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Plan Finalisation Report – PP_2017_GRIVE_004_00 (PP-2020-448)

Hurstville Local Environmental Plan 2012 (Amendment No 19) - Part of 18A-18B Lime Kiln Road, Lugarno (Taylors Reserve)

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1 Introduction

1.1 Overview

1.1.1 Name of draft LEP

Hurstville Local Environmental Plan 2012 (Amendment No. 19).

1.1.2 Site description

Table 1: Site Description

Site Description	The planning proposal (Attachment A) applies to part of 18A-18B Lime Kiln Road, Lugarno (part of Taylors Reserve), legally described as part Lot 1 Deposited Plan 1200178 and whole Lot 2 Deposited Plan 1200178 (highlighted red in Figure 1).	
Туре	Site	
Council	Georges River Council	
LGA	Georges River Local Government Area	



Figure 1: Taylors Reserve and The Site Source: Georges River Council, amended by the Department

The planning proposal seeks to amend the *Hurstville Local Environmental Plan 2012* (Hurstville LEP) to reclassify part of 18A-18B Lime Kiln Road, Lugarno (the site) from 'Community Land' to

'Operational Land'. The site is legally described as part Lot 1 Deposited Plan 1200178 and whole Lot 2 Deposited Plan 1200178 (highlighted red in **Figure 1**).

The site forms part of Taylors Reserve, Lugarno, a public park (highlighted yellow in **Figure 1 & 2**). Taylors Reserve (whole of 18A-18B Lime Kiln Road, Lugarno) has an irregular shape, a site area of approximately 8,789sq.m and two street frontages. These comprise a street frontage onto Lime Kiln Road to the east and a street frontage onto part of Taylor Avenue to the south, which links onto Woodlands Avenue. Taylors Reserve is zoned RE1 Public Recreation under the Hurstville LEP.



Figure 2: 18A-18B Lime Kiln Road, Lugarno (Taylors Reserve) Source: Georges River Council

Taylors Reserve is under the ownership and management of Georges River Council (Council) and is classified as community land. Most of Taylors Reserve is a public park that contains a Scout Hall, public toilets and playground equipment fronting Lime Kiln Road. The site also contains a large grassed area and several mature trees which contribute positively to the amenity, aesthetics and ecological values of the area.

It appears that Taylor Avenue has been used since the 1960s. Taylor Avenue is used to provide access:

- Into Taylors Reserve for Council waste services and maintenance vehicles; and
- To existing properties, including residential development, located on the northern and western boundaries of Taylors Reserve (Figure 3 & 4).



Figure 3: Neighbouring Properties with Access to Taylors Reserve **Source:** Georges River Council, amended by the Department



Figure 4: Residential Development Fronting Taylors Avenue **Source:** The Planning Proposal

1.1.3 Purpose of plan

To maintain the benefits associated with Taylor Avenue at Taylors Reserve, Council seeks to formalise the current vehicular access arrangement and construct a permanent two way, 6m wide public road to Australian Standards.

To achieve this outcome, the planning proposal seeks to amend the Hurstville LEP to reclassify the affected site area from 'community' to 'operational' land' by:

- 1. Amending Schedule 4, Part 2 to insert the subject land.
- 2. Inserting into Column 3 of Schedule 4 the following wording 'Any trusts etc not discharged as Reservations to the Crown Grant and minerals' In this instance, the trusts related to Crown Grant(s) and reservation of minerals noted on the Certificate of Title for each lot will be retained.
- Introducing a new map titled 'Land Reclassification (Part Lots) Map Sheet RPL_003', which identifies part of Lot 1 in Deposited Plan 1200178 outlined in red as 'Operational Land' (see Figure 5). This is required as part of the lot cannot be identified accurately in text. This will facilitate a two way, 6m wide public road constructed to Australian Standards across both lots.

No other changes are proposed. The zoning and development standards applying to the site remain unchanged. The reclassification will continue to retain the RE1 Public Recreation zoning of Taylors Reserve and its use as public open space.



Figure 5: Proposed 'Land Reclassification (Part Lots) Map - Sheet RPL_003' Map **Source:** Georges River Council, amended by the Department

1.1.4 State electorate and local member

The site falls within the Oatley state electorate. Mr Mark Coure MP is the State Member.

The site falls within the Banks federal electorate. Hon David Coleman MP is the Federal Member.

To the team's knowledge, neither MP has made any written representations regarding the proposal.

There are no donations or gifts to disclose, and a political donation disclosure is not required.

There have been no meetings or communications with registered lobbyists with respect to this proposal.

2 Gateway determination and alterations

Gateway determination for the original planning proposal was issued on 14 September 2017 (**Attachment B**) and determined that the proposal should proceed subject to conditions. The original planning proposal sought to reclassify only Lot 2 DP 1200178 from 'Community Land' to 'Operational Land' (this has since changed to also include part of Lot 1 Deposited Plan 1200178 at 18A-18B Lime Kiln Road, Lugarno).

The Gateway determination was altered on 17 July 2018 and 30 March 2020 for the following reasons:

- 17 July 2018 (Attachment F):
 - To extend the timeframe to complete the LEP by 14 October 2018.
- 30 March 2020 (Attachment G):
 - To require an amendment to the description of the planning proposal to also include part of Lot 1 DP 1200178 (in addition to whole of Lot 2 DP 1200178), to reflect the amended planning proposal.
 - To require amendments to the planning proposal to update the project timeline, address the Georges River Local Strategic Planning Statement, clarify intended future tree removal and clarify vehicular access arrangements from the proposed public road (Taylor Avenue) to each of the adjoining lots.
 - To require a further public exhibition period on the amended planning proposal.
 - To require consultation with the NSW Rural Fire Service to address Section 9.1 Ministerial Direction '4.4 Planning for Bushfire Protection'.
 - To require a public hearing on the amended planning proposal.
 - To extend the timeframe to complete the LEP by 30 November 2020.

Council has met all the Gateway determination conditions (as modified), excluding the designated LEP completion timeframe condition. In accordance with the Gateway determination (as modified), the proposal was due to be finalised on 30 November 2020. Whist the Gateway determination has lapsed, Council requested finalisation on 29 January 2021 (Attachment C).

3 Public exhibition and post-exhibition changes

3.1 First public exhibition

In accordance with the Gateway determination, the original planning proposal was publicly exhibited by Council from 15 November 2017 to 13 December 2017. Two community submissions were received during the public exhibition period which did not require amendments to the planning proposal.

Following the public exhibition period, a public hearing was held on 28 March 2018 and independently chaired by Michael McMahon from M.E McMahon & Associates. The report of the hearing supported the reclassification.

A Gateway alteration to the original planning proposal was issued on 17 July 2018 permitting an amended timeframe for completing the LEP (**Attachment F**).

On 26 November 2018, a supplementary report was considered by Council which identified the need to reclassify part Lot 1 DP 1200178 in addition to Lot 2 DP 1200178 to enable the delivery of a permanent 6m wide road to Australian Standards. At the same meeting, Council resolved that the road be a public road constructed at no cost to residents.

3.2 Second public exhibition

In response to the supplementary report considered by Council on 26 November 2018, Council submitted an amended planning proposal (**Attachment A**) to the Department (the final planning proposal) seeking an alteration to the Gateway on 13 November 2019.

The Gateway determination was altered on 30 March 2020 to reflect the amended planning proposal and the amended planning proposal was publicly exhibited by Council from 18 June 2020 to 7 August 2020.

Following the public exhibition period, a public hearing was held on 30 September 2020 and independently chaired by Michael McMahon from M.E McMahon & Associates. The report of the hearing supported the reclassification (**Attachment I**).

During the public exhibition period, a total of 16 community submissions were received from individuals. No submissions were received from organisations. NSW Rural Fire Service provided an agency submission during the public exhibition period on 15 July 2020.

Of the 16 community submissions, 8 supported the proposal, 3 were neutral and 5 objected. Each of the public submissions were considered and satisfactorily addressed by Council (**Attachment J**).

A summary of the community submissions, Council's response to the community submissions and the Department's assessment of the adequacy of Council's response to the community submissions is provided in the following subsections.

3.2.1 Submissions supporting the proposal

A total of 8 community submissions supported the proposal. Reasons for support included:

- It will enable the delivery of a public road along what is currently informal access (Taylor Avenue).
- Taylor Avenue is the only means of vehicle and pedestrian access into several properties that face Taylor Reserve. It is also the only means of access for emergency vehicles, home nursing, Council vehicles and utility providers.
- Several residents have always had access through Taylors Reserve to access their property.
- The issue has been ongoing and needs to be resolved.

Council noted each community submission of support and determined that no amendments were required to the planning proposal. The Department considers Council's response to be adequate.

3.2.2 Submissions objecting to and/or raising issues about the proposal

A total of 5 community submissions objected to the proposal and 3 community submissions had a neutral position. **Table 2** outlines the key issues raised within these objection/neutral submissions, Council's response and the Department's adequacy assessment.

Issue raised	Council response and Department assessment of response		
Concern that the reclassification will enable Council to sell the land.	Council Response:Whole Lot 2 Deposited Plan 1200178 that is proposed to be reclassified already contains the existing Taylor Avenue arrangement. Part Lot 1 Deposited Plan 1200178 that is proposed to be reclassified constitutes 5% of the total area of Taylors Reserve. The land to be rezoned will only be used to construct a permanent public road. The remaining land will remain as 'Community Land', which restricts the sale, leasing and use of this land.Department Response: 		
Concern about the loss of existing vegetation/parkland at the site.	 <u>Council Response:</u> To address the potential loss of vegetation and parkland from the future construction of a permanent public road (subject to a separate approval process), Council has endorsed (amongst other things) the following matters regarding the future Taylor Avenue road design and construction (Attachment C): Maintain the existing alignment (footprint) of the informal accessway to the maximum extent possible in order to retain tree canopy and maximise the area available for public open space use of Taylors Reserve. The design of the propose private vehicle accessway should minimise the impact on all mature trees in the vicinity. Implement a program to replace any mature trees that will be required to be removed with plantings of appropriate species within Taylors Reserve. Prepare an independent Arboricultural Impact Assessment completed by a Level 5 Arborist that: Identifies the impact that the proposed development will have on surrounding trees; and Is developed in accordance with AS4970-2009 Protection of trees on development sites. Department Response: Council response is considered adequate. Each of these endorsements will manage potential future vegetation impacts during the future design, construction and delivery of the permanent public road. 		
Concern about the future of the Scout Hall lease that is on part of Taylors Reserve.	<u>Council Response:</u> The proposal does not impact the land on which the Scout Hall is located, nor does it impact the Scout Association of Australia's lease. <u>Department Response:</u> Council response is considered adequate.		

Table 2: Key Submission Issues and Response

Concern about the loss of Taylors Reserve land size.	Council Response: Whole Lot 2 Deposited Plan 1200178 that is proposed to be reclassified already contains the existing Taylor Avenue arrangement. Part Lot 1 Deposited Plan 1200178 that is proposed to be reclassified only constitutes 5% of the total area of Taylors Reserve. The remaining land will remain as 'Community Land'.		
	Department Response:		
	Council response is considered adequate. A minor 5% reduction will provide a greater community outcome than currently exists, as it will allow a required permanent public road to be built to Australian Standards whilst protecting the remaining parkland.		
Concern the proposal will	Council Response:		
increase traffic through Taylors Reserve and on surrounding roads.	The construction of a permanent public road is subject to a separate approval process. Notwithstanding this, it is not expected that the delivery of a new local road will result in a substantial increase in traffic, given that:		
	 No additional on-street parking is proposed as part of the future road design/delivery. 		
	• The future road will continue to connect to the same roads that informal Taylor Avenue currently connects to.		
	The future road is in a suburban context.		
	• The future road will formalise an existing road connection that is primarily used by residents who access their properties from the informal arrangement.		
	Department Response:		
	Council response is considered adequate. Increased traffic volumes as a result of the permanent road are not anticipated.		

3.3 Advice from agencies

In accordance with the Gateway determination (as modified), Council was required to consult with the NSW Rural Fire Service (RFS) to address Section 9.1 Ministerial Direction '4.4 – Planning for Bushfire Protection'.

RFS provided a submission to the planning proposal on 15 July 2020 (Attachment K), which raised no objections to the planning proposal, as stated:

"No objection is raised to the planning proposal for the proposed reclassification of part Lot 1 and whole Lot 2 DP 1200178 from Community Land to Operational Land."

RFS "recommended that the proposed public road comply with the requirements of Table 5.3b of *Planning for Bush Fire Protection 2019.*" The planning, design and delivery of the future public road as a result of this planning proposal (Taylor Avenue) will be subject to a separate approval process post gazettal of the draft LEP.

The Department considers that no amendments to the planning proposal are required as a result of the RFS submission and that the planning proposal is consistent with Section 9.1 Ministerial Direction '4.4 – Planning for Bushfire Protection'.

3.4 Post-exhibition changes

Following the first public exhibition period, a supplementary report was considered by Council on 26 November 2018 which identified the need to reclassify part Lot 1 DP 1200178 in addition to Lot 2 DP 1200178 to enable the delivery of a permanent 6m wide road to Australian Standards. In response, Council submitted an amended planning proposal (**Attachment A**) to the Department on 13 November 2018. The Gateway determination was altered on 30 March 2020 to reflect the amended planning proposal.

No amendments have been made following the second public exhibition period. Council resolved to adopt the proposed amendments to the Hurstville LEP as exhibited on 14 December 2020 (**Attachment H**). Council requested on 29 January 2021 that the Department finalise the planning proposal in accordance with the 14 December 2020 resolution (**Attachment C**).

4 Department's Assessment

The proposal has been subject to detailed review and assessment through the Department's Gateway determination and subsequent planning proposal processes. It has also been subject to a high level of public consultation and engagement.

The following reassesses the proposal against relevant Section 9.1 Ministerial Directions, State Environmental Planning Policies, Regional and District Plans and Council's Local Strategic Planning Statement. It also reassesses any potential key impacts associated with the proposal (as modified).

The following tables identify whether the proposal is consistent with the assessment undertaken at the Gateway determination stage as outlined in the Gateway determination report (**Attachment L**). Where the proposal is inconsistent with this assessment, requires further analysis or requires reconsideration of any unresolved matters, these are addressed in Section 4.1.

Strategic assessment	Consistent with Gateway determination report assessment		
Regional Plan	□ Yes	\boxtimes No, refer to section 4.1	
District Plan	□ Yes	\boxtimes No, refer to section 4.1	
Local Strategic Planning Statement	□ Yes	\boxtimes No, refer to section 4.1	
Section 9.1 Ministerial Directions	□ Yes	\boxtimes No, refer to section 4.1	
State Environmental Planning Policies (SEPPs)	⊠ Yes	\Box No, refer to section 4.1	

Table 3: Summary of strategic assessment

Table 4: Summary of site-specific assessment

Site-specific assessment	Consistent with Gateway determination report assessment		
Social and economic impacts	⊠ Yes	\Box No, refer to section 4.1	
Environment impacts	□ Yes	\boxtimes No, refer to section 4.1	
Infrastructure	⊠ Yes	\Box No, refer to section 4.1	

4.1 Detailed Assessment

The following section provides an assessment of the matters relating to the planning proposal that are marked as inconsistent in **Table 3** and **Table 4** with the previous Gateway determination report for the planning proposal dated 14 September 2017. It should be noted that the strategic framework has matured and evolved since the original gateway determination was issued in 2017. The original gateway determination report was assessed against the previous strategic documents and the assessment against the new strategic framework is below.

Region Plan:

'The Greater Sydney Region Plan – A Metropolis of Three Cities' (Region Plan) is now applicable to the planning proposal. The amended planning proposal (**Attachment A**) has addressed the Region Plan. The Region Plan was released in March 2018 by the Greater Sydney Commission (GSC) and provides a strategic framework to coordinate and manage Sydney's growth. The Region Plan contains objectives for the Greater Sydney region over the next 40 years and informs the actions and directions of the GSC's district plans.

The following objectives are applicable to the planning proposal:

- Objective 1: Infrastructure supports the three cities.
 - The planning proposal will facilitate the future construction of required road infrastructure to support adjoining residents of Taylors Reserve and the surrounding community.
- Objective 30: Urban tree canopy cover is increased.
 - Potential future impacts to tree canopy cover from the design and construction of a permanent road have merit and will be appropriately offset by the endorsements made by Council in Attachment C. This includes an endorsement to replace any mature trees that will be required to be removed with plantings of appropriate species within Taylors Reserve.
- Objective 31: Public open space is accessible, protected and enhanced.
 - The planning proposal will facilitate the future construction of a permanent public road built to Australian Standards, which will increase the accessibility of Taylors Reserve. The planning proposal will continue to retain the existing RE1 Public Recreation zoning of Taylors Reserve and its use as public open space.

The Department considers the planning proposal to be generally consistent with these applicable Region Plan objectives and is acceptable.

District Plan:

The 'South District Plan' (District Plan) is now applicable to the planning proposal. The amended planning proposal (**Attachment A**) has addressed the District Plan. The District Plan was released in March 2018 by the GSC and contains planning priorities and actions to guide the growth of the District while improving the district's social, economic and environmental assets.

The following planning priorities are applicable to the planning proposal:

- Planning Priority S1: Planning for a city supported by infrastructure.
 - As discussed, the planning proposal will facilitate the future construction of required road infrastructure to support adjoining residents of Taylors Reserve and the surrounding community.
- Planning Priority S15: Increasing urban tree canopy cover and delivering Green Grid Connections.
 - As discussed, potential future impacts to tree canopy cover and vegetation from the design and construction of a permanent road have merit and will be appropriately offset by the endorsements made by Council in Attachment C.

- Planning Priority S16: Delivering high quality open space.
 - As discussed, the planning proposal will continue to retain the existing RE1 Public Recreation zoning of Taylors Reserve and its use as public open space. Conversely, the future delivery of a permanent public road through Taylors Reserve will increase access to the public open space and its ability to serve the needs of the surrounding community.

The Department considers the planning proposal to be generally consistent with these applicable District Plan planning priorities and is acceptable.

Local Strategic Planning Statement:

The Georges River Local Strategic Planning Statement 2040 (Georges River LSPS) was adopted on 11 March 2020 and is now applicable. The amended planning proposal (**Attachment A**) has addressed the Georges River LSPS. The Georges River LSPS contains planning priorities to guide the future growth and development of the Georges River Local Government Area (LGA).

The following planning priorities are applicable to the planning proposal:

- Planning Priority 2: Everyone can navigate and experience the LGA in safety.
- Planning Priority 3: Roads, footpaths and cycleways are safe, accessible and free of congestion.
- Planning Priority 10: Homes are supported by safe, accessible, green, clean, creative and diverse facilities, services and spaces.
- Planning Priority 19: Everyone has access to quality, clean, useable, passive and active open and green spaces and recreation places.
 - As discussed, the planning proposal will facilitate the future construction of a permanent public road built to Australian Standards, which will increase the overall accessibility and safety of Taylors Reserve and Taylor Avenue.
- Planning Priority 17: Tree canopy, bushland, landscaped settings and biodiversity are protected, enhanced and promoted.
- Planning Priority 18: An environmentally friendly approach is applied to all development.
 - As discussed, the planning proposal will continue to retain the existing RE1 Public Recreation zoning of Taylors Reserve and its use as public open space. Potential future vegetation impacts from the design and construction of a permanent public road have merit and will be appropriately offset by the endorsements made by Council in Attachment C.

The Department considers the planning proposal to be generally consistent with these applicable Georges River LSPS planning priorities and is acceptable.

Community Strategic Plan:

The 'Georges River Community Strategic Plan 2018-2028' (Georges River CSP) is now applicable to the planning proposal. The amended planning proposal (**Attachment A**) has addressed the Georges River CSP. The Georges River CSP was adopted in June 2018 by Council and contains six pillars that underpin the planning of the Georges River LGA from 2018 to 2028.

The following pillars are applicable to the planning proposal:

- Pillar 1: A protected environment and green open spaces.
 - As discussed, the planning proposal will continue to retain the existing RE1 Public Recreation zoning of Taylors Reserve and its use as public open space. Potential future vegetation impacts from the design and construction of a permanent public road have merit and will be appropriately offset by the endorsements made by Council in Attachment C.
- Pillar 3: Active and accessible places and spaces.

• As discussed, the planning proposal will facilitate the future construction of a permanent public road built to Australian Standards, which will increase overall access to the public open space and its ability to serve the needs of the surrounding community.

The Department considers the planning proposal to be generally consistent with these applicable Georges River CSP pillars and is acceptable.

Section 9.1 Ministerial Directions:

At the time the original planning proposal received a Gateway Determination, consistency with Section 9.1 Ministerial Direction '4.4 – Planning for Bushfire Protection' remained unresolved. The amended Gateway determination dated 30 March 2020 (**Attachment G**) required Council to undertake formal consultation with RFS to ensure compliance with the specific requirements of this Direction.

As outlined in Section 3.3 of this report, RFS provided a submission to the planning proposal on 15 July 2020 (**Attachment K**), which raised no objections to the planning proposal. The Department therefore considers the planning proposal to be consistent with this Direction and is acceptable.

Environmental Impacts:

At the time the original planning proposal received a Gateway Determination, environmental impacts resulting from the inclusion of part Lot 1 Deposited Plan 1200178 in the site were not considered. The amended planning proposal (**Attachment A**) has addressed the environmental impacts resulting from the inclusion of this additional lot.

As outlined throughout this report, the potential future loss of vegetation from the construction of a permanent public road (subject to a separate approval process) across the subject site will be managed by the conditions Council resolved to endorse as part of the finalisation of the planning proposal (included in **Attachment C**). The Department considers this acceptable.

5 Post assessment consultation

The Department has consulted with the following stakeholders after the assessment.

Stakeholder	Consultation	The Department is satisfied with the draft LEP
Mapping	^c Land Reclassification (Part Lots) Map – Sheet RPL_003' has been prepared by Council and checked by the Department's ePlanning team. It meets the technical requirements (Attachment Map).	\boxtimes Yes \Box No, see below for details
Council	Council was consulted on the terms of the draft instrument under clause 3.36(1) of the <i>Environmental Planning and Assessment Act</i> 1979 (Attachment D).	☑ Yes □ No, see below for details
	Council confirmed on 12 February 2021 that it was agreeable with the draft and that the plan should be made (Attachment E).	

Parliamentary Counsel Opinion	On 19 February 2021, Parliamentary Counsel provided the final Opinion that the draft LEP could legally be made (Attachment PC).	⊠ Yes □ No, see below for details
Executive Council	On 10 March 2020 the Governor and Executive Council granted approval under section 30(2) of the <i>Local Government Act 1993</i> to reclassify the site from 'Community Land' to 'Operational Land' (Attachment ExCo).	☑ Yes □ No, see below for details

6 Recommendation

It is recommended that the Minister's delegate as the local plan-making authority determine to make the draft LEP under clause 3.36(2)(a) of the *Environmental Planning and Assessment Act 1979* because:

- The draft LEP has strategic and site-specific merit.
- The draft LEP will deliver community benefit by providing a method for Council to formalise existing vehicular access through part of Taylors Reserve which is believed to have existed since the 1960's.
- The draft LEP will facilitate the future planning, design and construction of a two way, 6m wide public road constructed to Australian Standards.
- The draft LEP will retain the current RE1 Public Recreation zone at the site and the use of Taylors Reserve as public open space.
- The draft LEP is generally consistent with the Gateway determination (as modified).
- Each of the issues raised during consultation have been adequately addressed and there are no agency objections to the proposal.

10 March 2021 Kris Walsh Manager, Eastern and South District

16 March 2021 Laura Locke Director, Eastern and South District

<u>Assessment Officer</u> Jarred Statham Planning Officer, Agile Planning and Programs 9274-6399

Attachments

Attachment	Document
PC	PC Opinion and Instrument dated 12 February 2021
ExCo	Executive Council Approval dated 10 March 2020
Мар	Draft LEP Map
Α	Planning Proposal dated 15 July 2019
В	Gateway Determination dated 14 September 2017
С	Council Finalisation Request dated 29 January 2021
D	Council Consultation under S3.36(1) of the Act dated 12 February 2021
E	Council Comments on Draft LEP dated 12 February 2021
F	Gateway Alteration dated 17 July 2018
G	Gateway Alteration dated 30 March 2020
Н	Council Resolution dated 14 December 2020
Ι	Public Hearing Report dated 5 October 2020
J	Council Summary of Submissions
К	RFS Submission dated 15 July 2020
L	Gateway Determination Report dated 14 September 2017