ITEM 2

PROPOSED AMENDMENT OF YARROWLUMLA LOCAL ENVIRONMENTAL PLAN 2002 TO ALLOW THE REZONING OF LOT 1 DP 790570 RYRIE STREET MICHELAGO FROM 1 (A) (GENERAL RURAL ZONE) TO 2 (V) (VILLAGE ZONE)

Reporting Officer	File No
Town Planner	6226 & PL/STR/24
Budget Allocation N/A	Expenditure to Date N/A
Effect of Recommendation on Buc	lget N/A

Report/Summary

A Planning Proposal to rezone Lot 1 DP 790570 Ryrie Street, Michelago from 1(a) (General Rural Zone to 2(v) (Village Zone) under the *Yarrowlumla Local Environmental Plan 2002* has been prepared following Council receiving a draft Planning Proposal from the property owners' planning consultant.

Commentary

Background

Council has received a Planning Proposal which seeks to rezone Lot 1 DP 790570 from 1(a) (General Rural Zone) to 2(v) (Village Zone) under the *Yarrowlumla Local Environmental Plan 2002*. The Planning Proposal was prepared by a planning consultant engaged by the owners of the subject lot. The Planning Proposal suggests that the land (if the rezoning occurs) could be subdivided to create 19 residential lots, a lot for the existing service station and one lot for the existing motel and restaurant. The proposed subdivision layout is shown in the appendices of the Planning Proposal. It is suggested that this Planning Proposal be viewed as a draft Planning Proposal.

To progress this matter, Council staff have prepared a Planning Proposal which is included with this Report. It is recommended that both the Council Planning Proposal and the draft Planning Proposal be forwarded to the Director-General of the NSW Department of Planning for a Gateway Determination.

Lot 1 DP 790570 is 6.705 hectares (Cooma-Monaro Shire Council rates data base) and is located on the northern side of the intersection of the Monaro Highway and Ryrie Street, Michelago on the edge of the village of Michelago. The lot contains an operating service station, restaurant, motel and internal access roads. Access to the lot is from Ryrie Street. The village of Michelago does not have a water or wastewater system, has a primary school and a general store.

Development approval for the subdivision of the lot to create two lots was given in September 2005. One lot is to contain the motel and restaurant and the other lot is to contain the service station and remaining land. It appears that this development consent may have lapsed. The situation is being considered by Council's planning staff and the property owners' planning consultant.

As stated in the report to the February 2011 Council meeting, the owners of Lot 1 DP 790570 have sought to have the rezoning request considered outside of the development of the *draft* Cooma-Monaro Local Environmental Plan. The NSW Department of Planning has requested that a justification be provided to the Department as to why this should occur.

The future direction of the village of Michelago has been considered as part of the Strategic Planning Project however, no consultation with government agencies regarding the future

direction of the village has taken place as the *draft* Local Environmental Plan project has not progressed to Section 62 of the *NSW Environmental Planning and Assessment Act 1979* (consultation with the government agencies on a draft of the Local Environmental Plan). The future direction of Michelago is primarily outlined in a *draft* Twenty Year Strategic Direction for the Cooma-Monaro local government area. This document has been prepared in addition to the *draft* Local Environmental Plan. As also stated in the report to the February 2011 Council meeting, a final draft of this document has been developed however, as it is some time since the draft was completed and a number of circumstances may have changed, the draft is being reviewed by staff, with the reviewed document to be considered by Council at a future LEP workshop session.

It is anticipated that the *draft* Twenty Year Strategic Direction it will be exhibited at the same time as the *draft* Local Environmental Plan.

As part of the Strategic Planning Project in 2005 and 2006, Council canvassed the development of the village through a community consultation session in each of these years. There appeared to be general support for growth however, the future size of the village or locations for development were not discussed.

Legislative process for a rezoning proposal

The following section outlines the process when the rezoning of land is sought by a property owner.

A Planning Proposal based on the information submitted by the proponent is prepared by Council. If Council wishes to proceed with the amendment of the Local Environmental Plan (required for a rezoning to occur), then the Planning Proposal is referred to the Director-General of the NSW Department of Planning for a Gateway Determination. It should be noted that if it is determined through the Gateway Determination process then the Planning Proposal can continue, this does not mean that a rezoning is certain. The continuation allows the Planning Proposal to be advertised, consultation with the community and government agencies to occur and any required assessments to be undertaken. Once this stage is completed, Council and then the NSW Department of Planning consider whether the Local Environmental Plan is to be amended. Only the Minister of Planning is able to amend a Local Environmental Plan.

Other rezoning proposals in the Michelago area

Since the commencement of the Strategic Planning Project in 2004, several rezoning requests concerning the Michelago area have been submitted to Council. The requests generally sought to rezone land from general rural to either village or rural residential land uses. These requests have been considered as part of the Strategic Planning Project however, until the *draft* Twenty-year Strategic Direction and *draft* Cooma-Monaro Local Environmental Plan are placed on exhibition or the property owner(s) indicate that they wish to prepare a Planning Proposal concerning a rezoning, the request will not be discussed in detail with the property owner(s).

Following a resolution at the February 2011 Council meeting, Council has commenced a process of determining which of the rezoning requests received since the commencement of the Strategic Planning Project are still wanting to be pursued by the property owners. At the time of writing this report this process had not been completed. It is likely that the consideration of this Planning Proposal outside of the draft Local Environmental Plan will set a precedent.

Conclusion

It is concluded from Council's strategic planning work, the draft Planning Proposal and the environmental assessments undertaken by the property owners that the Planning Proposal for the rezoning of Lot 1 DP 790570 should be forwarded to the Director-General of the NSW Department of Planning for a Gateway Determination.

It appears highly likely that existing studies and reports (some of which are now several years old) would have to be updated, along with the provision of additional reports (e.g. stage 2 contaminated land assessment).

Justification for considering the Planning Proposal outside of the preparation of the draft Cooma-Monaro Local Environmental Plan

Council commenced the development of a *draft* comprehensive Cooma-Monaro Local Environmental Plan in late 2004 as part of the Cooma-Monaro Strategic Planning Project. Following correspondence with the NSW Department of Planning in 2005, Council told those seeking a rezoning of land that rezoning requests would be considered as part of the development of the *draft* comprehensive Cooma-Monaro Local Environmental Plan. It was anticipated that the *draft* comprehensive Local Environmental Plan would have been gazetted by now. However, the resolution of the 'averaging' provision matter has still not occurred and this has delayed the progress of the *draft* comprehensive Local Environmental Plan.

Given the above situation, it is concluded that whilst it is preferable that rezoning requests be considered as part of a *draft* comprehensive Cooma-Monaro Local Environmental Plan that it is unfair not to consider the rezoning request concerning Lot 1 DP 790570 now as the property owners have been waiting over five years for an outcome. Additionally, as the rezoning of the land for residential purposes will provide additional residential lots which will assist in satisfying the demand for such lots in Michelago, it is prudent to commence the rezoning process now. Delaying the process by including it in the draft comprehensive Local Environmental Plan will not provide any benefits in this instance. The property owners will be required to reassess and undertake an additional environmental assessment. It will take some time for this to occur and if the outcome is favourable and the draft Local Environmental Plan progresses it may be possible to include the rezoning in the draft comprehensive Local Environmental Plan.

Cooma-Monaro Shire Council Planning Proposal

Amendment of Yarrowlumla Local Environmental Plan 2002 to rezone Lot 1 DP 790570 Ryrie Street, Michelago from 1 (a) (General Rural Zone) to 2 (v) (Village Zone)

The Planning Proposal concerns Lot 1 DP 790570, Ryrie Street, Michelago. The lot is currently zoned 1 (a) (General Rural Zone) under the *Yarrowlumla Local Environmental Plan 2002*.

Lot 1 DP 790570 is 6.705 hectares (Cooma-Monaro Shire Council rates data base) and is located on the northern side of the intersection of the Monaro Highway and Ryrie Street, Michelago on the edge of the village of Michelago. The lot contains an operating service station, restaurant, motel and internal access roads. Access to the lot is from Ryrie Street. The location of the lot is shown in Figure 1 below.

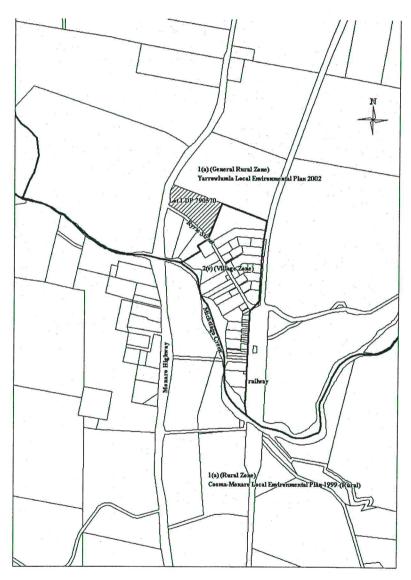


Figure 1Location of Lot 1 DP 790570 and current landuse zoning

The village of Michelago does not have a reticulated water or wastewater system, has a primary school and a general store. There are currently approximately forty dwellings in the village area. The village is forty minutes from Queanbeyan and Canberra via the Monaro

REPORT OF DIRECTOR OF ENVIRONMENTAL SERVICES TO COUNCIL 11.4.2011

Highway and offers a village lifestyle which many people seek as an alternative to that of a large urban area.

Part 1 Intended outcomes

Amendment of *Yarrowlumla Local Environmental Plan 2002* to rezone Lot 1 DP 790570 Ryrie Street, Michelago from 1 (a) (General Rural Zone) to 2 (v) (Village Zone).

Part 2 Explanation of the provisions that are to be included in the proposed local environmental plan

The rezoning of Lot 1 DP 790570 will extend the Michelago 2 (v) (Village Zone) allowing residential development (with consent) to occur on Lot 1 DP 790570.

Part 3 Justification for the intended outcomes and the process for their implementation

Community consultation since 2005 has generally supported the growth of the village.

Since 1 July 2006, there have been five subdivision approvals for the creation of a total of 27 residential lots in the 2(v) (Village Zone). There have also been eight approvals for dwellings. Whilst there is a small amount of vacant land remaining in the 2(v) village land use zone, some of it is unsuitable for further residential development primarily due to the shape of the lot and/or the location of existing dwellings.

The village provides an alternative to living in the large urban areas of Canberra and Queanbeyan. There are people in the region who are seeking a village lifestyle.

Section A-Need for the planning proposal

1 Is the planning proposal a result of any strategic study or report?

Currently there is no published strategic study or report. However, Council has prepared a draft Twenty Year Strategic Direction for the whole of the Cooma-Monaro local government area which most likely will be exhibited with the draft Local Environmental Plan. The draft is currently being reviewed as some circumstances concerning Michelago have changed. It is probable that the reviewed draft Twenty Year Strategic Direction will support the growth of the village of Michelago.

A Structure Plan to be developed by Council will determine the size of the future village, hard and soft infrastructure requirements and the type of land uses required.

A Structure Plan would include matters such as:

- the size of the village, future character and areas for future residential development
- the type and amount of land that needs to be allocated to landuses such as recreation, water and wastewater management and waste management
- the amount of land required for commercial and public purposes
- the type and level of soft infrastructure (health, education, recreation and community services facilities and services required)
- road and drainage requirements
- water and wastewater requirements
- flood and groundwater studies

The development of the Structure Plan would enable Council to determine a plan for the inclusion of items in the management plan, provide guidance to developers and Council in regard to development proposals and government in regard to service and infrastructure requirements. The Structure Plan would also enable Council to ascertain the level of

development contributions required and the items that would be sought with development contributions.

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

An amendment of the *Yarrowlumla Local Environmental 2002* is the only means of changing the landuse zone of the lot.

3 Is there a net community benefit?

The proposal is of benefit to the community as it will assist in the development of new residential development for which there is a demand and economic opportunities for the Cooma-Monaro local government area.

Section B-Relationship to strategic planning framework

Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (inclding the Sydney Metropolitan Strategy and exhibited draft strategices)?

There are no regional plans applying to this proposal.

Is the planning proposal consistent with the local council's Community Strategic Plan, or other local strategic plan

There is no Strategic Plan for Cooma-Monaro Shire. As stated above Council has prepared a *draft* Twenty Year Strategic Direction for the whole of the Cooma-Monaro local government area. It is anticipated that this will be exhibited with the *draft* Local Environmental Plan. Cooma-Monaro Shire is a group 3 Council and accordingly a Community Strategic Plan will be completed in 2012.

Is the planning proposal consistent with applicable state environmental planning policies?

Applicable State Environmental Planning Policies

State Environmental Planning Policy	Consistency
State Environmental Planning Policy No 44-	The flora and fauna assessment undertaken in 2003 did
Koala Habitat Protection	not identify any koalas on the lot. Koalas are highly
	unlikely to occur as the site's habitat is unsuitable.
State Environmental Planning Policy No 55—	A stage 1 contaminated lands assessment has been
Remediation of Land	undertaken in regard to the service station and it
	recommended that a stage 2 contaminated lands
	assessment be undertaken. A stage 1 contaminated
	lands assessment for the remainder of the lot will be
	required.
State Environmental Planning Policy (Rural Lands)	The subject lot is not state significant agricultural land.
2008.	Additionally, the lot is only 6.705 hectares and contains
	an operating service station, motel and restaurant. This
	situation makes the lot unsuitable for agriculture. Given,
	the above it is suggested that whilst the Planning
	Proposal is inconsistent with the principles of the state
	environmental planning policy that the inconsistency is
	minor.

4 Is the planning proposal consistent with applicable Ministerial Directions (117 directions)?

Applicable Ministerial Directions (Section 117 directions)

Applicable Section 117 Ministerial Directions	Consistency
1.2 Rural Zones The objective of this direction is to protect the agricultural production value of rural land	Inconsistent The subject lot is only 6.705 hectares and contains ar operating service station, motel and restaurant. This situation makes the lot unsuitable for agriculture. The inconsistency is considered to be minor.
 1.5 Rural Lands The objectives of this direction are to: (a) protect the agricultural production value of rural land, (b) facilitate the orderly and economic development of rural lands for rural and related purposes. 	Inconsistent The subject lot is only 6.705 hectares and contains an operating service station, motel and restaurant. This situation makes the lot unsuitable for agriculture. The inconsistency is considered to be minor.
2.1 Environment Protection Zones The objective of this direction is to protect and conserve environmentally sensitive areas.	Inconsistent The environmental assessments undertaken in 2003 did not identify any environmentally sensitive areas. The inconsistency is considered to be minor.
2.3 Heritage Conservation The objective of this direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance.	Inconsistent The Aboriginal cultural heritage assessment undertaken in 2003 did not identify any areas or items of cultural significance. The site does not contain a heritage item which is listed
	either at state or local level. The inconsistency is considered to be minor.
2.4 Recreation Vehicle Areas	Consistent
The objective of this direction is to protect sensitive land or land with significant conservation values from adverse impacts from recreation vehicles.	The Planning Proposal will not enable land to be developed for the purpose of a recreation vehicle area (within the meaning of the Recreation Vehicles Act 1983)
 3.1 Residential Zones The objectives of this direction are: (a) to encourage a variety and choice of housing types to provide for existing and future housing needs, (b) to make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services, and 	Inconsistent The inconsistency is considered to be minor as the number of dwellings to be developed will be small.
(c) to minimise the impact of residential development on the environment and resource lands.	
3.3 Home Occupations	Consistent
The objective of this direction is to encourage the carrying out of low-impact small businesses in dwelling houses.	The Yarrowlumla Local Environmental Plan 2002 permits home occupations without consent.
3.4 Integrating Land Use and Transport The objective of this direction is to ensure that urban structures, building forms, land use locations, development designs, subdivision and street layouts achieve the following planning objectives: (a) improving access to housing, jobs and services by walking, cycling and public transport, and	Inconsistent The inconsistency is considered to be minor as the number of dwellings to be developed will be small. Additionally, there is a daily bus service to and from Canberra and a school bus service which provides access to a range of Queanbeyan and Canberra schools.
(b) increasing the choice of available transport and reducing dependence on cars, and	the real section there is a major of a section of the section of t
(c) reducing travel demand including the number of trips generated by development and the distances travelled, especially by car, and	

(d)	supporting the efficient and viable operation of public transport services, and	
(e)	providing for the efficient movement of freight.	
4.4	Planning for Bushfire Protection	Consistent
The ob	jectives of this direction are:	The lot is not mapped as being bushfire prone however, sloping land to the west of the lot is mapped as being bushfire prone.
(a)	to protect life, property and the environment from bush fire hazards, by	
	discouraging the establishment of incompatible land uses in bush fire prone areas, and	The bushfire assessment undertaken in 2003 makes recommendations for bushfire protection.
(b)	to encourage sound management of bush fire prone areas.	
6.1	Approval and Referral Requirements	Consistent
The objective of this direction is to ensure that Local Environmental Plan provisions encourage the efficient and appropriate assessment of development.		The Planning Proposal does not contain concurrence, consultation or referral provisions.
6.2	Reserving Land for Public Purposes	Consistent
The objectives of this direction are:		The Planning Proposal does not create, alter or reduce
(a)	to facilitate the provision of public services and facilities by reserving land for public purposes, and	existing zonings or reservations of land for public purposes.
(b)	to facilitate the removal of reservations of land for public purposes where the land is no longer required for acquisition.	
6.3	Site Specific Provisions	Consistent
	ojective of this direction is to discourage ssarily restrictive site specific planning s.	The Planning Proposal does not impose additional requirements to those in the <i>Yarrowlumla Local Environmental Plan 2002</i> .
		AND

Section C - Environmental, social and economic impact

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

A flora and fauna assessment was undertaken in May 2003. The report states "that there is no threatened flora or fauna issues present as an impediment to the rezoning of this land as part of the village zone, providing the ameliorative measures area adopted." The ameliorative measures include either the banning or controlling of cats and the limiting of dogs to the building envelope. It is suggested that such measures are impractical.

It is recommended that if the Planning Proposal receives a Gateway Determination allowing it to continue, that the flora and fauna assessment including the recommendations be reviewed (including a site inspection) by a qualified ecologist who is experienced in the flora of the Southern Tablelands prior to the NSW Department of Planning being advised by Council of the results of consultation with the community and government agencies. It is not considered necessary to consult with the NSW Department of Environment, Climate Change and Water unless the review concludes that the site contains threatened species or an endangered ecological community.

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

Aboriginal cultural heritage

The Aboriginal cultural assessment was undertaken in May 2003. The report stated that "there are no Aboriginal or European cultural heritage constraints to the proposed redevelopment of the site of the Michelago Inn, Michelago, NSW".

Since the assessment was undertaken there have been changes to the requirements concerning the assessment of Aboriginal cultural heritage.

It is recommended that if the Planning Proposal receives a Gateway Determination allowing it to continue that the property owners' planning consultant be requested to discuss the existing assessment with the NSW Department of Environment, Climate Change and Water and undertake any required work prior to the NSW Department of Planning being advised by Council of the results of consultation with the community and government agencies.

Bushfire hazard assessment

As with the other environmental assessments it is a number of years since this report was prepared (July 2003). In this time there have been amendments to the legislation and policy concerning bushfire hazard assessment.

It is recommended that if the Planning Proposal is supported by the NSW Department of Planning that the property owners' planning consultant be requested to discuss the existing assessment with the NSW Rural Fire Service and undertake any required work prior to the NSW Department of Planning being advised by Council of the results of consultation with the community and government agencies.

Site and Soil Assessment (on-site effluent report)

The on-site effluent report was prepared in October 2003. Since the assessment was undertaken there have been changes to the accreditation of systems with the NSW Health Department. There are also changes to the *Local Government General Regulation 2005* and Council has adopted an On-Site Sewage Management Strategy in 2009.

It is recommended that an amended Site and Soil Assessment be prepared to encompass any relevant changes and to identify areas available and a reserve area for effluent disposal on each proposed lot. The amended report shall also include future management of the existing bore located on Lot 1 DP790570 in relation to effluent disposal areas.

Contaminated Lands Assessment

A Stage 1 Contaminated Lands Assessment prepared for the service station was undertaken in 2008. The assessment recommended that a Stage 2 Contaminated Lands Assessment be prepared. As it is likely that the dwellings would be accessing groundwater in addition to rainwater it is imperative that this assessment be undertaken. Additionally, the remainder of the lot should have a Stage 1 Contaminated Lands Assessment undertaken at the same time.

Clause 58 Yarrowlumla Local Environmental Plan 2002

This clause requires that the visual impacts of development which is to be located within four hundred metres of the Monaro Highway is to be considered.

The residential development of Lot 1 DP 790570 would have a visual impact. It is recommended that consideration be given to this matter at the time the other assessments are being reviewed or undertaken.

3 How has the planning propsal adequately addressed any social and economic effects?

Given the small number of residential lots (approximately 47 people) to be potentially created it is considered that the impact on existing community, health and emergency services will be minor – assuming that there is a mix of age and needs. It is not possible to comment on the impact on education services as it will depend on the ages of children, their needs and enrollment levels.

The potential increase in the human population and the range of experience and skills this will bring is likely to provide a benefit to the village and surrounds.

There will be a small economic benefit to the local retailers during the construction of the potential dwellings and once the dwellings are occupied.

Section D - State and Commonwealth interests

1 Is there adequate public infrastructure for the planning proposal?

The current level of public infrastructure is considered adequate given the small number of residential lots to be potentially created.

What are the views of State and Commonwealth public authorities consulted in accordance with the gateway determination?

There has been no consultation with any State and Commonwealth public authorities.

Part 4 - Community Consultation

There has been no commnity consultation specifically relating to this Planning Proposal.

The Planning Proposal will be exhibited for 28 days. During the exhibition of the Planning Proposal, a community meeting will be held in Michelago village to discuss the Planning Proposal and the future direction of the village of Michelago. Council will organise and host the community meeting.

Additional information pertaining to the reclassification of land

If the provisions of the planning proposal include the extinguishment of any interests in the land, an explanation of the reasons why the interests are proposed to be extinguished

Not applicable.

The concurrence of the landowner, where the land is not owned by the relevant planning authority

Not applicable.

RECOMMENDATION

- That the Planning Proposal, and draft Planning Proposal from the applicants' consultant, be referred to the Director-General of Planning for a Gateway Determination in accordance with Section 56 of the NSW Environmental Planning and Assessment Act 1979.
- 2 That the Planning Proposal be exhibited for 28 days.
- That during the exhibition of the Planning Proposal, a community meeting be held in Michelago village to discuss the Planning Proposal and the future direction of the village of Michelago.
- That if the Planning Proposal receives a Gateway Determination allowing it to continue, that the property owners' planning consultant be requested to engage a qualified and experienced ecologist to review the existing environmental assessment prior to the NSW Department of Planning being advised by Council of the results of consultation with the community and government agencies. The review should include the requirements relating to cats and dogs.
- That if the Planning Proposal receives a Gateway Determination allowing it to continue, that the property owners' planning consultant be requested to discuss the existing assessment of Aboriginal cultural heritage with the NSW Department of Environment, Climate Change and Water and undertake any required work prior to the NSW Department of Planning being advised by Council of the results of consultation with the community and government agencies.
- That if the Planning Proposal receives a Gateway Determination allowing it to continue, that the property owners' planning consultant be requested to discuss the existing assessment with the NSW Rural Fire Service and undertake any required work prior to the NSW Department of Planning being advised by Council of the results of consultation with the community and government agencies.
- That if the Planning Proposal receives a Gateway Determination allowing it to continue, that a Stage 2 Contaminated Lands Assessment for the service station area and a Stage 1 Contaminated Lands Assessment be completed prior to the NSW Department of Planning being advised by Council of the results of consultation with the community and government agencies.
- That an amended Site and Soil Assessment be prepared to encompass any relevant changes and to identify areas available and a reserve area for effluent disposal on each proposed lot. The amended report shall also include future management of the existing bore located on Lot 1 DP 790570 in relation to effluent disposal areas.
- 9 That an assessment of the visual impact of the development proposal be completed prior to the NSW Department of Planning being advised by Council of the results of consultation with the community and government agencies.
- 10 That the draft Twenty-year Strategic Direction contains details on the future direction of the village of Michelago.

132/11 RESOLVED (Kaltoum/McDonald)

- That the Planning Proposal, and draft Planning Proposal from the applicants' consultant, be referred to the Director-General of Planning for a Gateway Determination in accordance with Section 56 of the NSW Environmental Planning and Assessment Act 1979.
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