

Gateway determination report – PP-2023-1130

1411 The Northern Road, Bringelly – Proposed Additional Permitted Use for a Service Station

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Acknowledgment of Country

The Department of Planning, Housing and Infrastructure acknowledges the Traditional Owners and Custodians of the land on which we live and work and pays respect to Elders past, present and future.

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Table 1 Reports and plans supporting the proposal

Relevant reports and plans

Attachment A - Planning Proposal (EG, November 2024)

Attachment 1 - Council Report (23 April 2025)

Attachment 2 - Council Resolution (23 April 2025)

Attachment 3 - Local Planning Panel (LPP) Advice (25 November 2024)

Attachment 4 – Bushfire Protection Assessment (Travers Bushfire & Ecology, May 2022)

Attachment 5 - Traffic Impact Assessment (Traffix, July 2022)

Attachment 6 - Ecological Assessment (Keystone Ecological, Nov 2021)

Attachment 7 – Noise Impact Assessment (SLR, July 2024)

Attachment 8 - Social Impact Assessment (Gap Advisory, July 2024)

Attachment 9 – Economic Impact Assessment (Sarah George Consulting, June 2022)

Attachment 10 – Preliminary Onsite Wastewater Options Review (Martens, June 2024)

Attachment 11 – VPA Letter of Offer (EG, 13 September 2024)

1 Planning proposal

1.1 Overview

Table 2 Planning proposal details

LGA	Liverpool
РРА	Liverpool City Council
NAME	Additional Permitted Use for Service Station
NUMBER	PP-2023-1130
LEP TO BE AMENDED	Liverpool Local Environmental Plan 2008 (LLEP)
ADDRESS	1411 The Northern Road, Bringelly
DESCRIPTION	Lot 6 DP 1217784
RECEIVED	8/05/2025
FILE NO.	IRF25/1142
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

1.2 Objectives of planning proposal

The planning proposal contains objectives that adequately explain the intent of the proposal.

The objectives of the planning proposal (Attachment A) are to:

• Amend Schedule 1 of the Liverpool Local Environmental Plan (LLEP) 2008 to allow service station as an additional permitted use at 1411 The Northern Road Bringelly.

The objectives of this planning proposal are clear and adequate.

1.3 Explanation of provisions

The planning proposal seeks to amend the LLEP 2008 by:

- Including the site as part of the 'Key Sites Map',
- Inserting a new clause in Schedule 1 to permit service station with development consent at 1411 The Northern Road Bringelly, and
- No planning controls are to be changed or amended.

The planning proposal seeks to introduce service station as an additional permitted use for the subject site. The use is compatible with the surrounding environment and consistent with the strategic direction of the Western Sydney Aerotropolis Precinct Plan 2020 which is in effect under the State Environmental Planning Policy (Precincts - Western Parkland City) 2021.

The planning proposal contains an explanation of provisions that adequately explains how the objectives of the proposal will be achieved.

1.4 Site description and surrounding area

The subject site of 1411 The Northern Road, Bringelly (Lot 6 DP 1217784) has a total area of 2.1 hectares and is irregular in shape (Figure 1). It has a 180m wide frontage to The Northern Road which is a classified road. It is located in close proximity to the Western Sydney Aerotropolis. The surrounding character is rural residential, consistent with the zoning of RU4 Primary Production Small Lots (Figure 2). The site is generally clear of vegetation with clusters of trees on the south western boundary and the north east corner of the lot. There is a single dwelling on site with a detached shed and tanks, accessed from The Northern Road. A dam is located in the south west corner of the site.



Figure 1 Subject site (source: Six Maps)



Figure 2 Site context (source: planning proposal)

The site is at the southern edge of the Aerotropolis Core Precinct and within the Dwyer Road Precinct under the Western Sydney Aerotropolis Precinct Plan 2020 (Figure 3). The Dwyer Road Precinct is a 'non initial precinct' within the Western Sydney Aerotropolis (Figure 4.1). It is identified as a future flexible employment precinct adjacent to the major economic centre of the Aerotropolis Core and the Airport. It is noted that the land on the other side of The Northern Road is currently zoned ENT – Enterprise and permits the use of service station. As identified in the Structure Plan of Dwyer Road Precinct (Figure 4.2), the intended zoning for this precinct is Enterprise. One of the key considerations of this precinct is supporting existing agricultural operations and transition to flexible employment over time. The planning proposal is supporting this by enabling the use of services station which will provide employment opportunities.



Figure 3 Site Location Plan (source: planning proposal)



Figure 4.1 Initial Precincts of the Western Sydney Aerotropolis (Western Sydney Aerotropolis Plan 2020)



Figure 4.2 Structure Plan – Dwyer Road (Western Sydney Aerotropolis Plan 2020)

1.5 Mapping

The planning proposal includes mapping showing the proposed new Key Sites map, which are suitable for community consultation. The current Key Sites map (sheet KYS-004) includes the subject site in Clause 7.24 of the LLEP 2008 which permits Dual occupancies in Zones RU1, RU2 and RU4. The map will be amended to reflect the new APU for service station.



Figure 5: Current Key Sites map



Figure 6 Proposed New Key Sites map

1.6 Background

The planning proposal was originally submitted in June 2023 to amend Schedule 1 Clause 9 of the LLEP 2008 to permit 'service stations', 'take away food and drink premises and light industrial uses on the site. Council and the proponent held several meetings and discussions on the strategic

merit of the proposal and concluded that there was insufficient technical information to support it. The planning proposal was subsequently updated in October 2024 to remove the takeaway food and drink premises and light industrial uses.

Council considered the planning proposal at its ordinary meeting on 23 April 2025 (Attachment 1&2) and resolved to support the planning proposal seeking a Gateway determination.

2 Need for the planning proposal

The planning proposal is not a result of a local strategic planning statement, or Department approved strategy or report. It is proponent initiated. A planning proposal to amend Schedule 5 of Liverpool Local Environmental Plan (2008) is the most suitable mechanism to achieve the objectives of the planning proposal.

3 Strategic assessment

3.1 Regional Plan

The following table provides an assessment of the planning proposal against relevant aspects of *A Metropolis of Three Cities- the Greater Sydney Region Plan* (Regional Plan).

Table 3 Regional Plan assessment

Regional Plan Objectives	Justification		
Objective 4 Infrastructure use is optimised- The infrastructure to service the proposed development at the density proposed is generally readily available and does not require major augmentation.	The proposed amendments do not require additional infrastructure or any significant augmentation to facilitate the additional use.		
Objective 6 Services and infrastructure meet communities' changing needs	The proposed amendments will provide additional services to the future residential and worker population as the Western Sydney Aerotropolis precinct develops.		
Objective 20- Western Sydney Airport and Badgerys Creek Aerotropolis are economic catalysts for Western Parkland City	The proposed amendments will allow additional use of service station to support the service network around the Western Sydney Aerotropolis. The Subject site is located within the Dwyer Road precinct as identified in the Western Sydney Aerotropolis Plan (2020). Although it is not one of the initial precincts, it is anticipated that the Dwyer Road Precinct will be a flexible employment precinct adjacent to the major economic centre of the Aerotropolis Core and the Airport. The service station use is consistent with the desirable land uses providing urban services to the area.		

3.2 District Plan

The site is located within the Western City District and the Western City District Plan (2018) is applicable, as established by the Greater Sydney Commission in March 2018. Relevant directions from the District Plan are noted in Table 4 below.

Table 4 District Plan assessment

District Plan Justification Priorities			
Planning Priority W1 Planning for a city supported by infrastructure	The planning proposal seeks to amend Schedule 1 of the LLEP 2008 to allow a service station as an additional permitted use, which will support services and development along The Northern Road. The proposed service station will provide convenience to residents, visitors and the workforce travelling north along The Northern Road, between Oran Park and South Penrith. It is consistent with the objective of this planning priority in aligning land uses with existing and forecast growth of infrastructure and providing services and infrastructure to meet future needs.		
Planning Priority W3 Providing services and social infrastructure to meet people's changing needs	The planning proposal aligns with the objective to provide services and infrastructure to meet communities' changing needs. It will provide services to the construction and development across the Western Sydney Aerotropolis precinct and support residents and workforce in the area. The Economic Impact Assessment Report (Attachment 9) accompanying the planning proposal identifies an undersupply of service stations in the area using the Outer Western Sydney rate based on population. The gap is predicted to grow to eight facilities by 2031 and fifteen by 2036. The proposed additional use will respond to the demand for service stations.		
Planning Priority W5 - Providing housing supply, choice and affordability, with access to jobs: services and public transport.	The planning proposal will provide service and amenity support to nearby housing development in the area. It will also create permanent workforce while delivering services in close proximity of the Western Sydney Aerotropolis.		

3.3 Local

The proposal states that it is consistent with the following local plans and endorsed strategies. It is also consistent with the strategic direction and objectives, as stated in the table below:

Local Strategies	Justification		
Local Strategic Planning Statement	Connected Liverpool 2040 Local Strategic Planning Statement (LSPS) sets long-term plan and guide the development of suburbs and balance the need for housing, jobs and services as well as parks, open spaces and the natural environment.		

Table 5 Local strategic planning assessment

	The planning proposal will give effect to the Liverpool City's Local Strategic Planning Statement by –				
	 Planning priority 11 - An attractive environment for local jobs, business, tourism and investment 				
	 Planning priority 12 – Industrial and employment lands meet Liverpool's future needs 				
	Planning priority 13 - A viable 24-hour Western Sydney International Airport growing to reach its potential				
Liverpool Economic Development Strategy	The <i>Liverpool Economic Development Strategy</i> sets economic priorities, actions and targets to guide development of the Liverpool LGA.				
2019-2029	The planning proposal is consistent with the Strategy in the following aspects:				
	Land use planning which balances economic opportunities with environmental requirements				
	 Improved freight and passenger transport with continued investment in infrastructure projects by the public and private sector 				
	A growing and trained workforce to support contemporary business needs				
Liverpool Centres and Corridor Study	The Study provides recommendation based on current retail contexts and analysis for retail trends and retail floor space demand.				
	The planning proposal is consistent with the study regarding the proposed roles and functions of retail development. It is consistent with the proposed action for Western Sydney International Airport related development in planning as it will support local populations and have minimal impact on nearby established centres.				
	One of the additional recommendations of the Study is to review the zoning of key sites identified in LLEP 2008 Schedule 1 Clause 9, with the intention of rezoning them to B6 (equivalent to E6 Enterprise Zone) if they have been developed for the purposes of service stations or food and drink premises, providing that this would not create other land use conflicts. It is noted that the planning proposal for New Liverpool Local Environmental Plan (PP-2024-1920) includes the deletion of Schedule 1 Clause 9:				
	9. Use of certain land for service stations and take away food and drink premises				
	(1) This clause applies to land shown coloured yellow on the Key Sites Map.				
	(2) Development for the following purposes is permitted with consent—				
	(a) service stations,				
	(b) take away food and drink premises if—				
	(i) there will be no more than 1 take away food and drink premises at each of the areas shown coloured yellow on the Key Sites Map, and				
	(ii) the gross floor area of the take away food and drink				
	premises is not greater than 300m ² .				
	Therefore, the planning proposal will not rely on the existing Clause 9. It is proposed to add a new clause to Schedule 1 of the LLEP 2008.				

Liverpool Industrial and Employment Lands Strategy The subject land is located within the Emerging Industrial Precinct identified in the Liverpool Industrial and Employment Lands Strategy, per Figure 7.

The subject site is identified within the Emerging Western City/Emerging Industrial Precinct in the Strategy. Industrial uses, including freight and logistic, warehousing, manufacturing and rural industries are anticipated to grow as the Aerotropolis evolves. The proposed service station will support the operation of these industries and is consistent with the strategic direction to improve connectivity while minimising amenity impacts.

The Strategy also provides guiding criteria for planning proposals. The planning proposal is consistent with the Strategy and demonstrates merit for the service station as a permitted use, which will support a sustainable increase in jobs, provide service while minimising land use conflict.

LIVERPOOL

INDUSTRIAL AND EMPLOYMENT LANDS STRATEGY



Figure 7: Strategic Vision for Liverpool's Employment Lands

3.4 Local planning panel (LPP) recommendation

The Planning Proposal was considered by the Liverpool Local Planning Panel (LPP) on 25 November 2024. The LPP found that the proposal has both strategic and site-specific merit and supported it to proceed for a Gateway determination assessment (Attachment 3).

3.5 Section 9.1 Ministerial Directions

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

Directions	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
1.1 Implementation of Regional Plans	Yes	The objective of this direction is to give legal effect to the vision, land use strategy, goals, directions and actions contained in Regional Plans. As discussed in section 3.1 above, the planning proposal is generally consistent with the Regional Plans.
1.4 Site Specific Provisions	Yes	The objective of this direction is to discourage unnecessarily restrictive site-specific planning controls. The planning proposal seeks to introduce Service Station as an additional permitted use for the subject site. The proposed amendment will allow flexibility for development reflecting the intended use of the land and is consistent with this direction.
1.10 Implementation of the Western Sydney Aerotropolis Plan	Yes	The objective of this direction is to ensure development within the Western Sydney Aerotropolis is consistent with the Western Sydney Aerotropolis Plan dated September 2020. The site is within the Dwyer Road Precinct under the Western Sydney Aerotropolis Precinct Plan 2020. The Precinct Plan provides the place-based objectives and requirements to guide development in the Aerotropolis in a consistent and sustainable manner over time.
		Dwyer Road Precinct is a 'non initial precinct' and is intended to be a flexible employment precinct adjacent to the major economic centre of the Aerotropolis Core and the Airport. The timing for the rezoning of non-initial precincts will depend on infrastructure provision and the amount and nature of development in adjoining areas. The proposed service station use is consistent with the desirable land uses providing urban services to the area.
		The planning proposal is consistent with the Western Sydney Aerotropolis Plan 2020.
1.21 Implementation of South West Growth Area Structure Plan	Yes	The site is within the Western Sydney Aerotropolis, in the South West Growth Area Boundary (Figure 8). The Guide provides information on current projects and initiatives and guidance on assessing planning proposals. The vision for the growth area is for thriving places connecting with the growing community with improved housing, and transport options. The proposed service station is consistent with the vision in providing services to the community and the wider Western Sydney Aerotropolis precincts.

Table 6 9.1 Ministerial Direction assessment



Figure 8: South West Growth Area Structure Plan (A Guide to the South West Growth Area, 2022)

Yes	The objectives of this direction are to:
	(a) Protect life, property and the environment from bush fire hazards, by discouraging the establishment of incompatible land uses in bush fire prone areas, and
	(b) Encourage sound management of bush fire prone areas.
	The site is identified as bushfire prone land containing mostly Vegetation Category 3.
	The planning proposal is supported with a Bushfire Assessment (Attachment 4) with the conclusion that the proposed uses on the site can comply with the planning requirements of <i>Planning for Bush Fire Protection 2019.</i>
	Yes

		The overall fire risk is low and further details of the Asset Protection Zone can be addressed in the development application stage. As such, it is consistent with this direction.		
5.1 Integrating Land Use and Transport	Yes	The objective of this direction is to ensure that development reduces dependence on cars, increases the choice of available transport and improves access to housing, jobs and services by walking, cycling and public transport.		
		The Planning Proposal is likely to promote car usage. The Traffic Impact Assessment (Attachment 5) submitted with the planning proposal concluded that the subject site is well connected to the surrounding road network and demonstrates capacity for the proposed development in both accessibility and onsite parking.		
		Further consultation with TfNSW is required to further refined details of traffic and access. A Gateway condition is recommended to this effect.		
5.3		The objectives of this direction are to:		
Development near Regulated Airports and		(a) ensure the effective and safe operation of regulated airports and defence airfields;		
Defence Airfields		(b) ensure that their operation is not compromised by development that constitutes an obstruction, hazard or potential hazard to aircraft flying in the vicinity; and		
		(c) ensure development, if situated on noise sensitive land, incorporates appropriate mitigation measures so that the development is not adversely affected by aircraft noise.		
		The proposal is unlikely to impact the operation of the Airport but provide supporting services to the Aerotropolis Precinct.		
9.1 Rural Zones	Yes	The Direction states that a Planning Proposal must not rezone land from a rural zone to a residential, business, industrial or tourist zone.		
		The proposal does not rezone land but will facilitate a Schedule 1 - Additional Permitted Use for service station. The land is currently unproductive for agricultural purposes and is predominantly used in a rural residential character. The proposed use supports the nearby Aerotropolis Precinct.		
		It is therefore considered consistent with this Direction.		

3.6 State environmental planning policies (SEPPs)

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

Table 7 Assessmen	t of planning propo	osal against	relevant SEP	PPs

SEPPs	Requirement	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
State Environmental	This SEPP aims to preserve the amenity of non-rural	Yes	The planning proposal seeks to permit the use of a service station on the site.

Planning Policy (Biodiversity and Conservation) 2021	areas of the State through the preservation of trees and other vegetation.		It is not proposed to carry out vegetation clearing at the planning proposal stage and is not inconsistent with this SEPP. Further assessment will be carried out at the Development Application stage when clearing of vegetation is required.
State Environmental Planning Policy (Transport and Infrastructure) 2021	This SEPP aims to facilitate the effective delivery of infrastructure.	Yes	The proposal will likely increase traffic on The Northern Road and requires direct access from a classified Road Further consultation with TfNSW is required as a Gateway condition.
State Environmental Planning Policy (Precincts - Western Parkland City) 2021	This SEPP contains planning provisions for precincts within the Western Parkland City.	Yes	Chapter 4 of this SEPP applies to this planning proposal as the site is within the Dwyer Road Precinct on the Aerotropolis Boundary Map. The Dwyer Road Precinct is a 'non initial precinct' and is intended to be a flexible employment precinct adjacent to the major economic centre of the Aerotropolis Core and the Airport. The proposed service station use is consistent with the desirable land uses providing urban services to the area. The proposal will enable works for a service station which will utilise the provisions of this SEPP.

4 Site-specific assessment

4.1 Environmental

The following table provides an assessment of the potential environmental impacts associated with the proposal.

Table 8 Environmental impact assessment

Environmental Impact	Assessment
Ecological impacts	The site is not mapped as containing significant sensitive biodiversity. The supporting Ecological Assessment (Attachment 6) identifies the main ecological values of the site being:
	 Small dam as a source of open water, Cluster of trees, Potential to provide threatened species habitat.

	The ecological impact is minor and can be further addressed in the development application stage.	
Bushfire	The site is identified as bushfire prone land containing mostly Vegetation Category 3. The supporting Bushfire Assessment (Attachment 4) has concluded that one additional permitted use on the site and future development of the lot, can comply with the planning requirements of <i>Planning for Bush Fire Protection 2019</i> .	
	The overall fire risk is low and further details of the Asset Protection Zone can be addressed in the development application stage.	
Noise	The proposal has included assessment (Attachment 7) on potential operational noise impacts from the proposed service station. The predicted noise generated from the additional traffic and the operation of a service station is not considered to have significant impact on the surrounding area. It is recommended that noise mitigation be carried out, including a 3.2m high noise barrier to the east and west of the property driveway and hardstand areas. These could be further considered at the development application stage to ensure that the control is consistent with local policies.	

4.2 Social and economic

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

Social and economic	Assessment	
Social	The planning proposal is supported by a Social Impact Assessment (Attachment 8), which concludes that the proposal will not result in any material changes to the population or the characteristics of the population, nor will it generate any negative impacts in respect of crime and safety. The proposed development is unlikely to generate any significant negative social impacts and is likely to generate a number of positive social impacts.	
	The social impact is minimal, and the community will be consulted through the exhibition period.	
Economic	The planning proposal is supported by an Economic Impact Assessment (Attachment 9), which concludes that the proposal to permit the use of a service station is unlikely to generate any significant adverse economic impacts. The proposal would provide access to fuel and convenience items in a location where there are currently no such uses nearby. The location is proximate to the new Western Sydney Airport and Aerotropolis for residents, workers, visitors and tourists.	

Table 9 Social and economic assessment

4.3 Infrastructure

The following table provides an assessment of the adequacy of infrastructure to service the site and the development resulting from the planning proposal and what infrastructure is proposed in support of the proposal.

Infrastructure	Assessment					
Onsite Wastewater Management	An onsite wastewater management system comprised of a commercial treatment system (i.e. sewage treatment plant) and onsite effluent disposal system has been proposed as a viable temporary wastewater management solution for the site before it can be connected to the reticulated sewer system (indicative operation time in 2031). However, Council considered that this is unlikely to be necessary as there is site area available for an on-site effluent disposal system. Preliminary consultation with Sydney Water by Council has indicated that the downstream sewer pump station is required for the Bradfield Town Centre so it will be made available in 2029. The carrier extension to the rest of Thomsons Creek will then follow. Relevant assessment and discussion are provided in the Preliminary Onsite Wastewater Options (Attachment 10).					
	This is considered adequate at the planning proposal stage and further consultation with Sydney Water is required to confirm the adequacy of infrastructure services can be met.					
Voluntary Planning Agreement (VPA)	The proponent is committed to entering into a suitable Voluntary Planning Agreement (VPA) that is appropriate for the development and its context, as well as paying all relevant Contributions. The following terms were proposed to Council as outlined in the Letter of Offer (Attachment 11) dated 23 January 2025 to enter a VPA with Council:					
	Terms	Public Benefit	Value of works	Timing		
	Application of the Aerotropolis s7.12 Contributions Plan 2024	To provide a monetary contribution to help meet the cost of providing local infrastructure for the Aerotropolis precinct	4.6% contribution rate of the development cost as determined by a cost summary report from a professional quantity surveyor	Prior to the issue of an Occupation certificate, Post completion of construction		
	Council has negotia Construction Certifie	ted timing of the con cate.	tribution to occur prio	or to the issue of a		

Table 10 Infrastructure assessment

5 Consultation

5.1 Community

The planning proposal is categorised as a standard under the LEP Making Guidelines (September 2022). Accordingly, a community consultation period of 20 working days is recommended and this forms part of the conditions to the Gateway determination.

5.2 Agencies

The proponent has nominated the following public agencies to be consulted about the planning proposal.

• NSW Rural Fire Service;

- Water NSW;
- Transport for NSW;
- Sydney Water.

However, it is recommended the following agencies be consulted on the planning proposal and given 30 working days to comment, Water NSW is not required as the planning proposal is not considered as a major project or requires a water licence:

- NSW Rural Fire Service;
- Transport for NSW;
- Sydney Water.

6 Timeframe

The LEP Plan Making Guidelines (August 2023) establishes maximum benchmark timeframes for planning proposal by category. This planning proposal is categorised as a standard

The Department recommends an LEP completion date of 16 April 2026 in line with its commitment to reducing processing times and with regard to the benchmark timeframes. A condition to the above effect is recommended in the Gateway determination.

It is recommended that if the gateway is supported it is accompanied by guidance for Council in relation to meeting key milestone dates to ensure the LEP is completed within the benchmark timeframes.

7 Local plan-making authority

Council has advised that it would like to exercise its functions as a local plan-making authority.

As the planning proposal is of local significance the Department recommends that Council be authorised to be the local plan-making authority for this proposal.

8 Assessment summary

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

- It is consistent with the Greater Sydney Region Plan.
- It is not inconsistent with the Western City District Plan and Councils' Local Strategic Planning Statement.
- The proposal demonstrates strategic and site-specific merit.

It is recommended that a Gateway determination be issued with conditions.

9 Recommendation

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

The following conditions are recommended to be included on the Gateway determination:

- 1. Consultation is required with the following public authorities:
 - NSW Rural Fire Service;
 - Transport for NSW;
 - Sydney Water.

2. The planning proposal should be made available for community consultation for a minimum of 20 working days.

Given the nature of the planning proposal, it is recommended that the Gateway authorise council to be the local plan-making authority and that an LEP completion date of 16 April 2026 be included on the Gateway.

25 June 2025

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ngel

1 July 2025

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