TOWN OF COTTESLOE



STRATEGIC PLANNING COMMITTEE MINUTES

MAYOR'S PARLOUR, COTTESLOE CIVIC CENTRE 109 BROOME STREET, COTTESLOE 7.00 PM, WEDNESDAY, 23 FEBRUARY 2011

CARL ASKEW Chief Executive Officer

25 February 2011

STRATEGIC PLANNING COMMITTEE TABLE OF CONTENTS

ITEM	SUBJECT PA					
1	DECLARATION OF MEETING OPENING/ANNOUNCEMENT OF VISITORS					
2	RECORD OF ATTENDANCE/APOLOGIES/LEAVE OF ABSENCE (PREVIOUSLY APPROVED)					
3		RESPONSE TO PREVIOUS PUBLIC QUESTIONS TAKEN ON NOTICE				
4	PUBLIC	PUBLIC QUESTION TIME				
5	PUBLIC	PUBLIC STATEMENT TIME 1				
6	APPLIC	APPLICATIONS FOR LEAVE OF ABSENCE				
7	CONFI	CONFIRMATION OF MINUTES OF PREVIOUS MEETING 1				
8	ANNOUNCEMENTS BY PRESIDING MEMBER WITHOUT DISCUSSION					
9	PETITI	PETITIONS/DEPUTATIONS/PRESENTATIONS2				
10	REPOF	3				
	10.1	GENERAL				
		10.1.1	LOCAL PLANNING SCHEME NO. 3 – REPORT MODIFICATIONS REQUIRED BY MINISTER FO FURTHER ADVERTISING	-		
		10.1.2	APPLICATION BY KEEP COTT LOW FOR NATIONAL HERITAGE LISTING OF COTTESLO BEACH LOCALITY – REQUEST FOR COUNCIL SUPPORT			
		10.1.3	TOWN OF COTTESLOE - ACTION PLAN REVIE FEBRUARY 2011	EW 24		
11	-	ELECTED MEMBERS' MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN				
12		NEW BUSINESS OF AN URGENT NATURE INTRODUCED BY ELECTED MEMBERS/OFFICERS BY DECISION OF MEETING				
13	MEETII	MEETING CLOSURE				

1 DECLARATION OF MEETING OPENING/ANNOUNCEMENT OF VISITORS

The Presiding Officer announced the meeting opened at 7:02 PM.

2 RECORD OF ATTENDANCE/APOLOGIES/LEAVE OF ABSENCE (PREVIOUSLY APPROVED)

Present

Cr Jack Walsh Cr Jay Birnbrauer Cr Greg Boland **Presiding Member**

Officers Present

Carl Askew Geoff Trigg Andrew Jackson Lydia Giles Chief Executive Officer Manager Engineering Services Manager Development Services Executive Assistant

Apologies

Mayor Kevin Morgan

Leave of Absence (previously approved)

Nil

Officer Apologies

Graham Pattrick - Manager Corporate and Community Services

3 RESPONSE TO PREVIOUS PUBLIC QUESTIONS TAKEN ON NOTICE

Nil

4 PUBLIC QUESTION TIME

Nil

5 PUBLIC STATEMENT TIME

Nil

6 APPLICATIONS FOR LEAVE OF ABSENCE

Nil

7 CONFIRMATION OF MINUTES OF PREVIOUS MEETING

Moved Cr Boland, seconded Cr Walsh

Minutes November 17 2010 Strategic Planning Committee.doc

The Minutes of the Ordinary meeting of the Strategic Planning Committee, held on 17 November 2010 be confirmed.

Carried 3/0

8 ANNOUNCEMENTS BY PRESIDING MEMBER WITHOUT DISCUSSION

Nil

9 PETITIONS/DEPUTATIONS/PRESENTATIONS

Nil

10 REPORTS OF COMMITTEES AND OFFICERS

10.1 GENERAL

10.1.1 LOCAL PLANNING SCHEME NO. 3 – REPORT ON MODIFICATIONS REQUIRED BY MINISTER FOR FURTHER ADVERTISING

File No:	SUB/721
Responsible Officer:	Carl Askew
	Chief Executive Officer
Author:	Andrew Jackson
	Manager Development Services

Proposed Meeting Date: 21 February 2011

Author Disclosure of Interest: Nil

INTRODUCTION

This report presents to Council:

- Modifications to proposed Local Planning Scheme No. 3 (LPS3) as required by the Minister for Planning to be further advertised and determined before the Scheme is finalised.
- Modifications to the associated Local Planning Strategy as required by the Western Australian Planning Commission (WAPC).
- Preliminary analysis of the modifications and their implications.
- An indicative advertising program.
- The statutory process to complete the Scheme.
- Consideration of Council's approach to that end.

In December 2010 Elected Members were apprised of the Minister's response on the Scheme and provided with copies of the required modifications to preview, pending this report to Council when it reconvenes in February 2011.

BACKGROUND

Council adoption of LPS3

Council on 27 May 2009 adopted proposed LPS3 for lodgement for final approval and the Town upon compilation of the documentation delivered the Scheme to the Department of Planning (DoP) on 19 June 2009; for it to assess and report to the WAPC, to in turn consider and advise the Minister.

In completing the proposed Scheme Council received a series of reports as listed below. These contain all of the background information, technical analysis, strategic discussion and Council deliberation involved.

• 15 December 2008 – Preliminary Report on Submissions.

- 23 February & 9 March 2009 Enquiry by Design: Outcomes Report and Scheme Proposals.
- 27 May 2009 Report on Submissions for Determination, Recommended Modifications and Adoption of Scheme for Forwarding for Final Approval – and Supplementary Report on Submissions to Advertising of Proposed Building Design Controls: For Finalisation of Scheme.

Council's modifications

Council considered submissions to the statutory advertising of the proposed Scheme and adopted 23 recommended modifications, comprising:

- 16 to the Scheme Text or Map.
- 3 to the Local Planning Strategy.
- 4 for policy measures.

The rationale for and detail of the modifications is contained in the Minutes of the 27 May 2009 Council special meeting. These modifications were of a minor rather than fundamental nature or magnitude regarded as substantial and warranting further advertising.

SCHEME AS LODGED FOR FINAL APPROVAL

The Scheme as adopted by Council and initially lodged for final approval comprised a suite of material under covering explanatory letter dated 19 June 2009, as follows:

- 1. The official Scheme documents as advertised (one copy and unmodified), comprising the Scheme Text, Scheme Map and Local Planning Strategy.
- 2. Schedules of the submissions made on the Scheme (in several parts).
- 3. Council's recommendations on the submissions (as set out in the Schedules and copies of the associated reports to Council).
- 4. Particulars of the modifications recommended by Council.
- 5. Council's resolution to adopt the Scheme for final approval (from the 27 May 2009 meeting).
- 6. The Enquiry by Design report, prepared by Hames Sharley for the Town and DoP, as agreed and finalised.
- 7. A summary of the proposed Building Design Controls (BDC) for the two beachfront hotel sites prepared for the subsequent advertising of the BDC.
- 8. Copies of the three submissions (all similar) for the two hotel sites and the Seapines/Tropicana (Lido) site.
- 9. The Schedule of General (non-BDC) Submissions, comprising the Standardised Submissions, as outlined in the December 2008 report to Council.

- 10. The Schedule of General (non-BDC) Submissions, comprising the Individual Submissions, as outlined in the December 2008 report to Council.
- 11. The Schedule of Building Design Controls Submissions, as outlined in the May 2009 report to Council.
- 12. A Table of Officer Summaries and Comments and Council Recommendations -Categorised and Consolidated, as a guide.
- Council report 15 December 2008 Preliminary Report on Submissions overviews the Scheme formulation, advertising, General (ie non-BDC) Submissions received and the related EbD – providing a profile of these submissions.
- 14. Council reports 23 February and 9 March 2009 *Enquiry by Design: Outcomes Report and Scheme Proposals* – successive reports presenting the EbD findings and in particular the proposed BDC, as agreed to by Council for advertising, explaining the details of the BDC and their incorporation into the Scheme.
- 15. Council report 27 May 2009 firstly, *Report on Submissions for Determination, Recommended Modifications and Adoption of Scheme for Forwarding for Final Approval* – presenting the General (non-BDC) Submissions for determination and adoption of the Scheme; and secondly, *Supplementary Report on Submissions to Advertising of Proposed Building Design Controls: For Finalisation of Scheme* – explaining consideration of these submissions and conclusion of the Scheme.

This amounts to a very thorough and detailed body of documentation and supporting material provided, in explaining the Scheme proposals, examining the submissions and formulating modifications.

Liaison with DoP

The Town maintained liaison with the DoP during the Scheme assessment period, including providing additional information, as follows:

<u>An inception meeting</u> on 4 August 2009, to overview the material lodged, commence dialogue on the Scheme proposals and discuss the anticipated assessment process / program.

Supporting information regarding beachfront height controls

Extracts about the beachfront height controls contained in LPS3, comprising material formulated by the Town and community groups in support of the Scheme and used in the EbD to produce the proposed BDC:

- Factors to be taken into account statement of planning principles.
- LPS3 Local Planning Policy No. 1: Beachfront Policy & Guidelines.
- SOS Cottesloe pre-EbD Workshop Presentation.
- Cottesloe's Sense of Place for SOS.
- SOS Cottesloe EbD Hotels and Beachfront Workshop Community Input.

- Keep Cott Low submission to EbD.
- Cottesloe Coastcare Association and the Enquiry by Design.

DEMONSTRATED MODIFICATIONS

- By email 9 September 2009, demonstrated modifications to the relevant sections of the Scheme Text.
- By email 16 September 2009, demonstrated modifications to the relevant sections of the Local Planning Strategy.

SCHEME MAP MODIFICATIONS

By letter dated 15 September 2009:

- A marked-up copy of the Scheme Map showing the location of the residential density coding changes.
- An aerial photo of each locality showing the subject lots in the context of their surrounds.

This information was correlated with the various schedules of modifications provided.

STATISTICS

By email 6 November 2009, a preliminary table summarising the statistics of the submissions.

COPIES OF SUBMISSIONS

By letter dated 27 November 2009, copies of the submissions on the Scheme, grouped as either Standardised (3 vols), Individual (2 vols) or Building Design Controls (2 vols), in accordance with the Schedule of Submissions, with corresponding numbering for ease of reference.

<u>Parking</u>

By email 30 July 2010, elaboration regarding parking demand / supply, studies, provisions and cash-in-lieu practices.

COTTESLOE FORESHORE PLAN

By letter dated 13 August 2010, advising:

- Continuing the foundation work jointly undertaken by the Town and DoP as part of the EbD, Council's Working Group and the lead consultant Dr Linley Lutton produced a much-refined version of the original concept plan.
- Enclosed is a copy of the *Cottesloe Foreshore Redevelopment Plan*, which sets out comprehensively and in detail how the foreshore is envisaged to reach its true potential integrated with the beachfront properties along Marine Parade and the inland spaces.
- Together with the Scheme documentation, EbD report and supplementary material forwarded by the Town, the Plan serves to foster and guide public domain improvements and urban development for the overall Cottesloe beach precinct.

In summary, a large quantity of information was provided to the DoP with the proposed Scheme to support Council's position, which the DoP has advised was

useful to its assessment. The material included a package of documents from the EbD focussed on the beachfront and height aspects.

Along the way the DoP indicated that there were a number of issues identified with the Scheme, but declined to disclose any details pending consideration by the WAPC. The Town saw that as a constraint, because professional discourse between planners should serve to narrow-down the aspects for reporting and decision-making.

Therefore, apart from the inception meeting, and despite all the back-up information given to the DoP, the Town has not had the benefit of any significant insights into, or discussion with DoP officers on the substance of, the Scheme's assessment. Hence there has been largely a knowledge vacuum instead of collaboration to facilitate finalistion of the Scheme; however, the following indications have been gleaned.

In relation to beachfront building height, the Town raised with the DoP how the Scarborough and Leighton developments were emerging as a comparison with the LPS3 height regime, and the DoP tended to see Scarborough as not the best example.

The DoP indicated that alignment of LPS3 with current State policies (eg SPP2.6 State Coastal Planning Policy) and studies (eg Perth Coastal Planning Strategy; Stirling Highway Activity Corridor Study) would be taken into consideration. The DoP observed that any reliance on the "broad community support" criterion under SPP2.6 in an attempt to achieve additional beachfront building height would prove difficult to achieve.

The Town queried with the DoP that the modifications required are not accompanied by any explicit rationales. This can be seen as a deficiency in the planning system which does little to foster meaningful consideration by a council and community.

It is understood that the DoP concentrated on a building height limit for the beachfront of five storeys based on SPP2.6, but that the WAPC expressed a desire to investigate taller development.

The Town also queried with the DoP the source and efficacy of the building design control diagrams contained in the Minister's modifications, which are a radical departure from the joint EbD study and report findings and diagrams. Council and the community need to know whether the alternative diagrams have any credibility and are accurate. The derivation of these diagrams has not been disclosed, although it is obvious that they closely echo the submissions for the three main potential development sites.

Consideration by WAPC

In the early days of formulating the Scheme a deputation of the Town and Council met with the former Chairman of the WAPC to discuss the broad direction and the interrelationship between local and regional planning purposes.

In more recent times there has been no face-to-face interaction between the Town or Council and the WAPC about the Scheme. Nonetheless, the joint EbD report and BDC therein have been endorsed by both Council and the WAPC, whereby it should be the foundation for the relevant components of the Scheme. The DoP has briefed the present WAPC Chairman on the progress of LPS3, including all dealings with the previous Minister as well as the EbD process and outcomes.

A preliminary report incorporating the same information was also been presented to the WAPC and a site visit to the Town was undertaken by its Statutory Planning Committee. The Town was not invited to participate.

The DoP has assured the Town that all of Council's submitted documentation and justifications would be presented to the WAPC and Minister as part of the normal reporting process – it has confirmed that everything submitted by Council was reviewed and/or tabled to the Statutory Planning Committee (SPC) of the WAPC for consideration.

It is understood that the WAPC requested of the DoP a further report with some detailed additional information regarding a number of matters, particularly the foreshore area regarding car parking requirements, cash-in-lieu provisions, provisions relating to proposed dwelling sizes and number of short-stays.

It is also understood that the WAPC requested of the DoP a review of scheme provisions used in other similar forms of development in Perth and the eastern states for any further recommendations that may arise, and that in response the DoP compiled information previously gathered when examining similar proposals for mixed-use development.

Liaison with Ministers

There have been two Ministers during the life of the Scheme Review so far. The former Minister was instrumental in urging Council to expedite the new Scheme and was willing to discuss the complexion of the Scheme. She visited Council and met twice with delegations to discuss the direction. She was willing to listen, consider points of view, take advice, explore options and negotiate solutions. She agreed to the joint EbD with the Town as the way forward to address the beachfront built form aspect, draft a foreshore concept plan and undertake preliminary structure planning for the railway lands (to examine land use, transit-oriented development potential and improved transport connectivity).

In this respect it is emphasised that the EbD was a pivotal stakeholder engagement exercise which produced a landmark report and devised the Building Design Controls for the beachfront as refined and endorsed by the Town and DoP for incorporation into the Scheme as adopted by Council.

The current Minister has inherited the extensive and intensive history of the Scheme and it is understood that the DoP has briefed and reported to him at least twice. It is also understood that LPS3 is the first scheme this Minister has dealt with at the final approval stage.

The Minister has not sought any interaction with Council on the Scheme. This is despite three lengthy letters from the Mayor on behalf of Council at key milestones in the process, as follows:

- 1. Letter dated 23 December 2008, informing the Minister of the EbD outcomes and seeking the opportunity to expand upon them. The Minister's reply of 28 January 2009 advised that he would *look forward to considering the report on the EbD outcomes in the context of the Town's coordinated assessment of submissions on draft LPS3.* He did not offer a meeting to discuss the matter.
- 2. Letter dated 22 July 2009 following lodgement of LPS3 for final approval, outlining completion of the EbD report and Scheme documentation, and seeking to present the work undertaken and Scheme proposals. The Minister's reply of 30 September 2009 advised that he has been briefed by the DoP on progress of LPS3. He declined a meeting ahead of advice from the WAPC on the Scheme, but would *look at whether a meeting might be beneficial once I have the received the WAPC's recommendation* this did not eventuate.
- 3. Letter dated 15 November 2010, urging finalisation of LPS3 having regard to the EbD findings for the district including the beachfront height controls. This emphasised the joint detailed studies carried out for the foreshore, beachfront and railway lands / town centre areas and the collective conclusions reached based on proper planning principles. The Minister's reply of 24 December 2010 was after his decision requiring modifications, hence reflected the advice letter from the WAPC. The Minister made the following comments indicating the outlook of the WAPC and himself on the matter:
 - Re-advertising of modifications is seen as essential in terms of the planning considerations under review, which are of interest to both the local and wider community.
 - Aware of Council's desire for low-rise development at the beachfront and agree that any decisions regarding building height should be based on sound planning principles.
 - Reviewed Council's justification for low-rise height limits and believe that increased building heights with appropriate urban design controls should be given further consideration.
 - Directions 2031 is the new strategic framework affecting Cottesloe and LPS3, echoing long-held imperatives for increased densities in close proximity to the CBD and adjoining major public transport routes.
 - The WAPC has recommended that the development potential in the Cottesloe Town Centre be significantly increased and it is implied that LandCorp has already undertaken some investigation in this respect, as well as that the Minister has suggested more work.
 - Encourage Council to enter into discussions with LandCorp and the WAPC towards a TOD for the Town Centre and railway lands.
 - Significantly, the Minister has said that he would meet with the Mayor and representatives of the Town after advertising of the required modifications has commenced Council should pursue this opportunity.

Additional indications Council has of the Minister's views is contained in the modifications he has required and the accompanying media release of 10 December

2010. This refers to aspirations including: facilitate development opportunities; enhance the popular foreshore area; regional recreation and tourism node; activation of the Marine Parade activity area; encourage renewal and redevelopment; landmark building that acts as an entry statement; opportunity to promote a high-quality beachfront environment; create better conditions for investment and redevelopment; attract a level of services and facilities.

While superficially plausible, these objectives can be contrary to one-another and it is questionable that town planning, which is premised on orderly and proper land use and development control in the interests of amenity, urban design and sustainability, ought to be applied to foster redevelopment for its own sake as an economic aim.

The Town is aware that representatives of the two hotels sites and the Seapines/Lido site have met with DoP and presumably the Minister to press their submissions. The DoP has confirmed that officers of the Department previously met with representatives of Multiplex as (then) owner of the CBH site, the owners of the OBH site and representatives of the Seapines/Lido site.

Whilst the Minister is ultimately empowered to simply fulfill his statutory obligations and regulatory duties to determine the Scheme, the decision-making capacity of the role might be expected to encompass appreciation of the background to and continuity of long-term planning processes and instruments.

STATUTORY PROCESS

The Scheme Review process is governed by the Planning & Development Act 2005 (as amended) and guided by the associated Town Planning Regulations.

Actions by WAPC & Minister

In brief, the current phase to complete the Scheme is as follows:

- After considering Council's deliberations on the submissions, the WAPC is to submit its recommendations on them and any modifications to the Minister.
- If particular recommended modifications are considered by the Minister to be *substantial*, Council is to advertise them for as long as directed, then within three months to:
 - Consider any submissions received.
 - Make recommendations to the WAPC in respect of each submission.
 - Forward the submissions and recommendations to the WAPC.
- The WAPC is to examine the submissions and forward its recommendations to the Minister, who is to:
 - Approve the Scheme or require further modifications, whereupon within 42 days of being notified by the WAPC of the Minister's decision, Council is to comply with the modifications and/or

forward three copies of the Scheme to the WAPC for the Minister's final approval; or

- Refuse to approve the Scheme, whereupon Council is to notify each submitter of the refusal.
- Lastly, the approved Scheme is to be endorsed by the WAPC and Minister then gazetted and advertised as finally approved, whereupon it commences operation and current Town Planning Scheme No. 2 (TPS2) ceases.

Regulations

This present steps are stipulated in Regulation 20 as follows:

- 20. Consideration of Scheme by Minister or authorised person
- (1) Where the Minister or authorised person is of the opinion that a modification to the Scheme is substantial whether the modification is recommended by the responsible authority or any other modification he shall direct the responsible authority to advertise the modification in the form of Form No. 3A in Appendix A once in a newspaper circulating in the district where the land the subject of the Scheme is situated and to display a copy of the notice in a prominent place in the offices of the responsible authority for the period set forth in the direction and may direct the responsible authority to take such other steps as he considers necessary to make public the modification and the responsible authority shall give effect to the direction.
- (2) A person who desires to make a submission on a modification to the Scheme that has been advertised pursuant to subregulation (1) shall make a written submission by notice in the form of Form No. 4 in Appendix A within the period specified in the direction given under subregulation (1).
- (3) The responsible authority shall, within 3 months of the expiry of the period specified under subregulation (1) for making submissions on the modifications or within such further period as is approved by the Minister or an authorised person —
 - (a) consider all submissions on the modifications to the Scheme;
 - (b) make a recommendation in respect of each submission to the Commission; and
 - (c) forward the submissions on the modifications to the Scheme and its recommendations thereon to the Commission.
- (4) The Commission shall examine the submissions on the modifications to the Scheme and the recommendations of the responsible authority and make its recommendations thereon to the Minister.
- (5) The Minister shall consider the submissions on the modifications to the Scheme made under this regulation together with the recommendations made thereon by the responsible authority and the recommendations of the Commission, and shall pursuant to section 7(2a) of the Act approve the Scheme, refuse to approve the Scheme or require the responsible authority to modify the Scheme in such manner as he may specify before approval is given.

Legal advice

Legal advice has confirmed the statutory process, procedures performed and Ministerial powers in fulfilling the Regulations.

PLANNING REFORMS

In May 2010 Council received a report *Planning Reforms Update* and resolved that it:

- 1. Notes the information provided in the officer report.
- 2. Supports WESROC in its endeavours to seek suitably qualified advice to prepare amendments to the Approvals and Related Reforms (No. 4) (Planning) Bill 2009, in order to ensure local community control in:
 - a) the preparation of planning schemes for local areas; and
 - b) the assessment of development applications in local areas i.e. Development Assessment Panels to be appointed by local Councils.
- 3. Hold a public meeting at the Cottesloe Civic Centre on a suitable convenient Sunday morning, on Planning Reforms Bill;
- 4. Invite suitable speakers, including invitations to the Premier and Minister for Planning, and their counterparts from the ALP, Nationals and Greens together with Janet Woollard and Adele Carles and any other non-aligned members of Parliament;
- 5. Authorise the Mayor to chair and conduct the meeting, in consultation with the Deputy Mayor and the CEO where possible;
- 6. By suitable means, invite residents of Cottesloe and other western suburb councils, together with Mayors and Presidents of other WA councils, to attend the meeting, and ask that sufficient time beforehand they register their interest in attending;
- 7. Directs its WALGA delegates to advocate within WALGA processes for improvements to the Bill to ensure local community control in line with recommendation 2 above.

Nonetheless the reforms have since been passed and are now being implemented.

Planning Act amended

It is prudent that Council considers the extent to which the planning reforms approved by Parliament are likely to have a bearing on the Scheme.

The Planning & Development Act has been significantly amended by a set of reform measures which commenced operation on 22 November 2010. A letter from the DoP dated 19 November 2011 outlined the key changes. Those of potential application to Cottesloe over time include:

 <u>S77A</u> – the Minister can direct a local government to amend its local planning scheme to be consistent with a specified state planning policy – this only applies to future purpose-designed SPP, not those existing, so this is not an immediate likelihood.

- <u>IMPROVEMENTS PLANS AND IMPROVEMENT SCHEMES</u> these instruments may be made by the WAPC to guide and manage land use and development. Improvement Schemes replace the regional and local schemes applicable to the subject land, whereby the WAPC is the development control authority. The Minister may amend a local planning scheme to make it consistent with the provisions of an Improvement Scheme. These instruments are intended to have focused purposes and apply in only limited circumstances, hence they appear not so applicable to Cottesloe at this time.
- <u>S76 ORDER</u> Ministerial power to direct a local government to prepare or adopt a local planning scheme or amendment, including any modifications or conditions imposed by the Minister. This is subject to representation (by any body), satisfaction of mandatory questions, appropriate situations, relevant criteria and regulatory procedures; therefore it is unlikely to be invoked for completion of LPS3 which is well-advanced and for which due process is being followed. Note that the Minister in lieu of an Order may simply approve of a Scheme or amendment with modifications.
- <u>DEVELOPMENT ASSESSMENT PANELS</u> (DAP) provisions for the creation of DAP has been introduced as part of the changes to the Act. This is notwithstanding considerable opposition and scepticism from local government. A letter from the DoP dated 6 September 2010 outlined the arrangements being made to form, guide and commence operation of the DAP by July 2011. The DoP has called for expressions of interest for specialist members from 22 January 2011. Appointment of local government members is to follow. There is no doubt that a DAP will apply to Cottesloe and that it will be a vehicle for the determination of major or contentious development proposals.

REGIONAL PLANNING

During 2010 Council gave consideration to ongoing regional planning matters and responded as follows:

Report to Council July 2010 – Government Request for Surplus Land Information

It was resolved that Council:

Notes the request from the Premier for information on potential housing land and advises the Minister for Planning as follows:

- 1. The Department of Planning is the main source of housing land supply information for the Government and Local Governments are actively engaged in that process.
- 2. Cottesloe as an established inner suburb is almost fully developed and offers a mix of housing types in good condition, rather than being an outer metropolitan growth area of residential subdivisions or an older locality suitable for urban renewal.
- 3. Council is, however, through proposed Local Planning Scheme No. 3 (LPS3) and associated actions planning for a number of future residential

redevelopment prospects, including several Government landholdings, to provide additional and more diverse housing in the district.

- 4. The railway lands locality including the accommodation of Curtin Avenue west of the Town Centre is the primary opportunity which in recent years Council has been examining in conjunction with Government agencies and is keen to progress. Under LPS3 this is provided for as a Development Zone and a preliminary structure plan has been prepared as part of the related Enquiry by Design consultative exercise.
- 5. While Council is the custodian of extensive coastal recreational land, it is not an owner of any significant holdings readily available for residential development.

Report to Council November 2010 – Briefing on Directions 2031 Regional Planning Strategies, Central Metropolitan Sub-Regional Strategy and Activity Centres Policy

It was resolved that Council:

- 1. Notes this briefing on the new regional planning strategies and policy.
- 2. Makes the following comments in a submission to the WAPC on the Central Metropolitan Perth Sub-regional Strategy:
 - a. Council recognises that Cottesloe has a comparatively small yet important share of infill urban housing to contribute over time to assist in accommodating regional population growth, as well as a significant urban regeneration role in relation to regional transport routes and activity centres.
 - b. Council in recent years through its scheme review and associated studies has been proactive in examining regional and local planning issues and requirements in order to ascertain the most appropriate solutions for the various localities throughout the district.
 - c. The findings of these initiatives, which involved Council, the community, landowners, consultants and state government agencies, has provided a solid framework for Council and the community to continue to engage with state government agencies and other stakeholders towards realising the opportunities for addressing the proposed regional transport routes, eastwest connectivity, town centre enhancement, new urban precincts, infill residential development, the supply and diversity of housing, the beachfront/foreshore recreational destination and additional matters which may arise.
 - d. Council will be seeking to pursue these initiatives through finalisation of Local Planning Scheme No. 3 (LPS3), further studies, structure planning, other local planning tools, and detailed planning, design and development control, in collaboration with relevant parties and subject to stakeholder and community participation.
 - e. In particular, the railway lands area west of the Town Centre, which includes the railway line/station and Curtin Avenue in their current

alignments and is classified as a Development Zone in LPS3, exhibits strong potential for detailed structure planning (based on the Preliminary Structure Plan and related studies already undertaken) for a demonstration transit-oriented development that solves the alignment and impact of these routes, improves east-west connectivity, delivers new and diverse housing towards achieving the desired target and fosters the town activity centre. In this regard the option examined in depth which is strongly preferred by Council involves sinking Curtin Avenue and the railway line in a common trench between the Western Power sub-station and Railway Street, including possible partial covering of the trench to gain useable land and optimise returns, together with a grade-separated road crossing for Jarrad Street (thereby overcoming the existing inefficient and hazardous levelsimilarly improved pedestrian and cyclist connections, crossing). integration of the train station with the Town Centre, and freeing-up as well as maximising the unused railway lands for urbanisation with a focus on a consolidated transit-oriented development, multiple activities, housing supply and choice, quality public domain spaces and sustainability.

- f. In terms of implementation, a cooperative approach with local governments is advocated rather than the imposition of unpalatable measures or unrealistic demands, and one which respects the individual character, heritage value and amenity of each district or locality, whereby the social composition, local planning approach and community aspirations are considered before any changes are made. In this regard it will be important to take into account the extensive previous community consultations undertaken in relation to the planning and development of Cottesloe, as well as the established planning mechanisms which have achieved the qualities of the built environment and public domain, in order to avoid adverse impacts and to ensure the most appropriate improvements within the district.
- g. Special funding arrangements, including assistance to local government, appears essential to enable planning actions and facilitate infrastructure and development projects in order to realise the strategies, policies and targets envisaged.
- h. In designing and developing new housing or activity centre areas the provision of at least 10% public open space as accessible local parks and arrangements for traffic management and parking supply will be important considerations to be taken into account through structure planning and detailed proposals.
- 3. Requests staff to liaise with the Department of Planning with a view to finetuning the proposed housing target and other prescriptions applicable to Cottesloe, for future reporting to Council on the progress of the regional planning strategies and policies, implementation arrangements, consultation needs, detailed planning actions and the funding situation.

These resolutions help to guide Council in addressing the interrelationship between regional and local planning.

MODIFICATIONS REQUIRED BY MINISTER

The Minister's decision requiring advertising of further modifications to the Scheme was conveyed by letter to the Town from the WAPC dated 9 December 2010. The Schedule of Modifications (December 2010) accompanying the letter sets out the changes to the Scheme provisions. As mentioned, the Minister's media statement on 10 December 2010 indicates his basic rationale and attitude on the matter.

At this stage in the scheme-making process the Minister is empowered to compel the modifications for the purpose of advertising. In this respect the letter from the WAPC expresses that the Minister *directs* Council to perform the task and advises Council that the contents of the modifications *are not open for negotiation prior to advertising*, but Council may respond to the intent of the modifications when forwarding its final recommendations on the Scheme.

Schedule of modifications

The official Schedule of Modifications is lengthy and complex. It contains the proposed provisions preferred by the WAPC / Minister yet does not readily distinguish them from the Scheme provisions as adopted by Council. It includes a response to Council's requested modifications, accepting some but not others. It also covers a few minor technical modifications.

The intended modifications are very significant in relation to the beachfront, town centre and a range of provisions. Officers have commenced reviewing them and their implications, with ongoing work required towards advertising, submissions and future consideration by Council. Consultants for the beachfront and foreshore from the EbD have also undertaken preliminary analysis of the relevant modifications.

The major changes contemplated affect the beachfront development parameters and building height controls, consequential impacts on the foreshore, the Town Centre and railway lands, depot site options, residential density codings for particular areas and specific provisions. In turn they influence policies and design guidelines under the Scheme, as well as the need for further studies and consultancy services.

The modifications will have to be communicated effectively for advertising and submissions, leading to officer assessment and Council evaluation.

FURTHER ADVERTISING

The Minister has directed advertising of the modifications for 42 days (six weeks) commencing *as soon as possible* – this recognises the necessary lead-time for Council consideration plus for the Town to prepare documentation and make consultation arrangements.

Town Planning Regulation 20(1) stipulates the statutory advertising requirements, which as a minimum entail one newspaper notice and one display notice. The Minister has not required any additional measures; however, as before Council would want to undertake wide community consultation in order to notify the relevant interested parties, disseminate the proposed modifications and seek informed submissions.

This will utilise similar methods and materials as for the initial advertising, entailing various resources and costs

Broadly, the next steps involved are as follows:

- Prepare during March for detailed advertising.
- Advertising of the modifications for 42 days and receipt of submissions, during April (includes Easter) into May.
- After that Council has the prescribed time of three months (or longer as may be allowed) to consider submissions and re-lodge the Scheme for final approval in the form it desires; ie by say mid August.
- Upon that the WAPC and Minister will again consider the Scheme, the further modifications the submissions, and Council's response to them, for a decision on final approval.
- A Council submission will be essential.
- This timeline will extend well into 2011 and as mentioned more studies may need to be instigated.

COMMUNITY GROUPS

National heritage listing application

It is noted that Keep Cott Low (KCL) community group has lodged an application with the Commonwealth Government to place the Cottesloe beach locality on the National Heritage List. This is the subject of a separate report to Council.

SOS participation

It is noted that Save Our Suburb (SOS) Cottesloe community group also remains concerned about the beachfront matters and Scheme proposals.

These two groups are convening a public meeting to discuss the modifications, particularly the beachfront development parameters.

Both groups have a long track-record of experience and participation in relation to the Scheme, including the EbD, and planning proposals for Cottesloe. They will be able to make constructive contributions to the successful completion of LPS3.

CONCLUSION

In considering the previous submissions and Scheme provisions the following framework for determination was outlined and this remains relevant in considering the further modifications and submissions:

• In order to give direction to decision-making, it is suggested that in approaching the submissions Council have regard to the following broad framework for their determination:

- The decade that the proposed Scheme has been in the making, whereby it is desirable to reach completion sooner rather than later.
- The thrust of the proposed Scheme to ensure the orderly and proper planning and preserve the amenity of the locality as secured under longstanding TPS2, whilst also introducing improvements.
- The improved format, more comprehensive content and greater detail of LPS3, based on the Model Scheme Text as required, as well as legal guidance.
- The nature and extent of modifications, including those which may be deemed substantial and subject to another round of advertising.
- Whether any (substantial) modifications would be better held-over and considered by way of amendment to the new Scheme (ie allowing for more examination, formulation and consultation).
- Being open to constructive suggestions taking into account the merits of submissions and the related context rather than simply their numbers on the topics covered.
- The various studies and community consultation exercises undertaken in producing the proposed Scheme, as well as associated surveys/polls informing Council of community attitudes.
- The history of dialogue with the DPI, WAPC and Minister in relation to balancing the regional planning and local area planning dimensions to be addressed by the Scheme.
- As advised, in considering the submissions on the proposed BDC Council should be mindful of the following framework:
 - The BDC are specialised, dedicated provisions for the two beachfront hotel sites comprising SCA2.
 - They have been carefully formulated through the EbD process involving community and stakeholder participation assisted by a range of consultants and professionals.
 - The controls are thorough, detailed and sophisticated, and the statutory provisions have been devised and agreed by the Town and DPI and endorsed by Council for advertising.
 - They have been drafted specifically for direct incorporation into the Scheme.

This context is strong reference for finalisation of the Scheme.

COMMITTEE COMMENT:

The Committee requested some minor corrections be made in the body of the report, and the CEO agreed to administratively make those changes for the Council agenda as they did not impact upon intent of the report or change the committee recommendation.

OFFICER & COMMITTEE RECOMMENDATION

Moved Cr Boland, seconded Cr Walsh

That Council:

- 1. Notes the updates and advice contained in this report regarding the progress of Local Planning Scheme No. 3.
- 2. Notes the modifications proposed to the Scheme provisions as required by the Minister for Planning to be advertised for further submissions and consideration.
- 3. Undertakes additional advertising to ensure clear dissemination of the changes contemplated, detailed understanding of their implications and wide public consultation.
- 4. Pursues meetings with the Department of Planning, Western Australian Planning Commission and Minister for Planning towards finalisation of the Scheme with appropriate and acceptable provisions.
- 5. Notes the interest of Save Our Suburb, Keep Cott Low and other community groups in promoting the extensive background of formulation and consultation on the Scheme, including the Enquiry by Design process as the foundation of the Building Design Controls for Special Control Area 2 and the related progress made on the Foreshore Plan.

Carried 3/0

10.1.2 APPLICATION BY KEEP COTT LOW FOR NATIONAL HERITAGE LISTING OF COTTESLOE BEACH LOCALITY – REQUEST FOR COUNCIL SUPPORT

File No: Responsible Officer: Author:	SUB/721 Carl Askew Chief Executive Officer Andrew Jackson Manager Development Services	
Proposed Meeting Date:	23 February 2011	
Author Disclosure of Interest	Nil	

BACKGROUND

As recently publicised, local community organisation Keep Cott Low (KCL) Inc, in response to the modifications to Local Planning Scheme No. 3 (LPS3) proposed by the Minister for Planning to consider increased building heights at the beachfront, has lodged an application with the Commonwealth Government to place the Cottesloe Beach locality on the National Heritage List (NHL).

This is an initiative by KCL itself and the application was submitted by the due date of 25 January 2011. It is understood that KCL compiled a substantial body of material in justifying the application. KCL consulted the Town in researching this information.

KCL has requested that Council support its application for national heritage listing of the Cottesloe Beach locality as being of national significance.

It is recommended that Council support the application as consistent with the high heritage worth of the precinct and the objectives of Council's existing and proposed planning schemes and policies.

PROCESS

Specifically, KCL has applied to have the Cottesloe Beach locality included for consideration in the 2011/12 list of places nominated for the NHL under the Commonwealth *Environmental Protection and Biodiversity Conservation Act 1999* (EPBC).

The process for nomination is lengthy and complex. The first step is to submit the application. The next is preliminary assessment as to whether an application is sound. If accepted onto the list of nominations for consideration, an application then undergoes a detailed review and consultation process. Eventually a final decision is made on whether to declare the place as an entry on the NHL.

The timeline entails: selecting applications for places to be assessed by the end June 2011; a 30 day public comment period on that; then typically 18 months for more or detailed assessment; followed by three months for the Commonwealth Minister for Environment to confirm places to be listed. Hence the process will take about two years to complete. Parallel with this, finalisation of LPS3 is conservatively anticipated to take up to twelve months.

IMPLICATIONS

Under the EPBC Act, it is only when a place is finally on the list that any limitations arise on development proposals. There is no interim listing or moratorium during the assessment phase (as there is under the *Heritage of Western Australia Act 1990*). Once a place is on the NHL, actions that are likely to have a significant impact on the national heritage values of the place require the approval of the Commonwealth Minister for Environment.

There are guidelines about what sorts of actions are likely to have a significant impact on the different types of values that may be protected by the inclusion of a place on the NHL. Depending on the nature of the values recognised and protected in respect of the Cottesloe Beach locality, this could well include the height, bulk and scale of a proposed development.

There are limitations on the actions covered by the EPBC Act, however, due it being Commonwealth legislation, whereby the powers do not extend to all actions by all entities requiring approval.

It does not appear that a planning instrument or proposed town planning scheme is an action requiring approval. That is, there is nothing in the EPBC Act similar to the provisions of the WA *Planning and Development Act 2005* and *Environmental Protection Act 1986* which requires the referral and assessment of town planning schemes. A facts-sheet published under the EPBC Act for local government advises: *Planning instruments and council decisions do not need approval under the EPBC Act.* Neither will the Town be responsible for making any referrals under the EPBC Act.

In summary, the present application process has no immediate effect on planning decisions in Cottesloe. If the application for listing is ultimately successful, it would not interfere with the finalisation of LPS3 *per se*. Upon a place being listed, various types of actions, including major development proposals, if likely to have a significant impact on the national heritage values of the place, would require approval by the Commonwealth Minister for Environment. This would appropriately pay attention to the national heritage significance of the place in assessing the impact and management of proposals.

HERITAGE WORTH

The NHL is a record of places that have outstanding natural, indigenous or historic heritage values to the nation. Cottesloe Beach and the district's coastline clearly exhibit a substantial and significant collection of such values. It is the special combination of the picturesque natural environment, indigenous heritage associations and features, and the social, landscape and built environment attributes of the place which define and sustain Cottesloe Beach and surrounds as a renowned destination within Australia. This is reflected in the tourism icon status attached to Cottesloe Beach, in a similar manner as Bondi Beach in Sydney which has been included on the NHL, and other renowned beach localities nationally.

The criteria for consideration of national heritage listing identify a range of relevant aspects, including: important cultural history and understanding thereof; being one of the best examples of a particular type of place; aesthetic characteristics valued by a

community; and the way built features and natural or designed landscapes work together. It can be appreciated that Cottesloe Beach and its environs connect with al of these heritage dimensions.

From the Town's perspective there is a breadth and depth of heritage-based material about the place in support of the application for listing. This involves a number of pertinent heritage classifications and complimentary town planning scheme heritage provisions. There is an established heritage-related planning context for the overall district.

For instance, several places or features at or in the vicinity of the Cottesloe main beachfront and foreshore area are listed or interim-listed on the State Register of Heritage Places. These include Cottesloe Beach Hotel, Cottesloe Beach Precinct, Cottesloe Beach Pylon, Cottesloe Civic Centre, Sea View Golf Course and the Norfolk Island pine trees to Marine Parade and John, Forrest and Broome Streets. The Municipal Heritage Inventory and current Town Planning Scheme No. 2 reinforce and augment the State-level listings. In addition, there is notable history of important persons and social activities focussed on the beach locality, in particular the evolution and role of surf life saving as part of the Australian beach experience.

CONCLUSION

In conclusion, the NHL application by KCL recognises the strong collective cultural heritage significance exhibited by the history and elements of the beachfront and surrounds. There is seen to be considerable merit in promoting the heritage features, themes and values contributing to the character and amenity of the Cottesloe beach precinct in their own right. The nexus between heritage and planning is intrinsic to this locality and underlies the appreciation of planning proposals generally in the context of Cottesloe's character and amenity.

Whilst the application for listing does not interfere with completion of LPS3, if successful a listing could have a bearing on the determination of major development proposals via the Commonwealth Government authorities. Another layer of approval would be required for proposed developments covered by the national heritage listing. The onus would be on developers to design proposals to be respectful of the national heritage significance of the place.

On this basis it is recommended that Council supports the application.

VOTING

Simple Majority

COMMITTEE COMMENT:

Cr Birnbrauer noted a grammatical mistake in the officer recommendation no. 2 - it is noted by the administration and therefore the 'to' in item 2 is deleted in the minutes of meeting.

OFFICER & COMMITTEE RECOMMENDATION

Moved Cr Boland, seconded Cr Walsh

That Council:

- 1. Supports the application by Keep Cott Low (Inc) for inclusion on the National Heritage List of the Cottesloe beach locality as being of national significance; as such classification would be consistent with the high heritage worth of the precinct and the objectives of Council's existing and proposed planning scheme and policies, and recognise the strong collective cultural heritage significance exhibited by the history and elements of the beachfront and surrounds.
- 2. Advises Keep Cott Low, the WA Minister for Planning and the Commonwealth authorities accordingly.

Carried 3/0

10.1.3 TOWN OF COTTESLOE - ACTION PLAN REVIEW FEBRUARY 2011

File No:	SUB/108
Attachments:	Action Plan February 2011
Responsible Officer:	Carl Askew
-	Chief Executive Officer
Author:	Carl Askew
	Chief Executive Officer
Proposed Meeting Date:	23 February 2011
Author Disclosure of Interest	Nil

SUMMARY

This report recommends that Committee receive the updated *Action Plan* report and provide feedback to the CEO and senior staff present at the meeting on agreed modifications to the Action Plan for subsequent presentation to Council

BACKGROUND

The *Future Plan 2006 to 2010* for the Town of Cottesloe was finalised and adopted by Council in June 2007. At that time two review dates for the Future Plan were set, so that the document would return to Council. The first of those review dates was set at November 2008 and the second was in November 2010. Following the adoption of the *Future Plan*, an *Action Plan* was developed and an updated review of that plan is tabled for consideration at each meeting of the Strategic Planning Committee.

In September 2009, Committee determined to make changes to objectives 5.2 and 6.1 by updating the intent and focus of each. These changes were subsequently approved by Council. In November 2009 Council resolved to receive the Action Plan report as amended and also agreed to review the Action Plan priorities in November 2010.

STRATEGIC IMPLICATIONS

The Action Plan has obvious strategic implications

POLICY IMPLICATIONS

None known

STATUTORY ENVIRONMENT

Statutory Environment

Division 5 — Annual reports and planning principal activities

- 5.56. Planning principal activities
- (1) Each financial year, a local government is to prepare a plan for the next 4 or more financial years.
- (2) The plan is to contain details of —

- (a) the principal activities that are proposed to be commenced or to be continued in each financial year affected by the plan;
- (b) the objectives of each principal activity;
- (c) the estimated cost of, and proposed means of funding, each principal activity;
- (d) how the local government proposes to assess its performance in relation to each principal activity;
- *(e) the estimated income and expenditure for each financial year affected by the plan; and*
- (f) such other matters as may be prescribed.

Regulation 19C of the Local Government (Administration) Regulations 1996 refers, *i.e.*

19C. Planning for the Future – section 5.56 of the LGA

- (1) In this regulation "plan for the future" means a plan made under section 5.56.
- (2) A local government is to make a plan for the future of its district in respect of the period specified in the plan (being at least 2 financial years).
- (3) A plan for the future of a district is to set out the broad objectives of the local government for the period specified in the plan.
- (4) a local government is to review its current plan for the future of its district every 2 years and may modify the plan, including extending the period the plan is made in respect of.
- (5) A council is to consider a plan, or modifications, submitted to it and is to determine* whether or not to adopt the plan, or the modifications, as is relevant.

*Absolute majority required.

FINANCIAL IMPLICATIONS

Adoption of the Future Plan and associated Action Plans will inevitably require expenditure as per Council's adopted budget and long term financial plan.

SUSTAINABILITY IMPLICATIONS

The Town has continuously demonstrated a high level of regard for the sustainable management of Council's resources and the Future Plan not only supports sound financial management but also meets the legislative requirements contained within the Local Government Act 1995 and associated Regulations Purchasing.

CONSULTATION

The Future Plan was developed in consultation with the community by way of public submission periods and refined by the Town's Strategic Planning Committee prior to adoption by Council

STAFF COMMENT

In relation to the Action Plan, the following strategies were identified by Council as priorities for 2010/11 at its May 2010 meeting and the following program summary is provided. More detail is contained in the updated Action Plan.

Rating	Ref	Comment
0	1.2	Council's strategy to monitor anti-social behaviour is ongoing. Last
		report to Council in August 2010.
0	1.5	Civic Centre future use study reported to Council in February
		2010. Next report due March 2011.
С	1.9	Develop a Community Safety Strategy. Report to Council in May
		2010 and adoption of Safer Sustainable Cottesloe Plan 2010 -
		2014
0	2.1	As per Council resolution in October 2009, Draft Plan progressed
		through EbD. Working Group reconvening with a view to further
		community consultation on a preferred alignment.
0	3.1	As per Council resolution in October 2009, Foreshore
		Implementation Working Group meeting regularly to consider and
		oversee realisation of the Concept Plan. Consultant engaged.
		Plan completed with implementation schedule a cost estimates
		being finalised.
С	3.4	Meter Eyes have been installed at the Foreshore and Town Centre
		with a second phase roll out in the Town Centre planned for the
		2011/12 budget.
C/O	4.1	Proposed LPS3 and related draft policy as well as practice by staff
		and the Heritage Advisor have addressed the consideration and
		application of heritage incentives so far.
0	4.5	Council has resolved to pursue structure planning for the area
	_	which will include consideration of higher density development. At
		present the focus is on resolving Curtin Avenue, the railway and
		east-west connectivity as the key infrastructure prerequisites to
		overall structure planning for land uses and development.
0	5.1	Plan is currently progressing for the Depot. Station Street sump
		site under consideration.
С	5.2	Joint Library construction complete. Landscaping being finalised.
		Estimated completion date is November 2010. Official opening
		scheduled for March 2011.
0	5.3	A consultant has been appointed to and commenced this study
		having regard to the related Station Street and railway lands
		planning initiatives influencing the future of the Town Centre.
0	5.6	WAAMI program has been restarted and will become the basis for
		the Town's asset management plan and will link to the long term
		financial plan.
Н	6.1	This matter has not progressed due to other priorities.
C/O	DP1	LPS3 was submitted to WAPC in May 2009 and is pending
		approval by the Minister for Planning which was received in
		December 2010. Next Report to Council February 2011.
C/O	DP2	Geological study to determine the rock/sand sections of the
		foreshore approved with grant funding. Work to commence in
		November 2010. to Council March 2011.
0	DP3	Develop a strategy to promote Council services and activities at
	_	the beachfront in order to better align with expectations for the
		wellbeing and enjoyment of the local community and visitors to the
		Town of Cottesloe.
	1	

Legend	O=Ongoing	C=Complete/substantially complete	H=On Hold
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In November 2010 Committee discussed the Action Plan and noted the completion of the new joint library facilities. They also determined to add in two new items. Under Objective 4 – Development a new item 4.7. "Develop a strategy to address the request of the State Government's Directions 2031 Strategies and Policies".

A new Dynamic Priority "Develop a strategy to promote Council services and activities at the beach front in order to better align with the expectations for the wellbeing and enjoyment of the local community and visitors to the Town of Cottesloe.

This agenda item represents an opportunity for Committee members to review progress and provide informal feedback on where staff should be headed in terms of implementing individual actions. It is recommended that Committee receive the Action Plan and provide comment to the CEO and senior staff present at the meeting on agreed modifications to the Action Plan prior to presentation to Council.

In December 2010 as part of the review of the CEO's remuneration and performance, new Key Result Area's (KRA) were set for the CEO. One KRA for 2011 was (3.9) Assist Council with a review of its Future Plan 2006 -2010. Given that the current Action Plan derives from Council's Future Plan it is appropriate that this review now take place and a new Action Plan be developed.

VOTING

Simple Majority

OFFICER RECOMMENDATION

Moved Cr Walsh, seconded Cr Birnbrauer

THAT Council receive the Action Plan Report as amended by the Strategic Planning Committee.

COMMITTEE COMMENT:

In discussing the Action plan and the previous reports Cr Boland suggested and Committee agreed that a new Action item in relation to progress with Council's current interim listing on the State Heritage Register be included.

AMENDMENT

Moved Cr Boland, seconded Cr Walsh

That a new action item 6 be included under Objective 4: Development: Strategy 4.1 Develop Planning incentives for heritage properties, as follows;

6. Progress with the State Heritage Council the advancement of the current interim listing to a permanent inclusion on the State Heritage Register.

Carried 3/0

OFFICER & COMMITTEE RECOMMENDATION

THAT Council receive the Action Plan Report as amended by the Strategic Planning Committee.

Carried 3/0

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

Nil

12 NEW BUSINESS OF AN URGENT NATURE INTRODUCED BY ELECTED MEMBERS/OFFICERS BY DECISION OF MEETING

Nil

13 MEETING CLOSURE

The Presiding Member announced the closure of the meeting at 7:56 PM.

CONFIRMED: PRESIDING MEMBER_____ DATE: .../.../...