

Statement of Environmental Effects

Proposed Large Format Retail 136 Hume Street, Goulburn Lot1 DP 1092339 For Stevens Group

1 September 2025

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1.0 Introduction

PM. Anderson Consulting Pty Ltd has been engaged to prepare a Statement of Environmental Effects (SoEE) to accompany a development application (DA) to be submitted to Goulburn Mulwaree Council (GMC) for a large format retail (LFR) development. The subject site is located at 136 Hume Street, Goulburn. This SoEE is to be read in conjunction with the other documentation prepared for the lodgement of the development application with Council.

This SoEE has been prepared in accordance with the requirements of s.4.12 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) and Part 3 of the *Environmental Planning and Assessment Regulation 2021*.

The purpose of this SoEE is to provide a description of the development and its context, assess the development as proposed against the applicable planning instruments, standards and controls as prescribed under s.4.15 of the *Environmental Planning and Assessment Act 1979*, and assess any environmental impacts and mitigation measures.

The SoEE has been compiled, through on ground investigations, research, analysis and discussions with the client and design team.

This SoEE considers the proposal against the provisions of relevant local planning controls including the Goulburn Mulwaree Local Environmental Plan 2009 (GMLEP2009), the Goulburn Mulwaree DCP 2009 (GMDCP 2009) and relevant State Environmental Planning Policies (SEPPs). The proposed development is categorised as local development under the EP&A Act 1979.

The following table provides a list of reports and plans to be considered with the SoEE.

Plan/Report	Author	Appendix
Survey Plan	De Witt Consulting	Appendix 1
Architectural Plans	Stevens Group	Appendix 2
Civil	Eclipse Consulting Engineers	Appendix 3
Landscape Plans	Studio 151	Appendix 4
Economic Impact Assessment	HillPDA	Appendix 5
Light Spill	Todd Bowd Electrical Pty Ltd	Appendix 6
Noise Assessment Report	Muller Acoustic Consulting	Appendix 7
Arborist Impact Assessment	AEP	Appendix 8
Water Cycle Management Plan	Eclipse Consulting Engineers	Appendix 9
Traffic	CBRK	Appendix 10
EDC Report	Newton Fisher Group	Appendix 11
CPTED	PM Anderson Consulting	Appendix 12
PSI	Sanko	Appendix 13
AHIMS	PM Anderson Consulting	Appendix 14

Table 1 – Consultant reports

2.0 Site Analysis

2.1 Site description

The site is located at 136 Hume Street Goulburn and has a real property description of 1/-/DP1092339. The site is bounded on two sides by public roads, being Finlay Road to the north and Hume Street to the south. The site has an area of 2.843Ha and contains the former Goulburn Wool Store Warehouse which is used as a trade building supply warehouse (See Figures 2&3). This building occupies the majority of the site and has vehicular access via Finlay Road. The existing wool store has a gross floor area of approximately 13,703m²

To the east of the warehouse lies a vacant parcel of land measuring 2,305m², with direct frontage to Hume Street. This part of the site was granted development consent for the construction and operation of a service station on 31 January 2025 (DA 0061/2425) (See Figures 4&5).

Topographically, the site is relatively level, with a gentle fall of approximately 5 metres across its full length, sloping towards Finlay Road and the Hume Street.

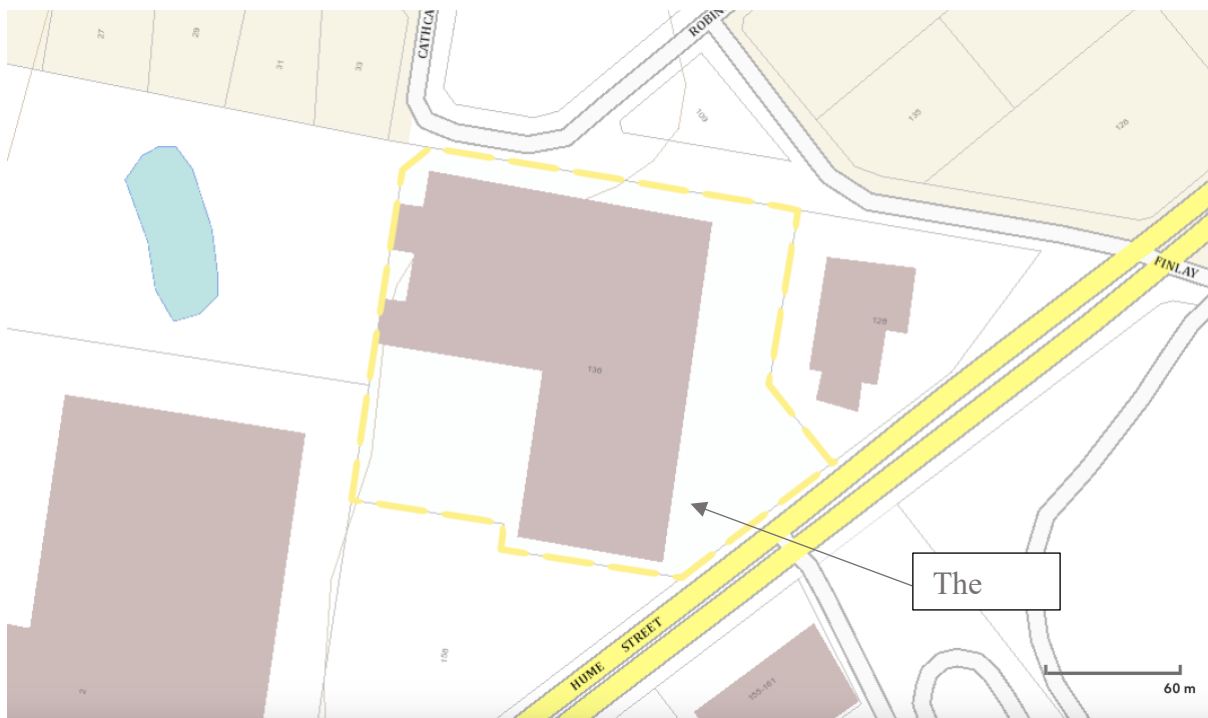


Figure 1 – The site

Source: NSW Planning Portal



Figure 2– Photo of site and former wool store from Hume Street

Source: Google Street view



Figure 3– Photo of former Wool Store from Finlay Road

Source: Google Street view



Figure 4– Photo of location of approved service station from Hume Street

Source: Google Street view

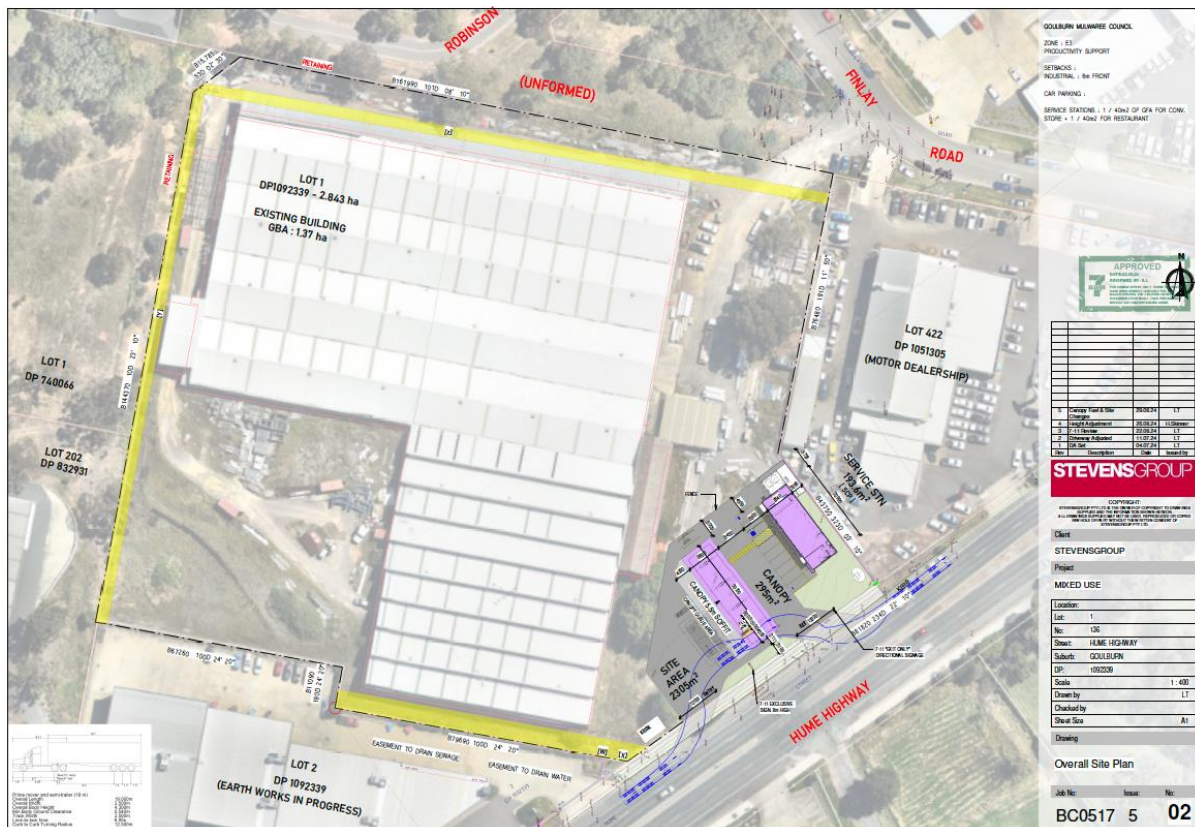


Figure 5– Site Plan of Approved service station

Source: Stevens Group

2.2 Surrounding context

The area surrounding the subject site along Hume Street, to both the northwest and southeast, is predominantly characterised by large-scale industrial and commercial developments, including vehicle dealers, bulky goods, and commercial premises. Opposite the site, across Hume Street, is a furniture showroom, with the Goulburn South Caravan Park situated to the rear. Further east lies the Goulburn Workers Arena Club, contributing to a diverse mix of land uses in the immediate vicinity.

Beyond the defined industrial precinct, land to the northwest transitions into the R5 Large Lot Residential zone, while R1 General Residential land is located further northeast. These residential and recreational areas are buffered from the industrial core by a vegetated corridor, which provides both visual screening and environmental separation, supporting land use compatibility across zones.



Figure 6 – Aerial photo of site with adjoining developments

Source: Near Map

3.0 Description of Proposed Development

This development application seeks Council consent for the following:

- Construction of a single storey large format retail development, comprising eight (8) individual tenancies and a detached large format retail tenancy on the eastern side of the site. The development has a total GFA of 10,254m² (large format retail) GFA and 1006m² (warehouse).
- 236 car parking spaces, inclusive of 26 staff spaces.
- Associated signage.

Vehicle access will be provided via a shared entry from Hume Street and a proposed right of way over Lot 1, allowing for convenient circulation throughout the site. The existing access point to Finlay Road is to be upgraded, with a new 10-metre-wide entry and exit to improve vehicular movement and traffic efficiency.

The development has a cost of works of \$26,685M. The proposal is illustrated in the appended plans including:

- Survey Plans (Appendix 1)
- Architectural Plans prepared by Steven Group (Appendix 2)
- Civil Plans (Appendix 2)
- Landscape Plans (Appendix 3)

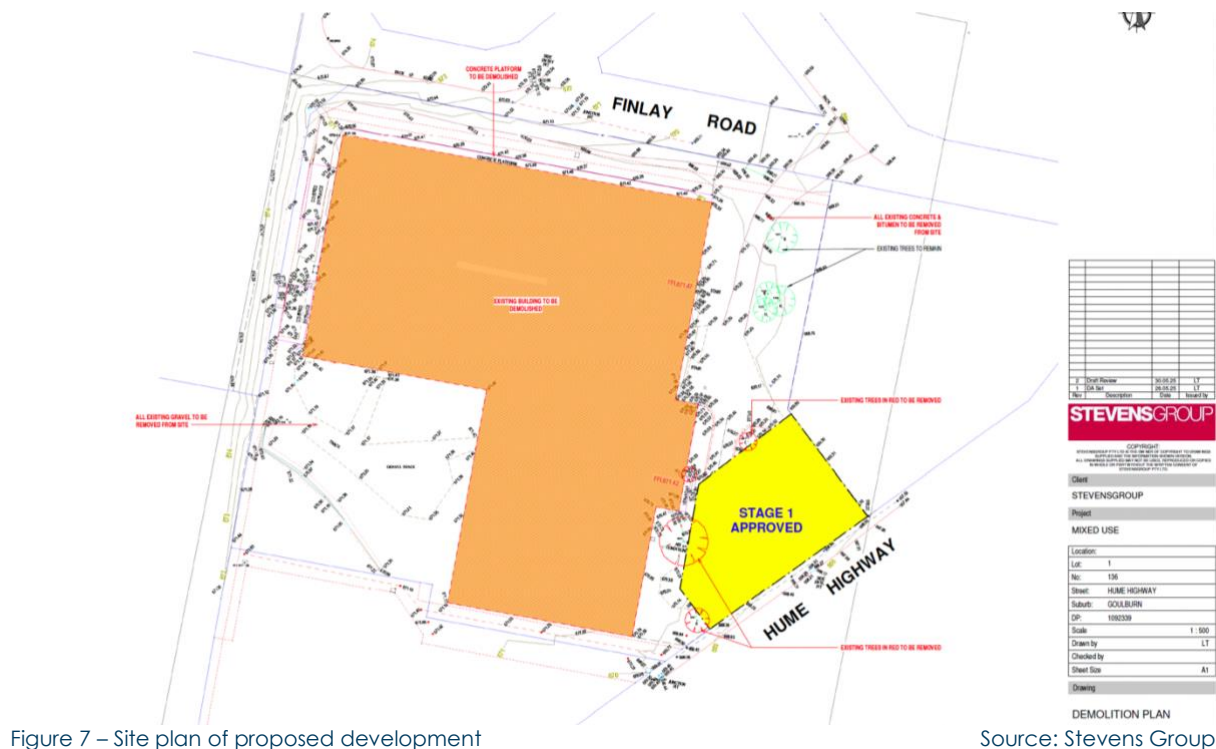


Figure 7 – Site plan of proposed development

Source: Stevens Group

GOULBURN MIXED USE DEVELOPMENT



DA SET | Issue: 3

STEVENS GROUP

SHEET LIST A			SHEET LIST B			SHEET LIST C		
NO.	DESCRIPTION	DATE	NO.	DESCRIPTION	DATE	NO.	DESCRIPTION	DATE
1	GENERAL LAYOUT	1/1/2020	1	GENERAL LAYOUT	1/1/2020	1	GENERAL LAYOUT	1/1/2020
2	GENERAL LAYOUT	1/1/2020	2	GENERAL LAYOUT	1/1/2020	2	GENERAL LAYOUT	1/1/2020
3	GENERAL LAYOUT	1/1/2020	3	GENERAL LAYOUT	1/1/2020	3	GENERAL LAYOUT	1/1/2020
4	GENERAL LAYOUT	1/1/2020	4	GENERAL LAYOUT	1/1/2020	4	GENERAL LAYOUT	1/1/2020
5	GENERAL LAYOUT	1/1/2020	5	GENERAL LAYOUT	1/1/2020	5	GENERAL LAYOUT	1/1/2020
6	GENERAL LAYOUT	1/1/2020	6	GENERAL LAYOUT	1/1/2020	6	GENERAL LAYOUT	1/1/2020
7	GENERAL LAYOUT	1/1/2020	7	GENERAL LAYOUT	1/1/2020	7	GENERAL LAYOUT	1/1/2020
8	GENERAL LAYOUT	1/1/2020	8	GENERAL LAYOUT	1/1/2020	8	GENERAL LAYOUT	1/1/2020
9	GENERAL LAYOUT	1/1/2020	9	GENERAL LAYOUT	1/1/2020	9	GENERAL LAYOUT	1/1/2020
10	GENERAL LAYOUT	1/1/2020	10	GENERAL LAYOUT	1/1/2020	10	GENERAL LAYOUT	1/1/2020

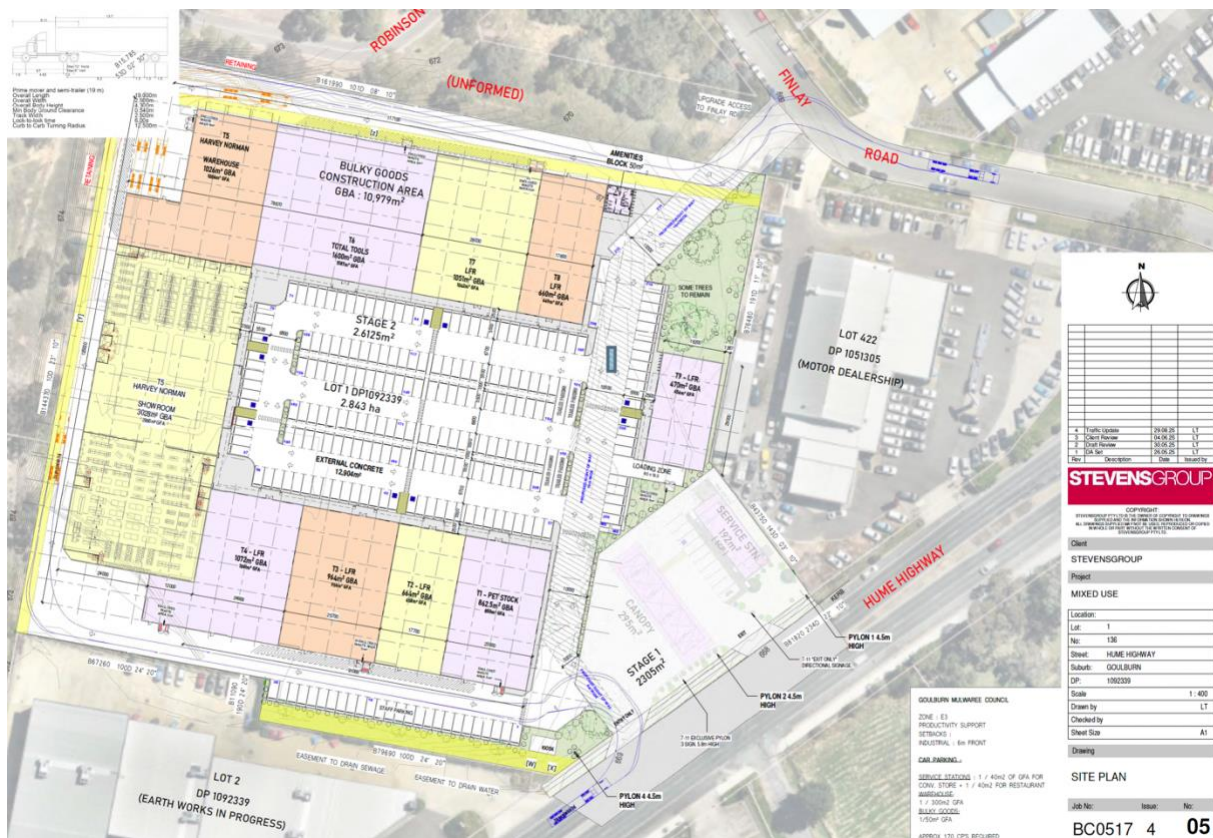
Figure 8 – Visualisation

Source: Stevens Group



Figure 9 – Street view render.

Source: Stevens Group



4.0 Relevant Legislation

The proposed development is local development and the following planning instruments and controls under 4.15 Evaluation of the Environmental Planning and Assessment Act 1979, apply to the site and have been considered in the assessment of the application.

4.1 Goulburn Mulwaree Local Environmental Plan 2009

The relevant Environmental Planning Instrument is the Goulburn Mulwaree Local Environmental Plan 2009 (GMLEP). Under the GMLEP the site is zoned E3 – Productivity Support.

4.2 Other Environmental Planning Instruments

The following Planning Instruments are relevant to the application:

- State Environmental Planning Policy (Biodiversity and Conservation) 2021
- State Environmental Planning Policy (Resilience and Hazards) 2021
- State Environmental Planning Policy (Transport and Infrastructure) 2021 and
- State Environmental Planning Policy (Industry and Employment)

4.3 Other

1. Goulburn Mulwaree Development Control Plan 2009
2. Planning for Bushfire Provisions 2019

5.0 Planning Assessment

Under Section 4.15(1) of the Environmental Planning & Assessment Act 1979 (EP&A Act), in determining a DA the consent authority must consider a range of matters relevant to the development. These include the provisions of environmental planning instruments; impacts of the built and natural environment; the social and economic impacts of the development; the suitability of the site; and whether the public interest would be served by the development. The assessment includes only those matters under Section 4.15(1) that are relevant to the proposal. The planning issues associated with the proposed development are assessed below.

5.1 Environmental Planning Instruments

The proposed development's consistency and compliance with the relevant Environmental Planning Instruments (EPI) in accordance with Section 4.15(1)(a)(i) is considered in the sections below. Any variations to the key standards and guidelines highlighted are discussed in the following sections.

5.1.1 State Environmental Planning Policies

State Environmental Planning Policy (Biodiversity and Conservation) 2021

The proposed development is identified as a Module 5 development under the Water NSW NorBE Guidelines. Documents required in the guidelines under Module 5 including WCMS, Conceptual erosion and sediment control plan (ESCP), Conceptual soil and water management plan (SWMP) have been prepared to support this DA.

State Environmental Planning Policy (Exempt and Complying Development Codes) 2008

The proposal is neither exempt, nor complying development.

State Environmental Planning Policy (Housing) 2021

The Housing SEPP is not relevant to the proposal.

State Environmental Planning Policy (Industry and Employment)

Chapter 3 (Advertising and Signage) applies to all signage within the State of NSW that can be displayed with or without consent under an EPI and is visible from any public space or public reserve, except development that is exempt development under an EPI, or exempt under this SEPP. However as provided under s3.7, the provisions do not apply to business identification signs or building identification signs.

Building 1

- Tenancy 1: One business identification sign (Pet Stock) and one wall sign (where pets are friendly)
- Tenancy 2: One business identification sign and one wall sign
- Tenancy 3: One business identification sign and one wall sign
- Tenancy 4: One business identification sign and one wall sign
- Tenancy 5: One business identification sign (Harvey Norman 9x4.5m) and 5 wall signs.
- Tenancy 6: One business identification sign (Total Tools 12.66x2m) and one wall sign
- Tenancy 7: One business identification sign and one wall sign
- Tenancy 8: One business identification sign and one wall sign
- Building 2: One business identification sign and three wall signs (west elevation) and one Building Identification (north elevation)

These signs are intended to identify the occupant businesses and enhance wayfinding and visibility.

The proposed signage is consistent with the proposed development as Large Format retail premises and reflects the character of the intended development outcome and the character of the area of Hume Street, within which the site is located. An assessment of the proposed signage is provided below:

SEPP Provision	Comments	Complies
Character of the area		Yes
Is the proposal compatible with the existing or desired future character of the area or locality in which it is proposed to be located?	The proposed signage is compatible with the future character of the site as a large format retail centre, as sought by this DA. The type and quantity of signage proposed is typical of that associated with development in the locality.	
Is the proposal consistent with a particular theme for outdoor advertising in the area or locality?	The signage is consistent with the character of the signage within the immediate locality. The signage promotes the proposed use of the site for the purpose a retail/commercial development.	

Special Areas

Yes

Does the proposal detract from the amenity or visual quality of any environmentally sensitive areas, heritage areas, natural or other conservation areas, open space areas, waterways, rural landscapes or residential areas?

The site is not within an environmentally sensitive area.

Views and Vistas

Yes

Does the proposal obscure or compromise important views?

The site is not located within an area where significant views are present and as such the proposed signage will not obscure important views.

Does the proposal dominate the skyline and reduce the quality of vistas?

The proposed signage does not dominate the skyline and reduce the quality of vistas as the signage is predominately at pedestrian and ground level. The proposed signage does not detract from the overall character of the proposed development or the surrounding context.

Does the proposal respect the viewing rights of other advertisers?

The scale of the signage is complementary to the scale of the site and that of proposed buildings and as such the proposal will not dominate the skyline or streetscape.

Streetscape, setting or landscaping

Yes

Is the scale, proportion and form of the proposal appropriate for the streetscape, setting or landscape?

The proposed signage is compatible with the scale of the proposed retail/commercial development and is consistent with the character of existing signage that exists in the locality.

Does the proposal contribute to the visual interest of the streetscape, setting or landscape?

The proposed signage will enable clear identification of future tenants and will support wayfinding within the site. The proposed signage is simple in nature and has been designed to complement the proposed development and surrounding context.

Does the proposal reduce clutter by rationalising and simplifying existing advertising?

The design intent of the proposed signage is to spread the business identification signage prevent excessive clutter to the façade and surrounding streetscape.

Does the proposal screen unsightliness?

The proposed signage does not screen unsightliness.

Does the proposal protrude above buildings, structures or tree canopies in the area or locality?

The proposed signage does not protrude above the surrounding structures or tree canopies within the area.

Does the proposal require ongoing vegetation management?

The proposal does not require ongoing vegetation management.

Site and Building

Yes

Is the proposal compatible with the scale, proportion and other characteristics of the site or building, or both, on which the proposed signage is to be located?

The proposed signage is simplistic in nature and has been designed to complement the use of the proposed development and the existing character and features of the site.

Does the proposal respect important features of the site or building, or both?

The proposed signage respects the site, existing building and complements the future use of the proposed development.

Does the proposal show innovation and imagination in its relationship to the site or building, or both?

The intentions for the proposed signage will enable clear identification for future tenants and will support wayfinding within the site.

Associated devices and logos with advertisements and advertising structures

Yes

Have any safety devices, platforms, lighting devices or logos been designed as an integral part of the signage or structure on which it is to be displayed?

The signs will be designed to accentuate the identification of the business premises in a manner that is complimentary to the existing streetscape.

Illumination

Yes

Would illumination result in unacceptable glare?

The DA application seeks consent for several internally illuminated signs. The signage will be internally backlit and be designed in accordance with relevant Australian Standards and as such will not cause unacceptable glare. The illumination will not affect the safety for pedestrian, vehicles or aircraft.

Would illumination affect safety for pedestrians, vehicles or aircraft?

The proposed signs will not flash, move or resemble traffic signals in any way. The signage will not impact the safety of vehicles along Hume Street.

Would illumination detract from the amenity of any residence or other form of accommodation?

The proposed signage will not have a detrimental impact on the existing amenity of the surrounding development.

Can the intensity of the illumination be adjusted, if necessary?

All signage illumination will be in accordance with relevant Australian Standards and will be capable of light intensity adjustment as required.

Is the illumination subject to a curfew?

No. However the illumination will comply with relevant standards and will not cause unacceptable light spill impacts.

Safety

Yes

Would the proposal reduce the safety for any public road?

The signs are internally illuminated; however, they will not flash, move, produce noise of any kind or resemble traffic symbols in any way. Therefore, there are no safety impacts anticipated as a result of this proposal.

Would the proposal reduce the safety for pedestrians or bicyclists?

There will be no impacts on any sightlines between the footpath and road. Safety of pedestrians and bicyclists will not be reduced.

Would the proposal reduce the safety for pedestrians, particularly children, by obscuring sightlines from public areas?

The proposed signage is located within the confines of the site itself and will not obscure sightlines from public areas. The proposed signage will not reduce the safety of pedestrians.

State Environmental Planning Policy (Resilience and Hazards) 2021

This SEPP deals with the contamination and remediation of lands across the state.

Chapter 4 Remediation of land

4.6 application

Contamination and remediation to be considered in determining development

- (1) A consent authority must not consent to the carrying out of any development on land unless—
- (a) it has considered whether the land is contaminated, and
 - (b) if the land is contaminated, it is satisfied that the land is suitable in its contaminated state (or will be suitable, after remediation) for the purpose for which the development is proposed to be carried out, and
 - (c) if the land requires remediation to be made suitable for the purpose for which the development is proposed to be carried out, it is satisfied that the land will be remediated before the land is used for that purpose.

As evidenced in the Preliminary Site Investigation report the site Council can be satisfied that the land is suitable in its current state for the intended development purpose.

State Environmental Planning Policy (Transport and Infrastructure) 2021

The development proposes 10,254m² of large format retail gross floor area and 1,006m² of warehouse accessed from the Hume Street which is a classified road under the Roads Act 1993

On this basis under the State Environmental Planning Policy (Transport and Infrastructure) 2021 (Transport and Infrastructure SEPP), the following provisions are relevant:

2.119 Development with frontage to classified road

- (1) The objectives of this section are—
 - (a) to ensure that new development does not compromise the effective and ongoing operation and function of classified roads, and
 - (b) to prevent or reduce the potential impact of traffic noise and vehicle emission on development adjacent to classified roads.
- (2) The consent authority must not grant consent to development on land that has a frontage to a classified road unless it is satisfied that—
 - (a) where practicable and safe, vehicular access to the land is provided by a road other than the classified road, and
 - (b) the safety, efficiency and ongoing operation of the classified road will not be adversely affected by the development as a result of—
 - (i) the design of the vehicular access to the land, or
 - (ii) the emission of smoke or dust from the development, or
 - (iii) the nature, volume or frequency of vehicles using the classified road to gain access to the land, and
 - (c) the development is of a type that is not sensitive to traffic noise or vehicle emissions, or is appropriately located and designed, or includes measures, to ameliorate potential traffic noise or vehicle emissions within the site of the development arising from the adjacent classified road.

As demonstrated in this SoEE and the relevant appended reports, the development does not compromise the operation of the Hume Street, and the traffic noise and vehicle emissions will not impact on the surrounding land uses.

2.122 Traffic-generating development

- (1) This section applies to development specified in Column 1 of the Table to Schedule 3 that involves—
 - (a) new premises of the relevant size or capacity, or
 - (b) an enlargement or extension of existing premises, being an alteration or addition of the relevant size or capacity.
- (2) In this section, **relevant size or capacity** means—
 - (a) in relation to development on a site that has direct vehicular or pedestrian access to any road (except as provided by paragraph (b))—the size or capacity specified opposite that development in Column 2 of the Table to Schedule 3, or
 - (b) in relation to development on a site that has direct vehicular or pedestrian access to a classified road or to a road that connects to a classified road where the access (measured along the alignment of the connecting road) is within 90m of the connection—the size or capacity specified opposite that development in Column 3 of the Table to Schedule 3.
- (3) A public authority, or a person acting on behalf of a public authority, must not carry out development to which this section applies that this Chapter provides may be carried out without consent unless the authority or person has—
 - (a) given written notice of the intention to carry out the development to TfNSW in relation to the development, and
 - (b) taken into consideration any response to the notice that is received from TfNSW within 21 days after the notice is given.
- (4) Before determining a development application for development to which this section applies, the consent authority must—
 - (a) give written notice of the application to TfNSW within 7 days after the application is made, and
 - (b) take into consideration—
 - (i) any submission that RMS provides in response to that notice within 21 days after the notice was given (unless, before the 21 days have passed, TfNSW advises that it will not be making a submission), and
 - (ii) the accessibility of the site concerned, including—
 - (A) the efficiency of movement of people and freight to and from the site and the extent of multi-purpose trips, and
 - (B) the potential to minimise the need for travel by car and to maximise movement of freight in containers or bulk freight by rail, and
 - (iii) any potential traffic safety, road congestion or parking implications of the development.
- (5) The consent authority must give TfNSW a copy of the determination of the application within 7 days after the determination is made.

The development is identified as traffic-generating under Schedule 3, Column 1 of the SEPP (Transport and Infrastructure) 2021, and therefore requires concurrence from the relevant road authority. A Traffic Impact Assessment has been prepared and submitted with this Development Application to address traffic generation, site access, vehicle circulation, and compliance with the applicable traffic management and safety requirements.

The following key points have been extracted from the Traffic Impact Assessment Report.

Vehicular access will be via the approved entry to the Stage 1 Service Station (Ingress only) via a right of way at the southern end of the site and via the existing unformed driveway onto Finlay Road at the northern end of the site (all movements). Access from Hume Street is restricted to left in only as a result of the existing median on Hume Street. Driveways will be designed in accordance with the Australian Standard for Parking Facilities (Part 1: Off-street car parking and Part 2: Off-street commercial vehicle facilities), AS 2890.1:2004 and AS 2890.2 – 2018.

Traffic generated by the proposed development will have its greatest effects during weekday afternoon and Saturday midday peak periods.

For bulky goods developments TfNSW Guide to Transport Impact Assessment provides a traffic generation rate of 1.51 vehicles and 2.72 vehicles per 100m² GFA during the weekday afternoon and Saturday Midday peak periods respectively. On this basis, the proposed development would generate some 170 and 305 vehicles per hour two-way during the weekday afternoon and Saturday midday peak hours respectively.

Traffic flows on Hume Street, south of Finlay Road, would increase by some 15 to 25 vehicles per hour (two way) during the peak periods and some 85 to 160 vehicles per hour (two-way) north of Finlay Road).

Traffic flows on Finlay Road, Between Hume Street and the site access, would increase by some 125 to 250 vehicles per hour (two way) during the peak periods and some 15 to 30 vehicles per hour (two-way) in all other sections; and the southern site access would generate some 15 to 30 vehicles per hour (two-way) and the northern access would generate some 165 to 280 vehicles per hour (two-way) during the peak periods

Traffic movements out of Finlay Street currently operate at capacity (level of service E/F) in the weekday afternoon and Saturday midday peak hours. This would continue with development traffic in place.

With TfNSW investigating upgrading this intersection to either a roundabout or traffic signals, SIDRA analysis has been carried out for these two options with traffic generated by the development in place. The SIDRA analysis found that:

- A roundabout controlled intersection of Hume Street and Finlay Road would continue to operate with average delays of less than 15 seconds per vehicle during the peak periods. This represents level of service A/B a good level of service; and
- A traffic signal-controlled intersection of Hume Street and Finlay Road would continue to operate with average delays of less than 30 seconds per vehicle during the weekday afternoon and Saturday peak hours. This represents level of service B/C, a satisfactory level of service with spare capacity. 3.18 The above shows that with the intersection of Finlay Street/Hume Street upgraded to either a roundabout or traffic signals, the intersection would operate at satisfactory or better level of service in the weekday afternoon and Saturday midday peak hours.

TfNSW has identified the following advantages and disadvantages for traffic signal and roundabout upgrades:

- *roundabout - more expensive to construct, greater impact during construction and marginal improvement to pedestrian safety.*
- *traffic signals – lower cost than roundabout, less impact during construction and better pedestrian safety. 3.20 Based on the above, traffic signals are suggested as the most appropriate upgrade to the intersection of Finlay Street/Hume Street.*

In summary, the main points relating to the traffic and parking implications of the proposed development are as follows:

- The proposed parking provision is appropriate.
- Access, servicing arrangements and internal layout will be provided in accordance with AS 2890.1:2004, AS 2890.2 – 2018 and AS 2890.6: 2009.
- Following DA approval, access arrangements, parking layouts, servicing and vehicle swept paths should be reviewed and confirmed for compliance certification.
- The intersection of Finlay Street/Hume Street currently operates at capacity in the weekday afternoon and Saturday midday peak hours.
- TfNSW is investigating upgrading the intersection of Hume Street and Finlay Road to either a two-lane roundabout or traffic signal control to address existing safety/capacity issues at the intersection.
- With either TfNSW upgrade option, with development traffic in place, the intersection of Finlay Street/Hume Street would operate at a satisfactory or better level of service in the weekday afternoon and Saturday midday peak hours.

State Environmental Planning Policy (Sustainable Buildings) 2022

SEPP Sustainable Buildings aims to encourage the design and delivery of sustainable buildings, ensure good thermal performance of buildings and ensure consistent assessment of the sustainability of buildings, to minimise the consumption of energy, reduce greenhouse gas emissions, and minimise the consumption of mains-supplied potable water. Chapter 2 of SEPP Sustainable Buildings sets out the standards that apply to BASIX development, being certain residential accommodation only. Chapter 3 of SEPP Sustainable Buildings applies to non-residential development, that involves the erection of a new building with an estimated cost of \$5 million or more, or modifications to an existing building with an estimated cost of \$10 million or more.

Pursuant to clause 3.2 of the Sustainable SEPP, the proposal has considered the relevant provisions as follows:

- A reduction in peak demand for electricity, including through the use of energy efficient technology.
- The minimisation of the consumption of potable water.

In addition, the embodied emissions attributable to the development have been quantified by way of an Embodied Emissions Report submitted with this application.

5.1.2 Goulburn Mulwaree Local Environmental Plan 2009

The relevant Environmental Planning Instrument is the Goulburn Mulwaree Local Environmental Plan 2009 (GMLEP). Under the GMLEP the site is zoned E3 – Productivity Support (See Figure 12).



Figure 12 – LEP Zoning Map.

Source: NSW Planning Portal

In the E3 – Productivity Support zone the following objectives and land uses are permitted with consent (See Table 1 Land Use Table).

Zone E3 Productivity Support

1 Objectives of zone

- To provide a range of facilities and services, light industries, warehouses and offices.
- To provide for land uses that are compatible with, but do not compete with, land uses in surrounding local and commercial centres.
- To maintain the economic viability of local and commercial centres by limiting certain retail and commercial activity.
- To provide for land uses that meet the needs of the community, businesses and industries but that are not suited to locations in other employment zones.
- To provide opportunities for new and emerging light industries.
- 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.

2 Permitted without consent

Roads

3 Permitted with consent

Agricultural produce industries; Animal boarding or training establishments; Boat building and repair facilities; Business premises; Centre-based child care facilities; Community facilities; Depots; Function centres; Garden centres; Hardware and building supplies; 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; Places of public worship; Plant nurseries; Recreation areas; Recreation facilities (indoor); Recreation facilities (major); Recreation facilities (outdoor); Research stations; Respite day care centres; 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

4 Prohibited

Agriculture; Air transport facilities; Airstrips; Boat launching ramps; Boat sheds; Camping grounds; Caravan parks; Cellar door premises; Cemeteries; Charter and tourism boating facilities; Correctional centres; Crematoria; Electricity generating works; Exhibition homes; Exhibition villages; Extractive industries; Farm buildings; Forestry; Heavy industrial storage establishments; Helipads; Home-based child care; Home businesses; Home occupations (sex services); Industries; Jetties; Marinas; Moorings; Mooring pens; Open cut mining; Residential accommodation; Rural industries; Sewerage systems; Sex services premises; Waste or resource management facilities; Water recreation structures; Water supply systems; Wharf or boating facilities

Table 2 Land Use Table.

Source: Legislation NSW.

The proposed Large Format Retail falls the definition of specialised retail premises. The land use table identifies that specialised retail premises are permitted with Consent. The definition of a specialised retail premise in the dictionary to the GMLEP 2009 is defined as:

specialised retail premises means a building or place the principal purpose of which is the sale, hire or display of goods that are of a size, weight or quantity, that requires—

- (a) a large area for handling, display or storage, or
- (b) direct vehicular access to the site of the building or place by members of the public for the purpose of loading or unloading such goods into or from their vehicles after purchase or hire,

but does not include a building or place used for the sale of foodstuffs or clothing unless their sale is ancillary to the sale, hire or display of other goods referred to in this definition.

Note—

Examples of goods that may be sold at specialised retail premises include automotive parts and accessories, household appliances and fittings, furniture, homewares, office equipment, outdoor and recreation equipment, pet supplies and party supplies.

Specialised retail premises are a type of **retail premises**—see the definition of that term in this Dictionary.

The proposed development satisfies the objectives of the E3 zone, in so far as it will ensure the efficient and viable use of the land for industrial and services. It enables efficient land use and management, encourages economic activity, and aligns with the zone's intent to accommodate land uses that are not suited to other employment or commercial zones.

The following table provides for the compliance with the provisions of the GMLEP 2009.

LEP Provision	Comments	Complies
Clause 1.2 Aims of Plan	The proposed development satisfies the aim of the plan and, to promote and co-ordinate the orderly and economic use and development of land in the area	Yes
Objectives of zone		
To provide a range of facilities and services, light industries, warehouses and offices.	The proposed LFR development will deliver a range of specialised retail tenancies that provide products and services supporting industrial and commercial activity in the locality.	Yes
To maintain the economic viability of local and commercial centres by limiting certain retail and commercial activity.	The LFR tenancies proposed are intended for bulky goods and trade-related retail, which are distinct from the convenience or comparison retail offerings typically found in local or commercial centres.	Yes
To provide for land uses that meet the needs of the community, businesses and industries but that are not suited to locations in other employment zones.	The proposed uses are not general retail or office premises, but rather specialised or bulky goods retail. These uses are not suitable or typically found in town centres and therefore do not detract from the viability of those centres.	Yes
To provide opportunities for new and emerging light industries.	The proposed LFR development accommodates tenants with large floor area requirements, loading docks, and operational needs that are not typically supported in other commercial zone or local centre areas.	Yes
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 site layout, building form, and services are designed to offer flexibility in tenancy fit out, allowing for potential occupation by light industrial, showroom, or hybrid uses in the future. The proposed LFR tenancies are consistent with this objective by offering goods that are typically bulky in nature, including building supplies, auto parts, outdoor equipment, and similar items.	Yes

Part 4 Development Standards		
Clause 4.3 Height of buildings	The site is not identified within the Height of Buildings Map under the applicable LEP, and therefore no statutory height limit applies. The proposed development has a maximum building height of 12.8 metres, which is considered modest in scale and compatible with the surrounding built form.	Yes
Clause 4.4 Floor space ratio	The site is identified on the Floor Space Ratio Map with a maximum FSR of 0.8:1 under the applicable LEP. The proposed development achieves a floor space ratio of 0.44:1, which is full compliance with the FSR control.	Yes
Part 5 miscellaneous Provisions		
Clause 5.10 Heritage	The site is not mapped as a heritage item and is physically separated from the heritage items to the east, on the other side of Hume Street (135 Hume Street Goulburn Workers Club arena, grandstand, and Nissen Huts), which are separated from the site and screened from view by existing vegetation.	Yes
Clause 5.21 Flood Planning	The site is not mapped as being affected by flooding or a flood planning area.	Yes
Part 7 Additional local provisions		
Clause 7.6 Gross floor area of shops in Zone E3 and MU1	This development application does not include any proposed shops.	Yes

Table 3 – Compliance with LEP

5.1.3 Any Draft environmental Planning Instrument

There are no draft environmental planning instruments applicable to the proposal.

5.2 Development Control Plans

5.2.1 Goulburn Mulwaree Development Control Plan 2009

The Goulburn Mulwaree Development Control Plan (GMDCP) is the relevant development control plan for the site. In accordance with Section 4.15(1)(a)(iii) of the EP&A Act the proposed development considers and is consistent with the objectives of the Goulburn Mulwaree Development Control Plan (DCP) and the relevant development controls.

As required under Section 4.15(3A) of the EP&A Act, a consent authority is required to apply DCP provisions flexibly and allow reasonable alternative solutions that achieve the objects of those standards. Where alternate solutions to the provisions are proposed, they are discussed below in Table 4.

The proposed development satisfies the provisions of the DCP and its objectives. The development has been designed to reflect the nature and character of industrial developments within the Local Government Area. The proposal will not detract from the scenic quality of the area because of the proposed development and landscaping.

Consistency with the provisions of the GM DCP 2009 is set out in the below table.

DCP Provision	Comments	Complies
2.1 General Objectives	The proposed development supports the continued clustering of commercial and employment-generating land uses.	Yes
2.2 Locality Objectives – Goulburn City	The site is located outside of a defined Precinct or Heritage Conservation Area.	Yes
3.5 Landscape	A landscape plan has been prepared for the development. Key areas where planting is proposed is north of the proposed detached LFR Tenancy and the southern boundary (see image below). The proposed landscaping provides an appropriate green edge to the development and landscaping of that part of the site where tree retention is proposed.	Yes



3.6 Vehicular access and parking

Yes

Warehouse/bulk stores

1 space per 300m² of GFA plus 1 space per 40m² of retail GFA.

Disabled

1 space per 50 spaces

Retail

1 space per 40m² of GFA for shops less than 200m² GFA

The proposed development includes the following floor areas and associated car parking requirements:

Yes

- Warehouse area: 1,006m² — requires 3 car parking spaces
- Bulky goods retail area: 10,254m² — requires 109 car parking spaces
- Retail: 10,254 – requires 256 spaces

In response, the proposal provides a total of 236 on-site car parking spaces, comprising:

- Customer parking: 200 spaces
- Accessible (disabled) parking: 10 spaces
- Staff parking: 26 spaces

Should Council use the retail car parking rates the development would have a shortfall of 23 spaces.

The retail car parking rate is not reflective of the type of development being proposed. It is also noted that the DCP only requires this car parking rate for standalone small shops (less than 200m²). On this basis, it is considered that the 1 space per 40m² should not apply to the development and that Council should rely on the TfNSW guidelines which provide the following rates:

Bulky goods: 1 space per 74m²

Warehouse: 1 space per 300m²

Under the TfNSW rates the development would require 141 parking spaces. In this respect, the provision of 236 spaces would exceed the required parking for the development.

3.7 Crime prevention through environmental design	Lighting	Yes
	Adequate external lighting will be installed in car parking areas, pedestrian pathways, entrances, and along building facades.	
	Fencing	Yes
	Fences will be designed to maintain visibility from the street and adjoining properties, avoiding solid high barriers that obscure views.	
	Car Parking	Yes
	Car parking areas are located to allow for natural surveillance from building facades and public areas.	
	Pedestrian connections to the building are direct, well-lit, and unobstructed.	
	Accessible parking spaces are located close to building entrances to promote visibility and safety.	
	Entrapment spots & blind corners	Yes
	The building layout and landscaping design minimise blind spots and concealed areas around the site.	
	Landscaping	Yes
	Landscaping is designed with low-growing plantings near entryways and footpaths to ensure clear sightlines.	
	Movement Predictors	Yes
	Pathways, driveways, and building entrances follow logical, direct routes with clear wayfinding and no hidden or poorly lit access ways.	
	Entrances	Yes
	Entrances to each tenancy and the overall site are clearly defined, well-lit, and easily identifiable from both pedestrian and vehicular access points.	
3.18 Urban Servicing (Water and Sewer)	The proposed development will be capable of being adequately serviced by reticulated water and sewer infrastructure.	Yes
4.2.2 Design principles – industrial	Large wall surfaces facing public roads are articulated through variations in form, including parapet height modulation, defined entry points, and the strategic use of vertical and horizontal breaks.	Yes
4.2.3 Visual quality-industrial	The proposed development doesn't include any external storage area.	Yes
4.2.4 Building setbacks-industrial	A setback of more than 10 metres is provided from both Hume Street and Finlay Road, allowing for landscaping, car parking, vehicle manoeuvring, and safe pedestrian movement along the frontage.	Yes
	A setback of over 6 metres is maintained to the western boundary, accommodating vehicle manoeuvring areas and an easement.	
	A setback of 1.38 metres is provided to the eastern boundary.	

4.2.5 Height-Industrial	The site is not identified within the Height of Buildings Map under the applicable LEP, and no specific height control is nominated in the relevant DCP. The proposed development has a maximum building height of 12.8 metres, which is considered modest in scale and compatible with the surrounding built form.	Yes
4.2.6 External materials and finishes - industrial	The proposed development will feature external precast concrete walls with a painted finish in colours coordinated to match individual tenancy branding. This treatment contributes positively to the streetscape and overall visual aesthetics of the area by providing a clean, contemporary appearance that integrates with the site's industrial character and enhances visual interest along the public frontage.	Yes
4.2.7 Noise and vibration-general requirements	A Noise Assessment has been undertaken for the proposed development. The results of the noise assessment demonstrate that noise emissions from the operation would satisfy the relevant PNTLs at all assessed receivers for all assessment periods once noise controls for the project are implemented, including: • The project is constructed as per the site design and plans which includes the attenuation provided by the project/surrounding buildings. • The mechanical cooling plan is located on the roof top of each individual tenancy. • Deliveries are undertaken in the loading bays of each LFR tenancy only. The predicted maximum levels results demonstrate compliance with the NPI maximum noise trigger levels for delivery impacts in Tenancies 1, 6 and 9 loading bays during the night period. Maximum noise emissions levels have the potential to be above the Maximum Noise Trigger Levels at one assessed receiver for deliveries in Tenancy 5 loading bay. However, a detailed maximum noise level assessment demonstrated that as the receiver is predicted to be below the maximum level of 65dBA, the potential for sleep disturbance is considered negligible. Modelled noise emissions from construction activities identify that predicted noise emissions will satisfy the applicable construction noise management levels at all receivers considering standard mitigation measures Accordingly, the Noise Assessment supports the Development Application for the proposed operation incorporating the recommendations and controls outlined in the Noise Assessment Report.	Yes
4.2.8 Air Pollution	The proposed land use as LFR does not involve any processes that emit hazardous air pollutants.	Yes

6.4 Advertising and signage	The proposed signage is consistent with the proposed development as Large Format retail premises and reflects the character of the intended development outcome and the character of the area of Hume Street, within which the site is located.	
6.10 Development in the enterprise corridor –Zone B6	Under the NSW Employment Zones Reform, the former B6 Enterprise Corridor zone has been reclassified into E3-Productivity Support zones.	
a) Streetscape	The buildings do not directly face public roads or open space areas due to the site's subdivision pattern and layout constraints. However, the development has been designed to orient building frontages toward the internal car parking areas, enabling passive surveillance and promoting a safe and active environment within the site.	Yes
b) Height	The proposed development has a predominant building height of 7.8 metres, which is within the recommended height limit of 8 metres under the relevant clause. However, a portion of the development, specifically the warehouse area, requires additional vertical clearance to accommodate operational needs, resulting in a maximum height of 12.5 metres in that section. This increase is functionally driven and necessary to support the intended industrial use.	Yes
c) Building setback	The proposed development provides a primary and secondary road frontage setback of more than 10 metres, which is compliant with the requirements of this clause and the building setback provisions under Clause 4.2.4 of the applicable DCP.	Yes
d) External building materials	The proposed development will feature external precast concrete walls with a painted finish in colours coordinated to match individual tenancy branding.	Yes
e) Advertising signs	The proposed development includes one advertising sign placed on the facade of each unit, those signs are not higher than the building roofline.	Yes
f) Parking	Refer to comments on clause 3.6 of this plan.	Yes
g) Rainwater tanks	Roof harvesting/rainwater tanks are provided to supplement water supply and control stormwater runoff	Yes
h) Chemical substances	The proposed development does not include any uses that have hazardous activity under SEPP 33 – Hazardous and offensive development.	Yes
i) Waste disposal	Waste bin storage areas are located rear of the building, with appropriate screening from a public place	Yes
7.1 Utility services	All essential services are available.	Yes
7.3 Drainage and soil and water management	The proposed development is accompanied by A Soil and Water Management Plan.	Yes

Table 4 – Compliance with DCP

5.3 Planning Agreements

There are no Planning Agreements proposed as part of this Development Application.

5.4 The Regulations

There are no regulations prescribed under the Environmental Planning and Assessment Regulation 2021 which apply to this proposal.

5.5 Key considerations and likely impacts

This section details the key planning considerations and likely environmental, social, and economic impacts of the development on the natural and built environment in accordance with Section 4.15(1)(b) of the EP&A Act.

Matters for consideration	Comments	Complies
Natural Environment	Vegetation Removal The proposed development does not require or propose the removal of any vegetation from the site. Fauna and Flora Impacts The subject site is cleared developed land. No impacts are anticipated to the fauna and flora of the site because of the development. Flooding The proposed development on the site is located outside of any areas mapped as being flood prone or a flood planning area on the mapping available as part of the GM LEP 2009. Aboriginal Cultural Heritage The site is not listed as having an aboriginal site or aboriginal place as per the AHIMS database. A copy of the AHIMS report is attached to this report. The AHIMS Search confirms there are two Aboriginal sites located further to the north of the subject land, on the other side of Finlay Road and Cathcart Street. The proposal is on the site separated from those locations, and does not propose any works along, or in proximity to Finlay Road and Cathcart Street that would impact on the values of the identified item.	Yes

Built Environment	General Amenity Impacts The proposed development is not expected to result in any unreasonable amenity impacts on the surrounding area. It has been designed to maintain appropriate building setbacks, minimise visual bulk, and integrate landscaping to soften the built form and enhance streetscape presentation. Noise, traffic, and lighting have been carefully considered, with mitigation measures in place to ensure impacts on nearby properties and the public domain are minimal. The development is compatible with the surrounding industrial context and contributes positively to the overall amenity and functionality of the precinct.	Yes
Social Impact	The proposed development would not result in any social impacts on the community.	Yes
Economic Impact	An Environmental Impact Assessment has been undertaken by HillPDA to determine if the proposed development would have an impact on the viability of the Goulburn CBD and what other likely economic impacts it would generate. Impact of Goulburn CBD The Proposal would not impact the viability or vibrancy of Goulburn CBD given: 1. It does not rely on redirection or capture of existing expenditure directed towards Goulburn CBD. 2. The proposal meets an identified need for bulky goods space. 3. Goulburn CBD provides minimal bulky goods space, and that which is provided is located within small, inadequate and more expensive premises. The inadequate nature of these premises is a likely contributor to the significant leakage of bulky goods expenditure identified in the CBD Master Plan. The Proposal would increase rates of expedience within Goulburn township, having additional beneficial flow-on effects to other retailers and businesses. 4. A high-level review indicates the CBD lacks suitably large and consolidated sites for bulky goods development. Delivering such a development within the CBD would require costly land amalgamations, rendering it commercially unfeasible. 5. On this basis, it can be reasonably inferred that large-scale, high-quality bulky goods development would not occur if restricted to the CBD. The economic cost of losing such development altogether would outweigh any minor impacts on the limited bulky goods offer currently within the CBD 6. The Proposal would help retain retail expenditure within the Goulburn township, generating positive flow-on effects for other local retailers and businesses	Yes

Based on the estimated construction cost coupled with ABS Input Output tables, HillPDA have estimated that the following economic activity would be generated and supported by the proposal during its construction phase:

- Employment: an estimated 54 full-time equivalent (FTE) job years generated on the site.
- Wages: an estimated \$5 million in wages directly generated by construction activities onsite.
- GVA: Construction activities on site are estimated to directly contribute \$8 million in GVA to Goulburn's GRP.

Upon completion, the proposed development is forecast to generate:

- 161 FTE on-going jobs generated onsite. These direct jobs would support a further 134 FTE jobs across New South Wales.
- A total of \$39 million in output directly generated by the proposed uses onsite.
- A total of \$11 million in wages will be directly generated by the proposed uses onsite.
- The proposed uses onsite are estimated to directly contribute \$17 million in GVA to the region's GRP.

In summary the proposed Large Format Retail (LFR) development will generate positive social and economic impacts by improving access to specialised goods and services, creating local employment opportunities, and enhancing the amenity and activation of the site within an established industrial area. The development will support economic growth by attracting long-term commercial tenants and stimulating local spending, while complementing rather than competing with traditional retail centres, given its focus on bulky goods and specialty retail.

Transport and movement	The proposed development has been considered against the relevant planning controls and is consistent with parking requirements and does not impact on the Hume Street.	Yes
CPTED	As outlined in the CPTED report, from a crime and safety perspective, the proposed development will provide an improved outcome against the existing development on site. Key matters such as surveillance, lighting, design and space management have been considered into the layout and design of the development.	Yes

5.6 The suitability of the site

In accordance with Section 4.15(1)(c) of the EP&A Act, the site is suitable for the proposed development for the following reasons:

- The site is suitably zoned E3 Productivity Support which permits the proposal with development consent.
- The development is compliant with relevant Environmental Planning Instruments and local planning controls.
- The site does not have any environmental constraints or likely impacts which would prevent or unreasonably restrict the proposed development.

5.7 Any submissions made in accordance with this Act or the Regulations

This is a matter Council will consider once the application has been notified.

5.8 The public interest

In accordance with Section 4.15(1)(e) of the EP&A Act, the proposed development is in the public interest for the following reasons:

- The proposal will provide a development that will provide for the strengthening and maintenance of the industrial sector in this area and will ensure the land is not fragmented for other uses that may conflict with the industrial and retail uses adjacent to the property as required under the GMLEP2009.
- The development of the site is consistent with the desired future vision of the area.

6.0 Conclusion

The use of the site for the development of a Large Format Retail (LFR) centre, classified as specialised retail premises, is permitted with consent under the Goulburn Mulwaree planning instruments that affect the site.

An assessment of the proposal confirms the following:

- The proposal is for the development of the land into specialised retail premise.
- The land does not involve minimum allotment size.
- The proposal is generally consistent with the provisions of the GMDCP 2009.
- The proposal will provide for a suitable industrial development to cater for the employment generating needs for the growing community.
- The proposal is consistent with the future desired character of the Goulburn Mulwaree area.
- The development will generate positive social and economic impacts to the areas with the construction of the industrial development and ongoing occupation and use of the development in this location.

This Statement has addressed the impacts of the development on traffic, environmental, social and economic grounds and it is considered that the proposal is satisfactory.

Matthew Prendergast
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Planning Manager
PM Anderson Consulting Pty Ltd
1 September 2025



Appendix 1 –	Survey Plan
Appendix 2 -	Architectural Plans
Appendix 3 -	Civil Plans
Appendix 4 -	Landscape Plans
Appendix 5 -	Economic Development Assessment
Appendix 6 -	Light Spill Report
Appendix 7 -	Noise Assessment Report
Appendix 8 -	Arborist Impact Assessment
Appendix 9 -	Water Cycle Management Plan
Appendix 10 -	Traffic Impact Assessment
Appendix 11 -	EDC Report
Appendix 12 -	CPTED Assessment
Appendix 13 -	Preliminary Site Investigation Report
Appendix 14 -	AHIMS Report