

Gateway Planning Proposal:

Rezoning and reclassification Lot 49 DP1114977 - 26 Lake Paddock Drive Leeton

October 2019

Prepared by:

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Project Name:Rezoning and reclassification Lot 49DP1114977 - 26 Lake Paddock Drive Leeton

Document Ref No.: Leeton PP 2019

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Version	Date	Comments	Prepared	Reviewed	Authorised
1	29/01/19	Draft issue	DO/IG	IG	
		only for			
		comment			
2	28/06/19	Final	DO	IG	NS
3	11/10/19	Final issue			
		to Council			

Version Control Table:

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1. Introduction

Building Environment Services Today (BEST) has been engaged by Leeton Shire Council to assist with the preparation of a Gateway Planning Proposal for an amendment to the *Leeton Local Environmental Plan 2014*. This amendment rezones and reclassifies Council owned land, as operational, being Lot 49 DP 1114977 Lake Paddock Drive Leeton.

2. Background

This Gateway Planning Proposal has been prepared in accordance with:

- Planning Circular PS 16-005 dated 30 August 2016
- A Guide to Preparing Planning Proposals dated August 2016
- Planning Circular PN 16-001 Classification and reclassification of public land through a local environmental plan dated 5 October 2016

Section 1.3 of 'A Guide to Preparing a Planning Proposal dated August 2016' states:

'A planning proposal which is submitted for a Gateway determination must provide enough information to determine whether there is merit in the proposed amendment proceeding to the next stage of the plan making process. The level of detail required in a planning proposal should be proportionate to the complexity of the proposed amendment.

The planning proposal should contain enough information to identify relevant environmental, social, economic and other site-specific considerations. The scope for investigating any key issues should be identified in the initial planning proposal that is submitted for a Gateway determination. This would include listing what additional studies the RPA considers necessary to justify the suitability of the proposed LEP amendment. The actual information/investigation may be undertaken after a Gateway determination has been issued and if required by the Gateway determination.'

This proposal has also been prepared having regard to current updated planning practice associated with the development of the Local Environmental Plan (LEP) Standard Instrument. This Gateway Planning Proposal provides sufficient information to support the proposed amendment to the *Leeton Local Environmental Plan 2014*.

All planning proposals classifying or reclassifying public land must address the matters contained in *Planning Circular PN 16-001 Classification and reclassification of public land through a local environmental plan dated 5 October 2016 - Attachment 1 Checklist for proposals to classify or reclassify public land through an LEP for Gateway consideration.*

The following table highlights where these matters are addressed within this report.

Table 1 – Matters for consideration reclassification of Lot 49

Matter for Consideration	Response	
the current and proposed classification of the land	See Section 3	
whether the land is a 'public reserve' (defined in the LG Act)		
the strategic and site specific merits of the reclassification and evidence to support this		
whether the planning proposal is the result of a strategic study or report		
whether the planning proposal is consistent with council's community plan or other local strategic plan		
a summary of council's interests in the land, including:	See Section 3	
 how and when the land was first acquired (e.g. was it dedicated, donated, provided as part of a subdivision for public open space or other purpose, or a developer contribution) if council does not own the land, the land owner's consent 		
the nature of any trusts, dedications etc	See Section 3	
whether an interest in land is proposed to be discharged, and if so, an explanation of the reasons why		
the effect of the reclassification (including, the loss of public open space, the land ceases to be a public reserve or particular interests will be discharged)		
evidence of public reserve status or relevant interests, or lack thereof applying to the land		
(e.g. electronic title searches, notice in a Government Gazette, trust documents)		
current use(s) of the land, and whether uses are authorised or unauthorised		
current or proposed lease or agreements applying to the land, together with their duration, terms and controls		
current or proposed business dealings (e.g. agreement for the sale or lease of the land, the basic details of any such agreement and if relevant, when council intends to realise its asset, either immediately after rezoning/reclassification or at a later time)		
any rezoning associated with the reclassification (if yes, need to demonstrate consistency with an endorsed Plan of Management or strategy)		
how council may or will benefit financially, and how these funds will be used		
how council will ensure funds remain available to fund proposed open space sites or improvements referred to in justifying the reclassification, if relevant to the proposal		
a Land Reclassification (part lots) Map, in accordance with any standard technical requirements for spatial datasets and maps, if land to be reclassified does not apply to the whole lot		
Preliminary comments by a relevant government agency, including an agency that dedicated the land to council, if applicable.		

3. Planning Proposal Context

The objective of the planning proposal is to rezone Lot 49 DP 1114977 from RE1 Public Recreation to Zone R2 Low Density Residential and reclassify the land from Community Land to Operational Land.

The reclassification of Lot 49 will also remove the public reserve status applying to the land.

3.1 Site location

Lot 49 DP 1114977 is located at the north-western end of Lake Paddock Drive to the south of Leeton Township. Lot 49 DP 1114977 was dedicated to Council as public reserve as part of a residential subdivision approved by Council in 2007. Lot 49 has an area of 1742m2. A copy of a Title Search for Lot 49 DP 1114977 is included in **Attachment 1**.

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Figure 1 – Location Map



Source: SIX maps 2018





3.2 Site context

Lot 49 DP 1114977 is currently vacant land and has been undeveloped for any public open space purposes. The land is located behind residential development. The general arrangement and features of the land are evident in the following site photos.





Photo 2 - View south from Lot 49 to residential development Lake Paddock Drive





Photo 3 - View south from Lot 49 to existing houses on Lake Paddock Drive

Photo 4 - View south east from Lot 49 to adjoining residential development



Photo 5 - View south east from Lot 49 to adjoining residential development



Photo 6 - View north-west from Lot 49 toward Leeton Township



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Photo 7 - View west from Lot 49 toward Leeton Township



Photo 8 - View north east from Lot 49 to existing residential development adjoining Golf Club Drive



3.3 Zoning and site constraints

Lot 49 DP 1114977 is zoned RE1 Public Recreation as identified in Figure 3.

Figure 3 – Extract of Zoning Map – Lot 49 DP 1114977

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3.4 Relationship to adjoining land

Lot 49 DP 1114977 is part of an undeveloped open space area that extends from Lake Paddock Drive along Golf Club Drive to Racecourse Road. The Leeton Racecourse and Showground are generally located to the north.

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Figure 4 – Locality aerial photograph

Source - Google Maps 2019

3.5 Development on adjoining land

Lot 49 DP 1114977 forms part of a larger area of zoned open space to the north and is bounded by low density residential development to the east, west and south.

Figure 5, 6 and 7 identify the lot size, height and floor space ratio provisions on adjoining land. These would be applied to Lot 49 as part of the rezoning process to ensure consistency with planning outcomes in the immediate locality.

Figure 5 – Extract of Minimum Lot Size Map – Lot 49 DP 1114977





Figure 6 – Extract of Building Heights Map – Lot 49 DP 1114977

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Figure 7 – Extract of Floor Space Ratio Map – Lot 49 DP 1114977

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3.6 Classification of the land

Lot 49 DP 1114977 is classified as Community Land under the Local Government Act 1993.

Under the Local Government Act 1993 (LG Act):

- all land vested in (including land owned in fee simple) or under the control of a council is deemed to be public land (LG Act, Dictionary)
- all public land must be classified as either "Community" or "Operational" land (s25 and s26 LG Act).

The main effect of classification is to restrict the alienation and use of the land.

Classification as "Community" reflects the importance of the land to the community because of its use or special features. Generally, it is land intended for public access and use, or where other restrictions applying to the land create some obligation to maintain public access (such as a trust deed, or dedication under section 94 of the Environmental Planning and Assessment Act 1979). Community land:

- cannot be sold (s45 LG Act)
- cannot be leased, licenced or any other estate granted over the land for more than 21 years (without Ministerial consent) (s47 LG Act)
- must have a plan of management prepared for it (s35 LG Act).

Community land would ordinarily comprise land such as a public park, sportsground or bushland.

In contrast, "Operational" land has no special restrictions other than those that may ordinarily apply to any parcel of land.

Operational land is unfettered land. Operational land would ordinarily comprise land that facilitates the carrying out by a council of its functions or land which may not be open to the general public, such as council offices, a works depot, sewer or water pump station or a council quarry. It also includes land held by Council as a temporary asset or as an investment.

Council resolved on the 22 August 2018 to reclassify Lot 49 as Operational Land.

This reclassification is now to be incorporated into the Planning Proposal to rezone Lot 49.

3.6 Purpose of the reclassification

As identified in the Council report dated 22 August 2018 (Attachment 2) the reclassification of the land is to facilitate the rezoning and sale of the land as a residential lot.

3.7 Council interests in the land

Lot 49 is within a residential housing estate that Council granted conditional consent to on 5 February 2002. This approval required the developer to make contributions of \$82,943.05 towards the provision of recreation and open space.

Council reviewed this condition upon request from the developer on 26 May 2006 and resolved to "reduce the recreation and open space contribution to \$34,943.05 and accept the dedication of $6,000m^2$ of land within the development".

As a result of this resolution Lot 49 was dedicated as public reserve land as part of the recreation and open space area within this estate. The land was classified by Council as Community Land.

Council does not have any business dealings with the land.

There are no agreements or leases known to Council that involve or are attached to this land.

3.8 Impacts of the reclassification and rezoning

Council currently owns an adjacent lot (Lot 48) which is 8,828m² in area.

In planning the development and provision of the recreation needs of the residential estate Council has determined that Lot 48 has sufficient area to provide the expected facilities and does not now need the further $1,742 \text{ m}^2$ in Lot 49.

The opportunity to develop Lot 48 for open space purposes would be as a direct result of the reclassification and rezoning.

3.9 Financial implications

Council intends to re-allocate the financial resources received from the sale of Lot 49 to development Lot 48 including the purchase of recreational equipment for the development of a playground facility.

4. Part 1- Statement of objectives and intended outcomes

The objective of the planning proposal is to rezone Lot 49 DP 1114977 from Zone RE1 Public Recreation to Zone R2 Low Density Residential. The planning proposal also seeks to reclassify Lot 49 from Community Land to Operational Land under the *Local Government Act 1993*.

5. Part 2- Explanation of provisions

The proposed outcome will be achieved by the following amendments to the *Leeton Local Environmental Plan 2014*:

- **1.** Amending Map LZN 014F by altering the zoning applying to Lot 49 from RE1 Public Recreation to Zone R2 Low Density Residential
- 2. Amending Map LSZ 014F and applying a minimum lot size to Lot 49 of 4000m2

- 3. Amending Map HOB 014F and applying a maximum building height to Lot 49 of 8.5m
- 4. **Amending Map FSR 014F** and applying a maximum floor space ration to Lot 49 of 0.5:1
- 5. **Inserting into Part 2 of Schedule 4** the real property description of Lot 49 with changes to the vested interests of the land by removing the public reserve status of the land

6. Part 3 - Justification

Section A – Need for the Planning Proposal

Is the planning proposal a result of any strategic study or report?

The following provides strategic context and the rationale associated with the proposed changes under this Planning Proposal.

The Council report and resolution to prepare this Planning Proposal is included in **Attachment 2**.

Draft Open Space for Recreation Guide- Government Architect NSW (2018)

Leeton Shire Council has no formal Council wide open space strategy.

Prepared by Government Architect NSW in 2018, this guide provides a useful tool with benchmarks to assess the suitability of retaining Lot 49 as open space land.

This includes assessing the value of Lot 49 against the performance based approach to open space planning. This performance based approach examines the option for Lot 49 to provide opportunities for outdoor recreation in the relevant urban setting contained in the guide.

Table 2 examines the potential use of Lot 49 against the key performance criteria in theguide for evaluating the suitability of the land for open space and recreation.

Performance Criteria	Relevant indicator	Suitability of Lot 49
Accessibility and	An integrated network of open-space connections is key:	Lot 49 forms part of a larger open
connectivity		space network. Other local district and
	 for a medium- to low-density neighbourhood: 5 	regional parks are within 400m of the
Ease of access is critical for the community	minute walk $/$ 400 m walking distance to a local,	existing residential development in this
to enjoy and use public open space and	district, or regional park	locality
recreation facilities	 25 minute walk / 2 km proximity to any district park 	
	 up to 30 minutes travel time on public transport or 	
	by vehicle to regional open space.	
Distribution	Distance of open space from houses by size:	Lot 49 has an area of 1742m2. This is
The shility of residents to main access to	 Dominand anon conserved (> E had E 10 lm 	Well below local open space standards.
	Tregrottat open spaces () ital J-TO MIT	ALLESS IN MISUILLE ALLE LEGIULIAL UPEIL
public open space within an easy walk	 District open spaces (2–5 ha) 2 km 	space areas are within 400m to 2km
from home, workplaces, and schools is an	 Local open space(0.5–2 ha) 400 m 	from residential areas
important factor for quality of life. The	 Distance of open space from workplaces 400 m 	
geographic distribution of open space is a	 Distance of open space from schools 400 m 	
key access and equity issue for the		
community.		
Size and shape	Desirable minimum size of a local park is 3000 m. Road	Lot 49 has an area of 1742m2. This is
	frontage and visibility are key considerations. Sporting	well below local open space standards.
Size and shape of open space has a direct	facilities also have specific size and shape requirements that	Due to the narrow frontage to a public
bearing on the capacity of that open space	need to be met to provide functional space for their use.	road and narrow access, the land is
to meet and accommodate a range of		considered poorly shaped for the
recreation activities and needs.		purpose of public use
Quantity	Quantity should be considered in the number of	There are a number of recreational
2	opportunities available. Larger public open space areas	opportunities in the immediate
In mign-density areas, good provision of	mean more opportunities can be provided in one location.	surrounding area with direct access to
public open space is essential to	Quantury or land available, along with size and snape, are	the areas of open space to the north of
	critical in auequatery interting sporting needs. There are	une existing residential precinct
space to support active living and	minimum areas needed for different sporting outcomes.	
contribute to a more liveable		

Table 2 Performance criteria - using open space for recreation (refer pg 10 Draft Guide)

Performance Criteria	Relevant indicator	Suitability of Lot 49
neighbourhood		
Quality	Key characteristics of open space that influence quality	
The quality of park embellishment and	Include:	land forms part of the existing open space landscane setting visible from
ongoing maintenance and management is	 visual and physical access 	Golf Club Drive. The land is visible from
critical to attracting use and activation of	 landscape setting 	the end of Lake Paddock Drive. There
the open space network.	 condition of facilities and equipment 	are no activations in the immediate
	 maintenance 	area.
	 number of activations within the space 	
	 size, shape, and topography 	
	 adjacent land uses 	
	 amount of vegetation 	
	 biodiversity outcomes. 	
Diversity	Outdoor recreation opportunities are categorised as:	Lot 49 does not meet the criteria for
		outdoor recreation opportunities due
The range of open space setting types	 local play for the very young 	to location, size and shape.
within a given area will determine the	 local children's play 	
diversity of recreation opportunity for a	 older children's activity space 	
community.	 youth recreation space 	
	 local recreation space 	
	 active recreation space 	
	 large community outdoor recreation area 	
	 fitness and exercise space 	
	 trail and path-based recreation 	
	 organised sport and recreation 	
	 off-leash dog exercise area 	

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<u>Is the planning proposal the best means of achieving the objectives or intended</u> <u>outcomes, or is there a better way?</u>

The proposed planning proposal is the best means of achieving the objectives and intended outcomes.

Section B – Relationship to strategic planning framework.

Is the planning proposal consistent with the objectives and actions of the applicable regional, sub-regional or district plan or strategy (including any exhibited draft plans or strategies)?

The Riverina Murray Regional Plan 2036

The *Riverina Murray Regional Plan 2036* is a 20-year blueprint for the future of the Riverina Murray, approved by the Department of Planning and Environment in 2017. The Riverina Murray region consists of 20 local government areas: Albury, Berrigan, Bland, Carrathool, Coolamon, Cootamundra-Gundagai, Edward River, Federation, Greater Hume, Griffith, Hay, Junee, *Leeton*, Lockhart, Murray River, Murrumbidgee, Narrandera, Snowy Valleys, Temora and Wagga Wagga.

The *Riverina Murray Regional Plan 2036* identifies that the Riverina Murray region in 2036 will be a diversified economy founded on Australia's food bowl, iconic waterways, a strong network of vibrant and connected communities and with its population expected to increase by 11,150 people.

In terms of Leeton's contribution to this population increase for the Riverina Murray region, the 2016 census shows that Leeton's population to be 11,168, up 1.2% from 11,037 in 2011. Leeton Shire Council's Economic Development, Tourism and Events strategic plan titled *'Envisage 2024, Going for Growth'* indicates the population to reach 12,528 by 2036, an increase of 12.1% from 2016. It also forecasts the age structure in Leeton Shire up until 2026 will see an 11.7% increase in population under the working age and a 26.3% increase in population at retirement age.

The Riverina Murray Regional Plan 2036 identifies that:

'Agriculture is integral to the success of the economy and a major force in the State. The Riverina Murray makes the largest regional contribution to agricultural production in NSW (\$1.4 billion). Agricultural productivity, combined with the region's strategic locational advantages and value-added manufacturing capabilities, make for an exciting future for this region.'

Leeton plays an important role in the regions agricultural economic success. The plan's narrative for the Leeton local government area is as follows:

'Leeton's economy is primarily driven by agriculture, with citrus, rice, grapes and wheat important commodities. The shire is home to the Sunrice Headquarters, Berri Juices, Swift Beef Cattle Feedlot, Freedom Foods and Murrumbidgee Irrigation, and is an important education centre for the Riverina Murray region.'

The Plan has four (4) main goals for the region:

- 1. A growing and diverse economy
- 2. A healthy environment with pristine waterways
- 3. Efficient transport and infrastructure networks
- 4. Strong, connected and healthy communities

Goal 4. Strong, connected and healthy communities, is directly applicable to this planning proposal. Specifically, within goal 4; the proposal is consistent with the following directions and its applicable actions:

- Direction 25 building housing capacity to meet demand, and
- Direction 26 provide greater Housing Choice.

Direction 25 states:

'Housing in the region has historically been characterised by single detached dwellings, with some larger residential lots and rural lifestyle options. As the population grows and changes, there will be demand for new housing and a greater variety of housing. Making more housing available in existing urban areas will be more sustainable because it takes advantage of existing infrastructure and services.'

Actions from this direction applicable to the proposal are:

25.2 – Facilitate increased housing choice, including townhouses, villas and apartments in regional cities and locations close to existing services and jobs.

Direction 26 states:

'Greater housing choice is needed to cater for changing household size, particularly a rise in the number of single person households and a decrease in the number of occupants in each household, the needs of tourists and an ageing population. More studio, one-and two-bedroom homes, and smaller homes that have good access to infrastructure and services will be needed.'

'The region experiences a large influx of seasonal workers to support agribusiness industries, including wine, orchard fruit (including citrus and nuts) and cotton and berry industries, particularly during harvest periods. An adequate range of accommodation, or capacity within existing options, needs to be provided to meet the future needs of seasonal workers.'

Actions from this direction applicable to the proposal are:

26.7 Promote incentives to encourage greater housing affordability, including a greater mix of housing in new release areas.

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This Planning Proposal supports the objectives, actions, desired outcomes, economic drivers and future growth directions detailed in the *Riverina Murray Regional Plan 2036* across the Leeton LGA by:

- increasing the available stock of vacant residential land in an appropriate location; and
- providing greater housing choice within an existing residential area

<u>Is the planning proposal consistent with a council's local strategy or other local</u> <u>strategic plan?</u>

Relevant Local Strategies

Council has prepared a Strategic Community Plan entitled *Leeton on the Go, Our Community Strategic Plan – Toward 2030*.

The current Planning Proposal is consistent with Leeton Shire Community Vision in that Plan being:

'To enjoy outstanding lifestyles and prosperous livelihoods within a caring and inclusive community and a healthy environment.'

Specifically, the Planning Proposal is considered to be consistent with the following key theme of that Plan:

- Theme 1 A Healthy and Caring Community Specifically its sub-theme 'A community that enjoys good housing.' This sub-theme addresses the community's aspirations for housing types, availability and affordability and where housing opportunities will be available in ten years' time. The planning proposal is consistent with the 'How can we do this' actions of the theme which are:
 - By identifying land that might be good for building more houses, including special housing types like elderly, youth, lower income and backpacker places and making sure there is enough transport available for their needs.
 - > By promoting house builds that foster health and wellbeing and long-term affordability.
 - *By promoting Leeton as an attractive location for housing development*.

Is the planning proposal consistent with applicable State Environmental Planning Policies?

The Planning Proposal is generally consistent with all applicable SEPPs (Refer Attachment 3).

<u>Is the planning proposal consistent with applicable Ministerial Directions (s.117</u> <u>directions)?</u>

The Planning Proposal is generally consistent with Ministerial Directions under Section 117(2) **(Refer Attachment 3)** The Planning Proposal does not impact identified flood liable or bushfire prone lands.

Any variations to these Directions are considered to be of minor significance.

Section C - Environmental, social and economic impact

Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

The proposed changes will not impact on critical habitats. The land to which this planning proposal relates is not identified as critical habitat.

<u>Are there any other likely environmental effects as a result of the planning proposal</u> <u>and how are they proposed to be managed?</u>

There are no other likely environmental effects as a result of the Planning Proposal.

Has the planning proposal adequately addressed any social and economic effects?

The planning proposal is considered to have a positive effect on the local community and economy. The social effects of the development of open space land to service the immediate surrounding population will result in a positive outcome.

The planning proposal will:

- facilitate the development and enhancement of open space within an existing residential area
- provide direct social benefits to the local community
- enhance the development of open space land that is currently undeveloped and detracts from the amenity of the surrounding residential area

The planning proposal will indirectly:

- increase the available stock of vacant residential land
- providing greater housing choice within an existing residential area; and
- create opportunities to support the development of a suitable open space network for Leeton

Section D – State and Commonwealth interests

Is there adequate public infrastructure for the planning proposal?

There are no significant public infrastructure impacts associated with the Planning Proposal. Notwithstanding, Council has contribution plan pursuant to the previous section 94A of the *Environmental Planning and Assessment Act 1979* and a contribution plan pursuant to Section 64 of the *Local Government Act 1993* to facilitate the recoupment of cost associated with any public infrastructure works or upgrades which may be required.

The section 94A plan applies across the Leeton local government area and contributions will apply to all developments within Zone R2 Low Density Residential to which this proposal seeks to be permitted which are valued over \$100,000.00. The plan assists Council in provision of appropriate public facilities which are required to maintain and enhance amenity and service delivery within the area.

Council's section 64 plan applies across Zone R2 Low Density Residential and enables Council to levy contributions in relation to development proposals where the anticipated development will or is likely to increase the demand for public facilities or infrastructure.

What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway determination?

Relevant State Government agencies will be consulted in accordance with requirements of any future Gateway determination issued by the Department of Planning and Environment. The Department of Planning and Environment were also consulted prior to the preparation of the resolution for Council to proceed with this Planning Proposal.

There are no Commonwealth public authorities considered to be directly impacted by the Planning Proposal.

7. Part 4 - Maps

The planning proposal will require alterations to the *Leeton Local Environmental Plan 2014* maps.

Attachment 4 contains the alterations to mapping from the *Leeton Local Environmental Plan 2014*

8. Part 5 – Community consultation

Wider community consultation will be commenced by giving notice of the public exhibition of the Planning Proposal:

- in a newspaper that circulates in the area affected by the Planning Proposal i.e. The Leeton Irrigator, and
- on the web-site of the Leeton Shire Council

The written notice will:

- give a brief description of the objectives or intended outcomes of the Planning Proposal
- indicate the land affected by the Planning Proposal
- state where and when the Planning Proposal can be inspected
- give the name and address of the RPA for the receipt of submissions
- indicate the closing date for submissions.

During the exhibition period, the following material will be made available for inspection:

- the Planning Proposal, in the form approved for community consultation by the Director General of Planning
- the Gateway Determination
- any studies relied upon by the Planning Proposal.

The initial gateway determination will confirm the public consultation that must be undertaken in relation to the Planning Proposal. If the gateway determination specifies different consultation requirement this part of the proposal will be revised to reflect the terms of the gateway determination.

In the interest of keeping communication open from the outset, key stakeholders will be identified and contacted directly to ensure that they are aware of the Planning Proposal and are given the opportunity to communicate their concerns and ideas in regard to the development.

9. Part 6 – Project Timeline

Table 1: Project Timeline	
Task	Anticipated Timeframe
Commencement date (date of Gateway determination)	4 weeks
Completion of required technical information	1 week
Government agency consultation (pre and post exhibition as required by Gateway determination)	3 weeks
Commencement and completion dates for public exhibition period	4 weeks
Dates for public hearing (required)	N/A
Consideration of submissions	2 weeks
Consideration of a proposal post exhibition	2 weeks
Date of submission to the Department to finalise the LEP	1 week
Anticipated date RPA will make the plan (if delegated)	TBD
Anticipated date RPA will forward to the Department for notification.	TBD

Table 1: Project Timeline