



# PENRITH CITY COUNCIL

## BUSINESS PAPER



Mayor Pat Sheehy with children from the Nepean Zone playgroups and the condolence banner of hands they made to send to the families of the victims of the Washington and New York terrorist attacks.



## Policy Review Committee Meeting

15 October 2001



# Penrith City Council

A COUNCIL COMMITTED TO PROVIDING THE HIGHEST QUALITY SERVICE TO ITS CUSTOMERS

11 October 2001

Dear Councillor,

In pursuance of the provisions of the Local Government Act, 1993 and Regulations thereunder, notice is hereby given that a **POLICY REVIEW COMMITTEE MEETING** of Penrith City Council is to be held in the Pasadena Room, Civic Centre, 601 High Street, Penrith on Monday 15 October 2001 at 7.00pm.

Attention is directed to the statement accompanying this notice of the business proposed to be transacted at the meeting.

Yours faithfully,

**Alan Travers**  
General Manager

## *B U S I N E S S*

1. **APOLOGIES**
2. **LEAVE OF ABSENCE**  
*Councillor Sheehy granted Leave of Absence from 11 Oct to 10 Nov 2001*
3. **CONFIRMATION OF MINUTES**  
*Policy Review Committee 24 September 2001*
4. **DECLARATIONS OF INTEREST**  
*Pecuniary Interest*  
*Other Interest*
5. **ADOPTION OF REPORTS AND RECOMMENDATIONS OF COMMITTEES**  
*Local Newspaper Advertising Working Party* 24 September 2001  
*Recreation & Open Space Working Party* 26 September 2001  
*Penrith Regional Gallery & Lewers Bequest Working Party* 8 October 2001
6. **MASTER PROGRAM REPORTS**
7. **SUPPLEMENTARY AND LATE REPORTS**  
(to be dealt with in the master program to which the item relates)
8. **QUESTIONS WITHOUT NOTICE**

*Enquiries regarding this Business Paper should be directed to the  
Public Officer, Peter Huxley on (02) 4732 7649*

**POLICY REVIEW COMMITTEE MEETING**

**MONDAY 15 OCTOBER 2001**

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**PENRITH CITY COUNCIL**  
**MEETING CALENDAR**  
**1 October 2001 – 31 December 2001**

MINUTE NO

	TIME	OCT	NOV	DEC
		Mon	Mon	Mon
Ordinary Meetings	7.00 pm	8	5	3
		22	19#	17
Extraordinary Meeting				
Policy Review Committee	7.00 pm	15	12	10

**Council has two Ordinary Meetings per month where practicable. Extraordinary Meetings are held as required.**

**Policy Review Meetings are held monthly.**

**Members of the public are invited to observe at meetings of the Council. Should you wish to address Council, please contact The Public Officer, Peter Huxley on 47327649.**

**# Meetings at which the Management Plan quarterly review is tabled and discussed.**

<b>WORKSHOP CALENDAR 2001</b>			
	<b>OCT</b>	<b>NOV</b>	<b>DEC</b>
<b>OTHER COUNCIL ACTIVITIES</b>			
Economic Development & Employment		13	
Local Traffic Committee Meetings	8	5	3
WSROC Board Meeting	12-13	29	
WSROC EMC Meeting		15	
Local Government Week (July)			
Hawkesbury River County Council	18		20
<b>POLICY FORUMS</b>			
National General Assembly - (Canberra) (ALGA)		25-28	
Local Government Association Conference - (Wollongong) (LGA)	27-31		
Australian Local Government Women's Association Executive Meetings	6-7		1-2
Flood Plain Management Conference			
State Assembly of Local Government (Sydney)			
ALGWA National Conference	19-21		

**REPORT AND RECOMMENDATIONS  
OF THE POLICY REVIEW COMMITTEE MEETING OF PENRITH CITY  
COUNCIL HELD IN THE PASSADENA ROOM, PENRITH CITY COUNCIL  
ON MONDAY 24 SEPTEMBER 2001 AT 7.04 PM**

**PRESENT**

His Worship the Mayor Councillor Pat Sheehy, Councillors, D Bailey, J Bateman, D Bradbury (from 8.30PM), G Davies (from 7.07PM), G Evans, R Fowler, J Greenow, A Khan, C O'Neill, C O'Toole, and J Thain (from 7.07PM).

**APOLOGIES**

PR131 RESOLVED on the MOTION of Councillor Fowler seconded Councillor Greenow that apologies be received and accepted from Councillors D Bradbury, G Davies, S Simat and J Thain.

**LEAVE OF ABSENCE**

PR132 RESOLVED on the MOTION of Councillor Fowler seconded Councillor Greenow that leave of absence be granted to Councillors J Aitken and K Paluzzano

**CONFIRMATION OF MINUTES**

**Policy Review Meeting – 27 August 2001**

Councillor Bailey indicated that he was not in attendance at the meeting and requested to be shown as giving an apology.

PR133 RESOLVED on the MOTION of Councillor Davies seconded Councillor O'Toole that the minutes of the Policy Review Committee Meeting of 27 August 2001, as amended, be confirmed.

**DECLARATIONS OF INTEREST**

No declarations of interest.

**ADOPTION OF REPORTS AND RECOMMENDATIONS OF COMMITTEES**

**Development Regulation Working Party - 24 August 2001**

PR134 RESOLVED on the MOTION of Councillor Greenow seconded Councillor Evans that the recommendations of the Development Regulation Working Party meeting of 24 August 2001 be adopted.

**Arts Project Working Party - 5 September 2001**

PR135 RESOLVED on the MOTION of Councillor Greenow seconded Councillor Evans that the recommendations of the Arts Project Working Party meeting of 5 September 2001 be adopted.

**Local Newspaper Advertising Working Party - 10 September 2001**

PR136 RESOLVED on the MOTION of Councillor Davies seconded Councillor Greenow that the recommendations of the Local Newspaper Advertising Working Party meeting of 10 September 2001 be adopted.

**Customer Service Review Working Party – 19 September 2001**

Councillor Sheehy requested inclusion of a statement regarding the acknowledgement of correspondence in any procedures.

PR137 RESOLVED on the MOTION of Councillor Davies seconded Councillor Bailey that the recommendations of the Customer Service Review Working Party of 19 September 2001 be adopted.

**1 Status of Major Urban Release Area Projects` 4105/17**

PR138 RESOLVED on the MOTION of Councillor Bateman seconded Councillor Fowler that the report on the Status of Major Urban Release Area Projects be received.

**2 Proposed Southern Expansion of Glenmore Park 4122/49**

Roger Nethercote, Council's Environmental Planning Manager, introduced Geoff McWilliam and Bob Vincent from Lensworth Glenmore Park Ltd.

Mr McWilliam and Mr Vincent made a presentation to the Council on their proposals to expand the urban development southwards from the existing urban areas of Glenmore Park.

Councillor Davies enquired about the current rate at which lots were being sold.

Mr McWilliam responded that they were selling approximately 250 lots per annum.

Councillor Greenow enquired as to whether the issue of salinity was being taken into account.

Mr McWilliam said that all factors would be considered.

Councillor Fowler pointed out that there were two distinct catchments within the proposed area and that they needed to be taken into account.

Councillor O'Toole questioned the positioning of playing fields beneath electricity transmission lines.

PR139 RESOLVED on the MOTION of Councillor Davies seconded Councillor Fowler That:

1. The presentation from Lensworth, on the proposed Southern Expansion of Glenmore Park, be received.

2. Council endorse the commencement of planning studies to investigate the capacity, for urban development, of the land adjacent to Bradley Street as shown on the map attached to this report.
3. Council liaise with the Department of Urban Affairs and Planning, at the conclusion of the first stage of the planning studies, to ascertain the appropriateness of including the subject land for inclusion in the Department's Urban Development Program.
4. Council resolve that the preparation of a Local Environmental Study, pursuant to the provisions of Section 57 of the Environmental Planning and Assessment Act as amended, is not required.
5. Council resolve to prepare a draft Local Environmental Plan in accordance with the provisions of Section 54 of the Environmental Planning and Assessment Act, as amended, for the land adjacent to Bradley Street as shown on the map attached to this report.
6. The proponent be advised that Council's decision is a procedural one only at this stage.
7. All landowners within the Study area are informed of Council's decision in terms of this report.
8. Clearer definition be provided of the two different catchments within the proposed southern expansion of Glenmore Park referred to in the report.
9. Council thank Lensworth Glenmore Park Pty Ltd for their presentation.

**7 Local High Schools Information Technology Initiative**

**16/107**

Councillor O'Toole left the meeting, the time being 8.06PM.

Richard Baczelis, Council's Information Technology Manager introduced Hanna Kemp from the Department Education and Training. Hanna spoke about the Department's Network High Schools Program and the pilot IT project with Penrith City Council.

Councillor Greenow asked about including the High Schools in the St Marys area in the project.

Councillor Sheehy enquired about the need for IT staff to be assessed in terms of the requirements of the Child Protection legislation.

PR140 RESOLVED on the MOTION of Councillor Greenow seconded Councillor Thain That:

1. The information technology pilot work placement initiative outlined in this report be approved.
2. A review of the information technology pilot work placement initiative be reported to Council in June 2002.

**3 Mountains to Meadows Mobile Pre-School**

**1401/3 Pt7**

Councillor O'Toole returned to the meeting the time being 8.20PM.

Councillor Davies asked that the naming of the Mobile Pre-school be reviewed to better reflect the temporary nature of the service.

Councillor O'Toole enquired about the community consultation processes used to inform residents of the proposed changes.

Winifred Sadler, Council's Children's Services Development Officer explained that those processes would flow from Council's decision on the matter.

Councillor Bradbury arrived at the meeting, the time being 8.30PM.

PR141 RESOLVED on the MOTION of Councillor Davies seconded Councillor Greenow That:

1. The Interim Mobile Pre-School continue operating two days per week at Claremont Meadows
2. An Interim Mobile Pre-School session be established in Surveyors Creek Community Centre initially one day per week with the possibility of extending to two days per week at such time as Erskine Park Children's Centre moves to a cluster model.
3. Council receive a further report on the operation of the Interim Mobile Pre-School in Term Three 2002.
4. A further report be presented to Council following the consultations to be undertaken with parents, staff and funding bodies about proceeding towards a cluster model at Erskine Park Children's Centre.

**4 Maintenance of the Local and Regional Road Networks**

**9006/1 Pt 6**

Councillors Fowler and Evans left the meeting, the time being 8.32PM

Councillor Fowler returned to the meeting the time being 8.33PM.

Councillor Evans returned to the meeting, the time being 8.35PM.

David Burns, Council's Asset Manager introduced the report and presented information on the data that has been gathered about the City's Local and Regional Road Networks.

Councillor O'Toole left the meeting, the time being 8.52PM and did not return.

Councillor Bailey suggested that a Working Party of Councillors be formed to examine the implications of this information for the City.

The Director – City Services stated that this was part of a systematic approach to asset management.

Councillor Davies enquired about Council's other assets, parks, buildings, etc.

Councillor Fowler stated that this information provided Council an opportunity to approach other levels of government for permission to raise the City's rates in order to secure the required funding to maintain the City's assets.

Councillor Davies suggested that the information be placed into a special brochure and distributed to the residents of the City.

PR142 RESOLVED on the MOTION of Councillor Bailey seconded Councillor Davies  
That:

1. the presentation concerning the maintenance of the Local and Regional Road Networks be received.
2. A further report be prepared examining options for the setting up of a working party to address the issues associated with the maintenance of Council's infrastructure.
3. The Asset Manager and his team be congratulated on their efforts.

**5 Annual Review of Council's Strategic Plan**

**36/27**

Councillor Thain left the meeting, the time being 9.16PM.  
Councillor Thain returned to the meeting, the time being 9.18PM.

The Director – City Strategy introduced the report.

PR143 RESOLVED on the MOTION of Councillor Davies seconded Councillor Bateman that the information contained in this report on the Strategic Plan and program be received.

**6 Overview of Risk Management Activities**

**6011/38 Part 2**

Councillor Evans left the Meeting, the time being 9.26PM.  
Councillor Davies left the meeting, the time being 9.29PM.

Ken Muir, Council's Risk Management Co-ordinator introduced the report and made a brief presentation.

Councillors Davies and Evans returned to the meeting, the time being 9.34PM.

Councillor Fowler referred to the role of Penrith in Westpool, in particular the contribution being made by the Ken Muir.

Councillor Bailey raised the issue of Council's contractors.

The General Manager stated that they were bound by the Council's standards for contractors.

PR144 RESOLVED on the MOTION of Councillor Fowler seconded Councillor Bailey that the report on Risk Management Activities be received

There being no further business the Chairperson declared the meeting closed the time being 9.36PM

Confirmed  
Chairperson

**REPORT AND RECOMMENDATION  
OF THE LOCAL NEWSPAPER ADVERTISING WORKING PARTY OF PENRITH  
CITY COUNCIL HELD IN THE PASSADENA ROOM, CIVIC CENTRE, PENRITH  
ON MONDAY 24 SEPTEMBER 2001 AT 5.05 PM**

**PRESENT**

His Worship the Mayor Councillor Pat Sheehy, Councillors D Bailey, G Davies, R Fowler, J Greenow, C O'Toole (from 5.30PM), and J Thain (from 5.20PM)

Councillor Sheehy advised that Councillor Jackie Greenow would be chairing the meeting as Deputy Mayor.

**APOLOGIES**

No apologies.

**LEAVE OF ABSENCE**

Leave of Absence was granted to Councillors Aitken and O'Toole.

**DECLARATIONS OF INTEREST**

No declarations of interest.

**CONFIRMATION OF MINUTES**

**Local Newspaper Advertising Working Party – 10 September 2001**

LA6 RESOLVED on the MOTION of Councillor Evans seconded Councillor Bailey that the minutes of the Local Newspaper Advertising Working Party Committee Meeting of 10 September 2001 be confirmed.

**2 Presentations by suppliers of Advertising Services 1130/1**

***Adcorp Presentation***

Councillor Greenow introduced Tina Dolphin – Business Development Manager and Susan Zafir – Client Relationship Manager from Adcorp who presented Council with a presentation called “Thinking Energy Innovation”. Tina gave an overview of Adcorp, the account service structure, products and services, in-house capabilities, and why choose Adcorp.

Adcorp was established in 1981 and they are one of the preferred suppliers to local government and LGSA. They are a full-service agency with in-house media, creative, web design and product development. Adcorp has a Local Government Advertising Division. They also have in-house graphic designers who can assist with the review of existing advertising formats. Adcorp have a sophisticated and tailored accounting service with the ability to do cost estimates, detailed invoices with tear sheets, media usage reports and cost centre charging.

Councillor Davies asked what are the cost comparisons with Councils who use Adcorp compared to how they use to advertise. Tina said there is a cost advantage because they have the ability to negotiate good prices with the papers. Said something about a media rebate.

Councillor Greenow thanked Susan and Tina for the time.

Councillor Thain arrived the time being 5.20pm.

***TMP Worldwide Presentation***

Peter Huxley, Council's Executive Officer, introduced Wayne Shapiro – Senior Advisor Advertising and Communications and Sue Banfer – Account Director of TMP Worldwide.

TMP, founded in 1967, are one of the preferred suppliers to local government and LGSA.

They gave an advertising and communications presentation covering their local government team, style comparisons, costing examples and local paper distribution.

Sue Banfer pointed out that the way we currently advertise our positions vacant on the Council page is not cost effective. She suggested a pointer ad to the Classified section.

Sue said to receive the 25% discount on Tuesdays from the Sydney Morning Herald Council must use one of the service providers recommended by the LGSA.

Councillor Evans asked what we pay the service provider for our ads. Sue said we pay \$3.30 per col/cm.

Councillor O'Toole arrived the time being 5.30pm.

Councillor Thain asked what is the risk factor that was mentioned in the presentation. Sue said TMP has a good record of keeping their employees. Their local government team know Councils needs very well and for this reason there is minimal errors.

Councillor Davies asked who determines which papers are advertised in. Sue replied and said that Council decides unless they ask for advice. They have statistical information, so they have the ability to suggest what papers they recommend Council advertises in to get the best results.

Councillor Davies asked where do the figures come from in regards to circulation and readership. Sue said that the papers advise them.

Councillor Greenow thanked Wayne and Sue for their time.

LA7 RESOLVED on the MOTION of Councillor Sheehy seconded Councillor Fowler That representatives of TMP and Adcorp be invited to make presentations to the Working Party on the services they provide.

Councillor Bailey left the meeting the time being 5.54pm.

**1. Local Newspaper Advertising - Status Report on Resolutions 1130/1**

Councillor Bailey returned to the meeting the time being 5.55PM.

Councillor Davies said that the recommendation cannot be moved until the figures are correct.

Councillor Sheehy said that Council should look at local employment compared to non-local employment. If Council decides to outsource its advertising to an agency and the company collapses then Council are at a loss because they have no in-house skills. Councillor Sheehy asked can we compare the costs for in-house and out.

Councillor Davies referred to the report on page 1 in regards to a graphic designer being required if Council chooses to set up their own advertising unit and said he does not believe Council needs to hire a 'Graphic Designer' but rather someone should be trained in the job.

The Executive Officer said the report does not suggest that Council needs to hire a 'Graphic Designer' but the sort of skills in those areas.

The General Manager suggested that someone like Amanda Kane, Council's Public Relations Officer, could do the advertising.

Councillor Fowler said there are two issues – Classifieds and Council information. He suggested the two should not be mixed together. He said if Council only advertises with one paper then Council will have the funds to train someone in-house.

LA8 RESOLVED on the MOTION of Councillor Davies seconded Councillor Bailey  
That:

1. The report on the Local Newspaper Advertising Working Party – Status of Resolutions, be received.
2. A further report be provided on some estimate of the resources required to set up a specifically dedicated advertising group in the Council. The report is to take into account what is presently being done.

### **3 Report on Positions Vacant Advertising**

**901/8**

Councillor Fowler asked about whether Managers had budget restrictions on the placement of positions vacant advertising.

Danielle Taylor, Council's Personnel Services Manager said the money comes out of salary savings and that they are strongly encouraged to watch how much they spend on advertising because it directly affects their salary vote.

Councillor O'Toole suggested that Council's web page be redesigned so that it is more user friendly.

Steve Hackett, Director – City Services said that the redesigning of the web page has already been organised and worked into the strategy for Information Services.

Councillor Sheehy asked how many people have accessed Council page on the web compared to local papers when looking for a position.

Danielle Taylor said she is unable to provide that information with the new Empower system.

Danielle Taylor also said that not only is the advertisement on the web but also the information kit.

LA9 RESOLVED on the MOTION of Councillor Bailey seconded Councillor Davies that the information contained within this report be received.

**4 Draft Tender Documents for Local Newspaper Advertising 1130/1**

Councillor Bailey referred to the tender and said that it does not emphasise enough the need to request papers be delivered to rural properties. He said the residents of Londonderry and Llandilo do not know what is going on. Councillor Sheehy said that Council should make it a preference not a must otherwise they may not receive any tenders at all.

Councillor O'Toole suggested that the tender contract be for a period of one year rather than two years so that it can be trialled.

The Executive Officer said it is better for business continuity having it at two years.

The General Manager suggested that Council ask for a price for one year and for two years to see if they really are getting a better price.

Councillor Bailey asked who answered the previous tenders. The Executive Officer said tenders were received from Cumberland Press and the Western Weekender.

The General Manager suggested that the tender be changed to reflect the change to advertising positions vacant.

Councillor Davies suggested the tender read that Council reserves the right to advertise wherever they wish. The Executive Officer indicated that this phrase was already included in the tender document.

LA10 RESOLVED on the MOTION of Councillor Bailey seconded Councillor Davies that Tenders be called for Local Newspaper Advertising as per the amended Tender document

There being no further business the Chairperson declared the meeting closed the time being 6.35pm.

Confirmed  
Chairperson

**REPORT AND RECOMMENDATION  
OF THE RECREATION AND OPEN SPACE WORKING PARTY OF PENRITH  
CITY COUNCIL HELD IN THE COUNCIL CHAMBERS, PENRITH  
ON WEDNESDAY 26 SEPTEMBER 2001 AT 7.00 PM**

**PRESENT**

His Worship the Mayor Councillor P Sheehy, Councillors G Davies (Acting Chair), C O'Toole.

**IN ATTENDANCE**

Alan Travers, General Manager, Steve Hackett, Director ~ City Services, Ray Moore, Director ~ City Operations, Carol Joyce, Acting Director ~ City Planning, Roger Nethercote, Environmental Planning Manager, Raphael Collins, Parks Construction Maintenance Manager, Erich Weller Community Programme Co-ordinator, Ross Kingsley, Corporate Development Officer.

**APOLOGIES**

ROS1 RESOLVED on the MOTION of Councillor Sheehy, seconded Councillor O'Toole that apologies be received and accepted from Councillors Paluzzano, Bradbury, Greenow and Aitken.

**LEAVE OF ABSENCE**

Councillors Paluzzano granted Leave of Absence until 29 September 2001-10-08 Councillor Aitken has requested a Leave of Absence from 22 September to 29 September 2001 inclusive.

**CONFIRMATION OF MINUTES**

**Recreation and Open Space Working Party Meeting of 20 November 2000.**

ROS2 RESOLVED on the MOTION of Councillor Sheehy seconded Councillor O'Toole that the minutes of the Recreation and Open Space Working Party Meeting of 20 November 2000 be confirmed.

**DECLARATIONS OF INTEREST**

No declarations of interest.

**MASTER PROGRAM REPORTS**

**1 Recreation and Open Space Working Party - Terms of Reference 1980/10**

The Environmental Planning Manager spoke to the report indicating that open space and recreation planning has been an emerging and significant issue and was recognised by Council in 1997 that a more integrated review of this function be pursued.

Although the focus at that point was for the Working Party to consider the utilisation and management of the city's open space holdings and recreation facilities, more recent emphasis has been given on the need to effectively plan and develop strategies for the delivery of a range of recreation and cultural facilities. He indicated that this recognition, and Council's recent desire to pursue particular recreation elements such as playground facilities and parks improvements, suggested it was opportune for the Working Party to review and contemporise its terms of reference.

Councillor O'Toole indicated a desire to ensure that Councillors were able to input into the established residential areas infrastructure, facilities and services needs assessment, particularly given that this part of the study was not intended to be overlooked by the Working Party. The Environmental Planning Manager suggested that a Councillor reference group could be formed at the appropriate point in the process to provide a further opportunity for input. It was noted that this element of the study would be reported to Council independently.

The Director ~ City Operations indicated that further auditing work would be required to be undertaken of Council's recreation assets in some detail to form a good database for the development of service specifications. He indicated this aspect would be reported to the Working Party once an approach had been developed.

ROS3           RESOLVED on the MOTION of Councillor O'Toole seconded Councillor Sheehy that the Working Party adopt the following Terms of Reference as the focus of its ongoing review:

- 1. To determine a comprehensive Recreation and Cultural Facilities Strategy and priority program for its implementation across the City.*
- 2. To consider the effective utilisation and maintenance of existing recreation and open space facilities, with particular emphasis on active sporting fields, in concert with Council's Service Specification Program.*
- 3. To review the emphasis and direction being pursued in Council's Playground Facilities and Parks Improvement programs.*

**2       Recreation, Cultural, Infrastructure, Facilities and Services  
Needs Study**

**1980/10**

The Environmental Planning Manager spoke to the report outlining the approach that had been taken to blend a number of bodies of work to provide a solid basis upon which to develop strategic directions for recreation, cultural and community facilities across the City. Reference was made to the strategic research component which has been added to the proposed brief which would allow us over time to test whether our assumptions on where the strategic plan responses and outcomes are based remain well founded and in tune with community sentiment.

Councillor Davies indicated that although the brief touches on future management directions, those could be clarified and further expanded upon.

***Report and Recommendation of the Recreation and Open Space Working Party of Penrith City Council held in the Council Chambers, Penrith on Wednesday 26 September 2001***

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Councillor O'Toole noted that the brief did not incorporate a definition of what was meant by "infrastructure" and what that included. Councillor O'Toole indicated that it should be interpreted in its broadest sense and include all facilities and services which Council has responsibility for in the established residential areas.

Councillor Davies raised the opportunity for community safety / CPTED principles to be referenced in the appropriate part of the brief so that outcomes could bear this important issue in mind.

The General Manager noted that Council's strong pursuit of sustainable community outcomes is a focus of many of our policies and projects and should be raised up front in the consultant's brief. The Working Party agreed with that sentiment.

The Acting Director ~ City Planning noted that there were a number of recent social planning projects undertaken which sought to quantify community needs in the established residential areas and that it was intended that this work would be made available to the consultant to review.

The Director ~ City Services raised the importance of ensuring that the study examines regional needs and opportunities as well as City specific needs.

The Director ~ City Operations indicated that there was also recent detailed work advanced in regard to Council's road and drainage infrastructure assets and that this area was now better quantified.

The Environmental Planning Manager indicated that the brief still required some fine tuning, particularly to ensure that the research component was appropriately directed before it was issued to prospective consultants. The Working Party agreed for that to occur.

ROS4 RESOLVED on the MOTION of Councillor O'Toole seconded Councillor Sheehy That:

1. The Recreation and Open Space Working Party endorse the proposed approach outlined in the attached Recreation, Cultural, Infrastructure, Facilities and Services Needs Study Brief, with the following amendments added:
  - Broadened reference in the "Study and Strategies" and "Objectives and Principles" sections on future management and sustainability directions.
  - A definition of "infrastructure" be included.
  - Community safety principles be incorporated in the objectives.
  - The schedule of reference material to be appended to the brief include the principal bodies of recent study undertaken by Council in relation to community needs investigations and infrastructure assets.
2. Expressions of interest from suitable consultants be sought.
3. The Working Party be advised of the resulting expressions of interest, and the preferred consultant.

***Report and Recommendation of the Recreation and Open Space Working Party of Penrith City Council held in the Council Chambers, Penrith on Wednesday 26 September 2001***

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**NEXT MEETING**

The next meeting to be convened following receipt and assessment of submissions of expressions of interest to the Recreation, Cultural, Infrastructure Facilities and Services Needs Study.

There being no further business the Chairperson declared the meeting closed the time being 7:05 pm.

Confirmed  
Chairperson

**REPORT AND RECOMMENDATION  
OF THE PENRITH REGIONAL GALLERY AND LEWERS BEQUEST WORKING  
PARTY OF PENRITH CITY COUNCIL HELD IN ANCHER HOUSE, RIVER ROAD,  
EMU PLAINS**

**ON MONDAY 8 OCTOBER 2001 AT 4.38 PM**

**PRESENT**

His Worship the Mayor Councillor Pat Sheehy, (Chairperson), Councillors Karyn Paluzzano and John Bateman, Mr. Peter Anderson, Ms. Tanya Crothers, Mr. Charles Glanville and Ms. Darani Larson.

**IN ATTENDANCE**

Mr. Alan Travers, General Manager, Mr. Ray Moore, Director – City Operations, Mr. Steve Hackett, Director – City Services and Mr. Gary Dean, Facilities Operations Manager

**APOLOGIES**

No apologies received.

**CONFIRMATION OF MINUTES**

**Penrith Regional Gallery and Lewers Bequest Working Party – 13 August 2001**

PRG1 RESOLVED on the MOTION of Mr. Peter Anderson seconded Councillor Karyn Paluzzano that the minutes of the Penrith Regional Gallery and Lewers Bequest Working Party of 13 August 2001 be confirmed.

**DECLARATIONS OF INTEREST**

No declarations of interest.

**MASTER PROGRAM REPORTS**

**1 Management Structure**

The Facilities Operations Manager informed the Working Party that the Department of Local Government had requested some additional information regarding the application for the Minister's approval to form the Company. That information was being forwarded to the Department shortly.

Discussions occurred regarding the likely timing before the Company commences – not anticipated before early 2002.

It was agreed to formally engage the students from TAFE and UWS to investigate and develop enhanced marketing packages/opportunities for the Gallery.

***Report and Recommendation of the Penrith Regional Gallery and Lewers Bequest Working Party of Penrith City Council held in Ancher House, River Road, Emu Plains on Monday 8 October 2001***

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PRG2 RESOLVED on the MOTION of Mr. Charles Glanville seconded Mr. Peter Anderson that expressions of interest be sought for membership of the Penrith Regional Gallery and Lewers Bequest Ltd in accordance with the terms of the Constitution

**2. Gallery Director**

The Facilities Operations Manager advised of the excellent number of quality applications that had been received for this position. The Interview Panel interviewed seven (7) applicants on 2 October 2001 with a preferred applicant being selected following that process.

The next stage of the recruitment process is under way with a formal offer being made to that applicant within the next week.

It is anticipated that the successful applicant could commence duties by mid November 2001.

PRG3 RESOLVED on the MOTION of Mr. Peter Anderson, seconded Councillor Karyn Paluzzano that the information regarding the recruitment of the new Gallery Director be received.

**3. Regional Co-operation**

No advice has yet been received from Hawkesbury City Council regarding the development of the working relationship between the two Councils and in particular the provision of management and technical support to the new Hawkesbury Gallery. A draft memorandum of understanding has been forwarded to Hawkesbury City Council for review. The Facilities Operations Manager and Legal Officer will pursue this matter.

It was agreed that the appointment of the Hawkesbury City Council representative to the new Gallery Board would not occur until finalisation of the formal relationship between the two Councils.

PRG4 RESOLVED on the MOTION of Councillor John Bateman, seconded Mr. Charles Glanville that the Working Party receive the information regarding the status of Council's 'partnering' negotiations with Hawkesbury City Council

**4. 2001/2002 Budget**

The Working Party was provided with a detailed breakdown of the current year budget for the Gallery showing the income and expenditure details. The information will form the basis of determining the level of subsidy that Council would provide to the future Company as outlined in the Constitution.

The building rental component of the budget was explained by the General Manager.

It was explained that these budget details did not include the cost of support services. How these would be provided in the future management structure will need to be determined.

PRG5 RESOLVED on the MOTION of Councillor John Bateman, seconded Mr. Charles Glanville that the details of the Gallery 2001/2002 budget be received.

## **5. Extensions Project**

The Facilities Operations Manager explained that the report contained for the first time details of the revised estimate for the project. The report indicated a significant shortfall between available funds and likely costs. A report will be submitted to Council soon outlining a funding strategy so that the project can be achieved.

Mr. Peter Anderson requested that Mr. Charles Glanville (Architect for the project) investigate the key issues in consultation with Council officers.

The General Manager sought advice as to whether there was an urgency to proceed with the project or could it be delayed so that all the issues, including the overall cost, could be thoroughly worked through. The importance here was 'getting it right'. There was general agreement about the General Manager's suggestion.

Mr. Peter Anderson asked about the masterplan for the buildings and gardens. The Facilities Operations Manager advised that this matter was one which required a report to Council which would be done as soon as practicable.

Cr. Karyn Paluzzano sought clarification of some of the costs shown in the report.

It was agreed that the project should proceed to tender as soon as practicable and that the report on the funding strategy be presented to Council when the actual costs are known.

PRG6 RESOLVED on the MOTION of Mr. Charles Glanville, seconded Mr. Peter Anderson that the status of the Gallery extensions project be received.

### **Next Meeting**

To be determined by Council officers and when matters were further advanced.

There being no further business the Chairperson declared the meeting closed the time being 5.20 pm.

Confirmed  
Chairperson

## MASTER PROGRAM REPORTS

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**The City in Its Region**

- 1 Application of Sponsorship Policy to Major City Marketing Events 303-55**

**Compiled by:** Paul Page, City Marketing Supervisor

**Authorised by:** Geoff Shuttleworth, Economic Development & City Marketing Manager

<p><b>Management Plan 4 Year Outcome:</b> <i>Penrith is recognised widely as an innovative vibrant and attractive City with an identity distinguishing it from other parts of Sydney.</i></p> <p><b>01/02 Critical Action:</b> <i>Secure and promote major events and celebrations.</i></p>
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**Purpose of Report**

This report responds to a resolution of Council at the Ordinary Meeting of 17 September 2001 requesting a report to the next Policy Review meeting regarding the process to be followed when deciding sponsorship and “some background as to why and how the reserve was set up”. At the same meeting in General Business, Councillor Paluzzano also requested a report on the application of the sponsorship policy.

It is understood that the “reserve” referred to in the resolution refers to the Sporting Facilities Reserve (formerly the Tennis Court Reserve). A further report will be presented by the Chief Financial Officer on the background and use of this reserve.

**Development of the Sponsorship Policy**

The sponsorship policy arose when Council considered a request for sponsorship for the 2000 PGA Seniors Championship at the Ordinary Meeting of 23 October 2000. As no funds had been voted for this sponsorship in the 2000/1 budget this report recommended that in kind sponsorship be offered only. Council, in considering the request, resolved to vote \$3,500 from voted works shared evenly between the three wards.

Council further resolved that if the 2000 Australian PGA Senior Championship were successful and secured to be held in Penrith until 2004, Council invite a submission from PGA for sponsorship to be considered against competing priorities in the preparation of Council’s Management Plan.

This was dealt with by including a Project Evaluation bid for \$20,000 to establish a fund to support the PGA Seniors Championship, and other major events with potential economic benefits for Penrith Valley, in the development of the 2001/2 budget.

The supporting documentation for this Project Evaluation noted that requests for support of major events nearly always occur outside the normal budget preparation cycle. The existence of such a fund would allow a more planned approach to dealing with such sponsorships and provide a source of funding for worthwhile events which arise after the start of the budget year. The bid, however, was not successful.

In considering the report on the PGA Seniors Championship, Council also resolved that a policy for the provision of promotional support to professional and amateur sporting events in Penrith Valley be developed.

At the Ordinary Meeting of 12 March, Councillor Paluzzano requested a report on the level of acknowledgement that Council expects from organisers of events which Council has sponsored or assisted in other ways.

These requests were considered together at the Council meeting of 23 April 2001 when Council adopted the Sponsorship Policy. A copy of this policy is attached.

The scope of the policy was limited in its application to sporting, cultural and special interest events with a capacity to attract visitors to Penrith Valley and build the profile of Penrith Valley outside the City. In terms of the Management Plan it applies to events where Council's support is a critical action (*Secure and promote major events and celebrations*) leading to the four year outcome "*Penrith is recognised widely as an innovative, vibrant and attractive City with an identity distinguishing it from other parts of Sydney*".

The report which Council considered when it adopted the major events sponsorship policy in April 2001 noted that as the Project Evaluation to establish an ongoing fund had not been successful, the existing system of considering sponsorship requests for such events on an ad hoc basis would continue. The policy did, however, tighten the procedures for administering these sponsorships. The policy provided that

1. The organisation's written business plan setting out how the group will manage the event and how the Council funds would be spent (which had always been required) be included as an attachment to any report to Council requesting sponsorship assistance;
2. A standard letter setting out guidelines for the acknowledgement of Council's contribution to the event, with instructions on the use of the Council crest and the Penrith Valley logo consistent with Council policy, be developed and accepted in writing by the event organisers before any funds are released;
3. Copies of any text of graphics be submitted to Council before any funds are allocated.

### **Application of Major Events Sponsorship Policy**

Since the policy was adopted in April there have only been two applications of the policy. These are the Nepean District Tennis Club celebrations, considered at the Ordinary Meeting on 8 October, and the PGA Seniors Championship, which will be considered at the Ordinary Meeting on 22 October.

As there are no funds allocated for this program, reports will continue to be submitted to Council on each occasion when the sponsorship policy for major events is applicable.

### **RECOMMENDATION**

That:

1. The report on the application of the sponsorship policy for city marketing events be received and the current policy on the sponsorship of city marketing events adopted on 23 April 2001 noted;
2. The application of the major events sponsorship policy be reported to Council as a routine component of any reports to Council requesting financial support under the major events sponsorship policy.



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## **The City in Its Region**

### **2      Entreprise Zones**

**1133/1 pt6**

**Compiled by:**           **Peter Coyte, Local Economic Development Program Manager**

**Authorised by:**       **Bruce McDonald, Director - City Strategy**

**Management Plan 4 Year Outcome (Page 5):**    *Penrith is recognised widely as an innovative vibrant and attractive City with an identify distinguishing it from other parts of Sydney.*

**01/02 Critical Action:**   *Participate in activities of appropriate regional organisations.*

### **Introduction**

The Local Government and Shires Association (LGSA) has issued a discussion paper promoting the establishment of Enterprise Zones as a means of creating jobs and prosperity in Regional and Rural Australia.

Council has received a request from the LGSA seeking support for this proposal by way of lobbying Local State and Federal members and issuing press releases seeking support for the establishment of a taskforce to conduct a comprehensive study on the applicability of Enterprise Zones “as a response to arrest economic decline in regional areas”.

A series of questions and answers on Enterprise Zones and suggested draft letters and media releases have also been received from the LGSA and copies are attached.

### **Background**

The proposal from the LGSA is aimed at attracting investment back into rural and regional areas in an endeavour to improve social and community stability in those areas.

Enterprise Zones have been used in the European Union and the United States of America for the last 20 years to address economic and social disadvantage in particular geographic areas. As with the proposed Enterprise Zones in Australia, the overseas zones are geographically based, comprising one or more local government areas. In many of the US examples an enterprise zone can be an area within a City to encourage investment into those areas. In such cases, the City or regional government involved usually owns the freehold involved and also provides favourable purchase or settlement terms on the freehold.

Overseas Enterprise Zones assist poorly performing regions capture investment through provision of a range of incentives, which can include:

- Reasonable/low cost employment lands;
- Favourable settlement conditions on land purchases;
- Low interest loan assistance on land purchases;
- Low interest loan assistance for plant, working capital and set up costs;
- Relief from a range of federal, state and local government taxes;

- Reduced utilities costs;
- Assistance with training local workforce;
- Assistance with locating/hiring local workforce, often with an employment agency on site;
- Links with tertiary education establishments and in some cases vocational training in high schools; and
- In-house development control through an Enterprise Zone Development Agency.

Those overseas enterprise zones have a sunset, which is generally about 15 years. Many of the overseas models, particularly in the United States, have established as specialised areas such as:

- San Jose (Silicon Valley) Information Technology
- Palmdale (Los Angeles) Aerospace
- Route 13 (3 counties Illinois) Plastics

Whilst the US model operates on open-ended incentives to the private sector, the EU model is project based with local government developing projects that merit funding and the EU takes on an essentially development-banking role or related aid-grant role.

An interesting feature of the US model is that although State and Federal incentives are involved, the incentives are administered by local government, following the preparation of a development strategy, which includes the enterprise zone incentives.

### **Current Situation**

As mentioned above, it is proposed that Enterprise Zones would be established to assist under-performing regional/rural regions to attract investment. A broad outline of the proposal is as follows:

#### **Eligibility Criteria**

A region that seeks eligibility as an enterprise zone would be measured against certain criteria, which would include:

- Unemployment rate;
- Poverty rates, household income;
- Out-migration, ageing, job-loss;
- Housing vacancy rates;
- Property values;
- Gross Regional Product;
- Growth prospects
- Educational qualifications

## **The Program**

The scope and definition of the program has not been articulated in the discussion paper other than to provide the following parameters:

- It is proposed that the Australian program should be Commonwealth financed but conceived and delivered within the benefiting regions;
- An Australian Enterprise Zone program should follow both the US and EU precedents and require preparation of regional development plans;
- Investment incentives in enterprise zones should be guaranteed to remain in place for at least 10 years but preferably 15;
- There should be incentives to business investment and employment creation, particularly for disadvantaged workers. The merits of providing these as tax incentives available only in enterprise zones should be considered as an alternative to budgetary expenditure;
- Financial intermediaries should be required to report their investments by regions and receive incentives (and perhaps regulation) to direct investment towards the support of enterprise zones;
- Scope should be allowed for local variation in incentive packages;
- Wage subsidies should be a permissible form of expenditure in enterprise zones;
- There should be priority for increased infrastructure projects in enterprise zones;
- The development of community colleges and similar educational, research and technology diffusion institutions should form part of the development plan; and
- The enterprise zone should be monitored under Commonwealth Government guidelines.

## **Current Programs**

Whilst not a definitive list, some of the programs available to assist regions build their economy are provided below.

The Federal Government Job Creation programs are delivered predominantly through the Department of Employment Workplace Relations and Small Business, with a wide range of funding opportunities. These programs are administered with advice from Area Consultative Committees such as GROW Employment Inc, which advises the Minister on employment issues in the Sydney Region. Those programs include:

- Regional Assistance Program which provides funding for projects that have a job creation focus. Penrith has received some \$1,800,000 in funding under this program;
- Small Business Programs that assist Small Business with management advice and assistance in the establishment of small business incubators. The Penrith Valley Business Enterprise Centre (BEC) has received funding for assistance delivered to small business. Also, the Able Street Incubator received its initial funding under

this program. Council, in partnership with the BEC has applied for funding to extend the existing Home Based Business Network Pilot , which has proven both popular and successful; and

- Indigenous Small Business Programs that assist employment generating small business to establish. Council is seeking funding under this program to establish and Indigenous Business Network.

Also, the Department of Tourism, Sport and Recreation administer the Regional Tourism Programme, which provides funding for tourism development in regional areas.

The State Government, through the Department of State and Regional Development also has a range of incentive programmes that are designed to assist regions win business from other states (and in some cases retain industry from moving). These programs include assistance with relocation costs, including freight of machinery, and on a case by case basis can also include incentives such as payroll and other tax assistance. Penrith has occasionally been successful in accessing these programs to help attract business to the City.

### **Recent Initiatives**

#### Greater Western Sydney Economic Development Board

The Greater Western Sydney Economic Development Board (GWSEDB) has put forward a proposal for the alternative use of lands at Badgerys Creek, owned by the Federal Government that were purchased as the site for Sydney's Second Airport. With an increasing acceptance that an airport on the Badgerys Creek site is inappropriate, the GWSEDB has proposed the establishment of an Enterprise Zone as an alternative use.

The proposed Enterprise Zone would act as a centrepiece to a Technology and Learning Corridor extending from the proposed Moorebank Technology Park, through the Badgerys Creek site, picking up the SEPP 59 lands and Erskine Park Employment Area as well as the various campuses of UWS and ending with the Norwest Business Park and nearby industrial areas in Baulkham Hills Shire Council.

There is a less palatable side to the GWSEDB proposal, as it also proposes residential development on the rural lands between Penrith and Liverpool, which is in effect a resurrection of the "South Creek Corridor" proposal. It also proposes a rail line linking the Great Western Line at Kingswood and the Main Southern Line at Glenfield.

#### Federal Government – Sustainable Regions

The Federal Government recently announced a Sustainable Regions program to help struggling regions with the impact of major social, economic or environmental change. The program, which is available to regions including "*urban fringe areas and those outside capital cities*", will provide funding in stages to develop forward plans and implement viable development options. It will include:

- Minor local infrastructure
- Skills building
- Encouraging small business and local enterprises
- Social development
- Environmental issues

The program will be delivered by a local advisory committee with four representatives, one from the Area Consultative Committee (GROW Employment) and three locally based

members. In the first stage it will require the development of a regional strategy. The intention is to provide a whole of government approach with reference to State and Federal Agencies to ensure a broader more integrated consideration of the issues

The Minister for Transport and Regional Services, the Hon John Anderson, is responsible for the delivery of this program. He recently announced that Campbelltown had been approved as the first region to receive assistance under this package to commence development of forward plans and future development options.

Rather than invent another solution to regional decline, it would seem that perhaps the Strengthening Regions program could be broadened to include the notion of Enterprise Zones as one of the possible solutions/parts of an overall regional plan.

### **Conclusion**

There is currently a broad range of programs that are available to regions to assist them in rebuilding their economies. The recently announced Strengthening Regions initiative seems to be an attempt to bring all of those opportunities together in a local cohesive response.

Those programs are generally available to any area and Penrith City Council has been successful in obtaining funds from many of them. However, there have been occasions, particularly with the Tourism Development Program, where Penrith has been declined assistance, as it did not fit the definition of "Regional".

The establishment of Enterprise Zones has been successful overseas and in recognising the problems of rural Australia the proposal put forward by the LGSA should carry Council's broad support. However, the project should not be restricted to rural regions and whilst the document also speaks of "Regional Australia" there is a concern that the application of the criteria would see the scheme express itself as a rural rather than rural and regional scheme by excluding regions within or at the edges of major cities.

Whilst recognising that the Enterprise Zones proposal seeks to provide a response to arresting the economic decline of regional areas, it could have equal application to fringe metropolitan areas. Councils own Strategic Plan highlights the problems of the local workforce needing to travel long distances each day to employment and the impact this has on:

- Our already stressed environment; and
- People's ability to pursue their own interests and to contribute to the community.

To gain approval from the government for the proposal, it will require support across all regions of Australia, which will include metropolitan fringe areas. The proposal suggests eligibility criteria will be applied, and no doubt there are areas on the fringe of metropolitan areas that could meet the proposed criteria and as such would also qualify. There are also regions that might not meet strict criteria based upon measures such as unemployment, low gross regional product and housing vacancies. However, they may have a different range of issues such as the outward migration of workforce each day and environmental and social issues that places them at similar risk. Accordingly, as with overseas models, Enterprise Zones need to be able to address a full range of economic, social and environmental issues.

The Strengthening Regions proposal appears to overcome many of the reservations that metropolitan fringe areas might have about supporting the Enterprise Zone proposal. As stated above it would seem appropriate to first investigate the possibility of broadening that proposal to include Enterprise Zones.

Therefore it is considered that Council should suggest to the LGSA that whilst it broadly endorses the proposal, there needs to be a clearer expression that it will address economic problems across all regions.

**RECOMMENDATION**

That:

1. The report concerning Enterprise Zones be received.
2. Council advise the Local Government and Shires Association that it broadly supports the proposal to establish an independent task force to conduct a comprehensive study on the applicability of Enterprise Zones “as a response to arrest economic decline in regional areas”, but that the terms of reference for that task force should clearly articulate that regional areas also includes metropolitan fringe areas.
3. The Task Force should investigate the possibility of the broadening of the Strengthening Regions program to include Enterprise Zones.
4. Criteria be reviewed to reflect targeted conditions in regional areas.



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**The City in Its Environment**

**3 Urban Development Study Tour**

**4105/3**

**Compiled by: Roger Nethercote, Environmental Planning Manager**

**Authorised by: Bruce McDonald, Director - City Services**

**Management Plan 4 Year Outcome (Page 22):** *New release areas deliver quality urban environments.*

**01/02 Critical Action:** *Plan new release areas to achieve quality urban environments.*

**Introduction**

Council over the last year has considered a number of reports dealing with the management of urban growth within our City and in particular the need for Council to embrace best practice in our planning for the various release areas which we are responsible for managing.

Council at its meeting of 19 March 2001 resolved to send a delegation comprising Councillors Davies, Fowler and Evans to the USA to view contemporary examples of best practice urban development. That tour was also attended by the Director ~ City Strategy and the Environmental Planning Manager and was undertaken in June this year.

The purpose of this report is to provide an overview of the tour and to highlight to Council the key elements which we have drawn of relevance to our urban planning agenda.

**Background**

It has been recognised that the planning challenge before Council over the next 4-5 years will result in a range of new urban places and communities emerging which have the potential to shape the future face of our City. We need to ready ourselves to respond to that and to ensure that we are able, through continual improvement and the advancement of best practice to deliver quality urban outcomes and successful prosperous communities. The role of Council in leading the development and housing industries to these outcomes will be critical.

In recognition of these issues, following consideration at Council's meeting of 4 September 2000, Council resolved to send the Director ~ City Planning and the Environmental Planning Manager on a preliminary overseas urban development study tour with the intention of the findings of that tour being reported to Council prior to consideration of a Council delegation visiting overseas examples of best practice urban developments.

A preliminary tour by the Director ~ City Planning and the Environmental Planning Manager occurred in November last year, the key findings from which were presented to a Councillor Workshop held on 26 February 2001.

Based on this experience, the view was taken that there would be value in Council sending a Councillor delegation to the USA to visit first hand the best examples we were able to identify.

**Overview of Urban Development Study Tour 2001**

The Study Tour to the USA was undertaken over 17 days in June 2001 and took in a range of destinations in California, Oregon and Florida. Particularly, the urban developments we visited and discussed with a range of stakeholders were focused on new residential and

employment estates in and around the major cities of Los Angeles, San Francisco, Portland, Orlando and Miami.

The following objective was adopted for the purposes of the urban development study tour:

*To critically examine examples of urban development in USA which might inform the planning of Penrith Valley, and in particular to study examples of innovative, contemporary housing and employment development which:*

- *Is allied to CBD's comparable to Penrith CBD (North Penrith & Carpenter Site / Panthers Precinct);*
- *Integrates with university / education / technology focused precincts (Signals / Caddens / UIP area);*
- *Incorporates housing estates focused on lakes / recreation precincts (Penrith Lakes / Lakes Environs);*
- *Displays innovative mixed use developments (Glenmore Park / Signals site / North Penrith);*
- *Includes best practice environmental sustainability;*
- *Demonstrates effective systems to deliver the urban product – infrastructure financing and development and its ongoing management;*
- *Leads to establishing contacts at various levels that will continue to inform us.*

*This examination will identify aspects of contemporary urban development practice which could be applied in the Penrith context and also that which is to be avoided.*

The itinerary took in the following:

1. California

- Ladera Ranch, Rancho Santa Margarita planned communities in Orange County
- Spectrum Business Park and Entertainment Centre in Irvine, Orange County
- Woodbridge planned community, Irvine, Orange County
- Santa Ana, Orange County
- Discovery Bay and Gale Ranch planned communities, Contra Costa County
- University of California, Berkeley Campus
- The cities of Pittsburg, Lafayette and Martinez, Contra Costa County
- Bishop Ranch Business Park, San Ramon, Contra Costa County
- Redwood City, San Mateo County

2. Oregon

- City of Portland CBD
- City of Gresham Town Centre
- Tualatin Waters Town Centre
- Fairview Village and Orenco Station planned communities, City of Portland

3. Florida

- City of Orlando CBD
- Celebration planned community, Oesciola County
- Abacoa planned community, City of Jupiter
- West Palm Beach Town Centre

These locations were identified largely through our research which drew on commentary from planning and architectural professionals engaged in urban development processes, representatives of the development industry, and our own research based on internet sites,

publications and the information gained from a number of US based development and planning institutions.

In addition to visiting these sites, we actively sought to discuss the elements which formed our objective for the tour with a variety of stakeholders. That included meetings with local government representatives at both city and county levels, the developer groups involved and planning and architectural consultants knowledgeable in the field who are engaged in delivering new urban developments.

This proved to be of great value and provided significant insights into the way in which developments are initiated, how the quite different statutory processes at work are utilised to deliver those new developments, and the perspective of the government and agencies involved in managing the process. Interestingly, there were some different motivations in talking with a range of developer groups who in many instances were prepared to invest significant capital early in the development process in order to gain higher market share and produce urban communities of exceptional quality and presentation.

Many of the sites visited were the same as those looked at during the November 2000 tour. However, the opportunity was taken to broaden our understanding by taking in examples of innovative employment development including CBD's and business parks which could be applicable to locations in Penrith.

We witnessed many best practice principles that have been previously recorded from the November 2000 USA tour and included in earlier reports to Council. These are incorporated in the attachments to this report for the further information of Councillors.

### **Planning Opportunities**

Our expectations for the future of Penrith build on the City's identity which is distinguished by its natural setting, countryside and historical landscapes. This has forged a strong sense of place notwithstanding that our City has grown dramatically in recent decades to become a large and vibrant urban community.

It is notable that our City has developed a vigorous culture receptive to change and tolerant of new ideas, one which has benefited from the urban growth of the past. Correctly, it has made us forward looking. The result is a City where a harmony of urban and rural qualities give the City a relaxed yet cosmopolitan lifestyle as captured in Council's Vision Statement.

These are indeed the essential ingredients of Council's vision and are crucial to maintain in the future planning of the new communities which will establish in our City in the next phase of its development.

With this in mind, the approach which we have considered to be the most relevant way of considering the tour findings is to examine the opportunities that have emerged from our overseas experiences that we might bring to planning and establishing new urban areas in the City. That response aims to achieve more sustainable communities which focus on positive social, economic and environmental outcomes. Although ecological sustainable development is only one aspect of achieving Council's vision of a prosperous region where urban and rural qualities are in balance, it is a paramount consideration for new development.

Importantly is the recognition that we should not just take away the physical examples which may, although successful in the US, are not architecturally or culturally relevant to our City or region. What we have considered to be a more beneficial response is to look for the good principles and how we can use that thinking to get better outcomes.

That approach leads us to identify some of the key “drivers” which we saw at work in shaping new urban developments in the US. Those were:

- A growing national psyche to escape the urban environmental pressures emerging in the older established areas around major centres. That substantially drew on the cultural differences in the community and the shifts in population base.
- A mood to form secure community enclaves which attempt to have little to do with the outside world. One example of this is the notion of “gated” communities.
- A willingness to accept a denser form of living in the interests of providing significant housing choice and proximity to retail and other services.
- A move to assimilate employment and living opportunities where businesses and other job creators closely integrate with new residential environments.
- Bold commercial initiatives where imaginative town centres are emerging as the focal point of new planned urban communities, where services and facilities emerge very early in the development process and a lively social and community experience occurs.
- Use of familiar architectural idioms – modernly expressed.
- Use of public transport systems and transit nodes as both journey to work origins and location of employment parks.

Not all of these drivers, however, are relevant to the Australian circumstance. Some are not widely employed here, but others are becoming increasingly common.

To best identify how these issues were demonstrated in features which we picked up from the US examples could be applicable to Penrith, we have drawn from Council’s strategic plan the key elements which underpin Council’s vision and the related strategic goals critical to those elements. These are summarised in the table appended to this report.

In thinking about those features and opportunities, the points of difference which in our view made for a successful urban development might be distilled as:

- A single developer
- Tolerance to housing density
- Tolerance to mixtures of
  - living
  - working
  - shopping
  - household make-up
  - house types
- Connection to public transit systems
- Industry response to housing choice
- Desire to build a quality urban environment from the outset
- Public and private infrastructure financing – innovative mechanisms (statutory) of raising development capital, eg infrastructure bonds
- The value of a Regional Plan that clearly enunciates regional structure and growth management imperatives, infrastructure delivery mechanisms priorities/responsibilities and key drivers for a sustainable region.

### **The Way Forward**

Having the invaluable experience of understanding the extent of advances being made in other countries, particularly USA, it would be reasonable to note that whilst a number of estates, both residential and employment, displayed innovative planning principles, a critical appraisal would suggest that not all could be hailed as leading edge.

That has also compelled us to focus on the principles behind what has led to good urban outcomes and to consider the opportunities which can be transported from relevant features

of those developments given the cultural and aesthetic differentiation between our area and the US.

Council planning staff have also taken the opportunity recently to visit a number of Australian examples hailed as leading edge urban developments in and around Perth, Adelaide and Brisbane. A number of those developments, particularly in Brisbane in which both the Lend Lease and Lensworth groups have been involved, would in our view bear further examination by Councillors. Council may wish to consider the benefits to be gained in a delegation of Councillors directly comparing the US example with say the leading Queensland planned communities which tend to have a closer architectural and community connection to the Penrith circumstances.

Obviously, it is critical that we are able to communicate the principles and the key elements which we have gleaned from our overseas experiences that are specific to our urban release areas and other applications in Penrith with the development groups advancing proposals for those sites. We are now developing individual site responses to the strategic goals and features outlined in the table which we will use as a blueprint for ongoing negotiations with those developer groups. That will be of particular relevance in the masterplanning phases once the statutory planning has been advanced.

Allied to this is the recognition that we need to better understand the perceptions and aspirations of the people for whom we are undertaking this body of planning. It is timely for us to therefore research who it is we are planning for, what they want in the future from their community, their lifestyle choices and their views of what it is in the City that is successful and what is not. We have recently outlined to the Recreation and Open Space Working Party the means by which this body of strategic research could be injected into the Recreation and Cultural Needs Study and Strategy development. The Working Party has endorsed the approach put forward for this research to be undertaken.

There also exists an opportunity for us to act in a leadership role to the wider local government audience and the planning profession through discussions and development initiatives which again reflect the most relevant elements from our experiences. A key part of this opportunity will emerge when discussions commence in relation to the development of a regional plan following DUAP's new *Planfirst* initiatives, presumably next year. That debate would engage stakeholder such as WSROC, development industry and government agencies alike.

## **Conclusion**

There is a significant challenge before Council to ensure that the new urban communities which we are planning deliver quality urban outcomes and realise their potential to create outstanding places to live and work.

The overseas experience which we have now gained has been invaluable in recognising that many of the things we are already injecting into the planning process for these places is close to, if not, best practice. There are, as this report has highlighted, a range of principles which we have drawn from the US examples that can be incorporated within our planning responses which will take our practice further forward.

We have identified that to achieve the best outcomes, strong co-operative partnerships between Council, the development proponents and government agencies are imperative. Our observations are that we have a number of development industry groups prepared to consider new urban development approaches in our City who are prepared to think innovatively and who are receptive to new ideas which will distinguish their projects and make them attractive places to live and invest in.

That climate is conducive in our opinion for Council to now advance the initiatives which we have outlined in the interest of achieving best practice urban developments for Penrith.

**RECOMMENDATION**

That the information contained in the status report on the Urban Development Study Tour be received and noted.



**Planning Opportunities Emerging from Overseas Urban Study Tours**

Key Elements Underpinning Council's Vision	Critical Strategic Goals which are in place	Features / Opportunities which can be taken
<p><b>Physical Context and Setting</b></p> <ul style="list-style-type: none"> <li>• A city distinguished by its natural setting</li> <li>• A product of its historic rural past</li> <li>• Natural growth of long established towns</li> <li>• Growth of villages into larger neighbourhoods</li> <li>• Strong identity and sense of place retained</li> <li>• Vibrant urban community and cosmopolitan lifestyle</li> <li>• Defining a productive and sustainable future for the city's rural land</li> <li>• Arresting impacts on an already stressed and depleted natural environment</li> </ul>	<ul style="list-style-type: none"> <li>• Penrith Lakes makes a significant contribution to the image, economy, environment and recreation opportunities of the city and region</li> <li>• To limit the extent of residential growth</li> <li>• Provide quality living and working environments</li> <li>• The city's rural lands are conserved as a fundamental and valued element of the city's identity and character</li> <li>• Preserve the value of the city's heritage</li> </ul>	<ul style="list-style-type: none"> <li>• The purpose and role of the city's rural areas are clearly defined and understood by the community, and there are appropriate statutory mechanisms in place to secure them. Government understands and accepts the value of the rural areas for agriculture</li> <li>• To ensure through the <i>PlanFirst</i> regional plan exercise that the concept of growth management and the retention of rural land are fundamental elements to be achieved for a sustainable region. Plans need to clearly express defined growth corridors, principal transportation and other infrastructure provision and the future structure and limits to urban growth in the region</li> <li>• Street patterns and urban structures be developed which add vitality to neighbourhood activity by:             <ul style="list-style-type: none"> <li>– active street frontages, particularly close to local (town) centres;</li> <li>– promote live/work opportunities;</li> <li>– consider rear lane opportunities to better manage carparking</li> <li>– provide denser housing around local (town) centres and in shop-top opportunities;</li> <li>– build local (town) centres as community hubs with street side activities, outdoor dining etc;</li> <li>– locate residential neighbourhoods within 500m of local centres or other community facility.</li> </ul> </li> <li>• Optimise choice and diversity in housing types and ensure we are catering for a broad range of housing markets, ie provide a strong mix of housing types from apartments of varying sizes including bedsits to two storey row houses, villas, dual and other multiple occupancies, semi-detached, live/work and detached. The need for a more thoroughly researched basis for future housing provision has been identified</li> <li>• Promote adaptable house designs to optimise flexibility for future users and changing household needs</li> <li>• The appropriate inclusion of water features and encourage recreational use of major water spaces, eg, Penrith Lakes. Ensure masterplanning provides direct vistas and links between key collector roads, housing form and water. Provide public interface/interaction with water</li> <li>• To strive for quality urban design outcomes and robust, minimum maintenance</li> </ul>

<p>materials and inclusions</p> <ul style="list-style-type: none"> <li>• Emphasis be given to landscaping in the public domain. Encourage “accent” planting to key sites. “Landmark”, major entry points. Insist on use of advanced treestock.</li> <li>• Promote contextual architecture and housing styles which reflect an Australian idiom and of a form suited to the Penrith environment</li> <li>• Press for change to the liquor licensing laws to permit café/bar opportunities</li> </ul>		
<ul style="list-style-type: none"> <li>• To seek capture of rainwater for re-use in domestic applications – water sensitive designs</li> <li>• Continue to explore the suitability of re-use of treated effluent in lieu of reticulated systems</li> <li>• Examine whether or not on-site effluent package treatment plants are a more appropriate outcome than reticulation to Sydney Water STP’s</li> <li>• Investigate an established biodiversity conservation areas and other natural systems which need to be earmarked for conservation and treated in special ways (zonings etc)</li> <li>• Promote flora and fauna corridor linkages and green belts as buffers to existing urban environments and major transport routes.</li> <li>• Inject appropriate urban design outcomes which promote active streetscapes, greater community safety and attractive public areas</li> <li>• Continue to promote energy efficient housing</li> <li>• Integrate employment and business development with living areas</li> <li>• Ensure a responsible approach is taken with the community integration and administration of liquor outlets</li> <li>• Partner with existing community structures during early community formation</li> <li>• Establish urban structures which add to neighbourhood, social and working experiences</li> <li>• Ensure new community links are drawn with established communities and look at the advantages and disadvantages of neighbourhood management models to achieve that outcome</li> <li>• Obtain social infrastructure before the need emerges, eg shopping centres, neighbourhood centres, parks and playgrounds</li> <li>• Identify and exploit the features which will promote employment</li> <li>• Integrate “profile raising” of urban opportunities in the planning for individual sites</li> </ul>	<ul style="list-style-type: none"> <li>• Securing an ecologically sustainable environment</li> <li>• Provide quality living and working environments</li> <li>• Ensuring the social well-being of individuals and communities in the city</li> <li>• Sustainable business growth</li> <li>• Supply of jobs matches both demand and skills of the city’s workforce</li> </ul>	<p><b>Sustainable Outcomes</b></p> <ul style="list-style-type: none"> <li>• An ecologically sustainable city adding to the quality of life of its residents</li> <li>• Skillful management of the city’s built environment to make it safe, productive and satisfying for those who live, work and invest in it</li> <li>• Redressing differences in social advantage, with emphasis on longer established localities</li> <li>• Removing barriers to access to social services</li> <li>• Vigorously promote the economy and lifestyle advantages of the city</li> <li>• Encourage and facilitate strong and sustainable local economic development</li> </ul>

<p><b>Infrastructure Provision</b></p> <ul style="list-style-type: none"> <li>• Supplying and obtaining infrastructure able to support the city's economic, social and environmental ambitions</li> </ul>	<ul style="list-style-type: none"> <li>• Ensuring sufficient quality infrastructure assets to meet the needs of the community</li> <li>• To achieve an accessible public transport network and increase the provision and use of public transport services</li> <li>• Secure improved regional and local transport links</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure certainty in the systems of delivery of infrastructure, particularly with the trend to developer agreements</li> <li>• Negotiations for infrastructure delivery should be up-front before rezonings are undertaken</li> <li>• Further exploration of "user pays" opportunities such as neighbourhood associations and other private means of infrastructure maintenance to be pursued</li> <li>• Pursue the "single developer" opportunity where the land subdivider establishes building product so that we have better control over urban outcomes, estate marketing and the quality of the finished product</li> <li>• Ensure regional and local road links to sites are adequate. Determine and agree on cost and responsibilities of required upgrading. Address the implications of not upgrading them</li> <li>• Pursue the provision of innovative technology with the delivery of new infrastructure, eg, optic fibre cabling in new urban estates, establishment of new intranet systems etc</li> <li>• Promote public transit connections and systems</li> <li>• Plan for the early provision of infrastructure before the need fully emerges</li> <li>• Ensure public outcomes, developer entitlements and obligations are established prior to any issue of planning permission</li> <li>• Ensure facilities and infrastructure are carefully finished off once construction starts</li> <li>• Ensure a high degree of certainty is available upfront to house buyers on the estates form and character and the nature/timing of facilities provision</li> </ul>
<p><b>Planning and Implementation Systems</b></p> <ul style="list-style-type: none"> <li>• Wide consultation and partnerships pursuing shared goals</li> <li>• A focus on intellect, enterprise and resources to ensure success in an increasingly competitive world</li> </ul>	<ul style="list-style-type: none"> <li>• New release areas deliver quality urban environments</li> <li>• Council's economic, environmental and social objectives are reflected in plans for new urban areas</li> <li>• Provide the right procedures and systems to secure Council's program</li> </ul>	<ul style="list-style-type: none"> <li>• Draw in a broad range of stakeholder interests during planning processes before final plans are cemented</li> <li>• Establish structures for the ongoing planning and consideration of the implementation of plan outcomes (eg, infrastructure co-ordination management, people and place working parties etc.)</li> <li>• Pursue the co-location and integration of employment opportunities in new urban areas</li> <li>• Establish an employment focus on transit systems</li> </ul>

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The City as a Social Place

4 Pictorial History of Penrith & District

1202/10

Compiled by: Joan Suckling, Collection Services Librarian

Authorised by: Graeme Pattingale, Information Manager

**Management Plan 4 Year Outcome (Page 46):** *The City's cultural profile has been raised.*

**01/02 Critical Action:** *Provide and enhance Public Library services.*

Catherine Warne, publisher of Kingsclear Books has contacted the Library with a book proposal for a pictorial history of Penrith and district. Kingsclear Books is a Sydney based publisher, specialising in pictorial histories of Sydney suburbs. The publisher has been operating for nineteen years and has recently published *Blacktown & District: Pictorial History*, with the full support and satisfaction of Blacktown City Council. A Hawkesbury book is also being written and a Blue Mountains version was published in 1994.

Ms Warne has indicated that the Library's Photographic Collection would be the main source of historic photographs for the book. In all, there would be close to 160 photographs reproduced in the book, which would span 200 years of Penrith's history to the end of 2000. The book is proposed to be available for purchase some time in 2002. The Library believes this is a worthy project to support, which will fill a gap in the City's history.

The Library proposes to support Ms Warne, charging a minimal cost for reproduction of the Library's photographs in return for a reduced purchase price on the books for Council. The profits from the sale of these books would go into the Dharug & Dungaree reserve for future use. The Library also expects an increase in the number of orders for photographs from the public and businesses in the City.

**RECOMMENDATION**

That the support by the Library of the publication of a Pictorial History of Penrith and district by Kingsclear Books be approved.



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**The City as a Social Place**

**5 Transcription of Old Council Rate & Valuation Books**

**1202/10**

**Compiled by: Joan Suckling, Collection Services Librarian**

**Authorised by: Graeme Pattingale, Information Manager**

**Management Plan 4 Year Outcome (Page 46):** *The City's cultural profile has been raised.*

**01/02 Critical Action:** *Provide and enhance Public Library services.*

In 1997, the Nepean Family History Society received permission from Council's Administrative Services Manager to access the old Council Rate & Valuation Books in order to transcribe them and record that information in a computer-based format. The project expects to transcribe all books from the Castlereagh, Penrith, St Marys and Nepean Shire councils before they amalgamated in 1949. At this stage privacy issues prevent the Society from transcribing and making available data less than 70 years old.

The Society has requested the loan of a personal computer to carry out the transcription of the books from 1871 to 1931. The database to be used has been designed and set up as a special design project by students from the University of Western Sydney.

The project is now ready for data entry onto a suitable computer. An obsolete, but suitably configured PC is available that is adequate for the task. It would be located in the Local Studies/Research Room where the manual conversion would be carried out under the supervision of the Research Services Librarian. Nepean Family History Society and Work for the Dole participants have been involved in this project, which has been ongoing since January 2000.

As the transcriptions are completed for each council area, the data will be put onto the database and made available to the public. The Society, with Council's approval, seeks to publish the information on a CD-ROM. The Library plans to make the data available via the Council's website.

**RECOMMENDATION**

That:

1. The transcription of the Council Rate & Valuation Books be approved.
2. The publishing of the information on CD-ROM by the Nepean Family History Society be approved.
3. Council make available a PC to be dedicated to the Nepean Family History Society for the project.



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**The City as a Social Place**

**6 Glenmore Park Youth and Community Centre**

**4122/50 Pt4**

**Compiled by: Judy Cobb, Community Development Resource Officer**

**Authorised by: Carol Joyce, Acting Director - City Planning**

<p><b>Management Plan 4 Year Outcome (Page 48):</b> <i>Social Services and facilities are established and operating to meet community needs.</i></p> <p><b>01/02 Critical Action:</b> <i>Provide well-managed and optimally-used Council-owned facilities, to support local communities.</i></p>
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**Purpose**

This report provides an update on the development of the Glenmore Park Youth and Community Centre and seeks Council's endorsement of:

1. The proposed interim management arrangement for the Glenmore Park Youth and Community Centre.
2. The draft Policies and Procedures for the operation of the Glenmore Youth and Community Centre.

**Background**

The Glenmore Park Youth and Community Centre is a multipurpose community facility designed and built primarily to service the needs of young people in Glenmore Park as well as the general community.

The centre is currently being constructed by Lensworth Glenmore Park Ltd as a "Works in Kind" project in accordance with Section 94 of the Environmental Planning and Assessment Act. It is approximately 1,000 square metres in size and is the largest project of its type in the Penrith LGA. The architect for the facility was commissioned by the developer.

A Community Design Reference Group for the project was established by Council in November 1998. This group represented key users of the facility and provided significant input into the design details.

The major functional areas within the centre include 3 offices, 2 meeting rooms, a youth lounge, a craft room, a small rehearsal room, a large hall, and two kitchens. An external half basket court is located next to the youth lounge. There are two main entrances to the building. One is located near the community hall and the other opens directly into the youth lounge.

Three government funded service providers will be based in the facility. These services are:

- Glenmore Park Youth Service – funded by the Commonwealth Government (Department of Family and Community Services)
- Glenmore Park Family Liaison Service – funded by the Commonwealth Government (Department of Family and Community Services)

- Glenmore Park Youth Volunteer Training Program – funded by the State Government (Western Sydney Area Assistance Scheme).

The Youth Service and Family Liaison Service operate on a part-time basis. The Youth Volunteer Training Program, which will employ a full time worker for four years, will operate from this and other venues in the estate.

All of the services are managed by the Glenmore Park Projects Inc, an amalgamated group incorporating Glenmore Park Community Development Projects Inc and Glenmore Park Residents Action Group. Representatives of Glenmore Park Projects Inc participated in the Community Reference Design Group process.

### **Delays in Completing the Facility**

There have been considerable delays in the expected date of completion of this facility. Council carried out a preliminary inspection of the centre in late November 2000. This inspection identified a number of defects, which require rectification prior to Council's acceptance of the facility. In particular, a number of issues relating to the DA conditions and to disability access were identified.

Lensworth Glenmore Park Ltd notified Council in writing on 16<sup>th</sup> February 2001 that the facility would be completed for the final inspection in mid-March 2001. Lensworth also advised that the handover of ownership would occur in mid-April 2001.

Contact with Lensworth Glenmore Park Ltd became difficult at this time as their project manager resigned.

On May 16<sup>th</sup> 2001 a site meeting was held between Council, the developer and their architect to discuss the identified defects, in particular the disability access issues. Ongoing site meetings have continued to occur with the developer and their representatives to ensure that the major defects are rectified and the building is completed as soon as possible.

Further inspections were carried out by Council in mid-July 2001 and early August 2001. Though some of the defects identified during the earlier inspection were found to have been addressed, additional defects were also identified. A comprehensive list of the outstanding defects is detailed in Attachment 1.

Plans to address the identified disability access issues have now been developed. An agreement has also been reached regarding the resolution of many of the internal defects. Council is still awaiting a response from the developer with regards to external defects and other identified DA Consent issues.

Some organisations and agencies in Glenmore Park, particularly those involved in the Community Design Reference Group process, have expressed some frustration regarding the delay in completing the facility. Council Officers have had meetings with these organisations and agencies to discuss the issues. Council Officers have also undertaken to keep these groups informed of developments regarding the project.

### **Certifying Authority**

Council's Building Approvals and Environment Protection Manager has advised that the Glenmore Park Town Centre (which includes the Youth and Community Centre) is a privately certified project. Though Council is not the certifying authority for this project, a final inspection of the development will be conducted by Council to ensure that the development consent has been complied with.

## **Identified Management Issues**

The Glenmore Park Youth and Community Centre is the first of its kind in Penrith. It is unique not only because of its size and key location but also because of its dual function as a youth centre and a community centre.

The effective management of the centre, particularly in the early stages, is critical to the long term success of the facility. This report recommends that Council manage the Glenmore Park Youth and Community Centre for an interim period to adequately assess the operation of the facility before devolving management to an external group or organisation.

Council Officers have identified a number of issues that will significantly influence the early management of the centre and which will require extensive resourcing as well as advice, direction and management by Council staff.

These identified issues are detailed in Attachment 2. In summary they are:

### *Day to Day Operations*

The multi-purpose nature of the Glenmore Park Youth and Community Centre will make the implementation of effective management strategies a difficult and time consuming task. A number of complex issues will require considerable resourcing to effectively address. There is no close precedent to draw upon and some issues may only be resolved after negotiation.

### *Managing the Defects Period*

Council as the eventual owner of the building will need to be satisfied that all defects have been identified and resolved within the agreed twelve month defects period. The defect management process will be complicated. The resolution of defects will involve the co-ordination of a number of parties. Drawing an external managing body into this process will further complicate the management of the defects period.

### *Financial Management*

A Management Agreement which is mutually agreeable to both Council and the prospective managing body of the Youth and Community Centre is essential. This agreement will clarify issues such as agreed usage of surplus funds. Council must assess the financial capacity of the facility before entering into a Management Agreement. This information will be gathered in the early stages of operation.

### *Town Centre Plan of Management*

The Plan of Management for the Town Centre requires a partnership approach by the key stakeholders located in the Town Centre. Complex issues such as the shared use of car parking, the rights of young people to “hang out”, and the possibility of conflicting local events will need to be resolved. The managing body of the Youth and Community Centre will be required to participate in the resolution of these and other issues, while setting up and managing Council’s largest multi-purpose community facility.

## **Proposed Interim Management Arrangements**

Penrith Council is committed to promoting community management of its facilities. This is identified in the current Management Plan. However, Council is also ultimately responsible for the successful delivery of all of its facilities.

It is therefore recommended that Council manage the Glenmore Park Youth and Community Centre for an interim period before devolving management to an external group or organisation. This arrangement will allow Council the necessary time required to adequately assess the operation of the facility and resolve many of the issues identified in this report.

A management reference group of key stakeholders will be established to ensure community input into the management of the centre. This reference group will meet regularly to discuss issues such as the implementation and effectiveness of the policies, the general operation of the centre and any other issues that may arise. This group will be time limited and would assist in the smooth transition to management by an external group or organisation.

It is proposed that, once Council is confident that the facility is operating effectively and identified issues resolved, Council will establish an "Expressions of Interest" process and call for submissions from community organisations interested in managing the facility. A Management Agreement would then be negotiated with the successful applicant.

### **Consulting with Potential Users of the Facility**

Council Officers have sought feedback from a number of potential users of the Youth and Community Centre regarding the interim management proposal for this facility. A total of twelve (12) groups in Glenmore Park were consulted. Eleven of the 12 groups supported the proposal that council manage the youth and community centre for interim period.

One group expressed some concern about Council's management of the facility but indicated that they would support the establishment of a management reference group. The main concerns of this group include:

- Management issues could be better handled by an on-site management group
- Potential co-ordination problems could occur for groups wishing to book the youth centre and youth equipment/resources (e.g. The facility will be booked by council, the equipment / resources will be booked through Glenmore Park Projects Inc.)
- Council should be utilising the vast amount of community management experience in Glenmore Park.

These are all valid concerns that support Council's long term strategy of community based management and they are not in conflict with the proposed option of Council management for an initial short term period.

The community group that expressed some concern about Council's interim management proposal indicated that they would like to manage the facility themselves.

### **Policies and Procedures for the Facility**

A draft Policy and Procedures Manual for the Operation of the Glenmore Park Youth and Community Centre has been developed. (See Attachment 3). This comprehensive document was established in consultation with an advisory group of key stakeholders and community organisations in Glenmore Park.

The Policy and Procedure Manual sets out both broad operating principles for the management of the centre as well as more detailed policies and procedures. The implementation of these management strategies will ensure that a consistent and co-ordinated approach will be undertaken in managing the centre. They will also ensure that Council's legal obligations with respect to the operation of the facility are met. (For example, the NSW Environmental Planning and Assessment Act - Section 94).

### **Fitout Requirements for the Youth and Community Centre**

Once the ownership of the land and building have been accepted by Council a further four week period is usually required to carry out the fitout of the building. Some furniture has already been purchased for the facility. However, storage and insurance issues have prevented Council from purchasing further fitout items until Council has ownership of the facility.

It is Council's policy to allow the equivalent of 7 % of building construction costs for fitout. This amounts to approximately \$83,000 for the Glenmore Park Youth and Community Centre.

Fitout items are usually considered to be free standing items of furniture and office equipment such as a microwave, a television, a computer, desks, tables and chairs etc. Larger fixed items such as a stove, a fridge, a key system and an alarm system are provided during the construction stage.

However, in the case of the Glenmore Park Youth and Community Centre, a number of safety and security measures (usually allowed for in the construction budget) have not been provided in this Works in Kind Project. (e.g. Council's Grand Master Key System, key locks on windows, security bollards outside of the garage door etc.) As a result, these additional items will need to be supplied as part of the fitout.

The total cost of these additional fitout items is estimated to be approximately \$35,000 more than the \$83,000 currently allocated for this project. Additional funding to cover this shortfall will be considered during the pending review of the Glenmore Park Section 94 Plan.

### **Insurance, Security, Maintenance and Graffiti**

The Youth and Community Centre will be insured under Council's general Industrial Special Risks Policy. This cover is being organised and will apply prior to the handover of the facility to Council's ownership.

An alarm system has been installed in the centre. This system will be connected to Council's security network upon Council becoming owner of the facility. There may also be opportunities to develop additional security strategies with the owners/managers of other facilities within the Glenmore Park Town Centre.

The Operational Budget for the general maintenance of Council's facilities has been increased to allow for the maintenance and cleaning of the Youth and Community Centre. The services of a caretaker will also be provided to ensure the effective management of private functions.

Council's Building, Construction and Maintenance Department is presently developing a strategy with regards to graffiti management of the Youth and Community Centre.

Council's Risk Management Coordinator has advised that, in his opinion all major identified defects should be rectified prior to Council accepting ownership of the building.

### **Design and Technical Advice Manager's Comments**

The list of defects, detailed in Attachment 1, reflects the defects visible in July and August 2001. The list does not negate or remove the responsibility of the Certifier.

The defects as detailed in this report were forwarded to Lensworth Glenmore Park Pty Ltd on the 16<sup>th</sup> and 24<sup>th</sup> August 2001. Numerous telephone calls have been made to the developer

requesting written advice on the project status. A formal response has now been received from Lensworth Glenmore Park Pty Ltd regarding the internal defects, however no comments have been received regarding the external defects with the exception of the disability access issue (footpath crossfalls).

Ongoing site meetings have continued to occur with the developer and his representatives to ensure that the major defects are rectified to enable the complex to be completed as soon as possible. Plans to address the identified disability access issues have now been developed.

Agreement has been reached, with the developer, to have the concept design, to rectify the unacceptable pavement crossfalls outside the building, assessed by an independent Access Consultant. The proposal, together with the consultant's report has been submitted to Council for endorsement. This has been assessed and endorsed with a minor modification.

Work is progressing on the internal defects and meetings are occurring with the developer to resolve the disputed internal defects. Further meetings will occur when a response is received regarding the external defects. Regular weekly meetings have been scheduled with the developer to progress these matters.

The developer has obtained quotations for the external footpath modification (disability access) and anticipates that the works should be completed in approximately three weeks.

Once the ownership of the land and building has been accepted by Council the fitout of the building can commence. Negotiations are in hand with the developer to advance some components of the fitout prior to the handover.

### **Facilities Operations Manager's Comments**

The Neighbourhood Facilities team within the Facilities Operations Department will be responsible for the initial interim management of the Centre. The group has responsibility for direct management of 19 other centres and has the experience to manage this Centre. In the longer term, our Neighbourhood Facilities staff will provide the necessary support to the community based management.

Significant administrative activity will occur just prior to and just after the centre opens, and the support of this new centre cannot be made with existing Department resources. As a consequence of discussions with the Community Development Resource Officer, it is recommended that a co-ordinator be engaged for 21 hours each week for 13 weeks. The funds for this temporary position will come partly from existing Departmental salary savings and from hire income.

Once this initial period (13 weeks) concludes, the Department will be responsible for the on-going management and support of the facility, including bookings. Management of the Youth and Community Centre presents an exciting challenge to the new Department. The development of operating principles and policies at this Centre should provide a basis for the roll-out of similar documents across Council's other 31 neighbourhood facilities – both directly and community managed.

Also of particular interest will be the capacity of the Centre to generate income. It is recognised from the outset that the primary use of the Centre's bookable spaces will be by youth and community groups in terms of the operating principles. While I anticipate that the Centre will be extremely popular in the first few months of operation, use is less likely to be commercial functions.

The following Table provides an estimate of the operating budget for the Centre from 1 January to 30 June 2002. While it is expected that the Centre will break even in the short

term, this cannot be said with certainty. The first few months of operation will give a clearer picture of both expenditures and income.

**Draft Operating Budget 1 January to 30 June 2002  
Glenmore Park Youth and Community Centre**

***Estimated Expenditure***

Co-ordinator (13 weeks)	6,869
Caretaker – 25 functions at \$20/hr	2,000
Cleaning – 25 functions at \$100	2,500
Contract Cleaning – regular for whole Centre - \$250/week	6,500
Consumables	1,250
Electricity	1,500
Garbage	1,000
Minor repairs, breakages etc	2,000
Telephone (3 lines)	1,000
Security + Fire services	2,000
Water	1,300
Advertising, promotion etc	2,000
	<b>\$29919</b>

***Estimated Income***

Room hire fees – 25 functions at \$420	10,500
Community hire	6,000
Contribution to Co-ordinator Salary (FOM)	3,430
Contribution to Operational Expenses (BCMM)	11,000
	<b>\$30930</b>

***Net Operating Position*** **\$1011**

**Building Construction and Maintenance Manager's Comments**

Facility committees are normally responsible for the day to day operational expenses such as cleaning, consumables, electricity, telephone, caretaking and minor repairs.

If there is no Committee or the Committee have insufficient funds, then these expenses are normally funded from the Building Construction & Maintenance Department Budget until the Centre is financial.

The Building Construction & Maintenance department would not be able to fund this facility's operational expenses on an ongoing basis.

Major repairs and a refurbishment programme are funded from the BCM Budget.

**Building Approvals and Environment Protection Manager's Comments**

The Youth and Community Centre is part of the Glenmore Park Town Centre development that was approved by Council in May 1999. The development consent issued by Council involves staging the construction and occupation of various elements of the Town Centre in four stages, to which the Youth and Community Centre is stage 2 of the development.

A private certifier oversaw the construction of the Town Centre, including the youth and community centre building. It is the private certifier's role to ensure that the consent conditions have been complied with at the appropriate stages of the development, in particular when issuing the Construction Certificate and Occupation Certificate.

The development has now been built against the plans and details approved by that Construction Certificate. Inspection of the completed building by Council's officers suggests that conditions 4 and 7 of the consent were not complied with when the Construction Certificate was issued. (Condition 4 refers to compliance with the Building Code of Australia which, in turn, calls up the Australian Standards for access and facilities for persons with disabilities. Condition 7 requires that the construction and design be in accordance with Council's Engineering Works Development Control and Guidelines for Engineering Works for Subdivisions and Developments-Part 1 Design and Part 2 Construction.) As a result, the internal construction and the crossfall of the paved footpath outside the youth and community centre is not in accordance with these conditions. This raises concern over the ability for persons with disabilities to access the building and move within it.

The following table highlights the conditions still to be complied with before occupation of the building.

<b>Cond</b>	<b>Requirement of the condition</b>	<b>Actual non-compliance</b>
4	All building work must be carried out in accordance with the provisions of the Building Code of Australia.	Disability access issues
7	Any construction and design that is undertaken in respect of this project must be strictly in accordance with Penrith City Council's Engineering Works Development Control and Guidelines for Engineering Works for Subdivisions and Developments-Part 1 Design and Part 2 Construction.	Disability access issues
50	A management plan for the recycling of waste products from the building(s) and shopping precinct generated by traders and users of the centre is to be submitted prior to occupation of any stage of the development.	No plan or indication of how waste products will be managed has been submitted
51	Access for persons with disabilities shall be provided in accordance with the requirements of Part D3 of the Building Code of Australia and Council's Code for Access and Facilities for People with Disabilities.	Disability access issues
53	26 parking spaces are to be provided for the youth and community centre to Luttrell Street, paved, linemarked and adequately maintained. 4 parking spaces in the major carpark immediately adjacent to the youth and community centre are to be allocated and marked for centre staff parking.	All spaces provided however, the disabled space adjacent to the bollards is too narrow. Pedestrian/trolley area needs to be completed.

In relation to Conditions 4, 7, 51 and 53, the Design and Technical Advice Manager has engaged a consultant to provide specialist advice in relation to the appropriateness of the building's provisions for persons with a disability. This will ensure that Council is fully discharging its obligations as a property owner under the Disability Discrimination Act.

Council officers carried out a preliminary inspection in late November 2000 identifying a number of defects, specifically relating to disabled access. Nonetheless, the private certifier issued the final Occupation Certificate for the youth and community centre on 29 January 2001. None of the defects identified by Council were rectified. By issuing the Occupation Certificate, in our view the private certifier did not ensure that the conditions of the development consent commensurate with stage 2 of the development (as highlighted in the table above) were fully complied with. Given the above, we have written to the accreditation body to which the private certifier is accredited with, requesting for the matter to be examined.

The development consent also requires that a Plan of Management be developed for the Town Centre. The Plan of Management incorporates measures for the ongoing care, control and maintenance of both the public and private domain, and shall differentiate those lands and facilities, which will remain in private ownership. Council has approved a Plan of Management, although this is yet to be implemented by all parties in the Town Centre. We have requested Lensworth Glenmore Park to organise the first meeting of all parties, as required by the Plan. It is envisaged that this meeting will be held by the week ending 19 October 2001.

### **Legal Officer's Comments**

I understand that some of the defects relate to access to and from the building by physically impaired persons. To not rectify the situation and open the building to the public would constitute a breach of the Commonwealth Disability Discrimination Act. Accordingly I think that the defects must be rectified prior to opening.

I also think that the other defects should be completed prior to Council taking control of the building. There is no formal agreement over the delivery of the building and I would caution against the building being transferred to Council until the situation is rectified.

### **SUMMARY**

There have been considerable delays in the completion of this facility. A number of major defects have been identified which require rectification prior to handover. Council would be at risk of legal action if the facility is open to the public before these matters are resolved.

As soon as the building is completed to the required standard it will be accepted by Council and the fitout stage will begin. Arrangements are in place for this to happen as quickly as possible. As soon as a handover date is confirmed, arrangements will be made for an official opening of the centre. There will also be a twelve month defects period to resolve any defects identified after the handover date.

The management of such a large and complex facility will be a challenging task. Council has the responsibility of ensuring that all legislative responsibilities and management issues are adequately addressed before management is devolved to a community organisation.

Council's proposal to manage the Glenmore Park Youth and Community Centre for an interim period while effective management structures and policies are established will ensure the long-term success of the centre.

**RECOMMENDATION**

That:

1. Council receive the report on the Glenmore Park Youth and Community Centre;
2. Council manage the Glenmore Park Youth and Community Centre for an interim period to allow Council to manage the defects process, assess the operation of the facility, and resolve any associated issues;
3. Council approve the Policies and Procedures for the Glenmore Park Youth and Community Centre;
4. Council Officers continue to meet with Lensworth Glenmore Park Ltd to rectify the outstanding defects to ensure that the Glenmore Park Youth and Community Centre is completed as soon as possible and in keeping with the DA conditions;
5. Council be informed about the dates for handover of the facility to Council and an official opening, as soon as these are confirmed.



## **The City in Its Environment**

### **Werrington Creek Stormwater Improvement Project**

**(5124/1 Pt 5)**

**Compiled by: Geoffrey Hunter, Engineering Co-ordinator - Stormwater**

**Authorised by: Craig Ross, Design & Technical Advice Manager**

**Management Plan 4 Year Outcome (Page 36):** *A Biodiversity Conservation Strategy is being implemented.*

**01/02 Critical Action:** *Lobby for the implementation of a co-ordinated and funded river and creeks reclamation program.*

### **Purpose**

The purpose of this report is to inform Council of the progress of the *Stormwater Improvement and Management Project – Werrington Creek*, which has been funded (\$150,000) through Stage 3 of the NSW Stormwater Trust.

### **Background**

On 10 October 2000, Council accepted the offer of a Stage 3 NSW Stormwater Trust Grant (ST/G3122) to carry out stormwater pollution control works, creek rehabilitation and environmental education at Werrington Lake. Council's Parks Construction and Maintenance Manager, Raphael Collins is administering the grant.

A description of the elements of the project is as follows:

#### ***Stormwater Pollution Controls***

These incorporate the construction of a Gross Pollutant Trap on the drainage line entering Werrington Lake from Francis Street and the installation of a High Flow Skirted Boom in Werrington Creek, immediately upstream of the lake.

#### ***Creek Rehabilitation***

This involves the preparation of a Plan of Management for the reach of Werrington Creek between Werrington Lake and the bridge at Burton Street. The Plan will detail the extent of the proposed rehabilitation works as well as make recommendations for the management of other creek lines in the immediate area.

#### ***Environmental Education***

This has been promoted through the production of a WEEDeck, which provides a brief catchment description and documents the major weeds in creek lines within the Werrington Creek catchment. Another aspect of the project included the involvement of various suppliers of stormwater pollution controls and the Rainfall Simulator from UWS-Nepean, in the Penrith Enviro Adventure day held at Harold Corr Community Hall. This day has helped reinforce the "Pollution Prevention" message and involved the community in the management of the creek.

## **Current Situation**

The Werrington Creek Stormwater Improvement project was originally scheduled for completion in September, 2001. Vandalism of the High Flow Boom, difficulties in publishing the WEEDeck and delays in preparing the Plan of Management have extended this schedule to the end of November. The current status of the project is as follows:

### ***Stormwater Pollution Controls***

The Gross Pollutant Trap at Francis Street has been installed and only one more segment of the Trash Rack and the widening of the access ramp remain to be completed. Due to vandalism the High Flow Boom has been relocated from downstream of Victoria Street to upstream of the lake. This has been operational for two weeks.

### ***Creek Rehabilitation***

This has been fully supported by the local Werrington Creek Landcare Group and completion of the Plan of Management is imminent. The plan still needs to be worked through with officers from the Department of Land and Water Conservation and once finalised, tenders will be let to complete the structural stream rehabilitation and stabilisation works.

### ***Environmental Education***

Penrith Enviro Adventure was held on 5<sup>th</sup> June at Harold Corr Community Centre and by all accounts was a great success. The WEEDeck has been published and 100 copies have been initially provided by the printer. A complete WEEDeck has also been previously provided to each Councillor. A further 900 sets of cards will be available by the end of October.

## **Conclusion**

The structural pollution controls assist in preventing pollution from further degrading the creek line and lake and are a pre-requisite for any urban stream rehabilitation project.

Council has expressed a wish for the Penrith Enviro Adventure to continue next year and hopefully this programme will generate a behavioural change in the community, which will lead to a reduction in the amount of “Pointless Personal Pollution” that currently exists in the catchment.

The WEEDeck provides a brief description of the catchment as well as information on the easily identifiable weeds that occur along Werrington Creek and is a valuable reference for any person researching the management of Werrington Creek.

The project has raised considerable interest within the local community and with other Councils in western Sydney. The Department of Land and Water Conservation has expressed a desire to use the project as an example of how to rehabilitate degraded urban streams. This, combined with the links to the Werrington Creek Landcare Group and the Stormwater Trust, have made the rehabilitation of Werrington Creek eligible for inclusion in the South Creek Section 10 Soil Conservation Project, being administered by the Department of Land and Water Conservation.

An announcement on the determination of the project components is expected to be made by the Minister for Land and Water Conservation and Minister for Agriculture, Richard Amery, on 15 October 2001.

**RECOMMENDATION**

That:

1. Council receive the report;
2. Council make copies of the Werrington Creek Catchment WEEDeck available for the public;
3. Council continue to support the Werrington Creek Stormwater Improvement Project and pursue funding opportunities to implement the objectives of this project throughout the whole of the Werrington Creek catchment.



**FOR INFORMATION ON THE ATTACHMENTS  
IN THIS BUSINESS PAPER  
PLEASE CONTACT PENRITH CITY COUNCIL  
ON 4732 7777 AND ASK TO SPEAK  
TO THE OFFICER WHO COMPILED THE REPORT.**