



SNOWY MONARO
REGIONAL COUNCIL

ATTACHMENTS TO REPORTS

(Under Separate Cover)

Ordinary Council Meeting

17 November 2022

Part 1 of 3

**ATTACHMENTS TO REPORTS
FOR
ORDINARY COUNCIL MEETING
THURSDAY 17 NOVEMBER 2022**

Page No.

9.1 STRATEGY

9.1.1 Re-exhibition of Draft Land Use Strategies

Attachment 1	Revised Draft Rural Land Use Strategy.....	2
Attachment 2	Draft Rural Land Use Strategy - Appendix 1, 2 and 3.....	78
Attachment 3	Planning for Agriculture in Rural Land Use Strategies	171
Attachment 4	Revised Draft Settlements Strategy	193



Draft Rural Land Use Strategy

2022-2042



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Any references to legislation are not an interpretation of the law; they are to be used as a guide only. The information in this publication is general and does not take into account individual circumstances or situations; where appropriate, independent legal or planning advice should be sought.

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This Strategy has no status until formally adopted by Council or endorsed by the Department of Planning and Environment (DPE). An electronic copy of this report is available on Council's website [at](#)

Contents

MESSAGE FROM THE MAYOR.....	3
ABBREVIATIONS.....	6
EXECUTIVE SUMMARY	7
INTRODUCTION	9
THE NEED FOR A RURAL LAND USE STRATEGY.....	11
STRATEGIC CONTEXT	12
HOW TO INTERPRET THIS DOCUMENT	13
DEVELOPMENT OF THE RURAL LAND USE STRATEGY	15
PATHWAY TO A CONSOLIDATED LEP.....	15
LAND THIS STRATEGY APPLIES TO	17
SMRC RURAL LANDS PROFILE.....	19
POLICY DIRECTIONS AND ACTIONS	23
1 PROTECTION OF SCENIC LANDSCAPES, ENVIRONMENTAL VALUES, AND INCREASE RESILIENCE AND RESPOND TO NATURAL HAZARDS	24
2 ENCOURAGE AGRICULTURAL PRODUCTION, PROTECT REGIONALLY SIGNIFICANT AGRICULTURAL LAND, LIMIT LAND USE CONFLICT, INCREASE DIVERSITY AND ECONOMIC RESILIENCE.....	32
3 PROVIDE OPPORTUNITIES FOR RURAL TOURISM IN APPROPRIATE LOCATIONS, INCREASING YEAR ROUND TOURISM	38
4 PROVIDE INFRASTRUCTURE TO SERVICE RURAL BUSINESSES AND MANAGE IT IN A SUSTAINABLE WAY	45
5 SAFEGUARD EXISTING MAJOR INDUSTRIES AND ENCOURAGE EMERGING INDUSTRIES	52
6 PROVIDE FOR RURAL DWELLING OPTIONS WHERE ASSOCIATED WITH COMMERCIAL AGRICULTURE.....	57
7 PROVIDE CLEAR AND CONSISTENT ZONING TO ENSURE TRANSPARENCY AND CERTAINTY FOR RURAL LAND HOLDERS	59
IMPLEMENTATION, MONITORING AND REVIEW.....	70
REFERENCES	76
FIGURE 1 STRATEGIC PLANNING HIERARCHY	12
FIGURE 2 LAND WHICH IS CONSIDERED WITHIN THE RURAL LAND USE STRATEGY	17
FIGURE 3 EMPLOYMENT BY INDUSTRY (.ID, 2022)	19
FIGURE 4 EMPLOYMENT BREAKDOWN AGRICULTURE, FISHERY AND FORESTRY ((.ID, 2022)	20
FIGURE 5 EMPLOYMENT OVER PAST 20 YEARS IN AGRICULTURE, FORESTRY AND FISHERIES IN SNOWY MONARO (.ID, 2022)	20
FIGURE 6 BUSINESS NUMBERS WITHIN THE AGRICULTURE, FORESTRY AND FISHERIES (AUSTRALIAN BUSINESS REGISTER, 2020)	21
FIGURE 7 VALUE ADDED BY INDUSTRY (.ID, 2022)	21
FIGURE 8 VALUE ADDED BY SUBSECTOR (.ID, 2022)	22

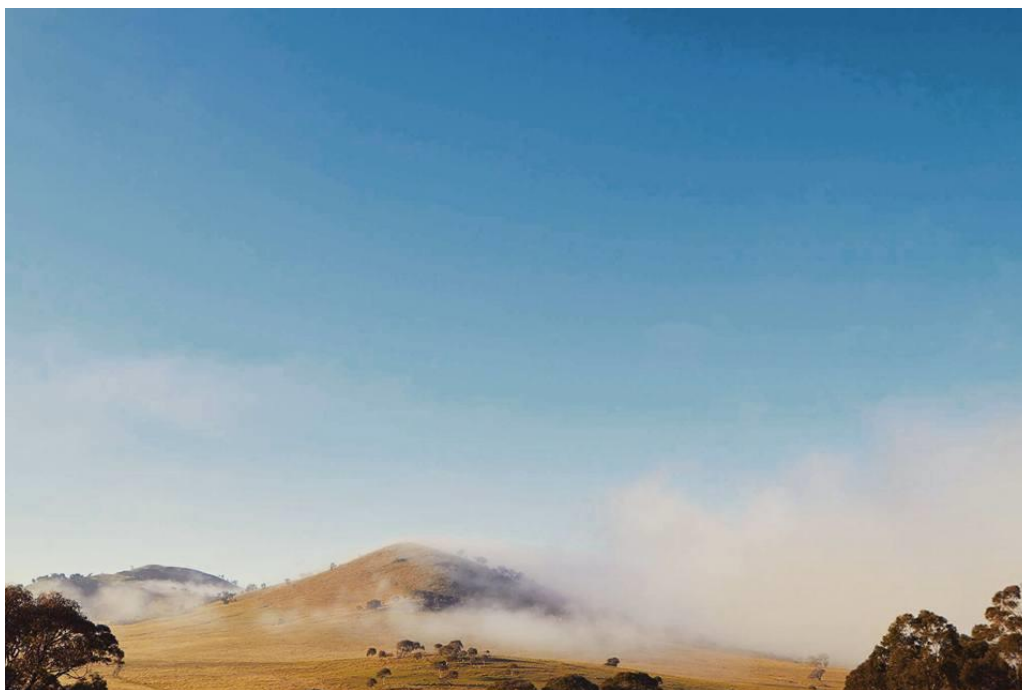
FIGURE 9 LAND CONSIDERED GENERALLY UNSUITABLE FOR LARGE-SCALE RENEWABLE DEVELOPMENT	26
FIGURE 10 CONSERVATION TRANSITION PATHWAYS, ADAPT NSW	28
FIGURE 11 SNOWY MONARO PRIORITY PRODUCTION AREA	33
FIGURE 12 EXTENSIVE GRAZING TRANSITION PATHWAYS, ENABLING ADAPTATION SOUTH EAST, ADAPT NSW	34
FIGURE 13 PROJECTED CHANGES ACROSS THE SOUTH EAST REGION, ADAPT NSW	35
FIGURE 14 ALPINE TOURISM TRANSITION PATHWAYS, ADAPT NSW	38
FIGURE 15 RURAL TOURISM OPPORTUNITIES	40
FIGURE 16 SNOWY MONARO STRATEGIC ROAD NETWORK	46
FIGURE 17 COMMODITY BY VOLUME (NSW GOVERNMENT, 2022)	47
FIGURE 18 EXTRACTIVE INDUSTRIES & KNOWN METAL COMMODITIES	53
FIGURE 19 CURRENT ZONE MAP UNDER THE BOMBALA LEP 2012, COOMA-MONARO LEP 2013 AND THE SNOWY RIVER LEP 2013.	60
FIGURE 20 RU1 PRIMARY PRODUCTION METHODOLOGY	62
FIGURE 21 ENVIRONMENTALLY CONSTRAINED LAND	64
FIGURE 22 BIODIVERSITY VALUES AT SMITHS ROAD STUDY AREA	67
FIGURE 23 CONSTRAINTS MAPPING SMITHS ROAD STUDY AREA	68

Message from the Mayor

Abbreviations

ACT	Australian Capital Territory
BCT	Biodiversity Conservation Trust
BFPL	Bush Fire Prone Lands
CSP	Snowy Monaro Community Strategic Plan
DCP	Development Control Plan
DPIE	Department of Planning, Industry and Environment
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
IP&R	Integrated Planning and Reporting framework under the <i>Local Government Act 1993</i>
KNP	Kosciuszko National Park
LALC	Local Aboriginal Land Council
LEP	Local Environmental Plan
LIC	Local Infrastructure Contributions Plan under section 7.11 & 7.12 of the <i>Environmental Planning and Assessment Act 1979</i>
LGA	Local Government Area
LSC	Land and Soil Capability Assessment Scheme
LSPS	Local Strategic Planning Statement
MLS	Minimum Lot Size
NSW	New South Wales
SAP	Special Activation Precinct
SEPP	State Environmental Planning Policy
SETRP	South East and Tablelands Regional Plan
SMRC	Snowy Monaro Regional Council
TfNSW	Transport for New South Wales

Executive Summary



Mountain Tops, Andreas Proesser

Snowy Monaro Regional Council has prepared this Strategy to guide rural land use planning over the next 20 years. The Strategy will guide and inform the preparation of a consolidated Local Environmental Plan (LEP) for the amalgamated local government areas of Bombala, Cooma-Monaro and Snowy River, which currently operate under the:

- Bombala Local Environmental Plan 2012
- Cooma-Monaro Local Environmental Plan 2013
- Snowy River Local Environmental Plan 2013

Unlike most other land use zones, rural land comprises a diverse mix of land uses ranging from agricultural and environmental to tourism, rural residential lifestyle, extractive industries such as quarries, and a range of major rural industries.

With increasing diversity and demand for opportunities to be part of the rural landscape can come an escalation in conflict between landowners seeking to continue historical land use practices, introduce alternative income generating opportunities or enjoy a rural lifestyle.

The Strategy works to balance the interests of agriculture and tourism being the dominant industries of the Snowy Monaro, ensuring that both can operate without significant impacts on the other. The Strategy also works to balance the productive value of rural land with the environmental values that exist within the region. The Strategy responds to the diversity in rural landscapes and established rural industries

within the LGA, including agriculture, forestry and tourism but also emerging industries. The Strategy considers the need to ensure that development and planning decisions today do not compromise opportunities to meet future needs.

Seven overarching policy directions have been drafted to achieve the desired outcomes. The policy directions and supporting actions are designed to ensure the sustainable use of rural land and limit the potential for conflict between land uses through better planning and management across all rural land.

The Policy directions are:

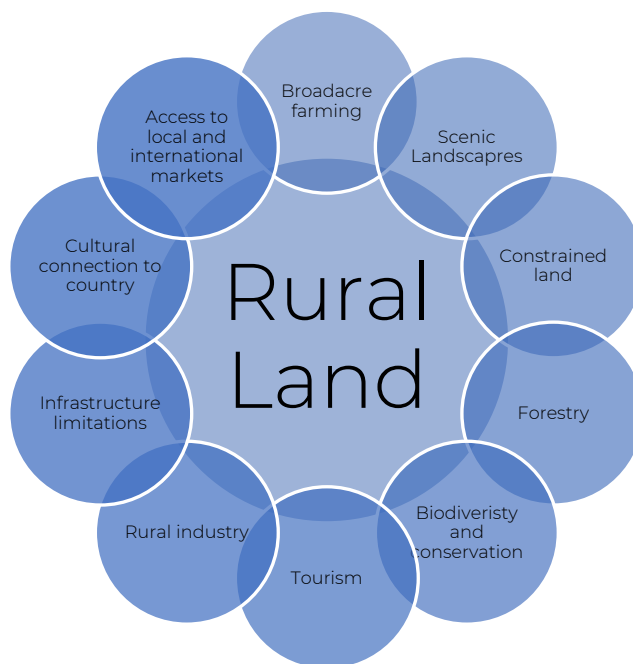
1. Protection of scenic landscapes, environmental values and respond to natural hazards
2. Encourage agricultural production, protect regionally significant agricultural land, limit land use conflict, increase diversity and resilience
3. Provide infrastructure to service rural businesses and manage it in a sustainable way
4. Safeguard existing major industries and encourage emerging industries
5. Provide opportunities for rural tourism in appropriate locations
6. Provide rural dwelling options where associated with commercial agriculture
7. Provide transparency and certainty for rural landholders

More than 56 actions have been developed, with key stakeholders identified and priorities listed to support the implementation of the Strategy in coming years.

Introduction

Rural lands are the essence of the Snowy Monaro, occupying most of the local government area (LGA). These lands are significant for to their contribution to the local economy, the region's social and historic fabric, and their scenic qualities and uniqueness. Rural land supports a variety of farming enterprises as well as supporting forestry, energy generation and extractive industries. Rural lands are also incredibly important to the Snowy Monaro in terms of cultural significance, tourism, environmental protection, rural industries and rural lifestyles.

Council recognises the value of agriculture in growing food and fibre for domestic and international markets. Still, rural lands not only support the creation of food and fibre, but they also provide recreation, cultural values, spiritual links, scenery and biodiversity. These lands are a finite resource, which requires careful management and planning for the good of individuals and the wider community.



In May 2016, the Snowy Monaro Regional Council was created by proclamation, amalgamating the entire former Bombala, Cooma-Monaro and Snowy River Shire Councils.

The Snowy Monaro Regional Council is a vast region spanning 15,000 square kilometres, located in the far south of New South Wales, bordering the Australian Capital Territory (ACT) to the north and Victoria to the south. The Snowy Mountains flank the region to the west and the Bega Valley Shire to the east. The country is typified by rolling plains and mountain ranges, a third of which are National Parks and Reserves.

Cooma is the regional service centre, although a number of smaller towns and villages, such as Bombala, Nimmitabel and Adaminaby, service the rural community.

In early 2019, Council commenced the strategic planning program with the Snowy Monaro Region Planning and Land Use Discussion Paper 2019. The discussion paper and ten weeks of consultation culminated in the inaugural Snowy Monaro Local Strategic Planning Statement (LSPS). The LSPS was adopted in May 2020.



The Snowy Monaro LSPS identified the need for a Rural Land Use Strategy and Settlements Strategy for the Snowy Monaro Region. Council has embarked on the Rural Land Use Strategy to set a vision and plan for the next 20 years. The preparation of this Strategy and a comprehensive Local Environmental Plan necessitated by the Council merger presents an opportunity to re-evaluate approaches to rural land use throughout the region. There are several issues with the planning controls as they currently exist. Some key issues revolve around the application of zones, the disparity and inconsistent approach to minimum lot size, potential increasing land use conflicts, lot averaging provisions and preserving the rural landscape. Outside the existing LEPs, there are pressures to reduce the minimum lot size for rural residential purposes along the Monaro Highway from the ACT border to Bredbo and around Jindabyne.

Community feedback on Version 1 of the Draft Rural Land Use Strategy has provided valuable insight into the diversity of personal feelings, opinions and aspirations for the future of rural land.

Since the first draft of the Draft Rural Land Use Strategy was released, the Department of Primary Industries has released '[Planning for agriculture in rural land use strategies](#)'. The revised version of the Strategy considers and is generally consistent with this guidance.

This revised version of the Draft Rural Land Use Strategy considers feedback provided by the community and the community reference group (CRG). This includes the removal of the proposed C3 Environmental Management Zone and simplifying the document, which now focuses on seven key policy objectives with links to related documents. Minimum lot size has been considered through a combined land capability assessment and holdings analysis at a smaller scale as suggested by the CRG and is addressed in Appendix 1.

This Strategy provides recommendations for zoning, minimum lot sizes and other relevant actions over the next 20 years. This Strategy will be reviewed and revised five years after adoption.

Council's Strategic Planning Team has prepared this Strategy.

The need for a Rural Land Use Strategy

The presence of particular natural resources such as land and water, land characteristics or historical land use patterns can influence the suitability of rural land for agriculture, extractive industries, tourist developments, offensive or hazardous industries, environmental conservation or large-scale infrastructure.

Land that has ecological values and is subject to natural hazards or other physical constraints which restricts its use for other purposes can provide important ecological services, separation between incompatible land uses or green breaks between urban areas. These areas contribute to the amenity and character of rural and surrounding urban areas.

If a strategic approach to planning for rural land is not undertaken, then rural land has the potential to be subjected to a wide range of incompatible land uses affecting the long term viability of both the rural sector but also environmental outcomes.

Rural land makes a significant contribution to the **economy** of the Monaro
Rural land is a significant part of the **social fabric** of the Monaro
Rural lands are a large part of the **history** of the Monaro
The Monaro is so **unique** and the **landscapes** warrant protection
To set **expectations** and provide **certainty**
To manage potential **land use conflicts**
To ensure the **efficient provision** and management of **council infrastructure**
To manage the pressure of **population growth** and migration
To resolve inconsistencies and **provide a consistent** approach to minimum lot size and development standards across the Region
Recognise that a **one size fits all** approach is **not appropriate**
Productive land is a **finite resource**, **fragmenting land** for residential/rural residential purposes is **permanent**

The making of this strategy satisfies actions outlined in Council's Local Strategic Planning Statement as follows:

LSPS Action 5.1 Council will prepare a detailed Rural Land Use Strategy.

LSPS Action 8.7 Council will prepare a Rural Land Use Strategy which provides strategic direction responding to the diverse rural landscapes across the region.

Strategic Context

The [South East And Tablelands Regional Plan 2036](#) provides the strategic direction for the region with elements from the plan being interpreted and applied in the local context through the [Local Strategic Planning Statement 2020 \(LSPS\)](#). The LSPS is also informed by the [Snowy Monaro Planning and Land Use Discussion Paper](#) and consultation which was undertaken, subsequently informing the 12 Planning Principles of the LSPS.

This approach combined with independent input from Elton’s Consulting with the [Snowy Monaro Employment Lands And Rural Lands Analysis](#) and Molonglo Consulting with the preparation of the [Snowy Monaro Biodiversity Study](#) and three months of community consultation has established principles for the management of rural land within the region.

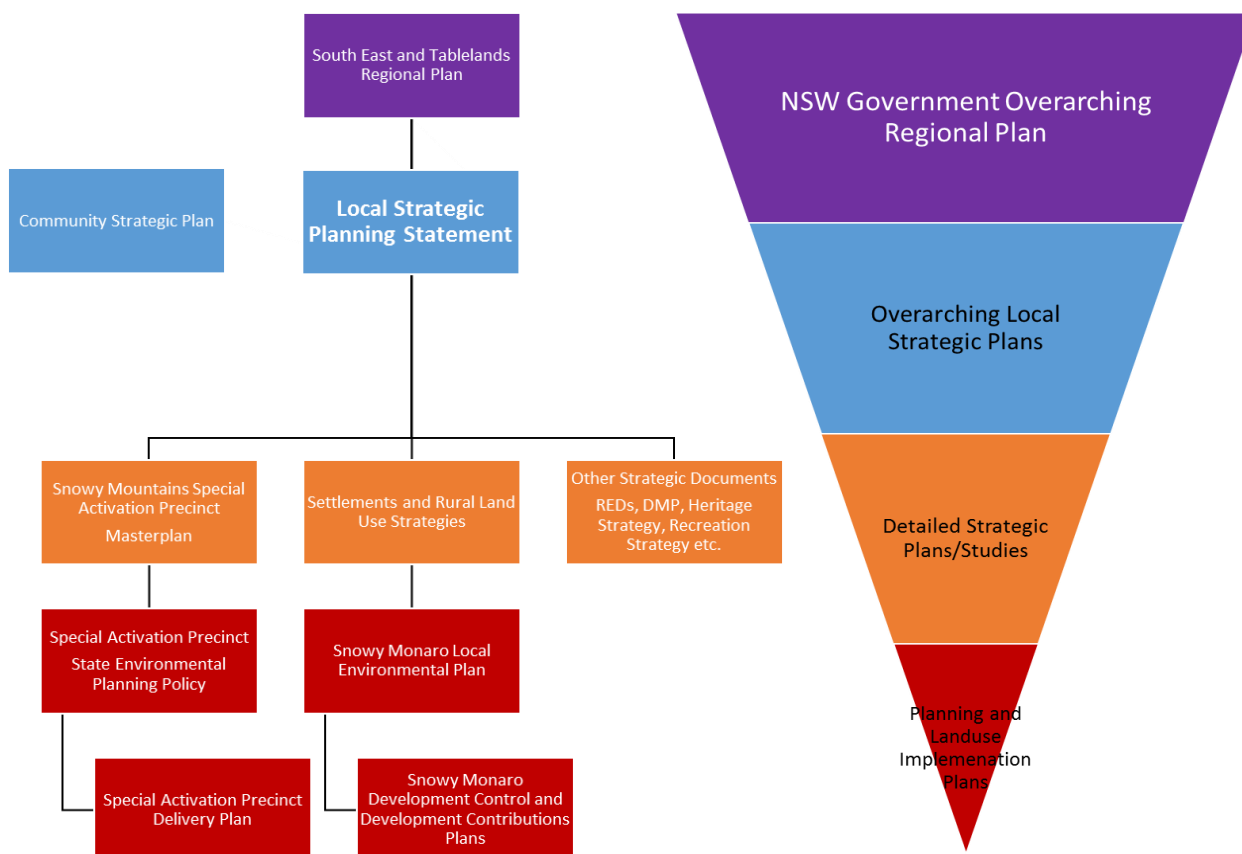


Figure 1 Strategic planning hierarchy



Shearing Shed, Jessica Plumridge

How to interpret this document

Version 2 of the Draft Rural Land Use Strategy seeks to provide the relevant context, influences and opportunities as they relate to rural land in the Snowy Monaro region.

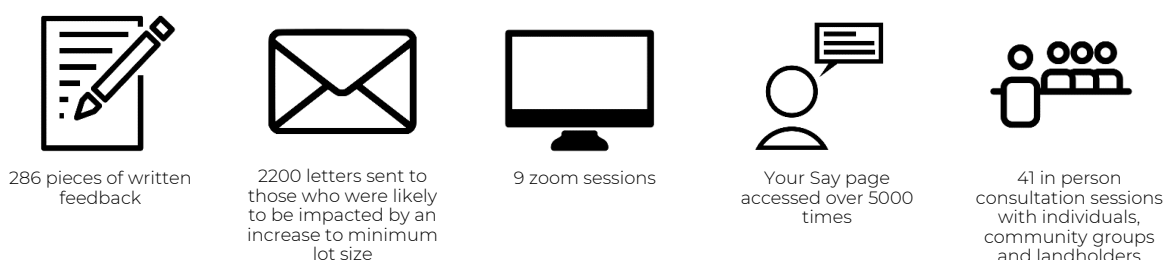


Vision	<p>A thriving and diverse rural economy where agriculture has space to innovate and rural industries have the confidence to invest and grow.</p> <p>A prosperous tourism sector where we show off our stunning landscape and agricultural produce.</p> <p>A healthy and improved environment, which sustains us all</p>	Where we want to be in 20 years
Context, constraints, opportunities, trends, influences	<p>Understand our natural resources base</p> <p>Understand the diversity and nature of rural land uses and enterprises</p> <p>Understand changes and influences over time</p> <p>Evaluate key issues of concern for rural communities, as well as opportunities</p>	What we have g

Policy Directions	Policy directions establish the broad direction. Each policy direction includes relevant background and context the Council has set out the following strategies achieve the vision:	How we will get there
	<ol style="list-style-type: none">1. Protection of scenic landscapes, environmental values, and respond to natural hazards2. Encourage agricultural production, protect regionally significant agricultural land, limit land use conflict, increase diversity and resilience3. Provide infrastructure to service rural businesses and manage it in a sustainable way4. Safeguard existing major industries and encourage emerging industries5. Provide opportunities for rural tourism in appropriate locations6. Provide for rural dwelling options where associated with commercial agriculture7. Provide transparency and certainty for rural land holders	
Actions & outcomes	Actions and outcomes that are generally associated with those actions.	

Development of the Rural Land Use Strategy

The Snowy Monaro Rural Land Use Strategy has adopted an evidence-based approach to managing rural land within the region. Council's Strategic Planning staff have worked with key stakeholders, including Councillors and government agencies and held over two months of community engagement to prepare Version 1 of the Strategy. Version 1 of the Strategy was exhibited from October 2020 to February 2021, with considerable community engagement and feedback on the Strategy.



Version 1 of the Strategy was shared via Council's website, Facebook page, radio and newspapers and was shared directly on 17 Facebook community noticeboards. Approximately 2200 letters were sent to landholders impacted by an increase to minimum lot size. The Draft Rural Land Use Strategy was also circulated to community groups, government agencies, industry and other key stakeholders.

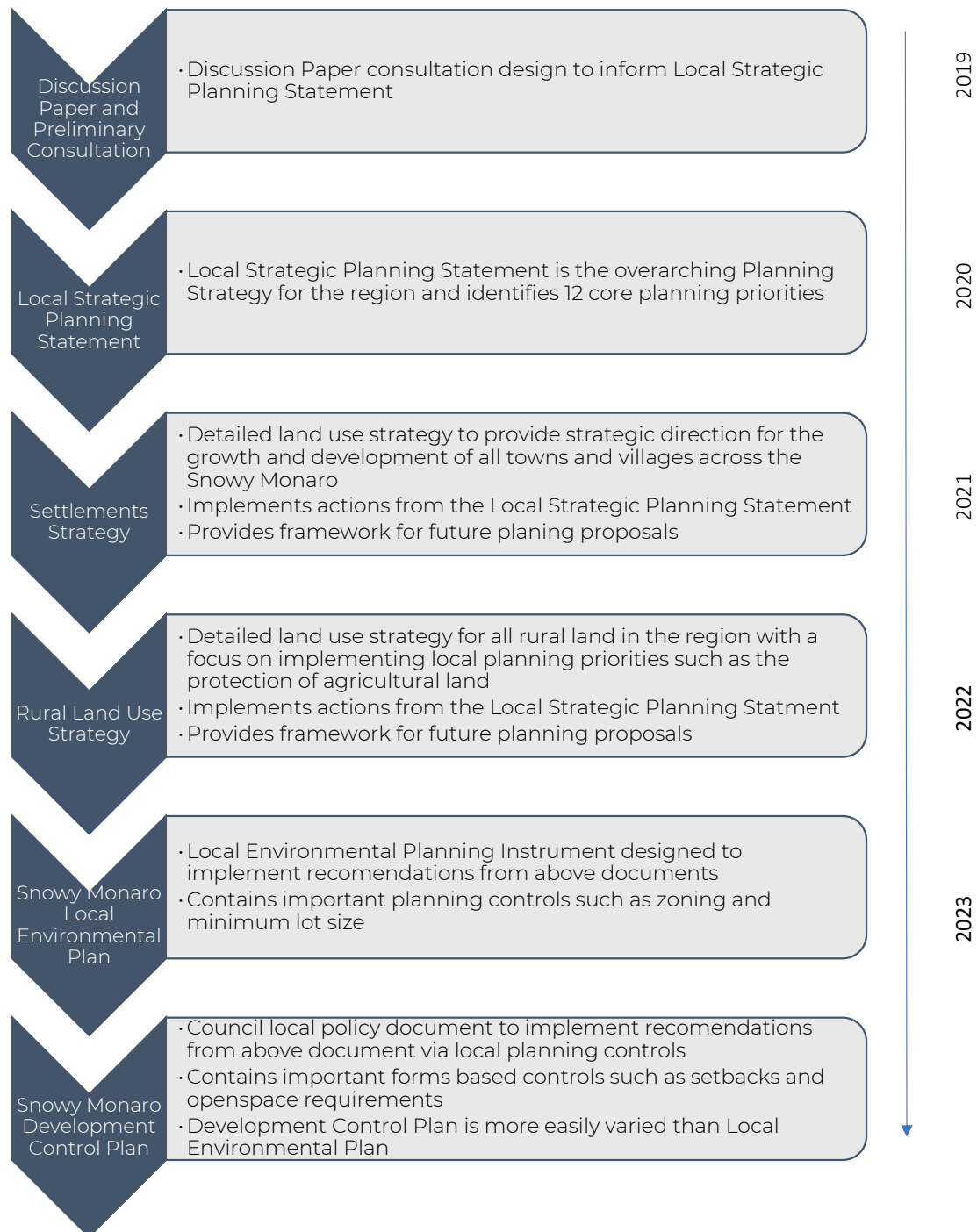
Council staff took part in 36 in-person consultation sessions across the region, in conjunction with nine online Zoom sessions for greater public accessibility.

The Snowy Monaro Your Say (online) page on the Rural Land Use Strategy has been accessed more than 5000 times. Council staff met with local farming, indigenous, and business groups. There were an additional 300 phone conversations with community members, and 200 people registered for updates through Council's mailing list.

In response to the feedback received, the Strategy has been simplified and structured around seven policy directions with supporting appendices. The Strategy examines the existing rural planning context to inform future recommendations relevant to rural land, incorporating community and agency feedback.

Pathway to a consolidated LEP

The following graphic provides a visual representation of the overall process and the pathway to a consolidated Snowy Monaro Regional Local Environmental Plan.



Land this Strategy applies to

This Strategy provides recommendations for zoning, minimum lot sizes and other relevant development standards and other land use related actions over the next 20 years. The Strategy relates to land zoned rural, conservation and special uses in rural areas of the Snowy Monaro LGA.

The Strategy's study area encompasses rural land. Figure 2 identifies land which is considered within this Strategy.

Land which the Rural Land Use Strategy considers

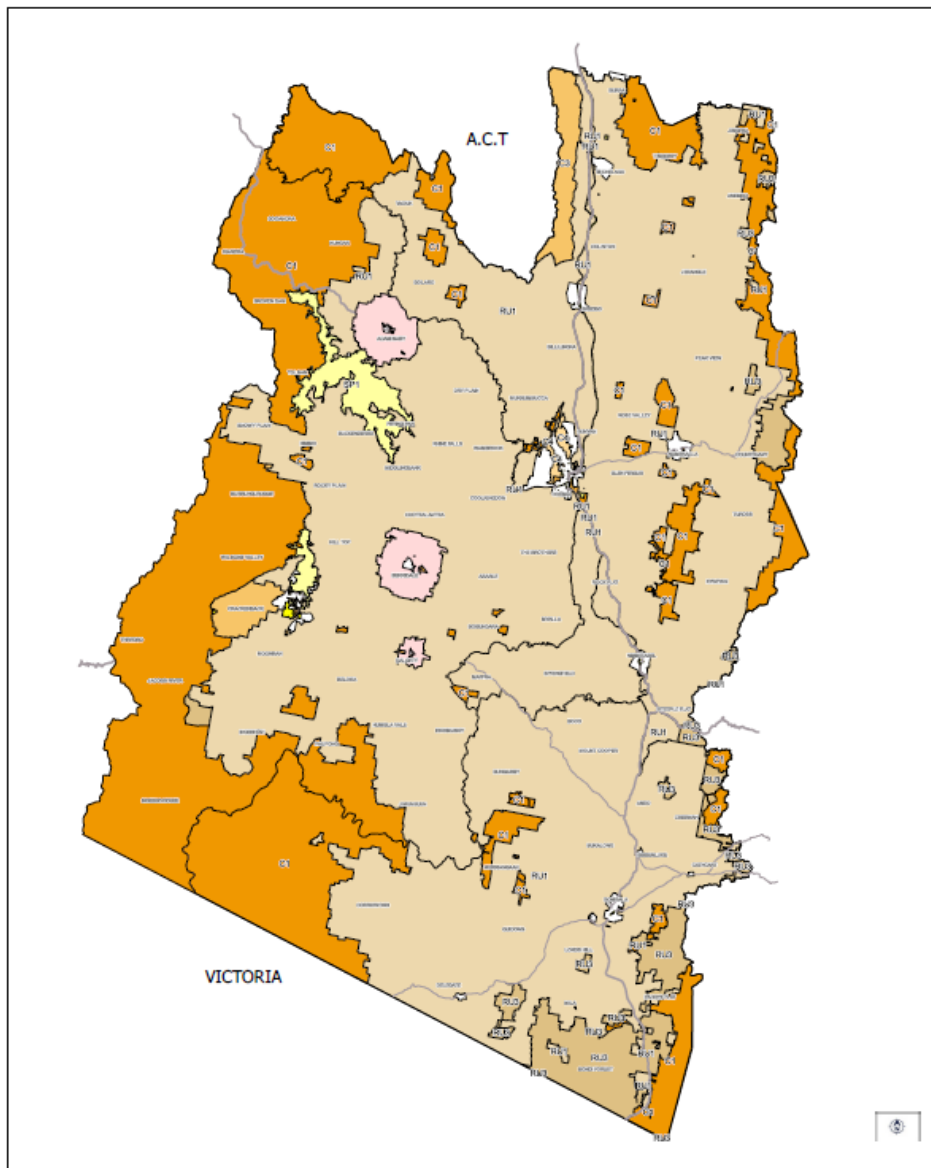


Figure 2 Land which is considered within the Rural Land Use Strategy

The term “rural land” for the purposes of this Strategy means all land that is currently zoned as follows under the Bombala Local Environmental Plan 2012, Cooma-Monaro Local Environmental Plan 2013 and Snowy River Local Environmental Plan 2013:

- RU1 Primary Production
- RU3 Forestry
- C1 National Parks and Nature Reserves
- C2 Environmental Conservation
- C3 Environmental Management
- C4 Environmental Living
- SP1 Special Activities
- SP2 Infrastructure
- SP3 Tourist

Please note:

- R5 Large Lot Residential is considered in relation to the large rings around Berridale, Adaminaby and Dalgety and consideration given to where the R5 zone should be reduced and returned to a rural zone, given the large application area.

Analysis and demand for rural residential land is otherwise catered for within the Settlements Strategy, except for Smiths Road, given its rural nature and lack of connection to a settlement.

Rural land does not include urban land or land within the villages. RU5 Village is considered as part of the Settlements Strategy.

SMRC Rural Lands Profile

As at 20/21, Agriculture, forestry and fishing employed 950 people in total, or 10% of the workforce in the region. It should also be recognised that some of the tourism jobs in the region are based on rural land, particularly in relation to accommodation and outdoor activities.

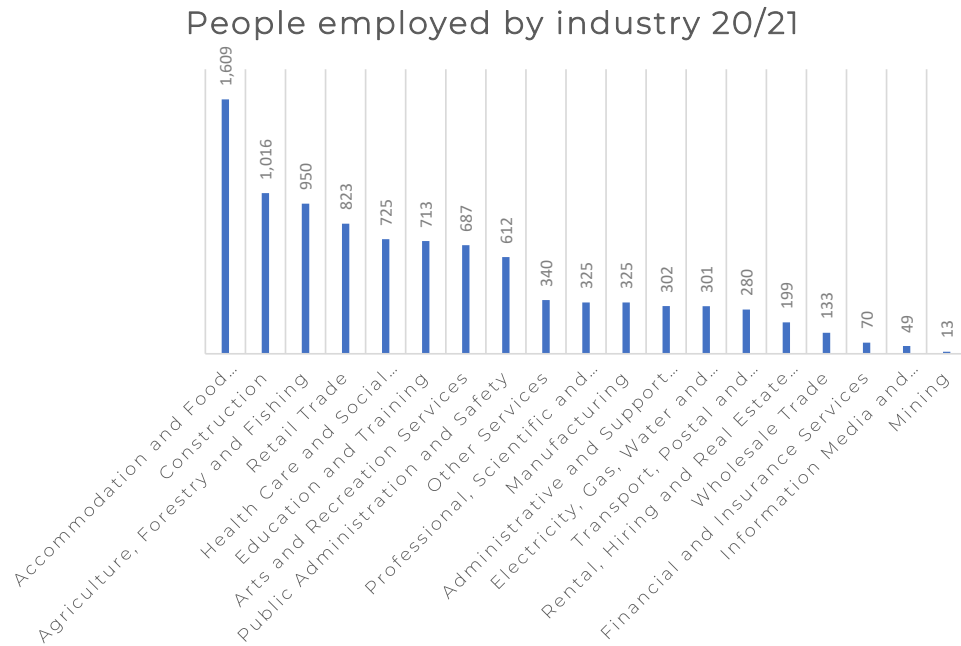


Figure 3 Employment by Industry (.id, 2022)

Figure 4 below shows the breakdown of workers across within the Agriculture, forestry and fisheries sector. Of the 950 employed, the vast majority are involved in the agriculture subcategory, 99 in forestry and logging, and 71 in support services. Few workers are involved in fishing, hunting and trapping or aquaculture.

Employment breakdown per subsector 20/21

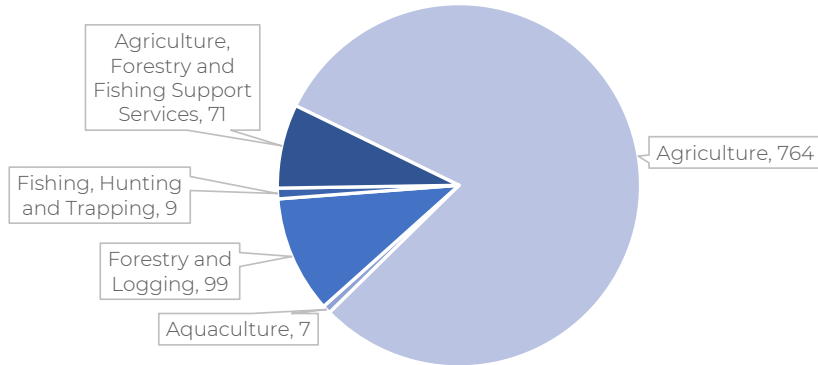


Figure 4 Employment breakdown Agriculture, Fishery and Forestry (i.d, 2022)

Figure 5 below shows the declining employment over the past 20 years. This is consistent with a nationwide downward trend in absolute numbers and appears to be entrenched due to external forces reshaping the type and volume of labour required to underpin a productive, competitive and sustainable Australian agriculture industry (Barr & Kancans, 2020).

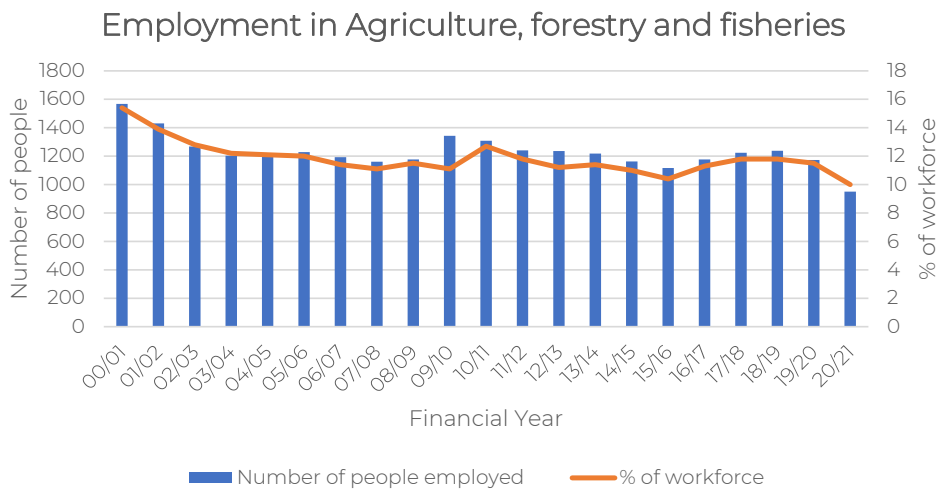


Figure 5 Employment over past 20 years in Agriculture, forestry and fisheries in Snowy Monaro (i.d, 2022)

The Australian Business Register captures the sub classes of agricultural businesses within the Snowy Monaro. As can be seen below, the business types relating to agriculture are heavily skewed towards to sheep and cattle grazing with some dryland cropping. Intensive livestock and horticultural land uses are not common in the region.

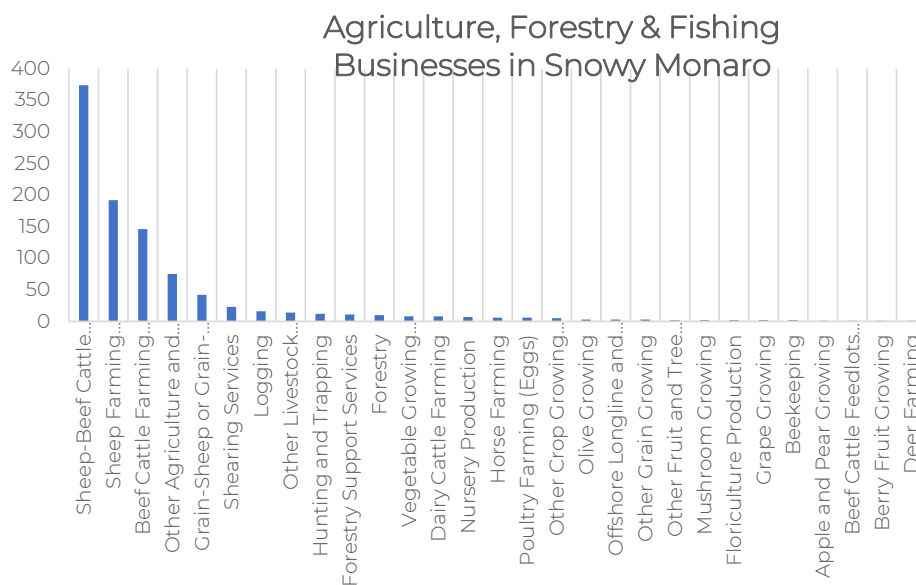


Figure 6 Business numbers within the Agriculture, forestry and fisheries (Australian Business Register, 2020)

Value added by industry is an indicator of business productivity. Value added shows how productive each industry sector is at increasing the value of its inputs and is a more refined measure of the productivity of an industry sector than output (total gross revenue), as some industries have high levels of output but require large amounts of input expenditure to achieve that. Figure 7 below demonstrates that the Agriculture, forestry and fishery sector is the most productive industry within the Snowy Monaro Regional Council area at \$122.8 million and clearly displays the structure of the area's economy.

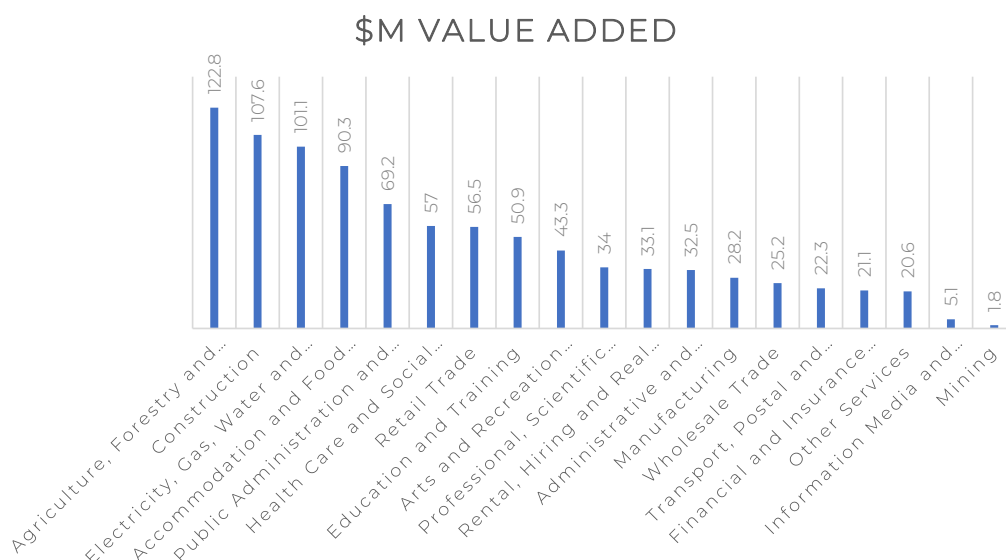


Figure 7 Value added by Industry (id, 2022)

Within the Agriculture, forestry and fishery industry, the agriculture subsector is the most productive with \$89.3 million value added, forestry and logging \$22 million and agriculture support services \$10 million value added. Fishing, hunting, trapping and aquaculture much less important to the region as shown in Figure 8 below.

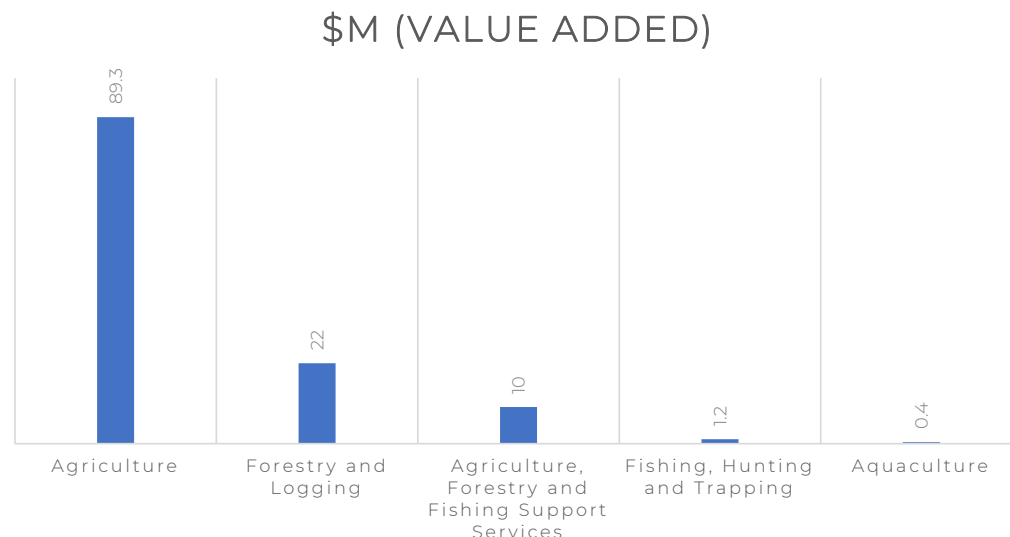


Figure 8 Value added by subsector (id, 2022)

Significant threats to agricultural production in the Snowy Monaro Region include fragmentation of land from subdivision and incompatible land uses, competing land uses, climate change and weeds and pest animals. Climate change is leading to higher average temperatures and less consistent rainfall, resulting in more extreme drought events exacerbated by the Monaro rain shadow. Invasive weeds, particularly the spread of African Lovegrass and Serrated Tussock has led to a reduction in productivity of agricultural land, more so in the north of the region. The continued spread of weeds is of significant concern, and further action is required to protect agricultural supply and production. Pest animals have a significant impact on rural lands; many exist across the region, including wild dogs, deer and horses which can lead to loss of livestock and significantly diminished yield. Better regional management practices are required to address this issue.

Policy Directions and Actions



1 Protection of scenic landscapes, environmental values, and increase resilience and respond to natural hazards



Tinderry Range, Strategic Planning Team

The Snowy Monaro possesses many striking landscapes. From the rugged Tinderry ranges, which appears abruptly from cleared and undulating hills east of Michelago, to the rolling open grassland plains of the Monaro and the open grassy woodland which extends up into the Alpine areas. The scenic qualities of the Snowy Monaro region are important to locals and visitors alike. Appropriate management and protection of these landscapes are required to ensure they can continue to be enjoyed. As part of the LSPS, Council has committed to undertaking an Aboriginal Heritage Study for the region in consultation with the Ngarigo Community and Local Aboriginal Land Council's. From this process, landscapes of particular importance to the First Nations community may warrant protection in a planning instrument.

Visually intrusive developments can impact landscapes, although sometimes these are necessary for productivity and employment, such as telecommunication facilities or extractive industries. Forward strategic planning must identify areas of important scenic landscape and provide controls to prevent visually intrusive development in these areas. While existing provisions maintain the quality of some specific landscapes throughout the LGA, general principles applicable to all development in rural areas must be embedded throughout Council's land use planning documents. This will include design principles, provisions like avoiding ridgetops, appropriate setbacks to roads and neighbours, and development density and landscaping provisions to ensure that development is of a form and scale that does not interfere with scenic landscapes.

The Snowy Monaro is a significant contributor to renewable energy with the development of Snowy Hydro in the 1950s and the subsequent Snowy 2.0 proposal. The region has also seen growth in wind and solar proposals over recent years. Certain parts of the region receive wind speeds and solar exposure high enough for commercial investigation and being proximate to key infrastructure, including transmission lines and roads, making wind and solar electricity generation attractive.

Council is supportive of further renewable energy projects within the LGA. Existing cleared areas currently used for agriculture, where the land can be easily returned or maintained as productive agricultural land, should be pursued in the first instance. The development of renewable energy facilities does not completely sterilise agricultural land; however, locations need to be carefully selected.



Renewable energy and agriculture can co-exist, Zara Childs

Council's policy position on large-scale renewable energy proposals (solar and wind). All proposals should:

- Avoid biodiversity corridors
- Avoid areas of high environmental value
- Avoid areas of high scenic quality and importance

The community prioritises scenic views, landscapes, and areas of high environmental value, such as biodiversity corridors, as expressed within the Community Strategic Plan 2042. Therefore, Council considers that large-scale renewable proposals are unsuitable in biodiversity corridors, areas of high

environmental value and those within high scenic value areas, as shown in Figure 9 below. These areas should also be avoided where possible but will be subject to individual site assessments.

Environmental assets, including Mount Kosciuszko, Australia's highest peak and two great Australian rivers, the Murrumbidgee and the Snowy, traverse the Snowy Monaro region. Biodiversity in the Snowy Monaro is highly diverse and significant to conservation objectives in NSW, with recent NSW Government funding initiatives looking to protect Natural Temperate Grasslands and Critically Endangered Snow Gum Grassy Woodland as well as individual species like the Koala and Macquarie Perch. The Alpine areas are significant as they are the last refuge for those animals reliant on cooler climates, as a gradually warming climate and receding snowline force them to higher elevations.

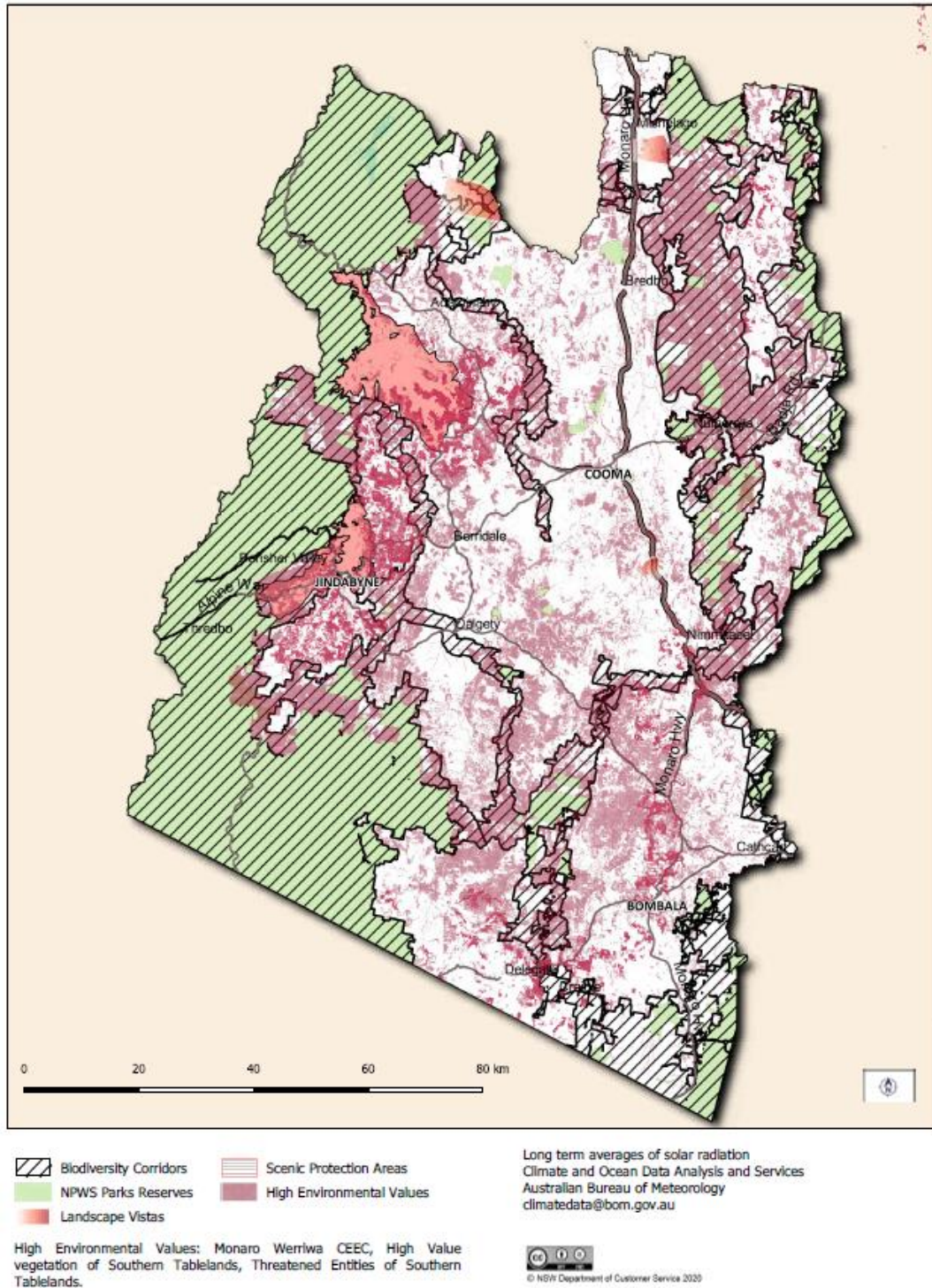


Figure 9 Land considered generally unsuitable for large-scale renewable development

Throughout consultation on the Draft Rural Land Use Strategy, we heard strongly from the community that these values exist because of the stewardship of farmers and landholders and that the further use of an environmental zone was unnecessary. Rather than using zones to reflect these values, other planning mechanisms can ensure that

future development does not adversely impact these important environmental values and ecosystem services, particularly concerning:

- Riparian lands and watercourses
- Wetlands
- Drinking water catchments
- Landslip risk.
- Karst areas and naturally occurring asbestos
- Terrestrial biodiversity, including; endangered ecological communities, threatened species, biodiversity corridors (including waterways)
- Vulnerable groundwater

Council commissioned a [Biodiversity Study](#) which, Molonglo Consulting prepared in late 2019. The objective of this project was to provide Council with a broad-scale environmental evaluation of lands within the LGA which will inform recommendations in relation to zoning and environmental provisions. This project also produced a significant amount of spatial information that will be useful in preparing overlays for a consolidated LEP. This spatial information can inform overlays that are triggers for additional consideration and intend to protect environmental values and areas subject to degradation.

Improving environmental outcomes on rural land is likely to be successful if they are voluntary and incentivised rather than imposed, i.e. carrot rather than the stick approach.

A growing awareness of the threat of climate change, the demands of consumers for cleaner and greener products and the need for a social license to operate will result in increased efforts to protect the environment, which agriculture is so reliant upon. Governments will look towards providing incentives for rural landholders to improve their natural capital and receive access to new or broader markets, like the program recently announced by the NSW Government.

Other initiatives in the region include NSW Government supported [Biodiversity Conservation Trust](#) (BCT) Conservation and Wildlife Refuge Agreements, Landcare Programs, Local Land Services grant funding and Not for Profit Groups like Friends of Grasslands and Bush Heritage Australia Reserves. In addition, many landholders see the value of investing in improved land management for both conservation and production outcomes.

BCT Agreements as at July 2022
in the Snowy Monaro:

- 17 are conservation agreements
- 2 are wildlife refuge agreements
- 2 are biodiversity stewardship agreements

Conservation efforts outside of National Parks are many and varied. Conservation actions range from the purchase of land for conservation or offsets to targeted activities on working farms. The [Emissions Reduction Fund](#), coordinated by the Federal Government, encourages various industries to adopt practices and technologies to reduce emissions. This includes vegetation regeneration, animal management and soil carbon. Building soil carbon has productivity improvements even where landholders don't enter into the trading scheme.

Those benefits include:

- better rainfall infiltration and retention, providing greater resilience to drought
- improved soil structure and fertility
- increased soil biodiversity to aid nutrient cycling and plant nutrition
- raising your livestock carrying capacity in the long term

- reduces input costs
- more consistent returns, including in drought years
- consumers buying on how their food and fibre are produced and their environmental credentials
- new marketing avenues, including direct marketing of biodiversity and carbon credits.

The threats to on and off reserve conservation are similar in changing fire regimes, pest and weed invasion and heavy rainfall events in summer, causing erosion and affecting water quality and quantity. Impacts on biodiversity include landscape fragmentation, decreasing suitable habitat for plants and animals that require frosts and or snow causing a loss of endemic species.

Adaptive pathways, as indicated in Figure 10, including doing more of what is already being done, including community engagement, education and working towards multifunctional landscapes where productive rural livelihoods and habitat connectivity are jointly supported. Extension services and natural resource management projects delivered by various groups such as Landcare and Local Land Services aim to build community capacity and involve local landholders in locally and regionally significant conservation projects. This includes providing for revegetation, fencing off waterways to exclude stock but also providing advice, support and best practice in areas such as:

- Maintaining ground cover
- Water efficiency
- Erosion and sediment control
- Water quality
- Managing soils
- Managing pests and diseases



Figure 10 Conservation transition pathways, Adapt NSW

Council can contribute to and influence this space by leading by example in the management of Council owned land and Crown Reserves, promoting and advertising programs to a broader audience, preserving existing landscape connectivity via overlays within the LEP and encouraging conservation and agricultural tourism (discussed further under [Policy Direction 3](#) of this Strategy).

Land in the Snowy Monaro is prone to natural hazards such as bush fire, floods and landslips. While Council's Flood Studies do not identify land outside of the towns and villages, this does not mean that flooding does not occur or is not a consideration for land uses in rural areas. Careful consideration of land uses, particularly harmful and potentially hazardous land uses, must be avoided in flood prone areas.

Significant parts of the Snowy Monaro area are bush fire prone as identified on the recently endorsed Bush Fire Prone Land (BFPL) mapping. The region has been subject to significant and severe fires throughout history, most recently in 2019/2020. Consideration of bush fire hazards in the strategic planning phase is mandatory. Any proposal to amend planning controls, like increasing density by reducing minimum lot size on BFPL, must have regard to PBP 2019 and prepare a Strategic Bushfire Study in

accordance with Planning for Bush Fire Protection (PBP) 2019, prepared by the Rural Fire Service.

Strategic Planning Principles – PBP 2019

- the development area is exposed to a high bush fire risk and should be avoided;
- the development is likely to be difficult to evacuate during a bush fire due to its siting in the landscape, access limitations, fire history and/or size and scale;
- the development will adversely affect other bush fire protection strategies or place existing development at increased risk;
- the development is within an area of high bush fire risk where density of existing development may cause evacuation issues for both existing and new occupants; and
- the development has environmental constraints to the area which cannot be overcome.

Prioritising strategic planning in terms of bush fire hazard allows for prevention, rather than a cure, by limiting the density of dwellings in heavily forested or Category 1 Bush Fire Prone Land. Heavily forested areas have the highest combustibility and likelihood of forming fully developed fires, including heavy ember production. These areas are generally steep with access limitations and difficult to evacuate. Initial consultation with the RFS has supported this approach.

Additional development in high-risk bush fire prone areas presents not only a risk to the life and property of those who own and occupy them but also to the RFS Volunteer Firefighters who are tasked with assisting in a bush fire situation. The community bears the broader costs, including the costs of repairing infrastructure and higher insurance caused by development in high-risk bush fire prone locations. In accordance with the Principles of PBP, additional development, particularly dwelling opportunities in high-risk bush fire prone areas are to be limited via larger

minimum lot sizes to reduce density and also limit permissible land uses to those which are suitable in constrained locations.

Actions	Outcomes
<ul style="list-style-type: none"> • Scenic protection of Lake Jindabyne, Lake Eucumbene is maintained via the LEP. • Scenic protection provisions including design guidelines and performance criteria be prepared and incorporated into the DCP and applied to regional road corridors to limit visual impacts. • Undertake a region wide study of locally significant landscapes and incorporate into DCP. • Adopt the recommendations of the Aboriginal Heritage Study, and where recommended, integrate landscapes of significance to First Nations people into LEP/DCP. • Provide a buffer of 100m from major rivers and wetlands and 50m from all other watercourses to manage development within proximity to riparian land and watercourses. • Areas of groundwater vulnerability are identified and protected. • Provide protection to local drinking 	<ul style="list-style-type: none"> • Important views, vistas and scenic landscapes are managed and protected from intrusive development. • Surface waterways, supporting riparian areas and groundwater are adequately conserved and protected from degradation. • Steep slopes are protected from inappropriate development. • Drinking water catchments are protected from high impact, incompatible development and land degradation. • Council lands are managed to prevent degradation and promote conservation outcomes. • Local programs for rehabilitation of degraded land and conservation opportunities are developed through collaboration with relevant agencies and landowners and promoted by Council. • Environmental weeds are not spread as a result of development.

-
- water catchments.
 - Biodiversity values are identified in an overlay for inclusion in the LEP that includes:
 - Habitat for threatened species and populations,
 - Endangered ecological communities,
 - Corridors of value for inter- and intra- regional connectivity, and
 - Koala habitat (once data is available).
 - Planning proposals are supported for rezoning to an environmental zone where the land has special ecological, scientific, cultural or aesthetic attributes, or land highly constrained by geotechnical or other hazards. The permissible land uses must be consistent with the objectives of the zone and limit the risk to life and property.
 - Limit the density of residential development in high risk bushfire prone areas through zoning, permissible land uses and increases to minimum lot size within the LEP.
 - Council actively pursues opportunities for Conservation Agreements under the Biodiversity Conservation Act, including opportunities for Biodiversity Offset Credits on Council owned land.
 - Council does not support large-scale electricity generating works (solar and wind farm) in biodiversity corridors, areas of high environmental and within high scenic value areas unless supported by individual site assessments.
- Life and property is protected from natural hazards.
 - Buildings and structures are designed and sited to minimise cut and fill.
 - Large scale energy generation is located in disturbed areas with minimal impact to biodiversity and scenic qualities.

SETRP Actions

Action 14.2 Protect validated high environmental value lands in local environmental plans.

Action 14.3 Minimise potential impacts arising from development on areas of high environmental value, including groundwater-dependent ecosystems and aquatic habitats, and implement the 'avoid, minimise and offset' hierarchy.

Action 15.1 Protect and enhance the function and resilience of biodiversity corridors in local strategies.

Action 16.1 Locate development, including new urban release areas, away from areas of known high bushfire risk, flooding hazards or high coastal erosion/inundation; contaminated land and designated waterways to reduce the community's exposure to natural hazards.

LSPS Actions

Action 2.1 Identify significant landscape areas as scenic protection areas in the LEP and DCP

Action 2.2 Prepare a Rural Land Use Strategy which considers the visual importance of the rural landscapes throughout the region.

Action 2.3 Council will implement planning controls that influence the form and scale of permissible development in rural areas.

Action 3.1 Review the Rural Lands Analysis and Biodiversity Study to inform zoning and additional local provisions in preparation of the LEP.

Action 3.3 Council will provide planning controls to protect rivers and waterways from pollution.

Action 4.6 Map areas considered not suitable for large scale renewable energy due to environmental and scenic values.

Action 8.7 Council will prepare a Rural Land Use Strategy which provides strategic direction responding to the diverse rural landscapes across the region.

Action 11.3 Planning decisions are to consider the compatibility of land uses with natural hazards, with careful consideration given to sensitive land uses such as hospitals, schools and aged care facilities.

Action 11.4 Council will work with Snowy Hydro to use flood data to inform planning decisions around Lake Jindabyne and Eucumbene.

Action 11.7 Council will map landslide risk and include relevant planning controls.

2 Encourage agricultural production, protect regionally significant agricultural land, limit land use conflict, increase diversity and economic resilience

Agriculture is a key contributor to the Snowy Monaro economy. It provides essential food and fibre products, employment and value-adding opportunities. Careful planning is required to maintain these benefits to local and regional economies, to encourage ongoing investment in agriculture and to protect and promote the supporting resource base.

The land use planning framework can be utilised to ensure that primary producers are able to invest with confidence, grow, diversify, and respond to external influences and changes, without impediment from land use planning documents and competing or incompatible land uses.



Corrowong Road, Lyn Taylor

Land capable of a variety of agricultural land uses, with the greatest productive capacity should be prioritised for protection with an RUI Primary Production zone and an appropriate minimum lot size which reflects the nature and requirements of the dominant land uses, including those anticipated into the future.

The [Rural Lands Analysis](#) prepared by Elton Consulting and the Department of Primary Industries (DPI) recommends that objectives and permissible uses focus on delivering land uses that are related to agriculture and value-adding and prevent incompatible, unrelated development. The mainstay of the Monaro is sheep and cattle grazing and is likely to continue to feature prominently. However, as the value of agricultural commodities continues to grow, the economics of intensive agricultural land uses such as feedlots and cropping are likely to become more attractive and prevalent. The cropping and mixed farming industry depends on the provision of larger tracts of land to support this ongoing activity. According to the [Agriculture Industry](#)

Greatest productive capacity means:

- Class 3, 4 and 5 on the Land Soil Capability Mapping Assessment Scheme; and
- Land mapped as 'moderate' to 'high' soil fertility; and
- Areas of the LGA that are most productive based on Australian Bureau of Statistics Data
- Land mapped as State Significant Agricultural Land

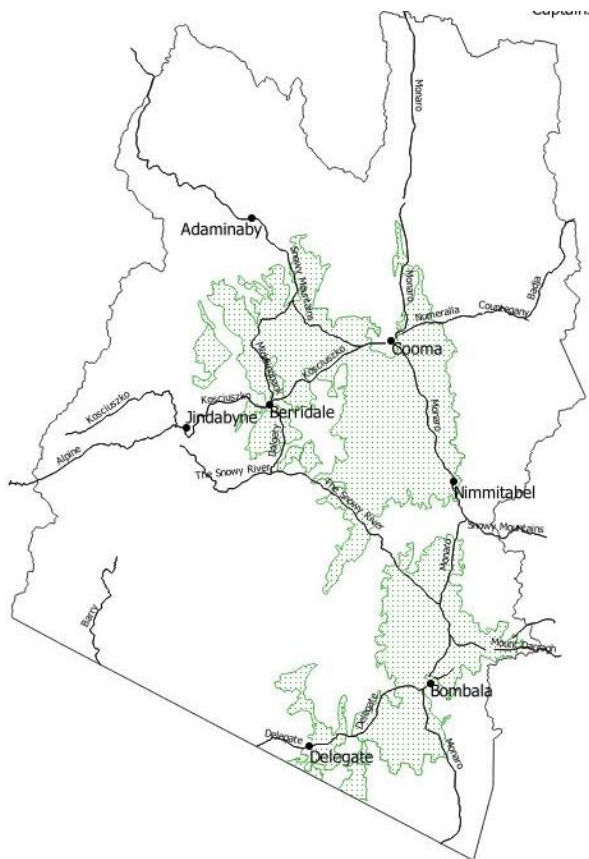


Figure 11 Snowy Monaro Priority Production Area

[Snapshot for Planning South East and Tablelands Region](#)

further expansion of broadacre cropping in south eastern parts of the region may be threatened by the fragmentation of land and associated higher land prices.

Other challenges outlined by the snapshot include the rising costs of inputs, shortage of skilled labour and the impacts of climate change with unreliable rainfall. Council supports and encourages the growth and intensification of rural land uses in rural areas and especially within the priority production area identified in Figure 11 **Error! Reference source not found.**

In July 2021, the NSW Agriculture Commissioner released the [Improving the Prospects for Agriculture and Regional Australia in the NSW Planning System](#). This report recognises the importance of agriculture across rural and regional NSW and makes recommendations for the necessary protection of agriculture from land use conflicts, particularly urban expansion and rural residential development. The majority

of recommendations require DPI and DPE to undertake a number of projects such as mapping State Significant Agricultural Land, reviewing and amending land use definitions and reviewing permitted land uses and definitions of rural zones. There are however, several recommendations from this report that require Council's consideration.

of recommendations require DPI and DPE to undertake a number of projects such as mapping State Significant Agricultural Land, reviewing and amending land use definitions and reviewing permitted land uses and definitions of rural zones. There are however, several recommendations from this report that require Council's consideration.

Recommendation 9 The NSW Government should require that councils consider the use of buffers for agricultural operations in relevant development application approval process. This mandatory consideration, implemented through the Standard Instrument LEP, should also apply the agent of change principle so that established buffers are considered in neighbouring development decisions. This principle should also guide enforcement activities and responses to complaints made against farming activities.

Recommendation 10 The NSW Government should require councils to improve the integrity and effectiveness of their rural zoning arrangements by phasing out concessional dwelling eligibilities and existing holdings clauses in the rural zones and provide appropriate support to do so. Any land holder with an existing dwelling eligibility on a concessional allotment or existing holding could be given a period of five years to submit a development application before the eligibility is extinguished.

There is considerable pressure on rural land for rural lifestyle purposes. Decreasing affordability in cities and more recently the COVID pandemic has led to an increase in migrants to regional areas. Often these people are seeking the space but lack the skills and equipment to genuinely manage the land they have purchased. Frequently we hear from these people wishing to subdivide further because they don't have the time or

inclination look after the land, particularly in relation to weeds and pests. This has resulted in increased demand for smaller lots with no quantifiable output.

Broadacre production areas are a finite resource and while it may be desirable to split the family farm for succession purposes, this erodes the long term use of the area and encourages underutilisation of rural land as well as having the added impact of driving up land values in the long term. This makes it uneconomical for established farmers to consolidate holdings through the purchase of neighbouring property, as they compete with amenity migrants or properties become overcapitalised
 Fragmentation of rural land threatens the ongoing viability of commercial farming having the following implications:

- Land use conflict arising due to a lack of understanding of impacts of commercial farming
- Unsustainable lifestyle with trips to town to work, school, sport with no quantifiable productive output
- Absentee landowners in many parts of the LGA
- Increased pressure on Council to provide a higher standard of servicing and increased maintenance (for which ratepayers foot the bill)
- Has broader implications for other rural land uses such as forestry, energy generation and extractive uses, which are important for employment and the economy.

Throughout the consultation on the draft RLUS, instances of land use conflict from the community have been raised. Examples of land use conflict are domestic or hunting dogs killing sheep and poor weed management. One of the most commonly raised issues is the impacts of plantation forestry in the Bombala area.

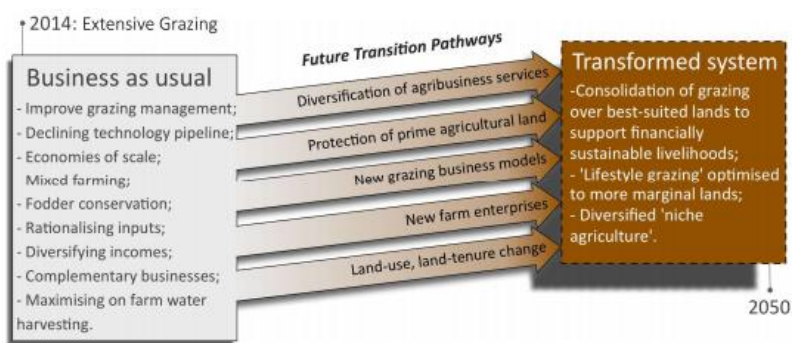


Figure 12 Extensive grazing transition pathways, Enabling Adaptation South East, Adapt NSW

Plantation forestry, the majority of which is state owned, is a significant industry in the south east of the region. The [Bombala Region Softwoods Industry Bushfire Recovery Study, December 2020](#) estimates that there is 47 thousand hectares of softwood plantation in the Bombala area. Forestry products are processed locally at the Dongwha Mill, pulplogs are delivered to Visy Industries outside Tumut and for export at Eden. Residues are proceeded by Straw Services and Mighty Mulch just outside Bombala. The industry supports an estimated 370 direct jobs in the softwood plantation industry, 450 indirect jobs in businesses that service and/or rely on the Bombala softwood plantation industry in some way to grow, protect, harvest and process the softwood plantations.



Loading logging truck, Ruth Ford

Concerns raised in relation to forestry include the harbouring of pests and weeds and the use of good quality agricultural land for plantations, which stems from the managed investment schemes introduced in the 1990s and early 2000s where cleared farmland was planted to pine trees. To ensure that the Forestry industry has

certainty to continue and to address concerns from the community in relation to land use conflicts Bombala Softwoods Study recommends that a South East Forestry and Agriculture Land Use Plan be developed to best plan for where new plantations are located. This plan not only consider land use, but should also consider transport and bushfire as matters. The recently announced South East Forestry Hub has committed to undertaking this program and Council will assist in this process.

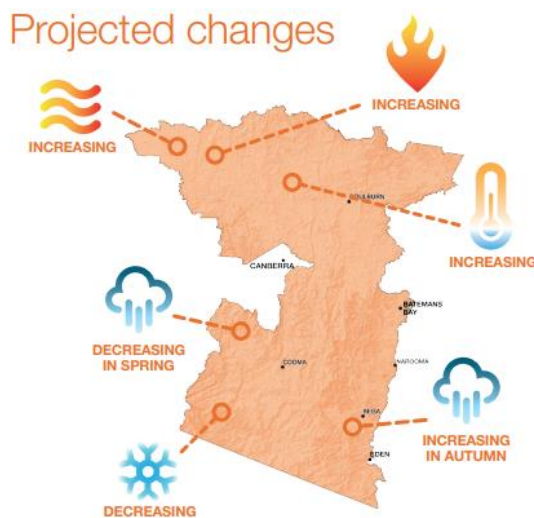


Figure 13 Projected changes across the south east region, Adapt NSW

Climate change will affect agriculture and forestry through changes to rainfall seasonality, increased drought and soil erosion. Decreased snow and a net decrease in rainfall will lead to a reduction in surface water as well as groundwater recharge. Reductions in rain and snowfall in the alpine region will not only affect farmers on the Monaro, but those further downstream.

To ensure grazing and other forms of agriculture remain viable within the Snowy Monaro region, the EASE project has identified the future transition pathways below.

Of the factors affecting adaptive capacity and the transition pathway, Council can directly influence the

permissible land uses and subdivision of agricultural lots through the LEP, protecting the best agricultural land on the Monaro. Maintaining and in some cases increasing lot sizes in the most productive agricultural areas in the region will lead to greater climate change resilience. Council can also ensure that zones are applied to reflect the landscape best and to permit appropriate uses within those zones.

Actions	Outcomes
<ul style="list-style-type: none"> • Apply RU1 Primary Production zone to regionally significant agricultural land. • Objectives and permissible uses of the RU1 Primary Production zone are to focus on delivering land uses that are related to agriculture and value-adding, preventing incompatible, unrelated development. • Maintaining or increasing minimum lot sizes considering: <ul style="list-style-type: none"> ○ the typical agricultural land uses in the area ○ the agricultural capability of the land; and ○ typical holdings sizes • Support the South East Forestry Hub to identify marginal land with appropriate transport infrastructure most suitable for plantation forestry and integrate into implementation documents. • Utilise planning levers which permit flexibility for rural land holders such as: • Allowing land to be subdivided below the minimum lot size for a primary production purpose • Boundary realignment clause be introduced where the relevant objectives of the zone can be achieved. • Implement Recommendation 9 and 10 from the NSW Agriculture Commissioners Report. • Implement 'managing biosecurity risks in land use planning and development guide' via the DCP. 	<ul style="list-style-type: none"> • Productive and potentially productive agricultural land is zoned appropriately to ensure long-term access for agricultural purposes. • Regionally significant agricultural land is recognised and protected from incompatible land uses. • Promote continued use of land for dominant agricultural purposes. • Subdivision of rural zoned land is restricted where potential for conflict with existing or potentially productive agricultural land could occur, or where the use of the land for agricultural purposes would be reduced. • Locations are identified where plantation forestry is most suitable so as not to interfere with productive agricultural land. • Allow for flexible subdivision and/or sale of rural land for primary production purpose. • Residents living in or near rural zoned land, or people enquiring about living in these locations are aware of the likely implications associated with living on or near rural land. • Existing and potential land use conflicts are identified and managed • Consolidation of lots and properties promoted

SETRP Actions

Action 5.2 Encourage value-add agricultural opportunities through flexible planning provisions in local strategies and local environmental plans.

Action 5.3 Encourage co-location of related value-added agricultural industries to maximise infrastructure, decrease supply chain costs, increase economies of scale and attract further investment.

Action 8.1 Map important agricultural land to better inform strategic and local planning processes.

Action 8.2 Protect identified important agricultural land from land use conflict and fragmentation and manage the interface between important agricultural land and other land uses through local environmental plans.

Action 8.4 Minimise biosecurity risks by undertaking risk assessments that take into account biosecurity plans, and applying appropriate buffer areas.

LSPS Actions

Action 5.2 Council will prepare a consolidated LEP which prevents the fragmentation of agricultural and resource lands, but facilitates rural related development and value-add agriculture.

Action 5.4 Council will investigate agricultural precincts and planning controls to facilitate productive developments.

Action 9.6 Council will implement planning controls which limit potential land use conflict between rural residential areas and primary production lands.

3 Provide opportunities for rural tourism in appropriate locations, increasing year round tourism

Snowy Monaro’s principal rural tourism assets centres on the National Parks and reserves, cycle trails and other assets such as Lake Jindabyne and Lake Eucumbene. The primary attraction has traditionally been the snow, drawing visitors to Jindabyne and the resorts within the National Park in winter. Tourism in this area is the most seasonal in Australia, with visitation levels dropping to just 20% of outside of winter. However, this will need to change as climate change impacts the reliability and amount of snowfall. Climate change is expected to severely impact alpine areas more than anywhere in Australia. Snowfall and snow duration is expected to contract as both minimum, and maximum temperatures increase.

The transition is already starting to happen with the emphasis shifting to more mountain biking and hiking in the Jindabyne area. This transition will be assisted by the implementation of the Snowy Mountains Special Activation Precinct (SAP) in broadening the tourism opportunities to focus on more year



Figure 14 Alpine tourism transition pathways, Adapt NSW

round offerings and encouraging investment in the alpine region. This project addresses the Snowy Monaro Destination Management Plan (DMP) and SETRP actions to make the Snowy Mountains a year round destination. Council is engaged as an important stakeholder in the development and implementation of the Snowy Mountains SAP.

Mountain biking is quickly gaining in popularity outside of the winter season and the SAP and Council is looking to capitalise on this market and offer visitors more opportunities to immerse themselves in the region. There are other cycling, walking and riding opportunities on the horizon. Council's recently adopted Regional Trails Masterplan provides the strategic assessment and review of opportunities and makes recommendations, prioritising trails across the region. Some of the high priority projects are relevant to rural lands, including:

- Lake Jindabyne Shared Trail (southern section)
- Monaro Rail Trail
- Bundian Way
- Equine Trail Network

These experiences would provide a boost to tourism based on our rural assets, but also the towns and villages that these trails pass through, such as Michelago, Cooma, Nimmitabel, Bombala and Delegate. Additional tourism opportunities may present themselves along the corridors and will be supported by the development of the consolidated LEP. Depending on the resulting

ownership arrangements of the trails, consideration is to be given to the most appropriate zone to facilitate the trail and complementary land uses surrounding the trail, such as farm stay accommodation and agritourism opportunities.



Jincumbilly Station, Jillian Graham

Tourism is a significant industry for the area, although has been somewhat stifled in rural areas due to the existing planning framework. Reform proposed by the NSW Government relating to Agritourism will open up more opportunities for employment and productivity, but also more opportunities for land use conflict, which will need to be addressed through planning documents. Of significant concern are the biosecurity risks associated with introducing more people into an agricultural environment, especially with the highly contagious Foot-and-mouth-disease spreading through nearby Indonesia. Biosecurity risks must be taken seriously as significant outbreaks will have severe consequences for Australia's animal health and trade.

Agritourism bridges the gap between the dominant industries on the Snowy Monaro, agriculture and tourism. This concept aims to take advantage of existing tourism to the area and improve the local economy by providing economic stability and diversity outside of the winter season. The types of activities pursued should be a natural fit for the region and suitable for the unique growing conditions.

There are existing businesses engaged in agritourism in areas like Crackenback, Avonside and around Jindabyne. These businesses grow and sell products such as truffles, trout, wines and boutique spirits. Further expansion of this group of unique producers is an exciting opportunity to develop the local food offering in the area and to attract a broader range of visitors to the Snowy Monaro region.

In distinct locations, additional artisan and cultural and environmental tourism land uses that complement agriculture may be facilitated. Discrete locations allow impacts such as road and traffic impacts to be limited and managed, but also prevents and limits land

use conflict and biosecurity risk by separating tourism uses and traffic away from the more traditional broadacre farming areas of the LGA. Further discussion on this area is provided in [Policy Direction 7](#) of this Strategy and in particular the potential use of the RU4 Primary Production Small Lots zone to facilitate this outcome.

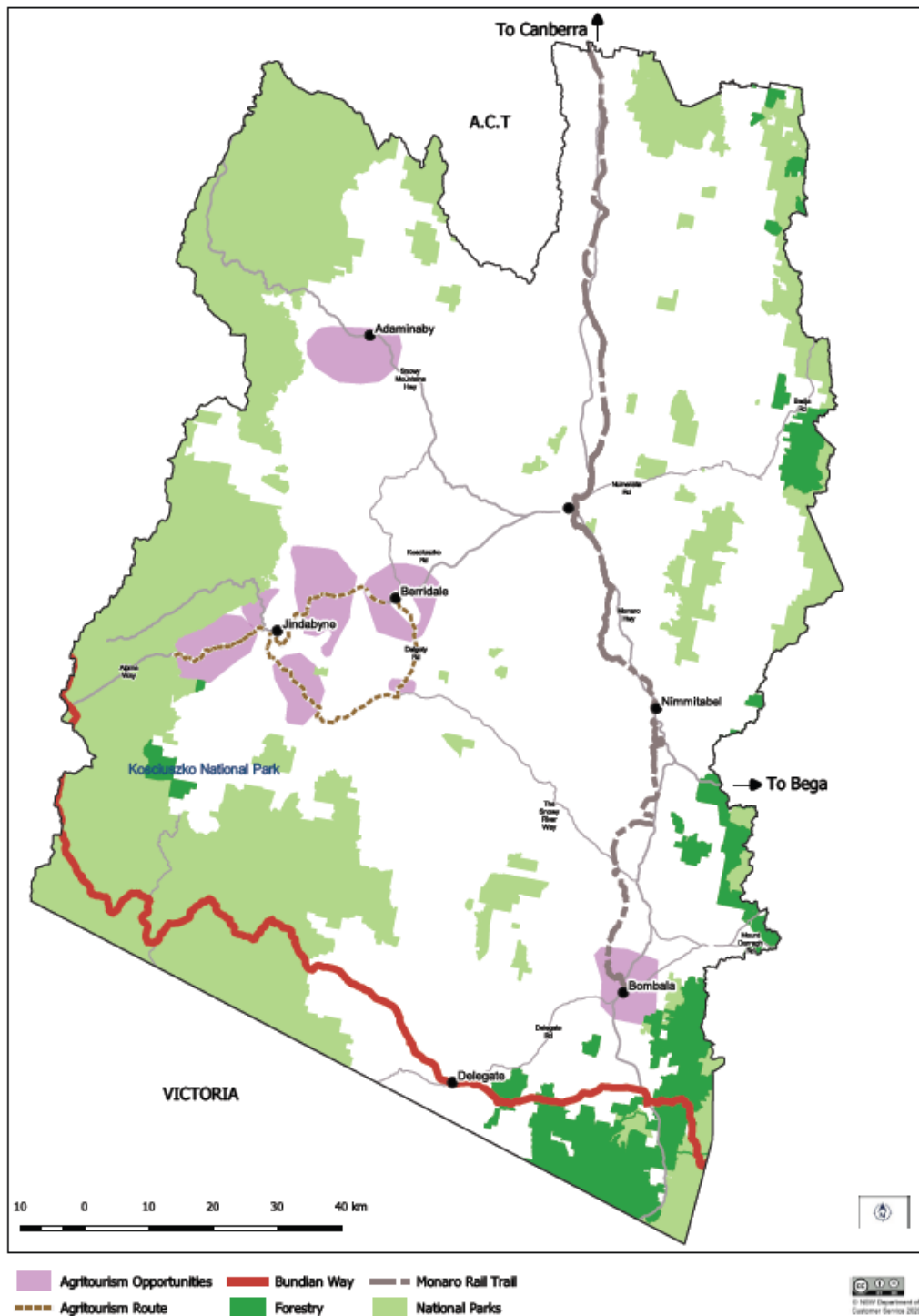


Figure 15 Rural tourism opportunities

From the perspective of creating employment opportunities, both protecting existing enterprises and establishing the potential for intensification and value-adding will generate higher local job numbers. There is an opportunity to integrate value-add operations or agritourism opportunities in some areas of the LGA to boost employment. Events, attractions and accommodation could also play an important role in the rural economy. To benefit from these opportunities, primary production must remain the principal use of the land. Council is supportive of land holders diversifying, where primary production remains the principal use of the land.

The Snowy Monaro Destination Management Plan (DMP) aims to extend the existing tourism markets of nature tourism and NSW families, but also tap into new markets like road trippers and international backpackers. Actions arising from the DMP in relevant to the Rural Land Use Strategy includes:

- Jindabyne Master Plan to identify those issues and changes that are required in planning to enable growth and diversification in tourism development and to provide a lead for planning reform across the region. This project has been driven by DPE in partnership with Regional NSW and will likely be finalised in mid 2022.
- Review the current and potential use of the Alpine Way KNP access corridor and Smiths Road to ensure that land use planning controls are appropriate to allow tourism activity.

To ensure that there are still opportunities for diversification in the Zone RU1 Primary Production and RU2 Rural Landscape, farm stay accommodation and the suite of agritourism land uses are to be permissible within the zone. This ensures that where tourism land uses do occur in zone RU1 & RU2 they are related to a rural land use. This may have the added benefit of incentivising landholders to utilise their land for an agricultural purpose, where they might not have been before, to benefit from these opportunities.

An emerging issue for Council and the community has been eco-tourist facilities within the Zone RU1 Primary Production in the Jindabyne area. Submissions are regularly received in relation to eco-tourist facilities, citing their incongruence with the Zone RU1 Primary Production,

traffic, noise and amenity impacts. This is due partly to the broad application of the Zone RU1 Primary Production. Consideration is to be given to alternative zones to make the intended use of the land clear. There is also a need to ensure that the Zone RU1 Primary Production prohibits land uses that are incompatible with the objectives and intent of the zone.

Ancillary caretakers and managers residences are also becoming an issue for Council and the community in the Jindabyne area with the risk of this practice proliferating. Ancillary uses are those that are subordinate or subservient to a dominant use. A land use that is ordinarily prohibited (e.g. a dwelling house where the land doesn't meet the minimum lot size) is permissible where it is ancillary to dominant permissible use (e.g. eco-tourist facility). This lawful planning pathway is being utilised to circumvent dwelling entitlement requirements. While Council doesn't have the ability to change the planning legislation, tailored local provisions can be employed to suit the region and manage impacts.

In some circumstances it may be appropriate to rezone land for a tourism purpose, where the use of the site for tourism purposes are integrated and holistic. The tourism zone (SP3) is most appropriately applied to sites that have existing developed tourism uses to enable further development of these sites. There are a number of sites within the south western area of the region that would benefit from this zone. These sites are located in the rural surrounds of Jindabyne. Land uses that are suitable in an SP3 zone include 'tourist and visitor accommodation,' 'function centres,' 'information and

education facilities,' 'recreation facilities,' 'food and drink premises' and other ancillary and compatible land uses. Other uses permitted in the zone should not undermine existing centres, or be incompatible with the primary tourist-oriented nature of the zone.

Local Aboriginal Land Councils across the the Snowy Monaro region have a variety of landholdings. There may be an opportunity to investigate how these landholdings can best be planned, managed and developed for the benefit of the local Aboriginal community. This may also assist in the development of Aboriginal tourism opportunities such as tours to sites of significance or a bush tucker prospects.

To limit land use conflict and ensure development is appropriate in rural areas, guidance is to be prepared, addressing rural tourism related uses. It is recommended that tourism development, including accommodation, be consistent with the following objectives:

- Repurpose existing structures where available
- Does not adversely interfere with agricultural production or the natural environment
- Low density, small scale, low impact, lightweight structures
- Environmentally conscious construction
- Consistent with a rural character
- Suitable road access and access to water
- Avoids visually obtrusive and prominent locations (such as ridgelines)

These opportunities will be pursued in zones where primary production occurs and where an existing dwelling is located on the land.

Newly introduced Agritourism land uses

Farm gate premises - provide visitors with access to agricultural products, services or activities like processing, packaging of products, restaurants, cafes, tastings, workshops or education related to products grown on the farm or in the area.

Farm experience premises – small scale and low impact recreational services such as horse riding, farm tours and functions or conferences

Actions	Outcomes
<ul style="list-style-type: none"> • Include 'farm gate premises' and 'farm experience premises' as permissible with consent into rural and conservation zones where agriculture is permissible. • Pursue opportunities provided for by DPEs Agritourism and small-scale Agriculture reform package. • Guidelines and controls for planning and design of rural tourism development are prepared for the DCP, including for farm gate premises and farm experience premises. • Biosecurity risks are assessed, reduced and managed in relation to tourism and agritourism land uses. • Within the Snowy Monaro LEP the SP3 Tourism zone be applied to sites 	<ul style="list-style-type: none"> • Rural-based tourism development and activities are seen as an opportunity to value-add and diversify where the productive capacity of agricultural land is not reduced. • The rural community are aware of the potential tourism opportunities. • Opportunities for Aboriginal culture to be promoted as a tourist activity or destination are identified. • Tourism development which does not adversely impact environmental, agricultural and scenic values in rural areas is encouraged. • Council's planning instruments facilitate a greater diversity of compatible tourist land uses in the rural and environmental zones where appropriate.

<p>where there has been a focus on a holistic tourism offering of activities and accommodation.</p> <ul style="list-style-type: none"> • Consider the Monaro Rail Trail and the Bundian Way in the development of the LEP, including suitable land uses to facilitate positive outcomes. • Support and facilitate events that showcase the local produce of the region. • Implement planning controls to limit the size and scale of ancillary caretakers and managers residences. • Prohibit eco-tourist facilities in the Zone RU1 Primary Production. 	<ul style="list-style-type: none"> • More intensive tourism and Agritourism uses are focused in discrete areas to limit impacts to the broader rural landscape. • Ancillary caretakers and managers residences, will be genuinely ancillary.
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SETRP Actions

Action 5.1 Promote commercial, tourism and recreational activities that support the agricultural sector.

Action 5.2 Encourage value-add agricultural opportunities through flexible planning provisions in local strategies and local environmental plans.

Action 5.3 Encourage co-location of related value-added agricultural industries to maximise infrastructure, decrease supply chain costs, increase economies of scale and attract further investment.

Action 9.2 Encourage tourism development in natural areas that support conservation outcomes.

Action 9.3 Align local strategies with the relevant destination management plan.

Action 9.4 Collaborate with and support Eden Local Aboriginal Land Council's development of the Bundian Way as a sustainable economic venture.

LSPS Actions

Action 1.5 Council will work with Eden Aboriginal Land Council and Delegate Progress Association to progress the Bundian Way project.

Action 5.2 Council will prepare a consolidated LEP which prevents the fragmentation of agricultural and resource lands, but facilitates rural related development and value-add agriculture.

Action 5.3 Council will investigate agritourism opportunities around the corridor identified in Figure 19 and 28 of the LSPS and recommend land uses that maximise innovation and diversification potential in local farming.

Action 5.4 Council will investigate potential intensive agricultural precincts and planning controls to facilitate productive developments.

Action 7.1 Council will review the current and potential use of the Alpine Way KNP access corridor to ensure that land use planning controls are appropriate to allow tourism activity.

Action 7.3 Council will identify issues and changes that are required in planning to enable growth and diversification in tourism development and to provide a lead for planning reform across the region.

Action 7.4 Council will increase year round tourism to Jindabyne and the Snowy Mountains by providing a diverse range of tourism activities.

Action 8.1 Council will develop an LEP and supporting planning documents which respond to the individual needs of various communities/landscapes/localities.

Action 10.4 Investigate and support the re-use of the Bombala Rail Way Line as the Monaro Rail Trail and/or support reinstatement of rail if viable.

4 Provide infrastructure to service rural businesses and manage it in a sustainable way

Infrastructure is a fundamental factor affecting agricultural and rural industry development and the operation of rural communities. The primary infrastructure required to support rural communities is good road access and internet and mobile phone connectivity.

Roads

There are over 4000km of roads in the SMRC region. Council currently manages 129 bridges, including 44 aged timber bridges.

Road hierarchy	Length (km)
Primary (State Roads)	467
Regional (Council Roads)	1473
Local (Council Roads)	2336

State roads connect the main economic hubs of the SMRC to each other and to the main industrial centres and markets across Australia. Connectivity to major transport arterials is a critical component of the Snowy Monaro's regional economy as the cost of freight translates to the competitive positioning of regional forestry, agribusiness, other producers and conversely for pricing of inbound goods and services.

SMRC has four times the length of road to maintain per residence/farm compared to most regional councils. Due to increasing traffic demands, Council's extensive road network requires significant maintenance and is Council's largest spending area.



Palerang Bridge, Cambalong Creek

Forestry, agricultural producers and extractive industries rely on local, regional and state roads to transport their goods with heavy vehicles. Heavy vehicles are limited in the use of some routes due poorly maintained and failing infrastructure. However, Council is

constrained in its ability to raise revenue for the replacement of bridges, causeways and rural roads. The full replacement cost of transport infrastructure cannot be levied on new development. Additionally, Council cannot levy infrastructure contributions from new development for the purposes of maintenance even if the approval of additional dwellings or rural industry leads to an increase in maintenance requirements. Maintenance funds therefore come from other sources, such as general rate revenue or grants. Council's Transport Asset Management Plan estimated the approximate current replacement cost of its transport infrastructure at approximately \$652 million.

The forecast lifecycle costs necessary to maintain Council's roads in an 'average' condition is \$18,750,000 per annum, however, the funding available on average per annum is \$5,077,000, only 27% of what is needed. This shortfall, and the current state of transport infrastructure in the SMRC region will require strong advocacy to state and federal governments.

Advocacy, coupled with an approach which limits the number of new road assets coming into Council's control where possible, is required. This includes avoidance of any new development along crown roads or undertaking any maintenance work on a crown road. In accordance with the [Administration of Crown Roads Policy](#) Council can be transferred the road, where road condition and financial implications are not considered valid reasons for a council to decline a department initiated road transfer.

The most important strategic connection for SMRC is between Cooma and Canberra on the Monaro Highway. The Monaro Highway has experienced an 8% per annum increase in heavy vehicle movements and sees double the light vehicle traffic in winter. Users of the road network are vulnerable to delays and interruptions, adding to the cost of production for producers. To ensure the resilience of the road network and to maintain access to markets and goods, alternative sealed access to Canberra should be investigated for the long term. This alternative route may also prove useful if any extractive industries or mines do come to fruition (as identified in [Policy Direction 5](#)). This requires cross border co-operation with Queanbeyan-Palerang Regional Council to ensure any alternative route north is supported.

The dominant freight commodity group originating in the Snowy Mountains (SA3) as per [Transport for NSW Strategic Commodity Forecasts](#) is forestry, making up 91.91% of

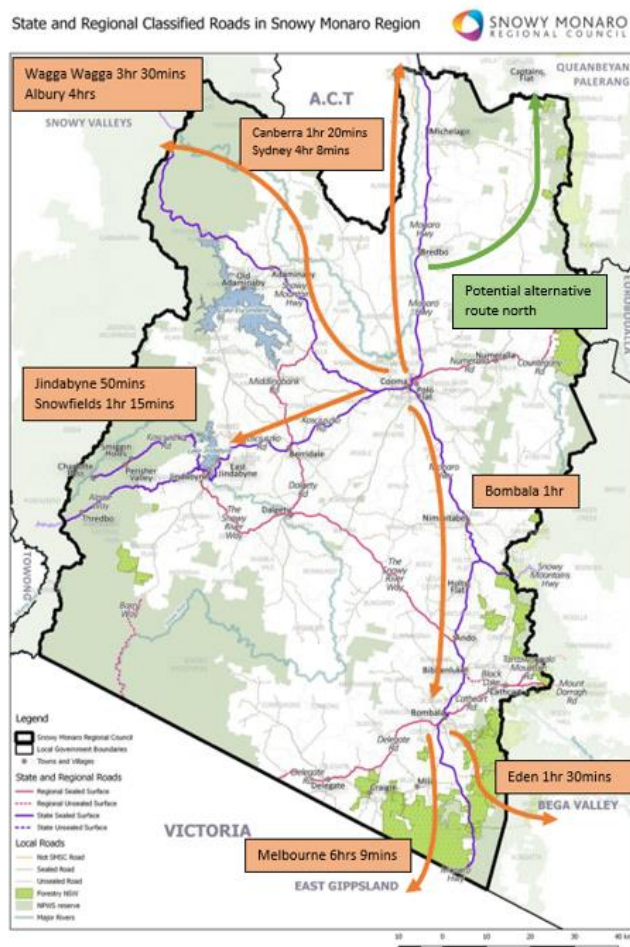


Figure 16 Snowy Monaro strategic road network

Commodity by Volume

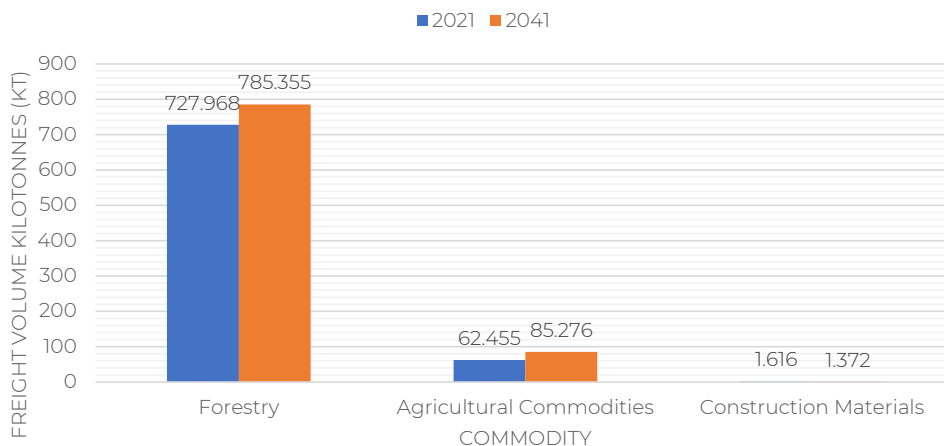


Figure 17 Commodity by volume (NSW Government, 2022)

commodity movements, followed by agricultural commodities making up 7.89% and construction materials constituting just 0.2%. As seen in Figure 17, this commodity mix and volumes are forecast to be generally consistent to 2041.

Ensuring the efficient, effective operation of the local strategic road network is not only important for rural businesses, but for all users of the road network. To prevent or reduce the likelihood of accidents and interruptions on the strategic road network, rezoning and development of land from a rural zone to a residential or rural residential zone is not supported where access is proposed directly to a strategic transport corridor consistent with [Direction 11 of the SETRP](#). Outside of the strategic transport network, changes to zones which would permit rural residential land uses are not to be supported on unsealed roads due to the increased maintenance and service burden these developments generate.

As mentioned above, forestry is the largest commodity by volume originating in the SMRC. A significant destination for forestry material is to the Visy Pulp and Paper mill outside Tumut. The route to Visy at present is north via Canberra and then south to Visy which is a 407km trip (one way) due to the limitations of B-double vehicles over 19m travelling along certain parts of the Snowy Mountains Highway. Due to retractable or folding trailers, empty trucks are then able to travel back via the Snowy Mountains Highway (281km). Increased efficiencies and benefits could be unlocked if there was a quicker route to Visy at Tumut or an alternative receiver of these materials that is closer to the source.

Forestry, (both public and private) vehicles utilise Council roads to access, manage and transport raw timber for further processing. Council supports incremental growth of the forestry sector; however the strategic identification of transport infrastructure must be undertaken prior to growth. The Softwoods Study recommends the establishment of a technical working

The key transport routes for Bombala Region:

Logs to Dongwha via:

- The Monaro Highway from south
 - Delegate and Corrowong Roads to the west
 - Tayfield Road from Coolangubra to the east
- Pulplogs to Visy (Tumut) via:

- Monaro Highway north, Barton and Hume Highways

Logs for export via:

- Monaro Highway south, Imlay Road, Princes Highway and Edrom Road

Timber end products via:

group, which would work to develop a consensus view with forest growers, and log processors on which roads are a priority for investment and upgrade. Council will support the development of this Plan with resources and data required Preparation of a Transport and Road Infrastructure Plan. This information would assist in advocating for transport funding but also feed back into Councils Asset Management Plan for Transport Infrastructure.

The development of a Transport and Road Infrastructure Plan could inform a Financial Contribution Plan for Transport Infrastructure under Part 5 of the *Plantations and Reafforestation Act 1999*.

Communications

The benefits of digital inclusion are significant; however, the experiences of regional and rural areas lag behind the major cities, which can have adverse social and economic impacts on those living in rural and regional areas. Telecommunications are as important as roads for modern connectivity, and this has been demonstrated recently with COVID changing the way we work, do business and interact.

Reliable communications infrastructure plays a significant role in a functioning, prosperous and safe Snowy Monaro in terms of supporting businesses in the agriculture and tourism sector but also providing access to health and education services. Improving telecommunications, particularly in disasters like bushfire, would likely have a significant positive impact on economic development and resilience.

The next generation of agricultural productivity is coming from innovative digital applications that increase production and reduce input costs. Many Australian farmers want to adopt more automation and robotics, as well as the collection and analysis of paddock scale data. All these activities require good connectivity in the paddock as well as the house. Technology will assist in rural land holders adapt to climate change, remain competitive and achieve the productivity increases. In that case, there needs to be further investment in communications infrastructure in rural locations.

Council does not have a direct role in the provision of communications infrastructure, however, it is noted within the [2021 Regional Telecommunications Review](#), that local councils are increasingly expected to facilitate telecommunications services delivery, but are not appropriately resourced to identified connectivity needs and support the deployment of suitable solutions. Continual shifting of responsibility and costs onto local government for the provision of infrastructure that it has does not have a responsibility to provide, and which the federal government provides in urban areas is inequitable. Council can, however, influence height controls in rural areas. Acknowledging the significant contribution and importance of communications in rural areas, height limits should not stifle telecommunications development. Performance based controls should be developed relating to visual impact should be development, rather than prescriptive height restrictions.

To realise the benefits of digital technology, improving telecommunications is imperative in parts of the Snowy Monaro Region and Council will advocate for improvements to the telecommunications networks in the region. In its advocacy, Council can lobby the state and federal government to undertake a strategic communications infrastructure review for SMRC. This review would identify the priority areas for additional strategically located facilities in the region. This review should consider:

- mobile blackspots along regional strategic transport routes, tourist areas and across more rural locations.

- opportunities for improvement of access to reliable and affordable internet which would provide the most benefit.

In some circumstances, Council is the consent authority for new telecommunications facilities. In order to ensure that telecommunications facilities are not hindered in their development, rural areas should not be subject to height restrictions within the LEP.

Snowy Monaro must have reliable and robust telecommunication infrastructure available if it is to be a viable option to keep up with the pace of innovation and attract new industries.

Farm infrastructure

The need for greater flexibility for rural landowners engaged in agriculture is recognised in the face of changing and challenging conditions including prolonged drought, natural disasters including fires and floods and increasing biosecurity risks.

In order to effectively navigate these challenges, opportunities for low impact agricultural activities that benefit and improve the operating conditions for farmers should be investigated and pursued.

Farm dams are essential for agricultural purposes to provide water for stock, fire protection and irrigation. Given the typical large holding areas, making farm dams exempt in limited circumstances would reduce the regulatory burden for rural land holders. Limited circumstances considered appropriate relate to:

- Zone RU1 Primary Production
- 100m from all lot boundaries
- Volume does not exceed 1ML.

Increasingly land managers are using stock containment areas in times of drought or emergency as a management tool to:

- reduce the impacts to stock,
- reduce the time spent feeding and watering,
- improve pasture recovery,
- limiting erosion and water quality impacts.

[Stock containment areas](#) are permitted (without consent) where agriculture is permitted, subject to setbacks to watercourses, dwellings and environmentally sensitive areas.

Council supports any approach which allows rural land holders to operate their businesses in response to emergency and drought situations.

The [Codes SEPP](#) provides a pathway for low impact development to be carried out without consent, referred to as Exempt Development. Some of the exempt development (where criteria are strictly complied with) may benefit rural land holders includes;

- farm buildings
- stock yards (not commercial saleyards)
- grain silos and bunkers
- fuel tanks and gas storage
- rainwater tanks
- windmills

These developments are typically limited in floor area, height, setbacks to boundaries and distance to important environmental features, amongst other things but are nonetheless useful pathway for rural land holders to build rural infrastructure without requiring a development application.

Other straightforward, low impact development for farm and industrial development that does require approval may be considered Complying Development under this SEPP. Where the proposal meets specific standards and land requirements a Complying Development Certificate may be sought from Council or a private certifier and can be issued with a much shorter timeframe, usually 20 days.

Regional Waste Management Facility

Council has adopted a Waste Management Strategy for the region for the next 20 years. The Strategy canvasses options for the future of waste management in the region. Any future regional waste management facilities would need to consider the matters for consideration contained within the EIS Guidelines for Landfill (check reference) such as:

- land of a suitable size
- well separated from sensitive receivers
- central within the region
- suitable road access
- a gully or abandoned quarry
- flood free
- clay soils
- unfractured, low permeability underlying geology

Council supports rural areas of the shire ability to access community facilities such as halls and emergency services infrastructure like fire sheds.

Important infrastructure should be protected from reverse amenity impacts. It is prudent for Council to consider limiting the types of development that occurs within a certain distance of this infrastructure. A similar approach could also be taken to locally important land uses like quarries, the Monbeef Abattoir and the Dongwha timber mill.

Actions	Outcomes
<ul style="list-style-type: none"> • Avoid the creation of new rural roads that are transferred to Council. • Development on and maintenance of crown roads is not supported in rural areas. • Avoidance of ribbon development along strategic transport routes (classified roads). • Advocate to the State and Federal Government to identify, coordinate, prioritise and fund road projects that help support the regional transport network and the function of rural industries in SMRC. • Support Forestry Hub in the development of the Transport and Road Infrastructure Plan. • Local strategic roads identified for additional forestry intensification. 	<ul style="list-style-type: none"> • Sustainable management of council assets. • The number of additional rural road assets transferred to Council from Crown lands or developers is reduced. • The use of existing public infrastructure and planning for additional infrastructure is reviewed to support development of rural industries and agricultural activities. • Improvements in local rural communication networks. • Primary producers are able to operate their businesses with less regulatory burden. • Community infrastructure is protected from reverse amenity impacts and able to operate

- Infrastructure is zoned in accordance with the principles established within Zoning for Infrastructure in LEP Practice Note (PN-10-001).
- Review the application of SP2 zones across the LGA, ensuring the zone has been applied consistently with the applicable practice note.
- Include a clause within the consolidated Snowy Monaro LEP which would assist in the protection of major infrastructure, waste management facilities and other similar land uses, proactively avoiding land use conflicts.
- Inclusion of farm dams and stock containment areas within exempt provisions where considered low impact.

unencumbered to best meet the needs of the community.

SETRP Actions

Action 5.4 Promote opportunities to better connected the agricultural industry to export markets.

Action 11.3 Limit inappropriate adjoining development and direct access points along strategic transport links including the Hume, Federal, Illawarra, Barton and Kings highways.

LSPS Actions

Action 10.5 Council will engage with NSW and ACT Governments to facilitate improvements for:

- *Monaro Hwy*
- *Kosciuszko Road*
- *Delegate Road*
- *Polo Flat Road*
- *Smiths Road*
- *Bobeyan Road*
- *Black Lake Road*
- *Springfield Road*
- *Imlay Road*

Action 10.7 Council will investigate heavy vehicle alternative routes route options for Cooma, Bombala and Berridale.

5 Safeguard existing major industries and encourage emerging industries

Unlike many other industries, extractive industries and mines can only occur in specific locations, i.e. where the resource is located. Economic, environmental and other constraints further limit the areas available for extractive industries and mining. An important aspect of mineral resource evaluation and development from a land use planning is that the locations of minable deposits cannot always be predicted. Therefore, known resources should be protected from sterilisation by inappropriate zoning or development, and that access to land for mineral exploration should be maintained over as much of the planning area as possible.

Changes to land use which are incompatible with mineral exploration and mining can result in the loss to the community of valuable mineral resources. It is therefore essential, that rural land use planning take into consideration known mineral resources and the potential for further discoveries.

Extractive industries (more commonly referred to as quarries) in the region include sand, mined near Dalgety on the Snowy River and north of Cooma on the Numeralla River. Basalt is extracted at various places across the region including Rock Flat, near Nimmitabel and Bombala as well as other extraction areas for materials primarily for road construction exist across the LGA.

Quarries are acknowledged as important resources and are relied upon for public infrastructure and private construction materials but also as a source of employment. The Snowy Monaro does not contain any operating mines at present, although recognised resources of importance do exist particularly focused in the Canberra Corridor within Figure 18 above. Similar to quarries, mining can have noise, vibration, dust, and traffic impacts, amongst other impacts. A significant threat to the future availability of quarries and mines is the proliferation of scattered rural housing and potential land use conflict between these uses. To prevent the sterilisation of these resources Council can influence the density and location of dwellings via minimum lot size settings and other controls within the LEP and DCP.

The [State Environmental Planning Policy \(Resources and Energy\) 2021](#) protects existing resources through Clause 2.19. The clause ensures that any development proposed within the vicinity of an existing mining or extractive industry is assessed to ensure the uses are compatible and if the proposed use will have a significant impact on current and future extraction of materials.

It is intended to protect those continuously operating existing uses and ensure they aren't sterilised by incompatible development. A buffer of 1000m is to be incorporated into Council's development assessment process to ensure that additional consideration is given to proposed development within proximity to an established lawful extractive industry.

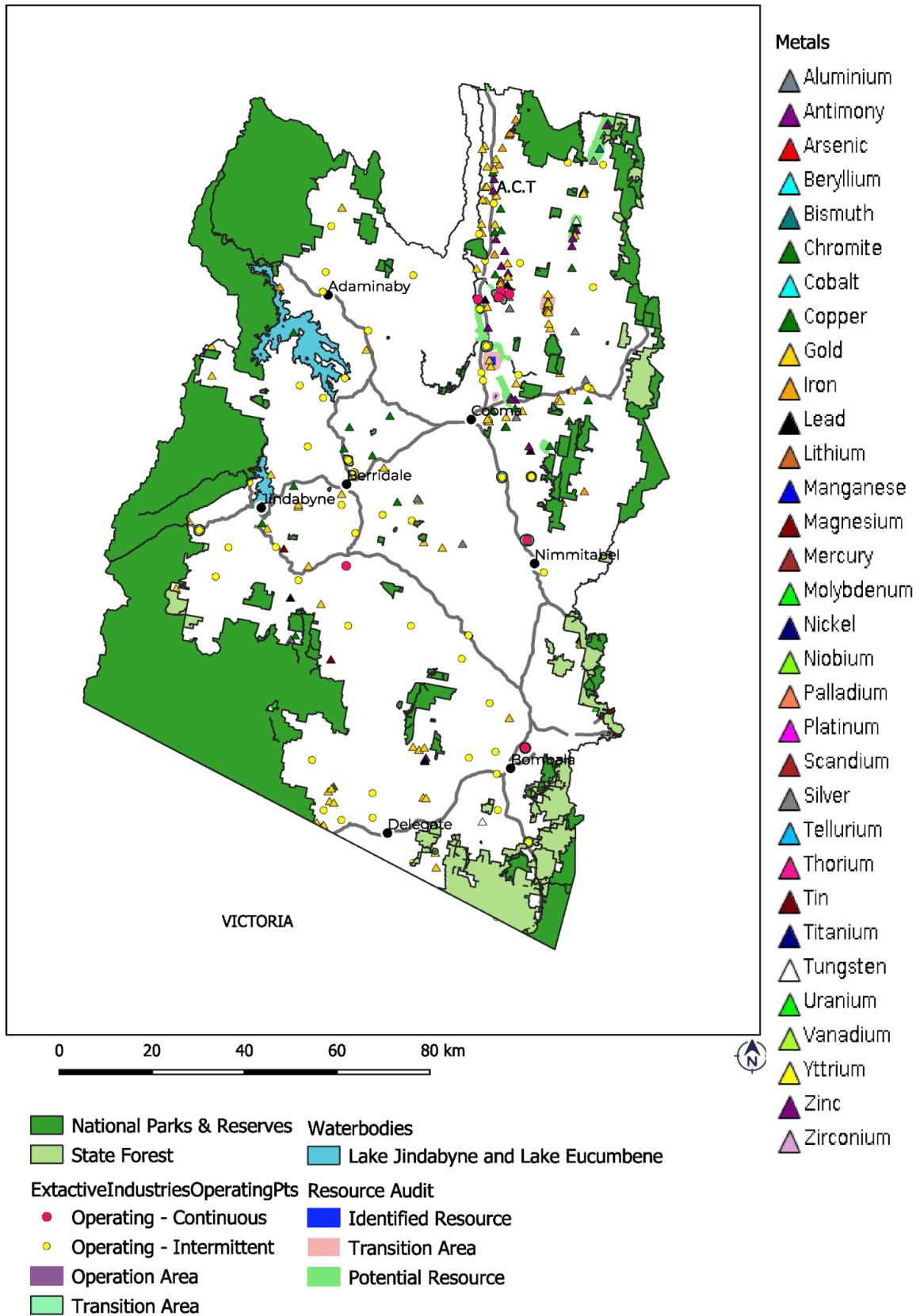


Figure 18 Extractive industries & known metal commodities

Historical mines also exist and preliminary testing is underway for an area previously mined known as the Cowarra Mine Site, east of Bredbo. Pursuant to Part 2.2 of the [State Environmental Planning Policy \(Resources and Energy\) 2021](#) underground mining can occur on any land, despite the zone. A planning pathway to facilitate open cut mining in this area should be considered given the previous mining that occurred at the site over the last 100 years.

Extractive industries and mining is reliant on heavy vehicles to move material. Heavy vehicle movements can cause localised impacts to the road network. Therefore, any future extractive industries are to have good access to the sealed road network to more readily access the strategic transport network and limit impacts to the local road network.

Similarly, rural and major industries generally locate close to the source product and the strategic transport network. However, these land uses should not occupy valuable productive land or land with high environmental constraints. Rural and major industries looking to establish in the region should locate outside of the Priority Production Area (**Error! Reference source not found.**) and outside of environmentally constrained land (Figure 21).

Bioenergy is especially supported where opportunities for co-location arise like the example above of the biomass boiler at Bombala. Timber milling at the site produces 40,000 tonnes of waste sawdust each year, and the biomass boiler would utilise this waste product as the primary fuel source. This approach not only reduces greenhouse gas emissions but also reduces the cost of electricity and/or gas as well as reducing the costs of managing a waste material. There may be additional similar opportunities with the Monbeef Abattoir or Council's waste management facility to investigate bioenergy.

The Dongwha timber mill is located approximately 2km south west of Bombala on the Monaro Highway, proximate to the 47 thousand hectares of softwood plantations in the area. Dongwha employs around 130 people on a single site which contains the sawmill, a biomass facility, a treatment plant and repackaging facility. Dongwha is a primary processor of forestry products producing sawn and treated timber for construction and landscaping. Residual materials such as sawdust power the kilns at the mill, while wood shavings and pine bark are refined for specialist poultry bedding and potting mix and compost next door at Straw Services and Mighty Mulch.

The use of what were once considered waste materials is an excellent example of value add opportunities that have emerged from the forestry industry. Additional opportunities to utilise waste as a resource should be encouraged where

Prolonged drought leading to shortage of livestock supply, followed by a break in the season, causing a spike in prices has put pressure on all livestock processors, including Monbeef. These climatic and market factors lead to the closure of the Monbeef processing facility in January 2020. Before closure, the facility supported 120 jobs and processed 150-180 head per day, primarily for export to the US. This is not the first time Monbeef has closed, and appears that these matters cyclically affect processors. Monbeef has indicated that they will reopen in late 2022.

These rural industries support large numbers of employees and due to the current pressure on the housing market, are finding it difficult to provide suitable housing for those employees. Opportunities for staff accommodation, similar to that provided for in the Special Activation Precinct at Jindabyne should be investigated.

Like extractive industries, those well developed rural industries warrant protection from incompatible land uses to ensure their longevity as they underpin our rural economy.

Recent tensions with trading partners and COVID-19 has put pressure on Australia to look at bringing agricultural processing and manufacturing back onshore. This is also an opportunity to provide transparency and shorten the supply chain while strengthening regional economies. The previous federal government has committed to funding a feasibility study which looks to assess opportunities for domestic and diversified wool processing under the Australian Trade and Market Access Cooperation (ATMAC). The wool produced in the region and more broadly across southern NSW in addition to the close proximity to potential freight and logistics in Canberra means the Snowy Monaro region may be a suitable location for processing of wool. Planning documents should provide clear direction on the support for this value-add opportunities and other similar opportunities.

To ameliorate further disruption to supply chains and respond to consumer demands, vertically integrated agricultural businesses might be viable where niche markets exist. Even on a small scale these types of businesses are encouraged and can be pursued, especially with the amendments foreshadowed in the [Agritourism and small-scale agriculture development Explanation of Intended Effect](#), like introducing small scale processing as complying development and introducing farm experience premises and farm gate premises as land uses.

In terms of other emerging agricultural industries, to facilitate these, the full remit of agricultural land uses is permissible in the RU1 Primary Production Zone to cater for eventual changes in agricultural land use should they be desirable.

Actions	Outcomes
<ul style="list-style-type: none"> • Provide advice on 10.7 certificates to prospective purchasers that the subject land is located within a 1000m buffer of an existing lawful extractive industry use or major industry. • Operating mines, quarries and major industries are protected from sterilisation or hindrance by encroachment of incompatible adjacent development. • Known resources and areas of identified high mineral potential are not unnecessarily sterilised by inappropriate development, including additional residential development. • Include a clause in the LEP that protects locally important rural industries. • Investigate and advocate for workers accommodation to support those rural industries with large numbers of employees. 	<ul style="list-style-type: none"> • Prospective purchasers have an awareness of existing operating extractive industries and are well informed of the potential amenity impacts prior to purchasing land. • Extractive industry sites and operations are protected by appropriate zoning where necessary to service local resource needs. • Future extractive industries and major industries have good access to the strategic transport network. • Future extractive industries and mining opportunities are not sterilised by incompatible development. • Major rural industries are recognised and protected for their economic contribution and employment generation. • Future emerging major and/or rural industries do not occupy recognised priority production area land or environmentally constrained land.

Direction 5 Promote agricultural innovation, sustainability and value-add opportunities

Direction 13 Manage the ongoing use of mineral resources

LSPS Actions

Action 5.2 Council will prepare a consolidated LEP which prevents the fragmentation of agricultural and resource lands, but facilitates rural relates development and value add agriculture.

Action 6.3 Council will prepare a detailed plan for the upgrading of Polo Flat in Cooma to encourage further industry investment.

6 Provide for rural dwelling options where associated with commercial agriculture

Rural residential development is primarily for a residential purpose but set on larger lots and is a sought after housing product. Despite its popularity, this type of housing is an inefficient use of land and can have an adverse impact, causing conflict with environmental land, agricultural lands and water catchments due to the proliferation of dams and bores for water supply. Poorly planned, ad-hoc rural residential development results in the inefficient provision of services and puts pressure on infrastructure.

Extending rural residential development into intact bushland presents a significant bushfire risk to life and property. This type of housing also increases land clearing for dwellings, asset protection zones and infrastructure such as roads.

Conversely, well planned rural residential areas can ensure that the impacts on agricultural and environmental land are avoided. Council's LSPS and Settlements Strategy has established a methodology for a consistent approach to rural residential living subdivisions and includes:

- Proximity to settlements
- Avoids natural hazards such as flooding and bushfire
- Avoid conflict and fragmentation of viable agricultural land
- Access to services like water, sewer and implications for minimum lot size
- Consideration of environmental and heritage constraints
- Limiting visual impacts

The Settlements Strategy provides additional commentary on rural residential development and the relevant criteria.

Rural residential differs from rural housing where agriculture is the primary land use and the dwelling is 'ancillary'.

Rural dwellings are dwellings located on rural lands that are required to conduct agricultural activities on the land. In most instances, rural dwellings are essential farm infrastructure that are the place of residence of the farmer and/or family members.

Land, which is equal to or greater than the minimum lot size as shown on the minimum lot size map, has the ability for a development application to be lodged for construction of a dwelling. There are other criteria, which may mean land has dwelling permissibility, which rely on the historical subdivision and/or use of the land. Therefore, dwelling permissibility is a case by case assessment. Further discussion on these criteria is available in Appendix 1 Holdings. This does not necessarily mean that a dwelling will be approved, as the approval of a dwelling is subject to the development assessment

Rural dwelling definitions

LEPs contain the definitions for different types of rural dwellings including the following:

Attached dual occupancy means 2 dwellings on one lot of land that are attached to each other, but does not include a secondary dwelling

Detached dual occupancy means 2 detached dwellings on one lot of land, but does not include a secondary dwelling

Rural worker's dwelling means a building or place that is additional to a dwelling house on the same lot and that is used predominantly as a place of residence by persons employed, whether on a long-term or short-term basis, for the purpose of agriculture or a rural industry on that land.

Secondary dwelling means a self-contained dwelling that-

- (a) is established in conjunction with another dwelling (the principal dwelling), and
- (b) is on the same lot of land as the principal dwelling, and
- (c) is located within, or is attached to, or is separate from, the principal dwelling.

process and relevant considerations under section 4.15 of the EP&A Act, such as bushfire, access, vegetation clearing etc.

Dual occupancies and rural workers dwellings' can play an important part in farm succession or for retired family members. Therefore, dual occupancy should be permissible within rural zones, given the size of recommended lot areas, these sites are able to accommodate two dwellings without creating land use conflict, adverse impacts on agricultural productivity, environmental impacts or significant traffic impacts.

To limit pressure for subdivision after dual occupancy dwellings are to be accessed via the same driveway and within proximity to each other.

The large distances between towns and villages and the significant agricultural businesses in some parts of the rural areas are a legitimate basis for rural workers dwellings. The farming that occurs in the rural areas and the need for workers to be available for long hours during certain times of the year is another reason to permit this type of development. Rural dwellings are only to be permitted where a bona fide agricultural use that has the demonstrated economic capacity to support the ongoing employment of rural workers.

Actions	Outcomes
<ul style="list-style-type: none"> • Make Dual occupancy (detached) permissible with consent on land that meets the minimum lot size in all rural zones • Make Rural workers dwellings permissible with consent in the RU1 zone where primary production or rural industry being carried out on the land has a demonstrated economic capacity to support the ongoing employment of rural workers. • Develop DCP controls for rural dwellings including dwellings, dual occupancies and rural workers' dwellings to limit impacts to infrastructure and amenity. 	<ul style="list-style-type: none"> ▪ Opportunities provided for additional dwellings in rural zones: <ul style="list-style-type: none"> - subdivision is not required, - will have minimal impacts on services and infrastructure, - will not adversely impact scenic amenity or landscape character, - will not create land use conflict, and - will not reduce the area of productive or potentially productive agricultural land.

SETRP Actions

Action 28.1 Enable new rural residential development only where it has been identified in a local housing strategy prepared by council and approved by the Department of Planning and Environment.

Action 28.3 Manage land use conflict that can result from cumulative impacts of successive development decisions.

LSPS Actions

Action 9.5 Council will provide well planned rural residential sites in appropriate locations in accordance with Land Use Strategies and the SETRP.

Action 9.6 Council will implement planning controls which limit potential land use conflict between rural residential areas and primary production lands.

7 Provide clear and consistent zoning to ensure transparency and certainty for rural land holders

Zones are the basis of the NSW planning system and are used to reflect the existing or intended purpose or use of land. In rural land use planning, the allocation of zone should be based on the inherent characteristics of the land. Zones provide the differentiation in terms of objectives and planning controls suited to the characteristics of the land as well as the land uses that are permissible.

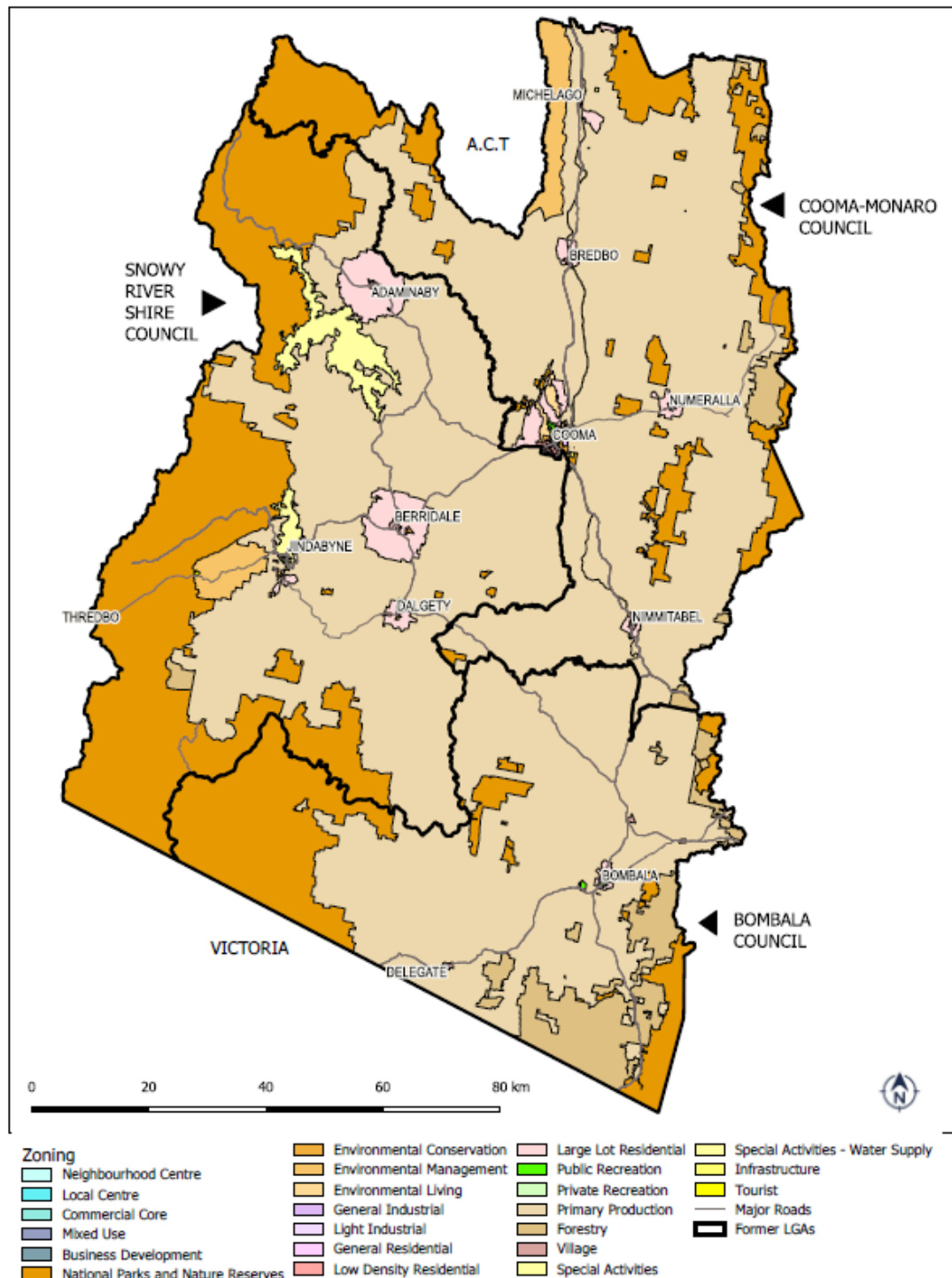
The zone applied to land will have a significant impact on the perceived purpose of that land in the community, and ultimately how that land is used. Therefore, the zones should be appropriately applied to set the expectations of owners and purchasers for how land is to be used to provide certainty and transparency.

Within each zone, nominated land uses are:

- Permissible without consent
- Permissible with consent; and
- Prohibited.

If a land use is permissible (with or without consent), it is an indication that a landscape assessment has been undertaken during the strategic planning process and that the land is generally suitable for the land use, subject to the specific details of the construction and operation of the use. To maintain the integrity of a zone, it is important that permissible land uses are consistent with the objectives of the zone. Land uses that are inconsistent with the objectives of the zone undermine the purpose of the zone and are to be prohibited.

Land use zones are to be applied giving consideration to the [LEP Practice Note on Standard Zones](#).



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Figure 19 Current Zone Map under the Bombala LEP 2012, Cooma-Monaro LEP 2013 and the Snowy River LEP 2013.

RU1 Primary Production

Despite the underlying varying characteristics of the land in the region, approximately 80% of the local government area is currently zoned RU1 Primary Production. As is identified in [Policy Direction 2](#), the highest quality in terms of physical characteristics and least constrained land in the region is to be zoned RU1 Primary Production permitting land uses that are consistent with the objectives of the zone.

Across the three existing LEPs, the RU1 zone permits a wide range of land uses such as agriculture, rural industries, extractive industries and other land uses that need to be accommodated on larger lots and/or buffered from sensitive receivers. However, several permissible land uses are inconsistent with the intent and of the RU1 zone. This includes land uses like office premises, service stations, registered clubs, funeral homes, child-care centres and eco-tourist facilities. It is recommended that these land uses are prohibited.

The Australian Farm Institute Research report on [Managing farm-related land use conflicts in NSW](#) highlights the importance of reducing potential conflicts in the rural zone, thereby providing certainty for rural producers which ultimately reinforces the concept of the right to farm. This certainty has positive implications for future investment in agriculture, but also for the mental health, finances and wellbeing of the rural community.

Inevitably there will still be real and perceived land use conflict between agricultural land uses and other land uses permitted within the RU1 zone such as extractive industries, mining or large scale electricity generating works, but limiting dwellings within this zone will greatly limit the potential and actual land use conflict.

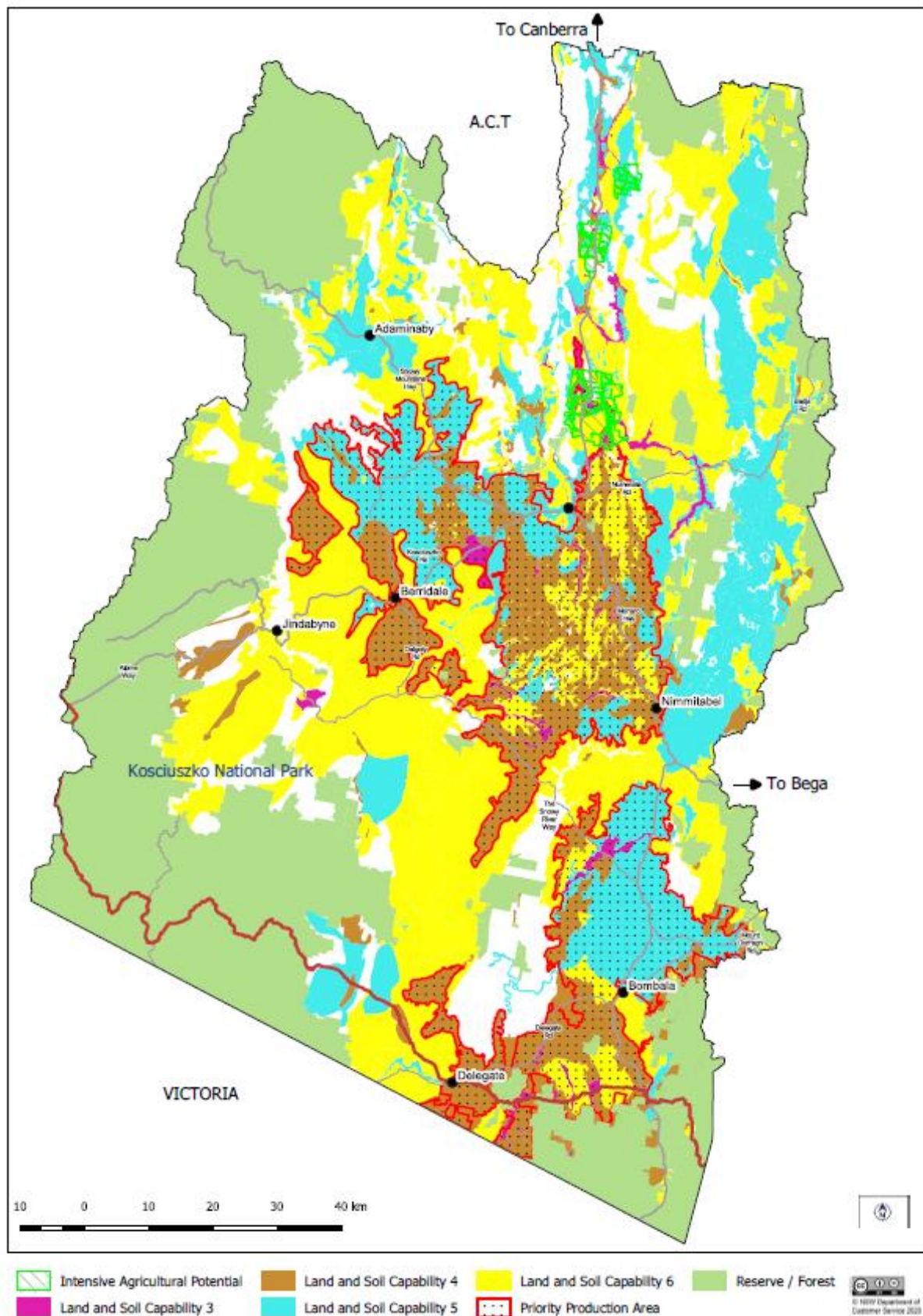


Figure 20 RUI Primary production methodology

RU2 Rural Landscape

Snowy Monaro's rural landscapes and environmental values are highly valued as is outlined in [Policy Direction 1](#). The RU2 Rural Landscape zone can be used to reflect and reinforce these values as well as capturing agricultural land that may be agriculturally productive but which doesn't warrant RU1 zoning. Land that may be suitable for an RU2 Rural Landscape zone includes:

- Category 1 Bush Fire Prone Land
- Regional biodiversity corridor
- Class 7 and 8 Land as per the Land and soil capability assessment scheme
- Slope equal to or greater than 20 degrees

Bush Fire

Category 1 BFPL:

Vegetation Category 1 is considered to be the highest risk for bush fire. This vegetation category has the highest combustibility and likelihood of forming fully developed fires including heavy ember production. Vegetation Category 1 consists of:

- Areas of forest, woodlands, heaths (tall and short), forested wetlands and timber plantations.

Land Soil Capability Assessment Scheme

Class 7 Very Low Capability Land, is described by the LSC as land that has severe limitations that restrict most land uses and generally cannot be overcome. On-site and off-site impacts of land management practices can be extremely severe if limitations not managed. There should be minimal disturbance of native vegetation.

Class 8 Extremely Low Capability Land, is described as land that has limitations that are so severe that the land is incapable of sustaining any land use apart from nature conservation. There should be no disturbance of native vegetation.

Both Class 7 and 8 land is generally only suitable for selective forestry and nature conservation.

These constraints are shown on the following map.

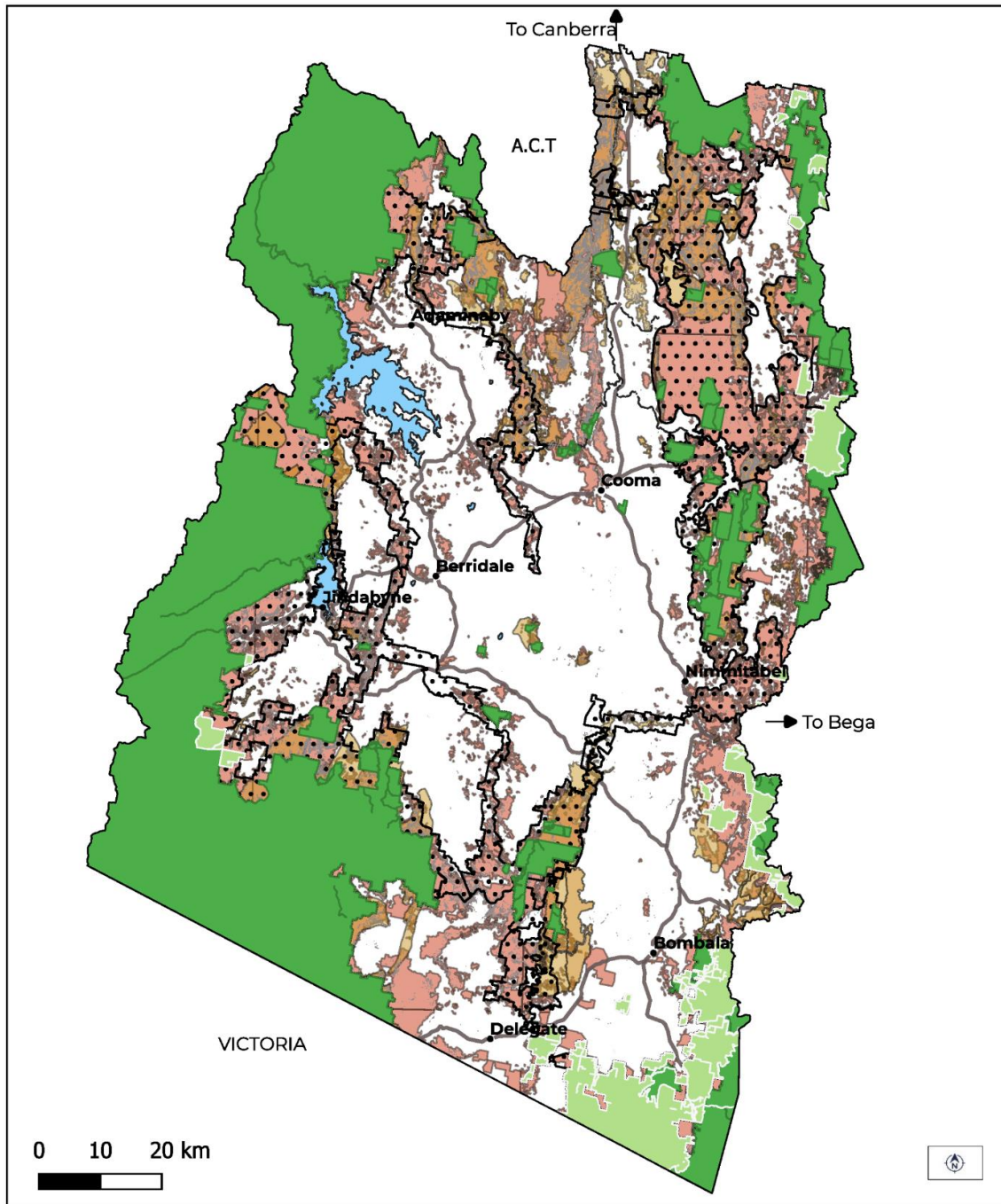


Figure 21 Environmentally constrained land

Objectives and permissible uses within the RU2 zone would acknowledge its limitations and environmental values by permitting low impact agriculture and rural industry, excluding those higher impact uses that are otherwise suitable in the RU1 zone such as intensive livestock uses, large scale renewable land uses like wind farms and solar farms and other heavy industries.

The use of the RU2 zone provides landowners in this area with realistic expectations of the capability of the land. Due to the wide variety of land uses permissible in the RU1, there is currently the risk that land is purchased with the intent to carry out a certain type of development, but once advice or a development approval is sought, it is determined that the land use can't be supported. The outcome is that land owners have potentially wasted time and resources and are disappointed, and frustrated or leads to court action for which Council would be required to defend. Limiting the land uses within the RU2 zone provides land owners with confidence that some strategic assessment has been undertaken and that their proposed land use is more likely to be supported. This may also reduce land use conflicts if less intensive agricultural uses are permissible.

RU3 Forestry

The RU3 Forestry zone has been previously applied to state owned forestry in the south east and east of the region. This is consistent with the Department of Planning and Environment's [LEP Practice Note on Standard Zones](#).

The Department's Practice Note states the following in relation to the RU3 Forestry Zone:

this zone identifies and protects land that is to be used for forestry use, such as State forests. Land which is to be used for private forestry may alternatively be zoned RU1 Primary Production zone or RU2 Rural Landscape.

Council will obtain an accurate an up to date dataset in relation to the forestry estate to ensure the land is accurately zoned.

RU4 Primary Production Small Lots

The RU4 Primary Production Small lots zone has not been used in any of the LEPs in the past. The [LEP Practice Note on Standard Zones](#) states the RU4 zone is intended for land which is to be used for commercial primary industry production, including emerging primary industries and agricultural uses that operate on smaller rural holdings but that might also facilitate complementary land uses.

The RU4 zone is seen as a suitable zone to achieve the actions and directions outlined in the Council's adopted LSPS encouraging additional agritourism opportunities near Jindabyne. With the intensification of land use, access to employees is also of importance. Therefore, these areas should be within 15 to 20 minutes commute of a larger centre.

Canberra can be viewed as a market within itself, but also provides access to the worldwide market via the Canberra International Airport for export. This location is

removed from the core priority production area of the Monaro, reducing land use conflicts with broadacre farms.

This change is intended to:

- Attract and allow for farm diversification and innovation
- Maintain and enhance the productive capacity of the land
- Attract a broader range of visitors to the Snowy Mountains

The proposed change from RU1 to RU4 recognises that the land uses are fundamentally rural. Still, it allows for uses that can be accommodated on smaller lots (given the existing 40ha minimum lot size) or that may be more intensive in nature. In addition to this, the zone would contemplate compatible uses such as nature based and cultural tourism and other ancillary uses. Additional objectives of the zone would encourage development that is:

- small scale, low impact and sympathetic to the unique landscape setting and scenic qualities and ecological values of the area.
- To provide for a range of tourism uses, including agritourism and eco-tourism that is linked to the environmental, agricultural or rural industry use of the land.

It is recommended that tourist development, including accommodation, be consistent with the following objectives:

- Repurpose existing structures where available/possible
- Does not adversely interfere with agricultural production or the natural environment
- Low density, small scale, low impact, lightweight structures
- Environmentally conscious construction, including materials but also ongoing sustainability, such as building orientation, water saving and re-use.
- Consistent with a rural character
- Suitable road access and access to water
- Provide local native landscaping
- Consider natural hazards, particularly bushfire
- Avoids visually obtrusive and prominent locations (such as ridgelines)

These objectives are best achieved through the implementation of a specific DCP chapter for rural tourism development.

The RU4 zone is proposed to adjoin the R5 zone south-east of Jindabyne along the Snowy River Way. This zone interface is considered suitable given the lower density nature of the R5 zone the relatively few lots that are affected (9 lots). Further protections will be implemented through appropriate DCP clauses, establishing minimum distances to residential accommodation and tourist and visitor accommodation. Development within this area will be of a rural scale and character.

Importantly the proposal to change the zone to RU4 will maintain the existing 40ha minimum lot size for the current area located to the west of Varneys Range and extends to the south-east of Jindabyne, along either side of the Snowy River Way. By changing the zone only and not the minimum lot size this change is considered to limit the further fragmentation of this land and limit land use conflicts whilst also retaining or potentially increasing the agricultural productivity of the land.

This zone may also be suitable in other areas of the LGA where opportunities for agritourism exist or where they are to be encouraged, such as surrounding Bombala, Berridale, Dalgety and Adaminaby as identified in Figure 15 Rural tourism opportunities. As identified above, and is evident within the zone name 'Primary Production Small Lots', this zone contemplates smaller lot sizes. This zone should be applied to areas of existing land fragmentation, so as not to cause additional fragmentation, particularly in priority production areas.

C4 Environmental Living

This zone is intended for land with special environmental or scenic values, and accommodates low impact residential development. This zone is applicable to areas with existing residential development in a rural setting, which still has some special conservation values.

Smiths Road is a small community in the north of the LGA located between the ACT border and the Murrumbidgee River. The ACT market mostly drives housing within this area, and residents generally travel to Canberra for employment. The northern part of Smiths Road is largely used for rural living, with one remaining commercial grazing property.

However, there are significant constraints to development, such as slope, biodiversity, proximity to the Murrumbidgee River, bushfire and access. A review of the least constrained land within the north of Smiths Road is suitable for E4 Environmental Living Zone. Molonglo Consulting, in preparing the Snowy Monaro Biodiversity Study carried out fieldwork within this area. Within the report, rezoning the northern area of Smiths Road from C3 Environmental Management to C4 Environmental Living is supported where the environmental values are at the lower end of the scale.

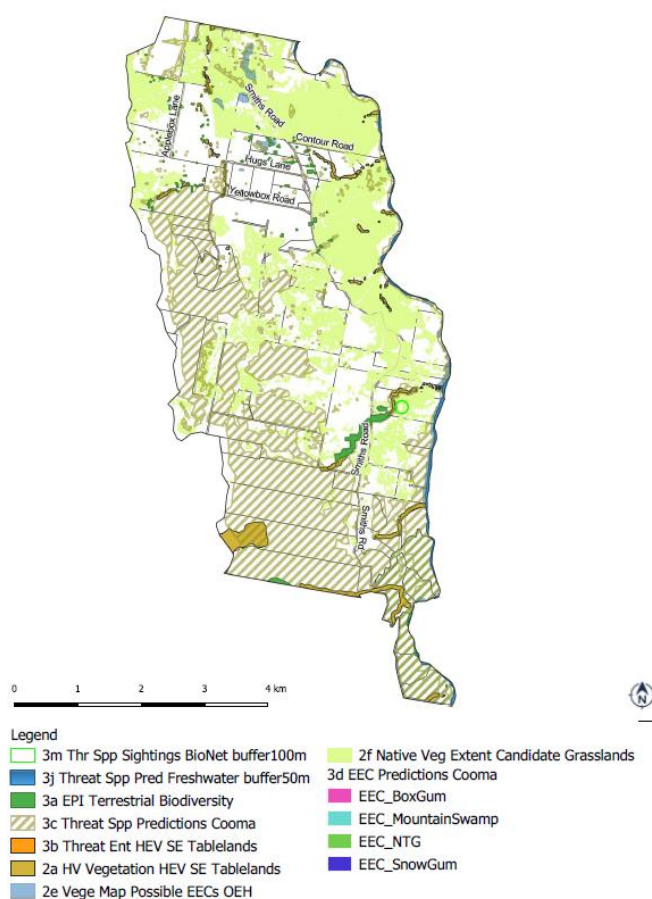


Figure 22 Biodiversity Values at Smiths Road Study Area

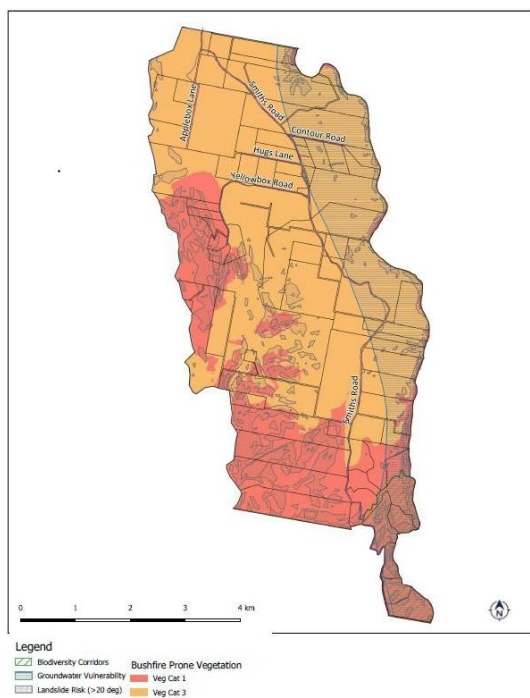


Figure 23 Constraints mapping Smiths Road Study Area

Actions

- Council will provide applicants with opportunities to meet with staff early in the planning process to assist in identification of issues and problem solving for proposed development on rural land, including for State Significant Development.
- Introduce the RU2 Rural Landscape zone to provide certainty and clarity on the direction of land use within areas that are more constrained.
- Objectives and permissible uses of the RU2 Rural Landscape zone to be developed to reflect landscape and scenic values, environmental values with a lower impact agricultural land use focus.
- State owned Forestry land is zoned RU3 Forestry.
- The Zone RU4 Primary Production Small Lots is applied to existing fragmented

Outcomes

- Provide a clear and consistent approach to land management and development through the planning framework.
- Land use zones and permissible land uses reflect the capability of land
- Land use zones reflect existing land use or reflect the intended land use within an area.

agricultural areas within proximity to tourism centres to provide for Agritourism opportunities and other complementary cultural and environmental tourism land uses.

- Investigate the Environmental Living (C4) zone being applied to the least constrained areas within the northern end of the Smiths Road locality.
- The permitted land uses within the environmental living (C4) zone be limited to low impact residential, necessary community and emergency uses and low impact tourism uses consistent with the DMP.

SETRP Actions

Direction 3 Develop the Snowy Mountains into Australia's premier year-round alpine destination

Direction 5 Promote agricultural innovation, sustainability and value-add opportunities.

Direction 8 Protect important agricultural land

Direction 9 Grow tourism in the region

Direction 14 Protect important environmental assets

Direction 15 Enhance biodiversity connections

Direction 16 Protect the coast and increase resilience to natural hazards

Direction 18 Manage rural lifestyles

LSPS Actions

Action 7.3 Council will identify issues and changes that are required in planning controls to enable growth and diversification in tourism development and to provide a lead for planning reform across the state.

Action 7.4 Council will increase year round tourism to Jindabyne and the Snowy Mountains by providing a diverse range of tourism activities.

Action 8.1 Council will development an LEP and supporting planning documents which respond to the individual needs of various communities/landscapes/localities.

Action 8.7 Council will prepare a Rural Land Use Strategy which provides strategic direction responding to the diverse rural landscapes across the region.

Action 9.6 Council will implement planning controls which limit potential land use conflict between rural residential areas and primary production lands.

Implementation, Monitoring and Review

The success of the Strategy in meeting the objectives and vision for the Snowy Monaro LGA will depend on ongoing engagement with the community and government agencies and to provide the Snowy Monaro with a consolidated, comprehensive suite of planning documents.

Various actions contained within this Strategy will require further strategic attention by Council that are not necessarily associated with the development of the LEP and DCP, such as the Koala Plan of Management. The Strategy should be regularly reviewed (i.e. every five years) to capture any changes in the circumstances affecting the future of the LGA.

The strategic directions recommended in the Strategy are translated into statutory provisions through the development of an LEP and subsequent DCP framework. The LEP will establish the applicable land zones, permissible uses and constraints to development. At the same time, the DCP will guide planning and design outcomes and supplement the provisions of the LEP. These are the implementation documents and provide the means of ensuring that development outcomes match the aspirations and vision established for the region.

This Strategy identifies vital actions, recommendations and reference documents to be considered when assessing development applications as well as proposals to rezone land. Where any inconsistencies arise between reference documents and this Strategy, detailed recommendations of reference documents should only be implemented if the broad directions of the Strategy can be achieved.

Timeframes	
Immediate	0-1 years following the adoption of the Strategy
Short	1-5 years following the adoption of the Strategy
Medium	5-10 years following the adoption of the Strategy
Long	10-20 years following the adoption of the Strategy
Ongoing	Action required when item arises

	Timeframe	Relationship to Delivery Plans		
		LEP	DCP	Other Plans and Strategies
1 Protection of scenic landscapes, environmental values, and increase resilience and respond to natural hazards				
Scenic protection of Lake Jindabyne, Lake Eucumbene is maintained via the LEP.	Short	✓		
Scenic protection provisions including design guidelines and performance criteria be prepared and incorporated into the DCP and applied to regional road corridors to limit visual impacts.	Short		✓	
Undertake a region wide study of locally significant landscapes and incorporate into DCP.	Medium	✓	✓	✓
Adopt the recommendations of the Aboriginal Heritage Study, and where recommended, integrate landscapes of significance to First Nations people into LEP/DCP.	Medium	✓	✓	✓
Provide a buffer of 100m from major rivers and wetlands and 50m from all other watercourses to manage development within proximity to riparian land and watercourses.	Short	✓		
Areas of groundwater vulnerability are identified and protected.	Short	✓		
Provide protection to local drinking water catchments.	Medium	✓	✓	
Biodiversity values are identified in an overlay for inclusion in the LEP that includes: <ul style="list-style-type: none"> o Habitat for threatened species and populations, o Endangered ecological communities, o Corridors of value for inter- and intra- regional connectivity, and o Koala habitat (once data is available). 	Short	✓		
Planning proposals are supported for rezoning to an environmental zone where the land has special ecological, scientific, cultural or aesthetic attributes, or land highly constrained by geotechnical or other hazards. The permissible land uses must be consistent with the objectives of the zone and limit the risk to life and property.	Ongoing	✓		

Limit the density of residential development in high risk bushfire prone areas through zoning, permissible land uses and increases to minimum lot size within the LEP.	Short and Ongoing	✓		
Council actively pursues opportunities for Conservation Agreements under the Biodiversity Conservation Act, including opportunities for Biodiversity Offset Credits on Council owned land.	Ongoing			✓
Council does not support large-scale electricity generating works (solar and wind farm) in biodiversity corridors, areas of high environmental and within high scenic value areas unless supported by individual site assessments.	Ongoing			✓
2 Encourage agricultural production, protect regionally significant agricultural land, limit land use conflict, increase diversity and economic resilience				
Apply RU1 Primary Production zone to regionally significant agricultural land.	Short	✓		
Objectives and permissible uses of the RU1 Primary Production zone are to focus on delivering land uses that are related to agriculture and value-adding, preventing incompatible, unrelated development.	Short	✓		
Maintaining or increasing minimum lot sizes considering: <ul style="list-style-type: none"> o the typical agricultural land uses in the area o the agricultural capability of the land; and o typical holdings sizes. 	Short	✓		
Support the South East Forestry Hub to identify marginal land with appropriate transport infrastructure most suitable for plantation forestry and integrate into implementation documents.	Short and Ongoing			✓
Utilise planning leavers which permit flexibility for rural land holders such as: Allowing land to be subdivided below the minimum lot size for a primary production purpose.	Short	✓		
Boundary realignment clause be adopted where the relevant objectives of the zone can be achieved.	Short	✓		
Implement Recommendation 9 and 10 from the NSW Agriculture Commissioners Report.	Short	✓		
Implement 'managing biosecurity risks in land use planning and development guide' via the DCP.	Short		✓	

3 Provide opportunities for rural tourism in appropriate locations, increasing year round tourism				
Include 'farm gate premises' and 'farm experience premises' as permissible with consent into rural and conservation zones where agriculture is permissible.	Short	✓	✓	
Pursue opportunities provided for by DPEs Agritourism and small-scale Agriculture reform package.	Short	✓	✓	
Guidelines and controls for planning and design of rural tourism development are prepared for the DCP, including for farm gate premises and farm experience premises.	Short		✓	
Biosecurity risks are assessed, reduced and managed in relation to tourism and agritourism land uses.	Short and Ongoing		✓	✓
Within the Snowy Monaro LEP the SP3 Tourism zone be applied to sites where there has been a focus on a holistic tourism offering of activities and accommodation	Short and Ongoing	✓		
Consider the Monaro Rail Trail and the Bundian Way in the development of the LEP, including suitable land uses to facilitate positive outcomes.	Medium and Ongoing	✓	✓	✓
Support and facilitate events that showcase the local produce of the region.	Short and Ongoing			✓
Implement planning controls to limit the size and scale of ancillary caretakers and managers residences.	Short	✓		
Prohibit eco-tourist facilities in the Zone RU1 Primary Production.	Short	✓		
4 Provide infrastructure to service rural businesses and manage it in a sustainable way				
Avoid the creation of new rural roads that are transferred to Council.	Ongoing		✓	✓
Development on and maintenance of crown roads is not supported in rural areas.	Short and Ongoing	✓	✓	✓
Avoidance of ribbon development along strategic transport routes (classified roads).	Short and Ongoing	✓	✓	✓
Advocate to the State and Federal Government to identify, coordinate, prioritise and fund road projects that help support the regional transport network and the function of rural industries in SMRC.	Ongoing			✓

Support Forestry Hub in the development of the Transport and Road Infrastructure Plan.	Short			✓
Local strategic roads identified for additional forestry intensification.	Short			✓
Council's infrastructure be zoned in accordance with the principles established within Zoning for Infrastructure in LEP Practice Note (PN-10-001).	Short	✓		
Review the application of SP2 zones across the LGA, ensuring the zone has been applied consistently with the applicable practice note.	Short	✓		
Include a clause within the consolidated Snowy Monaro LEP which would assist in the protection of major infrastructure, waste management facilities and other similar land uses, proactively avoiding land use conflicts.	Short	✓		
Inclusion of farm dams and stock containment areas within exempt provisions where considered low impact.	Short	✓		
5 Safeguard existing major industries and encourage emerging industries				
Provide advice on 10.7 certificates to prospective purchasers that the subject land is located within a 1000m buffer of an existing lawful extractive industry use or major industry.	Short and Ongoing			✓
Operating mines, quarries and major industries are protected from sterilisation or hindrance by encroachment of incompatible adjacent development.	Short and Ongoing	✓		
Known resources and areas of identified high mineral potential are not unnecessarily sterilised by inappropriate development, including additional residential development.	Short and Ongoing	✓		
Include a clause in the LEP that protects locally important rural industries.	Short	✓		
Investigate and advocate for workers accommodation to support those rural industries with large numbers of employees.	Medium			✓
6 Provide for rural dwelling options where associated with commercial agriculture				
Make Dual occupancy (detached) permissible with consent on land that meets the minimum lot size in the RU1	Short	✓		
Make Rural workers dwellings permissible with consent in the RU1 zone where primary production or rural industry being carried out on the land has a	Short	✓		

demonstrated economic capacity to support the ongoing employment of rural workers.				
Develop DCP controls for rural dwellings including dwellings, dual occupancies and rural workers' dwellings to limit impacts to infrastructure and amenity.	Short		✓	
7 Provide clear and consistent zoning to ensure transparency and certainty for rural land holders				
Council will provide applicants with opportunities to meet with staff early in the planning process to assist in identification of issues and problem solving for proposed development on rural land, including for State Significant Development.	Ongoing			✓
Introduce the RU2 Rural Landscape zone to provide certainty and clarity on the direction of land use within areas that are more constrained	Short	✓		
Objectives and permissible uses of the RU2 Rural Landscape zone to be developed to reflect landscape and scenic values, environmental values with a lower impact agricultural land use focus.	Short	✓		
State owned Forestry land is zoned RU3 Forestry.	Short	✓		
The Zone RU4 Primary Production Small Lots is applied to existing fragmented agricultural areas within proximity to tourism centres to provide for Agritourism opportunities and other complementary cultural and environmental tourism land uses.	Short	✓		
Investigate the Environmental Living (C4) zone being applied to the least constrained areas within the northern end of the Smiths Road locality.	Short	✓		
The permitted land uses within the environmental living (C4) zone be limited to low impact residential, necessary community and emergency uses and low impact tourism uses.	Short	✓		

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Holding Analysis and Land Capability

Appendix 1 | 2022

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Holding Analysis and Land Capability Assessment

Table of Contents

1	Introduction	4
2	Legislation and Policy	5
2.1	State	5
2.2	Local	8
3	Current LEPs	10
3.1	Bombala LEP 2012	10
3.2	Cooma-Monaro LEP 2013	10
3.3	Snowy River LEP 2013	10
4	RU1 Primary Production	13
4.1	Method	13
4.2	Consideration of DPI Policy – Maintaining land for agricultural industries	17
4.3	Canberra Corridor (A)	26
4.4	Eastern Valleys (B)	32
4.5	Cooma (C)	38
4.6	Monaro (D)	43
4.7	Bombala (E)	49
4.8	Jindabyne (F)	54
4.9	Eucumbene (G)	59
4.10	Murrumbidgee Mountains (H)	65
5	RU2 Rural Landscape	70
6	RU4 Primary Production Small Lots	73
7	Conclusion	75
8	References	76

Holding Analysis and Land Capability Assessment

1 Introduction

In relation to rural land, minimum lot size (MLS) is a tool used to protect the long-term sustainability of agriculture by preventing fragmentation of productive agricultural land but also to manage dwelling density in areas that may be subject to natural hazard and scenic qualities. MLS also helps to reduce the likelihood of land use conflicts arising by deterring the purchase of rural land solely for rural lifestyle purposes.

A MLS that is representative of agricultural needs in the area provides certainty for rural producers and economies of scale to be achieved in agricultural production and land management.

It is proposed that the MLS for rural lands corresponds with the applied zone and the associated objectives for each of the zones. The matters for consideration when it comes to minimum lot size differs across the spectrum of rural zones depending upon the objectives, anticipated or encouraged land uses and the constraints.

The matters for consideration in relation to the RU1 Zone are:

- Holding size
- Typical agricultural land uses
- Long-term sustainability of agriculture
- Avoiding fragmentation of productive agricultural lands
- Minimising potential land use conflict
- Protecting the supply chain for agriculture
- Servicing and maintenance of infrastructure
- Providing for buffers
- Reflective of land capability

The criteria for consideration in relation to the proposed RU2 Rural Landscape zone are:

- Biodiversity, sensitive land and water conservation
- Reduce the exposure to natural hazards, protecting life and property
- Retain the landscape character of the land
- Servicing and maintenance of infrastructure
- Land capability

The proposed RU4 Primary Production is to apply to areas that are close to centres for rural land use and complementary tourism. This criteria for consideration in relation to the proposed RU4 Primary Production Small Lots are:

- Areas which lots are not further reduced in size
- Lots are of a size to accommodate a variety of land uses which are compatible with the rural nature of the land.

Council is undertaking this exercise to provide a rational basis for the introduction of development controls. This chapter provides a discussion and analysis of the holding sizes and dwelling density within the Snowy Monaro LGA. The potential subdivision scenarios are considered and recommendations on sizes for dwelling density and subdivision minimums will be made.

Holding Analysis and Land Capability Assessment

2 Legislation and Policy

2.1 State

MLS is enacted at the level of local government, though it is guided by legislation, policies and planning instruments established at State level from both the Department of Planning and the Department of Primary Industries.

These include and are provided as extracts below:

- Ministerial Directions (Section 9.1 of the EP&A Act 1979)
 - 9.1 Rural Zones
 - 9.2 Rural Lands
- South East and Tablelands Regional Plan 2036
- Draft South East and Tablelands Regional Plan 2041
- Policy 0-104:DPI Agriculture – Maintaining land for agricultural industries

Ministerial Direction 9.1 Rural Zones

Objective

The objective of this direction is to protect the agricultural production value of rural land.

Application

This direction applies when a relevant planning authority prepares a planning proposal that will affect land within an existing or proposed rural zone (including the alteration of any existing rural zone boundary).

Direction 9.1

(1) A planning proposal must:

- (a) not rezone land from a rural zone to a residential, business, industrial, village or tourist zone.

Consistency

A planning proposal may be inconsistent with the terms of this direction only if the relevant planning authority can satisfy the Planning Secretary (or an officer of the Department nominated by the Secretary that the provisions of the planning proposal that are inconsistent are:

- (a) justified by a strategy approved by the Planning Secretary which:
 - i. gives consideration to the objectives of this direction, and
 - ii. identifies the land which is the subject of the planning proposal (if the planning proposal relates to a particular site or sites), or
- (b) justified by a study prepared in support of the planning proposal which gives consideration to the objectives of this direction, or
- (c) in accordance with the relevant Regional Strategy, Regional Plan or District Plan prepared by the Department of Planning and Environment which gives consideration to the objective of this direction, or
- (d) is of minor significance.

[Ministerial Directions](#)

Ministerial Direction 9.2 Rural Lands

Objective

The objectives of this direction are to:

- (a) protect the agricultural production value of rural land,
- (b) facilitate the orderly and economic use and development of rural lands for rural and related purposes,
- (c) assist in the proper management, development and protection of rural lands to promote the social, economic and environmental welfare of the State,

Holding Analysis and Land Capability Assessment

- (d) minimise the potential for land fragmentation and land use conflict in rural areas, particularly between residential and other rural land uses,
- (e) encourage sustainable land use practices and ensure the ongoing viability of agriculture on rural land,
- (f) support the delivery of the actions outlined in the NSW Right to Farm Policy.

Application

This direction applies when a relevant planning authority prepares a planning proposal for land outside the local government areas of Lake Macquarie, Newcastle, Wollongong and LGAs in the Greater Sydney Region (as defined in the Greater Sydney Commission Act 2015) other than Wollondilly and Hawkesbury, that:

- (a) will affect land within an existing or proposed rural or conservation zone (including the alteration of any existing rural or conservation zone boundary) or
- (b) changes the existing minimum lot size on land within a rural or conservation zone.

Note: Reference to a rural or conservation zone means any of the following zones or their equivalent in a non Standard LEP: RU1, RU2, RU3, RU4, RU6, C1, C2, C3, C4.

Direction 9.2

- (1) A planning proposal must:
 - (a) be consistent with any applicable strategic plan, including regional and district plans endorsed by the Planning Secretary, and any applicable local strategic planning statement
 - (b) consider the significance of agriculture and primary production to the State and rural communities
 - (c) identify and protect environmental values, including but not limited to, maintaining biodiversity, the protection of native vegetation, cultural heritage, and the importance of water resources
 - (d) consider the natural and physical constraints of the land, including but not limited to, topography, size, location, water availability and ground and soil conditions
 - (e) promote opportunities for investment in productive, diversified, innovative and sustainable rural economic activities
 - (f) support farmers in exercising their right to farm
 - (g) prioritise efforts and consider measures to minimise the fragmentation of rural land and reduce the risk of land use conflict, particularly between residential land uses and other rural land use
 - (h) consider State significant agricultural land identified in chapter 2 of the State Environmental Planning Policy (Primary Production) 2021 for the purpose of ensuring the ongoing viability of this land
 - (i) consider the social, economic and environmental interests of the community.
- (2) A planning proposal that changes the existing minimum lot size on land within a rural or conservation zone must demonstrate that it:
 - (a) is consistent with the priority of minimising rural land fragmentation and land use conflict, particularly between residential and other rural land uses
 - (b) will not adversely affect the operation and viability of existing and future rural land uses and related enterprises, including supporting infrastructure and facilities that are essential to rural industries or supply chains
 - (c) where it is for rural residential purposes:

Holding Analysis and Land Capability Assessment

<p>i. is appropriately located taking account of the availability of human services, utility infrastructure, transport and proximity to existing centres</p> <p>ii. is necessary taking account of existing and future demand and supply of rural residential land.</p> <p>Note: where a planning authority seeks to vary an existing minimum lot size within a rural or conservation zone, it must also do so in accordance with the Rural Subdivision Principles in clause 5.16 of the relevant Local Environmental Plan</p> <p><u>Consistency</u></p> <p>A planning proposal may be inconsistent with the terms of this direction only if the relevant planning authority can satisfy the Planning Secretary (or an officer of the Department nominated by the Secretary) that the provisions of the planning proposal that are inconsistent are:</p> <p>(a) justified by a strategy approved by the Planning Secretary and is in force which:</p> <p>i. gives consideration to the objectives of this direction, and</p> <p>ii. identifies the land which is the subject of the planning proposal (if the planning proposal relates to a particular site or sites), or</p> <p>(b) is of minor significance.</p> <p><u>Ministerial Directions</u></p>
<p><u>South East and Tablelands Regional Plan 2036</u></p> <p>Direction 8 of the SETRP is to “<i>Protect important agricultural land</i>” with the following actions:</p> <ul style="list-style-type: none"> • 8.1 Map important agricultural land to better inform strategic and local planning processes. • 8.2 Protect identified important agricultural land from land use conflict and fragmentation and manage the interface between important agricultural land and other land uses through local environmental plans*. • 8.3 Develop profiles of the leading agricultural industries to guide future investment decisions. • 8.4 Minimise biosecurity risks by undertaking risk assessments that take into account biosecurity plans, and applying appropriate buffer areas*. <p>*Council responsibility to implement</p> <p>SMRC Specific Priority:</p> <ul style="list-style-type: none"> • Grow and diversify the area’s agricultural base, including opportunities for value-added activities, and capitalize on access to national and international markets.
<p><u>Draft South East and Tablelands Regional Plan 2041</u></p> <p>Objective 13 of the Draft SETRP is to “<i>Promote innovation and sustainability in agriculture and aquaculture industries</i>”</p> <p>Strategic planning and local plans are to:</p> <ul style="list-style-type: none"> • protect identified state significant agricultural land and industries from other land uses, land use conflict and fragmentation • protect assets and infrastructure such as freight, logistics and major rural industries from land use conflict and the encroachment of incompatible land use to facilitate investment in the agricultural supply chain • identify opportunities for the clustering of compatible land uses • identify opportunities for using land, particularly agricultural land, to sequester carbon in vegetation and soils, and to grow biomass for bioenergy • avoid the impacts of development on aquatic habitats in freshwater systems and aquacultural estuaries

Holding Analysis and Land Capability Assessment

<ul style="list-style-type: none"> • promote opportunities to better connect the aquaculture industry to export markets • manage water availability, enhance waterways and protect water sources
<p>Policy O-104:DPI Agriculture – Maintaining land for agricultural industries</p> <p><i>1. Environmental planning instruments should be structured to;</i></p> <ol style="list-style-type: none"> a. promote the continued use of agricultural land for commercial agricultural purposes, where that form of land use is sustainable in the long term; b. avoid land use conflicts; c. protect natural resources used by agriculture; d. protect other values associated with agricultural land that are of importance to local communities, such as heritage and visual amenity; e. provide for a diversity of agriculture enterprises, including specialised agricultural developments, through strategically planned locations to enhance the scope for agricultural investment in rural areas; and f. allow for value adding and integration of agricultural industries into regional economies. <p><i>3. Minimum size of holdings for dwelling entitlement</i></p> <p>Criteria in environmental planning instruments to determine the minimum size of holdings necessary for a dwelling entitlement in rural areas needs to be based on sustainable productive agriculture.</p> <p>The minimum area for a dwelling entitlement and other provisions in Environmental Planning Instruments to regulate subdivisions should take into account:</p> <ol style="list-style-type: none"> a. the agricultural productivity and suitability of the land in question; b. the nature and requirements of agricultural industries in the area being considered; c. the risk of creating land use conflict; d. the current distribution of property sizes and the agricultural industry they support; e. the trends in the size of properties engaged in agriculture; and f. cumulative impacts e.g. gradual subdivision of agriculture becomes rural residential zone. <p><i>4. Minimising land use conflict</i></p> <p>Councils should also consider other approaches to achieving the goal of minimising conflict in agricultural production zones so that farms can operate without unnecessary restrictions. An explanation of strategies to minimise or prevent land use conflict is found in Living and Working in Rural Areas: A handbook for managing land use conflict issues on the NSW North Coast.</p>

2.2 Local

<p>Local Strategic Planning Statement</p> <p><i>Our Thriving Economy</i> Planning Priority 5 - Promote, grow and protect agricultural production and industry</p>

Holding Analysis and Land Capability Assessment

Action 5.2 Council will prepare a consolidated LEP which prevents the fragmentation of agricultural and resource lands, but facilitates rural related development and value-add agriculture.

[Snowy Monaro Community Strategic Plan 2042](#)

Objective 2.1: Have increased work opportunities available enhanced by innovation

Strategy: Ensure important agricultural and forestry land is identified and continues to be used for agricultural and forestry production.

Holding Analysis and Land Capability Assessment

3 Current LEPs

Minimum lot size and the approach to determining minimum lot size is inconsistent across the amalgamated LGA. Historical approaches to MLS has resulted in a politically palatable negotiated outcome, despite any strategic work that is undertaken, particularly in Bombala and Cooma-Monaro. This approach often has no bearing on the needs of the industry and is a blanket application of a minimum lot size, such as has occurred in the Bombala and Cooma-Monaro LEP with a 40ha and 80ha MLS respectively. This approach does not represent the feedback from the community that a 'one size fits all' approach is inappropriate.

Below is a summary of the lot sizes and approach to existing holdings for each of the current LEPs.

An existing holding is a landholding within the same ownership at a certain date and is still considered an existing holding whether;

- (a) divided by a road or railway line
- (b) a part of the land has been excised for a public purpose
- (c) has been subject of a boundary adjustment; or
- (d) transferred in its entirety to another person after that date.

3.1 Bombala LEP 2012

The minimum lot size for all of the rural areas under the Bombala LEP is 40 hectares. It is understood that during the development of the Bombala LEP 2012, it was considered that there was little subdivision pressure; therefore, the minimum lot size could remain 40ha without significant fragmentation occurring.

The Bombala LEP 1990 referred to 'existing holdings' as at 25 December 1975 as having a dwelling opportunity. When the Bombala LEP 1990 was repealed it was replaced by Bombala LEP 2013, which provided a five-year timeframe or 'sunset clause' from the making of the LEP for landowners to obtain a development consent for a dwelling house on an existing holding. The timeframe to make a development application for a dwelling house on an existing holding expired on 29 June 2017.

3.2 Cooma-Monaro LEP 2013

The minimum lot size for all rural areas of the Cooma-Monaro LEP is 80 hectares. The Cooma-Monaro LEP also contains an 'existing holding' provision for land that was an existing holding as at 13 October 1995 (former Yarrowlumla LEP) and 3 March 1997 (former Cooma-Monaro LEP). The timeframe to make a development application for a dwelling house on an existing holding expired on 29 June 2017.

3.3 Snowy River LEP 2013

Minimum lot sizes contained within the Snowy River LEP were derived from a Rural Lands Study that included a Rural Density Study. The Density Study reviewed the holdings and land capability data in reference to combined localities. The MLS in relation to rural lands ranges from 40ha, 250 and 400ha.

The Snowy River LEP also incorporated an 'existing holding' provision referring to

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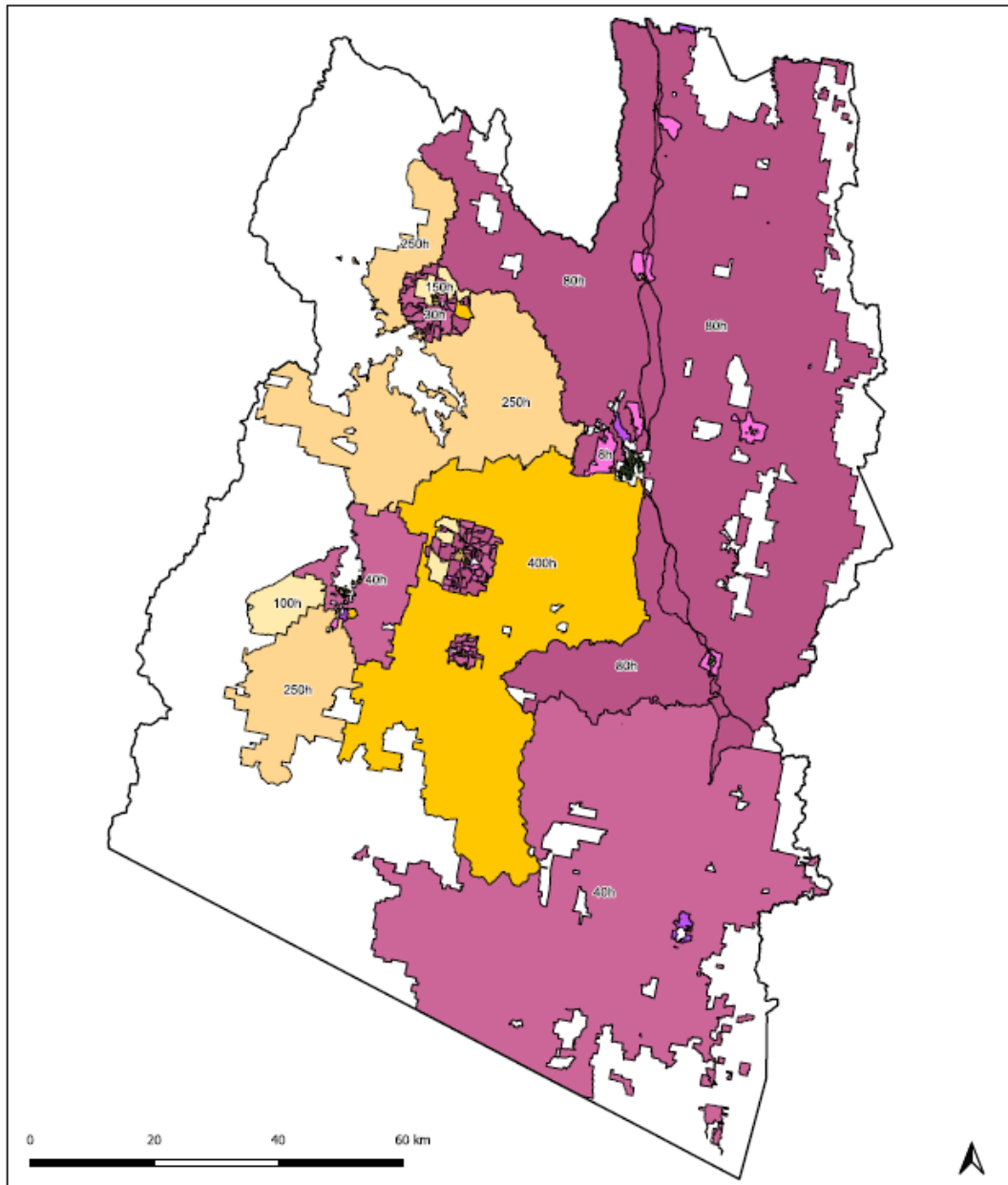
an existing holding as at 26 September 1985. This clause was not 'sunset' within the Snowy River LEP and development applications are able to be made on existing holdings currently.

The below table outlines the variation of minimum lot sizes applying across the rural and conservation zones under the current LEPs.

Bombala LEP 2012	MLS (ha)	Cooma Monaro LEP 2013	MLS (ha)	Snowy River LEP 2013	MLS (ha)
RU1 Primary Production	40	RU1 Primary Production	80	RU1 Primary Production	40, 250, 400
		C3 Environmental Management	80	C3 Environmental Management	100
		C4 Environmental Living	80		

Figure 1 below demonstrates the variation in minimum lot size geographically.

Holding Analysis and Land Capability Assessment



Legend

Current Min Lot Size	AB1 10 ha	AC2 50 ha	AE 250 ha	E 350 m2	J 525 m2	U1 1200 m2	Y 10000 m2
A 100m2	AB2 15 ha	AC1 70 ha	AF 400 ha	F 400 m2	K 550 m2	U2 1800 m2	Z 20000m2
AA1 5 ha	AB3 20 ha	AC2 80 ha	B 200 m2	G 450 m2	L 575 m2	V 2000 m2	
AA2 6 ha	AB4 30 ha	AD1 100 ha	C 250 m2	H 475 m2	M 600 m2	W1 300 m2	
AA3 8 ha	AB5 40 ha	AD3 150 ha	D 300 m2	I 500 m2	Q 700 m2	X1 5000 m2	

Disclaimer
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Figure 1 Minimum Lot Sizes under current LEPs

Holding Analysis and Land Capability Assessment

4 RU1 Primary Production

The NSW Department of Primary Industries Policy '[Maintaining land for agricultural industries 2011](#)' provides direction on arriving at a suitable minimum lot size and is particularly relevant for the RU1 Primary Production Zone. The Policy stipulates that the criteria contained within environmental planning instruments to determine minimum lot size of holdings necessary for a dwelling entitlement in rural areas needs to be based on productive agriculture.

DPI's policy also identifies that the minimum lot size specified in an LEP for rural land needs to be of a scale to prevent fragmentation into lots, which cannot support typical agricultural land uses. Generally larger minimum lot sizes facilitate the establishment of larger and more appropriate buffer distance between potentially conflicting land uses. Larger lot sizes also enable expansion or diversification of the agricultural activities without the need to purchase additional land, which can be an economically prohibitive option for farm expansion. Where subdivision can occur without enabling additional dwellings to be created, will promote agricultural land uses and prevent land use conflict.

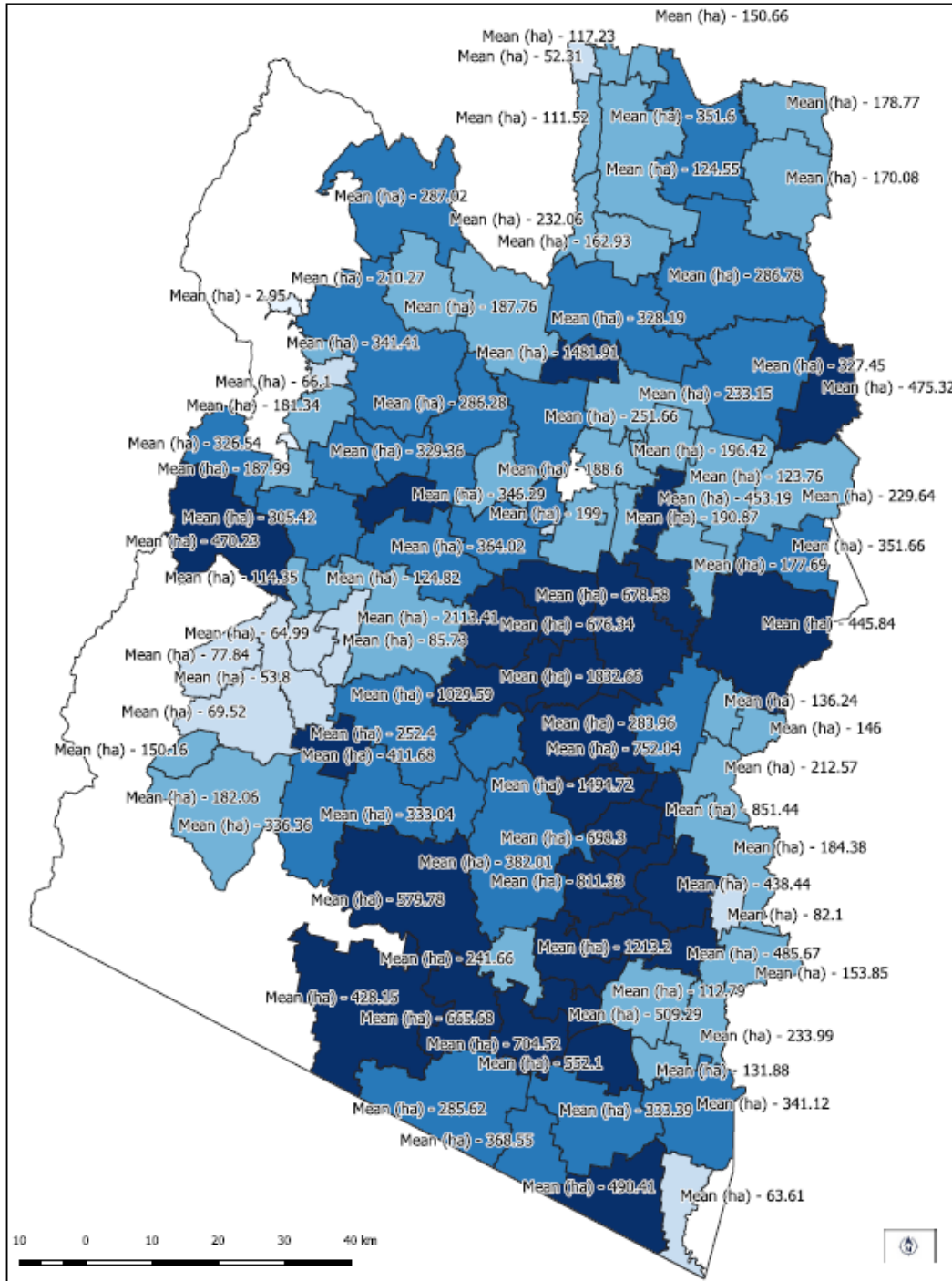
The objective is to reduce opportunities for conflict between residential development and commercial agricultural enterprises by minimising the opportunity for residential uses that are not directly associated with commercial farming operations.

4.1 Method

Advice from the Community Reference Group (CRG) recommended that the MLS methodology should be consistently applied across the LGA and that MLS should be determined by a combined holding analysis and land capability assessment. The CRG also recommended a holdings analysis be undertaken at a suburb scale. This exercise produced significant variation across the LGA as is shown in **Figure 2** below.

Holding Analysis and Land Capability Assessment

Mean Holding Size by Suburb



0 - 40 40 - 100 100 - 250 250 - 400 400 - 3000

Figure 2 Mean Holding Size by Suburb

Holding Analysis and Land Capability Assessment

Ultimately, it was determined to break the LGA into areas roughly consistent with the rural subregions identified within the Local Strategic Planning Statement, shown in **Figure 3** below.

The proposed areas to be zoned RU1 Primary Production were then identified and the assessment areas were extracted. This removed any areas of RU2 Primary Production, which are typically larger in area and would likely increase the average.

No anomalies, small or large, were removed from the assessment area data. The assessment area data were then utilised to determine the average holding size for each sub-region. The same data were used to prepare the holding size charts for each subregion.

To ascertain the number of dwelling opportunities, each assessment was divided by the recommended minimum lot size. The dwelling opportunity numbers also assume that each holding already contains one dwelling. Therefore, the dwelling opportunity numbers are conservatively assumed and there may be more opportunity for dwellings than indicated by this study..

Holding Analysis and Land Capability Assessment

Snowy Monaro Rural Sub Regions

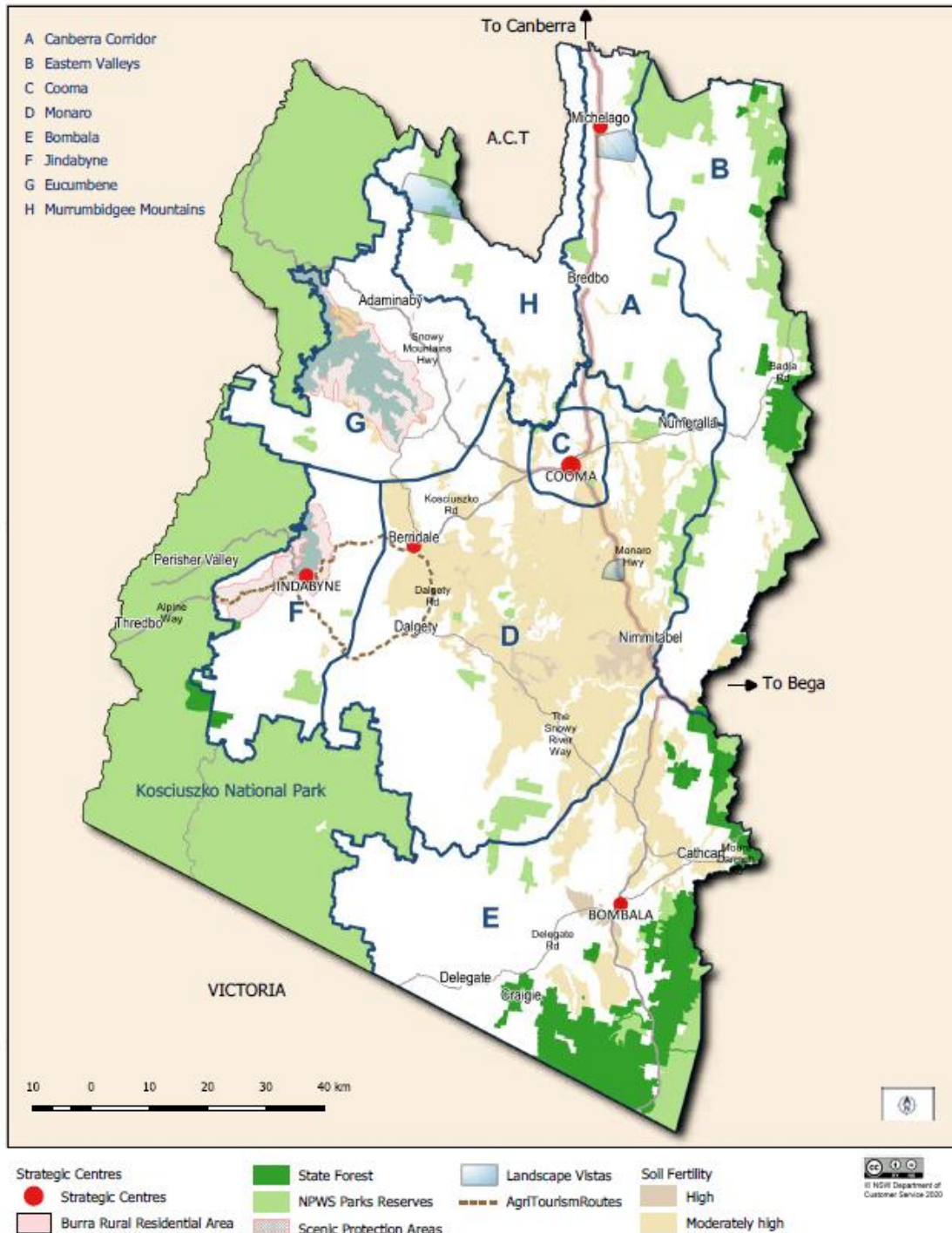


Figure 3 Rural Sub Regions, Snowy Monaro LSPS

Holding Analysis and Land Capability Assessment

4.2 Consideration of DPI Policy – Maintaining land for agricultural industries

In determining an appropriate minimum lot size, in the context of the RU1 Primary Production Zone, and in accordance with DPIs policy, the following matters are to be taken into consideration:

- a. The agricultural productivity and suitability of the land in question
- b. The nature and requirements of agricultural industries in the area
- c. The risk of creating land use conflict
- d. The current distribution of property sizes and the agricultural industries they support
- e. The trends in the size of properties engaged in agriculture; and
- f. Cumulative impacts e.g. the gradual subdivision of agriculture becoming a rural residential zone.

Productivity and Suitability

There are several agricultural, soil, and land mapping data sets used for strategic land use planning in NSW.

The [Land and soil capability assessment scheme](#) (LSC) mapping arranges land into eight classes based on a range of agricultural practices that can be sustained, ease of management and risk of degradation. The limitations refer to (but are not limited to) soil properties and climate. The higher the classification, i.e. 8, the more limitations for agricultural practices and the lower the agricultural versatility or value. This mapping is suitable for the broad-scale assessment of land capability and is not suitable for site assessment at the property scale.

Biophysical Strategic Agricultural Land (BSAL) identifies the inherent land and water resources that are important on a national and state level for agriculture, particularly broad acre cropping across NSW. This land intrinsically has the best soil and water resources, topography, are naturally capable of sustaining high levels of agricultural productivity and require minimal management practices to maintain this. BSAL mapping is referenced in the Mining SEPP and is used for the purpose of assessing state significant mining and coal seam gas proposals. Small areas of BSAL are mapped in the LGA, predominantly between Cooma and Bredbo and near Nimmitabel.

The most recent approach to agricultural land mapping is the Important Agricultural Lands (IAL) mapping project, the purpose of which is to inform strategic land use planning and rural land use policy. This project is being undertaken by the NSW Department of Primary Industry and currently is incomplete for the Snowy Monaro. Given that the IAL mapping is not yet available for the Snowy Monaro, the best available information being a combination of the BSAL mapping and the LSC mapping will be relied upon.

	General Definition
Land capable of a wide variety of land uses (cropping, grazing, horticulture, forestry, nature conservation)	

Holding Analysis and Land Capability Assessment

Class 1	Extremely high capability land: Land has no limitations. No special land management practices required. Land capable of all rural land uses and land management practices
Class 2	Very high capability land: Land has slight limitations. These can be managed by readily available, easily implemented management practices. Land is capable of most land uses and land management practices, including intensive cropping and cultivation.
Class 3	High capability land: Land has moderate limitations and is capable of sustaining high-impact land uses, such as cropping with cultivation, using more intensive, readily available and widely accepted management practices. However, careful management of limitations is required for cropping and intensive grazing to avoid land and environmental degradation.
Land capable of a variety of land uses (cropping with restricted cultivation, pasture cropping, grazing, some horticulture, forestry, nature conservation)	
Class 4	Moderate capability land: Land has moderate to high limitations for high-impact land uses. Will restrict land management options for regular high-impact land uses such as cropping, high-intensity grazing and horticulture. These limitations can only be managed by specialised management practices with a high level of knowledge, expertise, inputs, investment and technology.
Class 5	Moderate–low capability land: Land has high limitations for high-impact land uses. Will largely restrict land use to grazing, some horticulture (orchards), forestry and nature conservation. The limitations need to be carefully managed to prevent long-term degradation.
Land capable for a limited set of land uses (grazing, forestry and nature conservation, some horticulture)	
Class 6	Low capability land: Land has very high limitations for high-impact land uses. Land use restricted to low-impact land uses such as grazing, forestry and nature conservation. Careful management of limitations is required to prevent severe land and environmental degradation
Land generally incapable of agricultural land use (selective forestry and nature conservation)	
Class 7	Very low capability land: Land has severe limitations that restrict most land uses and generally cannot be overcome. On-site and off-site impacts of land management practices can be extremely severe if limitations not managed. There should be minimal disturbance of native vegetation.
Class 8	Extremely low capability land: Limitations are so severe that the land is incapable of sustaining any land use apart from nature conservation. There should be no disturbance of native vegetation.

The highest level of soil and land capability within the LGA is Class 3 much of it along river corridors. The areas mapped as Class 3 are generally consistent with those areas mapped as BSAL. Areas around Cooma and Bombala and south are mapped as Class 4 and subject to moderate to high limitations for high impact land uses.

Holding Analysis and Land Capability Assessment

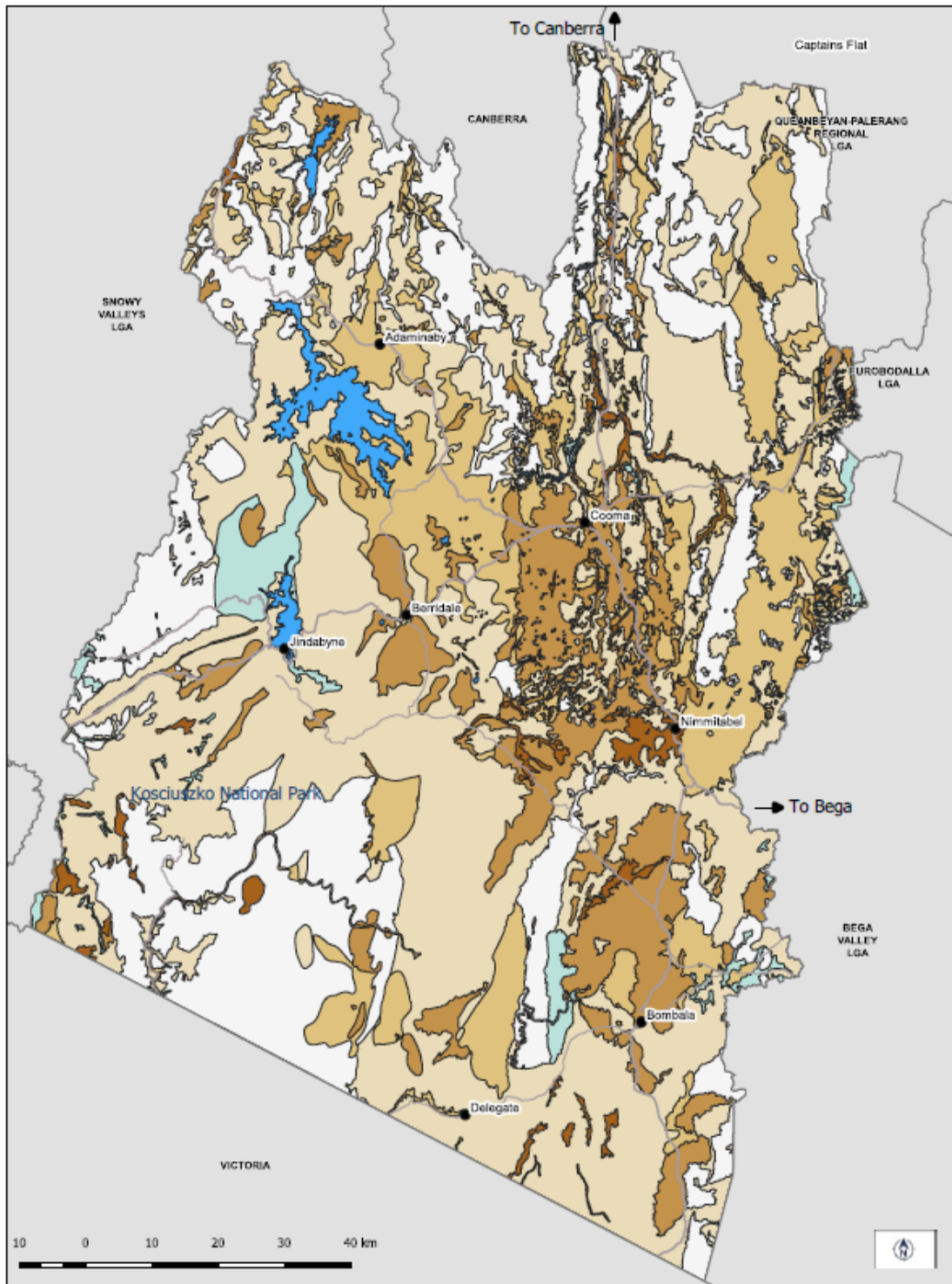
Significant areas of the LGA are considered Class 5 this includes the eastern valley of the LGA, areas around Adaminaby and Lake Eucumbene. Class 5 land has high limitations and is mostly restricted to grazing.

There are also portions of the LGA that are mapped as Class 7 and 8. These areas are severely limited in terms of any agricultural production and are best suited to selected forestry and environmental conservation.

Given the limitations on much of the land within the LGA, the dominant land use supported is grazing with some pasture cropping. Some very limited horticulture currently occurs within the most fertile areas such as floodplains along river corridors.

Holding Analysis and Land Capability Assessment

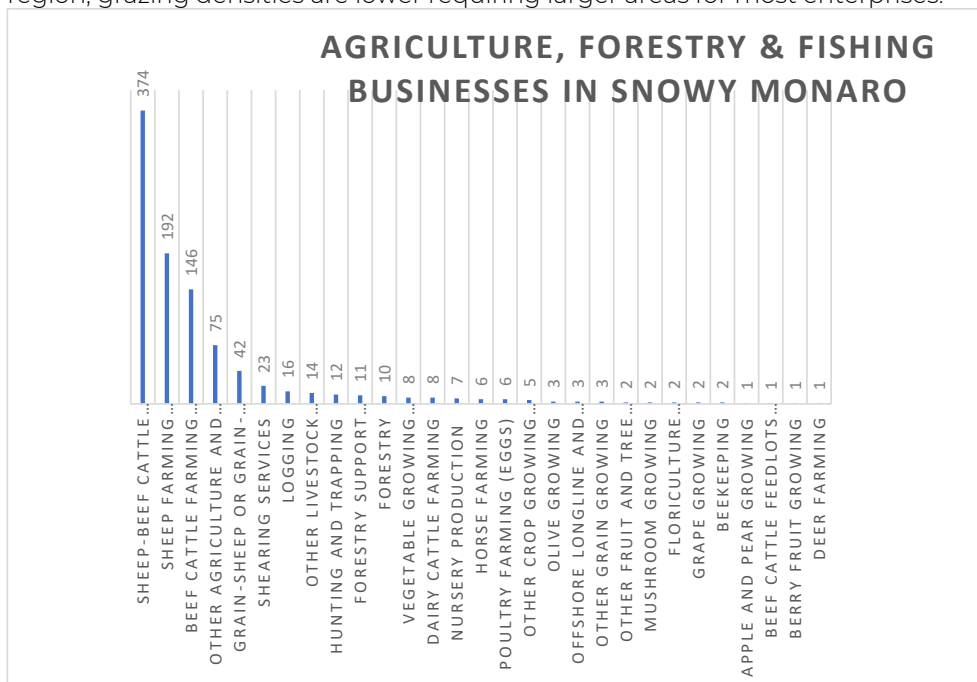
Snowy Monaro Land Soil Capability



Holding Analysis and Land Capability Assessment

Nature and requirements

There are 980 businesses registered in the Snowy Monaro under the Industry division of Agriculture, Forestry and Fishing. Of those businesses, the vast majority of 712 are engaged in grazing sheep and cattle (Australian Business Register, 2020). Given the land and soil capabilities and generally low rainfall across the region, grazing densities are lower requiring larger areas for most enterprises.



As an example, in beef farming, it is considered that larger herd size farms (> 400 head of beef cattle), result in businesses where the price received, on average, will be sufficient to cover all costs of production including the value of unpaid labour (ABARES, 2018). If the enterprise has a lower capacity than this, then there is a risk of the business being unviable. Similar figures can be derived for the other key production systems of sheep and wool.

In addition to the local requirements necessitated, Australia wide, farms are getting larger in response to the ongoing national and global demand for agricultural produce. Farmers respond by diversifying, intensification or increasing the scale of their enterprise.

Most agricultural areas in NSW are experiencing demand for rural land as farmers seek to improve their investment and income earning potential and counter the impacts of climate change. The observed trend is for farmers to purchase the neighbouring property and/or lease land, thereby increasing their holding size.

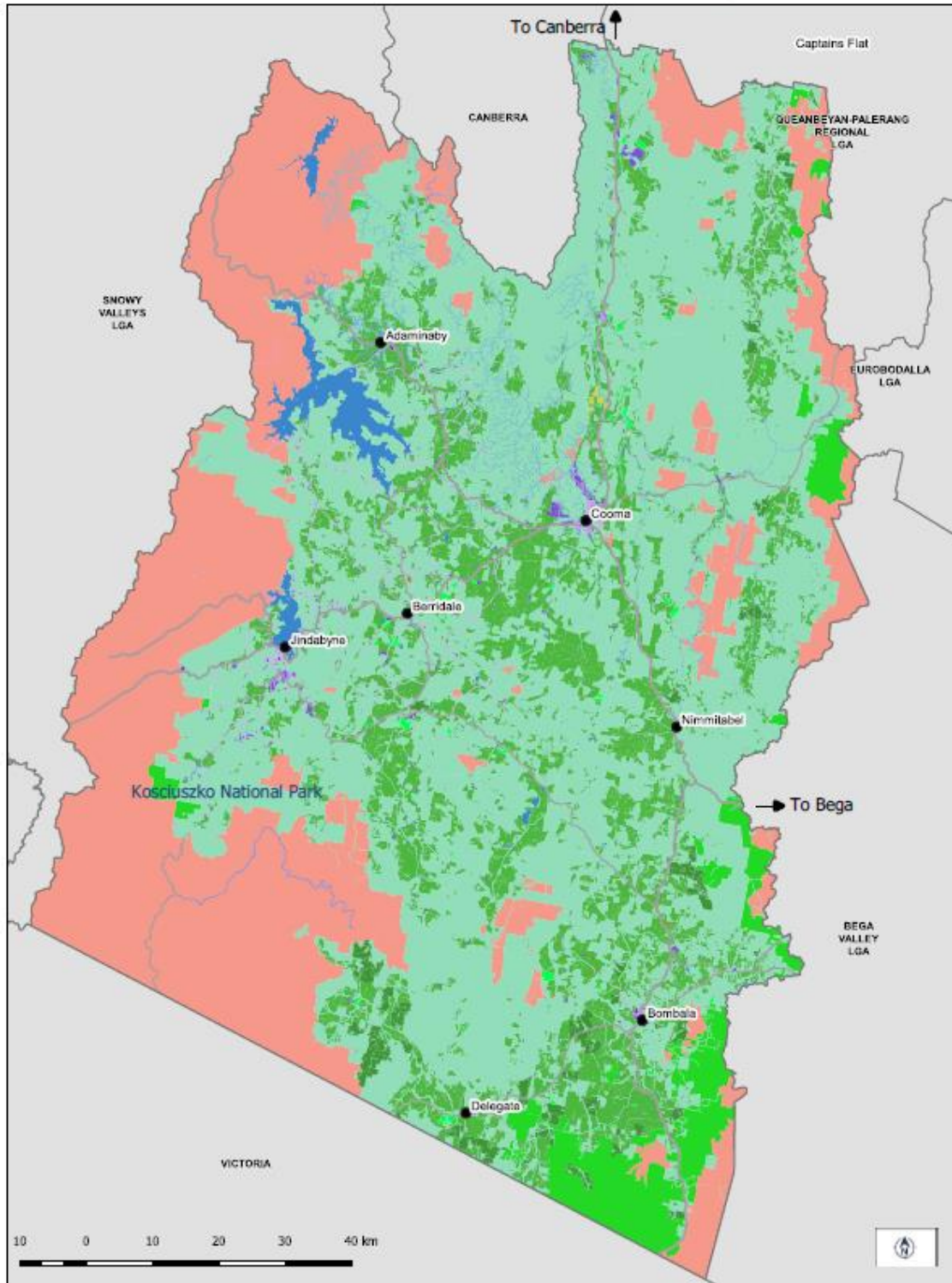
For family farms, producers are responding to pressure to grow and maintain efficiency. Productive land in commercial-sized holdings is in high demand, particularly where not impacted by encroachment of incompatible development.

Holding Analysis and Land Capability Assessment

These findings suggest that even though LEPs permit subdivision of individual land parcels to the lowest MLS possible for rural land, it is likely that actual land holding sizes will increase. Therefore, reducing the MLS for land held for agricultural purposes (e.g. RU1 zoned land) in the Snowy Monaro region, is unlikely to result in new smaller farms, but with genuine farmers impacted by unplanned subdivision of neighbouring land into new titles with dwelling potential.

Holding Analysis and Land Capability Assessment

Snowy Monaro Land Use



Holding Analysis and Land Capability Assessment

Land Use	3.6.0 Land in transition	5.5.0 Services
1.1.0 Nature conservation	4.1.0 Irrigated plantation forests	5.6.0 Utilities
1.2.0 Managed resource protection	4.2.0 Grazing irrigated modified pastures	5.7.0 Transport and communication
1.3.0 Other minimal use	4.3.0 Irrigated cropping	5.8.0 Mining
2.1.0 Grazing native vegetation	4.4.0 Irrigated perennial horticulture	5.9.0 Waste treatment and disposal
2.2.0 Production native forestry	4.5.0 Irrigated seasonal horticulture	6.1.0 Lake
3.1.0 Plantation forests	4.6.0 Irrigated land in transition	6.2.0 Reservoir/dam
3.2.0 Grazing modified pastures	5.1.0 Intensive horticulture	6.3.0 River
3.3.0 Cropping	5.2.0 Intensive animal production	6.4.0 Channel/aqueduct
3.4.0 Perennial horticulture	5.3.0 Manufacturing and industrial	6.5.0 Marsh/wetland
3.5.0 Seasonal horticulture	5.4.0 Residential and farm infrastructure	6.6.0 Estuary/coastal waters

The risk of creating land use conflict

The risk of land use conflict increases as the number of dwellings on rural properties not engaged in commercial agriculture start to proliferate. These dwellings can sometimes interfere with and have an adverse impact on lawful primary production businesses. Decreasing lot sizes threatens to increase land use conflict, which can have debilitating social and financial impacts.

Some of the conflicts heard throughout consultation include hunting dog attacks on sheep, weed, land and stock management concerns, shooting of livestock and damage to infrastructure. In addition to this, Council often receives submissions on Development Applications with farmers concerned about new houses and land uses like eco-tourist facilities having adverse impacts on their businesses. Generally, these concerns relate to farmers potentially being restricted in terms of noise, vermin and weed control, access arrangements and traffic impacts, which affect their finances and health and wellbeing.

Therefore, the minimum lot size should reflect what is a viable agricultural operation and what is naturally reflected in the holding sizes of the LGA.

Agriculture Commissioners Review

The [Agriculture Commissioners Review](#) which was released in July 2021 and makes recommendations in relation existing holdings which in some areas allows for unplanned rural dwellings.

One of the problems raised with the Agriculture Commissioner was that the rural landscape is increasingly being fragmented by residential development, which affects rural land values, introduces sensitive receptors, which are potentially incompatible with agriculture and may make agricultural operations unviable. Fragmentation is mostly driven by decisions to reduce minimum lot sizes or enable dwellings on undersized lots. The potential for dwellings to pop up randomly throughout the rural zone because of these historical settings presents a real risk to effective local strategic planning.

The recommendation of the Agriculture Commissioner is that for councils to improve the integrity and effectiveness of their rural zoning arrangements, concessional dwellings eligibilities and existing holdings should be phased out. The Agriculture Commissioner recommends that any land holder with an existing dwelling eligibility on a concessional allotment or existing holding could be given a period of five years to submit a development application before the eligibility is extinguished.

Holding Analysis and Land Capability Assessment

Cumulative impacts e.g. the gradual subdivision of agriculture becoming a rural residential zone.

The risk of the cumulative impacts of subdivision are highest in areas with high rural lifestyle demand such as Jindabyne and the northern part of the Canberra Corridor. The risk is also greatest where the minimum lot size is lowest and does not reflect the scale of production such as the Bombala and Eastern Valley areas. The potential exists within these areas, over time and over generations for land to be continually fragmented through succession and demand for 'hobby farms'.

The current distribution of property sizes and the agricultural industries they support and the trends in the size of properties engaged in agriculture

Typically, lots decrease in size in proximity to settlements and are largest the further a lot is located from settlements.

For each of the subregions in Section 4, the average holding size has been calculated to inform proposed minimum lot size.

In some parts of the LGA, the current MLS is undersized for the broad acre farming that occurs in the region, particularly in areas where commercial agriculture is dominant, like Bombala and the Eastern Valleys. It is recommended that the MLS should increase considerably to match the scale of production and holding sizes and in turn, protect commercial agriculture. Introducing a larger MLS, across most parts of the LGA will help protect areas of high agricultural production that rely on large landholdings for commercial farming and act as a deterrent to incompatible, non-agricultural development.

Increasing the MLS will not impact existing approved and constructed dwellings and will provide a new standard for future land fragmentation only.

4.3 Canberra Corridor (A)

The topography ranges from the Murrumbidgee River and its often steep surrounds on the western side of the sub-region to the dramatic Tinderry Ranges in the east. Despite the lower land capability and constraints at the extremities, the central and southern areas of this sub-region contain some of the most capable land being Class 3 and Class 4 as shown within **Figure 5**, within the entire local government area, combined with either moderate or moderately high soil fertility as seen in **Figure 6**. As can be seen from **Figure 7** areas of higher quality soils have been improved and used for grazing (modified pastures). Outside of these areas, the majority of the corridor is native pastures being grazing. Irrigation is very limited within the LGA, with an area of irrigated cropping occurring within the Canberra Corridor at the confluence of the Numeralla and Murrumbidgee River.

Given the braided nature of the higher quality land within this subregion it is appropriate to ensure minimum lot size considers buffers and land use conflict. The minimum lot size also affects the density of dwellings and therefore the scenic quality of the corridor as well as adverse impacts to the strategic transport corridor of the Monaro Highway.

Despite the impacts of weeds to productivity the subregion is still utilised and suitable for a variety of agricultural land uses. This capability should be protected into the future using minimum lot size to deter the use of this land for residential or rural residential purposes. Reducing the minimum lot size within this area places it at high risk of being lost to agricultural forever.

The [Snowy Monaro Employment Lands And Rural Lands Analysis](#) suggests that the Canberra Corridor could support more intensive plant agriculture due to the proximity to Canberra and Canberra Airport. These land uses are likely to cause some amenity impacts and therefore dwellings within this area should be limited so as not to preclude agricultural land uses into the future.

Class 3 High capability land: Land has moderate limitations and is capable of sustaining high-impact land uses, such as cropping with cultivation, using more intensive, readily available and widely accepted management practices. However, careful management of limitations is required for cropping and intensive grazing to avoid land and environmental degradation.

Class 4 Moderate capability land: Land has moderate to high limitations for high-impact land uses. Will restrict land management options for regular high-impact land uses such as cropping, high-intensity grazing and horticulture. These limitations can only be managed by specialised management practices with a high level of knowledge, expertise, inputs, investment and technology.

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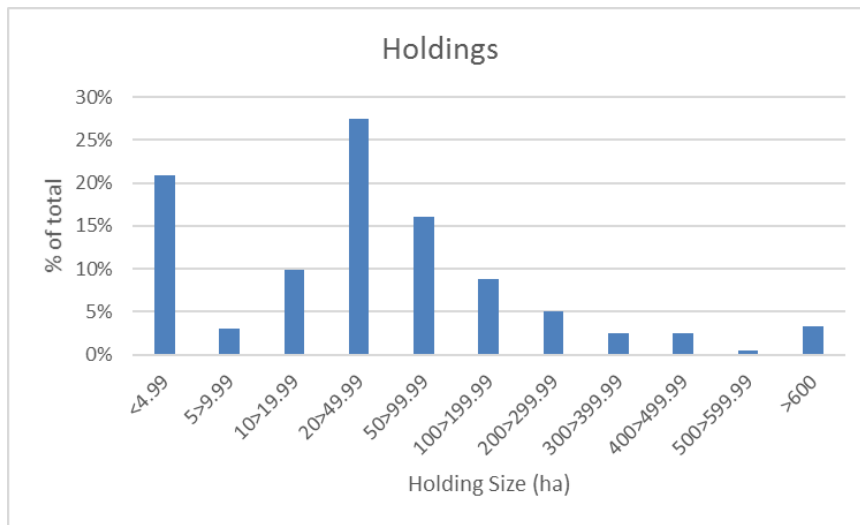


Figure 4 Holdings Sizes within the Canberra Corridor

The majority of holdings are below 100 hectares in the subregion and the average is 104 hectares within the Canberra Corridor subregion. At the recommended 100 hectare minimum lot size, there remains 222 opportunities for dwellings within the RU1 Primary Production Zone within this subregion.

Average holding size	104ha
Recommended minimum lot size	100ha
Number of new lots/dwelling opportunities at recommended MLS	222

The dwelling opportunities number above of 222 assumes that each existing holding already contains a dwelling. This may not be the case and therefore is likely an underrepresentation of the number of dwelling opportunities that exist within this subregion.

Holding Analysis and Land Capability Assessment

Canberra Corridor - Land and Soil Capability 

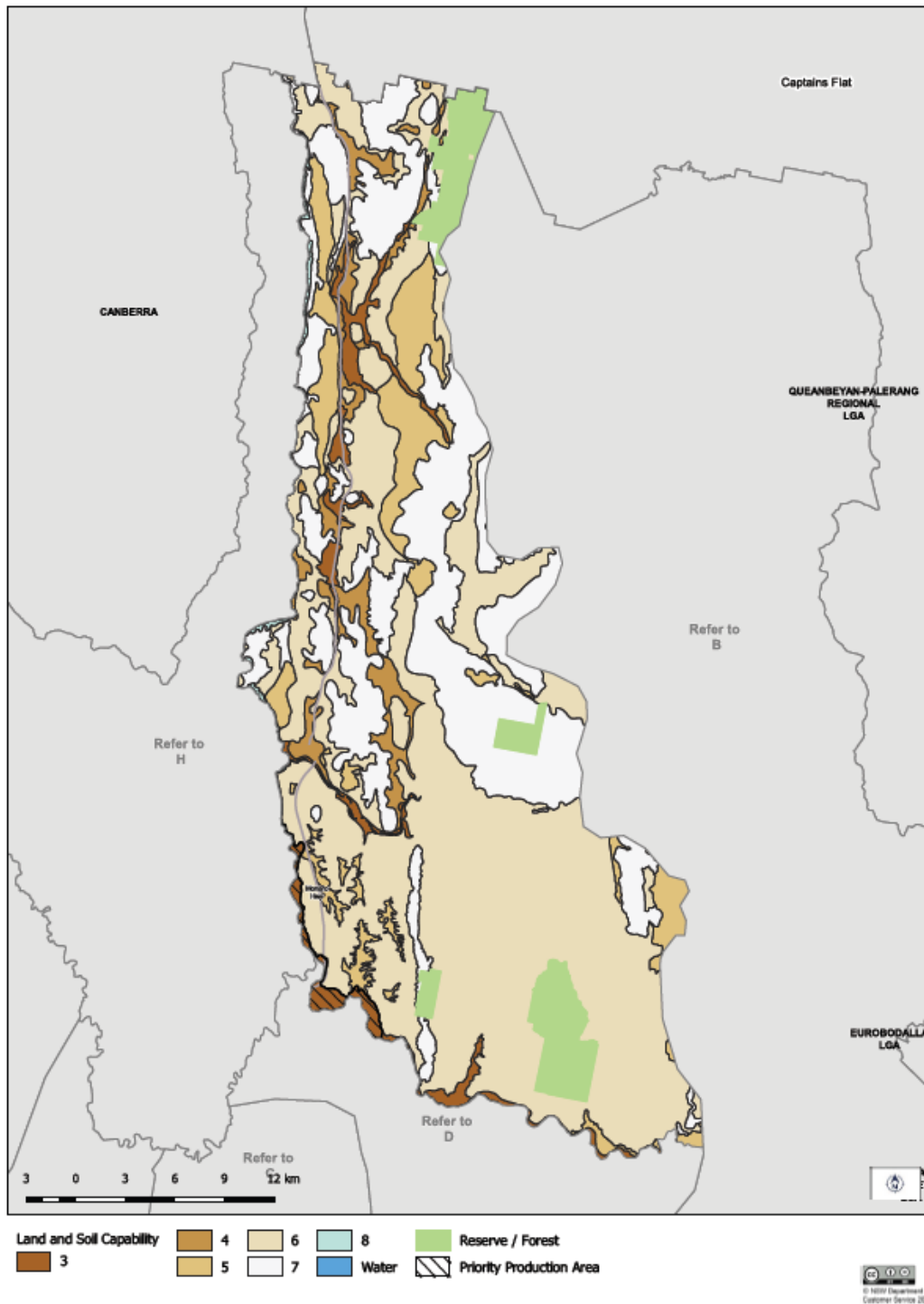


Figure 5 Canberra Corridor - Land and Soil Capability

Holding Analysis and Land Capability Assessment

Canberra Corridor - Inherent Soil Fertility

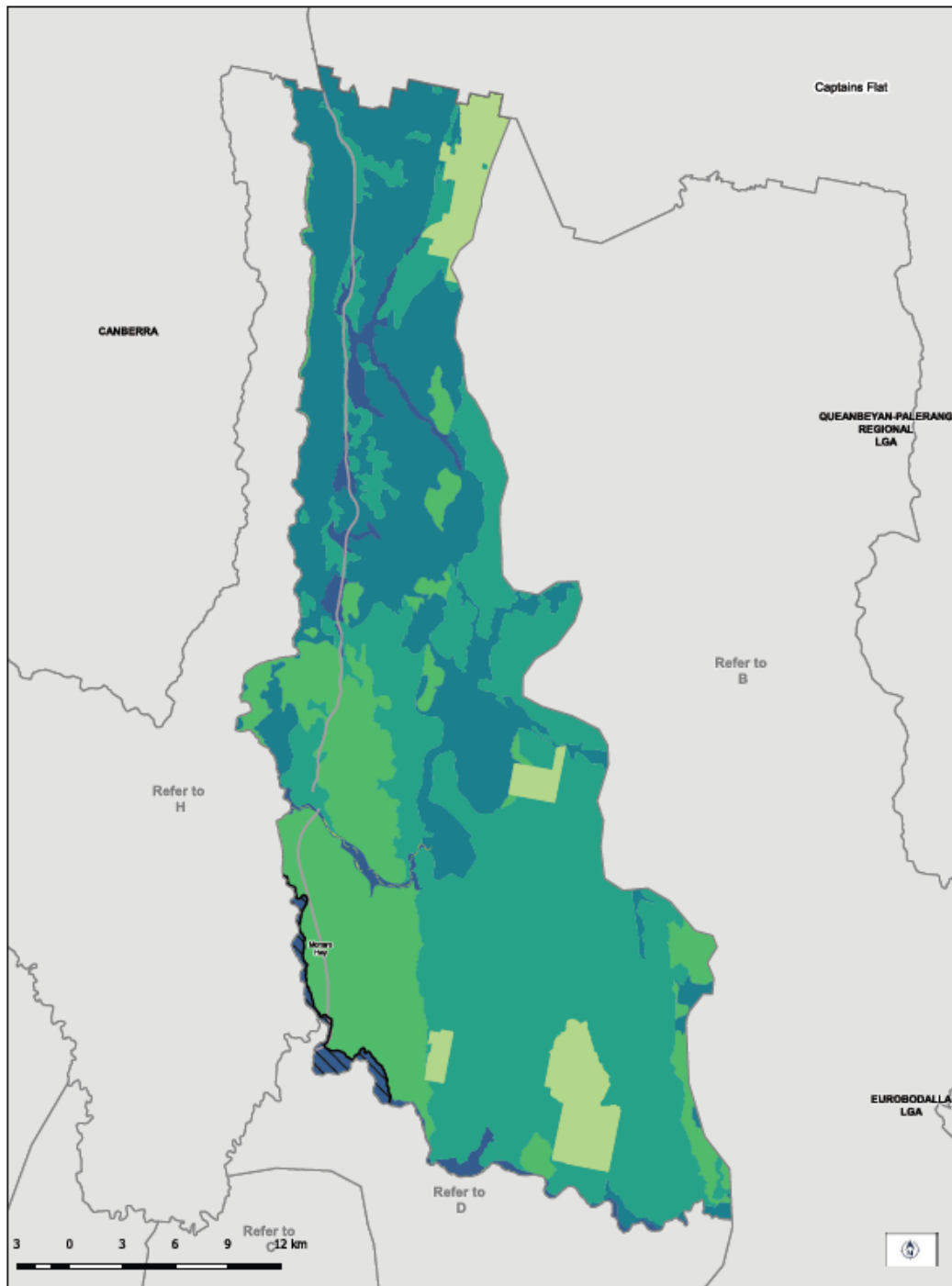


Figure 6 Canberra Corridor - Soil Fertility

Holding Analysis and Land Capability Assessment

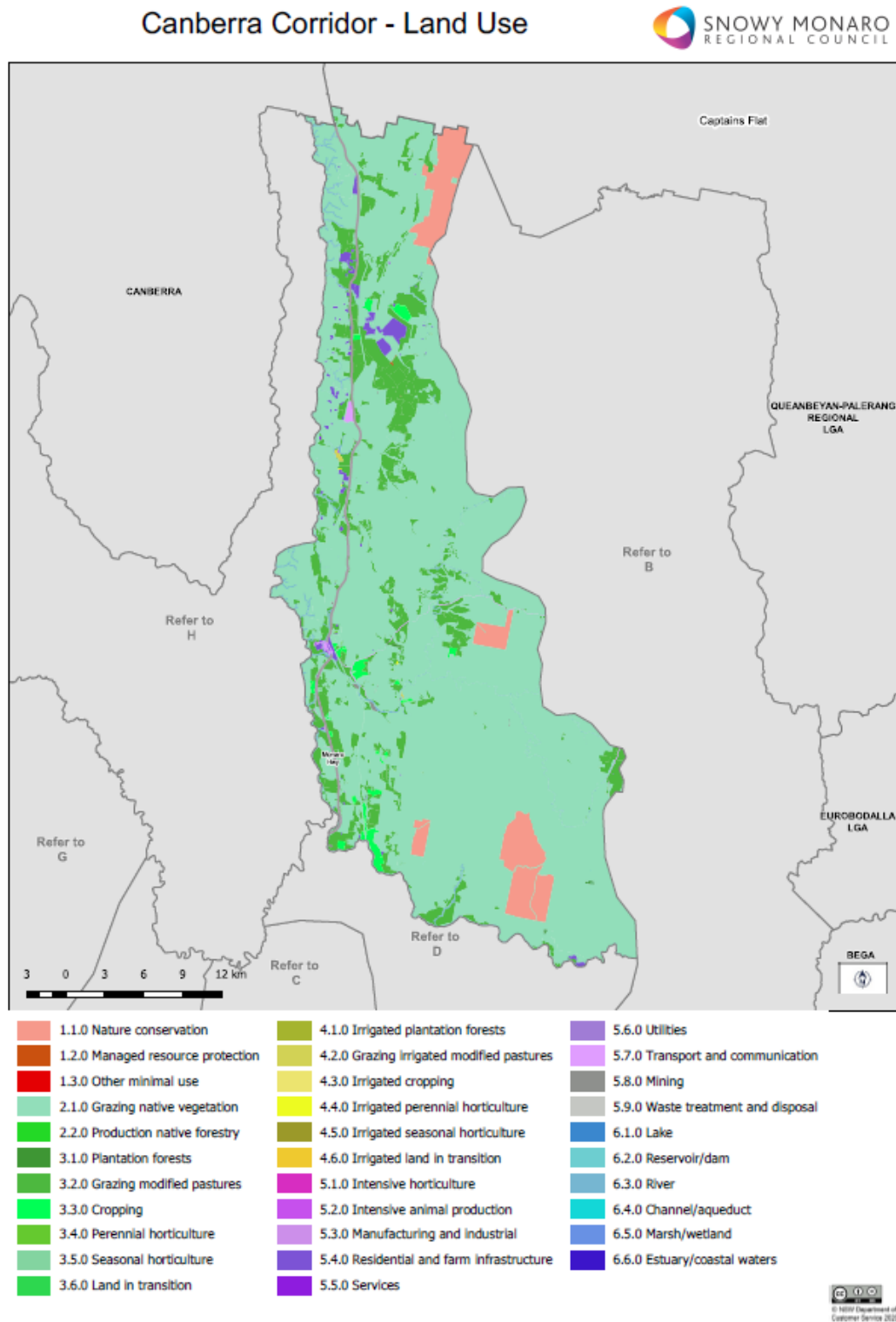
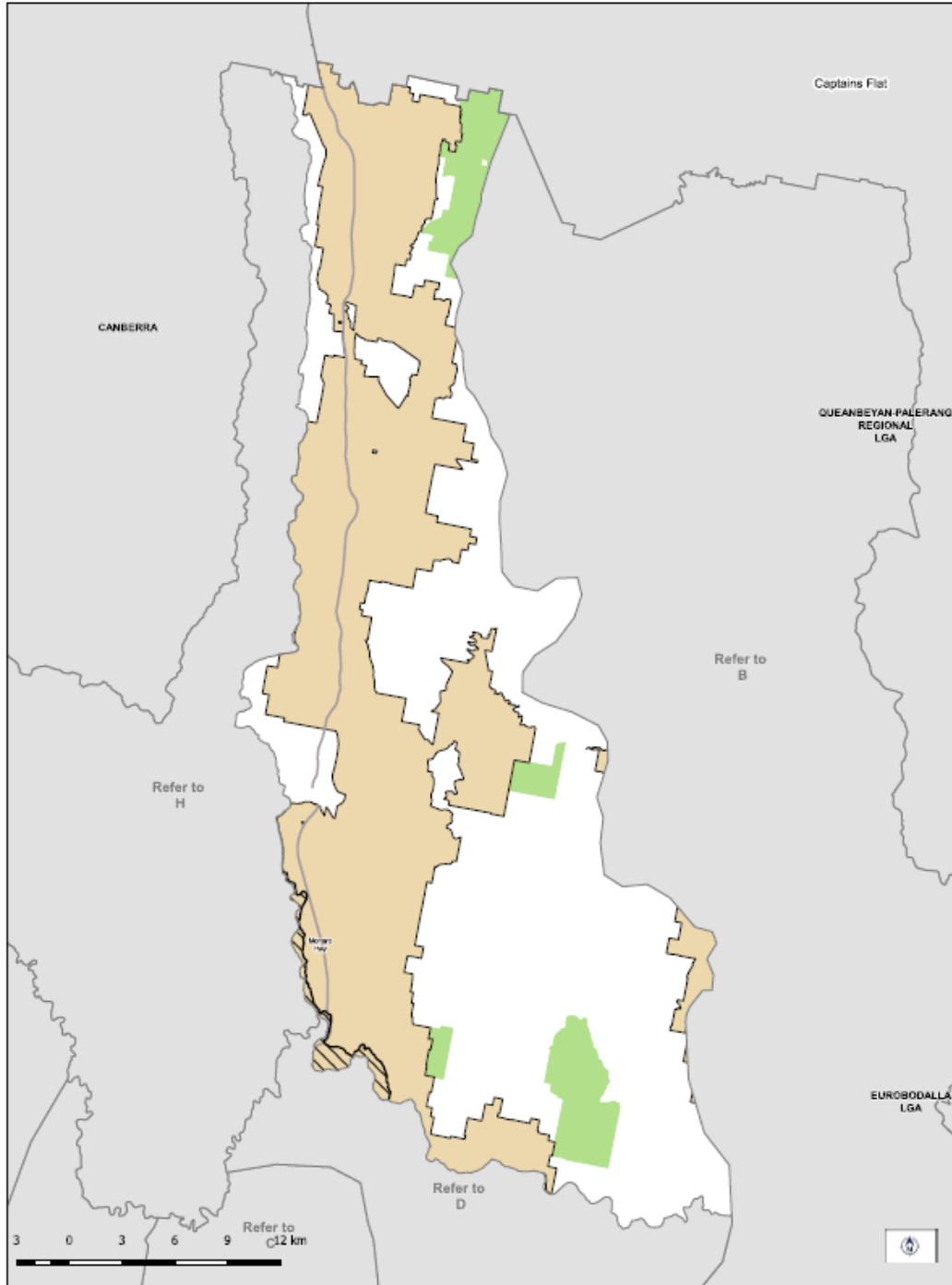


Figure 7 Canberra Corridor - Land Use

Holding Analysis and Land Capability Assessment

Canberra Corridor - RU1 Zone



RU1 Primary Production
 Reserve / Forest
 Priority Production Area



Figure 8 Canberra Corridor - Proposed RU1 Primary Production

Holding Analysis and Land Capability Assessment

4.4 Eastern Valleys (B)

The Eastern Valley is an area wedged between the high biodiversity values of the Tinderry Mountain Range and the escarpment to the South Coast. The area is relatively productive and mapped as Class 5 land and some isolated areas of Class 4 land as shown in **Figure 10**. Soil fertility is more mixed (**Figure 11**) but generally moderate to low, however the higher rainfall makes up for this deficit in fertility

Figure 12 shows that the area is largely used for grazing purposes, both modified and native pastures. The area contains pockets of softwood plantations as well as native forestry. The subregion is relatively isolated mostly serviced by rural roads with limited connections to major highways. The area is to be reinforced as a crucial primary production section of the region.

Class 5
Moderate–low capability land:
 Land has high limitations for high-impact land uses. Will largely restrict land use to grazing, some horticulture (orchards), forestry and nature conservation. The limitations need to be carefully managed to prevent long-term degradation.

Consideration should be given to the infrastructure available, maintenance requirements and the distance to services when considering an appropriate minimum lot size.

There is a wide spread on the holdings within this subregion. The majority of holdings are below 200 hectares and the average is 211 hectares. Roughly 9% exceed 600 hectares in area. At the recommended 200 hectare minimum lot size, there remains 180 opportunities for dwellings within the RU1 Primary Production Zone within this subregion.

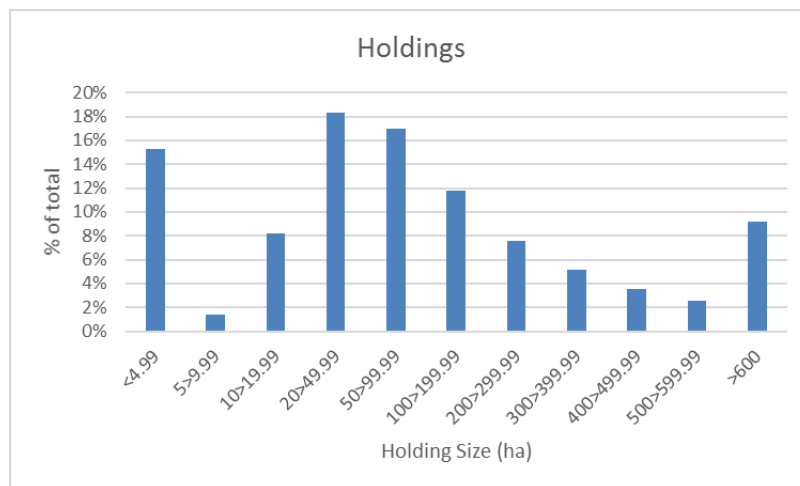


Figure 9 Holding Sizes within the Eastern Valleys

Holding Analysis and Land Capability Assessment

Average holding size	211ha
Recommended minimum lot size	200ha
Number of new lots/dwelling opportunities at recommended MLS	132

The dwelling opportunities number above of 132 assumes that each existing holding already contains a dwelling. This may not be the case and therefore is likely an underrepresentation of the number of dwelling opportunities that exist within this subregion.

Holding Analysis and Land Capability Assessment

Eastern Valleys - Land and Soil Capability

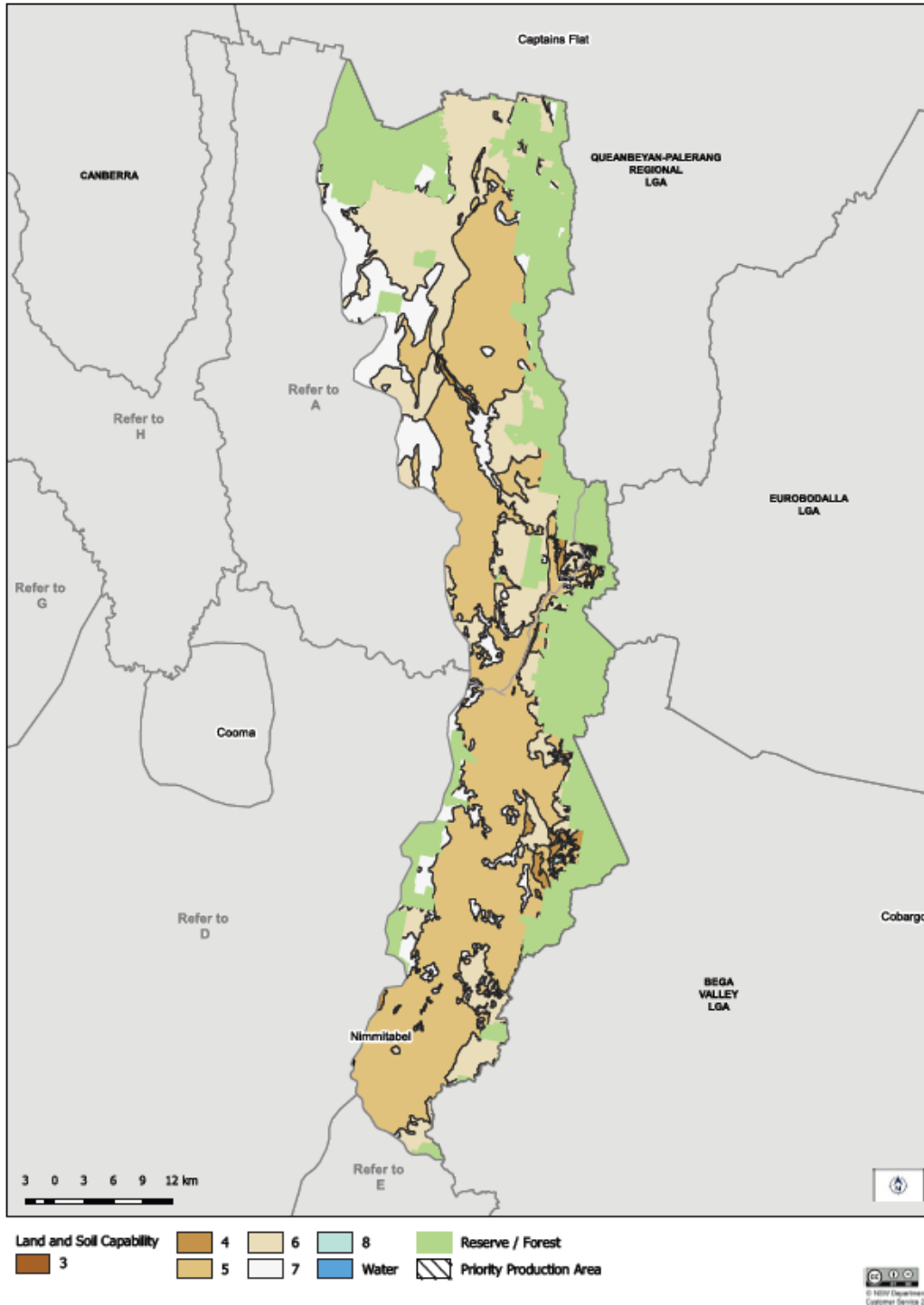


Figure 10 - Eastern Valleys - Land and Soil Capability

Holding Analysis and Land Capability Assessment

Eastern Valleys - Inherent Soil Fertility

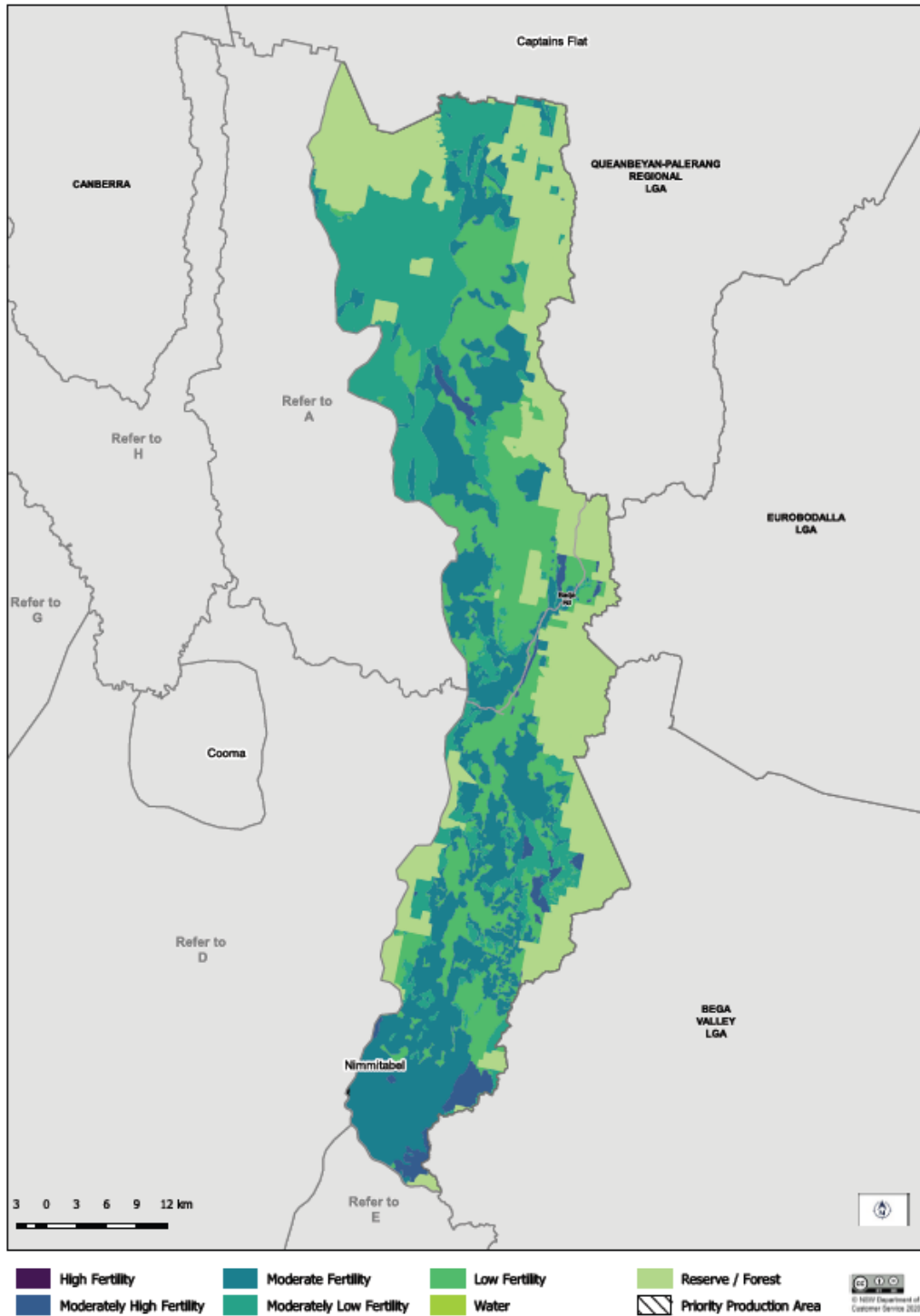


Figure 11 Eastern Valleys - Soil Fertility

Holding Analysis and Land Capability Assessment

Eastern Valleys - Land Use

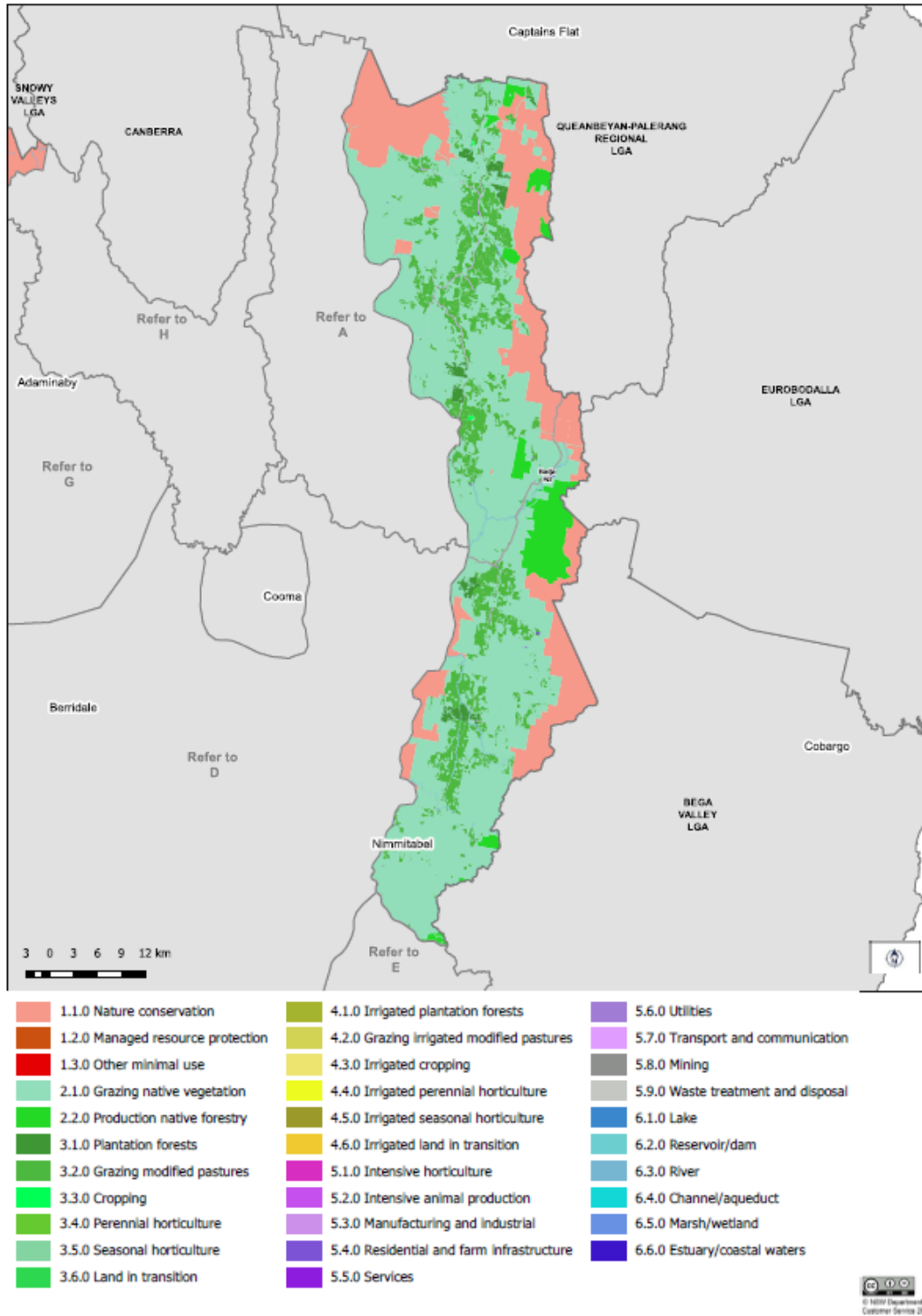
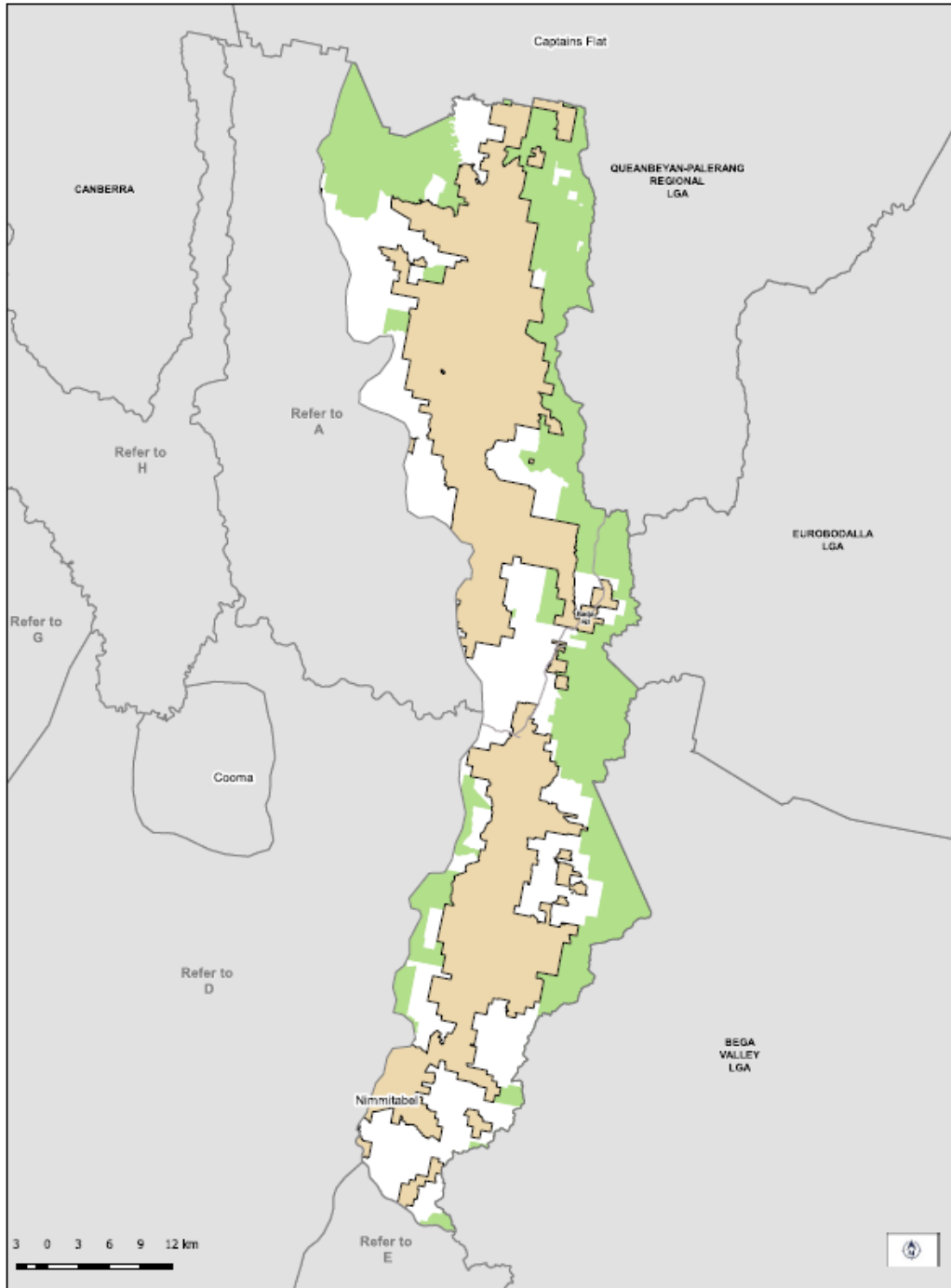


Figure 12 Eastern Valleys - Land Use

Holding Analysis and Land Capability Assessment

Eastern Valleys - RU1 Zone



RU1 Primary Production
 Reserve / Forest
 Priority Production Area



Figure 13 Eastern Valleys - Proposed RU1 Primary Production

Holding Analysis and Land Capability Assessment

4.5 Cooma (C)

The Cooma subregion is predominantly an urban area characterised by urban and rural residential development. However, immediately surrounding Cooma is largely Class 4 land (Figure 15). Soil fertility is moderately high (Figure 16) east of Cooma and to the west is heavily vegetated with poorer fertility. The area around Cooma is identified as regionally significant agricultural land, much of which has been improved. Almost all the land surrounding Cooma is utilised for grazing, whether improved or native pastures.

Generally, smaller holdings predominate within this subregion, which is to be expected due to the proximity to Cooma, however the majority of lots are below 100 hectares. Within area proposed to be zoned RU1 Primary Production within the Cooma subregion the average holding size is 79 hectares. At the recommend minimum lot size, there are still 82 opportunities for dwellings within the RU1 area of the Cooma subregion.

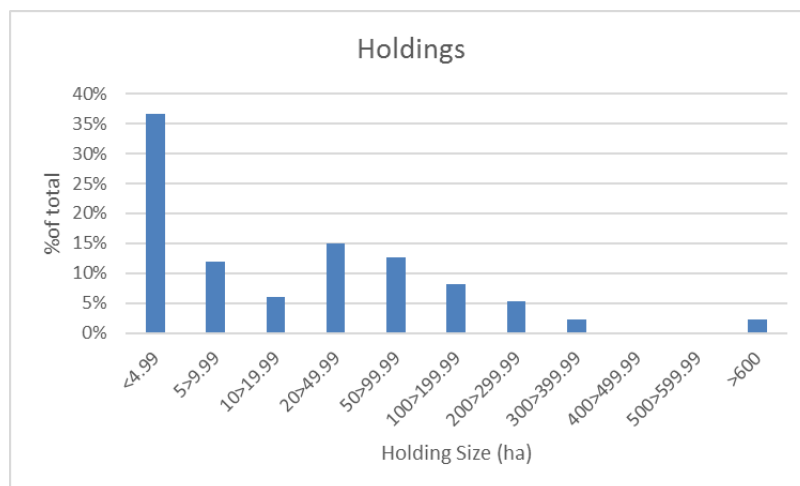


Figure 14 Holding Sizes within Cooma

Average Holding Size	79ha
Recommended Minimum Lot Size	80ha
Number of new lots/dwelling opportunities at recommended MLS	82

The dwelling opportunities number above of 82 assumes that each existing holding already contains a dwelling. This may not be the case and therefore is likely an underrepresentation of the number of dwelling opportunities that exist within this sub-region.

Holding Analysis and Land Capability Assessment

Cooma - Land and Soil Capability

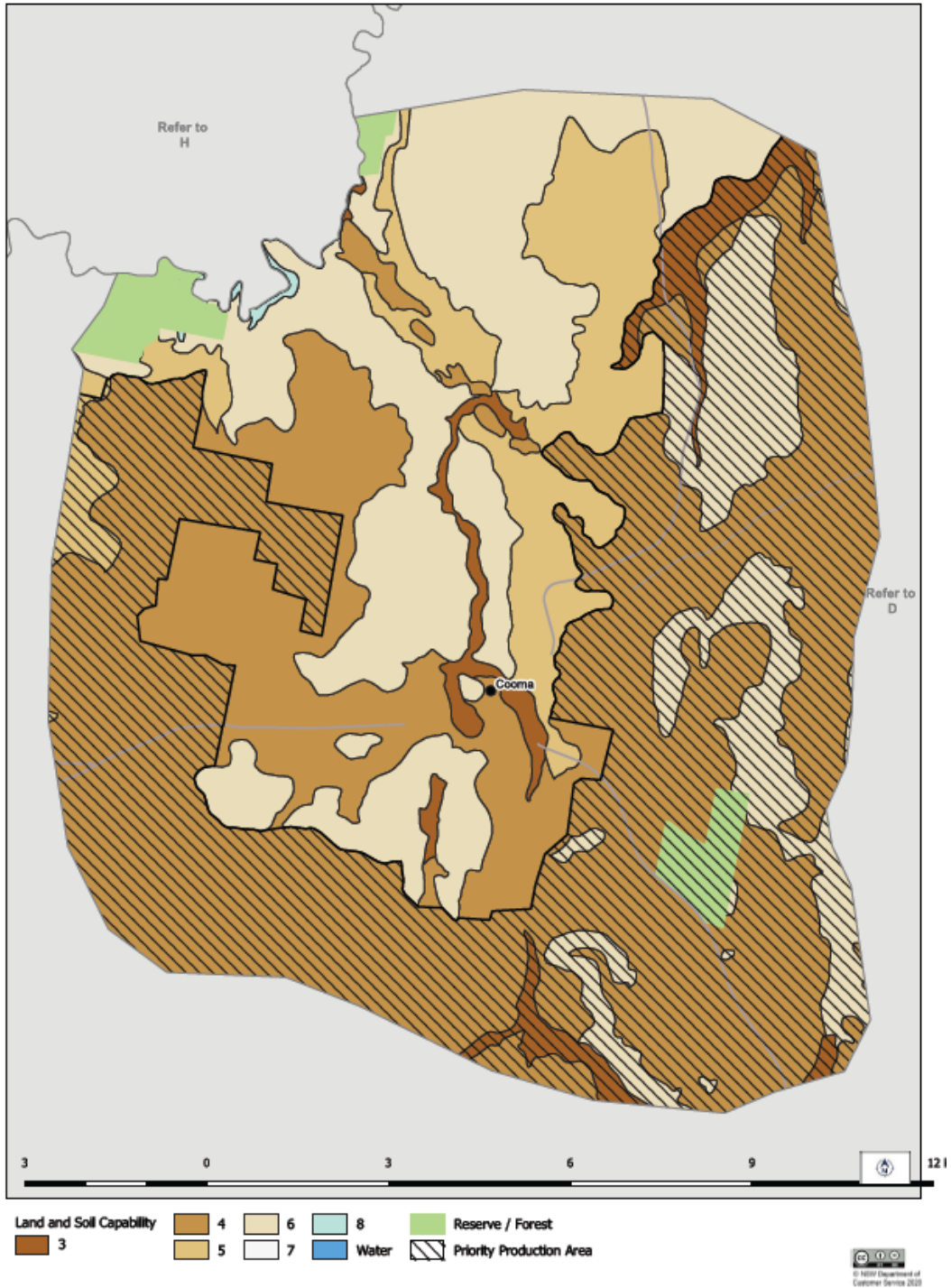


Figure 15 Cooma - Land and Soil Capability

Holding Analysis and Land Capability Assessment

Cooma - Inherent Soil Fertility

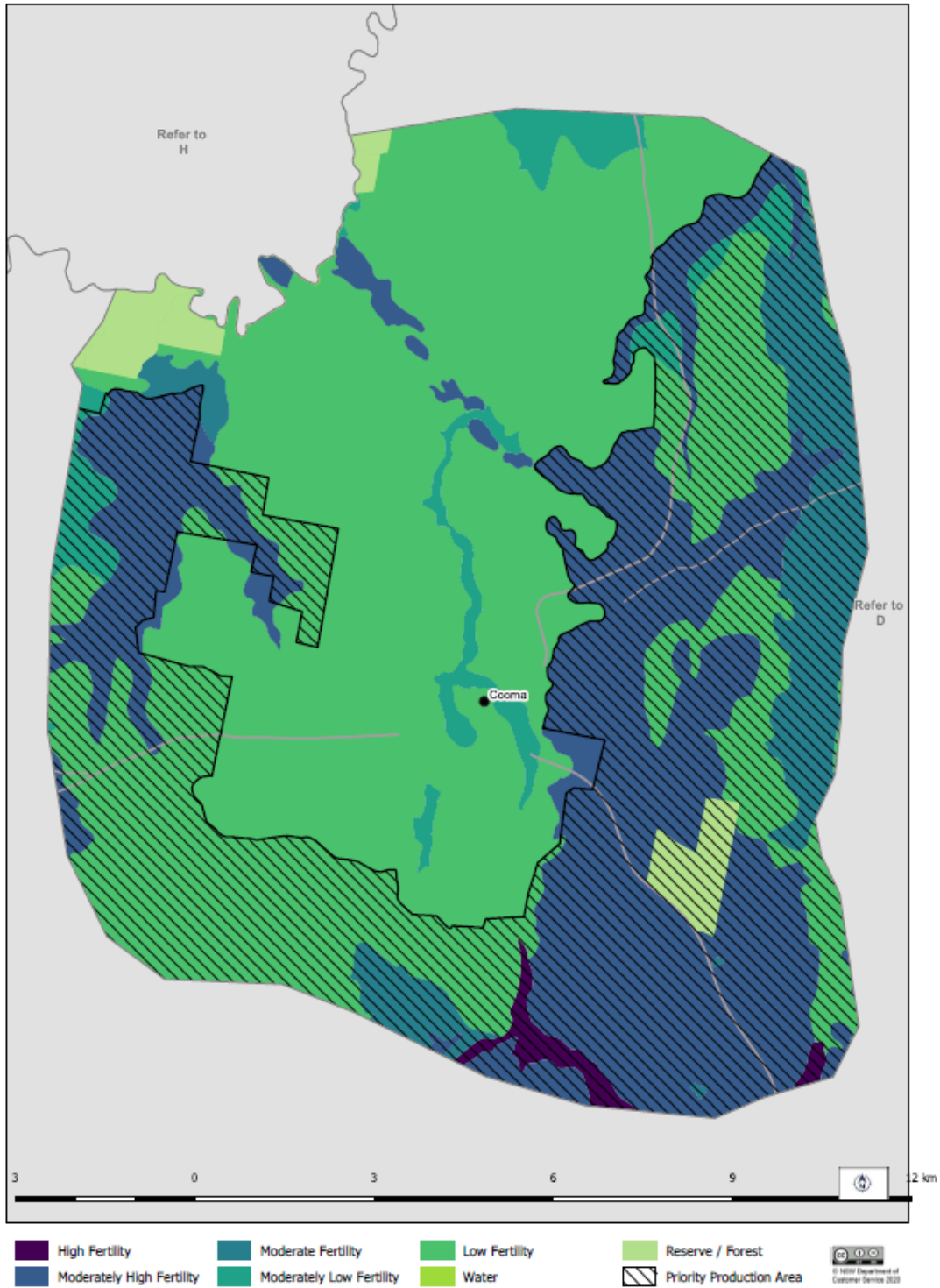


Figure 16 Cooma - Soil Fertility

Holding Analysis and Land Capability Assessment

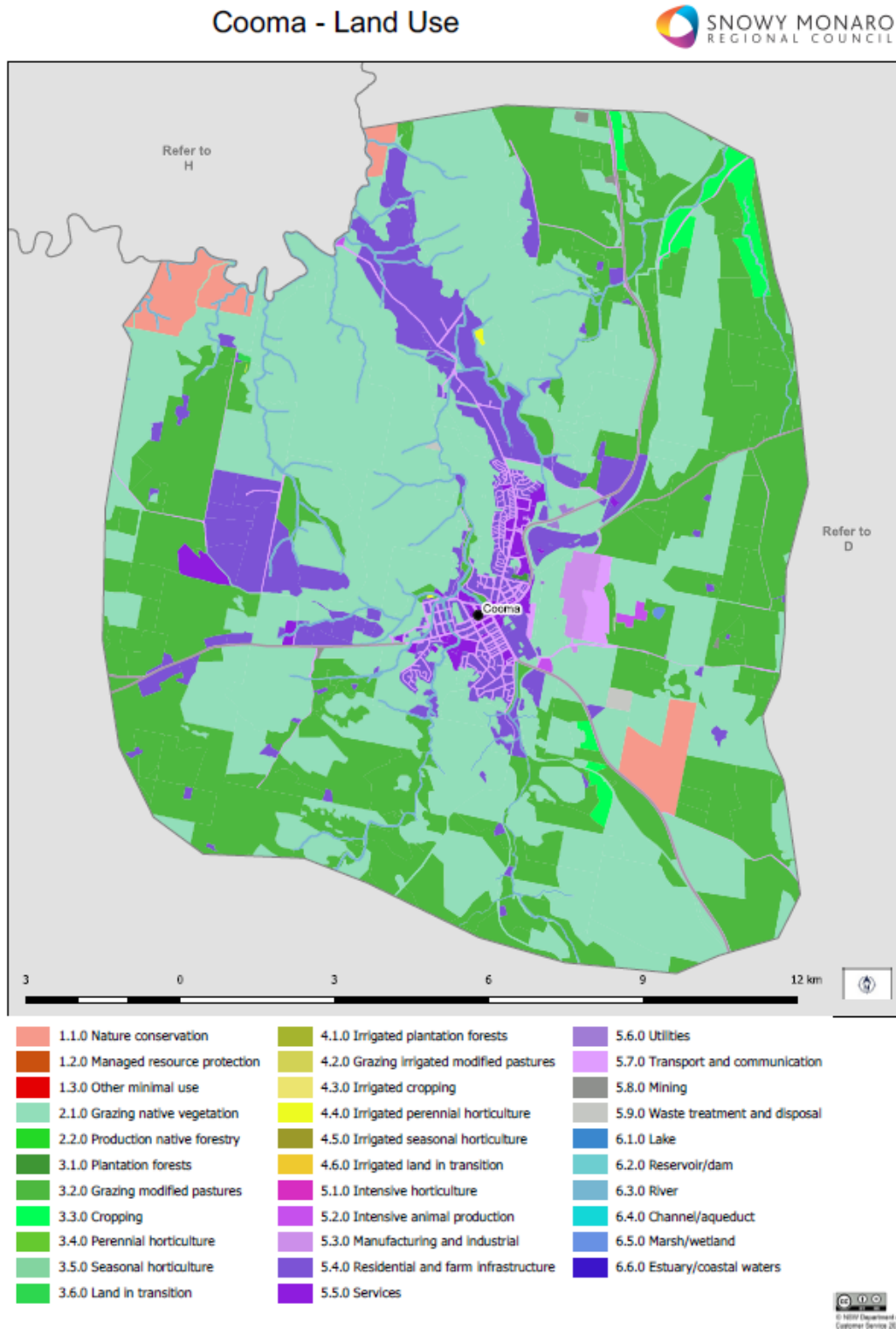


Figure 17 Cooma - Land Use

Holding Analysis and Land Capability Assessment

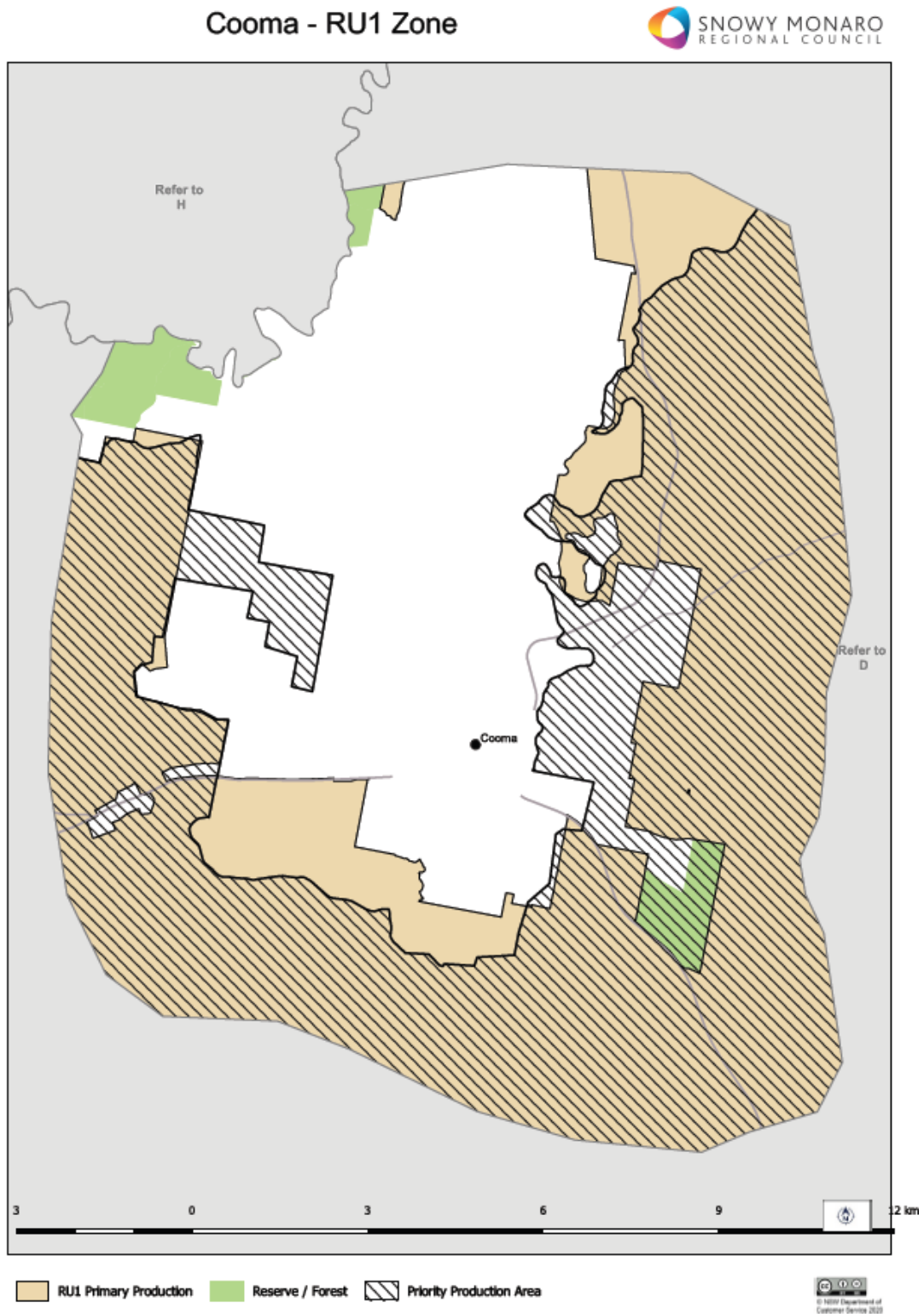


Figure 18 Cooma - Proposed RU1 Primary Production

Holding Analysis and Land Capability Assessment

4.6 Monaro (D)

The Monaro subregion is an undulating naturally treeless plain at an altitude of approximately 1000m. This subregion is roughly half Class 4 land and half Class 6 land (Figure 20). The Class 4 soils are highly to moderately high fertility, whereas the Class 6 soils are lower fertility (Figure 21). The higher quality land within this subregion constitutes regionally significant agricultural land identified as Priority Production Areas within the following maps. The naturally treeless plain was once dominated by native grassland, although many areas have now been sown to more productive pastures and the area is predominately used for grazing livestock with some areas of cropping.

The average holding size within this subregion is 263 hectares. Proceeding with a minimum lot size of 250ha would result in 474 dwelling opportunities. This is a considerable number of dwelling opportunities across some of the most productive land in the LGA.

Class 4 Moderate capability land: Land has moderate to high limitations for high-impact land uses. Will restrict land management options for regular high-impact land uses such as cropping, high-intensity grazing and horticulture. These limitations can only be managed by specialised management practices with a high level of knowledge, expertise, inputs, investment and technology.

Class 6 Low capability land: Land has very high limitations for high-impact land uses. Land use restricted to low-impact land uses such as grazing, forestry and nature conservation. Careful management of limitations is required to prevent severe land and environmental degradation

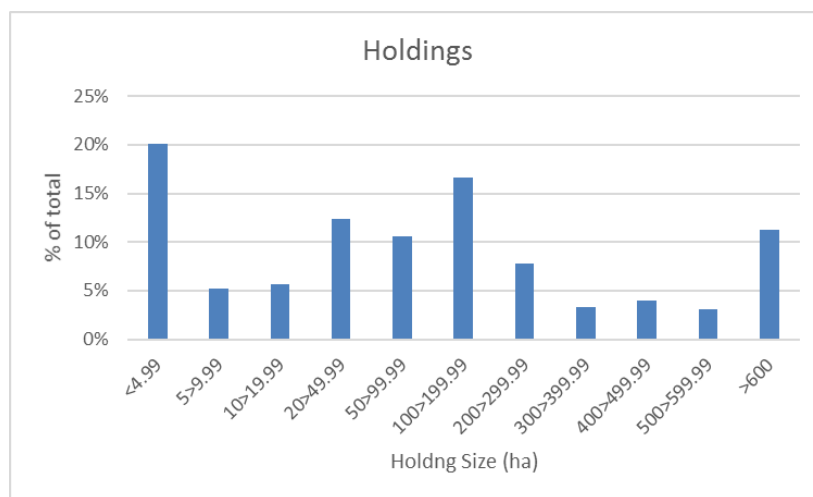


Figure 19 Holding Sizes in the Monaro

Approximately 50% of this area has a 400 hectare minimum lot size under the current Snowy River LEP. It is therefore recommended, as applies to about half of this area already, that a 400ha MLS be allocated to this area. This would result in 193 opportunities for dwellings.

Holding Analysis and Land Capability Assessment

Average holding size	263ha
Dwelling opportunities at a 250ha MLS	474
Recommended minimum lot size	400ha
Number of new lots/dwelling opportunities at recommended MLS	193

The dwelling opportunities number above of 474 assumes that each existing holding already contains a dwelling. This may not be the case and therefore is likely an underrepresentation of the number of dwelling opportunities that exist within this subregion.

Holding Analysis and Land Capability Assessment

Monaro - Land and Soil Capability

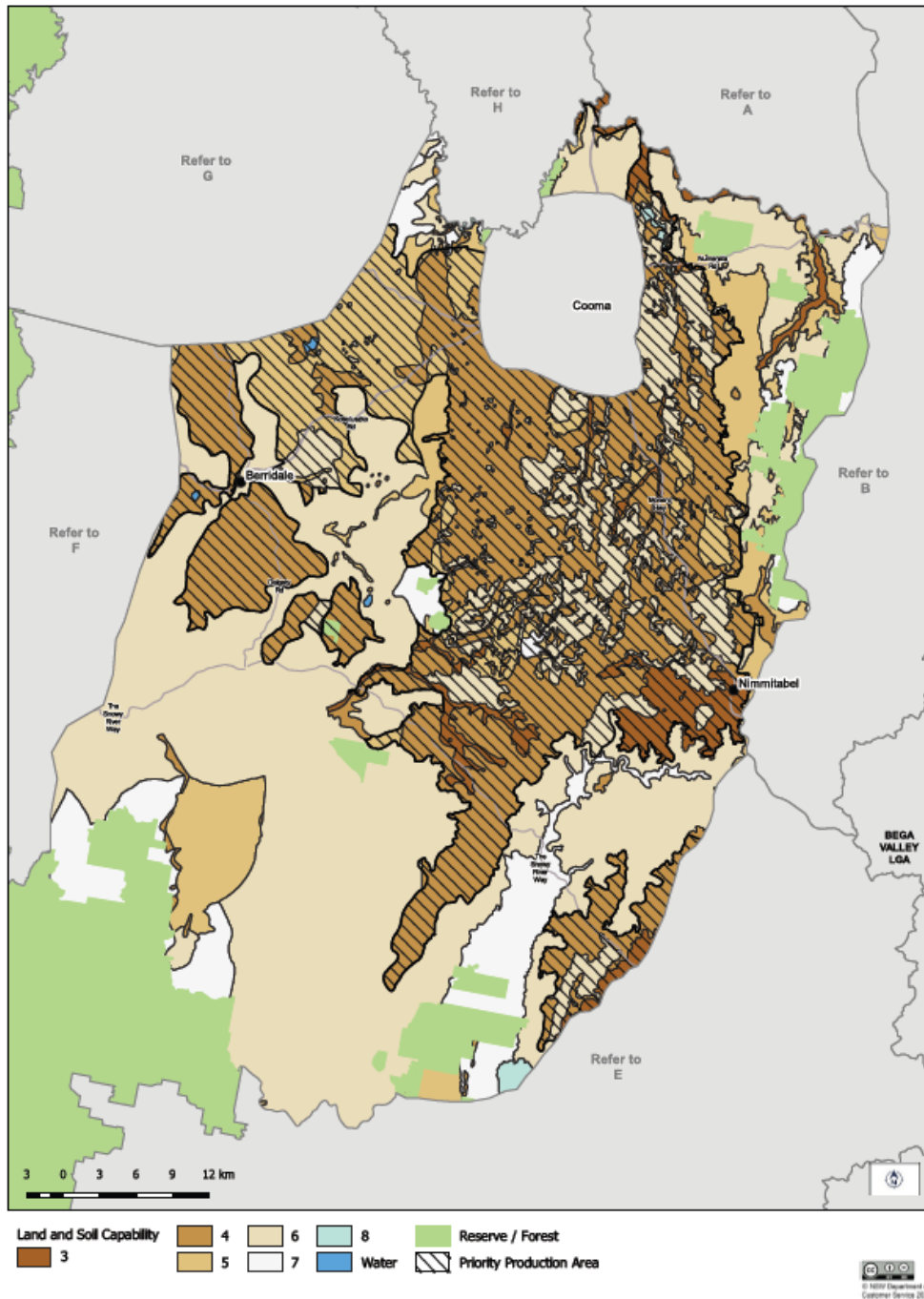


Figure 20 Monaro - Land and Soil Capability

Holding Analysis and Land Capability Assessment

Monaro - Inherent Soil Fertility

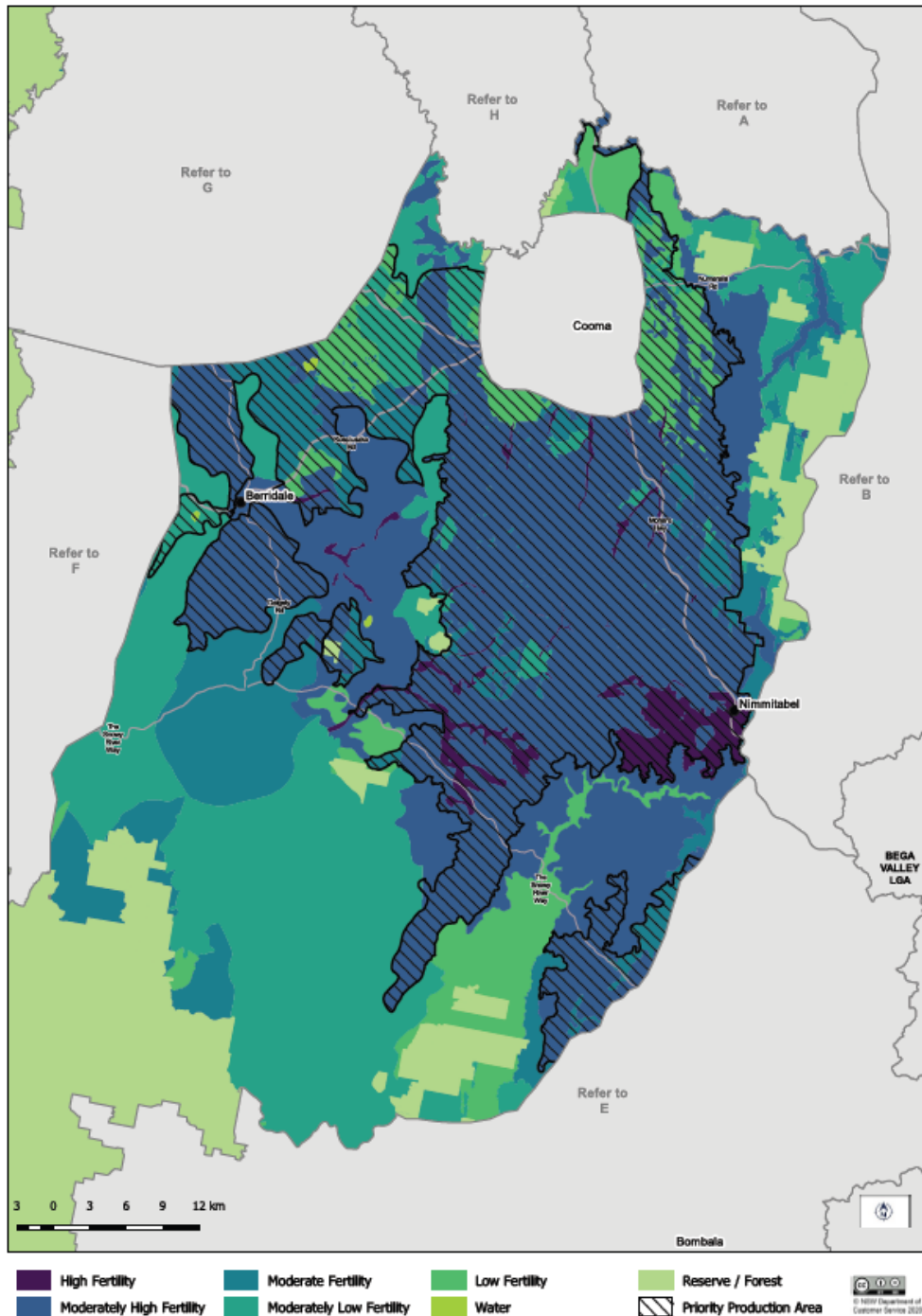


Figure 21 Monaro - Soil Fertility

Holding Analysis and Land Capability Assessment

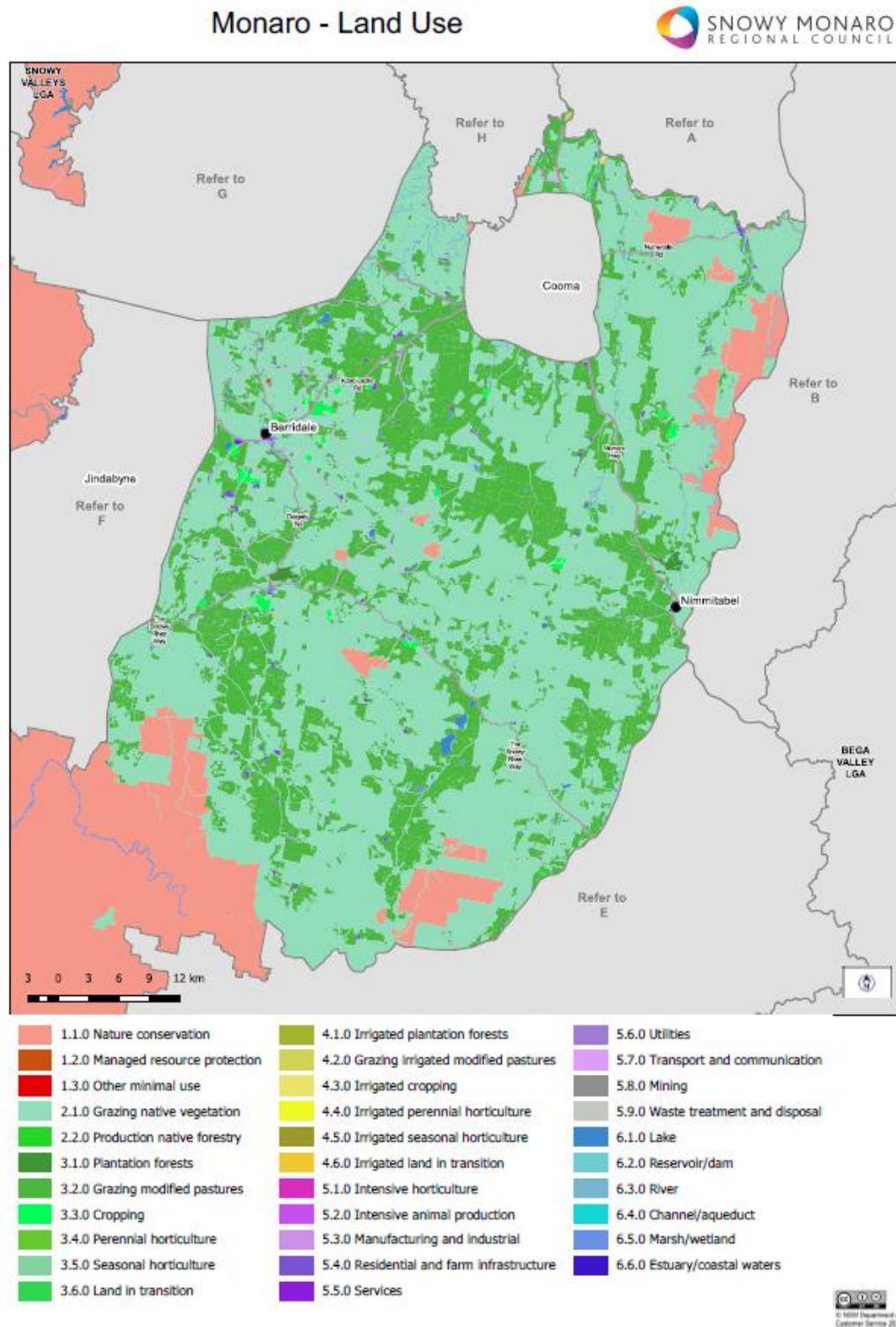


Figure 22 Monaro - Land Use

Holding Analysis and Land Capability Assessment

Monaro - RU1 Zone

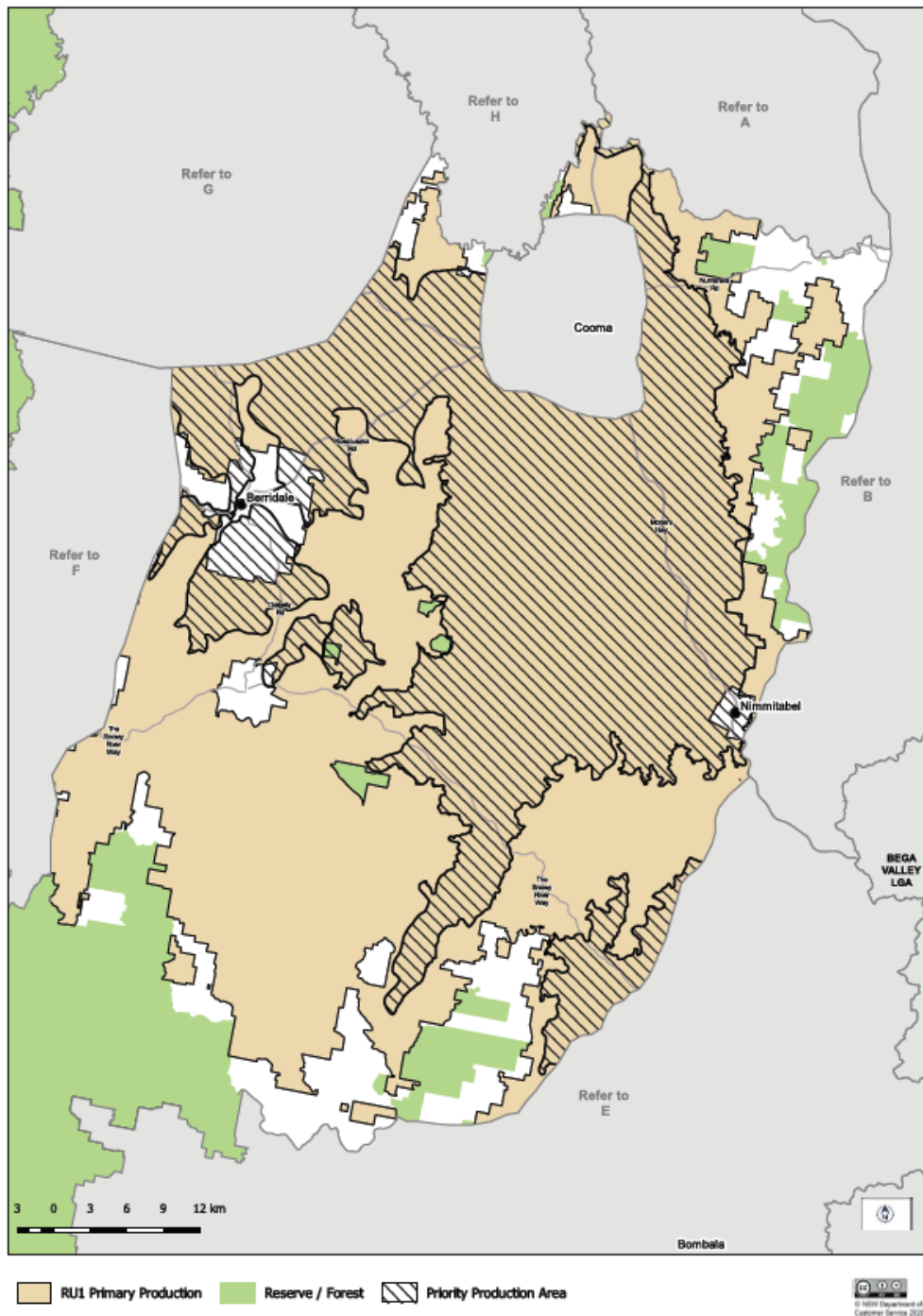


Figure 23 Monaro - Proposed RU1 Primary Production

Holding Analysis and Land Capability Assessment

4.7 Bombala (E)

The Bombala subregion is located on the southern Monaro. This area receives more rainfall than the central parts of the LGA, owing to the coastal influence. The area north of Bombala and around Delegate is Class 4 land and the best within this subregion, although these areas are divided by a strike of Class 7 and 8 land (Figure 25). Soil fertility is best north and south of Bombala (Figure 26), despite this land around Delegate (and Bombala) is recognised as regionally significant and shown as Priority Production Area in the following maps. The dominant land uses surrounding Bombala are grazing livestock. A large proportion of land within this subregion has been improved, although there are remaining areas of native vegetation being grazed. A significant proportion of land within this subregion is also utilised for both native hardwood forestry and softwood plantation forestry (Figure 27).

The majority of holdings are below 300 hectares and the average holding size is 224 hectares. At the recommended minimum lot size of 250 hectares, there remains 255 opportunities for dwellings within the proposed RUI Primary Production Zone within the Bombala subregion.

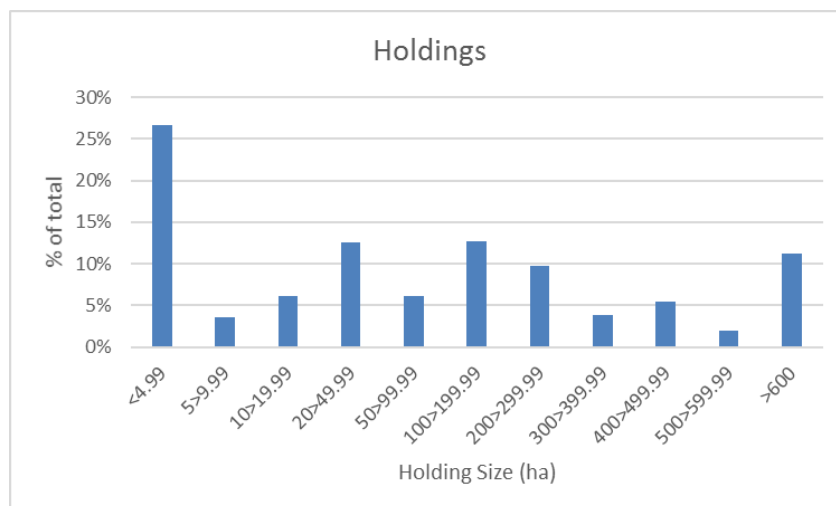


Figure 24 Holding Sizes within the Bombala subregion

Average Holding Size	224ha
Recommended Minimum Lot Size	250ha
Number of new lots/dwelling opportunities at recommended MLS	255

The dwelling opportunities number above of 255 assumes that each existing holding already contains a dwelling. This may not be the case and therefore is likely an underrepresentation of the number of dwelling opportunities that exist within this sub-region.

Holding Analysis and Land Capability Assessment

Bombala - Land and Soil Capability

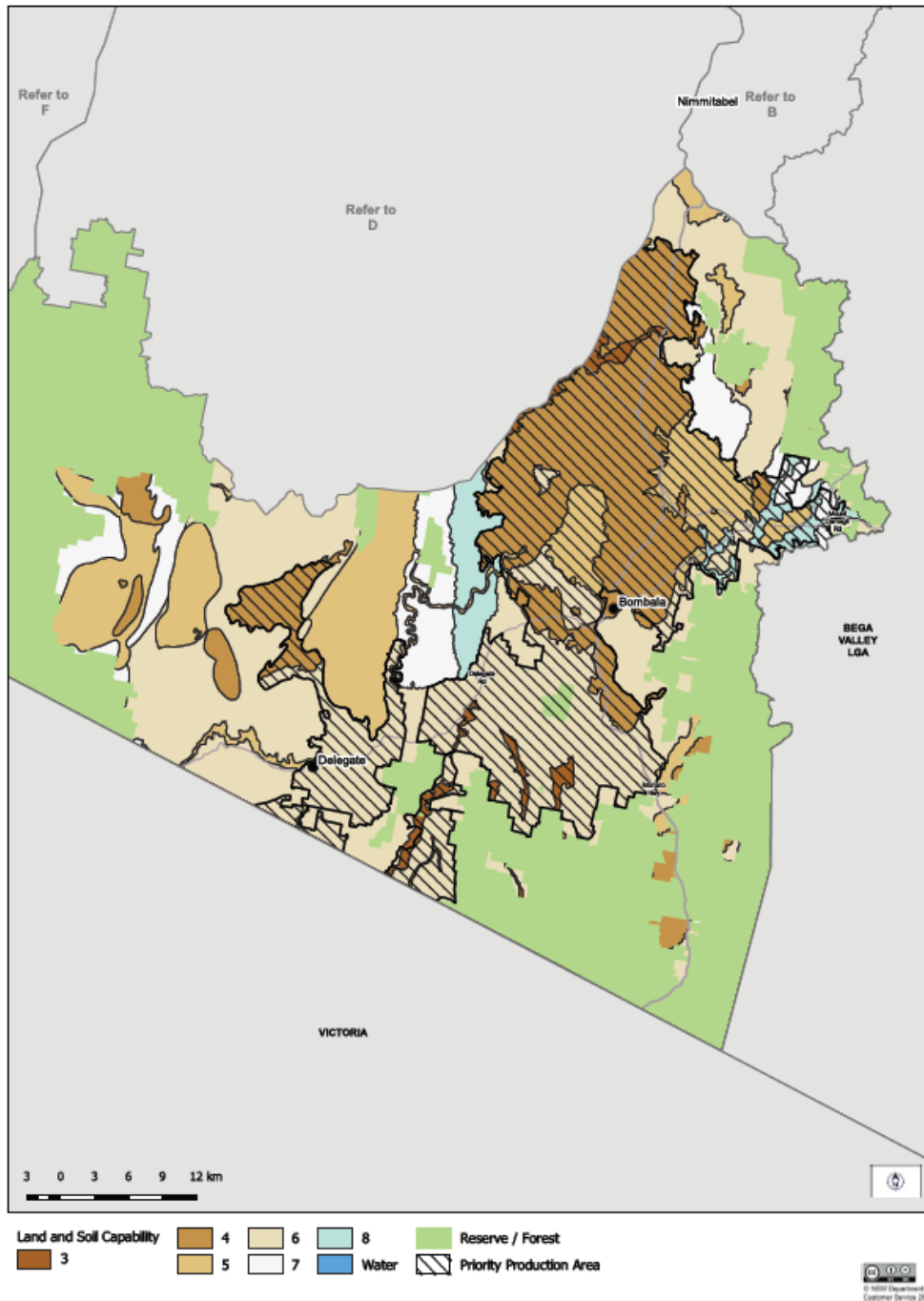


Figure 25 Bombala - Land Soil Capability

Holding Analysis and Land Capability Assessment

Bombala - Inherent Soil Fertility

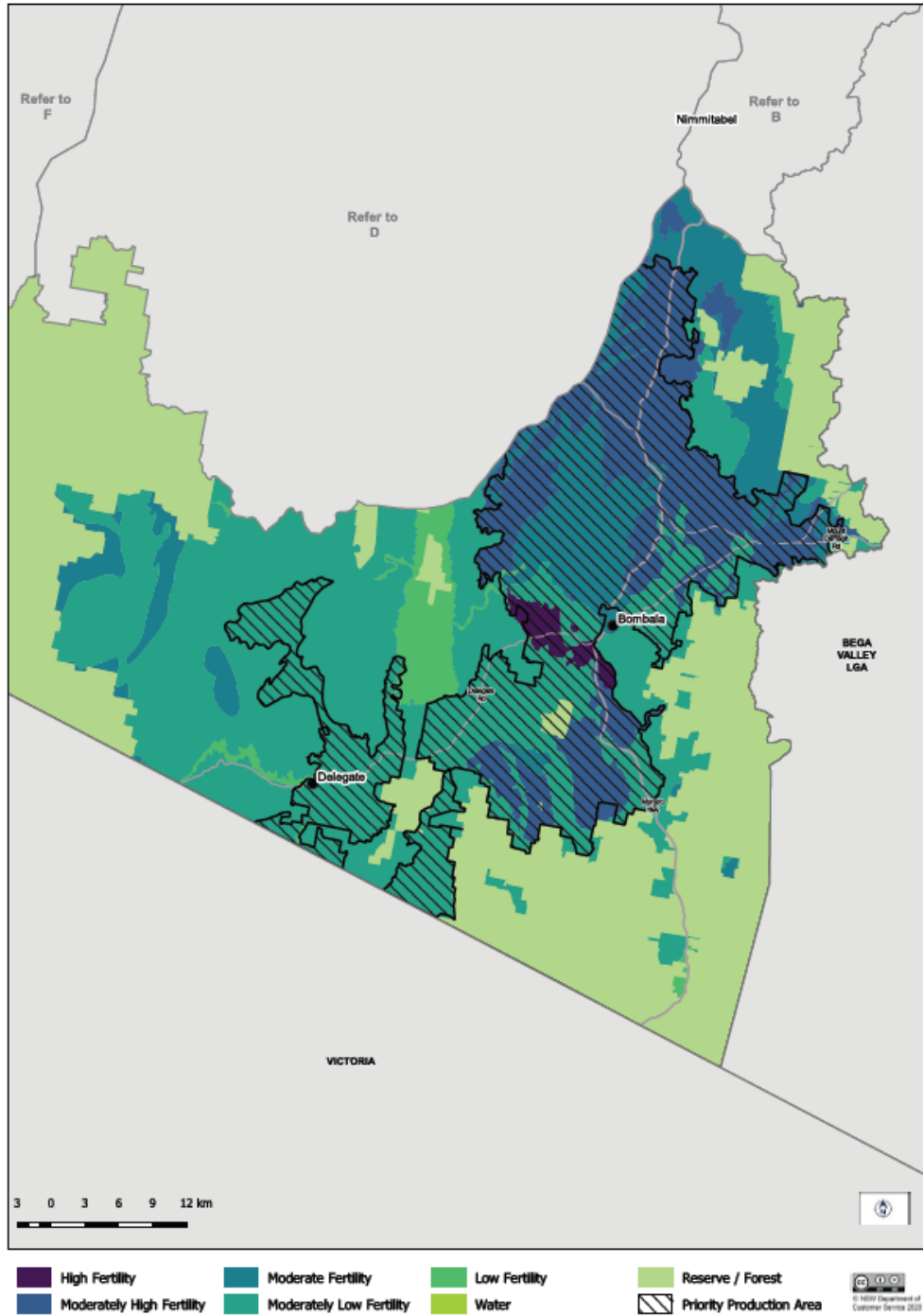


Figure 26 Bombala - Soil Fertility

Holding Analysis and Land Capability Assessment

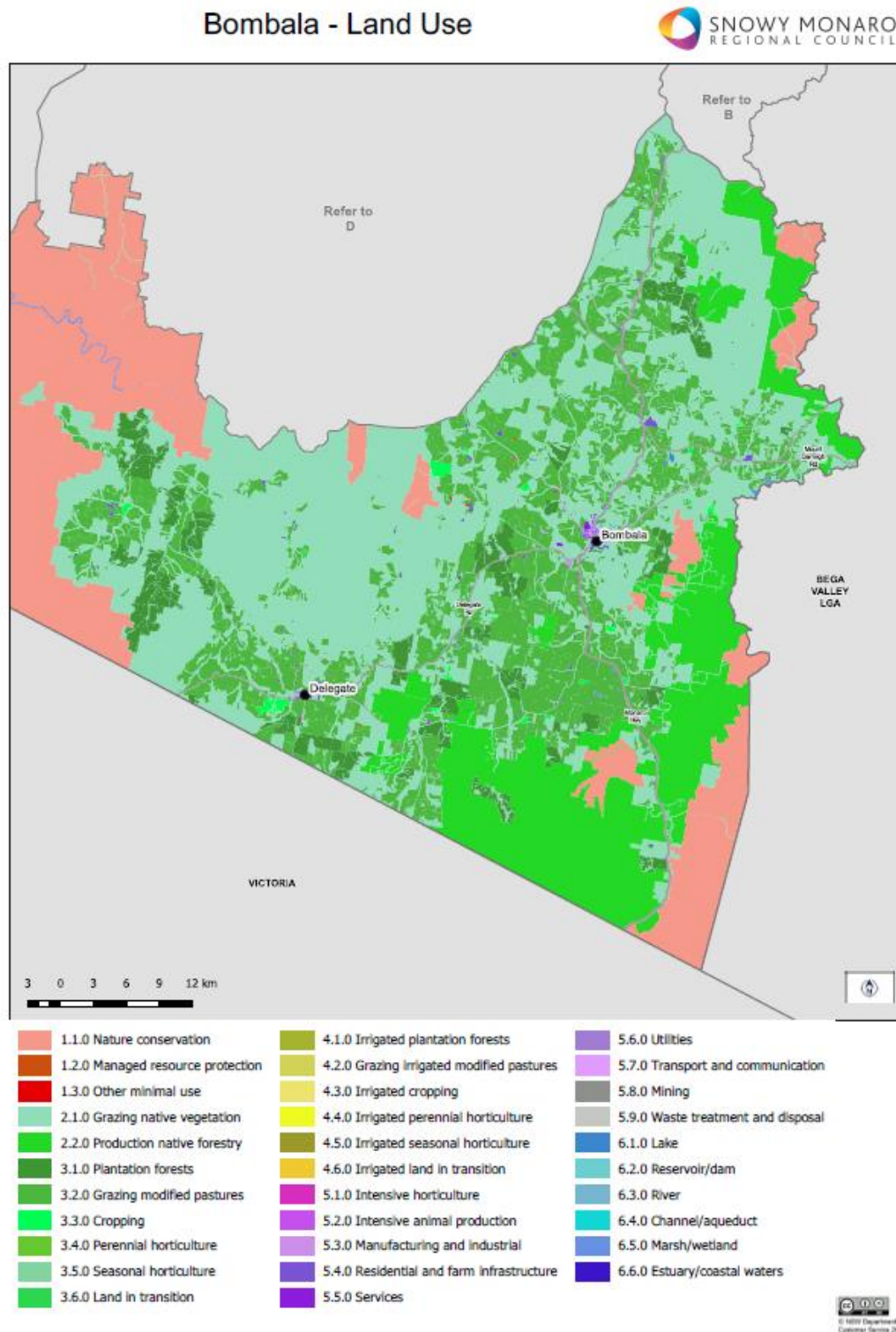
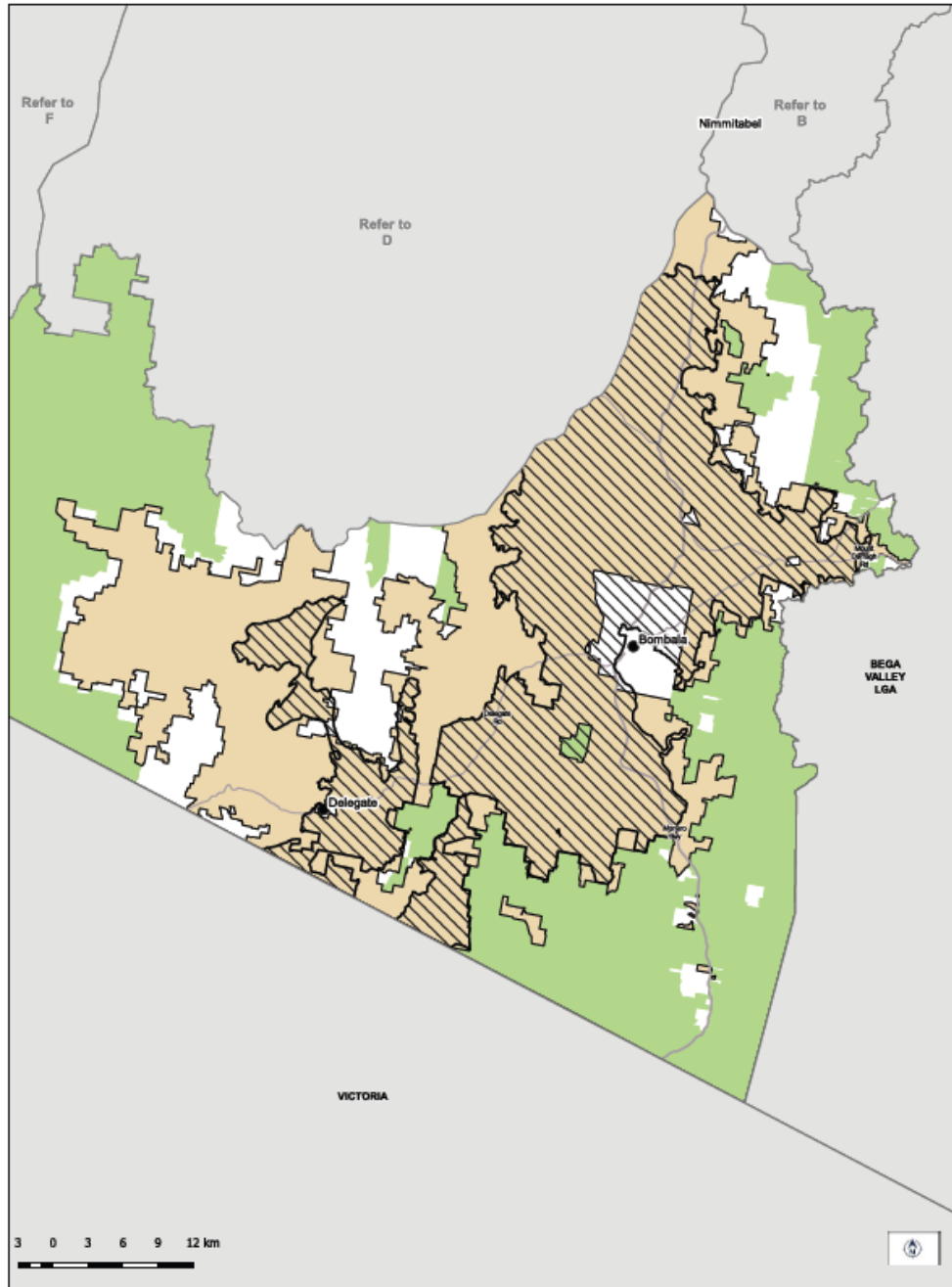


Figure 27 Bombala - Land Use

Holding Analysis and Land Capability Assessment

Bombala - RU1 Zone



RU1 Primary Production
 Reserve / Forest
 Priority Production Area



Figure 28 Bombala - Proposed RU1 Primary Production

Holding Analysis and Land Capability Assessment

4.8 Jindabyne (F)

The rural landscape surrounding Jindabyne is an elevated, undulating patchwork of Tablelands Snow Gum Grassy Woodland and natural temperate grasses interspersed with cleared land sown to pasture. This subregion is physically constrained and much of the area is Class 6 and not suitable for cultivation (Figure 30). This coupled with a challenging climate and topography means that the grazing of livestock dominates the rural land use as shown in Figure 32.

Class 6 Low capability land:
 Land has very high limitations for high-impact land uses. Land use restricted to low-impact land uses such as grazing, forestry and nature conservation. Careful management of limitations is required to prevent severe land and environmental degradation

The existing minimum lot size for this area is 250 hectares, however the average holding size is 182 hectares. A reduction in the minimum lot size can be supported as there remains the opportunity for only 18 dwellings within the proposed RU1 Primary Production area within this subregion with the 200 hectare minimum lot size.

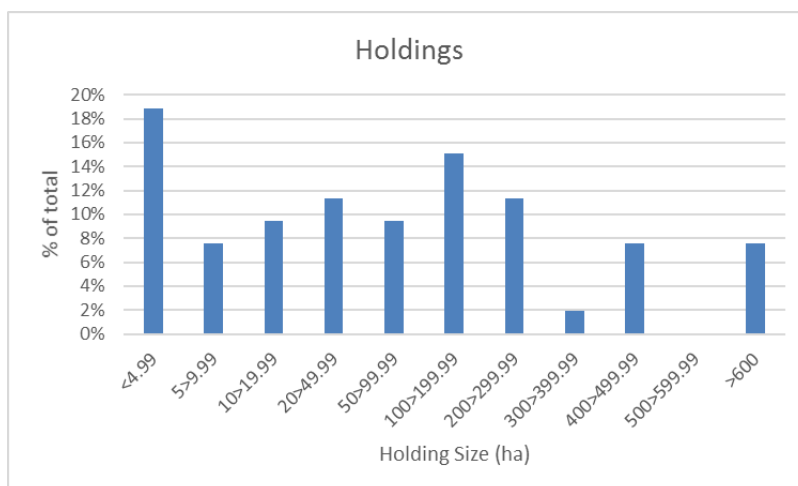


Figure 29 Holdings within the Jindabyne subregion

Average holding size	182ha
Recommended dwelling density	200ha
Number of new lots/dwelling opportunities at recommended MLS	18

The dwelling opportunities number above of 18 assumes that each existing holding already contains a dwelling. This may not be the case and therefore is likely an underrepresentation of the number of dwelling opportunities that exist within this subregion.

Holding Analysis and Land Capability Assessment

Jindabyne - Land and Soil Capability

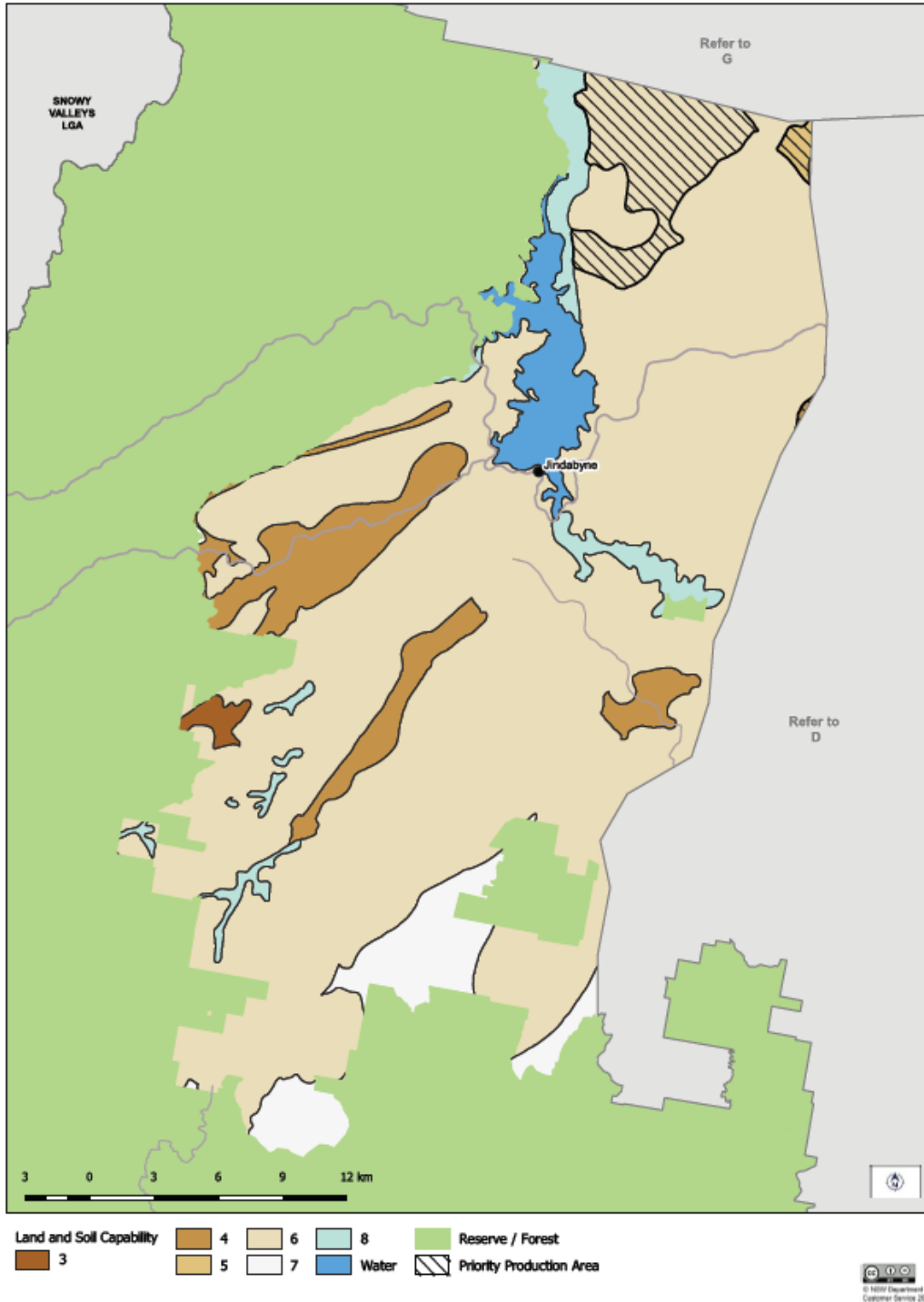


Figure 30 Jindabyne - Land Soil Capability

Holding Analysis and Land Capability Assessment

Jindabyne - Inherent Soil Fertility

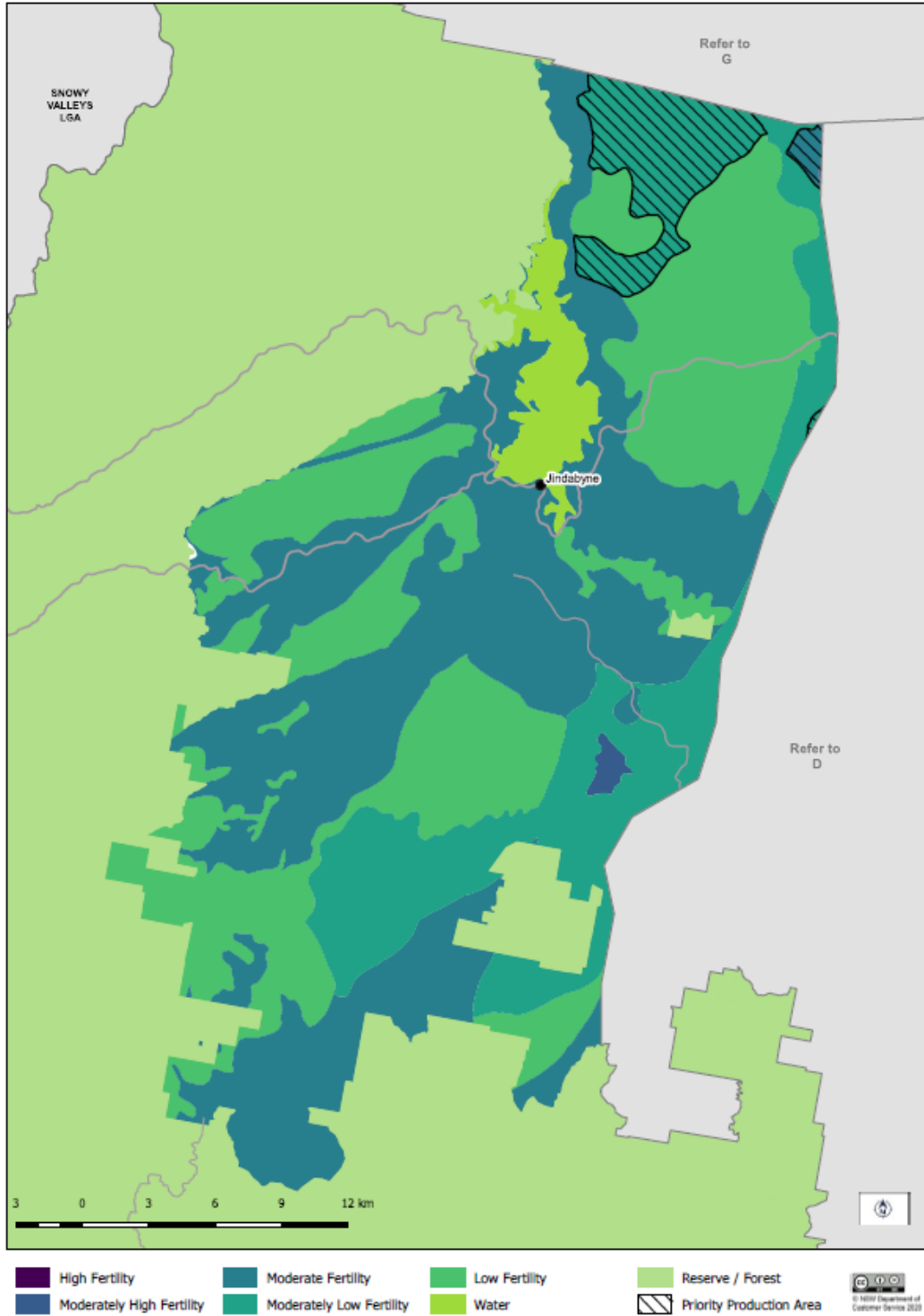


Figure 31 Jindabyne - Soil Fertility

Holding Analysis and Land Capability Assessment

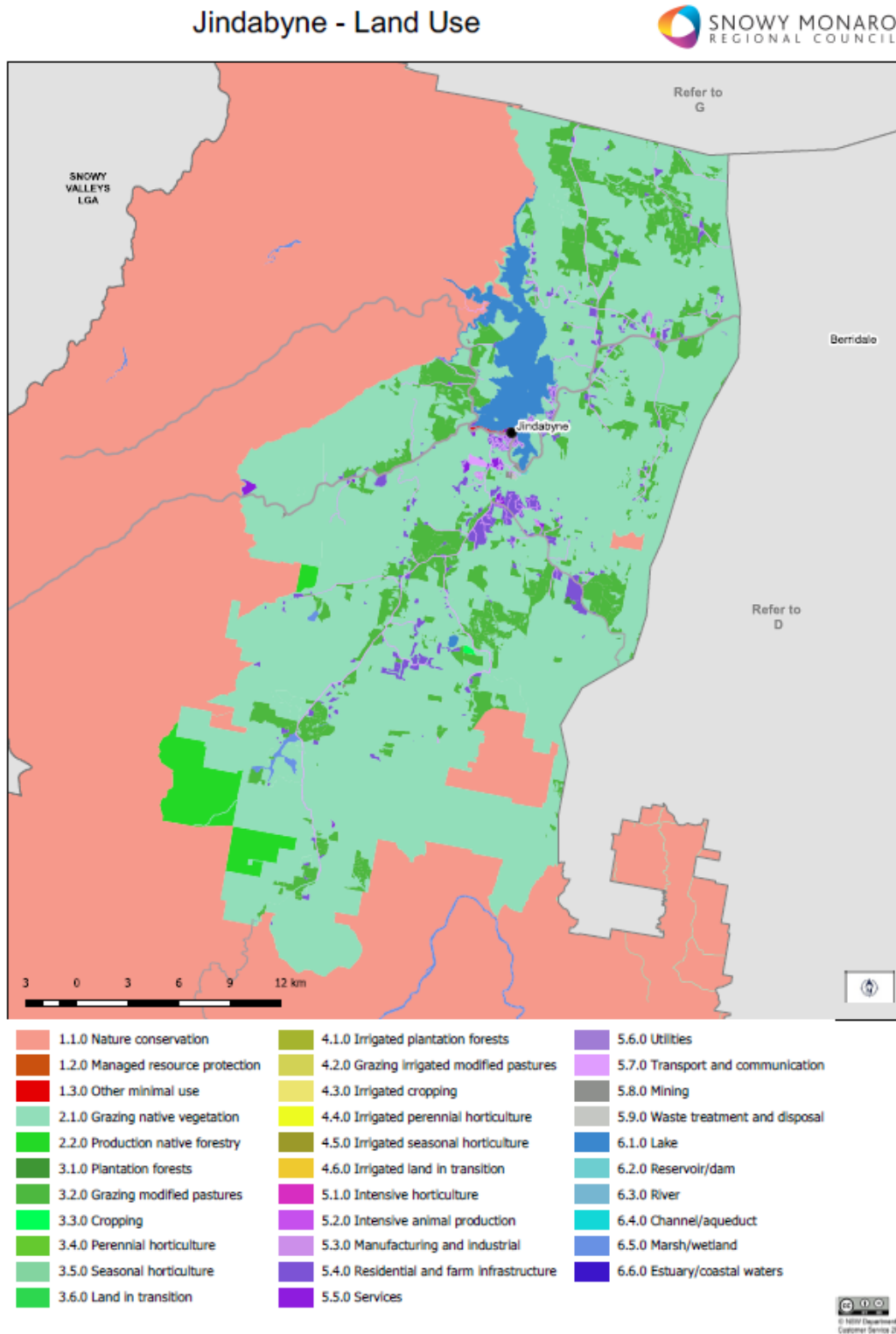


Figure 32 Jindabyne - Land Use

Holding Analysis and Land Capability Assessment

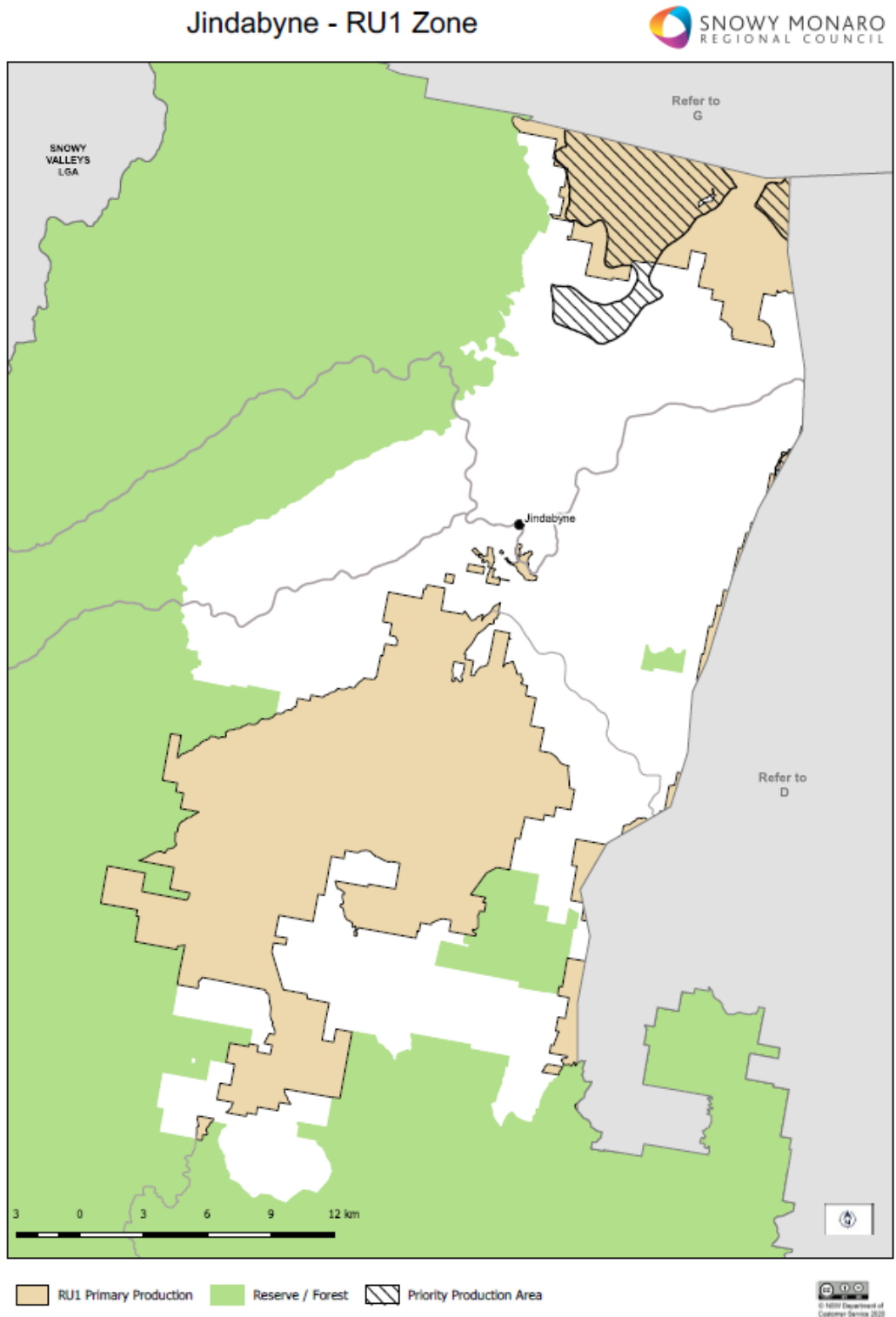


Figure 33 Jindabyne - Proposed RU1 Primary Production

Holding Analysis and Land Capability Assessment

4.9 Eucumbene (G)

The Eucumbene subregion is a subalpine landscape characterised by rolling undulating hills in the main and is rugged and hilly in the north and west. This subregion also contains Lake Eucumbene, which occupies a significant proportion of this subregion. The land to the south of Lake Eucumbene and surrounding Adaminaby is Class 5 land with streaks of Class 4 (Figure 35) and these areas generally align with an area of moderate soil fertility (Figure 36). Much of the Adaminaby/Eucumbene area has been cleared for agricultural production and now supports the grazing of livestock on modified pastures, particularly around Adaminaby (Figure 37). Some of the LGAs regionally significant agricultural land extends up to Lake Eucumbene and is represented on the following maps as Priority Production Area. The Murrumbidgee River is an essential feature of the rural landscape with adjacent river flats supporting some areas of higher value irrigated crops.

Class 5 Moderate–low capability land: Land has high limitations for high-impact land uses. Will largely restrict land use to grazing, some horticulture (orchards), forestry and nature conservation. The limitations need to be carefully managed to prevent long-term degradation.

The current minimum lot size for this subregion is 250 hectares. The average holding size is 224 hectares. It is not proposed to change the minimum lot size given the average holding size and the constraints of this subalpine landscape. With the 250 hectare minimum lot size remains 133 opportunities for dwellings across the proposed RU1 Primary Production Zone within the Eucumbene subregion.

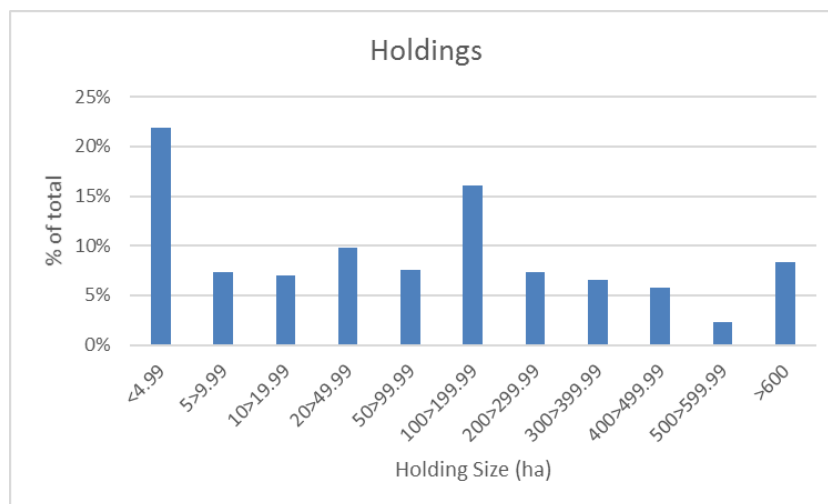


Figure 34 Holding Size within the Eucumbene subregion

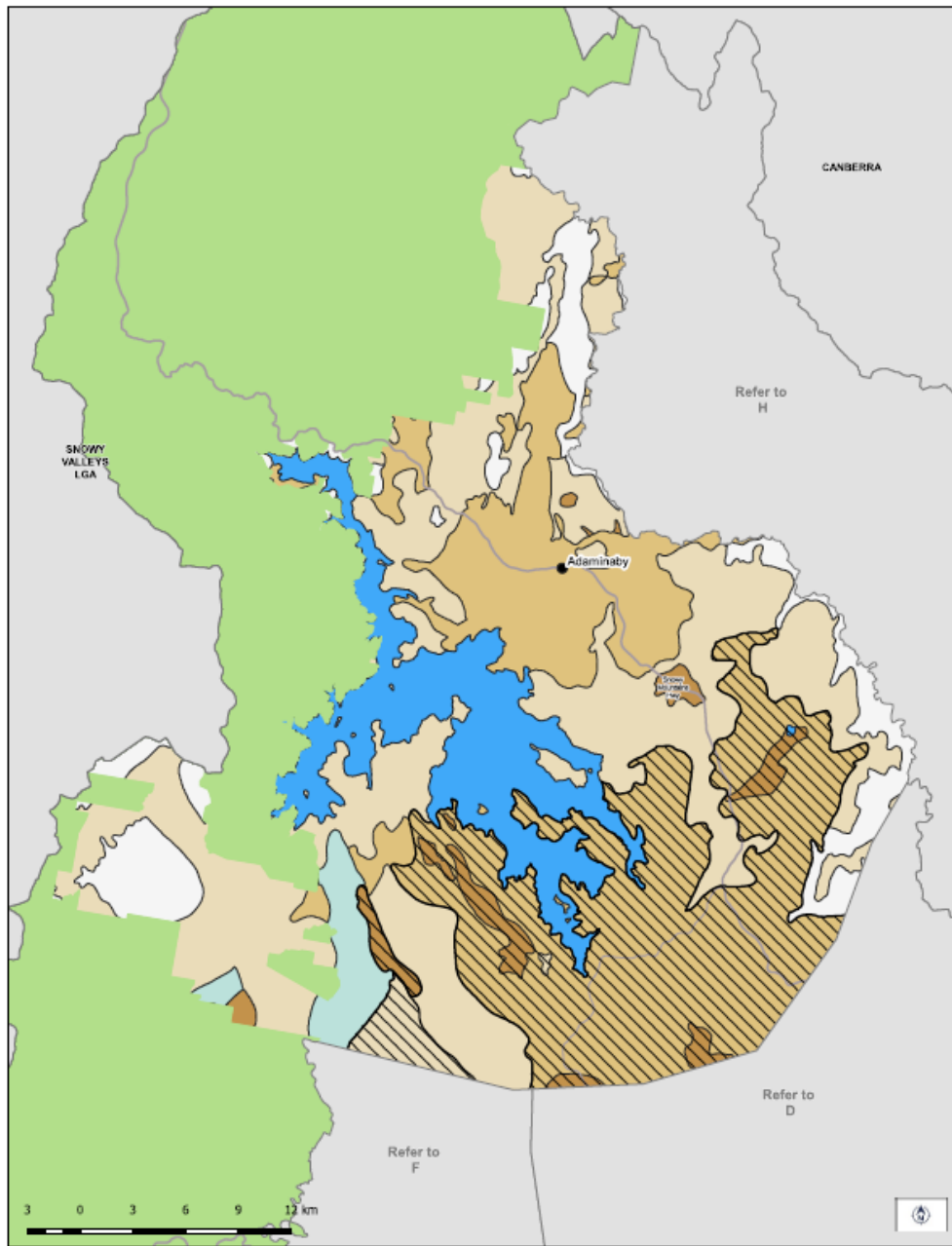
Average holding size	224ha
Recommended minimum lot size	250ha
Number of new lots/dwelling opportunities at recommended MLS	133

Holding Analysis and Land Capability Assessment

The dwelling opportunities number above of 133 assumes that each existing holding already contains a dwelling. This may not be the case and therefore is likely an underrepresentation of the number of dwelling opportunities that exist within this sub-region.

Holding Analysis and Land Capability Assessment

Eucumbene - Land and Soil Capability



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Figure 35 Eucumbene – Land and Soil Capability

Holding Analysis and Land Capability Assessment

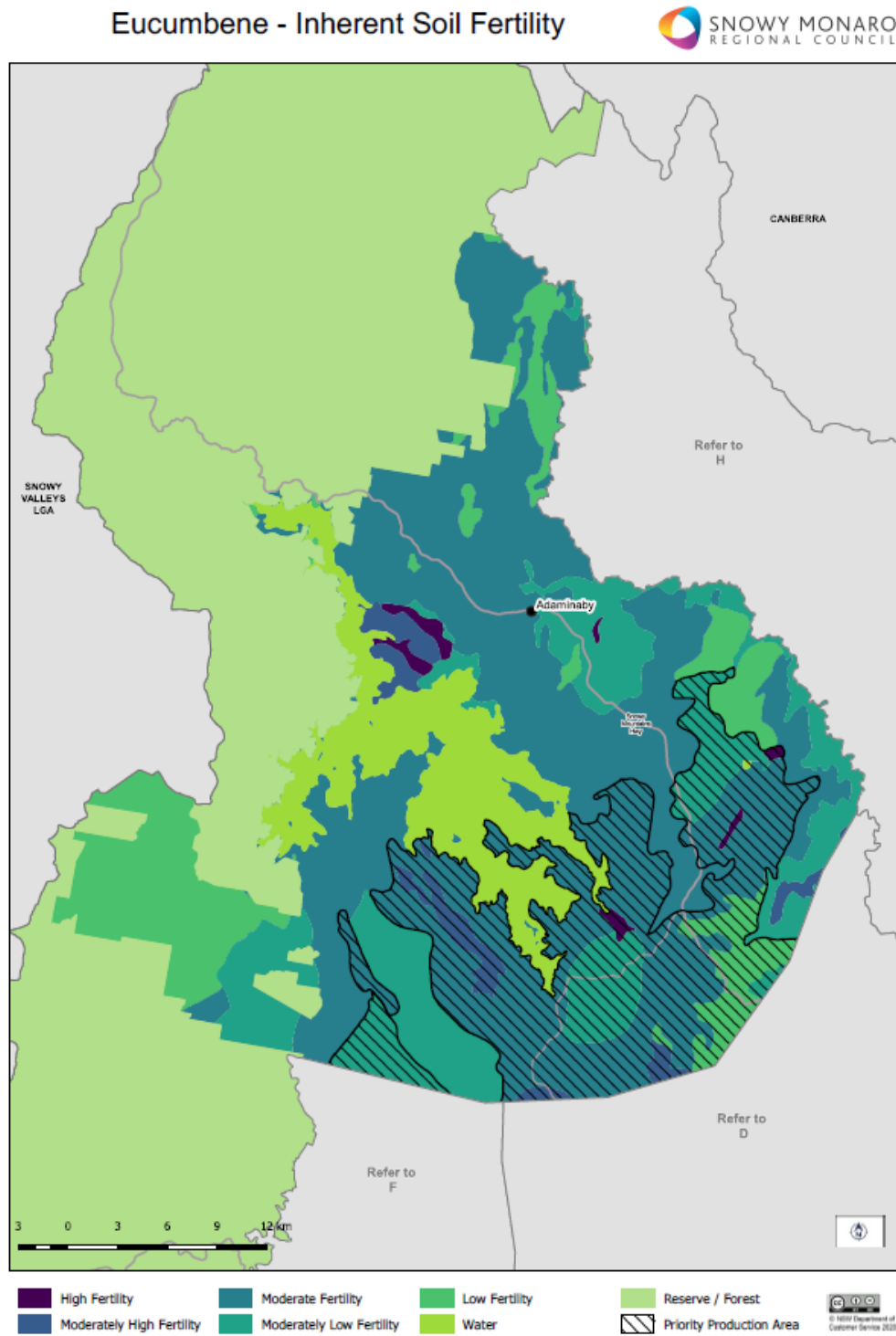


Figure 36 Eucumbene - Soil Fertility

Holding Analysis and Land Capability Assessment

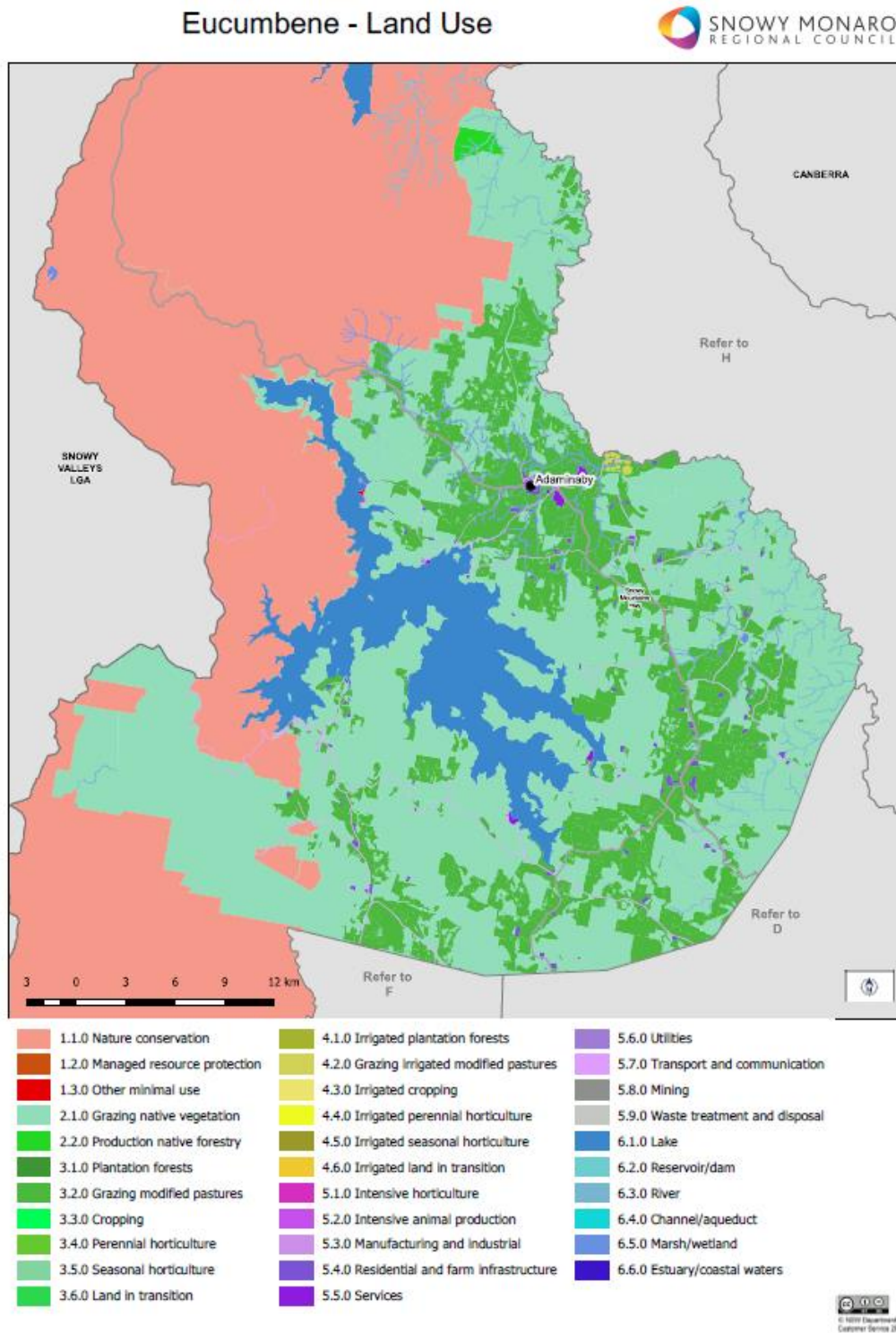
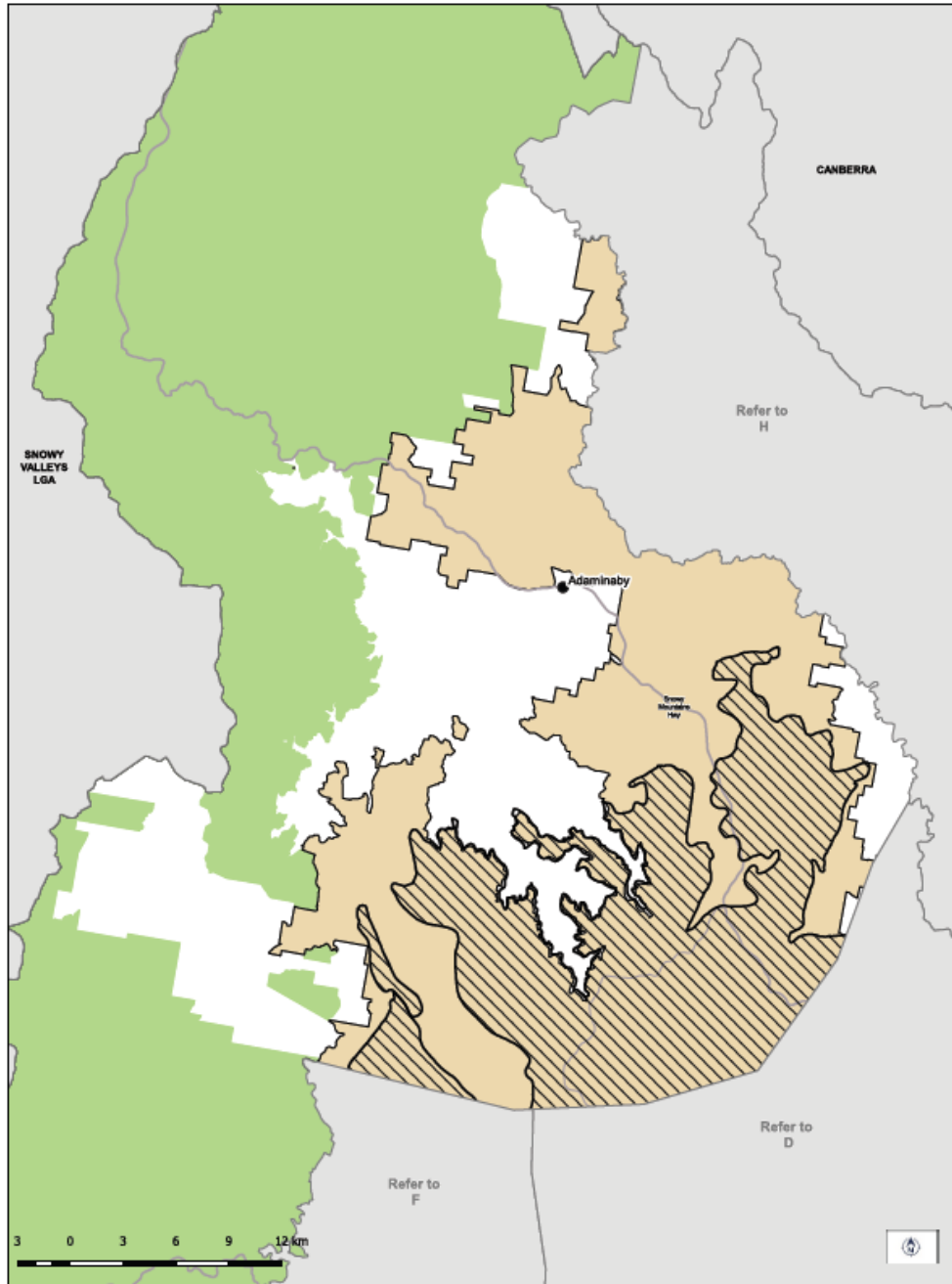


Figure 37 Eucumbene - Land Use

Holding Analysis and Land Capability Assessment

Eucumbene - RU1 Zone



RU1 Primary Production
 Reserve / Forest
 Priority Production Area



Figure 38 Eucumbene - Proposed RU1 Primary Production

Holding Analysis and Land Capability Assessment

4.10 Murrumbidgee Mountains (H)

The Murrumbidgee Mountains subregion hugs the ACT border and has many areas of high biodiversity values and corridors connecting to and from the Namadgi National Park.

This subregion has mixed land and soil capability from limited areas of Class 3 and Class 4 in the south and the west, to more constrained land being Class 6 and 7 land dominating the central and northern parts of the subregion (Figure 40). This subregion is largely used for grazing and some areas of better quality land have been improved, although the majority remains native vegetation.

Consideration should be given to the infrastructure available, maintenance requirements and the distance to services when considering an appropriate minimum lot size.

The average holding size within this subregion is 170 hectares. At the recommended minimum lot size of 200 hectares, there remains 77 opportunities for dwellings across the proposed RU1 Primary Production zone within the Murrumbidgee Mountains subregion.

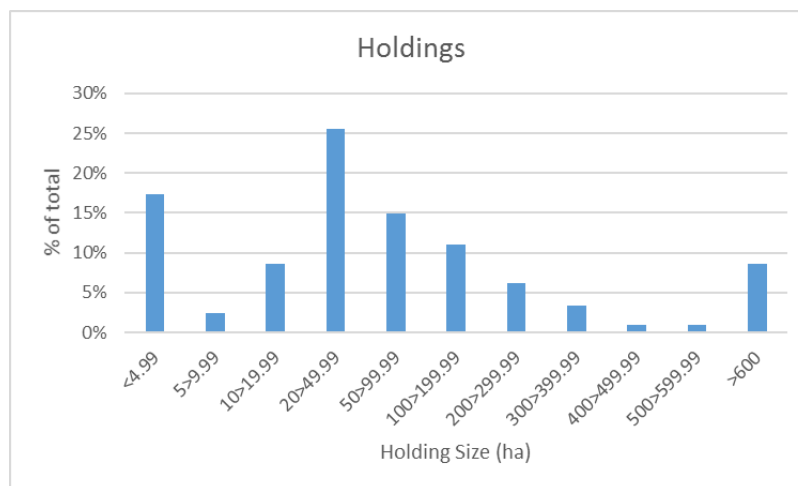


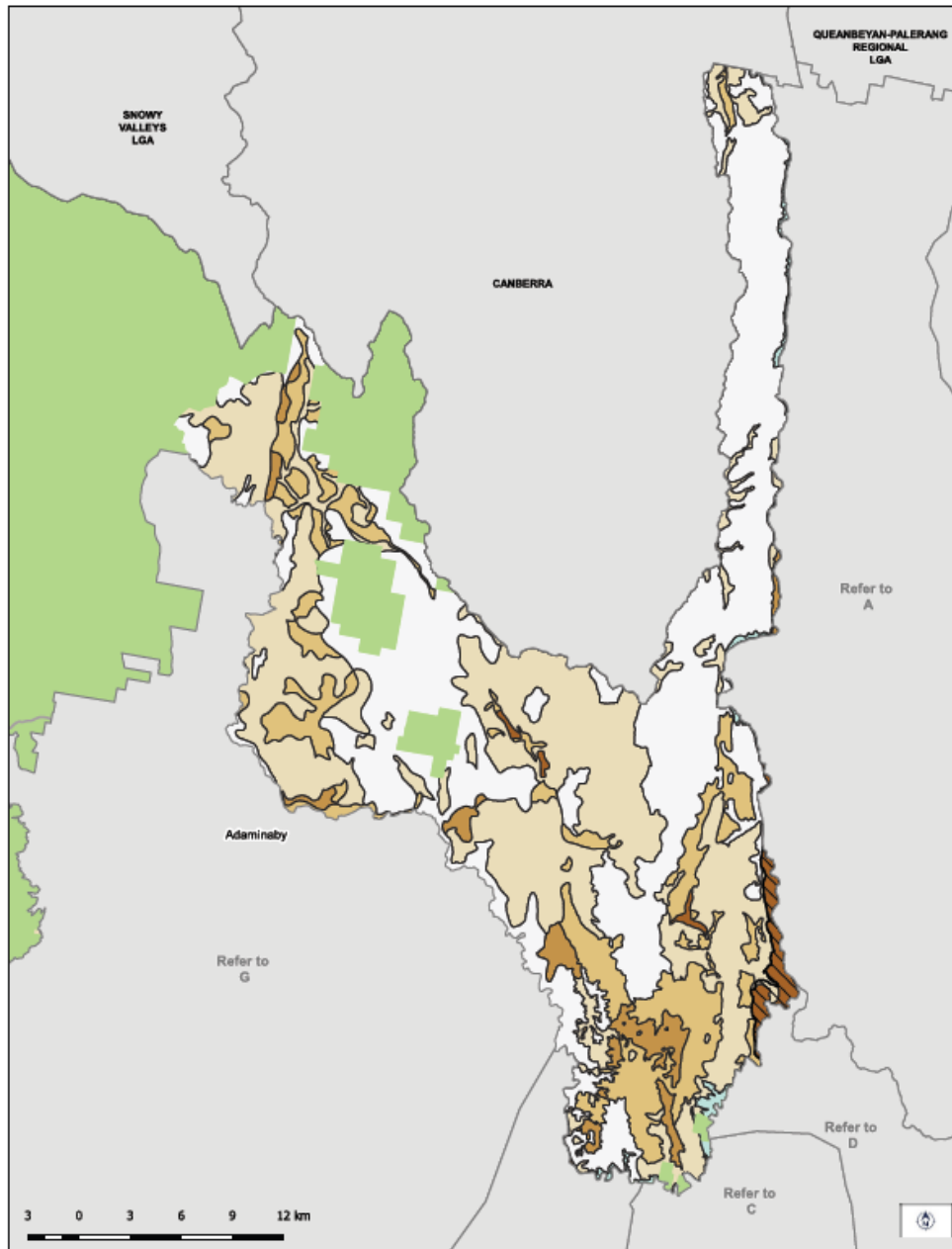
Figure 39 Holding Sizes of the Murrumbidgee Mountains subregion

Average Holding Size	170ha
Recommended minimum lot size	200ha
Number of new lots/dwelling opportunities at recommended MLS	77

The dwelling opportunities number above of 77 assumes that each existing holding already contains a dwelling. This may not be the case and therefore is likely an underrepresentation of the number of dwelling opportunities that exist within this sub-region.

Holding Analysis and Land Capability Assessment


Murrumbidgee Mountains - Land and Soil Capability



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Figure 40 Murrumbidgee Mountains - Land Soil Capability

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Murrumbidgee Mountains - Inherent Soil Fertility  SNOWY MONARO REGIONAL COUNCIL

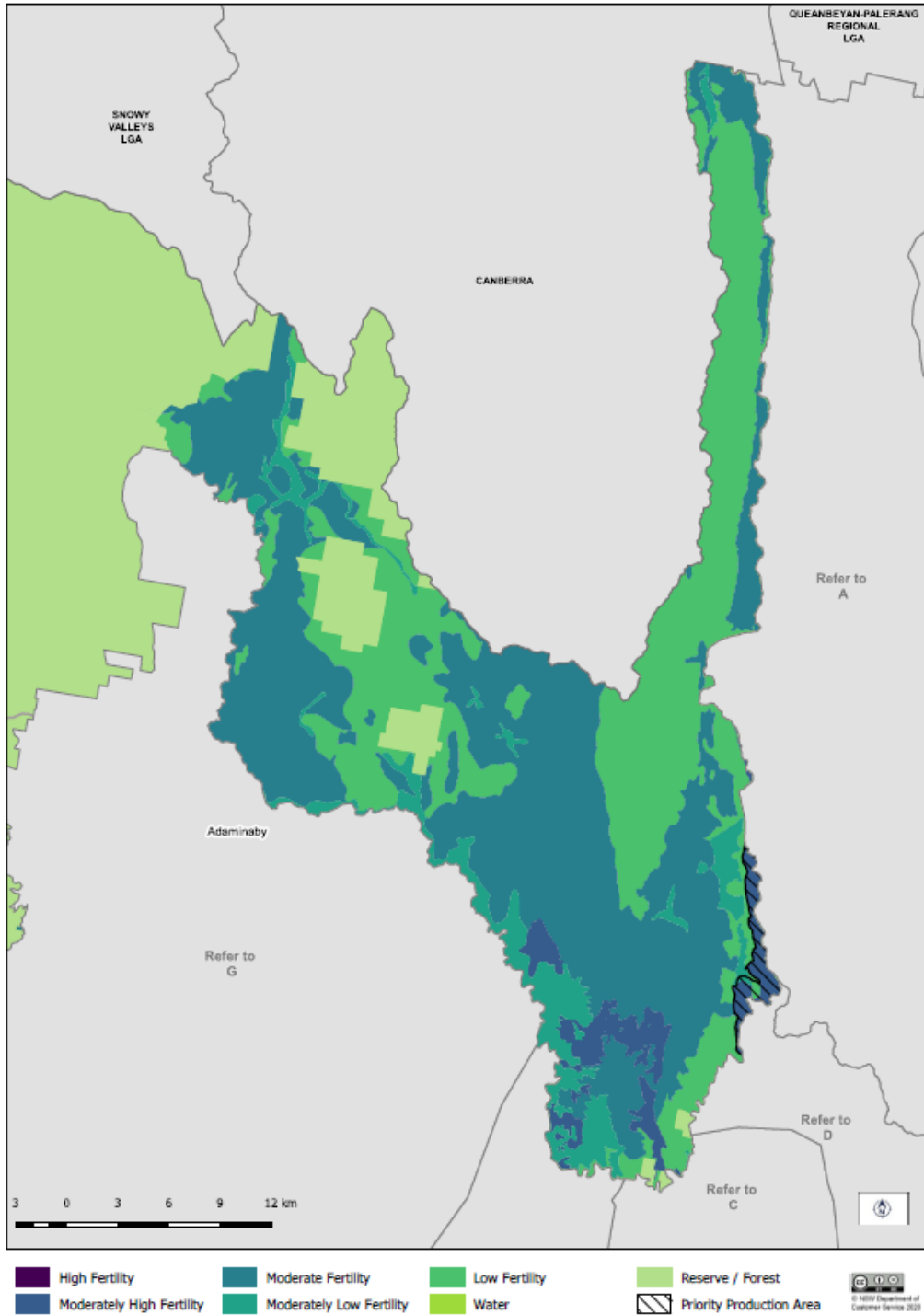


Figure 41 Murrumbidgee Mountains - Soil Fertility

Holding Analysis and Land Capability Assessment

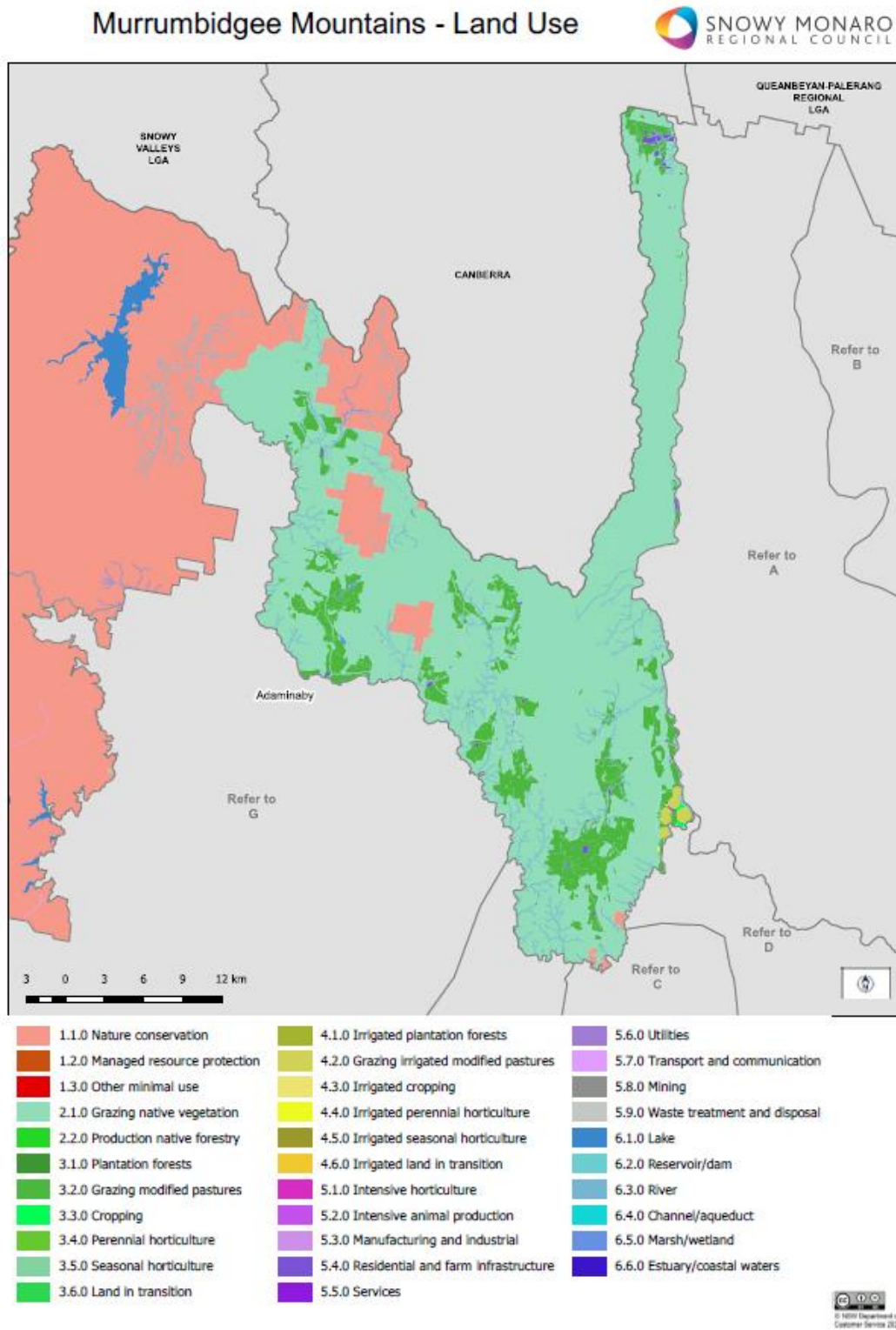


Figure 42 Murrumbidgee Mountains - Land Use

Holding Analysis and Land Capability Assessment

Murrumbidgee Mountains - RU1 Zone

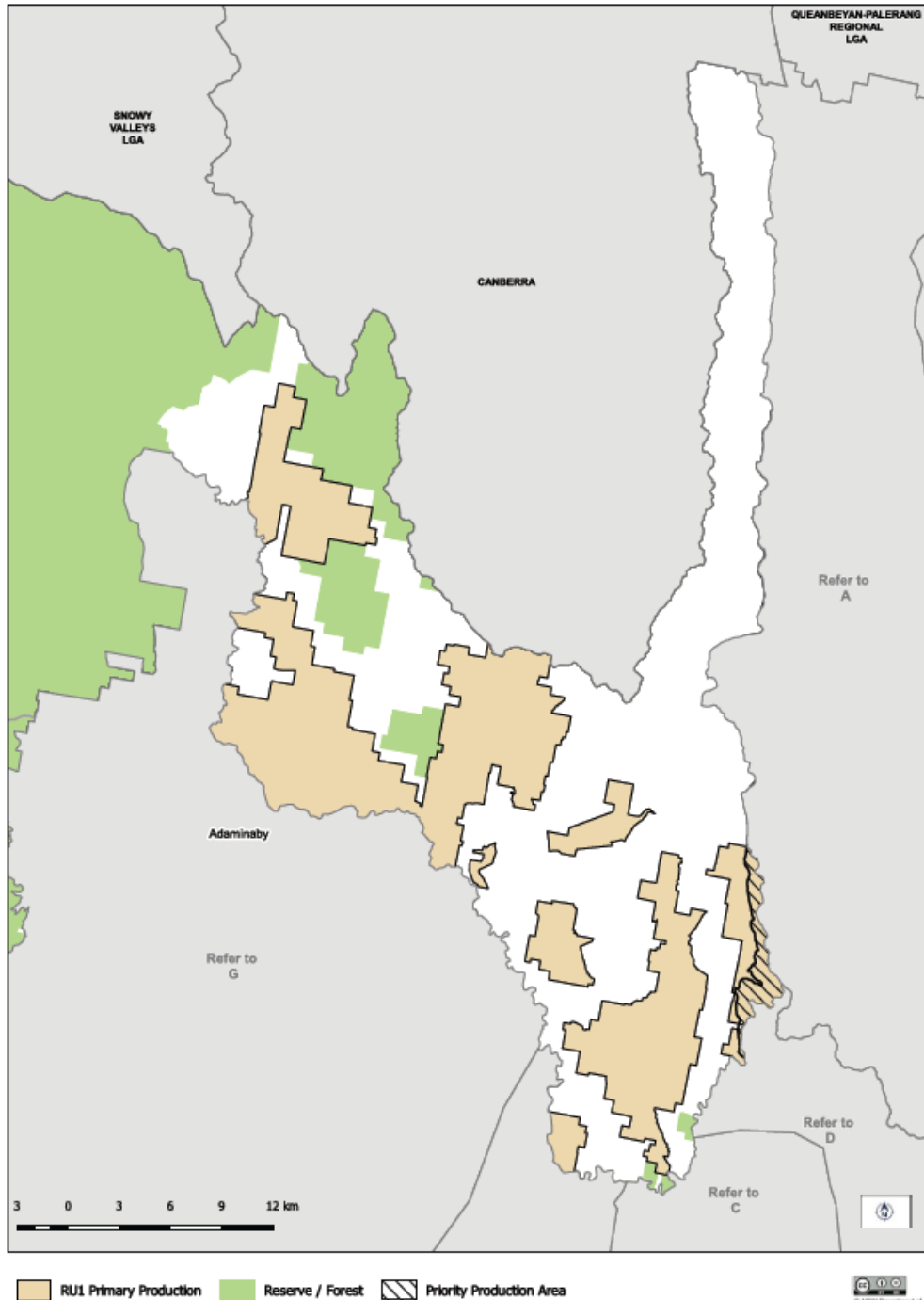


Figure 43 Murrumbidgee Mountains - Proposed RU1 Primary Production

Holding Analysis and Land Capability Assessment

5 RU2 Rural Landscape

The criteria for consideration in relation to minimum lot size within the proposed RU2 Rural Landscape zone are:

- Biodiversity, sensitive land and water conservation
- Land capability (Class 7 and 8)
- Reduce the exposure to natural hazards, protecting life and property (Category 1 BFPL and slope)
- Retain the landscape character of the land
- Servicing and maintenance of infrastructure

In order to manage and reduce the risk to both life and property, but also these fragile areas of the LGA, a consistent approach coupled with a larger minimum lot size should be implemented.

The average holding size of land within the proposed RU2 Rural Landscape Zone is 203 hectares. At the recommended minimum lot size of 200 hectares, there remains 632 opportunities for dwellings across the LGA within the proposed RU2 Rural Landscape Zone.

Average Holding Size	203ha
Recommended minimum lot size	200ha
Number of lots/dwelling opportunities at recommended MLS	632

Bush Fire Prone Land Category 1 BFPL:

Vegetation Category 1 is considered to be the highest risk for bush fire. This vegetation category has the highest combustibility and likelihood of forming fully developed fires including heavy ember production. Vegetation Category 1 consists of:

- Areas of forest, woodlands, heaths (tall and short), forested wetlands and timber plantations.

Land Soil Capability Assessment Scheme

Class 7 Very Low Capability Land, is described by the LSC as land that has severe limitations that restrict most land uses and generally cannot be overcome. On-site and off-site impacts of land management practices can be extremely severe if limitations not managed. There should be minimal disturbance of native vegetation.

Class 8 Extremely Low Capability Land, is described as land that has limitations that are so severe that the land is incapable of sustaining any land use apart from nature conservation. There should be no disturbance of native vegetation. Both Class 7 and 8 land is generally only suitable for selective forestry and nature conservation.

Holding Analysis and Land Capability Assessment

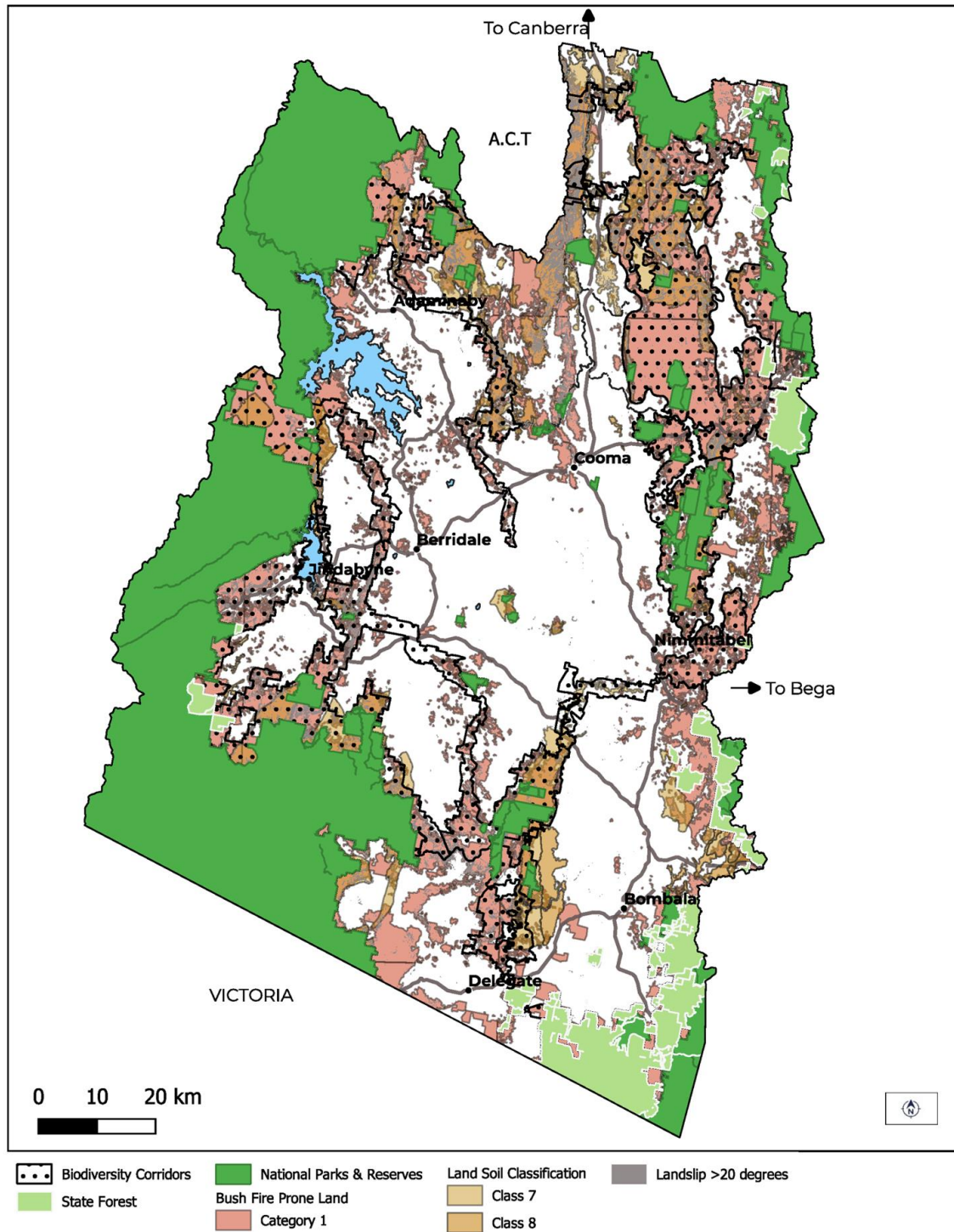
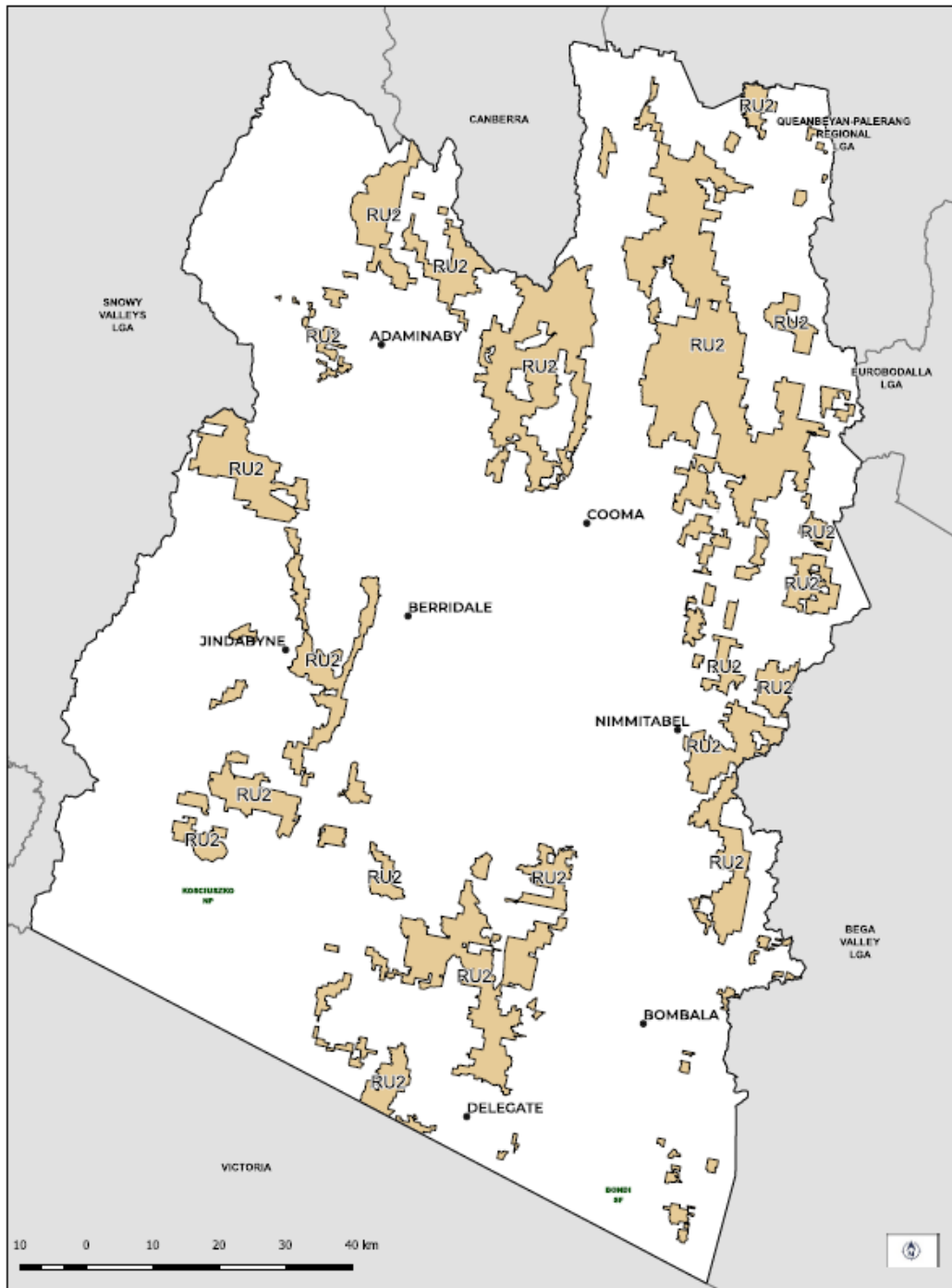


Figure 44 Criteria to inform the RU2 Rural Landscape Zone

Holding Analysis and Land Capability Assessment

Proposed RU2 Rural Landscape



RU2 Rural Landscape

Figure 45 Proposed RU2 Rural Landscape Zone

Holding Analysis and Land Capability Assessment

6 RU4 Primary Production Small Lots

The area proposed to be zoned RU4 Primary Production Small Lots is to support opportunities for rural tourism on land that is not used for traditional broadacre farming, ie on smaller lots. These discrete areas have been selected as they are close to centres thereby providing access to a customer and employment base and are generally well serviced by sealed roads, or allow for focused and strategic infrastructure provision

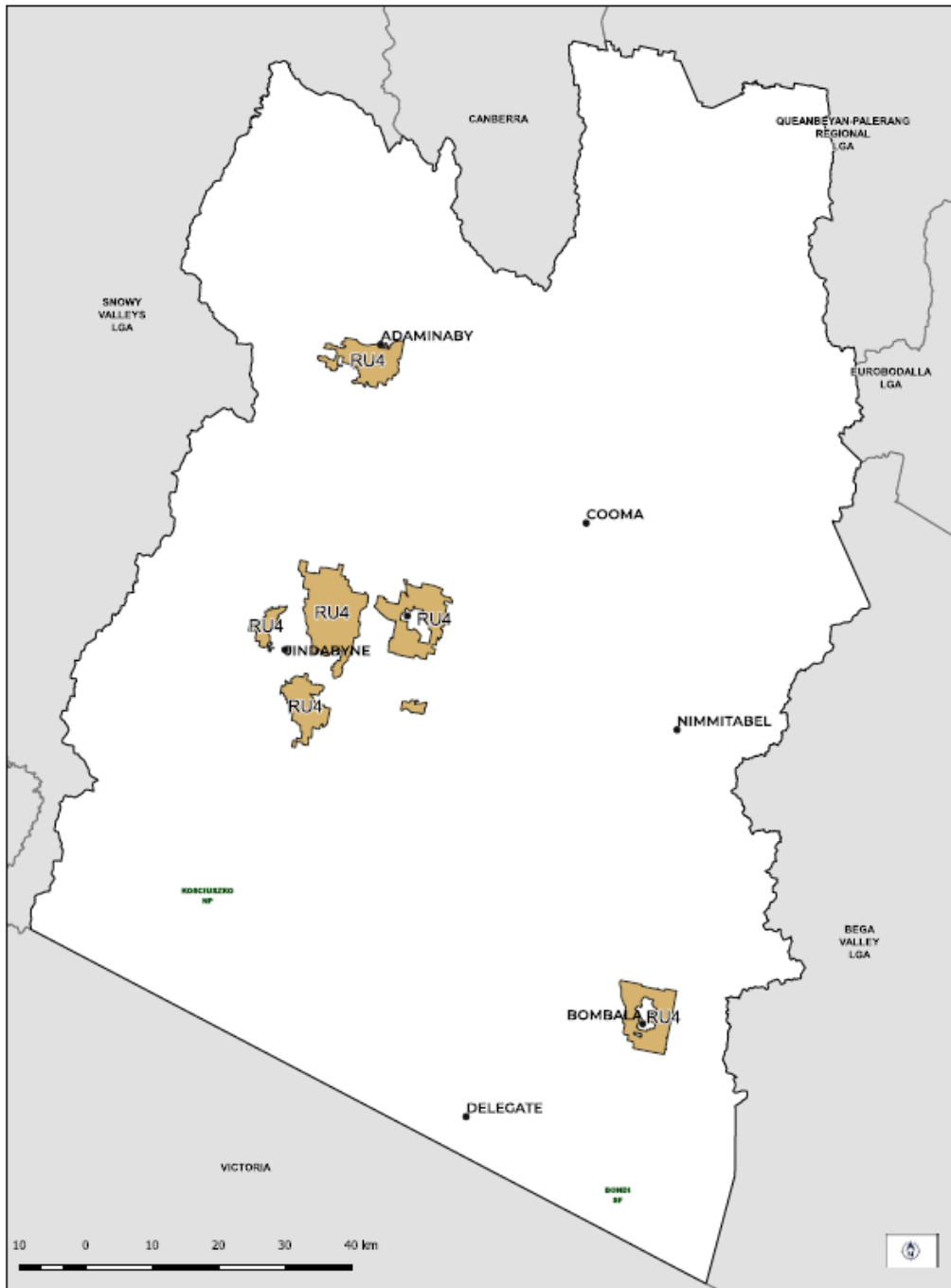
Importantly, these areas are existing areas of lower minimum lot size, generally 40 hectares, although there are areas around Adaminaby and Berridale where this would be an increase in minimum lot size. Therefore, the application of a 40 hectare minimum lot size would not provide any significant opportunities for additional fragmentation below 40ha.

Any further reduction in lot size is likely to encourage lifestyle lots and rural residential living, cause land use conflict with those that are undertaking agricultural land uses which would be inconsistent with the zone objectives.

Average Holding Size	58ha
Recommended minimum lot size	40 ha
Number of lots/dwelling opportunities at recommended MLS	467

Holding Analysis and Land Capability Assessment

Proposed RU4 Primary Production Small Lots



RU4 Primary Production Small Lots

Figure 46 Proposed RU4 Primary Production Small Lots

Holding Analysis and Land Capability Assessment

7 Conclusion

The inconsistent approach to rural minimum lot size is of concern from a rural land protection perspective, but also in terms of equity across the LGA as there does not appear to be any land use planning basis for the 40 hectare and 80 hectare minimum lot size under the Bombala and Cooma-Monaro LEPs respectively. The Snowy River LEP refers to a strategic basis for determining minimum lot size in the Rural Density Study which considers the average holding sizes and land capability.

The following issues summarise the existing situation:

- The minimum lot size for a dwelling under the Bombala LEP 2012 is 40 hectares and there is no rational basis for this MLS.
- The minimum lot size for a dwelling under the Cooma-Monaro LEP 2013 is 80 hectares and there is no rational basis for this MLS.
- The LGA has a diverse topography, climate and rainfall
- The LGA contains areas of regionally significant agricultural land which should be protected.
- The LGA has areas that are constrained by land, soil, biodiversity

The proposed RU1 Primary Production average holding size, recommended MLS and number of dwelling opportunities are outlined below:

Subregion	Average Holding Size (ha)	Recommended MLS (ha)	Dwelling opportunities
Canberra Corridor	104	100	222
Eastern Valleys	211	200	132
Cooma	79	80	82
Monaro	237	400	193
Bombala	224	250	255
Jindabyne	182	200	18
Eucumbene	224	250	133
Murrumbidgee Mountains	170	200	77
TOTAL			1,112

At the recommended minimum lot sizes above, there remains 1,112 opportunities for dwellings across the proposed RU1 Primary Production Zone across the LGA.

There remains 632 dwelling opportunities within the proposed RU2 Rural Landscape zone at a MLS of 200 hectares.

There remains 467 dwelling opportunities within the proposed RU4 Primary Production Small Lots zone with a MLS of 40 hectares.

Across the rural landscape, there remains 2,211 opportunities for dwellings with the proposed minimum lot sizes. This is a conservative estimate as it assumes that there is an existing dwelling on the existing holding.

Holding Analysis and Land Capability Assessment

8 References

Australian Business Register. (2020, October). *ABR Explorer*. Retrieved from Australian Business Register: <https://www.abr.gov.au/government-agencies/accessing-abr-data/abr-data-products-and-services/abr-explorer>

Appendix 2 - Planning Policy context

This section summarises the strategic context as it applies to rural land within the Snowy Monaro.

Regional Strategies

South East and Tablelands Regional Plan 2036

The South East and Tablelands Regional Plan 2036 prepared by the Department of Planning, Industry and Environment (DPIE) came into effect in July 2017 and is the premier strategic planning document for the south east corner of NSW. The plan extends from Hilltops in the northwest of the region, across to the Southern Highlands area and south to Eurobodalla and the Snowy Mountains areas. The SETRP establishes a vision, setting goals and finally actions in relation to land use planning within the region.

The vision for the region is:

'A borderless region in Australia's most geographically diverse natural environment with the nation's capital at its heart.'

Goals and actions relevant to the rural lands of the Snowy Monaro include:

Goal 1: A connected and prosperous economy

- Direction 5: Promote agricultural innovation, sustainability and value-add opportunities
- Direction 6: Position the region as a hub of renewable energy excellence
- Direction 8: Protect important agricultural land
- Direction 9: Grow tourism in the region
- Direction 13: Manage the ongoing use of mineral resources

Goal 2: A diverse environment interconnected by biodiversity corridors

- Direction 14: Protect important environmental assets
- Direction 15: Enhance biodiversity connections
- Direction 16: Protect the coast and increase resilience to natural hazards



- Direction 17: Mitigate and adapt to climate change
 - Direction 18: Secure water resources
- Goal 4: Environmentally sustainable housing choices
- Direction 28: Manage rural lifestyles

Alignment of the directions and actions from the SETRP, the Snowy Monaro Community Strategic Plan and the Snowy Monaro LSPS are contained within Table 1.

The NSW Government's vision for the South East and Tablelands Region is "A borderless region in Australia's most geographically diverse natural environment with the nation's capital at its heart."

To achieve this vision the Government has set four goals for the region:

- *A connected and prosperous economy*
 - *A diverse environment interconnected by biodiversity corridors*
 - *Healthy and connected communities*
 - *Environmentally sustainable housing choices."*
-

Local Strategies

Snowy Monaro 2040 Community Strategic Plan

The Community Strategic Plan sets out the following vision for the LGA:
The Snowy Monaro Region is a welcoming community offering a quality lifestyle, beautiful natural environment and is a place of opportunity."

Objectives relevant to rural land includes:

- Community
 - Our culturally diverse heritage is preserved and celebrated for the richness it brings to our regional identity
- Economy
 - Attract diverse businesses and industries to the region, supporting their establishment and retention
 - Foster and support adaptive, sustainable industries
 - The Snowy Monaro Region is a destination that offers a variety of experiences, attractions and events year-round
- Environment
 - Protect, value, and enhance the existing natural environment
 - Planning for **rural**, urban and industrial development is sensitive to the region's natural environment and heritage
 - Improve and maintain our publicly owned infrastructure, assets, and facilities to a high standard
 - Transportation corridors throughout the regional are improved and maintained
 - Transportation initiatives are aligned to state and neighbouring local government area plans

- Our region has access to effective telecommunication infrastructure and services
- Leadership
 - Planning and decision making are holistic, integrated, and have due regard for the long term cumulative impacts
 - Our community is empowered to fully participate in shaping the future of our region

 SNOWY MONARO
REGIONAL COUNCIL
SNOWY MONARO 2040
COMMUNITY STRATEGIC PLAN

"The Community Vision from the CSP is: The Snowy Monaro Region is a welcoming community offering a quality lifestyle, beautiful natural environment and is a place of opportunity."



Snowy Monaro Regional

Economic Development Strategy (REDS)

The Snowy Monaro Regional Economic Development Strategy 2018-2022 has been developed to facilitate economic growth opportunities across the region. Economic principles suggest unique strengths provide regions with sustainable economic advantages, and so they should be points of focus for regional development policy.

The REDs identifies the following specialisations of the Snowy Monaro's diversified economy:

- Engines of growth like tourism, agriculture, forestry, power generation and manufacturing
- Enabling industries like utilities, property services, administration, transport and professional services
- Population services industries like education, retail, public administration and healthcare.

With the identification of these strengths, the REDs proffers strategic imperatives, including:

1. Develop the Region's year round tourism offering and accessibility from major markets
2. Cultivate the Region's 'Engines of Growth' Specialisations in agriculture, forestry and wood products
3. Promote skills acquisition and industrial land development to strengthen the Region's employment base
4. Grow the population to deepen the Region's internal markets for goods, services and labour.

These high level directions established within the REDs bears a relationship in some way to rural lands within the Region and have been incorporated into the

first Snowy Monaro Local Strategic Planning Statement, providing additional direction for land use planning within the LGA.

Snowy Monaro Destination Management Plan (DMP)

The Snowy Monaro DMP aims to provide an inspiring and effective approach to grow the visitor economy of the Snowy Monaro. The DMP acknowledges that visitor experiences in the Region are heavily nature-oriented and include walking tracks, outdoor activities wilderness and national parks. Tourism is the most crucial sector in the regional economy generating total tourism and hospitality sales of \$740m while also being the largest source of employment in the Region. There is a desire to continue to grow the tourism sector, especially outside of the winter peak season which is a common thread identified within the SETRP, the REDs, the DMP and the LSPS. There are significant tourism opportunities that have the capacity for growth outside of the peak winter season, many of which will rely on rural lands. Considering domestic and global trends of escapism, the desirability of authentic and immersive experiences, those small scale, locally curated activities and events that tell the story of a region like food, boutique alcohol production, culture and nature, the Snowy Monaro is in a unique position to capitalise.

Local Strategic Planning Statement

Council has also prepared and adopted the inaugural Local Strategic Planning Statement which sets out the 20 year vision for land use in the local area, identifying special character and values that are to be preserved and how change will be managed into the future.

The plan identifies those elements which are fundamental to the success of the region but also the challenges that will be faced within the Snowy Monaro. From this, a future vision and planning priorities have been derived.

The LSPS sets short, medium and long-term actions to deliver the priorities for the community's future vision and establishes a framework against which achievements can be measured.



This Snowy Monaro LSPS has been prepared in accordance with section 3.9 of the *Environmental Planning and Assessment Act 1979* (the EP&A Act). This is Council's first LSPS and will be reviewed at least every seven years. The LSPS must include the following:

- The basis for strategic planning in the area, having regard to economic, social and environmental matters,
- The planning priorities for the area,
- The actions required to achieve those planning priorities, and
- The basis for which Council will monitor and report on the implementation of the actions.

The LSPS brings together and builds on planning work found in Council's other plans, studies and strategies such as the Local Environmental Plan (LEP), Development Control Plans (DCP) and Contributions Plan (CP). The LSPS will be used to inform a comprehensive review of these plans.

The purpose of the plan is to:

Identify our shared values to be enhanced or maintained

Outline the characteristics which make our area special

Direct how future growth and change will be managed

Provide a 20-year land use vision for the LGA and the actions to achieve this

Implement the South East and Tablelands Regional Plan 2036 where relevant to our area

Inform a comprehensive review of the Local Environmental Plans (LEP) and Development Control Plans (DCP)

Identify where further detailed strategic planning may be needed

Snowy Monaro Settlements Strategy

The Settlements Strategy is the companion strategy for this Rural Land Use Strategy and provides the strategic intent and direction for the how towns and villages of the Snowy Monaro Region will change and prosper. These two documents will make recommendations and form the basis of a comprehensive LEP which will apply to the whole of the LGA.

Snowy Monaro Heritage Strategy

The Snowy Monaro Heritage Strategy 2020-2023 outlines six strategies with supporting actions to be undertaken over the next three years. Many heritage

items within the LGA are located within rural areas, including historic homesteads and agricultural infrastructure.

This strategy provides overarching directions and actions that enable the celebration, protection and enhancement of the heritage of the Snowy Monaro.

DRAFT

Policy Context

Planning policy sets the high level priorities and direction for development and aids in decision making. Agricultural policy is set by the NSW State Government Department of Primary Industries and influences land use planning and supports growth in agricultural production.

Ultimately NSW Agricultural Policy aims to:

- Protect agricultural land from fragmentation
- Ensure lawful agricultural enterprises can operate unencumbered
- Grow and diversify the agricultural base

Policies and planning instruments prepared by the State Government are enacted a local level by the LEP. LEPs prescribe objectives for zones, minimum lot sizes and permissible uses. High level policy as well as local policy are important tools to ensure the long term viability of this important economic driver for the Snowy Monaro.

State Policy

Maintaining land for agricultural industries

This policy document has been prepared and adopted by the NSW Department of Primary Industries to provide direction to industry and investment staff as well as guidance to planning authorities and communities in developing and implementing environmental planning instruments relevant to agriculture or rural communities. The purpose of the policy is to guide the planning system in providing certainty and security for agricultural enterprises over the long term and to enable those enterprises to respond to future market, policy, technology and environmental changes. Key elements are:

- land with the best combination of soil, climate, topography and water for agricultural production is a limited resource in New South Wales and should be maintained for future generations;
- agricultural land should not be alienated directly through lands being used for non-agricultural purposes and indirectly by incompatible developments on adjacent land restricting routine agricultural practices; and
- agricultural industries are a fundamental asset to the state of NSW as they provide a long term means of providing employment, raw materials and fresh safe secure food while supporting regional communities.

The policy hinges on four pillars:

1. *Environmental planning instruments should be structured to;*
 - a. promote the continued use of agricultural land for commercial agricultural purposes, where that form of land use is sustainable in the long term;
 - b. avoid land use conflicts;
 - c. protect natural resources used by agriculture;

- d. protect other values associated with agricultural land that are of importance to local communities, such as heritage and visual amenity;
- e. provide for a diversity of agriculture enterprises, including specialised agricultural developments, through strategically planned locations to enhance the scope for agricultural
- f. investment in rural areas; and
- g. allow for value adding and integration of agricultural industries into regional economies.

2. *Conversion of land*

The conversion of land used by agricultural enterprises to other uses should only take place where fully justified in the strategic planning context.

Considerations include;

- all alternative sites and options for non-agricultural developments;
- any decisions to convert agricultural land of high value to regional and state agricultural industries should be a last option; and
- the impact of non-agricultural developments on agricultural business and infrastructure reliant on the surrounding agriculture production.

3. *Minimum size of holdings for dwelling entitlement*

Criteria in environmental planning instruments to determine the minimum size of holdings necessary for a dwelling entitlement in rural areas needs to be based on sustainable productive agriculture.

The minimum area for a dwelling entitlement and other provisions in Environmental Planning Instruments to regulate subdivisions should take into account:

- a. the agricultural productivity and suitability of the land in question;
- b. the nature and requirements of agricultural industries in the area being considered;
- c. the risk of creating land use conflict;
- d. the current distribution of property sizes and the agricultural industry they support;
- e. the trends in the size of properties engaged in agriculture; and
- f. cumulative impacts e.g. gradual subdivision of agriculture becomes rural residential zone.

4. *Minimising land use conflict*

Councils should also consider other approaches to achieving the goal of minimising conflict in agricultural production zones so that farms can operate without unnecessary restrictions.

Right to Farm Policy

In 2015 the NSW Government adopted the Right to Farm Policy (currently under review). The policy has been given a statutory reference by inclusion as an objective in the revised s9.1 Directions for Rural Land as part of the Primary Production and Rural Development SEPP and accompanying planning framework package.

The policy highlights the importance of planning for agricultural industry development and maintain access to agricultural resources including land. It emphasises the need for appropriate zoning and permissible land uses that are compatible with agricultural activities and supports local strategies that guide land use and minimise conflict.

The Right to Farm policy brings together a collection of actions including:

- Reinforcing rights and responsibilities
- Establishing a baseline and ongoing monitoring and evaluation of land use conflicts
- Strengthening land use planning
- Ensuring ongoing reviews of relevant environmental planning instruments include consideration of options to ensure best land use outcomes and to minimise conflicts
- Improving education and awareness on management of land use conflicts
- Considering potential future legislative options, should additional Government intervention be required.

The inclusion of the Right to Farm Policy in the Ministerial Direction for Rural Land will mean that the broad actions identified above will need to be considered when any rural land is proposed to be affected by a planning proposal.

State Environmental Planning Policies

Various State Environmental Planning Policies (SEPPs) have implications for rural land use planning. The following SEPPs have relevance or importance in relation to rural land.

State Environmental Planning Policy (Primary Production) 2021

This SEPP seeks further support sustainable agriculture, aquaculture and rural development. The SEPP seeks to support investment in sustainable agricultural development, reduce land use conflict, facilitate an adaptive approach to new and emerging agricultural practices, technology and industries, and protect environmental values. It will allow the review of existing provisions in planning instruments and consolidates five existing SEPPs to update and improve the operation of the NSW planning framework as it applies to primary production and rural development.

State Environmental Planning Policy (Resources and Energy) 2021

This SEPP allows for mining and mineral resource extraction on land where agriculture may be carried out, however it does not apply to biophysical strategic land (BSAL), which is mapped and protected under the SEPP. The Snowy Monaro does not contains small areas of BSAL where the highest soil fertility exists. While there is no active mining within the LGA, there are several large extractive industry sites, primarily quarrying hard rock and river sand. When assessing applications for extractive industries the SEPP requires that consideration be given

to the impact of the proposed extractive industry on the existing and approved land uses (clause 12) and conversely that consideration be given to the impacts of the approval of other land uses on the operation of extractive industries.

State Environmental planning Policy (Exempt and Complying Development Codes) 2008

The Codes SEPP, provides a pathway for low impact development to be carried out without consent, referred to as Exempt Development. Other straightforward, low impact residential, commercial and industrial development that does require approval may be considered Complying Development under this SEPP. Where the proposal meets specific standards and land requirements a Complying Development Certificate may be sought from Council or a private certifier and can be issued with a much shorter timeframe, such as 20 days.

Exempt Code

Some of the exempt development (where criteria are strictly complied with) may benefit rural land holders includes;

- farm Buildings
- stock yards (not saleyards)
- grain silos and bunkers
- fuel tanks and gas storage
- rainwater tanks
- windmills

These developments are typically limited in floor area, height, setbacks to boundaries and distance to important environmental features, amongst other things but are nonetheless useful pathway for rural land holders to build rural infrastructure without requiring a development application.

Inland Code

The Inland Code permits some development within inland local government areas to be carried out as Complying Development and applies to the Snowy Monaro Regional Council. This code predominantly applies to the construction of dwelling houses (where a dwelling entitlement exists) and farm buildings over and above what is permitted as exempt development.

Each of the above codes contained within the Codes SEPP supports rural land holders to carry out agricultural development on their land.

State Environmental Planning Policy (Transport and Infrastructure) 2021

The Transport and Infrastructure SEPP provides additional pathways for the delivery of infrastructure for both public authorities and developers. Where any inconsistency arises the Infrastructure SEPP prevails over any LEP which results in greater flexibility in the location of infrastructure and service facilities. This pathway also provides certainty and consistency in the planning framework for infrastructure and the provision of services, particularly or Council as a public authority.

Development, where carried out by Council (or a public authority) in prescribed circumstances, such as roads, waste or resource management facilities, water supply systems, sewage systems is generally permitted without consent. While activities undertaken by Council do not require consent, they must still be subject to an environmental assessment under Part 5 of the EP&A Act. This instrument also allows Councils to undertake minor works such as walking tracks, viewing platforms, picnic tables, shade structures and playing field facilities like goal posts and fences as exempt development within parks and other public reserves and on operational land.

The Infrastructure SEPP also makes provisions for other types of development which may be undertaken with consent by any person such as electricity generating works, emergency services facilities, health services facilities, where they may be prohibited in an LEP. An example of this is within the Snowy River and Bombala LEPs, electricity generating works are prohibited development within the RUI zone, however the Infrastructure SEPP makes them permitted with consent.

State Environmental Planning Policy (Biodiversity and Conservation) 2021 – Chapter 3 Koala habitat protection

The SEPP commenced on 30 November 2020, at the same time repealed its predecessor, the State Environmental Planning Policy No 44 – Koala Habitat Protection.

The intent of the SEPP, consistent with the aims of the former SEPP, is to encourage the conservation and management of areas of natural vegetation that provides habitat for a permanent free-living population over their present range and to reverse the current trend of koala population decline. Koala's have been subject to the loss, modification and fragmentation of habitat.

The rugged and relatively infertile landscapes in the Numeralla area east of Cooma supports a sparse but nonetheless important koala population. The former Cooma-Monaro Shire Council had prepared a draft Koala Plan of Management under the former SEPP focussing on this area, however, the new SEPP contemplates many more potential koala use trees resulting in much of the Snowy Monaro requiring further investigation in order to determine core koala habitat and in turn prepare a Koala Plan of Management (KPoM).

Preparing a KPoM enables councils to take a strategic approach to the identification and protection of koala habitat. KPoMs are to give priority to protecting areas that meet the definition of core koala habitat as these areas are known to be used by koalas and are therefore considered the most important in delivering the overall aims of the SEPP. A KPoM will provide a greater level of regulatory certainty for landholders and developers by refining the area mapped as core koala habitat, as opposed to that land mapped by the 'koala development application map'.

As per the SETRP and LSPS, Council intends to partner with BCD to develop and implement a comprehensive Snowy Monaro Koala Plan of Management.

State Environmental Planning Policy (Precincts – Regional) 2021

The State Environmental Planning Policy (Precincts - Regional) 2021 was introduced to fast track development within defined areas to increase opportunities for investment, creating jobs and fuelling economic growth. An Activation Precinct has been declared for the Snowy Mountains, focussing on Jindabyne and adjacent Kosciuszko National Park. The Snowy Mountains Masterplan and legal instruments were endorsed in July 2022, with the application areas focussing on the Jindabyne town and immediate surrounds. The Snowy Mountains precinct will seek to increase year-round tourism and achieve Direction 3 of the SETRP which is to develop the Snowy Mountains into an unmissable destination any time of the year. The Draft Rural Land Use Strategy is consistent with and supports the implementation of the Snowy Mountains Masterplan.

State Environmental Planning Policy (Housing) 2021 – Chapter 3 Part 6 Short Term Rental Accommodation

The NSW Government publicly exhibited draft regulations for short term rental accommodation (STRA). This included proposed draft State Environmental Planning Policy to regulate STRA. In summary these proposed regulations seek to:

- the introduction of a land use definition and permissibility for 'short-term rental accommodation'
- the introduction of exempt and complying development criteria for STRA which will include a maximum number of days that STRA can operate in a calendar year
- allowing councils outside Greater Sydney to set the number of days that a dwelling can be used for STRA without development consent or with a complying development certificate, to no lower than 180 days per year, to meet the needs of their communities, and
- the introduction of minimum fire safety and evacuation requirements for premises used for STRA

This will have significant implications for some areas across the region particularly rural areas in the vicinity of Jindabyne.

Section 9.1 Directions

Section 9.1 (2) (formerly section 117(2)) of the *EP&A Act* empowers the Minister for Planning to set directions to planning authorities such as Councils. These directions have statutory weight and must be complied with. There are relevant section 9.1 Directions to the rural lands within the Snowy Monaro region. Section 9.1 Directions have been addressed separately in the Comprehensive Snowy Monaro Regional LEP Planning Proposal document.

Local Policy

Local Environmental Plans

The Local Environmental Plan is the principle planning instrument governing land use within the local government area. The amalgamated Snowy Monaro Regional

Council currently operates three Standard Instrument Local Environmental Plans (LEPs), each from the former Council areas. Those are:

- Bombala Local Environmental Plan 2012
- Cooma-Monaro Local Environmental Plan 2013
- Snowy River Local Environmental Plan 2013

LEPs specify zones, permissible and prohibited land uses and minimum lot size for subdivision, as well as other development standards and considerations.

Those relevant parts of the current LEPs that relate to predominantly rural lands are outlined below.

Zones

The zones applied to the rural area across the current LEPs are outlined below. Zones have been applied inconsistently across each of the LGAs, noting that the E2 Environmental Conservation, E3 Environmental Management and SP1 Special Activities, and SP3 Tourist Zones have not been utilised in Bombala, despite there being the likelihood that there is land that would be suitable for these zones.

Table 1 Land use zones used across the three current LEPs for rural areas

Bombala LEP 2012	Cooma Monaro LEP 2013	Snowy River LEP 2013
RU1 Primary Production	RU1 Primary Production	RU1 Primary Production
RU3 Forestry	RU3 Forestry	RU3 Forestry
		SP1 Special Activities
SP2 Infrastructure	SP2 Infrastructure	SP2 Infrastructure
SP3 Tourist		SP3 Tourist
E1 National Parks and Nature Reserves	E1 National Parks and Nature Reserves	E1 National Parks and Nature Reserves
	E2 Environmental Conservation	E2 Environmental Conservation
	E3 Environmental Management	E3 Environmental Management
	E4 Environmental Living	

Minimum lot size

The minimum lot sizes within rural zones are outlined below. Minimum lot size (MLS) is not necessarily tied to zone and there are various minimum lot sizes across the RU1 Primary Production under the Snowy River LEP 2013. The Bombala LEP 2012 and Cooma-Monaro LEP 2013 maintained a homogenous MLS across the RU1 Primary Production Zone of 40ha and 80ha respectively.

Table 2 Minimum lot sizes across the three current LEPs for rural areas

Bombala LEP 2012	MLS (ha)	Cooma Monaro LEP 2013	MLS (ha)	Snowy River LEP 2013	MLS (ha)

RU1 Primary Production	40	RU1 Primary Production	80	RU1 Primary Production	40, 250, 400
		E3 Environmental Management	80ha	E3 Environmental Management	100
		E4 Environmental Living	80ha		

Dwelling Entitlement

Clauses 4.2A (Bombala LEP 2012), 4.2B (Cooma-Monaro LEP 2013) and 4.2D (Snowy River LEP 2013) set the criteria for dwelling entitlement within the LEPs. The dwelling entitlement clause relates to different zones under each current LEP.

Table 3 Land use zones in the current LEPs, which are subject to the dwelling entitlement clause

Bombala LEP 2012	Cooma-Monaro LEP 2013	Snowy River LEP 2013
Zone RU1 Primary Production	Zone RU1 Primary Production	Zone RU1 Primary Production
Zone RU5 Village	Zone R5 Large Lot Residential	Zone R5 Large Lot Residential
Zone R5 Large Lot Residential	Zone E3 Environmental Management	Zone E3 Environmental Management
	Zone E4 Environmental Living	

Each of the current LEPs contain existing holding provisions, however, the Bombala LEP 2012 and Cooma-Monaro LEP 2013 contains a 'sunset clause' so the existing holding provisions expired after the prescribed timeframe within the clause.

Only the Snowy River LEP 2013 contains ongoing existing holding provisions.

Lot averaging

Of the three current LEPs in place, only the Cooma-Monaro LEP 2013 contains a lot averaging provision, which pertains to the RU1 Primary Production and the E4 Environmental Living zones.

While the Snowy River LEP 2013 does contain lot averaging provisions for the R5 Large Lot Residential Zone, this zone is not contemplated within this document.

The Bombala LEP 2012 does not contain lot averaging provisions.

Development near zone boundaries

Development near zone boundaries is an optional clause and allows uses that are permissible in a certain zone to occur across a zone boundary into another zone

subject to a relevant distance, where the use would otherwise be prohibited. All three current LEPs have adopted this clause. Bombala LEP 2012 and Cooma-Monaro LEP 2013 have 50m as the relevant distance, whereas Snowy River LEP 2013 identified 50m for land with a shared RUI boundary and 20m from any other zone boundary.

Local provisions

Local provisions within each of the currently in force LEPs relating to rural land are as follows. These clauses contain provisions for Council to consider when assessing development applications.

Table 4 Local provisions adopted under each of the three current LEPs

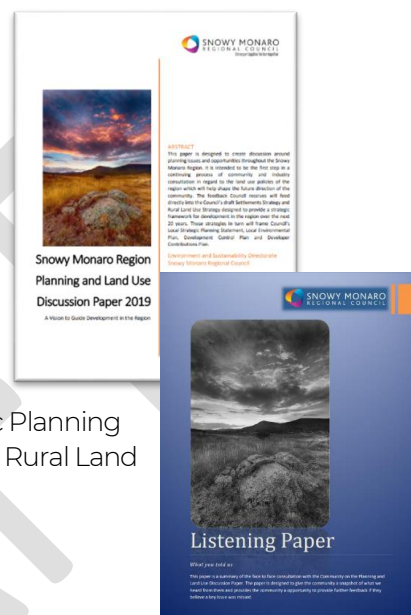
Bombala LEP 2012	Cooma-Monaro LEP 2013	Snowy River LEP 2013
Earthworks	Earthworks	Flood Planning
Flood planning	Flood planning	Terrestrial Biodiversity
Terrestrial biodiversity	Terrestrial biodiversity	Riparian Land and watercourses
Riparian land and watercourses	Groundwater vulnerability	Wetlands
	Drinking water catchments	Development within the Lake Eucumbene and Lake Jindabyne Scenic Protection Areas
	Riparian land and watercourses	Development within the eastern approaches to Kosciusko National Park
	Wetlands	Essential Services
	Landslide risk and karst areas	
	Essential Services	

Appendix 3 - Development of the Draft Rural Land Use Strategy and Consultation and Engagement

2019

Council released the **Land Use Discussion Paper** in early 2019 to prompt discussion about future land use planning in the Snowy Monaro region. Over ten weeks Council staff carried out drop in sessions and community meetings across the area, engaging with 300 community members face to face. The Land Use Discussion Paper was also circulated to community groups, government agencies, industry and other key stakeholders.

Feedback received from this engagement was distilled into a **Listening Paper** and also informed the 12 Planning Priorities that make up the Local Strategic Planning Statement (LSPS) and provided direction for the Draft Rural Land Use Strategy.



2020

Council prepared and released the **Local Strategic Planning Statement (LSPS)** in 2020. The LSPS was publicly exhibited from 26 February to 19 April 2020. Twelve face to face consultation sessions were undertaken (in person and online). Unfortunately, due to COVID-19 restrictions, in person sessions were limited. As required by the *Environmental Planning and Assessment Act 1979*, the LSPS was adopted in May 2020, before the 1 July 2020 deadline imposed by the legislation.



2020/2021

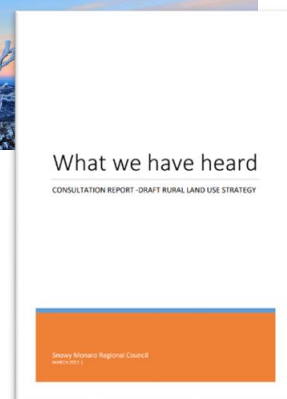
The public exhibition period for the **Rural Land Use Strategy** commenced on 19th October 2020 with advertising on Council's website, Facebook page, on radio, in newspapers and was shared directly on 17 Facebook community noticeboards. In addition, approximately 2200 letters were sent to potentially impacted landowners. The Draft Rural Land Use Strategy was also circulated to community groups, government agencies, industry and other key stakeholders.

Five full-day in person drop in sessions were held throughout the public exhibition period across the region.

Council took part in 36 in-person consultation sessions across the region, in conjunction with nine online Zoom sessions for greater public accessibility.

The Snowy Monaro Your Say (online) page on the Rural Land Use Strategy has been accessed more than 5000 times.

Council staff met with local farming, indigenous, and business groups. There were an additional 300 phone conversations with community members and 200 people have registered for updates through Council's mailing list. In March 2021 the **'What we have heard' post consultation report** was reported to Council.



Department of Primary Industries
Department of Regional NSW



Land Use Planning

Planning for Agriculture in Rural Land Use Strategies

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Table of Contents

Table of Contents	3
1. Introduction	4
1.1 Purpose of the Guideline	4
1.2 Importance of Agriculture	4
1.3 Challenges Faced by Agriculture	4
1.4 The Importance of Rural Land to Agriculture	5
1.5 What is meant by Agricultural Land?	6
1.5.1 State Significant Agricultural Land.....	6
1.5.2 Other Agricultural Land.....	6
1.5.3 Locally Important Agricultural Land	6
2. Considering the needs of agriculture in rural land strategies	8
2.1 Agricultural Resources	8
2.2 Growth Opportunities	8
2.2.1 Supporting new and emerging agricultural industries.....	9
2.2.2 Diversification	9
2.3 Climate Change	9
2.4 Intensive agriculture and rural industries	11
2.5 Buffers	11
2.5.1 Agent of change	12
2.6 Rural Character	12
2.7 Zoning and Land Uses	12
2.7.1 Zoning of agricultural land	13
2.7.2 Non-agricultural and incompatible land uses	13
2.8 Minimum Lot Size	14
2.8.1 Historical Fragmentation.....	16
2.9 Rural Housing	16
2.9.1 Rural Residential Development.....	16
2.9.2 Dwelling eligibilities.....	17
2.9.3 Dual Occupancies and Secondary Dwellings.....	17
2.9.4 Workers' Accommodation.....	17
2.10 Maximising engagement in development of a Rural Land Strategy	18

1. Introduction

Rural land is in demand for a wide range of land uses for a range of reasons. The presence of particular natural resources, land characteristics or the absence of urban land uses can influence the suitability of rural land for agriculture, extractive industries, tourist developments, offensive or hazardous industries, environmental conservation or large-scale infrastructure.

Rural land on the fringe of urban areas can contribute to the growth of those urban areas to provide land for expansion of housing and employment generating land uses. Where rural land has ecological value, physical limitations or is subject to natural hazards which restrict its use for other purposes it can provide important ecological services, separation distance between incompatible land uses or green breaks between urban areas contributing to the amenity and character of rural and surrounding urban areas.

If a strategic approach to planning for rural land is not undertaken, then rural land has the potential to be subjected to a wide range of incompatible land uses.

1.1 Purpose of the Guideline

It is recognised that councils must take into account a wide range of considerations when planning for rural land. This guideline provides councils with guidance on how to plan for the needs and growth of agriculture in land use planning strategies for rural land, particularly land zoned RU1 Primary Production, or when undertaking a comprehensive review of all land uses in a local government area (LGA). The objectives of the guideline are:

- to ensure that the needs of agriculture are considered in the strategic planning process
- to ensure that opportunities for the growth of agricultural industries are considered through the strategic planning framework
- to ensure the strategic planning process gives careful consideration to land uses in rural areas which are incompatible with agriculture.

1.2 Importance of Agriculture

Agriculture and the land on which it is undertaken is important for a number of reasons including:

- Providing a range of food and fibre products
- Contributing to the economy
- Supporting regional communities
- Underpinning the character of regional communities
- Contributing to the rural landscape amenity.

1.3 Challenges Faced by Agriculture

Agriculture faces challenges from the impacts of weather events, climate change, market volatility, changes in consumer and market preferences and global events such as the recent COVID-19 pandemic. Smaller scale producers located in peri-urban areas or closer to urban centres can also face significant viability challenges due to the scale of the enterprise.

Agriculture also faces evolving pressures from urban encroachment and increased migration from cities to regional areas. The changing community needs and aspirations that result from growing regional populations can prompt changes in the use of agricultural land. When agricultural land is converted to other uses, especially to residential or industrial uses, it is permanently lost to commercial agricultural production.

The important role that agriculture plays in regional communities and the challenges it faces highlight the importance of maintaining suitable rural land predominantly for agricultural production.



Agriculture faces evolving pressures from urban encroachment and increased migration from cities to regional areas.

1.4 The Importance of Rural Land to Agriculture

Rural land is critically important to agriculture as many agricultural land uses require large areas of land. Rural areas of an LGA are often the only areas where the sizes of land parcels are large enough to support many agricultural operations and where sufficient separation distance between intensive agricultural land uses and sensitive receptors such as residential development can be achieved.

Appropriate rural zones, especially RU1 Primary Production being the principal zone for agricultural production, and associated objectives and planning controls will enable the ongoing use of rural land for agricultural production.

The NSW planning framework sets clear guidance for the objectives and preferred land uses in residential, employment and conservation zones. However, rural zones can often be viewed as left over land where a myriad of land uses compete for land for various reasons. It is important that a strategic approach is undertaken to ensure planning for rural land, and the agriculture it supports, considers the needs of agricultural industries, the expectations of the community and, the diverse land uses that occur in rural areas.

1.5 What is meant by Agricultural Land?

Agricultural production can be undertaken on land with a diverse range of characteristics. Agricultural land can comprise rural land with optimal biophysical attributes which has the best combination of soil and water characteristics and is therefore ideally suited for cropping purposes.

Equally, rural land which does not have biophysical attributes suited to cropping purposes can still be valuable for agricultural production and in many cases is where most livestock production occurs. This land can support some intensive agricultural production such as poultry farms or intensive plant agriculture which does not rely on soil. It can also support production on high quality agricultural land by being the location for processing facilities or storage sheds and other supporting infrastructure or, providing areas for flood relief for livestock.

In undertaking strategic planning for rural land, councils should be cognisant of the various agricultural industries that contribute to agricultural production in their LGA and ensure that agricultural land in its diverse forms, is recognised in rural land strategies. Even though rural land may not be identified as being critically important to agricultural production, it can still make a valuable contribution and therefore should not automatically be discounted for agricultural purposes and identified for alternative uses such as large lot residential or rural lifestyle lots.

1.5.1 State Significant Agricultural Land

The NSW Agriculture Commissioner's report "*Improving the Prospects for Agriculture and Regional Australia in the NSW Planning System*" recommended the development of a map of state significant agricultural land (SSAL). DPI Agriculture is working to identify land considered to have agricultural significance to the state because of its biophysical attributes. Once this state significant agricultural land (SSAL) is identified, how such a map could be best used in the NSW planning framework will be considered.

1.5.2 Other Agricultural Land

Biophysical characteristics are not the only attribute that makes land suitable for agriculture. The changing nature of some agricultural industries due to intensification of practices and improved technology has meant that soil is not as critical for some food or fibre production. Industries are establishing on land which does not possess biophysical attributes, but which is located close to services and/or upstream and downstream businesses to achieve reductions in input or processing costs. Such locations are often in close proximity to reliable power, water and telecommunications infrastructure and close to a reliable supply of skilled labour.

DPI Agriculture, in response to the recommendations of the Agriculture Commissioner's report "*Improving the Prospects for Agriculture and Regional Australia in the NSW Planning System*" will investigate where agricultural industries which do not rely on the biophysical attributes of the land are making an important contribution to agricultural production in NSW.

1.5.3 Locally Important Agricultural Land

It is recognised that areas of land within an LGA will have agricultural importance relative to other land in the LGA, but which may not meet the criteria to be identified as state significant agricultural land.

Agricultural land that is not of state significance still supports important agricultural activities such as extensive cropping and livestock production and also sustains environmental and biodiversity values as part of farming systems.

The mapping of existing agricultural industries in an LGA and the land which is important to agricultural production is a powerful tool in communicating to the community the scale and importance of agriculture in the LGA. It also assists in identifying areas of land on which urban and other land uses which are incompatible with agricultural land uses should be avoided.

A council may also choose to identify other locally important agriculture land to be considered as part of a rural land strategy. A process of identifying important agricultural land which councils could adopt for their LGAs is contained in DPI Agriculture's [A Guideline to Identifying Important Agricultural Lands in NSW](#) . This approach could be augmented by early engagement with the local community to identify land it perceives as having local agricultural significance.



Agricultural land sustains environmental and biodiversity values as part of farming systems.

2. Considering the needs of agriculture in rural land strategies

Councils have generally given agricultural land and resources sound consideration in their Local Strategic Planning Statements (LSPSs) and many included actions to prepare rural land strategies to address strategic planning for rural land in greater detail.

Rural land strategies should build on the strong strategic basis established in an LSPS to provide more detailed analysis of the planning needs for rural land.

While there is no requirement in the planning legislation for the preparation of local land use strategies, LSPSs commonly include an action to prepare a rural land strategy to inform future planning policy at an LGA level and provide evidence to inform higher level regional plans. An endorsed rural land strategy can also be used to justify any inconsistencies of planning proposals with Ministerial directions under section 9.1 of the *Environmental Planning and Assessment Act 1979*.

The following points outline key aspects that should be addressed in the preparation of a rural land strategy to ensure that agricultural land, resources and industries are adequately considered in the strategic planning framework.

2.1 Agricultural Resources

Rural land strategies should recognise the importance of agricultural industries to local communities and the local and regional economies. They should support access to agricultural land, particularly SSAL once finalised, natural resources and infrastructure that are critical to agricultural production.

Agriculture is not just reliant on natural resources such as soil and water. There are other contributing factors such as transport infrastructure or processing facilities which can be integral to the viability of a particular industry.

A rural land strategy should:

- identify the linkages agricultural industries have with supporting industries, infrastructure and other components of the production chain to ensure a holistic picture of the agriculture related industry in the LGA is known.
- prioritise agricultural land, particularly SSAL once a final SSAL Map is available, for agricultural production.

2.2 Growth Opportunities

Agriculture is a significant contributor to the economy of many LGAs in regional NSW. In developing a rural land strategy, a council should assess the value of agriculture to its LGA, based for example on a dollar value or the number of jobs it provides. This assessment should include a supply chain analysis which examines value adding industries and processors.

When the contribution of agriculture to the economy is known, rural land strategies should address opportunities and constraints on the growth of key agricultural industries in the LGA. DPI Agriculture's [Regional Agricultural Snapshots for Land Use Planning](#) contain information on the key agricultural industries in regional NSW. This information combined with local industry knowledge can help to inform the needs of the agricultural industries in an LGA and in turn guide strategic planning for rural land.

For instance, intensification of agricultural operations or changing farm practices can result in new or increased impacts on nearby and surrounding non-agricultural land uses in the locality. A planning framework which recognises the importance of agriculture in a rural area and avoids new sensitive or incompatible land uses, such as rural residential development, in rural areas can facilitate the protection, expansion or intensification of agricultural production.

2.2.1 Supporting new and emerging agricultural industries

In preparing a rural land strategy, a council should identify any new or emerging agricultural trends or opportunities in the LGA. These may be changes in crops grown or the establishment of new agricultural industries in an area. Early identification of trends and opportunities enables them to be strategically planned for so that they can be realised with a minimum of change to the local planning framework.

2.2.2 Diversification

There are a number of land uses such as agritourism and small-scale processing activities which can support the ongoing viability of farm businesses and regional agricultural economies.

A rural land strategy should:

- support new and emerging agricultural industries and diversification by:
- establish a clear policy position that agricultural land use is supported and encouraged in rural areas.
- identify appropriate small scale complementary land uses which can be integrated into agricultural enterprise(s)/rural industries on a site.
- describe the circumstances in which small scale complementary land uses are supported on agricultural land to ensure that the primary use of the land continues to be agricultural production.
- not undermine existing safeguards for the maintenance of productive agricultural land and/or industries.
- encourage leasing and share farming practices.

2.3 Climate Change

Climate change will bring challenges to agriculture in the form of hotter temperatures and higher risk of drought and more intensive fire weather or rainfall events. In low lying areas, sea level rise will reduce floodplain drainage capacity. Changing climatic conditions will likely have differing effects on agricultural industries in different regions.

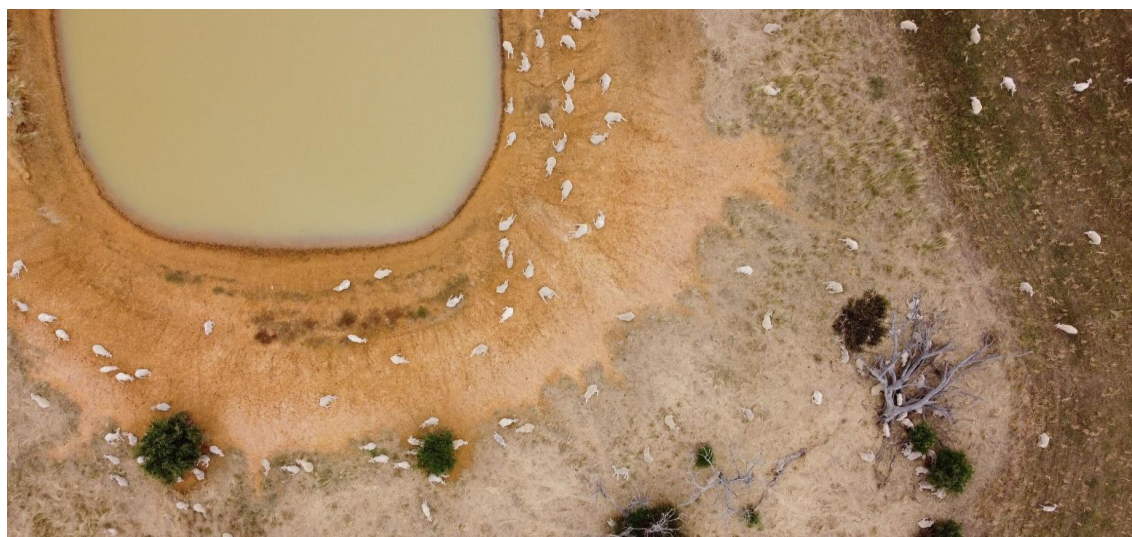
It is likely that agricultural industries will adapt or change to respond to climatic and sea level changes. Rural land strategies should recognise that existing farming practices may change considerably as part of this response and this could change the way agriculture is conducted and the impacts it may have on rural areas in a region.

It is important that rural land strategies do not set policy positions based solely on the current key agricultural commodity of an area or existing land capability, but instead enable adaption of agricultural industries.

Rural land can also play an important role in mitigating the impacts or cause of climate change. Vegetated rural land can help to offset the impacts of urban heat islands, while agricultural practices and/or rehabilitation of former wetlands also sequester carbon.

A rural land strategy should:

- outline the expected climatic and sea level changes for the LGA identified in other studies or council/government policy.
- recognise the need for local environmental plans to permit intensification or shifting of agricultural production.
- limit fragmentation of rural land to allow for adaptation measures such as expansion or shifting of agricultural operations, provision of buffers, and provision of ecosystem services on a farm.
- recognise the changing infrastructure needs of agricultural industries.
- recognise and support the opportunities for rural landowners to contribute to mitigating climate impacts and access environmental payments.



Rural land can play an important role in mitigating the impacts or cause of climate change.

2.4 Intensive agriculture and rural industries

Existing and potential intensive agricultural land uses, and rural industries should be specifically addressed in the strategic planning process.

Intensive agriculture and some rural industries can generate greater impacts on the surrounding environment than extensive agriculture practices. Therefore, there is a need for greater separation distances from incompatible or sensitive development to avoid land use conflict with incompatible land uses.

A rural land strategy should:

- recognise existing intensive agriculture production areas and rural industries and/or proposed operations, especially those located outside of mapped SSAL, and ensure these are protected from encroachment by incompatible land uses.
- recognise the need to maintain greater separation distances to allow the expansion or intensification of existing individual intensive agriculture practices within the site of their established operations to maintain market share and economic viability.
- recognise the need to prevent the encroachment of incompatible land uses on existing intensive agriculture operations to minimise potential land use conflict and adverse impacts on the agricultural operation.
- consider the appropriateness of a precinct/s within the LGA which focuses on intensive agriculture land uses by recognising the environmental characteristics of land which is well suited to intensive agriculture and developing specific planning controls which reflect this agricultural focus.
- encourage the efficient development of infrastructure to support intensive agriculture and rural industries.

2.5 Buffers

Strategic planning should avoid non-agricultural land uses on or near important agricultural land. However, where non-agricultural land uses are necessary in a rural area the planning authority should ensure a buffer is achieved between agricultural land uses and potentially incompatible non-agricultural land uses.

Buffers around agricultural land, particularly SSAL, and established intensive agriculture operations can provide an appropriate separation distance to mitigate against potential land use conflict and enable the expansion or intensification of an agricultural operation.

DPI Agriculture has produced “Buffer Zones to Reduce Land Use Conflict with Agriculture – An Interim Guideline” ([The Interim Buffer Guideline](#)) and is undertaking further work to review this interim Guideline and provide additional guidance around the use of buffers.

A rural land strategy should:

- include an action to include appropriate buffer requirements or the need for a land use conflict risk assessment in the council's development control plan.
- consider appropriate buffers when a rural land strategy proposes a change in land use to a non-rural zone or non-agricultural land use to avoid the encroachment of sensitive receptors on agricultural activities and operations.
- be informed by a land use conflict risk analysis (LUCRA) where a change of land use is proposed, and an appropriate buffer distance is unable to be achieved. DPI Agriculture has prepared guidance on undertaking a Land Use Conflict Risk Analysis.

2.5.1 Agent of change

When addressing buffers, a rural land strategy should introduce the concept of the agent of change principle into the planning framework for an LGA. The agent of change principle places the onus of providing the buffer on the proponent who changes the status quo. It is an important principle for rural land where existing agricultural land uses can be adversely restricted in their production if a new sensitive land use such as a rural dwelling is established in a rural area without considering or mitigating the potential impacts it may experience from normal farming activities. Adoption of the agent of change principle in a rural land strategy will facilitate its application in the statutory planning documents (LEPs and DCPs) which regulate development in rural zones.

Equally, the use of the agent of change principle could also be considered in housing strategies where new residential land may have an interface with rural land.

2.6 Rural Character

Agricultural land provides a cultural and social purpose, contributes to landscapes that communities value and, along with conservation areas, provides green breaks between urban and industrial centres.

A rural land strategy should:

- recognise the broader role agriculture plays in establishing the character of rural areas and its importance to local communities and agritourism.

2.7 Zoning and Land Uses

A rural land strategy can use the strategic planning evidence base to establish a policy position for the application of zones and planning controls for rural land in a local environmental plan (LEP).

2.7.1 Zoning of agricultural land

The development of a rural land strategy is the opportunity to review the land use zones applying to rural land. A review should include not just the spatial extent of the zone application across the LGA but also the appropriateness of the objectives and permissible land uses in the context of supporting agricultural production, enabling the growth of agriculture and minimising land use conflict.

The zone applied to land will have a significant impact on the perceived purpose of that land in the community and ultimately how that land is used.

The RU1 Primary Production zone should be used for the highest quality agricultural land in an LGA. Other rural zones (RU2 Rural Landscape, RU4 Primary Production Small Lots and RU6 Transition) should be used where appropriate to provide differentiation of planning controls suited to the characteristics of the land. However, as previously discussed, all rural land can contribute to agricultural production and the zone objectives and permissibility of agricultural land uses in the RU2, RU4 and RU6 zones should reflect this ability.

The R5 Large Lot Residential zone should be considered as a residential zone. It is not considered to be an appropriate zone for commercial farming operations. The generally small lot sizes of the R5 zone means neighbouring landowners have an expectation that the land will be used for residential purposes. This can increase the potential for land use conflict. Permissible land uses in the R5 zone and buffers to nearby agricultural operations should reflect this.

The use of the RU4 Primary Production Small Lot zone should be carefully considered to ensure it is not used for rural lifestyle purposes. Where the RU4 zone is used, careful consideration of permissible land uses, and minimum lot size is critical to prevent the zone becoming a rural residential area.

A rural land strategy should:

- reinforce that the highest quality agricultural land in an LGA should be zoned RU1 Primary Production.
- establish a strategic approach for the application of other zones based on the characteristics of the land while recognising that other rural land can contribute to agricultural production and therefore a range of agricultural land uses should be permissible in zones RU2, RU4 and RU6.
- establish a policy position for permissible land uses for the RU4 zone to prevent this zone becoming a rural residential area.

2.7.2 Non-agricultural and incompatible land uses

It is acknowledged that some non-agricultural land uses need to occur in rural areas due to resource location or other characteristics. Where non-agricultural land uses can occur in other locations it is important that those non-agricultural land uses which are incompatible with agriculture are directed away from rural areas and towards other more suitably zoned land. This can be achieved by having a strategic approach to planning for rural land which recognises the importance of agriculture and reflects this in planning controls and zone objectives which do not allow a wide range of land uses that are incompatible with agriculture in rural zones.

Rural land strategies should be informed by a review of the permissibility of non-agricultural land uses in rural zones as they may be incompatible with agriculture as the preferred use of rural land. DPI Agriculture considers non-agricultural land uses to be all land uses other than those listed in the table to Attachment 2.

Land use tables should reflect the different capacities or desired future use of the land within that zone and the list of permissible land uses should be reflective of this.

A rural land strategy should:

- be informed by a review of the range of permissible land uses in the zones applying to agricultural land to ensure they are appropriate for the intended outcomes of the zone.
- clarify that new residential development is incompatible with agriculture and should not be widely permitted in rural zones.
- ensure that a diverse range of agricultural land uses are permissible in rural zones.
- not seek to permit new non-agricultural land uses in rural zones, particularly the RU1 zone, unless:
 - a) the non-agricultural land uses are dependent on natural resources that are present on land in rural zones.
 - b) the non-agricultural land uses are broadly beneficial to agricultural production or have a clear strategic benefit to the community.
 - c) thorough consideration has been given to any potential adverse impacts that the non-agricultural land uses will on agricultural production on surrounding land

2.8 Minimum Lot Size

The minimum lot size (MLS) for eligibility of a dwelling house is an important tool to implement strategic planning of rural land. The MLS which permits a dwelling house on a lot in a rural zone should be representative of agricultural needs to clearly indicate to development proponents and the community that agricultural production is the preferred use of that land.

Maintaining large lot sizes in rural areas is generally considered beneficial for agriculture. Larger lot sizes enable economies of scale to be achieved in agricultural production and land management and deter the purchase of rural land solely for rural lifestyle purposes. A large MLS can prevent further fragmentation of rural land for residential purposes and in doing so limit the number of new sensitive receptors (dwellings) in primary production areas. This benefits not only agricultural

operations but also minimises the burden on local government for providing services and infrastructure to service dwellings in rural areas.

It is recognised that rural areas of some LGAs are already significantly fragmented and contain multiple small rural lots which contain dwellings or have dwelling eligibility. The current prevailing lot size in a rural area is not necessarily indicative of the required size for a commercial agricultural holding as many commercial agriculture holdings are comprised of multiple aggregated lots. Once land is subdivided and construction of a dwelling is permitted or occurs it is more difficult to consolidate lots for agricultural purposes because the value of the dwelling becomes part of the economic consideration.

Despite the obvious advantages to agriculture of larger lot sizes, some forms of agriculture can be viable on smaller lots depending on the production method, chosen commodity and marketing approach. However, consideration of a smaller MLS should not be based solely on economic viability. Smaller lots restrict the ability of an agricultural pursuit to provide buffers within the property to mitigate impacts from more intensive agricultural practices. Smaller lots also restrict the ability of a farmer to readily expand existing production or diversify with value adding processes. Smaller lot sizes are also attractive for rural lifestyle purposes and therefore land prices reflect this demand and inhibit start-up of new agricultural developments. Small lots in rural areas do not necessarily improve affordability for new entrants to agriculture.

In many LGAs, there is an oversupply of 'small lots', being lots smaller than the applicable MLS, upon which producers can already pursue more intensive or small-scale agricultural operations. Subdivision for primary production purposes and boundary adjustments can also contribute to the availability of smaller lots for agricultural uses. A landscape of smaller lots will also inevitably lead to a wider range of land ownership and differing expectations of land management practices which can contribute to land use conflict.

If a rural land strategy is to consider revision of the MLS applied to rural land in an LGA it should consider the land area requirements of the likely or preferred agricultural industries in the LGA. These land area requirements include:

- Minimum land area required for sustainable agricultural operations. This should not just consider viability based on current prices and expected production volumes but should examine industry and market trends to factor in necessary expansion to maintain sustainability of the broader industry. It also needs to consider the need of agricultural production systems for suitable land to enable mitigation of the impacts of natural hazards and which is free of physical constraints.
- Land required for buffer areas to mitigate any impacts the expected or preferred land use in the area may have on neighbouring properties.
- Land that may be required for expansion of farming operations or land needed for diversification or value adding operations.
- Any required separation distance between agricultural land uses necessary to address biosecurity risks.

Any review of MLS needs to exclude pressure for smaller lots arising from rural lifestyle housing demand and other non-agricultural land uses permitted in the zone. This approach will ensure that rural lot sizes more accurately reflect the appropriate commercial agricultural holding size that necessitates a new dwelling eligibility.

Where a rural land strategy is considering the introduction of an RU4 Primary Production Small Lots zone, the accompanying minimum lot size should be selected based on the above considerations.

2.8.1 Historical Fragmentation

Existing fragmentation of the rural landscape means there are many small lots in rural zones across NSW which contain existing dwellings or enjoy a dwelling eligibility. Small lots without dwelling eligibilities are not an impediment to all forms of viable agricultural production. However, the general prevalence of small lots in the rural landscape means it is not necessary to continue creating small lots to support new or emerging agricultural operations.

The *Farming Together* initiative from Southern Cross University produced “Growing Agriculture in the Tweed” (November 2020) which showcases alternative approaches to farming including share farming and leasing of land and other opportunities for smaller lot sizes.

A rural land strategy should:

- review the holding size data in the LGA to identify the current and foreseeable supply of land holdings suitable for smaller agricultural enterprises.
- set a policy position that changes to the MLS applying to rural land in the LGA which would enable further subdivision to create additional dwelling eligibilities is not supported.
- establish that the land area requirements of the likely or preferred agricultural industries in the LGA are met before a reduction in the MLS applying to rural land is considered.

2.9 Rural Housing

Managing demand for rural lifestyle housing is a significant challenge for councils. Residential land uses in rural areas can present challenges in the form of land use conflict with other rural land uses and demand for extension of infrastructure and public services such as roads, waste collection and emergency services. The provision of infrastructure and services to dispersed rural dwellings is inefficient compared to more compact urban areas.

A rural land strategy should not focus on the provision of housing in rural areas. Future housing demand and supply should be addressed in a whole of LGA housing strategy to ensure that housing is being provided in the most appropriate and efficient manner for the community. A strategic approach to limiting housing in rural areas will give certainty to landowners and the community and allow protection of mineral resources and productive agricultural land.

A rural land strategy should not focus on the provision of housing in rural areas.

2.9.1 Rural Residential Development

Planning for rural residential development should not be a focus of a rural land strategy.

Rural residential development has the potential to conflict with valuable agricultural or environmental land and requires services and infrastructure which are not as cost efficient to deliver as in urban residential areas.

Rural residential development should be considered in the context of the entirety of the housing needs of the community. The need for rural residential development should only be considered when

its need can be assessed against the alternatives of increased density and differing housing choice in existing urban areas. The appropriate context for this consideration is a housing strategy and not a rural land strategy.

2.9.2 Dwelling eligibilities

Councils are encouraged to phase out historical dwelling eligibilities on undersized rural lots. Ad hoc development of dwelling houses on undersized lots in rural areas undermines strategic planning for rural land and can introduce incompatible land uses into the agricultural landscape increasing risk of land use conflict and uncertainty for industries investing in rural areas.

Future rural dwellings should be provided only for the purpose of supporting commercial agricultural production.

2.9.3 Dual Occupancies and Secondary Dwellings

Planning for additional housing types such as detached dual occupancies and secondary dwellings should not be a focus of a rural land strategy. The provision of all forms of housing should be considered in a council's housing strategy.

A rural land strategy should not seek to permit additional housing (detached dual occupancy or secondary dwellings) in rural zones on the basis of providing affordable housing or facilitating farm succession. Affordable housing for an LGA should be located in urban areas to prevent additional servicing costs, reliance on private transport, and the creation of a demographic of 'rural poor'. Farm succession planning is a business decision and not a land use planning consideration. It should not be used as a reason to enable additional residential land uses in rural areas, which are often irreversible, and can increase the potential for future land use conflict with neighbouring agricultural operations.

2.9.4 Workers' Accommodation

Some agricultural industries will require additional farm workers at specific times of the production cycle. Where farms are located a large distance from nearby accommodation it may be necessary to provide on-farm accommodation.

Rural workers' dwellings are the preferred method of providing on farm accommodation for itinerant workers. Secondary dwellings and detached dual occupancies are not considered appropriate to provide accommodation for rural workers. These forms of residential accommodation do not require the demonstration of a nexus between the farming activities and the dwelling. They also cannot be restricted for rural worker use meaning that they have the potential to be rented for pure residential purposes which can create an additional sensitive receptor in the rural landscape and increase the risk of land use conflict.

Councils should consider the need for rural workers' dwellings and locations within an LGA where they are considered to be appropriate in a rural land strategy. Such consideration should include the size of the holdings in an area and the need to accommodate rural workers, the proximity and location of existing housing and services, the existing rental supply in an area, and current and future location of industries which may require itinerant workers.

Councils can adopt the rural workers' dwellings model clause for inclusion in their LEP to ensure that appropriate matters are considered when a rural workers' dwelling is proposed. Other arrangements can be pursued through temporary or informal housing options as well as camping grounds on farms.

A rural land strategy should:

- establish a policy position for where and when rural workers' dwellings are considered appropriate in an LGA.
- include an action to adopt the rural workers' dwellings model clause for inclusion in the LEP where rural workers' dwellings are permissible.

2.10 Maximising engagement in development of a Rural Land Strategy

How a rural land strategy is developed is critical to ensuring rural land stakeholders engage with the process to achieve the best outcomes for agriculture and the community.

Stakeholders for a rural land strategy can be many and varied and can include rural landowners, farmers, industry bodies for key agricultural industries or agricultural processors, government agencies and researchers. A wide range of consultation will ensure all issues affecting rural land and particularly agriculture, is captured.

It is acknowledged that councils are bound by legislated consultation requirements. However, where possible, consultation methods which take into account the demands of key agricultural industries and bring information to farmers such as information booths at sale yards or avoiding the exclusive use of online resources can maximise engagement. Similarly avoiding public exhibition periods during peak harvesting times when farmers are busiest will increase the opportunity for involvement.

Finally, all the research and consultation should result in actions to implement the strategic planning for rural land. Such actions should be able to be implemented through a recognised mechanism in the planning framework, they should be funded and have an allocated time frame to inform their priority.

A rural land strategy should demonstrate genuine consultation and engagement with agricultural industries and landholders.

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Attachment 1

Developing a Vision for Agriculture – a Strategic Process

The table below outlines the key considerations and resources that will assist councils to maximise outcomes for agriculture through the strategic planning process.

Consideration	Source of Information
Scoping Stage	
<p>Policy Framework</p> <p>Directions and actions in the strategic planning framework that relate to agriculture and the supply chain.</p>	<ul style="list-style-type: none"> Regional Plans Ministerial Directions (section 9.1 of the <i>Environmental Planning and Assessment Act 1979</i>) Planning circulars Council's Local Strategic Planning Statement Rural Land Studies
<p>Mapping</p> <p>Identify the spatial extent and capability of agricultural land in rural areas of the LGA.</p> <p>Identify natural hazards and constraints relevant to agricultural production.</p> <p>Identify the location of irrigation districts and clusters of agricultural industries.</p> <p>Identify infrastructure which is important to agricultural industries.</p>	<ul style="list-style-type: none"> Preliminary draft State Significant Agricultural Land Map Preliminary Draft SSAL Map NSW Planning Portal Spatial Viewer for <ul style="list-style-type: none"> Biophysical Strategic Agricultural Land (BSAL) Mapping, Flooding and bushfire Terrestrial biodiversity Land and Soil Capability Assessment Scheme: 2012, Office of Environment and Heritage. (SEED Portal) Irrigation corporations and districts. North Coast Important Farmland Development approvals and local knowledge of key agricultural industries for the region/LGA. Land Ownership Change in Rural NSW, University of Sydney and DPI, Feb 2022
<p>Industry Information</p> <p>Identify the main agricultural industries in the LGA based on economic value/contribution.</p>	<ul style="list-style-type: none"> Regional Agricultural Snapshots for Land Use Planning Demographic data, studies and reports Regional Economic Development Strategies (REDS) Any relevant reports such as the NSW Central West Food and Fibre Strategy NSW Central West Food and Fibre Strategy Australian Bureau of Statistics data Livestock DPI - Animals and Livestock Horticulture DPI - Horticulture Industry Websites
<p>Land Use Conflict</p> <p>Identify any instances of land use conflict in rural areas of the LGA that could be addressed by the strategic planning process. Include agriculture-agriculture conflict.</p>	<ul style="list-style-type: none"> Council records Environment Protection Authority (EPA) records Right to Farm Agricultural Land Use Survey Reports Australian Farm Institute's 'Managing farm-related land use conflicts in NSW' https://www.farminstitute.org.au/report-managing-land-use-conflict-in-nsw/ Examine rural subdivision/settlement trends by analysis of subdivision approvals and ownership.

Trends, Opportunities and Challenges

Identify the agricultural trends – nationally/ state-wide regionally/locally and the implications for agriculture in the region or LGA.

Identify the current challenges and opportunities for agriculture and lessons learnt for future agricultural development in the LGA e.g., infrastructure, local markets, diversification

Identify the implications that climate change has on agriculture in the LGA and any adaptation mechanisms may be required for local industries.

- [Regional Agricultural Snapshots for Land Use Planning](#)
- Adapt NSW: <https://climatechange.environment.nsw.gov.au/Adapting-to-climate-change/Regional-vulnerability-and-assessment>
- Consultation with those industries most at risk to natural hazards regarding risk preparedness needs
- Consultation with local food networks, business chamber, Destination NSW.

Attachment 2

Agricultural Land Uses

Table of land uses in the Standard instrument Local Environmental Plan considered to be agricultural land uses for the purpose of this document.

Agricultural Land Uses	
<ul style="list-style-type: none"> • advertising structure • airstrip • agriculture • agricultural produce industries • agritourism • animal boarding or training establishments • aquaculture • artisan food and drink industries • bee keeping • boat launching ramps • building identification sign • business identification sign • cellar door premises • dairy (pasture-based) • dairies (restricted) • environmental facilities • environmental protection works • farm stay accommodation • farm buildings • feedlots • flood mitigation works • forestry • helipad • home industry • home business 	<ul style="list-style-type: none"> • home occupations • horticulture • intensive livestock agriculture • intensive plant agriculture • livestock processing industries • Oyster aquaculture • plant nurseries • Pond-based aquaculture • recreation areas • research stations • roads • roadside stalls • rural worker's dwellings • rural supplies • rural industries • sawmill or log processing industries • signage • stock & sale yards • Tank-based aquaculture • timber yards • turf farming • veterinary hospitals • viticulture • water storage facility

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Snowy Monaro Draft Settlements Strategy

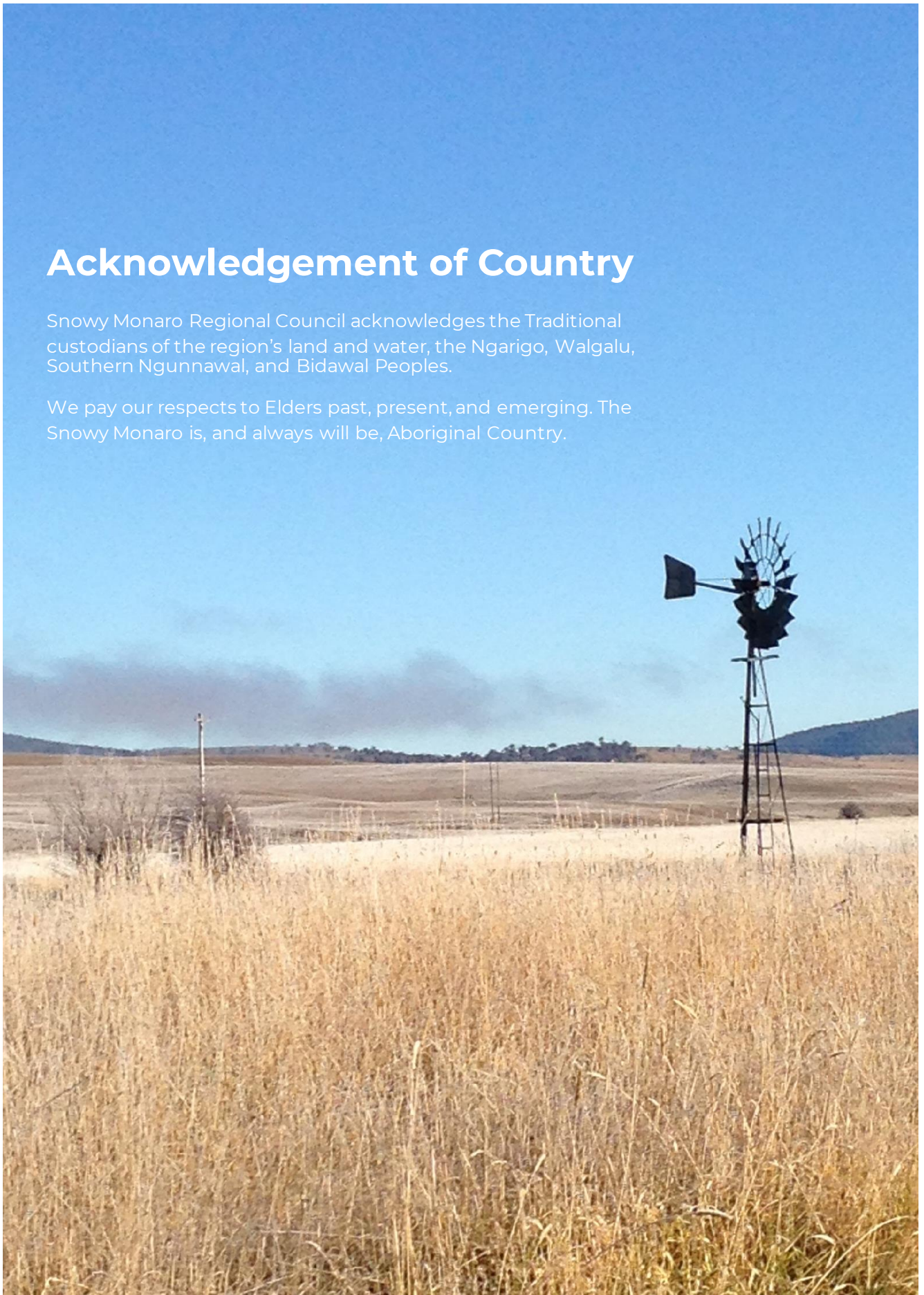
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Acknowledgement of Country

Snowy Monaro Regional Council acknowledges the Traditional custodians of the region's land and water, the Ngarigo, Walgalu, Southern Ngunnawal, and Bidawal Peoples.

We pay our respects to Elders past, present, and emerging. The Snowy Monaro is, and always will be, Aboriginal Country.



Record of Versions

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1.0	15/10/2020	Original Documents	209/20	Strategic Planning
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1.2				

Disclaimer

Every care has been taken in preparing this publication, and to the best of our knowledge the content was correct at the time of publishing.

This document should not be used as a basis for investment or other private decision-making purposes in relation to land purchases or land uses.

Snowy Monaro Regional Council accepts no responsibility for decisions or actions taken as a result of any data, information, statement or advice, expressed or implied, contained within this strategy.

Any references to legislation are not an interpretation of the law; they are to be used as a guide only. The information in this publication is general and does not take into account individual circumstances or situations; where appropriate, independent legal or planning advice should be sought.

This document is subject to revision without notice and it is the responsibility of the reader to ensure that the latest version is being used.

This Strategy has no status until formally adopted by Council or endorsed by the Department of Planning and Environment (DPE). An electronic copy of this report is available at: <https://yoursaysnowymonaro.com.au/settlements-strategy>

Contents

MESSAGE FROM THE MAYOR	8
ABBREVIATIONS	9
EXECUTIVE SUMMARY	10
1 - PRELIMINARY	11
1.1 INTRODUCTION	11
1.2 METHODOLOGY	12
HOW TO INTERPRET THIS DOCUMENT	13
1.4 RECOMMENDATIONS	15
1.5 CONSULTATION	20
2. PLANNING POLICY AND REGIONAL CONTEXT	21
2.1 STATE ENVIRONMENTAL PLANNING POLICIES	21
<i>Exempt and complying development Codes SEPP</i>	21
<i>Greenfield Housing Code</i>	23
<i>Precincts Regional State Environmental Planning Policy</i>	24
<i>State Environmental Planning Policy No 55 – Remediation of Land</i>	24
<i>State Environmental Planning Policy (Vegetation in Non -Rural Areas) 2017</i>	24
<i>Short-Term Rental Accommodation State Environmental Planning Policy Amendments</i>	24
<i>State Environmental Planning Policy (Housing) 2021</i>	25
2.2 PLANNING FOR BUSHFIRE PROTECTION 2019	25
2.3 STANDARD INSTRUMENT LOCAL ENVIRONMENTAL PLAN AND PROPOSED USE OF LAND ZONES	27
<i>Clauses</i>	27
2.5 SUSTAINABLE SETTLEMENT PRINCIPALS	28
4 - COOMA	31
4.3 <i>The Evidence</i>	31
4.4 PLANNING CONSTRAINTS	32
<i>Biodiversity</i>	32
<i>Bushfire</i>	34
<i>Flood Prone Lands</i>	35
4.5 COMBINED CONSTRAINTS AND FINDINGS	36
4.6 RECOMMENDATIONS	37
5 - JINDABYNE	38
5.2 THE SNOWY MOUNTAINS SPECIAL ACTIVATION PRECINCT (SAP)	38
5.3 OBJECTIVES	38
5.4 <i>The Evidence</i>	39
<i>Demographics and Housing Market</i>	39
5.5 SNOWY MOUNTAINS SPECIAL ACTIVATION PRECINCT VISION	39
5.6 PLANNING CONSTRAINTS	40
<i>Aboriginal Archeology</i>	40
<i>Biodiversity</i>	41
5.7 <i>Kalkite</i>	44
5.8 - RECOMMENDATIONS	44
6 – BOMBALA	45
6.2 OBJECTIVES	45
6.3 RURAL INDUSTRIES HUB	45
6.4 THE EVIDENCE	47
<i>Population and Demographics</i>	47
6.5 PLANNING CONSTRAINTS	49
<i>Biodiversity</i>	49
<i>Bushfire</i>	49
<i>Flood Prone Land</i>	50
<i>Heritage</i>	51

6.6 COMBINED CONSTRAINTS AND FINDINGS	52
6.7 RECOMMENDATIONS	53
7 - BERRIDALE	54
7.2 OBJECTIVES	54
7.3 THE EVIDENCE	54
<i>Population and Demographics</i>	54
<i>Drivers for growth</i>	54
7.4 PLANNING CONSTRAINTS	56
<i>Biodiversity and Natural Environmental Constraints</i>	56
<i>Bushfire</i>	57
<i>Flood Prone Land</i>	58
<i>Heritage</i>	60
7.5 COMBINED CONSTRAINTS AND FINDINGS.	61
7.6 BERRIDALE TOWN CENTRE	62
7.7 RECOMMENDATIONS	62
8 - MICHELAGO	63
8.1 - MICHELAGO MASTER PLAN	63
9 – ADAMINABY	65
9.1 ADAMINABY	65
<i>Local Narrative</i>	65
<i>Objectives</i>	65
9.2 <i>Existing Capacity for Development</i>	65
9.3 <i>Crown Land</i>	65
10 - VILLAGES	68
9.2 BREDBO	68
<i>Character Statement</i>	68
<i>Objectives</i>	68
9.3 DALGETY	70
<i>Character Statement</i>	70
<i>Objectives</i>	70
<i>Zoning</i>	70
9.4 DELEGATE	71
<i>Character Statement</i>	71
<i>Objectives</i>	72
<i>Heritage</i>	72
9.5 NIMMITABEL	72
<i>Character Statement</i>	72
<i>Objectives</i>	73
<i>Bibbenluke</i>	73
<i>Cathcart</i>	74
<i>Numeralla</i>	74
<i>Jerangle</i>	75
<i>Eucumbene Cove and Braemar Bay</i>	76
9.8 RECOMMENDATIONS	77
10. EMPLOYMENT LANDS STRATEGY	78
10.1 INDUSTRIAL LAND	82
10.1.1 <i>Existing Supply</i>	82
10.1.2 <i>Catalysts for future demand</i>	84
10.1.3 <i>Analysis of Projected Demand</i>	85
10.2 COMMERCIAL AND RETAIL LAND	85
10.2.1 <i>Existing Supply</i>	85
10.2.2 <i>Commercial and Retail Industry Shift</i>	86
10.2.3 <i>COVID-19 impact</i>	86
10.2.4 <i>Analysis of Projected Demand</i>	87
10.2.5 <i>Building on existing strengths</i>	89
10.3 COOMA	94
10.3.1 <i>Service hub for Snowy 2.0</i>	94

10.3.2 Industrial	94
10.3.3 Commercial and Retail Land	98
10.4 JINDABYNE	101
10.4.1 Increasing economic resilience by building on non-winter tourism strengths	101
10.4.2 Industrial Land	102
10.5.1 Forestry Industry	103
10.5.2 Capitalising on the Port of Eden	104
10.5.3 Industrial Land	104
10.5.4 Commercial and Retail Land	106
10.6.1 Industrial Land	110
10.6.2 Transition from Village to Town	111
10.7 MICHELAGO	112
10.7.1 The Canberra Influence	112
11 - HOUSING STRATEGY	113
11.2 RESIDENTIAL	117
11.2.1 Affordability and Availability	117
11.2.2 Housing resilience and Energy efficiency	119
11.2.3 Short Term Rental Accommodation	119
11.2.4 Development Types	120
11.2.3 Principal Development Standards	122
11.3 COOMA	123
11.3.1 Infill	123
11.3.2 Housing Greenfield	124
11.4 JINDABYNE AND THE SNOWY MOUNTAINS SAP	127
11.4.1 Town Centre (infill)	128
11.4.3 West Jindabyne	128
11.4.4 East Jindabyne	129
11.4.5 Kalkite	130
11.5 BOMBALA	133
11.5.1 Infill and Green field	133
11.6 BERRIDALE	134
11.6.2 Rural Residential	136
13 RECOMMENDATIONS AND IMPLEMENTATION	138
REFERENCES	144
PATHWAY TO A CONSOLIDATED LEP	145
Figure 1 - Map of Snowy Monaro Region.....	12
Figure 2 - Illustration of a 'Manor House'.....	22
Figure 3 - Strategic Bushfire Study Requirements.....	27
Figure 4 - Comparative Models of Rural Growth.....	30
Figure 5 - Environmental Constraints, Cooma.....	33
Figure 6 - Draft Bushfire Prone Lands Mapping, Cooma.....	34
Figure 7 - Draft Flood Prone Lands Map, Cooma.....	36
Figure 8 - Combined Constraints Map, Cooma.....	37
Figure 9 - Aboriginal Archaeology Likelihood Mapping, Jindabyne.....	41
Figure 10 - Biodiversity Values Mapping, Jindabyne.....	42
Figure 11 - High Environmental Values Mapping, Jindabyne.....	43
Figure 12 - Map Showing Bombala's Strategic Location.....	46
Figure 13 - Bombala Age to Sex Pyramid 1991.....	47
Figure 14 - Bombala Age to Sex Pyramid 2016.....	48
Figure 15 - High Biodiversity Values, Bombala.....	49
Figure 16 - Bushfire Prone Lands Mapping, Bombala.....	50
Figure 17 - Flood Prone Land Map, Bombala.....	51
Figure 18 - Existing Heritage Items Listed in Bombala.....	52
Figure 19 - Combined Constraints Map, Bombala.....	53
Figure 20 - Berridale Urban Fringe Compatibility with Services.....	55
Figure 21 - Environmental Constraints Identified in Biodiversity Study.....	56
Figure 22 - High Biodiversity Values, Berridale.....	57
Figure 23 - Bushfire Prone Lands Map, Berridale.....	58
Figure 24 - Flood Prone Lands Mapping, Berridale.....	59
Figure 25 - Heritage Items, Berridale.....	60

Figure 26 - Combined Constraints, Berridale	61
Figure 27 - Berridale Town Centre Landscape Master Plan.....	62
Figure 28 - Michelago Master Plan Indicative Zone Map.....	64
Figure 29 - Crown Land Parcels, Adaminaby.....	66
Figure 30 - Bredbo Village Growth Investigation Area.....	69
Figure 31 - Proposed Land Zoning Map, Bredbo.....	69
Figure 32 - PROPOSED LAND ZONING MAP, DALGETY.....	70
Figure 33 - Land Zoning Map, Delegate.....	71
Figure 34 - Land Zoning Map, Nimmitabel.....	73
Figure 35 - Proposed Land Zoning Map, Nummeralla.....	75
Figure 36 - POTENTIAL VILLAGE ZONING JERANGLE.....	76
Figure 37 - Land Zoning Map, Eucumbene Cove and Braemar Bay.....	77
Figure 38 - Snowy Monaro Economic Development Snapshot	79
Figure 39 - Industries by the Percentage of Overall Employment.....	80
Figure 40 - Employment Shifts and Emerging Trends.....	81
Figure 41 - Snowy Hydro Concrete Segment Factory	83
Figure 42 - Potential Alignment of Railway Connecting from Canberra Airport to the Port of Eden.....	91
Figure 43 - Artist Impression of the Monaro Rail Trail at Michelago.....	93
Figure 44 - Polo Flat Investigation Areas.....	96
Figure 45 - Business Zoned Land in Cooma.....	99
Figure 46 - Cooma's Central Business District (CBD).....	100
Figure 47 - Tourism Related Uses in Rural Zones Across the Snowy Monaro.....	102
Figure 48 - Industrial Zoned Land, Bombala	105
Figure 49 - Employment Lands Investigation Area Bombala.....	106
Figure 50 - Bombala Town Centre Analysis Plan.....	107
Figure 51 - Maybe Street Cross-Section from Bombala Town Centre Masterplan.....	108
Figure 52 - Business Zoned Land in Bombala.....	109
Figure 53 - Public Realm and Pedestrian Connection Map.....	110
Figure 54 - Industrial Land in Berridale.....	111
Figure 55 - Proposed Zonings, Berridale.....	112
Figure 56 - Snowy Monaro Region Population Forecasts to 2041.....	113
Figure 57 - Snowy Monaro Region Population Forecast Compared to Combine Population Forecast of Five Main Towns Identified in the LSPS.....	114
Figure 58 - Greater Jindabyne and Cooma Regions Population Forecast (Usual Residents) Comparison to the Greater Jindabyne Region's Enumerated Population at 2011 and 2016 Census*.....	115
Figure 59 - Berridale, Bombala and Michelago Main Population Growth Scenario.....	116
Figure 60 - Dwelling Affordability in the Snowy Monaro.....	118
Figure 61 - Investigation Area for Infill Development Cooma.....	124
Figure 62 - North Cooma Growth Areas, Cooma.....	125
Figure 63 - Dairymans Plains/Pine Valley Growth Investigation Areas.....	126
Figure 64 - SAP Jindabyne Town Centre Growth Investigation Areas	128
Figure 65 - SAP West Jindabyne Growth Investigation Areas.....	129
Figure 66 - SAP East Jindabyne Growth Investigation Areas.....	130
Figure 67 - Water Based Transport Link	131
Figure 68 - Targeted Investigation Areas for Potential Growth, Kalkite.....	133
Figure 69 - Residential Investigation Area Bombala.....	134
Figure 70 - Service Compatibility of Land in Berridale (Sewerage).....	135
Figure 71 - Residential Growth Investigation Area Berridale.....	136
Figure 72 - Proposed Land Zoning Map, Berridale.....	137

Message from the Mayor

Abbreviations

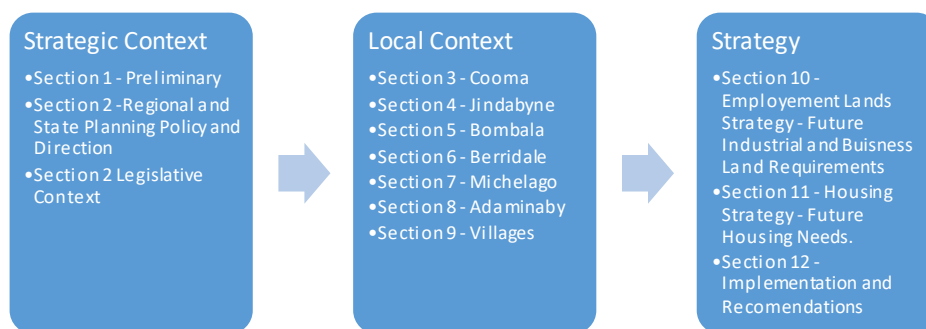
ACT	Australian Capital Territory
BFPL	Bushfire Prone Lands
CSP	Community Strategic Plan
CP	Development Contributions Plan under section 7.11 of the <i>Environmental Planning and Assessment Act 1979</i>
DCP	Development Control Plan
DPA	Delegate Progress Association
DPE	Department of Planning and Environment
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
HCA	Heritage Conservation Area
IP&R	Integrated Planning and Reporting framework under the <i>Local Government Act 1993</i>
KNP	Kosciuszko National Park
LALC	Local Aboriginal Land Council
LEP	Local Environmental Plan
LGA	Local Government Area
LSPS	Local Strategic Planning Statement
NSW	New South Wales
RMS	Roads and Maritime Services
SAP	Special Activation Precinct
SEPP	State Environmental Planning Policy
SETRP	South East and Tablelands Regional Plan
SMRC	Snowy Monaro Regional Council
TfNSW	Transport for New South Wales

Executive Summary

The Snowy Monaro Settlements Strategy (the document) is an essential deliverable of the Snowy Monaro Local Strategic Planning Statement (LSPS). The document seeks to provide a strategic land use planning framework for all towns and villages across the Snowy Monaro. The document integrates with the broader regional and statewide planning policy. This strategy is consistent and gives effect to the South East and Tablelands Regional Plan and Snowy Monaro LSPS.

The document seeks to outline a planning framework moving forward, such as appropriate controls required as part of a Local Environmental Plan or Development Control Plan. These controls include but are not limited to recommendations regarding land zonings, minimum lot size, height of building, floor space ratio and heritage protection. These recommendations are proposed to inform a new planning framework for the Snowy Monaro Region, including a new Snowy Monaro Local Environmental Plan and new Snowy Monaro Development Control Plan.

The document is split into 12 sections; section 1 'Preliminary' covers the overarching context of the document. Section 2 'Strategic and Legislative Context' integrates this document with state and regional planning policy and consistency with relevant legislation. Sections 3-9 set out the local context of towns and villages across the Snowy Monaro and focus on the five strategic growth centres identified in the LSPS. Sections 10 and 11 are the strategic sections setting out where future growth should go and why. Section 12 sets out the recommendations and the implementation of the recommendations.



Cooma is identified in the LSPS as the business and services hub of the region, and this document reinforces that by maintaining existing employment hubs. There is a need for industrial land across the region. Cooma will need to provide much of the land supply to meet this demand. More efficient and effective use of land in and around Polo Flat is proposed to meet short term needs. However, a longer-term solution would need to be strategically assessed between the expansion of Polo Flat east or use of the land around Snowy Mountains Airport, pending SAP Master Plan Findings.

Cooma is surrounded by many essential biodiversity values which should be protected. As such, it is recommended that infill development be focused on providing for the residential needs with more effective use of zonings and land uses within 800m radius of the Cooma CBD. Outside of this area, undeveloped areas in Cooma North can be zoned to accommodate short to medium-term housing needs. Long-term west of Cooma is likely to be the most viable option as there the land is less constrained. Further investigation of serviceability and biodiversity values is required, and it is recommended a staging plan is developed.

Jindabyne presents excellent opportunities to generate and enhance year-round tourism in the region. The Snowy Mountains Special Activation Precinct (SAP) has been established to create an effective and efficient cluster of tourism uses which generate investment and growth to the region. The Snowy Mountains SAP is expected to provide detailed planning for the future growth and development of Jindabyne, and it is recommended that Council work closely with the NSW Government on preparing and implementing this plan.

While the SAP's focus is tourism, there needs to be a consideration of employment opportunities outside of or complementary to tourism to create a diverse and resilient economy. Education and research are likely to play an important role, given the unique environment surrounding Jindabyne. Employment lands to reflect this diverse economy must be identified and provided along with ground for residential growth. It is recommended that infill development forms a focus with a more structured use of land zonings. While future growth areas can

be identified on disturbed areas of low biodiversity value surrounding the town and small amounts of rural residential development could be facilitated linking the existing communities in the south while protecting important environmental values.

Bombala, while not experiencing as much growth as other towns in the region presents many opportunities. Bombala's strategic location and established primary industries such as agriculture and forestry present opportunity to provide for employment lands which leverage on its road connections and comparatively low land values. This presents startup opportunities and established business to complement the existing industry and generate employment.

The nominal growth which has occurred around Bombala has predominantly been of the Rural Residential variety. Rural residential housing often appeals for lifestyle factors; however, it is often expensive to service and inefficient to supply. A carefully identified area minimising the impact on biodiversity values while utilising existing road connections has been recommended to provide rural residential growth for Bombala. It is also recommended that Council monitor large undeveloped parcels of land in Bombala and rezone land for future development if required.

Berridale has outgrown its village zoning, and more formal zoning is recommended to promote growth and limit land use conflict. It is essential that flexibility is still promoted and that's why effective use of zone MU1 Mixed Use is recommended to reinforce the town centre while promoting business growth and infill development. Berridale has experienced significant growth in recent years as such, new growth areas have been identified. These areas include the previously identified urban release area to the east and a newly identified area to the south of the township. The new growth areas are recommended to be zoned R2 Low-Density Residential. In contrast, existing residential areas are proposed to be zoned R1 General Residential to provide flexibility in residential densities.

The LSPS identified that Council undertakes a Masterplan for Michelago which will inform the future growth and development of Michelago. This Masterplan will take place following the completion of the Michelago Water and Waste Water Options Study currently being undertaken by Council. Other Villages across the region are essential to provide a slower paced village lifestyle option. It is considered essential to protect the character and historical values of these areas through the appropriate use of planning controls.

1 - Preliminary

1.1 Introduction

The Snowy Monaro Region is a diverse region which spans a large portion of the South East Region of NSW. The Local Government Area (LGA) is approximately 15,000sq km if it were a country it would be larger than the 43 smallest countries in the world. The significant size of the area is matched by its stunning landscape which varies significantly from town to village and has a unique alpine nature not commonly seen throughout NSW or Australia. This vast area and unique landscapes attract people to visit, live work and play in such a dynamic region.

The Snowy Monaro Settlements Strategy provide strategic guidance and direction for the towns of Cooma, Jindabyne (including Tyrolean Village and East Jindabyne), Bombala, Berridale and Adaminaby. The Strategy also provides strategic guidance for many villages including Delegate, Michelago, Bredbo, Nimmitabel, Numeralla, Dalgety, Bibbenluke and Cathcart.

This document provides a clear plan for growth and change in the service towns of the region while maintaining the significant environmental values, heritage and character. This document also considers the existing villages throughout the LGA and provides clear parameters and considerations for development. The rural localities will be examined as part of the Rural Land Use Strategy, and small villages/hamlets may also be considered in the rural land use strategy along with the rural fringe of towns and larger villages.

The Snowy Mountains SAP Masterplan will provide strategic guidance for development in and around Jindabyne and the regions alpine villages (NSW Government Department of Planning, Industry and Environment, 2021). This document will seek to provide strategic direction for Jindabyne in a local context best to inform a comprehensive Snowy Monaro Local Environment Plan. At the completion of the SAP Masterplan, this strategic approach may require review and amendments to the LEP may also be required. Council staff will

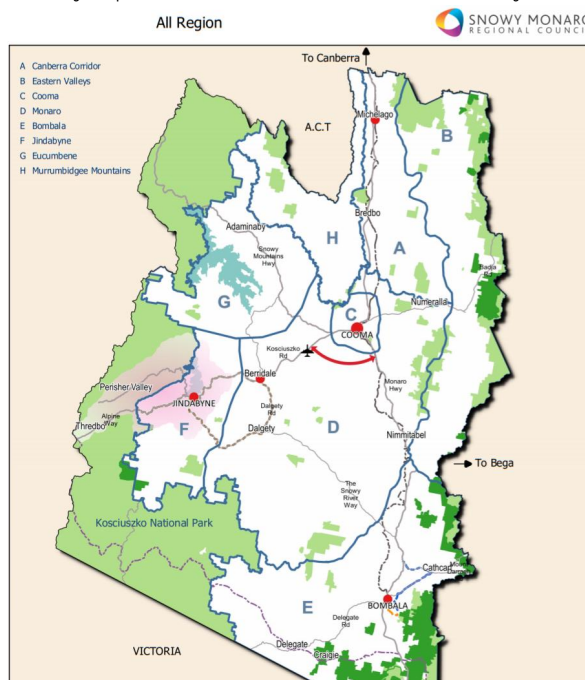


Figure 1 - Map of Snowy Monaro Region

continue to work closely with the NSW Government to help minimise duplication of process.

1.2 Methodology

The Snowy Monaro Settlement Strategy has adopted an evidence-based and rigorous approach to directing sustainable growth in the region. The development of the Strategy has been undertaken collaboratively with Council's Strategic Planning staff, with input from other key stakeholders, including over two months of community engagement.

The strategy reviews and analyses the current regional planning context to inform and guide recommendations for the growth of settlements in the Snowy Monaro Regional Council area and the formation of principles for settlement patterns. The South East and Tablelands Regional Plan 2036 provide the strategic directions for the region. The settlement strategy is also significantly informed by the:

- Snowy Monaro Local Strategic Planning Statement,
- Snowy Mountains Special Activation Precinct Master Plan technical reports,
- Michelago Master Plan and technical studies,
- Adaminaby and Surrounds Village Plan,

- Berridale Village Plan,
- Dalgety Village Plan,
- Polo Flat Structure Plan,
- Bombala and Delegate Town Centre Masterplan,
- the ACT Planning Strategy and,
- the Snowy Monaro Planning and Land Use Discussion Paper.

The Discussion Paper also provided insights into community perceptions and preferences which informed this strategy. The strategy undertakes a comprehensive desktop review of the population projections for the Snowy Monaro LGA, including data from the ABS, NSW Department of Planning and Environment, projections from Council's population target document and the ACT Government growth projections. The review analyses these projections, identify drivers of growth and clarify the expected population and demographic profile.

Based on the understanding of the regional planning context and the population projections, a more comprehensive review of individual potential growth areas was undertaken. A comprehensive analysis of the role of settlements and the opportunities and challenges including physical constraints such as infrastructure (water and sewerage), services, flooding and habitat, proposed infrastructure, mooted land releases and development intentions allowed for further refinement of suitable growth areas.

Based on community consultation, 12 priorities were developed to guide this Strategy. Council and the community are supportive of these principles to guide planning decision making in the region, as outlined in the Local Strategic Planning Statement (LSPS).

1. Protect and enhance the cultural and built heritage of the Snowy Monaro Region
2. Protect and enhance the scenic landscape of the Snowy Monaro Region
3. Identify protect and encourage restoration of environmental value in the Snowy Monaro Region
4. Move towards a carbon-neutral future
5. Promote, grow, and protect agricultural production and industry
6. Provide for employment lands in appropriate locations that maximise the potential for business growth and efficiency
7. Support development of the Snowy Mountains as Australia's premier year-round alpine destination
8. Provide a variety of housing options throughout the Snowy Monaro Region
9. Use appropriate localised and evidence-based planning controls to respond to a diverse Snowy Monaro Region and provide for the recreational needs of the community
10. Foster resilient, enduring and safe local communities using land use planning controls which address natural hazards in the Snowy Monaro Region
11. Identify and integrate transport corridors and connections with the right types and levels of development
12. Capitalise on growth and change by preparing for new business and population

How to interpret this document

Version 2 of the Draft Settlements Strategy seeks to provide the relevant context, influences and opportunities as they relate to towns and villages in the Snowy Monaro region.



<p>Strategic and Local Context, constraints, opportunities, trends, influences</p>	<p>Understand existing state government legislation and policy framework Understand the local context and existing plans and policies Understand constraints and local characteristics Evaluate key issues for towns and villages, as well as identify opportunities</p>
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Employment Lands Strategy	Understand existing trends in employment and industry Understand future employment land needs and requirements Provide a clear strategic direction for future employment needs
Housing Strategy	Understand population growth and demographic trends Understand housing and energy efficiency challenges Provide a clear direction for housing growth and development Provide for a variety of housing options including infill development and increased density in suitable locations
Recommendations & Implementation	Outline what the Recommendations identified in the plan are and how these recommendations may be implemented.

1.4 Recommendations

Table 1 – Recommendations

Recommendations	Timeframe	Relationship to Strategic Documents		Relationship to Delivery Plans			
		LSPS	SETRP	LEP	DCP	Contributions Plan	Other Plans and Strategies
Undertake a review of heritage controls to ensure adequate protection of built and cultural heritage values in Cooma.	Medium	Action 1.3	Action 23.3	✓	✓		✓
Develop a staging plan for greenfield development on the urban fringe of Cooma	Medium	Action 9.1	Action 25.1				✓
Implement Recommendations from Flood Risk Management Plans and Studies.	Ongoing	Action 11.2	Action 16.2	✓	✓	✓	✓
Review land use zoning and controls to ensure LEP controls are consistent and compliment SAP Master Plan and desired future character.	Immediate	Action 7.4	Direction 3 Action 24.3	✓	✓		✓
Council advocate for Implementation of SAP Master Plan to be informed by evidence and the local community.	Short	Action 7.4	Action 25.1				✓
Work with the Department of Planning, Industry and Environment (Biodiversity Conservation Division) to investigate biodiversity values around Bombala.	Short	Action 3.1	Action 14.5				✓
Implement recommendations identified in the Bombala Shire Area Heritage Study conducted in 2018	Short	Action 1.2	Action 23.3	✓			✓
Investigate Planning controls that incentivise low impact moveable structures between Maybe Street and the Bombala River.	Medium	Action 6.2	Action 12.2	✓	✓		✓
Undertake an infrastructure Study for Berridale	Medium	Action 11.2	Action 16.2		✓	✓	✓
Implement recommendations from Councils Landscape Masterplan for Berridale Town Centre.	Medium	Action 6.7	Action 12.3			✓	✓

Work with Crown Lands, NSW Government and Local Aboriginal Land Council to progress development of Crown Land zoned for residential development to provide a variety of housing options.	Ongoing	Action 9.4	Action 25.1				✓
Review and rationalise land R5 Large Lot Residential Ring around Adaminaby.	Short	Action 9.5	Action 28.2	✓			
Review suitability of zone RU5 Village and consider implementation of a structured town	Short	Action 9.6	Action 25.2	✓			
Amend Minimum Lot Size (MLS) for all land zoned RU5 Village with reticulated water and waste water to 700sqm.	Short	Action 8.3	Action 25.1	✓			
Amend MLS for all land zoned RU5 Village without reticulated sewer to 1800sqm.	Short	Action 8.3	Action 25.1	✓			
Investigate a change of zoning for pt. lots 38 & 39 DP 635407, Bredbo from RU1 Primary Production to R5 Large Lot Residential. Amend MLS from 80ha to 8ha.	Short	Action 8.3	Action 25.1	✓	✓		
Review and rationalise R5 Large Lot Residential Zoning around Dalgety.	Short	Action 5.3	Action 28.3	✓			
Rezone Lots 6 & 7 DP 4259 from zone R5 Large Lot Residential to RU5 Village and amend MLS to 1800sqm.	Short	Action 8.3	Action 24.2	✓			
Monitor development at Numeralla and ensure sustainable land supply.	Medium	Action 8.3	Action 28.2	✓	✓		
Provide appropriate protections for heritage items in Delegate, Bibbenluke and Cathcart as per recommendations in Bombala Area Heritage Study	Short	Action 8.3	Action 23.3	✓	✓		
Consider suitability of RU5 Village zoning at Jerangle	Short	Action 9.6	Action 25.2	✓			
Council undertake a detailed Master plan and Revitalisation Strategy for Polo Flat	Short	Action 6.1	Action 4.2	✓		✓	✓
Investigate or support investigation of expansion of Polo Flat, consistent with the LSPS subject to the planning proposal process.	Immediate	Action 6.1	Action 4.2	✓			

Subject to remediation works on lot 184 of DP 750535 it is recommended that consideration be given to amending zoning of this land to zone E4 General Industrial.	Medium/ Long	Action 6.4	Action 4.2	✓			✓
Undertake a Masterplan for Cooma's CBD. This should consider at a minimum the use of planning controls including heritage conservation, height of building and active Street frontage maps.	Short	Action 6.5	Action 4.2	✓	✓		✓
Council monitor development applications for industrial land uses in Bombala and review land zoning if required.	Immediate	Action 6.1	Action 4.2	✓			
Council consider the suitability of the zoning of Dongwa Timber Mill and pursue appropriate employment zone.	Ongoing	Action 6.1	Action 4.3	✓			
Council considers the rezoning lot A and part lot B of DP 201851 from zone IN2 Light Industrial to zone R1 General Residential to reflect existing land use.	Immediate	Action 9.2	Action 25.1	✓			
Council review and rationalise the town centre zone in Bombala to ensure residential uses have appropriate zoning.	Immediate	Action 9.2	Action 25.1	✓			
Encourage adaptive re-use of heritage buildings through DCP controls.	Short	Action 1.2	Action 23.3		✓		
Actively engage with landowners for targeted redevelopment of lots and potentially offer incentives for land to be dedicated back to the public realm in the form of laneways or a town square precinct.	Long	Action 8.3	Action 22.3		✓		✓
Consider suitability of a height of building control over land zoned E1 Local Centre of 12 meters.	Immediate	Action 8.3	Action 24.3	✓			
Amend Berridale's Land Use Zones from RU5 Village to a structured town zoning.	Immediate	Action 8.6	Action 12.3	✓			
Council Prepare an Affordable Housing Strategy.	Short	Action 9.1	Action			✓	✓
Council work with DPE to ensure BASIX requirements meet community expectations. Council explore additional Energy Efficiency Controls in its DCP.	Ongoing	Action 4.2	Action 4.2	✓	✓		
Council work with the Snowy SAP team to regulate STRA in the SAP Study Area.	Immediate	Action 7.4	Action 4.2	✓			✓

Include a local provision in LEP providing residential development buffer from sewerage services such as STP and pump stations.	Short	Action 12.4	Action 4.2	✓			
Investigate the suitability to rezone lot 101 DP 1183622 from R5 Large Lot Residential to R2 Low-Density Residential and reduce the minimum lot size accordingly.	Short	Action 9.1	Action 12.3	✓	✓		✓
Apply minimum lot sizes and zonings which reflect biodiversity values, natural hazard and access to services.	Short	Action 9.5	Action 5.2	✓			
Rezone land identified to Rural Zone with a Minimum Lot Size not less than 80 hectares to prevent fragmentation. If demand justifies, develop a Structure Plan for Dairyman's Plains area.	Short	Action 9.1	Action 4.2	✓			
Introduce a clause for the SM LEP addressing subdivisions relating to split zones.	Short	Action 3.1	Action 4.3	✓			
Review lot averaging clause in LEP to ensure environmental protection is afforded.	Short	Action 3.1	Action 4.1	✓			
Work with landowners to investigate the zoning of rural land south of Cooma and consider appropriate use of Environmental Protection Zones to protect biodiversity values well providing for limited development potential.	Immediate	Action 9.1	Action 25.1	✓			
Council may consider planning proposals in this area which reduce the minimum lot size if: <ul style="list-style-type: none"> o Development proposed does not pose an adverse risk to the area's ecology. o If the proposal can demonstrate the risks posed by natural hazards (flood, drought and bushfire) can be effectively managed. o If the proposal can demonstrate adequate sealed road access. o The minimum lot size (MLS) proposed is not below 2ha (lower MLS may be considered if reticulated water and sewer can be provided) 	Ongoing	Action 9.5	Action 28.2	✓	✓		
Investigate infrastructure contributions options including site specific contributions plans for Kalkite	Short	Action 10.10	Action 12.5 Action 25.1		✓	✓	
Council develop a list of large undeveloped lots in Bombala and monitor the development of these.	Short	Action 9.1	Action 25.1				✓

Support planning proposals to diversify housing supply in Bombala consistent with the LSPS	Ongoing	Action 9.1	Action 28.2	✓			✓
Review and refine land zoned R5 Large Lot Residential to provide a consistent well planned area for rural residential development.	Short	Action 9.5	Action 28.2	✓			
Review land zoned RU5 Village in Berridale and transfer to residential zones where appropriate.	Immediate	Action 8.5	Action 25.1	✓			

1.5 Consultation

The draft Settlements Strategy has been informed by recent discussions with the community and relevant stakeholders. This includes consultation undertaken as part of the LSPS and consultation on the Snowy Monaro Planning and Land Use Discussion Paper across 2019 and early 2020. The community consultation process saw Council engage with over 300 community members face to face at community consultation meetings and drop-in sessions. This was a mammoth effort with over 1,400 km covered by the team within two months.

In early 2019 Council released the Land Use Discussion Paper for comment over a 10-week period to prompt discussion in relation to the LSPS and future land use planning in the Snowy Monaro region. At the same time, a 'YourSay' page went live with supporting material including the discussion paper, a survey, interactive maps and an idea's board. The discussion paper was also circulated to community groups, government agencies, industry and other key stakeholders.



The draft Settlements Strategy was publically exhibited alongside the Rural Land Use Strategy from 20 October 2020 to 1 February 2021.

Consultation included drop in sessions, workshops, community meetings, online meetings and online consultation.



Throughout the Exhibition period Council received 22 formal submissions on the draft Settlements Strategy (excluding government agency feedback) and 39 comments via the YourSay platform. The main items raised were as follows:

- Greater consideration of the future of Adaminaby is required including consideration of Adaminaby as a strategic centre in the Snowy Monaro Region.
- Lack of support for a 'bypass'
- Support for the rail trail
- Further consideration of the impacts of the reuse of the rail line on towns and villages.
- Need for more housing affordability and availability
- Need to manage peri-urban/rural residential development
- Reconsider the potential location for future employment lands at Berridale
- Consideration of small rural villages such as Jerangle in the Settlements Strategy.

2. Planning Policy and Regional Context

State and regional planning policy sets out a framework in which planning delivery must function within. State Government Planning policy seeks a consistent approach across the State while promoting local planning to shape nuances in specific areas. State government planning policy takes the form of State Environmental Planning Policies, Standard Instrument Local Environmental Plan and Ministerial Directions made under section 9.1 of the EP&A Act. Regional Planning Context is framed by the regional plans created by the NSW Government and the Local Strategic Planning Statement created by Council. Other local strategic plans also assist in informing local planning policy, and this is further outlined below.

2.1 State Environmental Planning Policies

The NSW Government provides several State Environmental Planning Policies which influence land use planning across the Snowy Monaro Region. A brief analysis of these policies and potential influence on the Snowy Monaro Region are outlined below.

Exempt and complying development Codes SEPP

The State Policy for exempt and complying development is contained within the State Environmental Planning Policy (Exempt and Complying Development Codes) 2008 (the State Policy). Exempt development means low impact works not requiring a full merit assessment by Council. Complying development is development that meets all of the relevant development standards in the Code.

Of particular note is the State Environmental Planning Policy (Exempt and Complying Development Codes) (Codes SEPP), including the Greenfield Housing Code Amendment, Low Rise Medium Density Code Amendment and the recently published State Environmental Planning Policy (Exempt and Complying Development Codes) Amendment (Inland Code) 2018.

What is Complying Development?

Complying development is a fast track approvals process that does not require public notification of the proposal and can be signed by the relevant licensed/certified professionals, including those in the private sector. To be classed as complying development, the proposal must meet all of the criteria of the relevant code. A Development Application (DA) is not required for this type of development.

Complying development under the Low-Rise Medium Density Housing Code must meet the development standards and criteria of the code as well as meeting the requirements of the Low-Rise Medium Density Design Guide (see link earlier in report). The proposal must be assessed and signed off by a licensed building certifier and an accredited building designer.

Inland Code

Released by the Department of Planning and Environment in September 2018, the Inland Code will simplify the planning process for homeowners in regional NSW. The Code applies to development for new dwellings, renovations and farm buildings. It brings together and simplifies the planning rules for fast-track complying development approvals previously dealt with under the Housing Code and Rural Housing Code. The new Code will be included in the State Environmental Planning Policy (Exempt and Complying Development Codes) 2008 (Codes SEPP) and aim to:

- make it easy for new one and two storey homes and home renovations to be approved in rural and residential zones in 20 days or less
- simplify and tailor development standards to suit development in rural and regional inland NSW
- increase the use of complying development in inland NSW to help achieve faster housing approvals
- allow rural landholders to construct a greater range of farm buildings without development consent and obtain faster approvals for large farm buildings to support the agricultural use of their land.

New one and two storey homes and home renovations can be undertaken as complying development in inland NSW where the proposal meets all of the relevant development standards in the new Code. These standards have been developed following consultation with the community, councils and industry.

Low Rise Housing Diversity Code

The Low-Rise Housing Diversity Code will allow for three (3) types of development to be conducted as complying development; these are dual occupancies, terrace houses and manor houses. Dual occupancies are defined as per the Standard Instrument Local Environmental Plan:

Dual occupancy means two dwellings on one lot of land that are attached or detached but does not include a secondary dwelling.

For the purposes of the Code, dual occupancies can be attached or detached and can include where one dwelling is located above part of another dwelling.

Manor houses are permitted in zones R1 General Residential, R2 Low Density Residential and RU5 Village where the relevant Environmental Planning Instrument (EPI) permits residential flat buildings, multi dwelling housing (or both). Manor houses are defined in the Low-Rise Medium Density Design Guide as being:

1. A building containing 3 or 4 dwellings, where:
 - Each dwelling is attached to another dwelling by a common wall or floor, and
 - At least 1 dwelling is partially or wholly located above another dwelling, and
 - The building contains no more than 2 storeys (excluding any basement).

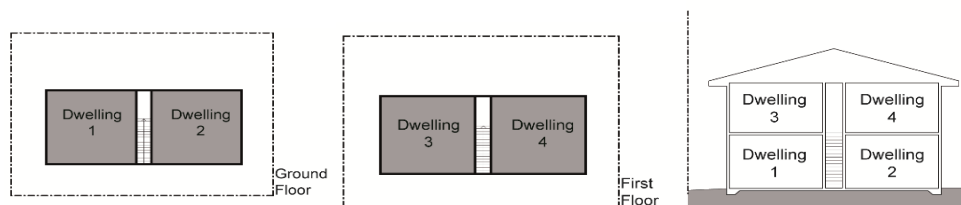


Figure 2 - Illustration of a 'Manor House'

'Terrace housing' is defined as 'multi dwelling housing' as per the definition in the standard instrument LEP.

Further clarity is provided to this definition in the design guide. Multi dwelling housing and multi dwelling housing (terraces) are defined for the Code's purposes as:

Multi dwelling housing means 3 or more dwellings (whether attached or detached) on one lot of land, each with access at ground level, but does not include a residential flat building.

Multi-dwelling housing (terraces) – means 3 or more dwellings on one lot of land where:

- Each dwelling as access at ground level
- No part of a dwelling is above any part of any other dwelling, and,
- dwellings face and generally follow the alignment of one or more public roads.

Table 2 - MLS Requirements for Housing Diversity Code

Type of Development	Low Rise Housing Diversity Code
Dual Occupancies	The greater of 400sqm or the MLS under relevant Environmental Planning Instrument
Terrace Houses	The greater of 600sqm or the MLS under relevant Environmental Planning Instrument
Manor Houses	The greater of 600sqm or the MLS under relevant Environmental Planning Instrument

Potential Impact on the Snowy Monaro Region

Complying development under the Low-Rise Medium Density Housing Code can only be undertaken in zones R1 General Residential, R2 Low Density Residential, R3 Medium Density Residential and RU5 Village. All three Local Environmental Plans (LEPs) for the former shires have zones R1 General Residential and RU5 Village. Snowy River and Cooma Monaro also have R2 Low Density Residential.

The Low-Rise Medium Density Housing Code does state that if the use is prohibited by a relevant Environmental Planning Instrument (EPI), which includes LEPs, that type of development cannot be undertaken using the Code. The table below shows what types of development can be undertaken as complying development in relevant zones and what the applicable minimum lot size (MLS) will be.

All types of development under this Code are permitted in zones R1 General Residential and RU5 Village. Dual occupancies will be able to be undertaken as complying development in zone R2 Low Density Residential from when the Code takes effect. It is worth noting the Standard Instrument Principal Local Environmental Plan mandates that all of the uses under the Low-Rise Medium Density Housing Code are permitted with consent in zone R1 General Residential.

The area likely to be of most concern is the impact that these changes could have in Jindabyne. Of particular note is the introduction of Manor houses which coupled with potential changes to the regulation of short-term rental accommodation (STRA) could be a popular type of development into the future. A manor house is three (3) - four (4) units which present to the street as one large house. As of 1 July 2020, in the R1 General Residential and RU5 Village zones on lots 600sqm or larger, a manor house could potentially be built as complying development and the units rented out as exempt development via AirBnB (or other short term holiday rental services) through potential changes to STRA regulations.

Given Jindabyne's recent trend towards more STRA type development, there is potential for impacts on the community and streetscape from this development once the Code takes effect. For example, as Complying Development, the requirements of Council's Development Control Plan in relation to matters such as the minimum number of on-site car parking spaces, are circumvented. The car parking requirements specified in the Code are less stringent than the requirements in Council's DCPs.

Zone R1 General Residential in the SR LEP has the following zone objectives.

- To provide for the housing needs of the community.
- To provide for a variety of housing types and densities.
- To enable other land uses that provide facilities or services to meet the day to day needs of residents.
- To encourage residential development that has regard to local amenity and in particular public and private views.
- To provide for a range of tourist and visitor accommodation compatible with the surrounding residential character.

It is considered in broad terms the types of development proposed by the Low-Rise Medium Housing Diversity Code is consistent with the zone. The Code and Design Guides focus on providing a variety of housing types and densities in a design style which has regard for local amenity.

Tyrolean Village, Kalkite, Berridale and potentially Michelago are areas currently zoned RU5 Village that could see this type of development having an impact on its village character. However, it is considered that these areas do require more diverse housing stock to deal with future challenges such as an ageing population, and this code could be beneficial in achieving positive outcomes.

The potential impact to the Snowy Monaro Region overall is considered negligible as the requirements of the Low-Rise Medium Housing Diversity Code and Design Guide are extremely stringent. It is considered most likely that the majority of these types of development will continue through the development assessment (DA) process, as is currently the case because of the complexity and specific requirements of the Code.

No amendment to any of the LEPs for the region is recommended at this time. Council cannot prohibit any of these uses in zone R1 General Residential. Council can prohibit dual occupancies from zone R2 Low Density Residential; however, this is a type of development broadly considered consistent with neighbourhood character in these areas and may not be a development type Council wishes to discourage. There is the ability to prohibit these uses in zone RU5 Village, but potentially these types of development should be encouraged in these areas to promote development, growth and provide housing diversity to an ageing population. An alternative approach could be to amend the minimum lot size; however, this will not affect manor houses. Council has not yet considered as part of a strategy the appropriate minimum lot size for these development types as such it is considered appropriate that this is assessed as part of the Snowy Monaro Settlements Strategy and incorporated in the new LEP.

Greenfield Housing Code

Introduced in 2018 as an amendment to the Codes SEPP, the new Greenfield Housing Code (the Code) will speed up the delivery of new homes in greenfield areas (new release areas) across NSW to meet the needs of the State's growing population and improve housing affordability.

The new Code aims to:

- simplify the standards in the State Policy for greenfield areas
- tailor development standards to suit market demand, housing types and lot sizes typically delivered in greenfield areas; and
- increase the take up of complying development to help achieve faster housing approvals.

The Greenfield Housing Code has been simplified by:

- presenting the Code in plain English and including tables and diagrams to clearly explain the planning rules (similar to the Housing Code);
- reducing and simplifying development standards; and
- simplifying and aligning certain standards so they match the standards under the Growth Centres DCPs.

In Snowy Monaro, the Code applies to land that is also identified as an Urban release Area (URA) and will allow 1 – 2 storey homes, alterations and additions to be carried out under the fast-track complying development approval pathway.

The Code requires a tree to be planted in the front and rear yard of each new home approved under complying development. The landscaping requirements in the new Code will ensure new release areas are leafier and more sustainable.

Although applicable to the URAs, the Code in itself does not replace the need for a Development Control Plan under clause 6.2A of the Local Environmental Plan.

Precincts Regional State Environmental Planning Policy

The Precincts Regional SEPP sets out the pathways for development in Special Activation Precincts. The NSW Government states that Special Activation Precincts bring the Department of Regional NSW, the Department of Planning and Environment and the Regional Growth NSW Development Corporation, together to plan, coordinate and deliver successful precincts. Five key elements create a Special Activation Precinct, these are:

1. Fast track planning - Streamlined planning and approval processes to provide certainty and confidence to businesses and investors.
2. Infrastructure investment - Tailored investment in enabling infrastructure to support local and business needs, which may include roads, utilities, waste management and digital connectivity.
3. Government-led studies - To ensure strategic land use and infrastructure planning for the precinct.
4. Government-led development - To coordinate each precinct's development in line with the social, economic and environmental requirements for each region.
5. Business concierge - Targeted business and concierge services to attract investment and support businesses to establish and grow in each precinct.

The Precincts Regional SEPP is the delivery mechanism for SAPs across the State. The SEPP allows for a streamlined planning approvals process by 'frontloading' much of the technical information (including but not limited to biodiversity and heritage, hydrology, etc.). It is accepted that the Snowy Mountains SAP will require an amendment to the SEPP to respond to the unique nature of this area. However, it is not known at this stage what this will look like in the local context. It is expected that the Snowy Mountains SAP will 'turn off' local planning controls to some degree, such as the LEP and DCP. It is anticipated that the SAP may also 'turn off' SEPPs either wholly or in part. As such, it is important that the community and Council views are well represented in the Masterplan. The Masterplan, currently being developed, will inform any amendment to the SEPP and subsequent planning controls for development.

State Environmental Planning Policy No 55 – Remediation of Land

State Environmental Planning Policy No 55 – Remediation of Land (SEPP 55) aims to promote the remediation of contaminated land to reduce the risk of harm to human health or any other aspect of the environment. SEPP 55 seeks to achieve this by:

- a) specifying when consent is required, and when it is not required, for remediation work, and
- b) specifying certain considerations that are relevant in rezoning land and in determining development applications in general and development applications for consent to carry out a remediation work in particular, and
- c) requiring that a remediation work meet certain standards and notification requirements.

SEPP 55 and the accompanying guidelines outline what activities may result in contamination and the relevant development controls relating to the investigation and remediation of sites. While this strategy does apply to land that is identified as potentially contaminated, land zones have been strategically chosen to limit risk of harm to human health. Site specific investigations will be required as part of any development application to establish extent of contamination and recommended remediation measures.

State Environmental Planning Policy (Vegetation in Non-Rural Areas) 2017

State Environmental Planning Policy (Vegetation in Non-Rural Areas) 2017 (Vegetation SEPP) provides a framework to regulate the removal of vegetation in non-rural areas. 'Non Rural Areas' are defined by the SEPP and includes all zones except RU1 Primary Production, RU2 Rural Landscape, RU3 Forestry, RU4 Primary Production and RU6 Transition, vegetation removal in these zones is regulated by LLS.

The vegetation SEPP provides a framework for Councils to regulate the removal of vegetation in non-rural areas below the Biodiversity Offset Scheme (BOS) threshold.

Short-Term Rental Accommodation State Environmental Planning Policy Amendments

The NSW Government on 1 November 2021 implemented regulations for short term rental accommodation (STRA). STRA amendments have now been included in the State Environmental Planning Policy (Housing) 2021 to provide exempt development criteria for STRA. In summary, these regulations:

- Introduce a land use definition and for 'short-term rental accommodation'
- Introduce exempt development criteria for STRA
- Allows councils outside Greater Sydney to set the number of days that a dwelling can be used for STRA, to no lower than 180 days per year, to meet the needs of their communities, and
- Introduces minimum fire safety and evacuation requirements for premises used for STRA

The implementation of these reforms is likely to have significant implications for some areas across the region, particularly in and around the Township of Jindabyne. These issues are further explored in section 11.2.3 of this Strategy.

State Environmental Planning Policy (Housing) 2021

The housing SEPP rationalises and consolidates the State Environmental Planning Policy (Affordable Rental Housing) 2009, State Environmental Planning Policy No 70-Affordable Housing (Revised Scheme) and State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004.

The Housing SEPP introduces new land use definitions as part of these changes the land use definition of boarding houses has been amended. The three new land use terms provided are Build-to-rent housing (BTR) and Co-living (new generation boarding houses).

Build to rent housing proposes a definition in which dwellings are held in single ownership. It is not clear how the land use is different from a 'residential flat building' or 'multi-dwelling housing' other than the properties tenure. Ability to regulate the strata subdivision has been an ongoing challenge in the NSW Planning System and land uses and land use zones would benefit from the flexibility in local planning instruments to regulate when strata subdivision can occur.

Co-living land use definition raises both concern and opportunity for the Snowy Monaro Region. The concern centres on the potentially illegal use of this type of development for STRA and the compliance burden this will place on Council, this is particularly of concern in high tourism areas such as Jindabyne. However, if compliance issues were overcome, and this land use is appropriately implemented, it could be used to address housing supply issues for seasonal workers.

Co-living housing means a building or place that—

- a) has at least 6 private rooms, some or all of which may have private kitchen and bathroom facilities, and
- b) provides occupants with a principal place of residence for at least 3 months, and
- c) has shared facilities, such as a communal living room, bathroom, kitchen or laundry, maintained by a managing agent, who provides management services 24 hours a day,

But does not include backpackers' accommodation, a boarding house, a group home, hotel or motel accommodation, seniors housing or a serviced apartment.

The amendment to the definition of boarding houses; provides a clear avenue for community housing provides (CHPs) to deliver a diverse range of affordable rental housing options.

2.2 Planning for Bushfire Protection 2019

Planning for Bush Fire Protection 2019 (PBP) provides development standards for designing and building on bush fire prone land in New South Wales. PBP provides standards and guidance for:

- strategic land use planning to ensure that new development is not exposed to high bush fire risk; creating new residential and rural residential subdivision allotments;
- special fire protection purpose (SFPP) development taking account of occupant vulnerability;
- bush fire protection measures (BPMs) for new buildings; and upgrading and maintaining existing development.

PBP applies to all development on bush fire prone land (BFPL) in NSW. The general principles underlying this document are that:

- a suite of BPMs are required to reduce the impact of a bush fire;
- protection measures are governed by the degree of threat posed to development and the vulnerability of occupants;
- minimising the interface of development to the hazard reduces the bush fire risk to the development; and
- good practice in planning, building and management reduces the risk to development and their occupants and increases their resilience.

PBP aims to provide for the protection of human life and minimise impacts on the property from the threat of bush fire while having due regard to development potential, site characteristics and protection of the environment.

The objectives are to:

- afford buildings and their occupants' protection from exposure to a bush fire;
- provide for a defensible space to be located around buildings;
- provide appropriate separation between a hazard and buildings which, in combination with other measures, prevent the likely fire spread to buildings;

- ensure that appropriate operational access and egress for emergency service personnel and occupants is available;
- provide for ongoing management and maintenance of BPMs; and ensure that utility services are adequate to meet the needs of firefighters.

All development on BFPL must satisfy the aim and objectives of Planning for Bush Fire Protection (PBP).

Bush fire protection principles

Bush fire protection can be achieved through a combination of strategies which are based on the following principles:

- control the types of development permissible in bush fire prone areas;
- minimise the impact of radiant heat and direct flame contact by separating development from bush fire hazards;
- minimise the vulnerability of buildings to ignition and fire spread from flames, radiation and embers;
- enable appropriate access and egress for the public and firefighters;
- provide adequate water supplies for bush fire suppression operations;
- focus on property preparedness, including emergency planning and property maintenance requirements; and
- facilitate the maintenance of Asset Protection Zones (APZs), fire trails, access for firefighting and on site equipment for fire suppression.

Part 4 of PBP 2019 outlines the strategic planning principles and guidelines for bushfire protection and mitigation. The strategic planning principles contained in PBP 2019 have informed this strategies approach to land use permissibility in zones and land use zoning. These principles are:

- ensuring land is suitable for development in the context of bush fire risk;
- ensuring new development on BFPL will comply with PBP;
- minimising reliance on performance-based solutions;
- providing adequate infrastructure associated with
- emergency evacuation and firefighting operations; and
- facilitating appropriate ongoing land management practices.

Strategic planning should provide for the exclusion of inappropriate development in bush fire prone areas as follows:

- the development area is exposed to a high bush fire risk and should be avoided;
- the development is likely to be difficult to evacuate during a bush fire due to its siting in the landscape, access limitations, fire history and/or size and scale;
- the development will adversely affect other bush fire protection strategies or place existing development at increased risk;
- the development is within an area of high bush fire risk where the density of existing development may cause evacuation issues for both existing and new occupants; and
- the development has environmental constraints to the area which cannot be overcome

Strategic development proposals in bush fire prone areas require the preparation of a Strategic Bush Fire Study. The level of information necessary for such a study will be dependent upon the nature of any planning instrument changes, the scale of the proposal, the bush fire risk and its potential impact upon the wider infrastructure network. The Strategic Bush Fire Study provides the opportunity to assess whether new development is appropriate in the bush fire hazard context. It also provides the ability to assess the strategic implications of future development for bush fire mitigation and management.

A Strategic Bush Fire Study must include, as a minimum, the components in Figure 3 below

ISSUE	DETAIL	ASSESSMENT CONSIDERATIONS
Bush fire landscape assessment	A bush fire landscape assessment considers the likelihood of a bush fire, its potential severity and intensity and the potential impact on life and property in the context of the broader surrounding landscape.	<ul style="list-style-type: none"> ➤ The bush fire hazard in the surrounding area, including: <ul style="list-style-type: none"> ➤ Vegetation ➤ Topography ➤ Weather ➤ The potential fire behaviour that might be generated based on the above; ➤ Any history of bush fire in the area; ➤ Potential fire runs into the site and the intensity of such fire runs; and ➤ The difficulty in accessing and suppressing a fire, the continuity of bush fire hazards or the fragmentation of landscape fuels and the complexity of the associated terrain.
Land use assessment	The land use assessment will identify the most appropriate locations within the masterplan area or site layout for the proposed land uses.	<ul style="list-style-type: none"> ➤ The risk profile of different areas of the development layout based on the above landscape study; ➤ The proposed land use zones and permitted uses; ➤ The most appropriate siting of different land uses based on risk profiles within the site (i.e. not locating development on ridge tops, SFPP development to be located in lower risk areas of the site); and ➤ The impact of the siting of these uses on APZ provision.
Access and egress	A study of the existing and proposed road networks both within and external to the masterplan area or site layout.	<ul style="list-style-type: none"> ➤ The capacity for the proposed road network to deal with evacuating residents and responding emergency services, based on the existing and proposed community profile; ➤ The location of key access routes and direction of travel; and ➤ The potential for development to be isolated in the event of a bush fire.
Emergency services	An assessment of the future impact of new development on emergency services.	<ul style="list-style-type: none"> ➤ Consideration of the increase in demand for emergency services responding to a bush fire emergency including the need for new stations/brigades; and ➤ Impact on the ability of emergency services to carry out fire suppression in a bush fire emergency.
Infrastructure	An assessment of the issues associated with infrastructure and utilities.	<ul style="list-style-type: none"> ➤ The ability of the reticulated water system to deal with a major bush fire event in terms of pressures, flows, and spacing of hydrants; and ➤ Life safety issues associated with fire and proximity to high voltage power lines, natural gas supply lines etc.
Adjoining land	The impact of new development on adjoining landowners and their ability to undertake bush fire management.	<ul style="list-style-type: none"> ➤ Consideration of the implications of a change in land use on adjoining land including increased pressure on BPMs through the implementation of Bush Fire Management Plans.

Figure 3 - Strategic Bushfire Study Requirements

2.3 Standard Instrument Local Environmental Plan and Proposed Use of Land Zones

The standard instrument local Environmental Plan (SI LEP) provides a standard template that all Councils across NSW must use. The SI LEP provides a suite of zones local government areas can use when forming their LEP and Standard clauses.

Clauses

Clause 4.1A Minimum lot size for dual occupancies, multi dwelling housing and residential flat buildings in certain rural and residential zones

The objective of this clause is to achieve planned residential density in certain zones.

Development consent may be granted to development on a lot in a zone shown in Column 2 of the table to this clause for a purpose shown in Column 1 of the table opposite that zone, if the area of the lot is equal to or greater than the area specified for that purpose and shown in Column 3 of the table:

Table 3 - MLS for Residential Densities

Column 1	Column 2	Column 3
Dual Occupancy (attached)	R1 General Residential	500 square meters
	R2 Low Density Residential	700 square meters
	RU5 Village	850 square meters
	R5 Large Lot Residential	3000 square meters
	MU1 Mixed Use	500 square meters
Dual Occupancy (detached)	R1 General Residential	700 square meters
	R2 Low Density Residential	850 square meters
	RU5 Village	1,000 square meters
	R5 Large Lot Residential	3000 square meters
	MU1 Mixed Use	700 square meters
Multi dwelling housing	R1 General Residential	1,000 square meters
	RU5 Village	1,500 square meters
	MU1 Mixed Use	700 square meters
Manor Houses	R1 General Residential	1,000 square meters
	RU5 Village	1,500 square meters
Residential flat building	R1 General Residential	1,000 square meters
	MU1 Mixed Use	700 square meters

Despite table 4, development consent must not be granted for the purpose of a dual occupancy, multi dwelling housing, or manor house on a lot that is not serviced by a sewage reticulation system unless the area of the lot will not be less than 4000 square meters. Development consent may be granted for the purpose of a dual occupancy that is not serviced by a sewage reticulation system on land that is zoned RU5 Village unless the area of the lot will not be less than 2000sqm.

Note: this is subject to a detailed individual site assessment of occupancy rates regarding effluent disposal area requirements.

2.5 Sustainable settlement principals

Recent research suggests the traditional Australian 'business as usual' model of landscape fragmentation and rural sprawl needs to be replaced with a model that encourages settlement that is more sustainable: compact in form, serviced, climate-sensitive and less car dependent (Norman, Newman, & Steffen, 2021). These concepts suggest that new residential development across the Snowy Monaro might be a low scale, sustainable alternative to urban sprawl or rural lifestyle peri-urban growth. This is particularly pertinent following the 2019-2020 bushfire season which directly impacted the Snowy Monaro Region.

Managing Future Change and Growth:

- Design new residential releases so they are environmentally sustainable, socially inclusive, and accessible.
- Support jobs growth and local business; attract investment.
- Provide housing choice for different needs, ages and incomes, facilitated by innovation in design, purpose-designed lots and dwellings.
- Prioritise new release areas that are an extension of and contiguous with established towns.

Community and Village life:

- Provide the right mix of housing, open space, commercial and community facilities within a sustainable, inclusive and compact urban form.
- Respect and support the local village character through built form controls and public realm.
- Attract visitors with new tourism opportunities for economic stimulus and employment generation.

Landscape and the public realm:

- Enhance the visual amenity of Main Streets and Town Centres.
- Encourage streetscaping and landscaping of public open space for amenity and climate comfort.
- Retain views and vista corridors and agricultural land.
- Protect and enhance indigenous and non-indigenous heritage items.
- Provide for active and passive recreation opportunities.

Access and movement:

- Upgrade local roads to improve access and safety.
- Provide a public transport connections and improve traffic circulation and parking..
- Promote active recreation and wellbeing with walking and cycling links allowing people to shop, attend school, work and community events.

Environment and sustainability

Manage the impacts of natural hazards, including climate change:

- Protect areas with high environmental values and/or cultural heritage value and important biodiversity corridors.
- Protect the region's surface and groundwater water supply and the environmental qualities of rivers and streams.
- Identify a sustainable water supply and reticulated servicing.
- Protect important agricultural land to capitalise on its potential to produce food and fibre for the current and future generations and minimise potential for land use conflict.
- Avoid exposure to natural hazards of flooding and bushfire, incorporate responses to climate change impacts in design.

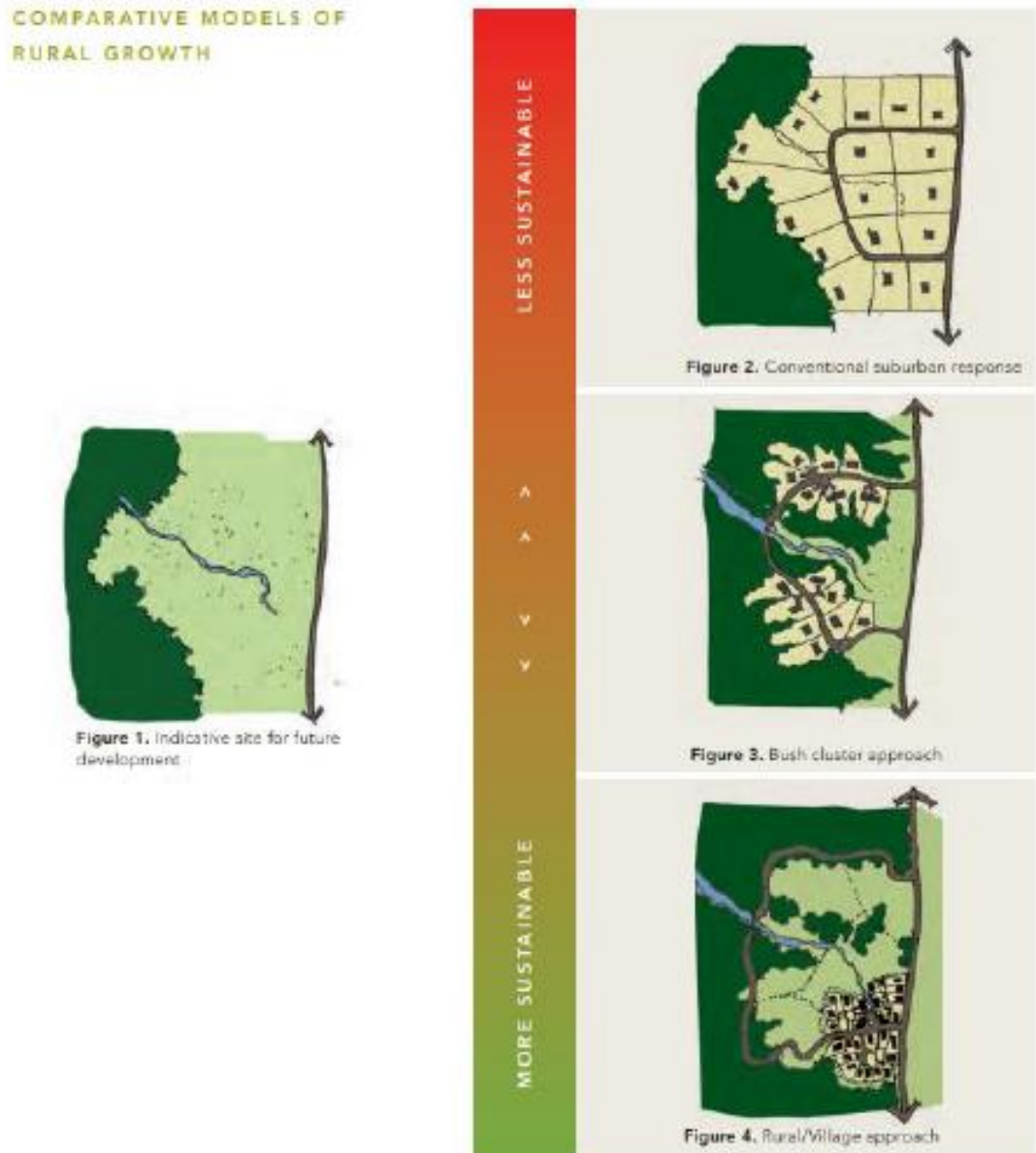


Figure 4 - Comparative Models of Rural Growth

RESILIENCE

The notion of resilience as it applies to a settlement refers to an interconnected place that has robustness and capacity to deal with shock and change while maintaining essential functions, structures, identity and feedbacks (Walker & Salt, 2006). A resilient village in the Australian context has the critical mass of people and networks to make a community with social capital, protection from external shocks and natural hazards, uses resources sustainably and limits its effect on surrounding areas. The physical form of a resilient village is ideally compact, clustered settlement within a productive, restored rural environment.

Other factors that will help increase resilience are clear governance systems, cost effective servicing, equity in opportunity, healthy urban design incorporating recreation and open space, housing choice and a range of neighbourhood facilities.

4 - Cooma

Key defining theme: Business and Services Hub

The population of Cooma state suburb area in the 2011 and 2016 Census and the 2020 population is the estimated residential population of Cooma by forecast.id.

Table 4 - Cooma's Population

Year	2011	2016	2020*
Population	6,674	6,742	7,658

*Estimated Residential Population (ERP)

4.2 Objectives

MAINTAIN

- Retain Cooma as the dominant service and administration town in the region. Cooma offers essential services to the surrounding towns, villages and rural community as well as passing traffic.
- Identify and protect surrounding High Environmental Value areas by encouraging infill development and controlling the further expansion of residential and industrial lands.
- Identify rural residential areas to avoid potential land use conflict with rural areas and protect the fragmentation of agricultural land.

ENHANCE

- Cooma's connectivity by providing for active travel and recreational infrastructure which supports the growing town.
- Protect and enhance cultural and built heritage.
- Enhance Cooma's role as the service centre for the region, providing a clear commercial hierarchy which provides services to the LGA.
- Create further tertiary education and employment opportunities which compliment Snowy Hydro, TAFE NSW, Country University Centre, the Australian National University and Sydney University rural and agricultural research. Focus tertiary education and innovative industries in an innovation precinct adjacent to Snowy Hydro and Monaro High School.
- Enhance Cooma's CBD recognising its importance as a critical location in the region and improving its permeability for traffic and pedestrians.

CHANGE

- Provide additional employment lands to support growth on the back of Snowy 2.0, allowing for growth in the local economy.
- Provide for future suburban land release areas to support growth.
- Provide for flexible planning controls which will enable for infill development near the town centre.

4.3 The Evidence

Cooma is the largest township in the region. It is the only town in the Snowy Monaro region identified as a strategic centre in the South East and Tablelands Regional Plan 2036. The urban area of Cooma had a population of approximately 6,742 at the 2016 census (Australian Bureau of Statistics, 2021), and the surrounding rural area which is directly serviced by Cooma had a population of approximately 1,242 people.

Cooma has experienced moderate growth in recent years. It is crucial for the long term sustainability and prosperity of the region that Cooma grows in population size and industry, and Snowy 2.0 creates an enormous opportunity.

Table 5 - Population Growth Scenario

Census	Population Forecast					Change in population 2021 - 2041
	2021	2026	2031	2036	2041	
6,742	6,761	8,015	8,075	8,493	8,493	+1,732

*The main growth scenario includes the rural surrounds of Cooma

The main growth scenario shows Cooma growing by approximately 1,700 people by 2041. Based on an expected average household size of 2.16 people per dwelling, this is the equivalent of approximately 800 additional dwellings needed by 2041. Infill development through up zoning in central locations and on existing undeveloped lots could cater for at least 30% of this demand.

Infill development allows for a variety of dwelling types, including the development of smaller one and two-bedroom options close to services such as shops and healthcare services. Infill development is also much more efficient and cost-effective in comparison to greenfield development as services are already established, such as

sewerage, water and electricity. Infill development must be sympathetic to existing development, and the bulk and scale of development should reflect this. It is recommended Council incorporates appropriate controls in its DCP to ensure infill development while contributes to the existing character and does not detract from it.

4.4 Planning Constraints

Biodiversity

The SMRC Planning and Land Use Discussion Paper acknowledges that the landscape around Cooma is constrained in terms of terrain and environmental values (Snowy Monaro Regional Council, 2019). Urban expansion to the north, south and west (to a lesser extent) is constrained by steep terrain and heavy native vegetation. For the last ten years, growth to the north along Mittagang Road has been favoured by Council as it has been viable in terms of provision of services and is relatively unconstrained by landscape features. However, an Endangered Ecological Community (EEC) is limiting growth further north (Gould, MacKenzie, & Lynch, 2019). In 2018, the NSW Government mapped this area and its surrounds on the Biodiversity Value Map. Any development within a mapped area requires a Biodiversity Development Assessment Report (BDAR) carried out by an accredited assessor to be submitted in support of the DA. BDARs could potentially be cost-prohibitive and may discourage further development in this direction (Snowy Monaro Regional Council, 2019).

In terms of industrial development (according to the Discussion paper), the most logical place to provide additional industrial land is to the east of Polo Flat. This would assist in the consolidation of Polo Flat as a key employment and service hub for Cooma and would limit any future land-use conflict between industrial and residential land. According to DPE (2019), the expansion of Polo Flat to the east would need to consider threatened species such as the Grassland Earless Dragon, the Pink Tail Worm Lizard, and the Striped Legless Lizard (Gould, MacKenzie, & Lynch, 2019). The area is also close to Kuma Nature Reserve (DPIE, 2019).

Cooma Biodiversity Values & Constraints

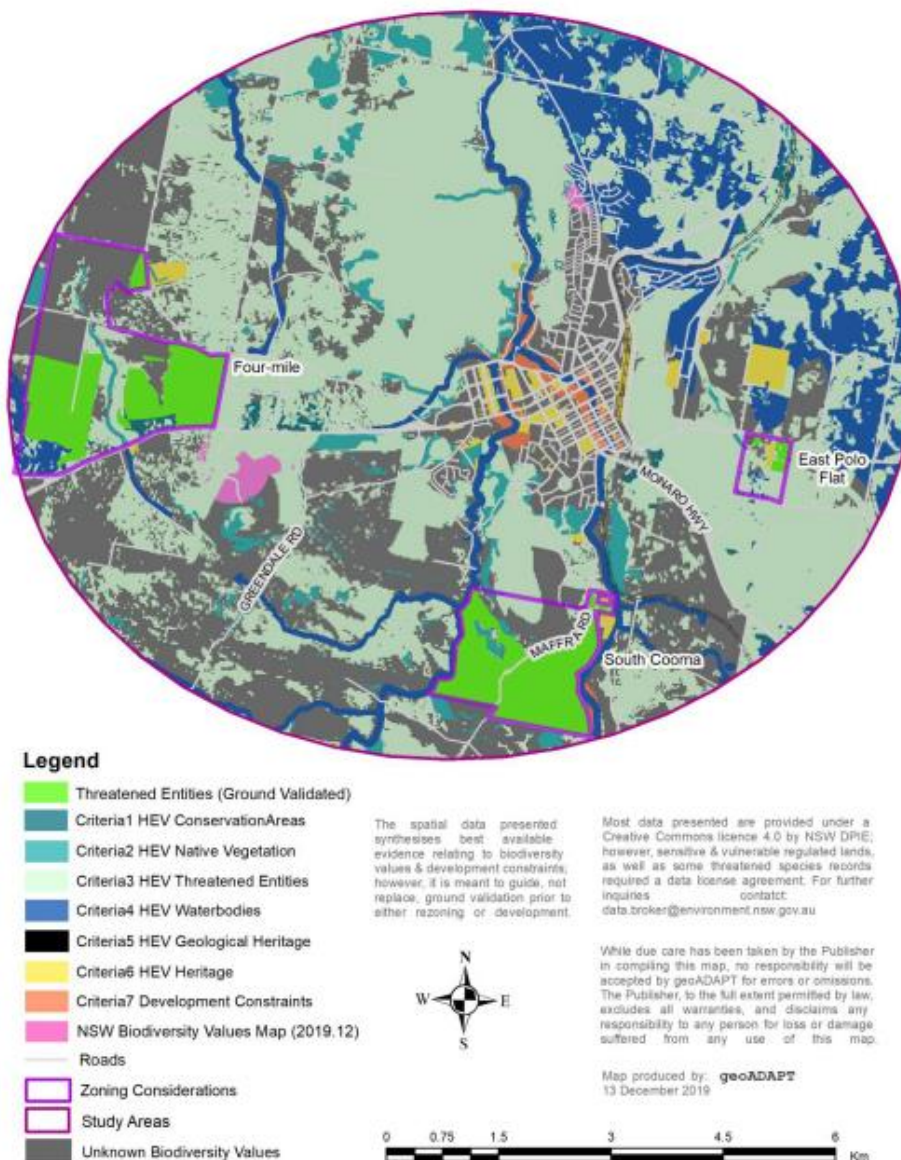


Figure 5 - Environmental Constraints, Cooma

Environmental values in the areas of interest around Cooma are shown in Figure 5. Ground verification has occurred within areas marked 'zoning considerations' in purple as part of the Snowy Monaro Biodiversity Study. It should be noted that all of these areas contain one or more Matters of National Environmental Significance (MNES), particularly Cooma South, which has several high values.

It is noted that Cooma is constrained by various environmental values which must be considered as part of any zoning changes. It is considered appropriate that environmental protection zones should be used in a consistent manner to protect these values into the future more effectively.

Bushfire

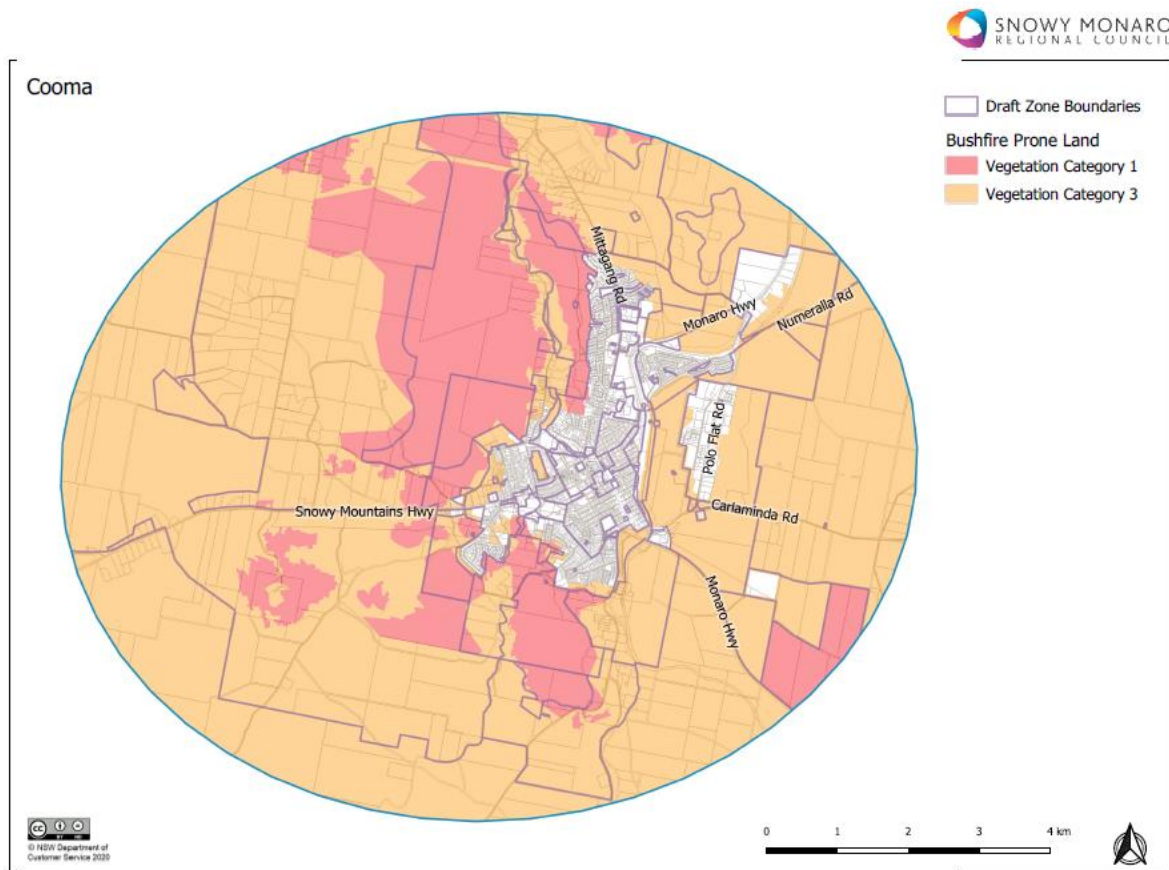


Figure 6 - Draft Bushfire Prone Lands Mapping, Cooma

The NSW Rural Fire Service (RFS) and Snowy Monaro Regional Council have prepared a draft Bush Fire Prone Land (BFPL) Map using new categories identified by the (RFS) and updated vegetation mapping. This project has resulted in the majority of the Local Government Area being mapped as bushfire prone land.

The revised map is currently in the drafting stage and will be available to the public in the near future. The map is necessary because the NSW Rural Fire Service has changed the current two (2) categories BFPL classification system to a three (3) category BFPL classification system (NSW Rural Fire Service, 2019). The three (3) new categories are outlined below.

The three categories are defined as follows:

- Vegetation Category 1 is vegetation which is the highest risk for bush fire. It is represented as red on the BFPL Map and will be given a 100m buffer. This vegetation category has the highest combustibility and likelihood of forming fully developed fires, including heavy ember production. Examples of Category 1 vegetation include areas of forest, woodlands, heaths (tall and short), forested wetlands and timber plantations.
- Vegetation Category 2 is considered to be a lower bushfire risk than Category 1 and Category 3 but higher than the excluded areas. It is represented as light orange on a bush fire prone land map and will be provided a 30-metre buffer. This vegetation category has lower combustibility and/or limited potential fire

size due to the vegetation area shape and size, land geography and management practices. Examples of Category 2 vegetation include rainforests and lower risk vegetation parcels.

- Vegetation Category 3 is considered to be medium bush fire risk vegetation. It is higher in bush fire risk than category 2 (and the excluded areas) but lower than Category 1. It is represented as dark orange on a Bush Fire Prone Land map and will be given a 30-metre buffer. Examples of Category 3 vegetation include Grasslands, freshwater wetlands, semi-arid woodlands, alpine complex and arid shrublands.

Planning for bushfire protection 2019 offers strategic planning principles to guide the strategic process. This strategy has adopted these principles as part of a comprehensive methodology to provide strategic planning which effectively manages bushfire risk and provides for future development in areas which bushfire risk can be effectively mitigated (NSW Rural Fire Service, 2019). It is noted that bushfire mitigation measures often conflict with biodiversity conservation measures. This has been considered as part of this strategic approach, and areas of lower biodiversity value have been strategically selected to minimise any potential conflict. Strategic principles which have been used to inform decision making in this document include:

- ensuring land is suitable for development in the context of bush fire risk;
- ensuring new development on BFPL will comply with PBP;
- minimising reliance on performance-based solutions;
- providing adequate infrastructure associated with emergency evacuation and firefighting operations;
- and
- facilitating appropriate ongoing land management practices.

Strategic planning should provide for the exclusion of inappropriate development in bush fire-prone areas as follows:

- the development area is exposed to a high bush fire risk and should be avoided;
- the development is likely to be difficult to evacuate during a bush fire due to its siting in the landscape, access limitations, fire history and/or size and scale;
- the development will adversely affect other bush fire protection strategies or place existing development at increased risk;
- the development is within an area of high bush fire risk where the density of existing development may cause evacuation issues for both existing and new occupants; and
- the development has environmental constraints to the area which cannot be overcome.

Fire mitigation areas can manage bushfire risk in urban areas; however, it is important in a strategic approach to consider bushfire risk holistically and provide for urban growth in areas which the risk can be most effectively managed. Bush fire risk in fringe urban areas and rural residential areas can be effectively managed through asset protection zones, building standards and property management (NSW Rural Fire Service, 2019).

Cooma is surrounded by significant bushfire hazards through its densely vegetated ridges and hills which often possess significant biodiversity values. Areas of Category 1 bush fire risk are not generally desirable for upzoning unless building envelopes could reasonably be located outside this area. Areas of Category 3 bushfire risk are considered more appropriate for upzoning as this risk can be much more effectively managed.

Any development (including minor works) on properties impacted by the BFPL mapping will require an assessment under 'Planning for Bushfire Protection Guidelines' and relevant construction standards. It is considered appropriate that the cost relating to this assessment should be shouldered at the subdivision stage and that the approval provide appropriate building envelopes outside areas of risk. Following the commencement of civil works on subdivisions, Councils should liaise with the RFS to have the mapping amended accordingly.

Flood Prone Lands

Cooma has significant flood affectation along sections of Cooma Creek and Cooma Back Creek, particularly in flood events of 10% AEP and larger. On Cooma Creek, property and road flooding occur when parts of the levee are overtopped, with potential for severe flooding particularly around Sharp Street and Commissioner Street

(SMEC & GRC Hydro, 2020).

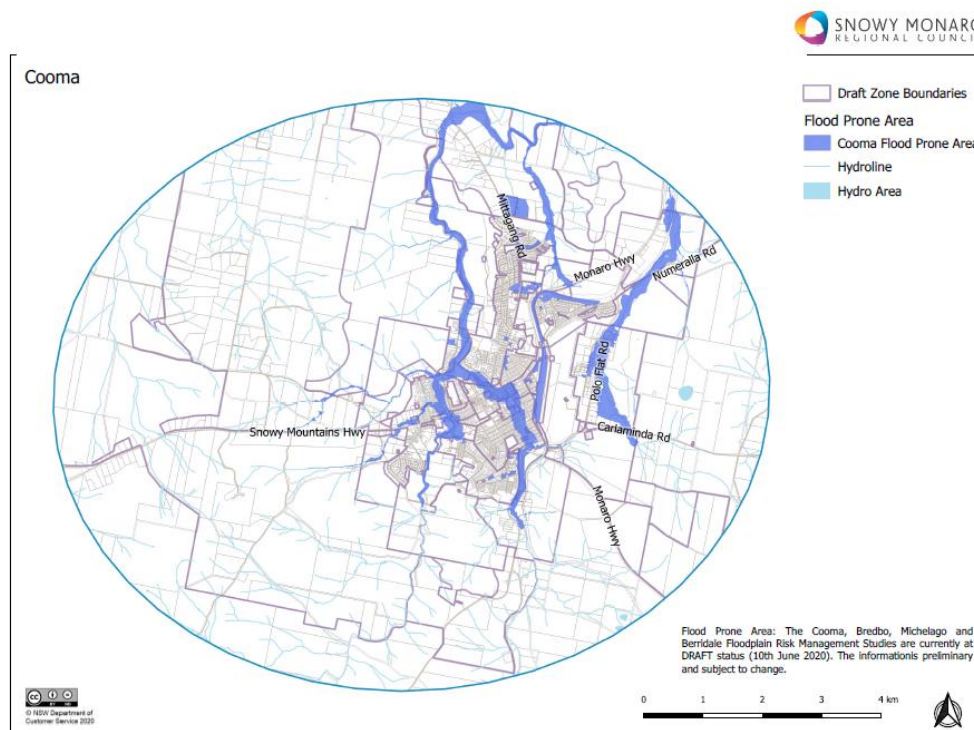


Figure 7 - Draft Flood Prone Lands Map, Cooma

Cooma Back Creek also has the potential to flood roads and properties, with a flooding hotspot in the section of the creek north of Sharp Street which is subject to high-risk flooding. There is a third creek flooding hotspot near the confluence of the two creeks, near Mulach Street. In addition to creek flooding, flooding occurs in the Polo Flat industrial area, and in some residential areas due to overland flow (SMEC & GRC Hydro, 2020).

There is an existing flood warning system in Cooma that has a target lead time of 1 hour, managed by the Bureau of Meteorology and the SES. The Average Annual Damage of flooding in Cooma is estimated to be \$4.7 million (SMEC & GRC Hydro, 2020).

4.5 Combined Constraints and Findings

It is clear based on the data that Cooma is constrained by a number of different factors including high biodiversity values, significant flooding, bushfire risk and important heritage values. As such, infill opportunities should be explored through upzoning of existing low-density residential areas. There is potential for small greenfield areas to the north. The west of Cooma should be further explored to deal with long term growth if demand justifies further land provision.

There is relatively unconstrained land located off Greendale Road this could be further explored with the potential to provide urban residential growth with protections afforded to biodiversity and heritage values in the area. There is an opportunity for Council to work with landholders to the south of Bligh Street and Maffra Road. These areas should be considered for environmental protection zoning potentially with a combination of E3 Environmental Management and E4 Environmental Living dependant on the environmental values present.

Expansion of Polo Flat is constrained by topography and environmental values. Development above 850m ASL should be avoided to minimise the visual impact of development. Dependant on service compatibility, expansion of Polo Flat along Carlaminda Road could occur in areas of low biodiversity values.

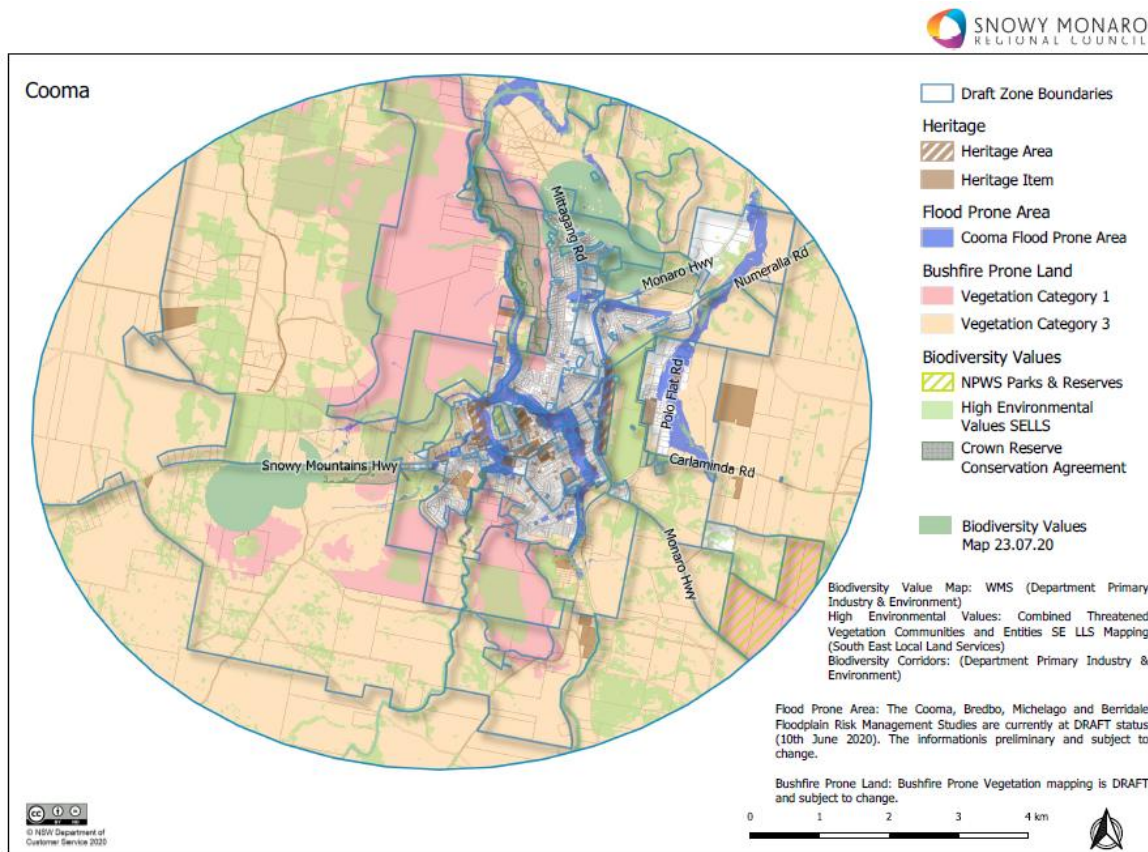


Figure 8 - Combined Constraints Map, Cooma

4.6 Recommendations

- Undertake a review of heritage controls to ensure adequate protection of built and cultural heritage values.
- Develop a staging plan for greenfield development on the urban fringe of Cooma.
- Implement Recommendations from Flood Risk Management Plans and Studies.

5 - Jindabyne

Key defining theme: Tourism and Adventure Hub

Table 6 - Population Based on ABS State Suburb (SSC) Data

SSC Area	2011	2016	2021
Jindabyne	2,441	2,629	2,986
East Jindabyne	551	697	1,067
Kalkite	173	214	294
Total	3,165	3,540	4,347

The Population Data is sourced from the Australian Bureau of Statistics Census results.

5.2 The Snowy Mountains Special Activation Precinct (SAP)

On 5 November 2018, the NSW Government announced the Go Jindabyne Masterplan which was intended to create an 18-year blueprint to achieve Direction 3 of the South East and Tablelands Regional Plan. The Masterplan was intended to build on Jindabyne's strengths, harness its opportunities and address its challenges to ensure that by 2036 the hub of the Snowies would be a place that is even more of a joy for residents to live in and visitors to come to.

On 15 November 2019, the Go Jindabyne Masterplan was superseded by the Snowy Mountains Special Activation precinct (SAP). The SAP is intended to increase year-round tourism and make the region an unmissable place to visit any season, any time. Benefits offered by the SAP include streamlined planning, government-led developments and a business concierge service which will combine to make it easier for new businesses to set up and for existing organisations to thrive in the region.

The Snowy Mountains SAP will result in a significant change to Jindabyne over the next 40 years. While change is supported, it is important it does not come at the expense of the local community. As such the Snowy Mountains SAP Masterplan must consider community views in detail and provide a clear framework for future development to be in accordance with community expectations.

Investigations for the Snowy Mountains SAP area will focus on Jindabyne (including East Jindabyne and Tyrolean Village) and areas of high tourism interest in Kosciuszko National Park, such as the Thredbo, Perisher and Charlotte Pass. The specific boundary for the Snowy Mountains Master Plan will be confirmed through the planning process.

5.3 Objectives

MAINTAIN

- Built form that is respectful, sustainable and enhances the town's alpine and country town character.
- Protect and maintain Jindabyne's high quality public open spaces and local trails that connect the town to surrounding trails in the region.
- Maintain and review planning controls relating to scenic protection areas around Jindabyne.
- Maintain Jindabyne as an accessible and modern community, with good existing recreation and education facilities.

ENHANCE

- Enhance and protect Aboriginal culture and heritage so that it is recognised and celebrated throughout the town.
- Protect and enhance Jindabyne's natural environment which supports year-round tourism and sustainable activities, particularly by enhancing access to Lake Jindabyne and activating its waterfront.
- Enhance connections and services should create an accessible place for people of all ages and abilities, with opportunities for recreation, healthcare and aged care.

CHANGE

- Create housing choices that are affordable and cater for a variety of household types, and are suitable for local residents, seasonal workers and short-term visitors.
- Better connect Jindabyne, with pedestrian links, cycle routes, transport alternatives, improved road safety, better managed congestion and car parking, which together, enhance mobility around town, access to the mountains and other towns and cities.
- Provide employment lands in appropriate locations, which supports more jobs and a stronger, diversified local economy.

- Create a united, vibrant and safe town centre that is supported by public spaces, mixed uses and walkable streetscapes.

5.4 The Evidence

Jindabyne is the second largest town in the Snowy Monaro Region by permanent population; however, Jindabyne's population increases to the largest town in the region in winter. Due to the transient nature of Jindabyne's population, it is hard to put a precise figure on its population at any one time. Jindabyne's population is likely to vary year to year and even day to day based on tourist movements and popularity of the winter season.

In recent years winter tourism has surged and in doing so significant pressure has been put on infrastructure, services and community cohesion. As outlined earlier in this document, the Snowy Mountains Special Activation Precinct (SM SAP) Master Plan provides a vision for Jindabyne and the surrounding regions growth and development (Department of Planning, Industry and Environment, 2021). The SM SAP Master Plan and technical studies have informed this section of the document.

Demographics and Housing Market

At 2016, the population of the study area was approximately 5,600 people. Due to SAI boundaries extending beyond the DPE's defined SAP Study Area, this population includes a small number of people who live outside the SAP Study Area. At 2016, there were approximately 4,500 dwellings in the SAP study area. Of these, 2,984 (68.8%) are privately occupied, with the remaining unoccupied. The SAP Study Area has a high proportion of visitors only households (37%). This is significantly greater than permanent population households including couple family with children (19%), couple family with no children (18%) and lone person households (17%) (Centre for International Economics, 2021).

Housing and accommodation for tourists is currently the dominant influence on the local housing market and reflects the importance of tourism to the local economy. Visitation and seasonal employment places demand on the short term and permanent accommodation markets with housing stock being made available for tourist use, reducing the availability and increasing the price of private dwellings for the permanent population (Ethos Urban, 2021).

Housing diversity is an issue with current housing supply. Across the study area, separate houses make up 41% of total dwellings and dwellings with three or more bedrooms comprise 68% of dwelling stock. Crackenback, Jindabyne and East Jindabyne submarkets have a greater diversity of housing options, relative to the study area, with a mix of separate houses, semi-detached dwellings and flats (Ethos Urban, 2021).

Housing seasonal workers is an issue, largely because the peak demand for seasonal worker accommodation is only for 16 weeks a year and coincides with peak demand for visitor accommodation. In addition to low supply of accommodation options, housing is unaffordable for many seasonal workers on minimum or an award wage because of the strong influence of the visitor accommodation sector on the overall housing and accommodation market. As a result, overcrowding occurs to reduce the cost of rent which leads to amenity, health and potential fire safety issues. This is particularly an issue for older and poor-quality dwellings such as the old weatherboard housing stock in Jindabyne which is often occupied by seasonal workers.

Housing affordability is a significant issue for the permanent population as increasing competition for housing from visitors and seasonal workers is pricing residents out of Jindabyne. Ensuring a supply of suitable and affordable housing is a critical outcome of the SAP as these issues will remain barriers to home ownership or rental as the permanent population grows. At 2016, 10% of households with a mortgage in the Snowy Monaro LGA were in housing stress, slightly lower than NSW (12%) and 28% of households in the LGA were in rental stress. In total, 8.8% of households in the LGA are in housing stress.

At 2019-20 the median sales value of a house in the Jindabyne market was \$750,000 and \$377,500 for a unit. Despite the median sales values slightly lower than other markets, Jindabyne has traditionally had the largest volume of transactions. In the last five years, the Jindabyne market has grown at an annual compound growth rate of 12.4%. East Jindabyne achieved a growth rate slightly below this, at 11% (Ethos Urban, 2021).

The variance in rental values across the area indicates strong competition driven by seasonal workers and short-term accommodation seekers. Jindabyne market a high proportion of households in the rental market and highest rental volumes highlighting increasing pressure for housing from both permanent residents and seasonal workers.

5.5 Snowy Mountains Special Activation Precinct Vision

The Snowy Mountains Special Activation Precinct has identified a vision for the Snowy Mountains area including Jindabyne. The vision is consistent with the direction of the SETRP and Councils LSPS. The Snowy Mountains SAP vision is consistent with the vision of the LSPS and shows a direct line of sight to the environmental, economic and social themes of the LSPS (Jensen PLUS & Richards, 2021). The vision is outlined below:

The Snowy Mountains are the rooftop of Australia where an unspoiled alpine landscape meets a dramatic climate that is unfound elsewhere on the continent. This is Australia's high country where

Draft Settlements Strategy 39

visitors are drawn to our ever changing seasons, and with them, endless opportunities to experience the great outdoors. The rich culture and authentic character of our region is sewn through the patchwork of local experiences that inspire exploration and provoke adventure.

Our future is environmentally resilient.

We live sustainably and in harmony with our environment, powered by clean energy, offsetting our impacts, and maintaining our country town way of life, while remembering that the pristine landscape of Kosciuszko National Park is what brings our guests here to begin with.

Our future is economically strong.

We invest in our growing year-round visitor economy and leverage our strengths in sport, environment, and hospitality to foster a visitor experience that is world-class, provide four season employment, and empower our youth to gain the skills they'll need to lead our growing region into tomorrow.

Our future is socially inclusive.

We support the needs of our local residents, seasonal workers, and returning visitors with infrastructure, connections, and services that will guarantee that the Snowies are a healthy, accessible, adventurous, and sustainable place to live, work, and play forever more.

The Snowy mountains SAP will set the future direction for Jindabyne and surrounds including the nearby resorts. It is anticipated the draft Master Plan will set out population growth scenarios for this area along with outlining how the SAP vision can be achieved.

5.6 Planning Constraints

Aboriginal Archeology

Jindabyne has a rich Indigenous history, and this is reflected by the high number of Aboriginal artefacts, objects and sites in the area. This pathway mapping below by NGH Environmental shows the likelihood for Aboriginal Archeology. The Snowy Mountains SAP Project has expanded the area of investigation and will further investigate and provide protection for Aboriginal Heritage. Aboriginal Cultural Heritage must be protected and embraced for Jindabyne to achieve the cultural and vibrant aspects sought through the SAP vision.

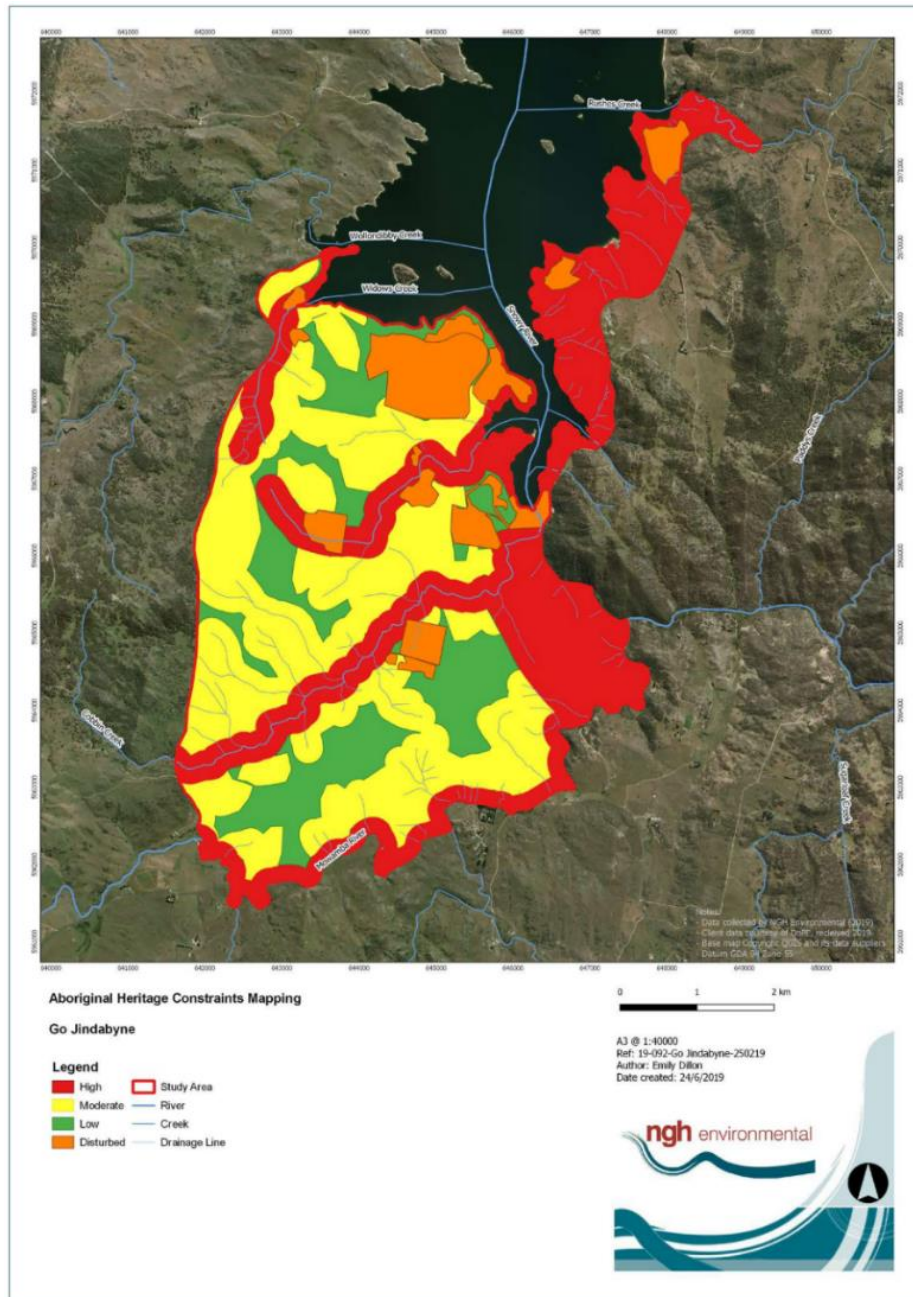


Figure 9 - Aboriginal Archaeology Likelihood Mapping, Jindabyne

Biodiversity

Jindabyne Township is surrounded by significant biodiversity values which reflect its unique alpine landscape. These biodiversity values support many endangered ecological communities, and with a changing climate, Jindabyne and its surrounding landscapes are likely to become a final point of refuge for many species. Protection of the biodiversity values around Jindabyne is vital to the integrity of the local environment and

ecosystems (ngh environmental, 2009). The Snowy Mountains SAP must ensure the protection of biodiversity values and balance this with the growth of the region.

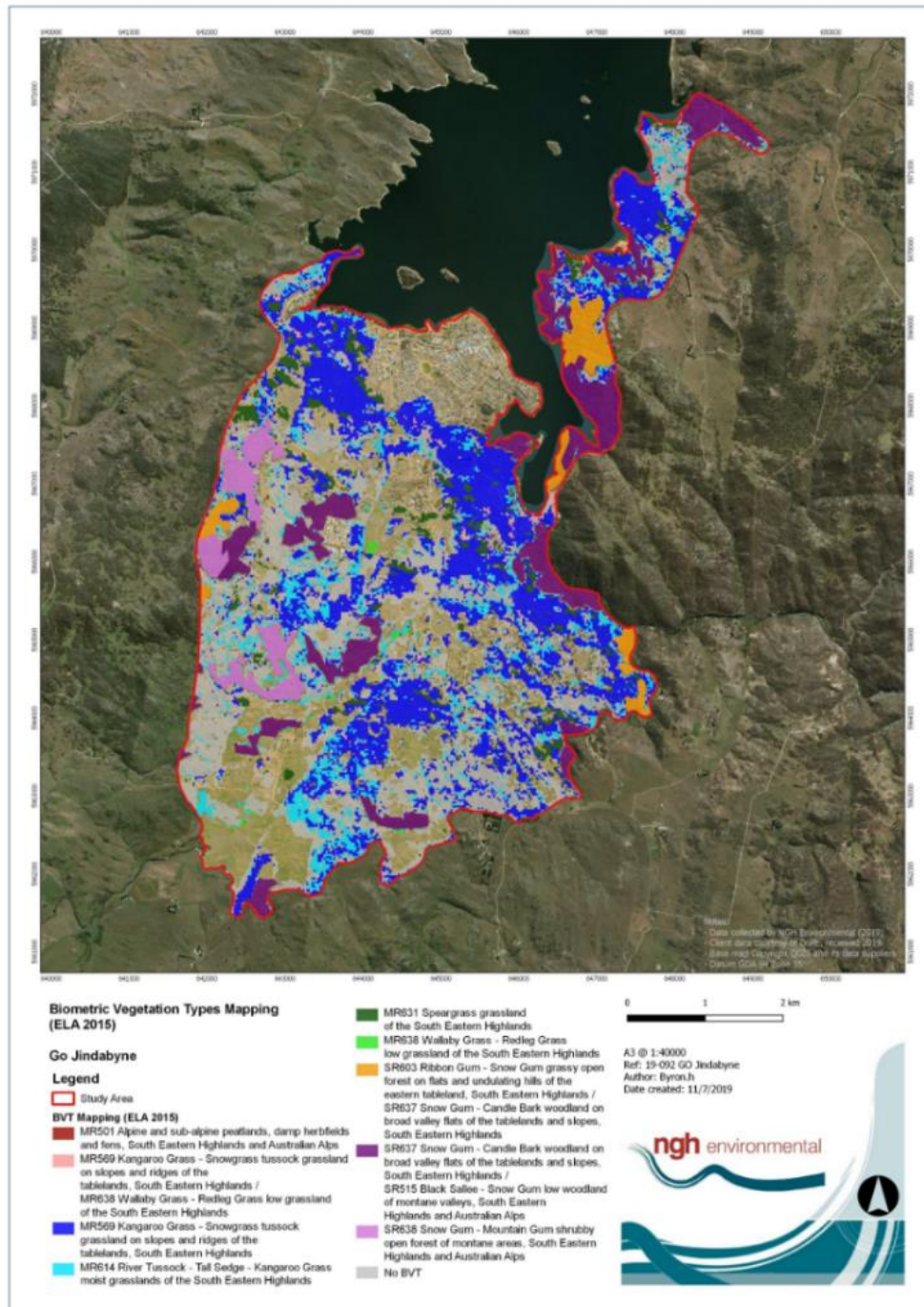


Figure 10 - Biodiversity Values Mapping, Jindabyne



Figure 11 - High Environmental Values Mapping, Jindabyne

5.7 Kalkite

Character Statement

Kalkite is a unique village located on the northern banks of Lake Jindabyne. It is a small and quiet village located less than 10 minutes from Kosciuszko road and an approximately 20-minute drive to Jindabyne town centre, the closest service centre. Kalkite has no specific retail or commercial uses, relying heavily on Jindabyne for services.

Kalkite is focused on connectivity to the lake which also forms its focal point with Taylors Creek Arm of the lake forming an inlet in the centre of the village. A lack of fences enhances the streetscape and reticulated services allow for smaller urban scale allotments.

Extensions of trails and recreational facilities connecting Jindabyne and Kalkite could increase tourism. Potentially this could lead to some small scale retail or commercial activity to support mountain biking and bushwalking. Better utilisation of the lake, particularly in summer months, could also be explored to increase tourism in the area.

5.7.1 Kalkite's Role in Special Activation Precinct

Although Kalkite is not incorporated in the Special Activation Precinct it is expected to incorporate some of the growth expected from the project. The NSW Government have identified that approximately 10% of growth expected will occur outside of the proposed catalyst and growth precincts in villages such as Kalkite.

It is expected this will result in growth of residential and tourist accommodation in Kalkite. Any changes to zoning will be subject to the planning proposal process. Future residential growth areas should have a relation to the existing village and consider local character aspects of Kalkite. Future development areas must be located in a way which minimises environmental impacts and is compatible with infrastructure. Any future growth should be subject to a staging plan to ensure infrastructure upgrades can be made in a timely manner to support growth.

5.8 - Recommendations

- Review land use zoning and controls to ensure LEP controls are consistent and compliment SAP Master Plan and desired future character.
- Council advocate for Implementation of SAP Master Plan to be informed by evidence and the local community.

6 – Bombala

Key defining theme: Rural Industry Hub

Table 7 - Population, Bombala

Year	2011	2016	2021
Population	1,211	1,387	1,372

The Population Data is sourced from the Australian Bureau of Statistics Census results.

6.2 Objectives

MAINTAIN

- Bombala's role as a service centre for the south east of the Snowy Monaro region. Bombala offers vital and essential services to the south east of the LGA and to remote villages in the north east of Victoria.
- Bombala's picturesque rural landscape surrounds by controlling visually intrusive developments.

ENHANCE

- Enhance the heritage character of Bombala. Encourage the restoration and re-use of heritage buildings through appropriate planning controls.
- Build on the viable primary industries located in and around Bombala. Work with government agencies and the private sector to encourage the growth of the forestry and timber industry. Provide appropriate land use controls to promote agricultural production and enterprise.
- The connections between the River and Maybe Street.
- Promote the tourism products as part of an all year regional tourism offering.

6.3 Rural Industries Hub

Bombala has been identified as a Strategic Centre in Councils LSPS. Bombala's location and existing industries provide for strategic opportunities for the Township of Bombala. These opportunities are likely to centre around agriculture and forestry, the two largest industries in and around Bombala. There is potential to leverage off this and use low land values to encourage additional support industries to locate to Bombala.

The town also serves an important services role and provides vital government and commercial services to the South East of the Snowy Monaro Region and the north of East Gippsland. These are mostly remote farming and forestry-based communities with limited access to services. Fostering cohesive and coherent planning controls should provide certainty for development and the environment which will encourage commercial services.

Tourism will play a role particularly on reinforcing demand for retail and hospitality services. Bombala's location and heritage nature lend itself to tourism particularly for those heading to or from the far South Coast of NSW and East Gippsland. Leveraging and improving road connections is vital to achieving this outcome (Elton Consulting and Sustainable East, 2020). Of particular note is Imlay road which provides a great connection from Bombala to the coast. Council should work with Forestry Corp and TfNSW to seek upgrades to Imlay Road and ownership structure. Protecting and enhancing the heritage values of the town must occur to leverage tourism. Many heritage buildings due in part to limited or no protections have been badly altered or left to decay. Appropriate protections should be afforded, such as local heritage listing for items that meet the significance threshold and heritage conservation areas to protect the heritage value of the Main Street.

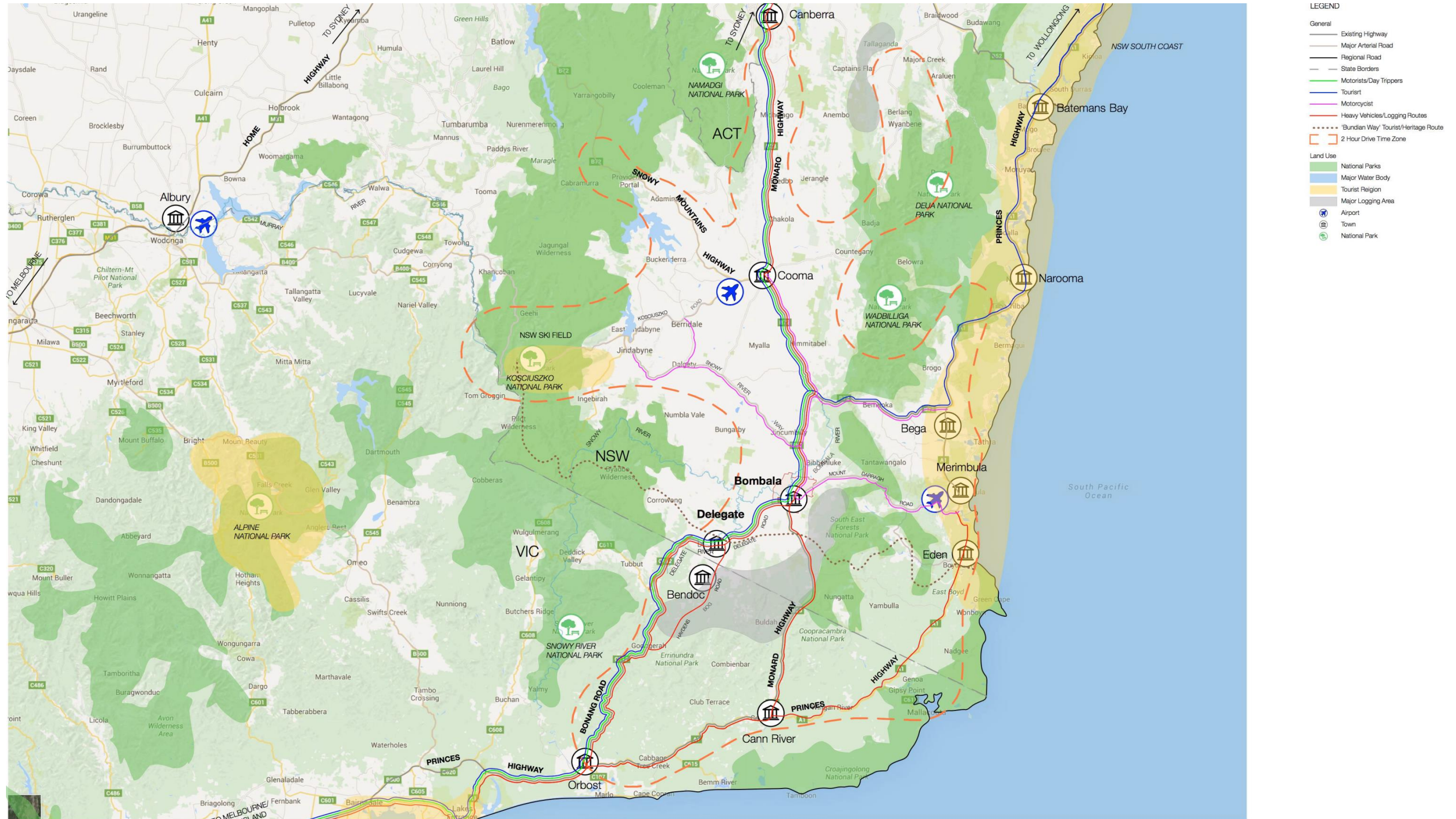


Figure 12 - Map Showing Bombala's Strategic Location

6.4 The Evidence

Population and Demographics

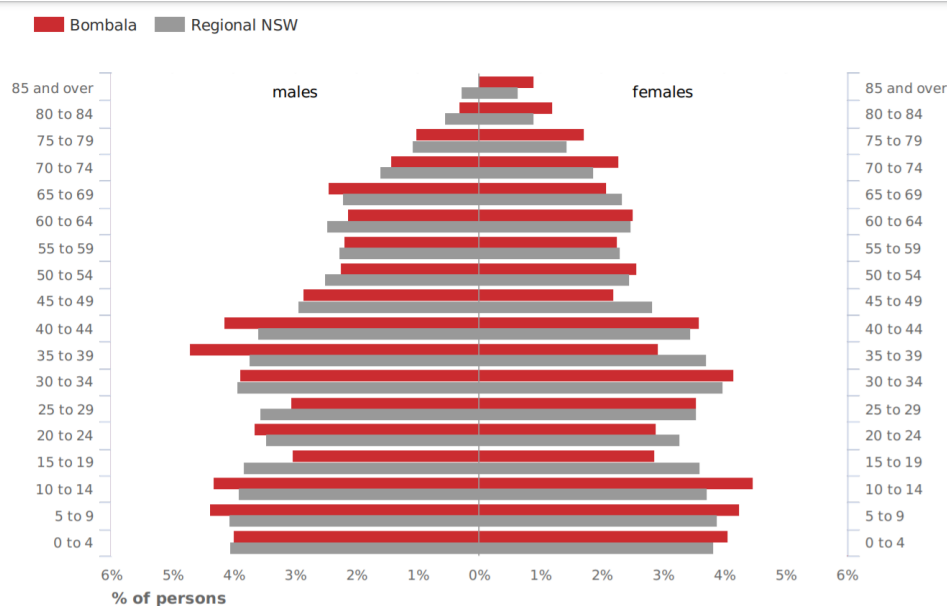
Over recent years Bombala's population has stagnated, with only modest increases in population over the past decade and this trend is expected to continue. Widespread population decline was forecast for Bombala in the early 2000s but has not come to fruition. While Bombala has similar demographics to many rural towns across NSW, overall its population has been relatively stable in comparison. Councils main population scenario shows Bombala's population staying fairly level, growing by approximately 36 people by 2041 (SMRC, 2019). This is based on demographic trends and a lack of clear drivers for population growth.

Table 8 - Bombala - Population Growth Scenario

2016 Census*	2021 Main Series*	2031 Main Series*	2041 Main Series*
1,970	1,977	1,991	2,006

*Note population includes surrounding rural land.

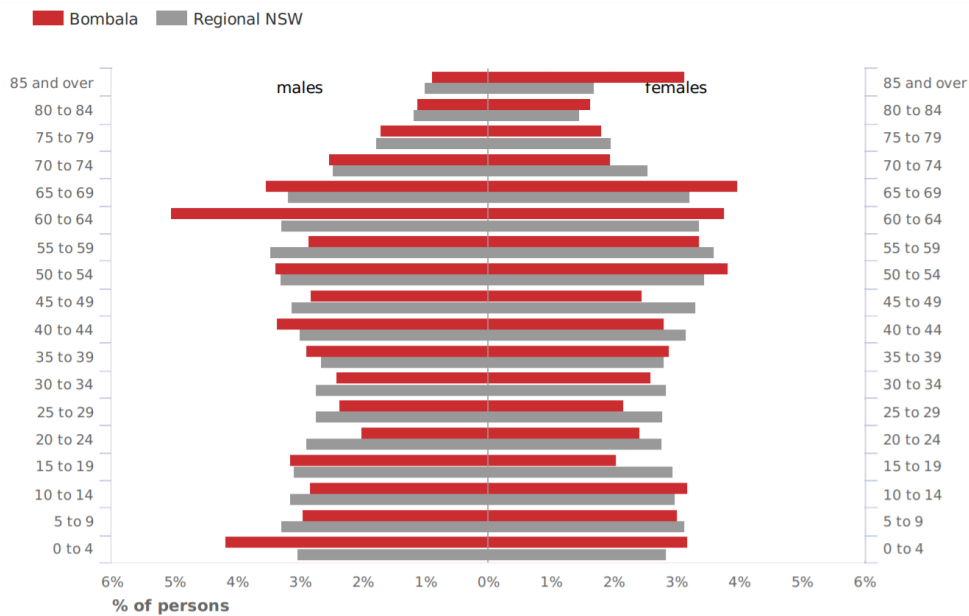
While not unique to Bombala, a significant demographic trend is an ageing population. This is likely to require specific services such as health care and age care services which planning has a limited ability to influence (Informed Decisions, 2021). However, the planning system can incentivise the provision of age care or ageing in place options through a streamlined process in State Environmental Planning Policies (SEPPs) or through encouraging a diverse housing stock through development controls.



Source: Australian Bureau of Statistics, Census of Population and Housing, selected years between 1991-2016 (Enumerated data). Compiled and presented in profile.id by .id, the population experts.



Figure 13 - Bombala Age to Sex Pyramid 1991



Source: Australian Bureau of Statistics, Census of Population and Housing, selected years between 1991-2016 (Enumerated data). Compiled and presented in profile.id by .id, the population experts.



Figure 14 - Bombala Age to Sex Pyramid 2016

The planning system is based on regulating development and as such, for any incentives to work the development must take place. The lack of development in Bombala over the past decade raises concerns that the market may not meet the needs and expectations of the community and Government intervention to provide this service may be required.

Land use planning, however, can provide a clear framework for development, providing incentives to diverse development which encourages 'ageing in place' and a clear understanding of constraints which are addressed early in the process.

6.5 Planning Constraints

Biodiversity

Biodiversity values around Bombala are not particularly well understood with many gaps in data in previous terrestrial biodiversity values. Bombala township is heavily disturbed with few known values within the town. Instead, most diversity values occur on the fringe areas of the town which are less disturbed or have historical agricultural uses. A significant value identified is natural temperate grasslands and while believed to occur in the area surrounding Bombala the mapping is only an indication of potential grasslands communities (Gould, MacKenzie, & Lynch, 2019)

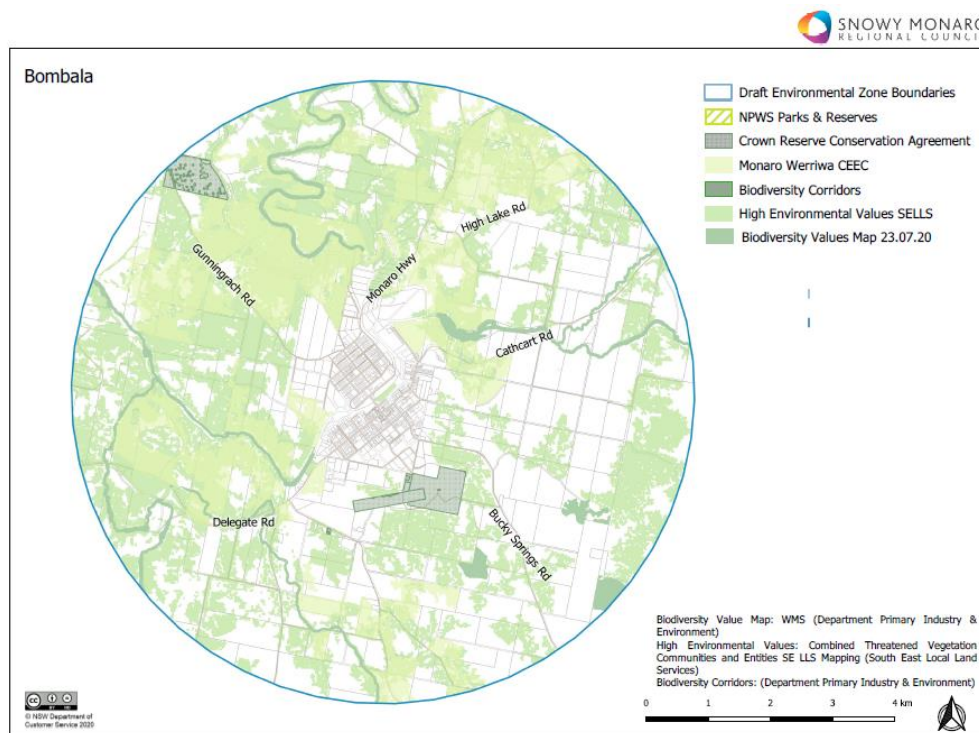


Figure 15 - High Biodiversity Values, Bombala

Areas to the northwest of the township appear to be less constrained by biodiversity values, and this area may be suitable for rural residential type zoning given the size of existing allotments. This area does have some important waterways which provide drinking water to Bombala as such consideration must be given to water quality and the biodiversity values of these waterways.

Bushfire

A significant development constraint across the Snowy Monaro Region is bush fire and with a changing climate this is likely to become an increasing risk. The bush fire prone lands categories have changed with the inclusion of grasslands. Grasslands surround much of Bombala, and this has been reflected in orange on the BFPL map (NSW Rural Fire Service, 2019). The bush fire risk relating to grasslands can be effectively managed through good land management practices.

The area identified in red on Figure 16 is vegetation Category 1, which is of high risk to bush fire. Further development of areas in and around vegetation Category 1 should be discouraged as this risk is difficult to manage and has the potential to cause significant harm to human life and property.

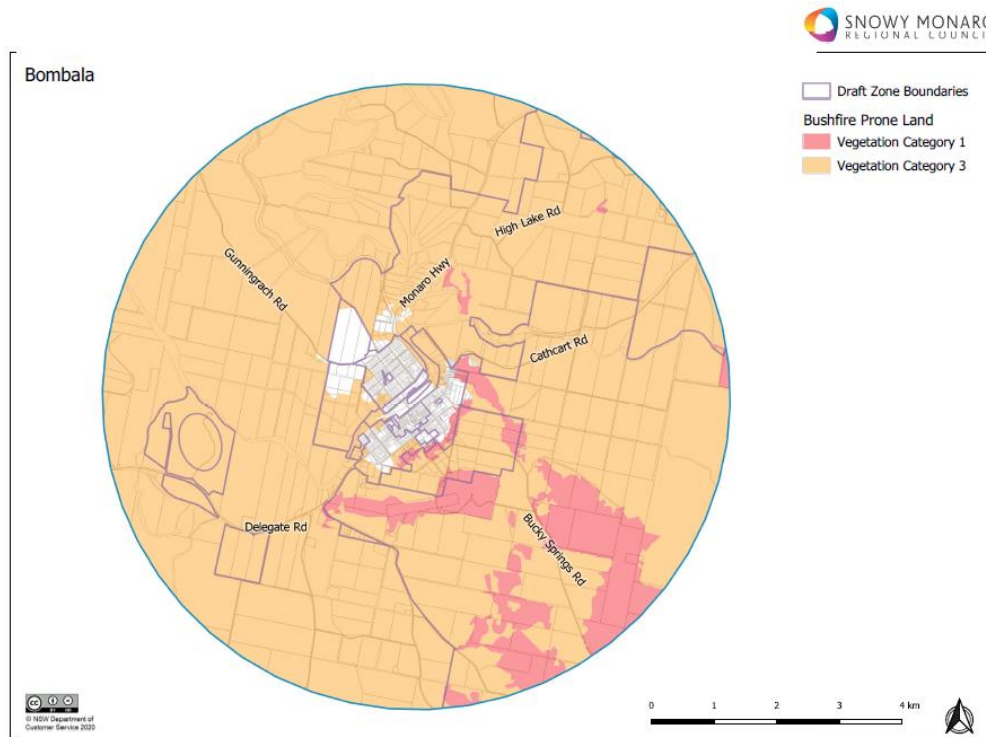


Figure 16 - Bushfire Prone Lands Mapping, Bombala

Flood Prone Land

Central areas in Bombala adjacent to the Bombala River are vulnerable to flooding. Much of the risk is focused around the river, which is mostly open space and undeveloped private land such as gardens. However, a large portion of land in the Town Centre does flood, particularly the land between Maybe Street and the river is subject to flooding (Worley Parsons, 2013). Innovative solutions to this should be considered, especially when activating the town centres connections to the river such as cafes, shops and restaurants in lightweight removable structures such as trailers, caravans and shipping containers. Innovative stormwater solutions through the effective use of public infrastructure should also be explored.

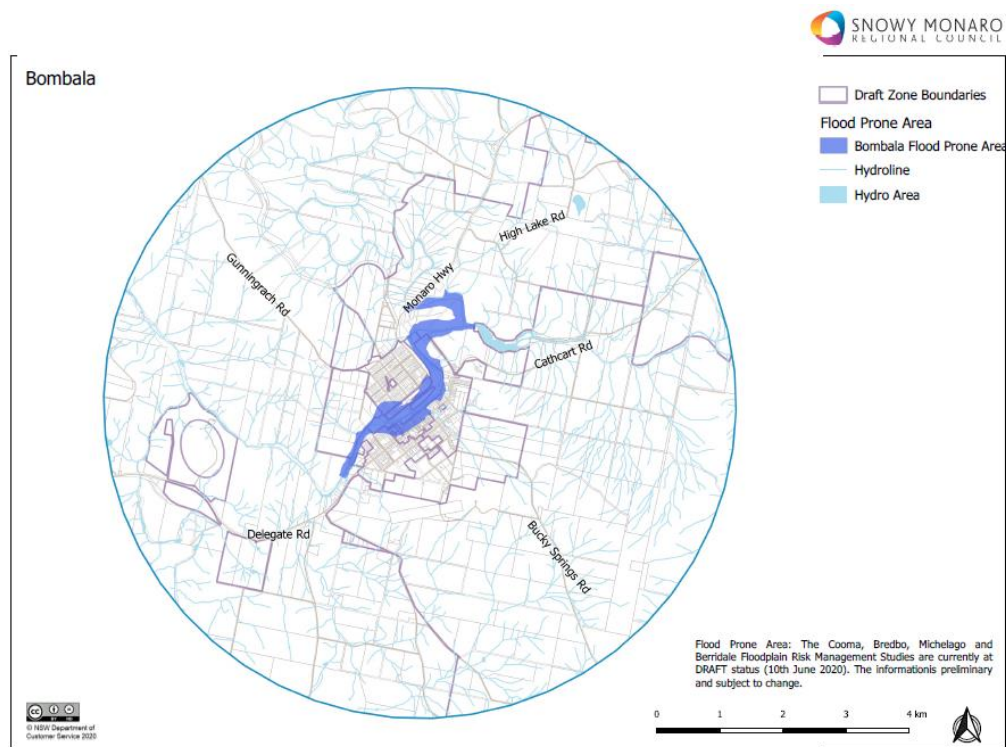


Figure 17 - Flood Prone Land Map, Bombala

Heritage

Bombala has a rich history with many significant heritage buildings; however, very few of these are afforded heritage protections. Bombala has only 13 listed items of local significance and two state-listed heritage items, and is not considered to be reflective of the historical buildings in Bombala. Appendix D of this Strategy is the Bombala Area Heritage Study in which the independent heritage consultant has undertaken an audit of properties in Bombala, Delegate and surround and assessed the significance of places against the accepted threshold for local items (Giovanelli & O'Keefe, 2018).

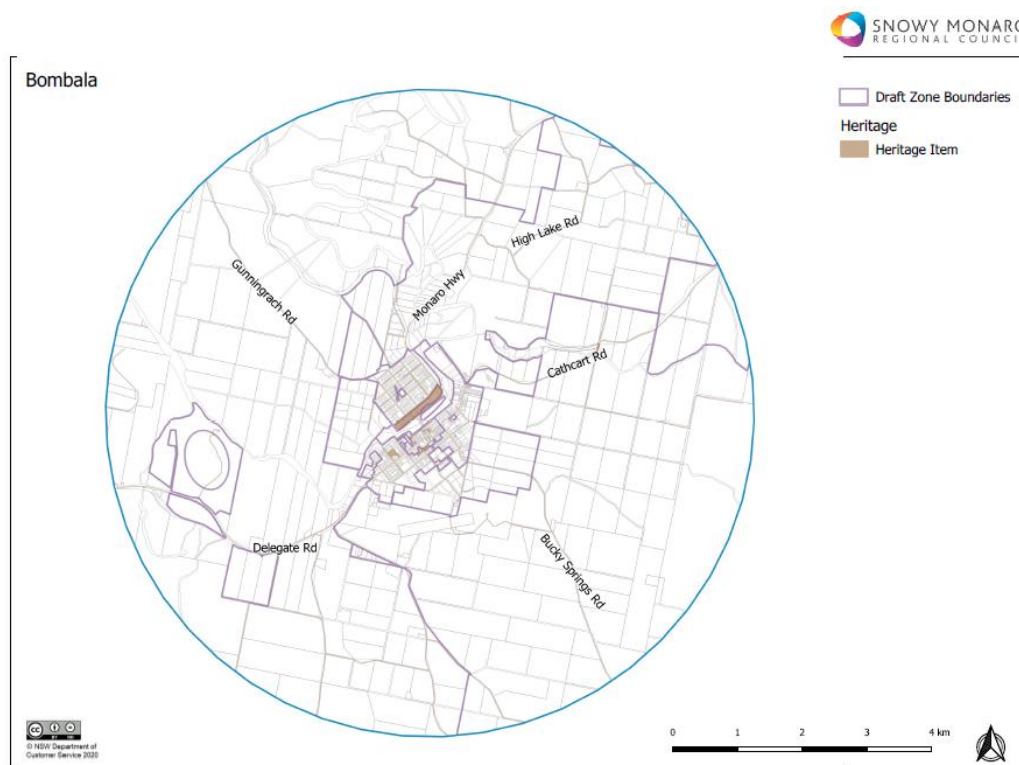


Figure 18 - Existing Heritage Items Listed in Bombala

The Bombala Shire Area Heritage Study conducted in 2018 recommended that over 50 properties be listed as local heritage items in the new LEP (Giovanelli & O'Keefe, 2018). It is noted that this is reflective of the historical character of Bombala. Protection of Bombala's heritage into the future is vital to maintaining the town's character. Further detail of recommended heritage listed properties can be found in the Bombala Heritage Study.

The heritage study also proposes the introduction of a heritage conservation area (HCA) over Maybe Street focused on the area between Forbes and Caveat Street. The intent of this is to protect the character of this section of Maybe Street for developments which will detract from the Streetscape. The HCA does not prevent modern style development, rather it requires development to have regard to the heritage character (Giovanelli & O'Keefe, 2018).

6.6 Combined Constraints and findings

It is clear from the constraints that there is development potential in and around Bombala, where impacts can be well managed. Further development on flood-prone land should be avoided unless of lightweight removable typology. Category 1 bushfire prone land should not be subject to increased development potential as the risk human life and property is too high. Biodiversity values need to be further studied and understood throughout the area. Terrestrial biodiversity mapping should be based on the best available mapping data and protect biodiversity values. Heritage is under-represented and Council must implement recommendations from Bombala Area Heritage Study to protect heritage values.

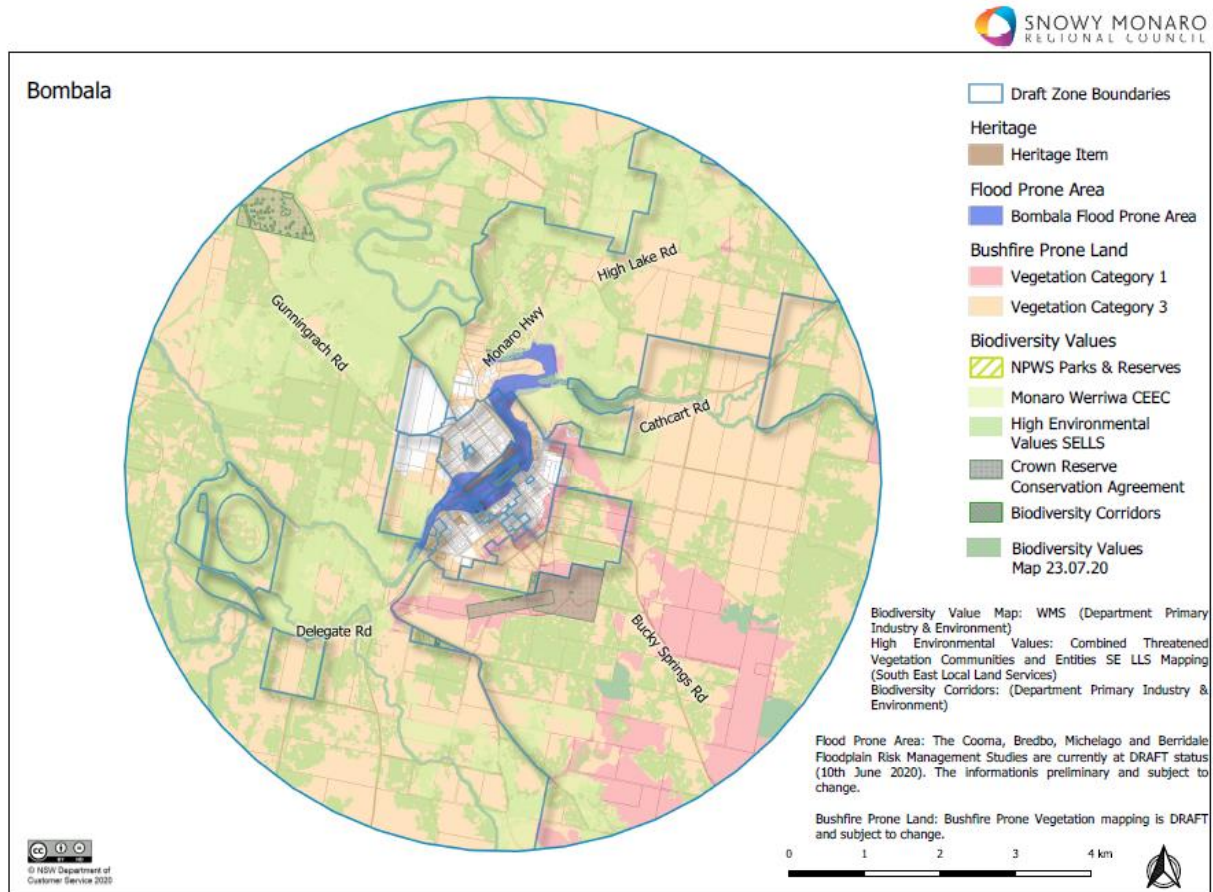


Figure 19 - Combined Constraints Map, Bombala

6.7 Recommendations

- Work with the Department of Planning, Industry and Environment (Biodiversity Conservation Division) to investigate biodiversity values around Bombala.
- Implement recommendations identified in the Bombala Shire Area Heritage Study conducted in 2018
- Investigate Planning controls that incentivise low impact moveable structures between Maybe Street and the Bombala River.

7 - Berridale

Key defining theme: A Centre for Regional Agri-tourism

Population

Population statistics are based of Berridale State Suburb are from the 2011 and 2016 census. 2019 population is estimated residential population based on Berridale and surrounding rural localities including but not limited to Avonside.

Table 9 - Population, Berridale

Year	2011	2016	2021
Population	912	1,197	1,300

The Population Data is sourced from the Australian Bureau of Statistics Census results.

7.2 Objectives

MAINTAIN

- Berridale's leafy residential streets, mix of housing types and styles.
- Protect surrounding higher quality agricultural land.

ENHANCE

- Existing commercial area on highway with beautification and landscaping.
- Trails and open spaces to improve connectivity between the existing commercial precinct and the rest of the town.
- Protect and enhance cultural and built heritage.

CHANGE

- Reinforce Berridale's growth towards an established regional town by considering a more structured approach to zoning of Berridale, especially around a commercial core.
- Future growth of Berridale as an affordable alternative to Jindabyne in terms of short-term accommodation and residential housing.
- Reduce R5 zone to a more suitable area with an appropriate minimum lot size.
- Infill development must be sympathetic to heritage significance of much of Jindabyne Road and adjacent heritage items.
- Planning controls should encourage flexible agri-tourism type uses. This may involve a change to the standard instrument Local Environmental Plan to allow for more tourist related uses.

7.3 The evidence

Population and Demographics

Council's population shows Berridale growing by over 400 people by 2041 (Informed Decisions, 2022). Berridale has experienced some of the fastest growth in the region over the past decade. Much of this has been attributed to a lack of housing affordability, especially in Jindabyne. Berridale is relatively flat and unconstrained nature makes it a good growth centre. It is likely to continue to serve an essential role for housing in the region, especially as significant projects such as the Snowy Mountains SAP and Snowy 2.0 put pressure on the housing markets in Jindabyne and Cooma.

Table 10 - Population Growth Main Scenario, Berridale

2021 Forecast	2026 Forecast	2031 Forecast	2036 Forecast	2041 Forecast
1,771	1,808	1,902	2,008	2,119

*Note this includes rural areas surrounding Berridale (<https://forecast.id.com.au/snowy-monaro>)

Drivers for growth

Snowy 2.0

Snowy Hydro's Snowy 2.0 pumped hydro project, will deliver a significant increase in employment in the area. While most of the growth expected around Snowy 2.0 is expected to be seen in Cooma and Adaminaby, Berridale's proximity to both towns may drive demand for housing, short term accommodation, support services and industrial land to complement and capitalise benefits of the Snowy 2.0 project.

Snowy Mountains SAP

To the other side of Berridale, there is another large project underway which could drive growth and business in Berridale. The Snowy Mountains SAP is focused on turning the Jindabyne area and the Kosciusko National Park into a premier all-year-round tourist destination. This project will drive growth investment in the region centred on Jindabyne with the flow-on benefits to all the towns across the broader region through an increase in tourism and investment into the area, driving efficiencies and development. This will create opportunities to

provide and enhance tourist operations such as shut the gate cellar door, Eucumbene trout farm and surrounding agri-tourism development. This project will also drive less direct opportunities through support industries and businesses and housing supply.

Access to services

A challenge in Berridale is likely to be the capacity and access to services. Continued growth to this extent is expected to put pressure on existing water and wastewater infrastructure (Snowy River Shire Council, 2007). Berridale's reticulated water supply is piped from Lake Jindabyne and is part of the same water entitlement as Jindabyne. As both Berridale and Jindabyne continue to grow, this has the potential to cause conflict if not addressed. A more significant development is also likely to require increased electricity capacity. Berridale does not currently have an electrical substation as growth continues; this is likely to be required.

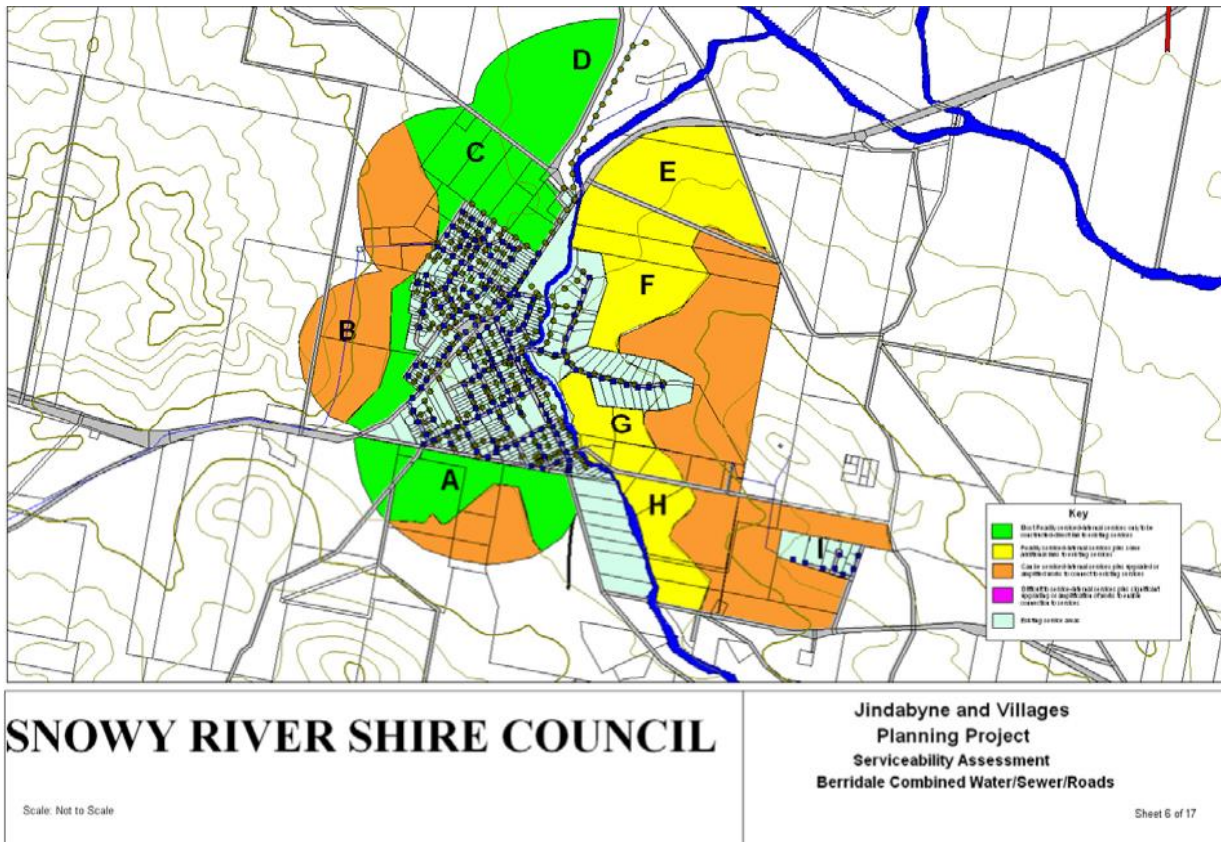


Figure 20 - Berridale Urban Fringe Compatibility with Services

7.4 Planning Constraints
 Biodiversity and Natural Environmental Constraints

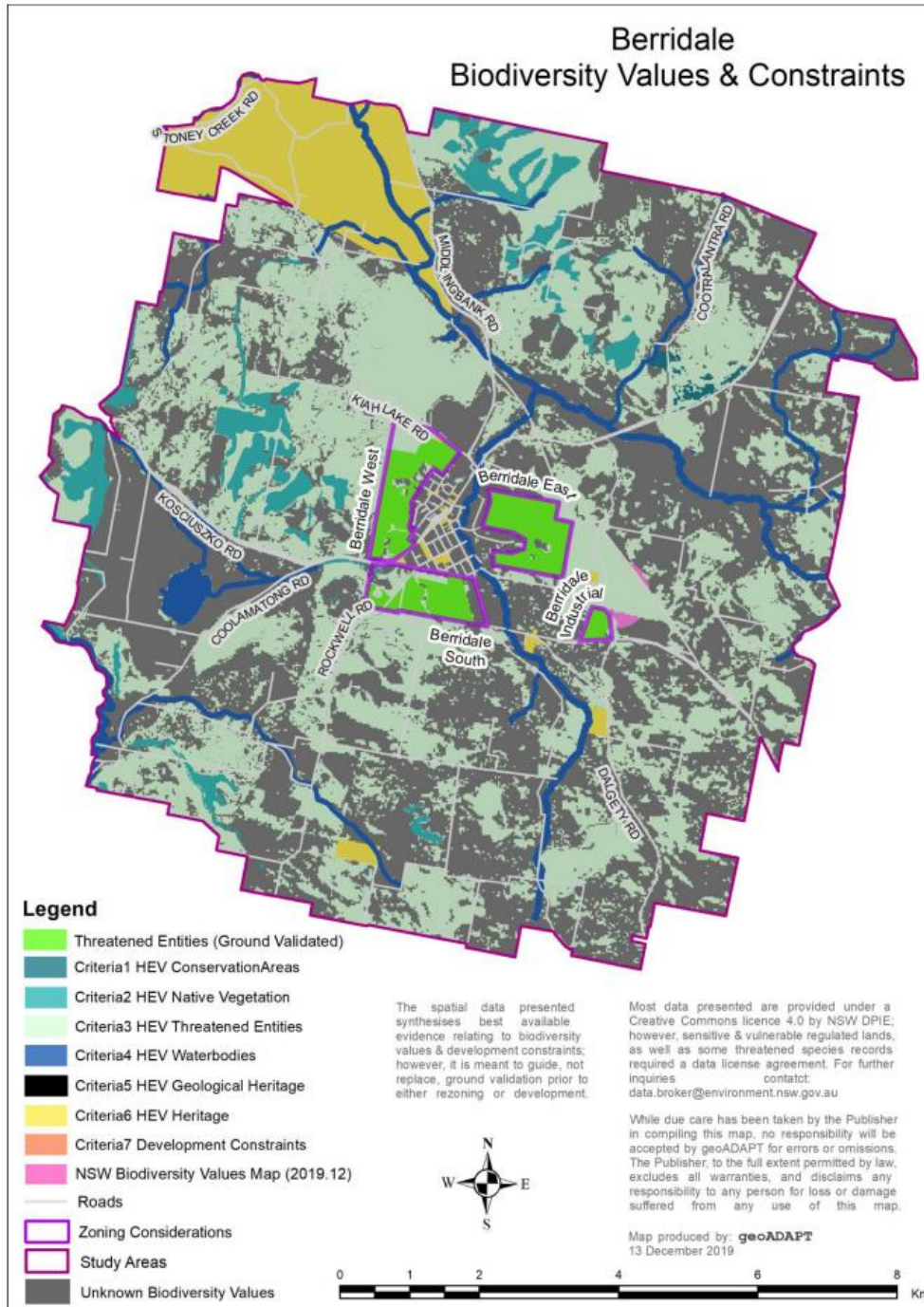


Figure 21 - Environmental Constraints Identified in Biodiversity Study

Berridale has a variety of important Biodiversity Values Surrounding it these particularly occur to the north and west of the township. These biodiversity values connect to the significant biodiversity corridor of Varneys Range located to the west of Berridale. A cluster of high environmental values are known to occur around the cemetery of Gegedzerick Road (Gould, MacKenzie, & Lynch, 2019). Relatively few biodiversity values are known to occur south and east of the township though and may provide potential options for growth with limited impact (Gould, MacKenzie, & Lynch, 2019).

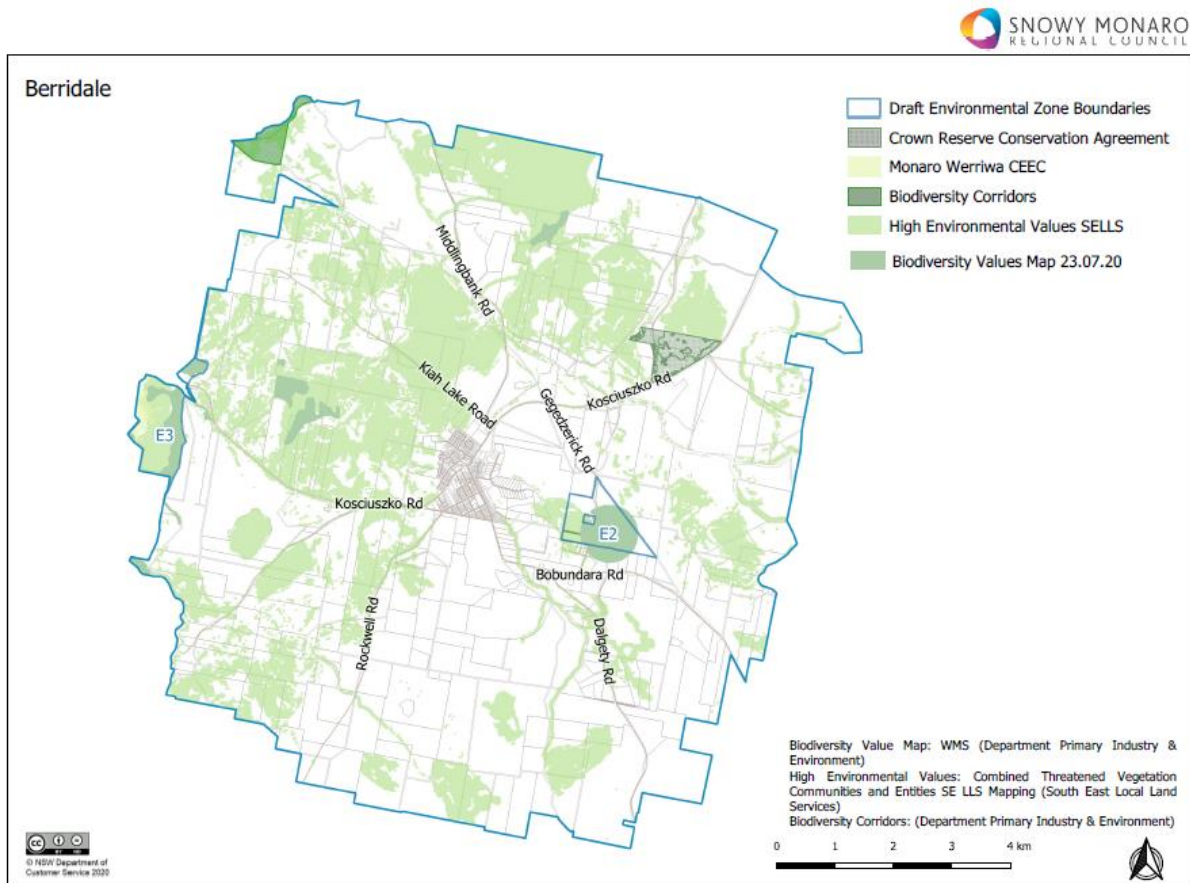


Figure 22 - High Biodiversity Values, Berridale

Bushfire

Berridale is surrounded predominantly by grasslands, and this is reflected by the land shown in orange on the bushfire prone lands (BFPL) map (NSW Rural Fire Service, 2019). Grasslands are identified as BFPL category 3 to reflect the bushfire risk they pose. While grasslands pose a significant fire risk, it is essential to recognise that this risk can be effectively managed through good land management processes. As these risks can be managed appropriate development on category three land could be supported. Council should not support a rezoning which seeks to intensify land uses on land identified as category one land as the risk to human life and property is too high.

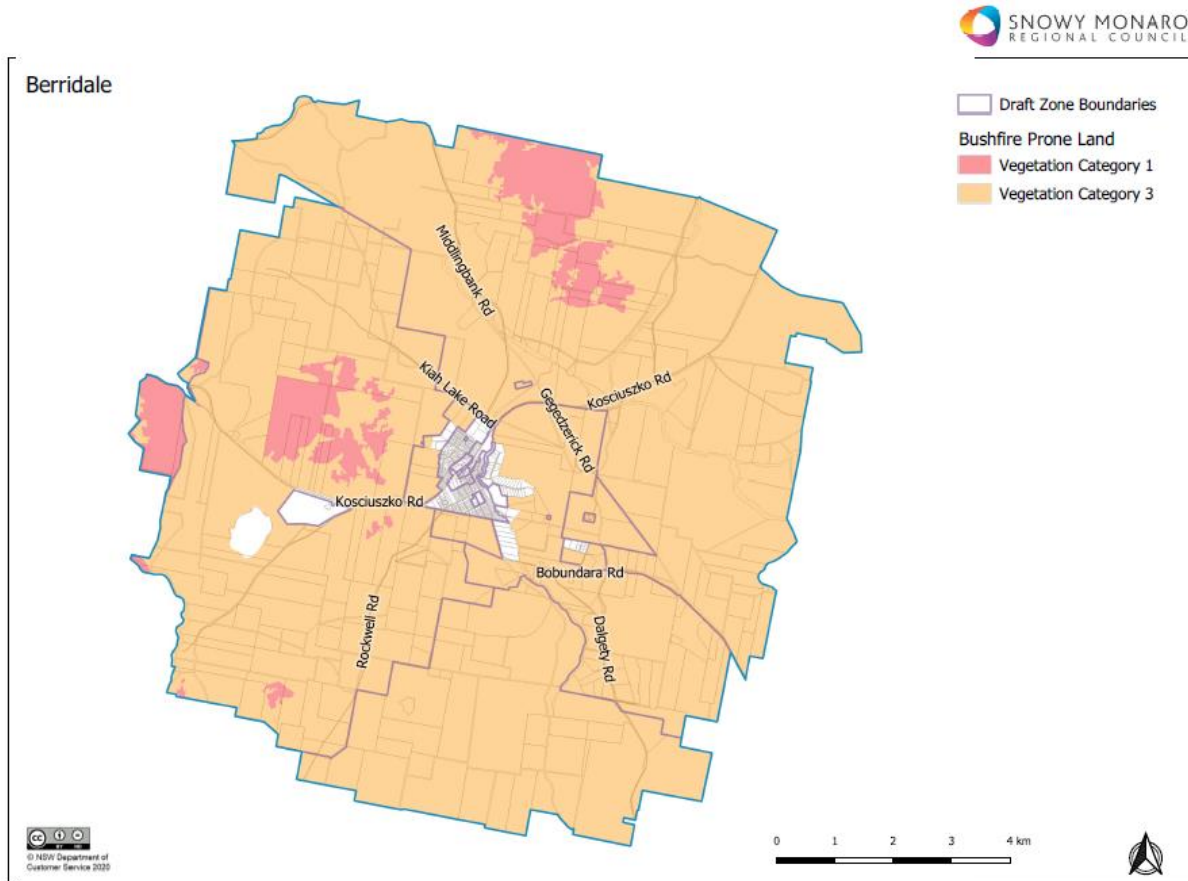


Figure 23 - Bushfire Prone Lands Map, Berridale

Flood Prone Land

Due to Berridale's relatively flat landscape and proximity to waterways, much of the township and surrounds are prone to flooding. Floodwaters have a significant impact on the land around Wullwey Creek, land on the eastern side of Jindabyne Road running parallel to the road and land adjacent to Myack Creek (SMEC & GRC Hydro, 2020). This results in much of the eastern side of Berridale being cut off in flood events if not the whole town. Council should implement recommendations from the floodplain risk management plan to reduce risks relating to flood events. Developments in these established areas of the township under the flood planning level must address flood risk as part of any development application.

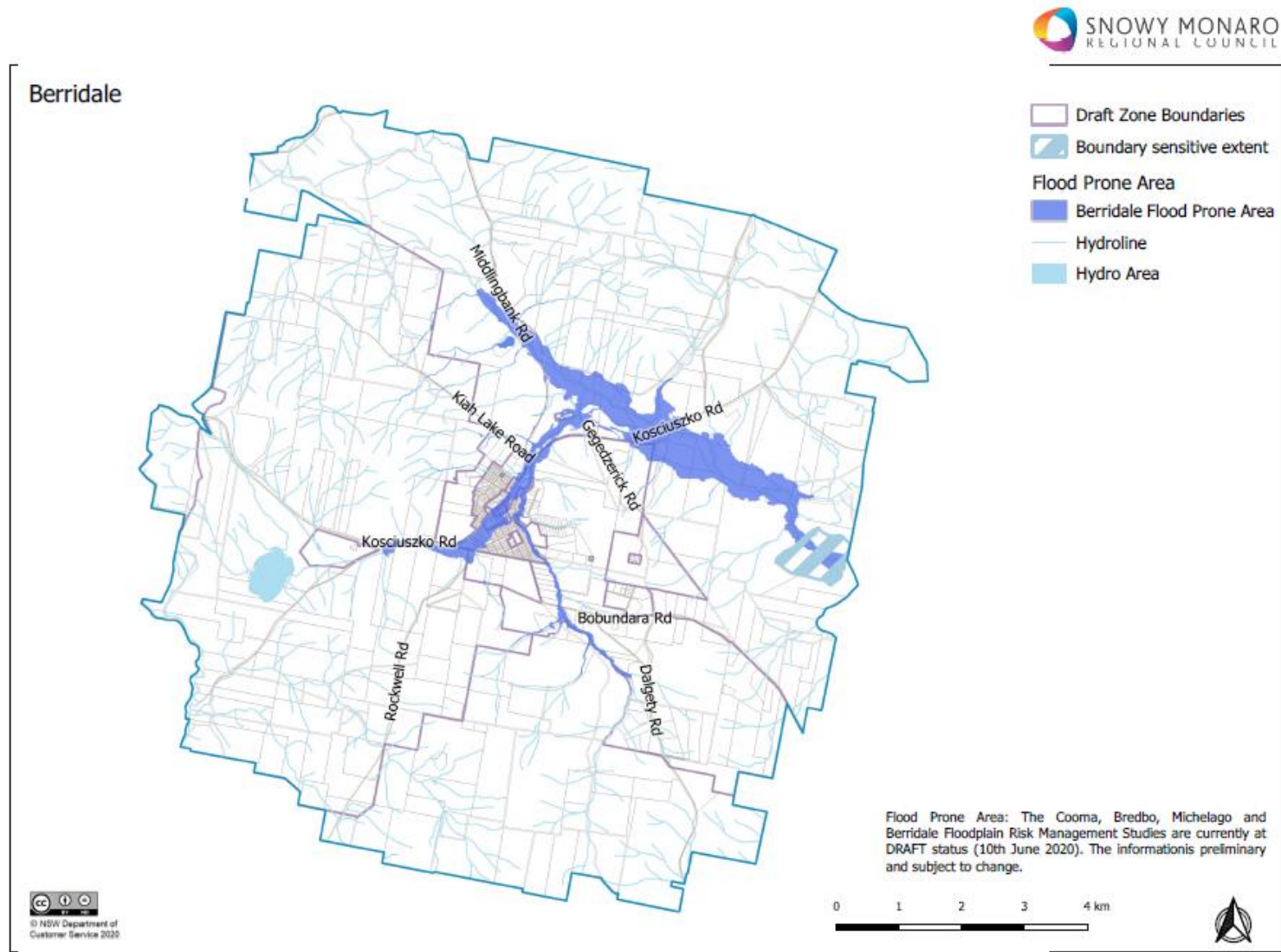


Figure 24 - Flood Prone Lands Mapping, Berridale

Heritage

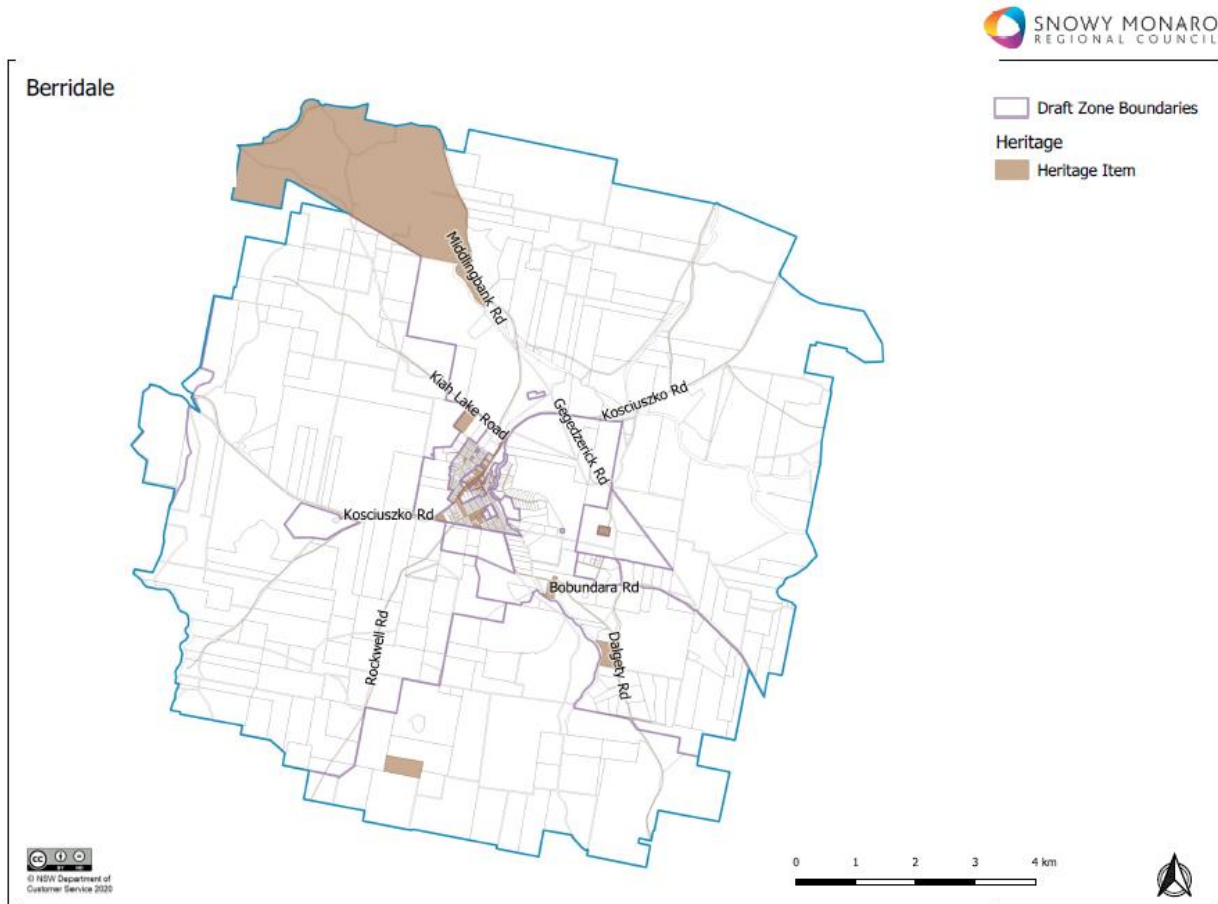


Figure 25 - Heritage Items, Berridale

Berridale has 41 listed heritage items which reflect the diverse history of the township. These heritage items reflect the changing nature of the township since its formation in the 1800s and prior with significant Aboriginal Sites and objects. Further investigation of Aboriginal cultural heritage is needed across the LGA to understand the significance of this land to the traditional owners.

7.5 Combined Constraints and Findings.

Berridale has many constraints which need to be addressed and effectively managed. Of significant concern is flooding which has a substantial impact on Berridale this is likely to require significant civil works to address and is necessary to mitigate risk. Bushfire risk is predominantly grasslands which can be effectively managed. Significant biodiversity values surround Berridale, and these should be protected. As such, greenfield sites should be focused on the south and west of the township where high biodiversity values are not present.

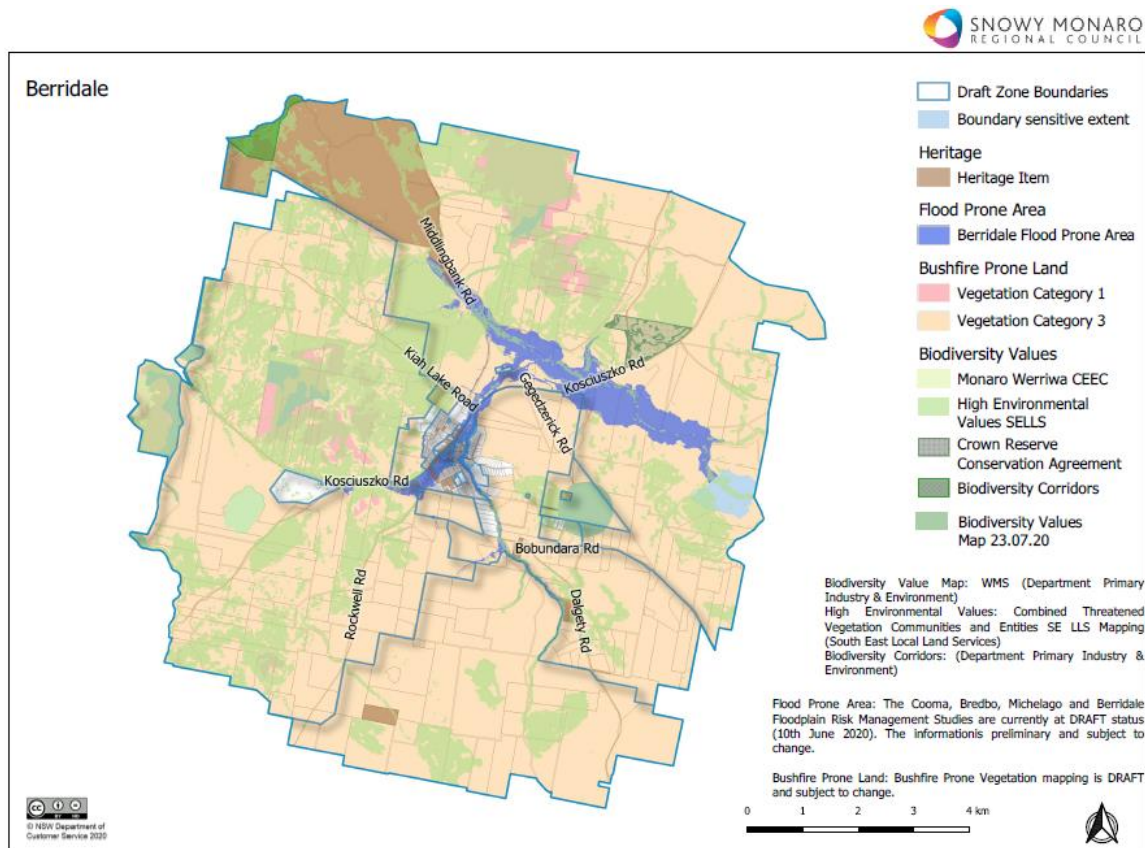


Figure 26 - Combined Constraints, Berridale

7.6 Berridale Town Centre

Action 2.8 of the Snowy Monaro Local Strategic Planning Statement was for Council to investigate ways to improve the aesthetics and amenity of Berridale Town Centre. In 2016 Council engaged a consultant to undertake a landscape masterplan for the central precinct of Berridale, this included improvements to access, flooding and amenity of this area. The landscape masterplan provided detail on formalising the parking areas located off Jindabyne road which is a current eyesore, and the lack of formalised parking has led to safety issues along with large uninterrupted areas of tarmac which creates a significant urban heat island effect in summer (Arterra, 2014).

The formalising parking precinct will create clear bus and coach parking bays along with maximising car parking bays, pedestrian areas and tree planting areas which will create a safer and more aesthetically pleasing place. This will also allow for future commercial development on the southern end of the commercial area which could facilitate the development of a small supermarket (1000sqm approx.) or a more considerable commercial development on the mixed-use site located on the corner of Highdale Street and Jindabyne Road. The plan also features improved and formalised pedestrian areas and crossings. These include the main pedestrian promenade and a town square precinct located in front of the Berridale Inn (Arterra, 2014).

Improved and formalised pedestrian connections provide better connectivity for pedestrian movement's and create a safer environment. The plan makes recommendations for improvements to parkland east of Jindabyne road along with improved open space and tree plantings within the commercial precinct.

These open space improvements include improvement to stormwater and road infrastructure. This will lead to improved performance of this area in rainfall events and mitigate flooding impact.

7.7 Recommendations

- Undertake an infrastructure Study for Berridale to ensure timely delivery of infrastructure to meet population growth and community needs.
- Implement recommendations from the flood risk management plan.
- Implement recommendations from Councils Landscape Masterplan for Berridale Town Centre.



Figure 27 - Berridale Town Centre Landscape Master Plan

8 - Michelago

Michelago is located in the north of the Snowy Monaro LGA, approximately 50 km to the south of Canberra and is situated between the Murrumbidgee River to the west and the Tinderry Range to the east. The Monaro Highway is the key transport corridor linking Michelago with surrounding settlements.

Although the ACT border is approximately 6 km to the east of Michelago, the Murrumbidgee River and topography is a significant barrier. Public road access to the Smiths Road area and Clear Range/Namadgi National Park is either to the north of Tharwa (ACT) or the south of Bredbo NSW, and the Smiths Road community does not identify as part of Michelago despite being located nearby 'as the crow flies'.

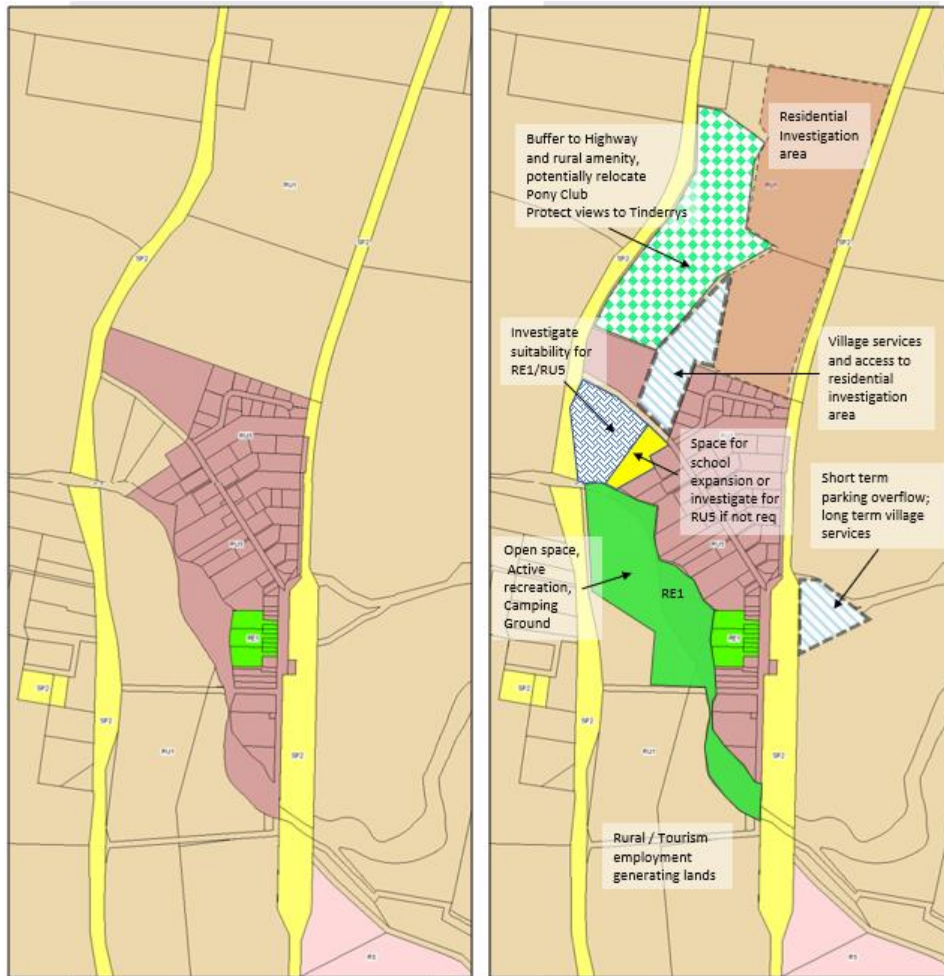
Michelago village is located between the Monaro Highway and the disused Goulburn-Bombala Railway Line. The village is currently accessed from the Monaro Highway along Ryrie Street. Burra Road south and Tinderry Road are accessed via Ryrie Street, while Micalago Road is accessed from the Monaro Highway, with no direct connection to Michelago village. A crossing of Michelago Creek linking Ryrie Street with Micalago Road is planned by Council as a separate project to rectify this.

8.1 - Michelago Master Plan

It has been identified that there is a growing demand for rural properties in places like Michelago from people looking for a rural lifestyle within a short distance of Canberra. Michelago is at a crossroads where it could either remain a rural village or grow into a small town. While increasing housing may contribute to improvements in Michelago's infrastructure, community facilities and business opportunities, we know that residents also want to preserve what they love about their hometown.

To provide strategic direction for Michelago and a community lead vision for the Village in 2019 Council initiated a Master Planning Process. The process considered several growth scenarios or options for Michelago and utilised a consultative approach with community to ascertain community priorities and local character aspects.

The Michelago Master Plan (adopted 21 October 2021) allows for moderate growth and expansion of the village while not compromising character elements which the community values.



Zone

B1	Neighbourhood Centre
B2	Local Centre
B3	Commercial Core
B4	Mixed Use
B5	Business Development
E1	National Parks and Nature Reserves
E2	Environmental Conservation
E3	Environmental Management
E4	Environmental Living
IN1	General Industrial
R1	General Residential
R2	Low Density Residential
R5	Large Lot Residential
RE1	Public Recreation
RE2	Private Recreation
RU1	Primary Production
RU3	Forestry
RU5	Village
SP2	Infrastructure

Figure 28 – Michelago Master Plan Indicative Zone Map

9 – Adaminaby

9.1 Adaminaby

Local Narrative

'Big Trout Country' is centred on Adaminaby, located in the Eucumbene sub-region of the Snowy Monaro. Adaminaby is surrounded by core recreational infrastructure, much of which is focused on fishing and related activities. Adaminaby is close to Eucumbene and Tantangara basins which are popular with anglers.

Adaminaby services nearby tourist villages of Old Adaminaby and Anglers Reach along with the surrounding rural land. The key employment sectors for Adaminaby are agriculture and tourism. The tourism in the area predominantly revolves around recreational activities such as fishing, bushwalking, water and in winter snow sports. Selwyn Snow Resort is the primary snow sports facility in the area which is approximately 40 minutes from Adaminaby.

Adaminaby has a strong village structure with a clear residential area surrounding the local shops. The Village has a strip of open space fronting the highway allowing for a soft interface while also mitigating some traffic noise. The built form of Adaminaby is varied with many buildings constructed out of cheap, lightweight materials creating a lacklustre urban form. Scenic Drive is located south of the highway disconnected from the rest of the town. It provides for rural residential type living and some industrial operations, creating potential land use conflict.

Adaminaby could benefit from more formalised zoning and particularly a formalised industrial precinct to help mitigate potential future land use conflicts arising. An industrial precinct in Adaminaby may also help the town capitalise on the opportunities from Snowy Hydro when they arise and potentially better connection to Canberra via Bobeyan Road. A sealed Bobeyan Road would likely offer an increased tourism opportunity generated by tourists visiting from Canberra.

Objectives

- Maintain and protect the viability of surrounding agricultural land.
- Enhance connections to Canberra and the surrounding region.
- Provide employment lands in well-planned areas which minimise land use conflict to capitalise on Snowy 2.0 and other enterprises.
- Provide well planned and consistent rural residential areas which limit land use conflict and protect productive agricultural land and biodiversity values.
- Preserve and enhance unique biodiversity and environmental values in and around Adaminaby.

9.2 Existing Capacity for Development

Adaminaby has a significant amount of land zoned RU5 village, which can accommodate residential development. Approximately 106 ha of land at Adaminaby zoned RU5 Village with a 700sqm MLS. In addition to the land already developed at Adaminaby, the existing planning controls could conservatively support an additional 788 residential allotments. Much of this development potential sits to the south, north and east of the village and will only be fully realised subject to water and wastewater infrastructure upgrades.

Based on historical growth in Adaminaby, it is not expected that these areas will be fully developed over the next 20 years. However, the Snowy 2.0 project and the 19/20 bushfire season have increased pressures on housing in and around the village. The staged subdivision of additional land for residential uses should be encouraged subject to appropriate assessment and approvals processes.

9.3 Crown Land

Adaminaby has a large amount of Crown Land in and around the Village; this is preventing the organic growth of the Village. It is becoming challenging for Council to provide additional Village logically zoned land without the development of crown land. Council should work with NSW Land and Property and Local Aboriginal Land Councils on developing these land parcels in a way that is beneficial to the community and provides for growth to the Village.

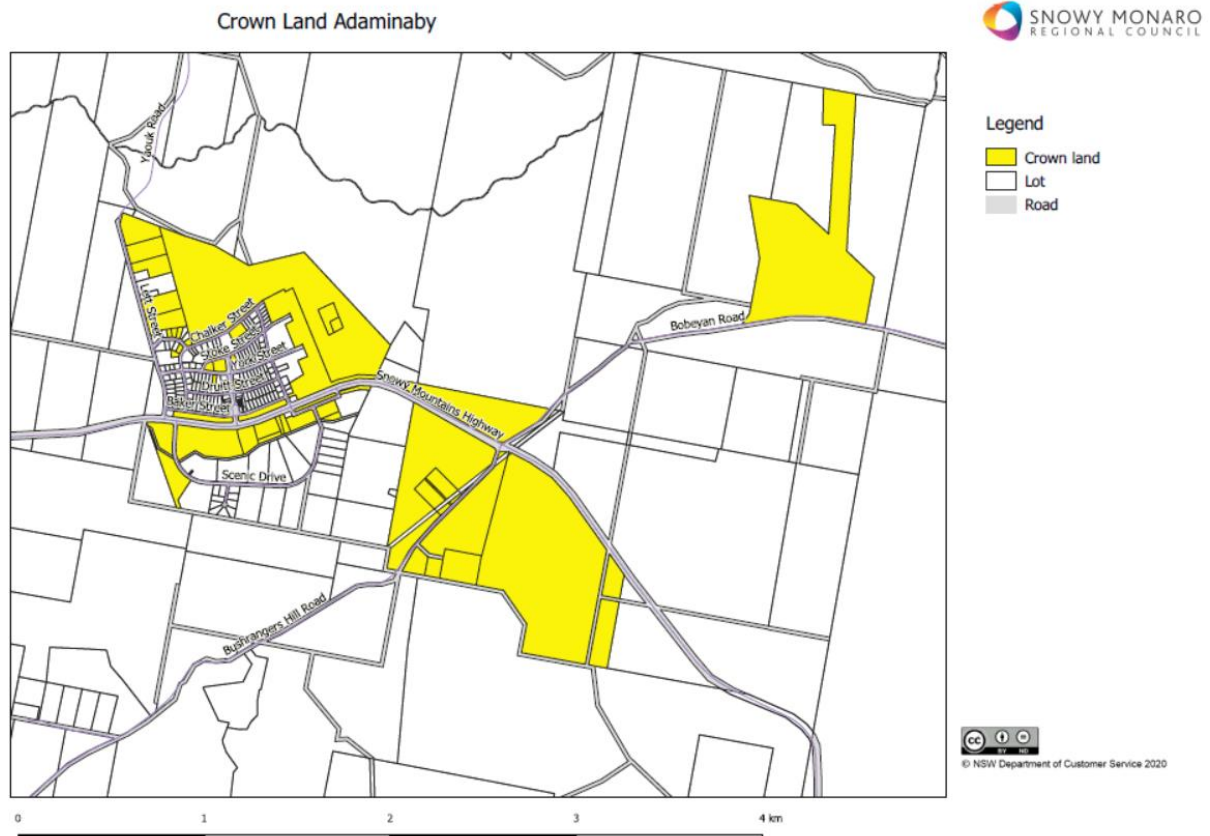


Figure 29 - Crown Land Parcels, Adaminaby

9.4 Ecological Considerations

The Adaminaby region does hold significant environmental and biodiversity values. The majority of know values appear east of the village and include several threatened entities. A portion of this area is zoned C2 Environmental Conservation. The NSW Government Biodiversity Conservation Division has recommended the further consideration of zone C3 Environmental Management in this area. While this zone change is not recommended at this stage, further investigations and ground truthing may warrant further consideration of land zoning.

9.5 Rural Residential

Adaminaby, similar to Berridale, has a 5km radius of land zoned R5 Large Lot Residential. This has a variety of widely inconsistent minimum lot sizes based on a best-fit process from the former place-based LEP. It is proposed the R5 Large Lot Residential area is reviewed and rationalised. A rural residential precinct for the Village could be considered. However, this would need to be well planned and located in an area of low biodiversity values. The biodiversity values around the Village do not lend themselves to this purpose though Council could investigate areas further removed.

The Scenic drive area south of the Village currently provides some rural residential needs. The scenic drive area is currently zoned RU5 Village, but a lack of sewer infrastructure makes this potential difficult to realise. The scenic drive may benefit a rural residential or low-density residential zone to provide for large-lot residential development while limiting land use conflict.

9.6 Old Adaminaby & Anglers Reach

The creation of Lake Eucumbene partially flooded old Adaminaby. However, part of the town remained above the waterline, making it the historic centre of the subregion. While Adaminaby was moved to higher ground before the Eucumbene River was dammed the remnants of the old town remained on the foreshore of the lake. Old Adaminaby has since evolved into a popular tourist location particularly for recreational fishing with tourist operations and tourist and visitor accommodation.

Old Adaminaby contains a number of items of historical significance including Denison Cottage, Adaminaby Methodist Church and the Old Adaminaby Caravan Park. Old Adaminaby is serviced by Adaminaby, which is approximately 9km away. Similar to Old Adaminaby, Anglers Reach is also a tourist village on the banks of Lake Eucumbene. Anglers Reach tourist and visitor accommodation for recreational activities including fishing and also offers a winter accommodation option for those frequenting Mt Selwyn Snow Resort. Anglers Reach serviced by Adaminaby, which is approximately 13km away.

Objectives

- Maintain the unique and scenic nature of these villages.
- Enhance tourism opportunities and enterprises all year round.

Recommendations:

- Work with Crown Lands, NSW Government and Local Aboriginal Land Council to progress development of Crown Land zoned for residential development to provide a variety of housing options.
- Review and rationalise land R5 Large Lot Residential Ring around Adaminaby.
- Review suitability of zone RU5 Village and consider implementation of a structured town zoning for Adaminaby

10 - Villages

Action 8.3 of the LSPS identifies that 'Council will prepare a Settlements Strategy that provides planning direction for the unique towns and villages of the region utilising the planning priorities and objectives identified in this document'. This section of the Settlements Strategy seeks to provide strategic direction for the villages. The villages in the region are unique and will be guided by individual factors and character as identified below. To provide consistency with several policies position are proposed, these include.

- The zoning for villages will be RU5 Village to provide a variety of land uses to support the organic development of the Village (except in the case of hamlets).
- The use or expansion of rural residential should be discouraged unless it is established that this zoning is historical and already supports this type of development. Alternatively, it can be shown that there is a need identified.
- If the Village is serviced by reticulated water or sewer, the MLS applying to the zone should be 700sqm. If the Village does not have reticulated services or only water infrastructure, an MLS of 1800sqm should be applied.
- Protection of historical values is reflected through appropriate planning controls, including appropriately listing heritage items and providing heritage conservation areas in proper locations.

9.2 Bredbo

Character Statement

Bredbo is a village located on the Monaro Highway between Cooma and Michelago. Bredbo is nestled in the rural landscape on the banks of the Bredbo and Murrumbidgee River. Bredbo is characterised as the 'Village of the Poplar' due to a number of the poplars in the area. Poplars also form the gateway of the Village by lining the Monaro Highway. Bredbo has a straightforward grid road layout with the railway and highway located to the east of the Village and the residential parts mostly nestled to the west between the transport corridor and the Murrumbidgee River.

Bredbo's commercial and retail activity is focused on the Monaro Highway between vacant and residential allotments. The village zoning provides an organic nature to the Village allowing flexibility as it grows. The rivers are a significant asset to the Village; however, the village structure currently does not allow for them to be fully utilised by residents and visitors alike. The development of a river walk would be a significant attractor to new residents.

Bredbo's surrounding agricultural land has been significantly impacted by the spread of African Lovegrass, leading to a reduction in the areas of agricultural productivity and landscape amenity. Another consideration for Bredbo is the impact of the railway line. A rail-trail would offer many tourism opportunities with the likely need for accommodation options in Bredbo to service passing visitors. Land use controls could be utilised for commercial operations between the railway and the Monaro Highway to link the Village to the trail.

Zoning for Bredbo should be reviewed in detail following the conclusion of current water studies. Should there be sufficient water consideration should be given to the expansion of the village zone to the west (towards the Murrumbidgee River). Areas of land within the 1 in 100 year flood level should be excluded along with areas high biodiversity values. Council should continue monitoring the development of the R5 Large Lot Residential areas around Bredbo to gauge demand. It is recommended that part lots 38 and 39 of DP 635407 are rezoned to R5 Large Lot Residential, and MLS amended to 8ha. These lots are currently split zoned with a small 20ha portion of RU1 remaining. When these lots are subdivided, this will create two small rural lots without a dwelling entitlement. Given the unconstrained nature of these lots, their road access, proximity to Bredbo and surrounding landscape features, it is recommended that they are rezoned to allow for the logical and staged subdivision of this land.

Objectives

- Maintain the clear structure of Bredbo's road layout. Retain the core residential area to the west of the highway.
- Enhance the recreational and amenity values of Bredbo through public realm improvements around the river and along the highway.
- Restore agricultural productivity of surrounding rural land by combatting invasive weeds.

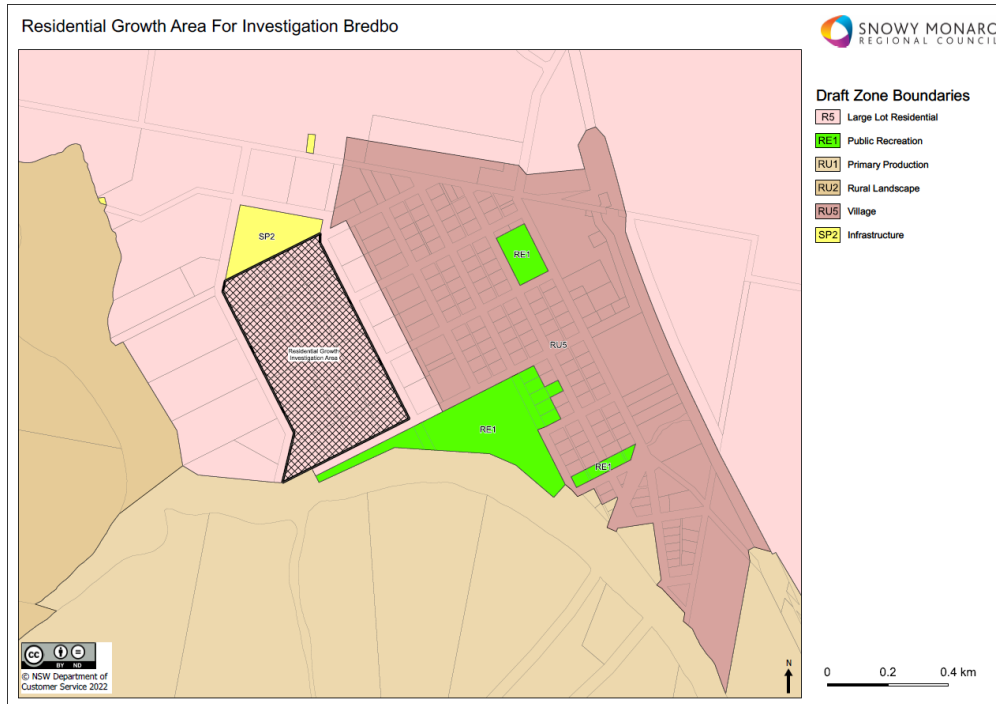


Figure 30 - Bredbo Village Growth Investigation Area

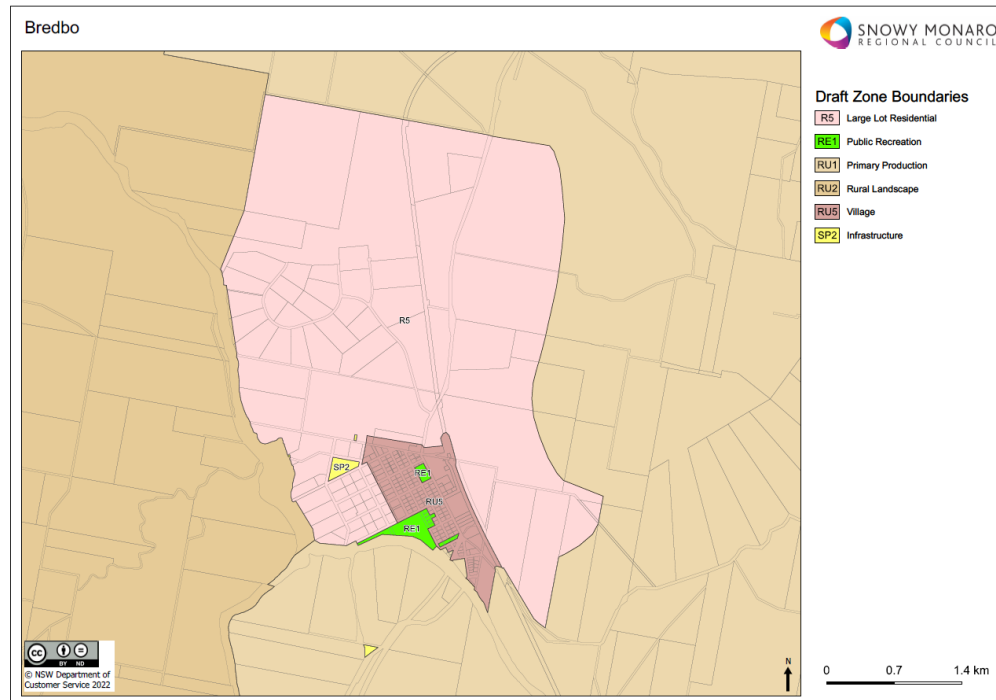


Figure 31 - Proposed Land Zoning Map, Bredbo

9.3 Dalgety

Character Statement

Dalgety is a small village of approximately 205 People (ABS, 2016). Dalgety sits 15 minutes south of Berridale, 30-minute drive from Jindabyne and 40 minutes from Cooma. There is little commercial activity in Dalgety, and as such, it relies on these three centres for services. Dalgety is a significant historical settlement on the banks of the iconic Snowy River.

The Village is surrounded by productive agricultural land which creates a picturesque rural landscape, popular with tourists. Its setting in a rural landscape characterises the Village. It has the Snowy River at its focal point with many recreational facilities adjacent. The Village possesses several important heritage items including the Dalgety Bridge and Buckley's Crossing Hotel which have been well maintained over the years.

The Village has a typically rural feel with small country cottage type homes on large lots with substantial setbacks and roads without kerb and gutter. Dalgety, like many other small regional villages, has an ageing population; the median age in Dalgety is 53 years. This is an important planning consideration, and the type of housing provision needs to be considered to enable the population to age in place. Ageing populations similar to young demographics like a diverse housing market to choose from and smaller housing closer to services becomes more attractive as less maintenance is required.

Objectives

- Maintain the surrounding picturesque rural landscape and enhance agricultural productivity by increasing value-add opportunities from tourism.
- Encourage agricultural enterprises, particularly relating to agri-tourism.
- Protect and restore heritage values and significant heritage items.

Zoning

Dalgety is an RU5 Village zone which is appropriate to provide a variety of land uses that may be needed to service it. Zones R5 Large Lot Residential and E4 Environmental living provides rural residential development. Current MLS in zones R5 Large Lot Residential and E4 Environmental Living vary from 2000sqm to 20 ha. These deviations in MLS are likely to lead to potentially ad-hoc development, though they may provide a significant diversity in lot sizes. Further investigation of suitable lot sizes should be provided, and reductions in MLS may be considered suitable for land in close proximity to the village if biodiversity, access and natural hazards can be effectively addressed.

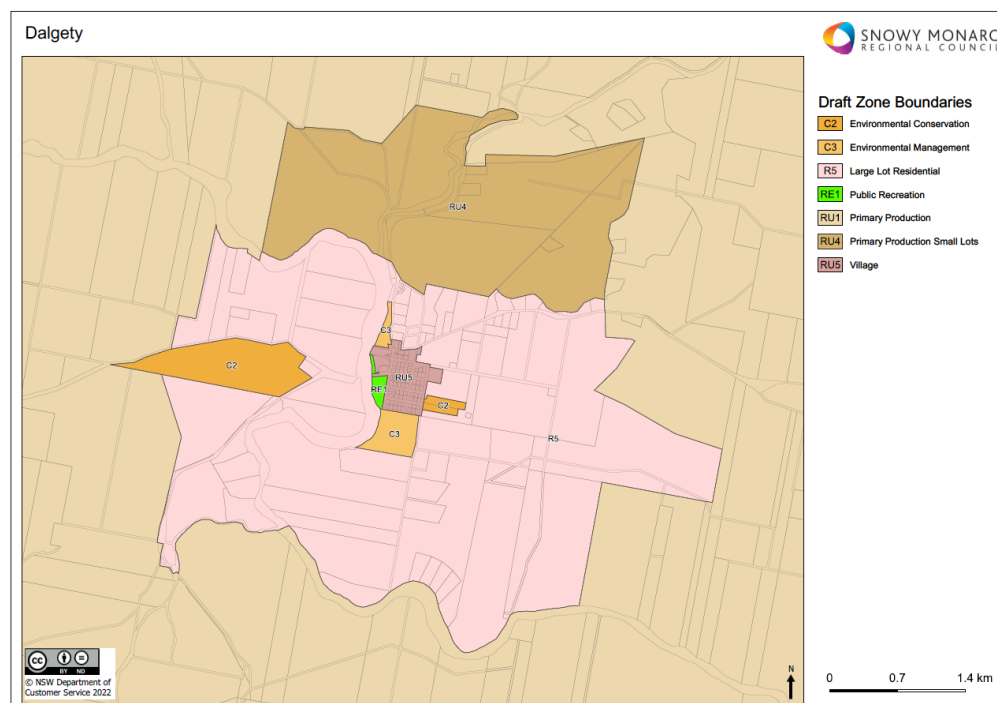


Figure 32- PROPOSED LAND ZONING MAP, DALGETY

9.4 Delegate

Character Statement

Delegate is a scenic and historic town close to the New South Wales and Victoria border approximately 30 km south-west of Bombala. The Town is located on the Delegate River which has always provided a vital resource to the Town. Delegate has a powerful story which is reflected in the heritage buildings, which creates a vibrant and picturesque community feel. The population of Delegate is approximately 351 people (ABS, 2016) making it the second-largest settlement in the former Bombala Shire Council area.

The township of Delegate is serviced by reticulated water and wastewater. Also, it provides some social and commercial services to the surrounding rural lands and villages including a number in north east Victoria. This makes Delegate a significant service hub for several rural and remote communities.

The population of Delegate is ageing with the median age 58, and in the surrounding rural locality, the median age is 61. This ageing population makes health services and transport vital to the Delegate community. Delegate does have a multipurpose health facility. Other health services will be needed to help meet these challenges in the future.

Its rural surrounds and river setting characterise Delegate. The Town has pleasant streetscapes with a variety of established street trees. There are many significant heritage buildings with consistent setbacks in the centre of Town and newer dwellings on the streets further back with larger land sizes and setbacks. Community consultation held in Delegate indicated community transport and health services are of high importance to the community. There are concerns that as the community ages, the village has the potential to become significantly isolated. Concerns were also raised regarding the encroachment of plantation forests into significant agricultural lands noting both industries are large employers in the area.

Delegate is a very scenic town surrounded by multiple national parks making it an attractive location for tourism and 'tree changers'. In the era of the 'grey nomads', tourism is an opportunity for Delegate. Capitalising on its proximity to surrounding 80 popular tourist destinations such as national parks is an important consideration.

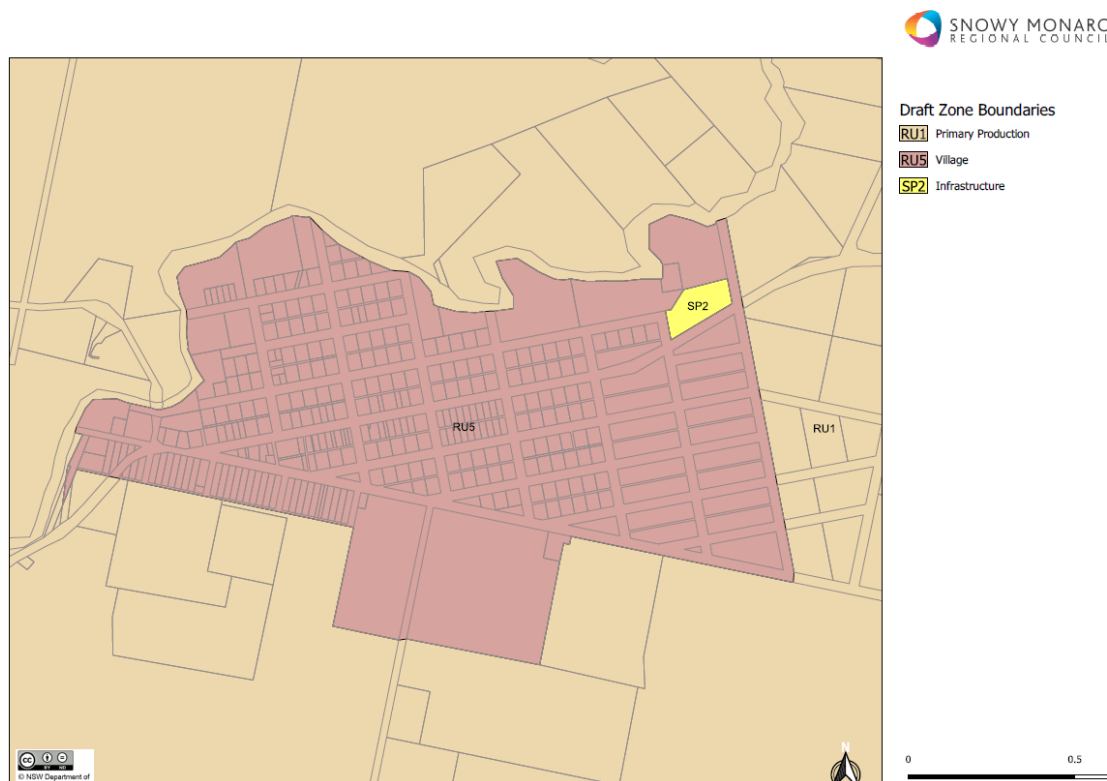


Figure 33 - Land Zoning Map, Delegate

Objectives

- Maintain and enhance items of heritage significance through encouraging restoration, sympathetic development and adaptive re-use of heritage items.
- Work with local Indigenous Communities and the Eden LALC to enhance Council's and the broader communities understanding of the importance of the Delegate area to the first Australians .
- Maintain the surrounding rural landscape and rural character of Delegate.

Heritage

Delegate has many historically significant buildings, the Village was established in the 1820s and grew into a substantial farming community. The Bombala Shire Heritage Study recommended the creation of a heritage conservation area over the main street of Delegate to preserve the heritage significance of the Village.

Heritage conservation areas provide controls for new buildings to be in-keeping with current streetscape and to not detract from the heritage significance of the area. The inclusion of an HCA along the main street along with the listing of several locally significant heritage items will help safeguard Delegate's heritage into the future. These controls will help encourage restoration and sympathetic designs to keep the historical character. This potentially also opens up potential grant funding sources which previously have not been obtainable for many of these properties and encourage investment in Delegate.

The several properties have been identified as meeting the historical significance to be listed as local heritage items. These properties are recommended for listing in Council's LEP as per the assessment made as part of the former Bombala Shire Area Heritage Study.

9.5 Nimmitabel

Character Statement

Nimmitabel is located between Cooma and Bombala with a small but well-established community and a rich history. Nimmitabel has both reticulated water supply and sewerage system. Its water supply has been hampered in the past by low rain and hot conditions. The construction of the Pigring Creek Dam south of the town has alleviated many of the water supply issues for the Village. The Village and surrounds in 2016 had a population of 318 people and a total of 190 dwellings. There are many undeveloped lots in Nimmitabel and as such further expansion of village or rural residential land zonings is not considered necessary. The removal of zone R5 Large Lot Residential from the dwelling entitlement clause in the LEP will help resolve existing dwelling entitlement issues in Nimmitabel.

Nimmitabel is a historic town with many heritage items still intact and well maintained. Nimmitabel has a rural village feel provided by its rural landscape surrounds, properties on large lots, large setbacks from street and neighbouring dwellings. The heritage nature of Nimmitabel is significant, offering a large cluster of considerable heritage in the centre of the Village.

A strategic asset of Nimmitabel is its location for convenient access to both the Bombala region and the Far South Coast, being accessible via the Monaro and the Snowy Mountains Highways. It is also located on the Far South Coast route from Canberra/Queanbeyan and as such can capitalise on passing tourist trade, particularly in the summer months. Although some services are available within Nimmitabel, Cooma provides higher-order services within a short commute.

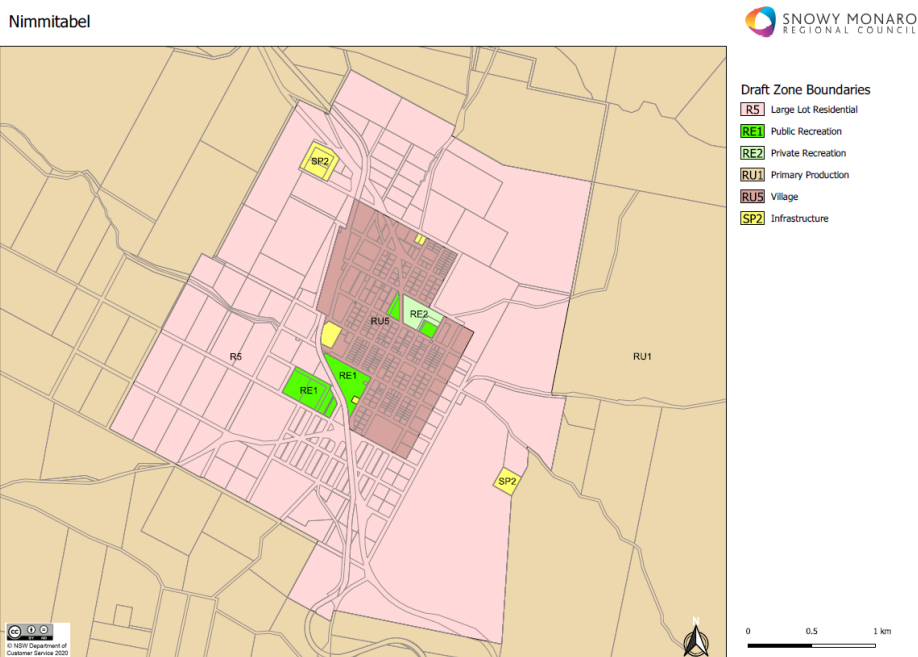


Figure 34 - Land Zoning Map, Nimmitabel

Objectives

- Maximise the amenity of the Village, and an emphasis on the preservation of heritage buildings and a heritage theme, particularly along the main street.
- Protect the surrounding rural landscape from visually intrusive development.
- Encourage agricultural enterprises on strategically important agricultural land which surrounds the Village.

9.6 Small Villages

Bibbenluke

Character Statement

Bibbenluke is a small village to the north of Bombala and has a population of approximately 87 people (ABS, 2016). While the Village is located on the Bombala River, the village centre is located away from the river with a couple of private landholdings surrounding the river corridor. The Village does not have reticulated services, nor does it have any retail uses within the Village.

Bibbenluke has a rural village feel with large lots and roads with no curb and gutter. There are some community facilities in Bibbenluke including a community hall, fire shed and public school. However, low enrolments have led to the decline of education services. The predominant industry surrounding the Village is agriculture-based. Bombala predominantly services Bibbenluke with Cooma, Bega and Canberra providing higher-order services.

Objectives

- Maintain the surrounding rural landscape and agricultural productivity of the rural lands around Bibbenluke.
- Maintain and restore items of heritage significance in and around the Village of Bibbenluke.

The following have been identified as meeting the historical significance to be listed as local heritage items. This assessment was made as part of the former Bombala Shire Area Heritage Study.

Table 11 - Proposed Additional Heritage Items, Bibbenluke

Item Name	Address
Bibbenluke Public Hall	Burnima Street
St Mathew's Anglican Church	Cross Street

Cathcart

Character Statement

Cathcart is a small village approximately 16km north of Bombala. The Village has rich forestry and agricultural history and is serviced by the township of Bombala. Cathcart has several items of historical significance which contribute enormously to the Village's character. The rural landscape, along with dense surrounding vegetation, creates a picturesque setting. Maintaining the heritage and agricultural connections of the Village are vital to it, maintaining its rural village character.

Cathcart is approximately 1-hour drive from Merimbula via Mount Darragh Road. Merimbula offers higher-level services and recreational activities. At its peak, Cathcart boasted three hotels, three churches, sporting facilities, a racecourse/showground, saleyards, post office, school and police station. The Village grew significantly from its establishment in 1857 to the early 20th century. Establishment of a sawmill in 1865 and the growth of the dairy farm industry saw the Village grow to approximately 300 people.

From the mid-20th century, Cathcart experienced significant decline, and the Village fell on hard times. Since then Cathcart has established itself as a quaint village with a 78 significant surrounding agricultural industry focused on sheep and cattle grazing. The Village is dependent on Bombala for services and would benefit from further retail and employment growth in Bombala.

Objectives

- Protect items of heritage significance, such as the Cathcart War Memorial Hall.
- Maintain the surrounding rural landscape and productivity of surrounding rural industries.

Several properties have been identified as meeting the historical significance to be listed as local heritage items. This assessment was made as part of the former Bombala Shire Area Heritage Study.

Numeralla

Character Statement

Numeralla village and surrounds has a relatively small population and no specific commercial or retail uses. There is a strong, close-knit community present, and the surrounds of the Village offer some outstanding vistas and a thoroughly 'bushy' feel. The presence of the Numeralla River alongside the Village contributes to a sense of 'place' and village identity. Many residents of Numeralla work in Cooma and rely on it closely for business and services. As such, there is a close relationship between the two settlements, such that in a general sense, what is positive for Cooma would typically be favourable for Numeralla.

The Village lies on a regional road between Cooma and Braidwood. Numeralla is surrounded by a distinct and well-vegetated rural landscape which is home to a significant koala population. The natural landscape surrounding Numeralla is high in biodiversity values. Numeralla is characterised by its rural and remote feel, created by surrounding vegetation and large lots. Numeralla focuses on its connections to the Numeralla and Big Badja River, which forms a valley type landscape.

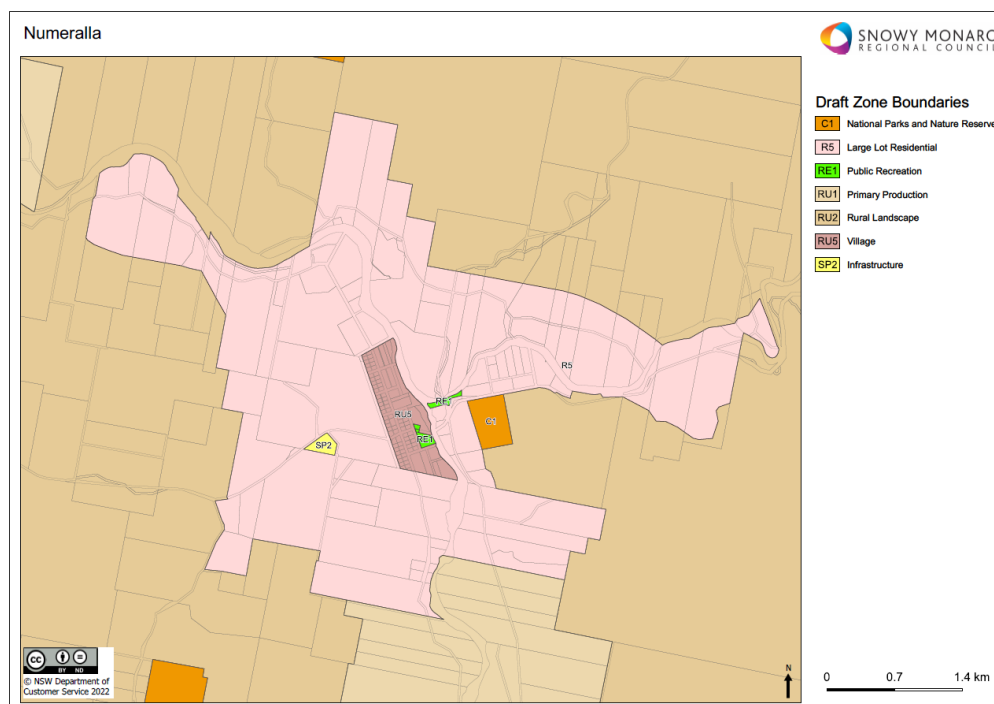


Figure 35 - Proposed Land Zoning Map, Nummeralla

Objectives

- Protect and preserve the rural landscape and biodiversity values they hold.
- Maintain the village character through maintaining surrounding vegetation and large residential allotments with rural style setbacks.
- Protect surrounding environmental and biodiversity values, including a significant Koala population.

It has been identified that Nummeralla may benefit from an expanded Village zoning to the south. As the majority of village lots have been developed, the development pattern does reflect this assertion.

Jerangle

Jerangle is a small village located approximately 30km northeast of Bredbo along Jerangle Road. Jerangle Road is a road that forms a vital regional link, linking the primary production industry to the Monaro Highway at Bredbo in the South and Captains Flat in the north. Once a thriving rural community, Jerangle has experienced a decline over recent decades, cumulating in the closure of the Jerangle Public School. There is a view from some in the community that recognition of the Village through land use zoning would assist in reversing this decline.

Jerangle does not have reticulated water or sewer infrastructure. Jerangle is accessed via Jerangle Road which has a mostly unsealed road surface. Jerangle is mapped as Bush Fire prone land. Improvements to Jerangle Road would directly benefit Jerangle and its surroundings, providing improved access to the Village. Jerangle does provide important community facilities such as CWA Hall, Churches and recreational facilities (tennis courts). Jerangle would considerably benefit from an upgrade of Jerangle Road; this would allow for greater investment, industry and development in the area, along with improving regional linkages.

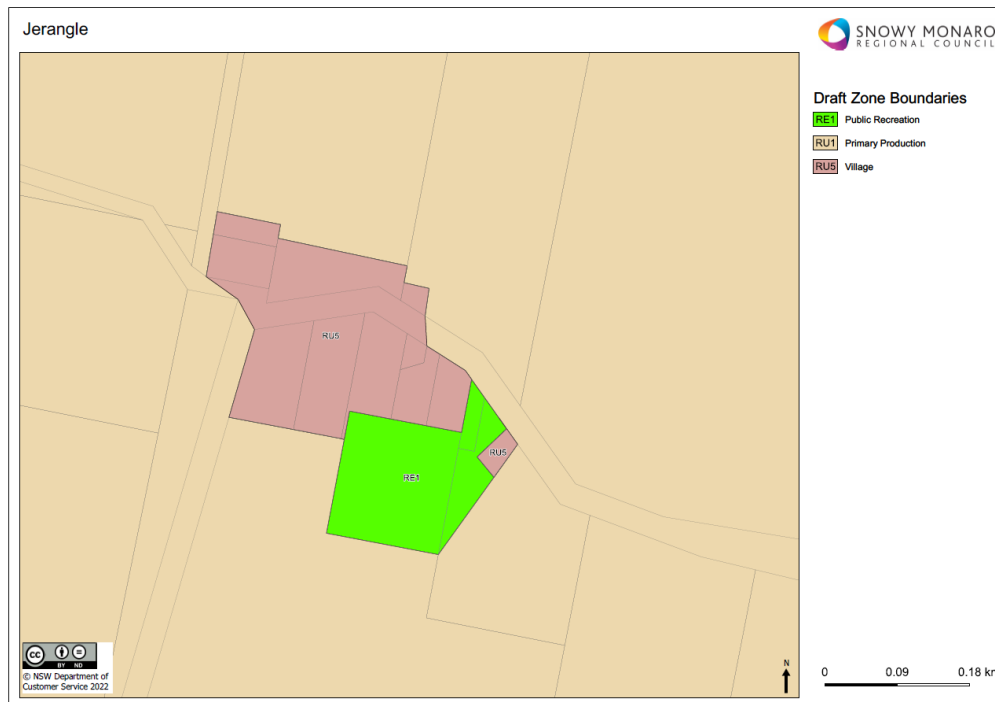


Figure 36 -POTENTIAL VILLAGE ZONING JERANGLE

Eucumbene Cove and Braemar Bay

Eucumbene cove and Braemar Bay are two small clusters of residential developments on the southern shores of Lake Eucumbene. Eucumbene Cove is an extremely bushfire prone area of the LGA with a steep landscape, dense vegetation, poor access and surrounded by national park. It is recommended that further development of this area is discouraged. The E3 Environmental Management zone is appropriate. The rural land use strategies MLS methodology for E3 land should be applied to this area as well to discourage development and incentivise environmental restoration. Braemar Bay is a small cluster of six rural residential lots and a small caravan park no changes are proposed to this area.

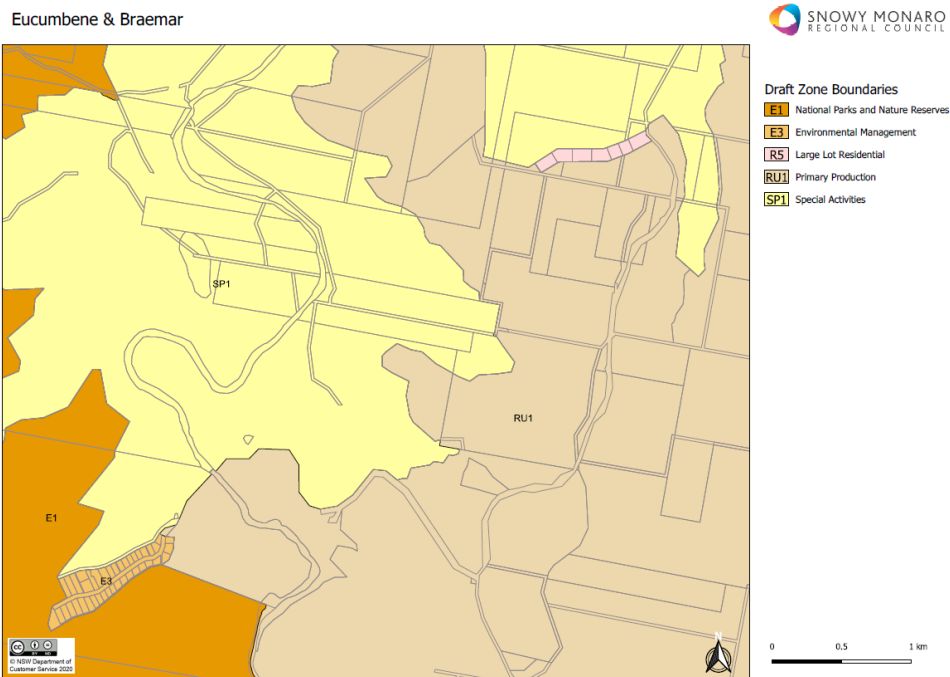


Figure 37 – Land Zoning Map, Eucumbene Cove and Braemar Bay

9.8 Recommendations

- Amend Minimum Lot Size (MLS) for all land zoned RU5 Village with reticulated sewer to not less than 700sqm.
- Amend MLS for all land zoned RU5 Village without reticulated sewer to not less than 1800sqm.
- Investigate a change of zoning for pt. lots 38 & 39 DP 635407, Bredbo from RU1 Primary Production to R5 Large Lot Residential. Amend MLS from 80ha to 8ha.
- Review and rationalise R5 Large Lot Residential Zoning around Dalgety.
- Rezone Lots 6 & 7 DP 4259 from zone R5 Large Lot Residential to RU5 Village and amend MLS to 1800sqm.
- Monitor development at Numeralla and ensure sustainable land supply.
- Provide appropriate protections for heritage items in Delegate, Bibbenluke and Cathcart as per recommendation in Appendix D Bombala Area Heritage Study
- Consider suitability of RU5 Village zoning at Jerangle.

10. Employment Lands Strategy

Table 12 - Relevant Regional Plan and Local Strategic Planning Statement Actions

Employment Lands Related Actions from other Strategic Plans

SETRP Action	1.3	2.1	3.1	4.1	4.2	4.3	5.1	5.2	5.3	11.3	12.1	12.2	12.3	12.4	12.5	23.3
LSPS Action	1.6	5.3	6.1	6.2	6.6	6.7	7.4	8.3	8.5		10.8		11.3		12.1	12.4

As outlined in the Snowy Monaro Employment Lands Analysis, the NSW DPE has been maintaining the Employment Lands Development Monitor (ELDM) since 2010. The ELDM is a comprehensive snapshot of industrial land supply and business parks across the Greater Sydney, Central Coast, Illawarra-Shoalhaven and Hunter Regions. Employment lands are defined as:

“land that is zoned for industry and/or warehouse uses including manufacturing; transport and warehousing; service and repair trades and industries; integrated enterprises with a mix of administration, production, warehousing, research and development; and urban services and utilities.”

Employment lands provide space for:

- Essential services such as waste and water management, repair trades and construction services;
- Warehousing, logistics and distribution centres; and
- Areas for businesses that design, manufacture and produce goods and services.

It is acknowledged that DPE's classification and analysis of employment lands are focussed on large metropolitan areas. That type and scale of development does not typically occur in the Snowy Monaro LGA. The region does not have the diversity of land uses and business types, particularly in transport and warehousing and integrated enterprises that comprise metropolitan employment lands. For example, the REDS¹ notes that the top three employment industries for the LGA in 2016 were Accommodation and Food Services; Agriculture, Forestry and Fishing; and Retail Trade. The land uses required for these industries does not correspond with the DPE definition of employment lands. As such, Council has delineated employment lands into the following two categories: industrial land; and commercial and retail land.

Industrial lands and commercial and retail lands make up less than eight per cent of the total land area of the LGA.

¹ Snowy Monaro Regional Economic Development Strategy <https://www.snowymonaro.nsw.gov.au/DocumentCenter/View/8117>

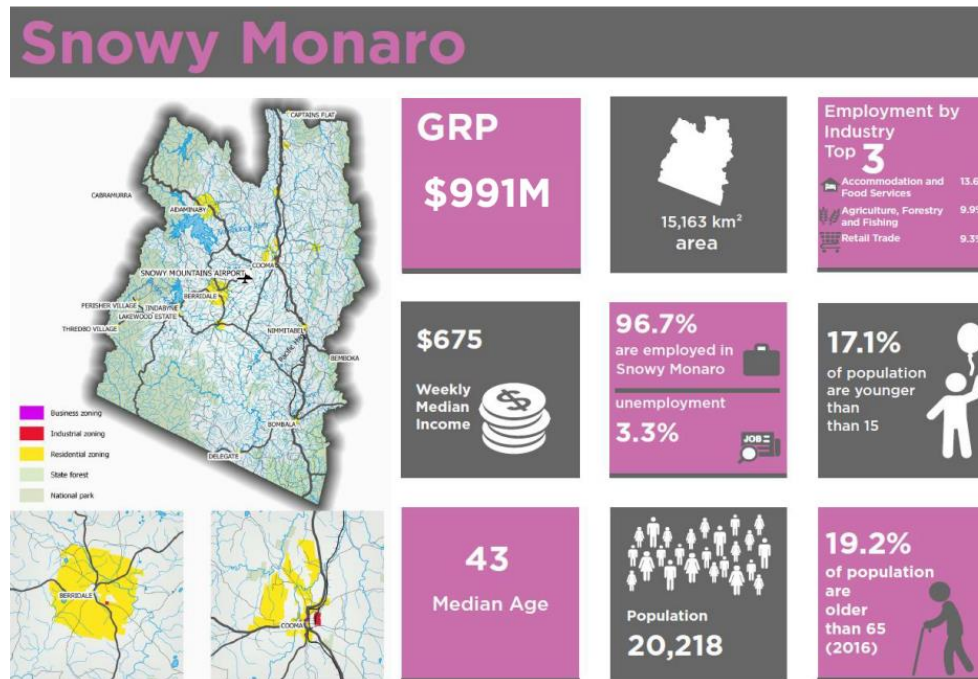


Figure 38 - Snowy Monaro Economic Development Snapshot

Employment by industry:

The Snowy Monaro Region supported 10,581 jobs in the financial year ending June 2019. The top five industries by total employment for the Snowy Monaro LGA are:

- Accommodation and Food Services (19.4%)
- Agriculture, Forestry and Fishing (12.1%)
- Retail Trades (8.6%)
- Health Care and Social Assistance (7.4%)
- Arts and Recreation Services (7.1%)

Figure 39 demonstrates the total employment by industry for Snowy Monaro compared with Regional NSW, NSW and Australia for the 2018/19 financial year. The LGA's two top sectors for employment, Accommodation and Food Services and Agriculture, Forestry and Fishing, are clear outliers. The percentage of people employed in the Accommodation and Food Services industry for Snowy Monaro is more than double the average for comparison areas. The percentage of people employed in Snowy Monaro's Agriculture, Forestry and Fishing industry is double that of Regional NSW and approximately six times larger than the NSW and Australian average. Other outliers for the LGA include the Arts and Recreation Services (related to the national parks and nature reserves, but also creative arts and heritage activities that support tourism) and Electricity, Gas, Water and Waste Services (based on the presence of Snowy-Hydro Electric Scheme).

The top five industries for employment are shown in figure 39, compared with Regional NSW, NSW and Australia. Snowy Monaro's leading industry for employment is Accommodation and Food Services, which is unique compared to the other areas. This industry is directly linked to tourism, as it covers the accommodation aspect, but also associated hospitality services such as restaurants, cafes and pubs.

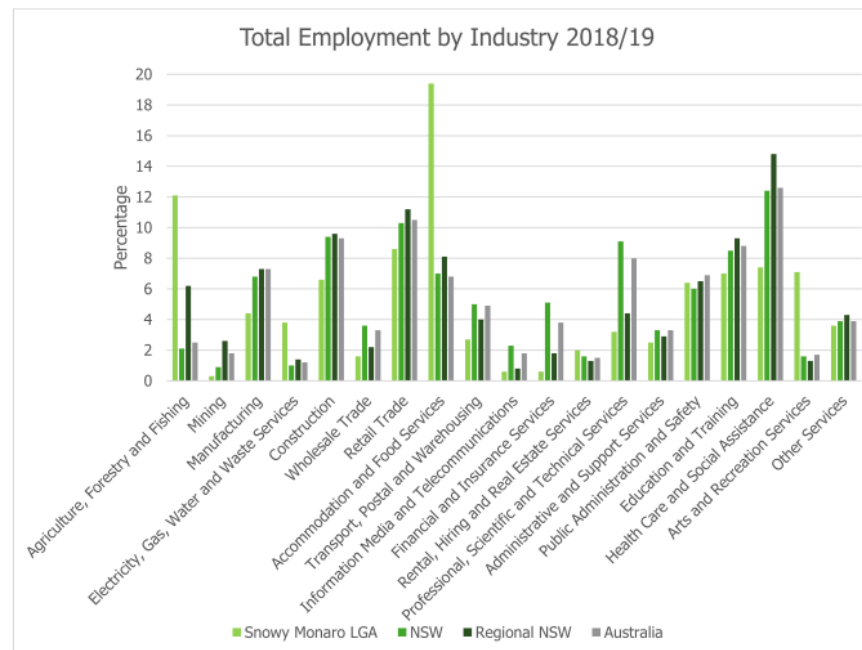


Figure 39 - Industries by the Percentage of Overall Employment

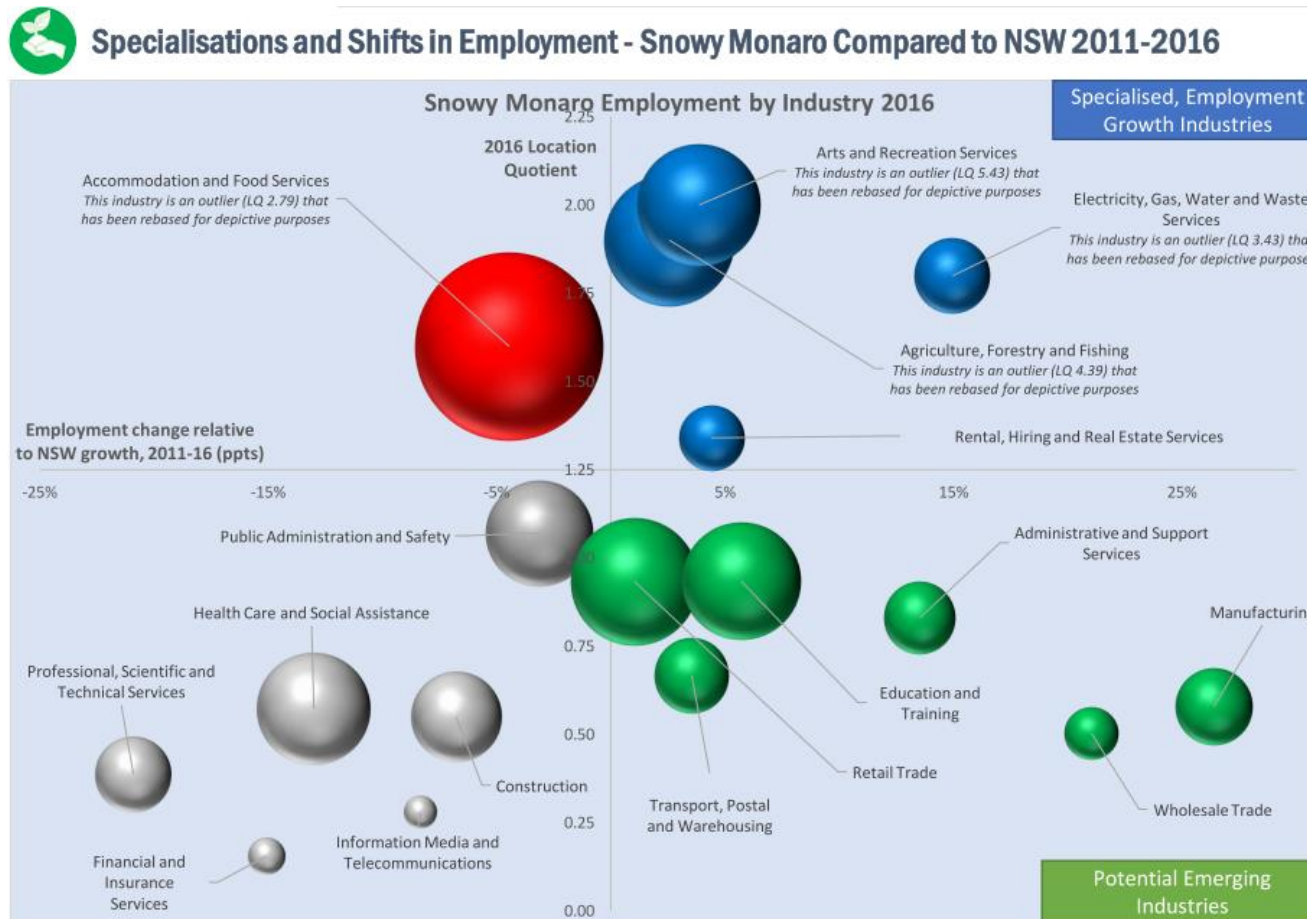


Figure 40 - Employment Shifts and Emerging Trends

10.1 Industrial Land

For the purpose of this Strategy, industrial land is defined as including IN1 General Industrial and IN2 Light Industrial zones, as well as B5 Business Development and B6 Enterprise Corridor. We note that Cooma is the only location with a B5 Business Development zone, and the B6 Enterprise Corridor zoning does not exist in the LGA.

10.1.1 Existing Supply

An independent analysis of employment land in the Snowy Monaro region has shown; industrial land in Snowy Monaro is distributed across four towns with a total of just over 232 hectares, as shown in Table 16. Nearly 60% of the industrial floor space allocation is in Cooma. The vacancy across Snowy Monaro stands at just under 20%.

Vacancy rates and other industrial land data from Table 16 is based on an Industrial Land Audit completed in 2019. The status of the land is identified by the following categories:

- Vacant: refers to vacant land parcels which are serviced with no tenants
- Unknown: refers to a land parcel which is not vacant but the use is undefined or not definitely in operation
- Use defined: refers to land parcels in operation with an easily defined use

From Table 16, there are only 9 hectares of vacant industrial land in Cooma with a vacancy rate of 7%. Based on consultation with Cooma Business Chamber, real estate agents and Snowy Mountains Innovation Network (SMIN), demand for industrial land in Cooma is strong and expected to be very strong if Snowy 2.0 gets final approval. Figure 41 below shows the extent of the approved concrete segment factory currently under construction in Polo Flat.



Figure 41 - Snowy Hydro Concrete Segment Factory

The consultation also revealed there is high demand in Jindabyne with very limited space. Although there is a stated vacancy rate of 25% based on the Council audit of industrial land 10, in terms of available industrial sites, the actual vacancy rate is closer to 5%. The Council-owned land making up almost 9 hectares is not serviced nor available for lease and therefore at present does not reflect accurate vacancy.

It is considered that the current vacancy rate in Cooma and Jindabyne is below the natural vacancy rate of 10% and thus insufficient for even current needs.

Based on current demand and vacancy Bombala and Berridale have sufficient quanta of industrial land for short term allocation, with future demand and supply requirements to be further refined.

Table 13 - Vacant Industrial Land in the Snowy Monaro

Location	Total (Ha)	Vacant	Vacancy Rate%
Cooma	134.5	9.2	7%
Jindabyne	45.5	11.3	25%*
Bombala	37.4	17.2	46%
Berridale	15.1	8.6	57%

*Actual vacancy rate estimated to at approximately 5%

10.1.2 Catalysts for future demand

Snowy Mountains Special Activation Precinct

The Snowy Mountains Special Activation Precinct (SAP) is a region-based plan for Jindabyne and Kosciusko National Park. Specifically, it is formed to facilitate stronger year round tourism and business growth.

The impact will be especially relevant too small to medium enterprise (SME) wishing to set-up with business concierge to get through hurdles of set-up or relocation. The land use impacts on how to accommodate business growth in Jindabyne, yet also benefit surrounding areas will be critical, especially employment lands where demand is constrained in Jindabyne. The SAP is planned to be delivered in 2021.

Snowy 2.0

Snowy Hydro 2.0 is in the final stages of approval and already having a significant impact on the industry growth, business demand and employment in Snowy Monaro during the planning phase. Since the planning stage, there have been over 100 local businesses involved in Snowy 2.0 and this is expected to increase when main works commence in 2021.

Employees working in 'Electricity, Gas, Water and Waste Services' in Snowy Monaro increased by 213% from 2006 to 2016, showed the highest proportional growth of any industry from 2006-2016. Virtually all the growth was from 2011-2016.

This has major impacts on the demand for employment space which has been confirmed by consultation. Industrial floorspace to support infrastructure services will be a critical recommendation. It is likely this will be primarily relevant to Cooma, where at present there is an estimated undersupply but could also impact Jindabyne and potentially Berridale.

Year-Round Tourism

Tourism as a major employer and economic generator of SMRC is projected to grow significantly over the next 20 years. A significant part of this growth is 'All Year Tourism' with strong emphasis on tourism in the fringe seasons.

The impact from tourism on other industries in SMRC, as modelled by the NSW Government's Centre for Economic & Regional Development (CERD) was:

- 40.1% of total wages
- 43.6% of total employment
- 44.0% of total output
- Based on the total value add this could be measured as \$435.9m

The impact of the tourism on individual industry sectors varies. In terms of employment the estimated contribution (at least in part) ranges from 1.1% (mining) to 97.8% (accommodation and food services). What is of note however is the impact on industries such as manufacturing (27.8%), 'electricity, gas, water and waste services (38%) and transport postal and warehousing (32.7%).

As such, estimates tourism growth should heavily influence increase in employment and thus floorspace in these industries. If Snowy Monaro could increase visitation by 10 per cent from 2016 level by offering summer related tourism, additional 100,000 visitors mean \$1.7 billion to Snowy Monaro's economy over 20 years 15

10.1.3 Analysis of Projected Demand

Snowy 2.0 and increased tourism visitation and year-round growth are critical to the industrial fortunes of Snowy Monaro. The influence both have on industrial employment are likely to mean that mapping their growth will be critical to establishing demand for floorspace.

While Snowy 2.0's impacts are better known, the potential for tourism growth and the impact on other industries is significant and could especially influence industrial floorspace demand in Jindabyne. It could further influence demand in Berridale pending further detail around expansion/upgrade of Snowy Mountains Airport.

Table 14 - Industrial Land Requirement Projections

Location	2021	2031	2041	Total
Cooma	+34.02	+38.1	+31.06	103.18
Jindabyne	+13.81	+8.92	+14.89	37.62
Bombala	+0.1	+0.3	+0.3	0.7
Berridale	+1.4	+3.1	+3.77	8.27

Jindabyne and Cooma cannot meet predicated demand within the exist supply of industrial zoned land. This is further discussed in the Future Cooma and Jindabyne sections below.

10.2 Commercial and Retail Land

For the purpose of this Strategy, commercial and retail land is defined as all E1 Local Centre, E2 Commercial Core, MU1 Mixed Use and RU5 Village within the towns of Berridale, Bombala and Cooma. Many villages within the LGA are zoned RU5, but only Berridale is of sufficient size to consider a commercial hub (its population is nearly equal to that of Bombala). Further, although Jindabyne is the second largest town in the LGA, it has been the subject of significant strategic planning analysis as part of DPI&E's 'Special Activation Precinct' program, and is part of the Snowy Mountains SAP, and is therefore benefitting from State Government policies and economic development strategies outside the scope and the consideration of this Strategy.

10.2.1 Existing Supply

The business and retail context refers to sectors of the economy which are predominantly commercial (including professional services, real estate, IT, finance and banking and many others) as well as retail (excluding wholesale trade).

Based on an extract from the zoning layers in the three LEPs, the gross total of all business (commercial and retail) zones is 119 hectares. It should be noted that the MU1 Mixed Use zone comprises 34% of this gross total and includes several types of residential accommodation as a permitted use, thus somewhat diluting the area reserved for employment generating uses and as such has been removed from table 18 below.

Table 15 - Business Zoned Land by Location

Zone	Cooma	Jindabyne	Bombala
B3 Commercial Core	26.4ha	Nil	Nil
B2 Local Centre	3.3ha	40.6ha	20.2ha
B1 Neighbourhood Centre	0.2ha	3.3ha	Nil
Total	30ha	43.9ha	20.2ha

Table 16 - Retail and Commercial Space (sqm)

Cooma	Jindabyne	Bombala	Berridale
70,843	37,485	16,950	12,239

While it is noted Berridale has no dedicated Business zones, its current zoning of RU5 Village allows for a variety of commercial and retail uses. This has facilitated several commercial and retail uses throughout Berridale predominantly focused around Jindabyne Road.

Michelago also has no dedicated business zones. The village of Michelago is currently zoned RU5 Village which, as outlined above, permits commercial and retail uses. Michelago currently relies on commercial and retail services in Canberra. It is expected Michelago's need for commercial and retail development will depend on population growth.

All land zoned MU1 Mixed Use is within Cooma has been omitted from table 18 above as not to dilute results. Cooma has approximately 40.57 ha zoned MU1 Mixed Use, the MU1 zone allows for a variety of commercial, retail and residential uses and allows for a transition from a commercial area to a residential area.

10.2.2 Commercial and Retail Industry Shift

Flexible working and remote business growth

The impact of rapidly changing workplace flexibility on the workforce is not fully known. However, it is having a significant effect on the traditional relationship between business growth and floor space need.

In regional areas it is acknowledged that the trend is slower than in larger centres, however inversely business growth can be faster as it allows for increasing emergence of remote business working, partially forged by necessity.

This is something directly relevant to Snowy Monaro as areas with high tourism amenity and is appealing to new emerging business clusters.

Snowy Mountains Innovation Network has outlined this in consultation noting that the next step would be to support home-based businesses to grow with adequate commercial infrastructure around them, including functional and affordable office space.

The design for flexible working and remote business growth is creating a general industry shift for employment. Flexible employment locations, such as remote work or working from home or shared office spaces, create an inherent need for physical workplaces to reflect flexibility.

The idea of smart work hubs for regional workers is not new. The concept was raised in the Cooma-Monaro Settlement Strategy Discussion Paper 2016-2036 and is in early stages of development with the SMIN and the Jindy Workspace. Even more successfully, the 'Co-Working Space Near the Coast' in the Bega Valley LGA is a digital co-working space founded in 2014. It is part of a network of co-working spaces which include the Council-supported Regional Learning Facility, and the Bega Valley Innovation Hub. This network of hubs fosters business creativity, start-ups and entrepreneurship to stimulate the local economy and retain innovative jobs within the Bega Valley LGA.

While these work hubs are often developed to provide flexible premises for emerging businesses that may otherwise operate as a home business, there is potential to utilise spaces to encourage visitors to spend more time in Snowy Monaro. For example, our review of vacancy within the main commercial and retail areas in Jindabyne shows there is a lack of vacancy and a strain on variation for new business opportunities, especially lower-yielding commercial enterprises (as opposed to retail).

At present, there is a recorded property vacancy of 6% from the Council's audit, while anecdotally very tight vacancy for commercial floor space which generally work from lower yields than retail markets. Based on market analysis undertaken in November 2019, there was one commercial property on the market for sale and zero commercial properties on the market for lease indicating a significant vacancy of less than 1%.

Consultation with SMIN has outlined the difficulty in finding commercial space despite emerging demand from local home-based businesses seeking to expand and seasonal requirements. This has meant that tourism and hotels are filling a gap where possible. At present, commercial businesses comprise only 13% of 'shopfront' premises in Jindabyne, against 69% for retail and food/beverage outlets, with services such as healthcare and others making up the remainder. Further, our market assessment shows that in the last two years (since January 2018) there have been fewer than five transactions of any commercial property in Jindabyne, including industrial.

This reinforces the need to provide a greater allocation of non-retail commercial uses discussed in Section 3.2.2, with a specific need for commercial floorspace in a market which has enough elasticity to support it, and where it does not need to compete with retail floor space.

The population of Jindabyne fluctuates throughout the year and is the highest during the winter snow season. An appropriate supply of office floor space could provide flexible workspace to encourage digital business owners and workers with flexible working arrangements that would otherwise visit the region sporadically for recreation during the snow season to relocate to the area for extended periods.

10.2.3 COVID-19 impact

Closer personal relationship between consumers, producers and manufacturers

There is emerging and rapid change in the type and scale of food production manufacturing and export. This has been reflected industry wide in:

- Increased demand for direct purchase, cellar door and artisanal products
- Increased demand for locally made and/or artisanal products
- Increased demand for distribution access and production to export market proximity

Some of the biggest impacts of this are the decentralisation of retail and increased integration of retail in tourism areas². This will be a critical consideration tied into land use zoning for the final recommendations.

Online Retailing

Online retailing is significantly impacting both retail space as well as location, type and facilities for wholesale retail trade and distribution.

In 2018 alone, the number of online purchases grew by more than 13% year on year in every State and Territory, with the national average growing over 20%. While Australia's major metro cities still dominate online purchasing, there is also rapid growth in online shopping in regional areas³.

Inner-regional areas such as Toowoomba and Ballarat experienced the highest growth in online goods purchases, at 21.4% YOY. This definition of inner regional areas would include most of Snowy Monaro.

The impacts for a regional area like Snowy Monaro with strong connections to Canberra, Sydney and Melbourne as well as an emerging airport are already being felt. An example such as Birdsnest shows that online and wholesale trade can be operated outside a major metropolitan centre.

10.2.4 Analysis of Projected Demand

On face value, the impacts in retail and business seem to be more positive than negative. Examples of regional wholesaling and supply network as well as increased remote/flexible business growth are evident, whilst retail vacancy is generally low. However, in smaller centres, including Berridale and Bombala retail vacancy is higher, which suggests they may be more vulnerable to industry shift, while Cooma and Jindabyne are likely to gain.

This should influence both considerations for Cooma and Jindabyne to succeed with sufficient and appropriate floor space as well as ways to mitigate impacts on smaller centres that may miss some of the benefits of industry change. Local, regional factors driving demand for retail and commercial floorspace support Snowy Monaro in different ways and locations.

The impact of increased tourism growth and more year-round balance would significantly impact other industries, especially business services and retail. This could have significant implications for retail and commercial space in Jindabyne, and Berridale and Cooma to a lesser extent. This growth is not seen as improbable given the exponential year on year growth.

The impact of Snowy and tourism growth could further induce more permanent population growth which has the effect to deliver not just more retail and commercial space, but greater scalability and likely larger industries which require a certain supporting population threshold.

Vacancy

Vacant property refers to buildings which are serviced but have no current tenants. The natural vacancy rate refers to a condition of having a certain proportion of property vacant at any time to ensure there is adequate supply to meet the demand continuum.

There is no benchmark natural vacancy rate, and it is highly dependent on individual markets, however, for regional centres, a 10% natural vacancy rate is considered acceptable.

At present, the two primary business and retail markets in Cooma and Jindabyne have a recorded vacancy rate of less than 10% in retail and commercial zones. The business and retail vacancy rate are estimated at 9% in Cooma and 6% in Jindabyne based on Council's audit. Further, Berridale is the lowest at only 5%.

Without considering other factors, the rate of vacancy below the 10% natural rate indicates there is not likely adequate stock in the market at present, and any growth is likely to impact this vacancy squeeze further significantly. This informs a fundamental view that greater floorspace capacity is required for the 5, 10 and 20-year projections. It is how this translates to zoning and capacity that needs further exploration. Additionally, there are multiple other factors to consider in terms of vacancy.

Traditionally in Cooma, Jindabyne, Bombala and other centres in Snowy Monaro, there has been little variation between commercial space and retail space. The lack of distinction could be because of the higher proportion of employment in the retail industry as opposed to industries that would typically require other commercial premises (e.g. offices) such as finance and insurance services; professional, scientific and technical services; and information media and telecommunications. There has been some second-floor commercial development in Cooma. However, this has become somewhat diluted with conversion to residential. There is an acknowledged gap in pure commercial space which could accommodate a growing services component in both Jindabyne and Cooma.

² HillPDA, 2019

³ Australia Post, 2019

This would be for business premises with requirements including fit-out, communications/IT, parking and access. This was reflected by consultation with SMIN, where growth beyond home-based businesses was difficult due to difficulty sourcing business premises which did not have to compete with retail and find adequate space.

Consultation with the Cooma Business Chamber and Snowy Mountains Innovation Network has outlined that there is a demand for a higher grade of commercial office space, especially considering potential Snowy 2.0 as well as increased year-round tourism. At present, there is very little serviced commercial floorspace above C equivalent grade other than for specific companies such as SMEC. As such business conferences and significant industry gatherings are normally held at resorts or hotels which limits the opportunity for business capital and ability to secure larger potential corporate tenants.

Based on an analysis of the market in Cooma and Jindabyne, there are very few transactions for larger floorplate retail and/or bulky goods premises. The average size from existing market opportunities is 240sqm. This was reflected in consultation with the Cooma Business chamber who outlined a shortage of main street larger floorplates. There is potential in the B5 zone in north Cooma; however, this is not yet fully realised. Jindabyne has limited larger floorplate stores, although demand is less evident than in Cooma.

A review of vacancy in Cooma showed that there was one vacant shop not active (in terms of new fit-out/tenancy) out of 90 on Sharp Street. This was further expressed during consultation with the Cooma Business Chamber, who outlined the very high demand for space along Sharp Street and immediately adjacent properties. This fostered a need to increase the visibility and attractiveness of retail/business on secondary streets. These factors reflect that although there is 9% vacancy in Cooma, in reality, there is not adequate structural vacancy or opportunity of floor space in the market to attract new tenants and the Cooma Business Chamber has raised this.

In Jindabyne, the natural vacancy rate of 6% as recorded by the Council's business audit is placing considerable strain on new opportunities to foster business growth. Further, consultation with SMIN outlined that finding individual strata offices is very difficult with only limited floorplates and services available. It is noted that in Jindabyne there are many businesses which close or reduce their hours outside of the peak winter season.

Elasticity

Elasticity refers to how elastic the market is to demand and pricing. This means how much demand and supply is impacted by changes in price and vice versa, how flexible a market is in price change to fluctuations in demand and supply.

Analysis of the business and retail market in Cooma indicates a median sale price of around \$1,500/sqm for strata commercial or retail space with some variation depending on quality and exposure. The market appears to be relatively elastic in terms of pricing and demand. However, there are still supply issues, especially for larger floorplate and space around Sharp Street.

However, in Jindabyne and Bombala, consultation and a review of market factors have indicated there are market elasticity issues. In Bombala, the rental leasing (net face rents) are considered high, which is reflected in higher vacancy. (20%). There are undoubtedly other issues impacting this. However, higher rents and high vacancy means that the market is not responding to lower demand with lower rents.

In Jindabyne, there is a very tight vacancy rate which is impacting the supply and pricing mix of available business and retail storefronts. This is also affected by tourism seasonality. The lack of vacancy means that net facing rents around \$400/sqm per annum (based on consultation with SMIN) are impacting the ability to attract commercial businesses who cannot compete with retail and need a reduced rate during initial business growth.

Table 17 - Commercial Floorspace Projections (sqm)

Location (High/Low)	2021	2031	2041
Cooma High	6,550	9,700	15,900
Cooma Low	3,000	6,750	9,450
Jindabyne High	4,775	9,625	13,325
Jindabyne Low	2,600	5,300	7,000
Bombala High	2,075	3,150	4,350
Bombala Low	1,000	1,000	1,275
Berridale High	1,300	1,850	2,375
Berridale Low	650	650	850

From Table 20, the towns of Cooma, Jindabyne, Berridale and Bombala have a predicted additional demand of between additional 7,250sqm and 14,700sqm of commercial and retail floorspace in the short term. This figure increases to between 13,700sqm and 24,325sqm in the medium term and between 18,575sqm and 35,950sqm in the long term. Cooma leads the LGA for the demand of physical floor space, although Jindabyne leads in terms of percentage growth on existing floor space and has similar demand figures to Cooma. The key factors driving the supply of new commercial and retail floorspace space are as follows:

- Projected locally generated demand from population growth in Cooma, Jindabyne and the Canberra Corridor (which incorporates Michelago).
- Increased demand from services supporting main works infrastructure for Snowy 2.0.
- Small, yet gradual growth of re-located and newly formed local businesses, resulting in higher employment growth, proportional to population growth.
- A lack of total vacancy and especially market vacancy. This means there are minimal options for new industrial space in Polo Flat and Jindabyne. A structural vacancy, at least of zoned land of around 10% with the opportunity for mixed floorplates is considered a requisite to have adequate supply to the market.
- A likely benefit of production scarcity through imported goods and re-focus on local production, especially related to key industries of energy generation and tourism in the Snowy Monaro Region.
- A general increase in demand for warehousing and logistics potential as a result of post-COVID impacts.

Jindabyne is relatively constrained in terms of urban footprint, in particular its town centre. It is projected to have a maximum long term commercial floorspace demand of 13,325sqm. It may be difficult to accommodate this requirement under the existing town structure and land-use zoning, given the physical constraints of the town, without rezoning surrounding residential land. However, future needs should be determined following the release of the master plan from the Snowy Mountains SAP expected in 2021.

Cooma is projected to experience demand of up to 15,900sqm of commercial floorspace in the long term. While the town centre does not typically have vacant business zoned land, there is approximately 3 hectares of undeveloped MU1 zoned land on the approach to Cooma. The land is located in proximity to the Snowy Hydro headquarters, which could be better utilised for complementary commercial activities, such as a business park. Further, redevelopment of sites within the town centre for increased density could also deliver increased floor space.

10.2.5 Building on existing strengths

The Snowy Monaro region has several successful businesses with strong brand recognition and value-add to the regional economy. Wholesale trade and manufacturing contribute approximately \$19 million each annually to the Snowy Monaro regional GVP. Manufacturing is also the third-highest industry contributing to local exports, representing 7.2%. Further, retail trade contributes approximately \$54 million to GVP and professional, scientific and technical services contribute roughly \$25 million to GVP. There has been growth in the local businesses operating successful advanced manufacturing and e-commerce businesses in the Snowy Monaro region, including:

- CalOffroad, a specialist manufacturer of four-wheel-drive vehicle parts based in Berridale. It manufactures and installs some bespoke parts locally, while others are manufactured overseas and imported.
- Snowy Mountains Cookies, a biscuit and small goods manufacturer, based in Jindabyne.
- Wool brokers, such as Jemalong Wool, Gordon Litchfield Wool, and Monaro Wool Services, all have premises in Polo Flat. They provide marketing on behalf of local wool growers to link them with manufacturers and other stages of the wool production line.
- Birdsnest, a clothing retailer with a focus on online distribution business based in Cooma. It includes an in-house label that is designed in Cooma and manufactured overseas.
- High Country Truss & Frames, a building materials manufacturer based in Polo Flat.

These businesses have high value-add based on the number of inputs. In general, manufacturing contributes higher value add because it sources multiple components from multiple industries. For example, High Country Truss & Frames may source local timber from Bombala, and elsewhere in the region, it manufactures and exports finished products throughout the Snowy Monaro and beyond. It generates employment within its own business and supports multiple companies in the supply and distribution chain, as well as the construction industry.

Council will encourage the development of enabling businesses such as those listed above and grow their contributions to the regional economy by ensuring that appropriate land is available for expansion or establishment of complimentary services. Opportunities to encourage concentrations of similar or complementary businesses may help promote collaboration and innovation. It may also be necessary for how existing zones enable or prevent business development. For example, Birdsnest is well-located with Cooma in terms of accessibility, but the site is zoned E1 Local Centre, which makes it difficult for a complementary business to establish nearby. Similarly, CalOffroad operates its workshop on the main street of Berridale. While the current zoning permits the activity, an expanded facility may be out of character for the Berridale town centre, especially as a more formal zoning structure is recommended.

It is recommended that the Council maintains a list of available sites that can support flexible business uses, with an immediate focus on Cooma and Polo Flat. The plan should focus on existing vacant land, but also underutilised lots that could be suitable for purchase and redevelopment, or subdivision. Potential sites include

the undeveloped land at the northern end of Polo Flat, as well as underutilised lots throughout the area that could be subdivided to create lots down to 400sqm per the Cooma-Monaro LEP.

Smaller lots, or smaller tenancies on larger lots, could help provide a more affordable location for emerging manufacturing, design and distribution businesses. Council may also wish to consider other site controls to encourage efficient site usage, such as minimum site coverage. Implementation of land use interventions could be coordinated within a dedicated business or industrial park that stimulates the improved urban design outcomes for Polo Flat as the Snowy Monaro's largest industrial precinct.

Canberra to Eden Rail Line

The NSW Government commissioned a feasibility study in August 2018 to consider a Canberra to Eden railway for freight and passenger services. The project would establish a rail line between Canberra (Canberra Airport) and the Port of Eden. The rail line includes the existing corridor from Queanbeyan to Bombala, via Michelago, Bredbo and Cooma and Nimmitabel, then would require an extension from to Queanbeyan to the Canberra Airport, and from Bombala to Eden, which has never had an existing rail corridor.



Figure 42 - Potential Alignment of Railway Connecting from Canberra Airport to the Port of Eden

There has been limited information released since the feasibility was announced. The scope of the study includes consideration of demand for usage; and engineering assessment; environmental assessments; and a high-level business case including economic and financial analysis. Potentially that the delay in the

announcement of findings from the feasibility study could mean the project is not economically or financially viable. It is understood that elements of the report have now been released identifying that the project was not deemed economically or financially viable.

Since its closure in the 1980s, various historical/tourist passenger rail services have operated at times on multiple sections of the rail line, including the Cooma Monaro Railway, which operated historic carriages between Cooma and Chakola, towards Bredbo, during the 1990s. Many of the remaining railway stations are listed as heritage items under the respective LEPs in the Snowy Monaro LGA.

The Port of Eden is noted in the South East and Tablelands Regional Plan 2036 as a "global gateway" and a recognised hub for cruise ships and marine-based tourism. Direction 2 of the Regional Plan aims to: 'Enhance tourism and export opportunities through the Port of Eden'. The Regional Plan does acknowledge the opportunity for increased supply of local produce to cruise ships, which could include the Snowy Monaro region.

Re-opening the Canberra to Bombala rail line for passenger and freight services, and extending it to the Port of Eden, would require significant infrastructure investment, likely into the billions of dollars. Projects of this scale typically drive other investment in property and business, as was the case in the Snowy Hydro project during the 1950s and 1960s. Investment in the rail line would also see the modernisation of the existing railway stations and surrounds. Land use and development would vary along the rail line, with some opportunities and challenges for specific localities.

Monaro Rail Trail

An alternative to the freight and passenger rail is developing a 'rail trail' along part or all the alignment. Rail trails are commonly shared trails that accommodate walking, cycling and occasionally equestrian movements on disused and converted rail corridors. Council commissioned a 'Monaro Rail Trail Feasibility Study' which was completed in October 2019 (Transplan/Mike Halliburton Associated 2019) which considered the 213km railway corridor between Queanbeyan and Bombala. It would pass through the towns of Michelago, Bredbo, Cooma and Nimmitabel. All towns along the corridor are between 30 and 50 km between one another, which is considered a suitable distance for cycling day trips between towns.

Council engaged a consultant to undertake a feasibility study into the viability of the Monaro Rail trail. This feasibility study found based on the available information at the time that the Monaro Rail Trail was feasible providing the following statement.

'As is the case for the vast majority of disused railways in NSW, the entire corridor is still in public ownership. Although the southern section (between Cooma and Bombala) was developed as an unfenced railway, and many adjoining landowners have had unrestricted access to the public land within the corridor for many decades, the land remains in public ownership. It is also highly unlikely that the publicly owned land will be sold for an alternative use. Some adjoining landowners have erected fences alongside, and across, the corridor over the years and stock have had unlimited access to much of the corridor for grazing purposes. There will inevitably be disruptions to long established farming practices should the proposed rail trail be constructed. However, as is the case with many other successful rail trails developed in similar broadacre farming areas in Australia and overseas, there is a range of practical and viable solutions to each and every issue that adjoining landowners raise. The fact that some farms straddle the railway corridor should therefore not be considered as a reason for not proceeding with the development of a trail. Although some bridges over roads have been dismantled, and at-grade crossings of the Monaro Highway have been removed, these minor discontinuities can easily be overcome through design solutions.'

Findings of the 'Monaro Rail Trail Feasibility Study' include:

- Could be a viable option to transform the Canberra to Bombala rail corridor from an economic and financial perspective.
- Would contribute to the Snowy Monaro region's year-round tourism and could increase general economic activity such as accommodation, retail, and food and beverage businesses. It could also support more targeted business such as bicycle hire and tour operators.
- Overwhelming community support for a potential rail trail.

Victoria has significant rail trail infrastructure and has successfully used outdoor activities and adventure cyclists as a means of driving tourism within food and wine sectors, particularly in the north of the state and Victorian Alps. A case study of the Murray to Mountains Rail Trail is provided below:

Case Study: Murray to Mountains Rail Trail

Victoria has a successful history of rail trail development, particularly around the Murray Valley and Victorian Alps in the northeast of the state. The High Country Rail Trail from Albury-Wodonga to Shelley and the Murray to Mountains Rail Trail from Wangaratta or Rutherglen to Bright are both examples of tourist-oriented rail trails that are well promoted by cycling groups and tourist organisations alike. The Murray to Mountains Rail Trail successfully combines the national and international reputation of Rutherglen's wine region with the historical and scenic values of the Victorian Alps to deliver an outdoor -oriented tourist offering.



Above: Current condition of Michelago Station.

Below: Artists impression of future activity including bike hire and café.



Figure 43 - Artist Impression of the Monaro Rail Trail at Michelago

10.3 Cooma

10.3.1 Service hub for Snowy 2.0

Cooma has the largest commercial and retail market in the Snowy Mountains Region, estimated at 51% of all usable commercial and retail floorspace in the Snowy Monaro LGA. There are several strengths regarding future opportunities. However, improvement in availability and/or conditions to support new commercial space are essential. This opportunity can be aided by considering the need for land to support different strata commercial tenancies and possibly higher quality B+ grade commercial space. At present, there is very little available strata commercial space with consultation exposing that most small retail/commercial crossover spaces did not meet the floor space and infrastructure requirements for commercial uses. Particular support for commercial space in the peripheral streets back from Sharp Street is supported by less need for main street frontage, but there is a need to utilise the CBD grid structure better to distribute office space.

Snowy Hydro will have essential support service requirements for local businesses, both commercial and industrial. Acknowledging Cooma as the service support town with a recognised plan for commercial and industrial enterprises would be a significant step. This would allow interested businesses to be aware of where and what the opportunities are so Council is on the front foot. The cumulative impact of this opportunity is a need to allow for more commercial floor space which is not just retail or bulky goods space for the potential to be leased. At present commercial premises comprise 22 out of 137 business premises in Cooma. Independent analysis identified several factors influencing commercial vacancy:

- Lack of separation between commercial and retail premises
- Increasing demand for premium grade office floor space, such as serviced offices
- Demand for larger floor plates
- Competition for main street exposure

Therefore, it is recommended that Council actively encourage the development of new commercial floor space for office and business premises and protect existing office accommodation within Cooma. Land use planning interventions may include updating the Cooma CBD Structure Plan (2009) to consider the role and distribution of offices in the CBD or the allocation of land for a future business park that can accommodate larger floor plates.

Density should be encouraged, and the introduction of floor space incentives and off-street parking reductions were considered as part of the CBD Structure Plan. It is noted that the Cooma-Monaro LEP permits buildings up to 15m (generally suitable for a four-storey commercial building) and has no floor space ratio for the CBD, yet these controls are rarely utilised.

10.3.2 Industrial

Council's independent economic analysis has found that Cooma has a predicted short-term demand of approximately 34 hectares, increasing to around 72 hectares in the medium term and just over 100 hectares in the long term. To put this figure in perspective, the current area of IN1 zoned land at Polo Flat is approximately 134 hectares. Environmental constraints between Polo Flat and Cooma prevent the western expansion of the existing IN1 zoned land, but it could potentially expand eastward towards the MonBeef abattoir. Alternatively, this analysis recommended that Council may wish to consider a new industrial and employment land estate in an alternative location, such as the Snowy Mountains Airport. This land is potentially favourable because it is not mapped for biodiversity under the Cooma-Monaro LEP and is generally flat. The distance from Cooma may be negative, as it is approximately 15km between the airport and Cooma town centre. It is recommended that these options are more holistically considered after the Snowy Mountains SAP masterplan concludes so Council can better understand the long-term direction regarding Snowy Mountains Airport.

Polo Flat

Polo Flat is the Snowy Monaro's largest industrial precinct with 134ha of land zone IN1 General Industrial. It is an area located to the east of Cooma, separated from the remainder of the town by the environmentally sensitive area of Radio Hill. The Polo Flat industrial zone supports many industrial, manufacturing and production uses:

- freight transport facilities;
- hardware and building suppliers;
- industrial retail outlets;
- landscape suppliers;
- recycling and salvage yards;
- transport depots;
- warehouses and distribution centres (mainly for wool production); and
- vehicle repair workshops.

Regardless of investigations concerning the Snowy Mountains Airport, Polo Flat will need to facilitate the short-term demand for industrial land in Cooma. This can initially be facilitated through the development of under or undeveloped lots in Polo Flat. Table 21 below highlights some sights where this has potential.

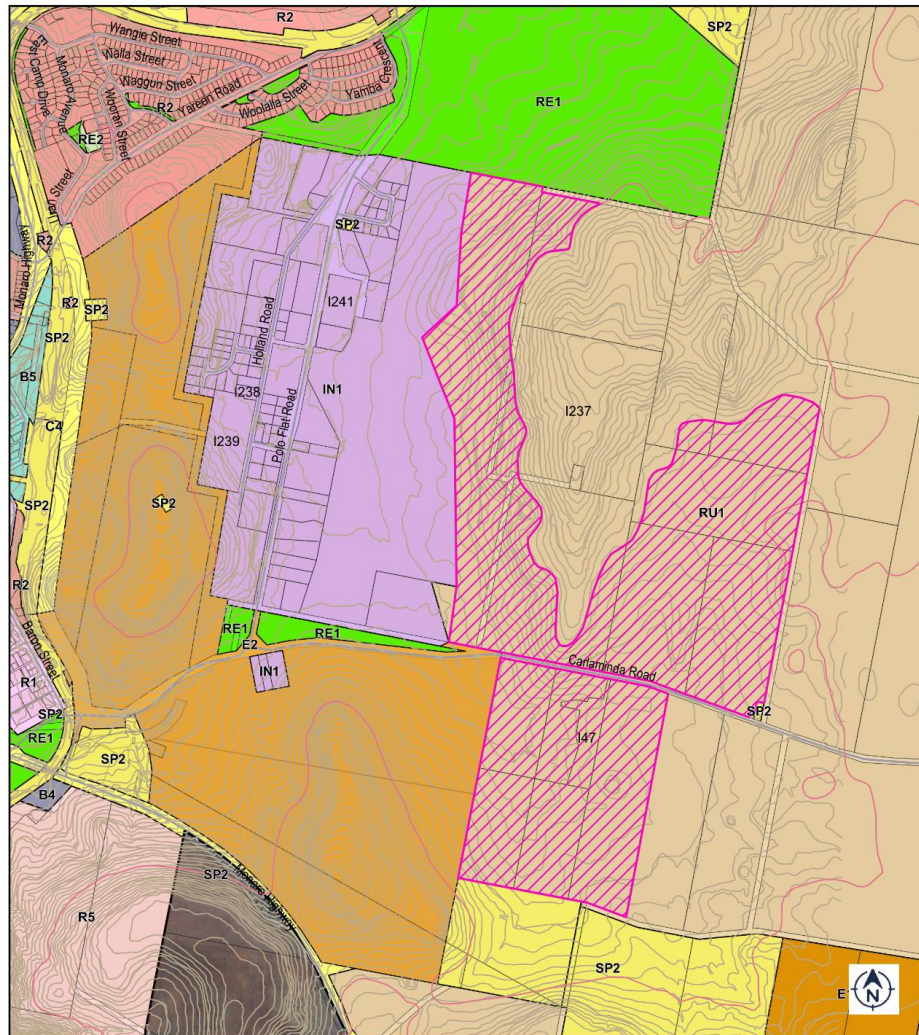
Table 18 - Sites in Polo Flat Suitable for Further Development

Lot/Sec/DP	Area (Ha)
14//250029	56.905*
3//238762	5.091
11//1108723	4.955
1//1237208	3.786
16//1112851	2.961
1//596077	2.388
2//534903	1.424
3//1237208	1.231

*31.6ha of this site will form Snowy Hydro's Concrete Segment Factory to facilitate the Snowy 2.0. This will leave 25.3ha of largely undeveloped land.

This provides approximately 41ha of undeveloped or underdeveloped land at Polo Flat, this could provide for short term demand if developed however further land would be required in the medium to long term. Council should work with these owners to free up supply to meet immediate demand.

Polo Flat - Employment Lands Investigation Areas



Legend

Road Reserve Controlled by Council

Lot Boundary

— Council

0 250 500 m



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Figure 44 - Polo Flat Investigation Areas

Road layout and wayfinding

Polo Flat suffers from an imperfect road layout and lack of wayfinding such as clear signage. This is particularly evident on the western side of Polo Flat Road. To avoid this occurring on the eastern side, Polo Flat Structure

Plan should be updated or replaced with a new plan which provides clear guidance on road hierarchy and layout in relation to new subdivision providing for connectivity. The plan should also address wayfinding by offering details of standard signage.

Recommendations

- Council undertake a detailed Master Plan and Revitalisation Strategy for Polo Flat that provides at a minimum an outline of the orderly staged expansion of polo flat, details road hierarchy and future road layout and details the requirements for appropriate signage and wayfinding.
- Investigate or support investigation of expansion of Polo Flat, consistent with the LSPS subject to the planning proposal process.

Snowy Mountains Airport

The Snowy Mountains Airport is located between Berridale and Cooma; it currently operates commercial flights to and from Sydney and Merimbula. The Airport has the significant capacity with two (2) runways; one (1) asphalt 2,120m in length and one (1) gravel 622m in length. The Airport is well located and within proximity to Cooma, Berridale and Jindabyne.

There is a significant opportunity to expand commercial flights and destinations. The Airport has the potential to link the region with major centres in Australia such as Sydney, Melbourne and Brisbane. There is also the potential role this Airport can play in the distribution of freight from the region across Australia and then overseas.

An extension of the runway could potentially play a role in making the Airport more accessible for additional aircraft types. It is understood that a 500m extension to the asphalt runway length would support Boeing class 737-700 and 737-800 along with Airbus A320-232 Aircraft to service locations such as Melbourne, Adelaide, Brisbane, Darwin, Perth and New Zealand destinations. There would be the need to upgrade other airport facilities, including the terminals and supporting uses such as car hire if these destinations are to be realised.

Major airlines would need to be satisfied that payloads would be reached to make this a viable proposition. It is expected this would hinge on the tourism demand and offerings of the region. These tourism offerings centre on Jindabyne and the Snowy Mountains, as such an airport closer to Jindabyne, may be more desirable though considerably more expensive than working from the infrastructure already in place. The distance aspect could be overcome by improved reliable public transport from the Airport to Jindabyne and linking with the resorts. It is noted that the Airport may be in a better position to service Selwyn Snow Resort than one closer to Jindabyne.

The Airport could, if reinforced and supported, become a regional transport hub for the whole South East of NSW and Gippsland in Victoria offering a link to the all-year-round tourism products that the region has. This would need to include greater links to Cooma, South Coast, Bombala, East Gippsland and Canberra. This could also help provide the south coast with more visitors in winter and the Snowy Region more visitors in summer. Better road connections to the Airport would be required to achieve this and could be a link to Cooma to connect to the railway to Canberra and the South Coast or a rail trail to Canberra or Bombala. The scope of the Snowy Mountains SAP is to investigate air connection options for the region this includes investigating potential airport locations. It is understood that this will consider the cost benefit of upgrading the existing Snowy Mountains Airport.

Zoning

The Snowy Mountains Airport is currently zoned RU1 Primary Production which possibly isn't the most suitable zone for an Airport. Zone SP2 Infrastructure may be more appropriate in future. The land around the airport should be investigated for possible industrial uses and business uses including zones IN1 General Industrial and/or B5 Business Development for the creation of complimentary employment lands.

Other Industrial Sites

Zone IN1 General Industrial

To the west of Cooma, there is one lot zoned IN1 General Industrial, and this lot is currently home to Cooma Steel operation. It is considered that this is appropriate zoning of this site and should be maintained in a consolidated LEP. Surrounding land zoning does have the potential to cause future land use conflict, development applications in this area should be monitored, and appropriate buffer distances should be used.

To the north of the Cooma Steel site is a former landfill site, currently zoned SP2 Infrastructure. It is recommended that this site is remediated to level suitable for industrial development and then rezoned E4 General Industrial. This will reduce any future land use conflict caused by this site and will have a negligible environmental impact.

Recommendation

- Subject to remediation works on lot 184 of DP 750535 it is recommended that consideration be given to amending zoning of this land to zone E4 General Industrial.

Zone E3 Productivity Support

There is a triangle-shaped portion of land zoned E3 Productivity Support located to the east of Cooma's CBD. This land is wedged between the railway corridor, Sharp St and a residential precinct. The area should be promoted as a location for bulky goods retailers, car dealerships and workshops and other light industrial/large floorplate commercial developments.

This precinct does not incorporate an Aldi Supermarket; this type of development could undermine Cooma's CBD as a core area for trade-in Cooma by providing an anchor retailer outside of the traditional CBD area. This area does have several residential dwellings; these are a legacy of the former residential area this zone covers. Long term permitting residential accommodation in this area may create land use conflict with other permitted uses.

10.3.3 Commercial and Retail Land

Cooma is the commercial and administration centre for the region and supports the widest variety of land uses, businesses types and other services. It has an established hierarchy of commercial land. Its central business district (CBD) is located on the Sharp Street/Snowy Mountains Highway between Soho and Baron Streets and is zoned E2 Commercial Core. This is a well-defined CBD area that accommodates a variety of commercial services and non-commercial services including:

- several full-line supermarkets
- general and speciality retail, including large format retail (Target)
- various pubs, cafes and restaurants
- tourist and visitor accommodation
- offices and professional services
- financial, administrative and social services

An area of land zoned MU1 Mixed Use is located to the northeast corner of the Cooma's CBD, which facilitates the transition between the commercial core and surrounding residential area. It includes various commercial buildings immediately adjoining the E2 zone. The objective of MU1 zones are:

- to provide a mixture of compatible land uses,
- To integrate suitable business, office, residential, retail and other development in accessible locations so as to maximise public transport patronage and encourage walking and cycling,
- To encourage development that enables a transition from residential to commercial land uses.

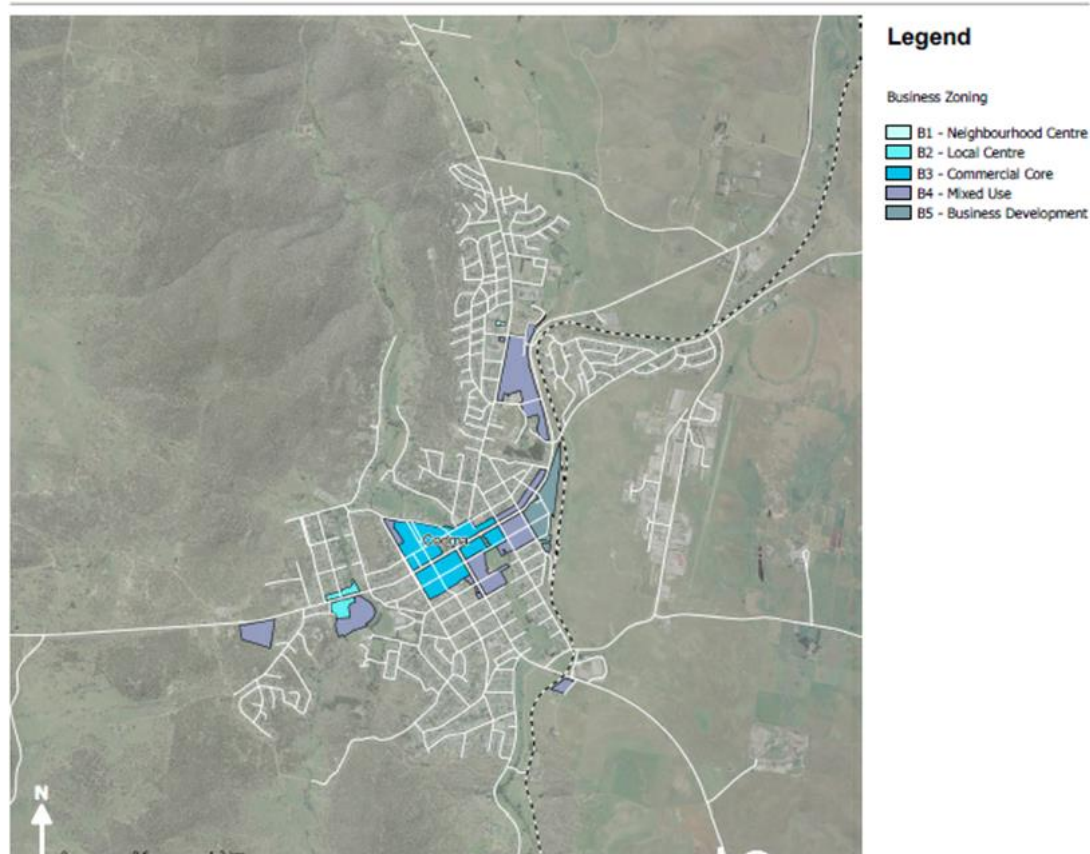


Figure 45 - Business Zoned Land in Cooma

Central Business District (CBD)

Cooma's CBD is the main commercial and retail precinct in the Snowy Monaro Region. The CBD precinct is shown in figure 46 and is predominantly zoned E2 Commercial Core.

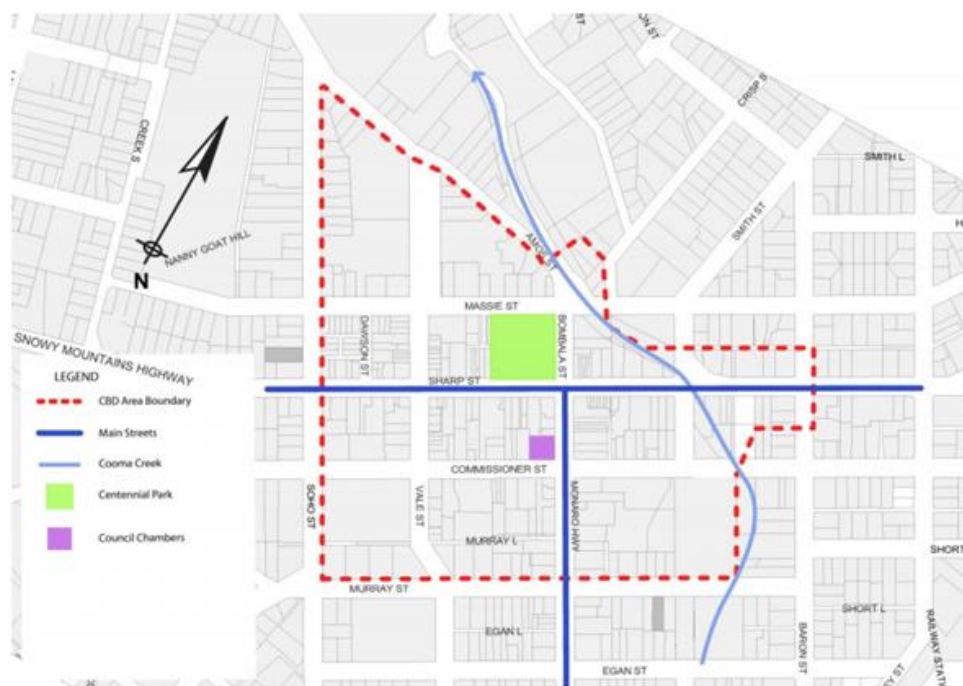


Figure 46 - Cooma's Central Business District (CBD)

The Cooma CBD provides 26.4ha of commercial land and will play a key role in delivering future commercial space to meet demand. Cooma is anticipated to need between 9,000 and 16,000sqm of commercial space in the next 20 years. It is paramount that commercial space needed is predominantly provided in the Cooma's CBD to support it as the commercial and administrative hub of the region.

The type of commercial spaces available often fail to meet the demands of businesses, whether due to floor space constraints or quality of space. Council should actively encourage the development of new commercial floor space for office and business premises within Cooma. Land use planning interventions may include updating the Cooma CBD Structure Plan (2009) to consider the role and distribution of offices in the CBD or the allocation of land for a future business park that can accommodate larger floor plates.

Recommendations

- Undertake a Masterplan for Cooma's CBD. This should consider at a minimum the use of planning controls including heritage conservation, height of building and active Street frontage maps.

Lambie Street Commercial Precinct

The intersection of Lambie and Sharp Street is centred on a secondary commercial precinct for Cooma. This area has a historical connection to commerce and falls partly within a heritage conservation area. This area includes a heritage item, the Royal Hotel and popular retailer Birdsnest.

The precinct is made up of approximately 3.3ha of zone E1 Local Centre and 5ha of zone MU1 Mixed Use. This area may be appropriate for development that is complementary to Cooma's CBD and Cooma as the business and services hub of the region.

It is recommended that the area of MU1 Mixed-use is retained due to its prominent and centrally located location. Mixed-use development is considered suitable for the site. The prominent highway frontage may support commercial uses, and it is considered that a variety of housing could be provided outside of the 1% AEP flood event. Council should work with landholders to ensure appropriate stage development of this significant site.

Snowy Hydro Precinct

In the north of Cooma is the Snowy Hydro Commercial Precinct which currently has the Snowy Hydro head office, Snowy Hydro discovery centre and the Snow Season Motor Inn along with community facilities and places of public worship. The majority (17ha) of this precinct is zoned MU1 Mixed Use which provides for a variety of commercial and medium density residential uses.

There are two undeveloped sites in this precinct, both approximately 1.5 ha each in size. These sites allow for large floorplate high-quality commercial space potentially in part of a business park precinct with Snowy Hydro. Retail uses should be limited as not to undermine the existing retail hierarchy.

10.4 Jindabyne

10.4.1 Increasing economic resilience by building on non-winter tourism strengths

Tourism in the Snowy Monaro region is commonly associated with outdoor recreation and adventure sports, most of which are snow-based. Cooma's town tagline is 'Capital of the Snowy Mountains' and the surrounding region includes four ski resorts: Thredbo, Perisher, Charlotte Pass and Selwyn. The flow-on effects of winter-dominated tourism mean many retail stores are focussed on the sale of winter apparel and other goods. The emergence of year-round tourism in the region can increase economic resilience and reduce seasonal differences in trade and accommodation vacancies.

Developing year-round tourism is a crucial objective for the region as identified in the SETRP and Snowy Monaro REDS. Accommodation and Food Services was the largest value-adding industry at \$138 million or 13.2% and has increased its output to \$154 million or 15.7% in 2018/19 (REDS, 2019). Despite this, the Snowy Monaro Destination Management Plan 2019 acknowledges the region has several immature tourism bodies that lack a coordinated approach for the area. The most significant corridor of tourism activity is between Cooma and the ski fields, with Jindabyne the centre of a cluster of accommodation and service activity. Our analysis of tourism locations in the LGA revealed a group of accommodation and rural industry/food production uses along the Alpine Way Corridor between Jindabyne and Crackenback, and around Berridale, as shown in Figure 47. Such businesses could include:

- Eco-tourist facilities (such as Karels or ecoCrackenback)
- Adventure/Activity-based tourism/stay (such as Bungarra Alpine Centre)
- Cellar Door / Artisan Food Production (such as Snowy Mountains Truffles and the Wildbrumby Distillery)

Tourism Snowy Mountains currently promotes various non-winter-based tourist activities, including mountain biking, horse riding, and hiking, as well as year-round activities such as arts and cultural events. Arts and recreations services is identified as a specialised employment growth industry in the Snowy Monaro REDS, which further determines the adventure and nature-based tourism as an infrastructure priority.

Agri-tourism and artisan food production does not have the same strategic direction as adventure tourism. This is despite such businesses dominating the Alpine Way Corridor from Figure 47. These businesses also benefit from a rural/scenic location, and many are located in an area of E3 Environmental Management zoned land, which has some constraints for development permissibility under the current Snowy River LEP. Council must consider how tourism-related uses fit into the existing permitted development and definitions of the respective LEP. For example, several businesses operating in the Alpine Way Corridor could be defined as artisan food production industry which is not permitted in the E3 zone. It is understood they operate under existing use rights.

Further, tourist and visitor accommodation permitted in the Alpine Way Corridor under the Snowy River LEP is limited to bed and breakfast accommodation and farm stay accommodation. However, bed and breakfasts are limited to three bedrooms, and farm stays are limited to eight bedrooms. Eco-tourist facilities are also permitted, but its definition under the Snowy River LEP creates uncertainty regarding scale and number of rooms. Only a handful of eco-tourist facilities have been approved since 2017. The introduction of a combined LEP could simplify permitted uses and consider how emerging uses align with existing definitions. It is recommended that Council identify the strategic intent of the Alpine Way Corridor, specifically addressing tourism-related development. The purpose would be to demonstrate to potential developers and landowners what the desired character of the corridor is and how particular development types could be approved.

The Snowy Mountains SAP creates further opportunities and increased attention for economic resilience in the region. The intent of the SAP investigations will seek to increase year-round tourism and promote the Snowy Mountains as Australia's premier alpine tourist destination and an internationally comparable location. While Council cannot control the direction of the SAP investigations, it is recommended that it seeks to highlight how many of the tourism businesses are complementary and would benefit from increased connection and a

dedicated Snowy Monaro regional tourism brand. This could include creating food and wine trails for self-guided tours or constructing supporting infrastructure such as a shared path along with parts of the Alpine Way Corridor.

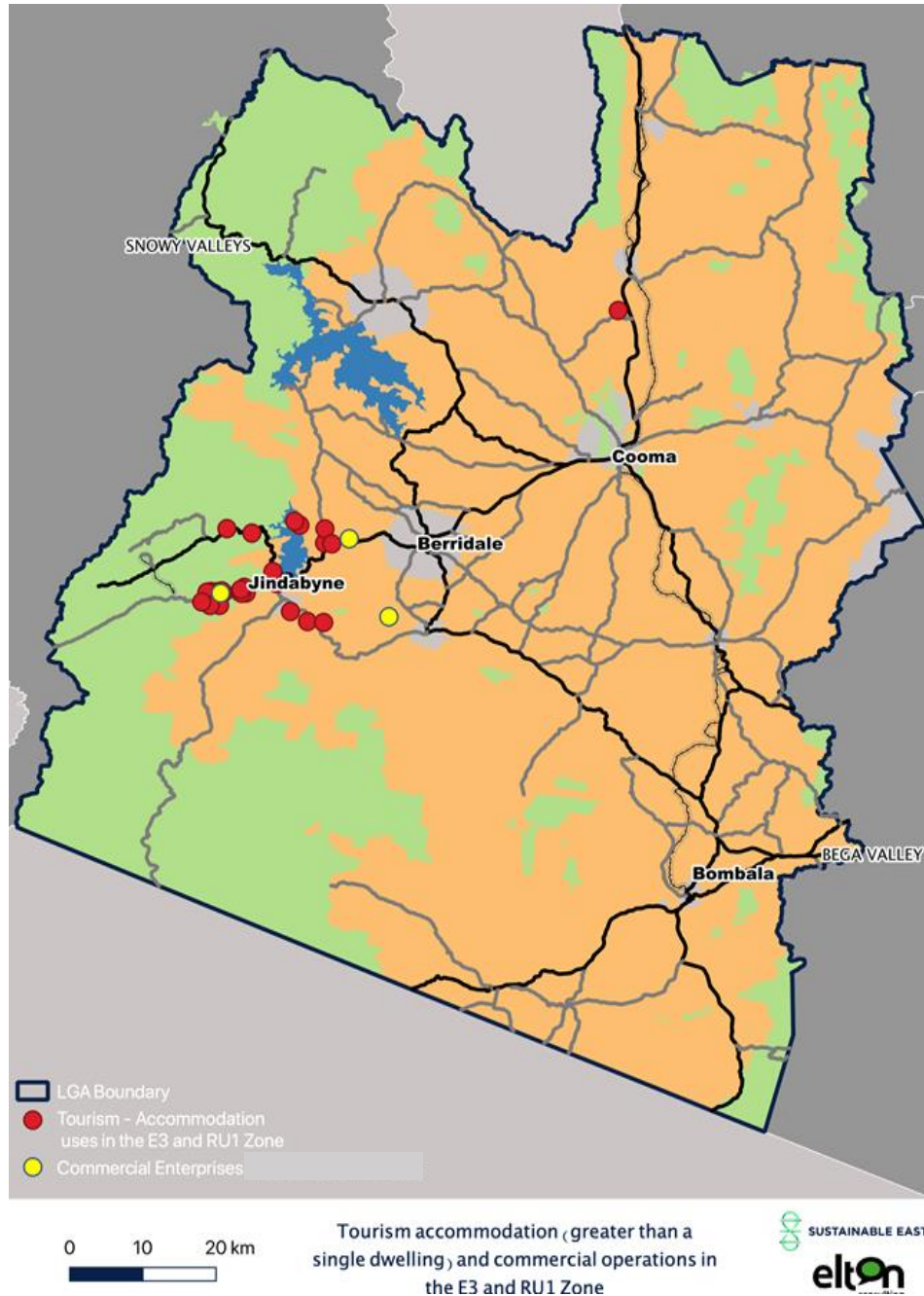


Figure 47 - Tourism Related Uses in Rural Zones Across the Snowy Monaro

10.4.2 Industrial Land

Jindabyne has an industrial estate, Leesville, located south of the town on Barry Way, towards Dalgety. The Jindabyne industrial zone supports a number of industrial, manufacturing and production uses:

- hardware and building suppliers;
- industrial retail outlets;
- landscape suppliers;
- recycling and salvage yards;
- transport depots; and
- vehicle body repair workshops.

Snowy Mountains SAP – Leesville Sub Precinct

The Leesville Sub-Precinct as identified in the Snowy Mountains SAP supports growth and investment for local businesses and industries at Jindabyne's principal industrial estate (Department of Planning, Industry and Environment, 2021). The sub precinct supports a broad range of industrial and commercial land uses that will provide long term growth opportunities and that respond to market demand. It is envisaged that the sub-Precinct will contain businesses to service the ski and tourist industry, local service industries such as construction and new growth industries such as artisan food and drink businesses.

The sub-precinct covers an additional 22 hectares of industrial land divided over three areas to allow the expansion of existing industries and accommodate future employment growth. The additional industrial land identified in the sub-precinct includes the:

- » Northern industrial growth area which covers around 8.3 hectares on the north side of Lee Street close to Barry Way
- » Southern industrial growth area which covers around 7 hectares south of Lee Street within the existing buffer area along Barry Way
- » Western industrial growth area which covers around 6.5 hectares at the western edge of the existing industrial estate off Percy Harris Street. This growth area already has development approval to allow expansion.

The sub-precinct places an emphasis on green infrastructure and preservation of environmental and heritage values. This includes ongoing environmental management requirements and bushfire mitigation measures. Development within the sub-precinct will continue to allow industrial and commercial lots to be separated by a landscaped buffer and a 50 metre (minimum) wide visual buffer along Barry Way. A shared path along Barry Way will connect the subprecinct to nearby rural residential and tourist land uses and the Sports and Education Precinct.

The sub-precinct also identifies opportunities for tourism and recreational development around the historic Leesville Hotel. Any development would need to appropriately consider the heritage values of the property.

10.5 Bombala

10.5.1 Forestry Industry

The second largest industry for employment for the Snowy Monaro LGA is Agriculture, Forestry and Fishing. This industry does not feature in the top five employment industries for regional NSW, despite regional NSW providing the majority of agricultural production. The high proportion of employment in this industry is dominated by agriculture, and the region is known for its fine wool production and sheep and cattle grazing. Bombala is also home to the region's forestry industry. The dominance of the Agriculture, Forestry and Fishing industry for Snowy Monaro, even compared to regional NSW, demonstrates its importance to the local economy.

Forestry includes logging operations or harvesting of forest products. Forestry is part of the agriculture, forestry and fishing industry, which as noted above, is the second most populous employment industry for the Snowy Monaro region. Forestry operations are centred in the southeast of the LGA, around Bombala, which includes the Dongwha Australia timber mill.

It is noted the 2020 bushfires have had a significant impact on forestry and the timber industry more broadly and the Bombala region is no exception. It is expected there will be a slow recovery of the forestry industry over many years. Innovation and value add opportunities related to timber processing, and production will increase the resilience of the sector and help it recover from this and future fire events. It is noted a review of management activities and better land management practices could mitigate the impact of future fires. Encouraging and facilitating innovative and sustainable practices in timber production is a vital role of comprehensive strategic planning and state government regulatory authorities.

The Dongwha Australia mill in Bombala recently completed a \$10 million project to establish a biofuel reactor to utilise sawdust as a source of biomass⁴. Sawdust is a by-product of the soft timber production, and the biofuel it

⁴ Reardon, 2019 <https://www.abc.net.au/news/2019-05-21/timber-mill-turns-excess-sawdust-into-bioenergy/11120590>

produces is used to power the kilns used to dry the timber manufactured at the mill. While the Dongwha example is not a profit-making enterprise, it does lower the general operating costs of the sawmill.

Depending on timber production levels, it may be possible to increase output and provide ethanol to the regional market. The neighbouring Bega Valley LGA also has a developed forestry industry which could contribute waste sawdust. Increasing biomass production also creates opportunities for local employment in the operation of the refinery facilities, which could be further expanded to for advanced manufacturing to produce biochemicals depending on the availability of biomass for the Snowy Monaro region. Despite its potential advantages, biofuels do not specifically feature in the SETRP or the REDS. Council should prepare a policy position on biofuels to be incorporated into its climate change and renewable energy policies. Council should also identify local sources of biomass for detailed investigation in detail for the Snowy Monaro region, as well as determining the requirements for expansion of local biorefineries such as the Dongwha facility. This issue is further considered in Council's Rural Land Use Strategy.

10.5.2 Capitalising on the Port of Eden

The Port of Eden is noted in the South East and Tablelands Regional Plan 2036 as a "global gateway" and a recognised hub for cruise ships and marine-based tourism. Direction 2 of the Regional Plan aims to: 'Enhance tourism and export opportunities through the Port of Eden'. The Regional Plan does acknowledge the opportunity for increased supply of local produce to cruise ships, which could include the Snowy Monaro region.

Imlay Road offers a strategic connection between the Snowy Monaro Region and Eden. The road is considered appropriate for B-double truck movements. It does provide significant freight opportunities, which could be realised should an expansion of Port of Eden facilitate more significant freight movements. Currently and in the foreseeable future, the Port of Eden will predominantly be used for the movement of tourists related to various cruise ships. It is not fully understood at this stage what long term impact the Covid-19 pandemic will have on the cruise ship industry; however, it is expected the Imlay Road link will become increasingly important with the development of the Snowy Mountains SAP.

The Port of Eden provides a significant gateway to the South East region of NSW and will be an essential connection for tourists to move from the coast to the mountains. Bombala will become a significant stop for tourists between these two popular tourist regions providing the halfway point and offering essential tourist attractions, including the Bombala areas rich heritage and wildlife, including platypus. It is crucial that this opportunity is recognised and that businesses adapt to capitalise on opportunities.

Recommendations

- 33. Council liaise with Forestry Corporation and Transport for NSW to facilitate significant upgrades to Imlay Road to support greater freight and tourist movements.

10.5.3 Industrial Land

Bombala has a small industrial area in the southwest corner of the town, located on Maybe Street and Bright Street. This area is surrounded by residential development and appears undeveloped for industrial uses. Another small industrial area is located outside the town, on Rosemeath Road. The land uses here appear to support the logging industry.



Figure 48 - Industrial Zoned Land, Bombala

Rosemeath Industrial Estate

The land currently zoned IN1 General Industrial is to the south of Bombala Township along Rosemeath Road. There are a few industrial uses along Rosemeath Road; some operate in the IN1 General Industrial and others in zone RU1 Primary Production.

In the Snowy Monaro Planning and Land Use discussion paper, it was hypothesised that the Rosemeath Road estate should be expanded to accommodate all current industrial uses and provide land for future industrial services. This was considered in the context of trying to minimise any potential land use conflict with rural and residential properties surrounding this area. The Employment Lands Study was undertaken by Elton and Sustainable East consulting projected the long-term demand of approximately 1ha of Industrial land by 2040.

While it is noted there is sufficient capacity within existing industrial land appropriately zoned in Bombala. Council could investigate zoning additional land around this area industrial to attract further growth for industry and employment. There are existing industrial activities zoned RU1 Primary Production in this precinct which would be primary candidates for rezoning along with the existing sale yards facility on the western end of Rosemeath Rd.

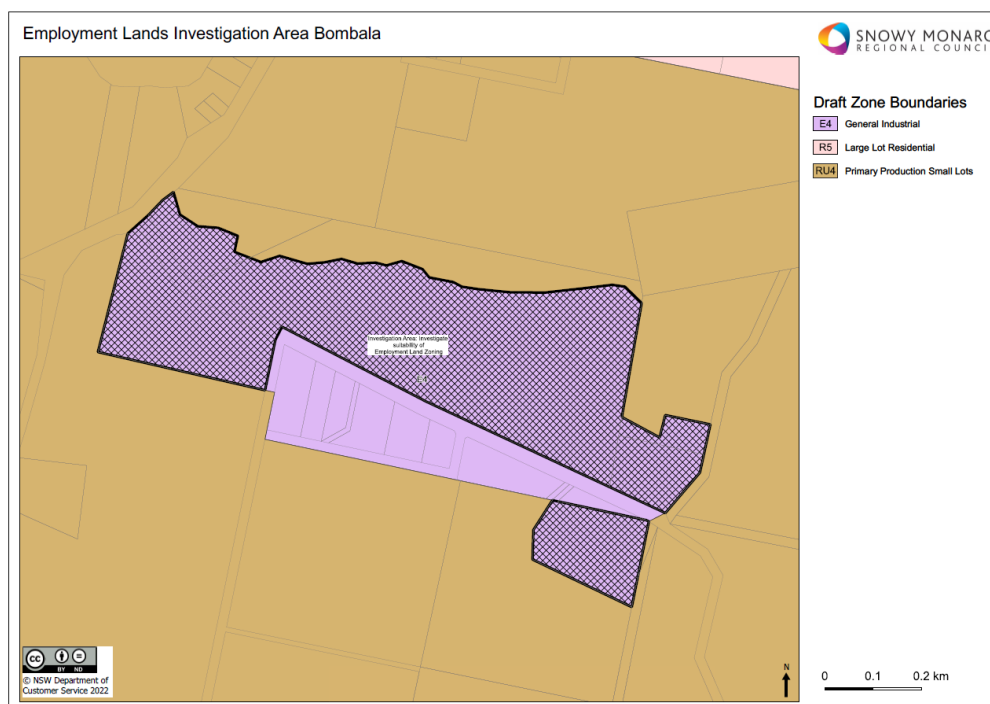


Figure 49 - Employment Lands Investigation Area Bombala

Recommendation

- Council monitor development applications for industrial land uses in Bombala and review land zoning if required.

Dongwha and associated timber industry

The Dongwha timber mill current zoning could limit a significant employer in the region potential future development relating to this purpose. The timber mill is currently zoned RU1 Primary Production, as this use is primarily industrial, it is recommended it is rezoned to IN1 General Industrial. This is considered a more appropriate zone and allows the land around to be developed by complementary businesses. As this land is significantly disturbed by the current land uses no know environmental values where discover in Councils Biodiversity Study.

Recommendation

- Council consider the suitability of the zoning of Dongwa Timber Mill and pursue appropriate employment zone.

Bright Street Light Industrial Precinct

The land zoned IN2 Light Industrial is located at the site of the former timber mill along Maybe and Bright Streets. The site is predominantly vacant other than a couple of ancillary dwelling houses. The houses are currently and have historically been used for residential purposes. It is proposed these recommended these two dwellings and curtilage are rezoned to R1 General Residential. The remainder of the site is unlikely to be suitable for residential development and is best suited for light industrial or large floorplate commercial uses. The most appropriate zone to support these uses and be relatively compatible with the surrounding residential uses is zone E3 Productivity Support.

Recommendations

- Council considers the rezoning lot A and part lot B of DP 201851 from zone IN2 Light Industrial to zone R1 General Residential to reflect existing land use.

10.5.4 Commercial and Retail Land

Bombala is a small town in the southeast corner of the Snowy Monaro LGA. It was the administrative centre for the former Bombala Shire Council, which was amalgamated into the current LGA.

Bombala provides many commercial and retail services for residents of Bombala and many surrounding rural and remote settlements such as Cathcart, Cragie, Bibbenluke and Delegate but also some rural communities in Victoria such as Bendoc, Bonang, Goongerah and Tubbut. Bombala is also located on important North-South and East-West routes, connecting East Gippsland and the Far South Coast of NSW with Canberra and other strategic centres. This results in significant movements of freight and tourists through Bombala regularly.

Bombala has an established central business district, on Maybe Street, which is formally zoned E1 Local Centre. Bombala has a more structured land-use approach, including dedicated commercial land use zones. The town centre is defined by a E1 Local Centre zone with an approximate area of 21 hectares. Young Street physically bounds the E1 zone to the southwest and Burton Street to the northeast and either side of Maybe Street. The area does include some residential uses on the periphery, and the core of the commercial area is centred on Maybe Street between Forbes Street and Caveat Street. Businesses in Bombala's commercial zone include:

- a supermarket;
- a post office;
- a newsagency;
- several restaurants, cafes, and food services;
- several pubs;
- tourist and visitor accommodation;
- a car dealerships;
- service stations and car repairs; and
- offices for professional services.

Town Centre

The town centre also accommodates community, recreational and administrative services for the local

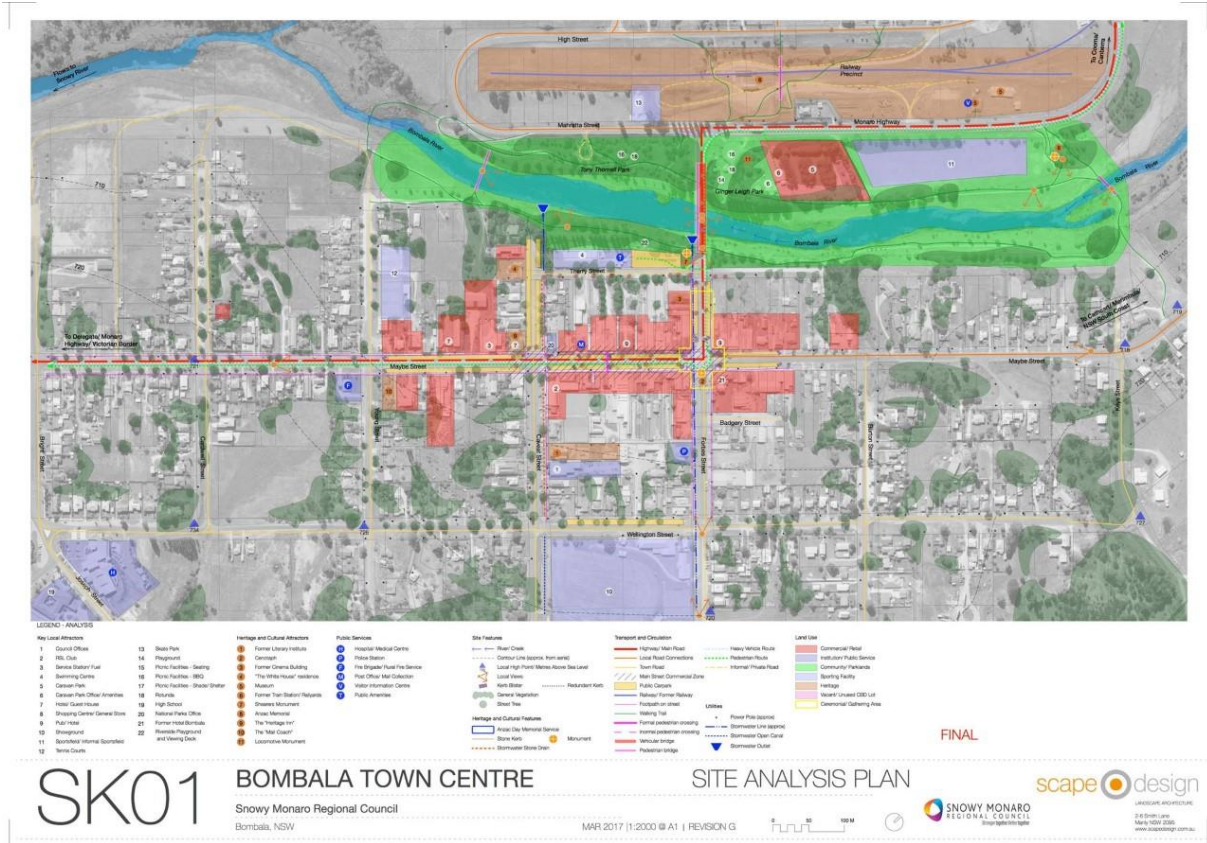


Figure 50 - Bombala Town Centre Analysis Plan

population and visitors. It was the administrative centre for the former Bombala Shire Council. The number of

Council positions in Bombala remains the same as pre-amalgamation. Due to the prominence of the forestry industry to Bombala and the surrounding southeast area of the Snowy Monaro LGA, the town hosts regional offices for several organisations including National Parks and Wildlife and Forestry Corporation.

The Bombala and Delegate Town Centre Strategic Masterplan Report 2017 notes the importance of freight and tourist movements through the town. Freight movements are primarily associated with the forestry industry and activity between Bombala and Cann River in Victoria. From Bombala, it is a two-and-a-half-hour drive to Canberra, a one-hour drive to Cooma, a 1 hour and 20-minute drive to Jindabyne via Dalgety, and a 1 hour and 20-minute drive to Bega. Due to the isolated location of Bombala, remote from critical services, the population is mostly reliant on private motor vehicles for transportation. There is a community transport service available for particular members of the community for medical, social, shopping and community outings.

Bombala is expected to experience a maximum long-term demand of 4,350m². This is expected to be accommodated in the existing town centre through the redevelopment of underutilised lots. Bombala is currently experiencing an imbalance between retail/commercial vacancy and the market expectations of leasing costs. There is a need to develop a strategy to overcome inelastic floorspace by identifying where there is potential to be more flexibility in market attraction and understanding the price-attraction point. Unlike Cooma or Jindabyne, there are more commercial and retail properties on the market, reflecting 'market availability' in the 20% recorded vacancy rate from the Council Audit. Increasing economic activity and a role for the future floor space requirements should be considered together.

The long-term projected demand for commercial floorspace in Bombala is between 1,200m² and 4,300m² depending on population growth scenarios. Generally, Bombala is considered to have a stable or minor increase in population through to 2041. This represents an increase of up to 26 per cent above current supply. However, an analysis of market vacancy revealed Bombala has the highest commercial vacancy rates of any towns in the Snowy Monaro LGA at 20 per cent. Therefore, Council should investigate the factors influencing vacancies, such as rental prices and street appeal of vacant buildings. Alternatively, Council could consider other opportunities for economic development in and around Bombala, such as the expansion of the biofuel reactor at the Dongwha timber mill. It is expected that Bombala's long-term demand can be absorbed within the existing industrial zoned land.

The main street of Bombala is frequently used by heavy freight vehicles carrying agricultural goods, logs, and defence materials for the Royal Australian Navy. Over 100 trucks drive along the main street per day to deliver logs and pick up goods from the local timber mill. The volume of heavy vehicle movements through Bombala is expected to increase with the upgrade of Port of Eden.

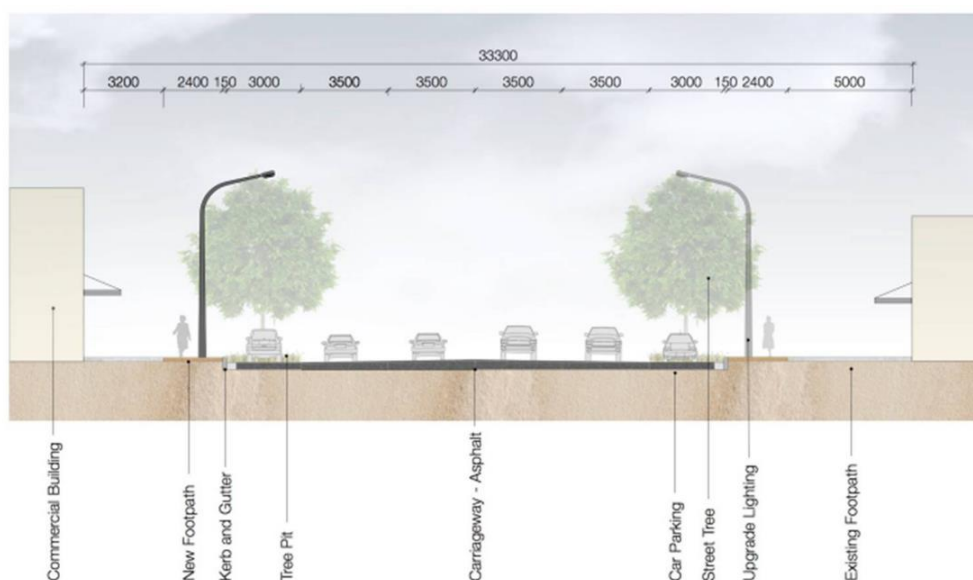


Figure 51 - Maybe Street Cross-Section from Bombala Town Centre Masterplan

The primary users of the port are the Royal Australian Navy, woodchippers, cargo ships for logs and cruise ships. In recent years, the main street of Bombala was temporarily closed, and its roundabouts dismantled and modified to allow heavy vehicles carrying disassembled wind turbines to drive through Bombala from the Port of Eden. Construction of an alternative heavy vehicle route bypassing the main street of Bombala will reduce heavy vehicle movements around the town centre. The heavy vehicle route will:

- improve road safety for residents
- open up the main street for better pedestrian usage
- enhance the amenity of Bombala and allow the Council to proceed with the Bombala CBD beautification Project
- improve traffic flow for local road users.

The Snowy Monaro Regional Council has identified an alternative heavy vehicle route and has conducted preliminary engineering and costing studies.

Bombala town centre has struggled to adapt to the changing commercial and retail landscape in Australia today, and this is reflected in its vacancy rates and the slow market reaction to this. Two crucial land-use planning changes can be made, which will help reinforce Bombala's Mainstreet as a commercial and retail hub. The most significant planning direction is focused on these two changes of consolidation and improved pedestrian connection.

The area in Bombala zoned E1 Local Centre covers 20.2ha, much of this area is made up of dwelling houses which are prohibited in the zone. This area should be consolidated to reflect the retail and commercial uses centred on Maybe Street. It is recommended that the residential and undeveloped lots on the fringe of this area are rezoned R1 General Residential to reflect the existing development pattern and reinforce the residential nature of these areas.

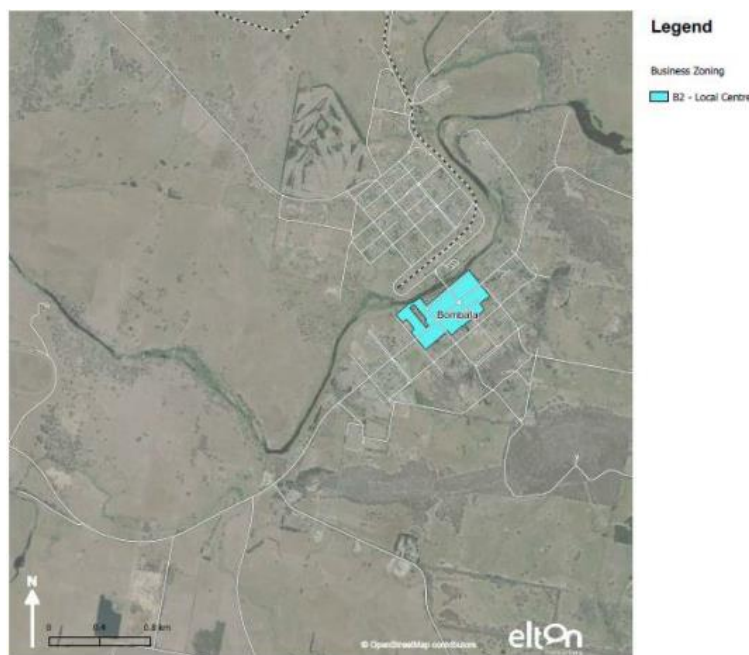


Figure 52 - Business Zoned Land in Bombala

Targeted redevelopment of lots in the town centre of Bombala can respond to potential demand along with adaptive re-use of heritage buildings. Adaptive re-use of heritage items can be guided by Bombala's heritage study and will be assisted by heritage listing buildings of significance and a heritage conservation area. This will also enhance Bombala's tourism offering by providing high-quality heritage buildings with a consistent character throughout central Bombala. This does not mean all buildings must keep to one particular style; instead, that redevelopment should consider and enhance the heritage character of the area.

Redevelopment in the town centre of Bombala should be actively encouraged by the Council, including pedestrian connections and precincts. Such as a town square precinct oriented towards the river and pedestrian

connections through activated laneways from the Main Street to the river. Figure 39 below from the Bombala Town Centre Masterplan provide a concept of how this may work.

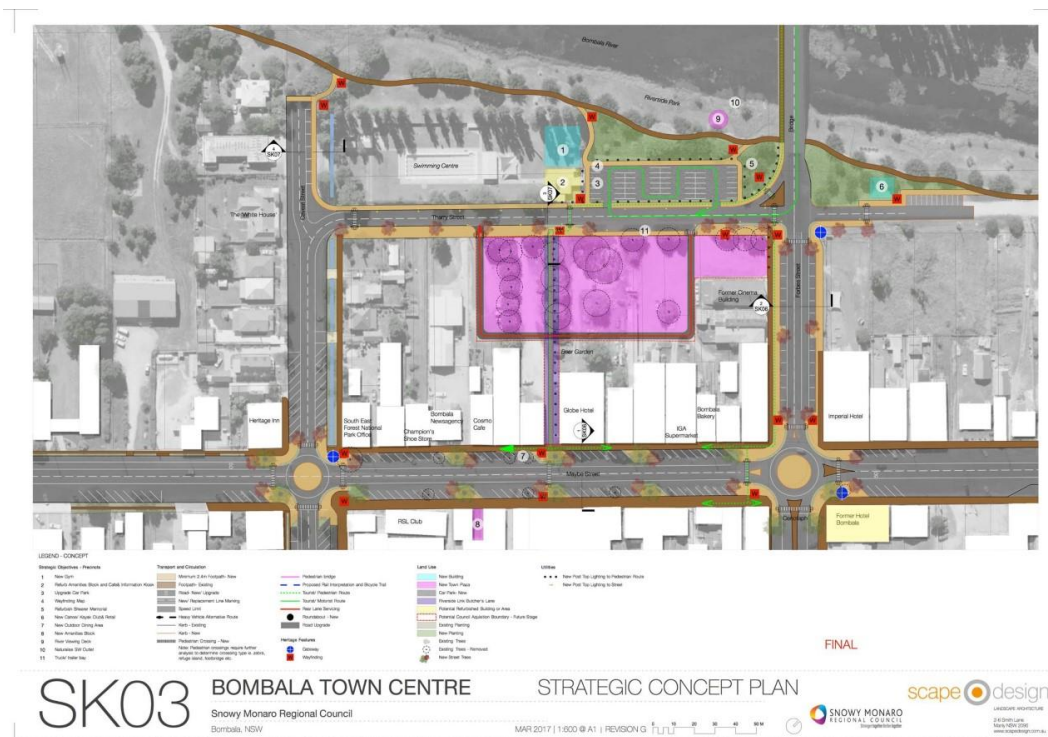


Figure 53 - Public Realm and Pedestrian Connection Map

Recommendations

- Council review and rationalise the town centre zone in Bombala to ensure residential uses have appropriate zoning.
- Encourage adaptive re-use of heritage buildings through DCP controls.
- Actively engage with landowners for targeted redevelopment of lots and potentially offer incentives for land to be dedicated back to the public realm in the form of laneways or a town square precinct.
- Consider suitability of a height of building control over land zoned E1 Local Centre of 12 meters.

10.6 Berridale

10.6.1 Industrial Land

Berridale has an industrial estate located south-east of the village on Granite Street and Basalt Street, which includes a Council depot and several other private industrial uses. As noted above, the town itself is zoned RU5 which permits a variety of light industrial uses, such as artisan food and drink industry, and vehicle body repair workshop.

The anticipated long-term demand for industrial land in Berridale is expected to be approximately 8ha. There is one undeveloped lot at Berridales industrial estate which has an area of approximately 8ha which might cater to the long-term demand. It is noted this lot is subject to slope and biodiversity constraints which may restrict the development of this area.



Figure 54 - Industrial Land in Berridale

As further growth occurs in the region particularly growth due to the development of the Snowy Mountains Special Activation Precinct more employment land is likely to be required. Identification of long term solutions to employment land needs is required.

The Snowy Monaro Planning and Land Use Discussion identified the potential of employment lands to the north of Berridale around the STP. Though this was subsequently revised and removed due to community concerns over visual impacts from the highway and the general constraints related to this low lying land. However, community opposition to an expansion of the existing industrial precinct and the rural residential uses in this location require a re-evaluation of sites suitable for these land uses.

Any expansion to employment lands in Berridale will be subject to the planning proposal (rezoning) process and will be required to demonstrate demand. Appropriate buffer areas must be provided to residential areas and the STP. In addition landscaping will be required as part of development to ensure visual impact is limited. Stormwater channels will need to be formalised and development on flood prone land should be avoided.

10.6.2 Transition from Village to Town

As identified in section 7 of this Strategy, it is considered that Berridale would benefit from a clearer zoning structure. This zoning structure includes the town centre of Berridale being zone B2 Local Centre to support appropriate retail and commercial services. The town centre would be supported by a surrounding B4 Mixed Use zone which will provide for complementary commercial uses while facilitating higher density development around the town centre. The remaining land currently zoned RU5 Village will be rezoned to a residential zone.

Recommendations

Amend Berridale's Land Use Zones from RU5 Village to a structured town zoning, allowing for employment zones in appropriate locations.

Town Centre

Action 2.8 of the Snowy Monaro Local Strategic Planning Statement was for Council to investigate ways to improve the aesthetics and amenity of Berridale Town Centre. In 2016 Council engaged a consultant to undertake a landscape masterplan for the central precinct of Berridale, this included improvements to access, flooding and amenity of this area. The landscape masterplan provided detail on formalising the parking areas located off Jindabyne road which is a current eyesore, and the lack of formalised parking has led to safety issues along with large uninterrupted areas of tarmac which creates a significant urban heat island effect in summer. This issue is further discussed in section 7.6.

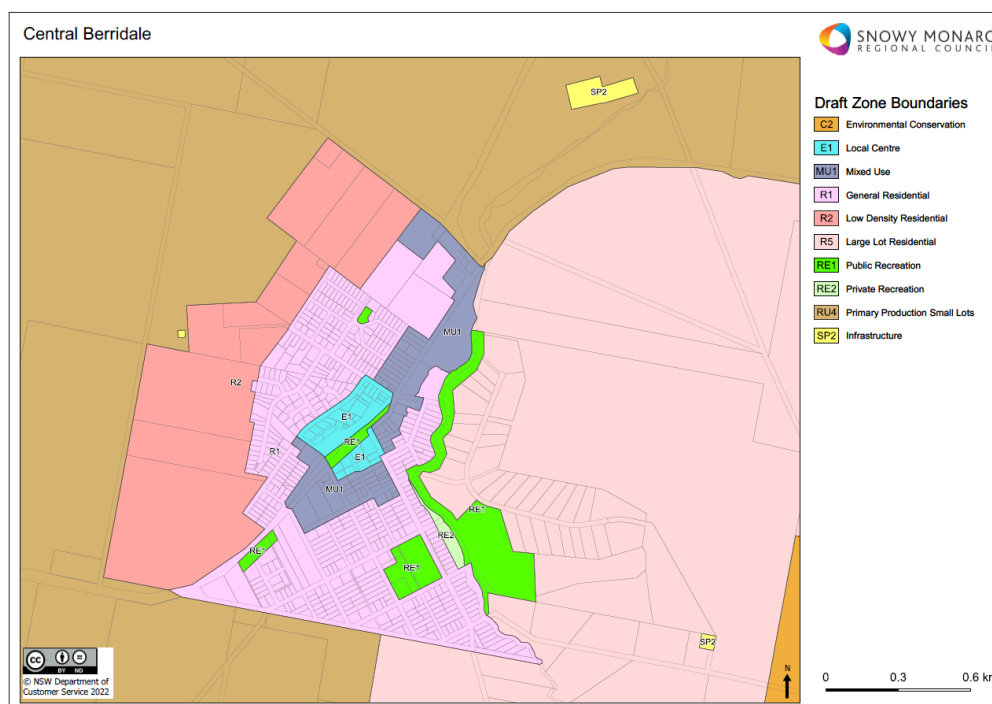


Figure 55 - Proposed Zonings, Berridale

10.7 Michelago

10.7.1 The Canberra Influence

The Canberra Corridor is expected to have the largest population increase of any population catchment identified in SMRC's population projections for catchments. The catchment is defined as land either side of the Monaro Highway, north of Cooma through to the ACT border. It includes the villages of Bredbo and Michelago. It is understood the population growth is driven by people moving to rural lifestyle lots and generally lower property prices than the ACT, but still maintaining a connection to Canberra for employment, commercial services and social needs.

An increase in resident population within this area will generate increased demand for local services to support residents' daily needs (such as neighbourhood shop or cafe). The LSPS expresses the ambition to development Michelago into a small town of a few thousand people. However, it does not necessarily translate that increased population in this catchment requires associated employment lands. The proximity of the Canberra Corridor to Canberra's established economy and employment base means it is unlikely that villages such as Michelago will develop self-sufficient employment lands, particularly in terms of industrial uses. Further, development of employment lands in Michelago and population growth, in general, will likely be hampered by the fact that the village does not have mains connections for water and sewerage, which may also restrict population growth.

It is more likely that the associated demand for commercial/retail lands will be accommodated within the existing Michelago village footprint in the short term with minimal intervention from the Council. The current RU5 Village zoning permits a variety of commercial and light industrial uses, and new businesses may be attracted to the area as the population grows. Council will provide further guidance in the form of a Masterplan Plan for Michelago as per the LSPS. Still, it is not anticipated that specific employment land parcels will need to be identified in the short term. Any preparation of a Master Plan for Michelago should be revisited if the village were to receive mains connections for water and sewerage. Secure access to essential services must be identified before any realistic planning potential employment in Michelago, and the broader Canberra Corridor can occur.

T1 - Housing Strategy

Table 19 - Regional Plan and LSPS Actions Relevant to this Section

This section progresses the following actions from presiding strategic documents.	
SETRP Actions	3.3, 9.3, 9.5, 10.1, 16.1, 16.4, 16.5, 16.6, 22.1, 22.2, 22.3, 23.3, 24.2, 24.3, 24.4, 25.1, 25.2, 26.4, 27.1, 27.2, 28.1, 28.2, 28.3
LSPS Actions	1.2, 1.6, 8.1, 8.3, 8.4, 8.5, 8.6, 9.1, 9.2, 9.3, 9.4, 9.5, 9.6, 10.7, 10.8, 11.1, 11.2, 11.3, 11.8, 11.9, 12.1, 12.3, 12.4, 12.6, 12.7

There is a need to establish what the likely demand for housing is going to be to 2041. Then the surplus supply of land for these number of dwelling should be provided through planning controls. The leading indicator of housing demand is growing in usual residents, and this reflects the houses needed for long term residences to reside. Another clear indicator of housing demand is the average dwelling size if the average dwelling size gets smaller; the number of dwellings needed to house the population increase. Likewise, if the average dwelling size gets larger, the number of homes required to accommodate the population is less.

Another aspect to consider in our region is the investor-driven housing market. Investor-driven housing demand is challenging to calculate as it varies based on many different factors, including some external to our area, such as tax incentives. Investor driven housing is most substantial in Jindabyne but still exists in many housing markets across the region including Berridale, Cooma and Adaminaby. There is data to show that the strong demand for investment properties in Jindabyne has fuelled an increase in property and rental prices. The lack of housing affordability in Jindabyne is leading to adverse social outcomes which need to be addressed.

The NSW Government periodically release population projections for all LGA's in NSW. These projections were used to inform the Snowy Monaro Planning and Land Use Discussion Paper. Many submissions and comments received on the discussion paper indicated that there was a perception that these projections were too conservative and not reliable. The size and diverse nature of the Snowy Monaro Region make reliable population projections difficult, and the community perceptions on whether the population is growing or declining depend on where people live. In response to this, SMRC has established three alternative population growth scenarios based on the potential impact of various investment in the region.

The NSW Government Department of Planning Industry and Environment populations are limited by not considering the potential impacts of large projects such as Snowy 2.0, Snowy Mountains SAP and growth of Canberra influencing population growth at the north of the LGA. As a result, the DPE projections show the Snowy Monaro LGA will decline in population by 2,950 people by 2041. By contrast, the SMRC projections consider the potential impacts of Snowy 2.0, the Snowy SAP and a larger Michelago in its scenario's. The Main SMRC scenario shows the region growing by approximately 4,300 people by 2041.

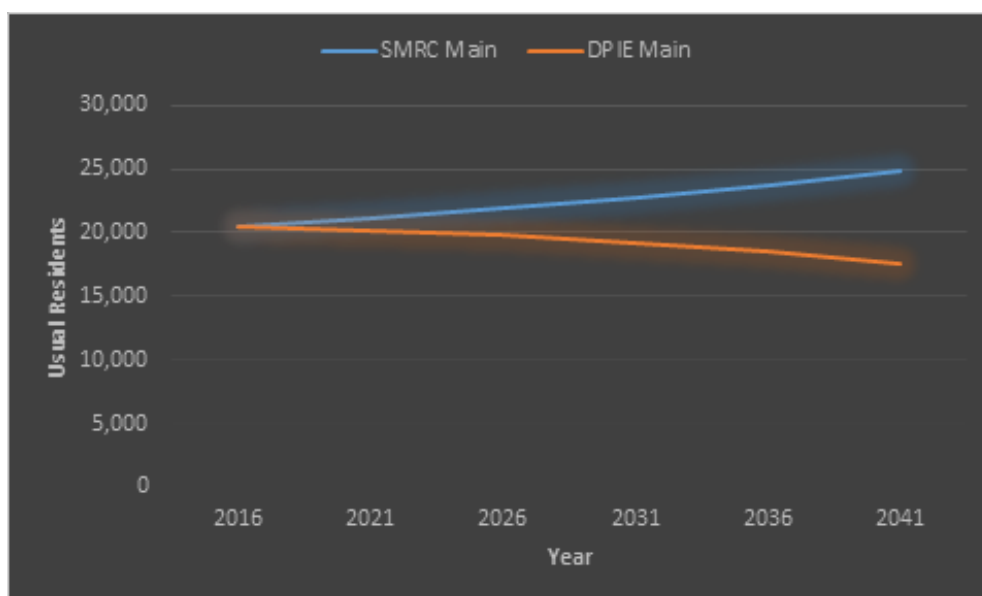


Figure 56 - Snowy Monaro Region Population Forecasts to 2041

Establishing potential change in population for a region as vast as the Snowy Monaro isn't on its own incredibly helpful. It must be established where population growth or decline will occur on the micro scale as well as the macro. It is anticipated most of the development will occur within or around the five main settlements of Cooma, Jindabyne, Bombala, Berridale, and Michelago identified in Snowy Monaro's LSPS. Of the almost 25,000 people expected to reside in the Snowy Monaro Region, it is expected approximately 23,500 people will live in or around the five main townships.

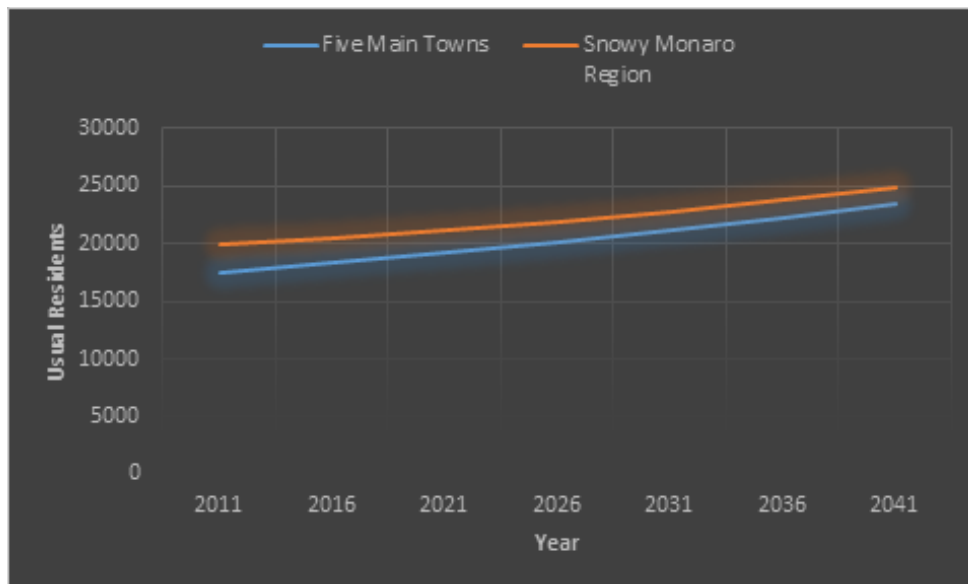


Figure 57 - Snowy Monaro Region Population Forecast Compared to Combine Population Forecast of Five Main Towns Identified in the LSPS

As identified in the LSPS and SETRP, it is essential to establish a clear settlements hierarchy to plan for efficient growth with access to necessary services. It has been identified in the LSPS that Cooma will remain as the business and services hub. While the population is a factor in considering this, Cooma has a central location with established transport links through the region and to higher-order service centres such as Canberra. Recognising Cooma as the service centre for Snowy 2.0 will help provide for growth in employment and service provision in the town, this will likely result in a population increase. Housing supply must be provided in a manner which responds to the needs of these workers while also providing the lifestyle aspects associated with public housing.

Jindabyne's role in the settlement hierarchy is focused on providing services to residents, along with servicing many visitors to the region. It is noted that Jindabyne's population already often surpasses Cooma's in Winter due to high visitation rates to Jindabyne and KNP. It is expected that the Snowy Mountains SAP will increase visitation to the region outside of winter and as such Jindabyne region's population may often be larger than Cooma's. Cooma's role as the region's services hub is not diminished but instead outlines the importance of Jindabyne's role to provide adequate services to meet the needs of residents and visitors.

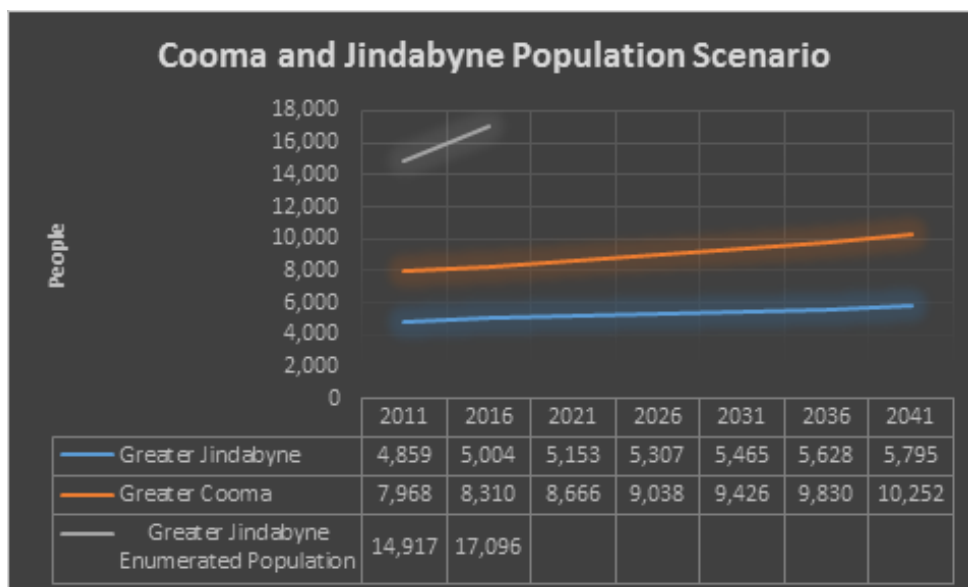


Figure 58 - Greater Jindabyne and Cooma Regions Population Forecast (Usual Residents) Comparison to the Greater Jindabyne Region's Enumerated Population at 2011 and 2016 Census*

*All 2011 and 2016 population figures are based on census data. Greater Jindabyne Region includes KNP and resorts such as Perisher and Thredbo.

The other main towns identified in the Snowy Monaro LSPS are Bombala, Berridale and Michelago. Bombala is the leading service centre in the south-east. It offers essential services for some very remote areas of NSW and Victoria. Bombala also is fundamental to providing services to the agricultural and forestry industry in the region. Historical trends have seen Bombala's population stagnate, and this is most likely to continue. However, housing affordability and better telecommunications technology may drive remote working and deliver growth based on a lifestyle change. The population forecasts are only showing a modest increase in population to the Bombala area.

Berridale between 2011 and 2016 saw a significant increase in usual residents, seeing an additional 150 people call Berridale home. This increase in population has been attributed to several aspects, including a lack of affordable housing in Jindabyne and adequate provision of infrastructure.

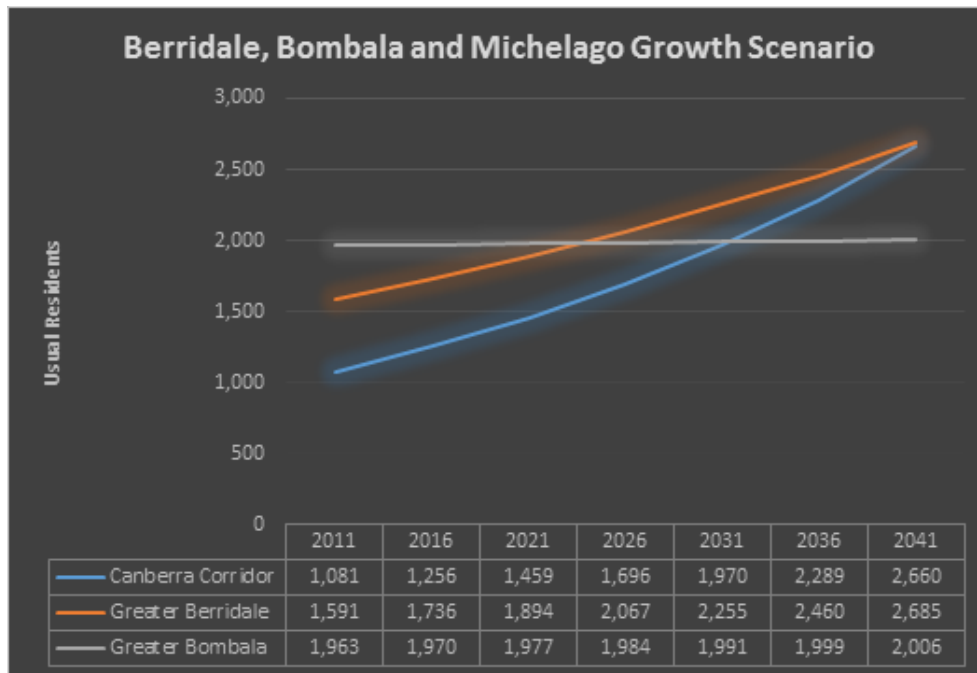


Figure 59 - Berridale, Bombala and Michelago Main Population Growth Scenario

Bredbo which has experienced some modest growth over recent years. Further development of the Silver Brumby rural residential area may fuel further growth in Bredbo. The Canberra Corridor includes Michelago, Bredbo and rural residential communities such as Smiths road and Mt Burra. Most of this growth is anticipated to occur in Michelago if servicing issues can be addressed approximately 2,000 of the 2,660 could be located in Michelago.

The increase of population in each of these towns will result in different dwelling requirements dependent on average dwelling size and occupancy rates. The average dwelling size in the Snowy Monaro region is 2.2 people per dwelling. While this rate has been trending down in recent years, it is expected to remain around this point. It is likely that the average dwelling size we stay between 2 and 2.3 over the next 20 years. Table 23 below shows how many dwellings will be required to house the increase in population in the townships of the Snowy Monaro. Michelago is not included as the demographic trends, and dwelling implications in Michelago will be further examined as part of the Masterplan.

Table 20 - Population Scenario's Implied Dwelling Implications by Township

Town	2026	2031	2036	2041	Total
Cooma	331	176	184	192	883
Jindabyne*	531	274	633	346	1,784
Bombala	8	5	5	6	24
Berridale	150	86	93	102	431
Michelago*	62	68	65	45	240
Total	1,082	609	980	691	3,362

11.2 Residential

The large and dynamic state of the Snowy Monaro Region means it will grow and contract in different locations, and this is due to changing trends in lifestyle, employment and technology. The Snowy Mountains SAP, Snowy 2.0 and the continued growth of Canberra are expected to drive growth in Jindabyne, Berridale, Cooma Michelago and to a lesser extent Adaminaby and Bredbo. The overall impact can only be predicted through best estimations at this stage and will not be fully understood until this growth is occurring. It is crucial that Strategic Planning is proactive rather than reactive. Still, it is also essential strategic planning doesn't distort the viability of development through over or undersupply of land.

11.2.1 Affordability and Availability

Housing affordability and the availability of diverse housing is becoming increasingly scarce across the Snowy Monaro Region. Given the regions large and diverse nature housing markets vary significantly, with some areas much more affordable than others. It is emerging that towns and villages located along the corridor from Canberra to Jindabyne are becoming less affordable and this is putting pressure on people on low-medium incomes in particular. While some of these affordability and availability issues are likely to be attributed to Snowy 2.0, it is important they are addressed comprehensively in a strategic nature.

Increasing supply and diversity in housing is unlikely to be a 'silver bullet' for these issues. Although, strategically greater supply should be pursued to renew housing quality and provide supply for population growth. Affordable housing supply and affordable rental housing will be required to address emerging housing stress issues.

Housing stress is a specific term which refers to households having trouble meeting their financial housing obligations – rent or mortgage payments. For those who are purchasing or renting their dwellings, we use the definition of housing stress used by a number of State Governments across Australia, which is **households in prescribed income brackets, spending more than 30% of their gross household income on either rent or mortgage repayments.**

It is noted that the Snowy Monaro Region fairs better than the NSW average when it comes to housing stress there are areas of ongoing concern. As of the 2016 census the Snowy Monaro LGA had 10.2% of homeowners in mortgage stress and 27.7% in rental stress compared in to 12% and 43.3% average for NSW respectively. Cooma rental market is of significant concern with 38.8% of rental households in Cooma experiencing rental stress in December 2019. The region also has a higher percentage of people on very low incomes experiencing housing stress than can be seen in the rest of NSW.

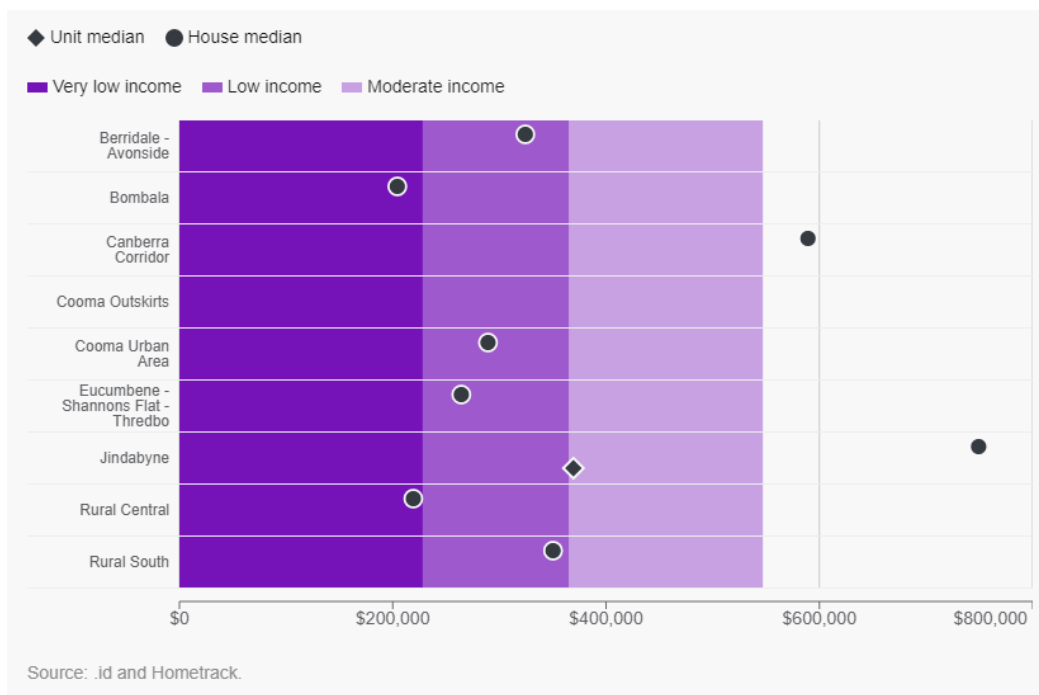


Figure 60 - Dwelling Affordability in the Snowy Monaro

Housing need is defined as 'the aggregate of households unable to access market provided housing or requiring some form of housing assistance in the private rental market to avoid a position of rental stress'⁵

Housing need is estimated for the following groups:

- Homeless
- Marginally housed
- Very low, low and moderate income households in rental stress
- Households in social housing.

Unmet need is based on the groups above, and excludes households in social housing as their need is met.

In some cases, rental stress is only a temporary state. For example, some households within housing stress may have temporarily lower incomes due to short-term unemployment or on parental leave or may be looking to move into a more affordable house after a break up or separation. Many of these households may exit housing stress once they return to work or move house. The latest HILDA report examined persistence of housing stress from one year to the next. The research found that in the 2013 to 2016 period, 49.2% of those in housing stress in year one were also in housing stress in the next year.

To estimate housing need, it is assumed that 50% of rental stress is households in temporary stress. Based on these assumptions, it is estimated that around 284 households in rental stress needed affordable housing opportunities in 2016

Recommendation

- Council undertake an Affordable Housing Strategy

⁵ AHURI, *Modelling housing need in Australia to 2025*

11.2.2 Housing resilience and Energy efficiency

Housing quality is a concern across the LGA. Many homes in the region are a legacy of the Snowy Mountains Hydro-Electric Scheme. While these homes still serve an essential purpose, they contribute to the ageing housing stock. These homes were generally built quickly from lightweight materials with little to no consideration of energy efficiency or liveability.

The Snowy Monaro regions harsh climate makes energy efficient homes vital for liveability and affordability and Council should seek a high standard for new build dwellings to reflect this. The State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004 (BASIX SEPP) limits Councils ability to require energy efficient building standards beyond what the SEPP requires. The BASIX SEPP outlines that Council controls to reduce consumption of mains-supplied potable water or to reduce greenhouse gasses are of no effect when the BASIX SEPP applies.

Recommendation

- Council work with DPE to ensure BASIX requirements meet community expectations. Council explore additional Energy Efficiency Controls in its DCP.

11.2.3 Short Term Rental Accommodation

Short term rental accommodation has resulted in significant impacts to the Jindabyne and surrounding property markets. The proposed regulation of STRA is unlikely to address these issues and is likely to further exacerbate problems around STRA in Jindabyne. It is considered necessary that the Snowy Mountains SAP Masterplan consider alternative measures to regulate the provision of STRA to ensure housing affordability, community cohesion and appropriate safety measures are taken into accounts.

Jindabyne will play a significant role in the implementation of direction 3 of the South East and Tablelands Regional Plan 2036 (Develop the Snowy Mountains into Australia's premier year-round alpine destination). The NSW Government has invested \$2.4million in the preparation of a masterplan for Jindabyne. The 'Go Jindabyne' Masterplan is considering amongst other issues, demographic elements of Jindabyne, including STRA impact on the housing market, which has subsequently evolved into the Snowy Mountains SAP project.

It is expected further data will be available as the SAP Masterplan progresses. Information provided through the Go Jindabyne Masterplan project shows that approximately 30% of all dwellings in Jindabyne are used solely for STRA and that the majority of these properties are investment properties owned by people residing in either Sydney or Canberra.

In 2018, data shows that 18,730 people used Airbnb and HomeAway platforms to book short term accommodation in the Snowy River Region, 95% of these were booking entire homes. Of the Jindabyne properties listed on Airbnb, 69% are reserved for less than 90 days per year, and 95% were booked for less than 180 days.

Below is an extract from the City Plan Jindabyne Housing and Demographics report 2019 as a part of the Go Jindabyne Masterplan process which found STRA is having a disproportionate impact on the Jindabyne housing market.

"This conclusion reinforces that short-term accommodation comes at the expense of certainty for prospective tenants such as permanent residents, for whom long-term housing may be more challenging to secure, particularly in areas where seasonal rental properties are higher than usual.

The impacts of Airbnb on rental supply in large cities such as Sydney and Melbourne tend to be offset by the significant increase in the construction of dwellings over recent years. However as outlined in the historical dwelling approval data, Jindabyne has seen a relatively minor increase in the number of houses being constructed, which is insufficient to offset the high demand for rental properties, in particular during key seasonal periods."

It should also be noted that STRA investment could be at the expense of investment in tourism and/or visitor accommodation due to several elements including rates, and more lenient fire and disabled access requirements. This could lead to an under-provision in tourist and visitor accommodation products which have more significant social benefits than STRA. STRA accommodation makes up 41% of the total utilised by domestic visitors to Jindabyne; in comparison, hotels make up 32%.

The cost of dwellings in Jindabyne over the past 5-years has increased by approximately \$242,000. This has been due, in part, to the rising investment in properties for STRA. As shown in figure 61, the median house price in Jindabyne is now not considered affordable to people on a moderate income.

As property prices have increased, so have rental prices and increasingly long term rental stock is being taken off the market in preference of STRA. As such, action is required from both Local and State Government, although the ability only to restrict STRA to a minimum of 180 days is not considered adequate. As outlined above, 95% of STRA dwellings were booked for less than 180 days. As was highlighted in Council's earlier

submission, regulating the number of 'available days' for STRA does not guarantee that premises would be available for longer-term accommodation in off-peak periods.

It is anticipated that the Snowy Mountains SAP may present an opportunity to address these issues through better regulations in the AP SEPP. The AP SEPP will have the ability to 'turn off' other SEPPs either completely or in part to ensure planning policy aligns with the vision of the masterplan for the area.

The draft regulations did propose fire safety standards (FSS) as part of the regulation for STRA however, the further consideration of fire safety is likely to be required in the final code to address ongoing issues. For these standards to be effectively implemented there must be a clear understanding of what compliance responsibilities sit with which State Government agencies and what compliance burdens sit with Council.

The Draft Code of Conduct outlined requirements for booking platforms to advertise STRA properties. The Draft Code of Conduct excludes 'tourist and visitor accommodation' within the meaning prescribed by the Standard Instrument (Local Environmental Plans) Order 2006. It should be noted a large number of STRA currently in operation in Jindabyne were granted consent as a holiday dwelling under the Snowy River Local Environmental Plan 1997.

Many of these holiday dwellings operate with existing use rights and may not comply with proposed STRA regulations as they have more than two beds per bedroom. Holiday dwellings may not be excluded from the code of conduct as they are not defined as 'tourist and visitor accommodation'. As such could be undertaking a lawful use under the Environmental Planning and Assessment Act 1979 but might be considered non-compliant with the code of conduct outlined by the draft Fair Trading Regulation 2019 Amendment.

Recommendation

- Council work with the Snowy SAP team to regulate STRA in the SAP Study Area

11.2.4 Development Types

There are generally three different types of housing development that can occur. **Infill Residential development** occurs within an already established area. This may involve building a second dwelling (dual occupancy) on an existing lot or could come in the form of multi-dwelling housing whether townhouses, units/apartments, terrace housing, villas or mixed-use developments. There are many advantages to infill development, including that infrastructure is existing. That development tends to occur close to shops, services and employment. Negatives of this type of development are that it may impact on streetscape, character or heritage value, particularly in established low-density areas.

The zones which are utilised to facilitate infill development include R1 General Residential and M1 Mixed Use. Infill development may occur in other zones, including E1 Local Centre and E2 Commercial Core; however, the primary purpose of this zone is commercial development. As such residential development should only be part of a mixed-use development with a retail component such as 'shop top housing'.

R1 General Residential – is a flexible residential zone to provide a variety of housing densities from detached dwelling houses to residential flat buildings. It is recommended that this zone is utilised in residential parts of townships across the LGA, particularly in areas which are close to town centres or other services.

Objectives

- To provide for the housing needs of the community.
- To provide for a variety of housing types and densities.
- To enable other land uses that provide facilities or services to meet the day to day needs of residents.
- To encourage residential development that has regard to local amenity and in particular public and private views.
- To provide for a range of tourist and visitor accommodation compatible with the surrounding residential character
- To integrate new development with the established settlement pattern and character.
- To focus higher density residential development in areas closer to the town centre.

M1 Mixed Use – this zone is designed to provide for a variety of residential and commercial uses. It may ease the transition between residential and commercial areas. This zone is also appropriate for tourist and visitor accommodation type uses to limit potential conflict in more traditional residential areas. This zone should be provided around zone E2 Commercial Core. It may be appropriate around some other town centres to allow for commercial expansion and to limit potential land-use conflicts.

- To provide a mixture of compatible land uses.
- To integrate suitable business, office, residential, retail and other development in accessible locations to maximise public transport patronage and encourage walking and cycling.
- To promote development that enables a transition from residential to commercial land uses

R3 Medium Density Residential - is a standard instrument zone that can also be used to provide infill development of a consistent medium density. This zone could be used near town centres; however, it is not considered necessary at this stage. R3 Medium Density may be a suitable zone in Jindabyne or Cooma but only if demand justified the need for a consistent higher density zone outside the flexibility of zone R1 General residential.

Objectives of zone

- To provide for the housing needs of the community within a medium-density residential environment.
- To provide a variety of housing types within a medium-density residential environment.
- To enable other land uses that provide facilities or services to meet the day to day needs of residents.

Greenfield residential development is the most common, and this is a new suburb or subdivision that occurs on the edge of town. This allows for the development of new housing and neighbourhoods and is generally of a low density due to it usually occurring on the fringe of towns.

R2 Low-Density Residential zone is considered the most appropriate to use in these areas, as it provides a cohesive detached dwelling type development on the fringe of town.

R1 General residential zone may also be appropriate where a variety of densities may be preferred. However, this can lead to poor outcomes with higher density development located further from services and in a dispersed and non-consistent manner. R1 General Resident zone should only be used for greenfield area when recreation and commercial services are within proximity, e.g. within 800m (10min walk).

Rural residential development is a sought-after development type in the Snowy Monaro region. The lifestyle attraction of a rural area includes space for families to live and grow, and many see rural residential living as providing this opportunity.

While in high demand, rural residential living brings with it some concerns. This includes a lack of knowledge regarding weeds management and domestic animal management. This frequently leads to land use conflict with rural landowners, particularly farmers. Disputes also arise from rural residential lots and the pollution which comes from standard agricultural industries such as noise from stock or air from weed spraying. The NSW Governments right to farm policy deals with these issues in greater detail.

Rural residential areas are difficult and expensive to service, as services are spread across large areas with a relatively low population. While these issues aren't insurmountable as outline by the Snowy Monaro Local Strategic Planning Statement, all rural residential areas must be well-planned areas. For this reason, there will only be a few focused areas across the whole snowy Monaro identified for rural residential type development.

Greenfield sites must consider how to build a sustainable neighbourhood using principles effectively.

- connected, compact and walkable neighbourhoods with a recognisable focal point and local identities
- variety of housing types and densities
- mixed-use communities
- reduced car dependency and increased travel choice
- protection of natural environment and place values
- efficient use of infrastructure.

Two types of land zoning can be utilised for rural residential development; zones R5 Large Lot Residential and E4 Environmental living.

C4 Environmental Living – this zone is for large-lot residential type development in a rural setting. This zone is generally intended for land with specific environmental or scenic values. Lot size should vary depending on access and biodiversity value. This zone should also provide for small scale rural and agricultural uses.

- To provide for low-impact residential development in areas with special ecological, scientific or aesthetic values.
- To ensure that residential development does not have an adverse effect on those values.
- To encourage development that is visually compatible with the landscape.
- To minimise the impact of any development on the natural environment.
- To ensure that development does not unreasonably increase the demand for public services or facilities.
- To minimise conflict between land uses within the zone and land uses within adjoining zones.

R5 Large Lot Residential - is a zone which provides for residential uses on large lots, e.g. rural residential type developments. Lot size should vary based on access to services, topography, biodiversity value and surrounding agricultural land uses. This zone is restricted to specific areas surrounding townships and villages identified in this strategy.

- To provide residential housing in a rural setting while preserving, and to minimise impacts on, environmentally sensitive locations and scenic quality.
- To ensure that large residential lots do not hinder the proper and orderly development of urban areas in the future.
- To ensure that development in the area does not unreasonably increase the demand for public services or public facilities.
- To minimise conflict between land uses within this zone and land uses within adjoining zones.
- To promote an innovative and flexible approach to rural residential development.
- To enable non-residential development, including small scale agricultural uses, to be carried out where compatible with the rural character of the locality
- To provide a buffer between urban development and broadacre rural and environmental areas.

It is anticipated that R5 Large Lot residential zoning will be the most appropriate zone for many rural residential communities across the region. Zone C4 Environmental living should be used in the case that there is an underlying environmental value in the area. Use of zone E4 Environmental Living may be because of a known nearby endangered ecological community or threatened species or a nearby place of high historical values.

11.2.3 Principal Development Standards

Principal development standards in a Local Environmental Plan include controls such as minimum lot size (MLS), floor space ratio (FSR) and height of the building (HoB). It should be noted that these controls extend beyond residential zoned land and serve essential purposes. In a residential zone, these controls contribute to the desired future character and ensure suitable and expected densities to deliver a diverse housing stock while delivering development that is in line with the desired future character of the area.

While principal development standards are important, they are generally not flexible and do not provide as much detail as may be found in DCP controls. Nevertheless, these principal development standards provide clear development parameters and set clear expectations. These controls should be consistent across the Local Government Area (LGA) where possible. However, specific locations may require a different approach due to land constraints and future desired character.

Zone	Control	Comments
R1 General Residential	MLS – 450 sqm	R1 General Residential zoning tends to apply to residential areas close to town centres and employment areas, and promoting a higher density in these areas is consistent with Council's Strategic framework. MLS in this zone currently ranges from Nil to 700 sqm. A 450 sqm MLS will allow larger blocks of 900sqm to undertake Torrens title subdivisions, providing an alternative option for infill development.
	HoB – 9m	Allows for a generous 2-story building and provides for sloping land. Some areas of Cooma's R1 General Residential have an HoB control of 12m; while this has not been widely utilised, it is recommended that this control remains in these locations.
	FSR – 0.6	An FSR control of 0.6 allows for higher density developments on suitable lots while maintaining an appropriate built form.
R2 Low Density Residential	MLS – 600 sqm	It is noted that Low-Density Residential Zoned areas currently have MLS, which vary from 500 – 1800sqm. 600 sqm lots are the lower end of what may be considered 'low-density residential' and is suitable as a minimum control. A larger MLS may be suitable for areas with environmental constraints or a lack of services.
	HoB – 9m	Allows for a generous 2-story building and provides for the development of most 2-story dwellings on sloping land.
	FSR – 0.4	An FSR control of 0.4 would mean that a maximum gross floor area of a development on a 600sqm lot would be 240 sqm which is considered suitable for a dwelling house. Larger blocks may be suitable for dual occupancies. The FSR control will limit the bulk and scale of development, ensuring low-density residential areas maintain a low-density appearance and character.
RU5 Village	MLS – 700 sqm (1800sqm if not sewerred)	700sqm is consistent with the smallest lots created in Villages across the Snowy Monaro. Most lots in Villages are larger than 700 sqm but this would allow for a variety of lot sizes to be created consistent with expected village character. 1800sqm is the

		minimum set for villages which do not have reticulated sewer, this is to provide for on-site sewer management systems.
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Recommendation

- Investigate a consistent approach to principal development standards under part 4 of the Local Environmental Plan.

11.3 Cooma

11.3.1 Infill

It is considered that land-use planning must appropriately respond to changing demographics in Cooma over the next 20 years. The two largest demographic shifts include an increase in an ageing population and an increase in the lone person households. This is a trend across the LGA and is expressed in the Snowy Monaro Local Strategic Planning Statement.

These changes in demographics over the next 20 years will increase the need for a diverse range of housing types. Infill development is going to play a significant role in providing this type of development. Zone E2 Commercial Core offers the opportunity to develop shop-top housing which will provide greater housing options close to services. The Cooma CBD Masterplan should consider appropriate locations for this type of development and ways to offer exact parameters for development.

This principle of providing increased density around existing services is a sound one, and something Council has heard from the community. This principle can be expanded into zones MU1 Mixed Use and R1 General Residential. These zones should be applied near services and town centres. The purpose of zone MU1 mixed-use is to facilitate business uses which reinforce town centres and provide for medium density housing such as multi-dwelling housing, residential flat building and shop top housing.

Zone R1 General Residential differentiates itself from zone R2 General Residential by being applied closer to services and providing a variety of residential densities, including multi-dwelling housing and residential flat buildings. This zone should be utilised to provide a variety of residential densities and dwelling types including low rise medium density through dual occupancies, multi-dwelling housing and residential flat buildings. This zone also provides for single dwelling houses and as such higher density housing must be of an appropriate scale to contribute to the streetscape and neighbourhood character of the area.

Zone R1 General Residential provides a flexible range of residential development types and is generous in terms of planning controls with 12m (3-4storey) Height of Building Controls (HoB). However, infill development does not seem to be occurring, and this is contributing to a lack of housing diversity. It is recommended that Council use zone MU1 Mixed-Use to encourage infill development by facilitating medium density development through multi-dwelling housing, residential flat building and shop top housing. As such it is recommended Council prohibit dwelling houses and dual occupancies in zone MU1 Mixed-use to encourage infill development further.

The recent explanation of intended effect (EIE) that the NSW Government have put out on a proposed housing diversity SEPP identified a few new land use definitions. One of the land use definition for 'build to rent' development could serve an essential purpose in Cooma by providing affordable rental accommodation in a central location. 'Build to rent' is proposed to be defined as a building or place that:

- contains at least 50 self-contained dwellings that are offered for long term private rent;
- is held within single ownership;
- is operated by a single management entity; and
- includes onsite management.

This strategy targets the potential of 50% of this growth in Cooma to be accommodated by infill development. Changes to land zoning and reduction to minimum lot size (MLS) will contribute to achieving this outcome. It should be noted that there are currently significant infill opportunities in the current zoning of Cooma. Still, perceived community opposition to denser forms of development and a reluctance from industry has resulted in little development of this type over recent years.

It is recommended that the areas bound by North Street and Cromwell Street Shown in figure 62 are rezoned to zone R1 General Residential to facilitate potential infill in appropriate locations close to services.

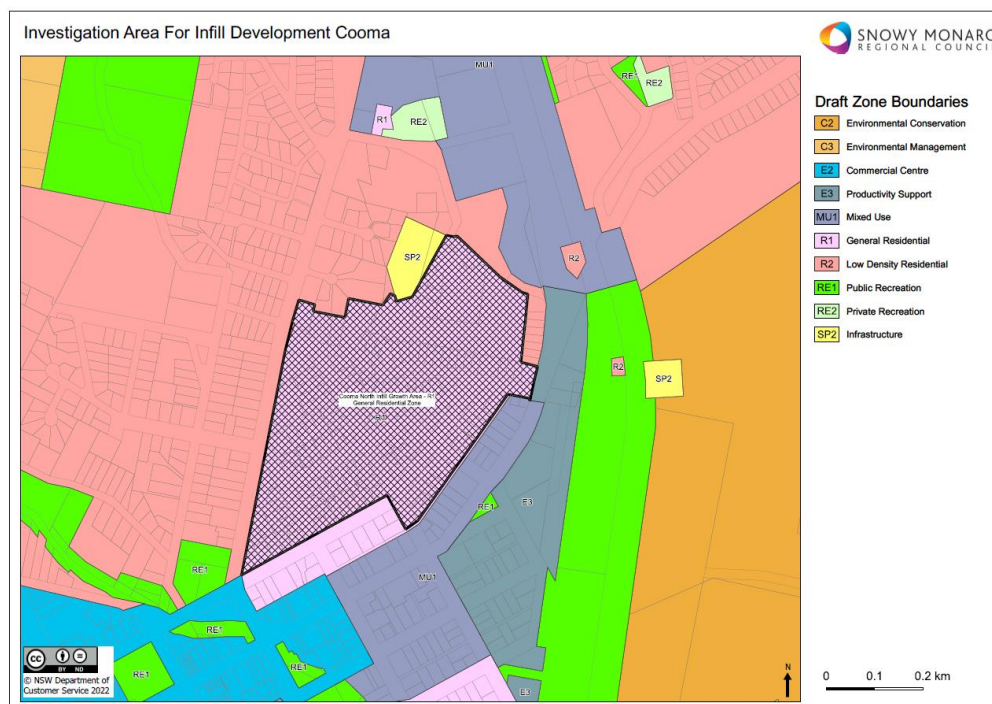


Figure 61 - Investigation Area for Infill Development Cooma

Zone R2 General residential applies to suburban land generally further from services. Dual occupancies are considered the highest density development appropriate for this zone, and this should only apply to lots over 1000sqm. This allows a generally consistent low-density streetscape which residents expect in these areas.

11.3.2 Housing Greenfield

Cooma North – Urban Growth Area

In recent years Cooma has generally been growing north. Most of the land zoned appropriately for residential development has now been developed. It is considered that Cooma Creek provides a natural barrier to urban growth. It is recommended that no further intensification of zoning takes place along the creek to protect water quality in the Cooma creek. As such, no zoning or minimum lot size changes are considered appropriate.

The area south of Snowy River Creek Avenue to Yallakool Road has a minimum lot size of 4000sqm. The site is constrained by biodiversity values, two stormwater depressions, sewerage pumping station and electricity transmission lines. The stormwater depressions provide a co-location opportunity for a recreation corridor.

It is considered the biodiversity values could be incorporated into an open space corridor as part of any potential subdivision. Due to the constraints, the 4000sqm MLS is considered appropriate to allow lot layouts which respond to these constraints.

The size of Cooma allows for active transportation to make up the majority of internal trips made. It is considered appropriate that this area focusing predominantly on moving people by walking and cycling, which can be achieved via active travel corridors. It is considered appropriate to incorporate foot and cycle paths along these corridors into section 7.11 contributions plan for the area.

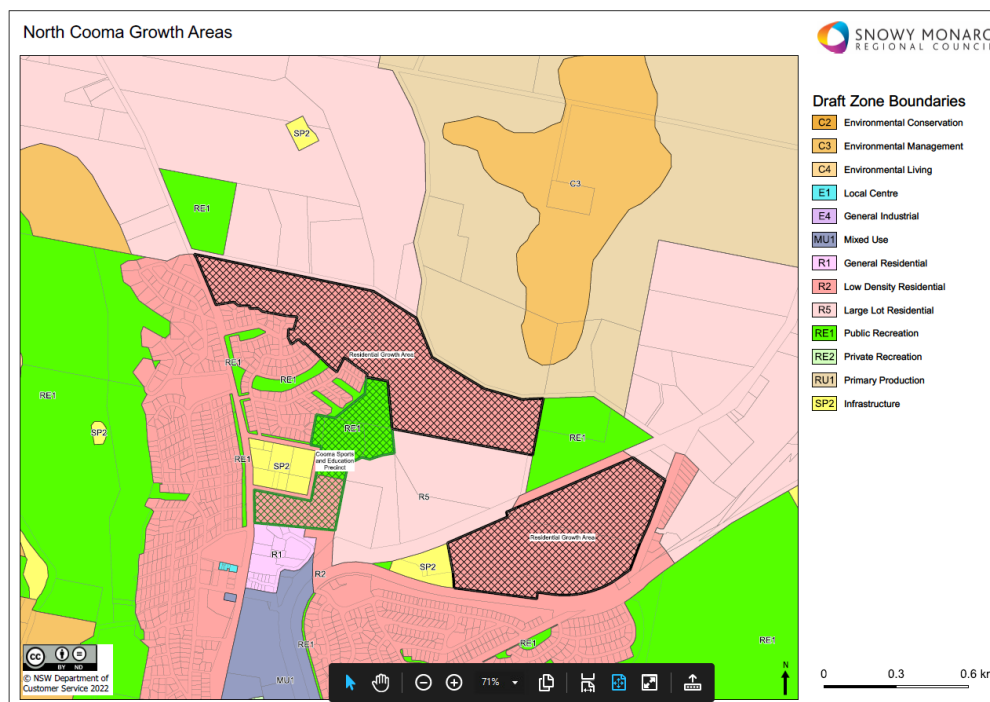


Figure 62 - North Cooma Growth Areas, Cooma

To the south of Yallakool road zoned R5 Large Lot Residential has an approved subdivision of 68 lots. It is considered that while this may be a useful development to deal with existing demand. It is believed that this area's capability with water and wastewater infrastructure, limited biodiversity value and connectivity makes it an important strategic site for future residential supply. It is recommended that zone R2 Low-Density Residential and a reduction in the minimum lot size would be appropriate to allow continuity in urban residential growth for Cooma.

Mittagang road is the primary collector road which would serve this area. Yallakool road is expected to act as a minor collector connecting access streets to Mittagang Road and the Monaro Highway. Driveway access to Mittagang and Yallakool Roads should be avoided if possible and only permitted for new developments where vehicles can enter and exit in a forward direction.

Recommendations

- Include a local provision in LEP providing residential development buffer from sewerage services such as STP and pump stations.
- Investigate the potential to rezone lot 101 DP 1183622 from R5 Large Lot Residential to R2 Low-Density Residential and reduce the minimum lot size accordingly.
- Apply minimum lot sizes and zonings which reflect biodiversity values, natural hazard and access to services.

Dairymans Plains/Pine Valley – Long Term Growth Precinct

Following the development of land at North Cooma, a new Greenfield location will need to be identified. Potential sites could be Dairymans Plains/Pine Valley area. This area provides a large flat area with relatively few biodiversity constraints. The primary limitation in this area is the lack of reticulated sewerage and water infrastructure. The Water and Wastewater unit are currently undertaking a feasibility study into reticulated water provision for the site. If deemed successful, it is considered appropriate to undertake a feasibility study into sewerage for the area before a potential urban zoning, or minimum lot size is finalised.

It is recommended that the land is rezoned to an appropriate rural zone with a minimum lot size consistent with preventing fragmentation while further investigation is carried out. It is considered that if the provision of water and wastewater services is feasible that this location should be master-planned to assess population and business potential of the area. The unconstrained and flat nature of the land could allow it to provide housing for up to several thousand people. Demand for this development is likely to occur outside of the 20-year planning

horizon of this strategy.

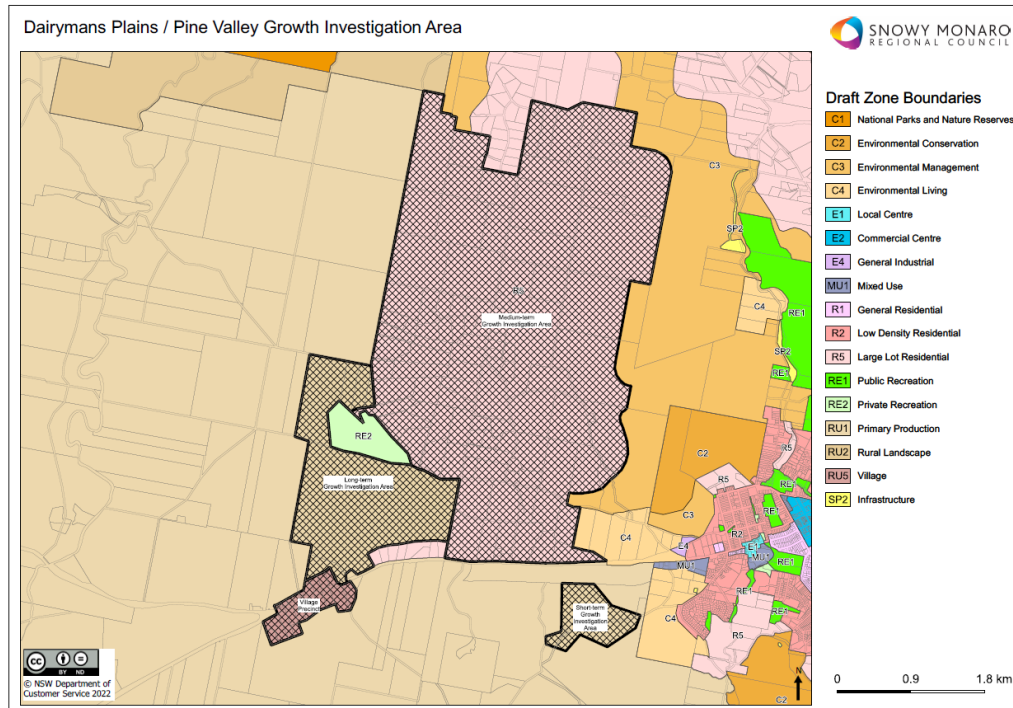


Figure 63 - Dairyman's Plains/Pine Valley Growth Investigation Areas

It is recommended that Council monitor development applications in Cooma and if demand justifies further investigate this area. When demand is sufficient, a structure plan should be undertaken for the area including a site-specific DCP for the site limiting access points to Snowy Mountains Hwy and detailing service accessibility.

The rural residential precinct at Dairyman's Plains will likely provide the primary location for rural residential growth at Cooma. It is expected development in this area is monitored, and lower MLS could be considered for areas with suitable access to a sealed road network and a lot size, which allows appropriate protection and enhancement of biodiversity values.

Recommendations

- Rezone land identified to an appropriate rural zone with a MLS to prevent fragmentation. If demand justifies, develop a Structure Plan for Dairyman's Plains area.

11.3.3 Rural Residential

Cooma has three existing rural residential areas. These include Binjura, Bunyan and Dairy Man Plains. It is recommended that these areas are maintained, and rural residential zonings are investigated around the south of Cooma.

Binjura rural residential precinct is located north of Cooma between Yallakool road and the Murrumbidgee River. Mittagang road acts as the primary collector road for the area connecting down into Cooma. It is recommended investigations are undertaken on upgrading and connection of Bidgee Road and Murrells road. This would provide a northern link to the Monaro Hwy and offer better connectivity residents along with an exact alternative route in the event of an unforeseen road closure.

Development in Binjura should consider significant biodiversity that surrounds the area. Including the high biodiversity values around the Murrumbidgee River and the Cooma creek. The Binjura rural residential area has two distinct minimum lot sizes. The area south of the Cooma Creek has an MLS of 4000sqm, while the area north of Cooma Creek has an MLS 2ha.

Bunyan is a rural residential area located north of Cooma in the locality of Bunyan. This area is located off the Monaro Highway and Binjura road acts as the primary collector road for the area. The intersection of Binjura Rd and the Monaro Hwy is a point of concern. At the same time, there are adequate site lines the lack of dedicated turning lanes for deceleration has a significant impact on traffic along the Monaro Hwy. An intersection upgrade here is considered a priority.

Development in the Bunyan should limit the visual impact from the Monaro Highway and consider vehicular access needs. The new SM LEP should include a clause to clarify subdivisions in split zones.

To the west of Cooma, there is a large area of land zoned R5 Large Lot Residential in the Dairymans Plains area. This area of zone R5 Large Lot Residential covers a large area of high biodiversity values. Currently, lot averaging is utilised to protect biodiversity value. This area should be further investigated regarding the suitability of zone R5 Large Lot Residential. It is considered that due to high surrounding and underlying biodiversity values that E4 Environmental Living may be a more suitable zone while keeping the 8ha lot size. Lot averaging down to 2ha should also be maintained through this should only be supported by Council when protecting biodiversity values this must be reflected.

As these existing areas around Cooma have mostly been developed there is potentially a need for small areas of rural residential development in the immediate future. To the south of Cooma along Maffra Road, there is land zoned RUI Primary Production which is not suitable for primary production due to lot sizes, previous uses and vegetation coverage. It is considered appropriate that the Council works with landowners to establish biodiversity value of the land and zone it appropriately.

Zone E3 Environmental Management is considered an appropriate zone for the land of high-medium biodiversity value. Zone E4 Environmental Living may be applicable for land with lower value vegetation. A higher density development such as 2-8ha lots may be suitable, particularly the areas of lower biodiversity values and impacted by weeds due to the land's proximity to the Centre of Cooma. The subject area is not compatible with reticulated water and sewer as such an absolute minimum lot size of 2ha would need to be provided to provide room for onsite water and wastewater management.

Recommendations

- 50. Introduce a clause for the SM LEP addressing subdivisions relating to split zones.
- 51. Review lot averaging clause in LEP to ensure environmental protection is afforded.
- 52. Work with landowners to investigate the zoning of rural land south of Cooma and consider appropriate use of Environmental Protection Zones to protect biodiversity values well providing for limited development potential.
- 53. Council may consider planning proposals in this area which reduce the minimum lot size if:
 - Development proposed does not pose an adverse risk to the area's ecology.
 - If the proposal can demonstrate the risks posed by natural hazards (flood, drought and bushfire) can be effectively managed.
 - If the proposal can demonstrate adequate sealed road access.
 - The minimum lot size (MLS) proposed is not below 2ha (lower MLS may be considered if reticulated water and sewer can be provided)

11.4 Jindabyne and the Snowy Mountains SAP

The NSW Governments Snowy Mountains SAP project provides a vision and plan for the growth and development of Jindabyne and the surrounding areas. The SAP identifies a need to accommodate

approximately an additional 5,000 people over the next 40 years and 4,000 people over the next 20 years⁶. While much of this growth will occur in Jindabyne it is expected the lakeside communities of Tyrolean Village, East Jindabyne and Kalkite will experience some of this growth.

11.4.1 Town Centre (infill)

The Jindabyne Town Centre is describe in the draft Special Activation precinct as having an important strategic role in providing services and housing diversity along with a place for the community and visitors to gather. The Town Centre focuses on defining the town centre, revitalisation of the public realm, strategic redevelopment and access improvements to create a more vibrant, attractive and integrated town centre. It will allow Jindabyne to be a modern and vibrant 'Alpine Village' that supports year-round tourism and a thriving local community (Department of Planning, Industry and Environment, 2021).

The SAP structure plan sets out a strategic overview of the land uses, key civic sites for investment and renewal, redevelopment opportunities and transport connections to facilitate a balanced mix of commercial, tourist, housing and community uses and services (NSW Government Department of Planning, Industry and Environment, 2021).



Figure 64 - SAP Jindabyne Town Centre Growth Investigation Areas

Recommendations

- Work with the SAP Master Planning Team to ensure use of land zones is consistent to provides for desired future character while achieving relevant infill objectives.

11.4.3 West Jindabyne

The draft SM SAP Master Plan describes The Jindabyne West Sub-Precinct as an area covers around 123 hectares of undeveloped land to the west of the town centre representing the largest residential growth opportunity in Jindabyne. The sub-precinct is bound to the south by the future alignment of the Southern Connector Road and to the north by Kosciuszko Road and the Lake Jindabyne foreshore.

The existing landscape contains areas of tier 1 vegetation and high biodiversity values. Its elevated position provides views to Lake Jindabyne and the Snowy Mountains. As with other undeveloped parts of the lake foreshore, the site lies within the Lake Jindabyne Scenic Protection Area requiring future development to limit visual impacts on the scenic quality of the area. Jindabyne West is well positioned to gain access to the regional road network via Barry Way, Kosciuszko Road and the proposed Southern Connector Road. Most of the sub-

⁶ Pg.16 Snowy Mountains SAP Structure Plan – Part 1

precinct is within one to two kilometres of the core of Jindabyne Town Centre and it is expected that access points and the internal road network will be developed as part of any future subdivision.

There are key considerations across the sub-precinct that need to be managed suitably, including:

- the nearby Jindabyne Aerodrome, including noise impacts and possible Australian Noise Exposure Forecast (ANEF) contours that may apply as the aerodrome grows over time
- Environmentally sensitive land with both Tier 1 and Tier 2 vegetation identified across the site
- Some areas of the site which are steeply sloping that could be developed with appropriate engineering solutions
- Aboriginal cultural heritage with two locations identified on the site, including one in the northwest corner and one within the corridor identified for the Southern Connector Road.

The driver for change is to utilise vacant land in close proximity to the town centre and with access to existing transport and infrastructure to provide a diversity of housing options for the growing population of Jindabyne.

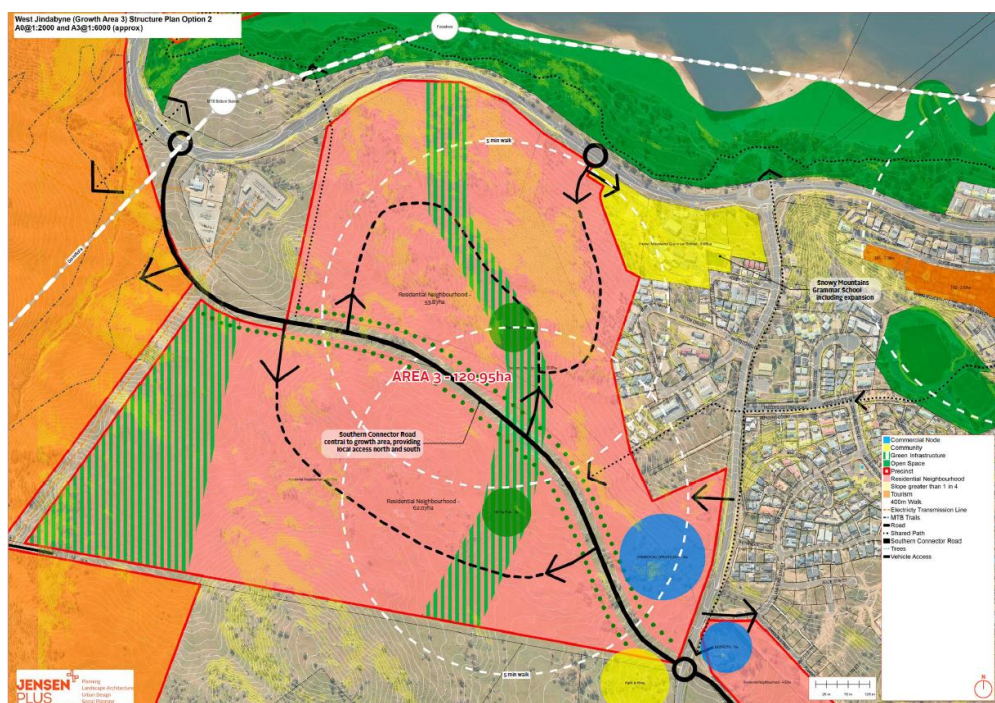


Figure 65 - SAP West Jindabyne Growth Investigation Areas

11.4.4 East Jindabyne

East Jindabyne has a large, undeveloped area of land zoned R1 General Residential. The site owned by Snowy Hydro this may change in the near future and result in a significant residential area between the established areas of East Jindabyne and the Lake foreshore.

Protection of the public access to the lake foreshore is a crucial issue for the East Jindabyne residents and should be enhanced. Lake Jindabyne is owned by Snowy Hydro and is an operational lake. It is also an important recreational and aesthetic asset to the local community.

The planning principles of connectivity and accessibility must be applied to the development and reflected through local planning controls.

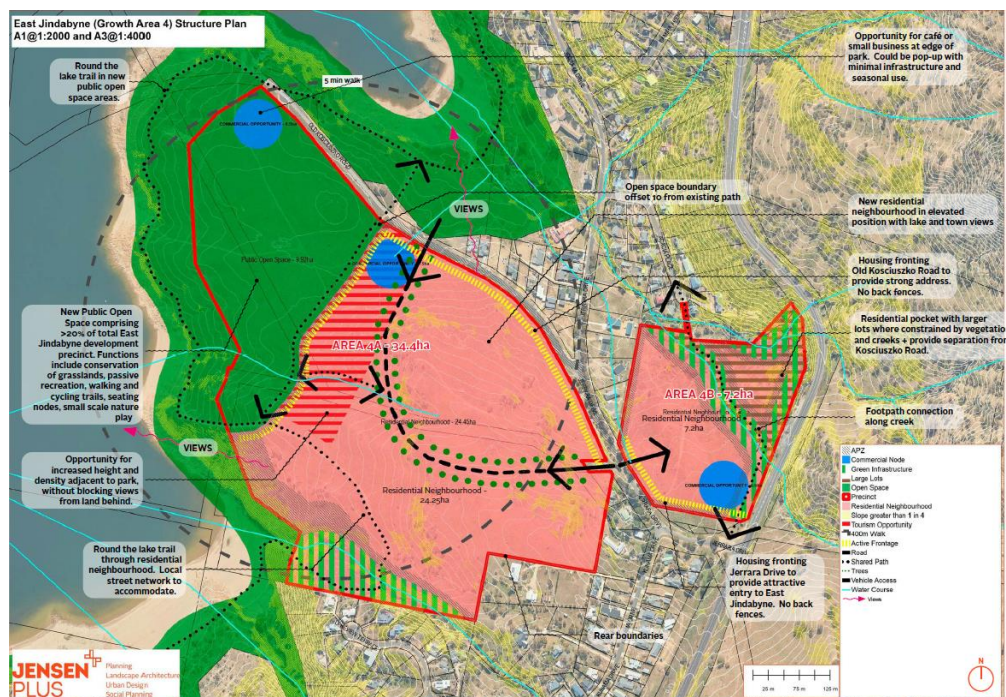


Figure 66 - SAP East Jindabyne Growth Investigation Areas

The draft SM SAP Master Plan Describes The East Jindabyne Sub-Precinct as an area that covers 52 hectares of land overlooking Lake Jindabyne. The existing landscape is largely undeveloped, containing scattered native vegetation and expansive grasslands, including Tier1 vegetation and high biodiversity values.

11.4.5 Kalkite

The Snowy Mountains Special Activation Precinct (SAP) Plan has identified that villages around Jindabyne will support some of its growth over the next 40 years. It is expected much of this development will occur at Kalkite and Berridale due to the existing reticulated water and wastewater services which can be augmented to support further development.

Council should be mindful of the local character of Kalkite as described in section 5.7 of this plan and that any future development should be mindful of Kalkite’s community and local character. Any future development must minimise ecological and heritage impacts, protect view vistas to Lake Jindabyne and provide adequate access and services. Any future developments must consider and effectively manage risks relating to natural disasters including but not limited to bushfire.

Expansion of Kalkite Village should be further investigated and may be suitable subject to the planning proposal process. Any future development should complement the existing village character and provide for densities in keeping with community expectations while providing a variety of housing options.

While the RUS Village zone does permit commercial land uses there is currently no commercial or retail offerings in Kalkite requiring the community to travel to Jindabyne for these services. Consideration should be given to some small scale commercial development to provide services to the local community such as a café, kiosk or general store.

Infrastructure and Services

Kalkite has some infrastructure and servicing constraints that will limit future development. Access to Kalkite is currently via a narrow, steep, windy road that is potentially vulnerable to closure during bushfire events. Kalkite is connected to Kosciuszko Road via Kalkite Road, Eucumbene Road, and Hilltop Road (unsealed). Kalkite’s Road network would need to be upgraded to support any further development.

Addressing transport infrastructure and connectivity to Kalkite is vital to a resilient Kalkite community. Resilient transport infrastructure will provide safety and certainty and allow for improved connectivity with Jindabyne to the south and Berridale and Cooma to the east.

Lake Jindabyne shared trail project is currently underway, seeking to provide a shared trail from Creel Bay through Jindabyne to East Jindabyne and terminating in Kalkite. The shared trail provides tourism and recreational opportunities to Kalkite and will be a significant asset for the community. Kalkite could leverage this asset to provide more tourism-related development and investment, likely to drive commercial development (Tredwell Management Services, 2022).

A feasibility study of the Lake Jindabyne trail was finalised in 2022. This considered, the shared trail project from Creel Bay to Kalkite and also the feasibility of a trail around the north of Lake Jindabyne to complete a loop of the lake. Challenging topography, trail offering constraints, infrastructure cost and land tenure make the trail around the northern end of Jindabyne challenging and likely unfeasible. The preferred option from the feasibility study was linking the southern trail from Creel Bay to Kalkite via water-based transport links (Tredwell Management Services, 2022). The concept for water-based transport on Lake Jindabyne to complete the Lake Jindabyne Shared Trail is shown on the following map.



Figure 67 - Water Based Transport Link

From a recreational perspective, the concept should be designed to transport trail users and their bikes between Jindabyne and the terminus points of the Lake Jindabyne Shared Trail at Creel Bay and Kalkite. The service may also have interim stops, such as at East Jindabyne and Western Lake Jindabyne. The most appropriate vessel and service options will depend upon the specific operator and stakeholder requirements.

The service is likely to be most effective if operated by a private operator on a user pays basis. Government can support this endeavour through undertaking feasibility studies, pilot projects, preparation of commercial prospectus/request for proposals, determining minimum standards, planning and establishing support facilities, subsidising operations, and procuring vessels.

It is envisaged that the service would operate on a schedule during peak seasons (i.e. summer tourism season), and be available on-demand during other periods. The level of infrastructure required to facilitate this concept will be heavily dependent on the type of vessel selected. Access/egress points may require boat ramps, pontoons or platforms, and will require support facilities such as car parking, ticketing areas, amenities and signage.

Water and Wastewater infrastructure in Kalkite has capacity constraints and will require upgrades to accommodate any future upgrades. While it is noted that some upgrades are underway, further upgrades are likely to be needed to accommodate future growth. Council undertook a water safety scoping study in 2020, which looked at providing safe drinking water in five villages, including Kalkite (HunterH20, 2020). The Study recommended:

To address raw water health and aesthetic hazards it is recommended to construct a new 300kL/day membrane filtration plant on land already owned by council between the raw water pumping station and the community. Due to the location and size of the WTP, raw water pumping upgrades will be required. A new dedicated rising main would be constructed to allow for treated water to be sent direct to the existing Reservoirs to improve the consistency of supply to the community and negate the need to construct a dedicated Chlorine contact tank at the new WTP.

In addition to water and wastewater infrastructure, upgraded electricity and telecommunications infrastructure is vital to ensure adequate infrastructure is provided to service the growing Kalkite community.

Any future development must address not only the infrastructure constraints but also the natural constraints present in Kalkite. Council may consider planning proposals in the area mapped below if:

- Development proposed does not pose an adverse risk to the area's ecology and biodiversity value.
- If the proposal can demonstrate that the risks posed by natural hazards (flood, drought and bushfire) can be effectively managed.
- If the proposal can demonstrate adequate road access and transport infrastructure.
- If the proposal provides suitable services and infrastructure to support development.
- The proposed minimum lot size (MLS) is consistent with the desired future character for Kalkite.
- Staged to allow for orderly and contiguous growth and to allow for required infrastructure upgrades.

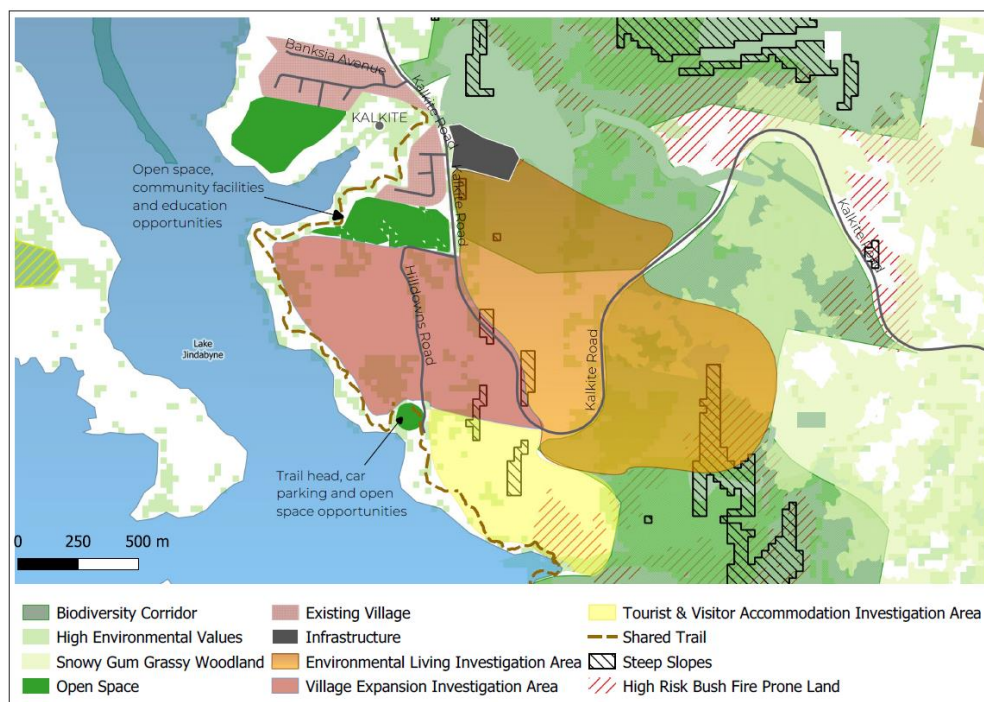


Figure 68 - Targeted Investigation Areas for Potential Growth, Kalkite

Targeted investigation areas for Kalkite have been identified south and east of the existing village. Directly south of the current Village is Crown land which may offer the potential for community and recreational facilities. Depending on the growth of Kalkite, this site may provide opportunities for other services, such as education. Directly south of this is an area of relatively flat land which runs parallel to the lake. This area could be suitable for an expansion of Kalkite village while protecting areas of biodiversity values.

On the southern side of the village expansion, the investigation area could provide a suitable location to co-locate recreation facilities and a trailhead for the Lake Jindabyne Shared Trail. This area may include parking, toilet facilities, a playground, and potentially a jetty or pontoon. A Café or kiosk could co-locate in this vicinity to provide some small-scale commercial offerings.

To the southeast of the potential trailhead, the site is subject to further investigation of bushfire risk and biodiversity values, some potential for boutique tourist and visitor accommodation and potentially some limited residential development stage to be contiguous with a village expansion to the north.

The eastern area is relatively constrained with slope and high-quality ecological values; however, there may be potential for some targeted low-impact rural residential and environmental living opportunities. Any development in this area must be carefully designed to avoid areas of high biodiversity values and limit visual impacts to and from Lake Jindabyne.

The three rivers development provides an opportunity to offer some additional tourist and visitor accommodation and communal facilities. However, there may be opportunities to investigate environmental living on this site to provide limited residential accommodation.

Recommendation

- Investigate infrastructure contributions options including site specific contributions plans for Kalkite.

11.5 Bombala

11.5.1 Infill and Greenfield

Bombala's only urban residential zone is R1 General Residential, and this is not recommended to change. It is considered that all areas of zoned R1 General Residential in Bombala are close enough to the centre of town for that zoning to be warranted. The zoning provides for a variety of residential densities including Residential Flat

Buildings, multi-dwelling housing, dual occupancies and dwelling houses. This variety is considered appropriate as there is a need for a variety of housing types in Bombala and townhouses or small RFBs may be suitable around the town centre.

Bombala would benefit from more precise planning controls guiding development. Existing planning controls while flexible are unclear and left up to individual interpretation. There is undoubtedly a place for flexibility in the planning framework. However, development controls should provide clear guidance for development. As such it is recommended in Bombala an MLS is introduced for zone R1 General Residential. Zone R1 General Residential covers existing residential areas of the Bombala Township and currently does not have an MLS for subdivision purposes leading an appropriate lot size to rather be determined based on a merit-based assessment. It is recommended an MLS of 500sqm is implemented in the R1 General Residential areas. A 500sqm MLS provides flexibility for subdivision while also providing a precise minimum lot size. Acceptable to be in keeping with the rural town character of the town but still an appropriate size for a house to be built.

Zone E1 Local Centre is the zoning which covers the town centre of Bombala. The zone extends into residential areas away from the main street. The retail sector is vastly different today, and expansions of commercial space are considered unlikely, not just in Bombala but in regional towns across Australia. Consolidation and enhancement of shopping precincts are now vitally important for their survival, and this is no different in Bombala. As such it is recommended the residential lots fronting Young Street are rezoned R1 General Residential.

Outside of this, it is not proposed to rezone land in Bombala to zone R1 General Residential as there are large undeveloped parcels of this land located around the township. It is recommended that Council monitor these parcels and reconsider zonings around Bombala when they are in the process of being developed.

Recommendation

- 54. Council create a list of large undeveloped lots in Bombala and monitor the development of these.

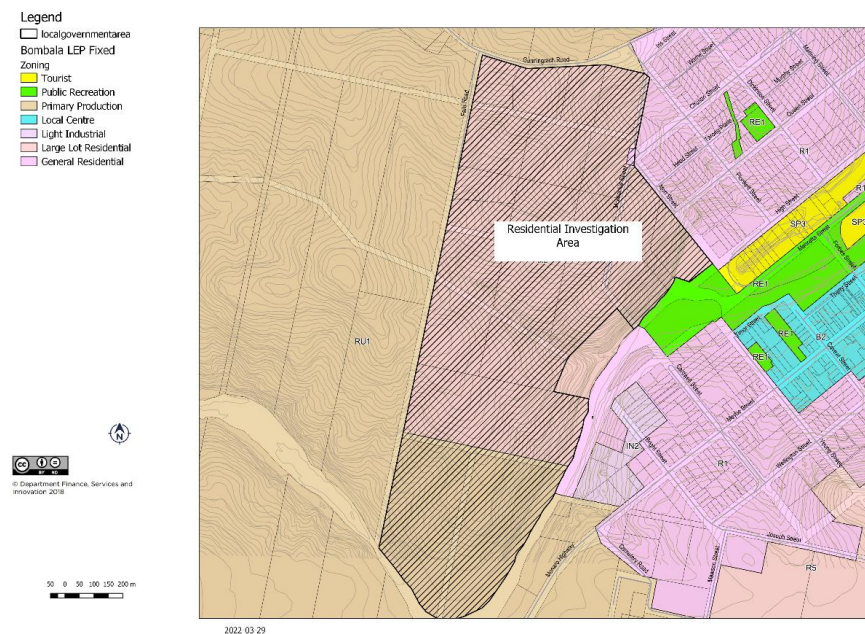


Figure 69 - Residential Investigation Area Bombala

Recommendation

- Support planning proposals to diversify housing supply in Bombala consistent with the LSPS

11.6 Berridale

11.6.1 - Zoning

Berridale's current zoning is zone RU5 Village with a 5km ring of rural residential zoned land around it. The RU5 Village zone is flexible to provide a variety of commercial, light industrial and residential uses to be carried out. This is based on a small village where much of this commercial activity and residential growth happens

organically. Berridale has outgrown this zoning and has, to a certain extent, already created segregated clusters of commercial and residential. It is proposed to formalise these clusters via land-use zoning.

As identified in the employment lands section of the Settlements Strategy Berridale's town centre focused around the highway will be zoned E1 Local Centre, enhanced and formalised. It is recommended that zoning densities steadily decrease from here. Zone MU1 Mixed Use is proposed around the E1 Local Centre zone, to provide flexibility for commercial activity to occur outside of the E1 Local Centre. This will allow for organic commercial growth to emerge as the town grows while also not detracting from the town centre due to its proximity. The MU1 Mixed use zone will also create an excellent opportunity for infill by providing medium density housing around the town centre and in a short walking distance of services.

The remaining existing residential areas of the Berridale Township are proposed to be zoned R1 General Residential. This provides a similar variety of housing typologies which the village zone allowed but limits commercial and industrial land uses to avoid conflict and not to undermine the role of the town centre. It is proposed that this area has a decrease in the minimum lot size to 500sqm; this will allow for limited amounts of infill. It is providing potential Torrens title subdivision options for properties over 1000sqm which may be preferred in some instances over strata title.

The current area to the east of the town identified as a land release area remains mostly undeveloped due to constraints around development until a site-specific DCP is developed. It is noted there are several constraints with this area. Of most concern is the compatibility of the southern portion of the site which is not compatible with reticulated water. It is recommended that this area is rezoned R2 Low-Density Residential.

Areas within the 1% AEP flood event should not be considered for a reduction in Minimum Lot Size. Flood risk should be effectively managed and recommendations from Councils flood risk management plans and studies implemented. Residential zoned land subject to high flood risks may also need to be considered for 'downzoning' to limit future risk posed to human life and property.

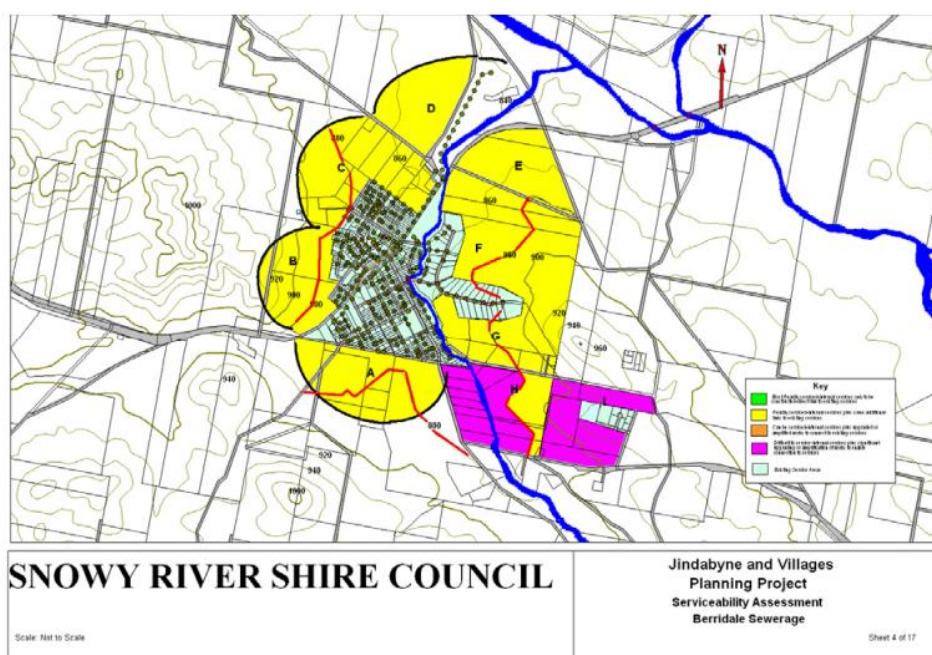


Figure 70 - Service Compatibility of Land in Berridale (Sewerage)

It is recommended that a similar approach is taken to the south of the township with the land compatible with services being zone R2 Low-density Residential with a 700sqm MLS. This provides for lower density greenfield developments on the periphery of town to respond to this ongoing demand which has been seen in recent years in Berridale. Provision of this land will need to be carefully considered with the provision of infrastructure, particularly electricity, water and wastewater infrastructure.

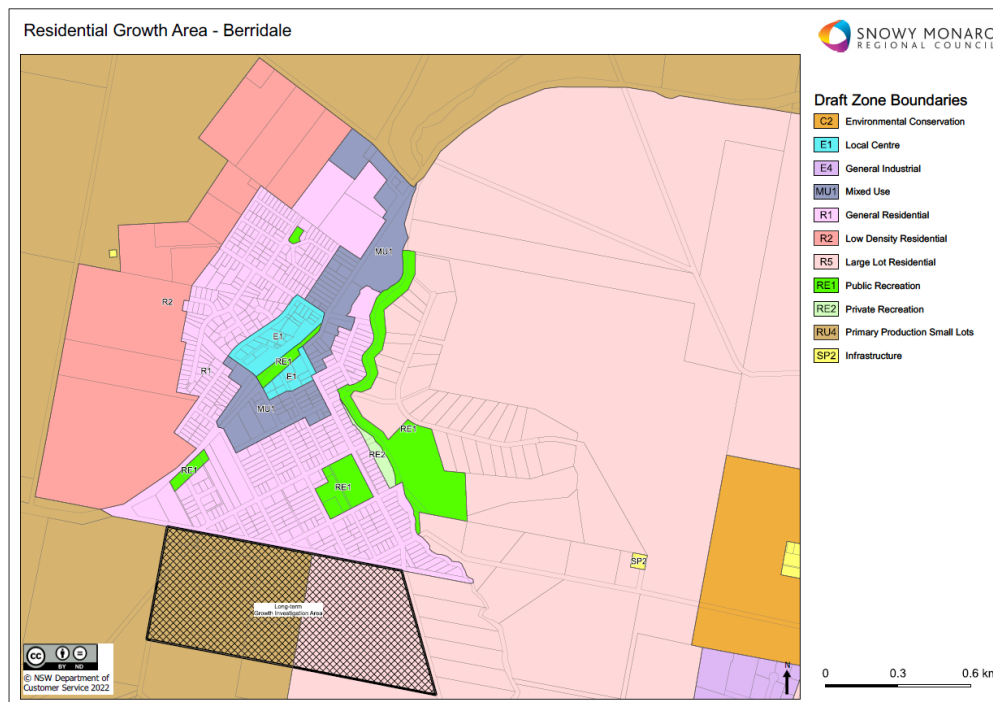


Figure 71 - Residential Growth Investigation Area Berridale

11.6.2 Rural Residential

Berridale currently has a 5km ring of land zoned R5 rural residential around it. The area has many different applicable MLS ranging from 5ha – 150ha. Based on historical place-based planning controls which were used in the former Snowy River Local Government area. The introduction to the standard instrument Local Environmental Plan and then were transferred into the standard instrument through a 'best fit' scenario.

Unfortunately, the standard instrument isn't as malleable to place-based planning as was seen when individual Council areas had greater autonomy over their LEP's. As such a new approach is required to provide for well-planned rural residential areas and focus the rest of this area on primary production on maintaining the productivity of this land.

It is proposed that a variety of lot sizes are provided for in a well-planned rural residential area to the east and south-east of Berridale. The northern section of this area is reasonably compatible with water and wastewater infrastructure. It is recommended that the minimum lot size for this area below 880 AHD be lowered to 8000sqm.

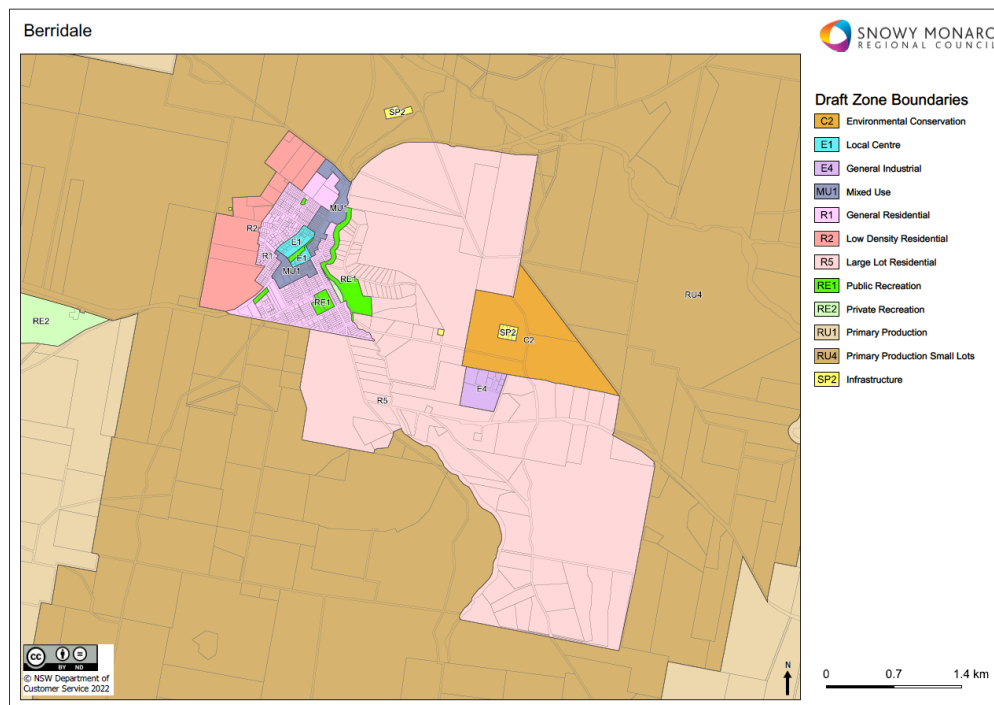


Figure 72 - Proposed Land Zoning Map, Berridale

Recommendations

- Review and refine land zoned R5 Large Lot Residential to provide a consistent well planned area for rural residential development.
- Review land zoned RU5 Village in Berridale and transfer to residential zones where appropriate.

11.7 Michelago

The Michelago Master Plan provides guidance on future residential growth and development of Michelago. The plan identifies potential opportunities to consolidate the existing village with a future growth area identified to the north of the village. It is anticipated that between undeveloped existing zoned land and the future growth area to the north that Michelago has potential to support approximately 240 new dwellings.

13 Recommendations and implementation

Table 21 - Recommendations and Implementation

The Settlements Strategy sets the strategic direction for the Towns and Villages across the Snowy Monaro Region. To ensure the orderly implementation of the Settlement Strategy the document sets out recommendations. Implementation of these recommendations is critical to the success of the Settlements Strategy, it is also important to monitor the implementation of these recommendations to assure that the actions are delivering as intended.

Part 13 of this document is designed as a guide to simplify the process of implementation and monitoring and provide transparency on how the Settlements Strategy will be realised over the short, medium and long term. It is important to note that the Settlement Strategy will be reviewed on a periodical basis and this may lead to revision for a number of reasons including but not limited to a change in community or political direction, legislation or as a result of monitoring.

The items outlined in this plan do not preclude further actions being taken to achieve the outcomes outlined in the plan. Further to this implementation and monitoring measures are indications of approach and may be changed or varied as necessary to most effectively achieve a desired outcome. This part is designed to be an indicator of how the Settlements Strategy may be implemented and monitored.

Timeframes	
Immediate	0-1 years following the adoption of the Settlements Strategy
Short	1-5 years following the adoption of the Settlements Strategy
Medium	5-10 years following the adoption of the Settlements Strategy
Long	10-20 years following the adoption of the Settlements Strategy
Ongoing	Action required when item arises

Recommendations	Timeframe	Relationship to Strategic Documents		Relationship to Delivery Plans			
		LSPS	SETRP	LEP	DCP	Contributions Plan	Other Plans and Strategies
Undertake a review of heritage controls to ensure adequate protection of built and cultural heritage values in Cooma.	Medium	Action 1.3	Action 23.3	✓	✓		✓
Develop a staging plan for greenfield development on the urban fringe of Cooma	Medium	Action 9.1	Action 25.1				✓

Recommendations	Timeframe	Relationship to Strategic Documents		Relationship to Delivery Plans			
		LSPS	SETRP	LEP	DCP	Contributions Plan	Other Plans and Strategies
Implement Recommendations from Flood Risk Management Plans and Studies.	Ongoing	Action 11.2	Action 16.2	✓	✓	✓	✓
Review land use zoning and controls to ensure LEP controls are consistent and compliment SAP Master Plan and desired future character.	Immediate	Action 7.4	Direction 3 Action 24.3	✓	✓		✓
Council advocate for Implementation of SAP Master Plan to be informed by evidence and the local community.	Short	Action 7.4	Action 25.1				✓
Work with the Department of Planning, Industry and Environment (Biodiversity Conservation Division) to investigate biodiversity values around Bombala.	Short	Action 3.1	Action 14.5				✓
Implement recommendations identified in the Bombala Shire Area Heritage Study conducted in 2018	Short	Action 1.2	Action 23.3	✓			✓
Investigate Planning controls that incentivise low impact moveable structures between Maybe Street and the Bombala River.	Medium	Action 6.2	Action 12.2	✓	✓		✓
Undertake an infrastructure Study for Berridale	Medium	Action 11.2	Action 16.2		✓	✓	✓
Implement recommendations from Councils Landscape Masterplan for Berridale Town Centre.	Medium	Action 6.7	Action 12.3			✓	✓
Work with Crown Lands, NSW Government and Local Aboriginal Land Council to progress development of Crown Land zoned for residential development to provide a variety of housing options.	Ongoing	Action 9.4	Action 25.1				✓
Review and rationalise land R5 Large Lot Residential Ring around Adaminaby.	Short	Action 9.5	Action 28.2	✓			
Review suitability of zone RU5 Village and consider implementation of a structured town	Short	Action 9.6	Action 25.2	✓			

Recommendations	Timeframe	Relationship to Strategic Documents		Relationship to Delivery Plans			
		LSPS	SETRP	LEP	DCP	Contributions Plan	Other Plans and Strategies
Amend Minimum Lot Size (MLS) for all land zoned RU5 Village with reticulated water and waste water to 700sqm.	Short	Action 8.3	Action 25.1	✓			
Amend MLS for all land zoned RU5 Village without reticulated sewer to 1800sqm.	Short	Action 8.3	Action 25.1	✓			
Investigate a change of zoning for pt. lots 38 & 39 DP 635407, Bredbo from RU1 Primary Production to R5 Large Lot Residential. Amend MLS from 80ha to 8ha.	Short	Action 8.3	Action 25.1	✓	✓		
Review and rationalise R5 Large Lot Residential Zoning around Dalgety.	Short	Action 5.3	Action 28.3	✓			
Rezone Lots 6 & 7 DP 4259 from zone R5 Large Lot Residential to RU5 Village and amend MLS to 1800sqm.	Short	Action 8.3	Action 24.2	✓			
Monitor development at Numeralla and ensure sustainable land supply.	Medium	Action 8.3	Action 28.2	✓	✓		
Provide appropriate protections for heritage items in Delegate, Bibbenluke and Cathcart as per recommendations in Bombala Area Heritage Study	Short	Action 8.3	Action 23.3	✓	✓		
Consider suitability of RU5 Village zoning at Jerangle	Short	Action 9.6	Action 25.2	✓			
Council undertake a detailed Master plan and Revitalisation Strategy for Polo Flat	Short	Action 6.1	Action 4.2	✓		✓	✓
Investigate or support investigation of expansion of Polo Flat, consistent with the LSPS subject to the planning proposal process.	Immediate	Action 6.1	Action 4.2	✓			
Subject to remediation works on lot 184 of DP 750535 it is recommended that consideration be given to amending zoning of this land to zone E4 General Industrial.	Medium/ Long	Action 6.4	Action 4.2	✓			✓
Undertake a Masterplan for Cooma's CBD. This should consider at a minimum the use of planning controls including heritage conservation, height of building and active Street frontage maps.	Short	Action 6.5	Action 4.2	✓	✓		✓

Recommendations	Timeframe	Relationship to Strategic Documents		Relationship to Delivery Plans			
		LSPS	SETRP	LEP	DCP	Contributions Plan	Other Plans and Strategies
Council monitor development applications for industrial land uses in Bombala and review land zoning if required.	Immediate	Action 6.1	Action 4.2	✓			
Council consider the suitability of the zoning of Dongwa Timber Mill and pursue appropriate employment zone.	Ongoing	Action 6.1	Action 4.3	✓			
Council considers the rezoning lot A and part lot B of DP 201851 from zone IN2 Light Industrial to zone R1 General Residential to reflect existing land use.	Immediate	Action 9.2	Action 25.1	✓			
Council review and rationalise the town centre zone in Bombala to ensure residential uses have appropriate zoning.	Immediate	Action 9.2	Action 25.1	✓			
Encourage adaptive re-use of heritage buildings through DCP controls.	Short	Action 1.2	Action 23.3		✓		
Actively engage with landowners for targeted redevelopment of lots and potentially offer incentives for land to be dedicated back to the public realm in the form of laneways or a town square precinct.	Long	Action 8.3	Action 22.3		✓		✓
Consider suitability of a height of building control over land zoned E1 Local Centre of 12 meters.	Immediate	Action 8.3	Action 24.3	✓			
Amend Berridale's Land Use Zones from RU5 Village to a structured town zoning.	Immediate	Action 8.6	Action 12.3	✓			
Council Prepare an Affordable Housing Strategy.	Short	Action 9.1	Action			✓	✓
Council work with DPE to ensure BASIX requirements meet community expectations. Council explore additional Energy Efficiency Controls in its DCP.	Ongoing	Action 4.2	Action 4.2	✓	✓		
Council work with the Snowy SAP team to regulate STRA in the SAP Study Area.	Immediate	Action 7.4	Action 4.2	✓			✓

Recommendations	Timeframe	Relationship to Strategic Documents		Relationship to Delivery Plans			
		LSPS	SETRP	LEP	DCP	Contributions Plan	Other Plans and Strategies
Include a local provision in LEP providing residential development buffer from sewerage services such as STP and pump stations.	Short	Action 12.4	Action 4.2	✓			
Investigate the suitability to rezone lot 101 DP 1183622 from R5 Large Lot Residential to R2 Low-Density Residential and reduce the minimum lot size accordingly.	Short	Action 9.1	Action 12.3	✓	✓		✓
Apply minimum lot sizes and zonings which reflect biodiversity values, natural hazard and access to services.	Short	Action 9.5	Action 5.2	✓			
Rezone land identified to Rural Zone with a Minimum Lot Size not less than 80 hectares to prevent fragmentation. If demand justifies, develop a Structure Plan for Dairyman's Plains area.	Short	Action 9.1	Action 4.2	✓			
Introduce a clause for the SM LEP addressing subdivisions relating to split zones.	Short	Action 3.1	Action 4.3	✓			
Review lot averaging clause in LEP to ensure environmental protection is afforded.	Short	Action 3.1	Action 4.1	✓			
Work with landowners to investigate the zoning of rural land south of Cooma and consider appropriate use of Environmental Protection Zones to protect biodiversity values well providing for limited development potential.	Immediate	Action 9.1	Action 25.1	✓			
Council may consider planning proposals in this area which reduce the minimum lot size if: <ul style="list-style-type: none"> Development proposed does not pose an adverse risk to the area's ecology. If the proposal can demonstrate the risks posed by natural hazards (flood, drought and bushfire) can be effectively managed. If the proposal can demonstrate adequate sealed road access. The minimum lot size (MLS) proposed is not below 2ha (lower MLS may be considered if reticulated water and sewer can be provided) 	Ongoing	Action 9.5	Action 28.2	✓	✓		
Investigate infrastructure contributions options including site specific contributions plans for Kalkite	Short	Action 10.10	Action 12.5 Action 25.1		✓	✓	

Recommendations	Timeframe	Relationship to Strategic Documents		Relationship to Delivery Plans			
		LSPS	SETRP	LEP	DCP	Contributions Plan	Other Plans and Strategies
Council develop a list of large undeveloped lots in Bombala and monitor the development of these.	Short	Action 9.1	Action 25.1				✓
Support planning proposals to diversify housing supply in Bombala consistent with the LSPS	Ongoing	Action 9.1	Action 28.2	✓			✓
Review and refine land zoned R5 Large Lot Residential to provide a consistent well planned area for rural residential development.	Short	Action 9.5	Action 28.2	✓			
Review land zoned RU5 Village in Berridale and transfer to residential zones where appropriate.	Immediate	Action 8.5	Action 25.1	✓			

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Pathway to a consolidated LEP

The following graphic provides a visual representation of the overall process and the pathway to a consolidated Snowy Monaro Local Environmental Plan.

