

IRF 21/1306

Gateway determination report – PP-2021-2609

Inclusion of 'artisan food and drink industries' in land use tables for various rural and commercial zones

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Table 1 Reports and plans supporting the proposal

Relevant reports and plans

Wagga Wagga City Council Ordinary Meeting Minutes - 8 March 2021

Wagga Wagga City Council, Planning Proposal LEP20/0008 – Artisan Food and Drink Industries, 9 February 2021

1 Planning proposal

1.1 Overview

Table 2 Planning proposal details

LGA	Wagga Wagga
РРА	Wagga Wagga City Council
NAME	Inclusion of 'artisan food and drink industries' in land use tables for various rural and commercial zones
NUMBER	PP-2021-2609
LEP TO BE AMENDED	Wagga Wagga Local Environmental Plan 2010
ADDRESS	Nil – Local government area wide
DESCRIPTION	Nil – Local government area wide
RECEIVED	12/03/2021
FILE NO.	IRF21/1306
POLITICAL DONATIONS	There are no donations or gifts to disclose and a political donation disclosure is not required
LOBBYIST CODE OF CONDUCT	There have been no meetings or communications with registered lobbyists with respect to this proposal

1.2 Objectives of planning proposal

The planning proposal (page one) seeks to include 'artisan food and drink industries' as a permitted land use within certain rural and commercial zones.

The objectives of this planning proposal are clear and adequate.

1.3 Explanation of provisions

The planning proposal seeks to amend the Wagga Wagga Local Environmental Plan (LEP) 2010 by adding 'artisan food and drink industry' as 'permitted with consent' within the land use table for the following zones:

- RU1 Primary Production Zone;
- RU2 Rural Landscape Zone;
- RU4 Primary Production Small Lots Zone;
- B3 Commercial Core Zone; and
- B4 Mixed Use Zone.

The planning proposal (page 4) contains an explanation of provisions that explains how the objectives of the proposal will be achieved. The explanation of provisions is considered to be clear and appropriate for community consultation.

1.4 Site description and surrounding area

The planning proposal applies to all land within the Wagga Wagga LEP 2010 that is zoned as RU1 Primary Production, RU2 Rural Landscape, RU4 Primary Production Small Lots, B3 Commercial Core and B4 Mixed Use. A small description of these zones is provided in the table below.

Land Use Zone	Site description
RU1 Primary Production	The land within the RU1 zone covers the majority of the local government area that surrounds Wagga Wagga and the various villages. Land uses are predominately agriculture including broadacre crops, beef cattle and wool as well as lifestyle properties.
RU2 Rural Landscape	There is only one locality in the local government area that has RU2 Rural Landscape zone that is to the south of Wagga Wagga along Holbrook Road covering the rural areas of Gelston Park, Gregadoo and Big Springs. The land use is predominately grazing and rural lifestyle properties.
RU4 Primary Production Small Lots	There are only a couple localities containing the RU4 Primary Production Small lots including the larger area near Lake Albert along Mitchell Road as well as smaller areas along Hale Street in North Wagga Wagga and a subdivision in Brucedale Drive in Brucedale.
B3 Commercial Core Zone	The B3 Commercial Core zone currently exists in the Wagga Wagga central business district along Baylis and Fitzmaurice Street. The land is predominately retail shops, cafes, and various businesses.
B4 Mixed Use	There are small areas of B4 Mixed Use zone within Wagga Wagga including along Edward Street and Murray Street. The land use is mostly commercial businesses.

Table 3 Site description of rural and commercial zones

1.5 Mapping

The planning proposal does not require any LEP map amendments.

2 Need for the planning proposal

The planning proposal (page 4 and 5) is not the result of any strategic study or report.

Council received a planning proposal from a landholder to amend the Wagga Wagga LEP 2010 by including 'artisan food and drink industries' as an Additional Permitted Use (APU) within Schedule 1 for 611 Sturt Highway, Borambola. The site is zoned as RU1 Primary Production which currently prohibits the development of an artisan food and drink industry.

The land use definition for 'artisan food and drink industry' was introduced into the Standard Instrument (Local Environmental Plans Order 2006) within Planning Circular PS 18-008. Artisan food and drink industry is defined as:

artisan food and drink industry means a building or place the principal purpose of which is the making or manufacture of boutique, artisan or craft food or drink products only. It must also include at least one of the following:

(a) a retail area for the sale of the products,

- (b) a restaurant or cafe,
- (c) facilities for holding tastings, tours or workshops.

The artisan food and drink industry is a subset of the 'light industry' land use where light industry is defined as:

light industry means a building or place used to carry out an industrial activity that does not interfere with the amenity of the neighbourhood by reason of noise, vibration, smell, fumes, smoke, vapour, steam, soot, ash, dust, waste water, waste products, grit or oil, or otherwise, and includes any of the following—

- (a) high technology industry,
- (b) home industry,
- (c) artisan food and drink industry.

Council's assessment of the planning proposal for 611 Sturt Highway determined that there was strategic merit for including 'artisan food and drink industries' as a permitted land use within certain rural and commercial zones across the entire local government area. Council's rationale was that there would have been wider economic and tourism benefits in facilitating development across multiple land use zones rather than pursuing individual site by site land use amendments.

It is agreed that it is more suitable to amend the land use tables rather than introducing site specific provisions through APU's in Schedule 1 to enable new land uses such as an artisan food and drink industry.

At present, the Wagga Wagga LEP currently prohibits the development of artisan food and drink industries as part of the group term for "Industries" within the zones subject to this planning proposal (RU1, RU2, RU4, B3 and B4).

It is noted, the land use tables currently permit artisan food and drink industry as a subset of the light industry term within four zones including RU5 Village, B6 Enterprise Corridor, IN1 General Industrial and IN2 Light Industrial zones.

The planning proposal provides justification for the inclusion of an artisan food and drink industry across the RU1, RU2, RU4, B3 and B4 zones, focusing on economic and tourism benefits. However, there is no discussion on the RU6 Transition, B1 Neighbourhood Centre, B2 Local Centre, B5 Business Development and B6 Enterprise Development zones, where artisan industry is also currently not permitted. A condition is recommended to ensure the planning proposal is updated to discuss why Council has selected some zones and not others.

It is agreed that the planning proposal is the best means for achieving the intended outcomes and the development of an artisan and food and drink industry is considered to be suitable in RU1, RU2, RU4, B3 and B4 zones.

The planning proposal is to be updated prior to public exhibition as a condition of the Gateway determination.

3 Strategic assessment

3.1 Regional Plan

The following table provides an assessment of the planning proposal against relevant aspects of the Riverina Murray Regional Plan 2036.

Regional Plan Objectives	Justification		
Direction 1: Protect the region's diverse and productive agricultural land	The Regional Plan outlines the need to identify and protect important agricultural land as well as preventing fragmentation and maintaining a critical mass of agricultural industries. The planning proposal is consistent with Direction 1 as it will encourage the co-location of complementary land-uses (e.g. microbreweries, cheesemaking) and broaden economic opportunities for agricultural land.		
Direction 2: Promote and grow the agribusiness	The Regional Plan identifies growing the agribusiness sector through recognising, protecting and expanding agricultural supply chains. The planning proposal is consistent with Direction 2 as well as implementing Action 2.1:		
sector	• Action 2.1: Encourage agribusiness diversification by reviewing local plans and removing restrictive land use zonings and outdated land use definitions.		
	The planning proposal encourages the development of the agricultural supply chain on rural landholdings through permitting on-farm diversification incorporating artisan food and drink industries.		
Direction 3: Expand advanced and value-added manufacturing	The Regional Plan outlines supporting the establishment of agricultural manufactured products including processed foods as well as packing raw fruits, vegetables and meats. The planning proposal does not mention Direction 3 despite a review of the Regional Plan indicating that the planning proposal is consistent with this direction as well as implements Action 3.1:		
	 Action 3.1: Promote investment in advanced and value-added manufacturing by removing restrictive land use zoning and outdated land use definitions in local plans. 		
	The planning proposal's intent to permit the co-location of artisan food and drink industries on agricultural and commercial zoned land supports the expansion of boutique scale value-added manufacturing.		
Direction 4: Promote business activities in industrial and	The Regional Plan outlines placing new retail activities in existing commercial centres. The planning proposal is consistent with Direction 4 through permitting new boutique retail outlets that also manufacture artisan food and drinks in Wagga Wagga's existing central business district that is zoned as B3 Commercial Core.		
commercial areas	The planning proposal does not mention the strategic consistency with Direction 4 for permitting artisan food and drink within the B4 Mixed Use zone.		
Direction 7: Promote tourism opportunities	The Regional Plan discusses promoting tourism including eco-tourism, agritourism and lifestyle activities to sustain local towns and villages and aid food growers. The planning proposal is consistent with Direction 7 as well as implementing the following action of the Regional Plan:		
	Action 7.2: Enable opportunities for tourism development and associated land-uses in local plans		
	Permitting artisan food and drink industries on rural and commercial zoned land facilitates various opportunities for agritourism. This includes price premiums for locally manufactured food and drinks as well as providing unique tourist experiences.		

Table 4 Regional Plan assessment

Direction 22: Promote the growth of regional cities and local centres The Regional Plan outlines that the growth of regional cities will encourage future investments, diversify industry and increase job opportunities. The planning proposal is consistent with Direction 22 through increasing the development of a light industry within the commercial zones (i.e. B3 and B4) of the city.

The planning proposal (page 6) outlines consistency with the Regional Plan. Whilst the Council's assessment does not mention all the relevant directions in the Regional Plan, the planning proposal is considered to be appropriate for exhibition.

3.2 Local

The planning proposal states that it is consistent with the following local plans and strategies (page 7). It is also consistent with the strategic direction and objectives, as stated in the table below:

Table 6 Local strategic planning assessment

Local Strategies	Justification
Wagga Wagga Local Strategic Planning Statement 2040	The planning proposal report outlines that it is consistent with the Wagga Wagga Local Strategic Planning Statement (LSPS) including supporting the following two actions in the economy theme:
2040	 ECON 7: Engage with the business community to ensure that our LEP, DCP and approvals systems are enabling the right types of land uses in the right locations to support investment, business and employment growth; and
	 ECON 8: Provide for more diverse industries, including renewable energy, emerging and creative industries and the development of new small business ventures.
	Permitting artisan food and drink industries in various rural and commercial zones supports this emerging light industry, especially small business ventures.
	Overall, the planning proposal is consistent with the Wagga Wagga LSPS.
Wagga Wagga Community Strategic Plan 2040	The planning proposal report outlines that is consistent with the Wagga Wagga Community Strategic Plan (CSP), including supporting the following outcomes and/or objectives:
	Outcome: We attract and support local businesses and industry;
	Outcome: We foster entrepreneurs and start-ups; and
	Objective: We are a tourist destination.
	Permitting artisan food and drink industries in rural and commercial zoned areas increases the opportunities for local businesses to utilise local produce in a value- adding manner that also creates a boutique tourist destination. This in turn could improve the profitability and viability of the agricultural sector.
	Overall, the planning proposal is consistent with the Wagga Wagga CSP.

Wagga Wagga Spatial Plan 2013-2043 The planning proposal outlines that it is consistent with the Wagga Wagga Spatial Plan, including the following objectives:

- We plan for a growing community; and
- There is growing business investment in our community.

A review of the Wagga Wagga Spatial Plan indicates that the objective of "We plan for a growing community" including its actions and policy response is more aligned with accommodating residential development rather than planning for the supply of commercial land. Additionally, the objectives of the planning proposal address one of the Spatial Plan actions:

• Action: Review potentials and limitations of permissible and prohibited land uses for the business zones.

Overall, the planning proposal is consistent with the Wagga Wagga Spatial Plan.

3.3 Section 9.1 Ministerial Directions

The planning proposal's consistency with relevant section 9.1 Directions is discussed below:

Table 7 9.1 Ministerial Direction assessment

Directions	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
1.1 Business and Industrial Zones	Yes	The aim of Direction 1.1 is to protect and encourage employment land. This Direction applies to the planning proposal as it will affect the permissible land uses within a business zone, especially B3 Commercial Core and B4 Mixed Uses.
		The planning proposal is consistent with this Direction as it supports the Directions objectives to encourage employment growth and support identified business centres.
1.2 Rural Zones	Yes	The aim of Direction 1.2 is to protect the agricultural production value of rural land. This Direction applies to the planning proposal as it will affect land with existing rural zones especially RU1 Primary Production, RU2 Rural Landscape and RU4 Primary Production Small Lots.
		The planning proposal is consistent with this Direction as it does not reduce the amount of rural land available or increase the permissible residential density of land within the rural zone.

	T	
1.5 Rural Lands	Yes	The aim of Direction is to protect and minimise fragmentation of rural land as well as facilitate the economic development and viability of rural lands. This Direction applies to the planning proposal as it will affect land within an existing rural including RU1 Primary Production, RU2 Rural Landscape and RU4 Primary Production Small Lots.
		The planning proposal is consistent with this Direction as it provides rural landholders with additional permissible land-use activities for on- farm economic diversification. Additionally, the co-location of artisan food and drink industries supports the ongoing viability of agriculture on rural land.
2.3 Heritage Conservation	Yes	The aim of this Direction is to conserve items of heritage significance. The planning proposal does not assess consistency with this Direction despite the Direction applying to all planning proposals. A review determined that the planning proposal is consistent with this Direction as it does not alter the heritage conservation provisions in the Wagga Wagga LEP and it also has the potential to adaptively reuse heritage buildings in the commercial and rural land use zones.
2.6 Contaminated Lands	Yes	The aim of this Direction is to ensure that planning proposals consider contamination and remediation of land to reduce the risk of harm to human health and the environment.
		The planning proposal does not assess consistency with this Direction. There is likely to be contaminated land throughout the RU1, RU2, RU4, B3 and B4 zoned land that has been contaminated from the various activities as identified in Table 1 of the contaminated land planning guidelines. However, the planning proposal is consistent with this Direction as it does not contravene the aim or objectives of the Direction.
3.1 Residential Zones	No	The aim of this Direction is to encourage variety of housing types and minimise the impact of residential development. This Direction applies to the planning proposal as it will affect some types of residential accommodation uses within the B4 Mixed Use Zone.
		The planning proposal does not assess consistency with this Direction. However, a review of this Direction determined that the intent of the planning proposal does not support or contravene the objectives or the requirements of this Direction, therefore the inconsistency is of minor significance.
4.3 Flood Prone Land	No	The aim of Direction 4.3 Flood Prone Land is to ensure development of flood prone land is undertaken in an appropriate manner.
		The planning proposal does not assess consistency with this Direction. However, a review of this Direction determined that it is likely that there is flood prone land throughout the rural and commercial zones despite no LEP flooding map currently existing.
		However, a review of this Direction determined that the intent of the planning proposal does not support or contravene the objectives or the requirements of this Direction, therefore the inconsistency is of minor significance.

4.4 Planning for Bushfire	No	The aim of Direction 4.4 is to encourage sound management of bushfire prone areas.
Protection		The planning proposal does not assess consistency with this Direction. A review determined that this Direction applies as there is bushfire prone land throughout the RU1 Primary Production zone. The planning proposal also introduces a new permissible light industry into the rural land-use zones which could potentially be inconsistent with Direction subclause 5(b) despite similar land-uses already permitted being permitted (e.g. cellar door premises in RU1 and RU4 zoned land). To ensure consistency with this Direction, consultation with NSW Rural Fire Service is recommended and has been include as a condition of the Gateway determination.
5.10 Implementation of Regional Plans	Yes	The aim of Direction 5.10 is to give legal effect to the goals and directions contained in Regional Plans. The planning proposal is consistent with this Direction as it implements six directions and 3 actions in the Riverina Murray Regional Plan as previously outlined in this report.
6.1 Approval and Referral Requirements	Yes	The aim of Direction 6.1 Approval and Referral Requirements is to encourage efficient and appropriate assessment of development. This Direction applies to all planning proposals. The planning proposal is consistent with this Direction as it does not impose any additional concurrence, consultation or referral requirements of development applications.

It is recommended that the planning proposal be updated to provide an assessment against the 9.1 Directions that were not mentioned including Section 9.1 Ministerial Direction 2.3 Heritage Conservation, 2.6 Contaminated Lands, 3.1 Residential Zones, 4.3 Flood Prone Land, and 4.4 Planning for Bushfire Protection. The planning proposal is to be updated prior to agency consultation as a condition of the Gateway determination.

3.4 State environmental planning policies (SEPPs)

The planning proposal is consistent with all relevant SEPPs as discussed in the table below.

Table 8 Assessment of planning proposal against relevant SEPPs

SEPPs Requirement Consisten Not Applicable	
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No. 55 – Remediation of Land	Reducing risk of harm to human health and environment	Yes	SEPP No. 55 is relevant to the planning proposal as future development applications for artisan food and drink industry will need to consider the potential contamination and remediation of land from any historical activities. The planning proposal outlines that clause 7 of the SEPP will need to be assessed for ay development applications. Overall, the planning proposal is consistent and does not contravene this SEPP.
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4 Site-specific assessment

4.1 Environmental

The planning proposal (page 9) indicates that there are no known environmental effects and sitespecific conditions will be considered through future development applications.

The following table provides an assessment of the potential environmental impacts associated with the proposal and potential implications for rural and commercial zones.

Environmental Impact	Assessment
Threatened species	The planning proposal outlines that there are no known impacts on critical habitat or threatened species, populations or ecological communities.
	The planning proposal does not consider that within the rural zones there is likely to be threatened species present with the potential for negative impacts. Conversely, the commercial zoned areas are unlikely to be habitat for threatened species as the area is likely to be predominately cleared. Overall, the anticipated impacts within both the rural and commercial zones are likely to be minor and can be considered at the development application stage to ensure that any impacts on threatened species are appropriately mitigated and managed.
Noise and odour	The planning proposal outlines that there is potential for noise and odours during the manufacturing process which was anticipated to not adversely affect the amenity of adjoining landowners.
	Overall, there are likely to be minor noise and odour impacts on surrounding residences and land-use. It is appropriate to consider these impacts through any subsequent development application.

Table 9 Environmental impact assessment

Landscape and visual amenity

The planning proposal does not consider landscape or visual amenity impacts, especially in the rural zones. One of the objectives of the RU2 Rural Landscape zone is "*to maintain the rural landscape character of the land*". Light industry development such as the manufacture and retail sales of artisan food and drinks may potentially be out of character for the RU2 zone and in potential conflict with the objectives of the land use zone.

There is likely to be a nil or low impact on landscape amenity within the commercial zones as artisan food and drink industry are more likely to blend in the aesthetic character of the commercial core and mixed-use area.

Overall, the impact on landscape and visual amenity is anticipated to be low within both the rural and commercial zones. It is appropriate to consider these impacts through any subsequent development application.

4.2 Social and economic

The following table provides an assessment of the potential social and economic impacts associated with the proposal.

Social and Assessment Economic Impact		
Employment and investment opportunities	The planning proposal will facilitate employment and investment opportunities across the local government area with likely positive impacts in both the commercial and rural zones. Artisan food and drink industries are typically driven by small private businesses that invest in boutique scale value-added manufacturing as well as providing a retail environment. For local residents, there will also be employment opportunities in both manufacturing and retail aspects of the business.	
	In rural land use zones, permitting artisan food and drink industries has additional economic benefits for providing investment opportunities for on-farm diversification for rural landholders as well as decentralised employment opportunities for local residents in rural areas.	
Tourism ventures	The planning proposal will have a positive impact on the local tourism industry through attracting visitors to unique retail experiences that showcase locally manufactured goods. Artisan food and drink industry caters for changes in consumer preferences for locally manufactured goods that is linked to local primary producers.	
	Overall, there will be positive tourism impacts across the rural and commercial zones.	
Central business district growth and character	The planning proposal will add to the growth of the Wagga Wagga central business district as well as add to the unique vibrancy and distinct local character of the retail environment. Additional benefits include economic diversification in the central business district through permitting a type of light industry as well as providing a variety retail experiences for consumers.	

Table 10 Social and economic impact assessment

4.3 Infrastructure

The following table provides an assessment of the adequacy of infrastructure to service the site and the development resulting from the planning proposal and what infrastructure is proposed in support of the proposal.

Table 11 Infrastructure assessment

Infrastructure	Assessment
Traffic and parking	The planning proposal does not consider potential impacts on local traffic and parking demand and whether the existing road and parking infrastructure have sufficient capacity to support additional developments. The planning proposal has the potential to increase local traffic in both commercial and rural zoned areas as well as increase demand for parking in the commercial core of Wagga Wagga.
	Overall, it is anticipated that there is sufficient traffic and parking capacity in both rural and commercial zoned areas. It is appropriate to consider these impacts through any subsequent development application.
Water and sewage reticulation network	Manufacturing of food and drinks will increase demand for potable water as well as potentially producing wastewater with a high pollutant loading.
	The planning proposal outlines that the commercial zones have adequate water and sewerage services to cater for future developments and that within the rural zones servicing requirements will be considered at the development application stage.

5 Consultation

5.1 Community

Council proposes a community consultation period of 28 days.

The exhibition period proposed is considered appropriate, and forms part of the conditions in the Gateway determination.

5.2 Agencies

The proposal does not specifically raise which agencies will be consulted.

It is recommended the NSW Rural Fire Service be consulted on the planning proposal and given 21 days to comment due to inconsistencies with section 9.1 Direction 4.4 Planning for Bushfire Protection as outlined earlier in this report.

6 Timeframe

Council proposes a 12 month time frame to complete the LEP.

The Department recommends a time frame of 6 months to ensure it is completed in line with its commitment to reduce processing times. It is recommended that if the gateway is supported it also includes conditions requiring council to exhibit and report on the proposal by specified milestone dates.

A condition to the above effect is recommended in the Gateway determination.

7 Local plan-making authority

Council has advised that it would like to exercise its functions as a Local Plan-Making authority.

As the planning proposal is relatively minor in nature, the Department recommends that Council is authorised to be the local plan-making authority for this proposal.

8 Assessment summary

The planning proposal is supported to proceed with conditions for the following reasons:

- Facilitates the economic growth of the artisan food and drink industry in various rural and commercial zones throughout the local government area
- No inconsistencies with the regional plan or local strategic planning statement
- Unlikely to cause any significant adverse environmental, social or infrastructure impacts
- Further description of the land-use zones and justification for permitting artisan food and industry in those land use zones is required

Based on the assessment outlined in this report, the proposal must be updated before community exhibition and agency consultation to:

- Provide discussion on the exclusion of artisan food and drink industry from RU6 Transition, B1 Neighbourhood Centre, B2 Local Centre, B5 Business Development and B6 Enterprise Development zones
- Provide assessment of the proposal against Section 9.1 Ministerial Direction 2.3 Heritage Conservation, 2.6 Contaminated Lands, 3.1 Residential Zones, 4.3 Flood Prone Land, and 4.4 Planning for Bushfire Protection

9 Recommendation

It is recommended the delegate of the Secretary:

 Note that the consistency with section 9.1 Directions 4.4 Planning for Bushfire Protection is unresolved and will require justification as well as consultation with the NSW Rural Fire Service.

It is recommended the delegate of the Minister determine that the planning proposal should proceed subject to the following conditions:

- 1. The planning proposal is to be updated to:
 - Provide discussion on the exclusion of artisan food and drink industry form RU6 Transition, B1 Neighbourhood Centre, B2 Local Centre, B5 Business Development and B6 Enterprise Development zones
 - Provide assessment of the proposal against Section 9.1 Ministerial Direction 2.3 Heritage Conservation, 2.6 Contaminated Lands, 3.1 Residential Zones, 4.3 Flood Prone Land, and 4.4 Planning for Bushfire Protection
- 2. Prior to agency consultation, the planning proposal is to be revised to address conditions 1 and forwarded to the Department for review and approval.

- 3. Consultation is required with the following public authorities:
 - NSW Rural Fire Service
- 4. The planning proposal should be made available for community consultation for a minimum of 28 days.
- 5. The timeframe for completing the LEP is to be 6 months from the date of the Gateway determination.
- 6. Given the nature of the proposal, Council should be authorised to be the local plan-making authority.

_ (Signature)

____20/04/2021_____ (Date)

Haydon Murdoch Manager, Western Region

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