

DETERMINATION AND STATEMENT OF REASONS

SOUTHERN REGIONAL PLANNING PANEL

DATE OF DETERMINATION	25 June 2025	
DATE OF PANEL DECISION	25 June 2025	
DATE OF PANEL BRIEFING	25 June 2025	
PANEL MEMBERS	Chris Wilson (Chair), Juliet Grant, Grant Christmas	
APOLOGIES	None	
DECLARATIONS OF INTEREST	Council Interest DA	

Papers circulated electronically on 19 June 2025.

MATTER DETERMINED

PPSSTH-482 – Bega Valley Shire – DA-2025.11 at Imlay Street, 1A Market Street, 10 Short Street, Kiama Place, 21 Tern Close, Market Street and Lakewood Drive, Merimbula– Alterations and Additions to existing Environmental Facility (Partial reconstruction of the existing boardwalk and water recreation structures including jetties, viewing platforms, pathways, signage, parking and landscaping works) (as described in Schedule 1).

PANEL CONSIDERATION AND DECISION

The panel considered: the matters listed at item 6, the material listed at item 7 and the material presented at meetings and briefings and the matters observed at site inspection listed at item 8 in Schedule 1.

Development application

The panel determined to approve the development application pursuant to section 4.16 of the *Environmental Planning and Assessment Act 1979*.

The decision was unanimous.

REASONS FOR THE DECISION

The panel determined to approve the application for the reasons outlined in the Council Assessment Report.

The development application has been considered in accordance with the requirements of the *Environmental Planning and Assessment Act 1979* and regulations.

The proposal is considered appropriate with regard to the zoning of the site and the applicable provisions of the BVLEP 2013 and other applicable environmental planning instruments.

The proposed alterations and additions will improve environmental outcomes and customer experience through the renewal of the existing facility. The scale of the proposal is considered to be of an appropriate form for the site and the character of the locality.

Given the above, the panel was satisfied that the development was in the public interest.

In making its decision, the panel is satisfied that the development is not classified as designated development pursuant to Schedule 3 Section 48 of the Environmental Planning & Assessment Regulation 2021, as the proposed works involve alterations and additions to the existing boardwalk and the proposed

development would not significantly increase the environmental impacts of the existing development. To the contrary the panel is satisfied that the proposal will improve overall environmental outcomes.

CONDITIONS

The Development Application was approved subject to the conditions in the Council Assessment Report with the following amendments:

- Condition 6a was amended to remove last paragraph in the condition 'any changes to the area of native vegetation clearing will require further assessment and update of the BAM Credit Calculator (BAM C)1 calculations'. It was replaced with a note that specifies that 'any changes to the area of native vegetation clearing requires separate approval'.
- Condition 23 was amended to remove 'it is recommended that' from the first sentence and replaced with 'where practicable' to provide additional certainty relating to the intent of the condition.
- Condition 24 was separated and renumbered to conditions 25 and 26 to correct an administrative error.

CONSIDERATION OF COMMUNITY VIEWS

In coming to its decision, the panel considered written submissions made during public exhibition. The panel notes that issues of concern included:

- Concern about Large Gum Tree
- Width of the boardwalk
- Lighting
- Slipperiness of the timbers
- The impact of increased visitation
- Dogs
- Weed control
- Motorised watercraft
- Location of proposed new lookout

The panel considers that concerns raised by the community have been adequately addressed in the Assessment Report and through the conditions of consent and that there are no new issues requiring assessment.

PANEL MEMBERS				
	Brant			
Chris Wilson (Chair)	Juliet Grant			
G.A.Christmas Grant Christmas				

	SCHEDULE 1					
1	PANEL REF – LGA – DA NO.	PPSSTH-482 – Bega Valley Shire – DA-2025.11				
2	PROPOSED DEVELOPMENT	Alterations and Additions to existing Environmental Facility (Partial reconstruction of the existing boardwalk and water recreation structures including jetties, viewing platforms, pathways, signage, parking and landscaping works Lot 7032 DP 1047318, Lot 1 DP 109636, Lot E DP 355155, Lot 98 DP				
3	STREET ADDRESS	747323, Lot 202 DP 793447, Lot 36 DP 208862 - Imlay Street, 1A Market Street, 10 Short Street, Kiama Place, 21 Tern Close, Market Street and Lakewood Drive, Merimbula				
4	APPLICANT/OWNER	Applicant - Jessica Crawford c/ Bega Valley Shire Council				
5	TYPE OF REGIONAL DEVELOPMENT	Council related development over \$5 million				
6	RELEVANT MANDATORY CONSIDERATIONS	 Environmental planning instruments: State Environmental Planning Policy (Planning Systems) 2021 State Environmental Planning Policy (Biodiversity and Conservation) 2021 State Environmental Planning Policy (Industry and Employment) 2021 State Environmental Planning Policy (Resilience and Hazards) 2021 State Environmental Planning Policy (Transport and Infrastructure) 2021 State Environmental Planning Policy (Resource and Energy) 2021 State Environmental Planning Policy (Resource and Energy) 2021 State Environmental Planning Policy (Primary Production) 2021 State Environmental Planning Policy (Primary Production) 2021 State Environmental Planning instruments: Nil Development control plans: Bega Valley Development Control Plan 2013 Planning agreements: Nil Relevant provisions of the <i>Environmental Planning and Assessment Regulation 2021</i> Coastal zone management plan: Nil The likely impacts of the development, including environmental impacts on the natural and built environment and social and economic impacts in the locality The suitability of the site for the development Any submissions made in accordance with the <i>Environmental Planning and Assessment Act 1979</i> or regulations Public interest, including the principles of ecologically sustainable development				
7	MATERIAL CONSIDERED BY THE PANEL	Council Assessment Report: 19 June 2025				
		 Written submissions during public exhibition: 3 Total number of unique submissions received by way of objection: 3 				
8	MEETINGS, BRIEFINGS AND SITE INSPECTIONS BY THE PANEL	 Briefing: 5 June 2025 <u>Panel members</u>: Chris Wilson (chair), Juliet grant, grant Christmas <u>Council assessment staff</u>: Mark Fowler, Rob Quick <u>Applicant representatives</u>: Jessica Crawford (Bega Valley), Amelia Baum (Bega Valley), Clare Vincent (Ecologist, NGH Environmental Consultants), David Duncan (Design Consultant Lead) <u>DPHI</u>: Amanda Moylan, Nikita Lange 				
		Site inspection: 23 May 2024				

		 <u>Panel members</u>: Chris Wilson (Chair), Juliet Grant, Grant Christmas <u>Council assessment staff</u>: Mark Fowler, Cecily Hancock Final briefing to discuss council's recommendation: 25 June 2025 <u>Panel members</u>: Chris Wilson (Chair), Juliet Grant, Grant Christmas <u>Council assessment staff</u>: Mark Fowler, Rob Quick, Erin Moon <u>Applicant representatives</u>: Jessica Crawford (Bega Valley), Amelia
		Baum (Bega Valley) <u>DPHI:</u> Amanda Moylan, Nikita Lange
9	COUNCIL RECOMMENDATION	Approval
10	DRAFT CONDITIONS	Attached to the Council Assessment Report

Conditions of approval

General

1. Approved development plans

The development shall take place in accordance with the following plans, specifications and reports, except as may be amended in red on the approved plans and by the following conditions.

Plan, Specification or Report	Plan Reference and Date
Statement of Environmental Effects	Project 220669, Final v1.2, 13/6/25
Locality Plan	Rev M, Dwg LA_04, 17/1/2024
General Arrangement 01	Rev M, Dwg LA_05, 17/1/2024
General Arrangement 02	Rev M, Dwg LA_06, 17/1/2024
General Arrangement 03	Rev M, Dwg LA_07, 17/1/2024
General Arrangement 04	Rev M, Dwg LA_08, 17/1/2024
General Arrangement 05	Rev M, Dwg LA_09, 17/1/2024
General Arrangement 06	Rev M, Dwg LA_10, 17/1/2024
General Arrangement 07	Rev M, Dwg LA_11, 17/1/2024
General Arrangement 08	Rev M, Dwg LA_12, 17/1/2024
General Arrangement 09	Rev M, Dwg LA_13, 17/1/2024
General Arrangement 10	Rev M, Dwg LA_14, 17/1/2024
General Arrangement 11	Rev M, Dwg LA_15, 17/1/2024
General Arrangement 12	Rev M, Dwg LA_16, 17/1/2024
General Arrangement 13	Rev M, Dwg LA_17, 17/1/2024
General Arrangement 14	Rev M, Dwg LA_18, 17/1/2024
Detail Plans 01 – Western Entry	Rev M, Dwg LA_19, 17/1/2024
Detail Plans 02 – (Jetty 03)	Rev M, Dwg LA_20, 17/1/2024
Detail Plans 03 – (Jetty 02 and Others)	Rev M, Dwg LA_21, 17/1/2024
Detail Plans 04	Rev M, Dwg LA_22, 17/1/2024
Detail Plans 05	Rev M, Dwg LA_23, 17/1/2024
Detail Plans 06 – (Jetty 01)	Rev M, Dwg LA_24, 17/1/2024

Detail Plan 07 – Carpark South	Rev M, Dwg LA_25, 17/1/2024
Detail Plan 08 - Carpark North	Rev M, Dwg LA_26, 17/1/2024
Detail – Timber boardwalk construction typical	Rev M, Dwg LA_27, 17/1/2024
Detail – FRP deck	Rev M, Dwg LA_28, 17/1/2024
Typical Balustrade Details (where applicable)	Rev M, Dwg LA_29, 17/1/2024
Typical Stair handrail (at entry from Market Street)	Rev M, Dwg LA_30, 17/1/2024
Typical Seat Details 01 – Jetty 01-03	Rev M, Dwg LA_31, 17/1/2024
Lookout/Boardwalk Structures Key Water Levels 01	Rev M, Dwg LA_32, 17/1/2024
Lookout/Boardwalk Structures Key Water Levels 02	Rev M, Dwg LA_33, 17/1/2024
Lookout/Jetty Concept Structures	Rev M, Dwg LA_34, 17/1/2024
Entries Concept Structures	Rev M, Dwg LA_35, 17/1/2024
Proposed Materials	Rev M, Dwg LA_36, 17/1/2024
Proposed Materials	Rev M, Dwg LA_37, 17/1/2024
Planting Precedents Salt marsh	Rev M, Dwg LA_38, 17/1/2024
Planting Precedents Swamp oak Forest	Rev M, Dwg LA_39, 17/1/2024
Planting Precedents Open Forest	Rev M, Dwg LA_40, 17/1/2024
Merimbula Boardwalk Upgrade - Proposed Staging Plan (Amended in Red)	Undated
Development Design Plans (Amended in Red)	11855 – RP, 29/4/2024
Biodiversity Development Assessment Report	Final V3.0, NGH Consulting, June 2025
Merimbula Aquatic Ecology Assessment	Final V1.3, NGH Consulting, Nov 2024
Heritage Due Diligence	Project 22-669, December 2023
Heritage Advice	Project 22-69, 30 April 2024
Acid Sulphate Soils Management Plan	Final V1.1, Project 220669, May 2024
Geotechnical Investigation Report	Ref: SA/AP/UK/C14315, 28 June 2023
Geotechnical Investigation Report	Ref: SA/AP/UK/C14315, 28 June 2023

2. Accessible car parking

Car parking spaces provided for people with disability shall be designed and constructed to comply with requirements of AS/NZS 2890.6:2009 (Off-street parking for people with disabilities)

State Agency Requirements

3. Heritage NSW

The applicant shall comply with the requirements of Heritage NSW requirements dated 19 March 2025.

Note: The general terms of approval issued by Heritage NSW are provided as Attachment A to this development consent.

4. Department of Primary Industries and Regional Development

The applicant shall comply with the requirements of the Department of Primary Industries and Regional Development requirements dated 28 March 2025.

Note: The general terms of approval issued by the Department of Primary Industries and Regional Development are provided as Attachment B to this development consent.

5. Prior to issue of Construction Certificate Fisheries Management Act Permit

A Part 7 fisheries management act permit is required for harming marine vegetation. A copy of this permit will be made available to Council prior to issuance of the Construction Certificate.

6. Ecosystem Credit Retirement

The class and number of ecosystem credits in Table 1 (below) relate to the area displayed in Figure 3-5 of BDAR Merimbula Boardwalk, NGH Consulting, June 2025, V3.0, page 25.

Note: Any changes to the area of native vegetation clearing will require separate approval.

- b) Prior to issue of a Construction Certificate, the class and number of ecosystem credits in **Table 1** must be retired to offset the residual biodiversity impacts of the development.
- c) The requirement to retire biodiversity credits under Condition 6(b) may be fulfilled by one of the following methods to an amount equivalent to the class and number of ecosystem credits as calculated by the BAM Credit Calculator (BAM-C)1:
 - i. Making a payment into the Biodiversity Conservation Fund, thereby transferring the obligation to the Biodiversity Conservation Trust;
 - ii. Retiring biodiversity credits purchased from the market; or
 - iii. Funding a biodiversity conservation action in accordance with the requirements set out in the Ancillary Rules
- d) Evidence of the payment to the Biodiversity Conservation Fund, retirement of credits, or approved biodiversity conservation action, in satisfaction of **Condition 6(b)**, must be provided to Bega Valley Shire Council prior to issue of a Construction Certificate.

TABLE 1: Ecosystem credits required to be retired – like for like

Impacted plant community type		Trading Group	IBRA subregion	Number of ecosystem
	type(s) that			credits
	can be used to			
	offset the			

	impacts from				
	development				
3108-South Coast Scarp Wet Vine Forest	Brogo Vine Forest of the South East Corner Bioregion This includes PCT's: 3108		South East Coastal Ranges, Bateman, Bungonia, East Gippsland Lowlands, Kybeyan-Gourock, Monaro and Snowy Mountains. or Any IBRA subregion that is within 100 kilometres of the outer edge of the impacted site.	Yes	2
3639-South Coast Sands Bangalay Littoral Forest	Bangalay Sand Forest of the Sydney Basin and South East Corner bioregions This includes PCT's: 3546, 3638, 3639, 3640	-	South East Coastal Ranges, Bateman, Bungonia, East Gippsland Lowlands, Kybeyan-Gourock, Monaro and Snowy Mountains. or Any IBRA subregion that is within 100 kilometres of the outer edge of the impacted site.	No	2
4054-South Coast Tidal Flats Samolus Paperbark- Grey Box Forest	Coastal Floodplain Wetlands This includes PCT's: 4015, 4020, 4023, 4024, 4025, 4026, 4027, 4028, 4029, 4033, 4034, 4035, 4036, 4037, 4038, 4041, 4042, 4044, 4046, 4048, 4049, 4050, 4051, 4054, 4055, 4056, 4057, 4059	Coastal Floodplain Wetlands >=50% and <70%	South East Coastal Ranges, Bateman, Bungonia, East Gippsland Lowlands, Kybeyan-Gourock, Monaro and Snowy Mountains. or Any IBRA subregion that is within 100 kilometres of the outer edge of the impacted site.	No	1
4056-Southern Estuarine Swamp Paperbark Creekflat Scrub	Coastal Floodplain Wetlands This includes PCT's: 4015, 4020, 4023, 4024, 4025, 4026, 4027, 4028, 4029, 4033, 4034, 4035, 4036, 4037, 4038, 4041, 4042, 4044, 4046, 4048, 4049, 4050, 4051, 4054, 4055, 4056, 4057, 4059	Coastal Floodplain Wetlands >=50% and <70%	South East Coastal Ranges, Bateman, Bungonia, East Gippsland Lowlands, Kybeyan-Gourock, Monaro and Snowy Mountains. or Any IBRA subregion that is within 100 kilometres of the outer edge of the impacted site.	No	1

4091-Grey Mangrove-	Mangrove	Mangrove	South East Coastal Ranges, Bateman,	No	4
River	Swamps	Swamps	Bungonia, East Gippsland Lowlands,		
Mangrove Forest	This includes	>=50% and	Kybeyan-Gourock, Monaro and		
	PCT's:	<70%	Snowy Mountains.		
	4091		or Any IBRA subregion that is within		
			100 kilometres of the outer edge of		
			the impacted site.		
4097-South Coast	Subtropical and	-	South East Coastal Ranges, Bateman,	No	3
Bracelet	Temperate		Bungonia, East Gippsland Lowlands,		
Honey-myrtle Sea Rush	Coastal		Kybeyan-Gourock, Monaro and		
Saltmarsh	Saltmarsh		Snowy Mountains.		
	This includes		or Any IBRA subregion that is within		
	PCT's:		100 kilometres of the outer edge of		
	4040, 4094,		the impacted site.		
	4095, 4096,				
	4097, 4101,				
	4102, 4103				

7. Species Credit Retirement

- a) Prior to issue of a Construction Certificate, the class and number of species credits in
 Table 2 must be retired to offset the residual biodiversity impacts of the development.
- b) The requirement to retire biodiversity credits under Condition 7(a) may be fulfilled by one of the following methods to an amount equivalent to the class and number of ecosystem credits as calculated by the BAM Credit Calculator (BAM-C)2:
 - i. Making a payment into the Biodiversity Conservation Fund, thereby transferring the obligation to the Biodiversity Conservation Trust;
 - ii. Retiring biodiversity credits purchased from the market; or
 - iii. Funding a biodiversity conservation action in accordance with the requirements set out in the Ancillary Rules.
- c) Evidence of the retirement of credits or payment to the Biodiversity Conservation Fund in satisfaction of **Table 2** requirements must be provided to Bega Valley Shire Council prior to issue of a Construction Certificate.

TABLE 2: Species credits required to be retired – like for like

Impacted species credit species	Number of species credits	IBRA subregion
Haematopus longirostris / Pied Oystercatcher	3	Anywhere in NSW
Lathamus discolor / Swift Parrot	9	Anywhere in NSW
Myotis macropus / Southern Myotis	15	Anywhere in NSW
Numenius madagascariensis / Eastern Curlew	13	Anywhere in NSW

8. Biodiversity Management Plan

 a) Prior to issuance of the Construction Certificate, a Biodiversity Management Plan (BMP) will be prepared to the satisfaction of Council's Environmental Services Team. The BMP may be included as part of a Construction Environmental Management Plan (CEMP).

- b) The BMP must identify the development site and areas of land that are to be retained as per the Biodiversity Development Assessment Report (BDAR) and approved plans.
- c) The BMP shall collate mitigation measures for impacts outlined in the BDAR in Table 8-4 p 110-114 of the BDAR; Section 5.2.2 of the Aquatic Ecology Assessment Report and any conditions imposed under the Part 7 Fisheries Management Act Permit. Performance measures are to be included for each commitment.

9. Aquatic Ecology Offset Plan

Prior to the issue of the Construction Certificate, an Aquatic Ecology Management Plan will be prepared to the satisfaction of NSW DPIRD Fisheries. The final copy shall be provided for approval by Council prior to issuing the Construction Certificate.

10. Construction Environmental Management Plan

The applicant is to prepare a Construction Environmental Management Plan (CEMP) to ensure all measures outlined in the Statement of Environmental Effects (SEE) and conditions received on approval are implemented, monitored and audited to ensure compliance. The CEMP shall be submitted to Council for approval prior to issuing the Construction Certificate.

11. Noise and Vibration Management Plan

A Noise and Vibration Management Plan (NVMP) will be prepared and submitted to Council for approval prior to issuing the Construction Certificate. The plan shall be implemented as part of the CEMP to manage noise impacts.

12. Construction Traffic Management Plan (CTMP)

A Construction Traffic Management Plan (CTMP) is to be prepared for the proposed works prior to the commencement of construction. The CTMP would address the following matters:

- Notification to neighbours if traffic control is required and may disrupt access.
- Management and coordination of the timing of delivery vehicle movements.
- Management of western carpark to minimise impact to the boat club users.
- All vehicles to enter and exit the site in a forward direction.
- Proactive management of roads, hardstands and laydown areas.
- Obtaining any relevant road and hoarding permits.

13. Acid Sulphate Soils Management Plan

An updated Acid Sulphate Soils Management Plan shall be provided to Council for approval prior to issuing the Construction Certificate. The updated Plan shall remove reference to the Existing 'bush tracks' that connect the boardwalk to Otway Close, Kiama Place, Imlay Street and Terry Place.

14. Protection of infrastructure assets (building over or within the zone of influence)

Protection of Council's infrastructure system is required. The following shall be provided to Council:

 Site survey information (by registered surveyor) accurately showing the vertical and horizontal proximity (details to include offsets, Australian Height Datum invert levels and pre and post surface levels) of the infrastructure to the proposed development.

Note: Please contact Council for access to Council's infrastructure.

- b. Detailed design by a suitably qualified and experienced chartered professional Engineer (or equivalent) that ensures no loading is imposed on or transmitted to the sewer pipeline by the proposed development. This may require complete relocation of the infrastructure.
- c. A letter of certification indicating that the proposed building and/or structure/s will not impact on Council's infrastructure. The accompanying letter shall be prepared by a suitably qualified and experienced chartered professional Engineer (or equivalent) and submitted to Council.

OR

d. Design plans shall be submitted for the relocation of the sewer line to be outside the zone of influence. All costs for the relocation shall be at the developer's expense.

15. Certificate of compliance

A Certificate of Compliance under Division 5 of Part 2 of Chapter 6 of the *Water Management Act 2000* must be obtained.

Prior to construction work commencing

16. Vegetation removal

No vegetation shall be removed or destroyed unless:

- (a) identified on the approved plans, or
- (b) in accordance with conditions of this consent.

17. Protect trees and sensitive areas during construction

Trees to be retained must be enclosed with protective fencing to prevent them being damaged during the construction period in accordance with Australian Standard 4970-2009 Protection of Trees on Development Sites.

18. Infrastructure Asset Protection Plan

Prior to any excavation or building works starting, a detailed Asset Protection Plan shall be provided to and approved by Council. The plan is to indicate all protection arrangements of Council's existing infrastructure with regards to movement of trucks and heavy engineering equipment in and adjacent to the development site.

During construction

19. Obstacles in flight path

A minimum of 48 hours notice to the Merimbula Airport is required for the operation or placement of any obstruction into the approach surface or the transitional surface of the Merimbula airport. Obstacles operating on the site (crane or concrete pump) shall be fitted with a strobe light on the top of the obstacle to ensure its visibility to approaching and departing aircraft. Note: Merimbula Airport advises that approval to operate a crane within the air space will be denied or the obstacle will be required to be removed during any period of low visibility.

20. Implementation of the Biodiversity Management Plan

While work is being carried out, the commitments and measures required by the approved Biodiversity Management Plan must be implemented at all times and impacts must not encroach into areas of retained native vegetation and habitat. All materials stockpiles, vehicle parking, machinery storage and other temporary facilities must be located within the Footprint area assessed by NGH Consulting, Merimbula Boardwalk BDAR, June 2025. A copy of the approved plan is kept on site at all times and made available to Council officers upon request.

21. Construction Hours

Standard daytime construction hours would be 7.00am to 6.00pm Monday to Friday and 8.00 am to 1.00 pm on Saturdays. Construction is not to occur on Sundays or public holidays.

22. Electricity Infrastructure

Given there is electricity infrastructure in the area, it is the responsibility of the person/s completing any works around powerlines to understand their safety responsibilities. SafeWork NSW (www.safework.nsw.gov.au) has publications that provide guidance when working close to electricity infrastructure. These include the Code of Practice – Work near Overhead Power Lines and Code of Practice – Work near Underground Assets.

23. Landscaping and Revegetation

The species from the PCTs identified in NGH Consulting's BDAR, June 2025 shall be utilised where practical to maintain the high natural integrity of the surrounding forest and avoid the use of identified weed species in Section 5 of Council's Landscaping Guidelines: <u>BVSC</u> <u>Landscaping Guidelines</u>.

Prior to Occupation or Use

24. Revegetation of disturbed areas

Minimal site disturbance shall be caused to the site during construction works. Any disturbed areas are to be reinstated and revegetated to the satisfaction of Council prior to issuing the Occupation Certificate.

25. Carparking areas designed in accordance with DCP

All on-site car parking, loading/unloading areas and their associated driveways shall be constructed and clearly defined or linemarked for the approved use in accordance with the Approved Development Plan and Council's Development Control Plan.

Conditions of use / during occupation

26. Installation of signage

No advertising sign shall be erected, painted or displayed without prior approval from Council except those in accordance with any Council or State exempt provisions.

27. Maintain signage at all times

All signs shall be maintained in good order at all times to the satisfaction of Council.