



Goulburn Mulwaree Council

**Planning Proposal to introduce Goulburn CBD
Special Entertainment Precinct**

REZ_0002_2526

(PP-2025-2551)

**January 2026
Gateway Version**

Version	Comment	Date
1	Pre-gateway	December 2025
2	Gateway	January 2026

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Abbreviations

CBD – Central Business District

CBD Core – E2 Commercial Centre Land Use Zoning in Goulburn

DA- Development Application/Development Assessment

DCP- Development Control Plan

GM LEP- Goulburn Mulwaree Local Environmental Plan 2009

LSPS- Local Strategic Planning Statement

PMP- Precinct Management Plan

SEP- Special Entertainment Precinct

Introduction

This planning proposal is council-led and seeks the introduction of the Goulburn Special Entertainment Precinct through an initial 12-month trial.

A Special Entertainment Precinct (SEP) is established under Section 202 of the *Local Government Act 1993* and is defined as an area, streetscape or single venue where trading hours and sound conditions are set by a council in a precinct management plan to support live performances and provide operational certainty for venues, neighbouring residents and businesses.

The purpose of a SEP is to support live entertainment via extended trading hours and sound controls that provide operational certainty for venues, residents and businesses. This initiative aims to provide clarity to residents, businesses, Council staff, developers, and other stakeholders regarding the expectations for entertainment sound levels in the area and creates a consistent approach to sound regulation and compliance.

This planning proposal includes a brief enabling clause to be included in the Goulburn Mulwaree Local Environmental Plan 2009 and associated LEP map amendment, and is supported by:

- A Precinct Management Plan (PMP) which outlines the complaints and compliance processes, trading hours and external sound controls for external emitters of entertainment sound alongside internal sound thresholds for sensitive receivers applicable in the Precinct.
- The Goulburn CBD Special Entertainment Precinct Development Control Plan Policies which outline applicable development controls for new and modified entertainment, mixed use and sensitive receiver development within and adjacent the Precinct. It also reflects the sound controls in the precinct management plan.
- The Sound Management Framework which provides the supporting acoustic data to determine the current soundscape in the precinct, alongside expert advice and recommendations of suitable emitter and receiver sound controls and sound attenuation requirements.

Land to which this Planning Proposal applies

The Goulburn CBD SEP encompasses the area of Goulburn CBD known as the CBD Core which is denoted by the E2 Commercial Centre Land Use Zoning, whilst also including two peripheral venues in the MU1 Mixed Use Zone. The Goulburn CBD Special Entertainment Precinct boundary is illustrated in **Figure 1**.

The Special Entertainment Precinct includes:

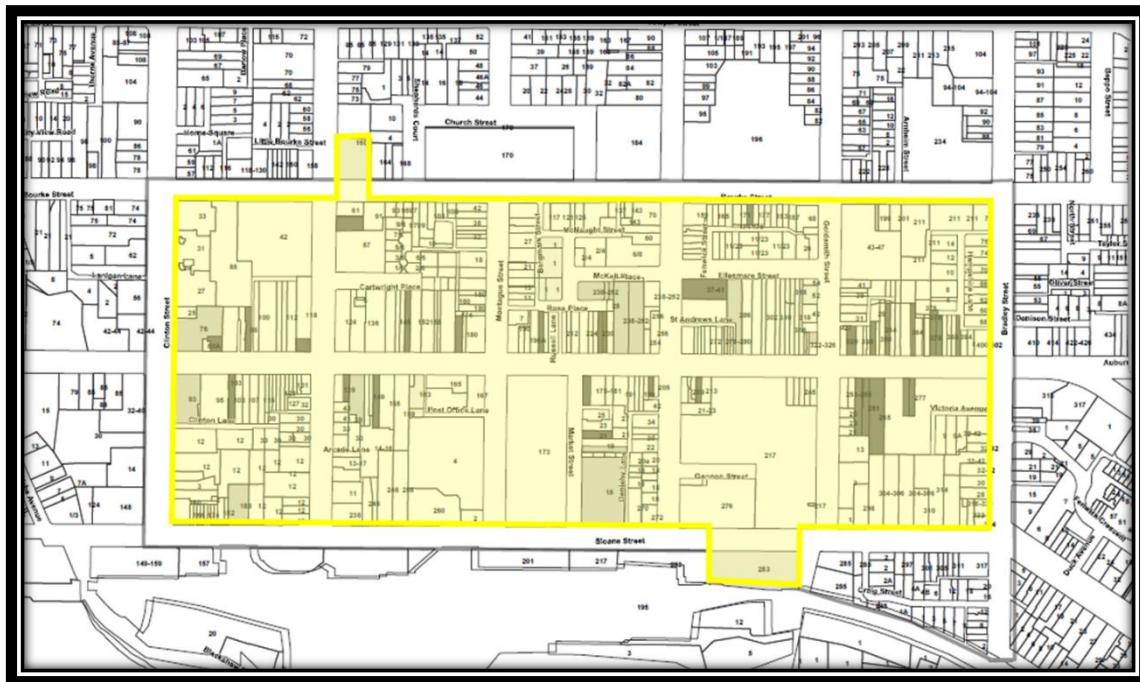
- The north western boundary formed by Bourke Street which also includes the Hume Conservatorium at 160 Bourke Street
- The north eastern boundary formed by Bradley Street which extends eastward to include a small grouping of commercial and residential properties along Bradley Street
- The south eastern boundary formed by Sloane Street inclusive of Goulburn Railway Bowling Club at 283 Sloane Street.
- The south western boundary formed by Clinton Street.

The Goulburn CBD Special Entertainment Precinct forms the commercial, retail and service heart of Goulburn Mulwaree local government area. It includes twenty-six (26) licensed venues, a range of take-aways and restaurants, two theatres, a cinema, various pubs, clubs and a nightclub, all of which contribute to the vitality and vibrancy of Goulburn CBD.

The Precinct also serves as the transport hub of the local government area which easy access from the Hume Highway, a train station on the Southern Highlands Line and bus routes which link the CBD to the suburbs and small settlements surrounding Goulburn. At least one venue in the Precinct includes a courtesy bus alongside designated taxi ranks and ample free public parking in the evening hours.

The residential areas surrounding the CBD Special Entertainment Precinct are characterised by low density, predominantly single storey, single family homes located within a Heritage Conservation Area.

Figure 1: Goulburn CBD Special Entertainment Precinct Boundary



Background

Council endorsed the preparation of a Special Entertainment Precinct planning proposal, alongside a funding application to the Office of the 24 Hour Economy on 18 February 2025 (**Appendix 6a**)

Council's funding bid was successful, providing the necessary funding to commission an acoustic consultant to undertake sound testing in the precinct and provide recommendations on sound controls and attenuation.

An acoustic consultant was commissioned in May 2025 and undertook sound testing in both July and September 2025 with a final sound management framework provided on 5 November 2025 (**Appendix 4**).

Work on the sound testing and sound controls were informed by the Goulburn CBD Special Entertainment Precinct Working Group. The group was made up of primarily representatives of licensed venues but also included NSW Police, Business 2580 (formerly The Chamber of Commerce) with input from NSW L&G and NSW Southern Health when needed.

Pre-trial engagement was undertaken between 7th November and 28th November 2025 and included:

- Review and comment of the supporting documentation by the Goulburn CBD Special Entertainment Precinct Working Group.
- Information and associated documentation made available on Council's website, Your Say Page and social media, including when, where and how to comment on the proposal
- A short and simple community survey targeting trading hours and sound controls.
- A public exhibition, held at the Council Civic Centre, including information boards and an opportunity to discuss the provisions of the SEP with a planning officer.

Further detail on both the pre-trial engagement and previous engagement, including the working group, are provided in the *Engagement Report* in **Appendix 5**.

Part 1- Objectives

1.1 Intended Outcomes

The objectives of this planning proposal are to:

- Encourage a greater frequency and variety of live performances and entertainment venues within the Goulburn CBD Special Entertainment Precinct
- Activate and enliven the streets of the Precinct both in the day and evening
- Balance the vibrancy of the Precinct with sound levels which ensure reasonable amenity for sensitive receivers
- Establish clear roles for stakeholders including businesses, residents, industry, Liquor and Gaming NSW and the NSW Police

To achieve these objectives, it is proposed to amend the Goulburn Mulwaree Local Environmental Plan 2009 by inclusion of an enacting Clause (Clause 7.7 Special Entertainment Precinct) that would reference the Goulburn CBD Special Entertainment Precinct Local Environmental Plan map.

Part 2- Explanation of Provisions

2.1 A. Intended Effect

The intent of the proposed amendment is to:

- Establish 24 hour, 7 days a week trading for businesses in the SEP to support the nighttime economy and provide all businesses equal opportunity to trade for extended periods.
- Establish fixed sound limits for entertainment sound emitted from entertainment and live performance venues to provide consistent and measurable sound emission limits.
- Establish fixed internal sound criteria for new sensitive receiver and mixed-use development to ensure a reasonable level of amenity for occupants
- Establish a complaint handling procedure that defines the roles of Council, Liquor and Gaming NSW, NSW Police, local businesses and residents.
- Include an enabling Clause in the Goulburn Mulwaree Local Environmental Plan 2009 referencing the LEP Special Entertainment Precinct area map.

2.2 B. Accompanying Documents

To operate a Special Entertainment Precinct in accordance with Section 202 of the Local Government Act 1993, two documents are required to give effect to the LEP clause. This includes a Precinct Management Plan and an amendment to the Goulburn Mulwaree Development Control Plan. The purpose and effect of these documents is outlined below:

Precinct Management Plan (PMP)

The preparation of a Precinct Management Plan is required by Clause 202D of the Local Government Act 1993. Clause 202D(2) states:

*(2) Before the special entertainment precinct is established, the council for the area in which the special entertainment precinct will be located must prepare a plan (a **precinct management plan**) that provides for the following—*

- (a) the trading hours for premises in the special entertainment precinct,*
- (b) the regulation of sound from entertainment activity from premises in the special entertainment precinct,*
- (c) that the process for managing complaints in relation to licensed premises in the proposed special entertainment precinct is the process set out in the [Liquor Act 2007](#), Part 5, Division 3.*

A Precinct Management Plan (**Appendix 2**) has been prepared which addresses the requirements of the above Clause and sets out how the SEP will operate through the following information:

- The area applicable to the SEP following the boundaries of the E2 Commercial Centre zone, including two peripheral venues
- The overall aim and objectives of the Precinct.
- Existing and emerging policy considerations
- Where and when the PMP applies, including trading hours for premises within the Precinct.
- External sound limits for entertainment sound and internal sound limits for sensitive receivers at different times of the day, evening and night.
- Compliance procedures for entertainment sound related complaints.
- A monitoring framework to assess the success and progress of the Precinct in achieving its aim and objectives.

The Precinct Management Plan is for the use of businesses, residents, Council, NSW Police, Liquor and Gaming NSW and other relevant stakeholders in understanding their role and responsibilities in the management of entertainment sound in the Precinct.

The Precinct Management Plan provides residents a clear understanding of the sound levels to be expected in the Precinct at different times of the day and night depending on the location of the property. This PMP can serve as an educational tool which is further supported by the requirement of Clause 202C(3) of the Local Government Act 1993 to provide a notation on planning certificates advising of the application of SEP provisions and publication of information on Councils website.

The Precinct Management Plan acts as the primary reference for assessing entertainment-related sound complaints. It outlines the sound level criteria that entertainment sound emitters must not exceed, the internal noise thresholds for sensitive receivers, and the complaint handling process used to evaluate compliance with these criteria.

A copy of the PMP (**Appendix 2**) will be available for viewing on Councils website as stipulated in Clause 202D(4) of the Local Government Act 1993.

Council will regularly monitor and update the PMP to ensure it is current and fit for purpose.

Goulburn Mulwaree Development Control Plan 2009- Chapter 8.14 Special Entertainment Precincts

The Goulburn Mulwaree Development Control Plan 2009 provides detailed planning and design policy to guide development in accordance with the provisions of the Goulburn Mulwaree Local Environmental Plan 2009.

An amendment to the Goulburn Mulwaree Development Control Plan 2009 is required to establish sound attenuation requirements for new and modified development and is co-dependent on the Precinct Management Plan.

The Goulburn Mulwaree Development Control Plan 2009 is proposed to be amended through the introduction of a new Special Entertainment Precincts chapter (**Appendix 3**). The Special Entertainment Precinct DCP chapter includes the following:

- Sets out the aim and objectives of the Precinct and specific policy objectives.
- Illustrates the applicable SEP area and Sound Category Areas (as presented in the PMP)
- Sets out the external sound limits for entertainment venues and internal sensitive receiver sound thresholds (as presented in the PMP) to which new or modified entertainment and sensitive development must comply with.
- Details when an acoustic report from an accredited acoustic specialist is required, what it should include and what it should demonstrate.

The requirements of the DCP chapter will be implemented by venue operators/owners, developers and Council to ensure future development in and directly adjacent the Precinct can suitably accommodate permitted sound levels. This seeks to ensure residents and others related to sensitive receivers are afforded a reasonable level of amenity and new venues can operate without being unduly affected by sound complaints.

2.3 C. Suggested wording of the LEP amendment

7.7 Special Entertainment Precinct

- (1) *This clause applies to land identified as “Goulburn CBD Special Entertainment Precinct” on the Special Entertainment Precinct Map.*
- (2) *For the Local Government Act 1993, section 202, a special entertainment precinct is established on the land to which this clause applies.*

Part 3- Justification

Section A- Need for a planning proposal

3.1 Is the planning proposal a result of an endorsed LSPS, strategic study or report?

This planning proposal has been prepared in response to a number of key factors:

- A change in the Local Government Act 1993 to enable the establishment of Special Entertainment Precincts
- To address the challenges and related CBD Action in the Local Strategic Planning Statement
- Respond to the recommendations of the of Evening Economy Working Group
- Fulfil the formal Council recommendation to proceed with a planning proposal to introduce the Goulburn CBD Special Entertainment Precinct.
- Future-proof premises against land use conflicts arising from increased residential density within Goulburn CBD under the CBD and Surrounds Transformation Project.

Local Government Act 1993

Sections 202 and 203 of the Local Government Act 1993 were Gazetted on 30 April 2021. These additional sections enabled the establishment of a Special Entertainment Precinct by Council. This planning proposal has been developed in accordance with this legislation.

Local Strategic Planning Statement

The LSPS has identified a key challenge in Goulburn CBD: a lack of nighttime activity. The planning principles address this by:

- Seeking an appropriate mix of development within Goulburn CBD
- Increasing residential occupancy in Goulburn CBD, including activation of shoptop housing, whilst promoting an active main street and commercial centre. This is considered to increase footfall on the streets of the CBD, and
- Encouraging a vital nighttime economy in the Goulburn CBD.

This challenge is captured in Planning Action 2.3, which calls for the preparation of a Nighttime Economy Strategy for Goulburn.

Council has sought to meet this action and address the challenge of achieving a more vibrant CBD in both the day and evening through:

- The creation of a Special Entertainment Precinct to offer regulatory clarity regarding sound and create a more straightforward and welcoming environment for establishing entertainment venues.

- The progression of the CBD & Surrounds Transformation project which, in part, seeks to increase commercial density in the CBD, encourage residential flat buildings into the CBD Core and facilitate medium density residential development in surrounding areas.
- The establishment of the Nighttime Economy working party to explore options for a more vibrant CBD and provide recommendations to Council.

Evening Economy Working Party

Council resolved to form a night-time economy working party in November 2021 (later renamed to Evening Economy working party) and undertook a call for expressions of interest for group members. The working party first met on 16 March 2022 with a further six meetings held between March 2022 and July 2022.

The group consisted of the following representatives:

- Goulburn Mulwaree Councillors
- NSW Police
- Southern Railway Hotel
- Goulburn Chamber of Commerce
- Hume Conservatorium
- Laing Entertainment
- The Hibernian
- Goulburn Workers Club
- The Goulburn Soldiers Club.

The Working Party were tasked with exploring opportunities to support and encourage a more vibrant evening economy and provide recommendations to Council. A copy of the recommendations presented to Council are provided in the formal council report and resolution in Attachment 1 of the Engagement Report (**Appendix 5**)

Recommendation 2b states: *‘Should Council determine to proceed with a Special Entertainment Precinct for the Goulburn LGA, to establish the area to which the precinct applies and prepare a Plan of Sound Management’.*

The Working party saw great value in the implementation of a Special Entertainment Precinct and agreed to a draft boundary for future consideration.

Council Resolution- 18 February 2025

A report was presented to full Council on 18 February 2025, titled *Planning Proposal to establish a Special Entertainment Precinct*. This report sought endorsement to prepare a planning proposal to amend the Goulburn Mulwaree Local Environmental Plan 2009 to trial the establishment of a Special Entertainment Precinct for Goulburn CBD.

Council endorsed the preparation of a planning proposal to establish a Special Entertainment Precinct for Goulburn CBD. A copy of the report is available in **Appendix 6a**.

The CBD & Surrounds Transformation Project

The CBD & Surrounds Transformation Project is a council-led strategic-scale project to amend height of building, floor space ratio and active street frontage LEP controls as they apply to Goulburn CBD.

The aim of the project is to increase footfall in the CBD to support existing and future businesses. This is sought through enlivening activity on the street in the day and evening, provision of a greater range of housing types, with a particular focus on smaller units and apartments and the facilitation of greater housing affordability.

This project, whilst in line with Council's strategic direction, has the potential to increase some land use conflicts particularly between new residents and additional evening activity in the CBD. This is proposed to be addressed through internal sound limits for new residential properties applied through the Development Control Plan. However, the application of a SEP would provide greater certainty as to acceptable sound limits for both businesses and residents in and around the CBD.

Council endorsed the commencement of this project on 18 June 2024, and the project is currently completing its scoping stage.

A copy of the related Council report endorsing the project is available in **Appendix 6b**.

3.2 Is the planning proposal the best means of achieving the objectives or intended outcome, or is there a better way?

Goulburn CBD is an established strategic commercial regional centre which is the home to the concentration of services, facilities, retail and entertainment in the local government area. The CBD contains 26 licensed venues which includes various pubs, clubs and a nightclub, a range of take aways, two theatres and a cinema, which all contribute to the vitality and vibrancy of Goulburn CBD.

Goulburn CBD currently includes some serviced apartments, boarding house, hotels, motels, residential flat buildings and shop top housing, all of which are included as uses sensitive to the external soundscape.

As highlighted above, Council through the LSPS and the CBD & Surrounds Transformation Project is seeking a more vibrant CBD with a greater residential presence coupled with greater vibrancy and diversity of uses, particularly in the evening.

The Goulburn CBD Special Entertainment Precinct is considered an ideal mechanism to both encourage greater vibrancy in the CBD whilst managing the amenity and expectations of an increasing residential population.

Section B- Relationship to Strategic Planning Framework

3.3 Will the planning proposal give effect to the objectives and actions of the applicable regional or district plan or strategy (including any exhibited draft plans or strategies)?

3.3.1 South East and Tablelands Regional Plan & Draft South East and Tablelands Regional Plan

Goulburn and particularly Goulburn CBD is identified as a Strategic Centre in both the current and emerging South East and Tablelands Regional Plans.

Strategic Centres are identified as having a higher level of services, infrastructure and capacity for further growth in jobs, housing, recreation and commerce. They serve as regional service hubs, support economic diversification and are the focus for cultural amenities, recreation, tourism and community facilities.

The South East and Tablelands Regional Plan includes a Goulburn Mulwaree-specific priority to:

“Develop a proud, active and safe culture, including a night-time economy within the Goulburn CBD, to attract skilled workers.”

It also includes regional wide goals, directions and priorities pertinent to this planning proposal. **Goal 1: A connected and prosperous economy** is particularly relevant alongside related directions and actions, as follows;

- Direction 12: Promote business activities in urban centres
 - Action 12.2 Encourage mixed use developments that cater for commercial, retail, residential and tourism uses through local planning controls.
 - Action 12.3 Reinforce the role and function of centres as the primary places for commerce, retail, social activity and regional services through local strategies and local environmental plans.
 - Action 12.4 Focus future commercial and retail activity in existing commercial centres, unless there is a demonstrated need and positive social and economic benefits to locate this activity elsewhere

The intent of this planning proposal is to introduce a Special Entertainment Precinct applicable to Goulburn CBD. Goulburn CBD is the heart of an identified Strategic Centre within the South East and Tablelands region and is the focus for a range and mix of commercial, recreational, retail, residential and tourism uses.

The primary objectives of the Special Entertainment Precinct are to encourage greater vibrancy, vitality and activity in the venues and streets of the CBD. The sound controls for both emitters and receivers, set out in the PMP, seek to balance this vibrancy with a reasonable level of amenity. This provides the policy framework in which a mix of uses can co-exist and thrive, providing increased opportunities for investment, social activity and a sense of place.

The Goulburn CBD Special Entertainment Precinct is a local planning control which aims to encourage a mix of developments that cater not only for entertainment but also retail, residential and tourism uses. The implementation of the Special Entertainment

Precinct is considered to reinforce the role and function of Goulburn CBD as the primary place for commerce, retail, social activity and regional services and provide a focus for future commercial activity.

This planning proposal is considered to give effect to the relevant directions and actions of the current and emerging South East and Tablelands Regional Plans.

The emerging *Draft South East and Tablelands Regional Plan 2041* provides a particular focus to the 24-hour economy through OBJECTIVE 15: Promote business and employment opportunities in strategic locations. It also identifies the following priority for Goulburn:

Help to grow the arts, cultural and tourism sectors to bring activity to the strategic centre.

The emerging plan makes the following commentary on the 24-hour economy:

The night-time economy promotes more dining out, entertainment and hospitality. Industries like transport and logistics, cleaning, education, manufacturing, retail and health care also employ workers that work through the night. Supporting small business and night-time activities will attract visitors and grow the visitor economy. Greater flexibility in operational hours and the interaction between shopfronts and streets supports a safe and flourishing economy and community life from late afternoon to early morning.

The introduction of the Goulburn CBD SEP, alongside the precinct management plan and development control plan policies primarily seek to enhance the vibrancy of Goulburn CBD. The provision of measurable acoustic controls provides certainty to venues, encouraging greater investment and activity. The establishment of the SEP provides a clear signal that Goulburn CBD promotes more dining out, entertainment and hospitality. The precinct management plan also removes all trading hour restrictions from all venues within the precinct providing flexibility in operational hours and removing administrative burdens on venues.

This planning proposal is consistent with both the current and emerging South East and Tablelands Regional Plans.

3.3.2 The Tablelands Regional Community Strategic Plan 2016-2036

The *Tablelands Regional Community Strategic Plan* identifies priorities in order to achieve the future vision for the region. These include:

- Environment
- Economy
- Infrastructure
- Civic Leadership

The following strategic priorities are considered relevant to this planning proposal:

- **Our Economy Strategy EC2-** Jointly develop appropriate tourism opportunities and promote the region as a destination.
- **Our Economy Strategy EC3-** Support and foster conditions that enable local and small/home-based businesses to grow

- **Our Community Strategy CO2-** Encourage and facilitate active and creative participation in community life.

The introduction of the Goulburn CBD SEP, alongside the precinct management plan and development control plan policies primarily seek to enhance the vibrancy of Goulburn CBD. The provision of measurable acoustic controls provides certainty to venues, encouraging greater investment and activity. The establishment of the SEP provides a clear signal that Goulburn CBD promotes more dining out, entertainment and hospitality. The precinct management plan also removes all trading hour restrictions from all venues within the precinct providing flexibility in operational hours and removing administrative burdens on venues.

These provisions will serve to enhance tourism opportunities, particularly through events and provides a policy environment which supports local businesses to grow. An increase in activity in the precinct is also likely to encourage greater participation in community life through an increase in the number and variety of spaces in which the community can congregate.

This planning proposal is consistent with The Tablelands Community Strategic Plan 2016-2036.

3.4 Is the planning proposal consistent with a Council's local strategy or other local strategic plan

3.4.1 Goulburn Mulwaree Local Strategic Planning Statement (LSPS) (Adopted 18 August 2020)

The [Local Strategic Planning Statement \(LSPS\)](#) seeks to direct how future growth and change will be managed up to 2040 and beyond and sets out key issues and opportunities for managing urban, rural and natural environments across the local government area.

The LSPS has identified a key challenge in Goulburn CBD: a lack of nighttime activity. The planning principles address this by:

- Seeking an appropriate mix of development within Goulburn CBD
- Increasing residential occupancy in Goulburn CBD, including activation of shoptop housing, whilst promoting an active main street and commercial centre. This is considered to increase footfall on the streets of the CBD, and
- Encouraging a vital nighttime economy in the Goulburn CBD.

This challenge is captured in Planning Action 2.3, which calls for the preparation of a Nighttime Economy Strategy for Goulburn.

The introduction of the Goulburn CBD SEP is considered to form one part of an overall nighttime economy strategy and sets the sound controls and planning framework for the assessment of sound and development applications in and adjacent the precinct. A primary focus for the introduction of the SEP is to promote the CBD as a vibrant commercial centre and encourage the nighttime economy.

This planning proposal is consistent with the Council's adopted Local Strategic Planning Statement.

3.4.2 Goulburn Mulwaree Urban and Fringe Housing Strategy (UFHS) (Adopted July 2020)

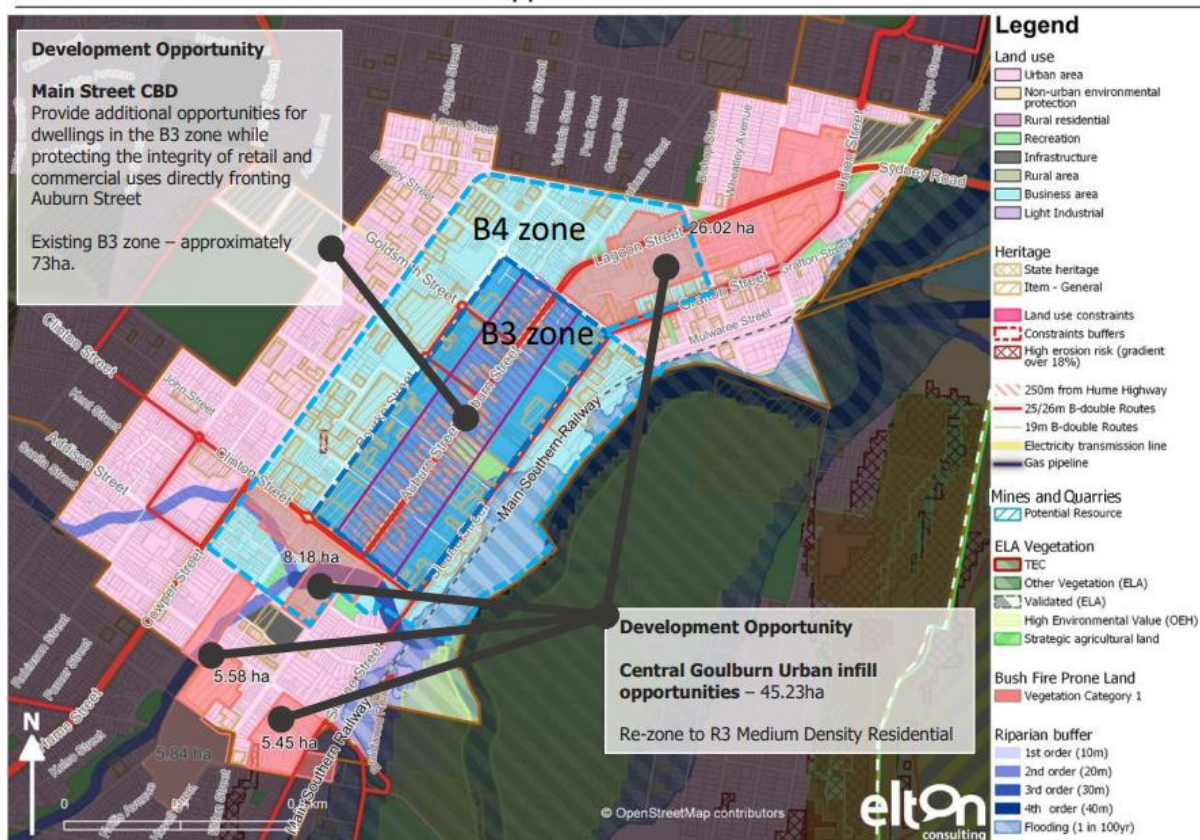
The UFHS includes land use opportunities for Precinct 18 Central Goulburn which includes the area encompassing the Goulburn CBD Special Entertainment Precinct as identified in **Figure 2**.

The UFHS identifies the centre of Goulburn as an opportunity to diversify the types of housing available, particularly for medium density housing. It highlights an opportunity to encourage redevelopment within Goulburn City Centre by rezoning certain land R3 Medium Density Residential.

The primary objectives of the Special Entertainment Precinct are to encourage greater vibrancy, vitality and activity in the venues and streets of the CBD. The sound controls for both emitters and receivers, set out in the PMP, seek to balance this vibrancy with a reasonable level of amenity. This provides the policy framework in which a mix of uses can co-exist and thrive, providing increased opportunities for investment, social activity and a sense of place. In addition, the sound controls provide certainty for developers, investors and new residents on the sound expected in the precinct alongside required attenuation requirements. The establishment of the SEP trial is expected to provide a more balanced and certain sound and policy environment for increased density in and around the Precinct and is consistent with the Urban and Fringe Housing Strategy.

Figure 2: Extract of Urban and Fringe Housing Strategy

18 - Central Goulburn constraints and opportunities



3.5 Is the planning proposal consistent with the applicable State Environmental Planning Policies (SEPP)?

3.5.1 State Environmental Planning Policy (Biodiversity and Conservation) 2021- Chapter 6: Water Catchments, Part 6.5 Sydney Drinking Water Catchment

Chapter 6.5 of this State Environmental Planning Policy (SEPP) applies to land within the Sydney drinking water catchment which includes the Wollondilly River water catchment, as such this SEPP applies. This SEPP requires that development consent cannot be granted unless there is a neutral or beneficial effect on water quality. It identifies the aims of the SEPP as follows:

- a) To provide for healthy water catchments that will deliver high quality water to the Sydney area while also permitting compatible development, and
- b) To provide for development in the Sydney drinking water catchment to have a neutral or beneficial effect on water quality.

Comment: The Goulburn CBD is currently serviced by the town's reticulated water and sewage system. This proposal is not seeking to change any land use permissibilities in the Special Entertainment Precinct. This planning proposal seeks the implementation of the SEP boundary in the LEP, alongside the Precinct Management Plan and Development control plan chapter. These provisions primarily apply to trading hours and the soundscape with the only requirements around built development

This planning proposal is consistent with the aims of this SEPP.

3.5.2 State Environmental Planning Policy (Resilience and Hazards) 2021 Chapter 4: Remediation of Land

The object of this policy is:

1. To provide for a State-wide planning approach to the remediation of contaminated land.
2. In particular, this policy aims to promote the remediation of contaminated land for the purpose of reducing the risk of harm to human health or any other aspect of the environment-
 - a. By specifying when consent is required, and when it is not required, for remediation work, and
 - b. By specifying certain considerations that are relevant in rezoning land and in determining development applications in general and development applications for consent to carry out a remediation work in particular, and
 - c. By requiring that a remediation work meet certain standards and notification requirements

Comment:

The Precinct does not include any significantly contaminated land. However, historic previous land uses have led to areas of potential contamination. The introduction of Goulburn CBD SEP will not amend any land use zoning or land use permissibilities and will not result in new land uses being permitted.

This planning proposal is consistent with the aims of this SEPP.

3.5.3 State Environmental Planning Policy (Housing) 2021

The principles of the Housing SEPP are as follows:

- (a) enabling the development of diverse housing types, including purpose-built rental housing,
- (b) encouraging the development of housing that will meet the needs of more vulnerable members of the community, including very low to moderate income households, seniors and people with a disability,
- (c) ensuring new housing development provides residents with a reasonable level of amenity,
- (d) promoting the planning and delivery of housing in locations where it will make good use of existing and planned infrastructure and services,
- (e) minimising adverse climate and environmental impacts of new housing development,
- (f) reinforcing the importance of designing housing in a way that reflects and enhances its locality,
- (g) supporting short-term rental accommodation as a home-sharing activity and contributor to local economies, while managing the social and environmental impacts from this use,
- (h) mitigating the loss of existing affordable rental housing.

Comment:

The Precinct includes permissibilities for a shop top housing and residential flat buildings alongside a range of sensitive receivers. The introduction of measurable sound criteria and attenuation requirements for new and modified sensitive receiver development will ensure residents of future development are provided with a reasonable level of amenity. The establishment of a consistent complaints process and internal sound controls and attenuation requirements also provide certainty to future residents of the sound environment they can expect.

This planning proposal is not inconsistent with the principles of this SEPP.

3.5.4 State Environmental Planning Policy (Transport and Infrastructure) 2021

The aim of this Chapter is to facilitate the effective delivery of infrastructure across the State by—

- (a) improving regulatory certainty and efficiency through a consistent planning regime for infrastructure and the provision of services, and
- (b) providing greater flexibility in the location of infrastructure and service facilities, and
- (c) allowing for the efficient development, redevelopment or disposal of surplus government owned land, and
- (d) identifying the environmental assessment category into which different types of infrastructure and services development fall (including identifying certain development of minimal environmental impact as exempt development), and

- (e) identifying matters to be considered in the assessment of development adjacent to particular types of infrastructure development, and
- (f) providing for consultation with relevant public authorities about certain development during the assessment process or prior to development commencing, and
- (g) providing opportunities for infrastructure to demonstrate good design outcomes.

Comment:

Sloane Street is a State classified road running along the eastern boundary of the Goulburn CBD Special Entertainment Precinct and near the rail corridor.

Residential development is already required to attenuate for loud road and rail noise under Chapter 2, part 2.2, Subdivision 2 clauses 2.119 and 2.120 of the SEPP.

The introduction of the Goulburn CBD SEP alongside the Precinct Management Plan and development control policies requires all new and modified sensitive receivers, including residential development, to meet an established internal sound threshold. Whilst the sound controls relate directly to entertainment sound, the requirement for attenuation of future sensitive receivers will provide some additional sound protections against other sources of noise such as the road and the nearby railway. In addition, the development control plan policies (**Appendix 3**) clearly articulate that road and rail noise must be assessed separately from entertainment sound managed through this process.

The provisions of this planning proposal will serve to reduce the potential impact of traffic noise (albeit indirectly) and ensure the future amenity of residents and visitors.

The provisions of this planning proposal do not conflict with those of the Transport and Infrastructure SEPP 2021.

3.6 Is the planning proposal consistent with applicable Ministerial Directions (s9.1 Directions)?

3.6.1 Consistency with applicable Ministerial Directions

Table 1 below provides a review of the applicability and consistency of Ministerial Directions as they relate to this planning proposal.

Table 1: Applicability & Consistency with Ministerial Directions

Section 9.1 Direction No. & Title	Objectives of Section 9.1 Direction	Planning Proposal	Consistency
Focus Area 1: Planning Systems			
1.1 Implementation of Regional Plans	To give legal effect to the vision, land use strategy, goals, directions and actions contained in Regional Plans	Section 3.3.1 and Section 3.3.2 of the planning proposal identifies consistency with the current and emerging South East and Tablelands Regional Plan and the Tablelands	Consistent

Section 9.1 Direction No. &Title	Objectives of Section 9.1 Direction	Planning Proposal	Consistency
		Regional Community Strategic Plan	
1.2 Development of Aboriginal Land Council land	To provide for the consideration of development delivery plans under chapter 3 of the State Environmental Planning Policy (Planning Systems) 2021 when preparing proposals are prepared by a planning proposal authority.	N/A	N/A
1.3 Approval and Referral Requirements	To ensure that LEP provisions encourage the efficient and appropriate assessment of development.	This planning proposal does not introduce additional concurrence, consultation or referral requirements beyond those in place in the applicable environmental planning instruments No further development will be considered designated development as a result of this planning proposal.	Consistent
1.4 Site Specific Provisions	To discourage unnecessarily restrictive site-specific planning controls	This proposal does not include additional land uses or zoning changes and no development standards or requirements are proposed in addition to those already contained in the zone and in the <i>Goulburn Mulwaree Local Environmental Plan, 2009</i>	Consistent
1.4A Exclusion of Development Standards from Variation	To maintain flexibility in the application of development standards by ensuring that exclusions from the application of clause 4.6 of a Standard Instrument Local Environmental Plan (Standard Instrument LEP) or an equivalent provision of any other environmental planning instrument, are only applied in limited circumstances	N/A	N/A

Section 9.1 Direction No. &Title	Objectives of Section 9.1 Direction	Planning Proposal	Consistency
Focus Area 1: Planning Systems- Place Based			
There are no Place Based Ministerial Directions applicable to Goulburn Mulwaree Local Government Area.			
Focus Area 2: Design and Place			
This Focus Area was blank when the Directions were made.			
Focus Area 3: Biodiversity and Conservation			
3.1 Conservation Zones	To protect and conserve environmentally sensitive areas.	This planning proposal does not relate to environmentally sensitive areas	N/A
3.2 Heritage Conservation	To conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance.	The Precinct includes a number of State Listed heritage items and numerous locally listed heritage items within the Goulburn City Heritage Conservation Area. The proposal does not include any change to these heritage items and no negative impact has been identified as a result of the introduction of the Goulburn CBD SEP.	Consistent
3.3 Sydney Drinking Water Catchments	To provide for healthy catchments and protect water quality in the Sydney drinking water catchment	The provisions of this planning proposal will not have an impact on water quality. The proposal is consistent with Part 6.5 of Chapter 6 of State Environmental Planning Policy (Biodiversity and Conservation) 2021 as identified in Section 3.5.1 of this report. Consultation has been undertaken with Water NSW prior to Gateway submission (Refer advice dated 19 November 2025) with no objections identified. Comments made by Water NSW to date have been addressed in this version. Any further comments received will be identified through subsequent versions of this planning proposal. It should be noted that	Consistent

Section 9.1 Direction No. &Title	Objectives of Section 9.1 Direction	Planning Proposal	Consistency
		Strategic Land and Water Capability Assessments (SLWCAs) are not relevant in this instance, and the SEP area is not within a Special Area.	
3.4 Application of C2 and C3 Zones and Environmental Overlays in Far North Coast LEPs	to ensure that a balanced and consistent approach is taken when applying conservation zones and overlays to land on the NSW Far North Coast	N/A	N/A
3.5 Recreation Vehicle Areas	to protect sensitive land or land with significant conservation values from adverse impacts from recreation vehicles	N/A	N/A
3.6 Strategic Conservation Planning	to protect, conserve or enhance areas with high biodiversity value.	The precinct does not include areas of high biodiversity N/A	N/A
3.7 Public Bushland	to protect bushland in urban areas, including rehabilitated areas, and ensure the ecological viability of the bushland	The Precinct does not include bushland. N/A	N/A
3.8 Willandra Lakes Region	protect, conserve and manage the Willandra Lakes Region World Heritage Property	N/A	N/A
3.9 Sydney Harbour Foreshores and Waterways Area	protect and enhance the natural assets and unique environmental, scenic and visual qualities of Sydney Harbour and its islands and foreshores	N/A	N/A
3.10 Water Catchment Protection	maintain and improve the water quality (including ground water) and flows of natural waterbodies, and reduce urban run-off and stormwater pollution	This Direction does not apply to areas within the Sydney Drinking Water Catchment. N/A	N/A
Focus Area 4: Resilience and Hazards			
4.1 Flooding	(a) ensure that development of flood prone land is consistent with the NSW Government's Flood Prone Land Policy and the principles of the Floodplain	The precinct includes areas of flood prone land from both riverine and overland flow inundation with most impacts only experienced during flood events less frequent than the 1% AEP. Any development on	Consistent

Section 9.1 Direction No. &Title	Objectives of Section 9.1 Direction	Planning Proposal	Consistency
	Development Manual 2005, and (b) ensure that the provisions of an LEP that apply to flood prone land are commensurate with flood behaviour and includes consideration of the potential flood impacts both on and off the subject land	flood prone land is subject to the GM DCP Flood Policy. Notwithstanding the above, the introduction of the SEP which primarily relates to compliance and sound attenuation will have no impact on flooding or flooding risk and the precinct will still be subject to the GM DCP Flood policy.	
4.2 Coastal Management	to protect and manage coastal areas of NSW	Goulburn is not within a coastal zone. N/A	N/A
4.3 Planning for Bushfire Protection	(a) protect life, property and the environment from bush fire hazards, by discouraging the establishment of incompatible land uses in bush fire prone areas, and (b) encourage sound management of bush fire prone areas	The introduction of the SEP will not affect and is not in proximity to land mapped as bushfire prone land. N/A	N/A
4.4 Remediation of Contaminated Land	to reduce the risk of harm to human health and the environment by ensuring that contamination and remediation are considered by planning proposal authorities	The Precinct does not include any significantly contaminated land. However, historic previous land uses have led to areas of potential contamination. The proposal will not result in new land uses being permitted.	Consistent
4.5 Acid Sulfate Soils	to avoid significant adverse environmental impacts from the use of land that has a probability of containing acid sulfate soils	No area of the Goulburn Mulwaree Local Government Area is included in the Acid Sulfate Soils Planning Maps. N/A	N/A
4.6 Mine Subsidence and Unstable Land	to prevent damage to life, property and the environment on land identified as unstable or potentially subject to mine subsidence	The precinct is not within a declared mine subsidence district in the Coal Mine Subsidence Compensation Regulation 2017. N/A	N/A
Focus Area 5: Transport and Infrastructure			

Section 9.1 Direction No. &Title	Objectives of Section 9.1 Direction	Planning Proposal	Consistency
5.1 Integrating Land Use and Transport	To ensure that urban structures, building forms, land use locations, development designs, subdivision and street layouts achieve the following planning objectives: (a) improving access to housing, jobs and services by walking, cycling and public transport, and (b) increasing the choice of available transport and reducing dependence on cars, and (c) reducing travel demand including the number of trips generated by development and the distances travelled, especially by car, and (d) supporting the efficient and viable operation of public transport services, and (e) providing for the efficient movement of freight.	The proposal supports the continued growth and development of Goulburn CBD for a range and diversity of uses. The SEP is focused on Goulburn CBD as the most sustainable location, in terms of transport accessibility, in the entire LGA.	Consistent
5.2 Reserving Land for Public Purposes	(a) facilitate the provision of public services and facilities by reserving land for public purposes, and (b) facilitate the removal of reservations of land for public purposes where the land is no longer required for acquisition.	The proposal will not result in the alteration or reduction in public land.	Consistent
5.3 Development Near Regulated Airports and Defence Airfields	(a) ensure the effective and safe operation of regulated airports and defence airfields	The proposed SEP is not proposed on or near any regulated airport or defence airfield. N/A	N/A
5.4 Shooting Ranges	(a) maintain appropriate levels of public safety and amenity when rezoning land adjacent to an existing shooting range,	The proposed SEP is not proposed adjacent or adjoining an existing shooting range. N/A	N/A
5.5 High pressure dangerous goods pipelines	to reduce the risk of harm to human health and the environment by ensuring high pressure dangerous	The proposed SEP is not located in the application area of a high pressure pipeline.	N/A

Section 9.1 Direction No. &Title	Objectives of Section 9.1 Direction	Planning Proposal	Consistency
	goods pipelines (relevant pipelines) are considered by planning proposal authorities.	N/A	
Focus Area 6: Housing			
6.1 Residential Zones	(a) encourage a variety and choice of housing types to provide for existing and future housing needs, (b) make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services, and (c) minimise the impact of residential development on the environment and resource lands.	The Precinct is located within Goulburn CBD which is zoned E2 Commercial Centre. Whilst not a residential zone, the zone does permit shoptop housing and residential flat buildings. The proposal will not reduce the CBD's capacity for future residential development, in fact, the proposal seeks to encourage residential development through establishing a consistent soundscape and attenuation measures to balance amenity with vibrancy.	Consistent
6.2 Caravan Parks and Manufactured Home Estates	(a) provide for a variety of housing types, and (b) provide opportunities for caravan parks and manufactured home estates.	This proposal does not relate to caravan parks or manufactured home estates. Not applicable	N/A
Focus Area 7: Industry and Employment			
7.1 Employment Zones	(a) encourage employment growth in suitable locations, (b) protect employment land in employment zones, and (c) support the viability of identified centres.	The SEP is located within Goulburn CBD, zoned E2 Commercial Centre. The introduction of the SEP and associated sound levels and attenuation requirements provides clear, consistent and measurable safeguards for the operation of entertainment venues. This is expected to increase business confidence, encourage greater levels of investment, expand the employment base and enhance the viability of	Consistent

Section 9.1 Direction No. &Title	Objectives of Section 9.1 Direction	Planning Proposal	Consistency
		Goulburn CBD as a strategic centre.	
7.2 Reduction in non-hosted short-term rental accommodation period	(a) mitigate significant impacts of short-term rental accommodation where non-hosted short-term rental accommodation period are to be reduced, and (b) ensure the impacts of short-term rental accommodation and views of the community are considered.	This Direction applies to Byron Shire Council only. N/A	Consistent
7.3 Commercial and Retail Development along the Pacific Highway, North Coast	(a) protect the Pacific Highway's function, that is to operate as the North Coast's primary inter- and intra-regional road traffic route,	Goulburn Mulwaree LGA is not located on the North Coast in areas the Pacific Highway traverses. N/A	Consistent
Focus Area 8: Resources and Energy			
8.1 Mining, Petroleum Production and Extractive Industries	to ensure that the future extraction of State or regionally significant reserves of coal, other minerals, petroleum and extractive materials are not compromised by inappropriate development.	This proposal will have no impact on mining, petroleum production or extractive industries. N/A	N/A
Focus area 9: Primary Production			
9.1 Rural Zones	to protect the agricultural production value of rural land	This proposal does not relate to rural zoned land. Not applicable	N/A
9.2 Rural Lands	(a) protect the agricultural production value of rural land	This proposal does not relate to rural or conservation zoned land. Not applicable	N/A
9.3 Oyster Aquaculture	(a) ensure that 'Priority Oyster Aquaculture Areas' and oyster aquaculture outside such an area are adequately considered when preparing a planning proposal	The precinct is not located within Priority Oyster Aquaculture Area. Not applicable	N/A
9.4 Farmland of State and Regional Significance on	(a) ensure that the best agricultural land will be available for current and	The Goulburn Mulwaree LGA is not located within one of the applicable areas.	N/A

Section 9.1 Direction No. & Title	Objectives of Section 9.1 Direction	Planning Proposal	Consistency
the NSW Far North Coast	future generations to grow food and fibre	Not applicable.	

Section C- Environmental, Social and Economic Impact

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

Not applicable

3.8 Are there other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

This planning proposal seeks the introduction of a Special Entertainment Precinct in Goulburn CBD with the aim of encouraging greater vibrancy through increased entertainment activity.

If successful there is the potential for increased sound generation from entertainment venues.

This proposal is supported by the Goulburn CBD Precinct Management Plan (**Appendix 2**) and the Special Entertainment Precinct Development Control Chapter (**Appendix 3**) which are exhibited together, alongside the proposal report. Both documents establish external sound criteria for emitters of entertainment sound and internal sound limits for sensitive receivers (residential accommodation, hotels and motels). In addition, attenuation requirements are set out for both new and modified emitter and receiver development therefore ensuring additional noise impacts are suitably managed and mitigated.

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

Economic

A primary focus for the introduction of the SEP is to promote the CBD as a vibrant commercial centre and encourage the nighttime economy. It facilitates this through:

- Removal of all trading hour restrictions for all premises within the precinct (this doesn't include liquor licenses, which must be varied through L&G NSW)
- Establishing sound emission standards for entertainment venues and live performances

- Establishing internal sound thresholds for internal habitable spaces of sensitive receivers
- Adoption of the Precinct Management Plan which sets out the sound category areas, complaint and compliance processes and the role of stakeholders.
- The notification to all new property purchasers within the Precinct of the establishment of the Special Entertainment Precinct.

These provisions seek to:

- Provide additional certainty and confidence to likely investors by clearly setting out how much sound a venue can make and when.
- Reduce administrative burdens for businesses within the precinct by removing the trading hour restrictions and reducing the need for a development application, therefore saving time and money.
- Reduce potential complaints resulting from entertainment sound, thereby creating cost and time savings for businesses and certainty for continued operations.

Overall, the provisions of the Goulburn CBD SEP seek greater levels of confidence, investment, activity, footfall and economic activity in Goulburn CBD and will have a positive economic impact on the local economy.

Social impacts

As previously identified, a key objective of the SEP is to strengthen the CBD's role as a vibrant commercial hub and stimulate the local night-time economy. This initiative seeks to increase the number and diversity of live performances and entertainment venues, including licensed premises within the Precinct. An increase in the number of patrons to the CBD and to licensed premises in particular could lead to an increase in anti-social behaviour.

However, these impacts are manageable as there are other mechanisms and regulations to address these issues including liquor licencing assessments, Responsible Service of Alcohol, individual security and management operations for premises and local Policing.

Compliance in the area is a combined effort between Council, L&G NSW and the NSW Police, with information sharing to deal with problem areas and venues key to reducing impacts.

A successful special entertainment precinct will experience greater levels of activity, investment and establishment of businesses which may have some additional social impacts. These impacts are considered manageable and will be monitored during the operation of the precinct and associated controls.

Car parking

Goulburn CBD has over 3000 publicly accessible and free to use parking spaces. These spaces are managed by Council and monitored by a parking inspector to ensure compliance with time parking limits.

Council regularly reviews parking availability through a Parking Survey, with the next edition (2025) due for completion at the start of 2026.

A primary focus of this planning proposal and the introduction of the SEP is to enliven the streets and venues of the CBD during evening hours. Previous parking surveys have highlighted a parking vacancy rate above 70%. There are more than adequate levels of parking available after 6pm in the weekday and weekend evenings to accommodate any increase in evening activity.

Section D- State and Commonwealth Interests

3.10 Is there adequate public infrastructure for the planning proposal?

The CBD serves as the central transport hub for the local area with access to Goulburn Train Station, providing daily routes to Sydney, Canberra and Melbourne. The City's bus network is also focused on the CBD providing regular circular routes north, south and east of the city centre to surrounding suburban areas. Regional bus services to Crookwell, Bigga, Moss Vale and Canberra are also available from the CBD.

The Precinct includes significant opportunities for vehicle parking with free on-street parking along most streets of the CBD and a number of free public car parks. These car parks largely line the rear of Auburn Street, providing quick and easy access to the concentration of premises on the Main Street. Council has undertaken parking studies of the CBD which identify a total of 2067 public parking spaces in the CBD with a vacancy rate of over 70% during evening hours (after 6pm).

In April 2024, Council adopted the [*Pedestrian Accessibility and Mobility Plan*](#), which outlines and prioritises active transport projects across the LGA, including the Goulburn CBD. The plan defines a future strategic walking and shared path network linking CBD footpaths with surrounding residential streets. Over time, these improvements will make it easier and safer for people to walk or cycle to the Special Entertainment Precinct, creating a more sustainable and accessible destination.

The nighttime economy is also supported by Council's wheelchair accessible public toilets located in the centre of the precinct which are open 24 hours a day, seven days a week. This makes this facility convenient for afterhours patrons and seeks to avoid some aspects of anti-social behaviour.

The precinct's footpaths are generally wide, with the Main street demonstrating footpaths at a minimum of 3m in width, which alongside the decorative paving, presents an ideal opportunity for outdoor dining and/or on-street entertainment. This is further enhanced by awnings spanning over footpaths providing opportunities for shading and dining during rainy days.

In addition, informal opportunities for dining and relaxation are provided in some laneways, footpaths and Belmore Park through vibrant tables and chairs for public use. A street library is also available for public use on the Main Street of the CBD.

The historic streetscape benefits from accent illumination of some historic buildings and their features, alongside well-lit streets and decorative fairy lights in the trees which line the main street of the CBD. This enhances the streetscape and user experience after dark.

The area encompassing the Goulburn CBD Special Entertainment Precinct is considered to have adequate public infrastructure to support the operation and on-going development of the Precinct.

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

No Pre Gateway consultation has been undertaken with Commonwealth public authorities.

In accordance with the Ministerial Direction for the Sydney Drinking Water Catchment, consultation has been undertaken with Water NSW prior to the planning proposal being submitted for a gateway determination.

Further consultation has been undertaken in accordance with the directions of the Gateway determination.

Part 4- Mapping

The Goulburn Local Environmental Plan 2009 does not currently include a Special Entertainment Precinct Map. This proposal seeks the addition of a Special Entertainment Precinct clause, supported by a Special Entertainment Precinct Map which illustrates Goulburn CBD Special Entertainment Precinct boundary as shown in **Appendix 1**.

Part 5- Community Consultation

The *Environmental Planning and Assessment Act 1979* sets out the consultation requirements for planning proposals and are determined at the Gateway.

In accordance with Sections 3.34 and Schedule 1, clause 4 of the EP&A Act 1979, the planning proposal will be made publicly available for exhibition of a specified period as per the Gateway determination. If no period is specified in the Gateway determination, exhibition will be subject to a minimum of 28 days.

Community consultation will be undertaken in accordance with Council's Community Engagement Strategy.

Consultation undertaken to date is presented in the *Engagement Report* in **Appendix 5**.

Part 6- Project Timeline

It is envisaged that the gateway process will take approximately 9-11 months for a project of this scale.

Gateway Determination	January - February 2026
Timeframe for completion of technical studies	No further studies identified
Timeframe for agency consultation	February to March 2026

Public Exhibition	April - May 2026
Public Hearing	No hearing identified
Consideration of submissions	June 2026
Date of submission of LEP to DPIE	June 2026
Anticipated date of plan made	July 2026
Anticipated date plan forwarded to DPIE for notification	July 2026

Part 7- Appendices

Appendices included within this planning proposal are listed in the table below:

Appendix 1	The Goulburn CBD Special Entertainment Precinct Boundary Map
Appendix 2	Goulburn CBD Special Entertainment Precinct Management Plan
Appendix 3	Goulburn CBD Special Entertainment Precinct Development Control Plan Policies
Appendix 4	Sound Management Framework
Appendix 5	Engagement Report (Dec 2025)
Appendix 6a	Initial Council Report & Resolution endorsing planning proposal preparation- 18 February 2025
Appendix 6b	CBD & Surrounds Transformation Project Council Report & Resolution- 18 June 2024
Appendix 6c	Council Report and Resolution 16 December 2025