



IRF26/4268

Gateway determination report – PP-2026-1133

Thurgoona Wirlinga Precinct Planning Proposal

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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
Thurgoona Wirlinga Precinct Planning Proposal (May 2026)
Appendix A – Draft Amendment Albury Development Control Plan – Thurgoona Wirlinga Precinct
Appendix B – Proposed LEP Maps
Appendix C – Thurgoona Wirlinga Drainage Strategy (November 2020)
Appendix D – Albury Wastewater Infrastructure Masterplan (May 2024)
Appendix E – Strategic Bushfire Study (February 2026)
Appendix F – Thurgoona Wirlinga Biodiversity Assessment (Stage 1 BAM) dated 6 December 2024
Appendix G – City-Wide Aboriginal Cultural Heritage Study (17 August 2021)
Appendix H – Interim Albury Infrastructure Contributions Plan (July 2025)
Appendix I – Social Infrastructure Strategy (August 2025)
Appendix J – K Floorspace Study (October 2021)
Appendix K – Housing Demand Analysis (February 2026)
Appendix L – Thurgoona Wirlinga Community Consultation Summary
Appendix M - Thurgoona Wirlinga Precinct Structure Plan (November 2025)
Appendix N – Traffic and Transport Study (March 2013)
Appendix O – Final Validation Report (Former Liquid Waste Facility) dated 20 September 2010
Appendix P – Essential Energy Letter (6 February 2026)
Appendix Q – Albury Transport Model Study Report (26 February 2018)
Appendix R – Eight Mile Creek Flood Study Final Report Volume 1 (May 2026)
Appendix S – Eight Mile Creek Flood Study Report Volume 2 Figures (May 2026)

1 Planning proposal

1.1Overview

Table 2 Planning proposal details

LGA	Albury City
PPA	Albury City Council
NAME	Thurgoona Wirlinga Precinct Planning Proposal (15,570 homes, 950 jobs)
NUMBER	PP-2026-1133
LEP TO BE AMENDED	Albury LEP 2010
ADDRESS	Multiple lots in Thurgoona and Wirlinga
DESCRIPTION	Multiple Lot and DPs
RECEIVED	20/05/2026
FILE NO.	IRF26/4268
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

1.2Site description and surrounding area

The Thurgoona Wirlinga Precinct is located to the north-east of the Albury Central Business District. Thurgoona Wirlinga is Albury’s primary greenfield growth area with capacity to meet projected dwelling demand for the next 40 years. It covers an area of approximately 4500ha, equating to around 15% of the Albury LGA.

Key existing land use features within the precinct include Charles Sturt University, NSW Riverina Institute of TAFE, Thurgoona Country Club Resort and local shops. Existing social and community infrastructure includes the Thurgoona Primary School and Thurgoona Community Centre. A large portion of the precinct is also owned by the Australian Defence Force.

Parts of the precinct are subject to environmental constraints including bushfire prone land, biodiversity values, known contamination and flood prone land.

1.3Background

The Thurgoona Wirlinga Precinct has been identified as a key growth area since the 1970s and it is the primary growth area for Albury. The precinct’s population is growing at approximately 5% per year which equates to an anticipated additional 550 residents and 250 new dwellings each year.

The area was identified in the Thurgoona Wirlinga Precinct Structure Plan 2013 which was updated in 2025 to reflect revised planning policies, updated strategies, new construction projects, contemporary approaches to greenfield development, and evolving community and stakeholder

aspirations. Many of the principles remain relevant and were carried across to the current Structure Plan which was adopted by Council on 8 December 2025 as the guiding land use framework for the precinct.

The updated Structure Plan (**Appendix M**) was informed by an extensive community and stakeholder consultation program over two years and included background investigations, a discussion paper, and the exhibition of the draft updated Thurgoona Wirlinga Precinct Structure Plan.

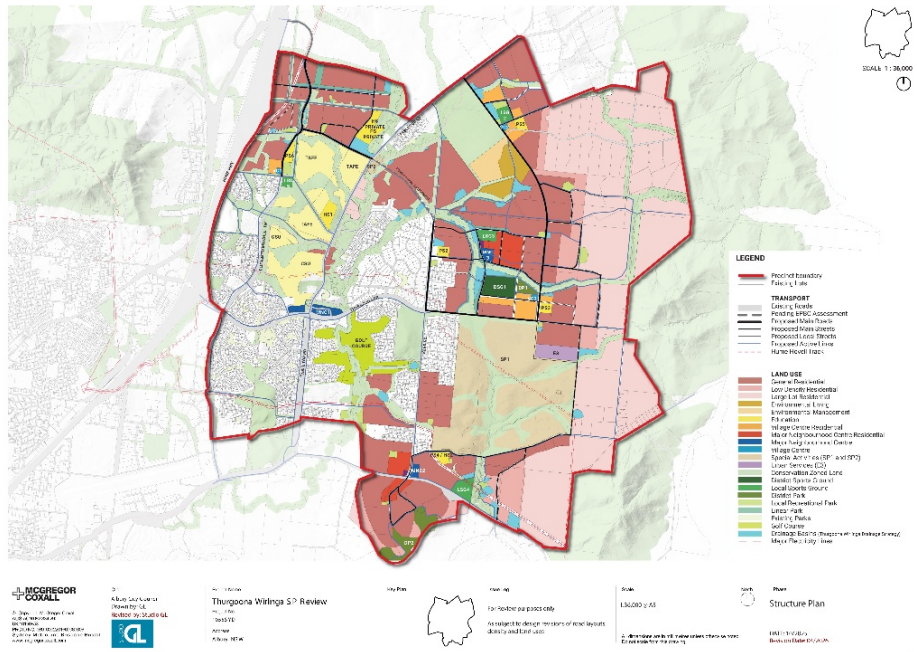


Figure 1 Thurgoona Wirlinga Structure Plan (Source: Planning Proposal)

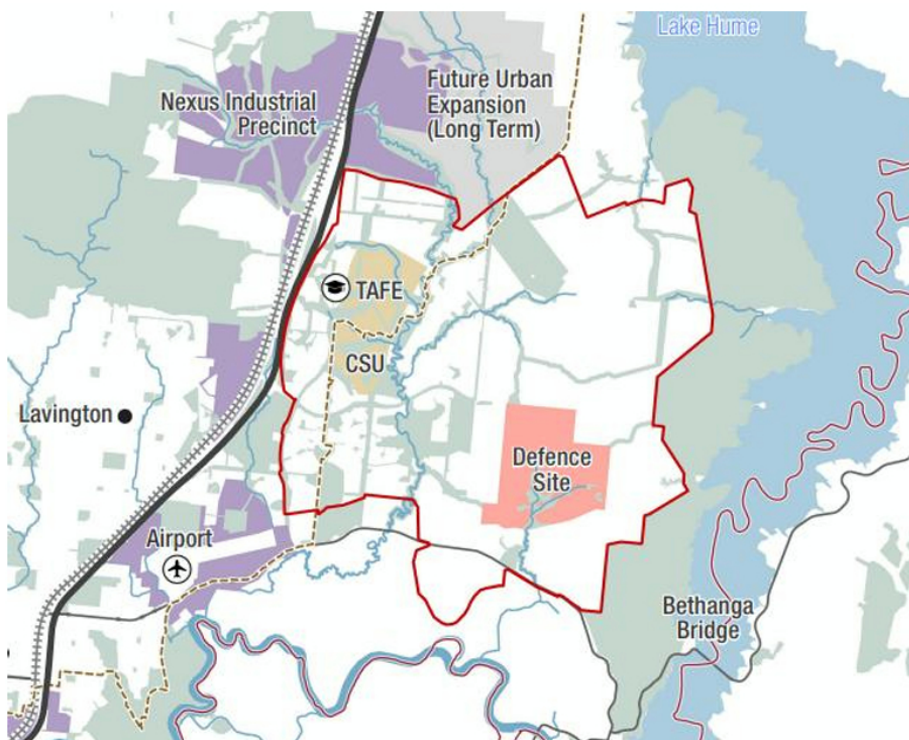


Figure 2 Site Context (Source: Planning Proposal)

1.4 Objectives of the planning proposal

The intent of the planning proposal is to amend the Albury Local Environmental Plan 2010 to reflect the land use framework set out in the Thurgoona Wirringa Precinct Structure Plan 2025.

The objectives of the planning proposal are to:

- Increase the precinct's capacity for housing by enabling 14,000 to 19,000 new dwellings to service a population of up to 50,000 additional people over the next 40 to 50 years.
- Enable the development of two new town centres and three local centres, expected to provide around 55,000m² of commercial floor space to support local employment and services.
- Integrate new public open spaces and community infrastructure.
- Encourage greater housing diversity and choice for residents by promoting medium density residential development around centres.
- Provide a sensitive transition to adjoining rural lands, arterial roads and the Australian Defence Force (ADF) lands.
- Provide one new primary school and retain land for three future primary schools, one future high school, and one additional school site (primary or high school).
- Achieve a 'garden city' character in nature by enhancing green networks, woodland and wetland habitat features.
- Protect sensitive environmental features, scenic hillsides, and adjacent agricultural lands from the potential impacts of urban intensification.

The planning proposal contains objectives and intended outcomes that adequately explain the intent of the proposal. The objectives of this planning proposal are clear and adequate.

1.5 Explanation of provisions

The planning proposal seeks to amend the Albury LEP 2010 to:

- Rezone key areas identified in the Structure Plan.
- Change minimum lot size provisions and apply height of building and minimum dwelling density controls to reflect the zoning changes.
- Update the Land Reservation Acquisition map to identify new district parks, and local and district sports ground for future acquisition by Council.
- Update the Urban Release Area map to accurately identified the precinct.
- Site-specific amendments to Clauses 7.11 and 7.14 for proposed E3 Productivity Support zoned land.

A concurrent amendment to the Albury Development Control Plan 2010 is also proposed.

Zoning amendments

Table 3 summarises the key zoning and land use changes proposed.

Table 3 Proposed Zoning Amendments

Area	Existing Zone	Proposed Zone
Village Centres (VC1–VC3)	R1 General Residential	E1 Local Centre
Major Neighbourhood Centre 1 (MNC) 1	E1 Local Centre	E2 Commercial Centre

Area	Existing Zone	Proposed Zone
Major Neighbourhood Centres 2 and 3 (MNC2 and MNC 3)	R1 General Residential	E2 Commercial Centre
Mixed Use Area	R1 General Residential	MU1 Mixed Use
VC Residential Area	R1 General Residential	R3 Medium Density Residential
MNC Residential Area	R1 General Residential	R3 Medium Density Residential
R2 Transition Areas	R1 General Residential and R5 Large Lot Residential	R2 Low Density Residential
Southern R2 Area	RU2 Rural Landscape	R2 Low Density Residential
Open Space Network (including DSG1, DP1, DP2, LSG2, LSG3, LSG4 and LSG5)	R1 General Residential, RU2 Rural Landscape, C3 Environmental Management and SP2 Infrastructure	RE1 Public Recreation
E3 Productivity Support Area (Thurgoona Drive)	R1 General Residential	E3 Productivity Support
Environmental Living Area (south-east of Bell's travelling Stock Reserve)	R1 General Residential	C4 Environmental Living
R5 Interface Area	R1 General Residential	R5 Large Lot Residential
R1 Interface Area	R5 Large Lot Residential	R1 General Residential

Proposed minimum lot size, height of building and minimum dwelling density controls

Table 4 summarises the proposed amendments to minimum lot size controls and the application of height of building and dwelling density controls across the precinct. Land within the Thurgoona-Wirlinga Precinct is not currently subject to height of building or dwelling density controls. Proposed minimum lot size controls are generally not intended to apply to employment zones, open space zones, or land where a minimum dwelling density control applies.

Table 4 Proposed Amendment to Minimum Lot Size, and proposed dwelling density and height of building controls

Area	Existing Minimum Lot Size	Proposed Minimum Lot Size	Proposed Dwelling Density	Proposed Height of Building
VC1–VC3 (Village Centres)	450m ²	Nil	N/A	16m
MNC1	N/A	Nil	N/A	20m
MNC2–MNC3	450m ²	Nil	N/A	20m
Mixed Use Area	450m ²	Nil	N/A	16m

VC Residential Area	450m ²	Nil	15 dwellings/ha	12m
MNC Residential Area	450m ²	Nil	20 dwellings/ha	16m
R2 Transition Areas	450m ² , 2ha and 10ha	2,000m ²	N/A	—
Southern R2 Area	100ha	2,500m ²	N/A	—
Open Space Network	450m ² and 2,500m ²	Nil	N/A	—
E3 Productivity Support Area (Thurgoona Drive)	N/A	N/A	N/A	—
Environmental Living Area	450m ²	2ha and 20ha	N/A	—
R5 Interface Area	450m ²	10ha	N/A	—
R1 Interface Area	10ha	450m ²	N/A	—

Floor Space Ratio Controls

The planning proposal does not include floor space ratio (FSR) controls or associated mapping. Council has advised it would prefer to incorporate FSR controls to improve consistency with the application of development standards across the Albury LGA and to better implement the outcomes of the Thurgoona-Wirlinga Precinct Structure Plan 2025. Further discussions with Council indicate support for updating the planning proposal accordingly.

It is recommended that the gateway determination requires the planning proposal to be updated prior to public exhibition to include floor space ratio controls and associated Floor Space Ratio Maps.

Proposed Land Reservation Acquisition amendments

The planning proposal identifies district parks, and local and district sports grounds shown on the Structure Plan for acquisition by Council (Table 5), with the Land Reservation Acquisition Map to be amended accordingly. The acquisition of land and embellishment will be funded through an update to the *Interim Albury Local Infrastructure Contributions Plan 2025* (**Appendix H**).

Table 5 Land to be identified for acquisition

Location	Proposed Zone	Purpose	Acquisition Authority
Part Lot 1 DP 126563 Part Lot 7 DP 1301650 Part Lot 252 DP 1206505 Part Lot 33 DP 753356	RE1 Public Recreation	Local open space (DSG1 in 2025 Structure Plan)	Council
Part Lot 1 DP 1015678	RE1 Public Recreation	Local open space (LSG2 in 2025 Structure Plan)	Council

Part Lot 28 DP 1243505 Part Lot 310 DP 1320545	RE1 Public Recreation	Local open space (LSG3 in 2025 Structure Plan)	Council
Part Lot 4 DP 865914	RE1 Public Recreation	Local open space (LSG5 in 2025 Structure Plan)	Council
Part Lot 1 DP 126563 Part Lot 33 DP 753356	RE1 Public Recreation	Local open space (DP1 in 2025 Structure Plan)	Council
Part Lot 5 DP 1238061 Part Lot 4 DP 1238061 Part Lot 3 DP 1238061	RE1 Public Recreation	Local open space (DP2 in 2025 Structure Plan)	Council

Update to the Urban Release Area map

The Thurgoona Wirlinga Urban Release Area was introduced to the Albury LEP 2010 following its gazettal on 13 August 2010.

The planning proposal seeks to amend the *Urban Release Area Map* to identify all undeveloped areas within the precinct as part of the Urban Release Area, in accordance with the Structure Plan boundary. This amendment will accurately identify the broader precinct and is sought as a correction to the existing map, which does not currently identify a significant portion of undeveloped land at the north-western corner of the precinct, as well as some other minor inconsistencies.

It is noted that all urban release area provisions in NSW were moved to the *State Environmental Planning Policy (Planning Systems) 2021* on 1 July 2026. As such, the relevant amendment as part of this planning proposal is to be reflected on the Urban Release Areas Map under the SEPP.

It is recommended the Gateway determination require the planning proposal to be updated prior to exhibition to reflect the Urban Release Areas maps to be amended are now located in SEPP (Planning Systems) 2021.

Site-specific amendments to Clauses 7.11 and 7.14 for proposed E3 Productivity Support Zoned land

To support the rezoning of land at Thurgoona Drive (Part Lot 1 DP 929237) from R1 General Residential to E3 Productivity Support, it is proposed to include the site under Clauses 7.11 and 7.14 of the Albury LEP 2010.

Clause 7.11 requires the preparation of a site-specific Development Control Plan (DCP), while Clause 7.14 applies gross floor area restrictions to specified business-related uses. Consequential amendments are also proposed to Area B on the Land Zoning Map and the wording of Clauses 7.11 and 7.14 to extend these provisions to the site.

While the application of Clauses 7.11 and 7.14 differs from the broader non-residential floor area controls recommended by the Structure Plan, the proposed approach will promote high-quality design outcomes through the preparation of a site-specific DCP and protect Albury's retail hierarchy through targeted floor space controls.

Draft Development Control Plan

The draft DCP (**Appendix A**) has been prepared to implement the Thurgoona Wirlinga Precinct Structure Plan and provide a comprehensive planning framework to guide future development of the precinct. The controls seek to support the orderly delivery of housing, employment and infrastructure while achieving high-quality urban design outcomes and protecting the precinct's environmental, landscape and cultural values. Key provisions of the DCP address:

- Infrastructure and movement.
- Housing and urban design.
- Environmental protection and resilience.
- Character and heritage.
- Amenity and land use compatibility.
- Public spaces.

It is recommended the draft DCP be exhibited concurrently with the planning proposal and this has been included as a condition in the Gateway determination.

It has been identified that the former Wirlinga Waste Liquid Facility which is managed and owned by Council at Lot 1 DP 372042 will require reclassification from operational to community land. The reclassification is needed to facilitate the proposed use of land for public recreation.

The Department and Council have discussed this matter, with Council electing to not seek reclassification as part of this planning proposal. Reclassification can be addressed separately by Council in the future following appropriate consideration, including whether any interests in the land are required to be discharged. The Department supports Council's approach, as the reclassification process may cause additional delay to the wider planning proposal.

1.6 Mapping

The planning proposal includes mapping to show the proposed changes to the Land Zoning, Lot Size, Height of Buildings, Urban Release Area and Land Reservation Acquisition maps, which are suitable for community consultation.

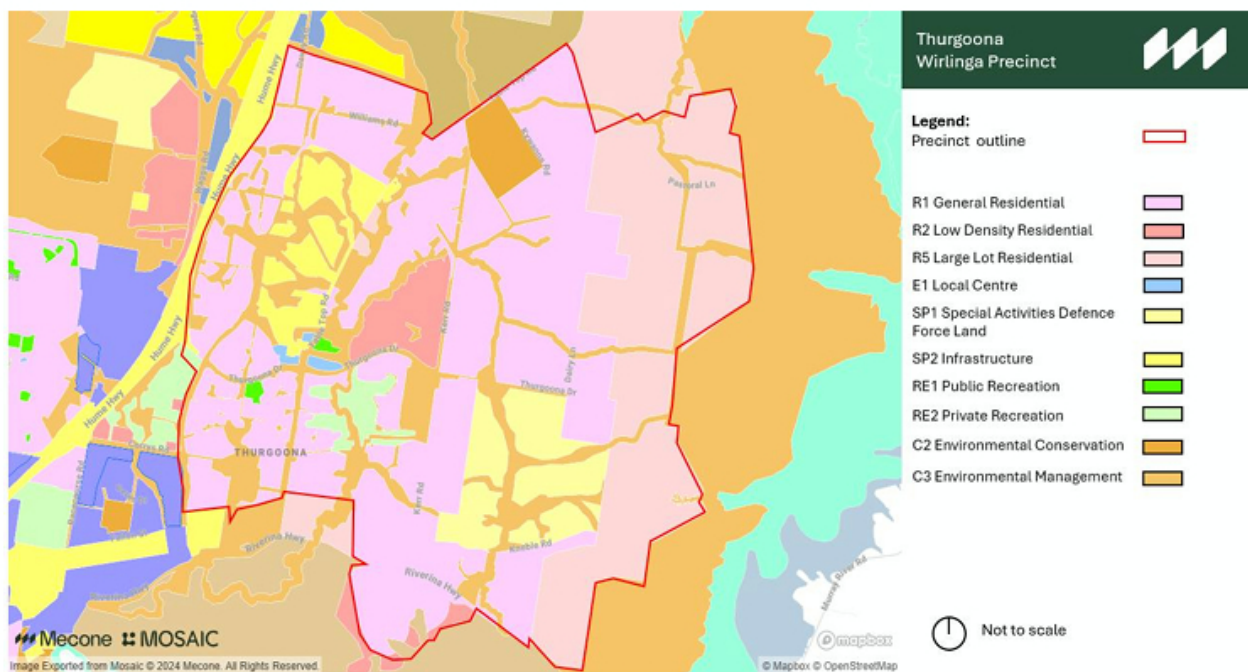


Figure 3 Current Land Zoning Map (Source: Planning Proposal)

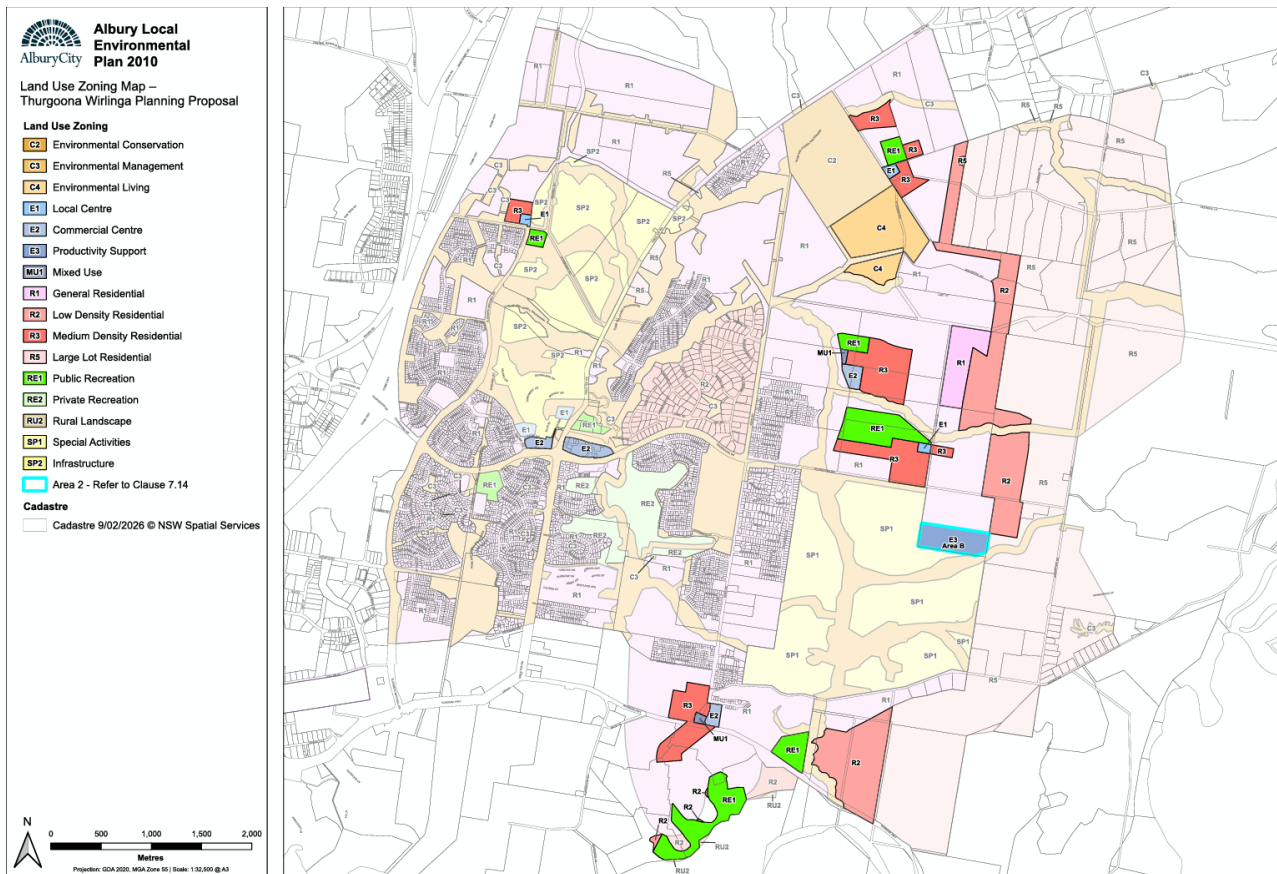


Figure 4 Proposed Land Zoning Map (Source: Planning Proposal)

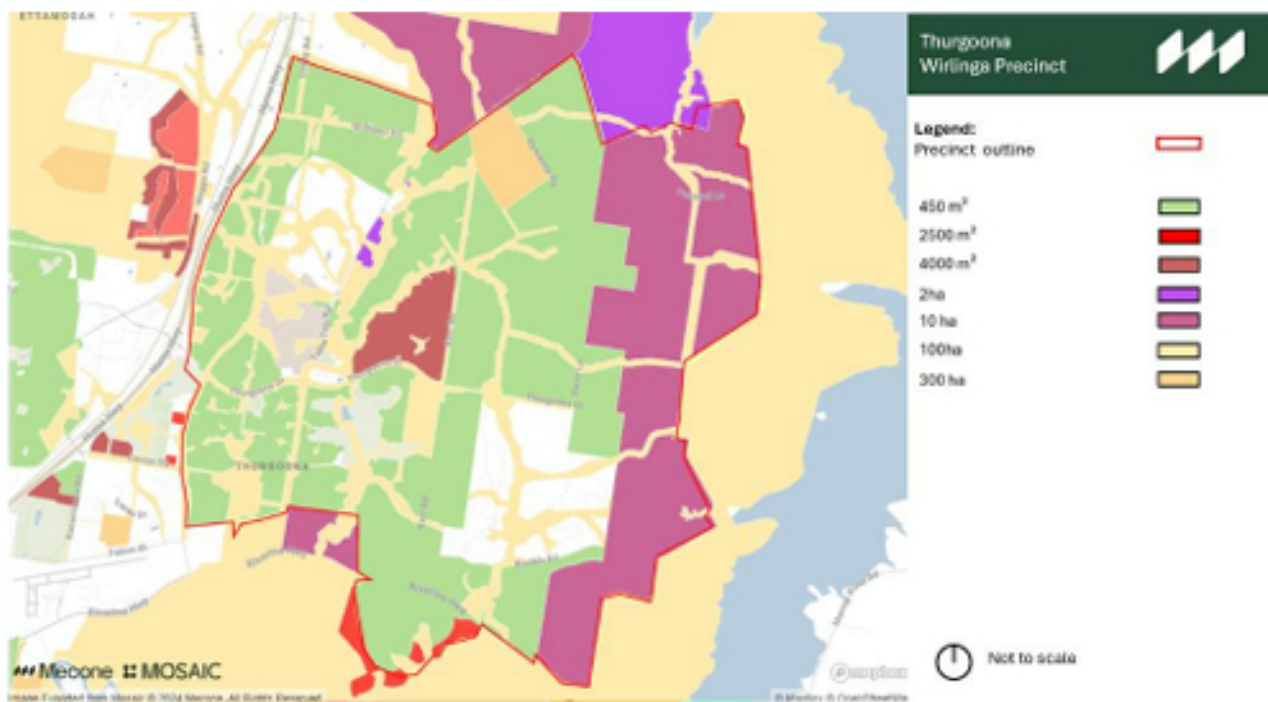


Figure 5 Current Lot Size Map (Source: Planning Proposal)

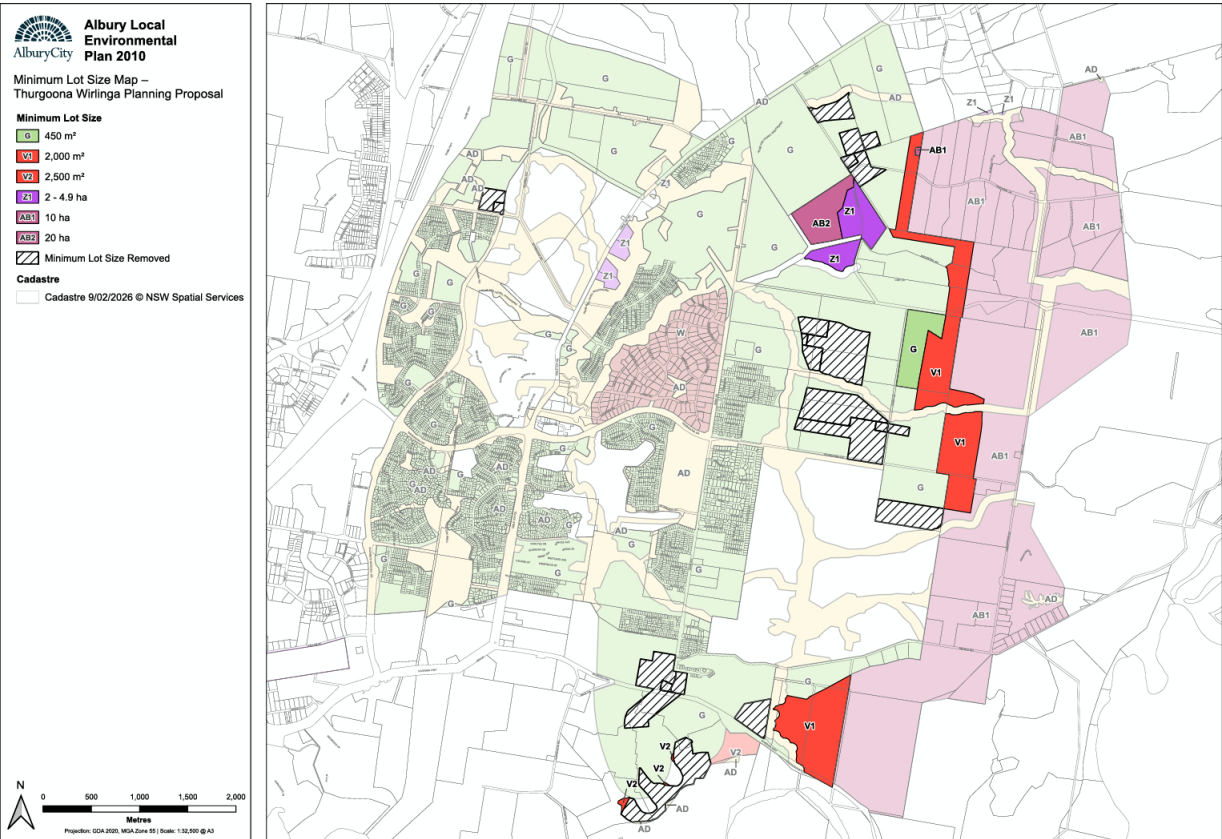


Figure 6 Proposed Lot Size Map (Source: Planning Proposal)



Figure 7 Proposed Height of Buildings Map (Source: Planning Proposal)



Figure 8 Proposed Minimum Dwelling Density Clause Map (Source: Planning Proposal)

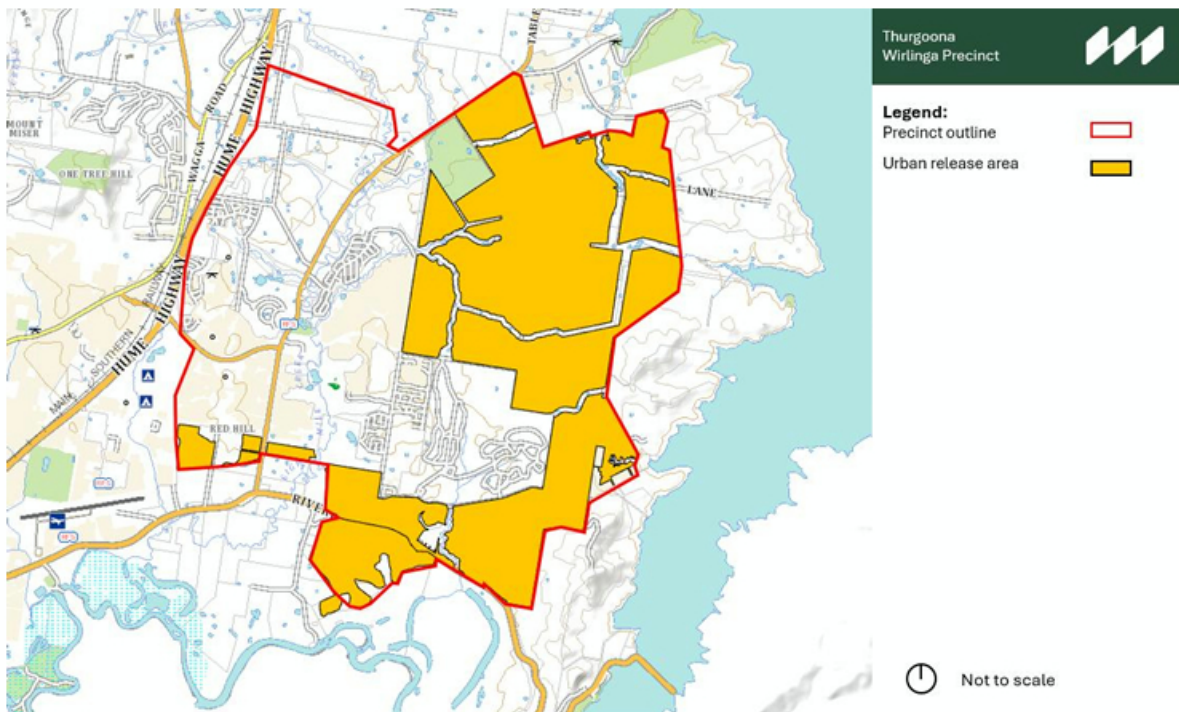


Figure 9 Current Urban Release Area Map (Source: Planning Proposal)

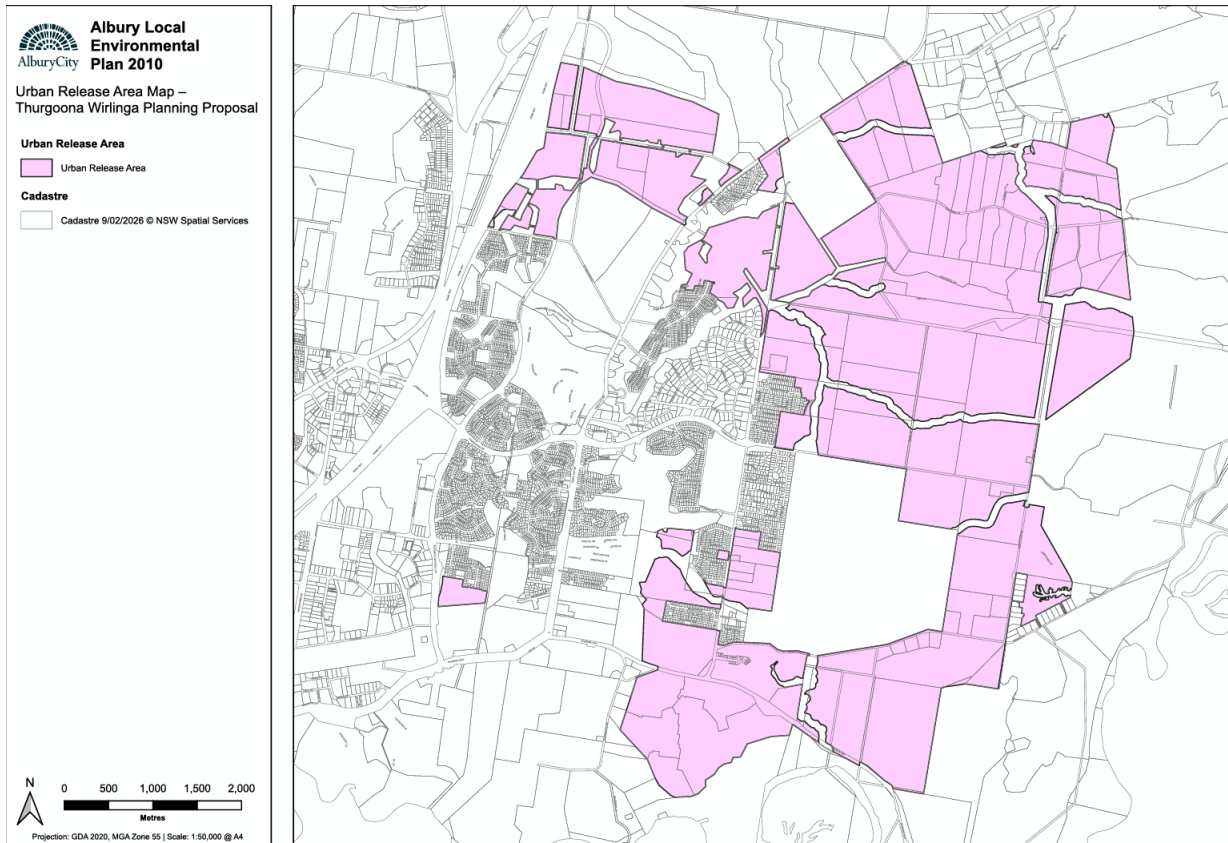


Figure 10 Proposed Urban Release Area Map (Source: Planning Proposal)

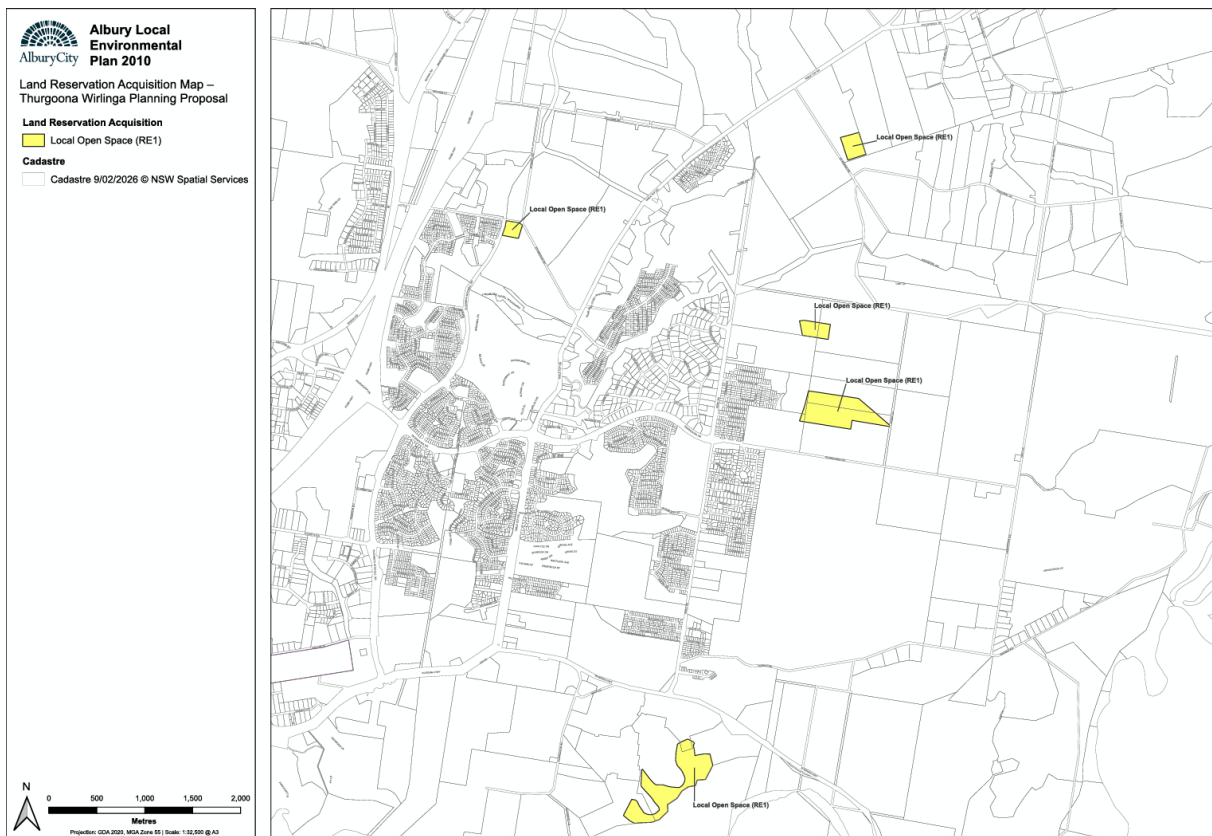


Figure 11 Proposed Land Reservation Acquisition Map (Source: Planning Proposal)

2 Need for the planning proposal

The planning proposal is the best way of supporting the intended outcomes, which cannot be delivered under the current planning framework. A planning proposal is required to amend the planning controls and maps under the Albury LEP 2010.

The planning proposal will assist to deliver coordinated growth within the Thurgoona Wirlinga Precinct. It addresses many of the impediments to development identified in the Structure Plan, including the existing planning framework which encourages large-lot development and disincentivises housing diversity.

The planning proposal:

- Addresses the predominance of large, detached dwellings throughout the precinct.
- Responds to increasing demand for community facilities, open spaces, parks and community hubs.
- Ensures ongoing management of biodiversity values and environmental constraints.

3 Strategic assessment

3.1 Riverina Murray Regional Plan 2041

Albury is identified as the fastest growing centre in the region, with Thurgoona Wirlinga expected to provide over 22,000 new homes. The planning proposal directly supports the plan's vision for a well-connected, sustainable, and prosperous region, and is consistent with the Objectives of the Regional Plan, including:

- Objective 1: Protect, connect and enhance biodiversity throughout the region
- Objective 5: Ensure housing supply, diversity, affordability and resilience
- Objective 6: Support housing in regional cities and their sub-regions
- Objective 11: Plan for integrated and resilient utility infrastructure
- Objective 15: Support the economic vitality of CBDs and main streets

The planning proposal does include some rezoning of rural and rural residential land on the urban fringe. In consideration of *Objective 7: Provide for appropriate rural residential development*, these rezonings are not unreasonable, being underpinned by the detailed Structure Planning process (refer to Section 1.3) and recognise the transition between urban and rural areas. Section 9.1 Directions 9.1 and 9.2 have been addressed below (refer to Section 3.3 of this report).

3.2 Local

A summary of the planning proposal's consistency with relevant local strategies is provided in the table below.

Table 7 Assessment of local planning framework

Strategy	Justification
Albury Local Strategic Planning Statement 2020	The planning proposal is consistent with the themes and priorities of the Albury LSPS, with the implementation of the Structure Plan providing for diverse and affordable housing, jobs growth, and additional community infrastructure, while responding to biodiversity values, heritage, character and hazards. This planning proposal implements the Actions of <i>Priority 7: Coordinated and well-planned growth precinct (Thurgoona Wirlinga)</i> and is a specific response to <i>Action 7.1 Review the Thurgoona Wirlinga Precinct Structure Plan</i>.
Albury Local Housing Strategy (LHS) 2023	The LHS identifies the Thurgoona Wirlinga Growth Area as having long-term capacity to 2060 for approximately 14,000 to 21,000 dwellings. The planning

Strategy	Justification
	proposal supports growth in this precinct and will enable more diverse housing options consistent with the LHS. A detailed analysis of dwelling capacity has been provided with the planning proposal (Appendix K) and the draft DCP provides suitable urban design, environmental and sustainability provisions for future residential development.
Thurgoona Wirlinga Precinct Structure Plan	As per Section 1.3 of this report, the Thurgoona Wirlinga Precinct Structure Plan was reviewed, updated and adopted by Council on 8 December 2025. The planning proposal seeks to implement the updated Structure Plan. In preparing the planning proposal, Albury City Council has made some minor refinements in relation to MU1 Mixed Use zoning, minimum lot size, dwelling density, and non-residential floor space controls. Given the high-level nature of a Structure Plan, the variations are not unreasonable.
Towards Albury 2050 Community Strategic Plan (CSP)	The planning proposal is consistent with outcomes and strategic actions of the CSP, including the delivery of suitable residential and commercial development, provision of open space and protection of the environment and heritage values.

3.3Section 9.1 Ministerial Directions

It is noted that the Section 9.1 Directions were updated on 1 July 2026. As this planning proposal was lodged prior to 1 July 2026, it has been assessed against the previous Section 9.1 Directions. The planning proposal's consistency is discussed below:

Table 8 9.1 Assessment of Ministerial Directions

Directions	Consistency	Reasons
1.1 Implementation of Regional Plans	Consistent	As discussed in Section 3.1 of this report, the planning proposal is consistent with the Riverina Murray Regional Plan 2041.
1.4 Site Specific Provisions	Inconsistent, of minor significance	The planning proposal seeks to amend Clauses 7.11 and 7.14 of the Albury LEP 2010 to apply to land proposed to be zoned E3 Productivity Support at Thurgoona Drive. These provisions require the preparation of a site-specific DCP and establish controls relating to non-residential gross floor area. While the proposal introduces site-specific provisions, they are considered of minor significance as they support the orderly development of the proposed E3 Productivity Support zoned land, ensure appropriate urban design outcomes and maintain Albury's commercial hierarchy. The provisions relate to a specific strategic outcome identified in the 2025 Structure Plan and do not undermine the broader objectives of the LEP.
3.1 Conservation Zones	Consistent	The planning proposal is consistent with the Direction 3.1. Biodiversity values within the precinct were identified through the Thurgoona-Wirlinga Biodiversity Assessment (Stage 1 BAM) (Appendix F), which informed the preparation of the 2025 Structure Plan. The proposal seeks to avoid and protect areas of biodiversity significance through the location of urban development, environmental lands and open space corridors. While a small area of C3 Environmental Management zoned

Directions	Consistency	Reasons
		land is proposed to be rezoned RE1 Public Recreation, the proposal does not facilitate development that would compromise identified ecological values and supports the ongoing protection and management of significant environmental features.
4.1 Flooding	Consistent	The planning proposal is consistent with Direction 4.1 Flooding. Flood behaviour within the precinct has been assessed through the Eight Mile Creek Flood Study Review (Appendix R and Appendix S), which informed the 2025 Structure Plan, planning proposal and draft DCP amendment. The study identifies that flooding is generally concentrated along creek corridors and natural drainage lines, which have largely been incorporated into open space, drainage and environmental corridors. The draft DCP incorporates flood planning controls informed by the Flood Study Review and future development applications will be required to demonstrate consistency with Council's flood planning framework. The proposal does not identify any flood-related constraints that would prevent the orderly development of the precinct.
4.3 Planning for Bushfire Protection	Inconsistent, consultation required	The proposal is inconsistent with the direction as consultation with the DCA Hazards and Resource Advisory Team is required. The proposal is supported by the Strategic Bushfire Study (Appendix E). The study concludes that bushfire risk can be appropriately managed and that the proposed settlement pattern can accommodate Asset Protection Zones in accordance with Planning for Bush Fire Protection. The recommendations of the study have informed the draft DCP amendment and future development applications will be required to demonstrate compliance with relevant bushfire protection requirements. Consultation with the DCA Hazards and Resource Advisory team is required prior to public exhibition. A condition of Gateway determination has been included to this effect.
4.4 Remediation of Contaminated Land	Consistent	The planning proposal is consistent with Direction 4.4 Remediation of Contaminated Land. The proposal does not identify any contamination constraints that would prevent the proposed land uses from proceeding. The planning proposal acknowledges that contamination investigations will be undertaken, where required, as part of future development applications to ensure land is suitable for its intended use. In addition, the former Wirlinga Waste Liquid Facility site proposed to be zoned RE1 Public Recreation is supported by a validation report confirming the site's suitability for recreational purposes (Appendix O). The proposal is consistent with the direction.
5.1 Integrating Land Use and	Consistent	The proposal is supported by the Thurgoona-Wirlinga Traffic and Transport Study (Appendix N), Albury Transport Model

Directions	Consistency	Reasons
Transport		Study (Appendix Q) and the Thurgoona Wirlinga Precinct Structure Plan, which have informed the transport and movement network for the precinct. The planning proposal incorporates a road hierarchy, active transport network and future transport connections intended to support access to housing, employment, services and recreation. Further discussion of traffic and transport matters is provided in Section 4.1 of this report. The proposal integrates land use and transport planning by coordinating future urban growth with the provision of transport infrastructure and active transport connections.
5.2 Reserving Land for Public Purposes	Consistent	The planning proposal intends to reserve land for a public purpose through the rezoning of land to RE1 Public Recreation and identification on the Land Reservation Acquisition land map. The subject land is intended to provide additional open space and community facilities to serve the additional population with the Thurgoona Wirlinga precinct. These facilities have been identified through the detailed Structure Plan process and Social Infrastructure Strategy (Appendix I). The planning proposal is consistent with this Direction and it is recommended the Planning Secretary's delegate agree with the reservations of land.
5.5 High pressure dangerous goods pipeline	Consistent	The Eastern Gas Pipeline extends adjacent to the western edge of the precinct along the Hume Highway and therefore Direction 5.5 applies. The planning proposal does not propose any changes that would result in an increase in population within 200 metres of the pipeline or introduce sensitive land uses within 200 metres of the pipeline. Accordingly, the proposal is consistent with the direction.
6.1 Residential Zones	Consistent	The planning proposal is consistent with Direction 6.1 Residential Zones. The proposal facilitates additional housing supply and diversity by introducing a range of residential zones and densities across the precinct, including low density, medium density and mixed-use residential opportunities. Minimum dwelling density controls are proposed to support more efficient use of land and infrastructure and encourage housing diversity within identified centres.
7.1 Employment Zones	Consistent	The planning proposal is consistent with Direction 7.1. The proposal will facilitate employment growth through the introduction of E1 Local Centre, E2 Commercial Centre, MU1 Mixed Use and E3 Productivity Support zoned land within locations identified in the Thurgoona Wirlinga Precinct Structure Plan. The proposal aims to provide opportunities for additional commercial, business and employment-generating development to support the forecast growth of the precinct and reduce the need for residents to travel outside the area for employment and services.
9.1 Rural Zones	Inconsistent, justified	The planning proposal is inconsistent with Direction 9.1 as it proposes to rezone land from the RU2 Rural Landscape zone to R2 Low Density Residential. However, the inconsistency is

Directions	Consistency	Reasons
		Precinct, which has been identified as Albury's primary growth area through the adopted Thurgoona Wirlinga Precinct Structure Plan. The proposal is supported by extensive strategic planning and technical investigations and facilitates the orderly expansion of an existing urban release area to support Albury's long-term housing and employment needs.
9.2 Rural Lands	Consistent	The planning proposal is consistent with Direction 9.2. While the proposal includes the rezoning of a limited area of RU2 Rural Landscape land, it has been informed by detailed strategic planning and incorporates measures to provide appropriate transitions to adjoining rural land, environmental areas and infrastructure corridors. The proposal is not expected to result in significant land use conflict, fragmentation of rural land or adverse impacts on the ongoing use of surrounding rural land.

3.4 State environmental planning policies (SEPPs)

The planning proposal is generally consistent with the relevant State Environmental Planning Policies (SEPPs) outlined in Table 8. Whilst several SEPP provisions will be considered in greater detail at the development application stage, the purpose of this assessment is to ensure the planning proposal and intended outcomes are capable of being achieved having regard to the applicable SEPPs.

Table 9 Assessment of planning proposal against relevant SEPPs

SEPPs	Assessment
Exempt and Complying Development Codes SEPP	The Greenfield Housing Code is intended to apply to urban release areas across NSW. Only part of the Thurgoona Wirlinga Urban Release Area is mapped under the Greenfield Housing Code of this SEPP. As Council is updating the planning controls for this precinct, including the Urban Release Area, it is appropriate to require the Greenfield Housing Code Map be updated to align with the Thurgoona Wirlinga Urban Release Area. A condition has been included in the Gateway determination requiring the planning proposal to be updated to include amendments to the Greenfield Housing Code maps.
Resilience and Hazards SEPP	The proposal is supported by the Strategic Bushfire Study, Eight Mile Creek Flood Study Review and contamination investigations. The recommendations of these studies have informed the planning proposal and draft DCP amendment.
Transport and Infrastructure SEPP	The proposal is supported by the Traffic and Transport Study and Albury Transport Model Study, which informed the future movement network, road hierarchy and active transport connections proposed across the precinct.

SEPPs	Assessment
Biodiversity and Conservation SEPP	The proposal is supported by the Thurgoona Wirringa Biodiversity Assessment and associated environmental investigations, which informed the Structure Plan and planning proposal. Environmental lands, corridors and open space areas have been incorporated to protect identified ecological values.
Primary Production SEPP	The proposal has considered surrounding rural land uses and incorporates measures to provide appropriate transitions between urban development and adjoining rural land. Matters relating to rural land are further addressed under Directions 9.1 and 9.2.

4 Site-specific assessment

4.1 Environmental

Table 10 Environmental impact assessment

Environmental Impact	Assessment
Biodiversity	Part of the precinct is subject to biodiversity certification, initially granted 25 February 2011, and then extended on 17 February 2026. The biodiversity certification will continue to apply until 24 February 2028. The areas proposed to be rezoned for residential and employment zoning are subject to biodiversity certification. A Biodiversity Assessment has also informed the Structure Plan and planning proposal. This assessment has identified biodiversity values across the precinct, notably the presence of 84.5 hectares of native vegetation, two threatened ecological communities and six threatened fauna species. In response, the planning approach to the precinct incorporates waterways and stormwater features into open space networks, protects habitat connectivity, preserves significant woodland and isolated habitat trees, and locates residential development and major infrastructure in areas with limited environmental constraints. It is recommended that a condition of the Gateway determination require consultation with DCA Environment, Biodiversity and Heritage Advisory to review the adequacy of the biodiversity assessment.
Waterways and flooding	The planning proposal is supported by a Flood Study Review and Drainage Study (Appendix C), which demonstrate flood impacts can be mitigated, and stormwater requirements can be achieved within the precinct. Waterways have generally been protected through their inclusion into open space networks. It is noted part of the precinct is identified as a 'sensitive area' on the Natural Resources Sensitivity – Water Map of the Albury LEP 2010. Existing LEP mechanisms ensure these sensitive areas are protected with Clause 7.2 requiring the consent authority considers impacts on water quality, natural flow regime/paths, bed/bank stability, and groundwater. A condition of the Gateway determination requires consultation with the DCA Water Advisory Team and DCCEW - Marine Coastal Estuary and Flood in

Environmental Impact	Assessment
	relation to water sensitivity matters and flooding respectively.
Hazards -Contamination, bushfire and pipelines	The planning proposal has been assessed against the relevant Section 9.1 Directions for contamination, bushfire and proximity to high pressure dangerous pipelines (refer to Section 3.3 of this report). On balance, the proposal is not considered to have a significant adverse impact in relation to these hazards, noting further consultation with the DCA is required under 9.1 Direction 4.3 Planning for Bushfire Protection.
Heritage	<u>Aboriginal Heritage</u> An Aboriginal Cultural Heritage Study (Appendix G) informs the planning proposal. Areas with the highest likelihood of cultural heritage significance are generally concentrated along creek corridors, which are already zoned for conservation and are unaffected by the planning proposal. Due diligence assessments will be required at the Development Application stage and there are provisions included for cultural heritage in the draft DCP. <u>European Heritage</u> The precinct includes several items of local heritage significance listed under the Albury LEP 2010. The planning proposal does not rezone any land subject to heritage listing. Any development of these items, or adjoining land, can consider potential impacts at the Development Application stage.

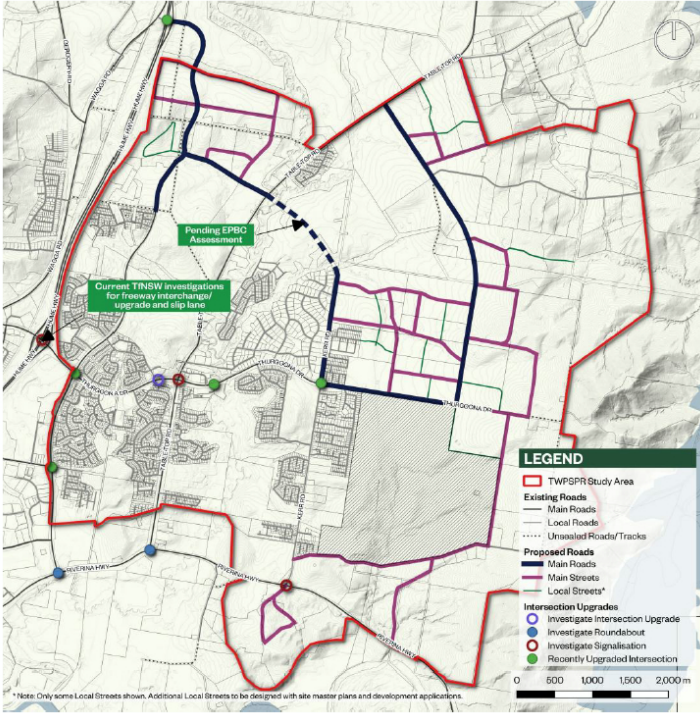
4.2 Social and economic

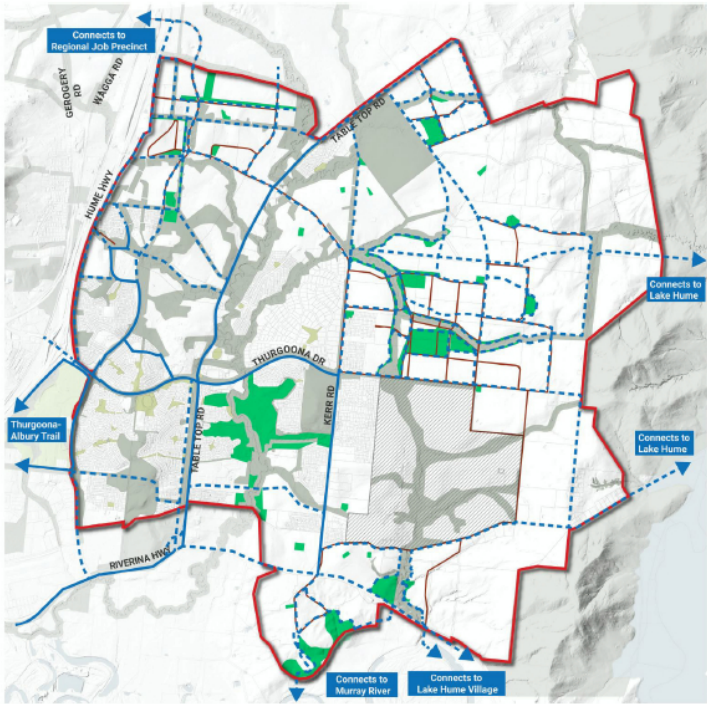
Table 11 Social and economic impact assessment

Social and Economic Impact	Assessment
Social Impacts	The planning proposal is considered to have a positive social impact through additional opportunities for housing diversity and affordability. A Social Infrastructure Strategy (refer Section 4.3 of this report) will also deliver additional open space and facilities for the community.
Economic Impacts	No significant adverse economic impacts have been identified. The proposed rezoning of employment lands is supported by a Retail Floorspace Study (Appendix J), with suitable controls proposed to protect the hierarchy of Albury's centres.

4.3 Infrastructure

Table 12 Infrastructure assessment

Infrastructure	Assessment
Traffic and Transport	The Traffic and Transport Study and Albury Transport Model Study identified that future development of the precinct will place additional demand on the road network, particularly at the Thurgoona Drive and Borella Road interchanges. The studies identify a future movement network comprising upgrades to key roads and intersections, new east-west and north-south connections, active transport links and improved connectivity across the precinct and the broader Albury network. Figure 12 identifies the proposed transport network, including future road connections and intersection upgrades, while Figure 13 identifies existing and proposed active transport connections throughout the precinct.  Figure 12 Road and Street Network Plan (Source: Planning Proposal)

Infrastructure	Assessment
	 LEGEND - Precinct boundary - Existing Parks - Future Open Space - Private Recreation - Conservation Zones - Defence Site - Proposed Roads - Existing Active Transport Links - Future Active Transport Links Figure 13 Active Transport Map (Source: Planning Proposal) The studies have informed the Structure Plan, planning proposal and draft DCP amendment. In addition to identifying upgrades to the road network, the proposal incorporates an active transport network intended to improve connectivity between residential areas, centres, schools, open space and surrounding destinations. While upgrades to transport infrastructure will be required over time, the studies identify a pathway to support future growth and do not identify any fundamental transport constraints that would prevent the proposal from proceeding. Consultation with Transport for NSW during public exhibition will provide an opportunity to further consider impacts on the state road network and any associated infrastructure requirements.
Water and wastewater	The planning proposal is supported by Council's Water and Sewer Masterplans (Appendix D), which have informed the staging framework and expected sequencing of development across the precinct. The planning proposal notes that reticulated water will be extended to the precinct through connection to the existing Albury City water network. The current network servicing Thurgoona Wirlinga has capacity to provide adequate water supply. However, duplication and augmentation of infrastructure will be required over time. In relation to wastewater, the Structure Plan acknowledges that capacity within the existing sewer network is limited and augmentation will be required to accommodate future growth. The Wastewater Infrastructure Master Plan identifies a preferred servicing strategy involving sewer network upgrades, additional wet weather storage and a future Northern Wastewater Treatment Plant. Significant infrastructure upgrades will be required over time, including works associated with

Infrastructure	Assessment
	the planned decommissioning of the Kremur Street Wastewater Treatment Plant. In response to the servicing constraints, the draft DCP amendment incorporates a staging framework intended to align development with the provision of supporting infrastructure. It requires development to generally occur in accordance with the staging plan and for future development applications to demonstrate that adequate servicing capacity is available or can be provided. While upgrades to water and wastewater infrastructure will be required to support the ultimate development of the precinct, the servicing requirements and capacity constraints have been identified through strategic infrastructure planning and incorporated into the proposed development framework. The planning proposal demonstrates that these constraints can be appropriately managed through the proposed staging framework and the timely provision of infrastructure, providing a clear pathway for the orderly development of the precinct. Detailed servicing requirements can be further considered through future development applications.
Open Space	A Social Infrastructure Strategy has informed the open space and community facilities space standards in the Structure Plan, and subsequent planning proposal and draft DCP amendment. The planning proposal incorporates a network of local and district open space, and environmental corridors, throughout the precinct, with the draft DCP amendment providing guidance for future delivery. The proposal demonstrates adequate open space and community infrastructure have been planned to support the future population of the precinct. The proposed open space network has been integrated into the broader precinct structure and no fundamental open space, or community infrastructure constraints have been identified that would prevent the proposal from proceeding.
Drainage	Drainage will be managed in accordance with Thurgoona Wirringa Drainage Strategy and provisions within the draft site-specific DCP.
Electricity	Council consulted with Essential Energy (Appendix P) as part of the Structure Plan process. The precinct is serviced by a network of high voltage and low voltage electrical infrastructure. No issues have been identified, with Council proposing further post-gateway consultation with Essential Energy (and TransGrid), which is appropriate.
Gas and Telecommunications	Gas and telecommunications are available to the precinct, and no significant issues have been identified with delivery of this infrastructure.

5 Consultation

5.1 Community

Council proposes a community consultation period of 28 days.

The planning proposal is categorised as complex and in accordance with the LEP Making Guideline (August 2023), a minimum consultation period of 30 working days is recommended and forms part of the Gateway determination.

5.2 Agencies

Council proposes to consult with:

- Transport for NSW;
- DCCEEW – Environment and Heritage group;
- DCCEEW – Water Group;
- Civil Aviation Safety Authority;
- NSW State Emergency Service;
- NSW Rural Fire Service;
- NSW Environment Protection Authority;
- NSW Police;
- Fire and Rescue NSW;
- Department of Defence;
- TransGrid;
- Essential Energy; and
- Schools Infrastructure NSW.

The proposed agency consultation is considered appropriate and forms a condition of the Gateway determination (with agencies updated to reflect changes relating to the DCA).

6 Timeframe

Council proposes a March 2027 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 complex. The Department recommends an LEP completion date of 30 July 2027 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.

7 Local plan-making authority

Council does not request delegation to be the Local Plan-Making authority due to its interest in the land.

In addition to Council's interests, the Department is also the appropriate LPMA to amend maps which form part of a State Environmental Planning Policy. Accordingly, it is recommended Council not 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:

- It supports the coordinated growth of the precinct consistent with the vision of the Thurgoona Wirringa Precinct Structure Plan 2025.
- It enables housing diversity, protects environmental values and aligns infrastructure delivery with Albury's long-term growth objectives to 2060.
- The planning proposal is consistent with the Riverina Murray Regional Plan 2041, Albury Local Strategic Planning Statement 2020 and Albury local Housing Strategy 2023.
- The planning proposal is consistent with, or justifiably inconsistent with, relevant Section

9.1 Directions except Direction 4.3 Planning for Bushfire Protection which requires post-gateway consultation.

- Subject to mapping updates, the planning proposal is generally consistent with the relevant State Environmental Planning Policies.

Based on the assessment outlined in this report, the proposal must be updated before consultation to include FSR controls and associated mapping and clarify the relevant Urban Release Areas maps are located in SEPP (Planning Systems) 2021 and the amendment to the Albury LEP 2010 will also amend this SEPP.

9 Recommendation

It is recommended the delegate of the Secretary:

- Agree that any inconsistencies with section 9.1 Directions 1.4 Site Specific Provisions and 9.1 Rural Zones are of minor significance and justified; and
- Note that the consistency with section 9.1 Directions 4.3 Planning for Bushfire Protection is unresolved and will require justification.

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. The planning proposal is to be updated to:
 - Include Floor Space Ratio controls and associated Floor Space Ratio Maps.
 - Clarify the relevant Urban Release Areas maps are located in SEPP (Planning Systems) 2021 and the amendment to the Albury LEP 2010 will also amend this SEPP.
 - Include amendments to the Greenfield Housing Codes Maps of SEPP (Exempt and Complying Development Codes) 2008 to align with the Urban Release Areas.
2. Prior to community consultation, consultation is required with DCA Hazards and Resource Advisory Team regarding section 9.1 Direction 4.3 Planning for Bushfire Protection.
3. Public exhibition is required for a minimum of 30 working days.
4. Consultation is required with the following public authorities:
 - DCA Water Advisory Team regarding natural resources and water sensitivity matters.
 - DCA Environmental, Biodiversity and Heritage Advisory Team regarding biodiversity matters.
 - DCCEWW – Marine Coastal Estuary and Flood.
 - Transport for NSW.
 - NSW State Emergency Service.
 - Fire and Rescue NSW.
 - Civil Aviation Safety Authority.
 - NSW Police.
 - NSW Environment Protection Authority.
 - Department of Defence.
 - Transgrid.
 - Essential Energy.
 - Schools Infrastructure NSW.
5. The planning proposal and site-specific development control plan should be exhibited concurrently and made available for community consultation for a minimum of 30 working

days.

Given the nature of the planning proposal, it is recommended that the Gateway does not authorise council to be the local plan-making authority and that an LEP completion date of 30 July 2027 be included on the Gateway.



10/8/26

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12/8/2026

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