

IRF2/275

Gateway determination report – PP 2022-4142

Lachley Estate - 1 Lachley Street, Forbes

April 23



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Acknowledgment of Country

The Department of Planning and Environment acknowledges the Traditional Owners and Custodians of the land on which we live and work and pays respect to Elders past, present and future.

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Table 1 Reports and plans supporting the proposal

Relevant reports and plans

Planning Proposal

Council Resolution and Report dated 15/12/2022

Forbes Council Additional Information dated 5/4/2023

Contamination Report

Biodiversity Report

Soil and Water Report

1 Planning proposal

1.1 Overview

Table 2 Planning proposal details

LGA	Forbes LGA	
РРА	Forbes Shire Council	
NAME	Lachley Estate	
NUMBER	PP-2022-4142	
LEP TO BE AMENDED	Forbes LEP 2013	
ADDRESS	1 Lachley Street, Forbes	
DESCRIPTION	Lot 1544, 1545, 1551, 1559, 1621, 1622, 1649, 1545, 1649 in DP 750158, Lot 1 DP 113924, Lot 22 DP 1002358, Lot 7322 DP 1166481, Lot 8 DP 211100 and Lot 4 DP 210102 (Refer to Figure 4)	
Planning Proposal category	Not nominated by Council – this assessment report recommends a complex category	
RECEIVED	6/02/2023	
FILE NO.	IRF23/275	
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	
DWELLING HOUSES/JOBS	75/?	
MAP ONLY/PCO ONLY/PCO & MAPS	PCO & MAPS	

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:

- rezone the site to part R5 Large Lot Residential, part E3 Productivity Support, part C3 Environmental Management and part SP2 Infrastructure.
- facilitate the delivery of a mixed-use precinct which will provide new homes, employment opportunities, and other essential community facilities.

 amend the building height limits and minimum lot sizes on the site to be consistent with the new land zones.

An additional objective should be included in a revised planning proposal that seeks to manage the potential land use conflict between the proposed land uses and the adjoining Inland Rail. This revision should be made prior to public exhibition of the planning proposal.

1.3 Explanation of provisions

The planning proposal seeks to amend the Forbes LEP 2013 as per the changes below:

Table 3 Current and proposed controls

Control	Current	Proposed
Zone	RU1 Primary Production	R5 Large Lot Residential C3 Environmental Management E3 Productivity Support SP2 Infrastructure
Maximum height of the building	10m	8.5m (R5 and C3 zone) 17m (E3 zone)
Minimum lot size	200ha	1ha (R5 zone) 2ha (C3 zone) No MLS (E3 zone)

The planning proposal seeks to include the new employment zone E3 Productivity Support. This zone is not yet available in the Forbes LEP 2013 or the Standard Instrument. It is expected that the zone will be inserted into Forbes LEP 2013 by way of an amending SEPP soon. The draft land use table expected to be inserted into the Forbes LEP 2013 is outlined below. The proposed E3 zone will provide appropriate permissibility for the proposed land uses on this portion of the site.

Zone E3 Productivity Support

1 Objectives of zone

- To provide a range of facilities and services, light industries, warehouses and offices.
- To provide for land uses that are compatible with, but do not compete with, land uses in surrounding local and commercial centres.
- To maintain the economic viability of local and commercial centres by limiting certain retail and commercial activity.
- To provide for land uses that meet the needs of the community, businesses and industries but that are not suited to locations in other employment zones.
- To provide opportunities for new and emerging light industries. To enable other land uses that provide facilities and services to meet the day to day needs of workers, to sell goods of a large size, weight or quantity or to sell goods manufactured on-site. To maximise exposure of business-related developments on the

Newell Highway.

2 Permitted without consent

Environmental protection works; Roads; Water reticulation systems

3 Permitted with consent

Animal boarding or training establishments; Boat building and repair facilities; Business premises; Centre-based child care facilities; Community facilities; Depots; Function centres; Garden centres; Hardware and building supplies; Hotel or motel accommodation; Industrial retail outlets; Industrial training facilities; Information and education facilities; Landscaping material supplies; Light industries; Local distribution premises; Markets; Mortuaries; Neighbourhood shops; Office premises; Oyster aquaculture; Passenger transport facilities; Places of public worship; Plant nurseries; Pond-based aquaculture; Recreation areas; Recreation facilities (indoor); Recreation facilities (major); Recreation facilities (outdoor); Research stations; Respite day care centres; Rural supplies; Service stations; Specialised retail premises; Storage premises; Take away food and drink premises; Tank-based aquaculture; Timber yards; Vehicle body repair workshops; Vehicle repair stations; Vehicle seales or hire premises; Veterinary hospitals; Warehouse or distribution centres; Wholesale supplies; Any other development not specified in item 2 or 4

4 Prohibited

ibited Agriculture; Air transport facilities; Airstrips; Amusement centres; Biosolids treatment facilities; Boat launching ramps; Boat sheds; Camping grounds; Caravan parks; Cemeteries; Correctional centres; Crematoria; Eco-tourist facilities; Electricity generating works; Entertainment facilities; Exhibition homes; Exhibition villages; Extractive industries; Fam buildings; Forestry, Heavy industrial storage establishments; Helipads; Home businesses; Home occupations; Home occupations (sex services); Home-based child care; Industries; Jetties; Marinas; Mooring pens; Moorings; Open cut mining; Registered clubs; Residential accommodation, Resource recovery facilities; Roadside stalls; Rural industries; Sewage treatment plants; Tourist and visitor accommodation; Waste disposal facilities; Water recreation structures; Water supply systems; Wharf or boating facilities

Figure 1- Proposed E3 Productivity Support land use table (Source: draft State Environmental Planning Policy Amendment (Land Use Zones))

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

1.4 Site description and surrounding area

The site is located approximately 3 kilometres or 5 minutes north of the Forbes CBD (Refer to **Figure 2**). The site has an area of approximately 155.68 hectares and is predominately cleared grazing land, with several pockets of natural and planted vegetation scattered throughout. The site is relatively flat and contains several small farm dams and non-perennial streams.

- to the north of the site is mix of small scale agricultural and scattered dwellings and a substantial stand of bushland.
- the eastern side of the site is bounded by the Inland Rail. The Newell Highway runs parallel and slightly to the east of the Inland Rail. There is a parcel of land in the north east (Lot 1276 DP750158) enclosed by the subject site on 3 sides. This parcel of land is owned by Crown Lands and is excluded from this planning proposal.
- to the south of the site is a vacant site, a lot containing water reservoirs, a local road (Wyndham Avenue), a high school and low density residential.
- to the west of the site is an approximately 200-400m wide strip of land zoned RU1
 Primary Production, and is a Crown travelling stock reserve (R85234 and Licence
 625596). Adjoining this rural land to the west is a large lot residential subdivision and is
 bounded by Calarie Road.

Access to the site is from the south via Lachley Street and Wyndham Avenue. There is another existing access point directly off the Newell Highway via Abattoir Road.

The site has existing structures associated with the former abattoir, adjacent to the Lachley Street and Abattoir Road entrances. Two (2) dwellings are located in the south-western corner of the site. Two existing Transgrid powerline easement traverse the site, with one crossing the centre east-west and one north-south near the eastern boundary.

The site is located in an area known as the Forbes gold belt and identified on minerals predictive mapping as being potentially gold bearing. There are mapped mine sites across this site such as Forty Thieves Mine (see mineral deposits **Figure 4** below).

There is an existing gas hub adjoining the western boundary of the site. It is proposed to zone a portion of the site to SP2 Infrastructure to allow for a future hydrogen electrolyser plant to connect into the existing gas hub. The SP2 zone also acts as a buffer between the proposed large lot residential and the existing gas hub. There is also an underground gas pipeline that runs along the western boundary on Crown land. It is recommended that consultation be undertaken with pipeline owners/operators, APA Group, during public exhibition of the planning proposal regarding the gas pipeline and the gas hub. Figure 2 below shows the location of the gas pipeline and the gas hub.



Figure 2 gas pipeline and gas hub site (Source: MinView)



Figure 3 Site context (source: Planning Proposal Jan 2023)



Figure 4 Subject site's predictive mineral occurrences and mine activity (source: MinView)



Figure 5 Site cadastre (source: Planning Proposal Jan 2023)

1.5 Mapping

The planning proposal includes mapping showing site context, the proposed changes to the land zoning, minimum lot size and height of building maps, which are suitable for community consultation.



Figure 6 Current zoning map (source: Planning Proposal Jan 2023)



















Figure 11 Proposed minimum lot size map (source: Planning Proposal Jan 2023)

1.6 Background

- DPE provided comments to Forbes Council on a draft planning proposal for this site on 8/11/2021. This advice has been incorporated into the planning proposal except for:
 - Addressing inconsistency with the LSPS regarding the residential accommodation component. This matter is being dealt with by Council providing additional strategic justification for the proposed residential accommodation within the planning proposal and reflecting this site within the draft Forbes Local Housing Strategy.

2 Need for the planning proposal

The planning proposal is supported by the draft Forbes Local Housing Strategy and further information provided by Council on 27/03/2023 and 5/4/2023. The need for the planning proposal is largely the result of changed planning and housing circumstances including:

- the Newell Highway upgrade and improved access to markets for this site,
- Inland Rail and its economic opportunities,

- proximity to the Parkes SAP and the demand for additional housing and employment zoned land to support tier 2 industry that is generated from being in its proximity
- and the housing market in Forbes.

3 Strategic assessment

3.1 Regional Plan

The planning proposal provides an assessment against the previous Central West and Orana Regional Plan 2036. The Lachley Estate proposes a substantial shift away from Council's LSPS and contains various potential land use conflict points (including Inland Rail, Newell Highway access and adjoining primary production land) relevant to the current Central West and Orana Regional Plan 2041.

It is recommended that the planning proposal be updated prior to public exhibition to address relevant strategies within the Central West and Orana Regional Plan 2041. The amended planning proposal should also reconsider section 9.1 Ministerial Direction 1.1 Implementation of Regional Plans.

3.2 Local

Table 4 Local strategic planning assessment

Local Strategies	Justification
Forbes Local Strategic Planning Statement 2020	The LSPS provides strategic merit for the industrial/commercial elements identified in the planning proposal. The full site is identified in the LSPS to be used for industrial purposes and flags the Lachley Estate as a 'Potential Industrial Site'.
(LSPS)	The LSPS also states generally that, 'increasing housing stock and diversity will be essential for both accommodating new residents in the town and retaining the existing community'.
	Additional justification was requested from Forbes Council to justify this departure from the LSPS, given it does not identify residential land uses for this site. Council has since provided strategic merit for the residential component on this site through further investigation and subsequent inclusion of the land within the draft Forbes Local Housing Strategy. Council provided additional information on 27/03/2023 and 5/4/2023 which adequately justifies the need for additional large lot residential land at this time. The additional information satisfactorily shows the need for the 1ha rural residential product in Forbes and that a larger lot size is more suited to the site characteristics compared to a standard residential zone having regard to the surrounding land uses.

Draft Forbes Local Housing Strategy

The draft Forbes Local Housing Strategy (LHS) was prepared before the planning proposal for this site. The original draft LHS did not include the proposed residential component as the site contamination associated with the former abattoir was unresolved. Additional contamination reports undertaken during the preparation of the planning proposal provided sufficient evidence to demonstrate to Council that the potential contamination could be remediated sufficient to allow the site to be used for residential and employment uses. The subject site's residential component is now included in the finalised LHS.

The LHS provides broad strategic merit for this site to be utilised for residential uses. It highlights that the site is:

- in proximity to existing urban land uses,
- would make use of the sites under-utilised infrastructure (roads, services and electricity connections)
- subject to remediation and mitigation of biodiversity constraints, it is of strategic benefit to housing supply and economic growth in the Forbes Township.
- identified on the Forbes Rural Residential Framework Map.
- recommended to have a R5 Large Lot Residential zone at the northern edge of the site, away from the former Abattoir site, and an E3 Productivity zone in the south of the site.

DPE has not endorsed or given formal support for the draft LHS at this time. However, DPE Western Region has provided comments on LHS. Council advise that the final LHS is being considered at the April 2023 Council meeting for endorsement by Council. The proposal is consistent with the draft LHS.

3.3 Section 9.1 Ministerial Directions

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

Directions	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
1.1 Implementation of Regional Plans	No	The planning proposal addresses the previous CWORP 2036 and therefore the proposal remains inconsistent with this Direction at this time until a full assessment of the CWORP 2041 is undertaken.
		The planning proposal is to be amended prior to public exhibition to include an assessment of the proposal against the CWORP 2041.
3.1 Conservation Zones	Yes	The site is mapped as containing 'high biodiversity sensitivity' in the Forbes LEP 2013. The planning proposal includes 14.25ha of proposed C3 Environmental Management land. Consultation with BCD will be required.

Table 5 9.1 Ministerial Direction assessment

Directions	Consistent/ Not Applicable	e Reasons for Consistency or Inconsistency		
4.1 Flooding	No	The site is not identified as flood prone land under the LEP.		
		Under the Forbes Flood Study Review 2020, the southern portion of the site is shown to have some flooding under an 0.5%, 0.2% AEP and under the extreme flood scenario (See flood map below)		
		The Gateway determination recommends that DPE BCS – Flooding team be consulted during exhibition to further investigate the potential impact of flooding on this site.		
4.3 Planning for	Yes	The site is not identified as bushfire prone land.		
Bushfire Protection		No further work required.		
4.4 Remediation of Contaminated Land	Yes	A detailed site investigation was undertaken for potential contamination given the previous uses of the site including; mining, land filling, cattle grazing and an abattoir.		
		The contamination assessment concluded that the site can be made suitable for the proposed future land uses and development following remediation of the areas with localised contamination. Further investigation and remedial practices will be required at the Development Application stage.		
		The report does however indicate that the ex- quarry land fill quantity and its contents are unknown at this stage. Further work is required to understand the ability to remediate this area of the site.		
		Council is satisfied that the site can be remediated to cater for the proposed uses.		
5.1 Integrating Land Use and Transport	Yes	The proposal integrates land uses and transport by providing land for new development close to major transport routes, including the Newell Highway.		
		No further work required.		
6.1 Residential Zones	Yes	The rezoning of the site will provide new residential land which will broaden the supply and typology of housing in a location which can utilise existing infrastructure and services.		
		No further work required.		

Directions	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency		
7.1 Employment Zones	Yes	A portion of the site is proposed to be zoned E3 Productivity Support which will provide for new commercial and light industrial land. This will broaden the supply and diversity of jobs.		
		No further work required.		
8.1 Mining, Petroleum Production and Extractive Industries	No	The planning proposal prohibits or restricts development of resources on this site. It is mapped as being likely gold bearing with existing mining activity mapped. Until consultation is undertaken with Mining, Energy and Geoscience, this inconsistency is unable to be resolved, or deemed as minor significance at this stage.		
9.1 Rural Zones	No however justified as minor significance	The planning proposal seeks to rezone from RU1 Primary Production to part E3 Productivity Support, part C3 Environmental Management and part R5 Large Lot Residential. The draft Forbes Local Housing Strategy and further information provided by Council provides merit for the rezoning of this RU1 zoned land. The large lot residential zoning and 1 ha mls will be large enough to provide a buffer between the adjoining primary production land and Inland Rail. Therefore, the loss of RU1 zoned land is justifiably inconsistent. No further work is required.		
9.2 Rural Lands	No however justified as minor significance	The draft Forbes Local Housing Strategy and further information provided by Council provides merit for the change of use from primary production to a mix use precinct. The large lot residential zoning and 1 ha mls will be large enough to provide a buffer between the adjoining primary production land and Inland Rail. Therefore, the loss of RU1 zoned land is justifiably inconsistent. No further work is required.		

3.4 State environmental planning policies (SEPPs)

Table 6 Assessment of planning proposal against relevant SEPPs

SEPPs R	Requirement	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
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State Environmental Planning Policy (Resilience and Hazards) 2021	Development assessment matters.	Yes	Detailed site contamination investigations have been undertaken as part of this planning proposal. Several contamination 'Areas of Environmental Concern' were identified as part of the study. The report concludes that the site can be remediated. Future development on the site will need to be remediated in accordance with the SEPP.
			Council advise that it is satisfied that the site can be remediated adequately for the proposed uses with additional detailed work being undertaken at the Development Application stage.

4 Site-specific assessment

4.1 Environmental

Biodiversity

The subject site consists of cleared land with both native and exotic vegetation scattered throughout.

A portion of the grassy woodland in the north of the site is identified as an area of 'high biodiversity sensitivity' the Forbes LEP 2013 Terrestrial Biodiversity Map. The existing LEP controls are adequate in mitigating the impact on the mapped area on this site.

An ecological survey was conducted on the subject site which identified 22.49ha of native vegetation. 14.63ha of this is located within a proposed non-environmental land zone. Given the survey identified plant communities associated with endangered ecological communities, it is recommended the planning proposal be referred to DPE – Biodiversity, Conservation & Science Division (BCD) to review the ability of the proposal to avoid biodiversity impacts.

The largest section of native vegetation on the site with the highest concentration of vegetation is proposed to be zoned C3 Environmental Management to facilitate its protection. This portion of vegetated land is not mapped under the Forbes LEP 2013 Terrestrial Biodiversity Map. It is recommended that Council consult with BCD on the need to update the LEP Terrestrial Biodiversity Map to reflect recent vegetation survey mapping across the site.

Contamination

The site has previously been used for; mining, land filling, cattle grazing and an abattoir. Given the likelihood of potential contamination, a Detailed Investigation was undertaken to inform the planning proposal. The Detail Investigation concluded:

- the site is contaminated, largely confined to several areas including the farm dams/irrigation ponds, the former quarry landfill area and area surrounding the former abattoir buildings.
- that it was unable to determine the exact depth and extent of the landfill in the former quarry and recommends that a Waste Classification Report be undertaken to complete the contamination assessment of that section of the site.

- that the site can be made suitable for the proposed future land uses and development following remediation of the areas with localised contamination and further investigation and remedial practices
- a Remedial Action Plan is prepared by a suitably qualified and experienced land consultant prior to the commencement of earthworks and site development.

Council advise it is satisfied that the planning proposal has adequately considered site contamination. Given the potential contamination issues it is recommended that the Environment Protection Authority (EPA) be consulted.

Flooding

The planning proposal states that the site is located in a flood free area making it a preferable development site over the lower lying areas in and around Forbes and the Lachlan River.

However, the Forbes Flood Study Review 2020 shows that the southern portion of the site is modelled to flood at an 0.5%, 0.2% AEP and under the extreme flood scenario (See flood map below). The November 2022 flooding event showed extensive flooding to the east of the Newell Highway adjacent to this site. While it appears that the site remained flood free during this event, it is recommended that DPE Biodiversity, Conservation and Science Division – Flooding Team, be consulted during public consultation.



Figure 11 - 0.5% AEP Flood Map (Source: Forbes Flood Study Review 2020)

4.2 Social and economic

The planning proposal will enable creation of additional job opportunities and community facilities within Forbes. The proposed R5 Large Lot Residential zoned land will facilitate the delivery of new residential development, broadening the supply and diversity of housing for the growing population. The planning proposal will also enable new education opportunities through the development of a college estate on the site.

4.3 Infrastructure

Servicing

The site is within the northern fringes of the Forbes urban area. The planning proposal states that the majority of infrastructure to support this proposal exists or can easily be extended to the site. The site is currently serviced by the reticulated water and an urban stormwater system. Reticulated sewer system currently extends up to Calarie Road and Durham Street, which can be extended into the site.

The planning proposal indicates that the proposed large lot residential area will have onsite septic. Given the proposed minimum lot size is 1ha, it recommended that DPE Water be consulted during public exhibition regarding the appropriateness of the proposed minimum lot size to cater for onsite septic systems.

The site is currently connected to electricity network. Consultation will be required with Transgrid as two (2) electricity easements traverse the site.

The planning proposal contains a Lachley Estate Concept Masterplan which outlines an indicative road network and connections to the surrounding areas. The planning proposal does not provide details around road infrastructure provisions or any transport infrastructure upgrades that may be required. Internal road networks would need to be developed at the expense of the developer. Consultation with Transport for NSW is required during public exhibition of the planning proposal given the sites access point directly onto the Newell Highway.

Inland Rail

The Inland Rail corridor adjoins the site along its eastern boundary. Given the proximity of the proposed R5 Large Lot Residential to the Inland Rail corridor, it is recommended that the planning proposal be amended to contain additional land use conflict objectives and provisions. The amended planning proposal should include the intent to contain LEP provisions that will aid in mitigating noise and vibration impacts from the railway on any future residential uses within proximity of the corridor.

5 Consultation

5.1 Community

Neither Council nor the planning proposal identified a community consultation period. Given the nature of the planning proposal (site history, inconsistencies with LSPS, Ministerial Directions and various State agency consultation requirements) it is recommended that the planning proposal be publicly exhibited for a minimum of 30 working days.

The exhibition period proposed is a condition of the Gateway determination.

5.2 Agencies

It is recommended the following agencies be consulted on the planning proposal and given 40 days to comment:

- Department of Planning and Environment EPA Consultation required with EPA regarding contamination, particularly for the portions of the site that have not been verified within the Detailed Investigation assessment.
- ARTC as the site directly adjoins the proposed Inland Rail corridor.
- Transgrid the site has 132kv power easements running though the site.

- MEG The site is mapped within a predicted gold bearing area and contains mapped mine activity.
- DPE BCD Endangered ecological communities are present on the site + flooding
- Transport for NSW the proximity of the site to the Newell Highway
- APA Group Owners/operators of the adjoining gas hub and gas pipeline.
- DPE Crown Lands Landowners within the planning proposal and also directly adjoining land.
- DPE Water.

6 Timeframe

In accordance with the DPE LEP Making Guideline, the planning proposal should be categorised as complex given its inconsistencies with the Forbes LSPS and section 9.1 Ministerial Directions.

The planning proposal suggests the LEP could be finalised by February 2024.

The Department recommends a time frame of 12 months.

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 site/planning proposal is not owned by Council, the Department recommends that Council be 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:

- Strategic Merit -the draft Forbes Local Housing Strategy and additional information provided by Council provides strategic merit for the site sufficient to allow the planning proposal to proceed.
- Site merit issues have been adequately addressed through the planning proposal subject to Gateway conditions.

As discussed in the previous sections 4 and 5, the planning proposal should be updated to incorporate an assessment and demonstrate consistency with the CWORP 2041.

9 Recommendation

It is recommended the delegate of the Secretary:

- Agree that the inconsistencies with section 9.1 Directions 9.1 Rural Zones and 9.2 Rural Lands are justified as being of minor significance; and
- Note that the inconsistency with section 9.1 Directions 1.1 Implementation of Regional Plans, 4.1 Flooding and 8.1 Mining, Petroleum Production and Extractive Industries are unresolved at this time and will require consultation with agencies and further justification.

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 prior public consultation to:
 - Incorporate an assessment and demonstrate consistency with the CWORP 2041 including an update to the assessment of the Ministerial Direction 1.1 Implementation of Regional Plans.
 - include amended objectives and provisions to require LEP provisions that aid in mitigating the noise and vibration impacts of the adjoining Inland Rail on any future residential uses within proximity of the corridor.
- Consultation is required with the public authorities (EPA, ARTC, Transgrid, MEG, BCD TfNSW, APA Group, DPE Crown Lands, DPE Water) in accordance with section 5.2 of this report.
- 3. The planning proposal should be made available for community consultation for a minimum of 30 working days.
- 4. The timeframe for completing the LEP is to be 12 months from the date of the Gateway determination.
- 5. No public hearing is required.
- 6. Given the nature of the proposal, Council should be authorised to be the local plan-making authority.

Wyanser (Signature)

_____12/04/2023_ (Date)

Wayne Garnsey Manager, Western Region

Mophins

(Signature)

____18/04/2023____ (Date)

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