

# Gateway determination report – PP-2024-2188

Local provision for development in Stonequarry Creek Floodplain

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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 Report		
Attachment B – Gateway Determination		
Attachment C – Letter to Council		
Attachment D – Stonequarry Creek Floodplain Risk Management Study		
Attachment E – Land Application Map		
Attachment F – Report to Council		

## 1 Planning proposal

### 1.1 Overview

#### **Table 2 Planning proposal details**

LGA	Wollondilly Shire Council
PPA	Wollondilly Shire Council
NAME	Local provision for development in Stonequarry Creek Floodplain
NUMBER	PP-2024-2188
LEP TO BE AMENDED	Wollondilly LEP 2011
ADDRESS	Many properties in vicinity of Stonequarry Creek, Picton
DESCRIPTION	N/A
RECEIVED	1/10/2024
FILE NO.	IRF24/2451
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 and intended outcomes that adequately explain the intent of the proposal.

The objectives of the planning proposal are:

- To include provisions for the Stonequarry Creek floodplain (within and beyond the Flood Planning Area) which reflect the constraints of the floodplain;
- To appropriately manage risks in the Stoneguarry Creek floodplain (Picton);
- To ensure the Wollondilly LEP 2011 is consistent with the Stonequarry Creek Floodplain Risk Management Study and Plan (2022); and
- To address land use planning constraint of the Stonequarry Creek floodplain in relation to recreation vehicle parks.

The intended outcomes for the proposal are as follows:

- To introduce a site-specific clause into Wollondilly LEP 2011 that will apply to any development on land within the Stonequarry Creek Floodplain with the intent of achieving the following:
  - a. Identify and prevent uses that are incompatible in the most constrained parts of the floodplain;
  - b. To establish criteria for small scale recreation vehicle sites to operate in the more constrained areas of the floodplain;
  - c. Introduce a new Flood Planning Map to identify land where the local provision will apply. The Map will identify land within the mainstream and overland flood planning areas associated to the Stonequarry Creek Floodplain where additional consideration is required for development;

- d. Ensure that future development in the floodplain is consistent with the Stonequarry Creek Floodplain Risk Management Study and Plan;
- e. Establish the base for supporting site specific development controls to be included in Council's Development Control Plan (DCP) that will apply to future development in the Stonequarry Creek Floodplain.

The objectives and outcomes of this planning proposal are clear and adequate.

## 1.3 Explanation of provisions

The planning proposal seeks to amend the Wollondilly LEP 2011 with the introduction of a local provision (known as clause 5.21A) as follows:

#### 5.21A Floodplain Risk Management

- (1) The objectives of this clause are as follows:
  - (a) In relation to development with particular evacuation or emergency response issues, to enable safe evacuation from flood prone land in events exceeding the flood planning level;
  - (b) To protect the operational capacity of emergency response facilities and critical infrastructure during extreme flood events;
- (2) This clause applies to land identified as being within the Flood Planning Area and Probable Maximum Flood extent identified on the flood planning map;
- (3) Development consent must not be granted to any of the following land uses on land identified as being within Flood Planning Constraint Category 1 or Flood Planning Constraint Category 2 on the Flood Planning

Constraint Category Map:

(a) Caravan parks;

(b) Camping grounds;

(c) Child care centres;

(d) Community facilities;

(e) Educational establishments;

(f) Electricity generating works;

(g) Emergency services facilities;

(h) Exhibition homes and villages;(i) Home business, home occupation and

home-based child care:

(j) Hospitals;

(k) Information and education facilities;

(I) Liquid fuel depots;

(m) Offensive or hazardous developments;

(n) Public utility undertakings;

(o) Research stations;

(p) Residential accommodation;

(g) Seniors living;

(r) Telecommunications facilities and networks;

(s) Tourist and visitor accommodation

- (4) Notwithstanding sub-clause (3), development consent may be granted for the purposes of a camping ground on land identified as being within Flood Planning Constraint Category 1 of Flood Planning Constraint Category 2 on the Flood Planning Constraint Category Map where it meets the following:
  - (a) is limited to short-term, self-contained Recreational Vehicle (RV) parking only;
  - (b) does not operate as a tourist park;
  - (c) constructed infrastructure and permanent structures are minimal;
  - (d) includes adequate provision for self-evacuation;
  - (e) considers any relevant controls in any development control plan which applies to the land.
- (5) Development consent must not be granted under subclause (4) unless a management plan has been prepared for the proposed development that considers evacuation and site closure and has been provided to the consent authority.
- (6) Development consent must not be granted for any purpose unless consideration has been given to:
  - (a) any adopted Floodplain Risk Management Plan that applies to the land; and
  - (b) Flood related development controls contained in any Development Control Plan that applies to the land

(7) In this clause, Probable Maximum Flood has the same meaning as it has in the NSW Governments Floodplain Risk Management Manual.

The proposal is intended to provide additional controls to lands identified as being within the Flood Planning Area and Probable Maximum Flood extent identified on a new map to be included in the LEP (proposed clause 5.21A(2)) (see **Figure 1**). Flood Planning Constraints referenced in subclause 3 are shown in **Figure 2**. Council's proposed clause also provides that certain land uses cannot be granted consent on flood constraint lands (proposed clause 5.21A(3)), while development consent may be granted for the purposes of a camping ground subject to certain criteria including development of a management plan (proposed clause 5.21A(4), (5) and (6)).

The planning proposal **(Attachment A)** and the Report to Council **(Attachment F)** contain an explanation of provisions that adequately explain how the objectives of the proposal will be achieved.

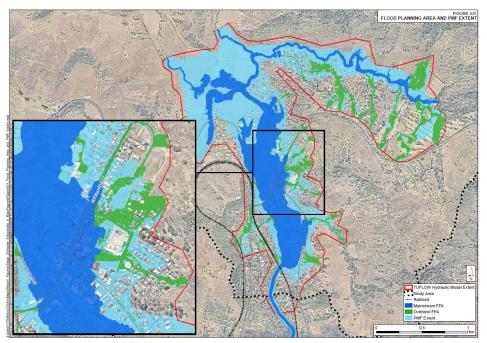


Figure 1 - Proposed Flood Planning Map (Source: Planning Proposal)

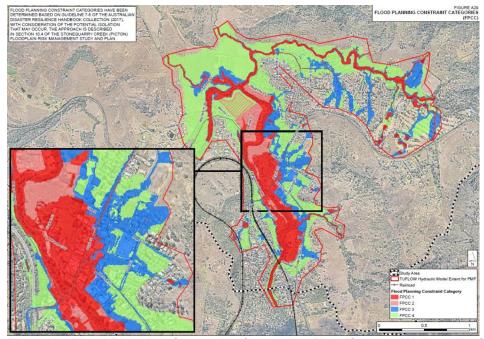


Figure 2 - Flood Planning Constraint Categories Map (Source: Wollondilly Council Report 23/7/2024)

The amendments proposed in the Planning Proposal are supported by proposed revisions to Wollondilly Development Control Plan (DCP) 2016. Appendix E of the planning proposal outlines changes to the DCP. These changes aim to reduce the impact of flooding and flood liability, and to reduce private and public losses resulting from floods by:

- implementing the adopted flood planning levels,
- identifying land in Picton where precinct specific flood related development controls should apply,
- introducing precinct specific planning controls to guide residential development, commercial and community development, sensitive development, subdivision and parking on land within the Stoneguarry Creek floodplain,
- ensuring that an assessment on the suitability of development is guided by best practice through applying Flood Planning Constraint Categories,
- clarifying that the existing planning controls for flood prone land will remain for areas across Wollondilly outside the Stonequarry Creek floodplain,
- facilitating minor housekeeping amendment corrections to the existing flooding controls to ensure clarity.

Council intends to concurrently exhibit the proposed LEP and DCP amendments.

## 2 Need for the planning proposal

### 2.1 Council Justification

In 2020, Council completed the *Stonequarry Creek Flooplain Risk Management Study and Plan* (FRMS&P). This was adopted by Council in June 2022. The FRMS&P considers the existing and future flood risk, the economic impact of flooding and identifies flood risk mitigation measures. It was prepared in accordance with the NSW Government's Flood Prone Land Policy.

The FRMS&P recommended updates to the DCP and LEP to implement its findings. Specifically, it identified the need to apply special controls for sensitive land uses in Picton between the Flood Planning Area and the Probable Maximum Flood (PMF) as the PMF is significantly higher than the 1% AEP flood level and the corresponding Flood Planning Area.

In July 2021, the Department released a new Flood Prone Land Package (https://www.planning.nsw.gov.au/policy-and-legislation/resilience-and-natural-hazard-risk/flooding/flood-prone-land-package) that included a mandatory clause 5.21 Flood Planning in every LEP across the State. It also repealed existing flood planning clauses and flood mapping from each relevant LEP. In the Wollondilly LEP 2011, this resulted in the repeal of clause 7.4 and the flood mapping identifying the flood planning area. The package also required that any additional flood planning controls and flood planning mapping was to be included in each council's DCP. This removal assists councils to update flood mapping in a timely, cost-effective manner by removing the need for planning proposals to amend flood mapping when new studies emerge.

In addition to the mandatory LEP clause 5.21, the Flood Prone Land Package also included an optional LEP clause 5.22 Special Flood Considerations. This clause provides planning controls between the Flood Planning Area and the PMF. Councils could 'opt in' at the time the package was released or adopt the clause later by amending the LEP through a planning proposal.

At the time, Wollondilly Council did not 'opt in' to adopt clause 5.22. Council advice at the time was that the clause was considered premature in the absence of other related work being. This included:

 the Regional Land Use Planning Framework which considers the existing and future planned population to determine the risk to life and evacuation capacity,

- development of a fit-for-purpose regional evacuation model that identifies evacuation capacity constraints for different areas in the Valley,
- undertaking a contemporary regional flood study to identify the current flood hazards from riverine flooding based on a new fit for purpose and accessible regional flood model, and
- review of the NSW Floodplain Development Manual.

However, the Department notes that these related works have now been completed, as explained in Table 3.

Table 3 - Flood planning supporting work completed

Justification in planning proposal	DPHI Comment
Regional Land Use Planning Framework for HNV	Existing tools such as the Regional Flood Evacuation Model and recently available flood data can be used to inform land use planning activities in the catchment.
The regional Flood Evacuation Model	The Regional Flood Evacuation Model for the HNV was released in 2023.
Contemporary regional flood study	Regional flood studies were issued for the Hawkesbury Nepean River in 2019 and 2024.
Review of the NSW Floodplain Development Manual	DPHI/DCCEEW proceeded with an update with drafts issued for comment in 2022 and a finalised updated Flood Risk Management Manual 2023 issued.
Absence of evidence and data for council to assess against the requirements of the clause e.g. evacuation modelling	Evacuation modelling is now available for HNV catchment via the NSW Reconstruction Authority. Additional input can be sought from the SES where evacuation issues are identified in a Flood Impact and Risk Assessment prepared for proposed development.

## 2.2 Department Consideration

#### Inconsistency with Flood Prone Land Package

Council's planning proposal argues that the LEP amendments are required to achieve consistency with its FRMS&P. Unfortunately, prior to Council adopting the FRMS&P in June 2022, it was not updated to reflect the July 2021 changes to the Wollondilly LEP 2011 made by the Department's Flood Prone Land Package, including the removal of flood controls from LEPs and placing them in DCPs. Therefore, the adopted FRMS&P outcomes are elapsed and need to be implemented in different ways. As the proposal does not align with the Flood Prone Land Package 2021 the Department is unable to support Council's proposal in its current form.

#### Application of alternative Clause 5.22

#### 5.22 Special flood considerations [optional]

- (1) The objectives of this clause are as follows—
  - (a) to enable the safe occupation and evacuation of people subject to flooding,
  - (b) to ensure development on land is compatible with the land's flood behaviour in the event of a flood,
  - (c) to avoid adverse or cumulative impacts on flood behaviour,
  - (d) to protect the operational capacity of emergency response facilities and critical infrastructure during flood events,
  - (e) to avoid adverse effects of hazardous development on the environment during flood events.
- (2) This clause applies to-
  - (a) for sensitive and hazardous development—land between the flood planning area and the probable maximum flood, and
  - (b) for development that is not sensitive and hazardous development—land the consent authority considers to be land that, in the event of a flood, may—
    - (i) cause a particular risk to life, and
    - (ii) require the evacuation of people or other safety considerations.

- (3) Development consent must not be granted to development on land to which this clause applies unless the consent authority has considered whether the development—
  - (a) will affect the safe occupation and efficient evacuation of people in the event of a flood, and
  - (b) incorporates appropriate measures to manage risk to life in the event of a flood, and
  - (c) will adversely affect the environment in the event of a flood.
- (4) A word or expression used in this clause has the same meaning as it has in the Considering Flooding in Land Use Planning Guideline unless it is otherwise defined in this clause.
- (5) In this clause—

**Considering Flooding in Land Use Planning Guideline**—see clause 5.21(5). **flood planning area**—see clause 5.21(5).

Flood Risk Management Manual—see clause 5.21(5).

probable maximum flood has the same meaning as in the Flood Risk Management Manual. sensitive and hazardous development means development for the following purposes—

(a) [list land uses]

#### Direction-

Only the following land uses are permitted to be included in the list—

- (a) boarding houses,
- (b) caravan parks,
- (c) correctional centres,
- (d) early education and care facilities,
- (e) eco-tourist facilities,
- (f) educational establishments,
- (g) emergency services facilities,
- (h) group homes,

- (i) hazardous industries,
- (j) hazardous storage establishments,
- (k) hospitals,
- (I) hostels,
- (m) information and education facilities,
- (n) respite day care centres,
- (o) seniors housing,
- (p) sewerage systems,
- (q) tourist and visitor accommodation,
- (r) water supply systems.

While optional Standard Instrument LEP clause 5.22 was not adopted by Council in 2021, it is the Department's view that it achieves some of what Council is proposing with its proposed clause 5.21A (see also Section 1.3 of this report) in relation to development controls between the Flood Planning Area and the PMF. Other parts of the proposed clause 5.21A could be included in Council's DCP to support development assessment under clause 5.22.

In proposed clause 5.21A(3) relating to the inclusion of flood mapping into the LEP, the Department notes that this would be inconsistent with the Department's Flood Prone Land Package. Both the mandatory LEP clause 5.21 and optional LEP clause 5.22 ensure definitions call up mapping that is located outside of the LEP, preferably in DCPs.

Council's proposed clause 5.21A(3) proposes Flood Planning Constraint Category (FPCC) mapping to guide development on flood prone land. The Department notes that clause 5.22(2)(b), identifies 'land' that is determined by Council to meet those criteria and is based on the best available information at the time. It is noted that FPCC level mapping and information would be better suited for Council's DCP rather than its LEP. DCPs provide a forum for additional detailed controls which can support the assessment of clauses provided in LEPs, such as including Council's identified FPCCs to assist Council to determine 'land that in the event of a flood may cause a particular risk to life'. Existing catchment studies and plans or information found in Flood Impact and Risk Assessments may also inform whether a site would be unsuitable.

#### Permitting 'camping grounds' to support recreation vehicle parks

Council's proposed clause 5.21A(4) to enable the use of 'camping grounds' (for recreation vehicle parks) on some flood prone land, as the use would not involve permanent infrastructure and occupants could be evacuated relatively quickly, as follows:

- (4) Notwithstanding sub-clause (3), development consent may be granted for the purposes of a camping ground on land identified as being within Flood Planning Constraint Category 1 of Flood Planning Constraint Category 2 on the Flood Planning Constraint Category Map where it meets the following:
  - (a) is limited to short-term, self-contained Recreational Vehicle (RV) parking only;
  - (b) does not operate as a tourist park;
  - (c) constructed infrastructure and permanent structures are minimal;
  - (d) includes adequate provision for self-evacuation;
  - (e) considers any relevant controls in any development control plan which applies to the land.

For the purposes of the optional clause 5.22(2), 'sensitive and hazardous development' is defined in the clause by a list of possible land uses opted into by the Council to be tailored to their local circumstances. Many (but not all) of the proposed applicable land uses in Council's proposed clause 5.21A are able to be applied to the optional clause 5.22. However, it is noted that 'Caravan parks' or 'Camping grounds' are not able to be applied to the optional clause.

The Department believes that the optional clause 5.22 could still be used to achieve Council's desired outcome if much of the proposal was included in Council's DCP. It is also important to note that 'Recreation vehicle parks' are not a defined use under the Standard Instrument LEP, so a DCP would need to provide further clarification of the types of uses that would be supported in these flood prone areas.

#### Other concerns

The Department also notes that Council's proposed clause 5.21A is misleading as it intends to only apply to a specific catchment not the entire LGA. This would also be inconsistent with the Department's Flood Prone Land Package outcomes.

#### Summary

The adoption of clause 5.22 rather than Council's proposed clause 5.21A is the most practical way of achieving Council's aim consistent with the Department's Flood Prone Land Package.

Therefore, it is recommended that the current planning proposal not be supported. However, to ensure that Council's endeavour is recognised, the Department proposes to work with Council to adopt the Standard Instrument clause 5.22 Special Flood Considerations into Council's LEP via a section 3.22 expedited planning proposal. Council will also be encouraged to implement any additional flood considerations sought into the Council DCP.

## 3 Strategic assessment

### 3.1 Regional Plan

The following table provides an assessment of the planning proposal against relevant aspects of the Greater Sydney Regional Plan.

**Table 4 Regional Plan assessment** 

Regional Plan Objectives	Justification	
Planning Priority 6 - Sustainability, Objective 37 – Exposure to natural and urban hazards is reduced	The proposal ensures prevention of new urban development in areas exposed to natural hazards such as flooding.	

### 3.2 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 overleaf:

Table 6 Local strategic planning assessment

Local Strategies	Justification
Local Strategic Planning Statement	Planning Priority 18 – Living with climate impacts and contributing to the broader resilience of Greater Sydney

This priority recognises the history of infrequent but sometimes serious flooding in the Picton area.

The following two actions under Planning Priority 18 are relevant for this draft proposal:

- 18.4 Complete Stonequarry Creek Floodplain Risk Management Study and Plan
- 18.5 Progressively implement the Stonequarry Creek Floodplain Risk Management Study and Plan.

The planning proposal is consistent with these actions. The intent is to implement the findings and recommendations of the FRMS&P and ensure that it is given sufficient weight in the assessment of development applications within the floodplain to minimise risk.

It is noted, however, that while Council is proposing to implement the recommendations of the FRMS&P, those recommendations are elapsed with the NSW Government's Flood Prone Land Package that was introduced after the completion of the FRMS&P.

## 3.3 Local planning panel (LPP) recommendation

This planning proposal was referred to the July 2024 meeting of the Wollondilly Local Planning Panel for advice. The Panel previously considered and supported the draft proposal in December 2021. Since the Panel's previous consideration, an adjustment to enable the use of more constrained land to support development of the visitor economy has been made. The Panel was satisfied with the proposed changes and suggested that the draft proposal be amended to include information as to how future development applications would address how any recreation vehicle facility would be managed in relation to flood events, and it appears this has been addressed.

It is noted that the LPP did not recognise the discrepancy between the Council's FRMS&P 2020 and the NSW Government's Flood Prone Land Package 2021 and that implementing the recommendations of the former would result in inconsistencies with the latter.

### 3.4 Section 9.1 Ministerial Directions

The planning proposal's consistency with relevant section 9.1 Directions is discussed, as follows.

**Table 7 9.1 Ministerial Direction assessment** 

Directions	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
1.1 - Implementation of Regional Plans.	Yes	The proposal complies with this direction.
1.3 Approval and Referral Requirements	Yes	The planning proposal does not include provisions that require referral of development applications to a Minister or public authority.
1.4 Site Specific Provisions	No	The planning proposal includes provisions with restrictive site-specific planning controls. See Section 2 above for further discussion. The proposed site-specific provisions are not consistent with the Government's Flood Prone Land Package. It is recommended that the proposal does not proceed.
3.1 Conservation Zones	Yes	There is some land within the floodplain that is zoned C2 Environmental Conservation. However, the planning proposal does

		not include any provisions that would impact on the conservation standards as required by the Direction.
3.2 Heritage Conservation	Yes	The floodplain comprises several heritage items and the Picton Heritage Conservation Area. DCP controls include provisions that would enable development to be consistent with the Stonequarry Creek FRMS whilst still retaining the heritage character of the area, and this is seen to satisfy this Direction.
3.5 Recreation Vehicle Areas	Yes	The proposal does not alter the permissibility of an RV Park in the floodplain. Due to this, there is no inconsistency with this direction.
4.1 Flooding	No	A planning proposal is required to be consistent with the NSW Flood Prone Land Policy and it is not (see Section 2 of this report for further details).
		A planning proposal may be inconsistent with the direction only if the planning proposal authority can satisfy the Planning Secretary of certain criteria. It is recommended that the inconsistency does not satisfy the Planning Secretary in relation to the criteria and the matter should not proceed as proposed.
9.1 Rural zones	Yes	The proposal is compliant with the provisions within this Direction.
9.2 Rural lands	Yes	The proposal is compliant with the provisions within this Direction.

# 3.5 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	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
(Biodiversity and Conservation) 2021	Yes	Regarding section 6.8 on Flooding, the proposal must,  1. consider the likely impact of the development on periodic flooding that benefits wetlands and other riverine ecosystems.  2. be satisfied the development will not: (a) if there is a flood, result in a release of pollutants that may have an adverse impact on the water quality of a natural waterbody, or  (b) have an adverse impact on the natural recession of floodwaters into wetlands and other riverine ecosystems  The planning proposal will not have any negative impact on water
(Resilience and Hazards) 2021	Yes	quality or nearby wetlands or ecosystems.  The proposed LEP clause seeks to prohibit Offensive or Hazardous Developments in the higher risk areas of the floodplain and is therefore consistent with the intent of Chapter 3 Hazardous and Offensive Development.  The proposal does not seek to permit any additional uses to those currently permitted on lands within the floodplain and as such would not contradict the requirements of Chapter 4 Remediation of Land.
Precincts – (Western Parkland City) 2021	Yes	The planning proposal will not contain provisions that will contradict or would hinder the application of the SEPP.

(Exempt and	Yes	The planning proposal will not contain provisions that will
Complying		contradict or would hinder the application of the SEPP.
Development		
Code) 2008		

### 4 Consultation

The proposal is not recommended to proceed, therefore no consultation required.

## 5 Summary

The proposed amendment is inconsistent with the Department's Flood Prone Land Package and should therefore not proceed in its current form. However, the Department proposes to work with Council to adopt the Standard Instrument clause 5.22 Special Flood Considerations into Council's LEP via a section 3.22 expedited planning proposal. Council will also be encouraged to implement any additional flood considerations sought into the Council DCP.

### 6 Recommendation

It is recommended the delegate of the Minister determine that the planning proposal should not proceed because:

- The planning proposal is inconsistent with the Department's Flood Prone Land Package as
  it seeks to create an additional flood planning clause that is inconsistent with the
  Department's streamlined approach including the removal of flood maps from Local
  Environmental Plans (LEPs) and the introduction of two standard LEP clauses replacing
  previous clauses that referred to flood maps.
- The application of Council's proposed clause 5.21A Floodplain Risk Management can also be applied using the Standard Instrument optional clause 5.22 Special Flood Consideration. Any additional flood planning controls and flood planning mapping beyond that defined by the clause should be included in Council's Development Control Plan (DCP) as intended by the Department's Flood Prone Land Package.
- The planning proposal does not sufficiently consider the outcomes of the final Department's Flood Prone Land Package and how the proposed Council clause interacts with this policy.

28/3/2025

**Chantelle Chow** 

A/Director, Local Planning and Council Support, Southern, Western and Macarthur

#### Assessment officers

Meredith McIntyre Senior Planning Officer, Southern, Western and Macarthur Region 6229 7912