Gateway Determination

***Planning proposal (Department Ref: PP-2026-705)**:* Exhibition Village – 2183 The Northern Road, Mulgoa

I, the Acting Director, Local Planning, Central, West and South at the Department of Planning, Housing and Infrastructure, as delegate of the Minister for Planning and Public Spaces, have determined under section 3.34(2) of the *Environmental Planning and Assessment Act 1979* (the Act) that an amendment to the Penrith Local Environmental Plan 2010 to enable an exhibition village as an Additional Permitted Use on 2183 The Northern Road, Mulgoa should proceed subject to the following:

The Council as planning proposal authority is authorised to exercise the functions of the local plan-making authority under section 3.36(2) of the Act subject to the following:

(a) the planning proposal authority has satisfied all the conditions of the Gateway determination;

(b) the planning proposal is consistent with the applicable Ministerial Direction – Local Plan Making priorities under section 9.1 of the Act or the Secretary has agreed that any inconsistencies are justified; and

(c) there are no outstanding written objections from public authorities.

The LEP should be completed on or before 13 August 2027.

Gateway Conditions

1. Prior to public exhibition, the planning proposal is to be updated to:

   (a) Remove references to the Greater Sydney Region Plan: A Metropolis of Three Cities and Western City District Plan; and

   (b) Address consistency with the NSW State Land Use Plan and The Sydney Plan.

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 standard as described in the *Local Environmental Plan Making Guideline* (Department of Planning, Housing and Infrastructure, July 2026) and must be made publicly available for a minimum of 20 working 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 Guideline* (Department of Planning, Housing and Infrastructure, July 2026).

3. Consultation is required with the Development Coordination Authority – Hazards and Resources Authority under section 3.34(2)(d) of the Act and/or to comply with the requirements of Ministerial Direction under section 9.1 of the Act 4.3 Planning for

Bushfire Protection. The Development Coordination Authority is to be provided with a copy of the planning proposal and any relevant supporting material and given at least 30 working 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 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).

Dated 19 August 2026

EKimbell

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Acting Director, Local Planning Central, West and South
Local Planning and Council Support
Department of Planning, Housing and Infrastructure

Delegate of the Minister for Planning and Public Spaces

IRF26/4761

Gateway determination report – PP-2026-705

Exhibition Village – 2183 The Northern Road, Mulgoa

August 26



Published by NSW Department of Planning, Housing and Infrastructure

dpie.nsw.gov.au

Title: Gateway determination report – PP-2026-705

Subtitle: Exhibition Village – 2183 The Northern Road, Mulgoa

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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.

Contents

1 Planning proposal 1
1.1 Overview 1
1.2 Objectives of planning proposal 1
1.3 Explanation of provisions 1
1.4 Site description and surrounding area 2
1.5 Mapping 3
2 Need for the planning proposal 4
3 Strategic assessment 4
3.1 State Plan 4
3.2 Region Plan 4
3.3 Local 5
3.4 Local planning panel (LPP) recommendation 5
3.5 Section 9.1 Ministerial Directions 5
3.6 State environmental planning policies (SEPPs) 6
4 Site-specific assessment 6
4.1 Environmental 6
4.2 Social and economic 7
4.3 Infrastructure 7
5 Consultation 7
5.1 Community 7
5.2 Agencies 7
6 Timeframe 7
7 Local plan-making authority 7
8 Assessment summary 7
9 Recommendation 8

Table 1 Reports and plans supporting the proposal

Relevant reports and plans
Planning Proposal
Existing and Proposed Planning Maps
Traffic and Parking
Economic Impact Statement
Council Report
Penrith Local Planning Panel Report and Advice

1 Planning proposal

1.1 Overview

Table 2 Planning proposal details

LGA	Penrith
PPA	Penrith City Council
NAME	Exhibition Village
NUMBER	PP-2026-705
LEP TO BE AMENDED	Penrith Local Environmental Plan 2010
ADDRESS	2183 The Northern Road, Mulgoa
DESCRIPTION	Part of Lot 5001, DP 1312559
RECEIVED	1/07/2026 *Note: PP-2026-705 was lodged before 1/7/2026*
FILE NO.	IRF26/4761
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 objectives of the planning proposal are to:

- include ‘exhibition village’ as an additional permitted use over part of 2183 The Northern Road, Mulgoa; and
- amend the Additional Permitted Uses Map (Tile Number APU_007) to identify the area of land to which the additional permitted use applies.

The objectives of this planning proposal are clear and adequate.

1.3 Explanation of provisions

It is proposed to amend Schedule 1 – Additional Permitted Uses of the Penrith LEP 2010 to permit an ‘exhibition village’ with development consent on part of Lot 5001 DP 1312559, 2183 The Northern Road, Mulgoa. The Additional Permitted Uses map will be amended (refer Section 1.5 of this report) to identify the relevant part of the subject land.

No other amendments to development standards or mapping are proposed.

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 site is Part of Lot 5001 DP 1312559, 2183 The Northern Road, Mulgoa, and is located within the north-eastern portion of the Glenmore Park Stage 3 release area (**Figure 1**). The land has an area of 5.4 hectares and is zoned R2 Low Density Residential under the Penrith LEP 2010. The site is currently vacant, and largely clear with a large dam located on the east (**Figure 2**).

A Development Application (DA25/0480) for a staged subdivision of the site into 122 lots, including associated civil works, tree removal and dam dewatering is currently under assessment with Council. Subject to approval of DA25/0480, the proposed exhibition village would operate across 94 of the proposed lots. The site is generally surrounded by the broader Glenmore Park release areas to the north, south and west. Orchard Hills Defence Establishment is located to the east.

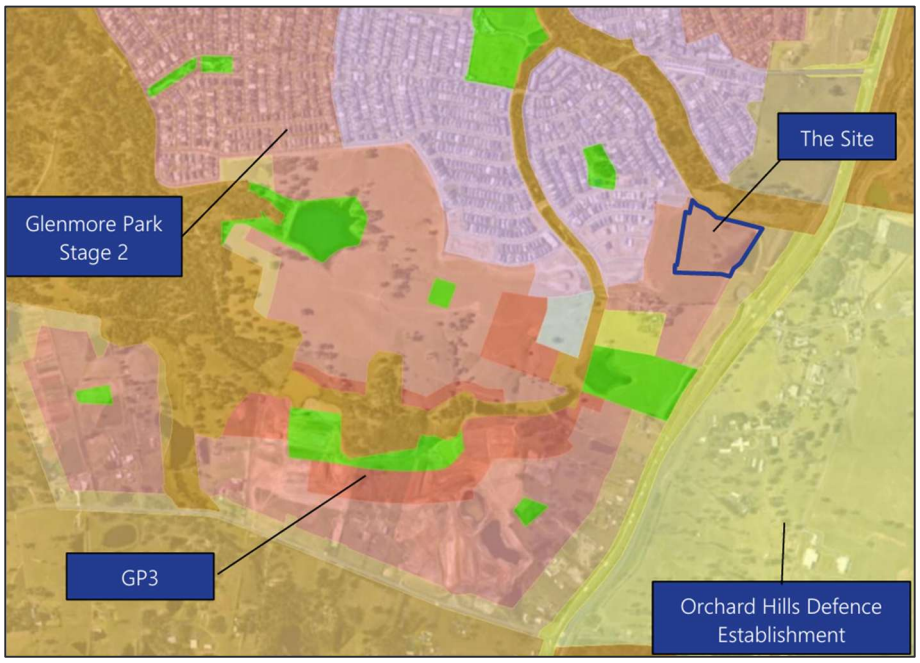


Figure 1 Locality plan with zoning (source: NSW Planning Portal, GLN planning proposal 31.03.2026)



Figure 2 Aerial Image of Site (source: NSW Planning Portal, GLN planning proposal 31.03.2026)

1.5 Mapping

The planning proposal includes mapping showing the proposed changes to the Additional Permitted Uses map (Sheet APU_007), which is suitable for community consultation.

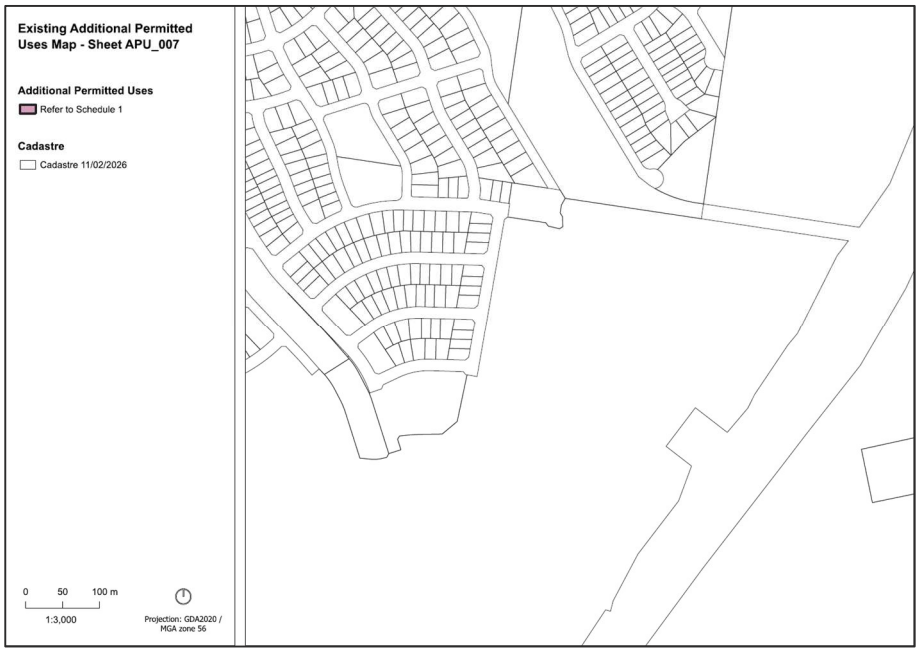


Figure 3 Existing Additional Permitted Uses Map (source: Planning Proposal)

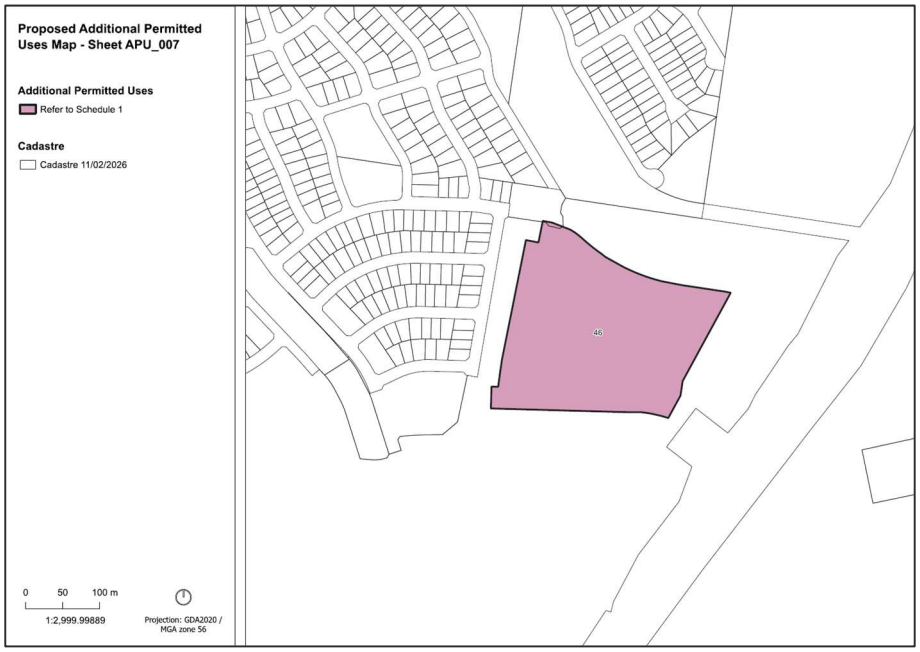


Figure 4 Proposed Additional Permitted Uses Map (source: Planning Proposal)

2 Need for the planning proposal

The planning proposal is not the direct result of strategy; however, the proposal generally supports the delivery of housing in accordance with the Penrith LSPS 2010 and Penrith Local Housing Strategy (refer **Section 3.3** of this report).

An 'exhibition village' is prohibited in the R2 Low Density Residential zone of the Penrith LEP 2010, and it is not considered appropriate to amend the Land Use Table to permit exhibition villages across the entirety of the R2 zone. A planning proposal to amend Schedule 1 of the Penrith LEP 2010 is the most-suitable mechanism to achieve the objectives.

The temporary nature of the exhibition village will be secured through the future Development Application process, and exhibition homes will transition to permanent housing upon cessation of the exhibition village use.

3 Strategic assessment

3.1 State Plan

The NSW State Land Use Plan (State Plan) commenced on 13 August 2026 and provides an overarching land use planning vision for the growth of NSW over the next 20 years. It establishes 7 Planning Priorities, which are applied through The Sydney Plan (assessed in **Section 3.2** below). Although generally consistent with the State Plan, it will be necessary for the planning proposal to be updated prior to exhibition to respond to the State Plan. This is reflected in the Gateway conditions.

3.2 Region Plan

The Sydney Plan was released on 13 August 2026 and replaces the Greater Sydney Region Plan: A Metropolis of Three Cities (2018) and 5 district plans that applied in Sydney. The Sydney Plan applies the 7 state priorities (Aboriginal Outcomes, Housed, Prosperous, Connected, Resilient, Liveable, Coordinated) set out in the NSW State Land Use Plan, through targeted responses. The planning proposal is generally consistent with following responses of The Sydney Plan:

Table 3 Draft Sydney Plan assessment

Regional Plan Objectives	Justification
Response 1: Increase housing supply, diversity and choice	The proposed exhibition village will be temporary (secured through the DA process), with homes transitioning to permanent housing, and contributing towards Penrith's housing targets, once the use has ceased.
Response 10: Sequence planned greenfield precincts	Glenmore Park Stage 3 is identified as a greenfield precinct within this Response, and the proposed exhibition village use supports the development of this area.

The planning proposal submitted for Gateway determination references the draft Sydney Plan, former Greater Sydney Region Plan and District Plan. It will be necessary for the planning proposal to be updated prior to exhibition to reflect the current plan, which is reflected in the Gateway conditions.

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:

Table 4 Local strategic planning assessment

Local Strategies	Justification
Penrith Local Strategic Planning Statement 2020	The planning proposal supports the delivery of housing in the Penrith local Government Area and supports Planning Priority 3 of the LSPS to *"Provide new homes to meet the diverse needs of our growing community*".
Penrith Local Housing Strategy 2020	The Planning Proposal is consistent with the Local Housing Strategy, as it supports housing growth in identified greenfield areas by providing a centralised location for housing display and marketing, without affecting the land's long-term residential development potential.

3.4 Local planning panel (LPP) recommendation

The Penrith Local Planning Panel considered the planning proposal on 10 June 2026 and provided the following advice:

1. *The Planning Proposal is supported for the following reasons:*
    a. *The Planning Proposal is consistent with the Greater Sydney Region Plan, Western City District Plan and the Draft Sydney Plan.*
    b. *The Planning Proposal is consistent with the Local Strategic Planning Statement and Penrith Local Housing Strategy.*
    c. *The Planning Proposal will assist Council in supporting housing delivery by providing a consolidated location for the display and marketing of housing products within the broader Western Sydney growth corridor.*
    d. *The Planning Proposal does not result in a permanent loss of residential capacity, noting that the exhibition village is proposed as a temporary use and the land will transition to residential occupation in accordance with the underlying zoning.*
2. *It is recommended that the Planning Proposal be progressed through the Gateway process.*

3.5 Section 9.1 Ministerial Directions

The planning proposal was lodged in the NSW Planning Portal before 1 July 2026 and consistency with relevant section 9.1 Directions is discussed below.

Table 5 Section 9.1 Ministerial Direction assessment

Directions	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
1.1 Implementation of Regional Plans	Consistent	Refer **Section 3.2** of this report.
1.4 Site Specific Provisions	Consistent	The planning proposal will enable an exhibition village on the subject land without imposing any

		development standards or requirements, consistent with Direction 1.4 (1) (c).
3.10 Water Catchment Protection	Consistent	The subject land is within the regulated Hawkesbury-Nepean Catchment mapped under SEPP (Biodiversity and Conservation) 2021. The site was zoned residential as part of the Glenmore Park Stage 3 release area, and an exhibition village use is not considered to significantly alter the catchment outcomes for the site, which can be assessed at the DA stage.
4.3 Planning for Bushfire Protection	Unresolved	The subject site is bush fire prone. In accordance with this Direction, consultation is required with the Development Coordination Authority (previously NSW RFS). Until this consultation has occurred, the consistency with this Direction remains unresolved.
4.4 Remediation of Land	Consistent	The site was deemed suitable and zoned residential, as part of the previous Glenmore Park Stage 3 rezoning process. No rezoning is proposed as part of this planning proposal, with contamination to be further assessed at the DA stage.
6.1 Residential Zones	Consistent	The planning proposal does not reduce the availability, or permissible density, of residential land. The proposed exhibition village will be temporary (enforced through the DA process), after which the exhibition homes will become permanent housing.

3.6 State environmental planning policies (SEPPs)

The planning proposal is consistent with all relevant SEPPs. Relevant to SEPP (Biodiversity and Conservation) 2021, the site is identified as 'Certified – Urban Capable' land under the Cumberland Plain Conservation Plan (CPCP) Biodiversity Certification and the regulated Hawkesbury-Nepean Catchment has been addressed above (refer **Section 3.5** of this report).

4 Site-specific assessment

4.1 Environmental

The subject land has been zoned for residential development and a 'exhibition village' is generally consistent with this land use, noting:

- The site is identified as 'Certified – Urban Capable' land under the Cumberland Plain Conservation Plan (CPCP) Biodiversity Certification;
- Post-gateway consultation can be undertaken with the Development Coordination Authority in accordance with section 9.1 Direction 4.3 Planning for Bushfire Protection;

- A Traffic and Parking Assessment report has been submitted, demonstrating the planning proposal will not have an adverse impact on these matters. It is considered reasonable for any site-specific alterations and/or upgrades to the local road network to be addressed as part of the Development Application assessment process; and
- Any acoustic impacts and operational management measures to maintain amenity, can be addressed as part of the Development Application assessment process.

4.2 Social and economic

The proposed exhibition village is a temporary land use that will ultimately transition to permanent housing and, based on the Planning Proposal and accompanying Economic Impact Statement, is not expected to result in any significant adverse social or economic impacts.

4.3 Infrastructure

The rezoning of Glenmore Park Stage 3 allowed for the provision of infrastructure for residential development on the site. An additional permitted use for an exhibition village is not considered to generate any significant demand for additional demand for infrastructure.

5 Consultation

5.1 Community

The planning proposal is categorised as standard under the LEP Making Guidelines (August 2023). 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

It is recommended the Development Coordination Authority be consulted on the planning proposal, as required by section 9.1 Direction 4.3 and given 30 working days to comment.

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 13 August 2027 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.

7 Local plan-making authority

As the planning proposal is site-specific, 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:

- The subject land was zoned residential as part of the Glenmore Park Stage 3 release area. The exhibition village is intended to be a temporary use of the site, which will not impact the long-term residential use of the land;

- The planning proposal is consistent with the relevant section 9.1 Directions, except 4.3 Planning for Bushfire Protection which remains unresolved pending post-Gateway consultation with the Development Coordination Authority;
- The planning proposal is consistent with the Penrith Local Strategic Planning Statement 2010 and Penrith Local Housing Strategy 2022; and
- The planning is consistent with The Sydney Plan.

9 Recommendation

It is recommended the delegate of the Secretary:

- Note that the consistency with section 9.1 Directions 4.3 Planning for Bushfire Protection is unresolved pending consultation with the Development Coordination Authority and will require justification.

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. Prior to exhibition, the planning proposal is to be updated to address consistency with the NSW State Land Use plan and The Sydney Plan.
2. Consultation is required with the Development Coordination in relation to 9.1 Direction 4.3 Planning for Bushfire Protection.
3. The planning proposal should be made available for community consultation for a minimum of 20 working days.
4. A public hearing is not required to be held.

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 13 August 2027 be included on the Gateway.

13/08/2026

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19.08.2026

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