



# **GUIDELINES**

*For the preparation of a*  
**DEVELOPMENT REPORT**

*For the*

**Wine Bottling and Storage Facility**

*Proposal by Beringer Blass Wine Estates  
Limited*







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*Proposal by Beringer Blass Wine Estates  
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**Major Developments Panel  
South Australia**

[www.planning.sa.gov.au/md\\_panel](http://www.planning.sa.gov.au/md_panel)

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# 1 BACKGROUND

- 1.1 The Minister for Urban Development and Planning is assessing the environmental, social and economic impacts of the proposal by Beringer Blass Wine Estates Limited (Beringer Blass) to develop a wine bottling and storage facility on Pipeline Road about 4 km northeast of Nuriootpa.
- 1.2 On 20 November 2003, the Minister for Urban Development and Planning made a declaration in *The South Australian Government Gazette* for the proposed development to be assessed as a Major Development under the provisions of Section 46 of the *Development Act 1993* (the Act).
- 1.3 The development is proposed to be undertaken in several stages over a ten year period. In the first year of operation the proponent has stated that some 5 to 6 million cases of bottled wine will be packaged at the site and shipped from the Port of Adelaide. This is expected to rise (conservatively) at a compounding growth rate of 10%, representing some 20 million cases of wine per year at or about 2014.
- 1.4 Specifically the proposal includes:
  - 1.4.1 An administration building and associated car parking located adjacent to Light Pass Road and in front of the bottling hall and warehouse.
  - 1.4.2 Bottling Area, incorporating:
    - unloading canopy for the delivery of packaging materials
    - glass and dry goods storage area
    - bottling area
    - cellar area
    - de-palletising and palletising areas on either side of the bottling area
    - laboratory and offices
    - rework area for the purpose of placing wine medal labels on previously bottled wine
    - staff amenities
  - 1.4.3 Warehouse Area:
    - finished goods warehouse for temporary storage of bottled product
    - canopy for the loading and despatch of bottled product
  - 1.4.4 Ancillary Facilities:
    - gate house and security
    - workshop and services area
    - storage areas for spent pallets, recyclable material, broken glass and plastics
    - recharge area for batteries from fork lift trucks
    - underground tunnel across Light Pass Road to enable access from the proposed site to the Beringer Blass Winery and conveyance of services
    - parking area for loaded and un-loaded trailers

- 1.4.5 Establishment of a 60 mega litre stormwater dam on the southern side of the proposed facility for storage of runoff from roofed and hardstand areas. Beringer Blass has indicated a range of options for re-use; including aquifer storage, on-site use as potable water after treatment, on-site irrigation to vineyards and landscaped areas and off-site irrigation.
- 1.4.6 Wastewater is to be directed to the existing wastewater treatment system at the winery.
- 1.4.7 Retention of a significant portion of the existing vineyard adjacent to Light Pass Road and establishment of additional vines along Pipeline Road.
- 1.4.8 Establishment of landscaped buffers on the southern part of the site, between the buildings and proposed stormwater dam and around the building area.
- 1.5 Access to the site will be from the sealed Light Pass Road via Carrara Road (an existing heavy vehicle route). Traffic associated with the proposal will comprise heavy vehicles, staff vehicles, maintenance and waste collection vehicles
- 1.6 The Major Developments Panel (Panel) has now determined that the Beringer Blass Bottling Plant proposal will be subject to the processes and procedures of a Development Report (DR), as set out in Section 46D of the Act.
- 1.7 Beringer Blass (the proponent) has been advised by the Minister for Urban Development and Planning that a DR is required to assist the Governor in assessing the environmental, social and economic impacts of the proposal. A DR is a document that describes what the proponent wants to do, what the impacts will be and how the proponent plans to manage the impacts.
- 1.8 The Panel has prepared these Guidelines based on the significant issues relating to the proposed development. These significant issues have been determined as relevant for assessment of the proposal. To assist in determining the significant issues, an Issues Paper was released on 14 January 2004 for a period of 4 weeks for public and Government agency comment. The Panel considered the issues in the submissions in preparing the Guidelines. These Guidelines identify the potential effects of the proposal and the matters that should be addressed in the DR.
- 1.9 A further opportunity for public comment will occur when the completed DR is released for comment. At that time, an advertisement will be placed in the *Advertiser* and relevant local newspapers to indicate where the DR document is available and the length of the public exhibition period, during which time written submissions can be made to the Minister for Urban Development and Planning.
- 1.10 The Panel's role in the assessment process is now fulfilled. The Minister will continue with the assessment process under Section 46 of the Act, from this point. The object of Section 46 is to ensure that matters affecting the environment, the community or the economy to a significant extent, are fully examined and taken into account in the assessment of this proposal.

- 1.11 The documentation and the analyses from the assessment process will then be used by the Governor in the decision-making process, under Section 48 of the Act, to decide whether the proposal can be approved, and the conditions that will apply.



## **2 THE DEVELOPMENT REPORT PROCESS**

- 2.1 A DR, as defined in Section 46 of the Act, includes a description and analysis of issues relevant to the development and the means by which those issues can be addressed.
- 2.2 The DR should detail the expected environmental, social and economic effects of the development. The DR must consider the extent to which the expected effects of the development are consistent with the provisions of any relevant Development Plan, the Planning Strategy and any matter prescribed by the Regulations under the Act. The DR should state the proponent's commitments to meet conditions (if any) to avoid, mitigate or satisfactorily control and manage any potential adverse impacts of the development on the environment. Further to this, any other particulars required by the Minister must be considered.
- 2.3 In preparing the DR, the proponent should bear in mind the following aims of the DR and public review process:
  - 2.3.1 To provide a source of information from which interested individuals and groups may gain an understanding of the proposal, the need for the proposal, the alternatives, the environment which would be affected, the impacts that may occur and the measures to be taken to minimise these impacts.
  - 2.3.2 To provide a forum for public consultation and informed comment on the proposal.
  - 2.3.3 To provide a framework within which decision-makers may consider the environmental aspects of the proposal in parallel with economic, technical and other factors.
- 2.4 Following the release of these Guidelines (Section 46D Appendix A):
  - 2.4.1 The DR must be prepared by the proponent in accordance with these Guidelines.
  - 2.4.2 On completion of the DR, the report is submitted to the Minister for public release.
  - 2.4.3 The DR is referred to the Barossa Council and to any prescribed authority or body and other relevant authorities or bodies for comment.
  - 2.4.4 Public exhibition of the DR document by advertisement is undertaken for at least 15 business days and written submissions are invited.
  - 2.4.5 Copies of the submissions from the public, Council and other relevant agencies will be given to Beringer Blass soon after closing of the public comment period.
  - 2.4.6 The proponent may prepare a written response, in a 'Response Document', to the matters raised by the Minister, and Council or any prescribed or specified authority or body, and the public. The proponent is given 10 business days to provide this Response Document to the Minister.

- 2.4.7 The Minister then prepares an Assessment Report taking into account any submissions and the proponent's response. Comments from the Council or other authority or body may be considered as the Minister thinks fit.
- 2.4.8 The Assessment Report and the Response Document will be kept available for inspection and purchase at a place determined by the Minister for a period determined by the Minister. Availability of each of these documents will be notified by advertisements in the *Advertiser* newspaper.
- 2.4.9 A copy of the DR, any Response Document prepared by the proponent and the Assessment Report will be given to the Council.
- 2.4.10 When a proposal is subject to the DR process, the Governor is the relevant decision maker under Section 48 of the Act.
- 2.4.11 In arriving at a decision, the Governor must have regard to:
- Provisions of the appropriate Development Plan and Regulations
  - If relevant, the Building Rules
  - The Planning Strategy
  - DR and the Assessment Report
  - If relevant, the *Environment Protection Act 1993*.
- 2.4.12 The Governor can indicate at any time, and prior to completion of the assessment process, that the development will not be granted authorisation. This may occur if it is clear that the development is inappropriate or cannot be managed properly. This is commonly referred to as an "early no."

### **3 THE DEVELOPMENT REPORT DOCUMENT**

- 3.1 The Guidelines set out the major issues associated with the proposal and set out their degree of significance as determined by the Panel. It describes each issue and then outlines the way that these issues should be dealt with in the DR.
- 3.2 In these Guidelines, the terms 'description' and 'discussion' should be taken to include both quantitative and qualitative material as practicable and meaningful. Similarly, adverse and beneficial effects should be presented in quantitative and/or qualitative terms as appropriate.
- 3.3 The main text of the DR should be clear and precise and presented in terms that are readily understood by the general reader. Technical details should be included in the appendices so that the DR forms a self-contained entity.
- 3.4 The document should give priority to the major issues associated with the proposal. Matters of lesser concern should be dealt with only to the extent required to demonstrate that they have been considered to assist in focussing on the major issues.
- 3.5 The DR should provide the following:

#### **3.5.1 SUMMARY**

The DR should include a concise summary of the matters set out in Section 46D of the Act and include all aspects covered under the headings set out in the Guidelines below, in order for the reader to obtain a quick but thorough understanding of the proposal and the resulting environmental impact.

#### **3.5.2 INTRODUCTION**

The introduction to the DR should briefly cover the following:

- Background to and objectives of the proposed development
- Details of the proponent
- Staging and timing of the proposal
- Relevant legislative requirements and approval process
- Purpose and description of the DR process

#### **3.5.3 NEED FOR THE PROPOSAL**

This section of the DR should contain a brief statement of the objectives of, and justification for, the proposal, including:

- the specific objectives the proposal is intended to meet;
- expected regional, state or national benefits and costs (including those that cannot be adequately described in monetary or physical terms, eg. effects on cultural and aesthetic amenity); and
- a summary of environmental, economic and social arguments to support the proposal, including the consequences of not proceeding with the proposal.

### 3.5.4 DESCRIPTION OF THE PROPOSAL

The description of the proposal should cover its construction and operation, and include the location and layout of the building and infrastructure availability and requirements.

### 3.6 The Development Report must include the following

#### 3.6.1 ASSESSMENT OF EXPECTED ENVIRONMENTAL SOCIAL AND ECONOMIC EFFECTS

The assessment of effects should include all issues identified in Section 4 of these Guidelines.

#### 3.6.2 CONSISTENCY WITH GOVERNMENT POLICY

The Act requires the DR to state its consistency with the relevant Development Plan and Planning Strategy.

#### 3.6.3 AVOIDANCE, MITIGATION, MANAGEMENT AND CONTROL OF ADVERSE EFFECTS

The proponent's commitments to meet conditions to avoid, mitigate, satisfactorily manage and/or control any potentially adverse impacts of the development on the physical, social or economic environment must be clearly identified.

### 3.7 ADDITIONAL INFORMATION

#### 3.7.1 Sources of Information

The sources of information (eg reference documents, literature searches, research projects, authorities consulted) should be fully referenced. Where judgments are made, or opinions given, these will need to be clearly identified as such, and the basis on which these judgments or opinions are made will need to be justified. The expertise of those making the judgement including the qualifications of consultants and authorities should also be provided.

#### 3.7.2 Appendices

Technical and additional information relevant to the DR that is not included in the text should be included in the appendices (maps, graphs, tables, photographs, report etc). A glossary may also be appropriate.

The design of the proposal should be flexible enough to incorporate changes to minimise any impacts highlighted by this evaluation or by post-operation monitoring programs, if applicable.

### 3.7.3 Other

Appropriate plans, drawings and elevations are needed for the decision to be made and as much information as possible should be provided.



## **4 THE MAIN ISSUES**

### **4.1 THE PROPOSAL**

- 4.1.1 Describe the processes and layout of the facility.
- 4.1.2 Detail the need for the proposed development in terms of proposed location and staging, economic benefit to the State and Australia and synergies with the existing Beringer Blass winery.
- 4.1.3 Provide comment on alternative plant locations considered within the region and adjacent areas, including potentially siting it in the Industry (Gawler Belt) Zone or the Port Adelaide region or interstate and reasons for selection of the proposed site.
- 4.1.4 Assess the “do nothing” option for the proposed site.

### **4.2 ECONOMIC ISSUES**

- 4.2.1 Assess the significance of the proposed development on the viticulture industry and local/regional/state economy.
- 4.2.2 Assess the impact on other wine processing activities in the region.
- 4.2.3 Provide details of the impact on export capacity for the State.
- 4.2.4 Provide details on the economic effects of the proposal in terms of local or broader employment generation from construction and on-going operational activities of the proposed development, including the “multiplier effect”.
- 4.2.5 Outline the potential for the proposed development to attract and enhance the business operations of other allied industries and commercial ventures.
- 4.2.6 Describe any potential costs or savings to the Government of infrastructure expansion with regard to transport networks, water supply, electricity and gas.
- 4.2.7 Outline the financial strategies to be employed to ensure the relevant infrastructure is in place for each stage of the project.
- 4.2.8 Discuss the effect of loss of land for viticulture purposes and impacts (if any) on adjacent properties.
- 4.2.9 Describe the land tenure arrangements during and after construction of each stage.

### **4.3 EFFECTS ON COMMUNITIES**

#### ***Amenity***

- 4.3.1 Describe how potential sources of air pollution (dust, odour, atmospheric emissions from production) will be controlled and monitored during construction and development of the site and during operation.
- 4.3.2 Provide information on the expected levels of environmental noise associated with the construction and operation of the facility, identifying all potential noise sources.
- 4.3.3 Describe the extent to which these noise emissions can be reduced and contained to minimise effects upon adjacent residences and the wider locality.
- 4.3.4 Provide an outline of an environmental management plan to deal with construction and operational activities, including noise, dust, and odour.

#### ***Visual Impact***

- 4.3.5 Describe the relationship of the proposed development to existing dwellings.
- 4.3.6 Assess the visual impact of the development on the existing rural character of the area, taking into account the intensity, height and scale of the new buildings, power lines, earthworks and the effects on views from Sturt Highway, surrounding roads and throughout the locality, including tourist routes.
- 4.3.7 Assess the visual impact on surrounding landowners and occupiers, particularly those located near to the proposed development (Pipeline Road and Light Pass Road) and other adjacent roads where residents would have a direct line of sight.
- 4.3.8 Provide details on the design treatment, colours and materials of buildings and structures along road frontages and how these will ameliorate potential visual impacts.
- 4.3.9 Describe the effects and management of lighting and proposed signage.
- 4.3.10 Provide details of the proposed landscape treatment, design and construction of the facility and opportunities for ameliorating visual impacts, such as establishing the built form at a lower topographical level.

#### ***Aboriginal Heritage***

- 4.3.11 Identify the effect on any Aboriginal sites of archaeological, anthropological or other significance under the *Aboriginal Heritage Act 1988*, including any sites listed in the Register of the National Estate and the SA Register of Aboriginal Sites and Objects, or identified after consultation with Aboriginal councils and groups.

- 4.3.12 Identify any native title issues and seek advice on any compliance with or requirements of the *Native Title Act 1993 (Cth)* and the *Native Title (South Australia) Act 1994*.
- 4.3.13 Describe the impact on any Native Title Claimants and the consequent impact on the potential ongoing enjoyment of native title rights (if any) by native titleholders.
- 4.3.14 Detail steps, if required, to include negotiations with possible native title claimants.

### ***Employment and Services***

- 4.3.15 Outline the size and source of the construction workforce and identify how accommodation requirements would be met.
- 4.3.16 Indicate the long-term employment requirements during operation.
- 4.3.17 Describe the implications for public service providers, including health, education and recreation, to support the proposed development.
- 4.3.18 Assess the impact on other local and regional land uses.

## **4.4 TRANSPORT**

- 4.4.1 Assess the benefits of not having to transport wine products to Merbein, particularly in relation to safety, total vehicle kilometres travelled, fuel consumption and greenhouse emissions. This should include a comparison of the subsequent transport of bottled products to export markets and the potential for rail use as opposed to road transport.
- 4.4.2 Describe the cost benefits of establishing the development at the proposed site in terms of safety, heavy vehicle access, proximity to raw products and export markets, the potential for rail use, total vehicle kilometres travelled, fuel consumption and greenhouse emissions.
- 4.4.3 Indicate the potential for other wineries to utilise the facility, with consequential transport implications.
- 4.4.4 Describe the origin and destination, transport routes, and effects on other transport network users associated with the transport of raw materials during construction and operation phases.
- 4.4.5 Describe the existing transport movements on Sturt Highway and Light Pass Road.
- 4.4.6 Identify the types of vehicles, nature and frequency of vehicle movement and access to and from the site during the construction and operation phases.
- 4.4.7 Indicate the proposed management of physical and safety issues on the surrounding road network.

- 4.4.8 Identify any required road works and their co-ordination with planned local and regional road upgrades to accommodate the proposed development.
- 4.4.9 Outline the nature and frequency of traffic movement within the site during operations.
- 4.4.10 Assess the traffic impact of the proposed development on the Sturt Highway junctions/intersections that will be used during the construction and operation phases and identify the required road works (if any) in consultation with Transport SA to ensure that safety and operation of these junctions/intersections is not compromised.

## **4.5 ENVIRONMENTAL ISSUES**

### ***Waste Water Management***

- 4.5.1 Describe the proposed wastewater treatment system (including sewage) and effects on the existing system at the Beringer Blass Winery in terms of physical, chemical and biological loading, ability of the system to cope with the additional volume of waste water and need or otherwise for augmentation, to ensure compliance with relevant legislative requirements.
- 4.5.2 Outline contingency measures that would be adopted in the event of a system failure.
- 4.5.3 Identify ways in which mains water use can be minimised or supplemented by re-use of wastewater and, if used for irrigation, demonstrate that it complies with the requirements of the Water Resources Act 1997 and EPA policies and guidelines.

### ***Surface Water***

- 4.5.4 Discuss the existing surface water catchment and drainage and describe the proposed management measures for the facility.
- 4.5.5 Indicate the level of water usage for the proposed development, impacts on existing users and identify ways in which mains water use can be minimised or supplemented by re-use of stormwater.
- 4.5.6 Describe how the proposed development complies with the Water Allocation Plan for the Barossa Prescribed Water Resource Area.
- 4.5.7 Detail flood mitigation strategies including prevention of flooding from off-site and surface water runoff to adjacent properties. This should include details of the control structures for sediment and overflow, taking into account any design parameters which are used by local councils.
- 4.5.8 Describe the management of run-off from the roof and hard stand areas in terms of treatment, re-use and storage.

### ***Groundwater***

- 4.5.9 Detail any groundwater investigations undertaken on the site or in the locality of the site and the known existing groundwater environmental conditions.
- 4.5.10 Assess the potential impact the proposed development may have on groundwater quality.
- 4.5.11 Detail any seasonal variations of groundwater level and the impact this may have on proposed building structures, water storage ponds and the underground access tunnel.
- 4.5.12 Detail the measures to be taken to protect and monitor groundwater resources.

### ***Waste Management***

- 4.5.13 Identify the solid waste materials from construction and operation, including those from maintenance and other activities.
- 4.5.14 Describe the methods for collection, processing and disposal of solid wastes during construction and operation.
- 4.5.15 Describe the proposed resource recovery and recycling initiatives for the proposed development during construction and operation.

### ***Energy***

- 4.5.16 Assess greenhouse emissions from the proposed development.
- 4.5.17 Describe energy conservation measures associated with the design and operation of the proposed development.

### ***Vegetation***

- 4.5.18 Discuss the preservation of any native vegetation or threatened species at the site and describe the use of amenity/landscape plantings utilising local species.
- 4.5.19 Describe how weed species will be prevented from being transported onto the site and off-site during construction and operation.

### ***General***

- 4.5.20 Describe the existing environmental conditions at the site.
- 4.5.21 Identify whether there is potential for a change in the incidence of frost events on adjoining properties as a result of shielding from the building and proposed vegetation, and comment on strategies that would be adopted to negate or control such risks.

4.5.22 Assess the potential noise impacts on nearby residents should frost fans be required.

#### **4.6 CONSTRUCTION AND OPERATIONAL EFFECTS**

4.6.1 Provide a site construction plan and outline strategies to minimise effects on the local environment.

4.6.2 Identify the source of any construction materials, including the origin of fill for acoustic mounds and land forming.

4.6.3 Describe the transport and storage of any construction materials to minimise effects on the local amenity.

4.6.4 Identify the measures for the control of dust, mud, vibration, noise, stormwater, litter/waste and pollution of groundwater during construction and operation.

4.6.5 Describe the options for recycling of pavement materials and building materials when removed on the completion of Stage 1, to enable future expansion of the proposed development.

4.6.6 Describe the implementation of environmentally acceptable work practices and monitoring programs.

#### **4.7 EFFECTS ON INFRASTRUCTURE REQUIREMENTS**

4.7.1 Detail the location of existing public utility and private utility services (water, sewerage, electricity and gas) and describe how the proposed development will affect these services, in particular as a result of establishment of the access tunnel under Light Pass Road.

4.7.2 Describe the impact on existing road networks due to changes in traffic movement.

4.7.3 Provide details of emergency services arrangements.

#### **4.8 RISK/HAZARD MANAGEMENT**

4.8.1 Describe strategies for ensuring public safety during construction and operation.

4.8.2 Describe procedures to prevent and manage pollution spills during construction and operation.

4.8.3 Detail fire management procedures.

4.8.4 Outline the methods for the transport, storage and management of dangerous substances and hazardous materials.

#### **4.9 PLANNING AND ENVIRONMENTAL LEGISLATION AND POLICIES**

- 4.9.1 Describe the proposal's consistency with the relevant Development Plan, Planning Strategy for Regional South Australia and the Barossa Region Strategy Plan.
- 4.9.2 Identify any changes that may be required to the zoning of the site.
- 4.9.3 Describe the proposal's consistency with State and Commonwealth legislation and policies relating to conservation and protection of the environment.



## APPENDIX A

### Development Act 1993, Section 46D:

#### DR process - Specific provisions

**46D.** (1) This section applies if a DR must be prepared for a proposed development.

(2) The Minister will, after consultation with the proponent -

(a) require the proponent to prepare the DR; or

(b) determine that the Minister will arrange for the preparation of the DR.

(3) The DR must be prepared in accordance with guidelines determined by the Major Developments Panel under this subdivision.

(4) The DR must include a statement of -

(a) the expected environmental, social and economic effects of the development;

(b) the extent to which the expected effects of the development are consistent with the provisions of -

(i) any relevant Development Plan; and

(ii) the Planning Strategy; and

(iii) any matters prescribed by the regulations;

(c) if the development involves, or is for the purposes of, a prescribed activity of environmental significance as defined by the *Environment Protection Act 1993*, the extent to which the expected effects of the development are consistent with -

(i) the objects of the *Environment Protection Act 1993*; and

(ii) the general environmental duty under that Act; and

(iii) relevant environment protection policies under that Act;

(d) the proponent's commitments to meet conditions (if any) that should be observed in order to avoid, mitigate or satisfactorily manage and control any potentially adverse effects of the development on the environment;

(e) other particulars in relation to the development required -

- (i) by the regulations; or
- (ii) by the Minister.

(5) After the DR has been prepared, the Minister -

(a) -

- (i) must, if the DR relates to a development that involves, or is for the purposes of, a prescribed activity of environmental significance as defined by the *Environment Protection Act 1993*, refer the DR to the Environment Protection Authority;
- (ii) must refer the DR to the relevant council (or councils), and to any prescribed authority or body; and
- (iii) may refer the DR to such other authorities or bodies as the Minister thinks fit,

for comment and report within the time prescribed by the regulations; and

(b) must ensure that copies of the DR are available for public inspection and purchase (during normal office hours) for at least 15 business days at a place or places determined by the Minister and, by public advertisement, give notice of the availability of copies of the DR and invite interested persons to make submissions to the Minister on the DR within the time determined by the Minister for the purposes of this paragraph.

(6) The Minister must, after the expiration of the time period that applies under subsection (5)(b), give to the proponent copies of all submissions made within time under that subsection.

(7) The proponent may then prepare a written response to -

- (a) matters raised by the Minister, the Environment Protection Authority, any council or any prescribed or specified authority or body, for consideration by the proponent; and
- (b) all submissions referred to the proponent under subsection (6),

and provide a copy of that response to the Minister within the time prescribed by the regulations.

- (8) The Minister must then prepare a report (an "**Assessment Report**") on the matter taking into account -
- (a) any submissions made under subsection (5); and
  - (b) the proponent's response (if any) under subsection (7); and
  - (c) comments provided by the Environment Protection Authority, a council or other authority or body; and
  - (d) other comments or matter as the Minister thinks fit.
- (9) Copies of the DR, any response under subsection (7) and the Assessment Report must be kept available for inspection and purchase at a place determined by the Minister for a period determined by the Minister.
- (10) If a proposed development to which a DR relates will, if the development proceeds, be situated wholly or partly within the area of a council, the Minister must give a copy of the DR, any response under subsection (7) and the Assessment Report to the council.





