

# AGENDA

Council Meeting to be held on Thursday 24 September 2009



## Shire of Nannup

#### NOTICE OF AN ORDINARY COUNCIL MEETING

Dear Council Member,

The next Ordinary Meeting of the Shire of Nannup Council will be held on Thursday 24 September 2009 in the Council Chambers, Nannup commencing at 4.15 pm.

#### Schedule for 24 September 2009:

2.00 pm Arts Council Acquisitive Prize Sele	ection
---------------------------------------------	--------

3.15 pm Information Session

4.15 pm Meeting commences

7.00 pm Dinner with guest Laraine Raynel (Grant is an apology)

SHANE COLLIE

**CHIEF EXECUTIVE OFFICER** 



## Agenda

- 1. DECLARATION OF OPENING/ANNOUNCEMENT OF VISITORS
- 2. RECORD OF ATTENDANCE/APOLOGIES/LEAVE OF ABSENCE (previously approved)
- 3. RESPONSE TO PREVIOUS PUBLIC QUESTIONS TAKEN ON NOTICE
- 4. PUBLIC QUESTION TIME
- 5. APPLICATIONS FOR LEAVE OF ABSENCE
- 6. PETITIONS/DEPUTATIONS/PRESENTATIONS

Verve Energy wishes to make a presentation on agenda item 10.3.

7. CONFIRMATION OF MINUTES OF PREVIOUS MEETINGS

That the Minutes of the Ordinary Council Meeting of the Shire of Nannup held in Council Chambers on 27 August 2009 be confirmed as a true and correct record.

- 8. ANNOUNCEMENTS BY PRESIDING MEMBER WITHOUT DISCUSSION
- 9. REPORTS BY MEMBERS ATTENDING COMMITTEES

#### 10. REPORTS OF OFFICERS

Agenda		Page
No.	Description	No.
DEVELOP	PMENT SERVICES	
10.1	Application for Subdivision Referral	3
10.2	Subdivision Application	6
10.3	Application for Planning Consent	11
10.4	Nannup Recycling Contract Report-draft (Confidential)	
10.5	Nannup Waste Management Facility (Confidential)	

Page:	2
-------	---

WORKS	& 3	SER'	VIC	ES
-------	-----	------	-----	----

10.6	2009/10 Purchase of Trucks and Trailer	26

#### **FINANCE & ADMINISTRATION**

10.7	Local Government Structural Reform Submission	29
10.8	Monthly Financial Statements 31 August 2009	31
10.9	Accounts for Payment	32

## 11.NEW BUSINESS OF AN URGENT NATURE INTRODUCED BY DECISION OF MEETING

- (a) OFFICERS
- (b) ELECTED MEMBERS
- 12. ELECTED MEMBERS MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN
- 13. QUESTIONS BY MEMBERS OF WHICH DUE NOTICE HAS BEEN GIVEN
- 14. CLOSURE OF MEETING

# DEVELOPMENT SERVICES

AGENDA NUMBER: 10.1

SUBJECT: Application for Subdivision referral No. WAPC 923-09

LOCATION/ADDRESS: Lot 241 Adam Street NAME OF APPLICANT: Harley Survey Group

FILE REFERENCE: A266

AUTHOR: Ewen Ross - Manager Development Services

DISCLOSURE OF INTEREST:

DATE OF REPORT: 12 September, 2009

Attachments:

1. Location/Zoning Plan.

2. Plan of Subdivision.

#### **BACKGROUND:**

Lot 241 (#11) Adam Street is on the Corner of Warren Road and Adam Street, Nannup. It has an area of 994m2 and is occupied by a dwelling and associated outbuildings (carport and garage) with access off both streets. The site has no relief and is at approximately 71.5 AHD.

#### COMMENT:

The subdivision seeks to create two (2) lots of 500m2 (Lot A) and 494 (Lot B). The land is zoned Town Centre and Residential R20/30 under the Scheme where Clause 5.2.3 applies:

5.2.3 Where a split density coding is indicated for a particular area shown on the Scheme Map, development for residential use shall conform to the lower density code, except where the subject land is connected to a reticulated sewerage system, in which case the higher density code is to prevail.

Under the Residential Planning Codes ('R Codes') the minimum lot area for is 440m2 with average of 500m2 (R20) or 270m2 with average of 300m2 (R30). As Clause 5.2.3 of the Scheme provides, the difference in the minimum lot are under the Scheme relates to the provision of sewer. In this regard, the land has Water Corporation sewer in the street and the proposed lot sizes exceed the minimum requirements. Having regards to the contour of the land, the positioning of the existing development/infrastructure and the vegetation, the proposed lot sizes are appropriate.

As there is sewer available in Adam Street, connection is required for both lots. The requisite easements over Lot A will be required for Lot B sewage connection as shown on the subdivision plan. Stormwater runoff will need to be contained on site and/or discharged to an approved outlet.

Access to Lot A is being retained from Adam Street, with the two car parks also being retained. Lot B, on Warren Road has an existing garage but no approved cross over. A crossover and access off Warren Road will be required which is constructed consistent with the existing footpath of paving stones. This cross over and any parking requirements for Lot B can be established at the development stage subject to use.

It should be noted that that this access to Warren Road will result in the loss of one street car park and give rise to a potential traffic hazard exiting onto Warren Road. The WAPC has referred the application to the Main Roads Board for comment. Council may consider that access for proposed Lot B, should be from Adam Street. Should this be the case then an alternative recommendation would need to be provided, "that the subdivision guide plan is not accepted and that access to proposed Lot B be provided from Adam Street." (And delete recommendation 6)

The application indicates that the garage on Lot B is to be demolished. A demolition permit should be attained to ensure any materials that may prove harmful are disposed of in the correct manner.

The Subdivision is in accordance with the Residential Planning Codes and Local Planning Scheme No3.

#### STATUTORY ENVIRONMENT:

Planning and Development Act 2005 and the Shire of Nannup Local Planning Scheme No. 3.

POLICY IMPLICATIONS: Nil.

FINANCIAL IMPLICATIONS: Nil.

STRATEGIC IMPLICATIONS: Nil.

#### RECOMMENDATION:

That Council advises the WAPC as follows:

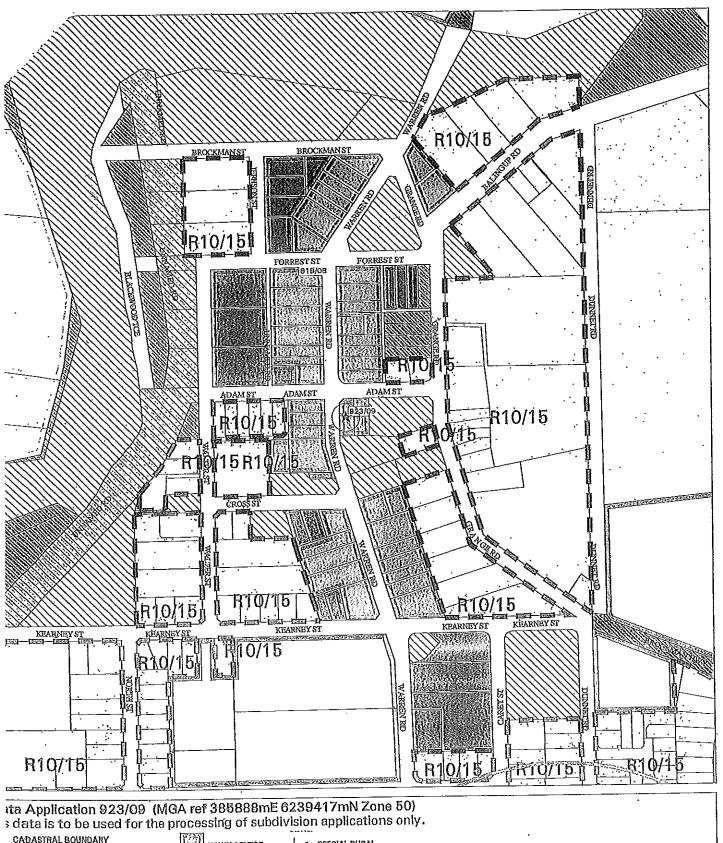
That Council has no objection to Subdivision referral No. WAPC 923-09, Lot 241Adam Street, subject to the following conditions:

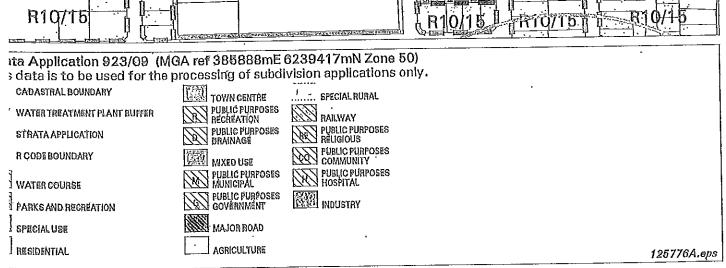
- 1. (W1) Suitable arrangements being made with the Water Corporation so that provision of a suitable water supply service will be available to lot(s) shown on the approved plan of subdivision.
- 2. (W2) Suitable arrangements being made with the Water Corporation so that provision of a sewerage service will be available to the lot/s shown on the approved plan of subdivision.
- (W3) The provision of easements for future sewerage connection as may be required by the Water Corporation being granted free of cost to that body.
- (D14) Storm water being contained on-site, or connected to the local drainage system after passing through an appropriate water quality improvement treatment device.
- 5. (B12) The proposed lot fronting Warren Street and development thereon is to comply with the requirements of the Residential Design Codes pertaining to setbacks, open space and minimum outdoor living space.
- 6. Arrangements being made with the local government for the upgrading and construction of a crossover to the same standard of the existing footpath at the owners/developers cost for Lot B. This approval should not be construed as an approval to construct vehicular crossovers. Prior to commencement of construction of vehicular crossovers all necessary approvals should be attained from local government.
- 7. The Commission's approval to the subdivision should not be construed as an approval to development on any of the proposed lots.

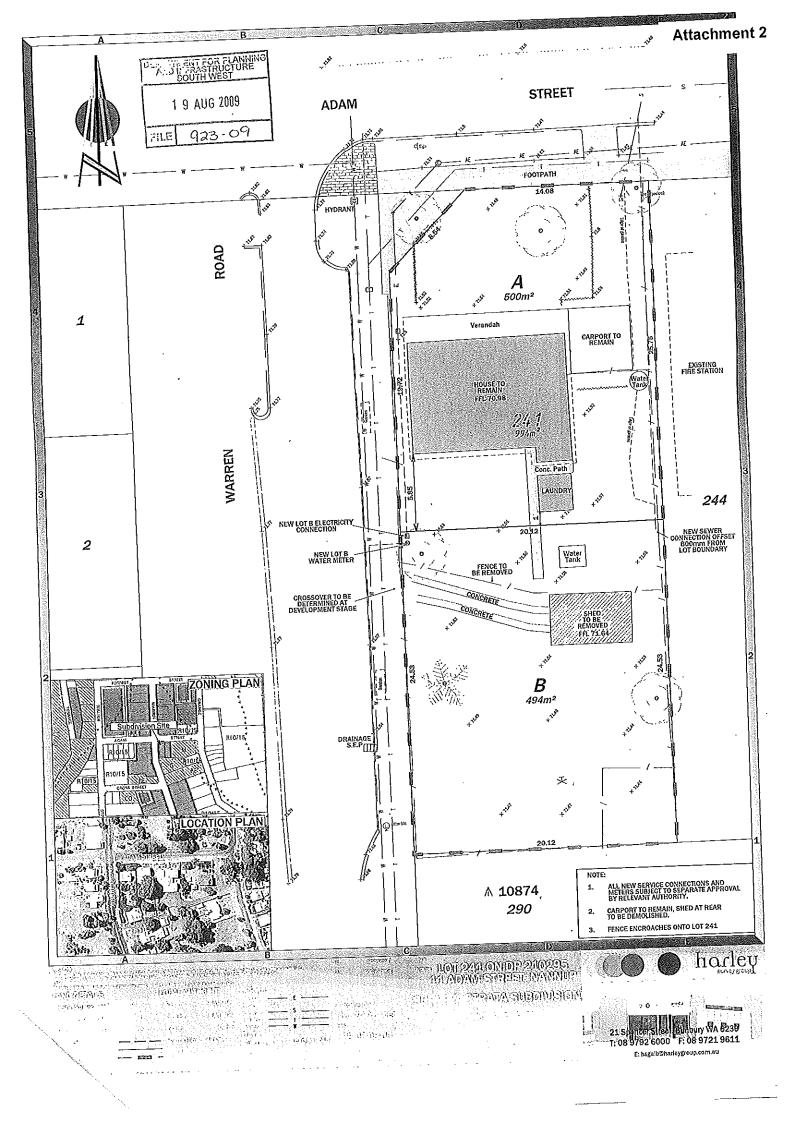
**VOTING REQUIREMENTS** 

**EWEN ROSS** 

MANAGER DEVELOPMENT SERVICES







AGENDA NUMBER: 10.2

SUBJECT: WAPC 140331 – Subdivision Application LOCATION/ADDRESS: LOT 11090 Brockman Highway

NAME OF APPLICANT: Mr Scott Hedley

FILE REFERENCE: A1496

AUTHOR: Ewen Ross – Manager Development Services

**DISCLOSURE OF INTEREST:** 

DATE OF REPORT: 14 September 2009

Attachments:

1. Location Map.

2. Subdivision Plan.

#### BACKGROUND:

At the February 2009 meeting Council resolved (8102) to advise Mr Hedley that:

- 1. "Should he lodge an Application for subdivision to the Western Australian Planning Commission (WAPC) whereby the 'severed' 3.708 portion south of Brockman Highway is sought to be created as a separate lot, Council would be obliged to advise the WAPC of the provisions of the Shire of Nannup Town Planning Scheme No. 3 in relation to the 'Agriculture' zone.
- 2. Council would be prepared to advise the WAPC that it would not oppose the creation of a separate lot as outlined in Mr Hedley's correspondence on the basis that the impact of Brockman Highway on the operation and use of the 'severed' portion is considered significant with respect to the WAPC's Development Control Policy '3.4 Rural Subdivision' Clause 4.3 Significant physical division'.
- 3. He may wish to address the issues raised by the WAPC in its decision of 9 October 2006 (in detail) and seek the guidance of DPI before he pursues a new subdivision application.
- 4. Council would be prepared to accept (at no cost), a portion of the land as referred to in his correspondence for 'rest area'."

The applicant has now applied to subdivide to create three lots, Lo1 48.54 ha, Lot 2 3.371 ha and a reserve Lot of 1894m2 as Public Open Space. Previously, the Western Australian Planning Commission (WAPC) Subdivision Application (131825) for a similar subdivision (excluding the 'rest area') was considered by both Council and the WAPC in 2006. Council on 24 August 2006 resolved:

"That Council not support Subdivision Amalgamation Proposal WAPC 131825 as the application does not address the objectives of the Warren Blackwood Rural Strategy for rural subdivision". The change in Council's position reflected consideration that the use of the whole of Lot 11090 is significantly impaired by the existence and traffic operations of Brockman Highway. A count of vehicles using Brockman Highway was undertaken by the Shire on 15 February 2007 (opposite the Hines Subdivision) where 292 vehicles per day were recorded over a 24 hour period. Of interest, 10% of vehicles recorded were 'heavy vehicles'. Ordinarily, 292 vehicles is not necessarily a significant number, however Brockman Highway heading east is extremely steep and it is desirable that heavy, slow moving vehicles (including cars towing caravans) not be stopped in this section of road.

The issue of Brockman Highway does not appear to have been given significant weight under the assessment of WAPC Subdivision Application 131825 by Council. It is reasonable to consider that any attempt to halt heavily laden vehicles climbing the Brockman Highway hill opposite Lot 11090 (due to using the 3.708 ha portion of the land for agricultural or other agricultural related purposes) could cause significant disruption and danger to traffic flow.

#### COMMENT:

The subject land is zoned 'Agriculture under the Shire of Nannup Local Planning Scheme No. 3 (LPS 3). Section 4.13.1 of the Local Planning Scheme controls subdivision in the 'Agriculture' zone and states:

#### "4.13.1.4 Subdivision

Council's guidelines in assessing referrals from the Western Australian Planning Commission for the subdivision of land within the zone will be:

- Where land is to be used for annual or perennial horticulture production, subdivision should be based on a minimum lot size of 40 hectares, including a minimum area of high capability (class 1 or 2) land of 30 hectares, in addition to sufficient area for water capture/storage, the siting of a dwelling and agricultural buildings, other infrastructure, protection of any remnant vegetation, and sufficient setbacks from watercourses and adjoining properties so as not to restrict potential agricultural productivity on those properties;
- Where land is to be used for grazing, cropping and other general agricultural practices, subdivision should be based on a minimum lot size of 80 hectares;
- Where an agricultural trade lot is proposed a minimum lot size of 40 hectares is required. The development of a dwelling on an agricultural trade lot is prohibited under the Scheme."

Based on the above criteria, the application does not address the above criteria of LPS 3 and would not normally be supported by Council. However, based on the added emphasis given to the impact of Brockman Highway, the merit of providing a "rest area" and that under the "Development Control Policy '3.4 Rural Subdivision' of the WAPC which acknowledges the ability of the WAPC to consider subdivision where land is impaired by 'significant features', then this application is supported. Note "4.3 Significant physical division -

The existing physical division of a lot by a significant natural or constructed feature may be formalised through subdivision. A significant physical division generally does not include rural roads or creeks that are commonly crossed for farm management purposes".

#### Sewerage

The lot sizes are of adequate size to accommodate onsite waste and stormwater disposal.

#### Fire Management

The proposed lots are shown as covered in predominantly native forest and plantation timbers which has mostly been cleared recently. The close proximity to plantations together with the relief of the property would pose a potential fire hazard for any residential development, particularly proposed lot 2, given its size. The applicant would need to provide a Fire Management Plan (FMP) to address any fire hazard. Additionally, for proposed lot 2 a building envelope which takes into account 100 metre set back from plantations together with the 50 metre setback from Brockman Highway and 20 metres from other boundaries.

#### **Public Open Space**

The proposed "Road Widening for Rest Area (POS)" will need to be formalized as a "Reserve" and ceded to the Crown and vested in the Council for management. This should be ceded free of charge including the relevant administrative costs involved. The POS should also be developed at the applicants cost and as a minimum include provision of crossovers, boundary with proposed lot 2 fenced and the land leveled.

It is noted previous correspondence referred to "The proposed rest area/truck bay is situated on top of the hill and has an uninterrupted panoramic view of Nannup town site and surrounding areas for some distance." and "Availability for taking photos with uninterrupted view." Given the location of the "reserve" to the rear of proposed lot 2, this "uninterrupted panoramic view" would be impinged on with the development of proposed lot 2 and growth of vegetation.

#### STATUTORY ENVIRONMENT:

Planning and Development Act 2005 and the Shire of Nannup Local Planning Scheme No. 3.

#### **POLICY IMPLICATIONS:**

The proposal sought by Mr Hedley is not in keeping with the Shire's Local Planning Strategy (LPS) nor the Warren Blackwood Rural Strategy as it seeks to retain the land for agricultural purposes. However, as noted in this Report, the 'severance' of Brockman Highway is regarded as a significant impediment to using the whole of the land for agricultural purposes. In this instance, a variance of the LPS and the Warren Blackwood Rural Strategy is considered reasonable.

#### FINANCIAL IMPLICATIONS

Should the WAPC approve the subdivision and Council becomes the custodian of the POS it may incurred development and maintenance costs associated with the land.

#### STRATEGIC IMPLICATIONS: Nil.

#### **RECOMMENDATION:**

That Council advises the WAPC that they have no objection to ssubdivision referral 140331 subject to the inclusion of the following conditions:

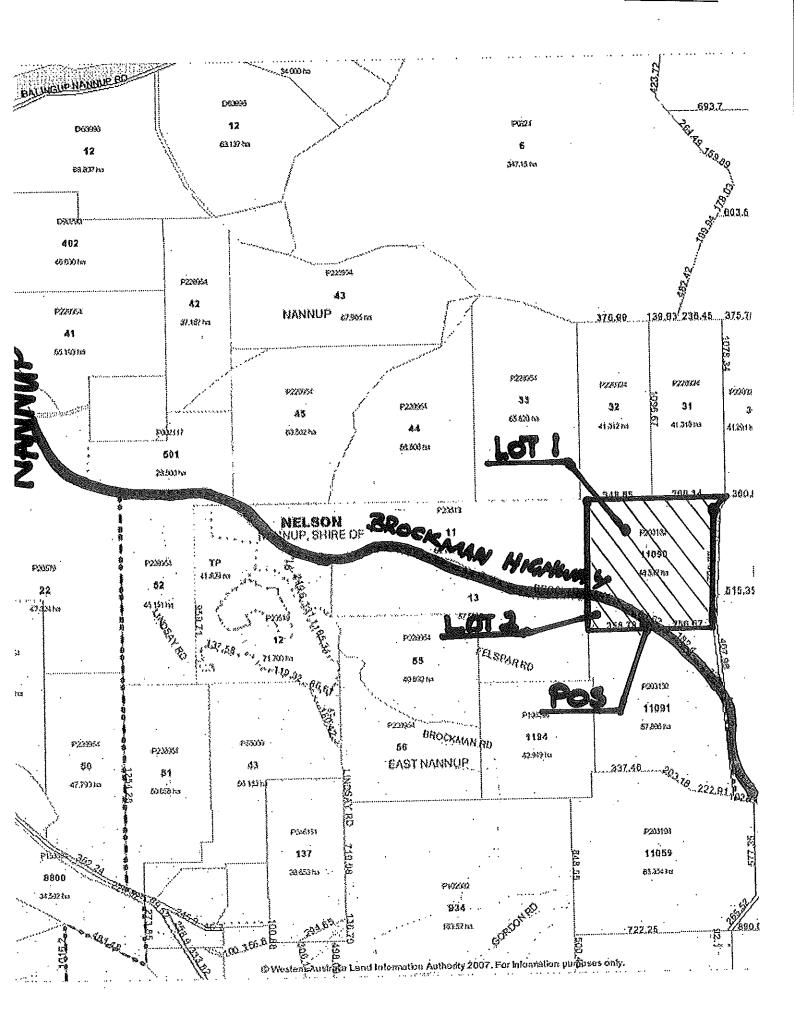
- (W5) The applicant/owner of the land shall make arrangements to ensure that prospective purchasers of the proposed lots are advised in writing that provision of a reticulated sewerage service will not be available to the lot and that all future dwellings on the lot will need to be connected to on-site effluent disposal systems(s).
- 2. (D14) Stormwater being contained on-site, or connected to the local drainage system after passing through an appropriate water quality improvement treatment device.
- 3. (R25) Suitable arrangements being made with the local government for the provision of vehicular crossover(s) to service the lot(s) and POS shown on the approved plan of subdivision.
- 4. (B1) All buildings having the necessary clearance from the new boundaries as required by the relevant Local Planning Scheme.
- 5. (Ba2) With regard to Condition 4, the applicant/owner is advised that the detailed plan is to be to scale and must include the location and extent of

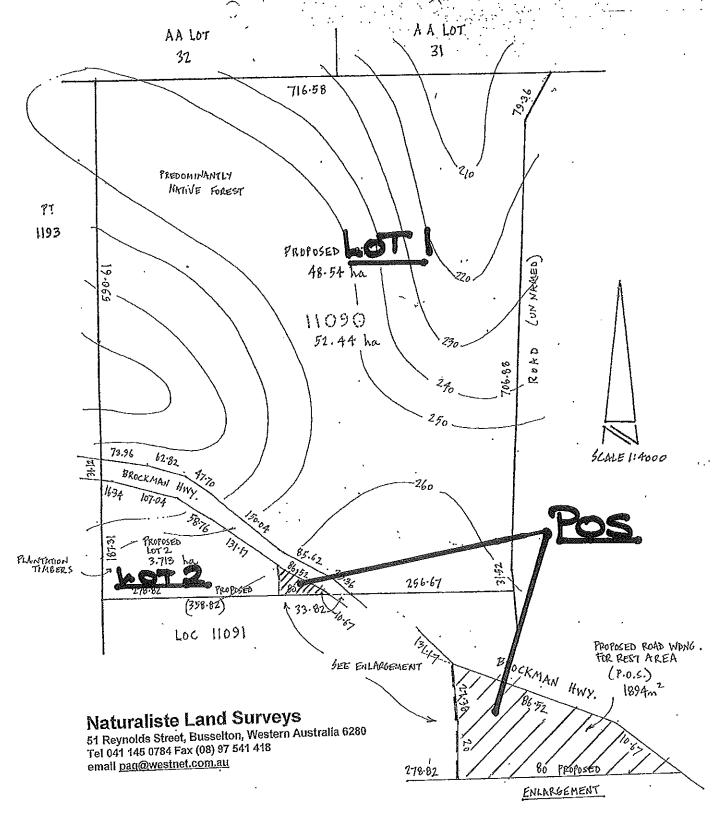
- the building envelope on the lot, including appropriate setbacks for buildings of 100 metres from forest/plantation boundaries.
- 6. (B3) Uniform fencing along the boundaries of the proposed lot 2 abutting POS are to be constructed.
- 7. (F2) A Fire Management Plan being prepared and implemented to the specifications of the local government and the Fire and Emergency Services Authority.
- 8. (RS3) The proposed reserve shown on the approved plan of subdivision being shown on the Deposited Plan as a "Reserve for Recreation" and vested in the Crown under section 152 of the Planning and Development Act, such land to be ceded free of cost and without any payment of compensation by the Crown.

**VOTING REQUIREMENTS:** 

**EWEN ROSS** 

MANAGER DEVELOPMENT SERVICES





# PROPOSED SUBDIVISION OF LOT 11090 ON DP 203132 - BROCKMAN HIGHWAY, NANNUP

CLIENT: SCOTT McKENZIE JOB NO. 1121
SHIRE OF NANNUP INV. 1531
CERTIFICATE OF TITLE VOL 2138 FOL 305
AREAS AND DIMENSIONS SUBJECT TO
CADASTRAL SURVEY.
CONTOURS DERIVED FROM CALM INFORMATION.
CONTOUR INTERVAL: 10m SCALE 1:4000

DEPARTMENT FOR FLANKING
AND INFRASTRUCTURE
SOUTH WEST

2 2 JUL 2009

FILE 140331

AGENDA NUMBER: 10.3

SUBJECT: Application for Planning Consent - Use Not Listed- Wind Farm

LOCATION/ADDRESS: Lots 2, 3, 14, 499, 704 and 921 Milyeannup Coast Road

and Woodarburrup Road

NAME OF APPLICANT: Verve Energy

FILE REFERENCE: TPL7A

AUTHOR: Rob Paull - Planning Consultant

**DISCLOSURE OF INTEREST:** 

DATE OF REPORT: 14 September 2009

Attachments:

- 1. Location Plan.
- 2. Map of Noise Contours.
- 3. Verve Response Visual Management and Fire Management.

4. Mr. James's Visual Management Review Response.

#### **PROPOSAL**

As Council is aware, the Shire is in receipt of an Application for Planning Consent for a 'Use Not Listed' - Wind Farm on land located to the south of Milyeannup Coast Road and Woodarburrup Road comprising the following lots and areas ('subject land'):

- 1. Lot 2 19 Ha
- 2. Lot 3 101 Ha
- 3. Lot 14- 64 Ha
- 4. Lot 4 404 Ha
- 5. Lot 704 -500 Ha
- 6. Lot 921- 202 Ha

Total area of 1,290 Ha.

The development would consist of 30 wind turbines in various locations across the subject land where all electricity produced would be fed into the local electricity grid by connecting to an existing 132KV overhead transmission line. A location plan is found in Attachment 1.

#### **BACKGROUND**

Council at its meeting of 27 August 2009 resolved as follows:

That Council, in relation to the Application for Planning Approval on Lots 2,3, 14, 499, 704 and 921 Milyeannup Coast Road and Woodarburrup Road, Shire of Nannup for a Wind Farm:

 Determine that the proposed use is a "Use Not Listed" as referenced in the Western Australian Planning Commission's Planning Bulletin Number 67 -Guidelines for Wind Farm Development.

- 2. In accordance with the provisions in Local Planning Scheme No.3 give Public Notice of the proposal the form of an advertisement in the following newspapers for 14 days:
- The Augusta-Margaret River Mail
- The Dunsborough Busselton Times
- The Manjimup Bridgetown Times.
- 3. Resolve that with respect to the Application for Planning Approval on Lots 2, 3, 14, 499, 704 and 921 Milyeannup Coast Road and Woodarburrup Road, Shire of Nannup for a Wind Farm that Council not require the 'Nodal Concept-Milyeannup Node' access, car park and development as defined in the Nannup Coastal Management Plan and Augusta-Walpole Coastal strategy on the basis that the proposed Wind Farm does not establish a clear 'nexus' and a planning purpose between the development and the need for the access. In this regard, the proposal is not considered to 'trigger' the need for such access and infrastructure as the need is generated when subdivision and relevant tourist developments result in addition population pressures on the coast.
- 4. Advise the Applicant of 3, above and that prior to determining the Application the Applicant will need to provide the following:
  - Noise the Applicant is to commit to finalising lease agreements (or similar) with those landowners not forming part of the Application but who are affected by the 35 dB(A) noise contour, as a condition of Development Approval, prior to the Shire of Nannup issuing a building licence for the Wind Farm. In this regard, the landowners would indicate their acceptance of the impacts of the Wind Farm on their land and the potential impacts on future residences.
  - Visual management the Applicant is to provide formal comment on the opinions of William James and the Department of Planning, for Council consideration when the Application is scheduled again for determination.
  - Fire Management the Applicant is to submit a Fife Management Strategy for Shire and Council consideration on the basis that submission of a full Fire Management Plan will be a condition of Development Approval. The Fire Management Strategy and Plan are to address the impacts of the Wind Farm through the construction phase to operation.
  - Dieback Control Management Plan, Acid Sulphate Management Plan and Traffic Management Plan - the Applicant is to commit to preparing these plans to the satisfaction of the Shire, Council and relevant approval authorities prior to construction of the Wind Farm commencing, as a condition of Development Approval.

5. Advise the applicant that the Shire of Nannup will be developing a model of differential rating for the proposed development.

It should be noted that there was an inherent conflict with the resolution of Council where in part 4, the requirements on providing the information referred was to be undertaken *prior to determining the Application*. The wording of the 'dot points' appear to indicate that approval had been issued. Council had no power under LPS No. 3 to issue any Approval until it resolved the issue of 'use not listed' and had advertised pursuant to LPS No.3.

#### PLANNING FRAMEWORK

The following planning documents and instruments establish the 'planning framework' for any development (and subdivision) on the subject land.

#### State Strategies and Policies

The following strategies and polices were extensively covered in the 27 August 2009 Report to Council:

State Sustainability Strategy
Statement of Planning Policy – SPP 2.6 State Coastal Planning Strategy
Visual Landscape Planning in Western Australia - A Manual for Evaluation
Assessment, Siting and Design
Planning Bulletin 67 – Guidelines for Wind farm Development

The matters raised are relevant to determining the Application.

#### Regional Strategies and Polices

#### Warren Blackwood Regional Planning Strategy

The Warren Blackwood Regional Planning Strategy was the first regional strategy prepared for the region and sought to guide future development within the region over the next 25 years.

#### Warren Blackwood Rural Strategy

The Warren Blackwood Rural Strategy builds and expands on the content of the Warren Blackwood Regional Planning Strategy with a specific focus on issues with respect to agricultural land use and management. The subject land is identified as forming part of the Rural Landscape Protection Conceptual zone within the BR1 Scott Planning Unit. In recognition of the natural beauty of the area combined with the physical and environmental limitations for agricultural within the area, the primary objective of the zone was determined as a need to 'enhance the intrinsic landscape, environmental and cultural values of the area.'

#### Augusta-Walpole Coastal Strategy

The Wind Farm site is located within land areas zoned as 'Rural Conservation Zone Area A' and 'Rural Conservation Zone Area B'.

Zone A: encompassing four (4) lots within the wind farm area, is restricted to a minimum lot size of 40 Ha, providing the average lot size of 80 Ha is maintained over the parent lot. The larger average lots size is designed to maintain existing landscape and environmental values of the area.

Zone B: encompassing two (2) lots, has been identified within the Strategy as having potential to provide possible future public coastal access to the beach. As an incentive to facilitate, through subdivision, the possible creation of these access nodes, subdivision of land within this zone may be supported to a minimum lot size of 40 Ha.

#### The Augusta-Walpole Coastal Strategy notes:

"The Augusta-Walpole coastline has the attributes required for successful use of wind energy and it is therefore important in the State's response to climate change. Locally, wind farming can provide significant sustainable employment with very little environmental impact. Although a wind farm typically has a 28-year lifetime and its building requires some land disturbance, such disturbance is small and the facility can be removed without significant legacy environmental damage. Proposals to develop alternative energy generation would be subject to the usual assessment and approval processes.

There has been one large scale proposal for a wind farm on the Scott coastal plain. This site, although not ideal in terms of wind generation, had the benefit of being close to the Beenup transformer site which would have allowed a quality link to the south-west grid. With the greater emphasis on sustainability and the need to mitigate against the impacts of climate change, further proposals can be expected for wind power generation around the Western Australian coast" (page 106).

The Augusta-Walpole Coastal Strategy also notes the Milyeannup land area as follows:

"This area, shown in detail in figure 19b, is near the junction of Milyeannup Coast Road and Woodarburrup Road. The locality of Milyeannup has been identified as a potential coastal access node as it is roughly in the centre of precinct 1, and because of the existing and potential surrounding land uses and its potential for low key accommodation.

Further assessment through a coastal management plan will determine whether Milyeannup can support some low-key tourism facilities or is better suited to day use only. No subdivision of the coastal access location at Milyeannup will be supported until the exact location of the coastal access road, associated infrastructure, cost and land contributions are resolved, because a number of privately owned lots have been identified as having potential for a coastal access road.

Recommendation 5.7.2: Should lots 1, 2 or 704 (Milyeannup) be the subject of an application to develop or subdivide, ensure that the provision of public access is considered during the assessment process".

A potential access node, referred to as the Milyeannup Node is proposed along the western-most boundary of the proposed Wind Farm site. However, Council resolved not to pursue this access node for this Application.

#### Shire of Nannup - Policies and Planning Scheme

#### Shire of Nannup Local Planning Strategy

The principle 'strategic' document in support of the proposed rezoning of the subject land is the Local Planning Strategy. The Local Planning Strategy seeks to:

become a central feature of the Scheme [The Shire of Nannup Local Planning Scheme No. 3], setting out the Council's general aims and intentions for future long term growth and change...

The Local Planning Strategy will become a central part of the Scheme, being a consideration the Council will have regard to in making planning decisions, and will carry significant weight in planning appeals...

The Local Planning Strategy provides an opportunity for an integrated approach to planning across all areas of the district, including consideration of social, environmental and economic aspects. Once adopted, the LPS is translated into an action plan through the adoption and implementation of Town Planning Scheme No. 3."

The LPS identifies the most significant planning issue for the South Coast region as determining an appropriate level of development, access and usage of the coast that is compatible with the retention of the area's wild and natural values'.

The objective for the South Coast region is 'to ensure that development, access and usage of the South Coast is compatible with the retention of the area's environmental, visual landscape, heritage and recreation values.'

#### Council's Policy - Shire of Nannup Coastal Management Plan

The purpose of the study, therefore, is to identify and evaluate the coastal access, low key development and management options compatible with the protection of those values. This is in accordance with the recommendations of the *Augusta-Walpole Coastal Strategy*.

#### Local Planning Scheme No. 3

The subject land is zoned "Coastal Landscape" under Local Planning Scheme No. 3 (LPS No.3), the objective of which is to ".... protect significant landscapes and environmental features and provide for development which is compatible with and which will enhance the landscape and environmental qualities of the area".

Clause 4.13.5.1 defines the Specific Objectives of the Zone as follows:

- (a) To protect the significant landscapes and environmental features of the locality; and
- (b) To provide for development which is compatible with and will preserve and enhance the landscape and environmental qualities of the locality".

Council resolved on 27 August 2009 that it would not seek to impose a requirement for a foreshore reserve to be provided as part of this Application.

The zoning table defines uses that can be considered ('D' or 'A') and those that are prohibited ('X') there are however uses that cannot clearly be defined in the Scheme. In this instance, 'Wind Farm' is not defined in LPS No. 3 and therefore is considered to be a 'Use not Listed'and in this regard was advertised in accordance with LPS No.3 and Council resolution.

#### Initial Stakeholder Circulation/Consultation

Advertising pursuant to the Council resolution of 27 August 2009 was carried out and no additional submissions were received.

Council will recall that prior to referring the Application to Council for consideration of a "Use Not Listed" in accordance with the LPS No.3, the Application was 'informally advertised' for a period of 21 days. Referrals were made to nearby landowners; advertisements were placed in 4 newspapers and the referred to following agencies:

- Environmental Protection Authority 'Not Assessed'
- Western Power No objection
- Department of Environment and Conservation Manjimup office and Bunbury office No response
- Civil Aviation Authority No objection
- Shire of Augusta-Margaret River No objection

- Shire of Manjimup No objection
- Department of Indigenous Affairs No objection
- Department of Planning and Infrastructure No objection (made comment on the visual management assessment)

The Applicant also conducted external consultation including conducting several information seminars at both Nannup and Augusta for interested stakeholders. Five public submissions were received which outlined the following planning comments/concerns pertaining to the proposal including:

- General support for wind farms and sources of alternative energy (4 submissions).
- Noise impacts on an adjoining lot (one submission owner of Lot 1 west of the subject land)).

The support for the wind farm is noted. The issue raised with respect to noise impacts is conserved to be reasonable as a submission due to the submitters land being very close to the 35dB(A) contour. The issue of noise has also been addressed by the Environmental Protection Authority – although their concerns do not relate specifically to the submitters land.

It is necessary for the Applicant to ensure that no off site impacts occur unless it is with the agreement of the land owner. The Applicant has advised that ongoing discussions with adjoining landowners in order to ultimately achieving a lease agreement (or similar) with these owners affected by the minimum 35dB (A) noise contour.

#### Clause 4.13.5.6

Clause 4.13.5.6 of LPS No. 3 "Development of Land Abutting Coast" defines the assessment necessary to determine an Application in the "Coastal Landscape" zone.

"For any development other than a single residential dwelling and uses associated with an established or proposed agricultural use on land abutting the coastline or vacant crown land that itself abuts the coast, a site specific coastal management plan is to be prepared to the satisfaction of the local government, addressing (but not limited to) the following issues:

- Setbacks for development;
- Dune and vegetation protection measures;
- Beach access points;
- Vehicle movement control;
- Fencina:
- Fire management;
- Vesting of any adjacent unallocated crown land (if applicable); and
- Visual amenity".

The Application is discussed in relation to the above issues identified on Clause 4.13.5.6.

#### Setbacks for development

LPS No.3 defines a minimum set back of 20m for all development to any boundary. The setbacks to the respective lot boundaries and roads of the Application are as follows:

- Northern Boundary (to Woodarburrup Rd) ~ 850m
- Eastern Boundary ( to Woodarburrup Rd) ~ 295m
- Southern Boundary (to Unallocated Crown Land triangle) ~ 90m
- Western Boundary (to Lot 367) ~1170m

The setbacks appear reasonable for the proposed Wind Farm, however one impact of the turbines is that they will produce noise in excess of 35dB(A) at times (Note Attachment No. 2). Some of this impact is outside the subject land and would impact upon the sitting of any future dwellings on these 'external' lots.

#### The Application notes:

a range of noise sensitive buildings have been identified outside and in close proximity to the project area. To address potential wind farm noise emission impacts on these surrounding buildings, noise emission boundaries have been developed. The noise emission boundaries are based on backgrounding noise monitoring and modelling worst case wind farm noise emissions for a range of wind turbine development scenarios". (page 15)

This issue has been acknowledged by the EPA in relation to Lot 1. Accordingly it is reasonable for Council to seek to have Verve Energy enter into a to lease agreement (or similar) with those land owners not forming part of the Application but who are affected by the 35dB (A)/40dB (A) noise contour. In this regard, they would indicate their acceptance of the impacts of the Wind Farm on their land and the potential impacts on future residences.

#### Dune and vegetation protection measures

The proposal is set back approximately 500m to the high water mark. However, should a Planning Approval issue, it is reasonable to have a condition that requires the sitting of the turbines assessed in light of the WAPC's *Statement of Planning Policy No. 2.6 State Coastal Planning Policy*.

#### Beach access points/Vehicle movement control

Council has resolved the issue of additional public access for the proposed Wind Farm.

#### Fencing

Although no fencing details have been provided, any subsequent Approval could be conditioned that fencing be 'open rural' fencing in accordance with existing standards.

#### Fire management

The Applicant has provided a 'strategic' Fire Management Plan that essentially resolves that fire management is acceptable and the development not in itself, a fire risk. It is recommended that Council reiterate the Shire requirement for a FMP prior to the issue of any Planning Approval.

#### Visual amenity

Mr William James Landscape Architect has reviewed the landscape and visual assessment of the Wind Farm undertaken by the Applicant. A complete copy of Mr. James's assessment is included as **Attachment 4**.

In his review, Mr. James concludes as follows:

"Verve's response to my Review does not change my position. In my professional opinion the Verve Assessment is an inadequate document for a number of reasons that I have addressed in my Review and expressed in this letter. All these reasons stem from the fact that alternative sitting for the wind farm has never been a question that the Assessment could, or would, address.

The wind farm will be visible from several highly sensitive sites. It is sited on the coast in a pristine natural landscape with high wilderness quality. The fact that the wind farm will be visible will change this landscape from a wilderness landscape to a natural landscape altered by development. The pros and cons of the wind farm are not relevant to the Assessment. What is relevant is its impact on the landscape. Clearly there is an unacceptable impact. Council should recognise this when making their decision".

#### PHYSICAL ASSESSMENT

Based on the review by the EPA, it is considered that the subject land is suitable and capable of being used for the purpose of Wind Farm.

#### **Environmental Impact**

The Government's State Sustainability Strategy reflects on the imperative of ensuring land use and development are consistent with the efficient use of energy and minimisation of greenhouse gas emissions. Wind energy is a renewable energy which fits closely with the ideals of the Strategy.

Wind Farms affect the visual amenity of Coastal Landscape zone landscapes, however community consultation and the distinct lack of objection allows Council to acknowledge a strong apparent level of community acceptability of the proposal.

#### Noise

The Applicant has undertaken a Noise Modelling Assessment to determine whether or not the proposed Wind Farm will comply with relevant Guidelines in respect to allowable noise levels received at noise sensitive land uses (Dwellings) on neighbouring properties.

The Western Australian Planning Commission's Planning Bulletin 67 - Guidelines for Wind Farm Development endorses the use of the Wind Farms – Environmental Noise Guidelines produced by the South Australian Environmental Protection Authority to be utilised as criteria for noise emissions produced by wind turbines. These Guidelines stipulate that sound levels should not exceed 35dB (A) in the locality or 5dB (A) higher than background noise. In addition, the Planning Bulletin states:

"To avoid adverse noise impacts on the amenity of the surrounding community, wind farm developments should include sufficient buffers or setbacks to noise sensitive premises. As a guide, the distance between the nearest turbine and a noise-sensitive building not associated with the wind farm, is likely to be 1km. The ultimate distance between sensitive uses and the wind turbine, may be determined on the basis of acoustical studies".

It would appear that the only existing house not forming part of the subject land is 'Lot 1' (west of the subject land) where it would appear to be approximately 1km from the proposed turbines.

Staff again recommend that no wind turbines be placed any closer than the existing wind turbines proposed on the Applicant's Planning Application and that all landowners affected by the noise impact are involved with a lease agreement (or similar) with Verve Energy as outlined in this Report.

Along with the EPA, the Shire Staff are of the view that a Special Use 'exclusion zone' (or similar) should be established over all land affected by the Wind Farm – once it is clear that project will progress.

#### <u>Design</u>

The proposal seeks permission for a term of 28 years and includes development of 30 wind turbines and associated infrastructure over six lots which have a total area of 1290ha. The cost of the development is estimated at over \$160 million. It should be noted that although the Application is based on up to 30 turbines, the Applicant advises that the project details are not yet final including wind turbine make/model and network access capacity.

The wind turbines will have a maximum tower height of 85m and three blades with a maximum rotor diameter of 100m. Each turbine will be placed on a circular steel tower, bolted to a steel reinforced concrete foundation. The foundation will sit below ground except for the portion which meets the tower being just above ground level. A control panel and switchboard will be housed inside the base of each turbine tower.

#### Electromagnetic Interference

As Wind Farms can potentially affect the electromagnetic signals in an area, the Applicant has committed to investigate and apply a range of measures to rectify any interference should it occur.

#### CONCLUSION

Public Notice in accordance with the Statutory Advertising provisions of LPS No.3 has been undertaken and no objection has been received.

The issue of noise is that some aspects of the Wind Farm operation will impact on nearby and adjoining landowners (not forming part of the subject land) and reflected by the 35dB(A) noise contour. It is reasonable given that the Wind Farm has potential impacts on future residences and is to be in operation for up to 25 years, that a lease (or similar) be entered into with Verve Energy and those land owners affected. Should this be unable to achieved, the proposal would need to be amended in such a manner that removes the impact of the 35dB(A) noise contour from any other land.

Visual Management assessment has been undertaken by the Shire's landscape consultant. The assessment from the Shire's visual management consultant indicates that the development will impact upon the 'wildernesses of the area. No variation to the design, colours or immediate location will reduce this impact. Council needs to be satisfied that the visual impacts and noise are acceptable given the overall environmental benefits. Should this be Council's view, it is recommended that conditional Approval be issued. Alternatively, it is open to Council to refuse the Application.

Should Council consider the Application in relation to the Application for Planning Approval on Lots 2, 3, 14, 499, 704 and 921 Milyeannup Coast Road and Woodarburrup Road, Shire of Nannup for a Wind Farm be unacceptable, it is recommended that Council, refuse the Planning Approval for a Wind Farm on the following Grounds:

a) The development will have a major impact negative on landscape values in that the landscape character, when viewed from various highly sensitive sites will change from "natural with high wilderness quality" to "natural with development influence".

- b) The development is not in accordance with the Specific Objectives of the "Coastal Landscape" zone.
- c) The development is not in accordance with the intent and purpose of the Rural Conservation Zone Area A' and 'Rural Conservation Zone Area B' of the Augusta-Walpole Coastal Strategy.

#### STATUTORY ENVIRONMENT:

Council's Local Planning Scheme No.3 provides a statutory framework for all development in the Shire and has been discussed throughout this Report.

#### **POLICY IMPLICATIONS:**

There are no Council Policies pertinent to Wind Farm development. Shire Staff do not envisage the need for such a policy at this time.

FINANCIAL IMPLICATIONS: No implications are anticipated.

#### STRATEGIC IMPLICATIONS:

The Shire of Nannup 'Forward Plan 2006/07-2010/11' notes that the vision of the Shire of Nannup is:

"To foster a community that acknowledges its heritage, values and lifestyles whilst encouraging sustainable development."

The construction of up to 30 wind turbines will generate:

- Up to 55 MW of electricity into the south-west electricity network up to 160,000 tonnes per year of greenhouse gas emissions avoided each year.
- •Enough electricity to power up to 26,000 homes every year.
- •Feed electricity into the Western Australian south west grid supplying renewable electricity free of carbon emissions.
- •Offset 160,000 tonnes per year of greenhouse gas emissions.
- •Direct and indirect employment opportunities to the local/regional community.

The Applicant estimates that there will be an average of 50-60 employees on-site during the construction. Maximum labour on site is expected to peak at between 80 and 90. The Wind Farm would increase the sustainability of energy supply in Western Australia and contribute to efforts to address global climate change.

#### RECOMMENDATIONS

The Application for Planning Approval 010/09 on Lots 2, 3, 14, 499, 704 and 921 Milyeannup Coast Road and Woodarburrup Road, Shire of Nannup for a Wind Farm is issued Planning Approval for a Wind Farm subject to the following Conditions:

- 1. The land use and development shall be undertaken generally in accordance with the approved plans, in a manner that is deemed to comply, to the satisfaction of the Chief Executive Officer.
- 2. As a consequence of the Wind Farm, Woodarburrup Road is to be widened and sealed to 7 metres with 1.3 metre shoulders from the western most boundary of the land to the eastern most portion of the Wind Farm. In addition to this there is to be passing lanes constructed where there are access points into the site in consultation with the Shire's Works Manager.
- 3. A visitor viewing area is to be provided in a location agreed between the Applicant and the Shire's Works Manager.
- 4. Access onto the site shall be restricted to that shown on the plan approved by Council.
- 5. Sitting of the turbines shall be in accordance with the WAPC's Statement of Planning Policy No. 2.6 State Coastal Planning Policy to the satisfaction of the Shire.
- 6. All fencing shall be 'open rural' fencing in accordance with existing standards to the satisfaction of the Shire.
- The Applicant shall (prior to the erection of wind turbine generators) provide notification to CASA of the location and height details of the wind turbine generators.
- 8. The Applicant shall provide a Traffic Management Plan to Main Roads WA and the Shire of Augusta-Margaret River and the Shire of Nannup prior to the commencement of construction. The Traffic Management Plan shall address:
  - a. Transportation of materials to the project site;
  - b. Obtaining the necessary written approvals/permits from Main Roads WA Heavy Vehicle Operations Branch and the Shire of Augusta-Margaret River;
  - c. Necessary bonds and protections for existing roads; and
  - d. The transport of all divisible and indivisible loads and acquisition of necessary permits for transport of these loads.

- 9. The Applicant shall provide and implement, a Fire Management Plan that addresses the impacts of the Wind Farm through the construction phase to operation, approved by Council and FESA prior to commencement of any construction.
- 10. Following the submission of the Application, if the Applicant proposes changes resulting in significant additional environmental impact in the opinion of the Shire of Nannup, these changes shall not be undertaken without prior consultation with the Shire of Nannup and the Environmental Protection Authority Service Unit.
- 11. The Applicant shall provide a post-construction noise monitoring report, with noise levels taken at the nearby noise sensitive receptors and provide the report shall be forwarded to the Shire of Nannup. No turbine shall be placed into operation where it exceeds the 35dB(A) noise contour on any other land unless it has (and continues to have) the express written consent of the affected landowner.
- 12. Prior to the commencement of construction, the Applicant shall commission third party noise modelling studies to demonstrate that the final Wind Farm design complies with noise limits outlined in this approval. The intended noise modelling methodology shall be discussed with the Department of Environment and Conservation Noise Branch and the Shire of Nannup at the appropriate time.
- 13. The Applicant shall ensure sufficient clearance is maintained from Western Power's existing and planned transmission and distribution lines and associated facilities to the satisfaction of Western Power.
- 14. Decommissioning of the above ground plant and equipment (excluding concrete pads, footings and in-ground cables) on the subject land will commence within a period of twelve months from termination of operations and be completed within a time period of the satisfaction of the Shire of Nannup. This will occur following submission by the Applicant of a plan outlining the process of decommissioning.
- 15. The Applicant shall ensure the UHF transmission from the Wind farm and surrounding land is not demised and shall immediately remedy any problems which may arise as a consequence of this development.
- 16. The Applicant shall ensure that the subject development, at all times, complies with the Environmental Protection (Noise) Regulations 1997 unless a financial interest is provided for and registered against the subject property title.
- 17. This Planning Approval is valid for a 25 year term.

18. All development shall be setback a minimum of 20m from the property boundary.

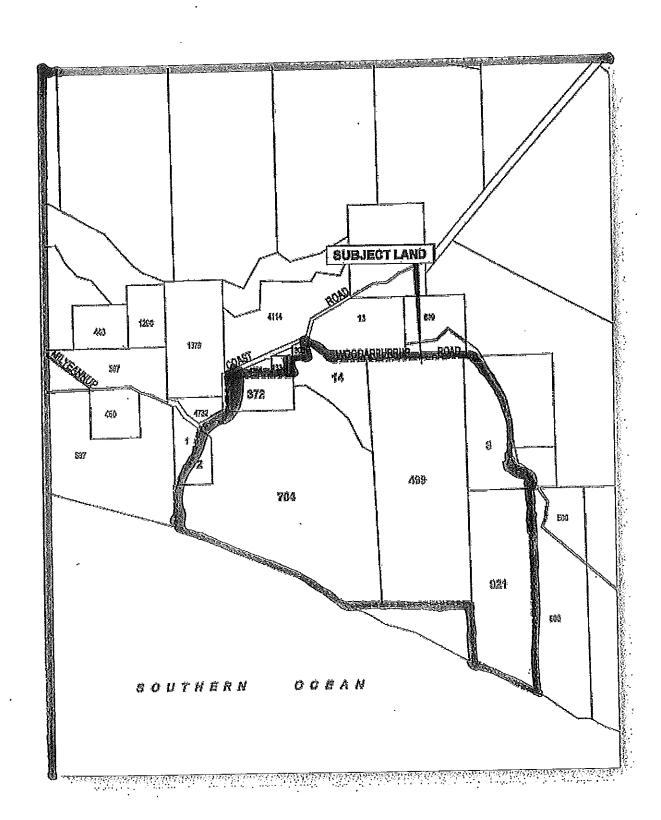
#### Advice Notes:

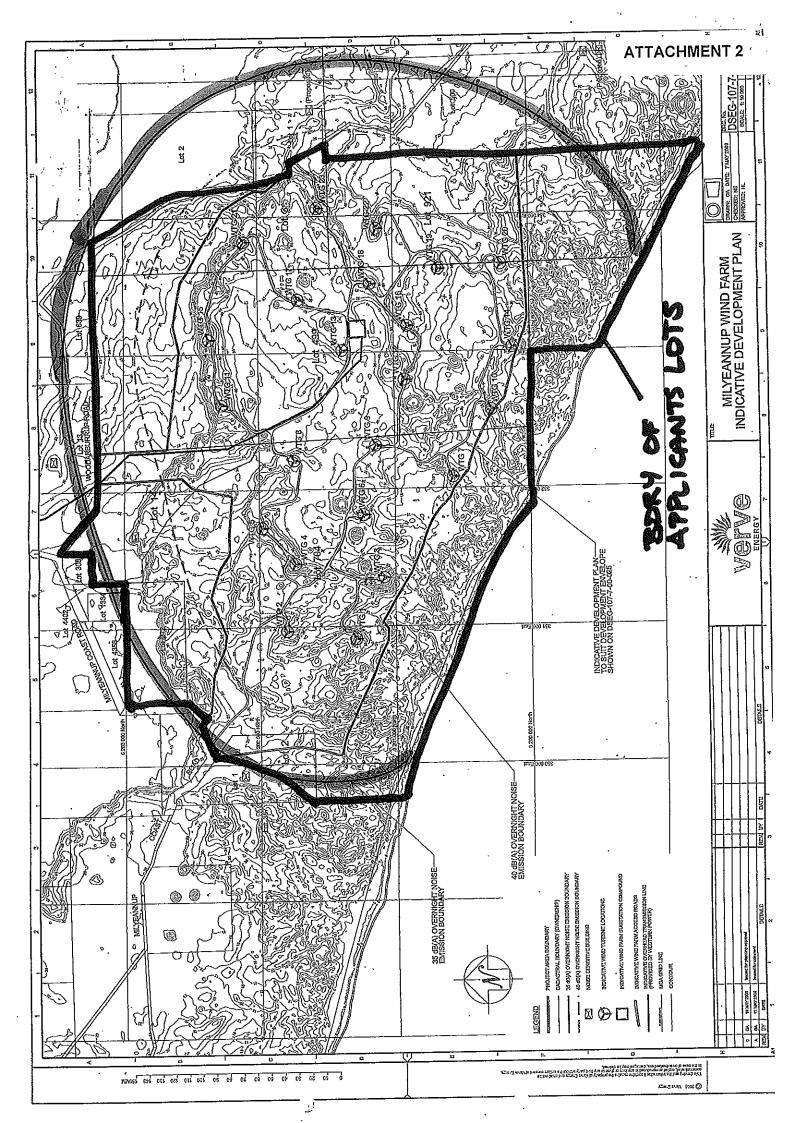
- a) Further to this approval, the Applicant is required to submit working drawings and specifications to comply with the requirements of Part 4 of the Building Regulations 1989 and the Health Act 1911 which are to be approved by the Shire of Nannup's Principal Building Surveyor and Principal Environmental Health Officer prior to issuing a Building Licence.
- b) Where any vegetation clearing is proposed then it will be necessary to contact the Department of Environment and Conservation in relation to any possible requirements or restrictions.
- c) Prior to the installation of a water bore, a licence is to be obtained from the Department of Water.
- d) The Environmental Protection Act 1986 contains penalties where the noise limits prescribed by the Act are exceeded and it is suggested that the Applicant have due regard for this in the operation of the development.
- e) The Applicant is advised that it will be required to implement all necessary strategies to mitigate any noise complaint which may arise including the decommissioning of any wind turbine which may be causing such complaint.
- f) Rights of appeal are also available to you under the Town Planning and Development Act 1928 (as amended) against the decision of Council, including any conditions associated with this decision. Any such appeal must be lodged within 28 days of the date of this decision to the State Administrative Tribunal (telephone 9219 3111 or 1300 306 017).

ROB PAULL

PLANNING CONSULTANT

# ATTACHMENT 1 LOCATION PLAN







11 September 2009

Mr Shane Collie Chief Executive Officer Shire of Nannup PO Box 11 Nannup WA 6275

Dear Shane.

### RE: LANDSCAPE AND VISUAL IMPACT ASSESSMENT OF THE MILYEANNUP WIND FARM

Verve Energy has reviewed the draft report by Bill James dated 22 July 2009 on his Review of Verve Energy's Landscape and Visual Impact Assessment (L&VIA) of the Milyeannup Wind Farm. We have also reviewed the Department of Planning's (DoP's) review comments on our L&VIA, received as an attachment to the Agenda Item 10.3 Council papers on 21 August 2009.

In this letter we wish to respond to both reviews, to provide the Shire of Nannup with further information and comment on the matter.

Verve Energy appreciates:

- 1. the review and comment commissioned by the Shire of Nannup and undertaken by Mr James: and
- 2. the review and comment requested by the Shire of Nannup conducted by the DoP.

Verve Energy acknowledges the strongly worded criticism of our L&VIA. We agree with some of the comments, however we do not agree with others as outlined in Appendix 1. Based on Appendix 1 we do not accept that the reviewers' comments invalidate the findings of our L&VIA and we request that the Shire acknowledge our original findings:

Page 7, last two paragraphs (bolding & underline added here):

"Verve Energy recognises that wind farms may be a contentious form of development. Whilst Verve has taken every step to reduce the visual impact of the wind farm, it accepts that it will be a significant change to the local landscape. Increasing the study area to greater than that recommended in WAPC (2007) and that typically used in Australian and International assessments, highlights Verve Energy's commitment to ensuring that the visual impact of the proposed development is thoroughly assessed.

This report concludes that the wind farm does not have a significant visual impact in the context of the regional landscape, primarily due to the careful site selection process which

placed the proposed development greater than 7 kms from significant visual viewpoints. At the local level the wind farm is found to have a high visual impact, but in the context of an already modified and changing landscape and restricted access to local recreational areas, the proposed wind farm does not have a significant impact."

Page 21, Section 4.3.3 (bolding added here): "The wind farm represents a significant change to the local Milyeannup landscape."

Page 83, last paragraph (bolding & underlining added here): "In conclusion, the Milyeannup wind farm will create a dominant

"In conclusion, the Milyeannup wind farm will create a dominant feature on the <u>local</u> landscape, but the significance of the impact is reduced due to the low population density and restricted access to local viewpoints. In terms of the wider regional landscape, the visual impact of the proposed wind farm will be largely diminished due to the distance of the wind farm from sensitive tourism, recreational and highly populated residential areas."

We urge the Shire to note that the Shire of Augusta-Margaret River has made a resolution that strongly endorses the project, as detailed in Appendix 1. The Shire of Augusta-Margaret River can be seen to support our L&VIA findings that the project does not have a significant regional visual impact as the predominant regional view shed is located in within the Shire of Augusta-Margaret River.

We consider that given the original Application for Planning approval and L&VIA, the reviewers' comments, and Verve Energy's response to these, that Council should now have sufficient information on which to determine the Application.

We also consider that visual impact is but one consideration in determining the suitability of the land use in the context of broader planning objectives such as regional development, renewable energy and climate change mitigation. Clearly, the response from the DoP's Bunbury office and the Shire of Augusta Margaret River is consistent with our view in this regard.

We would be happy to discuss any aspects of this matter further with you.

Yours sincerely,

NOEL SCHUBERT

Noel Schubet

PROJECT MANAGER MILYEANNUP WIND FARM

VERVE ENERGY

Ph: 08 9424 1887

noel.schubert@verveenergy.com.au

DMS#: 3170609v1 File#: SEG/21/2MIL(105)V1

# <u>Appendix 1</u>

Verve Energy acknowledges the expertise of the reviewers but we have different opinions on some important aspects raised by the reviews.

It appears from some of the comments made by Mr James that he may not have noted some of the content of the main Application for Planning approval document to which the L&VIA is attached (Appendix 10), and its other appendices.

The author of the DoP review commented on section "6.2 Visual" of the main document, but did not seem to note that the *italicised* portion of 6.2 is actually the Executive Summary of the L&VIA (Appendix 10) judging by the comments.

The main document section 5.1.4 headed "Visual Landscape Planning in Western Australia – A Manual for Evaluation, Assessment, Siting and Design (WAPC 2007b)" has not been commented on by either of the reviewers of our L&VIA and yet contains relevant summary information.

Other sections of the main document, including Appendices 1 & 2, provide information and answers to some comments made by the two reviewers. The whole Application for Planning Approval must be considered in forming judgements on the Proposal and its impacts.

It is also appears that the quality of the documents provided to the reviewers for review may not have been optimal, due to comments from the DoP such as "the 'Altered' simulations are poor quality". Verve Energy provided high quality electronic files as part of its Planning Application, and indicated that large format prints could be provided if required. We believe this has detracted from the review undertaken.

# Landscape and Visual Impact Assessment Methodology

Both reviews provide comment on the methodology used.

Mr James states in his Review "I do not use the methodology or methodologies .... used in this Assessment" and that he has used other methodologies in his Review. We are not able to comment in this response on the extent to which the different methodologies used by Mr James and ourselves have contributed to the different conclusions, as we have not applied these methodologies ourselves.

Verve Energy consulted with the Department for Planning and Infrastructure (DPI) – now the Department of Planning (DoP) – prior to carrying out the Assessment. The DPI advised us to use their relatively recent manual for carrying out the Assessment; "Visual Landscape Planning in Western Australia: a manual for evaluation, assessment, siting and design" (WAPC 2007). This manual and other references were used for the Assessment by Verve Energy as advised, due to the DPI's involvement in assessing the wind farm proposal. We have sought to communicate with and comply with the DPI's requirements through this visual impact assessment process.

DMS#: 3170609v1 File#: SEG/21/2MIL(106)V1 The DoP has expressed concern that Verve Energy has not followed "WAPC Manual (2007) in a consistent way" and used "a combination of 3 different components of differing methods". Verve Energy considers that it has generally followed the WAPC Manual (2007), although it accepts that the document would benefit from being presented in a more logical manner and could have been better written (e.g. use of terminology). Verve Energy has supplemented the WAPC Manual (2007) with two other methodologies as these methodologies were seen to add value to the assessment being undertaken. These methodologies were specifically used to determine visual impact magnitude criteria. Whilst the WAPC Manual (2007), for example, requires one to "Assess the magnitude, duration and significance of each specific visual impact", it does not provide prescriptive guidance on the criteria to be used. Using these other methodologies was therefore considered appropriate.

Verve Energy also sought to comply with the WAPC's Planning Bulletin # 67 "Guidelines for Wind Farm Development". These guidelines recognise the sometimes conflicting objectives of encouraging wind farms whilst managing their impacts to the extent possible.

Mr James states in his Review Conclusions, "The Landscape and Visual (Impact – sic) Assessment prepared by Verve for the proposed wind farm at Myleannup (sic) does not satisfy the minimum standards for a rigorous assessment of the landscape values and the resulting impacts of the proposed development on those values."

Verve Energy believes that the Assessment carried out is to an adequate level of rigour for the purpose, as we have followed WAPC Manual (2007) supplemented by two other methodologies where required. We do not believe that a higher "level of assessment rigour" would cause the fundamental conclusions to differ from those that we have reached and presented in the L&VIA.

### Landscape and Visual Impacts of the proposed Wind Farm

Mr James states in his Review Conclusions:
"It (the Assessment) does not adequately assess the landscape values.

It does not adequately assess the impact of the proposal on the values. Nowhere does it actually discuss or acknowledge the obvious impacts – that the proposal will change the character of the landscape; will alter the significant features; will remove the experience of wilderness; and will significantly change the views."

We refer to the following quotes from the Verve Energy L&VIA;

Page 7, last two paragraphs (bolding & underline added here): "Verve Energy recognises that wind farms may be a contentious form of development. Whilst Verve has taken every step to reduce the visual impact of the wind farm, it accepts that it will be a significant change to the <u>local</u> landscape. Increasing the study area to greater than that recommended in WAPC (2007), and that typically used in Australian and International assessments, highlights Verve Energy's commitment to ensuring that the visual impact of the proposed development is thoroughly assessed.

DMS#: 3170609v1 File#: SEG/21/2MIL(106)V1 This report concludes that the wind farm does not have a significant visual impact in the context of the regional landscape, primarily due to the careful site selection process which placed the proposed development greater than 7 kms from significant visual viewpoints. At the local level the wind farm is found to have a high visual impact, but in the context of an already modified and changing landscape and restricted access to local recreational areas, the proposed wind farm does not have a significant impact."

- Page 21, Section 4.3.3 (bolding added here):
   "The wind farm represents a significant change to the local Milyeannup landscape."
- Page 83, last paragraph (bolding & underlining added here):
  "In conclusion, the Milyeannup wind farm will create a dominant feature on the local landscape, but the significance of the impact is reduced due to the low population density and restricted access to local viewpoints. In terms of the wider regional landscape, the visual impact of the proposed wind farm will be largely diminished due to the distance of the wind farm from sensitive tourism, recreational and highly populated residential areas."

Given these clear references to the landscape and visual impact (in the L&VIA) Verve Energy disagrees with the assertion that we have not been open about the various landscape value impacts at a local and regional level.

# Community Attitudes and the Coastal Landscape Location of the wind farm

The DoP has raised concerns regarding the adequacy of the community consultation undertaken by Verve Energy. In our view the process that was run, and continues to be run, is considered appropriate and adequate for the development proposed and for the purposes of Landscape and Visual Impact Assessment. Given the level of acceptability of the proposed development it is considered that further effort in this regard will not demonstrate a significant shift from the very positive community sentiment for the project.

Verve Energy has been open about the impacts of the wind farm in the L&VIA, and in other documents that accompany the L&VIA, to form the Application for Planning Approval to the Shire of Nannup.

In public consultation Verve Energy has clearly shown what the wind farm will look like from the significant viewpoints around the wind farm, with one exception, Black Point, from which we were unable before submission to produce a photomontage that we were confident was accurate even though considerable effort was put into trying to produce this photomontage<sup>1</sup>.

The overwhelmingly positive responses from community members who attended the public displays and presentations, and completed feedback forms, were accepted as being representative of their informed views, as a result of Verve Energy openly displaying large (A0 size) prints of the photomontages from the significant viewpoints as well as other visual material.

DMS#: 8170609v1 File#: SEG/21/2MIL(106)V1

<sup>&</sup>lt;sup>1</sup> The view from Black Point, some 14 km from the wind farm, can be considered to show an impact that is between the impact seen from White Point (7 km away) and the Augusta Hotel (20 km away).

Mr James is critical of Verve Energy putting forward its Albany wind farm as an example of a wind farm that is strongly supported even though it is located in a highly valued coastal landscape. He states that "The reference to the acceptance of the wind farm at Albany is anecdotal and irrelevant. A person with an opposing view could find many people who do not approve of the Albany wind farm." "The assessment does not report that landscape professionals who examined it did not support the development, nor that the DEC generally opposed it. People may like it, but that doesn't mean that the landscape values are protected or that people wouldn't give more support to a wind farm located inland."

Verve Energy believes that the Albany wind farm, being located in a valued coastal landscape, is a very relevant example to use for comparison and illustration of what is planned for Milyeannup. The WAPC Manual (2007) also includes Albany as a positive example of managing visual impact.

Verve Energy has valid survey data and reports to support its views that the significant majority of the Albany community and most visitors support the wind farm because, in the eyes of the community, the wind farm complements the coastal landscape. Independent surveys (by Curtin University) and Verve Energy's own surveys, both confirm that a vast majority of the Albany community support the existing wind farm. There are opponents, but they are a very small minority.

We are not aware of the opposition to the Albany wind farm from landscape professionals and the DEC. The City of Albany and the local community, as well as government approval agencies have recently approved the extension of the Albany wind farm. This approval confirms the acceptance of the existing Albany wind farm in the coastal landscape, with this coastal landscape arguably being of equal or greater value than the Milyeannup coastal landscape.

Mr James' reported significant overseas opposition to wind farms is understood and acknowledged by Verve Energy for those places. The Denmark, Western Australia, 'division of the community' about their proposed wind farm is also understandable because of the dominance of the proposed wind farm location to so many people. Verve Energy would not propose to locate the Denmark wind farm where it has been proposed by others. The overseas opposition to wind farms has not yet come to the fore in Western Australia. Western Australian people want more wind farms at present.

The proposed Milyeannup wind farm site has been chosen carefully so that it would be most likely to be acceptable to the community, even though it will impact on the coastal landscape. It is far enough away from significant viewpoints and population centres to reduce the impact to levels acceptable to the community.

After extensive wind monitoring and site selection work by Verve Energy in the south-west of WA over more than 10 years, Verve Energy can confirm that the wind yield would not be sufficient away from the coast to make a large wind farm economical to build. This is the reason for Verve Energy's choice of the Milyeannup site, with higher wind yields due to its coastal location and elevation above sea level.

# Purported dominance of the wind farm in significant views.

Mr James's assessment, using an alternative methodology, states that wind farm will dominate the significant views – from the Cape Leeuwin Lighthouse, The Flinders Bay Whaling Memorial, the Augusta Hotel and even Black Point.

Verve Energy does not agree with Mr James that the wind farm will dominate the views from these relatively distant locations<sup>2</sup>. The dominant features are the landforms, the water and the sky. The photomontages produced for the wind farm, and shown to the public and others, need to be of a sufficient size to even be able to clearly pick out the wind farm amongst the other much more dominant features, from these locations.

The Augusta-Margaret River Shire Council (AMRSC) strongly supports the Milyeannup wind farm as evidenced by their letter sent to the Shire of Nannup. Shire officer comment in the Agenda Item papers considered by the AMRSC at their 13 August meeting states in part:

"The proposal is not located within the Shire of Augusta-Margaret River; however it is considered that the potential visual impacts of the proposal will be mostly visible from Augusta and other areas within this shire. The Shire's Visual Management Policy is therefore considered to be a relevant consideration. Considering other similar areas within the southern coast included in the visual management policy it is likely that the area would relate to Visual Management Zone B.

Accordingly development within the area may be visually apparent but should nevertheless be subordinate to established landscape patterns and should not be visually dominant. To establish this it is proposed that structures are sympathetic in design, within a unified group and that road construction be left to a minimum design standard in order to minimise cut and fill.

In considering the elements of the proposal as set out in the landscape and visual impact assessment, and discussed above, it is clear that although the wind turbines will be visible from the three viewpoints identified, it would not be dominant within the broader landscape. This is due to the turbines being proposed within existing contours which will limit the requirement for cut and fill, equal spacing of wind turbines too will be visible from Augusta as a unified group and minimal impact on natural landscape and vegetation for road construction".

After considering this agenda item in full, the AMRSC resolved "That Council write to the Shire of Nannup stating its strong support to the proposed wind farm."

# Colour of the turbines

Verve Energy has deliberately chosen the colour, a light matt grey as stated in a number of places in the documents, to reduce the visual impact of the turbines against the horizon

DMS#; 3170609v1 File#: SEG/21/2MIL(106)V1

We understand that Mr James did not see large format prints of the photomontages like the A0 ones the public, Councillors, Shire staff and DoP staff saw.

and the atmosphere/sky in these southern locations. It is an intentional measure to reduce the visual impact of the turbines as much as possible.

## Transmission Line and substation visual impact

The information and photographs of similar transmission lines presented in the L&VIA are representative of the likely appearance of the line. Western Power is responsible for the design of the line and for obtaining the necessary approvals for it. The line does not form part of the wind farm proposal for which Verve Energy is seeking approval through this Application for Planning approval, and that is why detailed landscape and visual-impact assessment has not been included in the L&VIA for the line. Having said that, Verve Energy is doing all it can to influence Western Power to choose a line route and line design that minimises the visual impact of the line.

The DoP has raised concerns over the details presented for the substation (such as an example photo of a similar substation from the UK). Verve Energy does present visual management strategies for the substation, and the implementation of these will mean that the visual impact will be minimised.

# Magnitude of Impacts for Landscape and Visual Effects - judgements

As Mr James correctly points out, he and Verve Energy differ in our judgements of the most accurate and applicable descriptions in the various ranking tables in the Assessment for Landscape and Visual Effects. This is the crux of the Assessment in terms of ranking the impacts. Verve Energy stands behind its assessment in this regard. We do not propose to debate the validity of each approach or judgement here. Suffice to say we have differing opinions.

### Conclusion

Verve Energy already plans to do all that is practical to reduce the visual impact of the wind farm and so further landscape and visual impact assessment will not identify more visual management strategies. It is not practical to move the proposed wind farm inland, away from the coastal landscape. It is impractical to reduce the height of the turbines or locate them in lower positions. The wind yield would be too low for the project to proceed if any of these were done.

Verve Energy considers that the Landscape and Visual Impact Assessment already presented to the Shire is adequate for its purpose. The L&VIA submitted allows the Shire, the Councillors, the community, and the approval agencies, to understand the impacts of the wind farm on the landscape and its values adequately as it stands so that they can make a decision on the acceptability of the proposal. In our view, formed by using the visual impact assessment methodology of the DoP, the impacts of the Milyeannup wind farm will be a significant change to the local landscape (close to the wind farm) but will not have a significant visual impact in the context of regional landscape values (over the broader area).

### WILLIAM JAMES LANDSCAPE ARCHITECT

72 Townview Terrace, Margaret River W.A. PO Box 335, Margaret River W.A. 6285 Phone (08) 9757 3777 Fax (08) 9757 3870

Monday, 14 September 2009

Mr Rob Paull, Town and Regional Planning advisor to the Shire of Nannup.

Dear Sir,

### MILYEANNUP WIND FARM

Please find below my responses to the comments raised by Verve Energy (their letter dated 11 September 2009) regarding my Review of the Verve Energy Landscape and Visual Impact Assessment.

I restate my earlier view that the Verve Assessment does not acknowledge the obvious - that the proposal will have a major impact on landscape values in that the landscape character, when viewed from various highly sensitive sites will change from "natural with high wilderness quality" to "natural with development influence". This is a very significant impact and one that should - if alternative siting is not an optio - disqualify a development.

The Verve letter reiterates their view that the "wind farm does not have a significant visual impact in the context of the regional landscape". This does not stand up. They concede that the proposal at "the local level has a high visual impact" and that this impact is visible from highly sensitive regional sites. Logically, therefore, there is also a regional impact. If the impact is "high" at the local level it is going to be "significant" at the regional level.

In terms of visual assessment, it doesn't matter that the landscape to the north of the development is "already modified and changing". When viewed from various highly sensitive sites the landscape is "natural" and "pristine" – as acknowledged in the Verve Assessment. This is what is significant.

The Verve letter restates that "the significance of the impact is reduced due to the low population density". This is true for the immediate environs but not for Augusta and Leeuwin Lightstation. Augusta has a population of approximately one thousand people (2006 Census). The Leeuwin Lightstation is visited by about 86,000 people annually (2008-2009 financial year). All people visiting the Lightstation pass through Augusta.

The local impact is an interesting situation and one that I didn't comment on in my review; but nowhere in the Assessment is the impact on neighbours actually assessed. If this impact has been assessed it should have been reported. If not, it is an oversight.

The Verve letter refers to the endorsement of the project by the Augusta Margaret River Shire Council. In the Appendix the letter mentions the Shire's Visual Management Guidelines. I mapped the Zones and co-authored the Guidelines in 1994. They are quite old but still useful - they form the Shire's Visual Management Policy. Since these guidelines were developed there have been many advances in landscape assessment and there is now a far greater emphasis on the conservation of natural landscapes — as these become rarer, they become more precious.

I will respond to the relevant points raised in the Appendix to Verve's letter.

### Page 3.

- Para.2 I have reviewed Verve's Landscape and Visual Impact Assessment one
  would assume that this contains all the information pertinent to visual assessment. If not,
  it is not a complete document.
- Para. 3 I cannot see why a reading and review of the WAPC's visual assessment guidelines is relevant to this project or Assessment. I would have thought that only specific facts relating to the current project are relevant here.
- Para. 5 I agree that the whole Application must be considered but if it is relevant to visual assessment it should be in the Assessment document.
- Para. 6 The quality of the photomontages is not an issue. As I stated in my Review, photo-simulations are not a reliable guide for visual assessment. They are useful as a supplementary illustration, not as a primary impact assessment tool.

### Page 4:

- Para. 4 A visual assessment should, as a minimum requirement, identify the relevant landscape values in this case "natural landscape with high wilderness quality"; and the impacts on those values in this case changing these values to "natural landscape with development influence". These two factors are obvious and not contestable. Regardless of the methodology, or wording, the purpose of a visual assessment is to identify values and impacts and to protect the values from significant impacts. The Verve Assessment does not do this. It maintains that the significant impact is local only; that the local landscape is a modified landscape and constantly changing; that the impacts will not have a regional significance and therefore the impacts are acceptable. This is clearly not the case. A rigorous assessment would have brought the relevant factors to the fore and provided decision-makers with the clear facts of the case.
- Para. 7 The quotation from Page 7 of the Assessment does not address my concern about values, character, significant features, wilderness experience or change of views. Verve has not taken "every step to reduce the visual impact". The major obstacle to protecting landscape values is the siting of the wind farm. Verve has put this one site forward as the only site. Verve has stated that it will not consider moving the site. That is a basic flaw in any visual assessment. Regardless of the environmental merits of the project, and I don't dispute these merits, they should not override other environmental factors including landscape protection.

I have discussed the other points raised in this paragraph on Page 1 of this response.

### Page 6:

- Community attitudes are one thing, landscape assessment is another. I restate my contention, "People may like it, but that doesn't mean that the landscape values are protected or that people wouldn't give more support to a wind farm located inland."
- other landscape professional who informed me of the opposition of DEC and other landscape professional is John Cleary, formerly of DEC and now a consultant and the author of wind farm visual assessments in Western Australia and Victoria. He informed me that both the Region and Head Office of CALM (former DEC) were opposed to the project because of its impact on the values of the National Park (it was located in a pristine landscape not National Park, but seen from the National Park) and because of the precedent it would create. This precedent is now being used to justify the present proposal. He also informed me that this opposition was expressed to Western Power at a formal meeting between CALM and Western Power officers. He further informed me it is years since a wind farm was proposed on the Victorian coast. Landscape values and community attitudes are the reason for this. This will inevitably happen in Western Australia.

- The opposition found in Europe to wind farms in valuable landscapes has not come to the fore here because we don't have many wind farms yet. We are, however, not that different from Victorians, the British and Europeans. It is only reasonable to conclude that once people are used to this technology and it becomes common-place they will be more discerning about where wind farms are located. The choice should not be, "it is here or nowhere" just because it is clean and green. If it impacts on pristine natural landscapes then it is not sustainable.
- To state my own personal position I admire the wind farm at Albany as a grand spectacle in the landscape, but as a landscape professional I know that it is poorly sited. Life is full of such contradictions and we must deal with them. Personal opinions and community attitudes should not be a substitute for rigorous assessment. Community support for the Albany Wind Farm (or my personal view) does not alter the fact that the Milyeannup wind farm proposal as it stands is against local and state government landscape policies because it does not protect landscape values.

### Page 7:

• Para. 1 Dominance can be caused by either visual magnitude or contrast. Tall vertical, moving mechanical elements in an otherwise horizontal natural landscape will strongly contrast with the natural landscape. They will be a dominant feature in the view because of the attention they will attract. I requote a passage cited in my Review from "Visual Elements of the Landscape" By John A. Jakle (1987).

"Traditionally, visual perception has been conceptualised as a rapid succession of still images racing through the mind. As interest in a landscape increases, the eyes focus on particular objects and the derived images are made more vivid through conscious thought. Once interest is lost, visual awareness continues as low-grade, subconscious scanning of environment. Cognitive input obtains only from a relatively small portion of the visual field as measured on either side of the direct line of focus. The visual field is shaped like an oval that extends approximately 180 degrees horizontally and 150 degrees vertically. It is sharp and clear at the centre and increasingly vague towards the periphery; the information gathered peripherally is used primarily to cue focusing."

What this suggests is that the observer concentrates on an object that attracts their attention. Once the attention is concentrated on a contrasting element, such as the wind farm, that becomes the dominant element and changes the observer's perception of the landscape. In this case from "natural with high wilderness quality" to "natural with development influence".

- Para. 3 I have dealt with the AMRSC comments on Page 1 of this response. I would add that, as the author of the visual management policy referred to, I would place the Milyeannup site within Management Zone A because of its high level of naturalness, wilderness quality and ocean frontage. Within this zone the AMRSC guidelines forbid the "skylining" of a structure. The wind turbines and towers will be skylined.
- Para. 5 The matt grey colour of the turbines will reduce the visibility of the turbines but colour change is one of the last strategies to be used in managing visual impacts once siting options have been exhausted. Verve ruled out siting options from the start so colour is one of the few variables left to play with. The choice of colour will not render the wind farm invisible it will merely make it less visible.

### Page 8:

• Para. 3 The matter of judgement is an interesting question. I have no reason to sway my judgements to reach a less than favourable outcome for the wind farm proposal. I strongly support wind farms in the right locations. My judgements are the result of many years of professional application to considering just such matters. As far as I know the judgements

<sup>&</sup>lt;sup>1</sup> Jakle, John A. (1987). "The Visual Elements of Landscape". The University of Massachusetts Press

made in the Assessment were made by an in-house engineer at Verve. I don't think I am being ureasonable to suggest that my judgements should carry more weight.

Verve's response to my Review does not change my position. In my professional opinion the Verve Assessment is an inadequate document for a number of reasons that I have addressed in my Review and expressed in this letter. All these reasons stem from the fact that alternative siting for the wind farm has never been a question that the Assessment could, or would, address.

The wind farm will be visible from several highly sensitive sites. It is sited on the coast in a pristine natural landscape with high wilderness quality. The fact that the wind farm will be visible will change this landscape from a wilderness landscape to a natural landscape altered by development. The pros and cons of the wind farm are not relevant to the Assessment. What is relevant is its impact on the landscape. Clearly there is an unacceptable impact. Council should recognise this when making their decision.

Yours faithfully,

Bill James

Registered Landscape Architect No. 220

# WORKS & SERVICES

AGENDA NUMBER: 10.6

SUBJECT: 2009/10 Purchase of Trucks and Trailer

LOCATION/ADDRESS: NAME OF APPLICANT: FILE REFERENCE: TEN09

AUTHOR: Chris Wade - Works Manager

**DISCLOSURE OF INTEREST:** 

DATE OF REPORT: 15 September 2009

Attachment: Whole of Life Cost Comparison.

### BACKGROUND:

Council's 2009/10 plant replacement program included two 14 tonne tippers, a pig trailer and a utility. Under WALGA's preferred supplier policy Council is not required to call tenders for replacement equipment but can call for quotes and enter into negotiations with WALGA preferred suppliers. Six quotations have been received and reviewed by Council's Works Manager, Mechanic and operators. Council's Plant Committee have met informally and discussed this item and requested it be presented it to Council.

### COMMENT:

The assessment of the quoted vehicles included test driving and inspecting most of the available trucks. The selection criteria were not addressed by all suppliers resulting in Isuzu providing the cheapest conforming quotation. Further investigation has highlighted there may be an ongoing exhaust/emission system problem with the trucks from Isuzu.

Scania Australia supplied a quotation that met all the criteria but is over the budgeted allocation. Scania Australia has indicated that they see this sale as an opportunity to make inroads into the local government market and have discounted the market price of each truck. Traditionally local government have purchased a Japanese truck due to the large price differential with European manufacturers. Until recently, Scania Australia has relied on agencies in the southwest to sell their products. They now have a manufacturer run workshop, spare parts and office in Bunbury with 24hour back up support if required. The branch manager if successful would like the relevant operators to spend a day in Bunbury for a familiarisation day and then a day in Nannup under normal loaded conditions to obtain the best operating techniques.

Under the preferred supply scheme negotiations Scania has included a 12 month Repair and Maintenance Contract. This contract covers all costs apart from general wear and tear in the first 12 months including all servicing and labour. Another advantage of the Scania and is a relevant in today's political and environmental climate is that the Scania operates on the Euro 5 (5 being the lowest emission level of any vehicles operating on diesel or petrol) emission level compared to Isuzu's Euro 4 level.

The Scania is of a higher standard/quality that will be a future investment for Council and will not require trading for eight years instead of the usual four years. It has higher level safety features in the areas of braking, traction control and cabin intrusion.

The attached spreadsheet shows the whole of life cost of ownership of the Isuzu and Scania over an eight year period. It highlights the total savings to Council over this period to be approximately \$250,000. It also shows that for this year, approximately \$48,000 is required additional to the budget allocation for all budgeted plant purchases. The replacement program included the trade and purchase of one of the gardening utility. If council supports the officers recommendation this trade will not happen and the \$10,000 changeover figure will be used as part of the truck purchase.

The decision for Council is whether it wishes to enjoy financial savings in the short term of \$36,204 with higher long term expenses of \$497,596, ie buy two Isuzu's, or find the additional \$36,204 this financial year and enjoy long term financial savings, ie buy the Scanias.

The recommendation to this item is to purchase the Scania's which would mean that the changeover of Council's other 14 tonne tipper in 2011/12 could be downgraded as the non trailer towing vehicle. This would be a saving to Council on its 5 Year Plant Replacement plan.

STATUTORY ENVIRONMENT: Nil.

POLICY IMPLICATIONS: Nil.

### FINANCIAL IMPLICATIONS:

Council's net 2009/10 Plant Replacement Budget has \$265,000 allocated to it. A further \$48,000 is required to fund the purchase of two Scania P420 trucks and one pig trailer. If Council agree to the recommendation, this adjustment will be built into the budget review to be presented to Council early in the new year.

STRATEGIC IMPLICATIONS: Nil.

### **RECOMMENDATION:**

Council purchase two Scania P420 trucks and one pig trailer as per quotation received from Scania Australia.

**VOTING REQUIREMENTS:** 

CHRIS WADE

**WORKS MANAGER** 

# WHOLE OF LIFE COST COMPARISON (EIGHT YEARS) PER TRUCK

	Scania	Isuzu	Difference
Price 2009/10 Trade 2009/10 Net	\$203,600 -\$69,090 \$134,510	\$188,135 -\$72,727 \$115,408	-\$19,102
Price 2013/14 (est.) Trade 2013/14 (est.)		\$220,000 -\$80,000 \$140,000	\$140,000
8 yr capital cost	\$134,510	\$255,408	\$120,898
servicing depreciation parts	\$31,000 \$137,600 \$17,500	\$35,000 \$255,000 \$24,000	
8yr total cost	\$320,610	\$569,408	\$248,798

# THIS YEARS CAPITAL COSTS

	Scania	Isuzu	Budget
2 X Trucks Trailer	\$269,020 \$44,040	\$230,816 \$46,040	<u> </u>
Difference to budget	<u>\$313,060</u> -\$48,060	<u>\$276,856</u> -\$11,856	<u>\$265,000</u>

Note: Budget included purchase/trade of 2wd Utility