

Planning and Strategy Committee of the Whole

AGENDA

10 June 2020

Commencing at 5.30pm

In light of the COVID-19, this meeting will be held remotely.

Presentations can either be made in writing or by attending a Zoom meeting: see Public Involvement at Council meetings on Council's website

QUEANBEYAN-PALERANG REGIONAL COUNCIL

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On-site Inspections - Nil

Council at its meeting of 23 November 2016 resolved (M/N 295/16) as follows:

The Planning and Strategy Committee of the Whole be delegated authority in accordance with Section 377 of the *Local Government Act 1993* to determine matters pursuant to the:

- Environmental Planning and Assessment Act 1979
- Local Government Act 1993
- Swimming Pools Act 1992
- Roads Act 1993
- Public Health Act 2010
- Heritage Act 1977
- Protection of the Environment Operations Act 1997

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Nil

ITEM 4 DECLARATION OF CONFLICTS/PECUNIARY INTERESTS

The provisions of Chapter 14 of the *Local Government Act, 1993* regulate the way in which Councillors and nominated staff of Council conduct themselves to ensure that there is no conflict between their private interests and their public trust.

The Act prescribes that where a member of Council (or a Committee of Council) has a direct or indirect financial (pecuniary) interest in a matter to be considered at a meeting of the Council (or Committee), that interest must be disclosed as soon as practicable after the start of the meeting and the reasons for declaring such interest.

As members are aware, the provisions of the *Local Government Act* restrict any member who has declared a pecuniary interest in any matter from participating in the discussions, voting on that matter, and require that member to vacate the Chamber.

Council's Code of Conduct provides that if members have a non-pecuniary conflict of interest, the nature of the conflict must be disclosed. The Code also provides for a number of ways in which a member may manage non pecuniary conflicts of interest

Recommendation

That Councillors and staff disclose any interests and reasons for declaring such interest in the matters under consideration by Council at this meeting.

PLANNING AND STRATEGY COMMITTEE OF THE WHOLE REPORTS TO COUNCIL - ITEMS FOR DETERMINATION

10 JUNE 2020

6.1 Development Application DA.2019.1116 - Shop Top Housing Proposal - 47 Antill Street, Queanbeyan (Author: Thompson/Perkins)

Reference: DA.2019.1116

Summary

The subject application seeks consent for the erection of a two (2) storey shop top housing development comprising a first floor residence and ground floor office premises.

The subject application was publically notified from 3 September 2019 to 17 September 2019 in accordance with Part 1.8 of the *Queanbeyan Development Control Plan 2012*. No submissions were received within this period.

The initial development application included little to no information regarding the proposed ground floor commercial use which is relied upon for the permissibility of the residential component of the development. Further, it was subsequently established that the apparent office use of the ground floor tenancy falls outside of the definition of shop top housing. While after an extended period of time amended plans were received, insufficient information was received to address staff concerns. The applicant was subsequently provided with another opportunity to address this matter; however, no further information has been received to date.

Despite several requests Council staff have not been provided with sufficient evidence to justify the legitimacy of the proposed ground floor commercial use. As such it is recommended that the subject application be refused.

Proposal: Two (2) storey shop top housing development

Applicant/Owner: Guy Mahony / MT Hill & CA Hill

Subject Property: Lot 13 Sec 10 DP 758862, 47 Antill Street, Queanbeyan

Zoning and B3 Commercial Core under Queanbeyan Local Environmental

Permissibility: Plan 2012

Public Submissions: Nil

Issues Discussed: Adequacy of information

Permissibility

Planning Requirements

Disclosure of Political Applicant Declared no Donations or Gifts to any Councillor or Staff

Donations and Gifts: have been made

<u>Recommendation</u>

That development application DA.2019.1116 for a shop top housing development on Lot 13, Section 10, DP 758862, 47 Antill Street, Queanbeyan be refused for the following reasons:

Reasons for Refusal:

- (a) The subject application was accompanied by insufficient information to determine whether compliance of the proposed development with the relevant development standards and controls could be established in particular:
 - Use of the ground floor tenancy;
 - Adequacy of the off street parking arrangements;
 - Adequacy of the waste storage and collection arrangements;
 - Impacts associated with use of the proposed tennis court; and
 - Compliance of the development with the Building Code of Australia
- (b) Based upon the information provided to date the proposed development is prohibited within the B3 Commercial Core zone under the *Queanbeyan Local Environmental Plan 2012.*

Background

Prelodgement - Prior to the lodgement of the subject application the applicant and owner of the site made representations to Council regarding the lodgement of a development application for the construction of a dwelling on the site. The subject application eventuated once it was identified that shop top housing was the only permissible form of residential accommodation within the B3 Commercial Core zone.

Concern has been raised throughout the assessment process regarding the legitimacy of the proposed use of the ground floor area and the applicant has openly admitted the intention for the area to be utilised for infrequent residential occupation. Council's concern is that the only reason the commercial aspect of the development has been incorporated into the design is to facilitate residential development on the site and, that notwithstanding that this is permissible, the layout of the commercial area indicates that it has been designed to be easily adapted for residential use.

DA.2019.1116 - Timeline

7 August 2019 3 September 2019 – 17 September 2019

24 September 20199 October 2019

12 February 2020

19 March 2020

DA.2019.1116 Lodged Public notification period

Initial request for additional i

Initial request for additional information sent Meeting held between applicant and planning

staff regarding information request

Preliminary amended plans received including minor changes

Subsequent additional information request sent regarding outstanding issues. No further additional information has been received to date.

Proposed Development

The application seeks Council approval for a two (2) storey, shop top housing development comprising a first floor residence and ground floor office premises.

The specific elements of the proposal are:

Ground floor

- Open office area;
- Two small offices each with a wardrobe;
- One (1) medium office area with an ensuite and walk in robe;
- Laundry;
- Bathroom including a bath tub;
- Linen cupboard;
- Two (2) store rooms; and
- Multi-level deck area including an Outdoor Kitchen

First floor

- Triple garage;
- Entry foyer;
- Master bedroom with walk in robe and ensuite;
- Formal living room;
- Formal dining room;
- Informal dining room;
- Open plan kitchen and informal living room;
- Walk in pantry;
- Office
- Alfresco area; and
- Deck

Other

• Tennis court and associated fencing and lighting (no detail).

Subject Property

The subject site is legally described as Lot 13 Section 10 DP 758862 and is commonly known as 47 Antill Street, Queanbeyan. The site is located on the south side of Antill Street and has an area of 2176m².

The subject site has historically been utilised in conjunction with an adjoining dwelling located upon the property to the east of the site (Lot 3 DP220459). The subject site is currently vacant and contains a number native and exotic trees. Vehicular access to the site is proposed via a new driveway from Antill Street.

Existing development within the locality consists of single dwellings to the north and east, multi-dwelling housing to the west and a Collet Street carpark and bus interchange to the south.



Figure 1: Locality plan



Figure 2: Subject site as viewed from Antill Street



Figure 3: Rear portion of the subject site as viewed from Collett Street Carpark

Planning Requirements

Assessment of the application has been undertaken in accordance with Section 4.15(1) of the Environmental Planning and Assessment Act (EPAA) 1979, as amended. The matters that are of relevance under Section 4.15(1) are summarised in the attached Section 4.15(1) Table – Matters for Consideration (Attachment 1).

The following planning instruments have been considered in the planning assessment of the subject development application:

- 1. State Environmental Planning Policy No 55 Remediation of Land
- 2. State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004
- 3. Queanbeyan Local Environmental Plan 2012 (LEP).
- 4. Queanbeyan Development Control Plan 2012 (DCP)

The significant issues relating to the proposal for Council's consideration are detailed below.

(a) Compliance with the Queanbeyan Local Environmental Plan (QLEP) 2012

The subject site is zoned B3 Commercial Core under the QLEP 2012. Development for the purposes of shop top housing, as defined below, is the only form of residential accommodation permissible with consent within the zone.

"shop top housing" - means one or more dwellings located above ground floor retail premises or business premises.

To date Council has received limited information regarding the proposed ground floor use beyond a note on the application form stating "lower space to be used as office space to run a family business". It is noted that the use of the ground floor tenancy as an office premises, being a type of commercial premises, would normally be permissible with consent within the B3 Commercial zone. However, the use as an office is neither a retail premises nor business premises and as such the office use falls outside of the specific definition of a shop top housing development as shown above. Therefore the residential component of the development would be prohibited.

A commercial premises includes:

- (a) business premises,
- (b) office premises,
- (c) retail premises.

However, the definition of shop top housing above only includes a business premises and a retail premises as being permissible in conjunction with shop top housing, not office premises.

F or Council's information an "office premises" means a building or place used for the purpose of administrative, clerical, technical, professional or similar activities that do not include dealing with members of the public at the building or place on a direct and regular basis, except where such dealing is a minor activity (by appointment) that is ancillary to the main purpose for which the building or place is used.

Beyond this, Council staff are concerned that the proposed structure is intended to be utilised in its entirety as a single dwelling which is prohibited within the zone. Conversations with the applicant have confirmed these concerns noting that while "there will be office use relating to a family business, the area will also be used to provide infrequent accommodation for family members". The configuration of the ground floor with office areas including walk in robes and ensuites, laundry facilities, an outdoor kitchen and tennis court lends itself to residential use.

Based upon this information the assessment leads to a conclusion that the proposed development is defined as a single dwelling potentially including a home occupation element which is a prohibited use within the zone. As such, it is recommended that the subject application be refused. (b) Compliance with DCP

Queanbeyan Development Control Plan (QDCP) 2012

The subject application was accompanied by insufficient information to determine the compliances of the development with a number of development controls contained with Parts 2 All Zones and 3D Shop Top Housing of the Queanbeyan Development Control Plan 2012 in relation to off-street car parking, accessibility, waste storage and collection, and services.

(c) Other Matters

Flooding

Much of the subject site is located below the Flood Planning Level of 575.79 AHD applicable to the site (see Figure 4 below). The proposed development having a minimum floor level of 575.80 AHD satisfies the minimum freeboard requirements of the *Queanbeyan Development Control Plan 2012*. If the subject application was to be approved a detailed Flood Management Plan would be required prior to the issue of any Occupation Certificate for the development.

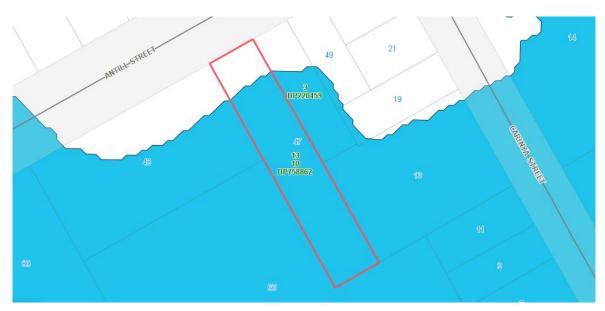


Figure 4: Extent of floor prone land

Other Comments(a) Building Surveyor's Comments

The subject application was referred to Council's Building Surveying Team. Initial concerns were raised in relation to the proposals compliance with the Building Code of Australia including the provision of minimum facilities within the proposed dwelling, fire separation between the two (2) tenancies and compliance of the ground floor tenancy with the *Disability (Access to Premises – Buildings) Standards 2010.*

(b) Development Engineer's Comments

The subject application was referred to Council's Development Engineering Team for comment. It was noted that the amended proposal included no detail regarding the off-street car parking arrangements for the ground floor tenancy. Based upon the information provided to date a minimum of four (4) off-street car parking spaces and a loading and unloading area would be required to service the proposed tenancy. The proposal is unable to be supported without additional information in relation to the proposed parking arrangements.

Engagement

The proposal required notification under Queanbeyan DCP 2012. No submissions were received.

Conclusion

The submitted proposal, DA.2019.1116, for a shop top housing development on Lot 13 Section 10 DP 758862, 47 Antill Street, Queanbeyan was accompanied by insufficient information to justify the permissibility of the propose development. Despite being provided with several opportunities and an extended period of time to provide additional information the applicant has failed to address concerns raised by the assessing officer. Therefore Council staff are unable to support the proposal and DA.2019.1116 is recommended for refusal.

Attachments

Attachment 1 Section 4.15 Matters for Consideration - DA.2019.1116 - 47 Antill Street, Queanbeyan (*Under Separate Cover*)

Attachment 2 Plans - DA.2019.1116 - 47 Antill Street, Queanbeyan (Under Separate Cover)

Reference: DA.2019.1048.A

Summary

Reason for Referral to Council

This application has been referred to Council because the applicant is a designated staff member of Council. Council's policy provides that such applications shall be determined by Council.

Proposal: Construction of Garage/Shed and Carport

Modification (summary):

Minor re-location of building;Introduction of sub-floor:

Installation of water tank in sub-floor;

Increase in maximum building height from 8.5m to 9.0m;

Installation of additional windows.

Applicant/Owner: Graeme Harlor / Graeme & Samantha Harlor

Subject Property: Lot 1 DP 1194403, 79 The Mountain Road, Bungendore

Zoning and E4 Environmental Living under Palerang Local Environmental

Permissibility: Plan 2014.

Development is permitted with consent.

Public Submissions: Nil. Public notification not required.

Issues Discussed: Planning Requirements

There are no significant planning or environmental issues.

Disclosure of Political Applicant Declared no Donations or Gifts to any Councillor or Staff

Donations and Gifts: have been made

Recommendation

That modified development application DA.2019.1048.A for the construction of a garage/shed and carport at Lot 1 DP 1194403 No.79 The Mountain Road, Bungendore be granted conditional approval subject to Condition 1 being amended to reflect the revised plans as follows:

Condition 1

The development referred to in the application is to be carried out in accordance with the approved plans and documents including the following:

Title / Description	Prepared by	Issue/Revision & Date	Date received by Council
Site Plan	G. Harlor	May 2020	May 2020
Elevations & Sections	G. Harlor	May 2020	May 2020
Roof Plan	G. Harlor	May 2020	May 2020
Floor Plan	G. Harlor	May 2020	May 2020

except as modified by any of the following conditions of consent.

Reason: To ensure development is undertaken in accordance with this consent & is used for the approved purpose only.

Background

The original development application (DA) was granted conditional approval by Council at the Ordinary Meeting held on 28 August 2019. The original DA had no significant planning or environmental issues.

Proposed Development

The modified application seeks Council approval for the construction of a garage/shed and carport.

The specific elements of the development proposed to be modified are:

- Re-locate the building by 4.0m to the south-west and by 2.0m to the north-west;
- Changes to earthworks and levels resulting in the introduction of a sub-floor and an increase in maximum building height from 8.5m to 9.0m;
- Installation of a water-tank within the sub-floor; and
- Inclusion of additional windows along the northern and southern elevations.

Elements of the proposal which remain unchanged from the approved original DA are:

- The external cladding will match the existing dwelling;
- The proposal will not be visible from a public road;
- The floor area will be 300m²;
- Removal of "3-4 small native trees"; and
- Compliant with the prescribed building set-backs.

The applicant's reasons for the proposed changes are:

- The adjusted location of the garage will have less impact on the growth and potential of a stand of trees to the east of the building;
- Further reasoning for the amended location is to negate the need for excessive excavation and subsequent retaining walls to support the existing tennis court; and
- The current approval anticipated an even cut / fill to form a flat building platform however, significant fill would have been necessary in order to establish a sufficient levelled area (with external batters). It is now proposed to provide a "dropped edge beam" to NGL so it is not necessary for raising of the ground levels beyond the perimeter of the building.

Subject Property

The site has an area of 7.73ha and is located at 79 The Mountain Road, Bungendore being Lot 1 DP 1194403.

Planning Requirements

Assessment of the application has been undertaken in accordance with Section 4.55(1A) and Section 4.15 of the *Environmental Planning and Assessment Act (EPAA) 1979*, as amended.

Section 4.55 (1A) – Modifications involving minimal environmental impact

A consent authority may, on application being made by the applicant or any other person entitled to act on a consent granted by the consent authority and subject to and in accordance with the regulations, modify the consent if:

- (a) it is satisfied that the proposed modification is of minimal environmental impact, and
- (b) it is satisfied that the development to which the consent as modified relates is substantially the same development as the development for which the consent was originally granted and before that consent as originally granted was modified (if at all), and
- (c) it has notified the application in accordance with:
 - (i) the regulations, if the regulations so require, or
 - (ii) a development control plan, if the consent authority is a council that has made a development control plan that requires the notification or advertising of applications for modification of a development consent, and
- (d) it has considered any submissions made concerning the proposed modification within any period prescribed by the regulations or provided by the development control plan, as the case may be. Subsections (1), and (2) do not apply to such a modification."

Comment

In regard to subclause 'a', it is considered that the modification sought as part of this application is of minimal environmental impact as the proposal does not involve any additional vegetation clearing and the relocation of the building will result in less impact on a stand of trees and less earthworks.

In regard to subclause 'b', Council is satisfied that the development to which the consent as modified relates is substantially the same development for which consent was originally granted. In answering this threshold question, a comparative analysis of the approved development as modified has been undertaken. The proposal is for the construction of a structure with the same area and general appearance and use as originally approved.

With regard subclause 'c' and 'd', neither the original application or the proposed modification were required to be notified in accordance with Part E of the Palerang DCP 2015.

Section 4.15 – Evaluation

The matters that are of relevance under Section 4.15 are summarised in the attached Section 4.15 Report – Matters for Consideration (Attachment 1).

The following planning instruments have been considered in the planning assessment of the subject development application:

- 1. State Environmental Planning Policy No 55—Remediation Of Land;
- 2. State Environmental Planning Policy (Infrastructure) 2007;
- 3. State Environmental Planning Policy (Vegetation in Non Rural Areas) 2017;
- 4. Palerang Local Environmental Plan 2014 (LEP); and
- 5. Palerang Development Control Plan 2015 (DCP).

The proposed modified development generally satisfies the relevant requirements and achieves the aims, objectives and development standards of these planning instruments. There are no variations to any development standards or controls and no significant planning or environmental issues relating to the proposal for the Council's consideration. Specifically:

- The proposed modification will result in less impacts to vegetation and less earthworks than would have been required for the originally approved development;
- The proposal complies with the 9.0m maximum permitted building height; and
- The distance of the proposed building from other properties means that the 0.5m increase in height and the installation of additional windows will not result in amenity impacts to adjoining properties or the locality.

Other Comments Development Engineering – Commented that the building would require adequate stormwater disposal. The existing conditions of consent satisfactorily address this issue

No other internal or external referrals were required for the proposed modification.

Financial Implications

There are no financial implications associated with this proposal.

Engagement

The proposal did not require notification under the Palerang DCP 2015.

Compliance or Policy Implications

There are no compliance or policy implications associated with this proposal.

Conclusion

The submitted proposal for development application DA.2019.1048 for the construction of a garage/shed and carport on Lot 1 DP 1194403 No.79 The Mountain Road, Bungendore is a Local Development and is supported by a Statement of Environmental Effects.

The proposal was not required to be notified to adjoining owner/occupiers and as such no submissions were received.

The proposal has been assessed under Section 4.15 and Section 4.55(1A) of the *Environmental Planning & Assessment Act 1979* including the relevant provisions of *Palerang Local Environmental Plan 2014* and *Palerang Development Control Plan 2015*. The development satisfies the requirements and achieves the objectives of these instruments.

The modified development is considered suitable for the site and is compatible with the neighbourhood. The existing conditions remain appropriate with only Condition 1 requiring and amendment to refer to the modified plans as follows:

Amended Condition 1 -

The development referred to in the application is to be carried out in accordance with the approved plans and documents including the following:

Title / Description	Prepared by	Issue/Revision & Date	Date received by Council
Site Plan Elevations & Sections	G. Harlor G. Harlor	May 2020 May 2020	May 2020 May 2020
Roof Plan	G. Harlor	May 2020	May 2020
Floor Plan	G. Harlor	May 2020	May 2020

except as modified by any of the following conditions of consent.

Reason: Development is undertaken in accordance with this consent & is used for the approved purpose only.

Attachments

Attachment 1	Section 4.15 Matters for Consideration - DA.2019.1048.A - 79 The
Adaba	Mountain Raod, Bungendore (Under Separate Cover)
Attachment 2	Plans - DA.2019.1048.A - 79 The Mountain Road, Bungendore (Under
Mebs	Separate Cover)

PLANNING AND STRATEGY COMMITTEE OF THE WHOLE REPORTS TO COUNCIL - ITEMS FOR DETERMINATION

10 JUNE 2020

6.3 Planning Proposal - 4610 Kings Highway Bungendore (Bungendore East) (Author: Thompson/Hogg)

File Reference: PJT0061

Summary

The planning proposal known as Bungendore East for land at 4610 Kings Highway Bungendore was submitted to the NSW Department of Planning with a request for a Gateway determination in 2016. The Department subsequently advised that a Gateway determination would not be supported until a number of matters had been resolved. While two of the matters have been dealt with, namely the water supply and the strategic justification for the plan, the matter of site contamination and how the applicant proposes to deal with this issue, remains outstanding.

In addition the Department advised that the matter should be resubmitted to Council to determine if the planning proposal was still supported.

To that end, a review of the planning proposal has been carried out prior to preparing this report and a number of additional matters have arisen. These matters include the inclusion of Crown Land within the planning proposal, outstanding fees and charges and inconsistency of the proposal against the Bungendore Structure Plan.

To address these matters, it is recommended that the planning proposal be amended to include an updated contamination report and that additional fees be paid prior to the planning proposal being forwarded to the NSW Department of Planning, Industry and Environment (DPIE) with a recommendation from Council that the Gateway determination be supported.

Recommendation

That:

- 1. Council support the Bungendore East planning proposal to rezone Lot 1 DP 747767, Lots 275, 279 and 273 DP 754915 and Lot 1 DP 193988, No. 4610 Kings Highway Bungendore, from RU1 Primary Production to R2 Low Density Residential and RE1 Public Recreation, subject to the following actions being completed before the Planning Proposal is forwarded to the NSW Department of Planning, Industry and Environment requesting a Gateway Determination:
 - a. Amend the planning proposal to remove the Crown land Lots 7301 and 7302 DP 1168137.
 - b. Amend the Planning Proposal to remove the SP2 Infrastructure zone and R1 General Residential zone.
 - c. Amend the Planning Proposal to specify a minimum lot size of 850m².
 - d. Amend the Planning Proposal to specify that the height of buildings shall be a maximum of 8.5m.
 - e. Include in the Planning Proposal a Stage 2 Site Contamination report prepared in accordance with the NSW EPA's *Guidelines for Consultants Reporting on Contaminated Sites* that provides a clear statement that the land is suitable for the uses proposed by the Proposal or, if necessary, includes the detail on the remediation required to make the site suitable for the uses proposed by the planning proposal.
 - f. The applicant pays the fees for the processing of the planning proposal under the Queanbeyan-Palerang 2019-20 Operational Plan (complex planning proposal currently \$42,000), with a discount for the fee paid previously (\$1,613.50).
- 2. Subject to a Gateway Determination being issued for the Bungendore East Planning Proposal (4610 Kings Highway Bungendore) and prior to the notification of the plan, Council require the landowners to enter into an undertaking that should remediation of the land be required, it will be carried out prior to the commencement of any work, to make it suitable for the land uses permitted by the Planning Proposal.

Background

In 2015, the former Palerang Council received a planning proposal to rezone Lot 1 DP 747767, Lots 275, 279 and 273 DP 754915, Lots 7301 and 7302 DP 1168137 and Lot 1 DP 193988, No. 4610 Kings Highway Bungendore, from RU1 Primary Production to R2 Low Density Residential, R1 General Residential, SP2 Infrastructure and RE1 Public Recreation. This planning proposal became known as the Bungendore East planning proposal and covers land outlined in orange below.



Figure 1 – Location of Bungendore East Planning proposal

At its meeting on 3 December 2015 Council resolved (Minute No. 239/2015) that:

Council refer the planning proposal at Attachment 1 for the rezoning of Lot 1 DP 747767, Lots 275, 279 and 273 DP 754915, Lots 7301 and 7302 DP 1168137 and Lot 1 DP 193988, Kings Highway Bungendore from RU1 Primary Production (except Lots 7301 and 7302 DP 1168137 which are RE1 Public Open Space) to residential and associated land use zones to the Minister for Planning for a gateway determination in accordance with section 56 of the NSW Environmental Planning and Assessment Act 1979.

The planning proposal and supporting studies were subsequently forwarded to the then Department of Planning and Environment, however concerns were raised with the planning proposal, to which Council responded with an amended proposal (Attachment 1) in January 2016.

In December 2016, the Department advised (Attachment 2) that:

Insufficient information has been submitted to demonstrate the strategic merit of the proposed LEP amendment. Accordingly, until the above items, particularly in relation to a sustainable water supply and the Bungendore Structure Plan, are adequately addressed the Department does not support the issuing of a Gateway determination.

The Department further advised that:

Given amalgamations have occurred since the Palerang Council resolved to proceed with this proposal, it may also be appropriate to put the matter back to the new Council to ensure that it supports the proposal proceeding.

This report responds to that advice.

Outstanding Matters that Have Been Resolved

In its letter dated December 2016, the Department discussed three key outstanding matters of concern. Two of the issues have subsequently been addressed as follows:

Water Supply - The Department advised that it had significant concerns in relation to the ability to provide a sustainable water supply to service any future development that would result from the proposed amendment to the Local Environmental Plan. In 2018, Council prepared The Integrated Water Cycle Management Strategy – Palerang Communities (IWCMS), which was adopted at the Council meeting on 27 February 2019. The IWCMS notes that growth at Bungendore is most likely to be driven by major greenfield developments and population figures used within the document are based on a doubling of the population of Bungendore.

It is considered that the water supply issue has been adequately dealt with.

Demand and Supply/ Bungendore Structure Plan - The Department advised that despite the attempt to address the demand and supply of housing in Bungendore, the planning proposal remains inconsistent with the then S117 Direction 1.2 Rural Zones until it has strategic justification. Council recently completed work on the Bungendore Structure Plan 2048 which identifies short, medium and long term residential growth areas to accommodate predicted growth in the town. This plan was adopted by Council at its meeting on 26 February 2020 (Minute No. 041/20) and provides strategic justification for the Bungendore East planning proposal.

Outstanding Matters to be Resolved

With respect to the advice provided by the Department in 2016, there remains one additional outstanding matter relating to contamination. However, in the process of reviewing the proposal in preparation for it to be forwarded to the Department for a Gateway determination, further matters have arisen. The outstanding issues of concern are discussed below.

Remediation of Contaminated land - As noted above, the Department raised concerns about contamination on the land. While the SMEC report included in the planning proposal clearly states that there is a medium to high chance of contamination, it does not indicate whether the site is suitable for remediation. Furthermore the Department notes that the applicant does not indicate if they intend to remediate the site. This is an important issue given the proposal includes rezoning for residential and recreational land uses both of which fall into the most sensitive risk categories.

At the time of preparing the planning proposal, the *State Environmental Planning Policy No.* 55 – *Remediation of Land* (SEPP 55) was in force. The requirement in this SEPP for consideration of contamination in a planning proposal has since been repealed and replaced by a new Local Planning Direction 2.6 Remediation of Contaminated Land. This direction requires that

- (b) if the land is contaminated, the planning proposal authority is satisfied that the land is suitable in its contaminated state (or will be suitable, after remediation) for all the purposes for which land in the zone concerned is permitted to be used, and
- (c) if the land requires remediation to be made suitable for any purpose for which land in that zone is permitted to be used, the planning proposal authority is satisfied that the land will be so remediated before the land is used for that purpose.

A Stage 1 preliminary site assessment has already been carried out by SMEC. That study concludes that contamination of the site is likely but does not provide further detail as to its extent or how any contamination might be remediated.

The Department have requested that a more detailed Stage 2 investigation be carried out. This investigation will determine where contamination occurs, the extent and level of any contamination and needs to make a clear statement as to whether the contamination would make the land unsuitable for the proposed residential and recreational land uses. If the report confirms that the site is contaminated then a further remediation plan should be prepared describing how the site could be remediated and confirming that if the remediation is carried out the land will be suitable for the land uses proposed in the Planning Proposal. While not required in order to obtain a Gateway determination it is likely that the Proposal will not be able to be exhibited until the detailed site assessment and any resulting remediation plan have been prepared.

While it is not necessary to remediate the site as part of the Planning Proposal (this would normally be done during the development application phase), the Department has indicated that the applicant provide some certainty that they intend to remediate the site should the Planning Proposal be successful. It is suggested an appropriate agreement signed prior to notification/gazettal of the Planning Proposal could facilitate this commitment.

Crown Land - The planning proposal documentation indicates that Lots 7301 and 7302 DP 1168137 are included in the planning proposal, however this land is owned by The State of NSW. Furthermore these lots are not being devolved to Council. The location of the lots is shown in Figure 2 below outlined in red and orange.

The concern is that inclusion of these allotments may complicate the consultation process when seeking support from the Crown, unduly delaying consideration of the Proposal. In addition the two allotments are already zoned RE1 Public Recreation which is what is proposed for the land in the Planning Proposal in any case. As such they do not need rezoning. It is therefore recommend that the Planning Proposal be amended to remove these two lots.

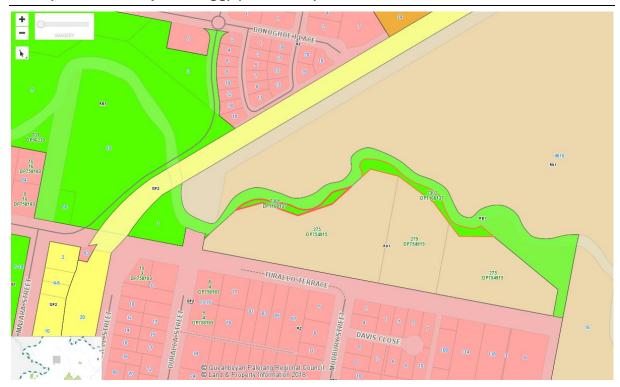


Figure 2 – Location of Crown Lots Adjacent to Turallo Creek

Fees and Charges - The planning proposal was lodged with the former Palerang Council in late 2015. At that time the applicable fees for the preparation of a Local Environmental Plan (rezoning) were:

Administration costs per hour \$86.50
Technical costs per hour \$237.00
Inspection cost each \$199.50
Minimum Charge \$1,613.50

The planning proposal was lodged with a receipt for the minimum charge of \$1,613.50, and no further fees have been paid. It should be noted that the Bungendore East planning proposal is a complex proposal involving a new land release and has required ongoing correspondence with the Department, discussions with the applicant and the preparation of multiple reports to Council. This was also recognised in the original December 2015 report which raised the option of the developer funding a planning consultant to work with Council on the project.

The Queanbeyan-Palerang 2019-20 Operational Plan states that the fee to process a complex planning proposal (New Land Release) is currently \$42,000 for the first 280 hours with an additional cost of \$158 per hour in excess of the initial 280 hours.

Two options exist regarding the ongoing fees and charges for processing this Planning Proposal. Option one, continue with the Palerang Council fee structure and charge the applicant the hourly rates as listed above, commencing from the time Council resolves the matters identified in this report. This option requires strict accounting of time spent on the planning proposal by all staff involved and regular and ongoing invoicing and is not the preferred option.

The second option is to apply the current published fee structure of the Queanbeyan-Palerang Operational Plan 2019-2020 for a complex rezoning being currently \$42,000 upfront for 280 hours. As the planning proposal has not yet received a Gateway determination it is

appropriate to charge the applicant for the full number of hours, being 280 hours (discounted by the fee paid in 2015) required to process the planning proposal. This option requires accounting of time spent on the proposal by staff, but does not require the ongoing invoicing (for the initial 280 hours) as per option one. This second option is preferred for the reasons stated above.

Bungendore Structure Plan 2048 (Proposed Zoning, Lot Size and Height of Buildings) - The planning proposal seeks to rezone approximately 16% of the site to R1 General Residential zone with a minimum lot size of 450m² and a minimum average lot size of 330m² for multi-unit dwellings (refer p 361 of Attachment 1 – Planning Proposal). Multi dwelling housing is permissible with consent in the R1 General Residential zone under the Palerang Local Environmental Plan 2014.

The existing PLEP provides for R1 General Residential zone in Bungendore in three pockets of land within the central core of the village and adjoins land zoned B2 Local Centre or B4 Mixed Use and provides increased density close to the services and facilities of the village centre. The application of the R1 General Residential zone and accompanying minimum lot size of $330m^2 - 450m^2$ on the outer edges of the village is not consistent with the existing pattern of land use application and sets an undesirable precedent for future residential development along Bungendore's northern boundary. Furthermore, the proposal is not consistent with the key development principles of the Bungendore Structure Plan including the following, which states that:

Medium density dwellings should be located within one kilometre of the centre of Bungendore.

The land subject to the planning proposal is located on the edge of the current village boundary, and is approximately 1.5km (direct line) from the village centre.

The proposed application of the R1 General Residential zone and accompanying proposed minimum lot size of $330\text{m}^2 - 450\text{m}^2$ is not supported and it is recommended that the planning proposal be amended to remove the proposed R1General Residential zone and proposed lots with a minimum lot size of less than 850m^2 .

In addition the planning proposal indicates that the Height of Buildings map is to be amended from the current 10m height limit. The colours on the map in the Proposal representing both an 8.5m and 9.0m height limit are very similar. As such it is difficult to determine whether the intention is to support an 8.5m or 9.0m height limit. Council should support an 8.5m limit which is consistent with the adjoining residential areas and would allow most forms of two storey construction. It is recommended that the mapping in the Planning Proposal clearly depicts the proposed height limit utilising the standard combination of colour and letters used in the PLEP.

Also related to the zonings proposed in the Planning Proposal is the current inclusion of the SP2 Infrastructure zone to accommodate community facilities and schools. Since 2015 when it was resolved to progress the planning proposal, the *State Environmental Planning Policy (Educational Establishments and Childcare Facilities) 2017* has come into force. This SEPP overrides the provisions of LEPs and permits schools in a range of land use zones including R2 Low Density Residential. As such, including the SP Infrastructure zone to allow for a school is unnecessary and is recommended to be removed. Indeed, NSW Education is understood to have rejected the site as suitable for a potential high school.

Further Studies to be Completed

In addition to the above the original report to Council's meeting of 3 December 2015 (Item No 11.9) identified 8 further studies that may need to be undertaken were flagged. These included the following (with some being subject to further discussions with various government agencies):

- 1. A network analysis and report outlining the methods proposed (and ability) to provide potable water flows and water pressure to comply with service levels for the whole site (and possibly for the northern property).
- 2. A network analysis and report outlining the methods proposed to connect to the sewerage reticulation system. Future growth needs to the north should be considered in this assessment.
- 3. Flood impact assessment in compliance with the Floodplain Development Manual and including considerations of cumulative impacts and emergency evacuation routes.
- 4. Further traffic impact assessment.
- 5. More detailed Bushfire assessment (depending on discussions with the RFS).
- 6. Further Flora and Fauna studies (depending on discussions with the Office of Environment and Heritage).
- 7. Heritage (depending on discussions with the Office of Environment and Heritage).
- 8. Suitability of the soils for residential development

However, these studies do not need to be completed prior to the Gateway determination being granted. In fact the issue of Gateway determination will provide guidance around the extent and the nature of any final studies to be undertaken.

Implications

Legal

This planning proposal seeks to amend the Palerang Local Environmental Plan 2014.

Policy

The Department of Planning, Industry and Planning required that strategic justification be provided to support the planning proposal. The Bungendore Structure Plan 2048 has recently been adopted by Council and identifies land at Bungendore East for future residential growth.

Environmental

The planning proposal includes an assessment of the environmental, social, economic and infrastructure impacts.

Strategic

As discussed above, the proposal is currently inconsistent with the objectives of the Bungendore Structure Plan 2048. It is proposed that the planning proposal be amended to demonstrate consistency with the Bungendore Structure Plan prior to a request for a Gateway determination being lodged. This Planning Proposal will amend the *Palerang Local Environmental Plan 2014*.

Engagement

If the planning proposal is progressed, various government agencies and the community will be consulted in accordance with the Gateway determination and Council's Community Engagement and Participation Plan.

Financial

The cost to Council in staff time to process planning proposals is included in the current Land-Use Planning budget and recouped through the fees and charges of the Operational Plan. As

discussed above the planning proposal was lodged with receipt for the minimum charge of \$1,613.50, and no further fees have been paid.

The current published fee structure of the Queanbeyan-Palerang Operational Plan 2019-2020 for a planning proposal of this nature (complex rezoning) is currently \$42,000 upfront for 280 hours. It is recommended that as the planning proposal has not yet received a Gateway determination it is appropriate to charge the applicant for the full number of hours, being 280 hours with the discount of the \$1,613.50 fee paid in 2015.

Resources (including staff)

Resources have involved staff preparing the planning proposal for the initial request for a Gateway determination, responding to initial concerns raised by the Department, reviewing the planning proposal in conjunction with the Bungendore Structure Plan 2048 and preparing Council reports.

Integrated Plan

The review and report on planning proposals falls within the program area of the Land-Use Planning Branch.

Conclusion

The planning proposal, known as Bungendore East, to rezone Lot 1 DP 747767, Lots 275, 279 and 273 DP 754915, Lots 7301 and 7302 DP 1168137 and Lot 1 DP 193988, No. 4610 Kings Highway Bungendore, from RU1 Primary Production to R2 Low Density Residential, R1 General Residential, SP2 Infrastructure and RE1 Public Recreation, was previously reported to the former Palerang Council at its meeting of 3 December 2015 There it was resolved to forward the planning proposal to the Department requesting a Gateway determination.

Although additional information was provided in response to requests by the Department, the Department advised that it did not support the issue of a Gateway determination. Further it was recommended that the matter be resubmitted to Council for determination as to whether Council continued to support the planning proposal.

Outstanding matters regarding water supply and the strategic merit of the proposal (Bungendore Structure Plan) have now been addressed. However, the remediation of contaminated land is still outstanding together with a number of additional matters, including fees paid and inconsistency with the objectives of the Bungendore Structure Plan following its adoption. It is recommended that subject to these matters being addressed beforehand Council support forwarding the planning proposal to the Department with a request for a Gateway determination.

Attachments

Attachment 1 East Bungendore Planning Proposal - Revision 1 (Under Separate

Cover

Attachment 2 Department Planning Industry and Environment Response to Request for

Gateway Determination (Under Separate Cover)

PLANNING AND STRATEGY COMMITTEE OF THE WHOLE REPORTS TO COUNCIL - ITEMS FOR DETERMINATION

10 JUNE 2020

6.4 Amendments to Development Control Plans (Author: Thompson/Jansen)

File Reference: 26.1.1

Summary

The purpose of this report is to seek Council's endorsement to proceed with amendments to Council's Development Control Plans to reflect the new *Queanbeyan-Palerang Local Environmental Plan 2020.*

Recommendation

That:

- 1. The report be noted.
- 2. Council agree to staff taking all necessary actions to update and exhibit all Development Control Plans as set out in this report.

Background

At its meeting on 12 February 2020 Council resolved to exhibit the draft *Queanbeyan-Palerang Local Environmental Plan (QPLEP) 2020* following approval from the NSW Department of Planning, Industry and Environment to do so. As a consequence, Council's various Development Control Plans (DCPs) now need to be updated to ensure they refer to the new *QPLEP 2020* when it comes into effect.

This is essentially an administrative amendment to ensure all DCPs refer to the new comprehensive *QPLEP 2020*. The amendments include for example updating references to the *QPLEP 2020*, amending LEP clause numbers and map references where required, as well as updating other references such as NSW Department of Planning, Industry and Environment. The following DCPs require amendments:

- Palerang Development Control Plan 2015
- Queanbeyan Development Control Plan 2012
- Googong Development Control Plan 2010
- South Jerrabomberra Development Control Plan 2015
- Braidwood Development Control Plan 2006.

It is intended to also update the relevant provisions in the *Palerang Development Control Plan 2015* dealing with vegetation removal. This is to ensure the plan is consistent with the recent introduction of the *NSW Biodiversity Conservation Act 2016*. The proposed wording of the new clauses to be inserted is shown in Attachment 1.

In addition it is intended to include controls into *Palerang Development Control Plan 2015* for the area covered under the North Elmslea Planning Proposal as required by Council's decision of 26 February 2020. Council at that meeting resolved that the *Palerang Development Control Plan 2015* be amended to provide a clear character statement and suitable controls for the Elmslea area to ensure the low density, predominantly single storey character of well separated buildings is achieved in any future development, including subdivision (Minute No. 042/20). The draft controls proposed to be inserted are contained in Attachment 2 and these will be incorporated into Part D of the *Palerang Development Control Plan 2015*.

6.4 Amendments to Development Control Plans (Author: Thompson/Jansen) (Continued)

As an interim measure it is also intended to adopt the *Braidwood Development Control Plan 2006* into the *Palerang Development Control Plan 2015* in order to clarify that its provisions apply to Braidwood under the *Environmental Planning and Assessment Act 1979* as well as under the *Heritage Act 1977*. While still ensuring that all the heritage controls in the DCP are retained, it will also ensure that non heritage related controls relating to such issues as dwelling setbacks, capacities for rainwater tanks and setbacks and floor areas for sheds and garages ancillary to dwelling houses will also be covered.

The changes identified above will also necessitate other housekeeping changes to the DCPs such as updating references to various parts of the *Environmental Planning and Assessment Act 1979* and to *Palerang Local Environmental Plan 2014*.

Similar to the comprehensive *QLEP 2020*, Council staff are intending to merge the various DCPs applying to the LGA into a single comprehensive document. This is likely to occur within 12 months of the new *QPLEP 2020* being gazetted. In the meantime it is important to ensure the existing DCPs have the correct cross references to the *QPLEP 2020* when it is adopted. Council staff are intending to have the new comprehensive *QPLEP 2020* and updated DCPs come into effect concurrently.

Implications

Legal

The amendments will be carried out in accordance with the *Environment*, *Planning and Assessment Act*, 1979.

Policy

The proposed amendments will ensure the DCPs refer to the correct legislative policy instrument.

The proposed amendments will also ensure the *Palerang Development Control Plan 2015* is consistent with the *Biodiversity Conservation Act 2016*.

Strategic

The proposed amendments to the DCPs will update the documents to reflect the new comprehensive QLEP 2020 as well as updating other references throughout the documents.

Engagement

Community consultation will be undertaken in accordance with Council's Community Engagement and Participation Plan. A report will be prepared for Council on the results of community engagement.

These will be exhibited shortly after the comprehensive *QLEP 2020* and its background material is exhibited for community engagement.

Resources (including staff)

The amendments are made in house by staff of the Land - Use Planning Branch.

Conclusion

The proposed amendments to Council's Development Control Plans will ensure that the documents are updated and reflect the new comprehensive *Queanbeyan-Palerang Local Environmental Plan 2020.*

6.4 Amendments to Development Control Plans (Author: Thompson/Jansen) (Continued)

It will also ensure the *Palerang Development Control Plan 2015* is consistent with the recent introduction of the *NSW Biodiversity Conservation Act 2016* and that it includes North Elmslea as resolved by Council.

Attachments

Attachment 1 Palerang Development Control Plan 2015 Extract - Tree and Vegetation Removal (Under Separate Cover)

Attachment 2 Palerang Development Control Plan 2015 controls for North Elmslea (Under Separate Cover)

PLANNING AND STRATEGY COMMITTEE OF THE WHOLE REPORTS TO COUNCIL - ITEMS FOR DETERMINATION

10 JUNE 2020

6.5 Stage 1 Review of Contribution Plans for Bungendore (Author: Thompson/Hogg)

File Reference: PJT0034 - 02

Summary

The purpose of this report is to seek endorsement to exhibit two amended section 7.11 (formerly section 94) contribution plans being:

- Palerang Council Plan No 8 For Provision of Pathway Network at Bungendore; and
- Palerang Council Plan No 9 For Street Upgrading at Bungendore.

The areas identified for residential growth in the newly adopted Bungendore Structure Plan 2048 are currently located outside of the mapped Bungendore village areas shown in the above mentioned plans. The amendments ensure that development on land identified in the Bungendore Structure Plan 2048 as short, medium and long term residential growth areas will be obliged to pay a fair and reasonable contribution towards services and facilities required by growth in the village. These amendments represent stage one of the review and update of the section 7.11 contribution plans for Bungendore. Stage two of the review will involve a comprehensive assessment and consolidation of the relevant section 7.11 plans for Bungendore. It is noted the NSW Government and Productivity Commission is reviewing contributions plans and associated legislation generally.

Recommendation

That Council:

- 1. Endorse the draft amended Bungendore Section 7.11 Contributions Plan No. 8 Provision of Pathway Network (formerly known as the Palerang Council Plan No 8 For Provision of Pathway Network at Bungendore) for public exhibition.
- 2. Endorse the draft amended Bungendore Section 7.11 Contributions Plan No. 9 Street Upgrading (formerly known as the Palerang Council Plan No 9 For Street Upgrading at Bungendore) for public exhibition.
- 3. Adopt the draft amended Bungendore Section 7.11 Contributions Plan No. 8 Provision of Pathway Network, subject to no submissions being received during the exhibition period.
- 4. Adopt the draft amended Bungendore Section 7.11 Contributions Plan No. 9 Street Upgrading, subject to no submissions being received during the exhibition period.

Background

At its meeting on 26 February 2020 Council adopted the Bungendore Structure Plan 2048. This plan replaces the Bungendore Land Use and Structure Plan adopted by Council in 2010 and identifies short, medium and land term residential growth areas as indicated by the reddish colour in the figure below.

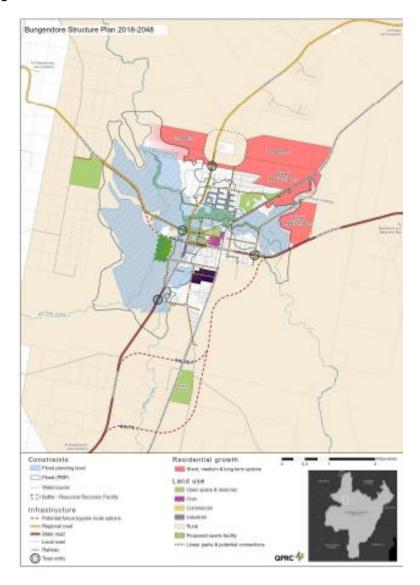


Figure 1 - Residential Growth Areas shown Red/Pink

These growth areas lie to the north and east of the existing Bungendore village area. The following Local Infrastructure Contribution Plans are applicable to development in and around Bungendore:

- Palerang Council Section 94 Plan No.7 for the Recreation Facilities at Bungendore.
- Palerang Council Section 94 Plan No.8 for Provision of Pathway Network at Bungendore.
- Palerang Council Section 94 Plan No.9 for Street Upgrading at Bungendore.
- Yarrowlumla Council Section 94 Plan No.1 Bungendore.
- Yarrowlumla Council Section 94 Plan No.2 Provision of Access Roads.

While the majority of these plans include maps to include the general area of Bungendore, two of the plans relate specifically to Bungendore village. These plans are:

- Palerang Council Section 94 Plan No.8 Provision of Pathway Network at Bungendore;
 and
- Palerang Council Section 94 Plan No.9 Street Upgrading at Bungendore and are discussed below.

Palerang Council Section 94 Plan No.8 - Provision of Pathway Network at Bungendore

The specific objective of this Plan is to ensure that new developments pay a fair and reasonable contribution towards path upgrading and extension works that will be required to cater for pedestrian and cyclist movements as the village grows to full development.

This plan applies to all land within the Bungendore village boundary which extends to the northern edge of Elmslea Estate. The plan does not reflect the village boundary as indicated in the adopted Bungendore Structure Plan 2048.

It is appropriate that development on land identified for short, medium and long term residential growth within the Bungendore Structure Plan 2048 be subject to this contribution plan.

The draft amended Palerang Section 94 Plan No.8 - Provision of Pathway Network at Bungendore forms Attachment 1 to this report. The amendments include:

- Updated references to the legislation
- An updated Map Land to which this plan applies
- An updated name of the plan to: Bungendore Section 7.11 Contributions Plan No. 8 Provision of Pathway Network
- Adjustment to the original contributions values to reflect increases in costs since its adoption in July 2007.

Palerang Council Section 94 Plan No.9 - Street Upgrading at Bungendore

The specific objective of this Plan is to ensure that new developments pay a fair and reasonable contribution towards street upgrading and traffic facilities works that will be required to cater for increased vehicle movements as the village grows to full development.

It is appropriate that development on land identified for short, medium and long term residential growth within the Bungendore Structure Plan 2048 be subject to this contribution plan.

The draft amended Palerang Section 94 Plan No.9 – Street Upgrading at Bungendore, forms Attachment 2 to this report. The amendments include:

- Updated references to the legislation
- An updated Map Land to which this plan applies
- An updated name of the plan to Bungendore Section 7.11 Contributions Plan No. 9 Street Upgrading
- Adjustment to the original contributions values to reflect increases in costs since its adoption in July 2007.

Stage 2 Review of Infrastructure Contribution Plans - Bungendore

It is intended to review the section 7.11 infrastructure contributions plans in two stages to ensure the contributions plans reflect the endorsed Bungendore Structure Plan 2018 and in particular the future residential growth areas.

Stage One will update the two contributions plans discussed above as per the recommendations of this report.

Stage Two will be a complete review of all the contributions plans applicable to the Bungendore and the surrounding area and will include:

- the results of a needs analysis for Bungendore
- the results of consultation with internal stakeholders
- · updated work schedules
- the consolidation of relevant section 7.11 contributions plans into one document.

It is expected that a report on the consolidated Bungendore section 7.11 contributions plans will be prepared for a Council meeting towards the end of 2020.

Implications

Financial

A planning proposal to rezone part of Lot 1 DP 798111 at 174 Tarago Road, Bungendore was recently finalised with the amendment to the *Palerang Local Environmental Plan 2014* being notified and commencing on the 15 May 2020. This land (typically referred to as North Elmslea) is one of the sites identified in the Bungendore Structure Plan 2048 as a short term residential growth area and adjoins the northern boundary of the Bungendore village.

This land is currently located just outside of the Bungendore village boundary identified in both the Palerang Section 94 Plan No. 9 and Plan No. 8. The proposed amendment to the mapped village boundary for these contribution plans will mean that any residential subdivision at 174 Tarago Road will contribute to the provision of pathways and road improvements in Bungendore. For example, a subdivision of 309 lots on the land would be subject to additional infrastructure contributions as follows:

- \$380,070 under Palerang Section 94 Plan No.8 Bungendore Pathway Network.
- \$1,048,437 under Palerang Section 94 Plan No.9 Street Upgrading at Bungendore

The amendments to the DCPs need to be in place before consent is given for any subdivision works otherwise no contributions will be payable.

Asset

Development within the future residential growth areas identified in the Bungendore Structure Plan will be required to pay a fair and reasonable contribution to infrastructure required to cater for the growth of the village.

Strategic

Amending the Palerang Section 94 Plan No.8 - Provision of Pathway Network at Bungendore and Palerang Section 94 Plan No.9 – Street Upgrading at Bungendore as discussed above ensures consistency of the plans with the Bungendore Structure Plan 2048.

The Integrated Transport Strategy 2019 outlined planned upgrades to the pathway network.

Engagement

Should Council endorse the amended plans for public exhibition, the plans will be exhibited for a period of at least 28 days, in accordance with Council's Community Engagement and Participation Plan. Hardcopies will be available in Council offices and the Bungendore Library (subject to COVID-19 restrictions) and electronic copies available on Council's Your Voice website. A report on the engagement period and any issues raised in the submissions will be prepared for a Council meeting.

Conclusion

The recently adopted Bungendore Structure Plan 2048 identifies short, medium and long term residential growth areas. The identified residential growth areas are currently located outside of the mapped Bungendore village areas in two of the section 7.11 (formerly section 94) development contributions plans relevant to development in Bungendore.

This report proposes amending the Palerang Section 94 Plan No.8 - Provision of Pathway Network at Bungendore and Palerang Section 94 Plan No.9 – Street Upgrading at Bungendore by updating the village boundary to be consistent with the Bungendore Structure Plan 2048. In addition references to the names of the plans and to the relevant sections of the legislation and to contribution values will also be updated.

These changes represent Stage One of a full review of the section 7.11 contributions plans relevant to Bungendore and will ensure future residential development contributes to infrastructure required to cater for the increasing growth in the village. The Stage Two review will be a comprehensive assessment and consolidation of relevant section 7.11 contributions plans.

Attachments

Attachment 1 Draft Amended Section 7.11 Plan - Pathway Network - Bungendore
(Under Separate Cover)

Attachment 2 Draft Amended Section 7.11 Plan - Street Ungrading in Bungendore

Attachment 2 Draft Amended Section 7.11 Plan - Street Upgrading in Bungendore

(Under Separate Cover)

6.6 Ministerial Direction - Local Infrastructure Contributions (Author: Thompson/Carswell)

File Reference: 21.4.1

Summary

Council has recently received a Ministerial Direction in relation to the pooling of developer contributions. This is part of the government's response to COVID 19 and directs NSW councils to endeavour to pool contributions and to apply them progressively.

Recommendation

That Council:

- 1. Note the report and the Direction issued by the NSW Minister for Planning and Public Spaces.
- 2. Endorse pooling of contributions into broad contribution types including roads, recreation, community facilities, for restriction in cash reserves.
- 3. Receive a report on the general review of development contributions; the pooled contributions into contribution types; and priorities for expenditure drawn from the Delivery Program and Financial Plan.

Background

Council has recently received a Ministerial Direction in relation to the pooling of developer contributions (Attachment 1). An excerpt from it is as follows:

4 Pooling of contributions

- (1) If a local council holds monetary contributions that have been paid for different purposes, including for purposes identified in more than one contributions plan that applies in the local government area concerned, the council is to endeavour to pool those contributions, and apply them progressively, in order to facilitate the provision of the public amenities and public services to which any of those contributions plans relate.
- (2) In this clause, monetary contributions means monetary contributions imposed under section 7.11 of the Environmental Planning and Assessment Act 1979 and levies imposed under section 7.12 of that Act.

The pooling of non-urban roads developer contributions was previously reported to Council at its Planning and Strategy Committee meeting of 14 August 2019 (PLA082/19). However, to comply with the Minister's Direction, the pooling of contributions would apply to all of the types of developer contributions held by Council.

This will involve the creation of broad contribution accounts based on the purpose of the contributions e.g. urban roads, non-urban roads, community facilities, embellishment of open space, bushfire suppression measures and the like rather than the multitude of accounts relating to a particular contribution plan, regardless of the original nexus or catchment. As such it will provide more funds with which to provide public amenities and services and substantially reduce the number of accounts that need to be managed.

The pooling of contributions will also be part of a general review of Council's developer contribution plans. Many of the larger current subdivision developments are subject of Planning Agreements (Googong, Tralee etc), and are not impacted by this Direction.

6.6 Ministerial Direction - Local Infrastructure Contributions (Author: Thompson/Carswell) (Continued)

Implications

Legal

The Ministerial Direction has been issued pursuant to section 7.17 of the *Environmental Planning and Assessment Act 1979*.

Policy

The pooling of developer contributions provides potential to streamline Council's policy on the use of contributions. It will also be part of general review of Council's developer contribution plans.

Asset

The pooling of developer contributions provides greater potential to progressively facilitate the provision of public amenities and services.

Financial

The Minister's Direction also means that individual contribution accounts can be pooled into broad contribution accounts which in turn means a simplified financial management system. Releasing the contributions from individual plans and consolidating into broader categories and placement into reserves, should also improve working capital ratios. It is understood the easing of restrictions on contributions (many of them are plans held for several decades by former councils with small balances), is intended to enable funding of councils' infrastructure projects as part of the economic stimulus.

Integrated Plan

The pooling of developer contributions has the potential to support programs and projects identified in the Delivery Plan 2020-21 and various Operational Plans.

Conclusion

Council has recently received a Ministerial Direction in regard to the pooling of developer contributions as part of the government's response the COVID 19 pandemic. Compliance with it provides Council with a greater opportunity to progressively facilitate the provision of public amenities and services by having more money in one contribution account rather than spread over a number of smaller accounts. It also provides the potential to simplify the financial management of developer contributions. In conclusion, it is recommended that Council endorse the pooling of contributions into broad contribution types.

Attachments

Attachment 1

COVID 19 Response measures Infrastructure contributions letter and Ministerial direction *(Under Separate Cover)*

PLANNING AND STRATEGY COMMITTEE OF THE WHOLE REPORTS TO COUNCIL - ITEMS FOR DETERMINATION

10 JUNE 2020

6.7 Local Roads and Community Infrastructure Projects (Author: Tegart/Hansen)

File Reference: <Type text>

Summary

The Deputy Prime Minister's office has announced allocations for the \$500m Local Roads and Community Infrastructure (LRCI) Program, forming part of the COVID and infrastructure stimulus. In line with the FAG roads allocation formula, Council will receive \$1,527,709.

This report lists potential projects to be funded by the LRCI, and may be used to fund standalone projects, or be also be considered as co-contribution to the election projects.

Recommendation

That Council:

- 1. Accept the Local Roads and Community Infrastructure (LRCI) Program grant of \$1,527,709.
- 2. Determine the projects to be funded in FY21, for lodgement of a works schedule with the Government.

Background

The Australian Government has committed \$500 million to the Local Road and Community Infrastructure Program (LRCI Program) to support jobs, businesses and the resilience of local economies. Council's share of funding has been calculated in a similar way to how the Roads to Recovery Program and the road component of the Financial Assistance Grants works. This formula takes into consideration road length and population.

From 1 July 2020, councils will be able to access funding to support delivery of priority local road and community infrastructure projects. Funding is available for local road and community infrastructure projects that involve the construction, maintenance and/or improvements to council-owned assets (including natural assets) that are generally accessible to the public. The terms of the LRCI allocation is attached.

6.7 Local Roads and Community Infrastructure Projects (Author: Tegart/Hansen) (Continued)

Implications

Asset

Councillors have considered a number of requests in former and current Operational Plans (OP) and Delivery Programs (DP), that may now be contemplated for funding, including;

Item	Location	Project	Estimate
1	BGD - Butmaroo Street	Seal 200m of Butmaroo Street from Foster Street to Kings Street.	\$100,000
2	BGD – Majara Street	Seal 400m of Majara Street from Forster Street to Jacombs Street.	\$180,000
3	BGD – Hoskinstown Road	Seal 1,000m of Hoskinstown Road from Briars Sharrow Road towards Plains Road.	\$550,000
4	QBN – River Path	Extend shared path 400m from Dane Street towards Barracks Flat.	\$140,000
5	QBN – Williamsdale Road	Seal 1,000m of Williamsdale Road from Badgery Road towards Kewong Lane	\$1,000,000
6	BWD – Skate Park	Construct Skate Park (\$400,000.00) Extend stormwater pipe to enable skate park construction. (\$100,000.00)	\$500,000
7	BWD – Lascelles Street	Additional funds required to complete the Lascelles Street upgrade work.	\$400,000
8	NER – Nerriga Road	Rehabilitate 1,000m of existing pavement.	\$300,000
		Total:	\$3,170,000

6.7 Local Roads and Community Infrastructure Projects (Author: Tegart/Hansen) (Continued)

The following projects are recommended to Council for funding:

Item	Location	Project	Estimate
1	BGD - Butmaroo Street	Seal 200m of Butmaroo Street from Foster Street to Kings Street.	\$100,000
2	BGD – Majara Street	Seal 400m of Majara Street from Forster Street to Jacombs Street.	\$180,000
4	QBN – River Path	Extend shared path 400m from Dane Street towards Barracks Flat.	\$140,000
5	QBN – Williamsdale Road	Seal 600m of Williamsdale Road from Badgery Road towards Kewong Lane	\$607,709
6	BWD – Skate Park	Extend stormwater pipe to enable skate park construction.	\$100,000
7	BWD – Lascelles Street	Additional funds required to complete the Lascelles Street upgrade work.	\$400,000
		Total:	\$1,527,709

Engagement

Should the projects to be submitted in the works schedule to Government, be drawn from an adopted DP or submitted (and excluded) from an OP, further community engagement may not be required, in turn enabling procurement of contractors to undertake the work in FY21.

Financial

All councils will need to demonstrate that projects are additional to their pre-COVID-19 work program for 2020-21. If a project has been brought forward from a future work program it will be eligible for funding.

Attachments

Attachment 1 LRCI Factsheet (Under Separate Cover)



PLANNING AND STRATEGY COMMITTEE OF THE WHOLE REPORTS TO COUNCIL - ITEMS FOR DETERMINATION

6.8 **Queanbeyan CBD Place Plan Report (Author: Richards/Lamont)**

File Reference: Doc Set ID: 735213

Summary

The Queanbeyan CBD Place Plan (Place Plan) report provides a detailed analysis, critique and recommendations for staged, place-led, tactile interventions across seven priority locations in the Queanbeyan CBD. The plan builds on recommendations outlined in previous plans and strategies to the transformation of the Queanbeyan CBD. Councillors received a presentation on the draft at a workshop in May 2020.

The Place Plan provides Council and CBD stakeholders a 'place-led' direction for the city centre's look, feel and function. The interventions proposed are aimed at creating a diverse, resilient and activated CBD that will be attractive to investment and one that locals and visitors will love and enjoy.

Recommendation

That Council:

1. Receive and note the draft Queanbeyan CBD Place Plan.

Place the draft Queanbeyan CBD Place Plan on exhibition for 28 days.

Background

Over the past four years Council has adopted a range of plans and strategies to guide the future development of the city Queanbeyan to position it as an attractive centre to live, invest, visit and recreate.

The 2017 CBD Transformation Strategy, outlined a roadmap for transforming the CBD with a vision, three strategic focal points and eight big ambitions, as illustrated below.



The Queanbeyan CBD Spatial Masterplan 2019 also focuses on the three key themes of Identity, Connection and Investment. The plan recognises that the CBD is made up of its community (Identity), demonstrates how its public domain relates to the buildings (Connection) and underlines the ongoing need to attract growth and renewal (Investment). Together with the Queanbeyan Retail Growth Strategy, all plans recommend a place-led approach as a key factor in the Queanbeyan CBD transformation. A complementary CBD Place Plan was identified as a tactical plan that could unify these place-specific findings.

Following endorsement for a place management plan at the Ordinary meeting of Council on July 24 2019, Roberts Day was awarded the project.

The primary purpose of the Place Plan is to:

- Create a diverse, resilient and activated CBD that has an identity, is connected and is attractive to investment.
- Establish a vision for 'Place' that transcends individual disciplines within QPRC.
- Build a common understanding of the benefits of a place-led project approach that encourages all QPRC disciplines to collaborate in pursuit of Place outcomes.
- Provide a guiding framework and design brief for all future collaborators and CBD stakeholders.

The Place Plan identifies the following:

- The Value of Place
- The CBD's Opportunities and Constraints
- The Queanbeyan Point of Difference
- A Surrounding Town Centre Comparison
- Place Drivers
- 10 Place Strategies
- Priority Project areas
- Implementation- Place to Policy
- Detailed Paving Plan
- Detailed Lighting Plan
- Future Proofing
- Partnerships

The core of the Place Plan is captured by the seven priority project areas identified in the CBD Master Plan (as shown below).



Specific project areas are:

Project 1 – The Leagues Club (Block A in the Master Plan)

Project 2 – The HQ (QCCP site)

Project 3 – The Lanes (Blacksmiths Lane and Tom Donoghue Walk)

Project 4 – Creative Hub + Lanes (Morisset St car park, Poets Lane, No Name Lane)

Project 5 – Morisset St + Sheedy Lane

Project 6 – Monaro Street

Project 7 – River Loop Walk

A future project may include a potential botanical gardens northwest along the river from Riverside RV Park.

Each intervention is described in terms of economic, environmental, social and cultural benefits - demonstrating the depth of the value of place. The visuals accompanying the interventions are concepts for illustrative purposes only.

Implications

Policy

The six blocks that make up the Queanbeyan CBD along with the adjacent river corridor is considered the critical activation zone. The Place Plan suggests several policy areas for Council to investigate for future-proofing the CBD and ensuring that planning and development assists in the delivery of public realm interventions and improvements, including:

- Short term land use planning flexibility. A sunset clause could provide a restriction for land uses in critical activation areas after a certain time threshold or other trigger is reached e.g. population or infrastructure. Short term market viability should not limit the long term vision for the CBD.
- Development incentivisation. Future developments that deliver on identified benefits could be incentivised through of concessions based on the value of the benefit to the public and design quality.
- Activated frontages. The exploration of a CBD Active frontage plan to ensure redevelopment provides a sliding scale of built form activation to the street frontage active, friendly and mixed. Riverfront activation controls could be included to emphasise that buildings and the immediate public domain provide the Queanbeyan brand experience on entry.

These propositions would need to be explored through the range of land-use planning documents including the Local Environmental Plan, Development Control Plan and Contribution Plans.

Recommendations include potential amendments to the development process including the establishment of a CBD Design Review Panel; and an 'Exemplar Catalyst Project (ECP) with potential concessions should ECP be achieved.

The Place Plan also relates QPRC policies specific to:

- Outside dining look, feel and function of the designated outside dining space furniture, lighting, plantings and minimum number of chairs and tables.
- The pedestrian environment/ experience across the CBD the coordination of traffic signals at major intersections, full scramble crossings and/or increased pedestrian crossing times.

- Simplifying/ relaxing current licenses and controls to encourage activations (CBD events/ community activities etc).
- Enhancing the Queens Bridge as the highly visible main entry point to the CBD lightweight greenery in line with RMS operations and maintenance.

These proposals will demonstrate to the community, residents and investors that the Queanbeyan CBD is changing and that revitalisation is underway.

Environmental

The two major environmental strategies outlined in the plan are:

- 1. The Green strategy leveraging Queanbeyan's existing green grid network of parks and tree canopy, it aims to encourage people to spend more time outside and to make the city a more pleasurable walkable city.
- 2. The water strategy exploring interventions to improve river recreation and position the riverfront as a more desirable destination, event space and environmental hub for platypus viewing and monitoring. It reflects the CBD Spatial Master Plan vision of attracting more users and recreational activities around the river.

Social / Cultural

In line with recommendations from previous plans, the Place Plan strategies addresses the values and aspirations of the community through:

- An identifiable heart
- A significant cultural civic precinct
- Creating an identity through curated Place Making
- A CBD with a point of difference and clear character
- Creating a sense of pride
- A meaningful public realm, connecting people with the built environment, its streetscapes, parkland and river

Economic

The Place Plan suggestions are aimed at activating the key project areas of the CBD Spatial Masterplan, Regional Economic Development Strategy, Retail Growth Strategy and the long term economic objectives for the renewal of the Queanbeyan CBD. It creates a point of difference that will drive visitation and support innovation. The combination of these tactical drivers and the proposed planning revisions will contribute to a more robust and resilient economic future for the city.

Engagement

Relevant areas across QPRC have been engaged and invited to have input into the Place Plan development throughout the process.

Positive discussions with several CBD businesses and landlords on proposed ideas and interventions have occurred as part of the plan development. The Queanbeyan Leagues Club have also been consulted as a major stakeholder.

The Queanbeyan Cultural Civic Precinct (QCCP) working group were involved in the development of the concepts in the proposed public realm in and around the HQ site, including

Blacksmiths Lane and Tom Donoghue walk, priority projects 2 and 3. Further community sessions may be arranged during exhibition.

Integrated Plan

The Place Plan meets the key directions of QPRC's Strategic Pillar 2 - Choice

Key Goals:

- 2.1 A diverse, resilient and smart economy that creates choice and job opportunities
- 2.1.1 Continue the ongoing revitalisation of the Queanbeyan CBD, suburban centres and rural villages
- 2.1.2 Promote Queanbeyan-Palerang's identity and the growth of our economy, including tourism, as a destination of choice

Conclusion

The Queanbeyan CBD Place Plan has been developed with previous community feedback and strategic directions from a range of QPRC adopted plans and strategies. This tactical plan for 'place' intervention focuses on seven priority locations across the CBD. It should be used as a guide in the ongoing transformation of the CBD and inform private CBD developments in the key blocks and corridors.

This report seeks approval to exhibit the Place Plan to obtain community feedback.

Attachments

Attachment 1 Queanbeyan Place Plan Final Draft May 2020 (Under Separate Cover)

6.9 Eden-Monaro By Election - Potential Projects (Author: Tegart/Tegart)

File Reference:

Summary

The Eden-Monaro by-election will be conducted on 4 July. The Australian Electoral Commission has sought to utilise the QISC as the returning office and pre polling centre during June, and Riverside Oval community facility or Queanbeyan Library meeting room for candidate briefing – subject to COVID restrictions being eased, or exemptions and COVID-Safe plans being utilised.

It is proposed to submit projects to candidates to elicit pledges for funding as part of the campaign.

Recommendation

That Council consider which projects to submit to candidates for the Eden Monaro byelection.

Background

Attached for councillors consideration and prioritisation is a schedule of potential projects, estimates and state of readiness in accord with the project framework. Most of the projects have been extracted from forward schedules within the financial plan.

Conclusion

Once prioritised by councillors, the selected projects will be framed in an election flyer to distribute to candidates and related electoral offices. Councillors have been provided with the full project listing under separate cover to assist discussion.

Attachments

Attachment 1 2020 By-Election Projects (Under Separate Cover)



File Reference: 21.5.1-10

Summary

Council requested an urgent report to this meeting on matters regarding electoral signage in relation to the forthcoming by-election in the Federal seat of Eden-Monaro. This report outlines the legal and policy implications for Council to manage electoral signage.

Recommendation

That Council:

- 1. Note the report.
- 2. Agree to the hiring of the Queanbeyan Indoor Sports Centre by the AEC for use as a Returning Office and/or pre-poll voting venue, subject to Public Health Order requirements.
- 3. Endorse action by staff to write to all candidates and party electoral offices regarding legal and policy requirements regarding electoral signage.
- 4. Endorse action by staff to confiscate and destroy any electoral signage placed on public land and road reserves.
- 5. Endorse action by staff to issue a warning letter to occupiers of premises where a complaint identifies that an electoral sign has been erected without consent (and is not otherwise exempt development under the SEPP Exempt and Complying Development Code) and to commence enforcement action if required.

Background

The forthcoming by-election in the Federal seat of Eden-Monaro will be conducted by the Australian Electoral Commission (AEC) on Saturday, 4 July 2020.

Following consideration of a notice of motion at the Ordinary meeting held on 27 May 2020, in relation to electoral signage, Council resolved as follows:

142/20 RESOLVED That in the light of the imminent Federal by-election, Council request an urgent report for the next meeting of its Planning and Strategy Committee, on measures that can be taken to improve compliance with rules governing electoral signage and obstruction of public thoroughfares.

AEC Election Facilities

After recently inspecting the QISC, the AEC has advised Council that it wishes to hire the facility for four weeks prior to, and one week after, the by-election. The library or Riverside Oval meeting room may be used also for candidate briefings.

It is understood that the AEC is liaising with the NSW Health Minister for a blanket exemption of Council's community facilities required for the by-election.

The QISC will have delineated areas within which electoral signage can be placed to ensure it does not pose a hazard or obstruction to pedestrians. Any signage placed outside these areas will be confiscated and destroyed.

In addition, the Bungendore School Hall which is managed by a s.355 committee, has been booked by the AEC for the by-election.

Implications

Legal

In accordance with SEPP (Exempt and Complying Development Codes) 2008.

Signs on Private Property

All signs on private property require development consent unless they are exempt development. The SEPP (Exempt and Complying Development Codes) 2008 regulates the content, size, type and placement of electoral material that can be erected without development consent. Council is currently writing to all candidates and party electoral offices involved in the by-election, providing details of the requirements under the SEPP, viz:

Electoral signage requires development consent unless it meets the following requirements for exempt development specified in the NSW State Environmental Planning Policy (Exempt and Complying Development Codes) 2008.

13 Election signs

2.106 Specified development

- (1) The display of any poster that contains electoral matter in relation to an election held under the Commonwealth Electoral Act 1918 of the Commonwealth, the Parliamentary Electorates and Elections Act 1912 or the Local Government Act 1993 is development specified for the purposes of this code.
- (2) In this clause, *electoral matter* means:
 - (a) any matter that is intended or calculated or likely to affect or is capable of affecting the result of an election or that is intended or calculated or likely to influence or is capable of influencing an elector in relation to the casting of his or her vote at an election, or
 - (b) the name of a candidate at an election, the name of the party of any such candidate and the picture of any such candidate (including any photograph of the candidate and any drawing or printed matter that purports to depict any such candidate or to be a likeness or representation of any such candidate).

2.107 Development standards

The standards specified for that development are that the development must:

- (a) not be more than 0.8m² in area, and
- (b) if on the site of a heritage item or draft heritage item—not be attached to a building, and
- (c) be displayed by or on behalf of a candidate at an election referred to in clause 2.106 or the party (if any) of any such candidate, and
- (d) be displayed in accordance with any relevant requirements of the Act under which the election is held, and
- (e) be displayed only during the following periods:
 - (i) 5 weeks immediately preceding the day on which the election is held
 - (ii) the day on which the election is held,
 - (iii) 1 week immediately following the day on which the election is held.

Development Application Process for Signs on Private Property

Where a sign on private property does not comply with the *Exempt and Complying Development Code SEPP*, the only way that it can be approved is to seek and obtain development consent by submitting a development application. The principal issue preventing signs on private property complying with the SEPP is size and number. As indicated above, signs larger than $0.8m^2$ or, where more than one sign occurs, are not exempt development. Therefore any such signs would require development consent.

While this can be achieved, the practicality of submitting and receiving approval in relation to the upcoming Federal by-election is doubtful. Timing for a development assessment for a sign would be around four weeks and, if lodged today, would be unlikely to be approved prior to the election being held. It is considered that there would be little community support for diverting resources from approving DAs already with Council to concentrate on more rapid approvals for electoral signage.

Given this, it is expected that signage on private property will need to comply with the SEPP requirements or it will be non-compliant.

Compliance Action for Signs Erected Without Consent on Private Property

Where a sign is erected on private property and does not comply with the SEPP, it is unlikely to have development consent. This would require enforcement action to remove the sign. Enforcement action would typically include the following steps.

<u>Step 1</u> - On receipt of a complaint, a site inspection would be undertaken to determine if a non-compliance has occurred. If non-compliance is confirmed, a warning letter would be issued advising the occupier of the premises that the sign should be removed or development consent sought. The occupier would normally be given a week to remove the sign.

<u>Step 2</u> – If the sign is not removed, then enforcement action can commence. Council must issue a Notice of Intention (NOI) advising the occupier that it intends to issue an Order requiring the removal of the sign within a certain time frame. The NOI must provide the occupier with an opportunity to make representations as to why an Order should not be issued or as to the time given to comply with the Order. Normally a period of 14 days would be given for the occupier to make representations.

<u>Step 3</u> – After considering any representations, the Council determines whether to issue the Order. The Order contains a period of time within which the sign must be removed. A minimum of seven days would normally be applied.

The total timeframe for the enforcement process to be undertaken (i.e. *Steps 1-3*) is likely to be seven to eight weeks.

Council can skip the NOI step but only if the Order needs to be issued in an emergency. Erection of unauthorised electoral signage does not constitute an emergency.

In terms of the upcoming Federal by-election, it is clear that any enforcement action taken to require the removal of unauthorised electoral signs would extend well past the date on which the election is held. By the time the Order is issued, the election would be over and the signs would normally have been removed. Proceeding with enforcement action would therefore be futile.

Unauthorised election signage on private property may be unsightly in the short-term but generally it poses neither an immediate threat to the health and safety of the community nor the environment. As such, there appears little value in expending significant Council resources to pursue the issue.

Given all of the above, it is recommended that Council adopt the following position in regard to unauthorised electoral signage on private property for the lead-up to the Eden-Monaro by-election.

On receipt of a complaint, enforcement staff will inspect the site and determine if non-compliance has occurred (note this will only be where a complaint is received).

If an unauthorised sign is in place, a warning letter should be sent to the occupier advising that they have erected an unauthorised sign and that it should be removed or they may face enforcement action.

If no action is taken by the occupier to remove the sign, then no further action will be taken by Council up to and including the day of the election. If the sign continues to remain in place after the election, a NOI will be issued and formal enforcement proceedings will begin.

It is considered this course of action is commensurate with the seriousness of erecting an unauthorised electoral sign given the short timeframe in which to take action and the likely short period of non-compliance.

Alternatively, having issued a warning letter, Council could issue an Infringement Notice to the occupier for carrying out work without consent. This action is not recommended. The process of enforcement incorporating the issue of an NOI and Order provides for natural justice to be satisfied. Issuing a fine without going through this process would be fraught with the risk of the fine being overturned with Council bearing the cost of defending such action.

Policy

Electoral Signs on Public Property

Clause 5.10 of the QPRC Directional Signage Policy details signage which is prohibited in public areas:

5.10 Prohibited signs

- 5.10.1 Under this policy, the following signs are prohibited:
 - items attached to trees, power poles, telecommunication poles, existing signage poles;
 - (b) any sign on a trailer, whether registered or not, which is used principally as an advertisement rather than as a vehicle or trailer;
 - (c) any sign or bill poster placed within the nature strip/verge (1.2m from kerb/gutter as shown in Council's Street Verge Management Policy) or road reserve (e.g. power or telecommunications poles, existing signage poles etc).

As such, electoral signage placed on public property is prohibited.

Notwithstanding the above, electoral signs on public property also create several problems including:

Obstruction of pedestrian thoroughfares;

- Obstructions to traffic, safety or directional signage and drivers;
- Driver distractions;
- Damage from fixing to public infrastructure;
- Potential to blow on roads if loose or blown over;
- Unsightliness especially on main roads and entrances to towns.

As such, they should be removed as soon as they are discovered.

Candidates and party electoral offices will therefore be advised that:

- Any election signage placed on public land or road reserves is not permissible and will be removed.
- Corflute signs that relate to electoral material are not permitted on public land or road reserves.
- The typical AO poster signs erected on private land and fences do not require approval.

It is intended that signs found to be located on public property will be removed by Council Rangers and disposed of. They will not be returned to those who erected the signs. It is not intended to impound the signs or to issue fines to those erecting the signs. Signs erected on the outside of fence lines adjoining private property are considered to be on private property and providing they comply with the requirements of the SEPP (see details below) and have been erected with the consent of the owner of the premises, they can remain in place.

As a matter of interest, several other councils within the seat of Eden-Monaro have been approached regarding their methods of managing electoral signage. At the time of writing this report, two had responded.

One Council commented as follows:

- If the electoral sign caused obstruction to pedestrian thoroughfare, or to sight distance for drivers, their rangers would pull it down and move it aside out of the way.
- If the electoral sign was installed illegally on public land or road reserve, their rangers would move it to the nearest property boundary.
- If the signage was nailed to trees or poles, their rangers would contact the owner of the sign and request them to remove it.

The second Council responded to say they will be implementing measures similar to QPRC's, but at a time closer to the by-election.

Financial

Council's commercial hire rates will be applicable for any use of its facilities by the AEC.

Conclusion

Council requested an urgent report to this meeting to outline the measures to be undertaken to manage electoral signage for the by-election in the Federal seat of Eden-Monaro on 4 July 2020. The report informs Council of the legal and policy requirements for signage, and the proposed enforcement measures that will be applied where illegal electoral signage is installed on public and private property. The information has been conveyed to all candidates and party electoral offices.

Attachments

Nil

6.11 Community Recovery Officer - Resilience NSW (Ref: ; Author: Richards/Richards)

File Reference: 52.3.1

Summary

Resilience NSW will be providing funding for Community Recovery Officers (CROs) in 22 of the most significantly fire affected LGAs across NSW. Queanbeyan Palerang has been identified as one of these regions. CROs will be embedded in and managed by councils to support their community to identify needs, develop local recovery programs, assist in accessing information and resources and provide leadership and community capacity building.

A maximum of \$220,000 is proposed. The funding allows for spending up to \$150,000 for employee related expenses with the additional amount for operating expenses. Acceptance of this grant will enable QPRC to reimburse the Recovery Officer's salary amount to the Original \$1 million bushfire grant.

Recommendation

That Council accept with thanks the grant of \$220,000 to fund a Community Recovery Officer.

Background

Following the December-January bushfires, the Commonwealth Government announced an immediate \$1million grant to fire affected LGAs to be expended on employing staff to assist the community in recovery and to facilitate other events and interventions. QPRC recruited a fixed term local bushfire recovery Coordinator and a fixed term Economic Development Officer both for one year. In addition, Council seconded a part-time admin officer and a part-time community development officer.

In February, the Office of Emergency Management, Resilience NSW, agreed to fund the positions of Coordinator and Administrative Assistant for the first two months and this was later extended until 30 June 2020.

NSW Resilience has recently advised that Community Recovery Officers (CROs) are being funded in 22 of the most significantly fire affected LGAs across NSW. These Officers will be embedded in and managed by councils to support their community to identify needs, develop local recovery programs, assist in accessing information and resources and provide leadership and community capacity building.

These positions are jointly funded by the NSW and Commonwealth Governments under Category A of the Disaster Recovery Funding Arrangements (DRFA). The positions are funded for 12 months.

A maximum of \$220,000 is proposed. The funding allows for spending up to \$150,000 for employee related expenses. The intention of the salary grading is to be at a level similar to other council community development officers in the range of \$80,000 - \$95,000.

The funding also allows for spending up to a maximum of \$70,000 for operating expenses in line with the guidance provided below and based on a budget and workplan prepared by the CRO and approved by Resilience NSW.

6.11 Community Recovery Officer - Resilience NSW (Ref: ; Author: Richards/Richards) (Continued)

The workplan and budget will form the basis for ongoing reporting and monitoring of CRO activities and expenditure.

Acceptance of this funding means we will be able to reimburse the original \$1 million to be used for other bushfire related activities and programs.

Implications

Social / Cultural

QPRC has been able to achieve a great deal with our Bushfire Recovery team.

Recovery Centre at Braidwood

- Establishment of a dedicated Recovery Assistance centre (in the old Braidwood Library) available for 'drop in' on Mondays, Thursdays and Fridays. Other bushfire-related services are located in this space to make it easier for the community
- The centre has been heavily attended by bushfire affected people for a range of issues from personal distress and counselling to practical assistance with waste clearance and accessing financial assistance schemes.
- The Recovery Centre offers one:one assistance and referral to appropriate services.

Committee Meetings

- Health and Wellbeing Committee Meetings will be held initially each Monday with participating agencies to ensure clear messaging and collaboration between the agencies.
- Local Recovery Committee meetings are held fortnightly on Wednesdays to update all
 participants on progress and new initiatives. They are also used to identify unmet needs in
 the community.
- Economic and small business group meeting fortnightly.
- Renewal Reference group (Community based) weekly.
- Informal weekly catch up with on ground services.

Outreach and Community Meetings

- These meetings are held regularly in the smaller towns such as Araluen, Gundillion, Nerriga, Reidsdale in addition to larger community meetings at Braidwood and Bungendore.
- The outreach and community meetings are for bigger picture information and feedback (though these sessions often lead to one:one appointments).

Other

- Many people impacted by bushfire feel that their situations have been overtaken by the current crisis. In fact they are now doubly distressed as in the middle of dealing with the bushfire trauma, the Covid19 pandemic has reduced opportunities for community activity and support.
- Two radio slots each week have been set aside for Bushfire information and as a format to answer specific questions and give updates.
- The team were concerned about bushfire affected people who have not come forward and may be remote and isolated. They have been consolidating and cross checking all registers and personally calling everyone affected by bushfire to ensure they have the information and assistance they need.
- Compiling an updated register of services and contacts.
- The establishment of a Facebook closed group.
- Development of a podcast of storytelling throughout the disaster.

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6.11 Community Recovery Officer - Resilience NSW (Ref: ; Author: Richards/Richards) (Continued)

- Continuing to access community groups, ensuring they have updated messages to distribute.
- Complete asset mapping of services.
- Letter box drop to remind the community that assistance continues to be available for both bushfire and pandemic-related needs.
- Development of video content for on-line community meetings/conferencing through digital platforms.
- Evaluation and development of appropriate platforms for maximum community utility.
- Development of a bushfire local recovery newsletter.

Financial

Council determined that the salary of the Community Recovery Officer would be funded through the Commonwealth government \$1 million bushfire recovery grant. This amount has since been reimbursed as a result of OEM funding to 30 June 2020. The Resilience NSW grant will enable the Community Recovery Officer's salary for the remainder of the year to be reimbursed to the original grant for other bushfire recovery actions.

Conclusion

The acceptance of the Resilience NSW grant will enable QPRC to continue work in bushfire recovery and to release further funds for related programs and activities.

Attachments

Nil

PLANNING AND STRATEGY COMMITTEE OF THE WHOLE REPORTS TO COUNCIL - ITEMS FOR INFORMATION

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7.1 Land-Use Planning / Activities - Status Report - June 2020 (Ref: ; Author: Thompson/Carswell)

File Reference: 26.1.7-02

Report

This report updates progress on the programs and projects of the Branch. It is the latest in a series of reports with the last one being considered at the Planning and Strategy meeting of 13 November 2019 (Item No. 7.1).

Key matters outlined in the attached status report include:

- Comprehensive Local Environmental Plan
- Development Control Plans
- Planning Proposals
- Amendments to PLEP
- Review of land zoned E4 Environmental Living
- Bungendore Structure Plan
- Local Planning Agreements
- Local Strategic Planning Statement
- Local Infrastructure Contributions Plan
- Plans of Management
- Crown Land
- Spatial/Land Information Systems
- Queanbeyan-Palerang Heritage

Recommendation

That the report be received for information.

Attachments

Attachment 1 Land-Use Planning Update Report - June 2020 (Under Separate Cover)



7.2 Review of NSW Infrastructure Contributions System (Ref: ; Author: Thompson/Blacklock)

File Reference: DEVELOPMENT CONTRIBUTION PLANS - 21.4.1

Report

The NSW Department of Planning, Industry and Environment (DPIE) are currently seeking feedback by Friday 12 June 2020, on several proposed improvements to the infrastructure contributions system. It is intended to make a submission in regard to some of the proposed changes.

The improvements aim to make the system more certain, transparent, efficient and place based. Many of the changes are a response to the Kaldas Review, which investigated the decision making governance framework within the New South Wales Planning system.

There are five key infrastructure contribution areas that are being reviewed and these are the subject of respective discussion papers as outlined below. They also form the first stage of the system improvements being pursued by DPIE and include:

- 1. Planning Agreements also known as local planning agreements and voluntary planning agreements
- 2. Local infrastructure contributions which include Section 7.11 Contributions Plans (formerly known as Section 94 Contribution Plans)
- 3. Section 7.12 Fixed Levy Contribution Plans (formerly Section 94A Contribution Plans)
- 4. Amendments to the Environmental Planning and Assessment Regulations 2000
- 5. Special Infrastructure Contributions which apply to key metropolitan and regional infrastructure.











1. Planning Agreements

This includes a revised Draft Planning Agreement Practice Note which also responds to the Kaldas Review of NSW planning system and aims to:

- increase clarity and transparency
- promote the importance of strategic land use and infrastructure planning
- clarify that the role is to fund innovative infrastructure outcomes
- clarify that "value capture" for bonus/additional floor space or building height is not to be the primary purpose.

7.2 Review of NSW Infrastructure Contributions System (Ref: ; Author: Thompson/Blacklock) (Continued)

2. Local infrastructure contributions

Proposals to streamline the process for section 7.11 Plans that require review by the Independent Pricing and Regulatory Tribunal (IPART) including:

- Raising the threshold that triggers review (currently \$20,000 per lot/dwelling and \$30,000 per lot/dwelling in urban release areas)
- Indexing the threshold so that it remains relevant
- Reviewing the Terms of Reference for IPART
- Removing the requirement to re-exhibit plan amendments
- Removing the exemption that applies to some plans (sometimes called 'grandfathered plans').

3. Section 7.12 Fixed Levies

Assessment criteria is proposed for requesting a higher percentage of the estimated cost of works to 2% and 3%. The current maximum is 1% under the *Environmental Planning and Assessment Regulations 2000*, however there are six councils that have levies up to 4% approved by the Minister.

The proposed criteria includes:

- Location is identified as a strategic centre or economic growth corridor
- There is a plan that will support job growth
- High levels of expected 'mixed-use' development or non-residential development
- Consideration is given to the infrastructure needed to support the planned growth
- Focus on place-based community infrastructure that enhance the amenity of the centre

4. Regulation Amendments

A number of amendments are proposed. These respond to the Kaldas Review and include:

- Increase transparency in reporting and accounting for contributions received including:
 - Money, land, works
 - Planning Agreements
- Increase reporting of spending of contributions and infrastructure delivery
- More information to be provided on-line
- Allow councils to amend plans to address IPART recommendations without reexhibition.

5. Special Infrastructure Contributions

Special Infrastructure Contributions (SIC) Guidelines have been drafted to explain and clarify the purpose and objectives of the SIC framework together with how they are determined, considered, implemented and administered.

7.2 Review of NSW Infrastructure Contributions System (Ref: ; Author: Thompson/Blacklock) (Continued)

Submissions on Improving the Infrastructure Contributions System

Submissions are being sought by the DPIE and are due 12 June 2020. It is intended to prepare a submission that supports the following items:

- Criteria for Fixed Levy increase from 1% to 3%. There are several key growth areas within Queanbeyan-Palerang that could meet the criteria and the availability of this option for collecting contributions is supported.
- Streamlining process for IPART reviews of Contribution Plans. This is currently an onerous and lengthy process.
- Indexing the section 7.11 caps of \$20,000 and \$30,000 so that they remain relevant.
 This affects all the urban release areas of Queanbeyan-Palerang.

Commentary about any implications for Council's current suite of contribution plans and planning agreements will also be included.

Submissions will be considered by the DPIE as part of their pathway to implement their broader reforms for infrastructure contributions and the planning system in NSW. The next steps are shown in the diagram below:

Broader reform First stage of system Develop proposals / delivery mechanisms based on feedback process: Department to Finalise first stage improvements: review and of system Exhibition of further Discussion papers on consider feedback improvements proposals and exhibition amendments

Recommendation

That the report be received for information.

Attachments

Nil

PLANNING AND STRATEGY COMMITTEE OF THE WHOLE REPORTS TO COUNCIL - ITEMS FOR INFORMATION

7.3 COVID 19 - Update (Ref: ; Author: Tegart/Tegart)

File Reference: 45.4.1-02

Report

Council opened its customer centres, VIC and libraries from 1 June, exercising restrictions in accord with the Public Health Order and the respective facility COVID-Safe plans. The indoor sports and aquatic centres and theatre operations remain closed. Community centres may open from 13 June, with restrictions outlined in the report.

The Government has just advised exemptions to enable nominated community halls to be utilised as polling places for the by-election, subject to Covid safe controls.

On 2 June, the NSW Government announced further easing of restrictions from 13 June and 1 July 2020. The elements impacting local government principally include:

- indoor recreation facilities must continue to remain shut to members of the public
- indoor and outdoor community sport competitions can restart from 1 July
 - those aged 18 years and under
 - COVID-19 safety plans for each activity or sport are required
 - consider guidance and materials such as Sport Australia's Return to Sport Toolkit or guidelines issued by bodies such as Sport NSW
 - should limit the use of communal spaces such as change rooms
 - a decision on a potential return date for adult community sport will be made at a later stage.
- community centres may open for the purposes listed
 - o service to assist vulnerable members of the public (eg food bank)
 - counselling and support group services
 - early education and care facility
 - fitness, gymnasiums, Pilates, yoga and dance studios
- rules
 - o 10 people per class and 100 people in an indoor venue.
 - four-square metre rule must be applied at all times
- exercise caution
 - the Government is urging people making use of outdoor public facilities and playgrounds to continue to observe health and hygiene standards by washing their hands before and after using equipment and to assume the person who has used the equipment before them has the virus
 - signage is being erected to remind users of community equipment to continue to observe the social distancing

Each COVID-19 Safety Plan template established by the Government sets out the matters in the COVID-19 safety checklist that must be addressed by each business owner in the food, fitness, sport and parlour industry. Councils have not been asked to enforce the Public Health Order, which is a role for NSW Police.

PLANNING AND STRATEGY COMMITTEE OF THE WHOLE

10 JUNE 2020

7.3 COVID 19 - Update (Ref: ; Author: Tegart/Tegart) (Continued)

We have also worked with the region and Government to establish frameworks and ascertain modelled impacts on the economy from COVID, which are illustrated on the attachment.

Local business in QPR has accessed NSW government grants for bushfire and COVID recovery:

- \$10k Covid grant (143 @ \$1.398m)
- \$50k bushfire grant (46 @ \$1.08m)
- \$10k small business grant (306 @ \$3.06m)

Recommendation

That the report be received for information.

Attachments

Attachment 1 COVID Impact and Recovery (Under Separate Cover)



PLANNING AND STRATEGY COMMITTEE OF THE WHOLE REPORTS OF COMMITTEES

10 JUNE 2020

8.1 Minutes of the Braidwood and Curtilage Heritage Advisory Committee held 14 May 2020 (Ref: ; Author: Thompson/McCauley)

File Reference: 26.5.1-07

Summary:

The Minutes of the Braidwood and Curtilage Heritage Advisory Committee held on 14 May 2020 are presented to Council for its consideration.

Recommendation

That Council note the Minutes of Braidwood and Curtilage Advisory Committee held on 14 May 2020.

Attachments

Attachment 1

Minutes of the Braidwood and Curtilage Heritage Advisory Committee Meeting Held on 14 May 2020 (Under Separate Cover)

PLANNING AND STRATEGY COMMITTEE OF THE WHOLE REPORTS OF COMMITTEES

10 JUNE 2020

8.2 Minutes of the QPRC Heritage Advisory Committee Meeting held 21 May 2020 (Ref: ; Author: Thompson/McCauley)

File Reference: 26.5.1-08

Summary

The Minutes of the QPRC Heritage Advisory Committee of 21 May 2020 are presented to Council for consideration.

Recommendation

That Council note the Minutes of QPRC Heritage Advisory Committee held on 21 May 2020.

Attachments

Attachment 1

Minutes of the QPRC Heritage Advisory Committee Meeting Held on 21 May 2020 (*Under Separate Cover*)

9 NOTICE OF INTENTION TO DEAL WITH MATTERS IN CLOSED SESSION

It is necessary for the Council to adopt a resolution to formalise its intention to deal with certain matters in Confidential Session. The reports are incorporated in the "confidential" business paper which has been circulated to Councillors.

The Local Government Act, 1993 requires the General Manager to identify those matters listed on the business paper which may be categorised as confidential in terms of Section 10A of the Local Government Act, 1993.