TOWN OF COTTESLOE



DEVELOPMENT SERVICES COMMITTEE MINUTES

MAYOR'S PARLOUR, COTTESLOE CIVIC CENTRE 109 BROOME STREET, COTTESLOE 6.00 PM, MONDAY, 28 OCTOBER 2013

CARL ASKEW Chief Executive Officer

31 October 2013

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Agenda and minutes are available on the Town's website www.cottesloe.wa.gov.au

DEVELOPMENT SERVICES COMMITTEE

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1 DECLARATION OF MEETING OPENING/ANNOUNCEMENT OF VISITORS

The CEO welcomed all committee members and explained the voting procedure for Presiding Member and Deputy Presiding member. He announced the meeting opened at 6:00 PM.

2 APPOINTMENT OF PRESIDING MEMBER AND DEPUTY PRESIDING MEMBER

The CEO called for nominations for Presiding Member. Cr Downes nominated Cr Jeanes, who accepted the nomination. Cr Birnbrauer nominated Cr Walsh, who declined the nomination. As there were no other nominations, Cr Jeanes was elected unopposed as Presiding Member.

Mr Askew then handed responsibility of the remainder of the meeting to the Presiding Member, who called for nominations for Deputy Presiding Member.

Cr Jeanes nominated Cr Walsh, who declined the nomination. Mayor Dawkins nominated Cr Downes, who accepted the nomination. As there were no other nominations, Cr Downes was elected unopposed as Deputy Presiding Member.

3 DISCLAIMER

The Presiding Member drew attention to the Town's disclaimer.

4 ANNOUNCEMENTS BY PRESIDING MEMBER WITHOUT DISCUSSION

Nil.

5 PUBLIC QUESTION TIME

5.1 RESPONSE TO PREVIOUS PUBLIC QUESTIONS TAKEN ON NOTICE

Nil.

5.2 PUBLIC QUESTIONS

Nil.

6 PUBLIC STATEMENT TIME

Mr Ken Adam representing the Cottesloe Tennis Club outlined the proposal to expand the Club's court facilities, based on the growth of the sport and provision of court types. He explained the westward extension envisaged in relation to adjustment of the lease boundary and provision of a landscape buffer. He also referred to the Club's liaison with the Town and in supporting the officer's report and recommendation thanked the Committee for the opportunity to speak.

7 ATTENDANCE

Present

Cr Peter Jeanes Mayor Jo Dawkins Cr Philip Angers Cr Jay Birnbrauer Cr Helen Burke Cr Jack Walsh Cr Katrina Downes

Officers Present

Chief Executive Officer
Manager Development Services
Planning Officer
Development Services Administration Officer

Presiding Member

7.1 APOLOGIES

Nil.

Officer Apologies

Mr Ed Drewett

Senior Planning Officer

7.2 APPROVED LEAVE OF ABSENCE

Nil.

7.3 APPLICATIONS FOR LEAVE OF ABSENCE

Nil.

8 DECLARATION OF INTERESTS

Mayor Dawkins declared an impartiality interest in Item 11.1.2 due to being a member of the Cottesloe Tennis Club.

Cr Downes declared an impartiality interest in Item 11.1.2 due to being a member and pennants player of the Cottesloe Tennis Club.

9 CONFIRMATION OF MINUTES

Minutes September 16 2013 Development Services Committee.docx

Moved Cr Walsh, seconded Cr Downes

The Minutes of the Ordinary meeting of the Development Services Committee, held on 16 September 2013 be confirmed.

Carried 7/0

10 PRESENTATIONS

10.1 PETITIONS

Nil.

10.2 PRESENTATIONS

Nil.

10.3 DEPUTATIONS

For the benefit of the members of the public present, the Presiding Member determined to consider item 11.1.2 Proposal for Expansion of Cottesloe Tennis Club first, then returned to the published order of the agenda.

11 REPORTS

11.1 PLANNING

11.1.1 NO. 10 (STRATA LOT 2) VERA STREET – NEW TWO STOREY DWELLING

2767
Aerial
Site Plans
Property Photos
<u>Streetscape</u>
Carl Askew
Chief Executive Officer
Ronald Boswell
Planning Officer
28 October 2013
Nil
Ronald and Robyn Creagh
Coastview Australia Pty Ltd
17 September 2013
Residential R35
P - A use that is permitted under this Scheme
300m ²
Not applicable

SUMMARY

This application is seeking the following variations to Council's Town Planning Scheme (TPS 2), the Residential Design Codes (RDC) and Council's Policy/Resolution:

- Front setback
- Side setbacks
- Boundary Wall

Each of these aspects is discussed in this report and refers to plans received on 20 September 2013.

Given the assessment that has been undertaken, the recommendation is to conditionally approve the application.

PROPOSAL

This application is for a two storey dwelling that will replace an existing two storey dwelling. The new dwelling will incorporate a double garage, entry hall, staircase, study, powder room, laundry, kitchen and living areas (indoor/outdoor) at ground level, and three bedrooms, two toilets and an upper living area to the first floor.

STATUTORY ENVIRONMENT

- Town Planning Scheme No. 2
- Residential Design Codes

POLICY IMPLICATIONS

Garage and Dwelling in Front Setback Area (Council Policy/Resolution)

HERITAGE LISTING

Not applicable.

APPLICATION ASSESMENT

AREAS OF NON-COMPLIANCE

Council Policy/Resolution

	Permitted	Proposed
Streetscape	6m front setback (Council	3.22m
	resolution 28/10/02).	

Residential Design Codes

Design Element	Acceptable development	Proposed	Design principles
5.1.3-Lot boundary setback	 1.5m, 1.7 Max 3.5m, average of 3m 	1.1m, 1.5m3.15m	Clause 5.1.3 – P3.1 and P3.2

ADVERTISING OF PROPOSAL

The application was advertised and consisted of a letter to five adjoining property owners. Advertising closed on 16 October 2013 and there were no submissions.

BACKGROUND

An initial assessment of the application revealed two areas of non-compliance with Council requirements, including the dwelling being proposed forward of the 6m setback and variation to side boundary setback requirements.

The application has been supported by written justification from the applicant who is seeking concessions against Council Policy/Resolution and the Residential Design Codes.

OFFICER'S COMMENT

The following technical assessment is made in respect of the proposed development:

Front Setback

In 2002 Council resolved to generally require a 6m front setback for residential development which does not included averaging (for the preservation of streetscape,

view corridors and amenity) regardless of the density coding. The acceptable development standards of the RDC require a minimum 4m front setback from a primary street in a Residential R35 zone. A reduced setback may correspond with the average of the setback of existing dwellings on each side of the proposed dwelling. In this instance the two storey dwelling shall be setback further than the adjoining properties to the east and west sides.

The existing dwelling currently has a reduced setback to the garage of 1m into the front setback area, i.e. 5m setback.

The proposed double garage on the eastern side of the lot is setback 3.22m from the front boundary. The remainder of the ground floor is setback 6.7m from the front boundary. This dwelling achieves a 4.96m average front setback therefore making it compliant with the acceptable development standards of the RDC. The site shall remain R35 when LPS No. 3 becomes active which will allow front setbacks of a minimum 2m, average 4m, under the acceptable development standards of the RDC. The first floor has a balcony to the master bedroom that maintains an equal setback to the garage. The rest of the first floor is setback 6.64m. This will reduce the bulk and scale of the upper floor as viewed from the street.

Side and Rear Setback

The proposed ground floor alfresco has a setback of 1.1m from the northern boundary, in lieu of a 1.5m setback required under the acceptable development standards of the RDC. The upper floor (stairs/sitting room/bathroom) has a setback of 1.5m from the western boundary, in lieu of a 1.7m setback required. Under the acceptable development standards of the RDC, this variation can be considered under Design Principles, which state:

Buildings set back from street boundaries an appropriate distance to ensure they:

- contribute to, and are consistent with, an established streetscape;
- provide adequate privacy and open space for dwellings;
- accommodate site planning requirements such as parking, landscape and utilities; and
- allow safety clearances for easements for essential service corridors.

The proposed variations are relatively minor and compensate for a small, narrow lot. The proposed setback variation will not have any significant impact on direct northern sun and ventilation to the dwelling or the adjoining property on the western side or appurtenant to open spaces. Only one high-level window and one obscure glazed window will be located on this elevation and shall assist in protecting privacy.

Boundary Wall

The proposed dwelling includes a parapet wall on the eastern boundary. The parapet wall is single storey with a length of 7.87m and height of 3.15m from NGL. The existing dwelling has a parapet wall in the same location that is 6m long. The length of the parapet wall complies with the RDC, although is over the average height by 0.15m which is marginal and should be supported by Council.

CONCLUSION

The proposed two storey dwelling can be supported as it represents acceptable variation under Council's policy pertaining to garages and buildings in the front setback area, and the side and rear setback variations being sought. It satisfies the relevant performance criteria of the RDC and should be supported by Council. Furthermore, no submissions have been received from adjoining owners. The development is fully compliant with the building height requirements of TPS 2.

In summary, the existing dwelling fits in with the pattern of reduced setbacks on the subdivided small lots along Vera and Albion Streets, being developments which Council has approved. The new dwelling essentially replaces the current one and maintains this streetscape arrangement, including with the dwellings either side. The overall degree of variation sought is relatively minor (whereas small lot dwelling designs can tend to seek quite significant variations) and does not affect neighhouring properties.

COMMITTEE COMMENT

Committee briefly queried if any front fencing was included in the proposal and the Planning Officer advised that it was not.

VOTING

Simple Majority

OFFICER AND COMMITTEE RECOMMENDATION

Moved Cr Birnbrauer, seconded Mayor Dawkins

THAT Council GRANT its approval to Commence Development for the proposed Two Storey Dwelling at 10 (Strata Lot 2) Vera Street, Cottesloe, in accordance with the plans received on 20 September 2013, subject to the following conditions:

- (1) All construction work being carried out in accordance with the Environmental Protection (Noise) Regulations 1997, Regulation 13. Construction sites.
- (2) The external profile of the development as shown on the approved plans not being changed whether by the addition of any service plant, fitting, fixture or otherwise, except with the written consent of Council.
- (3) All water draining from roofs and other impermeable surfaces shall be directed to garden areas, sumps or rainwater tanks within the development site where climatic and soil conditions allow for the effective retention of stormwater on-site.
- (4) The roof surface being treated to reduce glare if Council considers that the glare adversely affects the amenity of adjoining or nearby neighbours following completion of the development.

- (5) Air-conditioning plant and equipment shall be located closer to the dwelling than adjoining dwellings, and suitably housed or treated as may be necessary to ensure that sound levels do not exceed those specified in the Environment Protection (Noise) Regulations 1997.
- (6) The finish and colour of the boundary wall facing the neighbour shall be to the satisfaction of the Manager Development Services.
- (7) A separate application for a new crossover meeting Council's specifications shall be submitted for approval by the Manager Engineering Services or an authorised officer.

Advice Notes:

- (1) The owner/applicant is responsible for ensuring that all boundaries shown on the approved plans are correct and that the proposed development is constructed entirely with the owner's property.
- (2) The owner/applicant is responsible to apply to the Town for a Building Permit and to obtain approval prior to undertaking construction of the development. Please note that proper and accurate scaled, dimensioned and annotated construction plans are required for that purpose, not hand-drawn plans.
- (3) The owner/applicant is reminded of their obligation under the Strata Titles Act which may require the consent from the adjoining strata owners and/or Strata Company before commencing any work on site. This is separate from the planning approval process.

Carried 7/0

Mayor Dawkins declared an impartiality interest in item 11.1.2 due to being a member of the Cottesloe Tennis Club.

Cr Downes declared an impartiality interest in Item 11.1.2 due to being a member and a pennants player of the Cottesloe Tennis Club

11.1.2 PROPOSAL FOR EXPANSION OF COTTESLOE TENNIS CLUB

File Ref:	PR52897
Attachments:	<u>Aerial</u>
	Foreshore Redevelopment Plan
	Tennis Club Submission
Responsible Officer:	Carl Askew
	Chief Executive Officer
Author:	Andrew Jackson
	Manager Development Services
Proposed Meeting Date:	28 October 2013
Author Disclosure of Interest	Nil

SUMMARY

This report presents a proposal by Cottesloe Tennis Club (CTC) to expand its site, seeking in-principle support from Council as a prelude to initiating the formal procedures involved.

CTC has provided the attached outline and indicative plan accordingly.

The opportunity exists to consider the proposal in the context of the entire open space along Napier Street and progressive improvements to the public domain, with each project adding value to the amenity and landscape of the area.

BACKGROUND

The CTC occupies Crown land reserved for recreation which is vested in the Town, who lease the site to the Club (for a 21 year period, with six years elapsed). In planning terms the land is Metropolitan Region Scheme Parks & Recreation Reservation (ie *Regional Open Space*), together with John Black Dune Park (JBDP) and Car Park No. 2 (CP2).

A range of land use and development controls relate to the locality, including the Town's Foreshore Redevelopment Plan (FRP), Natural Areas Management Plan (NAMP), proposed Local Planning Scheme No. 3 (LPS3) and additional parking provision.

The CTC proposal invites consideration of a coordinated approach to the upgrading of the overall area.

STRATEGIC IMPLICATIONS

• Relates to planning and development of open space, recreational facilities, parking stations and the public domain, in connection with the FRP.

POLICY IMPLICATIONS

• Relates to management of assets, open space and parking.

STATUTORY ENVIRONMENT

- Local Government Act
- Land Administration Act
- Metropolitan Region Scheme

FINANCIAL IMPLICATIONS

- In due course CTC may approach the Town for funding assistance to then be considered.
- Planning and upgrading JBDP would involve costs for a landscape architect, community consultation and implementation, to be drawn from current and future budgets.
- Extending CP2 would require funding from future budgets.

SUSTAINABILITY IMPLICATIONS

• Open space and public domain design and works should be conscious of sustainability principles and measures.

CONSULTATION

- To be conducted by CTC and the Town pursuant to more detailed planning and a formal DA for this proposal.
- Concept plans for JBDP and CP2 to involve community consultation in due course.

STAFF COMMENT

Cottesloe Foreshore Redevelopment Plan

The FRP arose from the Enquiry by Design and subsequent deliberations involving the Town's Foreshore Working Group. Following consideration Council has adopted a final version as a broad guide to progressive improvement of the public domain. Projects have ensued, including the disability access path (virtually completed) and intended public toilets/change-rooms (concept plans). The Plan informs ongoing more detailed planning and proposals, including the future of the Napier Street open space containing CP2, JBDP and CTC.

CTC proposal

The CTC originated in the 1930s and is a key community recreational resource. The Club has a 500-strong membership ranging from children to seniors. Tennis continues to be a popular and growing sport, with increasing demand for access to courts and hours of availability. There is a trend towards hard courts for reduced maintenance and water consumption.

Recently CTC has undertaken its Strategic Plan Review, copy attached, covering membership, finance and governance, and facilities and planning. In accordance with the Club's outlook, physical expansion of the site for additional courts is proposed, to increase capacity and rationalise the supply of hard versus grass courts.

Specifically, CTC requests Council's agreement to extend the lease boundary some 18m to the west into JBDP, to accommodate additional courts and provide a landscape buffer. The precise form of the extension (ie level of courts, degree of retaining wall, landscape buffer, fencing) remains to be designed in liaison with the Town, leading to a DA for planning approval.

The funding arrangement is yet to be determined, pending detailed design and approvals. CTC is likely to approach Tennis Australia, Tennis West and the Department of Sport and Recreation in this regard. CTC might also request Council to contribute.

John Black Dune Park

This is a natural re-growth sandy "park" named after a former Mayor. Although recognised as a green space it is not formally landscaped or used and is not an attractive or hospitable place. The Park would be reduced by expansion of CTC and CP2.

The Cottesloe Natural Areas Management Plan identifies the Park as in need of improvement and a priority for works:

John Black Dune Park is a modified stable dune occurring between the car park and tennis club on the north side of Napier Street. The area was extensively cleared in the 1960s and retains only small sections of remnant vegetation at its north east and south east corners. The remainder of the open area is dominated by Victorian Tea Tree and understorey weeds. The Town has indicated the possibility of expanding the adjacent car park into the western section of this reserve. Currently John Black Dune Park does not experience any community ownership and is a source of antisocial behaviour and safety concerns. The highly degraded state and lack of native vegetation makes this park to be more suitably classified as potential natural area (PNA) rather than an existing natural area (ENA), as its management will require establishing native vegetation, rather than enhancing bushland condition. The unique position and large compact shape of this public open space provides much opportunity for public education, interpretation and demonstration, such as planting local species that are aesthetic and are bird and butterfly attracting.

It would be prudent to engage a landscape architect to design a concept plan to upgrade the JBDP into a useable and attractive environment.

The FRP also envisages upgrading of the JBDP as follows:

This area needs to be properly developed rather than continuing in its current form. Development of the car park on the western side will present the opportunity to turn this area into an excellent example of natural coastal habitat. It will require the installation of an east/west and north/south path (perhaps an elevated boardwalk), appropriate lighting and a number of interpretive stations to educate the community about dunal habitats. The north/south path must have a clear line of sight to ensure adequate surveillance. It is also very important that additional natural species are planted to help with the overall restoration of the park.

Car Park No. 2

This is the largest beachfront car park, which is well-used and fills to capacity at peak times (hot weather and events) but is otherwise only partially occupied or quite empty. The FRP envisages concentration of parking at CP2 and upgrading as follows:

The most important strategy in re-developing the foreshore is the centralisation of parking. This will involve the removal of Car Park No. 1 and most of the embayment parking along Marine Parade. This at-grade parking area will provide approximately 430 car bays. Shade from large-canopied trees will be required. These trees will also have to be suitable for the coastal context. The new centralised car park should be set back from Marine Parade. This set back area should be well landscaped to lessen the visual impact of the car park.

The Town has prepared a concept plan, attached, for possible extension of the CP2 into JBDP to add approximately 100 bays. This work is not budgeted or programmed at this stage, but could be implemented depending of parking demand and changes determined for JBDP or CTC.

Napier Street car parking

In 2012 the Town constructed an area of brown asphalt car parking off Napier Street to serve CTC, with border landscaping. Currently the Town is constructing additional brown asphalt verge parking alongside the Civic Centre and further west on both sides of Napier Street, for general public purposes. This will increase parking serving the beachfront, Civic Centre and CTC, and compensate for the reduction of Car Park No. 1 envisaged by the FRP.

Local Planning Strategy

The Local Planning Strategy is a forerunner to Local Planning Scheme No. 3 and in outlining the general zoning strategy includes the following statement:

Regional Reserve - Marine Parade (north side):

The Western Australian Planning Commission has advised Council that part of the land reserved for regional Parks and Recreation, located between Napier Street and Gadsden Street, and occupied by a public car park, has potential for future development. The Commission has indicated the possibility of linking the existing 'activity areas' to the north and south of the area with additional foreshore activity development. In this regard, the Council intends to participate with the Commission and other relevant State Government authorities in a study of the area, as follows:

- identification of a boundary within which to carry out the study;
- *identify the terms of reference of the study;*
- ensure that the study recognises the existence of nearby residential areas and the need to protect their amenity; and
- ensure that the study recognises any other matters relevant to the locality.

This reflects refinements made to the Strategy after the Enquiry by Design and was intended to flag the longer term possibility of an active frontage to CP2. At the time the draft FRP envisaged a decked car park and potential short-stay accommodation

in this locality, subject to future planning. At present there is no imperative or commitment to initiate such a study, which would be undertaken if and when required, as at this stage the land remains Regional Open Space.

Process

Broadly, the process to determine expansion of the CTC site with an indicative timeline is as follows:

- Town reports to Council for in-principle support to concept proposal 4 November 2013.
- Town and CTC prepare development application (DA) November 2013.
- Town undertakes community consultation.
- Council considers and makes recommendation on DA late 2013 / early 2014.
- Town refers DA to Western Australian Planning Commission (WAPC) for determination – early 2014.
- WAPC approves DA, conditional on lease boundary extension March 2014.
- Town and CTC attend to lease boundary adjustment, via Landgate and Minister for Lands by mid 2014.
- CTC applies for Building Permit, which Town issues upon lease boundary adjustment by mid 2014.
- Construction works may commence within DA approval period of typically two years.

In summary, the conceptual and consultation phase will firm-up the proposal and gauge community response prior to Council being asked to initiate a formal DA and follow-through with the lease adjustment.

CONCLUSION

The proposal to expand the CTC site has merit, being one of the Town's key sports clubs. This is best considered in the context of planning for the Napier Street Regional Open Space also containing JBDP and CP2. On this basis Council can coordinate overall changes and improvements, then individual projects may proceed subject to approvals, funding and works.

COMMITTEE COMMENT

Committee considered that the Tennis Club proposal could be progressed on its own merit at this stage, while planning and expenditure on John Black Dune Park, Car Park No. 2 and the Foreshore Redevelopment Plan should be further considered before choosing courses of action to address those areas. The Manager Development Services explained that the report aimed to give Council an overview of planning for the locality so far and that the various planning and improvement activities Council has put in train could continue to be progressed in their own right with overall coordination.

VOTING

Simple Majority

OFFICER RECOMMENDATION

Moved Cr Jeanes, seconded Mayor Dawkins

THAT Council:

- 1. Supports in-principle the proposal for expansion of the Cottesloe Tennis Club site as outlined in this report, subject to suitable community consultation and the necessary planning approval, lease boundary adjustment and building permit.
- 2. Requests staff to engage a landscape architect to prepare a concept plan to upgrade John Black Dune Park and Car Park No. 2, for Council consideration of approval, funding and works, taking into account the proposal to expand the Tennis Club, the concept plan to extend Car Park No. 2, the Cottesloe Natural Areas Management Plan and the Cottesloe Foreshore Redevelopment Plan.
- 3. Supports extension of the Bryan Way footpath to Marine Parade to provide continuous pedestrian access, and landscaping at the northern end of Car Park No. 2, to buffer residential properties from the car park and enhance visual amenity.
- 4. Requests staff to devise appropriate community consultation in relation to the proposals, concept plans and planning applications involved.

AMENDMENT

Moved Cr Jeanes, seconded Cr Birnbrauer

That parts 2, 3 and 4 of the recommendation be deleted.

Carried 6/1

COMMITTEE RECOMMENDATION

Moved Cr Jeanes, seconded Cr Downes

THAT Council:

1. Supports in-principle the proposal for expansion of the Cottesloe Tennis Club site as outlined in this report, subject to suitable community consultation and the necessary planning approval, lease boundary adjustment and building permit.

AMENDED SUBSTANTIVE MOTION WAS PUT

Carried 7/0

12 ELECTED MEMBERS' MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN

Nil.

13 NEW BUSINESS OF AN URGENT NATURE INTRODUCED BY DECISION OF MEETING BY:

13.1 ELECTED MEMBERS

Nil.

13.2 OFFICERS

Nil.

14 MEETING CLOSED TO PUBLIC

14.1 MATTERS FOR WHICH THE MEETING MAY BE CLOSED

Nil.

14.2 PUBLIC READING OF RECOMMENDATIONS THAT MAY BE MADE PUBLIC

Nil.

15 MEETING CLOSURE

The Presiding Member announced the closure of the meeting at 6:37 PM.

CONFIRMED MINUTES OF 28 OCTOBER 2013 PAGES 1 - 17 INCLUSIVE.

PRESIDING MEMBER: POSITION:

.....

DATE: / /