sydney Council

The decision in *Winten v North Sydney Council* established the basis on which the former Department of Planning and Infrastructure's Guidelines for varying development standards was formulated.

The questions that needed to be considered included:

- Is the planning control in question a development standard?
- What is the underlying object or purpose of the standard?
- Is compliance with the development standard consistent with the aims of the Policy, and in particular does compliance with the development standard tend to hinder the attainment of the objects specified in section 5(a)(i) and (ii) of the EP&A Act?
- Is compliance with the development standard unreasonable or unnecessary in the circumstances of the case (and is a development which complies with the development standard unreasonable or unnecessary in the circumstances of the case)? and
- Is the objection well founded?

Wehbe v Pittwater [2007] NSW LEC 827

The decision in *Wehbe v Pittwater* [2007] *NSW LEC* 827 expanded on the findings in *Winten v North Sydney Council* and established a five (5) part test to determine whether compliance with a development standard is unreasonable or unnecessary considering the following questions:

- Would the proposal, despite numerical non-compliance be consistent with the relevant environmental or planning objectives;
- Is the underlying objective or purpose of the standard not relevant to the development thereby making compliance with any such development standard is unnecessary;
- Would the underlying objective or purpose be defeated or thwarted were compliance required, making compliance with any such development standard unreasonable;
- Has Council by its own actions, abandoned or destroyed the development standard, by granting consents that depart from the standard, making compliance with the development standard by others both unnecessary and unreasonable; or
- Is the "zoning of particular land" unreasonable or inappropriate so that a development standard appropriate for that zoning was also unreasonable and unnecessary as it applied to that land. Consequently, compliance with that development standard is unnecessary and unreasonable.



Four2Five Pty Ltd v Ashfield Council [2015] NSW LEC

In the matter of Four2Five Pty Ltd v Ashfield Council [2015] NSW LEC, it was found that an application under Clause 4.6 to vary a development standard must go beyond the five (5) part test of Wehbe V Pittwater [2007] NSW LEC 827 and demonstrate the following:

- Compliance with the particular requirements of Clause 4.6, with particular regard to the provisions of subclauses (3) and (4) of the LEP;
- Whether there are sufficient environment planning grounds, particular to the circumstances
 of the proposed development (as opposed to general planning grounds that may apply to
 any similar development occurring on the site or within its vicinity);
- That maintenance of the development standard is unreasonable and unnecessary on the basis of planning merit that goes beyond the consideration of consistency with the objectives of the development standard and/or the land use zone in which the site occurs; and
- All three elements of clause 4.6 have to be met and it is best to have different reasons for each but it is not essential

Moskovich v Waverley Council [2016] NSWLEC 1015

The court further reflected on the recent Four2Five decisions and noted:

- Clause 4.6(3)(a) is similar to clause 6 of SEPP 1 and the Wehbe ways of establishing compliance are equally appropriate. One of the most common ways is because the objectives of the development standard are achieved.
- Whereas clause 4.6(4)(a)(ii) is worded differently and is focused on consistency with objectives of a standard. Consequently, a consideration of consistency with the objectives of the standard required under clause 4.6(4)(a)(ii)) to determine whether non-compliance with the standard would be in the public interest is different to consideration of achievement of the objectives of the standard under clause 4.6(3).

The written request should address the considerations in the granting of concurrence under clause 4.6(5).

2.1 What is the name of the environmental planning instrument that applies to the land?

Penrith Local Environmental Plan 2010.

2.2 What is the zoning of that land?

The subject site is zoned R1 General Residential.

2.3 What are the objectives of the zone?

- To provide for the housing needs of the community.
- To provide for a variety of housing types and densities.
- To enable other land uses that provide facilities or services to meet the day to day needs
 of residents.



- To ensure that a high level of residential amenity is achieved and maintained.
- To ensure that new development reflects the desired future character and dwelling densities of the area.

The proposed development is consistent with the objectives in that:

- It will result in additional housing stock in the LGA.
- · A variety of housing types will be constructed.
- The infrastructure and recreational needs of the wider area will be provided for.
- A high level of amenity will be provided through the proposed estate landscaping and urban design works.
- The objectives of the DCP as they relate to desired future character and dwelling densities have been achieved.

2.4 What is the development standard being varied? e.g. FSR, height, lot size

Minimum Lot Size - 450sqm.

2.5 Under what clause is the development standard listed in the environmental planning instrument?

Clause 4.1 Minimum Subdivision Lot Size.

2.6 What are the objectives of the development standard?

Clause 4.1 Minimum subdivision lot size objectives include:

- (a) to ensure that lot sizes are compatible with the environmental capabilities of the land being subdivided,
- (b) to minimise any likely impact of subdivision and development on the amenity of neighbouring properties,
- (c) to ensure that lot sizes and dimensions allow developments to be sited to protect natural or cultural features including heritage items and retain special features such as trees and views,
- (d) to regulate the density of development and ensure that there is not an unreasonable increase in the demand for public services or public facilities,
- (e) to ensure that lot sizes and dimensions are able to accommodate development consistent with relevant development controls.

2.7 What is the numeric value of the development standard in the environmental planning instrument?

The minimum subdivision lot size is 450sqm.



2.8 What is proposed numeric value of the development standard in your development application?

The following sizes are proposed for the 8 nominated lots:

444 - 338.4sgm

445 - 304.5sqm

457 - 300sqm

458 - 300sqm

459 - 300sqm

462 - 300sqm

463 - 300.1sqm

464 - 305.2sqm

The variation in lot size sought for these 8 lots are in addition to those identified in the Clause 4.6 Request for Variation approved as part of the original development application.

2.9 What is the percentage variation (between your proposal and the environmental planning instrument)?

As a percentage, the variation to the minimum lot size control applies to only 8% of the resultant lots.

It is noted that this is small and that there is no particular percentage amount relevant in the assessment of this request.

2.10 How is strict compliance with the development standard unreasonable or unnecessary in this particular case?

The proposal meets the general intent of *Clause 4.1 Minimum Subdivision Lot Size* and complies with the objectives of this development standard as follows:

- In analysing the site, the intention is to capitalise on limited opportunities to incorporate
 smaller lots where the topography is flatter as part of providing an appropriate level of
 diversity and housing mix. This approach ensures the lot sizes are compatible with the
 environmental capabilities of those areas of the land.
- The placement of the proposed smaller lots will not result in any unacceptable impacts on the amenity, or potential amenity, of neighbouring properties.
- The location of the proposed smaller lots are such that they will not impact on any
 potential natural or cultural features of the land. Further, some of these lots will benefit
 from their location opposite the landscaped detention basin.
- There would be no unreasonable increase in densities on the site as a result of supporting
 the variation. The proposal will contribute an appropriate dwelling yield to the dwelling
 yield targets for the precinct.



 The documentation submitted with this application demonstrates that development consistent with the relevant development controls can be accommodated on those sites.

In summary, the detailed design process undertaken by Legacy would see the appropriate lot types proposed in the appropriate locations.

2.11 How would strict compliance hinder the attainment of the objects specified in Section 5(a)(i) and (ii) of the Act.

Section 5(a)(i) and (ii) of the Environmental Planning and Assessment Act 1979 provide:

The ob	bjects of th	is Act are:				
(a)	to enco	to encourage:				
	<i>(i)</i>	the proper management, development and conservation of natural and artificial resources, including agricultural land, natural areas, forests, minerals, water, cities, towns and villages for the purpose of promoting the social and economic welfare of the community and a better environment,				
	(ii)	the promotion and co-ordination of the orderly and economic use and development of land,				
	(iii)	the protection, provision and co-ordination of communication and utility services,				
	(iv)	the provision of land for public purposes,				
	(v)	the provision and co-ordination of community services and facilities, and				
	(vi)	the protection of the environment, including the protection and conservation of native animals and plants, including threatened species, populations and ecological communities, and their habitats, and				
	(vii)	ecologically sustainable development, and				
	(viii)	the provision and maintenance of affordable housing, and				
(b)	0000 M 2 10 0000	to promote the sharing of the responsibility for environmental planning between the different levels of government in the State, and				
(c)	7.00	to provide increased opportunity for public involvement and participation in environmental planning and assessment.				

It is submitted that the variation to the minimum lot size would still achieve an appropriate lot configuration while maintaining the objectives of the relevant clause within the LEP. The objects of the Act are not hindered through the proposed variation being supported.

Complying strictly with the control will not result in any superior outcome, however it will allow more dense lots to be located in areas that are most appropriate. It will also allow for the orderly configuration of the proposed cadaster.

The resultant lot layout represents the most orderly development of the land.

2.12 Is the development standard a performance based control? Give details.

No, it is prescriptive.



2.13 Are there sufficient environmental planning grounds to justify contravening the development standard?

The following environmental grounds are submitted in support of the variation:

- The resultant built outcome will be more responsive to the topography of the land.
- The lot configuration and proposed cadastre will align and correspond with adjoining lots.
- Excessive cut and retaining will be minimised through the appropriate location of more dense housing lots.
- As a result of the above, potential future conflicts between dwellings ie overshadowing, overlooking, solar access, will be minimised.
- The proposed development will continue to achieve an appropriate response to section 1.2.2 of the Caddens section of the DCP in that it will respond to the topographical constraints of the site, and the amenity (both current and future) will be maintained or enhanced as a result.
- No precedence would be created given this variation relates to the specific site characteristics that are unique to this development proposal.

Specific to the circumstances of this development there are sufficient grounds to support the variations in height for this proposal. The breaches are considered minor in the context of the overall site development and will not result in a negative impact.



3 Conclusion

It is considered that the proposed variation to support lots that are smaller than the minimum lot size is warranted as the proposed design and development provides a better planning outcome as outlined in this Clause 4.6 variation request. Compliance with the development standard in relation to the minimum lot size is unnecessary and unreasonable in the circumstances of this development and there are sufficient planning grounds to justify the variations.

Council is requested to support this request as it did in the original application.

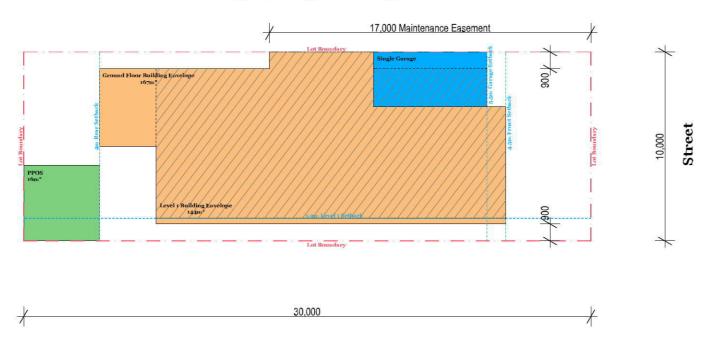


Appendix B

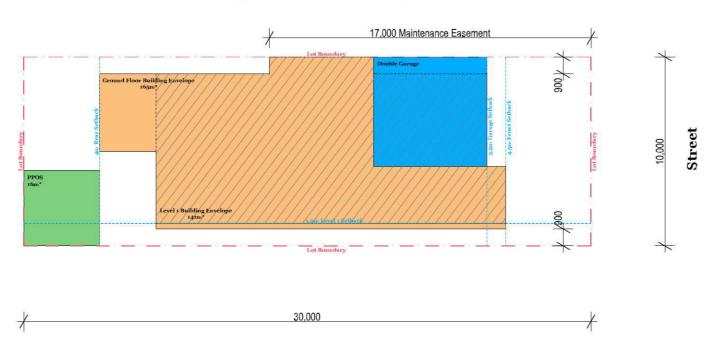
Amended Draft Subdivision Plan, Building Envelope Plan/Design Guide



10.0m Frontage (Single Garage) Front Loaded



10.0m Frontage (Double Garage) Front Loaded



Legend:

Site Boundary Setback Lines Ground Floor Building Envelope Level 1 Building Envelope Principal Private Open Space

Builder/Contractor shall verify job dimensions before any Builder/Contractor shall verify job dimensions before any job commences
Figured dimensions take precedence over drawings and job dimensions.
All shop drawings shall be submitted to the Architect/Consultant, and manufacture shall not commence prior to return of inspected shop drawings by the Architect/Consultant

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Koos de Keijzer 5767 & David Randerson 8542

NSW Nominated Architects

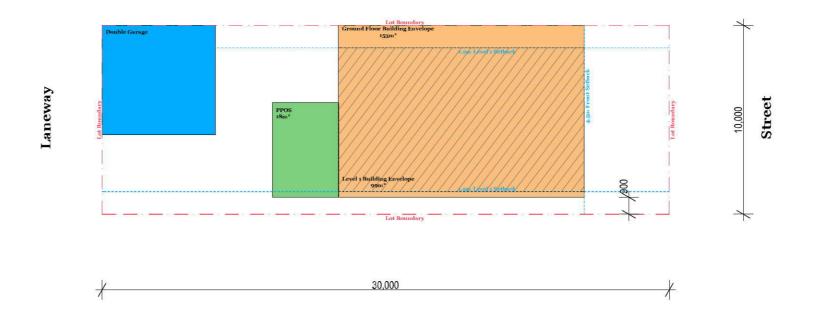
Project Name Masterplan Project Number 11494 O'Connel Steet, Project Address Caddens,

Drawn YW Checked DR Date 21/06/2017 Scale 1:200 @ A3 **Drawing Series** Drawing Name FLOOR PLANS-BEP 10.0m LOTS (FRONT LOADED) BEP

Drawing Number **DA2001**

Revision

10.0m Frontage (Double Garage) Rear Loaded



10.0m Frontage Corner Lot (Double Garage) Rear Loaded



Builder/Contractor shall verify job dimensions before any

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NSW Nominated Architects Koos de Keijzer 5767 & David Randerson 8542

Ckd Description

Rev. Date

20/06/2017

By

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Project Name Masterplan Project Number 11494 O'Connel Steet, Project Address Caddens, Drawn YW

Checked DR Date 21/06/2017 Scale 1:200 @ A3 **Drawing Series** Drawing Name

Legend:

FLOOR PLANS-BEP 10.0m LOTS (REAR LOADED) BEP

Ground Floor Building Envelope

Level 1 Building Envelope

Principal Private Open Space

Drawing Number

Revision

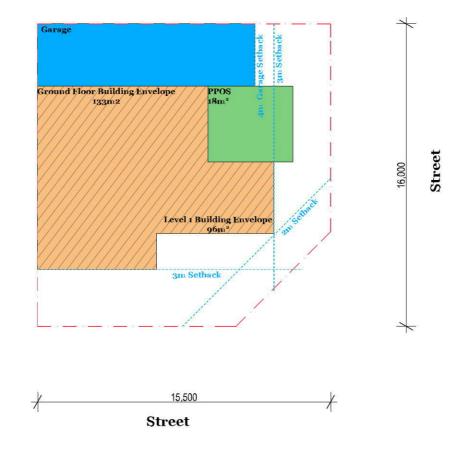
DA2002

Site Boundary Setback Lines

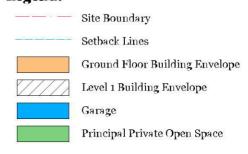
Patio



Patio (Corner Lot)



Legend:



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Masterplan Project Name Project Number 11494 Project Address O'Connel Steet, Caddens,

Drawn YW Checked DR Date 21/06/2017 Scale 1:200 @ A3

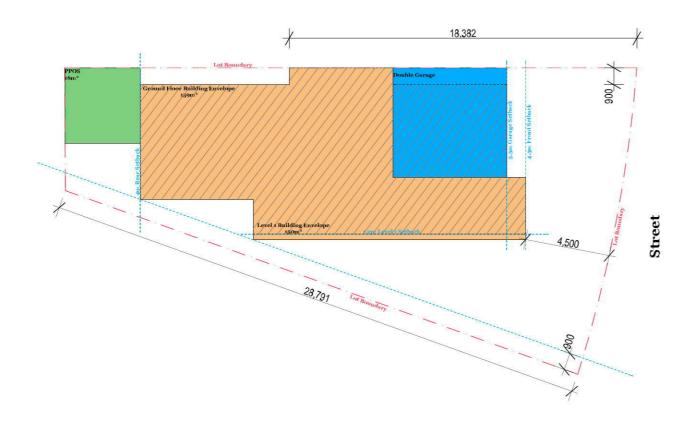
FLOOR PLANS-BEP Drawing Series Drawing Name PATIO LOTS BEP

Drawing Number **DA2003**

Revision

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Lot 444



Legend:

Site Boundary Setback Lines Ground Floor Building Envelope Level 1 Building Envelope Garage Principal Private Open Space

Project Name Project Number Project Address

Drawn YW

Masterplan 11494

O'Connel Steet, Caddens,

Checked DR Date 21/06/2017 Scale 1:200 @ A3 Drawing Series Drawing Name FLOOR PLANS-BEP LOT 444 BEP

Drawing Number **DA2004** Revision

Builder/Contractor shall verify job dimensions before any

Builder/Contractor shall verify job dimensions before any job commences
Figured dimensions take precedence over drawings and job dimensions.
All shop drawings shall be submitted to the Architect/Consultant, and manufacture shall not commence prior to return of inspected shop drawings by the Architect/Consultant

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