Agenda: *Urban Planning Committee*
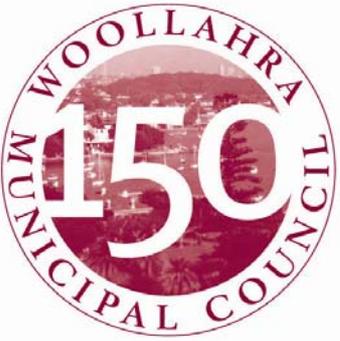
Date: *Monday 14 March 2011*

Time: *6.00pm*

Outline of Meeting Protocol & Procedure:

- The Chairperson will call the Meeting to order and ask the Committee/Staff to present apologies or late correspondence.
- The Chairperson will commence the Order of Business as shown in the Index to the Agenda.
- At the beginning of each item the Chairperson will ask whether a member(s) of the public wish to address the Committee.
- If person(s) wish to address the Committee, they are allowed four (4) minutes in which to do so. Please direct comments to the issues at hand.
- If there are persons representing both sides of a matter (eg applicant/objector), the person(s) against the recommendation speak first.
- At the conclusion of the allotted four (4) minutes, the speaker resumes his/her seat and takes no further part in the debate unless specifically called to do so by the Chairperson.
- If there is more than one (1) person wishing to address the Committee from the same side of the debate, the Chairperson will request that where possible a spokesperson be nominated to represent the parties.
- The Chairperson has the discretion whether to continue to accept speakers from the floor.
- After considering any submissions the Committee will debate the matter (if necessary), and arrive at a recommendation (R items which proceed to Full Council) or a resolution (D items for which the Committee has delegated authority).

Recommendation only to the Full Council ("R" Items)

- Such matters as are specified in Section 377 of the Local Government Act and within the ambit of the Committee considerations.
- Broad strategic matters, such as:-
  - Town Planning Objectives; and
  - major planning initiatives.
- Matters not within the specified functions of the Committee.
- Matters requiring supplementary votes to Budget.
- Urban Design Plans and Guidelines.
- Local Environment Plans.
- Residential and Commercial Development Control Plans.
- Rezoning applications.
- Heritage Conservation Controls.
- Traffic Management and Planning (Policy) and Approvals.
- Commercial Centres Beautification Plans of Management.
- Matters requiring the expenditure of moneys and in respect of which no Council vote has been made.
- Matters reserved by individual Councillors in accordance with any Council policy on "safeguards" and substantive changes.

Delegated Authority ("D" Items)

- To require such investigations, reports or actions as considered necessary in respect of matters contained within the Business Agendas (and as may be limited by specific Council resolutions).
- Confirmation of the Minutes of its Meetings.
- Any other matter falling within the responsibility of the Urban Planning Committee and not restricted by the Local Government Act or required to be a Recommendation to Full Council as listed above.
- Statutory reviews of Council's Delivery Program and Operational Plan.

Committee Membership: 7 Councillors
Quorum: The quorum for a committee meeting is 4 Councillors.

WOOLLAHRA MUNICIPAL COUNCIL

Notice of Meeting

10 March 2011

To: Her Worship The Mayor, Councillor Isabelle Shapiro ex-officio
      Councillors   Chris Howe   (Chair)
                         Lucienne Edelman   (Deputy)
                         Nicola Grieve
                         Ian Plater
                         David Shoebridge
                         Malcolm Young
                         Toni Zeltzer

Dear Councillors

Urban Planning Committee Meeting – 14 March 2011

In accordance with the provisions of the Local Government Act 1993, I request your attendance at a Meeting of the Council's **Urban Planning Committee** to be held in the **Thornton Room (Committee Room), 536 New South Head Road, Double Bay, on Monday 14 March 2011 at 6.00pm.**

Gary James
General Manager

Additional Information Relating to
Committee Matters

Site Inspection

Other Matters

Meeting Agenda

Item No:	D1 Delegated to Committee
Subject:	**Confirmation of Minutes of Meeting held on 28 February 2011**
Author:	Les Windle, Manager – Governance
File No:	See Council Minutes
Reason for Report:	The Minutes of the Meeting of Monday 28 February 2011 were previously circulated. In accordance with the guidelines for Committees' operations it is now necessary that those Minutes be formally taken as read and confirmed.

Recommendation:

That the Minutes of the Urban Planning Committee Meeting of 28 February 2011 be taken as read and confirmed.

Les Windle
Manager - Governance

| **Item No:** | D2   Delegated to Committee |

Subject: **Proposed Electronic document management system (EDMS)**

Author:	Nabil Saleh - Manager Information Systems
File No:	6.G
Reason for Report:	Urban Planning Committee Resolution

Recommendation:

A.   That the report on the proposed Electronic Document Management System (EDMS) is received and noted.

B.   The Committee note that future reports in relation to the implementation of an EDMS will be presented to the Corporate and Works Committee.

Background:

In considering the December 2010 Quarterly Review of Council's Delivery Program and Operational Plan at its meeting on 28 February 2011, the Urban Planning Committee resolved as follows:

"THAT the Director Corporate Services provide a detailed report to the next Urban Planning Committee meeting on the status and progress in regard to the implementation of an Electronic Document Management System (EDMS) to the organisation. (See Action 4.1.3.1)".

This report responds to the above resolution and in doing so presents the Committee with an overview of the proposed EDMS.

Proposal:

The Council currently utilises multiple electronic systems for managing documents and records. These include traditional electronic file systems, a records management database for hard copy files, faxes database, email databases, a forms database, a policy and procedures database, website content management system and other databases and document repositories.

Recent technological advances in document management systems present an opportunity for Council to implement an integrated EDMS that can classify, store and track documents and records in all formats.

The following action for the implementation of an EDMS is included in the draft 2011/12 Delivery Program and Operational Plan with associated funding included in the draft 2011/12 budget:

"Implementation of an Electronic Document Management System (EDMS) which improves the business processes and efficiency of Council, promotes accessibility and transparency in the provision of community access to on-line Council information".

Internal Consultation:

In assessing the Council's EDMS requirements, internal consultation was conducted with Council's Management and key staff. The consultation results demonstrated that a successful EDMS implementation would produce the following outcomes:

- Improvement in the management and classification of Council's documents and records and reduction in the administrative burden that hardcopy records and manual procedures generate.
- Compliance with documents disposal and retention in relation to business, legislative and legal requirements.
- Improvement in our organisational efficiency.
- Better systems integration to reduce duplication and maintain consistency in providing information.
- Reduction in turnaround times for providing services.
- Overall improvement in customer service.
- Ease of publishing documents on Council's website, specifically DA related documentation.

The implementation of an EDMS is a significant project that will involve all sections of Council. The primary use of an EDMS in many organisations is compliance with records standards and government legislation. However, an EDMS also offers the capacity to automate business procedures through sophisticated document versioning, capture, workflow, tracking and retrieval processes. These processes form a step forward towards a paperless office environment that ensures timely access to documents by staff involved in responding to customer enquiries and answering customer correspondence. The EDMS document draft and versioning features would allow staff to work concurrently on documents where collaboration is required.

Equally, the implementation of an EDMS provides the opportunity for Council to improve and promote accessibility and transparency in the provision of community access to on-line Council information, as proposed by the action in the Draft 2011/12 Delivery Program and Operational Plan referred to above.

An EDMS is a major system implementation that will form a fundamental building block for achieving the above outcomes and in doing so will provide the platform for enhancing the proposed e-planning initiatives.

EDMS Options:

To date, Council officers have conducted site visits to a number of councils to investigate their current EDMS implementations. Information gathered from these visits is assisting with the development of a detailed business case for the implementation of the EDMS proposed for 2011/12.

The EDMS products used by various councils in NSW are:

- DataWorks – Kogarah, North Sydney and Canada Bay Councils
- HP Trim - Lane Cove, Marrickville, Port Stephens, Randwick City and Sydney City Councils
- Objective – Fairfield City Council

The above three EDMS products are also used by federal, state and local government agencies with HP Trim gaining the largest market share at all government levels. HP Trim is an EDMS widely

used in NSW government agencies such as State Records NSW and federal government agencies such as the Australian Taxation Office.

Woollahra Council currently uses a local government software system called Authority. It is developed by Civica Pty Ltd who is a reseller of the HP Trim EDMS. Over the past 12 months, Civica has completed its integration software between HP Trim and the property based software modules in Authority.   Further enhancements proposed by Civica in Authority version 6.3, an upgrade that is due to be implemented in Council between May and September 2011.

Detailed information regarding the HP Trim / Authority integration, along with the results of the assessment of the other EDMS products referred to above is being documented in the EDMS business case.

It is anticipated that the implementation of the EDMS would commence after Authority 6.3 is upgraded to ensure that the integration is properly tested and that it delivers all of the expected outcomes.

Budget:

A request for funding an EDMS implementation has been proposed in the draft 2011/2012 budget. The amount requested is $270,000 which is fully funded from Council's Information Technology Reserve.

Conclusion:

The implementation of an EDMS is a significant project planned for 2011/12. A detailed business case proposing the EDMS is nearing completion with a relevant action and associated funding proposed in Council's 2011/12 Delivery Program and Operational Plan.

Future reports in relation to the EDMS will be presented to the Corporate and Works Committee.

Nabil Saleh   Stephen Dunshea
Manager Information Systems   Director Corporate Services

Item No: D3 Delegated to Committee

Subject: **Draft Delivery Program 2009 to 2013 and Operational Plan 2011/12 – REFERRAL OF PRIORITIES AND ACTIONS FOR GOAL 4**

Author: Allan Coker – Director Planning & Development
File No: 1229.G & 331.G 2011/12
Reason for Report: To refer Priorities and Actions contained in the Draft Delivery Program 2009 to 2013 and Operational Plan 2011/12, relevant to the Urban Planning Committee, to the Committee for review.

Recommendation:

A.   That the Actions proposed for inclusion in the Draft Delivery Program and Operational Plan, relevant to the Urban Planning Committee, be endorsed for inclusion in the Draft Delivery Program 2009 to 2013 and Operational Plan 2011/12.

B.   That any changes to the Actions recommended by the Urban Planning Committee be referred to the Corporate & Works Committee Meeting to be held on 21 March 2011.

Background

In considering the Draft Delivery Program 2009 to 2013 and Operational Plan 2011/12 and Draft 2011/12 Budget a report was presented to the Corporate and Works Committee on the 7 March 2011 advising that the Actions in the Draft Delivery Program and Operational Plan Priorities and Actions relevant to the Urban Planning Committee and the Community & Environment Committee will be forwarded to the respective Committees for consideration, following the same process as undertaken during the development of the 2010/11 Operational Plan.

The purpose of the referral is to provide all Councillors the opportunity to review the Priorities and Actions proposed for inclusion in the Draft Delivery Program 2009 to 2013 and Operational Plan 2011/12 at the Committee level.

In respect of the specific Actions proposed for inclusion in the 2011/12 Operational Plan, these are shown in the Draft Delivery Program and Operational Plan as supporting the specific Priorities of the Delivery Program.

It is important to note that whilst undergoing a review, the Delivery Program remains the Delivery Program 2009 to 2013, with the existing Themes, Goals, Strategies and Priorities already adopted by Council, continuing for the remaining term of the current Council, unless any of these Themes, Goals, Strategies and Priorities change by specific resolution of Council.

The structure of the 2011/12 Operational Plan is unchanged to that of the 2010/11 Operational Plan and enables the reader to determine whether a specific Action is proposed for 2011/12 only, a continuing Action from 2010/11, or an Action that has already been flagged for inclusion in the remaining year of the Delivery Program, i.e. 2012/13.   This is indicated by a tick alongside the respective Action under the relevant year.

Actions from the 2010/11 Operational Plan that are not proposed as continuing Actions have been deleted from the 2011/12 Operational Plan.   Information regarding all 2010/11 Actions will

continue to be reported to Council through the quarterly review process and will also be reported in Council's Annual Report. Following the finalisation of the end of June 2011 fourth quarter progress report against the 2010/11 Operational Plan, any Actions requiring re-inclusion in the DPOP for 2011/12 will be reported to the Corporate & Works Committee at such time.

This review process is the same process as was undertaken in the preparation of the 2010/11 Operational Plan. Following consideration at the Committee level any new Actions which are identified will be reported back to the Corporate & Works Committee and/or the proposed Strategic & Corporate Committee Meeting, for consideration, prior to the placement of the draft Delivery Program 2009 to 2013 & Operational Plan 2011/12 on public exhibition.

An extract of the Draft Delivery Program 2009 to 2013 and Operational Plan 2011/12 displaying the proposed Priorities and Actions relevant to the Urban Planning Committee is provided as **ANNEXURE 1**.

Conclusion

Following consideration of the Priorities and Actions proposed for inclusion in the Draft Delivery Program and Operational Plan, it is recommended that the Urban Planning Committee endorse those Priorities and Actions for inclusion in the Draft Delivery Program 2009 to 2013 and Operational Plan 2011/12.

Any changes to the proposed Actions recommended by the Urban Planning Committee will be referred to the Corporate & Works Committee Meeting to be held on 21 March 2011.

Allan Coker
Director Planning & Development

Annexures

1   Extract of Priorities and Actions, Draft Delivery Program 2009 to 2013 and Operational Plan 2011/12 - Goal 4 *(circulated separately)*

Item No:	R1 Recommendation to Council
Subject:	Reviewing Heritage Items
Author:	Sara Reilly Strategic Heritage Officer
File No:	900.G
Reason for Report:	To respond to an adopted notice of motion

Recommendation:

That the report on reviewing heritage items be received and noted.

1.0   Background

At the meeting on 23 August 2010 the Council adopted the following notice of motion:

> *"That a briefing report be provided to the Urban Planning Committee outlining Council's strategy for reviewing its heritage items included in the Council's LEP. The report is to include:*
> *a. The methodology used to evaluate items on the current list;*
> *b. The methodology and mechanisms to identify new items;*
> *c. The current priorities and scheduling to review items on the list including trees;*
> *d. Indicative costings to undertake reviews;*
> *e. Any other matters considered relevant by staff".*

This report responds to these items.

2.0   Introduction

The process of identification, interpretation and registration of historic buildings, trees and other items is a complex fusion of historical, architectural, planning and political influences, and rests largely with heritage experts – architects, historians, archaeologists and planners. The heritage business is subject to a constant tension between the demands for bureaucratic consistency and impersonal expertise, on the one hand, and for popular participation and local autonomy on the other[1].

Current heritage methodology in NSW has developed since the original listings process began, and the listings process now seeks to include not just architectural masterpieces, but also the humble and the representative. In addition to individual items, heritage recognition includes conservation areas which promote the value of precincts and streetscapes, and acknowledge the growth of cities through subdivision patterns and historic themes and types.

A more democratic approach to heritage collects items in accordance with the main themes of Australian social history, or the social history of a particular locality. The NSW Heritage Council has prepared detailed schedules of heritage themes which enable identification and classification.

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[1] **Davidson, Graeme And McConville, Chris, 'A Heritage Handbook' 1991 Allen & Unwin**

3.0   The methodology used to evaluate items listed in Woollahra LEP 1995

3.1   Brief history of the listings process in NSW

The development of a system of heritage listings in NSW has developed within a wider context of the development of listings internationally. The construction of lists has evolved from simply listing sites and addresses to requiring thorough research and documentation about why a place is significant, and therefore why it should be listed. This in turn has generated the need to rank levels of significance in terms of world, national, state and local significance, and also for comparative studies to be made of listed items. Heritage listings are now an integral part of state and local planning systems.

The Heritage Act of NSW, passed in 1977, gave statutory protection to heritage items in NSW. It did not provide for making heritage lists as such, but established the Heritage Council and provided for the Council to make or recommend permanent and interim conservation orders for 'buildings, works or relics'.

In 1979 Australia ICOMOS, the local branch of the International Council on Monuments and Sites, an international body funded under UNESCO auspices in 1965, adopted the Burra Charter, a code of professional practice governing the interpretation, documentation and conservation of historic sites.

In 1985 a Ministerial Direction was issued requiring LEPs to contain provisions for the conservation of 'buildings, works or relics' listed in schedules of heritage items attached to LEPs. This was essentially a mandate for the inclusion of heritage provisions in LEPs. The ability to make LEPs, especially once the 1985 ministerial direction had been made concerning the inclusion of heritage provisions, facilitated further devolution of heritage identification from the central to the local sphere.[2]

3.2   Heritage Listing at Woollahra Council

Woollahra municipality contains approximately 680 listed heritage items, consisting of dwelling houses, residential flat buildings, schools, churches, beaches, trees, monuments, bus shelters, substations, sandstone retaining walls, gateposts, a horse trough, a watercourse, a chimney, lighthouses and other maritime artefacts and structures, and more. The grounds, gardens and settings of items are often included in the individual listings, along with fences and stone retaining walls.

Woollahra Council initially listed its heritage items based on the 1979 studies done by the National Trust, which graded its listings as 'classified' and 'recorded'. Council staff still use the National Trust inventory sheets, where available, to gather and disseminate information on heritage-significant properties.

There followed an early and most influential report in terms of heritage listings with the extensive 1984 *Woollahra Heritage Study*, by Hughes, Trueman and Ludlow Pty Ltd, with Howard Tanner and Associates, Professor Ian Jack and William Ashton. This was divided into several sections: a primary report by Professor Ian Jack; secondary reports by Laila Heglund (Prehistoric Heritage),

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[2] Baskerville, Bruce for The NSW Heritage Office, 'Heritage Listings In NSW, A Brief History' 2000

William Ashton (Landscape Heritage) and Howard Tanner (Architectural Heritage); a volume of illustrations and a volume of inventory sheets. These inventory sheets are also used in conjunction with the National Trust sheets to provide more detailed information about places of significance.

The intervening years have seen the continuing development of Woollahra's heritage item schedule through thematic and other systematic analyses.

The most relevant studies are outlined in the following list.

a. Significant trees register

- Register of Significant Trees, by Landarc Landscape Architects, 1991

b. Thematic histories

- Thematic History of Paddington – Ron Johnson 1995 with field survey work 1995
- Watson's Bay Thematic History – Megan Martin January 1997
- Rose Bay Thematic History – Woollahra History and Heritage Society 1998 (not commissioned)
- Vaucluse Thematic History – Rosemary Broomham February 2002 and 2006
- Darling Point Thematic History – Rosemary Broomham 2002
- Bellevue Hill Thematic History – Rosemary Broomham 2002
- Rose Bay Thematic History – Rosemary Broomham 2002
- Point Piper Thematic History – Rosemary Broomham 2006

c. Study of 2(b) and 2(a) zones

- Preliminary Heritage Item Investigation of the 2(b) zones of Rose Bay, Bellevue Hill and the 2(a) and 2(b) zones of Darling Point, by Tanner and Associates, 1997-8 (part of Woollahra Residential DCP review)

d. Some studies are based on particular themes, historic periods, places, or significant people, for example:

- The History and Archaeological Potential of part of former Mount Adelaide estate at Double Bay, by Rosemary Annable, January 1999

- The Coopers of Woollahra, Land Dealings in the Point Piper Estate, 1820 – 1920, by Rosemary Broomham June 2001

- The Urban Garden: Double Bay and Rose Bay between the wars, by Rosemary Broomham October 2002

- Edward Knox Harkness: Woollahra Builder 1884 – 1924, by Rosemary Broomham February 2002

- Paddington Heritage, listed sites within the Local Government Area, by Libby Watters, 2004

e. Conservation area studies

- Paddington Conservation Report, by Mandy Jean and Warwick Mayne-Wilson, 1996

- Watson's Bay Heritage Conservation Study, by Architectural Projects Pty Ltd/Mayne-Wilson and Associates/Megan Martin/Ian Kirk, May 1997

- Edgecliff Conservation Area Study

- - Balfour Road precinct, Rose Bay, Woollahra Council Heritage Conservation Area Study, by NBRS and Partners, 28 August 2002

  - Kent Road Area, Rose Bay, Woollahra Council Potential Heritage Conservation Area Study, by NBRS and Partners, September 2002

  f. Oxford Street study

  - Oxford Street Paddington and Darlinghurst Urban Design Study, by Architectus, March 2003

  g. Contemporary items studies

  - Woollahra Contemporary Building Heritage Study, by Clive Lucas, Stapleton and Partners, 2004

4.0 The methodology and mechanisms to identify new items

The NSW Heritage Office has provided guidelines for the assessment of the heritage significance of buildings. The three steps are: investigate significance, assess significance and manage significance. The NSW Heritage Manual explains these steps, which apply to all types of heritage items. The NSW heritage assessment criteria encompass the four values in the Australia ICOMOS Burra Charter, which are commonly accepted as generic values by Australian heritage agencies and professional consultants[3]. The assessment criteria have been expanded in complexity in the last ten years or so, expanding from four to seven the number of significance criteria to be assessed. The initial four - historic, social, aesthetic and technical – have been expanded to include historic associational, rarity and representative values. Items are also graded, giving different levels of significance within local and state heritage criteria. The inclusion and exclusion guidelines for each criteria included in the Heritage Office heritage assessment manual are also used in the current model of assessment of significance.

In summary, the methodology and mechanisms to identify new items stem from the approaches of the past, but have been refined and expanded. The current listings system is a more complex structure that allows for more thorough and rigorous analysis. The NSW Heritage Office has provided clear processes to establish significance that are set out within well-known and generally accepted documents.

5.0 The current priorities and scheduling to review items on the list including trees

The current priorities and scheduling for the management of Council's heritage items are set out within the current Delivery Program and Operational Plan 2010/11. They include:

1.   William Street, Paddington, additional use provisions.
2.   An ongoing study of the municipalities' hotels.
3.   An ongoing study of the prominent architect Leslie Wilkinson.

The Strategic Heritage Officer is working with the Strategic Planning team on the preparation of the new principal LEP. Heritage provisions are being reviewed in light of the provisions of the new standard instrument, in order to transfer the current provisions successfully to the new instrument. This includes a review of currently listed items, and also removing anomolies from the mapping database. This work is supplemented by assistance from the staff in the Open Space and Trees

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[3] Assessing heritage significance, NSW Heritage Office, July 2001

department who are surveying and assessing listed trees. It is intended that the inventory sheets for the municipalities' listed items will be reviewed, and where information is missing or out of date, this information will be updated or expanded upon.

6.0 Indicative costings to undertake reviews

The indicative costings for any future heritage reviews are estimated as follows:

1. Commissions to research new items: $2,500 - $3,000 per item
2. Commissions to prepare thematic history/themes: each report $50,000 - $60,000 which could include historians, heritage architects or planners.

7.0 Any other matters considered relevant by staff

Possible areas of future research include an Inter-War residential flat buildings study, and an Arts and Crafts buildings study.

Current focus should remain on establishing correct and up to date information in the form of inventory sheets for our current heritage item list, in order to clarify and confirm the validity and value of our current inventory.

8.0 Conclusion

Listings have evolved using standard industry practices and guidelines over time.

Priority should be given to completing projects within the current DPOP, notably the work associated with the new principal LEP.

Sara Reilly
Strategic Heritage Officer

Chris Bluett
Manager Strategic Planning

POLITICAL DONATIONS DECISION MAKING FLOWCHART
FOR THE INFORMATION OF COUNCILLORS

Matter before Committee or Council meeting

Action
Declare a significant non-pecuniary conflict of interest, absent yourself from the meeting and take no further part in the debate or vote on the matter (Code of Conduct Cl 7.17(b))

←Yes

Did the applicant, owner (if not the applicant) or someone close to the applicant make a donation **in excess of** $1,000 that directly benefited your election campaign? (Code of Conduct Cl 7.23)

No

Action
Declare a significant non-pecuniary conflict of interest, absent yourself from the meeting and take no further part in the debate or vote on the matter (Code of Conduct Cl 7.17(b))

←Yes

Do you believe the political contribution creates a significant non-pecuniary conflict of interest for you? (Code of Conduct Cl 7.24)

←Yes

Did the applicant or someone close to the applicant make a donation **less than** $1,000 that directly benefited your election campaign? (Code of Conduct Cl 7.23)

No

No

Action
Consider appropriate action required.
This could include limiting involvement by:
1. participating in discussion but not in decision making (vote),
2. participating in decision making (vote) but not in the discussion
3. not participating in the discussion or decision making (vote)
4. removing the source of the conflict

—or→

Action
Participate in debate and vote on the matter

Staff to record decision process (motions/amendments) and Division of votes for the determinative resolution or recommendation in the meeting minutes

←Yes

Is the matter before the meeting a Planning Matter?

No

Staff to record decision process (motions/amendments) and determinative resolution or recommendation in the meeting minutes