

C02.05.16	Item H02.05.9 Proposed Motel, Greenough
Submission To:	Health, Building & Town Planning Committee
Agenda Reference:	New Item
Location/Address:	Lot 2 Company Road, Greenough
Name of Applicant:	Dryka & Partners Architects for Seablade Investments Pty Ltd
File Reference:	A4092
Author:	Mr Simon Lancaster
Disclosure of Interest:	The Author has no Disclosure of Interest
Date:	3 February 2005
Appendix:	5

Background

Council is in receipt of an application to establish a motel/resort development upon Lot 2 Company Road, Greenough.

Administrative Comment

- 1 The applicant has advised that the motel/resort development would be a \$3.1million project, consisting of the following:
 - 118 bungalow style accommodation units;
 - 150 persons capacity convention/reception centre;
 - restaurant;
 - associated support facilities in reception/administration; and
 - swimming pool and other recreational facilities.
- 2 The applicant's submitted plans have been attached as Appendix 5 with the February 2005 Health, Building & Town Planning Committee Agenda for Councillor's information.
- 3 In support of their proposal the applicant has advised that:

“Our client is aware of the fragile nature of the dune system within the coastal region. The development as proposed retains the natural vegetation around and through the resort where possible, removing it only to accommodate the building footprints and recreational areas. Supplementary landscaping commensurate to the dune flora will be added to complement the existing landscape.

Building materials have been selected to reflect the curved roof forms and a coastal 'nautical' theme in the use of curved limestone courtyard walls. Small bungalow style building forms have been used in harmony to the existing landscape in lieu of larger obtrusive accommodation units.”
- 4 The Southern means of legal road access to Lot 2 from the Brand Highway is via the Convict Bridge and McCartney Road, or via the S-Bend turn-off onto Company Road. The access to Lot 2 then precedes along the unsealed 2.2km section of Company Road, North of McCartney Road, the

final 200m section of Company Road leading towards Lot 2 is unformed. The legal access to Lot 2 then turns Westwards and continues along an unformed 610m section of Gilbert Road.

- 5 Lot 2 can also be legally reached via an access from the North, although again this is not constructed. The Northern means of legal access would be via Phillips Road or West Bank Road and is not an all-weather option. The Northern approach is not sealed for much of its length and would require the construction of a 2.465km section of Crowther Road and a 350m section of Gilbert Road. It would be expected, should the application be approved, that the developer would construct or contribute towards the construction of access to Lot 2. Council has been working towards the connection of Crowther Road and Company Road to grant an all-weather access route for landowners around the West Bank Estate area and construction of access to Lot 2 would assist in this strategic Shire goal. The application does not specify the developer's preferred means of access or preferred road standard to their proposed motel/resort site.
- 6 The application does not provide information on whether the developer has allowed for connection of the motel/resort site to reticulated scheme water. Given the proposed scale of the development it should be a requirement of Council that it is connected to scheme water, not only for adequate servicing of the visitors to the site but to install fire hydrants in what is a relatively high risk area. The nearest connection to scheme water from the intended development site is approximately 5km away at the Greenough Hamlet (as measured along Gilbert Road, Company Road and McCartney Road), or approximately 2.7km away (as measured from the Brand Highway in a direct line along the largely unconstructed Gilbert Road reserve) both alignments would require the pipeline to be buried beneath the Greenough River.
- 7 The application does not acknowledge the fire management issues associated with the site, and the servicing of the motel/resort site would have to be via fire hydrants, as the proposed number of persons staying at the development could not be adequately serviced through groundwater and catchment.
- 8 The Shire of Greenough's 'Guidelines for Rural Development South of the Greenough Rivermouth' (1995) identifies Lot 2 Company Road as being within the Quindalup dune system. Lot 2 is 218.5231ha in area and the coastal section of the property, to a distance of approximately 500m inside the Western property boundary is noted as being 'Unstable Landform'. The proposed site for the motel/resort development is in an unstable area that consists of blown-out and active dune lobes with pale calcareous sands.

A large section at the Eastern end of Lot 2 where the dunes slope down to the Greenough Flats is also noted by the Guidelines as being 'Unstable Landform' and consisting of steep, parabolic dune ridges with pale brown calcareous sands and minimal accumulation of organic matter. The majority of the central portion of Lot 2 is noted as being 'Semi-Stable

Landform' consisting of moderately high parabolic dunes with moderate to large scale dune ridges, soils are pale brown calcareous sands with an accumulation of organic matter in the top 20cm. The Guidelines only identify minor pockets of 'Stable Landform' across the property, with Appendix 3(2) of the Guidelines concluding that Lot 2 Company Road, Greenough has:

“Moderate vegetation cover. Dunes unstable along the coast.
Poor development potential, vegetation fragile. Dunes unstable.
Pockets of stable soil too small to develop.”

9 Section 3.12 of the Shire of Greenough's 'Guidelines for Rural Development South of the Greenough Rivermouth' (1995) concluded for the coastal strip that:

- Much of the sand in the dunes is unconsolidated Holocene sand that needs to retain a good vegetation cover otherwise it can become mobile.
- There are a large number of small stable areas which are capable of development but are too small for any development apart from a building envelope for a single residence.
- Water supply for rural-residential development in the study area has been a major concern. The groundwater is saline and the semi-arid climate barely provides adequate rainfall for rain water tanks. The onus should be on the developer to show that adequate potable water is available.”

10 Cadastral maps, contour information and aerial photographs of Lot 2 and the surrounding area will be presented for Councillor's inspection at the February 2005 Health, Building & Town Planning Committee meeting.

11 The approval of this application is strongly not recommended based on the poor land capability for this scale and intensity of development. However, should Council wish to further consider a motel/resort upon Lot 2 Company Road then it could request that the applicant provide information upon the following issues before considering this application further:

11.1 Demonstration of the land capability of the site for the proposed development and a management plan to ensure that dune preservation, land stability and vegetation conservation can be maintained;

11.2 Evidence of discussions with a consultant engineer/contractor or Council's Engineering Department concerning the upgrading of the unsealed Company Road and the construction of the unformed sections of Company Road and Gilbert Road to provide the necessary road connection to the proposed development;

- 11.3 Evidence of discussions with the Water Corporation concerning the connection of the proposed development to reticulated scheme water supply either along the Gilbert Road reserve or the Company Road/McCartney Road alignment;
- 11.4 Evidence of discussions with the Fire and Emergency Service Authority concerning a fire management plan for the proposed development and servicing of the site with fire hydrants;
- 11.5 Evidence of discussions with the Health Department concerning acceptable on-site effluent disposal systems; and
- 11.6 Evidence of the development proposal having addressed the criteria and processes recommended in the Commonwealth Government's 'Coastal Tourism Manual for Sustainable Development'.

Should the submitted additional information then be acceptable to Council it could require that the applicant prepare scheme amendment documentation to rezone the area to 'Special Use' with an accompanying table listing permitted uses and conditions.

Statutory Implications

The Shire of Greenough Town Planning Scheme No.4 was gazetted on 30 March 1984 and is the relevant Scheme for the subject area. Lot 2 Company Road, Greenough is zoned 'General Farming' under Scheme No 4.

The Policy Statement for the 'General Farming' zone of Scheme No.4 states that:

"This zone embraces the broad acre farming areas of the Shire. It is intended to protect the economic viability of those areas generally and to preserve the rural character and appearance of the area. The lot sizes shall be at the discretion of Council based on what is locally accepted as a viable farm unit, or where a non-farming use is proposed on the amount of land required for that purpose."

The application for a motel/resort would be best defined under Scheme No.4 as being a 'Motel':

"Motel - means land and a building or buildings used or intended to be used to accommodate patrons in a manner similar to a hotel but without a public liquor licence and with separate bathing and toilet facilities for each suite and in which special provision is made for the accommodation of patrons with motor vehicles."

'Motel' is not listed within the 'General Farming' Zoning and Development Table of Shire of Greenough Town Planning Scheme No.4, and therefore any consideration of this application would be required to be treated under Section 6.8 of the Scheme 'Relaxation of Standards', or through a rezoning of the site to 'Special Use' or 'Motel' zone.

Lot 2 Company Road, Greenough is zoned 'Agriculture General' under draft Shire of Greenough Town Planning Scheme No.5 and 'Motel' is listed as an 'X' (use not permitted) for the 'Agriculture General' zone. 'Motel' has the following definition under draft Scheme No.5:

"Motel - means premises used to accommodate patrons in a manner similar to a hotel but in which specific provision is made for the accommodation of patrons with motor vehicles and may comprise premises licensed under the Liquor Licensing Act 1988."

Policy Implication

The Western Australian Planning Commission's Rural Land Use Policy 1988 required a Local Rural Strategy to be incorporated into the Town Planning Scheme, this was completed and adopted in 1993. The subject area is located within Precinct 2A-Coastal Area of the 1991 Rural Strategy, the adopted policies for which are:

"The coastal belt needs to be regarded as a natural resource that can be used or abused depending on the activities that are adopted towards it. An important aspect of optimising the use of coastal resources is ensuring that elements of the natural environment are protected from unnecessary degradation. In this regard Council should adopt the following policies:

- 1 The coastal ecosystem will be maintained in as near to natural condition as possible;
- 2 Only uses that require coastal location shall be permitted in the coastal zone;
- 3 To facilitate appropriate developments in the coastal zone while maintaining the natural environment in an undisturbed state wherever possible;
- 4 To stabilise and rehabilitate degraded areas;
- 5 To minimise land use conflicts in the coastal zone."

Council's draft Rural Strategy (October 2004), defines Lot 2 Company Road as being within the Quindalup Dunes Precinct. Section 4.8.3 of the Rural Strategy lists the key issues for the Quindalup Precinct as being:

- The precinct has little potential for agriculture owing to infertile soils, the proximity to the coast and the high risk of soil erosion.
- The shallow ground water is highly susceptible to pollution from wastes and from overpumping which can draw sea water inland.
- Access to area South of Cape Burney can be cut during floods in the Greenough River.

- Parts of the Southern section of this precinct have conservation values.”

The October 2004 Rural Strategy defines the desirable land uses for the Quindalup Precinct as being Conservation and Recreation. The conditional land uses for the Quindalup Precinct are listed as Tourism and Mariculture.

Section 4.8.6 of the October 2004 Rural Strategy identifies the following management guidelines for landholders in the Quindalup Precinct:

- “• Vegetation cover needs to be protected so as to prevent coastal sands becoming mobile;
- Local species should be used for revegetation wherever possible;
- Building development needs to be planned and managed in such a way as to minimise soil and dune erosion;
- Licencing of bores should control water extraction;
- Effluent needs to be disposed of in an environmentally sound manner. Centralised sewerage systems are recommended for large developments. Septics are generally suitable on larger lots.”

Lot 1 is located within Precinct No.5-Coastal Preservation of the Shire’s ‘Greenough Flats & Walkaway Land Use Strategy’ (2001), the Statement of Intent for which is to protect the landscape values and landform attributes of the coastal dune system, and preserve natural flora and habitat for native fauna within the area.

The Development Opportunities within Precinct No.5 identify that the preferred land use for this area is re-vegetation and vegetation repair, best achieved through low-key “lifestyle” residential development (single house and associated clustered outbuildings). Precinct No.5 allows for subdivision to a minimum of 40ha where conservation, fire management, and visual impact issues have been addressed satisfactorily. The Strategy directs that formal agreement (including the lodgement of a caveat against the titles to ensure conditions within the agreement are binding on successive landowners) be prepared by the subdivider to protect and enforce the requirements of Council regarding the ongoing protection and conservation of the land as a condition of subdivision approval.

Much of the Greenough coastal strip is under the private ownership of landowners who do not live upon their large ‘vacant’ properties, this has resulted in major problems with uncontrolled 4WD access through the coastal area and little attention being given to the closure of tracks and rehabilitation of areas of dunal blowout, which are then further degraded by the strong South-Westerly winds. Council has found the most successful approach to the protection and improvement of the coastal strip has been for controlled subdivision that creates ‘lifestyle’ lots that attract landowners interested in eliminating indiscriminate 4WD access across their property (which causes

widespread damage in coastal areas) and undertaking works that preserve and regenerate native coastal flora and resultantly fauna.

Key issues as identified by the Strategy were:

- “• Protection of natural ecology.
- Preservation or remnant vegetation and landform.
- Environment repair and re-vegetation.
- Promotion of visual amenity and high landscape values.”

The ‘Greenough Flats & Walkaway Land Use Strategy’ states that:

“Rezoning and/or development proposals for rural residential subdivision, tourist, industrial, intensive agricultural, commercial, and extraction uses should not be permitted within this precinct area.”

Financial Implication

There are no budgetary impacts relevant to the recommendation of this report.

Strategic Implications

The Geraldton Region Plan (1999) states that:

“Develop land South of Cape Burney, on the coastal strip, in accordance with the Guidelines for Rural Development South of the Greenough River Mouth. (LG-Greenough)”

The Batavia Coast Strategy (2001) does not encourage intensive development along this section of coast as it is likely to increase pressures and demands in an area that may be at risk of instability.

“Sector C – Greenough - Local Responses

A policy of minimum subdivision and development of the entire dune ridge to be adopted to reflect the fragile nature of most of this coastal sector. Development and subdivision should occur only in special circumstances and locations where impacts on the coastal environment can be minimised and the risk of exposure to damaging coastal processes is considered acceptable. These impacts and risk considerations should apply, not only to land subject to development, but also to the ability of surrounding areas to accommodate increased use.

Landowners and proponents of this development, shall enter into formal agreements with local government, regarding the risk factors and agree to take financial responsibility for rehabilitation of the coastal environment in the event that such development has adverse impacts on the surrounding location.”

Community Consultation

Council undertook a period of community consultation in 2000/2001 with all landowners along the Greenough Front and Back Flats (including the coastal strip) and relevant government agencies to better understand the community’s

aspirations and ideas on how this area should be encouraged to develop. The 'Greenough Flats & Walkaway Land Use Strategy' (2001) was the outcome of this community consultation and is used to guide development in this region. The Strategy identified, based upon land capability analysis and community input, that only the West Bank and Flat Rocks nodes should be subject to further development, and that rezoning or development for tourism should not occur elsewhere along the coastal strip. Lot 2 was identified as being suited for low-key "lifestyle" residential development (single house and associated clustered outbuildings).

Council has formed the view that the best means of conserving and managing the fragile coastal strip is through subdivision down to approximately 40 ha lots with the placement of restrictive covenants upon the title to prevent any clearing other than the area immediately about the house, and for the purposes of firebreaks and driveway.

Officer Recommendation

That Council refuse the application for a resort/motel upon Lot 2 Company Road, Greenough for the following reasons:

- 1 The subject property is identified by the Shire of Greenough's 'Guidelines for Rural Development South of the Greenough Rivermouth' (1995) as being dominated by unstable dunes with fragile vegetation cover, poor development potential, and pockets of stable soil too small to develop;
- 2 The subject property is identified by the Western Australian Planning Commission's 'Batavia Coast Strategy' (2001) as being in an unstable area where intensive development should not be encouraged due to the fragile nature of this coastal sector;
- 3 The subject property is located within Precinct 2A–Coastal Area of the Shire of Greenough's 'Local Rural Strategy' (1991) which recommends that the coastal ecosystem in this area be maintained in as near to natural condition as possible;
- 4 The subject property is located within the Quindalup Precinct of the Shire of Greenough's draft 'Rural Strategy' (2005) which defines the desirable land uses as being Conservation and Recreation;
- 5 The subject property is located within Precinct No.5-Coastal Preservation of the Shire's 'Greenough Flats & Walkaway Land Use Strategy' (2001), the Statement of Intent for which is to protect the landscape values and landform attributes of the coastal dune system, and preserve natural flora and habitat for native fauna within the area, and where rezoning and/or development proposals for tourist uses should not be permitted;
- 6 The proposed site is not serviced by connection to reticulated scheme water, and is in area where groundwater is considered too saline and the semi-arid climate provides insufficient rainfall for rain water tanks to service an intensive development; and

- 7 The proposed site is in an area that is considered to have a relatively high fire risk and insufficient fire fighting facilities exist to service an intensive development.

Committee Recommendation

MOVED CR MCCASHNEY

That the Officer Recommendation, as printed above, be adopted by Council.

Amendment

MOVED CR LEY

That Council:

- 1 Refuse the application for a resort/motel upon Lot 2 Company Road, Greenough for the following reasons:
 - 1.1 The subject property is identified by the Shire of Greenough's 'Guidelines for Rural Development South of the Greenough Rivermouth' (1995) as being dominated by unstable dunes with fragile vegetation cover, poor development potential, and pockets of stable soil too small to develop;
 - 1.2 The subject property is identified by the Western Australian Planning Commission's 'Batavia Coast Strategy' (2001) as being in an unstable area where intensive development should not be encouraged due to the fragile nature of this coastal sector;
 - 1.3 The subject property is located within Precinct 2A–Coastal Area of the Shire of Greenough's 'Local Rural Strategy' (1991) which recommends that the coastal ecosystem in this area be maintained in as near to natural condition as possible;
 - 1.4 The subject property is located within the Quindalup Precinct of the Shire of Greenough's draft 'Rural Strategy' (2005) which defines the desirable land uses as being Conservation and Recreation;
 - 1.5 The subject property is located within Precinct No.5-Coastal Preservation of the Shire's 'Greenough Flats & Walkaway Land Use Strategy' (2001), the Statement of Intent for which is to protect the landscape values and landform attributes of the coastal dune system, and preserve natural flora and habitat for native fauna within the area, and where rezoning and/or development proposals for tourist uses should not be permitted;
 - 1.6 The proposed site is not serviced by connection to reticulated scheme water, and is in area where groundwater is considered too saline and the semi-arid climate provides insufficient rainfall for rain water tanks to service an intensive development; and

- 1.7 The proposed site is in an area that is considered to have a relatively high fire risk and insufficient fire fighting facilities exist to service an intensive development.
- 2 Would be prepared to further consider a Motel Resort upon Lot 2 Company Road subject to the applicant providing the following information:
 - 2.1 Demonstration of the land capability of the site for the proposed development and a management plan to ensure that dune preservation, land stability and vegetation conservation can be maintained;
 - 2.2 Evidence of discussions with a consultant engineer/contractor or Council's Engineering Department concerning the upgrading of the unsealed Company Road and the construction of the unformed sections of Company Road and Gilbert Road to provide the necessary road connection to the proposed development;
 - 2.3 Evidence of discussions with the Water Corporation concerning the connection of the proposed development to reticulated scheme water supply either along the Gilbert Road reserve or the Company Road/McCartney Road alignment;
 - 2.4 Evidence of discussions with the Fire and Emergency Service Authority concerning a fire management plan for the proposed development and servicing of the site with fire hydrants;
 - 2.5 Evidence of discussions with the Health Department concerning acceptable on-site effluent disposal systems; and
 - 2.6 Evidence of the development proposal having addressed the criteria and processes recommended in the Commonwealth Government's 'Coastal Tourism Manual for Sustainable Development'.

Should the submitted additional information then be acceptable to Council it could require that the applicant prepare scheme amendment documentation to rezone the area to 'Special Use' with an accompanying table listing permitted uses and conditions.

CARRIED 5/1

The amendment then became the substantive motion and was put and

CARRIED 6/0

COUNCIL RESOLUTION

MOVED CR EDMUNDS

“That:

- 1 The Committee Recommendation, as printed above, not be adopted as the recommendation creates confusion; and
- 2 The Officer Recommendation, be adopted.”

FORESHADOWED

Note: During the Debate Cr Graham foreshadowed that should the above motion be lost he would move the Committee Recommendation.

Cr Edmunds’ motion was then put and

LOST ON THE CASTING VOTE OF THE CHAIRMAN 5/6

Cr Edmunds, Cr Boyle, Cr Kilpatrick, Cr Martyn and Cr McCashney voted for the motion.

Cr Sewell, Cr Graham, Cr Ley, Cr Morris and Cr Rowe voted against the motion.

MOVED CR GRAHAM

“That the Committee Recommendation, as printed above, be adopted.”

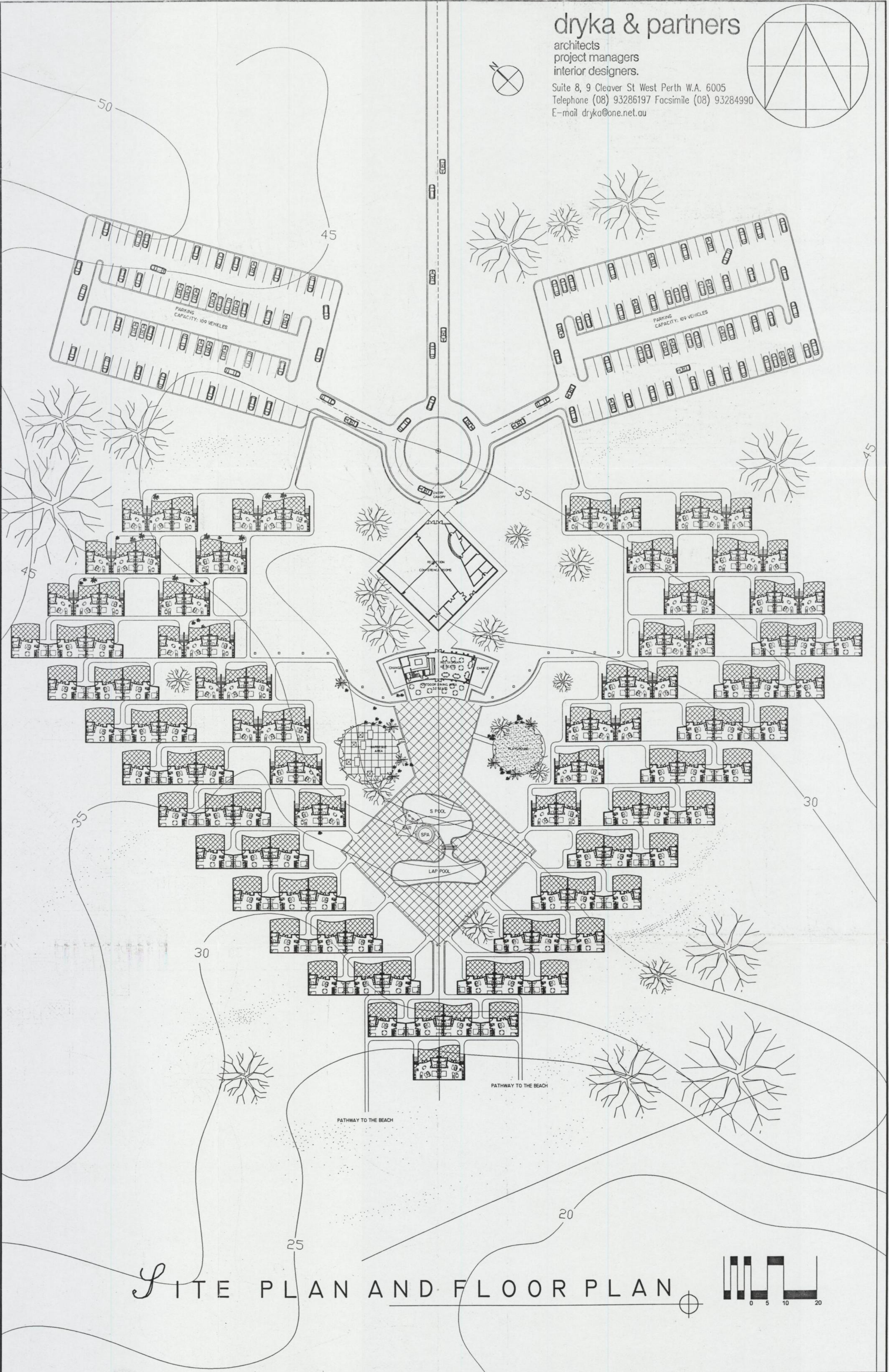
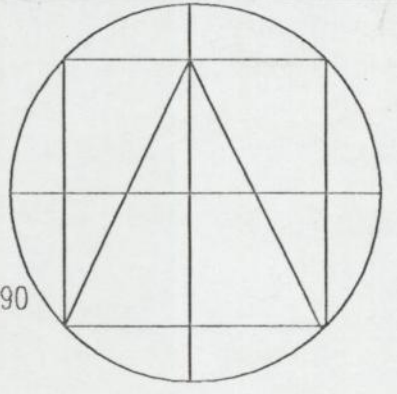
CARRIED ON THE CASTING VOTE OF THE CHAIRMAN 6/5



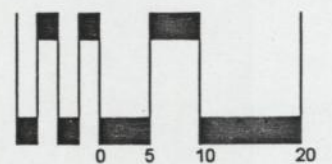
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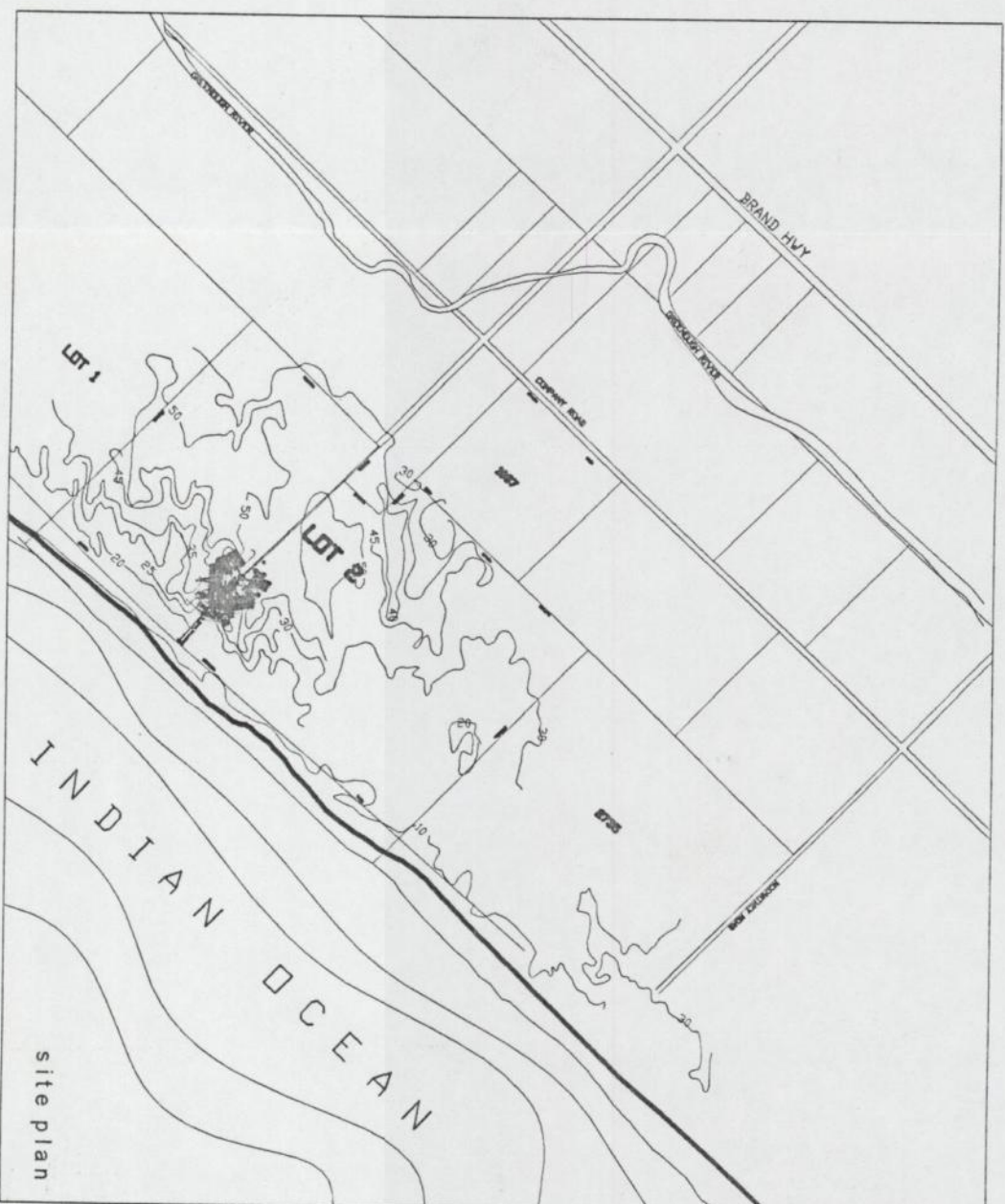
architects
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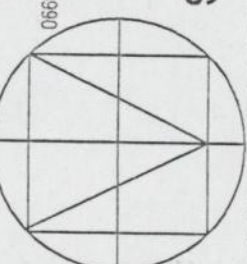
SITE PLAN AND FLOOR PLAN





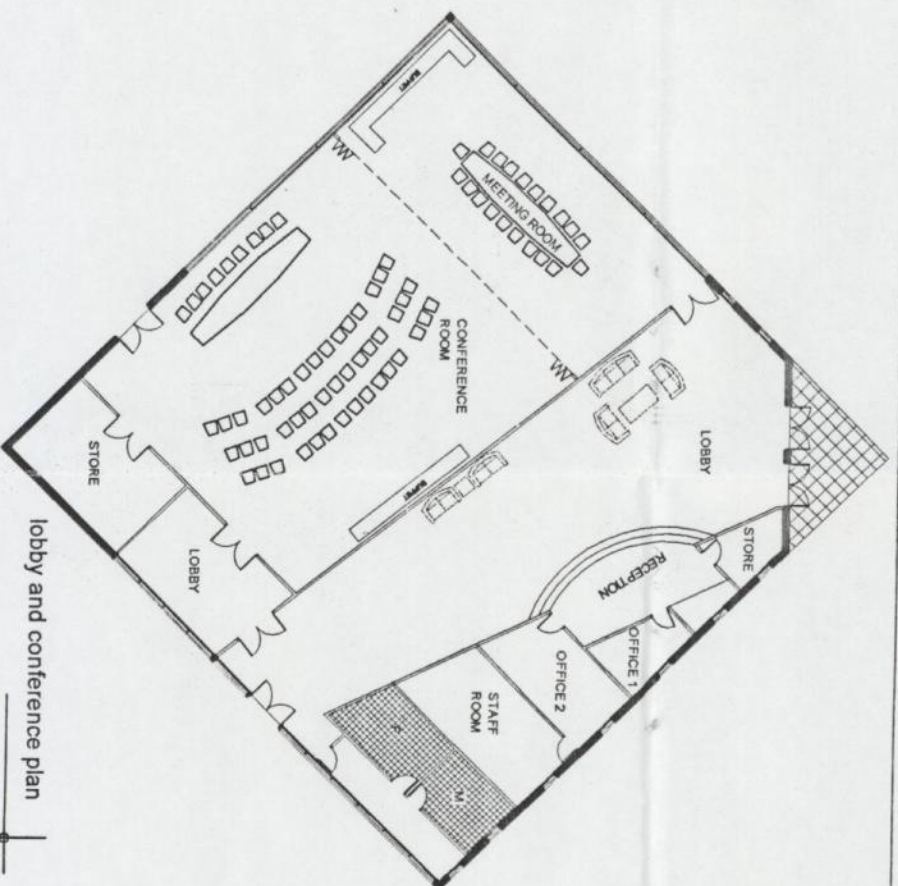
site plan

dryka & partners
 architects
 project managers
 interior designers

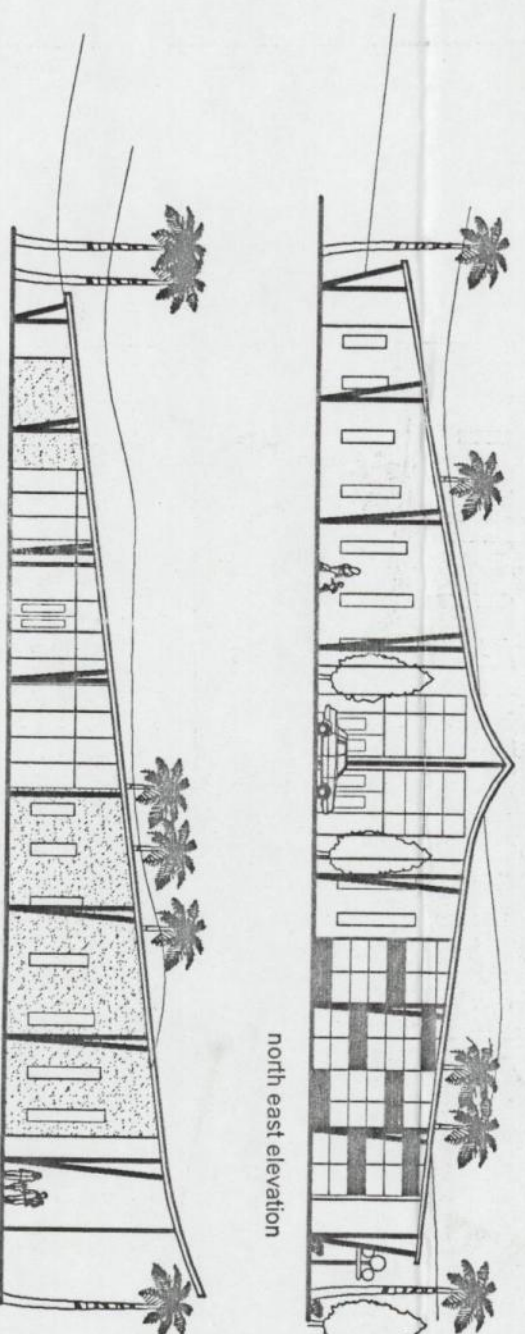


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THE LOBBY



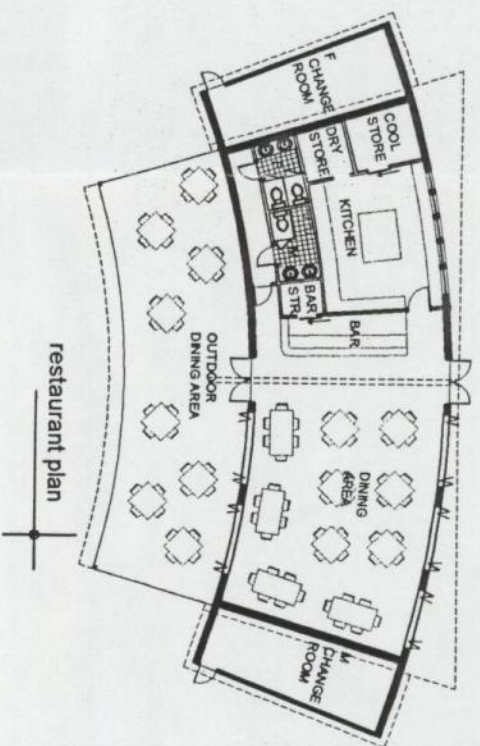
lobby and conference plan



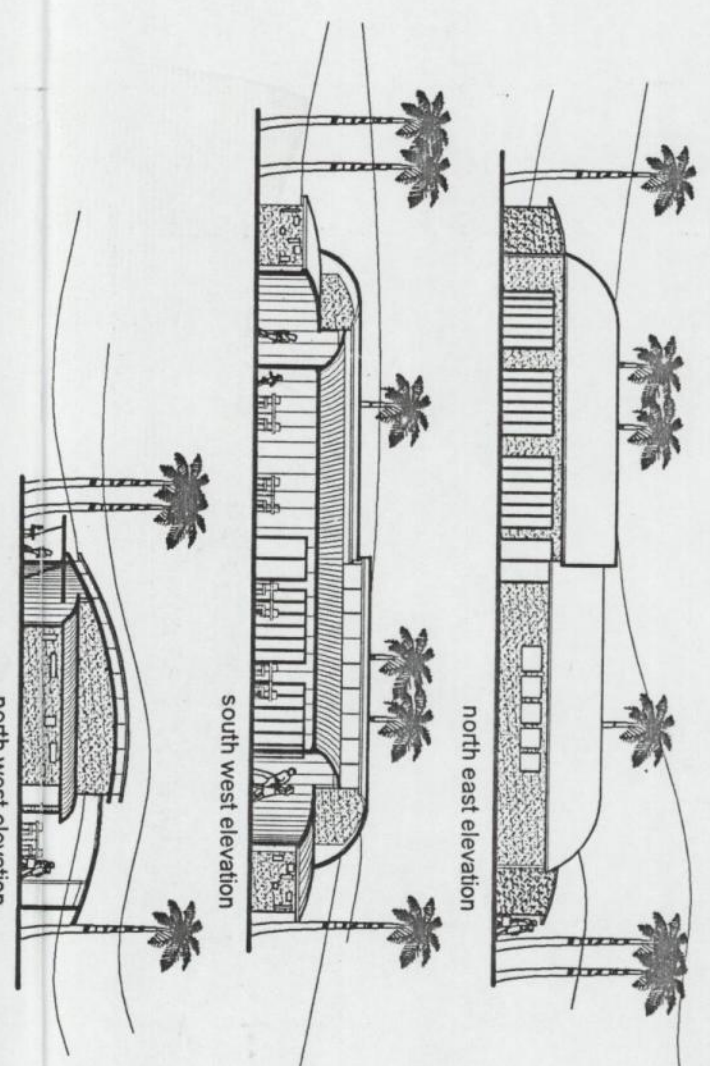
north east elevation

south east elevation

THE RESTAURANT



restaurant plan

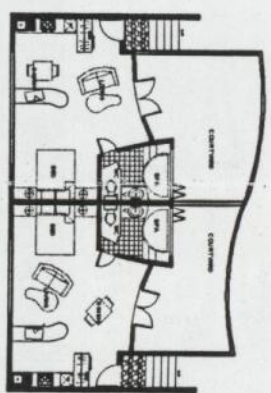


north east elevation

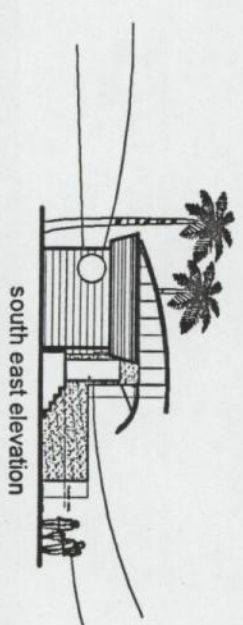
south west elevation

north west elevation

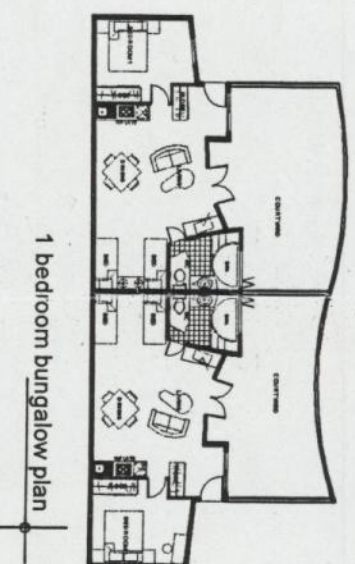
THE BUNGALOW



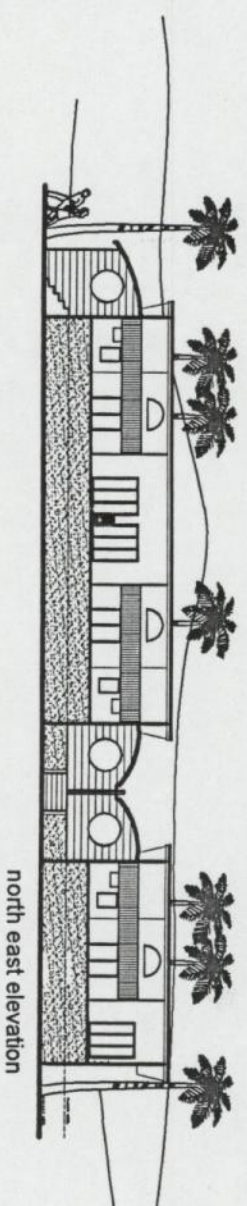
studio bungalow plan



south east elevation



1 bedroom bungalow plan



north east elevation

