



IRF25/609

Gateway determination report – PP-2025-345

Rezoning of Old Sheep Yards for Industrial Land Uses
Black Gular Road, Coonamble

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Acknowledgment of Country

The Department of Planning, Housing and Infrastructure 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

Attachment A – Planning Proposal Report (Coonamble Shire Council)

Appendix A – Preliminary Site Investigation (SMK Consultants Pty Ltd, May 2024)

Appendix B – Current Maps (Coonamble Shire Council)

Attachment B – Coonamble Shire Council Report (12 February 2025)

Attachment C – Coonamble Shire Council Minutes (12 February 2025)

1 Planning proposal

1.1 Overview

Table 2 Planning proposal details

LGA	Coonamble
PPA	Coonamble Shire Council
NAME	Old Sheepyards Industrial Estate
NUMBER	PP-2025-345
LEP TO BE AMENDED	Coonamble Local Environmental Plan 2011
ADDRESS	Black Gular Road, Coonamble
DESCRIPTION	Lot 240 DP754199
RECEIVED	11/03/2025
FILE NO.	IRF25/609
POLITICAL DONATIONS	There are no donations or gifts to disclose and a political donation disclosure is not required
LOBBYIST CODE OF CONDUCT	There have been no meetings or communications with registered lobbyists with respect to this proposal

1.2 Objectives of planning proposal

The planning proposal contains objectives and intended outcomes which adequately explain the intent of the proposal.

The objective of the planning proposal is to:

- Increase the supply of serviceable industrial land within Coonamble Shire.

The planning proposal states that the establishment of new industrial land seeks to alleviate the current shortage of local industrial land, attract manufacturing industry and support employment growth in the region.

1.3 Explanation of provisions

The planning proposal seeks to amend the Coonamble LEP 2011 per the changes below:

Table 3 Current and proposed controls

Control	Current	Proposed
Zone	RU1 Primary Production	E4 General Industrial
Minimum lot size	1,000 ha	0

The planning proposal seeks to amend the Lot Size Map to remove the minimum lot size control (currently 1,000ha) for the land proposed to be rezoned to E4 General Industrial. While the proposal lacks specific justification for this reduction of MLS, the intent appears to be to ensure consistency with existing E4 zoned land in the Coonamble LGA, which also has no minimum lot size.

The removal of the lot size control is not expected to result in uncoordinated or fragmented development, as Council's Development Control Plan provides a framework for managing subdivision layout, access, and servicing outcomes across industrial land. The DCP will play an important role in guiding the appropriate development of the site.

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 Subject Site

The site is approximately 7.8 ha in size and has a northern frontage to Quambone Road and eastern frontage to Black Gular Road as shown in Figure 1. Access to the site is provided via a gravel local road located southwest of the subject site which also traverses and splits the site into northern and southern portions. The southern portion is currently combined with part of a neighbouring lot immediately south to form a fenced area.

The site has a flat gradient and contains abandoned sheep yards, located to the east, as well as several outbuildings and a small dam towards the southern boundary. Due to the disuse of the site since approximately 2005, Council permitted the dismantling of the sheep yards in 2022, with only a few structures remaining. The site is mostly clear of vegetation except for a small number of scattered trees, concentrated towards the eastern portion.



Figure 1 Subject site, outlined red (Source: SDT Explorer)

Surrounding Context

The subject land is situated on the western edge, approximately 1 kilometre from the township of Coonamble (Figure 2). The surrounding land to the west and north is predominantly RU1 Primary Production zoned land, generally being used for agricultural purposes including cropping, livestock grazing and a travelling stock route. A cemetery is also located directly south of the site.

Along the eastern boundary, the site is adjacent to several Grain Corp facilities and the Council depot in E4 General Industrial zoned land. The adjoining rail line (SP2 Infrastructure zone) services and freight operations, including grain loading, and terminates at the State heritage-listed Coonamble Railway Station which has been closed to passenger services since the 1970s.

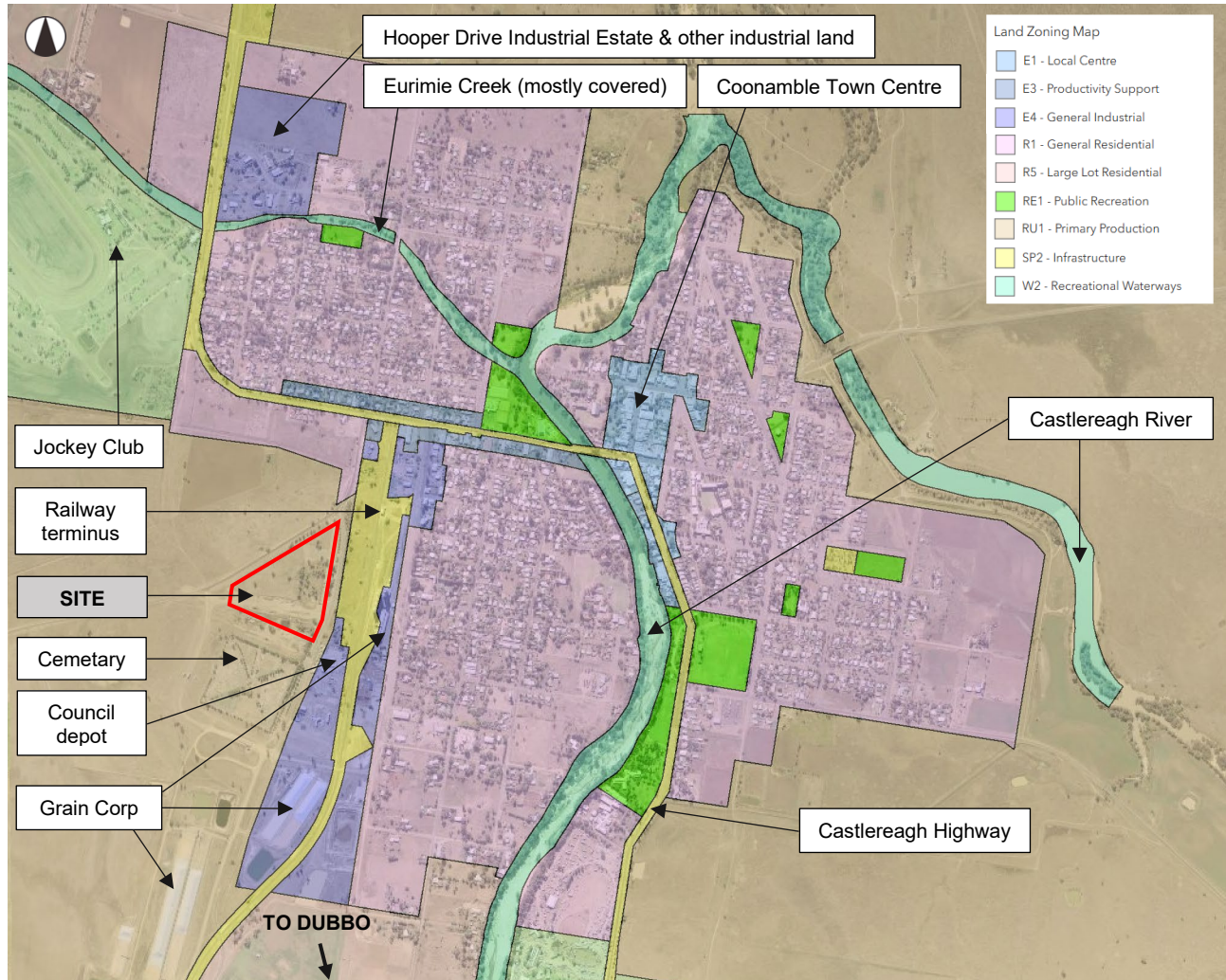


Figure 2 Site context, outlined red – Zoning overlay on aerial map (Source: Spatial Viewer)

1.5 Mapping

The planning proposal includes mapping showing the proposed changes to the Land Zoning (digital) and lot size (LSZ_006B) maps. The proposal incorrectly references an outdated PDF zone map and does not include the proposed lot size map as a result of the amendment. The proposal should be updated to remove this outdated reference and include appropriate proposed mapping prior to public exhibition. A condition of gateway has been included to this effect.

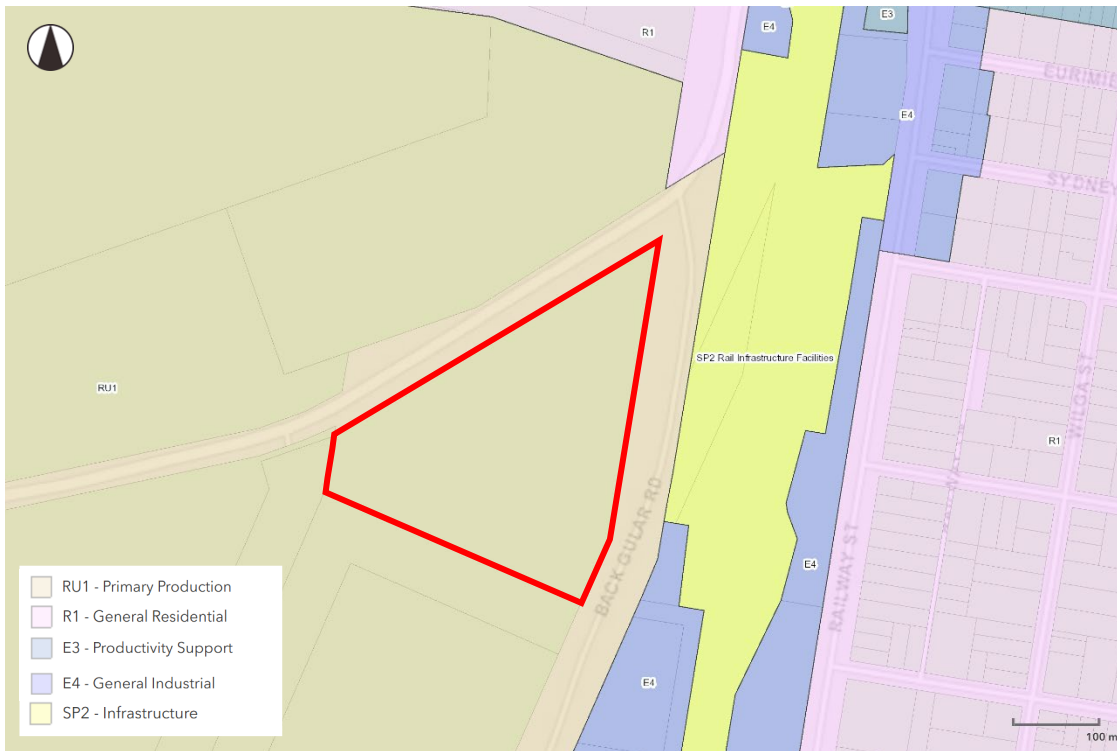


Figure 3 Current zoning map (RU1 Primary Production Zone) (Source: Planning Portal Digital EPI Viewer)

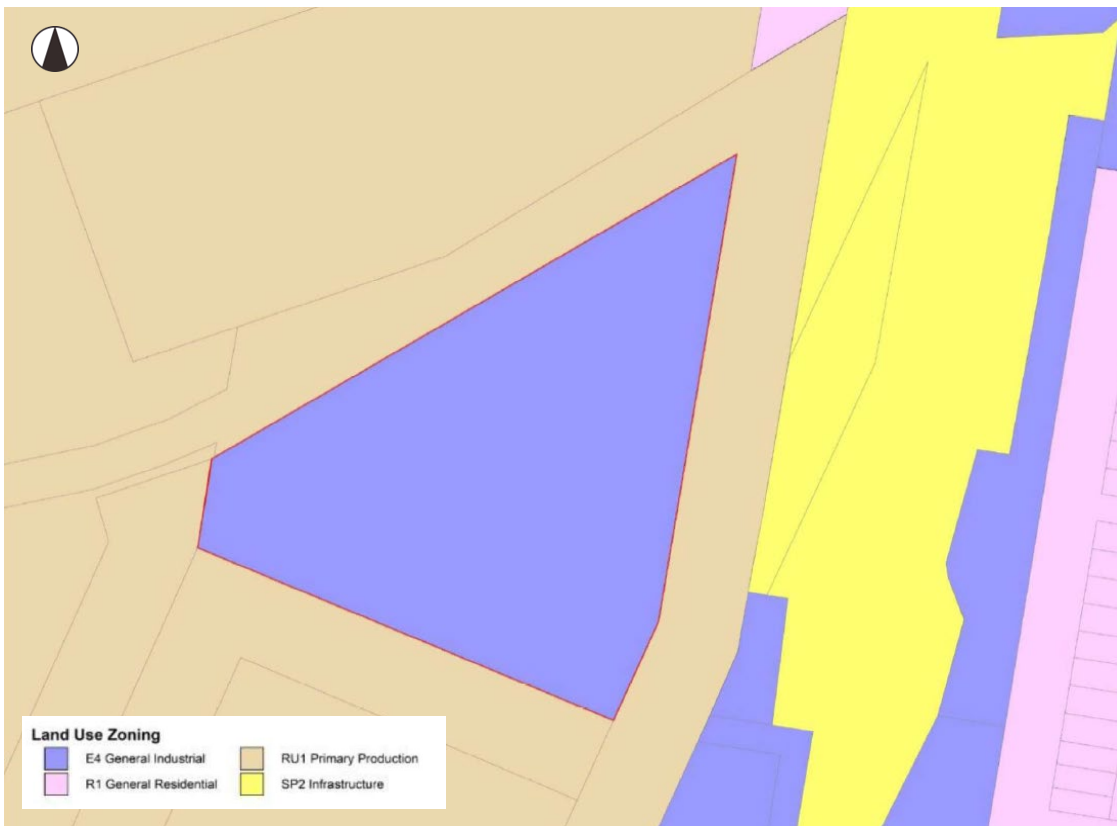


Figure 4 Proposed zoning map, site outlined red (E4 General Industrial Zone) (Source: Planning Proposal)

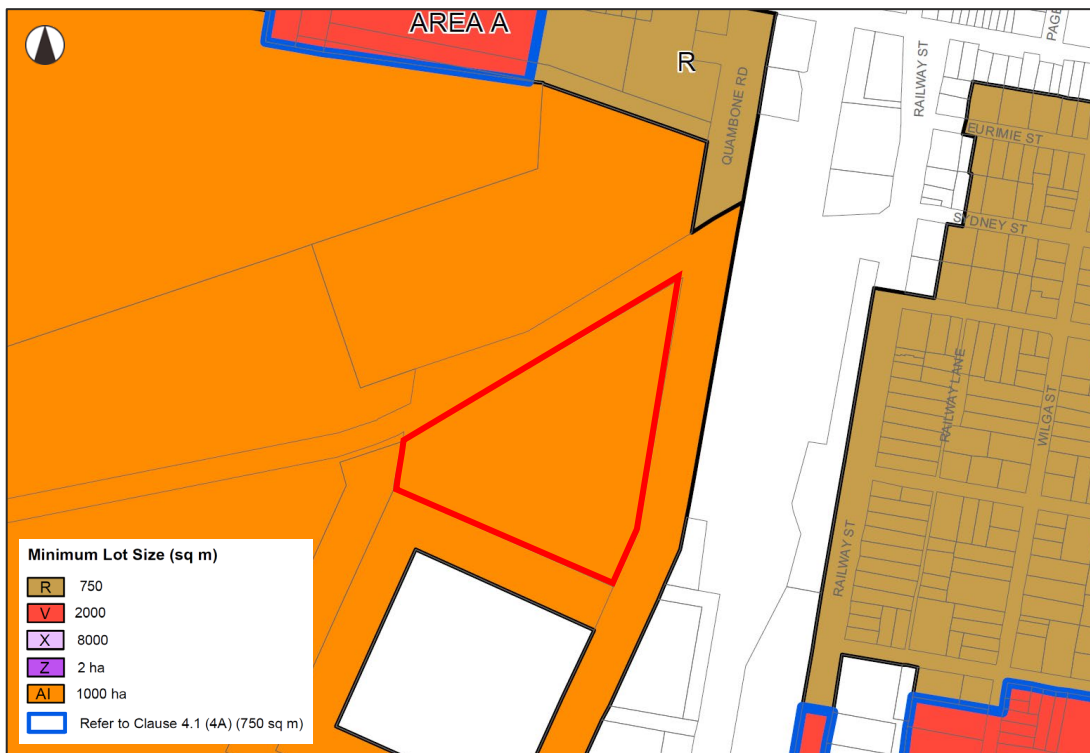


Figure 5 Current lot size map, site outline red (1,000 ha) (Source: Planning Portal)

2 Need for the planning proposal

The proposed amendments seek to address demand for industrial land, attract new industry and support employment opportunities in Coonamble. Council recently sold its remaining industrial zoned lots in the Hooper Drive industrial estate and now requires further industrial zoned land to meet demand.

Whilst the subject site is not specifically identified for industrial purposes in any local or regional strategic plan, it is generally consistent with the broad objectives in the Central West and Orana Regional Plan 2041 and Coonamble Local Strategic Planning Statement (LSPS), which promote business development opportunities and economic diversification.

The planning proposal has strategic merit in aligning with the objectives of several infrastructure and freight construction projects in the wider region. The proposed Inland Rail corridor is situated approximately 60km southeast of Coonamble where it will intersect the Coonamble Railway line at Curban with a possible future railway connection. The current \$24.1 million upgrade of 96km of rail track between Coonamble and Gilgandra to increase capacity to a 25-tonne axle load would allow heavier trains and thus increase the freight transported. Consequently, such upgrades provide consistency with Inland Rail standards and maximise opportunities to redistribute freight routes from Coonamble, which the site may in future leverage due to its proximity to the rail corridor. The Coonamble LSPS envisions the township as a key freight and logistics hub with new ancillary transport industries i.e. truck service centres and truck washes capitalising off these favourable local and regional conditions.

Industry in Coonamble has also recently benefited from a \$2.5 million rail siding project completed in 2020.

Given the current shortfall of industrial land and the site's proximity to existing industrial areas and the rail line, the planning proposal represents a logical response to identified demand and is a reasonable mechanism to achieve the intended outcome.

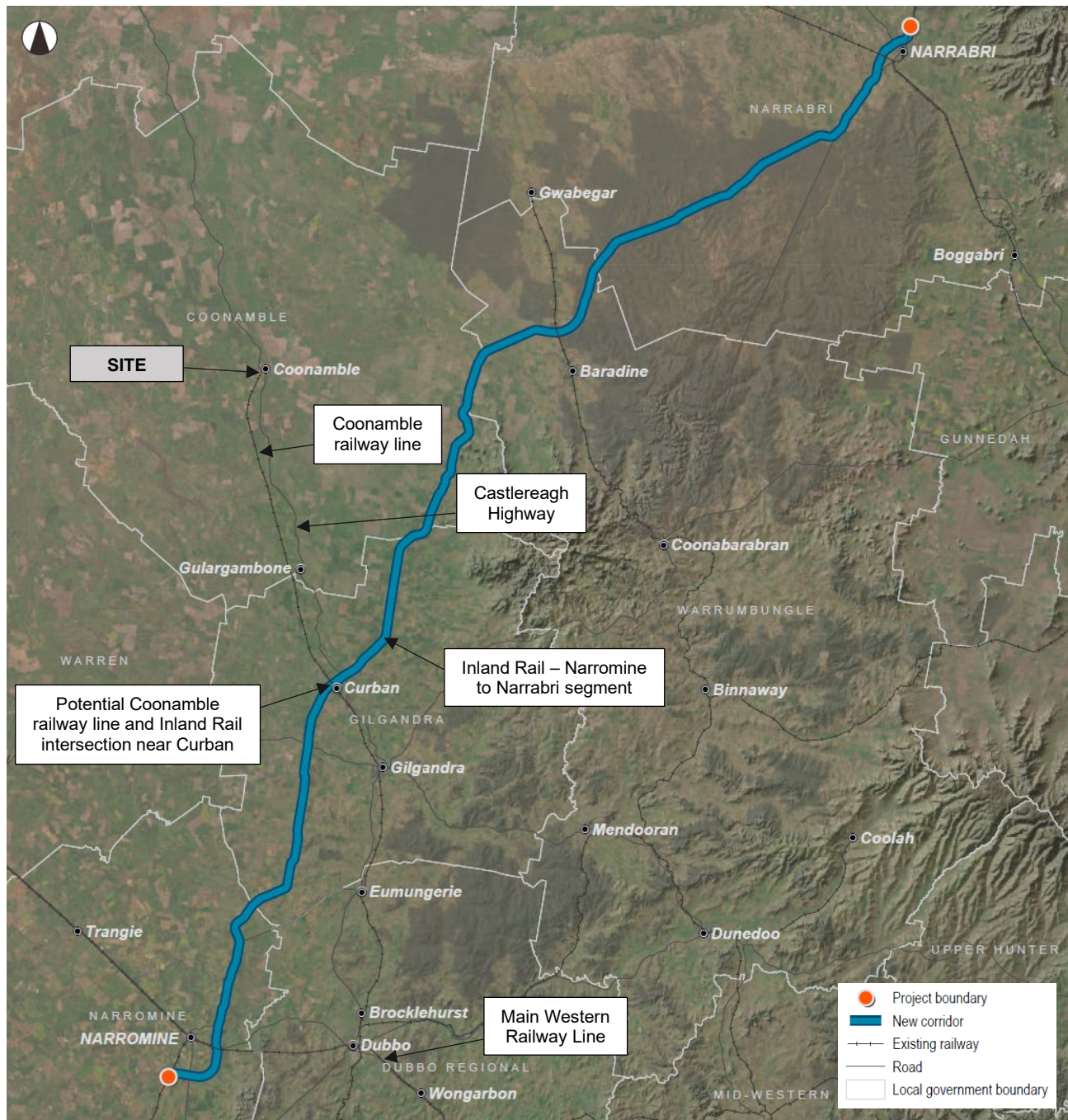



Figure 6 Regional context (Source: Inland Rail)

3 Strategic Assessment

3.1 Regional Plan

The following table provides an assessment of the planning proposal against relevant aspects of the Central West and Orana Regional Plan 2041.

Table 4 Regional Plan assessment

Regional Plan Objectives	Justification
Objective 4: Leverage inter-regional transport connections	<p>Consistent.</p> <p>See related text in section 2 (Need for the planning proposal) of this report.</p> <p>The planning proposal will ensure that long term economic opportunities associated with Inland Rail are appropriately addressed and facilitated.</p>
Objective 5: Identify, protect and connect important environmental assets	<p>Inconsistent</p> <p>The subject site is mapped with terrestrial biodiversity in the Coonamble LEP 2011 Natural Resource – Biodiversity Map as shown below in Figure 7. However, it is noted that the site is not located in an environmentally sensitive area or environmental protection zone and is also not mapped on the Biodiversity Values Map which identifies land with high biodiversity value, such as native vegetation, threatened species habitat and creek lines. The subject land is also heavily disturbed having been used as a sheep yard and for the grazing of horses.</p> <p>Terrestrial biodiversity values are mapped at a regional scale through high environmental value (HEV) mapping or biodiversity mapping in LEPs and must be considered early in land use planning. It should be noted that HEV mapping displays regional scale data and is not appropriate at the property or precinct scale. Instead, a site-specific investigation such as a Biodiversity Site Suitability Assessment is required which, in this instance, can be prepared at the Development Application stage.</p> <p>It is recommended that consultation take place with NSW Department of Climate Change, Energy, the Environment and Water (NSW DCCEEW) during the community consultation period.</p>  <p>Figure 7 Terrestrial Biodiversity map (Source: Coonamble LEP 2011)</p>
Objective 7: Plan for resilient places and communities	<p>Consistent.</p> <p>This objective identifies strategies to reduce the level of vulnerability and risk for communities through early consideration of natural hazards and avoidance and</p>

mitigation in existing and new development areas.

The site is not mapped as bushfire prone, flood prone, a waterway or as a sensitive area for groundwater vulnerability and is therefore consistent with this objective.

Objective 9: Ensure site selection and design embraces and respects the region's landscapes, character and cultural heritage

Consistent.

In relation to Aboriginal cultural heritage, a search of the Aboriginal Heritage Information Management System (AHIMS) covering the site and a 200m buffer found no Aboriginal sites or places.

In relation to non-Aboriginal cultural heritage, the site contains no heritage items of local or state significance though heritage items exist in the site's vicinity. Coonamble Railway Station and yard group is located 150m north-east of the Site in the adjoining lot and is listed on the State Heritage Register (SHI No. 01117). Sexton's Hut located within the Coonamble Cemetery grounds to the south of the Site is mapped with local heritage significance (Item 17 in the Coonamble LEP 2011). Any potential impacts can be considered in the development application phase.



Figure 8 Heritage map (Source: Coonamble LEP 2011)

Objective 17: Coordinate smart and resilient utility infrastructure

Consistent.

The planning proposal identifies that adequate road access, water and sewer infrastructure is available or can be extended to service the proposal. The site also appears adjacent to existing Essential Energy electricity infrastructure.

Objective 18: Leverage existing industries and employment areas and support new and innovative economic

Consistent.

The planning proposal seeks to enable development that is aligned with existing and potential future local specialisations in the Coonamble Shire. In this proposal, the subject land has been identified by Council as suitable future employment land which can alleviate the town's critical shortage of industrial land. Subsequent industrial development of the subject land may consolidate Coonamble's existing local

enterprises	industries in agriculture or transition into an emerging manufacturing facility, which has been an objective in Council's discussions with Government agencies and stakeholders.
Objective 19: Protect agricultural production values and promote agricultural innovation, sustainability and value-add opportunities	<p>Consistent.</p> <p>The planning proposal seeks to rezone the subject land from RU1 Primary Production to E4 General Industrial. While the subject land is identified with Class 3 Land and Soil Capability (moderate limitations), it is not draft mapped as State Significant Agricultural Land nor has Biophysical Strategic Agricultural Land. The current underutilisation of the site as a sheeppark undergoing dismantling limits the proposal's impact on agricultural productivity. The reduction of 7.8 ha of agricultural land does not detract from the economic benefit that the rezoning of the Site may deliver in enabling emerging higher-value agribusiness or manufacturing opportunities.</p> <p>The site's location on the urban fringe of Coonamble provides strategic merit in avoiding land use conflict and fragmentation. The subject land is situated west of RU1 Primary Production zoned land and 250m away from intensive agricultural land used for cropping and livestock grazing. Land use fragmentation is avoided with the Site adjoining existing E4 General Industrial and SP2 Infrastructure land towards the east.</p> <p>It is noted that Coonamble Shire Council has not specifically identified the site for industrial use in any strategic plan. The planning proposal does, however, note that the proposal is aligned with the economic objectives within the Coonamble Shire Local Strategic Planning Statement and Coonamble Shire Council Economic Development Strategy 2021.</p>
Objective 20: Protect and leverage the existing and future road, rail and air transport networks and infrastructure	<p>Consistent.</p> <p>See related text in section 2 (Need for the planning proposal) of this report – in relation to the regional context.</p> <p>The planning proposal seeks to support industrial activity that will leverage Coonamble's contextual advantages as a local freight and logistics hub and take advantage of recent road and rail upgrades.</p>

3.2 Local

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

Table 5 Local strategic planning assessment

Local Strategies	Justification
Local Strategic Planning Statement	<p>Consistent.</p> <p>The proposal is broadly aligned with the Coonamble Shire Local Strategic Planning Statement to promote employment pathways and attract new growth, particularly in relation to <i>Priority 8 - Promote business and development opportunities</i>.</p> <p>The proposal to release additional industrial land also enables ancillary actions including:</p> <ul style="list-style-type: none"> • <i>Action 5 – Work with Government agencies and key stakeholders to</i>

	<p><i>develop actions and to oversee and coordinate activities relating to employment opportunities, and</i></p> <ul style="list-style-type: none"> • <i>Action 6 - Work with key stakeholders to support investment in targeted skills-based training to meet the needs of major infrastructure projects and local communities.</i>
Coonamble Shire Council Economic Development Strategy 2021	<p>Consistent.</p> <p>The proposal is aligned with the Coonamble Shire Council Economic Development Strategy which seeks to foster and facilitate development, particularly in relation to <i>Strategic Initiative 6. New Business & Investment</i>.</p> <p>The proposal to provide additional industrial land would facilitate several key actions of the strategy surrounding the growth of key industries including:</p> <ul style="list-style-type: none"> • <i>6.1.1 – Investigate possible business attraction incentives and update Council's Business Assistance Policy to clearly articulate the support Council can offer new businesses and investors and the assessment criteria.</i> • <i>6.2.3 – Investigate the potential of new and emerging activities such as intensive livestock production, greenhouse vegetable production, agri businesses – e.g. feed mill, processing and packaging, aquaculture, technology-based and creative industries, extractive, renewable energy and carbon farming and utilisation of waste products.</i>

3.3 Section 9.1 Ministerial Directions

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

Table 6 9.1 Ministerial Direction assessment

Directions	Consistent	Reasons for Consistency or Inconsistency
1.1 Implementation of Regional Plans	Inconsistent, of minor significance	See text included at Section 3.1 (Regional Plan) of this report.
3.1 Conservation Zones	Unresolved	<p>The planning proposal may be inconsistent with this Direction as it may not conserve environmentally sensitive areas as the proposal seeks to rezone land mapped with terrestrial biodiversity (as shown in Figure 7) into E4 General Industrial land.</p> <p>See text included at Section 3.1 (Regional Plan) of this report (regarding Objective 5 of the Regional Plan).</p> <p>It is recommended that consultation take place with NSW Department of Climate Change, Energy, the Environment and Water (NSW DCCEEW) during the community consultation period.</p> <p>The proposal should be updated to add reference to the site's terrestrial biodiversity mapping prior to exhibition. A condition of gateway has been included to this effect.</p>
4.4 Remediation of Contaminated	Yes	The planning proposal is supported by a Preliminary Site Investigation (SMK Consultants Pty Ltd, May 2024).

Land.		The report identified no area or material of concern on the subject site and concluded the site is considered suitable for the proposed development. Further consideration of any potential contamination can be undertaken at development application stage.
5.1 Integrating Land Use and Transport	Inconsistent, of minor significance	<p>The planning proposal is inconsistent with this Direction as it does not achieve the objectives encompassing improvements to active and public transport uptake and reducing car travel demand through business and service aggregation in one area.</p> <p>No public transport services are currently available in Coonamble for the planning proposal to leverage. Nonetheless, the site is situated adjacent to existing industrial land and within reasonable walking and cycling catchments of portions of the existing residential zones.</p> <p>The proposal addresses the matters identified in Direction 5.1 and demonstrates the proposal is inconsistent as a matter of minor significance.</p> <p>Further consideration of the proposal's integrated land use and transport impacts can be considered at the Development Applications.</p>
7.1 Employment Zones	Inconsistent, of minor significance	<p>The proposal is inconsistent with this direction as it seeks to create a new employment area that is not identified by a regional or local strategy endorsed by the Planning Secretary.</p> <p>However, the inconsistency is justified as it seeks to encourage employment growth in a suitable location, as discussed in Section 2 (Need for the planning proposal) and Section 3.1 (Regional Plan) of this report (regarding Objective 18 of the Regional Plan).</p>
9.1 Rural Zones 9.2 Rural Lands	Inconsistent, of minor significance	<p>The proposal is inconsistent with these directions, which seek to protect the agricultural production value of rural land, as it seeks to rezone the subject land from RU1 Primary Production to E4 General Industrial.</p> <p>As discussed in Section 3.1 (Regional Plan) of this report (regarding Objective 19 of the Regional Plan), the site is underutilised, not strategically important for agriculture, can support broader economic objectives through rezoning and is adjacent to existing industrial land which avoids fragmentation</p> <p>The proposal addresses the matters identified in Directions 9.1 and 9.2 and demonstrates the proposal is inconsistent as a matter of minor significance.</p>

3.4 State environmental planning policies (SEPPs)

The proposal is consistent with the aims of SEPP (Resilience and Hazards) 2021- Chapter 4 Remediation of land as the Preliminary Site Investigation (SMK Consultants Pty Ltd, May 2024) identified no area or material of concern on the subject site.

The remaining SEPPs in force are either not triggered for application at planning proposal stage, relate to development assessment stage, or relate to specific application areas outside of the subject land.

4 Consultation

4.1 Community

The planning proposal is categorised as a standard under the LEP Making Guidelines (September 2022). Accordingly, a community consultation period of 20 working days is recommended and this forms part of the conditions to the Gateway determination.

4.2 Agencies

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

It is recommended the following agencies be consulted on the planning proposal during exhibition:

- NSW Department of Climate Change, Energy, the Environment and Water in relation to terrestrial biodiversity.

5 Timeframe

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

The LEP Plan Making Guidelines (August 2023) establishes maximum benchmark timeframes for planning proposal by category. This planning proposal is categorised as a standard

The Department recommends an LEP completion date of 26 March 2026 in line with its commitment to reducing processing times and with regard to the benchmark timeframes. A condition to the above effect is recommended in the Gateway determination.

The planning proposal should be updated to ensure the project timeline reflects this timeline prior to exhibition. A condition of gateway has been included to this effect.

6 Local plan-making authority

Council does not request delegation to be the Local Plan-Making authority.

The Department recommends that Council not be authorised to be the local plan-making authority for this proposal as the site is Council owned land.

7 Recommendation

It is recommended the delegate of the Secretary:

- Agree that any inconsistencies with section 9.1 (Directions 1.1 Implementation of Regional Plans, 5.1 Integrating Land Use and Transport, 7.1 Employment Zones, 9.1 Rural Zones and 9.2 Rural Lands) are of minor significance.
- Consistency with Direction 3.1 Conservation Zones is unresolved. Consultation with DCCEEW forms a condition of gateway.

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

The following conditions are recommended to be included on the Gateway determination:

1. Prior to community consultation, the planning proposal is to be updated to:
 - Remove references to an outdated PDF Land Zoning Map and include appropriate mapping showing the current and proposed maps of the Land Zoning Map and Lot Size Map,
 - Add reference to the site's terrestrial biodiversity in Direction 3.1 Conservation Zones, and
 - Update the project timeline to reflect the timelines included in this determination.
2. Consultation is required with the following public authorities:
 - NSW Department of Climate Change, Energy, the Environment and Water in relation to terrestrial biodiversity.
3. The planning proposal should be made available for community consultation for a minimum of 20 working days.

Given the nature of the planning proposal, it is recommended that Council not be authorised to be the local plan-making authority.

The timeframe for the LEP to be completed is on or before 26 March 2026



6/06/2025

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