

## **Northbank on Murray**

Review of Planning Proposal to rezone Lot 1 DP1182353 to SP3 (Tourist), B3 (Commercial Core) and B4 (Mixed Use) to allow for resort and tourism development at East Gol Gol.

**Wentworth Shire Council**

23 February 2017

Revision: 0

Reference: 254982

# Document control record

Document prepared by:

**Aurecon Australasia Pty Ltd**

ABN 54 005 139 873

97 Pine Avenue  
Mildura VIC 3502

PO Box 10152  
Mildura VIC 3502  
Australia

**T** +61 3 5022 2766

**F** +61 3 5022 2944

**E** mildura@aurecongroup.com

**W** aurecongroup.com

A person using Aurecon documents or data accepts the risk of:

- a) Using the documents or data in electronic form without requesting and checking them for accuracy against the original hard copy version.
- b) Using the documents or data for any purpose not agreed to in writing by Aurecon.

Document control						aurecon
Report title		Review of Planning Proposal to rezone Lot 1 DP1182353 to SP3 (Tourist), B3 (Commercial Core) and B4 (Mixed Use) to allow for resort and tourism development at East Gol Gol.				
Document ID		Doc 1	Project number		254982	
File path		\\aurecon.info\shares\AUNTL\Admin\Temp\Steve.Crick\PROJECTS\Wentworth Shire Council planning proposal				
Client		Wentworth Shire Council				
Client contact		Michele Bos	Client reference			
Rev	Date	Revision details/status	Author	Reviewer	Verifier (if required)	Approver
0	27 February 2017	Draft	JK, SC	WW		BR
Current revision		0				

Approval			
Author signature		Approver signature	
Name	Steve Crick	Name	Brett Rielley
Title	Environmental Approvals Leader	Title	Technical Director Land Infrastructure Services

# Northbank on Murray

Date 23 February 2017  
Reference 254982  
Revision 0

**Aurecon Australasia Pty Ltd**

ABN 54 005 139 873

97 Pine Avenue  
Mildura VIC 3502

PO Box 10152  
Mildura VIC 3502  
Australia

**T** +61 3 5022 2766

**F** +61 3 5022 2944

**E** [mildura@aurecongroup.com](mailto:mildura@aurecongroup.com)

**W** [aurecongroup.com](http://aurecongroup.com)



# Contents

<b>1</b>	<b>Introduction</b>	<b>1</b>
1.1	Background	1
1.2	Structure of this report	2
<b>2</b>	<b>Site appreciation</b>	<b>3</b>
2.1	Regional context	3
2.2	Local context	4
2.3	The site	4
2.4	The Planning Proposal	5
2.5	Minimum lot size	10
<b>3</b>	<b>Statutory and guideline requirements</b>	<b>11</b>
3.2	Ministerial Directions	13
3.3	State Environmental Planning Policies	23
3.4	A Guide to Preparing Planning Proposals	27
<b>4</b>	<b>Conclusion</b>	<b>33</b>
4.1	Planning proposal checklist	33
4.2	Conclusion and Recommendation	37



## Executive summary

Aurecon has been engaged by Wentworth Shire Council (WSC) to undertake an independent assessment of a Planning Proposal to amend the Wentworth Local Environment Plan 2011 (WLEP) to allow the rezoning of a 675 hectare (ha) undeveloped rural lot at Gol Gol NSW to be developed for landuses including tourism, commercial and mixed use activities (the Planning Proposal). The proposed site development is called 'Northbank on Murray' and it is located on the eastern fringes of Gol Gol. The site traverses the Sturt Highway and a section of about one kilometre of the northern bank of the Murray River.

The objective of the Planning Proposal is to enable the development of the site as a large-scale tourism development that includes *'a range of accommodation options of a resort nature, cafes and restaurants, gymnasium, shopping outlets and indoor & outdoor attractions and activities'*. The main detail of the proposed development is shown on a Master Plan included in the Planning Proposal which is described as showing *'the nature of land uses that may be developed over time'*.

The review included a site inspection by the lead reviewer. The site was found to be undeveloped, vegetated with a mixture of Mallee forest and native grassland, and covered with a number of unsealed public roads and tracks. The site is surrounded by either grazing land, nature reserves or rural residential properties. The Sturt Highway divides the southern portion of the site with the southernmost area of the site fronting the Murray River.

The Planning Proposal would allow more than half of the site to be used for any form of commercial or mixed land uses. It proposes to amend the WLEP to include two land use zones that have not been used in the shire previously – B3 Commercial Core and B4 Mixed Use. These zones are included in the 'Standard Instrument – Principal Environmental Plan' which Council's use when developing LEPs, but it is not a requirement for Council's to implement these zones and they have not been used previously in Wentworth Shire. If the Planning Proposal was approved, the site would represent the only B3 and B4 land within Wentworth Shire. In addition, only 0.5ha of land zoned SP3 Tourism would occur outside the site.

The Planning Proposal would also remove existing minimum lot requirements for the site. The existing minimum lot size for the site is 10,000ha. Based on this lot size, no subdivision of the site is permissible under the current provisions of the WLEP. The Planning Proposal states that minimum lot sizes are not required for the zones it proposes. If the Planning Proposal was approved, the site could be subdivided, which could lead to issues with fragmentation.

The review found the Planning Proposal to be very vague and lacking consideration of critical issues such as: the economic viability and sustainability of the site for the proposed land use; socio-economic impacts and benefits to surrounding communities at a regional or local level; and why the intended zones are required when the site's existing zonings allows for some of the proposed development to occur. The Planning Proposal has not adequately considered the potential staging of development of the site, servicing requirements and restrictions to fragmentation of the site.

Without further planning and assessment, the Planning Proposal is considered to pose a considerable risk to both Wentworth Shire Council and adjoining Councils. Due to its proposed scale, it poses significant potential economic and social impacts, and servicing requirements.

For the Planning Proposal to proceed, the current and future supply and demand of commercial zoned land at a local and regional level needs to also be determined, and an assessment of the proposal needs to be undertaken on this. A detailed business case needs to be developed for the Northbank on Murray development, which should consider the staged development of the site and its potential agricultural productivity value. Further studies are also required to determine parts of the site that may require environmental protection.



# 1 Introduction

## 1.1 Background

Aurecon has been engaged by Wentworth Shire Council (WSC) to undertake an independent assessment of a Planning Proposal to amend the Wentworth Local Environment Plan 2011 (WLEP) to allow the rezoning of an undeveloped rural lot at Gol Gol NSW to be developed for landuses including tourism, commercial and mixed use activities (the Planning Proposal). The overall development is referred to as 'Northbank on Murray' in the Planning Proposal and is located in the Wentworth Local Government Area (the LGA).

The objective of the proposal is to amend the WLEP to facilitate the rezoning of Lot 1 DP1182353 (herein referred to as 'the site') which is currently zoned RU1 Primary Production. It is proposed to rezone the 693 hectare lot to SP3 Tourist, B3 Commercial Core and B4 mixed use zonings. It should be noted that the B3 and B4 zonings are not currently included in the WLEP and therefore the Planning Proposal also proposes that Land Use Tables for B3 and B4 zonings to be added to the WLEP from the Standard Instrument-Principal Local Environmental Plan.

The Planning Proposal for the site was lodged on behalf of the landholders in January 2016.

The purpose of a Planning Proposal is to explain the intended effect of a proposed local environmental plan (LEP) or an amendment of an LEP and provide the justification for proposed LEP amendment. The Planning Proposal must demonstrate the strategic merit of the proposed LEP amendment and respond to the statutory requirements of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

The Minister for Planning or their delegates can issue a Gateway Determination specifying whether a Planning Proposal is to proceed. The Gateway Determination ensures there is sufficient justification early in the process to proceed with a planning proposal. A Planning Proposal therefore needs to contain adequate information to identify relevant environmental, social, economic and other site specific considerations which may require further investigation should there be sufficient strategic merit for the proposal to proceed.

A Planning Proposal may allow additional uses through a change in the zone and/or to change other development standards (e.g. minimum lot size) in order to facilitate development which would not currently be allowable on the site.

Aurecon has undertaken an assessment of the Planning Proposal to determine whether it contains sufficient information to meet the requirements of Section 55 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) and the 'A Guide to Preparing Planning Proposals' (NSW Department of Planning and Environment, 2016). This report details Aurecon's findings of that review.

The Planning Proposal and associated appendices is provided in Appendix A.



## 1.2 Structure of this report

This report contains the following sections:

- Section 1 – provides the background to the Planning Proposal and overview of this assessment
- Section 2 – provides an appreciation of the current context of the site and surrounding areas, based on a site inspection carried out by the main reviewer, desktop reviews, and consideration of the current and proposed land use zones relevant to the Planning Proposal
- Section 3 – outlines the statutory requirements for the Planning Proposal and guidelines prepared by the Department of Planning and Environment (DP&E), and how the Planning Proposal conforms to these
- Section 4 – provides a summary, concluding remarks, and recommendations of this assessment.

## 2 Site appreciation

### 2.1 Regional context

The site is located on the eastern side of the township of Gol Gol, about six kilometres from the city of Mildura which is the main settlement in the region. Gol Gol is located in the Sunraysia region within south-western NSW. The region is known for being low-lying and flat, with the Murray River providing the main source of freshwater. The main economic activity in the region is agriculture, with other significant industries including tourism and manufacturing/food processing.

The Murray River separates Mildura from Gol Gol and also represents the boundary between NSW and Victoria. Gol Gol and Buronga to the west are located in close proximity to Mildura, although both towns are located within NSW and are part of the Wentworth LGA.

The main settlement within Wentworth LGA is the town of Wentworth, which is about 30 kilometres to the north-west of Gol Gol. Wentworth is located on the Silver City Highway, about 260 kilometres to the south of Broken Hill, 1,000 kilometres to the west of Sydney, and 420 kilometres from Adelaide.

Wentworth Shire Council manages an area of about 26,000 kilometres and about 8,000 residents on the NSW side of the Murray River and Mildura Rural City Council manages an area of approximately 22,230 square kilometres, including 53,000 residents on the Victorian side of the river.

The main demographical features of the region are shown in Table 2-1.

Table 2-1 Demographical features (Census data)

Feature	Wentworth	Mildura	Australian Average
Median age (2014)	42.5	39.4	37.3
Total no. of businesses (2014)	774	5,046	n/a
Median total income (2014)	\$36,068	\$38,295	\$44,940
Unemployment rate (2011)	6%	6.6%	5.6%
Total value of building (2014)	\$14M	\$143M	Not relevant
Top 3 employment industries	Agriculture 19.8% Health care 9.7% Retail 8.8%	Agriculture 11.1% Retail 13.6% Health care 11.9%	Health care 11.6% Retail 10.5% Manufacturing 9%

The data shown in Table 2-1 indicates that:

- Both Wentworth and Mildura LGA's have an older population than the national average. This is likely to be due to the region being a favoured destination for retirees leaving major cities such as Melbourne and Adelaide and surrounding rural areas.
- Wentworth Shire has a lower level of development than Mildura, although its unemployment rate is lower and a much higher proportion of its population work in agriculture.
- The level of building occurring in Wentworth LGA is significantly lower than in Mildura with its value of building being 9.8% of that occurring in Mildura. While this is reflective of its lower overall population, proportionally it is lower as Wentworth LGA has 15.1% of the population of Mildura LGA.





## 2.2 Local context

Gol Gol effectively operates as a suburb of Mildura, with services being provided by Wentworth Shire Council. In the 2006 census, Gol Gol had a population of 663. The town contains a hotel, service station, equipment hire business, primary school and supermarket. The majority of the town consists of detached low density residences, with a number of rural residential properties being located on its fringes. The town fronts a section of the Murray River and public access to the river is available from a number of places within and near the town.

The main transport route in Gol Gol is the Sturt Highway. A bus service operates between Gol Gol, Mildura, Wentworth and other nearby suburbs and towns.

To the north of the town is the Gol Gol wetlands, which is a large ephemeral freshwater lake system covering an area of about 500 hectares. The wetlands consist of two waterbodies – Lake Gol Gol and Gol Gol Swamp. The Gol Gol wetlands were connected to the Murray River during floods through Gol Gol Creek, although flow control devices installed since the 1950's have severed this connection.

## 2.3 The site

The site of the Planning Proposal is on the eastern fringes of Gol Gol. The site traverses the Sturt Highway and a section of about one kilometre of the northern bank of the Murray River. The site can effectively be broken into sections north and south of the Sturt Highway, which are described in more detail in the following sections.

Photographs of the site are provided in Appendix A.

A majority of the site is zoned RU1 Primary Production (RU1). A narrow strip along the northern boundary of the site is zoned E3 Environmental Management (E3) and a small section of site located within the Murray River riparian corridor is zoned W1 Natural Waterways (W1).

### 2.3.1 Northern section

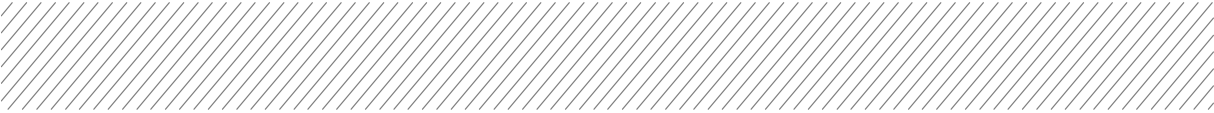
The northern section of the site represents the vast majority of the site and is generally flat, with an overall gentle slope from the north-east to south-west. This section is bounded to the north by a ridge line and Gol Gol Swamp, to the west by several rural residential properties and Nursery Ridge Lane, and to the east by Dansons Road. The Sunraysia Wildlife Refuge is located on the western boundary of the site (refer to Photograph 2 in Appendix A).

Nursery Ridge Road is an unsealed local road used to access rural residential and agricultural properties to the west of the site. Dansons Road is an unsealed road used to access a number of properties to the north and east of the site.

A large number of unsealed roads and tracks traverse the site and appear to be used for recreational purposes. Some fences were observed on the boundaries of the site, although some areas are not fenced, including sections along the Sturt Highway. A cattle grid was observed on one access road connecting to the highway, but not at other access points.

An easement for a proposed road extension runs through the southern portion of this section. It is understood that this formed part of a highway corridor planned in the 1950's that is not currently planned to be constructed.

Underground telecommunication services were observed at several locations at the south-western portion of the site, and overhead powerlines were observed running along the Sturt Highway but no other services were identified.



Several small disturbed areas were observed within the central portion of the site on aerial photography, although the site inspection did not find evidence that this disturbance had occurred recently (refer to Photograph 8 in Appendix A).

The site was found to be vegetated by native Mallee forest and grasslands. Some weed growth was noted, although the majority of the site appears to be covered in endemic vegetation. Dumped rubbish was observed in several locations within the site.

No evidence of former land uses were found at any part of the site, aside from fencing and tracks. It is probable that the site was formerly used for low-density grazing, although no other former land uses are evident.

### 2.3.2 Southern section

The southern section of the site is located in a strip ranging from about 150 metres to 850 metres in width between the Sturt Highway and the northern bank of the Murray River. A steep slope runs along the highway boundary leading to what appears to be a floodplain associated with the River. Flood mapping (1 in 100 year) shown on Figure 1 in Appendix A, shows that roughly half this section of the site is affected by flooding.

This was evident from flood marks made on trees that occur in this area.

A small vineyard operated by Gol Gol Public School is located in this section of the site. A number of unsealed tracks occur in this section of the site and appear to be used to access the floodplain area and river for recreational purposes.

This section of the site appears to be vegetated with riparian and floodplain forest trees typical of those growing along the Murray River. No evidence of any former land uses were found in this section of the site.

## 2.4 The Planning Proposal

The objective of the Planning Proposal is to enable the development of the site as a large-scale tourism development that includes *'a range of accommodation options of a resort nature, cafes and restaurants, gymnasium, shopping outlets and indoor & outdoor attractions and activities'*. The main detail of the proposed development is shown on a Master Plan included in the Planning Proposal which is described as showing *'the nature of land uses that may be developed over time'*. The Planning Proposal states that it seeks strategic support for the development of the site *'over time'* rather than for any specific development, which it notes would be subject to further approvals.

The Northbank on Murray Master Plan is shown on the following page. The site covers an area of about 675 ha. The Planning Proposal seeks rezoning of the site from RU1, E3 and W1 to the following land zonings:

- B3 – Commercial Core: 135 ha located along the northern side of the Sturt Highway and straddling the undeveloped road easement.
- B4 – Mixed Use: 145 ha located on the eastern boundary of the northern section of the site.
- SP3 – Tourist: 395 ha mostly accommodating the northern part of the northern section of the site and the floodplain area adjacent to the Murray River.

The Planning Proposal would also remove existing minimum lot requirement associated with the current RU1 zoning that applies to the site. The existing minimum lot size for the site is 10,000ha. Based on this lot size, no subdivision of the site is permissible under the current provisions of the WLEP. The Planning Proposal states that minimum lot sizes are not required for the zones it proposes.

# Appendix A - Concept masterplan for NORTHBANK



## Legend - South of Highway

- 1 Southern Resort Entrance
- 2 Murray Resort Hotel
- 3 Tennis Village
- 4 Village Apartments
- 5 Boat Shoals
- 6 Boat Ramp
- 7 Go Go Ski Club
- 8 Historic Boat Mooring
- 9 Beach Swimming Lagoon
- 10 "Board Walk" - Restaurants, Cafes & Boutique Shops
- 11 River Lodges
- 12 Private Boat Viewing Platform



Cultural Centre

Go Go Helipads



Canal Training



Outdoor Activities



Bungee Jumping



Open Range Golf



Golf Course



Luxury Camping Resort



Getting around Segway



Cycling



Golf Carts



Lake - Swimming Lagoon



Wine Cellar Door



Brewery



Food Tourism



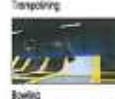
Tourist - Retail DFO



Shopping Mall



Laser Tag



Bowling



Gymnasium



Museum Cinema



Public Building

## NORTHBANK ON MURRAY

studio a2

1515-00-603  
March 2016

### Legend - North of Highway

- A Northern Resort Entrance
- B Large Scale Tourism - Retail
- C Food Court
- D Village "Square" - Boutique Shopping, Restaurants, Cafes, Boutique Brewery, Apartments etc.
- E Lagoon Beach Swimming
- F Water Park - Resort Village
- G Adventure Park
- H Water/Ski
- I Lake
- J Golf Clubhouse & Resort
- K 18 Hole Championship Golf Course
- L Indigenous Cultural Centre & Conference Centre
- M Resort Village 1 - Townhouses, Apartments etc.
- N Resort Village 2 - Townhouses, Apartments etc.
- O Resort Village 3 - Townhouses, Apartments etc.
- P Individual Holiday Villas

Proposed Tourist Development  
Oct 2015

### Schematic Design Proposal

Site Plan





### 2.4.1 Wentworth Local Environmental Plan 2011

The WLEP specifies land use zones for Wentworth Local Government Area and includes the existing zoning of the site (RU1) as well as one of the proposed zonings: SP3 Tourism. The WLEP does not contain the B3 Commercial Core or B4 Mixed Use. All of these zonings were introduced through the Standard Instrument – Principal Local Environmental Plan ('the Standard Instrument'), which is discussed in Section 3.1.2. All NSW Councils are required to use the Standard Instrument when preparing a new LEP.

Table 2.2 provides details of the existing area of each land use zone used in the current WLEP and details of how these would change under the Planning Proposal.

Table 2.2 Current area of land use zones in Wentworth LGA

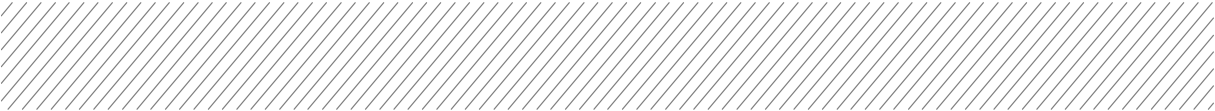
Zone	Wentworth LEP	Area (hectares)	Proposed change %
B6	Enterprise Corridor	4	0
E1	National Parks and Nature Reserves	177,379	0
E2	Environmental Conservation	91,041	0
E3	Environmental Management	1,623	0
IN1	General Industrial	360	0
IN2	Light Industrial	23	0
R5	Large Lot Residential	456	0
RE1	Public Recreation	100	0
RE2	Private Recreation	157	0
RU1	Primary Production	2,320,670	<0.1% decrease
RU3	Forestry	10,712	0
RU5	Village	904	0
SP1	Special Activities	75	0
SP2	Infrastructure	10,310	0
SP3	Tourist	0.5	>1,000% increase
W1	Natural Waterways	8804	0
W2	Recreational Waterways	319	0

As shown in Table 2.2, the Planning Proposal would result in a relatively insignificant reduction in land zoned RU1, although the site's suitability for agriculture should not be judged on this alone. Given its proximity to existing services and the Murray River, it is likely to be a good site for irrigated horticulture.

The Planning Proposal would see a significant increase to the overall area of SP3 – Tourist zoning, in addition to the introduction of two new zones (B3 and B4) that are not currently used in WLEP. This would result in two of the land use zones used by Council only effectively occurring at one site, which is owned by one landholder (note – only 0.5 ha of the SP3 zone would occur outside the site). Such a scenario may have implications for a number of Council functions, in particular, strategic planning, economic development, development control, and regulatory activities.

The proposal would also remove existing minimum lot size requirements associated with the current RU1 zoning that apply to the site. The existing minimum lot size for the site is 10,000ha. Therefore subdivision of the site is not permissible under the current provisions of the WLEP. Removal of minimum lot size requirements could enable the site to be subdivided, which could restrict the overall Northbank on Murray tourist development from being fully realised, and could result in increased urban development pressure on fringe land.

It should be noted that current WLEP SP3 zoning provisions and the proposed B3 and B4 zoning provisions would prohibit agricultural activities to be carried out on the site. This means that if the site



is rezoned and subject to staged development, use of undeveloped parts of the site in the interim period for agriculture would not be permissible.

It is not clear from the Planning Proposal if it is necessary to rezone the site to the proposed land use zones to achieve the intended outcomes described in the Planning Proposal. Certain developments can occur under its current zoning, or if other land uses are required, under other zones currently implemented by the WLEP. The following section discusses the relevance of the site's current zoning to the Planning Proposal.

An analysis of the merits of the Planning Proposal is contained in Section 3 of this assessment.

#### **2.4.2 Zone RU1 Primary Production**

The objectives of the RU1 zone under the WLEP are as follows:

- *To encourage sustainable primary industry production by maintaining and enhancing the natural resource base.*
- *To encourage diversity in primary industry enterprises and systems appropriate for the area.*
- *To minimise the fragmentation and alienation of resource lands.*
- *To minimise conflict between land uses within this zone and land uses within adjoining zones.*
- *To ensure the protection of both mixed dryland and irrigation agricultural land uses that together form the distinctive rural character of Wentworth.*
- *To ensure land is available for intensive plant agricultural activities.*
- *To encourage diversity and promote employment opportunities related to primary industry enterprises, including those that require smaller holdings or are more intensive in nature.*

The intent of this zoning is to provide for sustainable agriculture and protect productive agricultural land from inappropriate development and fragmentation. This land zone covers the majority of Wentworth Local Government Area.

Under the current RU1 zoning, the site cannot be developed for some of the land uses shown in the Northbank on Murray Master Plan. Some tourism and commercial facilities are permitted with consent in the RU1 zone, such as: bed and breakfast accommodation, camping grounds, charter and tourism boating facilities, eco-tourist facilities, farm stay accommodation, recreational facilities (major), recreational facilities (outdoor) and water recreation structures.

Changing the zoning to those specified in the Planning Proposal would permit the development of the land uses outlined in Table 2-3 (note – only relevant additional land uses are shown).

**Table 2-3 Relevant land uses that would become permissible under the Planning Proposal**

SP3 – Tourist (from WLEP)	B3 - Commercial Core*	B4 – Mixed Use*
<ul style="list-style-type: none"> <li>■ Amusement centres</li> <li>■ Boarding houses</li> <li>■ Caravan parks</li> <li>■ Child care centres</li> <li>■ Electricity generating works</li> <li>■ Entertainment facilities</li> <li>■ Food and drink premises</li> <li>■ Function centres</li> <li>■ Highway service centres</li> <li>■ Marinas</li> <li>■ Registered clubs</li> <li>■ Restricted premises</li> <li>■ Service stations</li> <li>■ Tourist and visitor accommodation</li> </ul>	<ul style="list-style-type: none"> <li>■ Child care centres</li> <li>■ Commercial premises</li> <li>■ Function centres</li> <li>■ Hotel or motel accommodation</li> <li>■ Medical centres</li> <li>■ Registered clubs</li> <li>■ Restricted premises</li> </ul>	<ul style="list-style-type: none"> <li>■ Boarding houses</li> <li>■ Child care centres</li> <li>■ Commercial premises</li> <li>■ Function centres</li> <li>■ Hotel or motel accommodation</li> <li>■ Medical centres</li> <li>■ Registered clubs</li> <li>■ Restricted premises</li> <li>■ Seniors housing</li> <li>■ Shop top housing</li> </ul>

\* from standard instrument

A premise of the Planning Proposal is that the site is better suited to a mixture of tourism, commercial and mixed use developments rather than for rural and agricultural land uses, due to, inter alia:

- In its current state, any loss of agricultural production value is minimal due to its low agricultural productivity. The current use generates minimal income for the current owners and no material flow on benefits for surrounding businesses
- Use of the site for non-intensive sheep grazing and cultivation is less viable due to the fact that it is located immediately adjacent to Gol Gol and proposed large lot residential estates

The Planning Proposal does not provide clear evidence that the site would be better suited to tourism, commercial and mixed use land uses rather than agricultural or rural land uses. It is suggested that an agronomic assessment of the site would be prudent in quantifying the claim that the site is not economically viable for agriculture. In parallel, a business case should be undertaken to show the site would be viable for proposed intensive tourism, commercial and mixed use development.

It is concluded that the Planning Proposal does not provide adequate rationale that it provides the best solution to achieve the objectives of the Proposal. The proposed rezonings would prohibit agricultural land use to be carried out on the site. The existing RU1 zoning provides opportunities for tourism development which should be considered against the objectives and intended outcomes of the Planning Proposal. If tourism developments that are currently permissible at the site are built and operated, the viability of the site for further tourism, commercial and mixed use developments would be demonstrated.



## 2.5 Minimum lot size

Clause 4.1 of Part 4 of the WLEP specifies that:

*(6) Development consent must not be granted under this clause for a subdivision of land in Zone RU1 Primary Production, Zone RU2 Rural Landscape, Zone RU3 Forestry, Zone RU4 Primary Production Small Lots, Zone RU6 Transition, Zone R5 Large Lot Residential, Zone E2 Environmental Conservation, Zone E3 Environmental Management or Zone E4 Environmental Living if:*

*(a) the subdivision will result in 2 or more lots of less than the minimum area specified for such lots by a development standard, or*

*(b) the subdivision will result in at least one lot that is less than 90% of the minimum area specified for such a lot by a development standard.*

*Note. When this Plan was made, it did not include Zone RU2 Rural Landscape, Zone RU4 Primary Production Small Lots, Zone RU6 Transition or Zone E4 Environmental Living.*

The Lot Size Maps provided with the WLEP show the minimum lot size for the site and the RU1 zone (generally) as 10,000 ha, which is much larger than the size of the site.

The Planning Proposal seeks to remove the minimum lot size provisions for the site. The Planning Proposal does not specify suggested new minimum lot size provisions. Minimum lot sizes to the west of the site range from 5000m<sup>2</sup> within the Gol Gol township to 10ha associated with R5 Large lot residential land. The planning proposal does not give any indication of scope of intended subdivision to realise the Northbank Development. It is not considered appropriate to allow the rezoning of such a significant land holding into more intense land use zones without further, detailed consideration of lot size provisions that would impede the rapid fragmentation of the land and restrict the stated outcomes of the Planning Proposal. There may even need to be controls limiting Torrens title subdivision of the rezoned land altogether, with subdivision (Torrens, Community or Strata) only occurring once development of the land has occurred. The servicing requirements and impacts of future subdivision of the site should also be considered by Council when assessing the Planning Proposal.

# 3 Statutory and guideline requirements

This section provides an assessment of the Planning Proposal against statutory and guideline requirements relevant to planning proposals.

## 3.1.1 Environmental Planning and Assessment Act 1979

The Planning Proposal is required to meet the requirements of Section 55 of the EP&A Act.

Section 55 (2) of the EP&A Act outlines that a Planning Proposal must include the following components:

- **Part 1** – A statement of the objectives and intended outcomes of the proposal
- **Part 2** – An explanation of the provisions that are to be included in the proposal
- **Part 3** – The justification for those objectives, outcomes and the process for their implementation
- **Part 4** – Maps, where relevant, to identify the intent of the Planning Proposal and the area to which it applies
- **Part 5** – Details of the community consultation that is to be undertaken for the Planning Proposal.

Table 3.1 below identifies whether the Planning Proposal has met the requirements for each of the above components.

Table 3.1 Section 55 of the EP&A Act requirements

Requirement	Requirement met?	Comments
Part 1 – A statement of the objectives and intended outcomes of the proposed instrument <i>Is it clear what the proposal is trying to achieve?</i>	Partially	<p>A statement of the objectives and intended outcomes has been provided in the Planning Proposal.</p> <p>The objective of the planning proposal are to rezone land at East Gol Gol for a master planned tourism development, which is described in Section 2.4.</p> <p>The intended outcomes of the proposal are stated as:</p> <ul style="list-style-type: none"><li>■ <i>To create a superior economic use of the site</i></li><li>■ <i>To create jobs in development and the ongoing operation of the development</i></li><li>■ <i>To stimulate the wider Buronga Gol Gol areas through additional tourism and provision of services</i></li><li>■ <i>Increase rate and water/sewer revenue for Wentworth Shire Council</i></li></ul> <p>The Planning Proposal states that it is intended to gain strategic support for development of the site 'over time' and that the specific developments shown on the</p>



Requirement	Requirement met?	Comments
		<p>Master Plan are <i>'illustrative of land uses that may be developed'</i>.</p> <p>Due to these statements and the large size of the area subject to the application, the purpose of the proposal is not clear.</p> <p>As outlined in Table 2.2 and Section 2.4, the proposal would allow for the construction of a range of new developments, although a number of tourism related developments are already permissible at the site.</p> <p>The Planning Proposal also does not adequately explain why two new, non tourist related, land use zones should be introduced to the WLEP, given that the current SP3 and RU1 zones generally support the different types of development shown on the Master Plan.</p>
<p>Part 2 – An explanation of the provisions that are to be included in the proposed instrument</p> <p><i>Does the proposal include details about the provisions in the LEP that may/will need to be amended to deliver the desired outcome?</i></p>	Yes	<p>The Planning Proposal seeks to amend Wentworth Local Environmental Plan 2011 by:</p> <ul style="list-style-type: none"> <li>■ Adding the B3 and B4 zonings and associated land use tables to the WLEP.</li> <li>■ Rezone Lot 1 DP1182353 from RU1, E3 and W1 to SP3, B3 and B4 to allow for tourism, commercial and mixed use based development (it is noted that the B3 and B4 zones would allow a range of non-tourist related land uses).</li> <li>■ Delete the Minimum Lot Size Map for Lot 1 DP1182353.</li> </ul>
<p>Part 3 – The justification for those objectives, outcomes and the process for their implementation</p> <p><i>Does the proposal include information about consistency with strategic planning framework including regional/sub-regionals strategies and s117 Directions etc.?</i></p>	Yes	<p>Part 4 Section 2 of the Planning Proposal considers and addresses the requirements of the s117 Directions and relevant State Environmental Planning Policies (SEPPs) that relate to the proposal. These are discussed further in Section 3.2 and 3.3.</p>
<p>Part 4 – Maps, where relevant, to identify the intent of the Planning Proposal and the area to which it applies</p> <p><i>Does the proposal include sufficient mapping and other material such as aerial photographs to clearly identify the site, current and proposed zoning, etc. to clearly explain the intent of the proposal?</i></p>	Yes	<p>Mapping is provided to identify the location of the site (Appendix B) as well as proposed land zoning and lot size mapping (Appendix E and D). The mapping includes a concept Master Plan for the Northbank tourism development.</p> <p>Aerial mapping and mapping of existing and surrounding zoning is not provided, however are readily available on Council, Department of Planning and Environment, and NSW Legislation websites.</p>
<p>Part 5 – Details of the community consultation that is to be undertaken on the Planning Proposal</p> <p><i>Does the proposal contain details relating to any agencies that will need to be consulted with to progress the</i></p>	Partial	<p>Consultation with State and Commonwealth agencies had not been undertaken for the Planning Proposal. Any consultation which may or may not have been undertaken with Council has not been documented in the Planning Proposal.</p>

Requirement	Requirement met?	Comments
<p><i>proposal? Does it include details about any consultation that has already occurred with agencies/stakeholders?</i></p> <p><i>Does the proponent discuss any potential future community consultation?</i></p>		<p>The Planning Proposal does not identify any agencies that will need to be consulted with to progress the proposal. Such agencies that would require consultation for a project of this scale would likely include but are not limited to Rural Fire Service, DPI Fisheries, Roads and Maritime Services and NSW Office of Environment and Heritage (OEH), NSW Office of Water. Other stakeholders which may require consultation include power and telecommunications service providers.</p> <p>Part 5 of the Planning Proposal states that community consultation is proposed in accordance with Section 57 of the EP&amp;A Act. It is proposed that public exhibition of the proposal would take place for 28 days.</p>

## 3.2 Ministerial Directions

The NSW Minister for Planning can issue directions under Section 117 of the *Environmental Planning and Assessment Act 1979* for Councils to consider when preparing a draft Local Environment Plan or rezoning application.

Table 3-2 provides consideration of these directions against the Planning Proposal.

Table 3-2 S117 Ministerial Directions

S117 Direction	Applicable (Y/N)	Consistent with Planning Proposal (Y/N)	Justification provided in the Planning Proposal	Appraisal
<b>Employment and Resources</b>				
1.1: Business and Industrial Zones	Y	N	This direction has not been addressed in the planning proposal.	<p>This direction applies when a relevant planning authority prepares a planning proposal that will affect land within an existing or proposed business or industrial zone. This direction applies to the planning proposal as it includes rezoning of the site to the B3 and B4 zoning.</p> <p>The objectives of this direction include encouraging employment growth in suitable locations and supporting the viability of identified strategic centres.</p> <p>The direction requires that a planning proposal give effect to the objectives of this direction and ensure that proposed new employment areas are in accordance with a strategy that is approved by the Director-General of the Department of Planning.</p> <p><b>Recommendation</b></p> <p>The Planning Proposal should consider Ministerial Direction 1.1. An economic assessment of current commercial, retail and employment land supply within the area should be prepared to determine the need for additional commercial zoned land and the potential impact on the existing commercial zoned land within Gol Gol and Mildura. The provision of 135ha of commercial zoned fringe land could have a significant impact on the local economy and the existing CBD of Mildura. This has not been adequately considered in the Planning Proposal.</p>
1.2: Rural Zones	Y	N	<p>This direction states that Planning Proposals must not rezone land from rural to a residential, business, industrial or tourist zone.</p> <p>Although the planning proposal does seek to rezone the land, currently RU1 Primary Production to SP3, B3 &amp; B4, it is considered that in its current state, any loss of agricultural</p>	<p>The Planning Proposal does not adequately justify its inconsistency with this direction. There is no evidence provided to substantiate the claim that the site has low agricultural productivity and economic potential. Inconsistencies with this direction must be either:</p>

S117 Direction	Applicable (Y/N)	Consistent with Planning Proposal (Y/N)	Justification provided in the Planning Proposal	Appraisal
			production value is minimal due to its low agricultural use and potential productivity. The land has been sitting dormant for a long time and not contributing to the local economy during this time.	<ul style="list-style-type: none"> <li>■ justified by a strategy which:               <ul style="list-style-type: none"> <li>– gives consideration to the objectives of this direction,</li> <li>– identifies the land which is the subject of the planning proposal, and</li> <li>– is approved by the Director-General of the Department of Planning</li> </ul> </li> <li>■ justified by a study prepared in support of the planning proposal which gives consideration to the objectives of this direction, or</li> <li>■ in accordance with the relevant Regional Strategy, Regional Plan or Sub- Regional Strategy prepared by the Department of Planning which gives consideration to the objective of this direction, or</li> <li>■ is of minor significance</li> </ul> <p>Removal of approximately 693 ha of potential agricultural land adjacent to the Murray River is not considered of minor significance.</p> <p>There is currently no regional strategy or regional plan in force relevant to the site. However the Planning Proposal should consider its concurrence with the Draft Far West Regional Plan. Relevant directions in this Draft plan include, Direction 1 of this Plan is to Grow the economic potential of the agribusiness sector while Direction 5 is to Promote tourism opportunities.</p> <p><b>Recommendation</b> The Planning Proposal should include an economic assessment that provides an analysis of the potential employment and earning value of the site</p>

S117 Direction	Applicable (Y/N)	Consistent with Planning Proposal (Y/N)	Justification provided in the Planning Proposal	Appraisal
				in its current state, during hypothetical stages of development and when it is fully developed. Consideration should also be given to economic impacts and benefits from construction of the development on a local and regional scale.
1.3: Mining, Petroleum Production and Extractive Industries	N	N/A		
1.4: Oyster Aquaculture	N	N/A		
1.5: Rural Lands	Y	Partially	<p>The planning proposal is generally consistent with the Rural Planning Principles of SEPP (Rural Lands) 2008.</p> <p>a) The current use of the land for cultivation and grazing is of minor significance;</p> <p>b) The proposal will have minimal impact on agriculture in the area and will provide retail customers for farms, markets and cellardoors in the area;</p> <p><del>c-d</del>) The proposal will provide a good balance between the social, economic and environmental interests of the community;</p> <p><del>d-e</del>) The proposal avoids constrained areas and provides for the protection and ongoing management of land with important ecological values;</p> <p>e-f) The proposal provides additional tourism opportunities and is located adjacent to an existing township; and</p> <p>f g) The proposal will make use of existing infrastructure and will have minimal demands for services because of its location.</p> <p><i>Note: the Planning Proposal has omitted Rural Planning C and miss-assigned responses to Principles d to g.</i></p>	The Planning Proposal is generally consistent with the Rural Planning Principles of SEPP (Rural Lands). Further consideration of SEPP (Rural Lands) is provided in Section 3.3.1.

S117 Direction	Applicable (Y/N)	Consistent with Planning Proposal (Y/N)	Justification provided in the Planning Proposal	Appraisal
<b>Environment and Heritage</b>				
2.1: Environment Protection Zones	Y	Y	The planning proposal includes provisions that facilitate the protection and conservation of the environmentally sensitive areas of the site.	<p>The Planning Proposal does not include specific provisions for environmental protections zones although it refers to a small area of around 10 acres of black box woodland on the floodplain frontage to the Murray River which would not be cleared. The Planning proposal also refers to state-wide policies and legislation for environmental protection that apply to the site as a matter of course.</p> <p>The Planning Proposal notes that clearing of the site has previously been approved based on a Report of Sunraysia.</p> <p><b>Recommendation</b></p> <p>The Planning Proposal should include a study of the biodiversity of the site by a qualified ecologist to determine if any parts of the site should be protected, especially along the northern boundary that adjoins E3 zoned wetlands and along the Murray River riparian corridor. Given the large scale of the site and extensive buffer/vegetated areas shown on the Master Plan, consideration should be given to protecting parts of the site with high environmental value with environmental protection zones.</p> <p>Any existing approvals covering clearing of the site should be provided with the Planning Proposal, or details should be provided.</p>
2.2: Coastal Protection	N	N/A		
2.3: Heritage Conservation	Y	No	The land has previously been examined by a local Aboriginal elder who advised us that the site has no cultural heritage and no items have ever been found on the site.	The Planning Proposal provided to the reviewers did not include a letter from an Aboriginal elder. While this letter from a local Aboriginal elder would provide critical information regarding the potential for Aboriginal Cultural Heritage to occur on the site, this assessment would not be in accordance with the

S117 Direction	Applicable (Y/N)	Consistent with Planning Proposal (Y/N)	Justification provided in the Planning Proposal	Appraisal
				<p><i>Code of Practice for Archaeological Investigation of Aboriginal objects in NSW</i> (DECCW 2010).</p> <p><b>Recommendation</b></p> <p>An Aboriginal heritage assessment consistent with the requirements of the <i>Code of Practice for Archaeological Investigation of Aboriginal objects in NSW</i> (DECCW 2010) should be undertaken and appended to the Planning Proposal.</p>
2.4: Recreation Vehicle Areas	Y	Partial	The planning proposal will not enable the land to be developed for the purpose of a recreation vehicle area as the SP3 and RU1 Land Use Table are equivalent in this respect.	<p>The Planning Proposal is unclear in its statement “the Planning Proposal will not enable the land to be developed for the purpose of a recreation vehicle area...” while including a picture of a recreation vehicle is included in the Master Plan (refer to Section 2.4).</p> <p>Both the SP3 and RU1 zoning allow for Recreation facilities (outdoor) which would allow the establishment of a recreation vehicle area with consent from Council.</p> <p><b>Recommendation</b></p> <p>The Planning Proposal should be amended to confirm its consistency with this direction.</p> <p>Should the Planning Proposal seek to develop a portion of the site as a recreation vehicle area, it would be consistent with this Direction so long as the siting of the area considered the guidelines outlined in the Direction.</p>
2.5: Application of E2 and E3 Zones and Environmental Overlays in Far North Coast LEPs	N	N/A		
<b>Housing, Infrastructure and Urban Development</b>				
3.1: Residential Zones	N	N/A		
3.2: Caravan Parks and Manufactured Home Estates	N	N/A		

S117 Direction	Applicable (Y/N)	Consistent with Planning Proposal (Y/N)	Justification provided in the Planning Proposal	Appraisal
3.3: Home Occupations	N	N/A		
3.4: Integrating Land Use and Transport	Y	Y	Existing access to the site is provided by all-weather roads from the Sturt Highway. Works will be required to be undertaken to provide an all-weather access and the design and construction of these accesses will require consultation with Roads & Maritime Services.	This Direction requires that a Planning Proposal must be consistent with the aims, objectives and principles of <i>Improving Transport Choice – Guidelines for planning and development (DUAP 2001)</i> and the <i>Right Place for Business and Services – Planning Policy (DUAP 2001)</i> .  While the Planning Proposal does not address the requirements of these documents explicitly the location of the site on the Sturt Highway, adjacent to the Township of Gol Gol and the concept Master Plan of the development are considered to be consistent with this Direction.
3.5: Development Near Licensed Aerodromes	N	N/A		
3.6: Shooting Ranges	N	N/A		
<b>1. Hazard and Risk</b>				
4.1: Acid Sulfate Soils	N	N/A		
4.2: Mine Subsidence and Unstable Land	N	N/A		
4.3: Flood Prone Land	Y	Y	Not addressed specifically in s117 Section of Planning Proposal. However the Planning Proposal notes that the majority of the site is outside Council's Flood Planning Area. A small part (less than 5%) of the site adjacent to the Murray River and billabong is on the floodplain. Any development in this part of the site would have to be compatible with the NSW Floodplain Development Manual and the Wentworth LEP 2011.	The Planning Proposal intends to rezone land that is located within the 1:100 flood zone from RU1/W1 to SP3 - Tourist. Given the large area of the site that is not flood affected that would also be rezoned to SP3 – Tourist, it is not clear why the flood prone area is included. If it is intended for a specific development(s) to occur in this area, this should be stated. From a risk perspective, it would seem prudent to develop parts of the site that are not flood affected before flood prone areas.  <b>Recommendation</b>  The Planning Proposal should provide further consideration of potential flood issue and map



S117 Direction	Applicable (Y/N)	Consistent with Planning Proposal (Y/N)	Justification provided in the Planning Proposal	Appraisal
				<p>where flood prone areas are in relation to the site and Master Plan.</p> <p>The Planning Proposal should provide justification to why flood prone parts of the site should be developed when large areas of the site that are not flood affected would be available.</p>
4.4: Planning for Bushfire Protection	Y	N	<p>The land is not considered to be bushfire prone While currently identified on RFS maps it is considered that there is no identifiable Bushfire Hazard on the proposed development site. The surrounding land is predominantly cleared or has a permit to be a cleared. When this approved clearing is in effected a Bushfire Hazard will not be applicable to this site</p>	<p>The site is currently vegetated and mapped as bushfire prone and therefore this direction requires proponents to consider the requirements of <i>Planning for Bushfire Protection 2006</i>.</p> <p>Considering the large area of the site and areas of vegetation that would remain or be established if it were developed, it is unlikely that the site would ever be without bushfire risk. This issue needs further consideration in the Planning Proposal.</p> <p><b>Recommendation</b></p> <p>The Planning Proposal needs to fully consider the requirements of Direction 4.4, including requirements for Asset Protection Zones.</p>
<b>Regional Planning</b>				
5.1: Implementation of Regional Strategies	N/A	N/A	The proposal is consistent with all applicable strategies.	Although considered in the Planning Proposal, this Direction does not apply to the Planning Proposal as there is no regional strategy that applies to the area that requires consideration under Direction 5.1.
5.2: Sydney Drinking Water Catchments	N	N/A		
5.3: Farmland of State and Regional Significance on the NSW Far North Coast	N	N/A		
5.4: Commercial and Retail Development along the Pacific Highway, North Coast	N	N/A		

S117 Direction	Applicable (Y/N)	Consistent with Planning Proposal (Y/N)	Justification provided in the Planning Proposal	Appraisal
5.5: Development in the vicinity of Ellalong, Paxton and Millfield (Cessnock LGA) (Revoked 18 June 2010)	N	N/A		
5.6: Sydney to Canberra Corridor (Revoked 18 July 2008. See amended Direction 5.1)	N	N/A		
5.7: Central Coast (Revoked 10 July 2008. See amended Direction 5.1)	N	N/A		
5.8: Second Sydney Airport: Badgerys Creek	N	N/A		
5.9: North West Rail Link Corridor Strategy	N	N/A		
5.10: Implementation of Regional Plans	Y	N	Not considered in Planning Proposal	<p>The Draft Far West Regional Plan was released by the Department of Planning in 2016. The Plan is currently on exhibition, While the Planning Proposal is not required to demonstrate compliance with the Plan until such time as it is adopted, it is recommended the Planning Proposal consider this document if it is revised.</p> <p><b>Recommendation</b></p> <p>Any revised Planning Proposal should provide consideration of the Draft Far West Regional Plan 2016.</p>
<b>Local Plan Making</b>				
6.1: Approval and Referral Requirements	Y	Y	The planning proposal does not contain concurrence, consultation or referral provisions	The planning proposal complies with this direction.
6.2: Reserving Land for Public Purposes	Y	Y	The planning proposal does not create, alter or reduce existing zoning or reservations of land for public purposes.	The Master Plan (refer to Section 2.4) shows some public land uses as being potentially developed at the site. These include: 'Riverside picnic areas', boardwalks and shared use paths. These would not occur on land zoned for public purposes however,

S117 Direction	Applicable (Y/N)	Consistent with Planning Proposal (Y/N)	Justification provided in the Planning Proposal	Appraisal
				and therefore the Planning Proposal is considered to be consistent with this direction.
6.3: Site Specific Provisions	Y	N	The planning proposal suggests a Development Control Plan to impose additional requirements in accordance with the relevant clause of the principle LEP.	<p>The objective of this direction is to discourage unnecessarily restrictive site specific planning controls. This Direction requires that a Planning Proposal that will amend an LEP in order to allow a particular development proposal to be carried out (ie the NorthBank Development) must rezone the site to a zone that allows that landuse without imposing any development standards or requirements in addition to those already contained in the zone or in the LEP.</p> <p><b>Recommendation</b></p> <p>Any revised Planning Proposal should reconsider the response to this direction, including consideration of height controls, floor space limits and density controls responding to economic analysis of future demand as discussed earlier in this assessment.</p>
<b>Metropolitan Planning</b>				
7.1: Implementation of A Plan for Growing Sydney	N	N/A		
7.2: Implementation of Greater Macarthur Land Release Investigation	N	N/A		

### 3.3 State Environmental Planning Policies

The following SEPPs have been identified as applicable to the Planning Proposal:

#### 3.3.1 SEPP (Rural Lands) 2008

The key aim of the Rural Lands SEPP is to 'facilitate the orderly and economic use and development of rural land for rural and related purposes'. Clause 7 of the SEPP outlines rural planning principles. Table 2.3 below presents an analysis of the Planning Proposal's considerations of these Principles:

Table 2.3 SEPP (Rural Lands) 2008 Clause 7 Rural Planning Principles

Principle	Planning Proposal's description	Comment
<i>(a) the promotion and protection of opportunities for current and potential productive and sustainable economic activities in rural areas,</i>	The planning proposal will promote the Buronga Gol Gol area as a tourism location and will bring tourists to the area boosting the local agricultural activities of the Sunraysia area through food tourism. Cellardoor, markets and other local food producers will be supported.	<p>The existing and potential agricultural sustainability and economic value of the land needs to be substantiated through an appropriate study which compares agricultural values to the potential sustainability and economic value of the proposed change in land use.</p> <p>The economic viability and sustainability of the Northbank development has not been considered. As it is outlined in the Planning Proposal, the proposed land use change would enable a major development in the Sunraysia Region and a step-change in population and commercial activity for Gol Gol.</p> <p>Although the Planning Proposal states that the development would be built over time, it is not clear how this would be achieved or at what point it would become economically sustainable.</p> <p><b>Recommendation</b></p> <p>The Planning Proposal should include an economic assessment that provides an analysis of the potential employment and earning value of the site in its current state, during hypothetical stages of development and when it is fully developed. Consideration should also be given to economic impacts and benefits from construction of the development on a local and regional scale.</p>
<i>(b) recognition of the importance of rural lands and agriculture and the changing nature of agriculture and of trends, demands and issues in agriculture in the area, region or State,</i>	The planning proposal does not decrease the agricultural production value of the land due to the current minimal agricultural productivity of the subject land. In addition the productivity of surrounding land, including adjacent land owned by the owners will be increased through food tourism opportunities.	<p>The Planning Proposal claims that the proposal does not decrease agricultural production value of land. This claim is not substantiated.</p> <p>The Planning Proposal does not provide consideration of whether agriculture related tourism activities, which are permissible under the current site zoning, are viable land use options for the site.</p> <p><b>Recommendation</b></p>

Principle	Planning Proposal's description	Comment
		The Planning Proposal should include an assessment of the site's suitability for agricultural uses, such as those occurring on properties adjacent to the site. This should also include an assessment of the feasibility of agriculture related tourism activities and other tourism activities that are permissible at the site under its current zoning.
<i>(c) recognition of the significance of rural land uses to the State and rural communities, including the social and economic benefits of rural land use and development,</i>	The planning proposal provides an opportunity for diverse economic activity, social, economic and environmental benefits for the local community. By promoting food tourism and local jobs the community will benefit economically. The local community will also benefit through improved amenities.	<p>This principle aims to recognise the significance of rural land uses and developing rural areas.</p> <p>As discussed above, the Planning Proposal does not consider the merit of maintaining the rural zoning of the site and developing for activities which are permissible under its current zoning focussed along the Highway and Murray River frontages of the site. These activities would provide for the socio-economic benefits discussed in the Planning Proposal, but in a much lower intensity.</p> <p><b>Recommendation</b></p> <p>See other recommendations above.</p>
<i>(d) in planning for rural lands, to balance the social, economic and environmental interests of the community,</i>	The Planning Proposal will provide economic and consumer linkages to surrounding farms and vineyards. Tourists will be able to support other local businesses by directly buying at surrounding farms, farmers markets and cellardoors. The Planning Proposal has environmental benefits by promoting non-car transport.	<p>The Planning Proposal would result in 675 ha of rural land being rezoned for tourism, commercial and mixed use purposes. Approval of such a large rezoning may result in oversupply of these zonings which may restrict further rezoning of other areas within Wentworth LGA. By concentrating large areas of these zonings in one land holding, economic development of other areas within the LGA and in nearby Mildura may be restricted and significantly impacted. This is considered to be inconsistent with this principle, as it may result in an imbalance between the social and economic needs of the community. The proportion of different land zonings within Wentworth LGA is discussed further in Section 2.4.1.</p> <p><b>Recommendation</b></p> <p>The proponent should consider reducing the scale of the Planning Proposal. An application for a smaller rezoning (potentially an enabling clause allowing additional tourism</p>

Principle	Planning Proposal's description	Comment
		related land uses focussed along the Highway and Murray River frontages of the site) would create better balance in the economic development of the region.
<i>(e) the identification and protection of natural resources, having regard to maintaining biodiversity, the protection of native vegetation, the importance of water resources and avoiding constrained land,</i>	The land is already either substantially cleared of native vegetation or approved for clearing. Biodiversity impacts of this clearing were previously considered by the Lower Murray Darling CMA and offsets provided. Water sensitive urban design principles will be incorporated in NORTHBANK.	<p>An inspection of the site found it to be covered in native vegetation (see photos in Appendix A).</p> <p>The Planning Proposal provides no details of any approvals relevant to the site, or any plans or assessments prepared by the MURRAY LLS.</p> <p><b>Recommendation</b></p> <p>The Planning Proposal should include a study of the biodiversity of the site by a qualified ecologist to determine if any parts of the site should be protected. Given the large scale of the site and extensive buffer/vegetated areas shown on the Master Plan, consideration should be given to protecting parts of the site with high environmental value with environmental protection zones.</p> <p>Any existing approvals covering clearing of the site should be provided with the Planning Proposal, or details should be provided.</p>
<i>(f) the provision of opportunities for rural lifestyle, settlement and housing that contribute to the social and economic welfare of rural communities,</i>	The planning proposal will provide shopping and entertainment services to neighbouring lands that are approved for rural living. This will attract new residents to the area and in turn will also boost the social and economic welfare for the region	<p>The Planning Proposal is generally consistent with this principle overall, although the scale of the development does not appear to be consistent with surrounding communities. Gol Gol has a population of under 1,000 and Mildura has existing shopping and entertainment facilities. If the proposal was to fail economically, it would detract from the welfare of surrounding communities. Conversely, if the site was to be rezoned and not developed, this would also detract from surrounding communities.</p> <p>See also comments under principle (a) above.</p> <p><b>Recommendation</b></p> <p>Refer to recommendations made earlier.</p>
<i>(g) the consideration of impacts on services and infrastructure and appropriate location when providing for rural housing,</i>	NORTHBANK is adjacent to key infrastructure being the Sturt Highway, Gol Gol Filtered Water Plant and Buronga Gol Gol Sewer	In the s117 Table in the Planning Proposal (1.5 Rural Lands), the Planning Proposal claims the proposal will have minimal demands for services because of its location.

Principle	Planning Proposal's description	Comment
	System. High voltage powerlines run through the site. There is excess capacity in these services at present and the long term nature of the development allows significant time for planning of any infrastructure requirements.	<p>This claim needs to be substantiated. While the location adjacent to Gol Gol is favourable from a servicing perspective, the size of the proposed development is significantly larger than the Gol Gol township. No consideration has been given to the capacity of the existing water and wastewater services or the potential impact on these.</p> <p><b>Recommendation</b></p> <p>The Planning Proposal should include a servicing strategy that outlines the likely demand on services that would result from the intended development and impact on existing utilities.</p>
<i>(h) ensuring consistency with any applicable regional strategy of the Department of Planning or any applicable local strategy endorsed by the Director-General.</i>	At present there is no approved regional strategy covering the area of Wentworth Shire. A Draft Murray Regional Strategy was prepared in 2009 but was never adopted by the Department of Planning. NSW has released Regional Growth Strategies for every region of NSW apart from the Far West region that includes Wentworth Shire. The Government's advocacy and support of "regional growth" suggests that NORTHBANK would be consistent.	<p>At the time of preparation of the Planning Proposal, the Draft Far West Regional Plan had not been released. The Plan is currently on public exhibition. While the Planning Proposal is not required to demonstrate compliance with the Plan until such time as it is adopted, it is recommended the Planning Proposal consider this document if it is revised.</p> <p><b>Recommendation</b></p> <p>Any revised Planning Proposal should provide consideration of the Draft Far West Regional Plan 2016.</p>

**Note.** Under section 117 of the Act, the Minister has directed that councils exercise their functions relating to local environmental plans in accordance with the Rural Planning Principles. Under section 55 of the Act, the Minister may also direct a council to prepare a local environmental plan.

### 3.3.2 SEPP No. 55 Remediation of Land

This policy aims to promote the remediation of contaminated land to reduce the risk of harm to human health. The planning proposal states that there is no history of the site being subject to contamination.

Previous land uses that are likely to have occurred on site may have resulted in contamination. These may have included grazing (such as potential cattle/sheep dips) or gravel extraction (such as diesel storage, machinery maintenance).

#### Recommendation

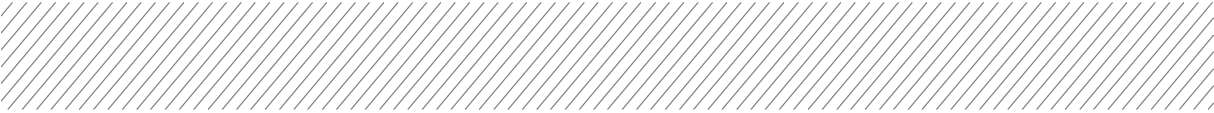
A Stage 1 Environmental Site Assessment should be carried out to determine if previous land use activities that are likely to have occurred at the site have resulted in contamination.

### 3.3.3 SEPP No. 44 – Koala Habitat Protection

This SEPP applies across NSW, including the Wentworth Local Government Area and aim to encourage conservation of areas of koala habitat.

The Planning Proposal does not consider this SEPP. While it is understood that Koalas are not found in the region, statutorily this SEPP should be considered in the Planning Proposal.

#### Recommendation



The Planning Proposal should include a study of the biodiversity of the site (including Koalas) by a qualified ecologist to determine if any parts of the site should be protected. Given the large scale of the site and extensive buffer/vegetated areas shown on the Master Plan, consideration should be given to protecting parts of the site with high environmental value with environmental protection zones.

### **3.4 A Guide to Preparing Planning Proposals**

*A Guide to Preparing Planning Proposals* was prepared by the NSW Department of Planning and Environment in 2016 and provides guidance on the matters that should be addressed in a Planning Proposal.

The key matters that the guideline specifies that should be addressed in a Planning Proposal relate to the justification of the proposal and are examined in terms of the Planning Proposal in Attachment 1 of the guideline provides a checklist to be used by planning authorities when considering a Planning Proposal. As assessment of the Planning Proposal against this checklist is provided in Section 4.1 of this assessment.



Table 3-4 Planning proposal requirements from *A guide to preparing Planning Proposals*

Requirement	Compliance	Justification provided in Planning Proposal	Appraisal
<ul style="list-style-type: none"> <li>Is the Planning Proposal a result of any strategic study or report?</li> </ul>	No	While the planning proposal is not the result of a property specific strategic study or report, the Planning Proposal is supported by a wide range of Planning and Tourism Strategies	<p>Various types of developments are strategically supported at a conceptual level in relevant local plans and strategies. These documents provide high level strategies though and are intended to be used to direct more detailed planning activities.</p> <p>The Planning Proposal is not considered to be directly related to any studies or plans related to the area.</p>
<ul style="list-style-type: none"> <li>Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?</li> </ul>	No	The flexibility of the SP3 Tourist zoning, along with the B3 Commercial Core and B4 Mixed Use zoning is the best way to achieve the intended outcomes. The proposed development site is currently zoned RU1 under the Wentworth Local Environmental Plan 2011, which zoning supports some tourism activities but does allow for an extensive tourism development such as Tourism and Visitor Accommodation. A change of zone is deemed the most appropriate course of action.	<p>The intended outcomes of the Planning Proposal could be achieved through a wide variety of developments at the site, including those already permissible under its current zoning. It is noted that the site is not currently used for any purposes.</p> <p>There are a number of uncertainties regarding use of the site, if the Planning Proposal was approved, including:</p> <ul style="list-style-type: none"> <li>If the development would operate as one overall tourism facility or a number of smaller operations.</li> <li>Staging of the construction over a long period.</li> <li>Economic sustainability of individual components of the development, and the overall development.</li> <li>Approval of commercial and mixed use developments not necessarily related to tourism.</li> </ul> <p><b>Recommendations</b> Refer to earlier recommendations.</p>
<ul style="list-style-type: none"> <li>Is there a net community benefit?</li> </ul>	Yes	<ul style="list-style-type: none"> <li>assist in meeting identified tourism short falls and gaps in the district and greater region as outlined by various strategic plans;</li> <li>enhance the viability of existing local businesses and support future local business opportunities;</li> </ul>	<p>The benefits of the Planning Proposal have not been substantiated. As outlined earlier in this review, it is not clear if the proposal would be economically sustainable or over what period it would be developed, and what economic impact it would have on commercial zoned land in Gol Gol and Mildura.</p> <p><b>Recommendation</b> Refer to earlier recommendations.</p>

Requirement	Compliance	Justification provided in Planning Proposal	Appraisal
		<ul style="list-style-type: none"> <li>■ generate additional rates and water/sewer service revenue for the Wentworth Shire Council;</li> <li>■ provide substantial shopping facilities and infrastructure for use by Buronga Gol Gol Residents; and</li> <li>■ promote Gol Gol, Sunraysia and Wentworth council as "go to" destinations for tourists.</li> </ul> <p>Use of the site for non-intensive sheep grazing and cultivation is less viable due to the fact that it is located immediately adjacent to Gol Gol and proposed large lot residential estates.</p>	
<ul style="list-style-type: none"> <li>■ <i>Is the Planning Proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?</i></li> </ul>	N/A	<p>This section of Planning Proposal covers local strategies and plans rather than Department of Planning Regional Strategies and Plans.</p>	<p>There is currently no Department of Planning Regional Strategy applicable to the site. The Draft Far West Regional Plan covers the Wentworth LGA and is currently on exhibition. The Planning Proposal does not address this draft plan. Relevant directions of the plan to the proposal include:</p> <ul style="list-style-type: none"> <li>■ Direction 1: Grow the economic potential of the agribusiness sector</li> <li>■ Direction 5: Promote tourism opportunities</li> </ul> <p><b>Recommendation</b> Refer to earlier recommendations.</p>
<ul style="list-style-type: none"> <li>■ <i>Is the Planning Proposal consistent with the local council's Community Strategic Plan, or other local strategic plan?</i></li> </ul>	Partial	<p>The proposal is consistent with the Wentworth Region Community Strategic Plan 2013-2023 as it would facilitate the development of and investment in the tourism industry and business, using the most efficient process to allow the development to proceed and will provide employment opportunities during the construction and operational phase of the development.</p> <p>The planning proposal is consistent with the Wentworth Shire Council Economic</p>	<p>It could be argued that almost any development is consistent with WSC's strategic plan and economic development strategy. Most developments at the site, including those currently permissible would provide the economic benefits and employment opportunities that these strategies aim to foster.</p> <p>The proposed development is considered to be much larger than a typical small business for the region however, and the Planning Proposal does not justify</p>

Requirement	Compliance	Justification provided in Planning Proposal	Appraisal
		<p>Development Strategy 2011-2016 as it seeks to provide an opportunity for a local landowner to develop an extensive tourism facility that will assist in drawing more tourists to the Wentworth Council area, as well as the Sunraysia region and provide a range of experiences for tourists with a Murray River aspect.</p> <p>The strategy supports the growth of small business, of which this planning proposal seeks to achieve permissibility for a range of commercial tourism enterprises.</p> <p>The proposal will also provide a net community benefit through ongoing employment opportunities in the retail and building trades, both during the construction and operational phase.</p>	or quantify how it sits within, or adequately addresses, the economic development strategy.
■ <i>Is the Planning Proposal consistent with applicable state environmental planning policies?</i>	Yes	Refer Section 3.3	Refer Section 3.3
■ <i>Is the Planning Proposal consistent with applicable Ministerial Directions (s.117 directions)?</i>	Partially	Refer Section 3.2	Refer Section 3.2
■ <i>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?</i>	No	<p>The majority of the land has been approved for clearing already. A small (circa 10 acres) area of black box woodland is on the floodplain frontage to the Murray River and it is not proposed to clear this land as part of this Planning Proposal.</p> <p>No threatened species sightings have been recorded at the location. The majority of the land has been approved for clearing already.</p>	<p>The Planning Proposal notes that clearing of the site has previously been approved based on a Report of Sunraysia. This report is not provided and it is not clear what the 'approval' refers to.</p> <p>Further detail on this approval should be provided in the Planning Proposal. The Ecological report which was prepared to form the basis of any approval for clearing should also be appended to the Planning Proposal.</p> <p>A site inspection found the site to be covered in native vegetation, which has the potential to include threatened flora species and habitat for threatened fauna species.</p>

Requirement	Compliance	Justification provided in Planning Proposal	Appraisal
			<p>The Planning Proposal does not adequately describe the vegetation and habitats present at the site and therefore the impacts of rezoning of the site are not clear.</p> <p><b>Recommendation</b></p> <p>Refer to recommendations made earlier in this assessment.</p>
<p>■ <i>Are there any other likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed?</i></p>	No	<p>Any particular site specific constraints associated with the development of tourism allowed by the rezoning would be addressed at the Development Application stage.</p> <p>The site is substantially already approved for clearing and any additional clearing would require separate approval.</p> <p>While all human activity has environmental impacts it is likely that the concentration of tourism development in one location will significantly reduce environmental impacts. For example it is intended that the development will be designed so that minimal car transport is required by visitors after arrival.</p>	<p>The Planning Proposal does not adequately identify specific environmental characteristics of the site, any additional site development that may be undertaken under the new zoning and any requirements for environmental protection.</p> <p>Of particular concern is the development of the “private billabong” and potential marina and beach development referred to in the Planning Proposal. The Murray River is a very sensitive ecosystem and any potential development on the river foreshore will be subject to strict DPI Fisheries conditions. Regular consultation should be undertaken with DPI fisheries throughout the proposal development. An ecological investigation assessing Riverine and aquatic ecological investigations should be carried out following Gateway Determination, if the Planning Proposal is supported.</p>
<p>■ <i>Is there adequate public infrastructure for the Planning Proposal?</i></p>	No	<p>Yes the subject land adjoins the existing township of Gol Gol which has ample public infrastructure including telecommunications, water, sewer and power lines. The site is serviced by sealed roads in the form of the Sturt Highway but it is intended to minimize access points to this highway to accord with RMS policy. High voltage electricity lines run through the site. The filtered water plant for Wentworth Shire is adjacent to the site. A short extension will be required to join the Buronga/Gol Gol sewer scheme.</p>	<p>The Planning Proposal identifies nearby services that may be connected to. However, no assessment has been made of whether existing service have the capacity to meet the demands potentially placed on them by the proposal. Due to the scale of the development, its servicing demands should be determined and consideration given to whether existing services will need expansion to deal with the additional load placed on them.</p> <p><b>Recommendation</b></p> <p>Refer to earlier recommendation relating to preparation of a servicing strategy.</p>

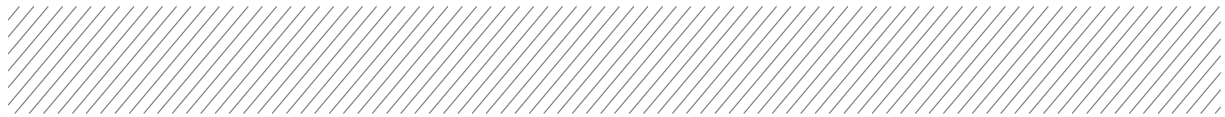
Requirement	Compliance	Justification provided in Planning Proposal	Appraisal
<ul style="list-style-type: none"> <li>What are the views of State and Commonwealth public authorities consulted in accordance with the gateway determination?</li> </ul>	No	Refer to Section 3.1.1 Table 1 Part 5.	Refer to Section 3.1.1 Table 1 Part 5.

# 4 Conclusion

## 4.1 Planning proposal checklist

Table 4.1 Checklist provided in Attachment 1 of *A guide to preparing Planning Proposals*

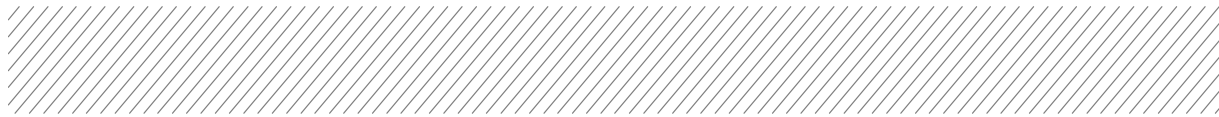
Planning Matters or Issues	Y/N/?	Comment
<b>Strategic planning context</b>		
■ Demonstrated consistency with relevant Regional Strategy	N	■ At the time of preparation of the Planning Proposal, the Draft Far West Regional Plan had not been released. The Plan is currently on public exhibition. While the Planning Proposal is not required to demonstrate compliance with the Plan until such time as it is adopted, it is recommended the Planning Proposal consider this document if it is revised.
■ Demonstrated consistency with relevant Sub-Regional strategy	n/a	■ No relevant sub-regional strategy has been implemented.
■ Demonstrated consistency with or support for the outcomes and actions of relevant DG endorsed local strategy	Partial	■ The Planning Proposal has considered its consistency with the objectives of the Wentworth Shire Economic Development Strategy 2011-2016 and Wentworth Region Community Strategic Plan, stating that these plans support the tourism developments and therefore the proposal is consistent. ■ The review found that it could be argued that most types of development could be considered consistent with such strategies, including developments that are currently permissible at the site. ■ The economic development strategy aims to encourage the growth of small businesses and the review found that the proposal failed to justify the significant scale of the Northbank proposal and non-tourist related land uses proposed
■ Demonstrated consistency with Threshold Sustainability Criteria	N	■ The Planning Proposal does not consider threshold sustainability criteria.
<b>Site description/context</b>		
■ Aerial photographs	N	■ The Planning Proposal does not include aerial photographs.
■ Site photos/photomontage	N	■ The Planning Proposal does not include site photographs.
<b>Traffic and transport considerations</b>		



Planning Matters or Issues	Y/N/?	Comment
<ul style="list-style-type: none"> <li>Local traffic and transport</li> </ul>	N	<ul style="list-style-type: none"> <li>The Planning Proposal identifies local roads used to access the site, but does not consider potential traffic impacts associated with increased use of these roads or new connections being created to the site. Although such impacts would be considered at the development application stage, due to the scale of the proposed development and significant intensification of land use, the capacity of, and potential impact on, local and regional roads should be further considered.</li> </ul>
<ul style="list-style-type: none"> <li>TMAP</li> </ul>	n/a	<ul style="list-style-type: none"> <li>A traffic management plan is not required for the proposed rezoning and would be more appropriate for consideration at latter stages of development.</li> </ul>
<ul style="list-style-type: none"> <li>Public transport</li> </ul>	Y	<ul style="list-style-type: none"> <li>The Planning Proposal provides high level consideration of public transport services relevant to the site.</li> </ul>
<ul style="list-style-type: none"> <li>Cycle and pedestrian movement</li> </ul>	Y	<ul style="list-style-type: none"> <li>The Planning Proposal provides conceptual ideas about future cycle and pedestrian opportunities for the site.</li> </ul>
<b>Environmental considerations</b>		
<ul style="list-style-type: none"> <li>Bushfire hazard</li> </ul>	N	<ul style="list-style-type: none"> <li>The Planning Proposal has not adequately considered bushfire hazard.</li> </ul>
<ul style="list-style-type: none"> <li>Acid Sulphate Soil</li> </ul>	N	<ul style="list-style-type: none"> <li>The Planning Proposal has not considered ASS.</li> <li>Due to the location of the site, the potential for ASS to occur is considered unlikely.</li> </ul>
<ul style="list-style-type: none"> <li>Noise impact</li> </ul>	Y	<ul style="list-style-type: none"> <li>The Planning Proposal provides high level consideration of potential noise issues associated with development of the site.</li> <li>Further assessment of this issue would occur at the development application stage and this is considered appropriate.</li> </ul>
<ul style="list-style-type: none"> <li>Flora and/or fauna</li> </ul>	N	<ul style="list-style-type: none"> <li>The Planning Proposal does not adequately consider potential biodiversity issues associated with development of the site.</li> </ul>
<ul style="list-style-type: none"> <li>Soil stability, erosion, sediment, landslip assessment, and subsidence</li> </ul>	N	<ul style="list-style-type: none"> <li>The Planning Proposal does not consider potential soil and geotechnical issues associated with development of the site.</li> <li>Further assessment of this issue would occur at the development application stage and this is considered appropriate.</li> </ul>
<ul style="list-style-type: none"> <li>Water quality</li> </ul>	N	<ul style="list-style-type: none"> <li>The Planning Proposal does not consider potential water quality issues associated with development of the site.</li> <li>Further assessment of this issue would occur at the development application stage and this is considered appropriate.</li> </ul>

Planning Matters or Issues	Y/N/?	Comment
<ul style="list-style-type: none"> <li>Stormwater management</li> </ul>	N	<ul style="list-style-type: none"> <li>The Planning Proposal does not consider potential stormwater management issues associated with development of the site.</li> <li>Further assessment of this issue would occur at the development application stage and this is considered appropriate.</li> </ul>
<ul style="list-style-type: none"> <li>Flooding</li> </ul>	Y	<ul style="list-style-type: none"> <li>The Planning Proposal identifies flood prone land within the site, but does not consider if development within these areas is appropriate.</li> <li>The review found that the Planning Proposal intends to rezone land that is located within the 1:100 flood zone from RU1/W1 to SP3 - Tourist. Given the large area of the site that is not flood affected that would also be rezoned to SP3 – Tourist, it is not clear why the flood prone area is included. If it is intended for a specific development(s) to occur in this area, this should be stated. From a risk perspective, it would seem prudent to develop parts of the site that are not flood affected before flood prone areas.</li> </ul>
<ul style="list-style-type: none"> <li>Land/site contamination (SEPP55)</li> </ul>	N	<ul style="list-style-type: none"> <li>The planning proposed does not adequately consider potential contamination issues. See Section 3.3 of this assessment.</li> </ul>
<ul style="list-style-type: none"> <li>Resources (including drinking water, minerals, oysters, agricultural lands, fisheries, mining)</li> </ul>	N	<ul style="list-style-type: none"> <li>The Planning Proposal does not consider potential impacts on relevant natural resources (e.g. water resources, mineral resources).</li> </ul>
<ul style="list-style-type: none"> <li>Sea level rise</li> </ul>	n/a	<ul style="list-style-type: none"> <li>The site is considered too far inland to be affected by sea level rise.</li> </ul>
<b>Urban design considerations</b>		
<ul style="list-style-type: none"> <li>Existing site plan (buildings vegetation, roads, etc.)</li> </ul>	Y	<ul style="list-style-type: none"> <li>The planning proposal provides limited detail of the internal structure of the site, although it does discuss its current and previous land uses.</li> </ul>
<ul style="list-style-type: none"> <li>Building mass/block diagram study (changes in building height and FSR)</li> </ul>	N	<ul style="list-style-type: none"> <li>The Planning Proposal provides a Master Plan but states that it is only indicative of development that may occur.</li> <li>No details are provided regarding the level of development that could occur following the rezoning, and therefore no details of development standards that should apply to the site to restrict future development are discussed, suggested or recommended. It would be very unwise to approve land use zones that allow significant urban development on the site without adequate development standards being in place.</li> </ul>
<ul style="list-style-type: none"> <li>Lighting impact</li> </ul>	N	<ul style="list-style-type: none"> <li>No details regarding potential development of the site are provided in the Planning Proposal.</li> <li>Further assessment of this issue would occur at the development application stage and this is considered appropriate.</li> </ul>
<ul style="list-style-type: none"> <li>Development yield analysis (potential yield of lots, houses, employment generation)</li> </ul>	N	<ul style="list-style-type: none"> <li>The Planning Proposal does not provide an economic analysis or business case for the proposed development.</li> </ul>





Planning Matters or Issues	Y/N/?	Comment
<b><i>Economic considerations</i></b>		
■ Economic impact assessment	N	■ Statements are made regarding the economic productivity of the site, but this is not quantified.
■ Retail centres hierarchy	N	■ An analysis of existing commercial zoned land demand and supply in Gol Gol and Mildura, and an assessment of the impact of the proposed B3 zoned land on that land is essential prior to any Gateway Determination.
■ Employment land	N	■ An analysis of existing commercial zoned land demand and supply in Gol Gol and Mildura, and an assessment of the impact of the proposed B3 zoned land on that land is essential prior to any Gateway Determination.
<b><i>Social and cultural considerations</i></b>		
■ Heritage impact	N	■ The Planning Proposal states that no heritage sites are located at the site, although no evidence is provided to show that relevant checks were made.
■ Aboriginal archaeology	N	■ The Planning Proposal states that no heritage sites are located at the site, although no evidence is provided to show that relevant checks were made.
■ Open space management	n/a	■ The requirement is not considered relevant to the site.
■ European archaeology	N	■ The Planning Proposal states that no heritage sites are located at the site, although no evidence is provided to show that relevant checks were made.
■ Social and cultural impacts	N	■ The Planning Proposal does not consider potential social and cultural impact.
■ Stakeholder engagement	Y	■ No stakeholder consultation has been undertaken for the Planning Proposal, although commitments to undertaking relevant consultation are provided once the Gateway process has been passed.
<b><i>Infrastructure considerations</i></b>		
■ Infrastructure servicing and potential funding arrangements	N	■ The Planning Proposal identifies services available near the site, which could be connected to. Although the capacity of these services to provide for additional development of the site is not considered and the potential demands of the site for these services is not commented on. ■ The Planning Proposal does not discuss funding arrangements for service provision, including Section 94 Contributions Plan or Planning Agreement.
<b><i>Miscellaneous/additional considerations</i></b>		
■ List any additional studies	n/a	■ Ecological and economic assessment.



## 4.2 Conclusion and Recommendation

This assessment has considered the merits of the Planning Proposal as currently presented and considers that, while rezoning and development of (part of) the site could support the strategic goals of Council and should not be discouraged, rezoning of such a large site for tourism, commercial and mixed use purposes represents both significant risks and opportunities to Council and the local community, and cannot currently be justified without these risks and benefits being further assessed and quantified.

The review found the Planning Proposal to be very vague and lacking consideration of critical issues such as: the economic viability and sustainability of the site for the proposed land use; socio-economic impacts and benefits to surrounding communities at a regional or local level; and why the intended zones are required when the site's existing zonings allows for some of the proposed development to occur. The Planning Proposal has not adequately considered the potential staging of development of the site, servicing requirements and restrictions to fragmentation of the site.

Without further planning and assessment, the Planning Proposal is considered to pose a considerable risk to both Wentworth Shire Council and adjoining Councils. Due to its proposed scale, it poses significant potential economic and social impacts, and servicing requirements.

For the reasons discussed within this assessment, it is recommended that the current Planning Proposal be withdrawn and further studies undertaken to address the findings of this assessment. Consideration should also be given to development that could be achieved under the site's existing zoning.

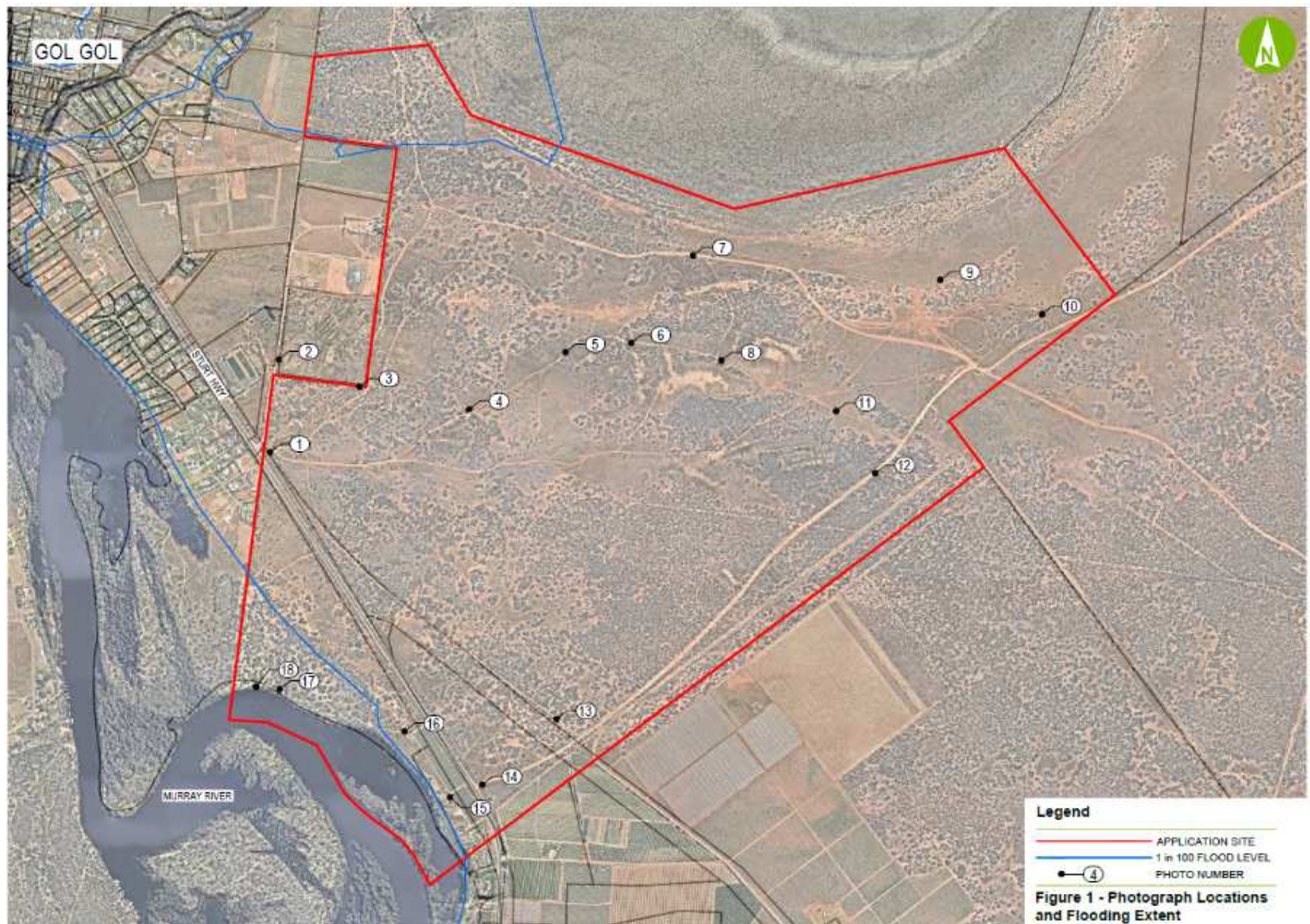
# Appendix A

## Site photographs



# Appendix A

## Site photographs







Photograph 1



Photograph 2





Photograph 3



Photograph 4





Photograph 5



Photograph 6





**Photograph 7**



**Photograph 8**





Photograph 9



Photograph 10





Photograph 11



Photograph 12





Photograph 13



Photograph 14





**Photograph 15**



**Photograph 16**





Photograph 17



Photograph 18





**Aurecon Australasia Pty Ltd**

ABN 54 005 139 873

97 Pine Avenue

Mildura VIC 3502

PO Box 10152

Mildura VIC 3502

Australia

**T** +61 3 5022 2766

**F** +61 3 5022 2944

**E** [mildura@aurecongroup.com](mailto:mildura@aurecongroup.com)

**W** [aurecongroup.com](http://aurecongroup.com)

**Aurecon offices are located in:**

Angola, Australia, Botswana, China,  
Ghana, Hong Kong, Indonesia, Kenya,  
Lesotho, Macau, Mozambique,  
Namibia, New Zealand, Nigeria,  
Philippines, Qatar, Singapore, South Africa,  
Swaziland, Tanzania, Thailand, Uganda,  
United Arab Emirates, Vietnam.