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IRF21/1391

Gateway determination report – PP-2021-2685

Johnston Street Rezoning – RU1 Primary Production to IN1 General Industrial – Johnston Street (Bruxner Hwy) Casino

April 21



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Table 1 Reports and plans supporting the proposal

Relevant reports and plans

Attachment A – Planning Proposal

1 Planning proposal

1.1 Overview

Table 2 Planning proposal details

LGA	Richmond Valley
PPA	Richmond Valley Council
NAME	Rezone land at Johnston Street, Casino from RU1 Primary Production to IN1 General Industrial and apply a 750m2 minimum lot size under the Richmond Valley LEP 2012. (0 homes, 275 jobs)
NUMBER	PP-2021-2685
LEP TO BE AMENDED	Richmond Valley LEP 2012
ADDRESS	Johnston Street (Bruxner Highway) Casino
DESCRIPTION	Lots 1 – 12 Section 6 DP 976660, Lots 14-20 Section 6 DP 976660, Lot 1 DP 783330 and Unformed Road Reserve
RECEIVED	17/03/2021
FILE NO.	IRF21/1391
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 contains objectives and intended outcomes that adequately explain the intent of the proposal.

The objectives of the planning proposal are to:

- enable a range of land uses on the site that are not currently permitted on the land due to its current RU1 land zoning;
- enable the land to be developed for general industrial purposes and land uses permissible within the IN1 General Industrial zone;
- enable subdivision of the land for industrial purposes with a minimum lot size of 750m2;
- facilitate the implementation of growth management provisions within the North Coast Regional Plan.

The objectives of this planning proposal are clear and adequate.

1.3 Explanation of provisions

The planning proposal seeks to amend the Richmond Valley LEP 2012 per the changes below:

Table 3 Current and proposed controls

Control	Current	Proposed
Zone	RU1 Primary Production	IN1 General Industrial
Minimum lot size	40ha	750m²
Number of jobs	0	275

The planning proposal contains an explanation of provisions that adequately explains how the objectives of the proposal will be achieved.

A maximum height limit of 8.5 metres currently applies to the site. This is not proposed to be changed. The site is identified as having a dwelling opportunity in the Dwelling Opportunity map under the Richmond Valley LEP 2012. The site is not mapped as being bushfire prone on Council's adopted bushfire hazard map. A small portion of the site on the south west boundary is mapped as Low Hazard on the Casino Floodplain Hazard Category Map. The remainder of the site has been identified as Possible High Depth or Low Hazard as it is outside the detailed study area of the mapping. Flood risk is addressed later in this report.

1.4 Site description and surrounding area

The site is on Johnston Street (also known as the Bruxner Highway in this location) at the eastern approach to the town of Casino. The site comprises 20 lots, Lots 1 to 12 and 14 to 20 Section 6 DP 976660, Lot 1 DP 783330, and a section of unformed crown road. A map of the site, outlined in red, is at Figure 1.

The site is approximately 14.3 hectares in size and is cleared of significant native vegetation except for some scattered trees. The site has previously been utilised for cattle grazing and is generally flat land. The site does not contain any structures except some boundary fencing.

The site is on the north eastern border of the Casino urban area, approximately 2kms from the town's main street. The site is bounded to the north, east and south by rural land used for grazing. A dwelling is approximately 25m east of the site on the adjoining lot and approximately 250m to the south on the lot across the Bruxner Highway.

The Casino Drive Industrial Estate bounds the site to west. Zoned IN1 General Industrial, the estate has a variety of lot sizes and contains land uses such as a stock feed depot, automotive dismantlers and mechanical repairs, landscaping supplies, the council depot and vacant land.

The Casino sewerage treatment works is to the north west of the existing industrial estate.

The design of the existing industrial estate includes Irving Drive which terminates at the western boundary of the site enabling future connection of the site with the existing estate.



Figure 1 Subject site (source: Planning Proposal)

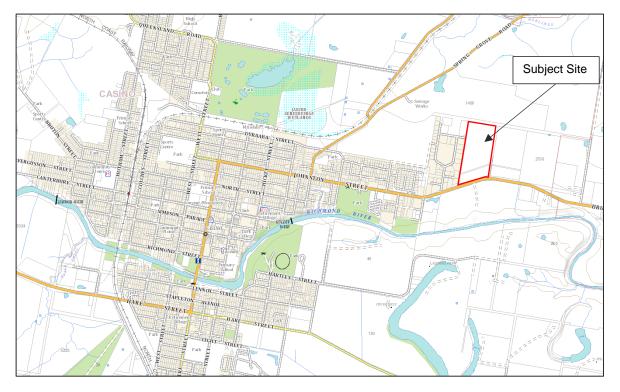


Figure 2 Site context (source: SIX Maps)

1.5 Mapping

The planning proposal contains maps (Figures 3 and 4) which adequately show the subject site and the current and proposed zones and minimum lot sizes. These maps are adequate for public exhibition. Maps which comply with the Standard Technical requirements for LEP maps will need to be prepared prior to the LEP being finalised.





Figure 3 Current and Proposed zoning map (source: Planning Proposal)

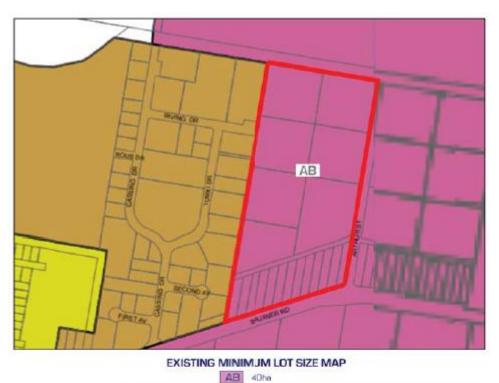




Figure 4 Current and Proposed minimum lot size map (source: Planning Proposal)

1.6 Background

Richmond Valley Council prepared planning proposal no. PP_2019_RICHM_003_00 to rezone Lots 1 to 12 and 14 to 20 Section 6 DP 976660, and Lot 1 DP783330, and a section of unformed crown road from RU1 Primary Production to IN1 General Industrial and apply a 750m² minimum lot size under the Richmond Valley LEP 2012 in May 2019.

The Gateway determination issued on 21 June 2019 determined that the proposal should proceed subject to conditions. The Gateway determination has been altered to amend the proposal and to extend the timeframe. The current deadline for completion of the planning proposal was 21 January 2021.

Council has advised that the proposal has been delayed as a result of the flood impact assessments required by the Gateway determinations.

Substantial work has been undertaken by Council with regard to flooding for the planning proposal. However, for various reasons the models produced have not been successful and the results have shown excessively large offsite impacts.

Finalisation of the planning proposal is now pending Council's preparation of a flood study for Casino. Council has obtained grant funding to undertake a major update to the flood studies applying to the Richmond Valley LGA and engaged a consultant to undertake the work.

Council was previously advised that further extensions of time to complete the LEP would not be supported due to the substantial time and number of extensions that have already been granted since the initial Gateway determination was issued. As such, it has been agreed that this planning proposal should not progress, and Council has requested that it be terminated. This is considered appropriate.

However, as the planning proposal has strategic merit and has significantly advanced, Council has requested a new Gateway determination in order to deliver the intended outcomes. It is considered appropriate in the circumstances that that a new Gateway determination be issued to allow the remaining processes to be undertaken to complete the LEP. It is recommended that the LEP is completed by 31 December 2021.

2 Need for the planning proposal

The proposal results from the Casino Urban Land Release Strategy 2005 (CULRS) which identified the land as an industrial release area. The CULRS also identified the adjoining land to the east and some of the land south of Johnston Street as suitable for industrial purposes.

This adjoining land has not been included in the proposal. From a strategic perspective it would be preferable if all the land in the release area was assessed for rezoning at the same time. Only the subject site is included in this planning proposal as it is proponent led by the owners of the land who have undertaken site specific technical studies applying only to the subject land.

For the land to be developed for future industrial purposes it is necessary to amend the planning controls that apply to the land. Industrial land uses, other than rural industries, are prohibited in the RU1 Primary Production zone in the Richmond Valley LEP 2012. The proposal to rezone the land from RU1 Primary Production to IN1 General Industrial is the most appropriate means of enabling the use of this land for industrial purposes. The proposed IN1 zone enables a wide range of employment generating land uses, is consistent with the adjoining industrial estate which is also zoned IN1 and clearly indicates to the public the intended use of the land.

The proposed 750m² minimum lot size (MLS) is appropriate for industrial land uses as it enables sufficient room for the larger building footprints and necessary vehicular movements associated with industrial land uses. This MLS is also consistent with the MLS for other IN1 zoned land in the Casino urban area.

3 Strategic assessment

3.1 Regional Plan

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

Table 4 Regional Plan assessment

Regional Plan Objectives	Justification
Direction 1: Deliver Environmentally Sustainable Growth	The planning proposal is consistent with Direction 1 to focus development to mapped urban growth areas to help protect the environment and important farmland. The subject site is within the Urban Growth Area map for Richmond Valley and is mapped as Investigation Area – Employment Land (Figure 5). DP30127
	Albert 2007 DP755727 DP755627 DP765627 DP76666 DP776666 DP7766666 DP776666 DP776666 DP776666 DP776666 DP776666 DP776666 DP7766666
Direction 2: Enhance Biodiversity, coastal and aquatic habitats and water catchments	The planning proposal aligns with Direction 2, Action 2.1 which advocates for development to be directed to the least biodiversity sensitive areas of the region. The site is not mapped as containing potential HEV, the subject site is highly disturbed with only scattered trees and shrubs on the subject site.

Direction 6: Development successful centres of employment	The planning proposal is consistent with Direction 6 to retain an appropriate supply of employment lands in suitable locations to facilitate economy activity. The planning proposal is located adjacent to existing industrial land and will enable further employment land uses to be available in Casino.
Local Government Narratives	The planning proposal is consistent with the Local Government Narrative to deliver new employment opportunities at Casino.

3.2 Local

Casino Urban Land Release Strategy 2005

The subject land is identified within the Casino Urban Land Release Strategy (16 August 2005) adopted by Richmond Valley and approved by the Department on 18 August 2005. As a result, the land was included as employment lands within the town and village growth boundary for Casino in the Far North Coast Regional Strategy 2006 and subsequently in the North Coast Regional Plan 2036.

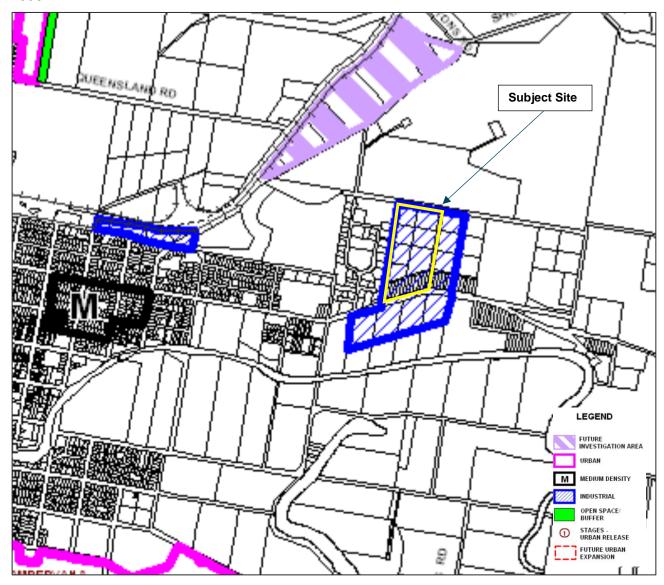


Figure 6: Extract from Casino Urban Land Release Strategy (source: Casino Urban Land Release Strategy)

Local Strategic Planning Statement

The planning proposal aligns with the planning priorities contained within the Richmond Valley Local Strategic Planning Statement (LSPS).

It is noted that the planning proposal does not include consideration of the LSPS. As such, it will be necessary for the planning proposal to be updated. The proposal states that it is consistent with the following local plans and endorsed strategies. It is also consistent with the strategic direction and objectives, as stated in the table below:

Table 6 Local strategic planning assessment

Local Strategies	Justification
Local Strategic Planning Statement	The LSPS nominates that Casino is the largest settlement in the LGA and is located on the banks of the Richmond River, at the cross roads of the Summerland Way, Bruxner Highway, and North Coast Rail. This gives it a strategic advantage over other Far North Coast centres for freight transport north into South-East Queensland, south towards Sydney and Newcastle, and westerly towards the New England Tablelands. The town has very strong links to its agricultural sector having a strong focus on beef, dairy, timber, and broad acre cropping for soybeans, and recent expansions into sugarcane and tea tree. The planning proposal is located adjacent to existing industrial land and will enable further employment land uses to be available in Casino.
Planning Priority 7.1	This planning priority seeks to ensure Council's planning provisions accommodate the changing needs for agriculture, manufacturing and emerging agribusiness and agritourism opportunities. The planning proposal will help facilitate these land uses through the provision of additional employment land.
Planning Priority 8.5	This planning priority encourages the establishment of new manufacturing and rural industries to support local processing of primary products and to diversify the employment market. The planning proposal will help facilitate these land uses through the provision of additional employment land.

3.3 Section 9.1 Ministerial Directions

The planning proposal's consistency with relevant section 9.1 Directions apart from the following discussed below:

Table 7 9.1 Ministerial Direction assessment

Directions	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
Direction 1.2 Rural Zones	No	The Direction provides that a planning proposal must not rezone land from a rural to an industrial zone. The planning proposal seeks to change the zone and minimum lot size. The Direction provides that a proposal may be inconsistent with the Direction if it is in accordance with the relevant Regional Strategy the inconsistency with this Direction is justified as the subject site has been identified in the North Coast Regional Plan 2036 as Investigation Area – Employment Land.

Directions	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
Direction 1.5 Rural lands	No	This Direction is relevant to the proposal as it will affect land in a rural zone. The Direction requires that the planning proposal must be consistent with clauses 4(a) to 4(i) which relates to the protection of environmental values, promotion of opportunities for rural economic activities and aims to support farmers in exercising their right to farm. The Direction provides that a proposal may be inconsistent with the Direction if it is in accordance with a strategy that identifies the land which is the subject of the planning proposal. The inconsistency is justified as the land is located within the Urban Growth Area boundary for Richmond Valley and is mapped as Investigation Area – Employment Land in the North Coast Regional Plan 2036.
Direction 2.3 Heritage Conservation	No	The Direction provides that a planning proposal must contain provisions which facilitate the conservation of matters of environmental and Aboriginal cultural heritage significance. An Aboriginal Cultural Heritage Assessment was undertaken for the land which concludes there is low archaeological potential. The report recommends that impacts on Aboriginal cultural heritage values should be avoided at all stages during the development works and includes cautionary recommendations prepared in consultation with the Casino Boolangle LALC in case any artefacts or remains are uncovered during construction works. As there is not likely to be any impact on items of Aboriginal or non-Aboriginal heritage as a consequence of the proposal, the inconsistency with is considered to be of minor significance.

Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
No	The Direction nominates that a planning proposal must not permit a significant increase in the development potential of flood prone land. The majority of the site falls within an area for which the flood planning status is unclear with it identified as either 'Possible High Depth Hazard' or 'Low Hazard' whilst small portions of the site are mapped as 'Low Hazard'. (Figure 7).
	Council has indicated that substantial work has been undertaken with regard to flooding for the planning proposal. However, for various reasons the models produced have not been successful and the results have shown excessively large offsite impacts.
	Council has obtained grant funding to undertake a major update to the flood studies applying to the Richmond Valley LGA and engaged a consultant to undertake the work. Until the flood study has been completed and consultation has been occurred with BCD, this Direction remains unresolved.
	LEGEND High Floodway Hazard (HFH) High Depth Hazard (HIH) High Depth Hazard (HDH) Possible High Depth Hazard or Low Hazard (HDH or LH) Low Hazard (LH) Rare Low Hazard - Extreme Flood Fringe (RLH) Rare High Floodway Hazard (RHFH) Old Casino LGA Boundary Limit of Detailed Mapping
	Not Applicable

Directions	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
Direction 5.3 Farmland of State and Regional Significance on the NSW Far North Coast	No	This Direction is relevant to the proposal as the subject site contains regionally significant farmland (Figure 8). The Direction provides that a proposal may be inconsistent with the Direction if it is consistent with the North Coast Regional Plan 2036. The inconsistency is justified because the site is within the Urban Growth Area boundary and identified as an Investigation Area – Employment Lands in the North Coast Regional Plan 2036.
		DP35127 DP35127 DP35127 DP35127 DP35127 DP45121 DP45121 DP451221 D

The proposal is otherwise consistent with the Section 9.1 directions.

3.4 State environmental planning policies (SEPPs)

The planning proposal is considered to be consistent with all relevant SEPPs.

4 Site-specific assessment

4.1 Environmental

The following table provides an assessment of the potential environmental impacts associated with the proposal.

Table 9 Environmental impact assessment

Environmental Impact	Assessment
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General Environment

The majority of the land is cleared and used for grazing purposes. The planning proposal will not have any direct adverse impact on critical habitat or threatened species, populations or ecological communities, or their habitats.

The site is not identified as containing acid sulfate soils, steep land or bush fire prone land pursuant to the Richmond Valley LEP 2012.

A preliminary contamination assessment, Aboriginal cultural heritage assessment, preliminary ecological assessment, traffic impact assessment, land use conflict risk assessment, preliminary engineering assessment and flood impact assessment were submitted with the planning proposal.

It should be noted that the planning proposal references SEPP 44 Koala Habitat Protection which has been replaced by SEPP (Koala Habitat Protection) 2020 and 2021. It is recommended that references to SEPP 44 Koala Habitat Protection are removed and replaced with SEPP (Koala Habitat Protection) 2020 and 2021 where appropriate.

Site Contamination

Section 9.1 Direction 2.6 Remediation of Land requires Council to consider contamination if the inclusion of land in a zone would permit a change of use.

A preliminary contaminated land assessment has been undertaken and submitted with the planning proposal. The report concludes that there does not appear to be any impediment to the rezoning of the subject land to industrial use.

It is considered that the preliminary contaminated land assessment has adequately addressed land contamination, pursuant to the Direction, and that no additional information is required for the planning proposal.

It is noted that the planning proposal does not refer to section 9.1 Direction 2.6 Remediation of Land and instead references the now repealed clause 6 of State Environmental Planning Policy No. 55 – Remediation of Land. It is recommended that the proposal be amended to include discussion on this Direction.

4.2 Social and economic

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

Table 10 Social and economic impact assessment

Social and Economic Impact	Assessment
Economic	The rezoning of 14.3 hectares of land to IN1 General Industrial is expected to generate approximately 275 jobs which will have a positive economic impact. This is based on the formula - Number of Hectares of land being zoned industrial divided by 2 then 1 job /252m2 for low intensity Industrial development.
	The land adjoins an existing industrial estate which accommodates low intensity industrial developments. The clustering of similar uses is likely to lead to social and economic advantages. The multiplier effect associated with increased employment opportunities is also expected to benefit businesses in Casino and across the local government area.

Social

The proposal is not expected to have any adverse social impacts. The proposal will rezone an area of land on the edge of the Casino urban area to IN1 General Industrial. The provision of additional employment land will have a potential positive impact for Casino providing the opportunity for additional jobs in the town which may assist in retaining a younger population and assisting the continued social and cultural development of the town.

A land use conflict risk analysis (LUCRA) accompanied the proposal. The LUCRA did not identify any significant obstacles to the proposed rezoning and concluded that the site is suitable for consideration for industrial land uses subject to the following recommendations:

- 1. A nominal buffer of 60m from the closest point of industrial activities to the nearest sensitive receptor should be applied at the rezoning stage.
- A Noise Impact Assessment in accordance with the NSW Industrial Noise Policy (NSW EPA 2017) is to be prepared to assess the impact of the future Industrial Land Release on existing sensitive receptors.

The nearest sensitive receptor is the dwelling to the east of the site. The proposal does not include a buffer between the proposed industrial zone and the boundary of the property containing the dwelling. In relation to this matter Council has previously advised that:

- the land containing the dwelling is also identified for industrial purposes in the Casino Urban land Release Strategy and the NCRP. Council is aware that the owners of this land are also talking to consultants about the preparation of a planning proposal to rezone the land to industrial. Therefore, any potential conflict between the dwelling and the future industrial land uses should be short term;
- further consideration of the need for a buffer between the dwelling and any
 future industrial land uses on the site can be undertaken at the
 development application stage, when more information concerning the
 expected layout of the industrial estate is known.

Council also intends to address the recommendation for a noise assessment at development application stage when it knows the type of industrial land use proposed, the location and hours of operation of that land use and the mitigation measures that are proposed to be employed to alleviate any noise exposure to sensitive receivers.

The area of the site (14.3ha) is large enough to enable either staged development of the industrial estate to minimise the impact on the dwelling to the east while that adjacent land is rezoned and developed, or the incorporation of a suitable buffer between the developing industrial land uses and the dwelling to the east at development application stage. Council's approach in relation to this matter is therefore considered to be appropriate.

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
Infrastructure	The proposed rezoning of the land to IN1 General Industrial to enable future employment generating developments will require new and upgraded sewer, water, power, telecommunications and road infrastructure. Council has confirmed that these upgrades can be reasonably achieved and will be at the expense of the developer.
	The concept plan for the proposed industrial estate on the land nominates a new intersection on the Bruxner Highway. This will require the approval of Transport for NSW and it is recommended that the Gateway determination require that Council consult with the Transport for NSW on this matter.
	The proposal indicates that the development will result in a traditional industrial estate, expected to be made up of several individual industrial land uses on separate lots. It is not expected that the development of the site for such future employment generating land uses will generate the need for infrastructure which would result in a significant a cost to state or local government.

5 Consultation

5.1 Community

Council proposes a community consultation period of 28 days.

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

5.2 Agencies

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

It is recommended the following agencies be consulted on the planning proposal and given 21 days to comment:

- Transport for NSW;
- · Biodiversity and Conservation Division of DPIE; and
- Local Aboriginal Land Council.

6 Timeframe

To enable adequate time to complete this planning proposal a period until 31 December 2021 is considered appropriate. A condition to this effect is recommended in the Gateway determination.

7 Local plan-making authority

The planning proposal is consistent or justifiably inconsistent with the State, regional and local planning framework and deals with matters of local significance. It is therefore considered appropriate that Council be provided authorisation to act as the local making authority.

8 Assessment summary

It is considered that the planning proposal has merit and it is recommended that the Gateway determination be issued subject to conditions for the following reasons:

- the land is identified for Employment Land Investigation Purposes in the North Coast Regional Plan 2036;
- the proposal will provide for 14.3 hectares of employment land in the Richmond Valley LGA and supports further job opportunities for Casino; and
- the land is adjacent to existing zoned industrial land and the site has been relatively cleared of any vegetation.

As discussed in the previous sections 4 and 5, the proposal should be updated to:

- an assessment and reference to the Local Strategic Planning Statement;
- an assessment against section 9.1 Direction 2.6 Remediation of Land; and
- removal of references to SEPP 44 Koala Habitat Protection which has been replaced by SEPPs (Koala Habitat Protection) 2020 and 2021.

9 Recommendation

It is recommended the delegate of the Secretary:

- agree that any inconsistencies with section 9.1 Directions 1.2 Rural Zones, 1.5 Rural Lands, 2.3 Heritage Conservation and 5.3 Farmland of State and Regional Significance on the NSW Far North Coast are minor and justified in accordance with the terms of the Direction; and
- note that the consistencies with section 9.1 Direction 4.3 Flood Prone Land is unresolved until further justification has been provided.

It is recommended the delegate of the Minister that:

- PP_2019_RICHM_003_00 should not proceed in accordance with the Alteration of Gateway determination document; and
- PP-2021-2685 should proceed subject to the following conditions:
 - Prior to community consultation the updated Richmond Valley Flood Model for the site
 is to be completed and the planning proposal amended if necessary. Specific
 consideration should be given to the proposed filling of the land. Appropriate
 information from the updated flood model is to be included in the material used for
 community consultation.
 - 2. Prior to community consultation the planning proposal is to be amended as follows:
 - include an assessment and reference to the Local Strategic Planning Statement is to be included;
 - b) remove references to SEPP No. 55 Remediation of Land which has been replaced by section 9.1 Direction 2.6 Remediation of Land; and
 - c) remove references to SEPP 44 No. Koala Habitat Protection and replace with SEPPs (Koala Habitat Protection) 2020 and 2021.
 - 3. Public exhibition is required under section 3.34(2)(c) and schedule 1 clause 4 of the Act as follows:

- (a) the planning proposal is classified as low impact as described in A guide to preparing local environmental plans (Department of Planning and Environment 2016) and must be made publicly available for a minimum of 14 days; and
- (b) the planning proposal authority must comply with the notice requirements for public exhibition of planning proposals and the specifications for material that must be made publicly available along with planning proposals as identified in section 5.5.2 of A guide to preparing local environmental plans (Department of Planning and Environment 2016).
- 4. Consultation is required with the following public authorities/organisations under section 3.34(2)(d) of the Act and/or to comply with the requirements of relevant section 9.1 Directions:
 - Transport for NSW Roads and Maritime Service;
 - Biodiversity and Conservation Division; and
 - Local Aboriginal Land Council.

Each public authority/organisation is to be provided with a copy of the planning proposal and any relevant supporting material and given at least 21 days to comment on the proposal.

- 5. A public hearing is not required to be held into the matter by any person or body under section 3.34(2)(e) of the Act. This does not discharge Council from any obligation it may otherwise have to conduct a public hearing (for example, in response to a submission or if reclassifying land).
- 6. The planning proposal authority is authorised as the local plan-making authority to exercise the functions under section 3.36(2) of the Act subject to the following:
 - (a) the planning proposal authority has satisfied all the conditions of the Gateway determination;
 - (b) the planning proposal is consistent with section 9.1 Directions or the Secretary has agreed that any inconsistencies are justified; and
 - (c) there are no outstanding written objections from public authorities.
- 7. The LEP is to be completed by 31 December 2021.

Shugward.		15/04/2021	
	(Signature)		(Date)
Lucy Walker			
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