

Our Reference: T-29-147

Acting Regional Planning Coordinator

Enquiries: Direct Phone: Direct Fax: Warren Farleigh 9789 9608 9789 1542



Dear Mr File

GPO Box 39

Mr Michael File

Sydney Region East

SYDNEY NSW 2000

Department of Planning

Planning Proposal for various land parcels fronting Canterbury Road, Punchbowl, in the vicinity of Gow Street and Moxon Road.

Department of Planning

Received

1 0 JUN 2010

Scanning Room

I am writing to you to advise that on 22 April 2010 Council resolved to initiate the making of a local environmental plan for the above land.

A Planning Proposal for this land has been prepared and is submitted for a gateway determination as set out in Sections 55 and 56 of the *Environmental Planning and* Assessment Act 1979.

The intention of the Planning Proposal is to rezone the land to facilitate redevelopment for bulky goods retailing and other employment generating activities.

If you require any further assistance relating to the Planning Proposal please do not hesitate to contact me on 9789 9608.

Yours sincerely

Warren Farleigh TEAM LEADER - URBAN PLANNING

3 June 2010

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Canterbury City Council, Administration Centre 137 Beamish Street • PO Box 77 Campsie NSW 2194 When writing to Council please address your letter to the GENERAL MANAGER, MR JIM MONTAGUE Phone: (02) 9789 9300 Fax: (02) 9789 1542 TTY: (02) 9789 9617 DX 3813 Campsie email:council@canterbury.nsw.gov.au website:www.canterbury.nsw.gov.au ABN: 55 150 306 339

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If you do not understand this information, please part a relative or friend to wrinslate it, or you can bring this information to Council and our staff will esslit you value, interpreting services.

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Se non comprendi queste informacioni, s il progato(r) di chiedere a un parente n a un valier di tradicione, appropuoi portere queste informazioni al l'ardicipie, a il contre personale il sinterà transferit carrinio interacci.

KOREAU

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PLANNING PROPOSAL

LOCAL GOVERNMENT AREA: ADDRESS OF LAND:

Canterbury Nos 1586, 1600, 1604, 1606, 1608 & 1618 Canterbury Road, Punchbowl

May 2010

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1 INTRODUCTION

This planning proposal, prepared in accordance with the NSW Department of Planning guidelines, relates to the subject block fronting Canterbury Road Punchbowl between Moxon Road and Gow Street (Subject Site), containing six separate land holdings. The subject site is currently zoned Light Industrial 4(b) under the provisions of the Canterbury Planning Scheme Ordinance 1970, and requires rezoning to facilitate bulky goods retailing and other business and employment related land uses consistently across the subject site. The Map at Attachment A shows the current land use zones which apply in this area. Bulky goods retailing is currently prohibited on all land parcels except No 1608 Canterbury Road, Punchbowl.

This planning proposal was prompted by the land owners of No 1618 Canterbury Road, Canterbury, which represents the largest land parcel within the subject block fronting Canterbury Road (2.23 hectares). This site has been vacant for many years and is occupied by substantial vacant buildings which were previously used for retail hardware sales. The proponent has a current opportunity to activate some of this site with a proposal for about 2,200 square metres of bulky goods retailing. Rezoning of this site along with the entire block would facilitate greater flexibility to attract additional business and employment land uses for all land holders within the block.

A copy of the Council report resolving that a draft local environmental plan be prepared is at Attachment B.

1.1 The Site

1.1.1 Site Description

The subject site is located on the southern side of Canterbury Road between Gow Street (to the west) and Moxon Road (to the east) in Punchbowl. The site comprises of the following lots:

- 1586-1598 Canterbury Road, Punchbowl Lot 1 DP 586116;
- 1600-1602 Canterbury Road, Punchbowl Lots 1 & 2 DP 124895;
- 1604 Canterbury Road, Punchbowl Lot 2 DP 124894;
- 1606 Canterbury Road, Punchbowl Lot 1 DP 124894;
- 1608-1610 Canterbury Road, Punchbowl Lot 10 DP 874429; and
- 1618 Canterbury Road, Punchbowl Lot 100 DP 826639.

The subject site is irregular in shape, with a frontage to Canterbury Road of approximately 290 metres, a frontage to Gow Street of approximately 70 metres and a frontage to Moxon Road of approximately 50 metres. The subject site has an overall site area of approximately 3.9 ha. The largest land holding within the block (1618 Canterbury Road) has a site area of 2.23 hectares and is currently vacant. The remainder of the block includes an Officeworks (at 1608 Canterbury Road) used car sales yard (at 1586 Canterbury Road, south west corner of Canterbury Road and Moxon Road) and other light industrial and showroom uses including a formwork outlet, a clothing display wholesaler, and a fasteners distribution outlet.



Figure 1: Aerial map showing Subject Site (outlined in red) Source: NearMap, 2010



Figure 2: Subject Site Source: RP Data, 2010



ph 1 - Western end of the Subject Site; Canterbury Road Frontage



Photograph 2 - Eastern end of the Subject Site, Canterbury Road frontage



Photograph 3 - Subject Site; Gow Street frontage



Photograph 4 - Subject Site; Moxon Road frontage

1.2 Site Context

1.2.1 Local Context

The subject site is located within the Canterbury Road Punchbowl commercial and industrial precinct, which contains a variety of commercial, industrial and bulky goods retail developments. The commercial and industrial precinct extends along both sides of Canterbury Road, from Moxon Road in the east, through to the intersection of Chapel Road South and Canterbury Road in the west. Commercial developments also exist on the opposite side of Canterbury Road in the form of a security hardware outlet, a doors and bathroom sales outlet, a signage retail outlet, a motor repairs business and a service station.

The allotment to the rear (south) of the subject site is the Bankstown Business Park, which fronts Moxon Road and houses a variety of commercial/light industrial tenancies surrounded by at grade car parking areas. The wider area to the east of Moxon Road is an established residential precinct.

To the west of the site is Gow Street and the associated road reserve contains Salt Pan Creek as well as a grassed area between the creek and the subject site. An overland flow path / drain extending from the north east traverses along the southern boundary of the subject site and joins Salt Pan Creek. Gow Street extends south from Canterbury Road and then turns parallel to Canterbury Road and extends through to Gibson Avenue, approximately 1 km to the west. Industrial properties located within the Gow Street industrial precinct are located on both the north and south sides of Gow Street, further to the west of the subject site.



Figure 3: Zoning Map extract (Subject Site shown in yellow outline) Source: Canterbury Planning Scheme Ordinance 1970

1.2.2 Broad Planning Context

The subject site is located within a contiguous strip of industrial and business zoned land that flanks both sides of Canterbury Road. The subject site and the land parcels to the east and south of the site are located within the Canterbury LGA, whilst the land to the north and west of the site is contained within the Bankstown LGA.

Canterbury Road is an arterial road that extends from Petersham and Lewisham in the north east, through to the M5 in the south west. It is a key transport route in Sydney's south western suburbs and comprises two way dual carriageways in front of the subject site. Along Canterbury Road, between Moxon Road to the east and Chapel Road South to the west are a mixture of bulky goods retailing, building supplies showrooms and retailing, electrical and automotive repairs and retailing, motor vehicle retailing and repairs, food and drink outlets, food wholesaling, storage outlets and service stations.

A key feature of the Canterbury Road industrial precinct is the presence of bulky goods sales premises flanking both sides of Canterbury Road. The most prominent example of bulky goods retailing along Canterbury Road is 'Homemaker City' located at 173 – 185 Canterbury Road, Punchbowl, on the north side of Canterbury Road, between Chapel Street South and Clements Avenue. Bulky Goods and other retail tenancies in this development include Freedom Furniture, Home Central, Deco Rug, The Sleeping Giant, Bing Lee, Solomans Flooring, Forty Winks, One Stop Pine Furniture, the Original Mattress Factory, Timberland Furniture, Hungry Jacks, Super Furn furniture and Dick Smith Electronics.



Photograph 5 - Bulky goods premises at Homemaker City, west of site along Canterbury Road



Photograph 6 - Bulky goods / retail premises at Homemaker City, west of site along Canterbury Road



Photograph 7 - Clothing and building materials retailers located on south side of Canterbury Road

In terms of nearby centres, the closest centres are Bankstown Major Centre (approx 3 km north), Roselands Stand Alone Centre (approx 3km east), Revesby Town Centre (approx 3 km south west), Revesby Village (approx 2 km south) and Punchbowl Village (approx 2 km north east).

The Draft West Central Subregional Strategy identifies Bankstown as a Major Centre, being the key business and shopping centre for the southern areas of the subregion and much of the western areas of the neighbouring South Subregion. The centre has a workforce of approximately 10,000, which is forecast to expand to 14,000 by 2031. The residential population is approximately 4,600, which is expected to increase to 9,200 over the same period.

Roselands is identified as a Stand Alone Centre in the South Subregional Strategy, being situated between Canterbury Road to the north, King Georges Road to the east, the M5 to the south and Belmore Road Industrial Area to the east. The centre is surrounded by predominantly low density residential development.

The Draft West Central Subregional Strategy identifies Revesby as a Town Centre, whilst Punchbowl and Padstow are identified as a 'Villages' under the South and the Draft West Central Subregional Strategies respectively.



Figure 4: Hierarchy of Surrounding Centres.

The Gow Street industrial area is located to the south of the subject site. It extends from Gow Street to lands on the south side of the M5 Motorway, and contains large land parcels that are used for traditional industrial land uses.

2 PART 1 – OBJECTIVES OR INTENDED OUTCOMES OF PROPOSED LEP

The purpose of the Planning Proposal is to rezone the land located along Canterbury Road Punchbowl bounded by Gow Street and Moxon Road to Zone B6 Enterprise Corridor to enable bulky goods retailing and other business and employment land uses as mandatory permissible development with consent in the land use table.

This planning proposal is in accordance with the previous decision of City of Canterbury Council on 23 April 2010.

3 PART 2 - EXPLANATION OF THE PROVISIONS OF PROPOSED LEP

The proposed LEP will include provision to amend the Canterbury Planning Scheme (CPSO) to rezone the land in order to facilitate redevelopment for bulky goods retailing and other employment generating land uses

4 PART 3 – JUSTIFICATION

4.1 Section A – Need for the Planning Proposal

4.1.1 Is the planning proposal a result of any strategic study or report?

The Planning Proposal has been subject of pre-application consultation between the land owners of 1618 Canterbury Road Punchbowl and Canterbury City Council Officers since August 2009. Further, there have been a number of significant steps in the strategic planning process including:

- Review of Canterbury Road Masterplan Study 2004;
- Towards 2032 City of Canterbury Economic Development and Employment Strategy September 2009; and
- Building Employment Opportunities in Sydney's South (currently being finalised by Hurstville, Sutherland and Canterbury Councils).

The Planning Proposal is consistent with the recommendations of the above strategic documents although these documents cover study areas beyond that of the subject site. Detailed justification for the Planning Proposal is provided below.

4.1.2 Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

The rezoning of the subject block of land is the preferred manner to achieve the intended outcome to permit bulky goods retailing and other business and employment uses on the subject site and enable re-activation of a large disused site (at 1618 Canterbury Road). To enable bulky goods as a permissible mandatory use, the CPSO in required to be amended.

The Planning Proposal is a better means of achieving the objectives and intended outcomes for the subject site than waiting for Council's draft comprehensive LEP to be gazetted (which is not expected in the short term).

4.1.3 Is there a net community benefit?

Yes, the Planning Proposal will result in a number of community benefits:

- Facilitate the development of bulky goods retailing, which would otherwise be prohibited in the Light Industrial 4(b) Zone, resulting in improved bulky goods retail offer and enhanced competition in the locality. The location of the subject site in close proximity to a range of other bulky goods sales and commercial retail outlets means the Planning Proposal will enable redevelopment of the subject land which provides a meaningful addition to the prevailing commercial, wholesale and bulky goods retail precinct that is currently established along Canterbury Road.
- Provide a B6 zoning which will expand the range of permissible sues to provide greater flexibility in accommodating more employment generating activities.
- Conversion of the subject site to the B6 zone provides a significant opportunity for a coherent, orderly and
 economic development of the subject site that will assist in the achievement of Council's employment targets. The
 largest site in the block (No 1618 Canterbury Road) remains vacant despite active marketing for tenants.
 Consequently the number of employees on the overall subject site is very low.
- Provide a much needed upgrade for the subject site with associated significant streetscape improvements for the Canterbury Road precinct, which is in the public interest.
- Redevelopment of underutilised industrial land with a mix of employment and business related uses.
- Remove uncertainty for affected private land owners and provide consistent planning objectives for this section of Canterbury Road. The various industrial zones contained within the Canterbury and Bankstown Local Government areas are inconsistent in relation to bulky goods retailing. Within the Bankstown LEP 2001, bulky goods retailing is permissible under the 4(a) General Industrial and 4(b) Light Industrial zones, however within the CPSO, bulky goods retailing is not permissible in the 4(b) Light Industrial zone. Figure 5 below depicts land fronting Canterbury Road where bulky goods retailing is permissible or an existing use (in green) and where bulky goods retailing is not permissible (in red).



From a planning and traffic perspective, it would be desirable to separate through traffic using Canterbury Road from local traffic seeking to access the subject site. This would ensure redevelopment of the subject site does not impact upon the key function of the Canterbury Road transport corridor. A possible way to achieve this would be to create a separate service road running parallel to Canterbury Road within the individual property boundaries of each land parcel within the subject site. A point of ingress could be located just to the west of the Moxon Road junction and points of

egress could be located both to the west of the subject site (in front of No 1618 Canterbury Road) as well as through to Gow Street.

This outcome is a long term proposition and would be achieved incrementally as individual properties are redeveloped. This suggestion is conceptual at this stage and would need further detailed design as well as liaison with the RTA. The requirement for each site to connect into the final design would be a condition of development consent at redevelopment stage.

The map at Attachment C outlines how the proposed new access road would operate.

4.2 Section B – Relationship to strategic planning framework

4.2.1 Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

The NSW Department of Planning in December 2005 released the Sydney Metropolitan Strategy, the overarching policy guideline for the development of the Greater Sydney region. The site is located within the South Subregion of the Metropolitan Strategy, on the border with the West Central Region.

The South Subregion includes Canterbury, Hurstville, Kogarah, Marrickville, Rockdale and Sutherland local government areas. These areas are expected to grow steadily, with 35,000 new dwellings expected by 2031 and 29,000 new jobs during the same period.

Canterbury Road is identified as a Potential Enterprise Corridor under the Draft South Subregional Strategy. The Metro Strategy recognises the importance of Enterprise Corridors as locations for local employment and describes them as appropriate locations for "large shops, niche retailing, and low impact light industrial land uses and small business startups". The Planning Proposal would assist to fulfil Canterbury Road's role as an Enterprise Corridor. Moreover, the proposal can provide for a mix of uses suited to enterprise corridors, being light industrial, retail and bulky goods land uses.

The Employment Lands for Sydney Action Plan is also a relevant element of the Metro Strategy that needs to be assessed in this Planning Proposal. The Action Plan aims to ensure that the Sydney Region will continue to have sufficient stocks of appropriately located, zoned serviced land to support its economic development and competitiveness. Having regard to the Action Plan, the proposed land uses which would be permissible on the subject land are not considered not to unreasonably compromise industrial land supply for the following reasons:

- The rezoning of the land to B6 Enterprise Corridor which also permits bulky goods retailing does not preclude the subject land from being developed for light industrial purposes.
- The subject site is not located within an established industrial precinct, and is suited to warehouse and commercial uses, over and above traditional industrial land uses. Canterbury Road is a commercial precinct that exhibits a mix of bulky goods retailing, building supplies showrooms and retailing, electrical and automotive repairs and retailing, motor vehicle retailing and repairs, food and drink outlets, food wholesaling, storage outlets and service stations. In this context, the site is well suited to land uses contemplated by the B6 Zone compared to traditional "industrial" land uses, which are better suited in core industrial areas such as the Gow Street industrial precinct further to the south west of the site, or within other areas that do not enjoy main road exposure.
- The subject site has traditionally been used for non-industrial purposes.

In summary, the Planning Proposal would enable the potential fulfilment of the employment capacity in the target for the South Subregion and does not detrimentally prejudice the metropolitan industrial land supply.

4.2.2 Is the planning proposal consistent with the local council's Community Strategic Plan, or other local strategic plan?

Canterbury Road Study

The 2004 Masterplan for Canterbury Road suggested the block between Moxon Road and Gow Street could be redeveloped for bulky goods/mixed use, given the subject site's high exposure to Canterbury Road.

This was supported by Council's Industrial Lands Study which was completed around the same time.

The review of the 2004 Masterplan which is currently underway reaffirms this and recommends that the land be zoned to either B5 Business Development or B6 Enterprise Corridor as either of these zones could be suitable to guide appropriate future development.

The majority of B6 Enterprise Corridor zones are busy roads and the Metropolitan Strategy recognises that they provide valuable spaces for local commercial or industrial services, as well as a range of retail formats. This can include bulky goods retailing.

Two separate Economic Development/Employment studies have been prepared by Council. The implications arising from both of these are outlined below. The recommendations concur that the subject land should be rezoned to an appropriate business zone which more appropriately reflects the site's location and surrounding land use context and the opportunities these bring.

Towards 2032 - City of Canterbury Economic Development and Employment Strategy

This study, placed on public exhibition in March/April 2010, recommends that the subject site be zoned as B6 Enterprise Corridor. It also suggests that 3 storey showroom development (with potentially residential attached) would be suitable along the Canterbury Road frontages.

Given the subject site backs onto an attractive open space area along the Gow Street frontage, any residential uses incorporated as part of a mixed use development could be enhanced by the open space abutting the Gow Street frontage.

Building Employment Opportunities in Sydney's South

This regional study was prepared by Sutherland, Hurstville and Canterbury Councils.

The relevant planning recommendations arising from it include zoning the subject land as B5 – Business Development.

The use of the subject site consistent with the B6 Enterprise Corridor mandatory land uses is clearly appropriate having regard to the subject site's immediate context. The surrounding pattern of development within the Light Industrial 4(b) zone, as well as the land uses on the opposite side of Canterbury Road comprises a mix of commercial uses. More specifically, on the opposite side of Canterbury Road are established land uses including a security hardware outlet, a doors and bathroom sales outlet, a signage retail outlet, a motor repairs business and a service station. Further to the south of the site fronting Moxon Road and extending along the rear of the subject site is the Bankstown Business Park.

All of these land uses are currently in operation and the establishment of other complementary bulky goods retail and other employment uses will not undermine the integrity or commercial viability of the surrounding land uses. Moreover, the establishment of business and other employment uses on the subject site will assist to strengthen the commercial base of the local area and will assist the area to expand as a commercial and light industrial precinct. Indeed, the land uses fronting Canterbury Road comprise a mix of customer oriented, wholesale and retail offers, and additional bulky goods retailing and employment uses in this context is considered to be an appropriate planning outcome.

4.2.3 Is the planning proposal consistent with the applicable state environmental planning policies?

The State Environmental Planning Policies (SEPPs) that are relevant to the proposal are:

- SEPP (Infrastructure) 2007;
- SEPP 55 Remediation of Land; and
- SEPP 64 Advertising Signage.

Compliance with the relevant SEPPs is considered able to be achieved. The subject site is located adjacent to a classified road (Canterbury Road) and pursuant to the SEPP (Infrastructure) 2007 any redevelopment proposal will be referred to the RTA for concurrence. Further traffic assessment would be undertaken following the LEP Gateway determination.

4.2.4 Is the planning policy consistent with the applicable Ministerial Directions (s.117 directions)?

The Ministerial Directions, issued on 1 July 2009, to planning authorities under section 117(2) of the EPAA, 1979 that are relevant to this Planning Proposal include Direction 1.1 Business and Industrial Zones, Direction 3.4 Integrating Land Use and Transport and Direction 7.1 Implementation of the Metropolitan Strategy. The relevance of each S.117 Direction to the Planning proposal are outlined below.

Direction 1.1 Business and Industrial Zones

The CPSO amendment is consistent with the intent and specific provisions of Direction 1.1 Business and Industrial Zones that seeks to:

- (a) Encourage employment growth in suitable locations,
- (b) Protect employment land in business and industrial zones, and
- (c) Support the viability of identified strategic centres.

In this regard the proposal will contribute to the achievement of these objectives and will provide new employment in accordance with the targets of the Draft South Subregional Strategy.

Direction 3.4 Integrating Land Use and Transport

The CPSO amendment is consistent with the intent and specific provisions of Direction 3.4 Integrating Land Use and Transport that seeks to:

"Ensure that urban structures, building forms, land use locations, development designs, subdivision and street layouts achieve the following planning objectives:

- a) Improving access to housing, jobs and services by walking, cycling and public transport, and
- b) Increasing the choice of available transport and reducing dependence on cars, and
- c) Reducing travel demand including the number of trips generated by development and the distances travelled, especially by car, and
- d) Supporting the efficient and viable operation of public transport services, and
- e) Providing for the efficient movement of freight.*

The proposal will give rise to significant employment opportunities. In terms of minimising numbers of trips and car demand, the addition of bulky goods land uses within an area that already contains a significant number of similar bulky goods uses, will facilitate multi-purpose trips for consumers seeking to purchase bulky goods items. The co-location of bulky goods outlets with other business/employment type uses on the subject site will also increase the potential for multi-purpose trips. The subject site's location on a main road location provides for good accessibility and exposure, and the classified road location of the subject site means that it can be well served by loading vehicles.

Direction 7.1 Implementation of the Metropolitan Strategy

The proposal is consistent with the Metropolitan Strategy as outlined in Section 4.2 of this report.

4.3 Section C – Environmental, social and economic impact

4.3.1 Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

The CPSO amendment would not result in any adverse impact on critical habitat or threatened species, populations or ecological communities, or their habitats.

4.3.2 Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

The proposal would not result in any adverse environmental effects. Further resolution of access and traffic is required however this does not preclude the proposed change of land use.

4.3.3 Has the planning proposal adequately addressed any social and economic effects?

The Planning Proposal optimises the achievement of potential social and economic benefits including those related to local employment and improved security and safety due to the activation of vacant industrial land. The redevelopment of the site due to the increased flexibility in land uses would also contribute to significant streetscape improvements with flow on social and economic benefits related to the attractiveness of the subject site. There are no known adverse social or economic impacts arising from this proposal.

4.4 Section D – State and Commonwealth interests

4.4.1 Is there adequate public infrastructure for the planning proposal?

Adequate public infrastructure is provided for the Planning Proposal.

4.4.2 What are the views of State and Commonwealth public authorities consulted in accordance with the gateway determination?

This section of the Planning Proposal will be completed following consultation with the State and Commonwealth Public Authorities identified in the gateway determination and will detail any issues raised by public authorities and address those issues as appropriate.

5 PART 4 – COMMUNITY CONSULTATION

Community and public authority consultation is proposed to be undertaken as follows:

- 4 week public exhibition period
- Notification in the Council Column published in the local newspaper circulating in the area of the subject land.
- Written notification to affected land owners and adjoining properties.
- Written notification to adjoining local government authority (Bankstown)
- Roads and Traffic Authority.
- Any other relevant State Government Agencies

Attachment A

Current zoning extract



Attachment B

Council Report

Attachment C

Extent of land proposed to be rezoned and concept of proposed access road

