

STRATHBOGIE SHIRE COUNCIL

SPECIAL PLANNING COMMITTEE MEETING

MINUTES

OF THE MEETING HELD ON TUESDAY 7 JUNE 2016 AT THE EUROA COMMUNITY CONFERENCE CENTRE COMMENCING AT 6.00 P.M.

Councillors: Malcolm Little (Chair) (Hughes Creek Ward)

Colleen Furlanetto (Seven Creeks Ward)
Alister Purbrick (Lake Nagambie Ward)
Patrick Storer (Honeysuckle Creek Ward)
Debra Swan (Lake Nagambie Ward)
Robin Weatherald (Mount Wombat Ward)
Graeme (Mick) Williams (Seven Creeks Ward)

Officers: Steve Crawcour - Chief Executive Officer

Phil Howard - Director, Sustainable Development

Emma Kubeil – Executive Manager, Sustainable Development

Kathryn Pound – Manager, Planning Cameron Fraser – Senior Planner

David Woodhams - Director, Corporate and Community

Business:

- 1. Welcome
- 2. Acknowledgement of Traditional Land Owners

'I acknowledge the Traditional Owners of the land on which we are meeting. I pay my respects to their Elders, past and present, and the more recent custodians of the land'

3. Apologies

Roy Hetherington - Director, Asset Services

5. Disclosure of Interests

Councillor Williams declared an Interest Only due to knowing the applicant and family.

Councillor Weatherald declared an Interest Only due to being a regular patron of the Euroa Hotel.

6. Planning Reports

7. Other Business

An audio recording of this meeting is being made for the purpose of verifying the accuracy of the minutes of the meeting, as per Local Law No. 1 - Meeting Procedure (2014) or as updated from time to time through Council Resolution

SPECIAL PLANNING COMMITTEE REPORTS INDEX

Planning Committee Reports				
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<u>SPECIAL PLANNING COMMITTEE REPORT NO. 1 (MANAGER, PLANNING – KATHRYN POUND)</u>

7. OTHER BUSINESS

Please Note: This application was heard at the 12 April 2016 Planning Committee meeting. However, following legal advice that determined that no decision was made at that meeting, the matter is being re-listed for determination.

7.1 <u>Strathbogie Planning Scheme Amendment C76 and Planning Permit Application P2015-148</u>

Report Description:

Request to seek authorisation from the Minister for Planning to prepare and subsequently exhibit Amendment C76 together with planning permit application P2015-148 to facilitate the redevelopment of the Euroa Hotel at 67 Railway Street, Euroa.

Author & Department:

Manager, Planning - Kathryn Pound

Disclosure of conflicts of interest in relation to advice provided in this report:

The author of this report and officers/contractors providing advice in relation to this report do not have a direct or indirect interest, as provided in accordance with the *Local Government Act 1989*.

Summary:

Urbis Pty Ltd, on behalf of Blossom Hotels Pty Ltd, has made a request for a combined planning scheme amendment and planning permit application for the Euroa Hotel.

The proposal has been allocated the following numbers:

Amendment number C76 and;

Planning permit application number P2015-148.

Amendment C76

Amendment C76 to the Strathbogie Planning Scheme proposes to amend Schedule 4 of Clause 52.28 to remove 67 Railway Street, Euroa from the prohibition on gaming machines in a strip shopping centre.

Why the amendment is required?

In 2014, the Victorian Civil and Administrative Tribunal (**VCAT**) considered planning permit application P2013-079 and determined that the Euroa Hotel was located within a strip shopping centre. This meant the use and installation of gaming machines at the Euroa Hotel was prohibited under the Strathbogie Planning Scheme.

The proponent has requested Council to amend its planning scheme to remove the prohibition identified by the VCAT decision. They have also applied for a planning permit to redevelop the Euroa Hotel, including the use and installation of 30 gaming machines.

The proponent has requested that Council considers the permit application concurrently with Amendment C76.

The proponent has advised that Amendment C76, in turn the permit application, are required to facilitate a significant refurbishment of the Euroa Hotel as the Euroa Hotel has become run down and is in need of an upgrade. The Amendment will facilitate the revitalisation of the hotel to create a modern, high quality venue that provides a broader range of services to the community and visitors.

Planning permit application

The permit application submitted with Amendment C76 seeks approval for the use and installation of up to 30 gaming machines, buildings and works, advertising signs, waiver of car parking requirements and bicycle parking requirements, changes to the area where liquor may be consumed and an increase in maximum number of patrons.

The key elements of the permit application are:

- Use and installation of 30 gaming machines to be used within the current hours of operation of the hotel being:
 - Sunday between 10am and 11pm;
 - Good Friday between 12 noon and 11pm;
 - Anzac Day (not being a Sunday) between 12 noon and 1am the following day; and
 - On any other day between 7am and 1am the day following except for the morning of Good Friday.
- Enclosure of the existing courtyard/beer garden with a pitched roof to create a gaming room.
- A single storey extension to the rear of the existing building to accommodate a function room, overflow bistro, bar and amenities. The extension will be constructed of rendered brick with aluminium glazed windows and doors along the rear façade.
- An outdoor terrace along the south east side of the building, covered with a timber pergola.
- A feature entrance along the south west side of the building incorporating a glazed brick wall and an exposed steel structure canopy.
- Conversion of the existing public bar and TAB at the front of the hotel into the bistro area with an associated indoor children's play area.
- Formal construction of the rear car park with overall provision of 47 car parking spaces (including two disabled access spaces).
- New crossover from McGuiness Street to service as the 'exit' for the drive thru bottle shop.
- Loading bay along the north eastern boundary.
- Installation of two flood lit business identification signs: a 3.8 square metre sign on the south east elevation and a 0.108 square sign on the south west elevation.

A second stage of redevelopment is proposed at some point in the future but is not part of this permit application.

Supporting documentation

In support of Amendment C76 and the permit application, the following specialist reports have been submitted:

- Town Planning Report prepared by Urbis Pty Ltd dated November 2015.
- Social and Economic Impact Assessment prepared by Urbis Pty Ltd dated November 2015.
- EGM Expert Report prepared by ShineWing Australia dated 13 November 2015.
- Euroa Hotel Redevelopment Residents Survey Report prepared by DJL Consulting Group dated November 2015.

The documentation provided with Amendment C76 and permit application identifies that the Euroa Hotel is not within an area where the community undertakes its day to day shopping activities as the hotel it is not located within the core of the Euroa shopping strip on Binney Street.

The re-design of the hotel (e.g. main gaming entrance) and reports submitted with the application (e.g. Residents Survey Report) gives Council and the community more information to assess the relationship of the hotel with Euroa's core shopping strip.

Residents Survey Report

The proponent has undertaken a community survey assessing the community's support or otherwise for the proposed redevelopment of the Euroa Hotel, including the use of EGMs. The 'Euroa Hotel Redevelopment – Residents Survey Report' summarises the findings of a survey undertaken in September 2015 of 300 adult residents within the Euroa community. This report accompanies Amendment C76 and permit application and identifies that there is community support for the redevelopment, including a development which includes 30 gaming machines.

The survey aimed at measuring attitudes towards the redevelopment of the Euroa Hotel, including the installation and use of gaming machines. Key findings include:

- 81% of the residents surveyed supported the redevelopment overall (which included 30 gaming machines) and 13% opposed it.
- When component parts of the redevelopment were broken down, 56% of residents surveyed supported a gaming lounge with 30 gaming machines, 32% opposed it and 11% were undecided.
- Positive feedback generally related to 'the redevelopment being good for the town, for the people and tourism, and a desire to complete the redevelopment'.
- Negative feedback generally related to supporting 'the redevelopment without the pokies, and a possible negative impact on the local community from the introduction of pokies.'

Putting the issue of gaming machines to one side, Council officers consider significant economic and social benefits would flow from an upgraded Euroa Hotel. The new function room and bistro will provide a service and facility which will greatly benefit Euroa. The merits of installing the gaming machines is, relatively speaking, more finely balanced.

The combined amendment and permit application process

Where a proposed development requires a planning scheme amendment and a planning permit, the combined amendment and permit application process can streamline the approval process and provide transparency. The process allows Council and the community to know and assess the specific development which is proposed as a result of a planning scheme amendment.

As part of this process, a draft planning permit is required to form part of the exhibited amendment documents. By preparing this document does not indicate that a permit will be granted for the proposal or that Council is obliged to support the permit application. The document is intended to provide information to the community and the proponent regarding the type of conditions which would likely be included should a planning permit be issued. If Council decides to seek authorisation to place the proposal on exhibition, the draft permit can be altered should relevant authorities recommend further conditions.

Referral authorities

Referral authorities will be consulted as part of the combined planning scheme amendment and permit application process. Goulburn Broken Catchment Management Authority has provided a draft condition pertaining to floor levels for the proposed works.

Other matters

At the same time as considering this request, Council has foreshadowed the preparation of a gaming policy. However, this work is yet to be finalised and it is not expected to be included in the Strathbogie Planning Scheme. If the proposed gaming policy is completed and adopted by Council before a final decision is required by Council on Amendment C76 and the permit application, the policy will form part of the final assessment.

Given the subject matter of the proposed policy, Council officers consider that the proposed gaming policy and the Amendment and permit application can be considered concurrently. There is also the opportunity that each process could inform the other.

RECOMMENDATION

- 1. That Council seeks authorisation from the Minister for Planning to prepare Amendment C76 to the Strathbogie Planning Scheme and planning permit application P2015/148.
- 2. That subject to the Minister for Planning authorising Council to prepare Amendment C76, Council agrees, pursuant to section 96A(2) of the *Planning and Environment Act 1987*, to consider planning application P2015/148 concurrently with Amendment C76.
- 3. That, upon receipt of the Minister's authorisation, Council prepares Amendment C76 to the Strathbogie Planning Scheme, and formally exhibits Amendment C76 concurrently with permit application P2015/148 for a period of not less than one calendar month after the date that notice is published in the Government Gazette.

CRS FURLANETTO/WILLIAMS: That the Recommendation be adopted.

ON BEING PUT, THE MOTION WAS LOST

Cr Furlanetto called for a Division

For the Recommendation

Cr Furlanetto Cr Williams Cr Little **Against the Recommendation**

Cr Purbrick
Cr Swan
Cr Weatherald
Cr Storer

Background

A planning permit application was previously made to Council for the redevelopment of the Euroa Hotel, including a new bistro with an increased capacity of 114 diners and the use of 30 gaming machines. The proposal also involved the retention of the hotel's existing TAB, drive through bottle shop and public bar. A subsequent stage of the redevelopment to reconfigure the first floor accommodation did not form part of the application.

When the previous application was advertised, 39 objections (including one petition) and five letters of support were received. Council determined at a Planning Committee Meeting to support the proposal and to issue a Notice of Decision to Grant a Planning Permit. One objector then appealed Council's decision to VCAT (VCAT Reference: Alston v Strathbogie SC [2014] VCAT 760).

The application for review was made on various grounds relating to the social and economic effects of increasing the number of gaming machines in Euroa as well as the approval being contrary to community preferences. Another stated ground was that the permit application was inconsistent with the Strathbogie Planning Scheme, particularly Clause 52.28-4: prohibition of a gaming machine in a strip shopping centre.

The Tribunal determined that the installation and use of gaming machines at the Euroa Hotel was prohibited because the site was located within a strip shopping centre. The VCAT decision did not consider the merits of the application for gaming machines at this location.

Amendment C76 proposes to exempt the Euroa Hotel from the general prohibition of gaming machines within strip shopping centres by amending Schedule 4 to Clause 52.28 (Gaming machines) of the Strathbogie Planning Scheme. This amendment would not automatically allow the use of gaming machines on the site, but rather a permit application would be required to be made and considered by Council. Further, the proposed amendment would not allow other landowners in the strip shopping centre along Binney Street to apply for a planning permit to use and install gaming machines.

Alternative options

Council may decide that the proposal has no planning merit and determine not to pursue the amendment.

Risk Management

There are no corporate risk management issues associated with the proposal.

Strategic links - policy implications and relevance to Council Plan

The proposed framework is consistent with the strategic intent of the Council Plan, notably Goal 7 *A desirable and safe destination that supports the development of tourism and hospitality enterprises that drive economic growth across our Shire.*

Best Value/National Competition Policy (NCP)/Competition and Consumer Act 2010 (CCA) Implications

The submission is consistent with NCP policy.

Financial/Budgetary implications

At this stage the existing Council budget is considered adequate, as this is proponent driven.

Economic implications

Economic implications of the development will be considered in full as part of the combined planning scheme amendment and planning permit application process.

Environmental/Amenity implications

The proposed development is unlikely to have any environmental impacts. Amenity impacts can be fully considered as part of the combined planning scheme amendment and planning permit application process.

Conditions have also been proposed on the draft planning permit to manage various amenity impacts relating to construction, noise and the appearance of the site.

Community implications

The combined planning scheme amendment and permit application process ensures the community has an input into the appropriateness of removing the Euroa Hotel from the definition of a strip shopping centre and whether the proposed redevelopment of the hotel is appropriate.

If the amendment is authorised and placed on exhibition, the community will be given at least a month to consider all aspects of the proposal.

Victorian Charter of Human Rights and Responsibilities Act 2006

The report content is consistent with Council's responsibilities under the *Victorian Charter of Human Rights and Responsibilities Act 2006.*

Legal/Statutory implications

The process to amend a planning scheme is governed by the *Planning and Environment Act 1987.* Final approval is given by the Minister for Planning.

Consultation

Consultation is required as part of the combined planning scheme amendment and planning permit application process and will be undertaken by Council Officers in accordance with the requirements of the *Planning and Environment Act 1987*. This includes both the general public and relevant authorities.

Attachments

- 1. Proposed Explanatory report
- 2. Instruction sheet
- 3. Proposed Schedule to Clause 52.28-4
- 4. Combined planning scheme amendment request and planning permit application report prepared by Urbis Pty Ltd, including:
 - Social and Economic Impact Assessment prepared by Urbis Pty Ltd dated November 2015
 - EGM Expert Report prepared by ShineWing Australia dated 13 November 2015
 - Euroa Hotel Redevelopment Residents Survey Report prepared by DJL Consulting Group dated November 2015

(Please Note: Attachment 4 is appended to the Minutes due to being too large to insert)

5. Application drawings prepared by Pop Design Studios

Planning and Environment Act 1987

STRATHBOGIE PLANNING SCHEME AMENDMENT C76

EXPLANATORY REPORT

Who is the planning authority?

This amendment has been prepared by Strathbogie Shire Council, who is the planning authority for this amendment.

Amendment C76 to the Strathbogie Planning Scheme (Amendment) has been prepared at the request of Blossom Hotels Pty Ltd, the owner and operator of the Euroa Hotel at 67 Railway Street, Euroa.

Land affected by the Amendment

The Amendment applies to the land at 67 Railway Street, Euroa.

What the Amendment does

The Amendment changes the schedule to Clause 52.28-4 to exclude 67 Railway Street, Euroa from the prohibition on gaming machines in strip shopping centres.

The Amendment will allow an application for a planning permit to use and install gaming machines on the land to be considered.

An application for a planning permit has been lodged for the redevelopment of the Euroa Hotel, which will be considered concurrently with the permit application. The redevelopment of the Hotel will involve:

- Use and installation of 30 gaming machines within the current hours of operation of the hotel being:
 - Sunday between 10am and 11pm;
 - Good Friday between 12 noon and 11pm;
 - Anzac Day (not being a Sunday) between 12 noon and 1am the following day; and
 - On any other day between 7am and 1am the day following except for the morning of Good Friday.
- Enclosure of the existing courtyard/beer garden to create a gaming room.
- A single storey extension to the rear of the existing building to accommodate a function room, overflow bistro, bar and amenities.
- An outdoor terrace along the south east side of the building.
- A feature entrance along the south west side of the building.
- Conversion of the existing public bar and TAB at the front of the hotel into the bistro area with an associated indoor children's play area.
- Formal construction of the rear car park with an overall provision of 47 car parking spaces (including two disabled access spaces).
- New crossover from McGuiness Street to serve as the 'exit' for the drive thru bottle shop.
- Loading bay along the north eastern boundary.
- Installation of two flood lit business identification signs: a 3.8 square metre sign on the south east elevation and a 0.108 square sign on the south west elevation.

Strategic assessment of the Amendment

Why is the Amendment required?

In Alston v Strathbogie SC [2014] VCAT 760, the Tribunal determined that the Euroa Hotel was located within strip shopping centre and the installation and use of a gaming machine on the land was prohibited under the Strathbogie Planning Scheme.

The Amendment is required to remove this prohibition and enable an application for a planning permit to use and install gaming machines at the Euroa Hotel.

How does the Amendment implement the objectives of planning in Victoria?

The Amendment will facilitate an economically viable redevelopment of the Euroa Hotel. Without the Amendment and the approval of the permit application, the facilities and services at the Euroa Hotel are likely to decline further.

The Amendment will also facilitate for the fair use and development of the land by removing the existing prohibition on gaming machines being located in the Hotel and allowing a planning process to occur so the advantages and disadvantages of locating gaming machines in the Euroa Hotel can be fairly considered.

How does the Amendment address any environmental, social and economic effects?

Environmental Effects

The Amendment is not expected to give rise to any environmental effects.

Any environmental effects of associated with redevelopment of the Euroa Hotel, including the installation and use of gaming machines at the Euroa Hotel can be assessed as part of the permit application. This includes the amenity impacts more generally from the redevelopment and those effects which are relevant under the Land Subject to Inundation Overlay.

Social and Economic Effects

The Amendment may have some social and economic effects.

While Amendment will not, of itself, approve gaming machines, it will allow for a planning permit to be considered to use and install gaming machines at the Euroa Hotel.

The permit application includes the use and installation of 30 gaming machines at the Euroa Hotel. The social and economic effects of these machines will need to be assessed as the permit application, which is being considered concurrently with the Amendment.

The Social and Economic Impact Assessment prepared by Urbis Pty Ltd dated November 2015 states that the Amendment would have the following social and economic effects:

Economic benefits:

- Gaming expenditure
- Community contributions
- Value of development works
- Ongoing effects as a result of development works
- Employment creation

Economic disbenefits:

- · Potential diversion of trade from retail facilities
- Diversion of trade from other gaming venues
- The share of gaming spend attributable to problem gambling
- Economic costs associated with problem gambling

Social benefits:

- Enhanced access to venue facilities for residents and visitors
- Improved facilities adding to the appeal of Euroa
- · Social benefit derived from community contributions

Social disbenefit:

· Increase in problem gambling and associated social impacts

These social and economic effects need to be considered and balanced. The material submitted in support of the Amendment and permit application concludes that the social and economic effects are balanced in the positive.

Before a planning permit can be granted, the positive effects of the proposal need to outweigh the negative effects.

Does the Amendment address relevant bushfire risk?

The land is not in a bushfire prone area and does not present a bushfire risk. The Amendment does not change the circumstances relating to bushfire risk.

Does the Amendment comply with the requirements of any Minister's Direction applicable to the amendment?

The Amendment complies with the requirements of the following Ministerial Directions as discussed below:

Ministerial Direction 1

Ministerial Direction 1 relates to potentially contaminated land. There is no reason to believe the Land is potentially contaminated.

Ministerial Direction 11

Ministerial Direction 11 relates to the Strategic Assessment for Amendments and this direction is considered in this section of the report. As illustrated in this section, it is considered that the amendment is consistent with Ministerial Direction 11.

How does the Amendment support or implement the State Planning Policy Framework and any adopted State policy?

The State Planning Policy Framework does not specifically deal with gaming. There are no strategies in the SPPF directly relevant to the proposed change to Clause 52.28-4.

In general terms, the Amendment and permit application support the following aspects of the State Planning Policy Framework:

- Clause 11 (Settlement) By facilitating an upgraded venue to cater for the needs of the
 existing and future community.
- Clause 11.10 (Hume Regional Growth) By creating additional employment activity within the Euroa Township during and following the redevelopment of the Euroa Hotel.
- Clause 11.10-3 (Planning for Growth) By supporting the growth of an existing business in Euroa.
- Clause 17 (Economic Development) By facilitating the expansion and restoration of the Euroa Hotel.

How does the Amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?

Clause 21.05-4 identifies that a 'Gambling Policy Framework' as a piece of future strategic planning work. Although this work has not been completed, Council is preparing a gaming

policy. The proposed policy is not intended to be introduced into the Strathbogie Planning Scheme.

The Local Planning Policy Framework does not contain any specific policies relating to gaming. There are general policies encouraging economic development, consolidating the commercial areas of Euroa and supporting sustainable communities.

By facilitating a permit application to redevelop the Euroa Hotel, the service offerings to both the local community and visitors will be expanded. This will diversify the service offering currently available within Euroa.

Does the Amendment make proper use of the Victoria Planning Provisions?

The Amendment has been prepared in keeping with the Practice Note 46, Strategic Assessment Guidelines: for preparing and evaluating planning scheme amendments.

The Amendment makes proper use of the Victorian Planning Provisions as the schedule to Clause 52.28-4 is the appropriate tool to exclude land from the definition of a strip shopping centre.

How does the Amendment address the views of any relevant agency?

It is not anticipated that any other relevant agency will be affected by the Amendment.

Does the Amendment address relevant requirements of the Transport Integration Act 2010?

The Amendment involves removing the Euroa Hotel from the definition of a strip shopping centre under clause 52.28. This change will not impact the requirements of the *Transport Integration Act*.

Resource and administrative costs

What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?

The Amendment will not result in any on-going administrative costs for the Responsible Authority as an application for planning permit is being considered concurrently with this Amendment.

Where you may inspect this Amendment

The Amendment, including the permit application, is available for public inspection, free of charge, during office hours at the following places:

- Shire of Strathbogie, 109A Binney Street, Euroa
- Shire of Strathbogie website at www.strathbogie.vic.gov.au

The Amendment, including the permit application, can also be inspected free of charge at the Department of Environment, Land, Water and Planning website at www.delwp.vic.qov.au/public-inspection.

Submissions

Any person who may be affected by the Amendment or the permit application may make a submission to the planning authority. Submissions about the Amendment and permit application must be received by [insert submissions due date].

A submission must be sent to: Shire of Strathbogie, 109A Binney Street, Euroa, Vic. 3666 (P.O. Box 177) or info@strathbogie.vic.gov.au

Panel hearing dates

In accordance with clause 4(2) of Ministerial Direction No.15 the following panel hearing dates have been set for this amendment:

- directions hearing: [insert directions hearing date]
- panel hearing: [insert panel hearing date]]

Planning and Environment Act 1987

STRATHBOGIE PLANNING SCHEME

AMENDMENT C76

INSTRUCTION SHEET

The planning authority for this amendment is the Strathbogie Shire Council.

The Strathbogie Planning Scheme is amended as follows:

Planning Scheme Maps

The Planning Scheme Maps are amended by a total of 0 attached map sheet.

Planning Scheme Ordinance

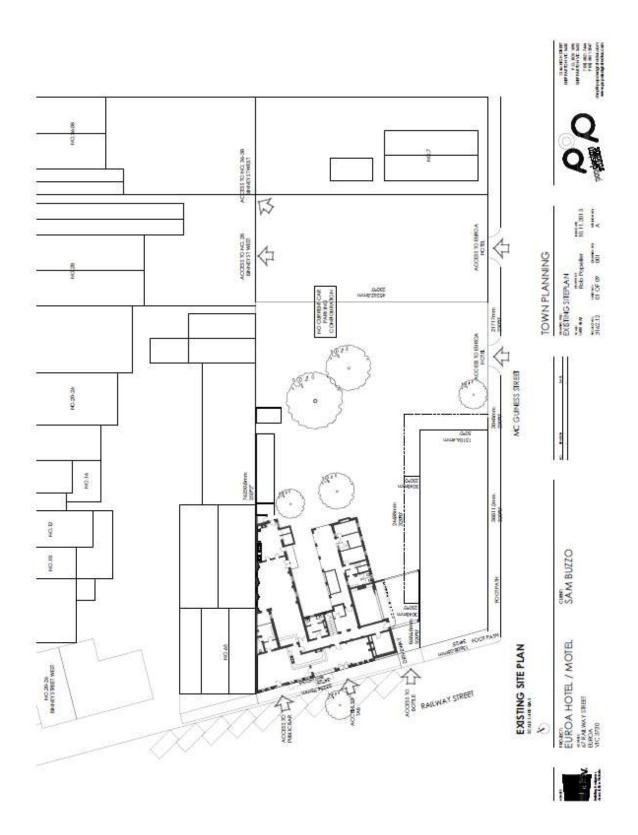
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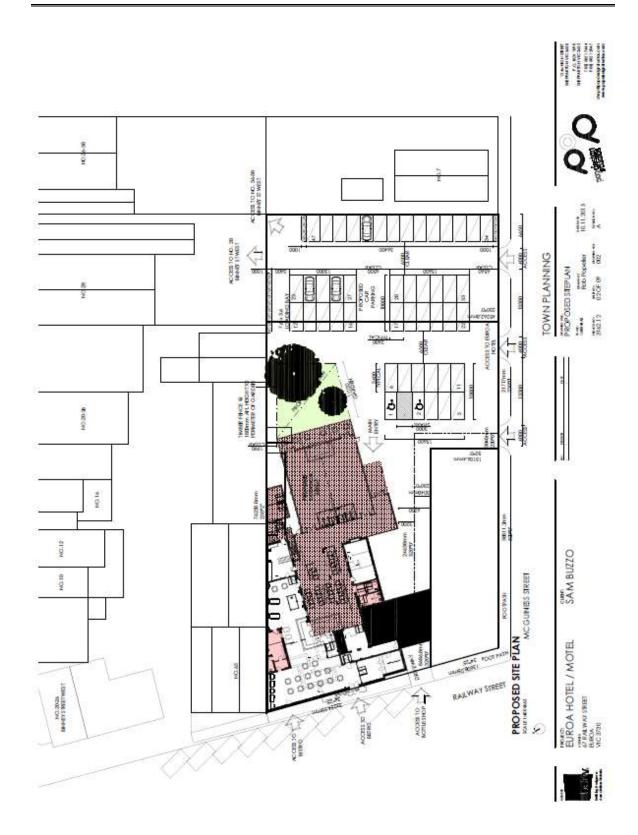
1. In Particular Provisions – Clause 52.28, replace the Schedule with a new Schedule in the form of the attached document.

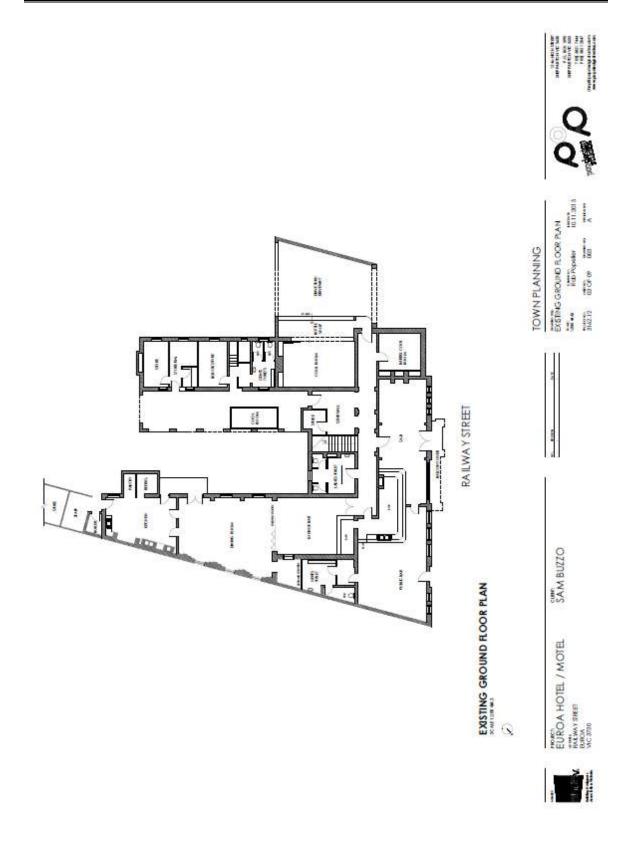
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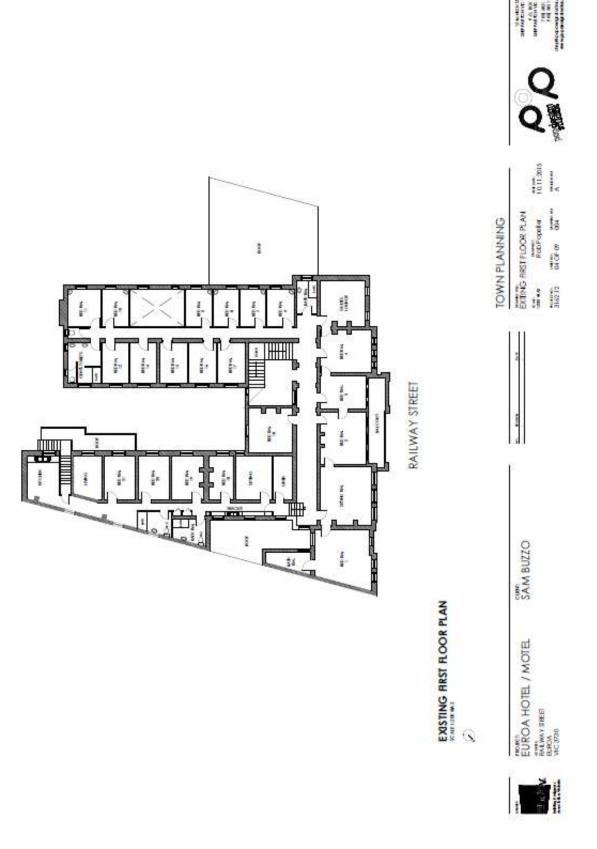
Strathbogie Planning Scheme	
18/10/2006 V SCHEDULE TO CLAUSE 52.28-4	Deleted: VC39
Prohibition of a gaming machine in a strip shopping centre	
A gaming machine is prohibited in all strip shopping centres on land covered by this planning scheme, except for the land at 67 Railway Street, Euroa, known as Euroa Hotel.	Deleted:

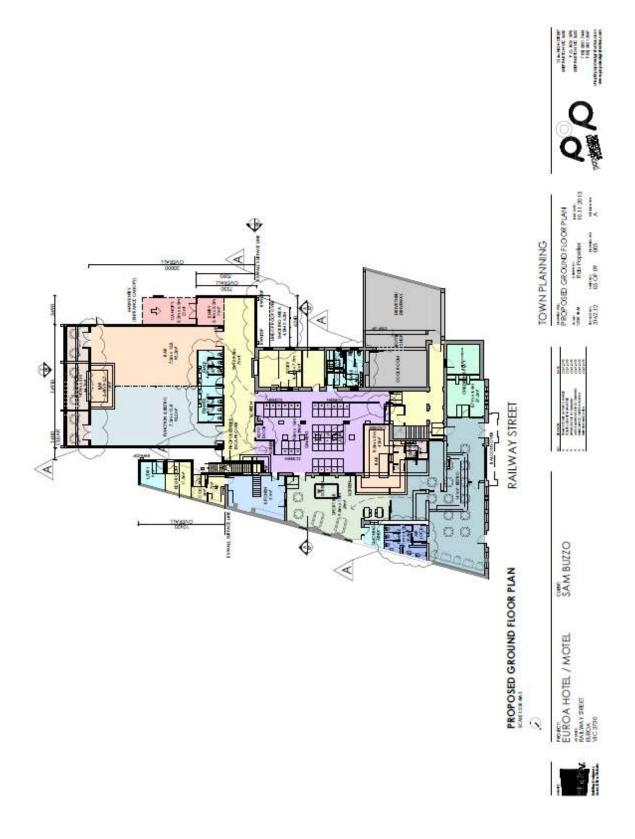
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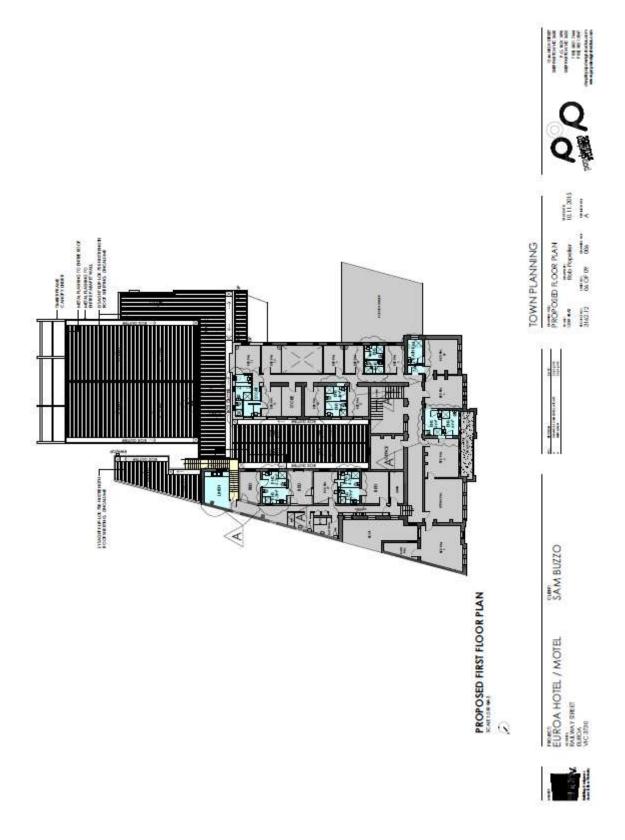




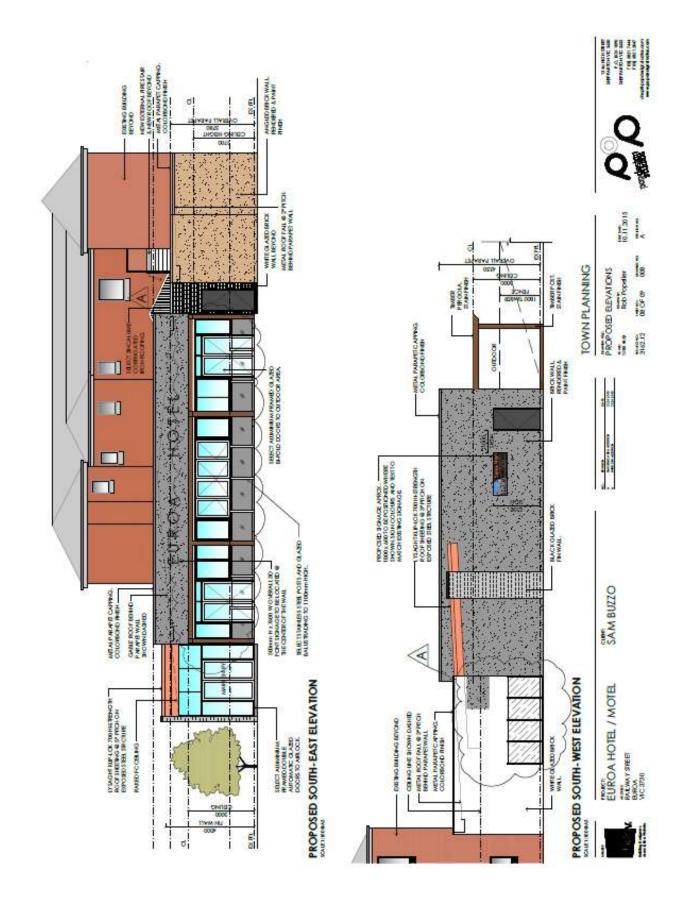


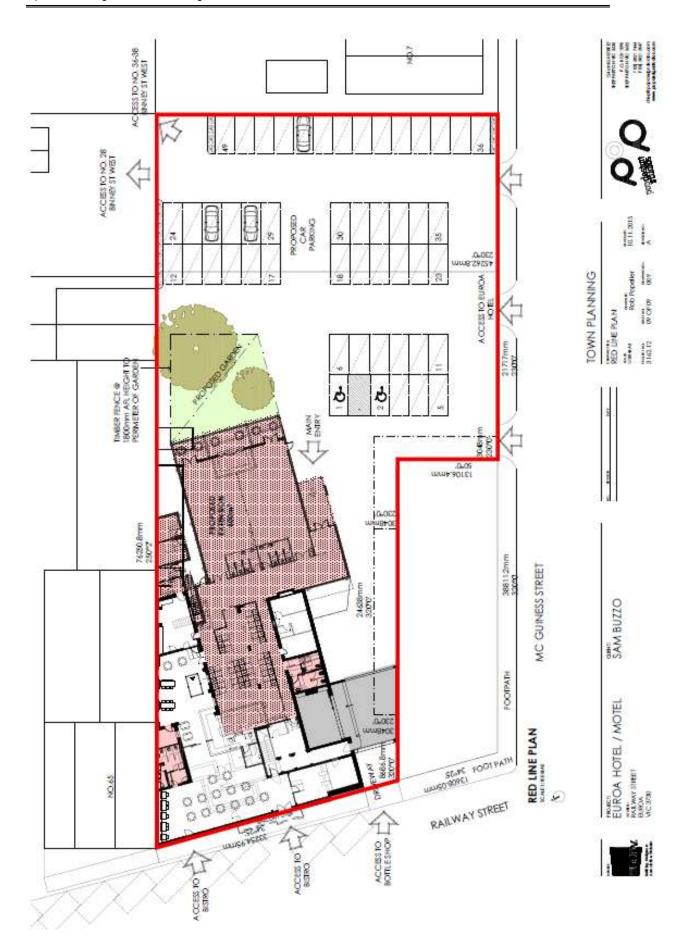












Date

THERE BEING NO FURTHER BUSINESS, THE MEETING CLOSED AT 6.21 P.M.
Confirmed as being a true and accurate record of the Meeting

Chair