ALEXANDRINA COUNCIL

NOTICE OF MEETING

Notice is hereby given to Councillors and Members that the next meeting of Development Assessment Panel 2009 will be held in the Community Chambers "wal Yuntu Warrin", on 18 November 2009 commencing at 11:00 am



Your attendance is requested.

11.00 am Commencement of meeting

12.30 pm Conclusion of meeting

Don Donaldson CHAIRPERSON

11 November 2009

REPORT AND AGENDA FOR DEVELOPMENT ASSESSMENT PANEL MEETING TO BE HELD ON 18 NOVEMBER 2009 IN THE COMMUNITY CHAMBERS "WAL YUNTU WARRIN", COMMENCING AT 11:00 AM

PRESENT

APOLOGIES

Mr D Donaldson

IN ATTENDANCE

ITEM 1 CONFIRMATION OF MINUTES

Minutes of the Alexandrina Council Development Assessment Panel held on 22nd October 2009.

RECOMMENDATION

That the minutes of the Alexandrina Council Development Assessment Panel held on 22nd October 2009 as circulated to members be received as a true and accurate record.

ITEM 2. <u>DEVELOPMENT APPLICATIONS</u>

ITEM 3. DEVELOPMENT APPLICATIONS - NON COMPLYING

3.1 455/387/09 - PEMBROKE SCHOOL INC.

SUMMARY TABLE

Date of Application	8 th May 2009
Subject Land	LOT 4 FINNISS-CLAYTON ROAD FINNISS
Assessment No.	A13545
Relevant Authority	Alexandrina Council
Planning Zone	GENERAL FARMING (STRATHALBYN)
Nature of Development	OTHER - BOAT RAMP AND BREAKWATER (NON-COMPLYING)
Type of Development	NON-COMPLYING
Public Notice	CATEGORY 3
Referrals	EPA, DWLBC
Representations Received	NIL
Representations to be heard	NIL
Date last inspected	AUGUST 2009
Recommendation	APPROVAL SUBJECT TO DEVELOPMENT ASSESSMENT COMMISSION CONCURRENCE
Originating Officer	ANDREW SLADDEN

BACKGROUND

The subject site is a large rural property comprising approximately 17ha located on the Finniss – Clayton Road. The allotment has frontage to a Council reserve on its southern boundary which has frontage to the Finniss River. The subject allotment is owned by the Pembroke School and being used for school camps and recreational activities.

THE PROPOSAL

Nature of Development

As the subject site is located within the General Farming (Strathalbyn) Zone, a development of this nature (Breakwater and Boat Ramp) is not listed as being an exemption from being a non-complying form of development pursuant to Principle of Development Control (PDC) 8 for the Zone. Therefore, the proposed development is considered to be non-complying.

Detailed Description

The proposed development is located on the Council owned reserve located directly south of the school property. It is proposed to create a concrete boat ramp and "L" shaped rock wall with a total height of approximately 1m around an existing jetty. The proposed development will better facilitate the use of the site for water based recreational activities.

The proposed boat ramp, located on the waters edge is proposed to be constructed from concrete and is 12m long and 6m wide (72m²). The breakwater, located around an existing "L" shaped jetty is approximately 30m long and 15m wide at the end. Its width is approximately 1.6m at its widest point being at the end. The breakwater will provide protection to boats and other water craft using and mooring at the jetty.

REFER ATTACHMENT 3.1(a) (page 1)

SITE & LOCALITY

The subject site is located between the Finniss – Clayton Road and the Finniss River. It is a rural property with an area of approximately 17ha. There are a number of buildings located near the centre of the site which are used for the school camp.

The site of the actual development is a Council reserve located between the school site and the Finniss River. Council, at its meeting of 1 June 2009, resolved to:

"...grant permission for Pembroke School Inc to proceed with the development application for the provision of a waterfront boat ramp and breakwater around an existing jetty and issue a licence for this to be constructed on Council land."

The locality comprises mainly large rural properties (10ha to 20ha) mainly with frontages to the Finniss-Clayton Road and the Council reserve along the Finniss River. The properties are mainly used for grazing or horticultural purposes with dwellings and associated farm buildings. One of these properties, located approximately 450m from the subject site is owned by the Anglican Church of Australia and is used by St Peters College for camping and recreation purposes.

PUBLIC NOTIFICATION

Being a non-complying form of development, the application was the subject of Category 3 public notification, which was undertaken between 16 and 30 September 2009

No representations were received.

REFERRALS

The application was referred to the Department of Land Water, Land and Biodiversity Conservation (DWLBC) pursuant to Section 37 of the Development Act 1993 and Schedule 8, 19 (f) of the Development Regulations 2009 as the subject site is located within the River Murray Flood Zone. As part of their referral process, DWLBC have sent the application to both the South Australian Murray Darling Basin Natural Resource Management Board and the Ngarrindjeri Heritage Committee and all three agencies have not raised any objections to the proposed development.

REFER ATTACHMENT 3.1(b) (page 24)

The application was also referred to the EPA pursuant to Section 37 of the Development Act 1993 and Schedule 8, 10 (Schedule 21, 7, 2 [a]) of the Development Regulations 2008. The EPA supports the proposed development subject to a number of their standard conditions and notes.

REFER ATTACHMENT 3.1(c) (page 36)

CONSULTATION

Consultation with the Engineering Department and Environmental Health Unit was not necessary and the application was not referred to either of these departments.

ALEXANDRINA COUNCIL DEVELOPMENT PLAN

As the application was lodged in May 2009, it has been assessed against the Development Plan relevant at the time of lodgement, that being consolidated 15 January 2009. The following Objectives and Principles of Development Control are relevant to the assessment of the Development Application:

PART A - COUNCIL-WIDE

OBJECTIVES

Conservation

Objective 27: The conservation, preservation, or enhancement, of scenically

attractive areas including land adjoining water and scenic

routes.

Appearance of Land and Buildings

Objective 38: The amenity of localities not impaired by the appearance of

land, buildings, and objects.

Comment

The subject site is inaccessible to the general public due to the fact that there is no real public access to this lagoon. Although a public reserve, the subject site will exclusively be used by the school for their water sports activities. Although the proposed breakwater may be considered to impair the amenity of the locality though its visual appearance, the impact on the general public will be minimal.

PART B - STRATHALBYN DISTRICT

OBJECTIVES

Flood Protection

Objective 10: Protection of life and property from the hazards associated with flooding by:

- (a) the careful siting and design of dwellings to minimise the risk of inundation and to allow for emergency access and departure in a major flood event;
- (b) precluding structures and earthworks which interfere with the flow of flood waters in a manner which increases the flood hazard; and
- (c) limiting development to that which is essential for the maintenance and enhancement of primary production and also, where appropriate for the resident occupation of the property.

Objective 11:

The prevention of development which could lead to hazards in a major flood event.

Comment

Although located within a watercourse, the proposed development is unlikely to contribute to flood risk or create a flood hazard as it is located at the end of an existing lagoon, not a watercourse which will flow past this development and create an increased flood risk down stream.

PRINCIPLES OF DEVELOPMENT CONTROL

Form of Development

PDC 4 Development should not occur on land which is unsuitable for the purpose.

PDC 5 Development which is incompatible with other uses within the locality should not be undertaken.

Comment

The proposal is considered to comply with the above, particularly as the development will facilitate the easier and better enjoyment of an existing use, that being a facility for the enjoyment of water sports. Therefore, it is considered that the land is suitable for the existing and intended use.

Other land uses within the locality include farming and horticulture, of which this land use and proposed development does not conflict. It is also noted that there is another property in the locality (lot 3, Finniss-Clayton Road) which is owned by the Anglican Church and used by St Peters College for the same purpose (School camps etc...)

- **PDC 6** Development which is likely to be affected by flooding should not take place where:
 - (a) significant flood events, and impacts, are known or suspected; and
 - (b) measures otherwise required to protect the development, such as levees and landfill, are likely to increase the risk of flooding or worsen flood impacts on other land; or
 - (c) there is a likelihood that life or property would be at risk in the event of a 100-year average return interval (ARI) flood.

Comment

Although located in an area likely to be impacted by severe flooding, the breakwater is a structure which is designed to protect an existing jetty. As this breakwater is not located in a watercourse in which there are fast flowing currents, the proposed structure will unlikely contribute to any flood risk downstream.

Conservation

- **PDC 44** Development liable to cause soil erosion or contribute to the silting of any watercourse should not be undertaken.
- **PDC 46** Development subject to flooding or which may aggravate flooding elsewhere should not take place where the risk of flooding is inappropriate to the intended use of the land.
- **PDC 47** Development should take place in a manner which will not interfere with or obstruct watercourses.

Comment

Although at variance with the above as the proposed breakwater may contribute to the silting of the watercourse, it is considered to have a minimal impact upon the existing lagoon as it will surround and protect an existing jetty structure. This is evidenced by the fact that the proposal has the support of both DWLBC and the EPA.

GENERAL FARMING (STRATHALBYN DISTRICT) ZONE

OBJECTIVES

Objective 2: Retention of the open rural character of land within the zone.

Objective 3: Preservation of remnant native vegetation, in particular vegetation on sand dune ridges and mature eucalypts lining

the Bremer River and Angas River.

Comment

Given the fact that both of the structures are located within the watercourse, the open rural character of the locality will not be impacted upon and vegetation removal will be minimised.

PRINCIPLES OF DEVELOPMENT CONTROL

Form of Development

PDC 1 Development undertaken in this zone should be directly associated with primary production, or fulfil the needs of the rural community.

Comment

Although at variance with the above as the proposed development is not associated with primary production, given the fact that the land is not used for, or capable to be used for primary production purposes, the proposed development is considered to be acceptable as it will facilitate the better enjoyment and preservation of an existing land use.

Conservation

- **PDC 4** Development should not be undertaken where it is liable to contribute to pollution of the Angas River, Bremer River and Finniss River or other surface or underground water resources.
- **PDC 6** Development should not be undertaken where it will require the removal of significant, mature vegetation or increase the risk of erosion.

Comment

As evidenced by the support of both DWLBC and the EPA, the proposed development is unlikely to contribute to the pollution of the watercourse and the imposition of mandatory conditions from both of these agencies will help to minimise pollution risk. Given the fact that the proposed works are to be undertaken on the edge of, and within the watercourse, it will not require any significant vegetation removal.

CONCLUSION

The proposed development will help to maintain, enhance and preserve an existing land use, being a facility for education and the undertaking of water sports and water related activities. Pollution and flood risk will be minimised as evidenced by the support of DWLBC and the EPA and the imposition of their mandatory conditions of approval.

RECOMMENDATION

That the Development Assessment Panel consider that the development is not seriously at variance with Alexandrina Development Plan and therefore grant Development Plan Consent to Development Application 455/387/09 for a Boat Ramp and breakwater at lot 4 Finniss-Clayton Road Finniss subject to the following conditions and notes and subject to concurrence of the Development Assessment Commission.

Conditions

- 1. The development herein approved to be carried out in accordance with plans and details accompanying this application (plans received by Council on 7 May 2009 and 23 June 2009).
- 2. All scarring or physical disturbances of the land surface during any excavation work shall be restricted to only that which is shown on the approved plan as required for building work and/or access purposes. All exposed faces around such scarred areas and spoil shall be screened with trees and shrubs and covered with suitable ground cover to the reasonable satisfaction of Council.

DWLBC Conditions and Notes

Conditions

- During construction of the boat ramp and breakwater, the site must be managed in a manner as to prevent erosion and pollution of the subject site and the environment, including keeping the area in a tidy state and ensuring any waste materials are placed into bins, to ensure no pollutants (including excavated and fill materials) enter the River Murray.
- Appropriate measures must be undertaken to minimise water quality impacts during construction of the boat ramp and breakwater (ie. silt curtain or coffer dam).
- 3. Vehicles and machinery must not be fuelled or serviced within 20 metres of the bank of the watercourse, in order to minimise the potential for pollution in the event of a spill.
- 4. Appropriate spill response equipment (commensurate to the type of equipment being used) must be kept on site during construction activities.
- 5. Any fill or construction material brought to the site must be clean and not contaminated by construction or demolition debris, industrial or chemical matter, or pest plant or pathogenic material.
- 6. Any fill or construction material surplus to the requirements of the development must be disposed of such that it will not:
 - a. be located within the 1956 floodplain:
 - b. adversely impact native vegetation;
 - c. impede the natural flow of any surface waters;
 - d. allow sediment to re-enter any water body;
 - e. facilitate the spread of pest plant or pathogenic material.
- 7. The surface of the boat ramp must be constructed so as to lay flush with the riverbed.

8. The boat ramp and any exposed areas of the riverbank to be used during the launching or retrieval of vessels must be appropriately stabilised. Revegetation with locally indigenous species, and/or the use of geosynthetic materials may assist in complying with this condition.

Notes

- 1. The applicant is advised of their general duty of care to take all reasonable measures to prevent any harm to the River Murray through his or her actions or activities.
- 2. The River Murray and many of its tributaries and overflow areas have abundant evidence of Aboriginal occupation and Aboriginal sites, objects or artefacts may be present on the subject land (eg. middens, scarred trees, campsites, etc). Under section 20 of the Aboriginal Heritage Act 1988 (the Act), an owner or occupier of private land, or an employee or agent of such an owner or occupier, must report the discovery on the land of any Aboriginal sites, objects and remains to the Minister responsible for the administration of the Act, as soon as practicable, giving the particulars of the nature and location of the Aboriginal sites, objects or remains.

It is an offence to damage, disturb or interfere with any Aboriginal site or damage any Aboriginal object (registered or not) without the authority of the Minister for Aboriginal Affairs and Reconciliation (the Minister). If the planned activity is likely to damage, disturb or interfere with a site or object, authorisation of the activity must be first obtained from the Minister under Section 23 of the Act. Penalties may apply for failure to comply with the Act.

3. The applicant is advised that the Central Archive, which includes the Register of Aboriginal Sites and Objects, administered by the Aboriginal Affairs and Reconciliation Division of the Department of the Premier and Cabinet, has an entry for an Aboriginal site (a cultural site known as 'the Meeting of the Waters') within the vicinity of the subject land. As such the applicant should consult the following Aboriginal organisation prior to the commencement of any works on the subject land:

Ngarrindjeri Heritage Committee - Chairperson: Mr Tom Trevorrow

Address: PO Box 126, MENINGIE SA 5264

Telephone: (08) 8575 1557

Facsimile: (08) 8575 1448 .../cont

- 4. The applicant is advised that any proposal to clear native vegetation on the land, unless the proposed clearance is subject to an exemption under the Regulations of the Native Vegetation Act 1991, requires the approval of the Native Vegetation Council. Note that 'clearance' means any activity that could cause any substantial damage to native plants, including cutting down and removing plants, burning, poisoning, slashing of understorey, removal of branches, drainage and reclamation of wetlands, and in some circumstances grazing by animals. For further information about Native Vegetation Act 1991 requirements. visit: http://www.dwlbc.sa.gov.au/native.
- 5. The applicant is strongly encouraged to incorporate locally indigenous native plant species into any landscaping or revegetation activities at the site to enhance the natural character of the locality, stabilise soils and provide habitat for native species. For information on appropriate species to be planted, please contact State Flora at Bremer Road, Murray Bridge on telephone 8539 2105, or within Belair National Park on telephone 8278 7777, or visit http://www.stateflora.com.au. Alternatively the SA Murray-Darling Basin NRM Board may be able to assist.
- 6. Should any fill or construction material be sourced from within the Branched Broomrape Quarantine Area, its collection and transport should be undertaken in accordance with the legally enforceable protocols of the CODE CONTROL OF BRANCHED BROOMRAPE, which was issued by the Authority of the Minister for Environment and Conservation in January 2008. Cleaning and decontamination of plant, machinery and work vehicles may be supplied free of charge by DWLBC staff if arranged in advance. For further information contact the Branched Broomrape Operations Centre at Thomas St, Murray Bridge on telephone 1800 245 704 or visit: http://www.dwlbc.sa.gov.au/biodiversity/bbep/index.html.
- 7. Prior to the commencement of any works, the applicant should refer to the EPA's Code of Practice for vessel and facility management (marine and inland waters), which can be accessed at http://www.epa.sa.gov.au/pub list.html.
- 8. Guidance on pollution prevention from construction sites can be found in the EPA's Handbook for Pollution Avoidance on Commercial and Residential Building Sites and the Stormwater Pollution Prevention Code of Practice, which can be accessed at http://www.epa.sa.gov.au/pub_list.html.
- 9. The development site should be established as part of the KESAB Clean Site Program: http://www.kesab.asn.au.

10. This advice does not obviate any considerations that may apply to the Environment Protection and Biodiversity Conservation Act 1999 (Cwth).

EPA Conditions and Notes

Conditions

- 1. The development must be undertaken in accordance with the plans and specifications contained in Development Application Number 455/387/09 and the further information dated 25 September supplied by David Nelson to Alexandrina Council and the EPA, unless otherwise varied by the conditions below.
- 2. Any construction material brought to the site must be clean and not contaminated by construction or demolition debris, industrial or chemical matter, or pest plant (including branched broomrape) or pathogenic material.
- 3. The surface of the boat ramp must be constructed so as to lay flush with the bed of the lagoon. Dredging of the lagoon is not permitted as part of this approval.
- 4. Appropriate measures must be put in place during the construction of the boat ramp and breakwater to prevent erosion and sediment and other pollutants entering the lagoon including, but not limited to, minimising any exposed soil, covering any rubble stockpiles when not in use and containing or covering wastes prior to disposal at an EPA licensed waste depot.
- 5. Appropriate measures must be put in place during construction of the boat ramp and breakwater to minimise the dispersal of sediment in the lagoon including, but not limited to, enclosing the breakwater construction site with a silt curtain until construction is complete and the turbidity within the curtain returns to normal background levels, enclosing the boat ramp construction site with a coffer dam and, in turn, the coffer dam with a silt curtain prior to its removal and until such time as the turbidity within the curtain returns to normal background levels.
- 6. Any dust generated by machinery and vehicular movement during site works or any open stockpiles must be managed to prevent dust becoming a nuisance off-site.
- 7. Construction vehicles or machinery must not be refuelled or serviced within 25 metres of the lagoon in order to minimise the potential for water pollution in the event of a spill.

- 8. Appropriate spill control measures must be put in place during the construction and on-going use of the mooring facility, that is, a spill kit containing absorbent material to absorb hydrocarbon spills (e.g. oil or diesel) must be kept in close proximity to the facility and it must be accessible (i.e. not locked) at all times. Further guidance can be found in the Code of Practice for Vessel and Facility Management: Marine and Inland Waters, which is available at: http://www.epa.sa.gov.au/xstd_files/Water/Code%20of%20practice/vessels.pdf
- 9. Any soil exposed by construction activities or the on-going use of the boat ramp must be appropriately stabilised to prevent the exposure of soil and sediment entering the lagoon, e.g. by revegetation with locally indigenous species or the use of geosynthetic matting.
- 10. Any fill or construction material surplus to the requirements of the development must be disposed of such that it will not:
 - a. be located within the 1956 floodplain;
 - b. adversely impact native vegetation;
 - c. impede the natural flow of any surface waters;
 - d. allow sediment to re-enter any water body; or
 - e. facilitate the spread of pest plant or pathogenic material.

Notes

- The applicant is reminded of its general environmental duty, as required by Section 25 of the Environment Protection Act, to take all reasonable and practical measures to ensure that the activities on the whole site, including during construction, do not pollute the environment in a way which causes or may cause environmental harm.
- 2. Any information sheets, guidelines documents, codes of practice, technical bulletins etc. that are referenced in this response can be accessed on the following web site: http://www.epa.sa.gov.au/pub.html

ITEM 3.2 455/493/09 - 201-205 O'CONNELL STREET PTY LTD

SUMMARY TABLE

Date of Application	9 th June 2009
Subject Land	NUMBER 11 CHARLES STREET MIDDLETON
Assessment No.	A19657
Relevant Authority	Alexandrina Council
Planning Zone	RESIDENTIAL ZONE, POLICY AREA 16 (SURFERS BEACH)
Nature of Development	STORE
Type of Development	NON-COMPLYING
Public Notice	N/A
Referrals	N/A
Representations Received	N/A
Representations to be heard	N/A
Date last inspected	27 th May 2009
Recommendation	RESOLVE TO REFUSE
Originating Officer	ANDREW SLADDEN

Note: This is a preliminary report concerning a non-complying development application. It has been prepared to enable the Development Assessment Panel to resolve whether to proceed to public notification, or to refuse the non complying application without proceeding to assess the application further.

It is by necessity briefer than a full report.

BACKGROUND

The subject site is a large rectangular residential allotment of approximately 700m². The site is level and devoid of any significant vegetation. There are no existing buildings on the subject site. The applicants also own the property located directly to the west of the subject site being 12 Charles Street, Middleton. This property is of similar dimensions and contains a large two storey detached dwelling and associated outbuilding

3.2 455/493/09 - 201-205 O'CONNELL STREET PTY LTD (continued)

THE PROPOSAL

Nature of Development

The applicants are proposing to construct a 9.1m x 5.650m (51.4m²) shed in the south eastern corner of the subject site. The shed will be located on the southern and eastern boundaries. Given the fact that there is no existing domestic land use (dwelling) on the subject site, the proposed shed is defined as a "store" pursuant to the following definition from Schedule 1 of the Development Act 1993:

"store means a building or enclosed land used for the storage of goods, and within or upon which no trade (whether wholesale or retail) or industry is carried on, but does not include a junk yard, timber yard or public service depot".

A "store" is listed as being a non-complying form of development within the Residential Zone pursuant to Principle of Development Control 27 for the Residential Zone.

Detailed Description

As detailed in the application, the applicants have advised that they have no intention of building a dwelling and that the proposed shed will be used for the purposes of storage for the Beach Hut Bed and Breakfast facility located approximately 32m to the west of the subject site.

Although residential in size and scale, in the absence of a valid residential land use the proposed development cannot be classified as an "outbuilding" which is a consent / merit form of development.

The store is proposed to be located in the south eastern corner of the allotment. It has a floor area of approximately $51m^2$, a wall height of 2.7m and total height of 3.5m. It is to be located on 75mm of dolomite fill above the existing ground level. The shed is proposed to be constructed from colorbond steel.

REFER ATTACHMENT 3.2 (a) (page 42)

3.2 455/493/09 - 201-205 O'CONNELL STREET PTY LTD (continued)

SITE & LOCALITY

The subject site is an existing rectangular allotment approximately 19m wide and 37m in depth (700m²). It is level and devoid of any significant vegetation.

The locality is generally residential in nature. Charles Street is a relatively new street, being subdivided approximately 4 years ago. Therefore, the majority of allotments are currently vacant with a few new dwellings. It is noted that there is an existing large shed (store) located at the rear of lot 7 Charles Street. Judging by the appearance of this shed, it appears to be quite old and was there well before this land division was undertaken.

Located on the western side of Charles Street is the Beach Hut Bed and Breakfast facility, consisting of a number of small tourist accommodation units, restaurant and function rooms and associated recreational facilities such as a tennis court.

The two storey dwelling located next door at lot 12 Charles Street to the immediate west of the subject site is also owned by the same company as the subject site.

PUBLIC NOTIFICATION

Should the Development Assessment Panel resolve to proceed with the assessment of the Development Application, Category 3 Public notification will be required to be undertaken.

REFERRALS

There are no mandatory referrals which are triggered by this Development Application.

COMMENTS

Being located within a Residential Zone, the relevant Objectives and Principles of Development Control for this zone relate to the undertaking of residential development only with small scale non-residential land uses designed to support the residential community such as small scale shops, schools and community facilities. The proposed development, being a store is not envisaged in a residential locality as evidenced by the relevant Objectives and Principles of Development Control from the Residential Zone and the fact that it is specifically listed as a non-complying form of development.

Also, given the fact that the store is to be used for the storage of equipment for a commercial land use on a separate property (although 32m away), it is not considered to be residential in nature and may negatively impact upon residential land owners in the locality.

3.2 455/493/09 - 201-205 O'CONNELL STREET PTY LTD (continued)

RECOMMENDATION

That the Development Assessment Panel resolve to refuse Development Application 455/493/09, for a Store (Non-complying) at lot 11, Charles Street, Middleton as it is considered to be at variance with the Alexandrina Development Plan.

- ITEM 4. <u>DEVELOPMENT APPLICATIONS CATEGORY 3</u>
- ITEM 5. DEVELOPMENT APPLICATIONS LAND DIVISION / COMMUNITY TITLE
- ITEM 6. MATTERS REFERED FOR FOLLOW-UP
- ITEM 7. GENERAL ITEMS FOR DISCUSSIONS
- 7.1 <u>Development Assessment Panel Meetings For 2010</u>

Setting of dates for Development Assessment Meetings in 2010 – finalisation.

ITEM 8. <u>NEXT MEETING</u>

Next meeting scheduled for Thursday 17th December 2009, time to be advised.

Meeting closed at: