

REPORT - DEPUTY GENERAL MANAGER CORPORATE & STRATEGY

cw-CS3 Planning Proposal to Amend the Minimum Lot Size Control from Part of Lot 117 DP 659149, Old Hume Highway, Braemar

Environment

Reference: Responsible Officer: 5901, PN 1774200 Manager Strategic and Community Development

PURPOSE

The purpose of this report is to seek Council endorsement for the preparation of a Planning Proposal to amend the current minimum lot size of 40 hectares on that part of Lot 117 DP 659149, Old Hume Highway, Braemar, on the western side of the Main Southern Railway Line which is to be redeveloped as a residential release area.

SUMMARY

Under WLEP 2010 Amendment No.2, which took effect on 24 June 2011, the subject site (part Lot 117 DP 659149) was rezoned from RU2 Rural Landscape to R2 Low Density Residential. The amendment did not affect the minimum lot size of the site which remains at 40 hectares. The property occupies an area of 15.9 hectares, therefore, in order for any plan of subdivision to be assessed, the relevant minimum lot size map of WLEP 2010 needs to be amended.

No amendment was made to the minimum lot size maps under Amendment No 2 because no advanced Master Plan or Plan of Subdivision had been prepared when the draft LEP Amendment was originally commenced. The property owner has now prepared a draft plan of subdivision which includes lots of various sizes down to $451m^2$. Although the draft plan of subdivision is not the subject of this report, the fact that one has been prepared which appears to meet Council's expectations with regard to certain elements of layout, offers an assurance that a final plan can be approved once the impediment of the 40 hectare minimum lot size is removed.

It is recommended that a Planning Proposal be prepared to remove the minimum lot size of 40 hectares from the subject land and replaced with a lot size map which reflects the most recent proposed subdivision pattern. This will allow a draft plan of subdivision to be considered. Once a final plan of subdivision is approved, the draft Planning Proposal can then be amended if needed to reflect the agreed lot sizes in the plan of subdivision should there be any modifications, thereby ensuring that no further subdivision can occur.

DESCRIPTION OF PROPOSAL

BACKGROUND

Subject Site and Locality

The subject land is currently known as Braemar Garden World, located as shown on the maps below. Because the land also includes the dwelling known as 'Kamilaroi', the property is included in Schedule 5 as containing an Item of Heritage.



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The property is bounded by industrial development to the north and on the southern side by land zoned R2 Low Density Residential, but which is currently undeveloped. The Main Southern Railway Line forms the eastern boundary to that part of Lot 117 being considered. The Old Hume Highway forms the eastern boundary.

Zoning and Lot Size History

The property was originally included as part of Draft LEP 128 under WLEP 1989, to be rezoned from a rural to a low density residential zone. It subsequently became a Planning Proposal under WLEP 2010 and was part of Amendment No 2 to WLEP 2010, made on 24 June 2011. Under this amendment the land was rezoned from RU2 Rural Landscape to R2 Low Density Residential.



Above: Property Location



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Above: Current Zoning

WLEP 2010 Amendment No 2 did not include any amendment to the minimum lot size map because no Master Plan or Plan of Subdivision was available when the draft LEP was initiated. Therefore, the minimum lot size remains at 40 hectares. Because the property is 15.9 hectares, the relevant minimum lot size map of WLEP needs to be amended in order to allow any subdivision of the site to occur.



Above: Extract from Minimum Lot Size Map (AB2 = 40 ha)

Amendment No 2 also included the rezoning of the land holding to the immediate south of the subject site identified on the map above. This land was rezoned from IN1 General Industrial to R2 Low Density Residential under Amendment No 2. It is also noted that the minimum lot size map for the Southern Land Holding was not amended under Amendment No 2. Because the southern holding was previously zoned IN1 General Industrial, and industrial zoned land does not have a minimum lot size control under WLEP 2010, this holding remains with no minimum lot size even though it is now zoned R2. Again no amendment to the minimum lot size was made because no Master Plan or draft Plan of subdivision was available for this holding when the draft LEP was initiated. However, the



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adjoining site is now the subject of a separate planning proposal to put in place minimum lot sizes.

Current Proposal

It is proposed by the property owners to develop both the subject site and the southern land holding as the one subdivision and a draft plan of subdivision was considered at the Local Planning Strategy Steering Committee Sunset Working Group on 21 March 2012. The Meeting advised the applicants that Council would only consider a subdivision plan in which no lots were below 450m²; the proportion of lots with a minimum area of 450m² was no more than 20% of the total number of lots and there were to be no more than three (3) such lots in a row.

Based on these guidelines, a new draft plan of subdivision has been prepared for the subject site (shown below). This draft plan contains a total of 128 residential lots. No lots are below 450m². Sixteen (16) lots are between 451m2 and 499m2 in area, representing 12.5% of the total number of lots. There are no more than three (3) such lots in a row. The applicant advises that the smaller lots have been located with regard to the topography of the site and Council's cut and fill restrictions.



Above: Draft Plan of Subdivision. Lots between 451m2 and 499m2 are indicated as shaded.



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Although this draft plan of subdivision is not the subject of this report, the fact that this draft plan appears to meet the guidelines identified by Council at the Local Planning Strategy Steering Committee Sunset Working Group on 21 March 2012 provides a degree of confidence that a satisfactory subdivision plan for the subject site can be approved by Council.

CONCLUSION

The Department of Planning has confirmed that it is Council's decision whether land zoned R2 Low Density Residential has a nominated minimum lot size under WLEP 2010. It is noted that the land holding to the immediate south of the subject site does not currently have a nominated minimum lot size, however, this situation will be resolved via a separate Planning Proposal.

It is also recommended that, during the processing of the Planning Proposal to remove the 40 hectare minimum, new controls be prepared, exhibited and adopted for the Northern Villages Development Control Plan (DCP) based on the Renwick controls in the Mittagong DCP. This will ensure that by the time the final plan of subdivision is approved, appropriate development controls are also in place. Landscaping requirements would be included in the DCP controls.

STATUTORY ASSESSMENT

The Planning Proposal to replace the 40 hectare minimum lot size with a lot size map which reflects the future lot sizes will allow the draft plan of subdivision to be considered as a Land Use Application under the provisions of WLEP 2010. In conjunction with the processing of the Planning Proposal and the assessment of the draft subdivision plans, the Northern Villages DCP can be amended to provide controls applicable to all new development within the precinct.

CONSULTATION

Extensive community and public authority consultation occurred during the preparation of the LEP amendment and subsequent Planning Proposal to rezone the land to R2 Low Density Residential. Further consultation would occur as directed in the Department of Planning and Infrastructure's Gateway Determination and as part of the preparation of a Voluntary Planning Agreement. The original draft Plan of Subdivision lodged with Council for both the subject site and the holding to the south have already been neighbour notified.

SUSTAINABILITY ASSESSMENT

Environment

The Planning Proposal reflecting the proposed plan of subdivision ensures lots created will not be able to be further subdivided in the future.

Social

The preservation of urban amenity through efficient management of WLEP 2010 and the relevant DCP contributes significant social benefit to both the immediate and broader community.



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Broader Economic Implications

New urban development provides a range of employment opportunities across the Shire.

Culture

The current heritage items on the site will remain protected under the provisions of WLEP 2010. An Aboriginal Heritage Survey over the area was undertaken in 2006 with two Aboriginal sites identified. Both sites were isolated artefacts. The archaeological significance of the Aboriginal sites was considered to be low. However, any future works will be subject to legal requirements whereby if any further evidence is found all works must cease until a full assessment is undertaken of the significance.

Governance

Amendments to WLEP 2010 occur through a process set out in the Environmental Planning & Assessment Act and as determined by the Department of Planning through the Gateway process.

RELATIONSHIP TO CORPORATE PLANS

The proposed amendments to WLEP 2010 and the Northern Villages DCP are consistent with the 2031+ themes of ensuring that the LEP and DCPs remain up to date and relevant to meet the future development demands of the Shire.

BUDGET IMPLICATIONS

The Planning Proposal would be managed by staff. The relevant Planning Proposal fee would be payable by the property owner should Council resolve to proceed with the Planning Proposal.

RELATED COUNCIL POLICY

No other related Council policies are affected.

OPTIONS

There are three (3) options in relation to this report, as follows:

- 1. Do Nothing. The "Do Nothing" option is not reasonable in the circumstances as the land has been rezoned to R2 Low Density Residential after extensive community consultation and effort by Council working closely with the NSW Department of Planning and Infrastructure. The purpose of this rezoning is to permit subdivision, but no subdivision can occur without the 40 hectare minimum lot size being reduced.
- 2. Proceed with a Planning Proposal to replace the 40 hectare minimum lot size with a nominated reduced lot size. This option involves amending the minimum lot size map to replace the 40 hectare minimum with a nominated minimum lot size over the whole site. The disadvantage of this approach is that it does not easily provide a range of lot sizes over those areas of the site where they are meant to apply.



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3. Proceed with a Planning Proposal to remove the 40 hectare minimum lot size from the subject site and replace it with lot sizes reflecting the draft subdivision proposal. This option appears to be the neatest and simplest. By removing the 40 hectare minimum and replacing it with the layout as included as Attachment 1. A plan of subdivision can be assessed at the same time. New controls for the Northern Villages DCP can be developed and adopted.

This report recommends Option 3.

ATTACHMENTS

There is one attachment to this report:

1. Map showing the proposed lot sizes.

RECOMMENDATION

- 1. <u>THAT</u> a Planning Proposal be prepared in accordance with the Department of Planning and Infrastructure Guidelines to amend Wingecarribee Local Environmental Plan 2010 to remove the 40 hectare minimum lot size designation from that part of Lot 117 DP 659149, Old Hume Highway, Braemar, on the western side of the Main Southern Railway Line and replaced with a proposed subdivision lot size map consistent with Attachment 1 to the report.
- 2. <u>THAT</u> draft amendments based on the Renwick Precinct controls in the Mittagong Development Control Plan be prepared for the Northern Villages Development Control Plan to manage future development on the subject site and the land holding to the immediate south under the designation '*Nattai Ponds Precinct*'.
- 3. <u>THAT</u> the owner of the subject site be informed of Council's decision.

(Voting on the Motion)



AGENDA FOR THE ORDINARY MEETING OF COUNCIL

held in the Council Chamber, Civic Centre, Elizabeth Street, Moss Vale on Tuesday, 24 April 2012

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The Manager Strategic and Community Development addressed Council on this matter.

OC 91/12

The Committee on a <u>MOTION</u> moved by Clr T D Gair and seconded by Clr D Stranger **RECOMMENDED**:

- 1. <u>THAT</u> a Planning Proposal be prepared in accordance with the Department of Planning and Infrastructure Guidelines to amend Wingecarribee Local Environmental Plan 2010 to remove the 40 hectare minimum lot size designation from that part of Lot 117 DP 659149, Old Hume Highway, Braemar, on the western side of the Main Southern Railway Line and replaced with a proposed subdivision lot size map consistent with Attachment 1 to the report.
- 2. <u>THAT</u> draft amendments based on the Renwick Precinct controls in the Mittagong Development Control Plan be prepared for the Northern Villages Development Control Plan to manage future development on the subject site and the land holding to the immediate south under the designation 'Nattai Ponds Precinct' <u>AND THAT</u> the provisions of the DCP include requirements for on-street parking bays designed in accordance with Australian Standards at a rate of 1 space per 4 allotments as close to or outside those allotments less than 499 square metres.
- 3. <u>THAT</u> the minimum street width be 17 metres for local roads and 20 metres for collector roads.
- 4. <u>THAT</u> the owner of the subject site be informed of Council's decision.

PASSED

.....Cont'd



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In accordance with the Local Government Act (section 375A – Recording of voting on planning matters) Council must record the Councillor's vote in relation to this matter.

Councillor	For	Against
Clr J G Arkwright	x	
Clr J R Clark		x
CIr T D Gair	X	
Clr K Halstead	x	
Clr G McLaughlin	Absent	
Clr J Mauger	X	
Cir D Stranger	x	
Clr P B Tuddenham	×	
Cir L A C Whipper		×



Environmental Sustainability

v-EP2 Draft Northern Gateway Local Environmental Plan

REF: SPM

5901/1

Reporting on the public exhibition of the draft Northern Gateway Local Environmental Plan (LEP).

REPORT

BACKGROUND

At its meeting on 14 October 2009, Council resolved to proceed with the public exhibition of a draft Local Environmental Plan to rezone certain locations within the Braemar area as described within the Northern Gateway Strategy. The aims stated in the exhibited draft LEP were to:

- (a) Rezone vacant land adjoining the northern residential areas of Mittagong to R2 Low Density Residential;
- (b) Rezone some areas of low quality rural land to IN1 General Industrial;
- (c) Rezone an area adjacent to the proposed R2 Residential area to SP3 Tourist, and
- (d) Rezone other lands that form part of the 'Northern Gateway' to E3 Environmental Management and RU4 Rural Small Holdings.

The draft LEP was exhibited from 11 November 2009 to 26 February 2010 and was available to view on Council's website and at Council's Customer Services Counter. Local residents were notified of the public exhibition and advertisements placed in the Southern Highland News on 11 November 2009 and again on 10 and 17 February 2010. Council staff were available by telephone to discuss the draft LEP.

SUBMISSIONS RECEIVED

Sixteen (16) submissions were received, from:

- Roads and Traffic Authority
- Sydney Catchment Authority
- Mittagong Region Chamber of Commerce & Industry Inc.
- Thirteen (13) Private submissions 2 supporting the draft LEP or aspects of it, and 11 objecting to one or more aspects of the draft LEP.

SUMMARY OF SUBMISSION COMMENTS

Following is a summary of each public submission as well as a summary of the key issues raised in the private submissions.

1. Submission from Roads & Traffic Authority (RTA)

The RTA's comments have been divided into Strategic concerns and Traffic Analysis issues. The RTA does not support the draft LEP in its exhibited form, noting the following concerns:



Strategic:

1. **RTA comment** - The draft LEP amendments will require a major infrastructure upgrade of the classified road network to facilitate safe and efficient access to the proposed industrial lands. Therefore the RTA considers it would be inappropriate to rezone the site until such time that suitable access arrangements have been resolved to the satisfaction of the RTA.

Response from Council's Transportation Planning Engineer

Preliminary modelling within TRACKS has commenced and includes modelling (including both the Northern Gateway and the Enterprise Zone) within the Illawarra Regional TRACKS model and the Shire Wide Model. The Shire wide modelling requires localized traffic validation and finer distribution of land uses. So this process is quite advanced and requires only modest additional TRACKS work to complete. Funding for upgrades will be largely paid for through Developer Contributions.

2. **RTA comment** - The RTA will not permit on and off ramps to the Hume Highway at Drapers Road.

Response from Council's Transportation Planning Engineer

The modelling already undertaken indicates that freeway ramps would not be required, however relatively modest improvements of the local arterial network (i.e. NOT the freeway) should accommodate the increased traffic effects.

3. **RTA comment** - The RTA would not consider the installation of a traffic control facility, be it traffic signals or a roundabout, at either Aylmerton Road or Tyree Place unless it was part of an overall strategy to improve road safety and traffic efficiency along the Old Hume Highway corridor. In this regard consideration must be given to the consolidation of accesses to the Old Hume Highway, from the Hume Highway interchange to and including Braemar Avenue. Where possible, existing junctions should be removed to eliminate conflicting movements at uncontrolled junctions.

Response from Council's Transportation Planning Engineer

Council agrees that an overall strategy should be developed, similar to that already undertaken for the Moss Vale Enterprise Zone. Council is developing an intersection rationalisation scheme, aimed at minimising access points on to the Old Hume Highway (generally restricting right hand turn movements), ensuring that each community catchment can access the Old Hume Highway via a safe intersection facilitating those right turn movements with each improved intersection able to perform at a reasonable level of service between present day and 2031. Staging of works is most likely to be required.

The RTA needs to consider that the communities of Braemar and Willow Vale have limited existing access and that any proposals should enhance their access, not make it more difficult. Apart from general access, the 2003 bushfires highlighted the need to ensure that these communities have high grade access alternatives should one access be blocked.

The proposals that Council are currently developing consider both daily peak hour issues as well as emergency access.

4. **RTA comment** - The RTA would not support the provision of traffic control facilities at both Aylmerton Road and Tyree Place. In this regard the RTA recommends that



Council give consideration to redirecting Aylmerton Road traffic into Tyree Place via Pikkat Drive and closing the existing junction at the Old Hume Highway and Aylmerton Road.

Response from Council's Transportation Planning Engineer

Council agrees in principle with the RTA's requirements and would need to investigate this further. On the face of it, it seems feasible, however, more advanced proposals need to be developed and consultation with affected property owners needs to be undertaken.

However, given that there was considerable concern expressed through the public exhibition phase regarding the zoning to IN1 General Industrial of land on the western side of the Old Hume Highway it is now recommended that this land be zoned E3 Environmental Management. This will result in a significant reduction in industrial traffic with consequent reduction in the demand for extensive network improvements. Realistically, it would appear to be not feasible to provide a new road linking Government Road to Tyree Place at the intersection with the Old Hume Highway.

It would now appear that the upgrade of Braemar Avenue is the most viable option that should be pursued. Council's Traffic Engineer has identified the intersection of Braemar Avenue and the Old Hume Highway as being eligible for 'Black Spot Funding' application in this current financial year. The identified remedial treatment is the installation of traffic signals. This facility will most likely be able to convey, with good level of service, the existing and revised expected increase in traffic through the intersection over the longer term, however this will need to be confirmed with final traffic modeling and intersection analysis.

The expected increase in traffic on Braemar Avenue is estimated to be within acceptable environmental capacity limits for a collector road which is the current and future road function of Braemar Avenue.

It has also been identified through discussions with Council's Assets Branch that improvements in general to the road pavement and drainage structures need to be undertaken. This will improve surface rideability and therefore assist in reducing the traffic noise impacts from industrial development on adjacent residential areas.



Traffic Analysis

1. **RTA comment** - The RTA considers that the network distributions to and from the site should be based on the network analysis undertaken by Council using the TRACKS programme. This analysis may need to be revised to consider any redistributed traffic.

Response from Council's Transportation Planning Engineer

It is intended to undertake the requirements outlined by the RTA as a matter of procedure. The TRACKS model is the most appropriate tool to be used for developments within the Shire.

2. **RTA comment** - The RTA's traffic data obtained from a permanent count station in that location were: 2003=16,391, 2004=16,517, 2005=16,279, 2006=16,355, 2007=16,910, 2008=17,448. Any future traffic analysis should reflect these volumes. Consideration should be given to the TRACKS model in determining future traffic volumes at this location.

Response from Council's Transportation Planning Engineer

Council supports these comments. Council's TRACKS model includes volumes that are a closer match to the RTA records, however, it should be noted that analysis is undertaken using peak hour volumes which is required for undertaking intersection analysis.

3. **RTA comment** - Using the distribution from TRACKS, any proposed intersection upgrade/s should be modelled using the SIDRA intersection modelling programme considering a design year of 2020.

Response from Council's Transportation Planning Engineer

Council's procedure, as used for the Enterprise Zone, follows the procedure outlined by the RTA.

4. **RTA comment** – Electronic copies of both the network and intersection modelling need to be provided to the RTA for verification.

Response from Council's Transportation Planning Engineer

Electronic copies of models and analyses will be forwarded to the RTA as a matter of procedure.

Conclusion from Council's Traffic and Transport Planner

The RTA would not support a traffic control facility at both Aylmerton Road and Tyree Place. The RTA recommends re-directing Aylmerton Road traffic into Tyree Place via Pikkat Drive and closing the Aylmerton Rd/Old Hume Highway intersection.

The concerns of the RTA will be addressed following the procedures normally undertaken with large Land Use rezoning or development. The procedure will involve breaking the development down into logical stages and then progressively building the road infrastructure to meet the incremental impact of each stage of development.

It should be noted that the RTA has already approved, and requested Council to condition, the installation of traffic signals, as part of the redevelopment of the Old Pot Factory, forming a four (4) way intersection with Isedale Road and Old Hume Highway (a "seagull" protected right turn intersection at Badgery Street / Old Hume Highway is



also part of this work). Preliminary modelling and analysis indicates that these facilities will meet the requirements of future development off Isedale Road and the take up of undeveloped land (minimal) off Badgery Street.

The requirements of the RTA follow the procedure that Council has already demonstrated for the Moss Vale Enterprise Zone. They should be able to be addressed by way of identifying sensible staging programmes and infrastructure improvements through modelling and intersection analyses, following procedures already undertaken with the Moss Vale Enterprise Zone.

However, the modelling must also support sound planning principles (a possible issue if the requirements of the RTA are strictly followed), and this will be reported on as part of future modelling and analysis work to be undertaken. The modelling will consider the requirements of:

- Movement
- Access
- Safety
- Amenity
- Emergency Route alternatives for existing and future development included in the Northern Gateway development.

Prior to the commencement of more detailed modelling and analysis, it is recommended that a meeting with RTA Development assessment staff, RTA analysts, Council Planners and myself (responsible for network proposals, modelling and analysis) occur to agree on the process of determining traffic generation, modelling, analysis and development of options including geometric layouts. Staged Options also need to be developed as part of our work.

Therefore, the RTA issues can be addressed and do not constitute a reason why the rezoning should not proceed.

2. Submission from Sydney Catchment Authority (SCA)

The SLWCA maps (Strategic Land and Water Capability Assessment Maps), provided to Council by the SCA, indicate that the land which is the subject of the draft Northern Gateway LEP has a high to moderate capability with regard to the proposed development. The SCA confirms that the draft LEP poses a low to medium risk to water quality. The SCA therefore supports the draft LEP, subject to the following issues being addressed:

SCA comment – **Watercourse Protection** - The major water quality issue for the SCA is the watercourse which traverses the Northern Gateway area, as indicated on the map below. This watercourse also runs through the Renwick site and the SCA is concerned that it is therefore already under considerable stress.





Council response from Strategic Planning

Under WLEP 2010, this watercourse is a Category 2 (Aquatic and Terrestrial Habitat) riparian corridor as far north as Government Road and Category 3 (Bank Stability and Water Quality) beyond Government Road. Clause 7.5 (5) of WLEP 2010 provides that development must not occur within 30 metres from the top of the bank of Category 2 streams, and 10 metres from the top of the bank for Category 3 streams.

SCA comment - **Aims of the Plan** - The SCA notes that the aims of the draft LEP do not include reference to the protection and enhancement of watercourses, riparian habitats, wetlands and water quality within the hydrological catchment. It also noted that such clauses were in the draft Chelsea Gardens / Coomungie LEP.

Council response from Strategic Planning

The draft Chelsea Gardens / Coomungie LEP was prepared as an amendment to WLEP 1989 and so it was appropriate to include these additional aims, however the draft Northern Gateway LEP is a proposed amendment to WLEP 2010 which already includes the following aims:



(I) To develop an ecologically sustainable future for Wingecarribee through the conservation, rehabilitation and regeneration of ... waterways, riparian land and water quality (surface and groundwater).

(p) To protect and enhance waterways, riparian land and water quality in the drinking water catchments of Wingecarribee.

SCA comment – **Stormwater and Urban Runoff Management** - The SCA wants to emphasise that any future residential and industrial subdivision will be required to achieve a neutral and beneficial effect (NorBE) on water quality (under the Drinking Water Catchments Regional Environmental Plan No 1). To achieve this, a water cycle management study should be submitted to Council prior to subdivision approval being granted.

Council response from Strategic Planning

The proposed R2 Low Density Residential area of the Northern Gateway will be included within the Northern Villages Development Control Plan (DCP). The proposed IN1 General Industrial land will be included in the Industrial Lands DCP and the proposed E3 Environmental Management and SP3 Tourist land will be included in the Rural Lands DCP. All of these DCPs contain controls requiring the preparation of a water cycle management plan to ensure NorBE compliance.

SCA comment – **Expected number of lots from future residential and commercial subdivision** - It is the SCA's experience that developers and councils often over-estimate the lot yield from a site because of insufficient attention to the requirement of NorBE and this should be avoided with the Northern Gateway.

Council response from Strategic Planning

This is a DA assessment matter, however Council does appreciate the importance of complying with NorBE and other sustainability objectives and will pay particular attention to these in assessing future subdivision proposals.

SCA comment – **Wastewater** - The SCA strongly supports that the land within the Northern Gateway be connected to the sewer as soon as possible and that a waste water management plan be a necessary requirement of any development proposal.

Council response from Strategic Planning

Truck sewer connections are already in place and the relevant DCPs require that a waste water management plan be prepared as part of any development application. Development may require additional works to existing infrastructure to meet the increased development loads

SCA comment – **Development Standards** - The SCA recommends that development standards for the Northern Gateway include that no development be approved until reticulated sewer is available and a water cycle management study is prepared in consultation with the SCA to demonstrate NorBE compliance.

Council response from Strategic Planning

As stated above, sewer connections are already in place and the relevant DCPs require that a water cycle management study be prepared as part of any development application.

SCA comment – **Review of DCPs** - The SCA supports the intended review of relevant DCPs and is keen to be consulted on proposed amendments.



Council response from Strategic Planning

This will occur within the next 12 months as per Council's resolution. New draft controls have also been prepared (<u>Attachment 2</u> to this report) to address specific issues which have arisen from the public exhibition process.

SCA comment – **Proposed E3 Environmental Management Zone** - The SCA supports environmental zones in drinking water catchments, but notes that apart from some small patches of remnant vegetation, most of the proposed E3 Environmental Management land is cleared and used for agriculture. The SCA is unsure how the first objective of this zone can be achieved on this land.

Council response from Strategic Planning

Council recognises that the land proposed E3 Environment Management is visually prominent at the northern entrance to the Highlands and this zone seeks to protect that rural amenity of the northern entrance. The first objective of the zone is "to protect, manage and restore areas with special ecological, scientific, cultural or aesthetic values. There are a further five objectives, elements of which apply directly to the subject land, including " to minimise the proliferation of buildings and other structures in sensitive landscape areas" and "to provide for a restricted range of development and land use activities ... in identified drinking water catchment areas."

3. Submission from Mittagong Chamber of Commerce and Industry Inc.

Chamber comment – landscaping of industrial land - Chamber does acknowledge the need to provide industrial areas and well-paid jobs and for industrial land close to the highway and potential railway, but is concerned about the impact of such development on the landscape. Chamber suggests that appropriate 'earth berms', or earth mounds, and landscaping be required for any future development along the Old Hume Highway.

Council response from Strategic Planning – The draft LEP has been amended to remove the proposed IN1 General Industrial zone from land fronting the Old Hume Highway. With regard to the proposed industrial/residential interface on Drapers Road, draft provisions to the Industrial Lands DCP have been prepared and earth berms and landscaping are included as part of the proposed development controls.

Chamber comment – style of industrial development - Chamber does not support 'bigbox' development at the northern entrance to the Highlands.

Council response from Strategic Planning - The draft LEP has been amended to remove the proposed IN1 General Industrial zone from land fronting the western side of the Old Hume Highway at the entrance to the Shire.

Chamber comment – urban sprawl - Chamber is concerned that the provisions of the draft LEP which provide for residential development on the eastern side of the Old Hume Highway are promoting urban sprawl.

Council response from Strategic Planning – The Wingecarribee LEP 2010 does provide a number of opportunities within towns for medium density redevelopment in order to limit the extent of new green fields development, however not all Council's residential development obligations under the Sydney-Canberra Corridor Strategy can be achieved through infill development. The proposed residential land on the eastern side of the Old Hume Highway will provide much needed affordable housing at the northern end of the Shire.



It should also be noted that the two areas of land on the eastern side of the Old Hume Highway zoned IN1 General Industrial under WLEP 2010 are already capable of development and that the RU2 Rural Landscaped zoned land is located between these two areas of industrial land. Therefore the rezoning of the RU2 land and the industrial zoned land to the south of it does not really represent urban sprawl, but rather an opportunity to provide improved amenity throughout this area.

4. Private submissions relating to development fronting the Old Hume Highway.

These comments relate to the proposed IN1 General Industrial development on the western side of the Old Hume Highway north of Braemar Avenue.

Submission issues	Council's response from Strategic Planning
Land fronting the Old Hume Highway is not suitable for industrial development. Bunnings is a particular example of how this does not work. Landscaping is totally inadequate. More of this and it will look like South Nowra. The rural land fronting the Old Hume Highway should not be used for industrial development. It should be retained in its rural state as an attractive entrance to the Highlands. The visual character of the Northern Gateway won't be preserved by rezoning part of the land from rural to industrial. Industrial development here would totally change the impression visitors get when they enter the Highlands. The rezoning of land on the western side of the Old Hume Highway from proposed RU2 Rural Landscape to IN1 General Industrial would reduce property values for those who want to retain a rural land use but will now be surrounded by industrial development. Land on the western side of Old Hume Highway has a steep gradient leading down to a small rivulet and swampy ground. It provides important birdlife habitat. It would be expensive to develop and development would have significant environmental impacts.	One of the purposes of the draft LEP is to remove industrial zoned land from along the eastern side of the Old Hume Highway where it is most visible to people entering the Highlands from the north. The exhibited draft LEP proposed that rural land on the western side of the Old Hume Highway north of the proposed industrial road be retained as rural, but that the land to the south of the proposed industrial road be rezoned to IN1 General Industrial. However, in view of concerns raised through the exhibition of the draft LEP, it is proposed to amend the exhibited draft to rezone the proposed IN1 General Industrial zone to E3 Environmental Management. This means that it is no longer proposed to rezone any land fronting the western side of the Old Hume Highway to Industrial.
If there is to be industrial development along the Old Hume Highway, there should be a	Extensive landscaping will be part of a roadside management plan to be prepared



Submission issues	Council's response from Strategic Planning
wide planting of trees with buildings set well back. To date, no industrial development in the Shire provides adequate landscaping.	for the Old Hume Highway regardless on what form of development occurs there.
Any development along the Old Hume Highway should be set back behind 'earth berms' (earth mounds) and well landscaped to minimise the visual impacts.	Earth berms can be considered as part of a roadside treatment programme within the DCPs.
Tourism is a valuable economic resource for the area. Proposed industrial development will spoil the outlook, and tourist potential, from the newly restored Poplars building. The same for the Poplars Motel, Braemar Lodge and Kamilaroi. Industrial development would also destroy the historic value of these properties when it should be preserved. Tourist accommodation in the vicinity will be detrimentally affected. This will impact on their businesses and also detract from the heritage value of buildings. The tourism implications of industrial development along the Old Hume Highway should not be overlooked. This will create a very poor 'first impression' of the Highlands.	The value of tourism and the need to protect heritage buildings is acknowledged in the proposed rezoning of land on the eastern side of Old Hume Highway to SP3 Tourist and the heritage listings in the LEP.
There needs to be efficient access on to the Old Hume Highway through a limited number of access points. Traffic impacts along Old Hume highway needed to be considered and resolved.	The RTA's submission indicates that a strategic review of access to and from the Old Hume Highway is required. This is noted and is being undertaken within Council.
The proposed rezoning from IN1 General Industrial to SP3 Tourist of land on the eastern side of Old Hume Highway will not provide for future development into a shopping/industrial services complex as was originally intended by the owners.	It was never anticipated by Council that a shopping/industrial complex was intended for the proposed SP3 site. There is already land zoned B1 Neighbourhood Business on the eastern side of the Old Hume Highway at Braemar. This zone can be extended should future demand require such action.



Submission issues	Council's response from Strategic Planning
In support of the draft LEP, the Sydney Canberra Corridor Strategy requires Council to provide additional accommodation and the proposed residential development on the eastern side of the Old Hume Highway would achieve this. This also overcomes the problem of having industrial land interspersed between residential areas. In support of the draft LEP, development should reinforce rather than detract from the visual amenity of the entrance to the Highlands. The proposed residential development on the eastern side of the Old Hume Highway is preferable to industrial development currently permissible on that land.	Noted.

5. Submissions relating to the proposed IN1 General industrial zoned land on the western side of Drapers Road, as exhibited.

There were submissions both in support of, and against, the proposed IN1 General Industrial land on the western side of Drapers Road.

Submission comments	Council's response
Any extension to the industrial area along the western side of Drapers Road is preferable to along the Old Hume Highway, but, as an alternative, perhaps land to the north between Drapers Road and the loop-line, or even further north along the loop-line, could be considered.	Suggested alternatives for industrial zoned land have access problems which cannot be easily resolved, as well as extensive areas of remnant vegetation.
The extension of the industrial area along the western side of Drapers Road is just exacerbating the existing problems of having industrial development adjacent to residential development.	Further industrial development on the western side of the Old Hume Highway will provide additional funding through developer contributions which can be used to improve the standard of Braemar Avenue and if sufficient development generates sufficient demand, the creation of an industrial traffic
The proposed extension of the industrial	road from Government Road on to the Old



zoning along Drapers Road and on the northern side of Braemar Avenue will seriously impact on development on the south side of Braemar Avenue and across	Hume Highway.
the Old Hume Highway. This is being done just to allow industrial zoned land on the eastern side of Old Hume highway to be	
rezoned to residential.	Council has authority to regulate new industrial uses which will generate noise or
Current industrial activity around Gantry Place already creates significant impacts on nearby residents and this will only get worse.	odour emissions by way of conditions of consent and through the assessment of future development applications. This, in conjunction with reduced traffic on Braemar Avenue will assist in minimising future impacts and reducing current impacts.



6. Submissions relating to proposed RU4 development on Drapers Road as exhibited

These submissions focus on the proposed RU4 Rural Small Holdings land between the R5 Large Lot Residential to the south and the proposed IN1 General Industrial to the north as proposed in the exhibited draft LEP. There is both support for, and objection to, this proposed zoning. Both viewpoints are presented.

Submission comments	Council's response
In support of the proposed RU4 Rural Small Holdings zoning between the R5 Large Lot Residential and the proposed IN1 General Industrial on the western side of Drapers Road, industrial land should not be adjacent to residential development. The residential & industrial interface on Drapers Road is a particular problem.	These comments are noted. Concerns regarding the potential conflict between adjacent residential and industrial land can be addressed through limiting the range of permissible land uses and providing buffers and landscaping.
Industrial land immediately adjacent to residential land greatly reduces the amenity and value of the residential land.	+
The proposed RU4 Rural Small Holdings 'buffer' between the R5 Large Lot Residential and proposed IN1 General Industrial land on the western side of Drapers Road will create an isolated pocket of RU4 land surrounded by residential, industrial and environmental land. It will be difficult to maintain the rural and	The purpose of the proposed RU4 Rural Small Holdings zone was to provide a buffer between the residential land to the south and the industrial land to the north in exactly the same way that the land on the southern side of Braemar Avenue is zoned RU4 under draft LEP 2009 as a buffer between the existing industrial land on the northern side of Braemar Avenue and the residential zoned land to
scenic qualities of the proposed RU4 Rural Small Holdings land when it is surrounded by residential and industrial development. Extensive agriculture is permissible	the south. However, it is acknowledged that the Braemar Avenue land is in the one ownership and it is therefore easier to create and implement such a buffer
without consent on RU4 Rural Small Holdings land and potential land uses will exacerbate conflicts between it and the surrounding residential and industrial land uses.	zoning. There are two alternative zoning options for the subject two lots. One is to extend the R5 zoning up to the proposed IN1 General Industrial zone, applying a
The location and size of this land does not assist in achieving the stated goals for the RU4 Rural Small Holdings land, 'sterilising' the land for future use.	minimum lot size of 8,000m2 on these two lots to create a lower density 'buffer'.



The R5 Large Lot Residential zoned land on Drapers Road is effectively a buffer between the R2 Low Density Residential further south and the proposed IN1 General Industrial land to the north. To rezone the land to the north of the R5 Large Lot Residential land to RU4 Rural Small Holdings is, in effect, creating a buffer to a buffer. This is inconsistent with the proposed juxtaposition of residential and industrial land on the eastern side of the Old Hume Highway.

The noise, odour and light spillage impacts from adjacent industrial development would adversely impact on the two blocks proposed to be zoned RU4 Rural Small Holdings.

It would be preferable to zone the proposed RU4 Rural Small Holdings to IN1 General Industrial. As the lots are 2.5ha each, this option would provide the opportunity to subdivide an additional lot from each block while still providing some degree of buffer between the residential and industrial zone boundary.

The other option is to extend the proposed IN1 General Industrial zoning to the edge of the R5 zoned land. This option provides no zoning buffer between the industrial and residential land uses and it is noted that the shape of the lots does result in a residential boundary of almost 300m in length to the industrial land to the north.

If this option were selected, it is recommended that these two blocks be amalgamated for the purposes of industrial development to provide a parcel of land which can be economically developed, but with appropriate setbacks and landscaping on the southern boundary and sound-proofing incorporated into the design of buildings on the southern-most side of the site. It is also recommended that, under this option, the range of permissible land uses be restricted to those with low traffic, noise and odour generating impacts.

A set of draft controls for these lots for inclusion in the Industrial lands DCP is attached as <u>Attachment 2</u>.

7. Submissions relating to Braemar Avenue

Submission comments	Council's response
The R5 Large Lot Residential land on the south side of Braemar Avenue has a minimum lot size under WLEP 2010 of 2000m2, however the current subdivision pattern is much less than this. Council will come under pressure to develop to the subdivision pattern rather than the 2000m2 minimum.	Council will aim to maintain that standard in any future redevelopment proposal for the site.
The proposed zoning of Braemar Lodge from part 2(a) Residential and part 7(a)	It is noted that this property is not part of the draft Northern Gateway LEP.



Environmental Protection under WLEP 1989 to R5 Large Lot Residential under WLEP 2010 removes some of the land use options currently enjoyed by the site under WLEP 1989. It would be better to rezone this land to a residential zone which allows for medium and low density residential development. Relying on heritage provisions to address future development of this land is not satisfactory.	Notwithstanding this, under WLEP 1989, Motels and Cluster Housing were permissible with consent. These land uses, or their standard template equivalent, are prohibited in the proposed R5 Large Lot residential zoning. However, Braemar Lodge, being a heritage-listed building, is able to access clauses in the draft LEP which, in the interests of providing economic viability to a heritage item, permit ancillary land uses which would otherwise not be permissible.
Stormwater run off floods Braemar Avenue during heavy events and contains debris which poses a health risk. This will only increase once Renwick and Braemar Garden World and the 'Knox land' are developed for residential use.	Stormwater run off and water quality must comply with the state government's NORBE (neutral or beneficial effects) requirements as contained in the Drinking Water Catchments REP No.1. It is anticipated that the development of Renwick, together with the 'Braemar Garden World' and 'Knox' sites, will result in improvements to water quality and sediment management. Reconstruction of Braemar Avenue has been included in Council's Section 94 Developer Contributions Plan for Roads and Traffic Facilities 2010 to 2031. The upgrade of the culvert on Braemar Avenue would be an integral part of the road upgrade. The timing of this work would be dependent on the rate at which the industrial land on the western side of Drapers Road is developed.
Braemar Avenue is inadequate for industria traffic. An alternative to Braemar Avenue should be provided for industrial traffic and built before any more industrial land is created.	alternative industrial traffic road to the Old



8. Submissions making general comments not addressed elsewhere in this report

Submission comments	Council's response
There needs to be suitable zoning for a commercial site to service these developments.	There is provision for business zoned land in the vicinity of Braemar which can be extended if necessary as demand grows through development.
Is there really a need for more industrial land on the Highlands? Industrial estates are difficult to maintain. Who will maintain the buildings and the landscaping? This will be beyond Council's control.	The draft LEP is mainly exchanging industrial zoned land in one location for that in another with just a small increase. It is a requirement of the Department of Planning through both the Sydney Canberra Corridor Strategy and the Illawarra Employment Strategy that industrial land in the northern part of the Shire be retained.
There is the threat of fire danger to residential development from industrial development nearby. Will there be fire buffers between factories and bushland?	All future development, regardless of type must be assessed in terms of potential bushfire impacts and located and designed accordingly. State legislation also provides for the safe operation of industrial activities and the building code of Australia requires minimum fire separation ratings for industrial buildings adjacent to residential development.
Council needs to consider interests of residents, tourism business and heritage sites, not just developers.	Council is seeking to resolve the future development of this area to the benefit of all stakeholders.
Attention should be given to neutral building materials to reduce the impact of industrial buildings.	This is addressed in the draft Development Control Plan provisions which Council has prepared.
There should be no more industry in the catchment area, particularly at the northern end of the Shire. Existing industrial development is already running contaminated water into the creek system.	State legislation requires compliance with the NORBE – Neutral or Beneficial Effect with regard to water discharge.
Areas of remnant vegetation should be mapped and protected.	

9. Submissions received after the exhibition period

Following community speculation that the proposed RU4 Rural Small Holdings land on the western side of Drapers Road was to be rezoned to IN1 General Industrial, Council received



a further seven (7) submissions from Willow Vale residents objecting to this proposal. Concerns related to further encroachment of industrial land use on the residential amenity of the surrounding area, additional pressures on Braemar Avenue and impacts on surrounding vegetation and wildlife. Some of the submission makers requested that if the proposed rezoning to industrial is endorsed by Council that the draft LEP be re-exhibited.

It is considered that the extension of the industrial zoning in Drapers Road to two extra allotments will not have an impact on residential properties located in Willow Vale, particularly as specific controls are to be included in the Industrial lands DCP to restrict the type and extent of development on these lots.

CONCLUSION

Council recognises that the Northern Gateway into the Shire is vitally important in terms of visual amenity, economic opportunities, residential growth and environmental protection. The Local Strategy prepared by Mr John Whitehouse and Dr Andrew Refshauge, based on feedback from Council's public consultation day and an Independent Panel Hearing chaired by the authors, sought to identify how best to manage these issues through proposed rezonings reflected in the exhibited draft LEP.

However, the public exhibition of the draft LEP highlighted a number of concerns as summarised in this report.

In view of the level and nature of the response to the proposed IN1 General Industrial zone north of Braemar Avenue and to the west of the Old Hume Highway, the rezoning of that land to E3 Environmental Management instead of IN1 General Industrial is recommended.

With regard to the proposed RU4 Rural Small Holdings land on the western side of Drapers Road, the alternative zoning of IN1 General Industrial is recommended, in conjunction with an amendment to the Industrial Lands Development Control Plan (DCP) to manage the interface between the industrial zone and the residential land to the south.

The draft amendments to the DCP require the two lots to be amalgamated for the purpose of industrial development, the identification of a limited range of permissible development for the site and landscaping and building design controls to ensure there is minimum adverse impact between the industrial and residential zones. Draft amendments are included as <u>Attachment 2</u> to this report. These draft amendments, if endorsed, will be exhibited and, if adopted, will come into force with the making of the Northern Gateway Local Environmental Plan.

The Northern Villages DCP will also be reviewed to ensure that it contains adequate controls to address concerns about landscaping, buffers and development design of the residential land on the eastern side of the Old Hume Highway.

MANAGEMENT PLAN ISSUES OR IMPLICATIONS

The amendment to the LEP is the result of the preparation of a Local Area Strategy, which will form a component of the Shire-wide Local Planning Strategy which has recently commenced.



POLICY IMPLICATIONS

The draft LEP amendment reflects Council's policy enunciated in the Strategic Plan to ensure that the Northern Gateway to the Shire is appropriately developed with regard to environmental, visual and urban amenity sensitivities.

BUDGET IMPLICATIONS

There are no direct budget implications in adopting the draft LEP. However, extra development will generate the need for infrastructure upgrades which will be funded in part by Developer Contributions and part by Council.

ECOLOGICALLY SUSTAINABLE DEVELOPMENT ISSUES

(i) <u>Environmental Factors</u>

The draft LEP amendment seeks to ensure that the area develops appropriately with regard to environmental sensitivities and constraints.

(ii) <u>Social Factors</u>

The proposed residential-zoned land will provide opportunities for affordable accommodation, close to employment, shops, schools and transport.

(iii) Economic Factors

The proposed zoning amendment continues to provide employment opportunities within the northern part of the Shire.

ATTACHMENTS

There are three (3) attachments to this report:

- 1. The revised draft LEP and map.
- 2. Draft additional development controls for inclusion in the Industrial Lands DCP.
- 3. The submissions received (*circulated separately*)

RECOMMENDATION

- 1. <u>THAT</u> Council endorse the draft LEP included in the report as <u>Attachment 1</u> and prepare a report to the NSW Department of Planning.
- 2. <u>THAT</u> Council resolve to exhibit draft amendments to the Industrial Lands DCP as set out in <u>Attachment 2</u> to this report.
- 3. <u>THAT</u> Council resolve to review the Northern Villages DCP to ensure that controls adequately address concerns raised through the exhibition period.



4. <u>THAT</u> submission makers be advised of Council's decisions.

(Voting on the Motion)

Scott Lee Director Environment and Planning

17 September 2010



ATTACHMENT 1

Draft Wingecarribee Local Environmental Plan 2009

under the

Environmental Planning and Assessment Act 1979

1 Name of plan

2 Aims of the plan

The aims of this plan are to:

- (i) Rezone vacant land adjoining the northern residential areas of Mittagong to R2 Low Density Residential;
- (j) Rezone some areas of low quality rural land to IN1 General Industrial;
- (k) Rezone an area adjacent to the proposed R2 Residential area to SP3 Tourist, and
- (I) Rezone other lands that form part of the 'Northern Gateway' to E3 Environmental Management and RU4 Rural Small Holdings.

3 Land to which this plan applies

This plan applies to the land shown edged heavy black on the map marked "Wingecarribee Local Environmental Plan 2010" deposited in the office of Wingecarribee Shire Council.

4 Amendment of Wingecarribee Local Environmental Plan 2010

Wingecarribee Local Environmental Plan 2010 is amended as set out in Schedule 1.

Schedule 1 Amendments

[1] Dictionary, definition of "Land Zoning Map" Insert in appropriate order at the end of the definition: Wingecarribee Local Environmental Plan 2010 (Amendment No xx).







ATTACHMENT 2

DRAFT CONTROLS FOR THE INDUSTRIAL LANDS DCP

Additional Controls relating to Lots 5 and 6 DP 10008, Drapers Road Braemar

Introduction

The following objectives and controls relate to two lots which adjoin the R5 Large Lot Residential land in Drapers Road, Braemar, as indicated on the map below. These lots are zoned IN1 General Industrial under WLEP 2010.



Objectives and Intended Outcomes

The purpose of these controls is to provide an effective buffer between the potentially conflicting land uses which the adjacent industrial and residential land uses permit. To this extent the controls are performance as well as standards based.

In assessing an application for industrial development of this site, the following objectives and intended outcomes must be addressed to the satisfaction of Council:

- a) Both lots 5 and 6 DP 10008 must be amalgamated to form one site for the purposes of industrial development.
- b) The proposed land use shall not adversely impact on neighbouring residential amenity through noise or odour generation, traffic generation, or operating hours which regularly extend beyond normal day-time and week-day patterns.
- c) Significant landscaping shall be provided between the southern side of the industrial development and the adjacent residential land.



d) The design of the building in terms of height, style, materials and external colours shall be such as to be recessive in the landscape.

Specific Controls

Notwithstanding any other provisions of this Plan, the following controls apply to future development of Lots 5 and 6, DP 10008, located on the western side of Drapers Road as indicated on the map below.

- a) The minimum area for development of the subject site for industrial land use shall be four (4) hectares.
- b) Permissible industrial development shall be of a type that will not adversely impact on the adjoining residential area. Council will give most favourable consideration to the following forms of land use - aquaculture (pond or natural water-based), landscape and garden supplies, rural supplies, light industries and self storage premises.
- c) A minimum thirty (30) metre buffer zone shall be provided, mounded slightly to provide an undulating landscape without reducing the capacity of the area to be adequately maintained.
- d) Landscaping of the buffer zone shall require planting with mature native trees at a density of one (1) tree per square metre.
- e) Industrial buildings shall be a maximum of eight (8) metres in height on the southern most side of the site.
- f) Industrial buildings shall be designed from non-reflective materials in colours which are recessive in the landscape.
- g) The walls of buildings on the southern most side of the subject site shall be constructed from noise-inhibiting materials, or the building shall be in some other way insulated to prevent noise impacts on adjoining residential development.
- h) Car parking and areas for the movement and parking of any vehicles associated with the development shall be located towards the northern side of the site.
- i) There shall be one (1) vehicular access to the site from the northern most end of the site.



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AGENDA FOR THE ORDINARY MEETING OF COUNCIL held in the Council Chamber, Civic Centre, Elizabeth Street, Moss Vale on Wednesday, 22 September 2010