

EF22/11637

Gateway determination report – PP-2022-3076

Western Side of Taren Point Road Planning Proposal

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Table 1 Reports and plans supporting the proposal

Relevant reports and plans

Attachment A - Planning Proposal (Sutherland Shire Council)

Attachment B - Land Use Survey

Attachment C – SGS Economics and Planning Report – Industrial and Urban Services Land Review Report

Attachment D – Site and LGA flood hazard mapping

Attachment E - Gwawley Bay catchment plain flood risk management study

Attachment F – Council report seeking Gateway Determination August 2022

Attachment G – Sutherland Shire Council Meeting minute

Attachment H – Sutherland Shire Local Planning Panel Meeting Report

Attachment I – Sutherland Shire Local Planning Panel Meeting Minute

1 Introduction

1.1 Overview of planning proposal

Table 2 Planning proposal details

LGA	Sutherland Shire	
PPA	Sutherland Shire Council	
NAME	Western Side of Taren Point Road Planning Proposal	
NUMBER	PP-2022-3076	
LEP TO BE AMENDED	Sutherland Shire Local Environmental Plan (LEP) 2015	
ADDRESS	Various – see below	
DESCRIPTION	Lots 1 and 2 DP 526394	
	Lot 6 DP 226993	
	Part Lot 10 DP 1203556	
	Strata Plan 32419	
	Lot 34 Sec C DP 8529	
	Lot 100 DP 597749	
	Strata Plan 54735	
	Lots 22, 23, 24, 25, 26, 27, 28 Sec C DP 8529	
	Lot 1 DP 1250752	
	Lots 3, 4, 9, 10 DP 23960	
	Strata Plan 343083	
	Lot 11 DP 376808	
RECEIVED	26/08/22 (adequate 2/09/2022)	
FILE NO.	EF22/11637	
POLITICAL DONATIONS	There are no donations or gifts to disclose and a political donation disclosure is not required	
LOBBYIST CODE OF CONDUCT	There have been no meetings or communications with registered lobbyists with respect to this proposal	

The planning proposal (**Attachment A**) seeks to amend the Sutherland Shire Local Environmental Plan 2015 (SSLEP) as it relates to the western side of Taren Point Road between Kumulla Road and Holt Road (the subject sites) by rezoning the land from IN1 General Industrial to B5 Business Development (equivalent E3 Productivity Support under the Department's *Employment Zones Reform* – discussed further throughout this report). The planning proposal will provide for additional land uses to be permitted with consent on the sites.

1.2 Sites and surrounding area

1.2.1 Sites

The subject sites are located on the western side of Taren Point Road. The land subject to the proposal is in 2 main areas, the northern area which adjoins an established plant nursey and the southern area, bound by Box Road to the North, Kumulla Road to the south and Taren Point Road to the east. Parraweena Road intersects the middle of the southern area. Sporting fields known as Gwawley Park separate the north and south areas (**Figure 1**).



Figure 1: Subject site. North ↑ (source: Planning Proposal)

The sites are developed and comprise of several land uses, including specialty retail premises, building and hardware supplies, light industry and warehouse and distribution centres (Figure 2 and Figure 3).



Figure 2: Land uses in northern area subject to planning proposal (source: Google Streetview)



Figure 3: Land uses in southern area subject to planning proposal (source: Google Streetview)

1.2.2 Surrounding area

The sites are approximately 2.6km north of the strategic centre of Miranda and 25km south of the Sydney CBD. The sites are moderate distance to Miranda (2.5km) and Caringbah (2km) train stations. There are several bus stops located along this part of Taren Point Road.

To the east of the sites across Taren Point Road (both the north and south areas), the land comprises uses that are similar to the subject sites. An established plant nursey adjoins to the north and west of the northern area (see **Section 2.3**), with Taren Point Road adjoining to the east.

Adjoining to the south of the southern area is a high school with larger industrial uses and more specialty retail premises adjoining to the west. Directly adjoining to the north of the southern area is currently vacant land zoned SP2 road.

2 Proposal

2.1 Objectives and intended outcomes

The objectives of the planning proposal are to:

- seek amendments to zoning to support specialised retail premises and other emerging business models on the Taren Point Road corridor; and
- amend the zone to reflect the existing uses on the subject sites

The objectives of this planning proposal are clear and adequate.

2.2 Explanation of provisions

2.2.1 Proposal

The planning proposal seeks to amend the Sutherland Shire LEP 2015 per Table 3 below:

Table 3 Current and Proposed controls

Control	Current	Proposed	Under employment zones reform
Land use zoning	IN1 General Industrial (IN1 zone) (Figure 4)	B5 Business Development (B5 zone)	E3 Productivity Support (E3 zone)

The proposal will ultimately result in the land use zoning being *E3 Productivity Support* under the Department's employment zone reforms, this change will also likely occur prior to any finalisation of the proposal. A subsequent expansion of permissible land uses on the sites will result.

The planning proposal refers to land uses which will be facilitated on the sites under the B5 zone. The primary difference in permissible land uses between the IN1 zone and B5 zone is that most commercial premises are prohibited in the IN1 zone.

The B5 zone prohibits *business premises*, along with several specific uses captured by the definitions of *commercial premises* and *retail premises*, however all other uses under the group terms of *commercial premises* and *retail premises* are therefore permissible. Particularly relevant to the proposal is that the B5 zone makes *specialised retail premises permissible*, and *shops* prohibited.

The future E3 zone proposed however further expands on the number of land uses which would be permissible on the sites, comparative to the B5 zone (discussed in detail in **Section 4.3** below)

The planning proposal contains an explanation of provisions that explains how the objectives of the proposal will be achieved. However, should any Gateway determination be issued, conditions will require the proposal to be updated to reflect the E3 zone and what land uses will be ultimately permitted with consent and prohibited on the sites under the E3 zone.

2.2.2 Existing controls

The sites are not listed as having heritage significance nor are they located within a heritage conservation area. The sites are not listed for acquisition.

The sites are subject to a 16m height of buildings limit and a FSR of 1.5:1, these controls are not proposed to change as part of this planning proposal.

The land is identified within the Gwawley Bay 2015 flood study as having a low to medium impact risk during a 1% AEP flooding event. Flooding on the site is discussed further in **Section 4** of this report.

2.3 Mapping

The planning proposal will be exhibited with mapping showing a change of zoning on the sites from the current IN1 General Industrial zoning to E3 Productivity Support. The maps have not yet been prepared as the planning proposal is expected to be finalised after the introduction of the new employment zones on 1 December 2022.

The current zoning and proposed future zoning are presented below in **Figure 5**. The maps show inclusion of a portion of a plant nursery land use located in the northern most extent of the northern area. Figures throughout the planning proposal however indicate this plant nursery land does not form part of the proposal. In discussions with Council, it was resolved that this plant nursery is also proposed to be rezoned, removing an isolated portion of IN1 zoned land. Any subsequent Gateway determination would be conditioned accordingly to require the proposal to accurately reflect the land to which it relates.



Figure 5: Current (left) and proposed (right) zoning maps for subject site (source: planning proposal)

3 Need for the planning proposal

The planning proposal states that it is the result of the findings of a land use survey (see **Section 5.1** below) that was conducted in response to the Department's Employment Zones Reform (see **Section 4.3**).

The land use survey (the survey) area comprises the land to which the planning proposal relates. The survey concluded that 18 of 36 sites were operating with uses that area prohibited in the IN1 General Industrial zone (further discussed in **Section 5.1**). The proposal seeks to permit these uses via a change of zoning to B5 Business Development, which will subsequently change to E3 Productivity Support under the employment zones reform. The new land use zones will be introduced on 1 December 2022.

The planning proposal states that the zoning should be amended as the uses occurring on the sites no longer reflect the intent of the IN1 General Industrial. The planning proposal asserts that amending the zoning applicable to a zone that permits current on site uses is the most appropriate mechanism of regulating the uses on these sites.

The Department also notes that a rezoning to the E3 zone is consistent with the zoning (and future zoning) of the eastern side of Taren Point Road which contains similar land uses.

4 Strategic assessment

4.1 Region Plan

The Greater Sydney Region Plan – A Metropolis of Three Cities (the Region Plan), released by the NSW Government in 2018, integrates land use, transport and infrastructure planning and sets a 40-year vision for Greater Sydney as a metropolis of three cities. The Region Plan contains objectives, strategies and actions which provide the strategic direction to manage growth and change across Greater Sydney over the next 20 years. The proposal is generally consistent with the Region Plan. A detailed assessment of consistency is discussed in the assessment of the South District Plan below, which is strategically aligned with the Region Plan, giving it effect.

4.2 District Plan

The site is in the South District, the Greater Sydney Commission (now Greater Cities Commission) released the South District Plan on 18 March 2018. The plan contains planning priorities and actions to guide the growth of the south district while improving its social, economic and environmental assets. **Table 5** includes an assessment of the planning proposal against relevant directions and actions.

District Plan Priorities	Justification	
Planning Priority S9: Growing investment, business opportunities and jobs in strategic centres	The sites are not within an identified strategic centre, however, they do service the surrounding Miranda and Sutherland strategic centres by providing supportive key uses that are not permissible within the centres. The proposal is generally consistent with the Planning Priority.	
Planning Priority S10: Retaining and managing industrial and urban services land	Assessment of the proposal against this priority is detailed at the end of this table.	
Planning Priority S12: Delivering integrated land use and transport planning and a 30-minute city	The redevelopment of this site will provide residents within the locality increased local employment opportunities and reduce the need to travel for work. This will help to improve resident worker containment and contribute to the aim of the 30-minute city.	
Planning Priority S18: Adapting to the impacts of urban and natural hazards and climate change	Assessment of the proposal against this priority is detailed at the end of this table.	

Table 5 District Plan assessment

Planning Priority S10: Retaining and managing industrial and urban services land

This planning priority seeks to safeguard all existing industrial and urban services land from competing pressures, in particular residential and mixed-use zones. Industrial activity and urban services are important to Greater Sydney's economy. The Plan provides that job numbers are not a primary objective in retaining and managing industrial and urban services land, rather a mix of economic outcomes that also support the city and population is key.

From June 2021 to June 2022, the Greater City Commission led a multi-agency review of the Industrial and Urban Services Lands Retain and Manage policy (the Policy) under the Greater Sydney Region Plan – A Metropolis of Three Cities. The review found that the 'Retain and Manage' Policy is needed for the protection of industrial lands in Greater Sydney and that the existing Policy will continue to apply. Below considers the planning proposal against this Policy.

The planning proposal and the District Plan both state that there is a total of 143 hectares of industrial land within Taren Point, of which less than 1ha is undeveloped. This demonstrates the important role and demand of industrial land in the locality, critical in the consideration of rezoning the sites to expand on permissible land uses.

Whilst the proposal does not seek to permit residential development on the site or convert to a mixed-use zone, it will result in 2 commercial premises land uses being permitted on the land via the proposed E3 zone which are prohibited in the IN1 zone, but are currently operating on the sites:

- retail premises
- business premises

Note: *business premises* is prohibited in the B5 zone.

The proposed rezoning to the E3 zone will not prohibit any existing uses currently operating in the IN1 zone (see **Section 5.1**) and *residential accommodation* will continue to be prohibited on the sites.

Specialised retail premises and business premises becoming permitted with consent would result in all 18 existing prohibited uses on the sites becoming permitted with consent (see **Section 5.1**). The following land uses would also become permitted with consent which are currently prohibited in the IN1 zone:

- Boat building and repair facilities;
- Centre-based child care facilities;
- Community facilities;
- Function centres;
- Office premises;
- Recreation facilities (major);
- Respite day care centres;
- Rural supplies; and
- Wholesale supplies

Consistency with this priority is determined on the likelihood of these new uses diminishing land available for industrial and urban services uses. Diminishing industrial land would be inconsistent with the following action within this planning priority:

"39. Retain and manage industrial and urban services land, in line with the Principles for managing industrial and urban services land, in the South District by safeguarding all industrial zoned land from conversion to residential development, including conversion to mixed-use zones"

The proposal will not permit any form of residential accommodation on the sites, it will however result in a number of additional uses in the zone. All existing uses within the area to which the proposal relates are employment based will become permitted with consent. The additional uses which will be available are employment generating and consistent with the established land uses in the area.

The planning proposal states that it is consistent with action 40 which states:

"Consider office development in industrial zones where it does not compromise industrial or urban services activities"

Office premises will be permitted with consent in the proposed E3 zone, which is not a specific industrial zone. Regardless, as there is less than 1 hectare of existing undeveloped industrial land in the locality it is unlikely that the sites would be redeveloped for office premises as the 16m height of buildings limit and 1.5:1 FSR limit are not typical of a feasible office development. The planning proposal outlines that due to this reason the E3 zoning is unlikely to make a practical change to what is occurring on these sites and will instead permit uses currently operating on site. It must also be noted that approximately 18Ha of land zoned IN1 will remain to the west of the southern area, only allotments/uses fronting Taren Point Road are proposed to be rezoned.

The planning proposal states that the amendment would not threaten the viability of the Miranda and Sutherland strategic centres as the uses existing on site are more likely to provide support to the uses occurring within the commercial zonings than to compete with them. The rezoning from IN1 to E3 will not lead to a reduction in economic growth or employment services on the sites as both zones comprise employment generating uses only. The Department agrees that the uses proposed to be permitted on this land are unlikely to threaten the viability of the Sutherland or Miranda strategic centres, in particular as many of the uses are currently operating.

The planning proposal states the zoning amendment is required as the E3 zoning and associated permissible uses better reflects what is occurring on site. The Department notes that the prohibited uses existing on site are consistent with the E3 objective to enable other land uses that provide facilities and services to meet the day to day needs of workers, to sell goods of a large size, weight or quantity or to sell goods manufactured on-site. The Department notes that the uses to be permitted are likely to operate without adversely impacting on industrial uses and vice versa. *Specialty retail premises* and *business premises* operate in a similar manner to many of the light industrial uses occurring on site. The planning proposal demonstrates that the existing uses operate in harmony as there has been no complaints received by Council.

A key issue that must be considered is the potential loss of industrial land within Sutherland Shire. The planning proposal is accompanied by an Industrial and Urban Services Land Review report (**Attachment C**) conducted by SGS Economics and Planning (the SGS report). The report considers the existing supply of industrial land within the Sutherland Shire and the future land required to meet demand up to 2036 (see **Section 4.6** also).

The report outlines that there is a requirement for an additional 244,054m² of industrial activity floorspace within the Sutherland Shire by 2036. The report takes into account all existing industrial land sites and the potential for redevelopment of these sites under the scenarios of:

- net theoretical capacity current floor space plus theoretical maximum floor space under existing planning controls
- feasible capacity properties which have only been developed up to 50% or less than permitted under existing planning controls
- conservative capacity considers individual sites or properties with realistic development potential (e.g. car parks, undeveloped land etc).

Each of these scenarios considers removing industrial land at Kurnell should it be unable to be redeveloped, the non-Kurnell figures have been used for the purposes of this report.

The report finds that Sutherland Shire will be able to meet the demand for industrial floor space up to 2036. Under the 'net theoretical capacity' a total of 1,576,934m² of floor space is available and 1,289,182m² is available under the 'feasible capacity' scenario. It is only under the conservative scenario where future supply will not be able to meet demand overall by 2036 (by a shortfall of 151,749m²). This means demand for employment floorspace would not be met if only vacant sites and select carparks in industrial areas are developed on, a highly unlikely development outcome to across the LGA's industrial lands up to 2036.

With over 1,000,000m² available theoretical and feasible scenarios, the Department does not find the proposed rezoning of the sites to be detrimental to meeting 2036 industrial floor space demands. **Section 4.6** of this report explores the report in greater detail.

In summary, rezoning the sites as proposed is inconsistent with this planning priority, however on balance the inconsistencies are justified a discussed above. A condition of any subsequent Gateway determination is recommended should the proposal be supported which requires the planning proposal to be updated to present further discussion and justification against this Planning Priority, including the findings of the SGS report.

Planning Priority S18: Adapting to the impacts of urban and natural hazards and climate change

This planning priority seeks to reduce exposure to natural and urban hazards, and to minimise damage to life and property through considered strategic planning. The proposal states that mapping prepared for the draft Gwawley Bay Floodplain Risk Management Study and Plan 2015 (FRMS&P) shows the sites under a low to medium risk with 1% AEP flow depth being up to 850mm (see **Figure 6**). At the time of preparing the planning proposal, flood hazard mapping for the sites had not been prepared. This information was subsequently received by the Department on 20 September 2022 (see **Figure 6** and **Attachment D**). It must also be noted that the draft FRMS&P has not been adopted by Council. The Gwawley Bay Flood Study 2012 (**Attachment E**) is referred to in the proposal as being adopted.



Figure 6: Site flooding depths (left) hazard mapping prepared for planning proposal (right) (source: Planning Proposal)

As can be seen, most of the sites are mapped as H1 or H2, with some smaller areas also H3. The 'H' key refers to hazard vulnerability, explained further in an extract from the Department of Planning and Environment's *Flood Hazard Flood Risk Management Guide* FB03, dated 2022 in **Figure 7** below.



Figure 7: Subject site context on flood mapping (source: DPE's Flood Hazard Flood Risk Management Guide FB03, dated 2022)

The E3 zone will introduce a number of uses which are more sensitive (pose more of a flooding risk) than the IN1 zone (see **Section 4.3**), including:

- Centre-based child care facilities;
- Community facilities;
- Function centres;
- Office premises;
- Recreation facilities (major);
- Respite day care centres; and
- Speciality retail (albeit many of these uses exist on the sites).

It is not known if the mapped 'H3' flood hazard areas are appropriate for any of the above land uses without further specific flooding assessment information. The proposal also contains conflicting information regarding potential flooding risk exposure to users, occupants, property and vehicles which is required to be clarified along with addressing the additional uses permitted, prior to any subsequent exhibition of the proposal. The proposal also states:

"The proposed rezoning from IN1 to E3 is expected to increase intensification such as increased number of car parking spaces. It is noted also that there are land uses within the Planning Proposal area that are already causing higher intensification than the IN1 zoning. This is not grounds to support and further intensify use."

The proposal then refers to development controls being able to help mitigate risk, however said risk and overall suitability of permitted uses is not known based on the hazard vulnerability for the sites, prepared after the proposal was submitted to the Department.

The Department acknowledges that the sites are largely within a lower hazard area, contain existing developments and that *residential accommodation* will not be permitted. Any future development on the sites would be assessed against Council's flood development controls in its development control plan (DCP). It is at this time matters such as floor levels, car parking etc can be considered. However, whilst flood hazard mapping has been developed which can then inform flood related development controls, the additional sensitive uses which will be introduced have not been adequately considered by the proposal.

Furthermore, since the preparation of the Gwawley Bay Flood Study 2012 (the flood study) and draft FRMS&P in 2015, the Department's new flood-prone land package commenced in 2021 and the NSW Government Flood Enquiry report was released (August 2022). Due to the age of the flood study and the draft FRMS&P, additional analysis from qualified technical experts is required to confirm the findings of the flood study and the draft FRMS&P remain valid.

In light of the above, the proposal's consistency with Planning Priority S18 remains unresolved. Conditions of any Gateway determination will require Planning Priority S18 and section 9.1 Ministerial Direction 4.1 Flooding (see **Section 4.6**) to be suitably addressed and supporting information/studies provided as required.

4.3 Employment zones review

In December 2021, the reform of the employment zones was finalised with the introduction of 5 new employment zones and 3 supporting zones into the Standard Instrument (Local Environmental Plans) Order 2006. The Department is now implementing the employment zones with proposed amendments to individual local environmental plans (LEPs) across NSW.

The employment zones will be in place within individual LEPs by 1 December 2022 when the Business and Industrial zones will be repealed. In the Sutherland LGA, the IN1 zone will be replaced with the proposed *E4 General Industrial* zone. The E4 zone largely would permit the same land uses as per the current IN1 zone (see **Section 5.1** further in this report).

Table 4 and **Table 5** below provide a comparison of permitted and prohibited land uses between the current IN1 zone and the proposed B5 and E3 zones. Additional land uses permitted with consent in the B5 and E3 zones comparative to the IN1 zone in are shown in green (**Table 6**), additional prohibited uses in the B5 and E3 zones are shown in red (**Table 7**).

Note that as the IN1 zone is an 'open zone' (i.e. permits uses not listed as permitted without consent or prohibited), this is reflected in identifying additional permitted uses in the B5 and E3 zones. No land uses are permitted without consent in all zones.

Table 6 Land uses permitted with consent comparative to Zone IN1

Zone | Land uses

Land uses permitted with consent in Zone IN1:

Depots; Freight transport facilities; Funeral homes; Garden centres; General industries; Hardware and building supplies; Industrial training facilities; Kiosks; Landscaping material supplies; Light industries; Neighbourhood shops; Oyster aquaculture; Places of public worship; Plant nurseries; Roads; Take away food and drink premises; Tankbased aquaculture; Timber yards; Vehicle sales or hire premises; Warehouse or distribution centres; Any other development not specified in item 2 or 4

Zone	Land uses
В5	Centre-based child care facilities; Garden centres; Hardware and building supplies; Landscaping material supplies; Oyster aquaculture; Passenger transport facilities; Respite day care centres; Roads; Specialised retail premises; Tank-based aquaculture; Warehouse or distribution centres; Any other development not specified in item 2 or 4
E3	Animal boarding or training establishments; Boat building and repair facilities; Building identification signs; Business identification signs; Business premises; Centre-based child care facilities; Community facilities; Depots; Function centres; Garden centres; Hardware and building supplies; Home industries; Hotel or motel accommodation; Industrial retail outlets; Industrial training facilities; Information and education facilities; Landscaping material supplies; Light industries; Local distribution premises; Markets; Mortuaries; Neighbourhood shops; Office premises; Oyster aquaculture; Passenger transport facilities (major); Recreation facilities (outdoor); Research stations; Respite day care centres; Roads; Rural supplies; Service stations; Specialised retail premises; Storage premises; Take away food and drink premises; Tank-based aquaculture; Timber yards; Vehicle body repair workshops; Vehicle repair stations; Vehicle sales or hire premises; Veterinary hospitals; Warehouse or distribution centres; Wholesale supplies; Any other development not specified in item 2 or 4

Table 7 Land uses prohibited comparative to Zone IN1

Zone | Land uses

Land uses prohibited in Zone IN1:

Advertising structures; Agriculture; Air transport facilities; Airstrips; Amusement centres; Biosolids treatment facilities; Boat building and repair facilities; Boat launching ramps; Boat sheds; Camping grounds; Caravan parks; Cemeteries; Charter and tourism boating facilities; Centre-based child care facilities; Commercial premises; Community facilities; Eco-tourist facilities; Educational establishments; Entertainment facilities; Exhibition homes; Exhibition villages; Farm buildings; Forestry; Function centres; Health services facilities; Heavy industrial storage establishments; Heavy industries; Helipads; Highway service centres; Home-based child care; Home businesses; Home occupations; Home occupations (sex services); Jetties; Marinas; Open cut mining; Pond-based aquaculture; Recreation facilities (major); Registered clubs; Residential accommodation; Respite day care centres; Restricted premises; Rural industries; Sewage treatment plants; Tourist and visitor accommodation; Water recycling facilities; Water supply systems; Wharf or boating facilities; Wholesale supplies

B5 Advertising structures; Agriculture; Air transport facilities; Airstrips; Amusement centres; Biosolids treatment facilities; Boat building and repair facilities; Boat launching ramps; Boat sheds; Business premises; Camping grounds; Caravan parks; Cemeteries; Charter and tourism boating facilities; Depots; Eco-tourist facilities; Electricity generating works; Entertainment facilities; Exhibition homes; Exhibition villages; Farm buildings; Forestry; Freight transport facilities; Function centres; General industries; Heavy industrial storage establishments; Heavy industries; Helipads; Highway service centres; Marinas; Markets; Open cut mining; Pond-based aquaculture; Pubs; Recreation facilities (indoor); Recreation facilities (major); Registered clubs; Residential accommodation; Resource recovery facilities; Shops; Storage premises; Timber yards; Tourist and visitor accommodation; Truck depots; Waste disposal facilities; Water recycling facilities; Water supply systems

E3 Advertising structures; Agriculture; Air transport facilities; Airstrips; Amusement centres; Biosolids treatment facilities; Boat launching ramps; Boat sheds; Camping grounds; Caravan parks; Cemeteries; Charter and tourism boating facilities; Eco-tourist facilities; Electricity generating works; Entertainment facilities; Exhibition

Zone	Land uses
	homes; Exhibition villages; Farm buildings; Forestry; Freight transport facilities; General industries; Heavy industrial storage establishments; Heavy industries; Helipads; Home businesses; Home occupations; Home occupations (sex services); Home-based child care; Jetties; Marinas; Open cut mining; Pubs; Registered clubs; Residential accommodation; Resource recovery facilities; Restricted premises; Roadside stalls; Rural industries; Sewage treatment plants; Sex services premises; Shops; Tourist and visitor accommodation; Truck depots; Waste disposal facilities; Water recycling facilities; Water supply
	systems, Wharf or boating facilities

In summary, the comparison of permissible and prohibited uses shows land uses permitted in the E3 zone will compliment and be consistent with the established land uses on the sites. Whilst *general industries* and other industrial type uses will become prohibited, the E3 zone will more appropriately reflect the established land uses in the locality without eroding Sutherland Shire's industrial land needs (see **Section 4.2**).

4.4 Local

The proposal states that it is consistent with the following local plans and endorsed strategies. The following table includes an assessment of the planning proposal against relevant priorities and objectives.

Local Strategic Planning Statement Priorities	Justification
Planning Priority 2: Managing Traffic	This priority seeks to plan for and manage traffic congestion through planning for parking, traffic, arterial roads and smart transport.
Congestion and Parking	Taren Point Road is a State significant road which provides access to the Ports as well as Bayside and Georges River. The uses to be permitted under the E3 zoning are low traffic generating uses comparative to higher generating uses such as retail (shops) and residential accommodation which are not permitted under the proposed zoning. As the majority of the sites are developed, it is considered any potential traffic impacts arising are minimal and can be dealt with at the development application stage for any future development in the area.
	The proposal outlines that traffic generation and parking demand would be no greater than could be created under the current development controls. The planning proposal outlines that the rezoning will permit the existing uses currently operating on site and therefore, the proposal is unlikely to increase traffic generation as the uses will continue to operate as they currently are. However, the planning proposal also outlines in the assessment against flooding that the permitting of the prohibited uses on site will increase traffic generation due to increased intensification. Any subsequent Gateway determination would be conditioned to require consistency and clarity around traffic impact assessment and consultation with TfNSW as part of agency consultation requirements.
Planning Priority 15: Grow Industrial and Urban Services Jobs	This priority seeks to maintain industrial land investigate opportunities to grow local employment in industrial and urban services. See assessment against Planning Priority <i>S10 Retain and manage industrial and urban services land</i> in Section 4.2 .

Table 6 Sutherland Local Strategic Planning Statement

Local Strategic Planning Statement Priorities	Justification
Planning Priority 23: Manage risks from hazards	This priority seeks to understand, manage and mitigate risks and vulnerabilities when planning and building infrastructure and assets to reduce risks to life and property. See assessment against Planning Priority <i>S18 Adapting to the impacts of urban and natural hazards and climate change</i> in Section 4.2 .

Table 7 Other Local Strategies

Local Strategies	Justification	
Community Strategic Plan	Objective 5 of the Sutherland Shire Community Strategic Plan seeks to create <i>a prosperous community for all</i> , a strategy outlined by the plan to reach this objective being <i>enhance and promote opportunities to work locally</i> . This proposal is consistent with this objective as it will ensure the continued operation of industrial and supporting uses within this area which will provide employment opportunities and services to the local community.	
Economic Informing Strategy 2018	The Sutherland Economic Informing Strategy is a supporting document that helped inform some of the objectives and actions outlined in the LSPS. Objective 1 of the Informing Strategy is to <i>increase the number of local jobs by 10,000 FTE (total 87,937 jobs) by 2030</i> . This proposal is consistent with this objective as it allows the continued operation of all existing land uses and expands on permitted uses, all of which are employment based.	
	The proposed amendment is also not likely to have adverse impacts on the supply of industrial land required in the Sutherland Shire by 2036.	
	Action 2.4: Protect industrial and urban services land through strategic land use planning and regulation has been addressed in Section XX of this report.	

4.5 Local Planning Panel (LPP) and Council Recommendations

Sutherland Shire Local Planning Panel

On 5 July 2022, the Sutherland Shire Local Planning Panel reviewed the planning proposal. The Panel advised the following:

- 1. The future development of this section of Taren Point Road needs to be controlled in response to changing commercial and consumer practices.
- 2. A site specific development control plan should be made which requires appropriate consolidation of sites to increase site width so as to facilitate improved design opportunities and access arrangements.
- 3. A minimum lot size standard should form part of the planning controls so as to ensure that any re-development does not exacerbate traffic issues and provides for basement parking provision.
- 4. An extension to the proposed re-zoning may be warranted but would need to provide for a transition from the current IN2 zoned sites so as, in the long term, to provide a better transition to the adjoining residential zones.

The Panel recommended unanimously (Attachment G) that the planning proposal should proceed to Gateway.

Note: The recommendations from the Planning Panel are noted. The Planning Proposal does not contain any proposed amendments to existing lot sizes for the sites or an 'extension' of the sites to be rezoned. Council may wish to explore minimum lot size standards for certain developments and subdivision as part of a development control plan or separate planning proposal. Similarly, any further rezoning considered would be subject to a separate planning proposal

Sutherland Shire Council Meeting

On 22 August 2022, Sutherland Shire Council considered a report (**Attachment F**) from Council officers which recommended the following in response to the Panel advice:

- 1. The report 'Planning Proposal Western Side of Taren Point Road' be received and noted.
- 2. Having considered the advice of the Local Planning Panel, Council is satisfied that the Planning Proposal has sufficient merit to warrant referral to the Minister for Planning and Environment under Section 3.34 Environmental Planning and Assessment Act 1979 for Gateway determination.
- 3. A report be submitted to Council addressing the amendments to Sutherland Shire Development Control Plan 2015 recommended by the Local Planning Panel.
- 4. Flood hazard mapping be undertaken for the precinct to inform future development standards for incorporation into Sutherland Shire Development Control Plan 2015.

On 26 August 2022, the planning proposal was lodged with the Department seeking a Gateway Determination and requesting Plan Making Authority. The planning proposal underwent an adequacy assessment and was considered adequate on 2 September 2022.

On 6 September 2022, the Department asked Council the status and likely timings of the completion of the flood hazard mapping identified in Item 4. Council responded by providing the flood hazard mapping on 20 September 2022 (**Attachment D**).

4.6 Section 9.1 Ministerial Directions

The planning proposal's consistency with relevant section 9.1 Directions is discussed below:

Directions	Consistent?	Reasons for Consistency or Inconsistency
4.1 Flooding	Inconsistent unresolved	The site is identified as flood prone land in Council's adopted flood study for the and therefore the requirements of this Direction apply.
		See assessment against District Plan Planning Priority S18 Adapting to the impacts of urban and natural hazards and climate change.
		As previously discussed, additional analysis from qualified technical experts is required to confirm the findings of the flood study and the draft FRMS&P remain valid. The proposal also contains a number of consistencies and does not adequately address all uses which will be permitted on the sites.
		Conditions of any Gateway determination will require this Direction to be suitably addressed and supporting information/studies provided as required. Consultation with the Department's Environment and Heritage branch would be required as part of any future agency consultiaon.

Table 7: 9.1 Ministerial Direction assessment

Directions	Consistent?	Reasons for Consistency or Inconsistency
4.4 Remediation of Contaminated Land	Inconsistent unresolved	Direction 2.6 aims to reduce the risk of harm to human health and the environment by ensuring that contamination and remediation are considered at the planning proposal stage.
		The planning proposal seeks to rezone land which contains contaminating uses, and whilst the E3 zone does not permit sensitive uses such as <i>residential accommodation</i> it will introduce permissibility of a number of potentially sensitive uses such as <i>centre-based child care facilities, community facilities, function centres, recreation facilities (major)</i> and <i>respite day care centres</i> (see Section 4.6).
		Any future development on the land would be subject to the contaminated land provisions of <i>State Environmental Planning Policy (Resilience and Hazard) 2021</i> during the development assessment phase. However the planning proposal does not make an assessment against this direction and therefore the proposal is inconsistent with the direction remains unresolved.
		Should any subsequent Gateway determination be issued, a condition would require the planning proposal to be updated to address the direction and undertake any relevant supporting contamination assessment.
4.5 Acid Sulfate Soils	Consistent	The objective of this direction is to avoid significant adverse environmental impacts from the use of land that has a probability of containing acid sulfate soils.
		The sites are mapped as Class 3 Acid Sulfate Soil in the Sutherland LEP 2015 (stated as Class 2 in the Planning Proposal). This means that works more than 1 metre below the natural ground surface and/or by which the watertable is likely to be lowered more than 1 metre below the natural ground surface requires development consent and is subject to considerations under clause 6.1.
		The planning proposal is unlikely to lead to significant redevelopment of the sites, existing uses on site are likely to remain as per the intent of the proposal. Notwithstanding, any future development on the land would be subject to clause 6.1 of the Sutherland LEP 2015. The proposal will not result in significant adverse impacts arising from acid sulfate soils.
5.1 Integrated Land Use and Transport	Consistent	Direction 3.4 requires a planning proposal to consider improving access to housing, jobs and services by walking, cycling and public transport and reducing reliance on cars. The proposal will assist in facilitating increased local employment opportunities and reduce the need to travel for work. This will help to improve resident worker containment and contribute to the aim of the 30-minute city.
7.1 Business and Industrial Zones	Inconsistent Justified.	Direction 7.1 aims to encourage employment growth and protect industrial and employment lands, it applies as the proposal affects existing IN1 zoned land. The assessment against Planning Priority <i>S10 Retain and manage industrial and urban services land</i> (see Section 4.2) is pertinent to this Direction, overall the proposal will not adversely impact employment growth or industrial and employment lands.

4.7 State environmental planning policies (SEPPs)

The planning proposal is consistent with all relevant SEPPs as discussed in the table below.

Table 8: Assessment of planning proposal against relevant SEPPs

SEPPs	Requirement	Proposal	Complies
SEPP (Resilience and Hazard) 2021	The overarching objective of this SEPP is to manage development so that it does not have adverse impacts on the surrounding environment.	The planning proposal is not inconsistent with the SEPP. A condition of any subsequent Gateway determination would require the planning proposal to be updated to make an assessment against Ministerial S9.1 Direction <i>4.4</i> <i>Remediation of Contaminated Land.</i>	Yes – Gateway Condition recommended

4.8 Industrial and urban services land review – SGS report

The proposal is accompanied by a report (**Attachment C**) by SGS Economics and Planning reviewing the capacity of industrial and urban services land within the Sutherland Shire. As discussed in **Section 4.2** of this report, there is over 1,000,000m² of available floor space under a 'feasible capacity' scenario. This well exceeds the requirement for an additional 244,054m² of industrial activity floorspace needed within the Sutherland Shire by 2036. With Kurnell industrial land included in calculations, there is 3,866,735m² of 'feasible' additional floor space available.

The report also details the floor space requirements within Taren Point and Caringbah, finding that at this precinct level, there is a demand for 103,609m² of floorspace. This means that the precinct is expected to accommodate 42.5% per cent of overall demand for industrial activity floorspace. The report finds that under the 'net theoretical capacity' and 'feasible capacity' Taren Point and Caringbah will be able to meet the demand requirements by 2036 as seen in **Figure 7** below.



Figure 7: Summary of Taren Point and Caringbah supply, demand and gap of industrial land (source: planning proposal)

Only under the 'conservative capacity' does the supply of future floor space fail to meet the demand. This means demand for employment floorspace would not be met if only vacant sites and select carparks in industrial areas are developed on, a highly unlikely development outcome across the LGA's industrial lands up to 2036.

Considering the above, the Department find that rezoning the sites to E3 is 'low risk' in terms of ensuring industrial floor space needs for the Sutherland Shire. The E3 zone also continues to permit the vast majority permissible land uses within the IN1 zone (see **Section 4.3**).

It must be noted that development standards applying to the sites along with their established built form means it is unlikely existing industrial land uses will be in competition with large scale non-

industrial uses such as *office premises*. The Industrial and Urban Services Land Review report outlines that there will be a surplus of industrial floor space within Sutherland Shire by 2036 and as such this rezoning is not considered to have an eroding effect on the LGAs industrial land.

5 Site-specific assessment

5.1 Land use survey

As part of the planning proposal, Council conducted a business survey (**Attachment B**) on each of the sites subject of the proposal. A full list (**Figure 8**) is provided below of the existing uses on the sites and the permissibility of these uses under the existing IN1 General Industrial and the future E3 Productivity Support under the Employment Zone Reforms). **Figure 8** also demonstrates land use permissibility if the sites were to transition to zone E4 General Industrial under the Department's Employment Zone reforms.

Premises		Permissible IN1 General Industry	Permissible E3 Productivity Support	Premises Reference	Land Use	Permissible IN1 General Industry (yes/no)	Permissible E4 General Industrial (yes/no)
Reference		(yes/no)	(yes/no)	1	plant nurseries	yes	yes
1	plant nurseries	yes	yes	2	specialised retail premises	no	no
2	specialised retail premises	no	yes	3	landscaping material supplies	yes	yes
3	landscaping material supplies	yes	yes	4	takeaway food and drink premises	yes	yes
4	takeaway food and drink premises	yes	yes	5	specialised retail premises	no	no
5	specialised retail premises	no	yes	6	specialised retail premises	no	no
6	specialised retail premises	no	yes	7	specialised retail premises	no	no
7	specialised retail premises	no	yes	8	recreation facility (indoor)	yes	yes
8	recreation facility (indoor)	yes	yes	9	hardware and building supplies	yes	yes
9	hardware and building supplies	yes	yes	10	specialised retail premises	no	no
10	specialised retail premises	no	yes	11	specialised retail premises	no	no
11	specialised retail premises	no	yes	12			
12	specialised retail premises	no	yes		specialised retail premises	no	no
13	vehicle sales or hire premises	yes	yes	13	vehicle sales or hire premises	yes	yes
14	light industry	yes	yes	14	light industry	yes	yes
15	vehicle body repair workshop	yes	yes	15	vehicle body repair workshop	yes	yes
16	business premises	no	yes	16	business premises	no	no
17	specialised retail premises	по	yes	17	specialised retail premises	no	no
18	specialised retail premises	no	yes	18	specialised retail premises	no	no
19	recreation facility (indoor)	yes	yes	19	recreation facility (indoor)	yes	yes
20	business premises	no	yes	20	business premises	no	no
21	business premises	no	yes	21	business premises	no	no
22	vehicle repair station	yes	yes	22	vehicle repair station	yes	yes
23	garden centre	ves	ves	23	garden centre	yes	yes
24	hardware and building supplies	yes	yes	24	hardware and building supplies	yes	yes
25	service stations	yes	ves	25	service stations	yes	no
26	specialised retail premises	no	yes	26	specialised retail premises	no	no
27	warehouse or distribution centre	yes	yes	27	warehouse or distribution centre	yes	yes
28	specialised retail premises	no	yes	28	specialised retail premises	no	no
29	recreation facility (indoor)	yes	yes	29	recreation facility (indoor)	yes	yes
30	specialised retail premises	no	yes	30	specialised retail premises	no	no
31	business premises	no	yes	31	business premises	no	no
32	hardware and building supplies	yes	yes	32	hardware and building supplies	yes	yes
33	specialised retail premises	no	ves	33	specialised retail premises	no	no
34	light industry	yes	ves	34	light industry	yes	yes
35	plant nursery	yes	yes	35	plant nursery	yes	yes
36	specialised retail premises	no	ves	36	specialised retail premises	no	no

Figure 8: Land use survey results (source: planning proposal)

The survey concludes that a total of 18 of the 36 sites have uses currently operating that are prohibited in the current IN1 zone but permissible within the E3 Productivity Support zone. If the sites

were to transition to zone E4 General Industrial under the Department's Employment Zone reforms, 19 existing uses would remain prohibited on the sites.

The planning proposal contends that a rezoning to Zone B5 Business Development (subsequent E3 zone) will permit all the existing uses on these sites and as such the rezoning is an appropriate amendment to make. This contention alone is not sufficient evidence to warrant a rezoning to E3, however, the proposal displays strategic and site-specific merit to warrant the amendment as discussed throughout this report.

5.2 Social and economic

The following table provides an assessment of the potential social and economic impacts associated with the proposal.

Social and Economic Impact	Assessment		
Social	Retaining this land for employment uses will have a positive social impact on Caringbah and Sutherland Shire LGA as residents will have greater opportunities to work within the LGA, reducing traffic congestion and travel times to employment.		
	The proposal provides that the currently prohibited uses occurring on the sites operate without conflict with the permitted industrial and urban services uses on adjoining land. Permitting these uses on site will allow landowners to continue to operate their business harmoniously within the area.		
Economic	The proposal will provide economic benefits by ensuring that the sites remain as employment generating uses by not introducing any residential uses. The proposal will permit the currently prohibited uses existing on site which will allow for future redevelopment to occur without reliance on existing or continuing use right provisions under the Environmental Planning and Assessment Act 1979.		
	The sites are currently all developed with existing employment uses. A rezoning of the sites will be consistent with the eastern side of Taren Point Road. Retaining the uses on site will ensure that these industrial and urban services remain local for the community to use and provide employment within the Sutherland Shire.		

5.3 Infrastructure

A rezoning of the sites does not require infrastructure upgrades as there is no concept scheme or proposed development associated with the rezoning. Infrastructure upgrades will be considered as part of any future development applications lodged on these sites.

6 Consultation

6.1 Community

An exhibition period of a maximum 20 days is considered appropriate and forms a condition of the Gateway determination.

6.2 Agencies

The proposal does not specifically identify which agencies will be consulted.

It is recommended the following agencies be consulted on the planning proposal and given 21 days to comment:

- Transport for NSW;
- Greater Cities Commission; and
- Environment and Heritage Group (flooding).

7 Timeframe

A project timeline is included in the planning proposal which has a timeframe of June 2023 to complete the LEP.

The Department recommends a time frame of 9 months to ensure it is completed in line with its commitment to reduce processing times. It is recommended that if the gateway is supported it also includes conditions requiring council to exhibit and report on the proposal by specified milestone dates.

A condition to the above effect is recommended in the Gateway determination.

8 Local plan-making authority

Council has advised that it would like to exercise its functions as the Local Plan-Making authority.

Given the inconsistency with District Plan Planning Priorities and S9.1 Directions relating to flooding, contamination and the retention and management of industrial and urban services land, it is recommended that Council not be made the Local Plan Making Authority.

9 Assessment Summary

The planning proposal is supported to proceed with conditions for the following reasons:

- It is generally consistent with, and gives effect to the South District Plan and Sutherland Shire Local Strategic Planning Statement;
- It is consistent with relevant State Environmental Planning Policies;
- Any inconsistencies or unresolved consistencies with relevant Planning Priorities and section 9.1 Directions, will be addressed by way of Gateway conditions before public exhibition; and
- It will facilitate the ongoing operation of existing land uses in the locality, is consistent with adjoining uses and compliments nearby strategic centres by facilitating a broader range of supporting land uses.

10 Recommendation

It is recommended the delegate of the Secretary note that:

- the inconsistency with Section 9.1 Direction 7.1 Business and Industrial Zones and is justified. A condition of any subsequent Gateway determination will address this Direction;
- consistency with Section 9.1 Directions 4.1 Flooding and 4.4 Remediation of Contaminated Land remain unresolved. Conditions of any subsequent Gateway determination will address the Directions.

• Consistency with Planning Priority S10: Retaining and managing industrial and urban services land and Planning Priority S18: Adapting to the impacts of urban and natural hazards and climate change remain unresolved. Conditions of any subsequent Gateway determination will address the Directions.

It is recommended the delegate of the Minister determine that the planning proposal should proceed subject to the following conditions:

- 1. Prior to community consultation, the planning proposal (including relevant attachments) be updated to include:
 - (a) information that clearly demonstrates consistency with, or that any inconsistency is justified and/or of minor significance, for the following Section 9.1 Directions:
 - i. 4.1 Flooding the proposal must:
 - a. address all additional land uses that will be permitted on the sites under the future Zone E3 Productivity Support and their suitability considering the flood hazards and vulnerability associated with the site;
 - b. include analysis and any recommendations from a suitably qualified technical expert that all information, data and conclusions relied upon to identify the flood hazards and vulnerability for the sites remains valid;
 - c. address relevant recommendations of the NSW Government 2022 Flood Inquiry and the relevant information from the Department's flood-prone land package which commenced on 14 July 2021;
 - d. have flood analysis and hazard mapping which includes probable maximum flood (PMF) levels for the sites; and
 - e. clearly detail the potential flooding risk exposure to users, occupants, property and vehicles and proposed measures to mitigate risk exposure.
 - ii. 4.4 Remediation of Contaminated Land further addressing land use suitably under this Direction to justify additional sensitive uses permitted under the proposed E3 Productivity Support zone.
 - (b) information that clearly demonstrates consistency with, or that any inconsistency is justified and/or of minor significance, for the following South District Plan Planning Priorities:
 - i. S10 Retain and manage industrial and urban services land including addressing relevant actions and further discussion on the findings of the report prepared by SGS Economics and Planning titled, *Sutherland Industrial and Urban Services Land Review,* dated December 2020; and
 - ii. Planning Priority S18: Adapting to the impacts of urban and natural hazards and climate change see 1(a)i above.
 - (c) consistent assessment and discussion throughout the proposal on transport, parking and traffic impacts, supported by documentary evidence as appropriate.
 - (d) removal of reference to Zone B5 Business Development as part of the proposed rezoning with analysis and relevant discussion on all land uses that will be prohibited and permitted with development consent on the sites under the future Zone E3 Productivity Support and how they will integrate with existing land uses;
 - (e) analysis, figures and zoning maps correctly showing all sites proposed to be rezoned, including the portion of plant nursery land zoned IN1 known as 225 Holt Road, Taren Point;

- (f) consistent assessment and discussion throughout the proposal on land use intensification impacts, including land uses that will be permitted on the sites under the future Zone E3 Productivity Support, supported by documentary evidence as appropriate; and
- (g) an assessment against *State Environmental Planning Policy (Resilience and Hazards)* 2021.
- 2. Public exhibition is required under section 3.34(2)(c) and clause 4 of Schedule 1 to the Act as follows:
 - (a) the planning proposal is categorised as complex as described in the *Local Environmental Plan Making Guidelines* (Department of Planning and Environment, 2021) and must be made publicly available for a minimum of 30 days; and
 - (b) the planning proposal authority must comply with the notice requirements for public exhibition of planning proposals and the specifications for material that must be made publicly available along with planning proposals as identified in *Local Environmental Plan Making Guidelines* (Department of Planning and Environment, 2021).

Exhibition must commence within 4 months following the date of the gateway determination.

- 3. Consultation is required with the following public authorities and government agencies under section 3.34(2)(d) of the Act and/or to comply with the requirements of applicable directions of the Minister under section 9 of the EP&A Act:
 - Transport for NSW;
 - Greater Cities Commission; and
 - Environment and Heritage Group (flooding)

Each public authority is to be provided with a copy of the planning proposal and any relevant supporting material via the NSW Planning Portal and given at least 21 days to comment on the proposal.

- 4. A public hearing is not required to be held into the matter by any person or body under section 3.34(2)(e) of the EP&A Act. This does not discharge Council from any obligation it may otherwise have to conduct a public hearing (for example, in response to a submission or if reclassifying land).
- 5. The planning proposal must be reported to council (or Planning Panel) for a final recommendation no later than 8 months from the date of the Gateway determination.
- 6. The timeframe for completing the LEP is to be 9 months from the date of the Gateway determination.
- 7. Council is not authorised to be the Local Plan Making Authority.

Kendall Clydsdale Manager, Infrastructure and Planning 28 September 2022

Laura Locke

24 November 2022

Director, Eastern and South Districts

Hance

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