

# *Council Policy*

Development Application Document  
Reproduction



# COUNCIL POLICY

 <p><b>Adelaide Hills</b> COUNCIL</p>	<h2>DEVELOPMENT APPLICATION DOCUMENT REPRODUCTION</h2>
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<b>Policy Reference:</b>	<b>DEV-03</b>
<b>Responsible Department(s):</b>	<b>Strategy &amp; Development</b>
<b>Relevant Delegations:</b>	<i>Development Act 1993 and Development Regulations 2008, Freedom of Information Act 1991 &amp; Regulations as outlined in the Instrument of Delegation</i>
<b>Other Relevant Policies:</b>	<b>Fees and Charges Policy</b>
<b>Relevant Procedure(s):</b>	<b>None</b>
<b>Relevant Legislation:</b>	<i>Development Act, 1993 Development Regulations 2008 Freedom of Information Act 1991 &amp; Regulations State Records Act 1997 Copyright Act 1968 (Cth)</i>
<b>Policies and Procedures Superseded by this policy on its Adoption:</b>	<b>24 November 2015, Item 12.2, 55</b>
<b>Adoption Authority:</b>	<b>Strategic Planning and Development Policy Committee</b>
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## DEVELOPMENT APPLICATION DOCUMENT REPRODUCTION

### 1. POLICY STATEMENT

Under the *Development Act 1993 (SA)* and *Development Regulations 2008 (SA)* members of the public have various entitlements to information held by the Council that are relevant to development applications and approved building work.

The *Freedom of Information Act 1991 (SA)* provides a legally enforceable right for members of the public to access other Council information which is not required to be made publicly available.

Providing information to members of the public may require the reproduction of documents. The Council is also obligated to reproduce documents in the course of adhering to records management obligations under the *State Records Act 1997 (SA)*.

As well as being bound by the requirements of the above Acts, the Council is subject to the *Copyright Act 1968 (Cth)*, which restricts the reproduction of written material, artistic works and other creative works, without permission of the copyright owner.

This Policy affirms the Council's commitment to openness and transparency in the provision of information to the public in accordance with its legislative obligations and its commitment to high standards of records management whilst avoiding infringing copyright in that information.

### 2. APPLICATION OF POLICY

This Policy applies to the reproduction of documents under the *Development Act and Development Regulations, State Records Act and Freedom of Information Act* and the provision of copies of documents to members of the public.

In this Policy:

- the "Council" means Adelaide Hills Council
- the "*Development Act*" means the South Australian *Development Act 1993*;
- the "*Development Regulations*" means the South Australian *Development Regulations 2008*;
- the "*Freedom of Information Act*" means the South Australian *Freedom of Information Act 1991*;
- the "*State Records Act*" means the *State Records Act 1997*;
- the "*Copyright Act*" means the Commonwealth *Copyright Act 1968*;
- "work" has the same meaning as this term in the *Copyright Act*, i.e. a literary, dramatic, musical or artistic work;
- "record" has the same meaning as the *State Records Act*, being:
  - written, graphic or pictorial matter; or
  - a disk, tape, film or other object that contains information or from which information may be reproduced (with or without the aid of another object or device);
- "Official record" has the same meaning as the *State Records Act*, being a record made or received by the Council in the conduct of its business, but does not include:
  - a record made or received by an agency for delivery or transmission to another person or body (other than an agency) and so delivered or transmitted; or
  - a record made by an agency as a draft only and not for further use or reference; or

- a record received into or made for the collection of a library, museum or art gallery and not otherwise associated with the business of the agency; or
- a Commonwealth record as defined by the Archives Act 1983 of the Commonwealth or an Act of the Commonwealth enacted in substitution for that Act; or
- a record that has been transferred to the Commonwealth.

### 3. INTRODUCTION TO THE COPYRIGHT ACT 1968

#### 3.1 What is Copyright?

Copyright is a form of property which exists in written, artistic and other "works". Copyright only exists through the operation of the *Copyright Act*. As with other forms of property, copyright may be sold or transferred, and allows persons who create works to derive an income from them.

The *Copyright Act* creates legally enforceable intellectual property rights in works by ensuring that works cannot be reproduced without the prior permission of the copyright owner.

Where a work is reproduced without permission, a copyright infringement occurs which, in turn, gives rise to a right for the copyright owner to take civil (and in some cases, criminal) action against the infringer.

Copyright does not protect mere ideas, rather, it protects the way that ideas and information are described, illustrated or documented.

#### 3.2 What is "work"?

Most of the works which the Council deals with including:

- written reports produced by engineers, accountants, planners and other professionals;
- building plans and specifications;
- infrastructure plans;
- tender documents;
- photographs;
- diagrams;
- graphs; and
- charts.

The term "literary works" in the *Copyright Act* is not exhaustively defined and, according to case law authorities, can in some circumstances, include documents such as letters where they contain original creative written "works".

#### 3.3 When does copyright protection arise?

Copyright protection automatically arises as soon as a work is recorded or fixed onto a medium which can be reproduced.

Copyright exists in works regardless of whether or not a work is endorsed with a "©" symbol and whether or not it contains a copyright warning.

### **3.4 Who owns copyright?**

Generally, copyright is owned by the individual creator or author of the work or, where a work is created by a person during the course of their employment, their employer will own copyright.

For example, where a Council employee creates a "work" during the course of their employment and in accordance with their job description – in such cases, copyright automatically vests in the employer.

Copyright ownership can be transferred ("assigned") by way of a written agreement.

Unless copyright has been assigned to the Council:

- copyright in building plans is owned by the architect or draftsman who drew them;
- copyright in a report is owned by the author of the report; and
- copyright in a table or graph or other technical information is owned by its creator.

### **3.5 What is a copyright infringement?**

A copyright infringement is an unauthorised reproduction of a work where it is (amongst other things):

- photocopied;
- scanned;
- published on a website;
- displayed on an overhead screen; and
- e-mailed.

### **3.6 When can works lawfully be reproduced?**

Works can be reproduced without committing a copyright infringement where the Council is the owner of the copyright, or where the Council has permission, called a "licence", which allows it to lawfully reproduce a document.

In this Policy, the Council relies upon implied licences to allow it to reproduce works, where:

- reproduction is necessary by way of legal obligation; or
- reproduction is necessary out of practical necessity and in the circumstances, it is reasonable to expect that the owner of copyright would know that their work is required to be reproduced.

### **3.7 Specific legislative exemptions to copyright infringements**

In addition to licences, there are a number of legislative exemptions which allow the Council to reproduce documents for certain purposes, including:

- where reproduction of a work is required for the purpose of giving professional advice by a legal practitioner or for the purposes of litigation; and
- where reproduction of a work constitutes a "fair dealing" for the purpose of research or study.

#### **4. DEVELOPMENT ACT 1993**

The following Policy provisions apply to the reproduction of works under the *Development Act* by the Council.

##### **4.1 Specific legislative exemptions to copyright infringements**

Internal reproduction of documents for assessment purposes

During the assessment of a development application, Council staff need to make reproductions of plans and other works so that they may be marked, or drawn upon, and so that original copies may be preserved. Further, such documents often need to be scanned so that they can be logged and viewed electronically, and stored and saved into the Council's records management system.

As the reproduction of works is necessary for development assessment purposes, such works can lawfully be reproduced by the Council for internal purposes.

##### **4.2 Public notification of category 2 and 3 development applications**

Regulation 34(1) provides that the Council must ensure that the following documents, lodged with category 2 and 3 development applications, are made available for inspection by the public:

- the application;
- any supporting plans, drawings, specifications or other documents or information provided to the Council; and
- any statement of effect (where applicable).

Regulation 34(2) and regulation 34(3) state that the Council must provide to a member of the public, a copy of any information available for inspection where:

- a request is made within the inspection period (i.e. for 10 business days after notice is given by the Council – see Regulation 35, Development Regulations); and
- a fee fixed by the Council is paid; (refer Fees and Charges Policy) and
- the person who requests the copy provides their name, address and contact details to the Council.

Accordingly, the Council will reproduce works submitted as part of a development application for the purposes of regulation 34 as this is a necessary requirement of the Development Regulations.

##### **4.2.1 Display of documents**

The Council will not publish regulation 34(1) documents (plans and supporting documentation) on its website. If a member of the public wishes to inspect and/or obtain a copy of a development application document during its public notification period, that person should attend the Council's offices in person. Where a person cannot attend the Council in person due to extenuating circumstances, the Council may, in its absolute discretion and on a case-by-case basis, provide a copy of a development application document to a member of the public, by post, email or facsimile, provided that it is satisfied that the person making the request is entitled to make a representation.

#### **4.2.2 Viewing and obtaining copies of documents on display for Category 2 and 3 development applications**

##### **During Public Notification Period**

If a member of the public who has received notification from the Council of a Category 2 or 3 development application requests a copy of such a document, during the public notification period, then Regulation 34 states that a copy must be provided, so long as the person requesting the copy:

- paying any applicable fee set by the Council; and
- provides their name, address and contact details to the Council; and
- verifies their identity through the provision of appropriate identification.

##### **Outside of the Public Notification Period**

If a member of the public requests to view or obtain a copy of development information outside of the notification period, but before a development is approved, the Council will generally not provide access of these documents to them with the exception of the circumstances below.

For Category 2 and 3 applications to be determined by the CDAP, viewing of amended plans and reports by a person who has made a valid representation will be permitted upon the release of the CDAP agenda (see clause 4.3 of this Policy).

For Category 2 and 3 applications to be determined by the staff, viewing of amended plans and reports by a person who has made a valid representation will be permitted by pre-arranged appointment upon application to the assessing officer.

In the above circumstances, where the person requests a copy of the information, this will be provided only where the permission of the applicant or, the copyright owner or applicant, has been given to make a copy, subject to:

- paying any applicable fee set by the Council; and
- providing their name, address and contact details to the Council; and
- verifying their identity through the provision of appropriate identification.

In all other circumstances, persons making such a request should apply for disclosure of the document under the Freedom of Information Act. However, according to section 22(2)(c) of that Act, access to a document must not be given by providing a copy of that document if to do so would constitute a copyright infringement. Accordingly, access to a plan or drawing under the Freedom of Information Act would likely be given by inspection, unless the applicant obtains the permission of the copyright owner for a copy of the relevant document to be made.

Access to information between the public notification phase of a development application and its approval is strictly controlled by the Development Act, and is intended to limit third party "interference" in this process.

### **4.3 Viewing and obtaining copies of application documents for Council Development Assessment Panel ("CDAP") agendas**

CDAP agendas necessarily contain officer reports and all documents relevant to development applications to be determined by the CDAP, including copyright-protected works. Due to this legal obligation, the Council enjoys an implied licence of necessity for providing copies of such documents to its CDAP members, and to staff attending a CDAP meeting.

Councils are entitled to reproduce copyright-protected application documents during the development assessment process to:

- display plans and other documents on an overhead screen and/or monitors during a CDAP meeting; and
- reproduce documents to attach to CDAP agenda officer reports for provision to CDAP members.

Section 56A(15) of the Development Act provides that members of the public are entitled to reasonable access to the CDAP agendas. An agenda is the list of items to be deliberated upon by the CDAP at its meeting and does not include reports and other attachments to the agenda.

Council provides reasonable access to agendas, the officer reports and minutes by making these available for public inspection at the Council Service Centres, and by publishing these documents on the Council's website.

The plans, reports and other documents which are attached to officer reports will be available for viewing at the Council Service Centres but will not be published on Council's website. Copies of such documents will only be provided to members of the public with permission of the copyright owner or applicant, subject to:

- paying any applicable fee set by the Council; and
- providing their name, address and contact details to the Council; and
- verifying their identity through the provision of appropriate identification..

Note: CDAP meetings do not come under the jurisdiction of the *Local Government Act 1999* and are therefore not subject to section 84(5) of the *Local Government Act 1999* which requires that copies of all documents and reports presented to Council Members during a Council meeting must be made available for inspection by members of the public.

### **4.4 Inspection and copies of the register of applications**

The Council is required to keep a register of development applications, pursuant to regulation 98(1). From 1 January 2014, this register must also be published on the Council's website.

The register is required to contain information about development applications, not the application documents themselves. The register should contain:

- the name and address of the applicant (or of each applicant);
- the date of the application;
- the date on which the application was received by the Council or other relevant authority;

- a description of the land which is the subject of the application;
- a brief summary of the matters, acts or things in respect of which any consent or approval is sought;
- details of any referral or concurrence on the application;
- whether any decision is made on the application by the Council, a regional development assessment panel, the Development Assessment Commission or the Governor (where appropriate);
- any decision on the application;
- in the case of an application for building rules consent – the fee or fees payable;
- the date of the commencement of any building work and the date of the completion of any building work; and
- if any decision on the application is the subject of an appeal, the result of the appeal.

The Council must make the register available for inspection by the general public (no fee).

Regulation 98(3) provides that the Council **may** provide to a member of the public a copy of any part of the register, or document kept for the purposes of regulation 98(1), on payment of a fee fixed by the Council.

The Council will provide copies of documents kept for the purposes of its register where to do so would not constitute a copyright infringement.

Where a copyright infringement could arise, Council will not provide copies of these documents, unless the person requesting such has obtained permission from the copyright owner, or otherwise has signed a statutory declaration to the effect that the owner of copyright cannot be located after reasonable enquiries have been made.

#### **4.5 Inspection and copies of documents relating to approved developments**

In the case of applications that have been assessed and a decision made, regulation 101(1) obliges the Council to retain certain development application documents relating to building work only (i.e. not regulated/significant trees, land divisions or land uses). These documents include *“all technical details, particulars, plans, drawings, specifications and other documents or information relating to building work”*.

Further, regulation 101(a1) requires the Council to retain a copy of each document provided to it by a private certifier in relation to any application for development plan consent assessed by the private certifier.

Regulation 101(4)(a) provides that a person may inspect at the offices of the Council during its normal office hours any document retained by the Council under regulation 101(a1) or 101(1), with the consent of the Council or the owner of the building to which the document relates, and on payment of a fee fixed by the Council (refer Fees and Charges Policy).

Regulation 101(4)(b) states that a person may, on payment of a reasonable fee fixed by the Council, obtain a copy of any document retained by the Council under regulation 101(a1) or 101(1).

In recognition of the practical need for copies of such documents to be provided in certain situations, and taking into account copyright considerations, the Council will provide copies where the person requesting the copies:

- is the current owner of the building; or
- is the applicant who obtained development authorisation of the building; or
- requires the documents for the purposes of litigation, or to seek legal advice; or
- has signed a statutory declaration to the effect that they have made reasonable enquiries to locate the owner of copyright in the documents and has not been able to find them.

This obligation however is subject to a number of exceptions in regulation 101 (5)(b), including where copying a document would:

- in the opinion of the Council, unreasonably jeopardise the present or future security of a building; or
- involve an infringement of copyright in matter contained in a document; or
- constitute a breach of any other law.

Accordingly, where a person does not have permission from the copyright owner of plans and other documents held by the Council under regulation 101(a1) or 101(1), the Council is not obliged to provide a copy of that document to that person.

#### **4.6 Personal information**

Development Application forms and representations are not published on the Council's website. However application information is displayed on the register of applications on the website.

Representors must provide their contact details on representation forms in order for their representation to be valid in accordance with section 38 of the Development Act and Regulation 35 of the Development Regulations. Further, the contact details of representors must be provided to CDAP members and applicants so that a representor's entitlement to make a representation can be verified.

Representation forms are required to be provided to the applicant and will become attachments along with other documents to CDAP agendas.

Each representation form issued by the Council notifies representors that their representation may be reproduced, in full as a public document. Representors are given an opportunity to elect to have their details masked by advising Council in writing of this at the time the representation is submitted.

## 5. FREEDOM OF INFORMATION ACT 1991

Applications for disclosure of development application documents may be made pursuant to the *Freedom of Information Act*.

According to section 13(f) of the *Freedom of Information Act*, applicants may request that access to Council documents be given to them in a particular way.

According to section 20(1)(b) of the *Freedom of Information Act*, the Council may refuse to grant access to documents the subject of an application under this Act if the documents are available for inspection by the Council or another agency – e.g. a State Government department – or if they are available for inspection through a separate process under another Act.

For instance, where development application documents are made available for inspection during the public notification period under Regulation 34 of the Development Regulations, the Council may refuse access to those documents requested under the *Freedom of Information Act* if the documents are on display and the person has a right to view or copy these. In this circumstance the person making application may seek a refund of any fees paid. For more information on when development application documents are made publicly available, see clause 4 of this Policy.

Section 22(1) of the *Freedom of Information Act* provides that access to Council documents may be given via various means, including by giving the applicant a copy of the document.

However, section 22(2)(c) of the *Freedom of Information Act* provides that where an applicant has requested that a copy of a document be provided to them, an alternative form of access may be given where providing a copy would involve an infringement of copyright in matter contained in the document.

This means that the Council cannot lawfully reproduce works subject to copyright for the purpose of providing access under the *Freedom of Information Act* without the prior permission of the copyright owner.

In order to avoid infringing copyright, the Council should consider providing access to copyright-protected documents under the *Freedom of Information Act* by way of inspection, unless:

- the applicant is the owner of copyright in those documents; or
- the applicant has obtained the permission of the owner of copyright in those documents to have them copied; or
- where the applicant has attempted to locate the owner of copyright, but has not been successful, the applicant signs a statutory declaration to this effect.

### **What if a document is over 20 years old and therefore must be disclosed under 20(2)(c) of the *Freedom of Information Act*?**

In this situation, the Council is obliged to provide access to that document, but must still adhere to section 22(2)(c) of the *Freedom of Information Act* and only allow inspection as the method of access if providing a copy would constitute a copyright infringement.

## **6. STATE RECORDS ACT 1997**

Under this Act, the Council has an obligation to maintain official records in its custody in good order and condition. This obligation applies not only to the capture, storage, maintenance and disposal of physical records, but also to records in electronic format.

An official record is defined in section 3 of the Act to mean a record made or received by the Council *in the conduct of its business*. This means that, because Council Members and staff of the Council variously act as representatives of the Council, any record created, sent, received, forwarded or transmitted by Council staff and/or Council Members in the performance and discharge of their functions and duties may be classified as an official record.

In order to ensure that official records are kept in safe custody in accordance with the requirements of the *State Records Act*, the Council may cause reproductions of works to be made, including electronic copies ("scans") of documents to be saved in its internal records management systems, and may create additional hard copies of documents, where appropriate. Where an official record is reproduced into an Electronic Document Records System, the original may be destroyed in accordance with General Disposal Schedule 21.

The reproductions of works for records management purposes should only be made available to the general public where the original no longer exists. In certain circumstances original works which are digitised (scanned) may be destroyed.

*General Disposal Schedule 21: For management and disposal of source documents and digitised versions after digitisation and the accompanying Digitisation of Official Records and Management of Source Documents Guideline* establish the criteria for enabling the destruction of source documents. Both GDS21 and the Guideline are available from [www.archives.sa.gov.au](http://www.archives.sa.gov.au).

## **7. AVAILABILITY OF THE POLICY**

The public may inspect a copy of this policy, without charge, at the offices of council during office hours, and may obtain a copy for a fee as per Council's Fees & Charges Register. The policy is also available on Council's website [www.ahc.sa.gov.au](http://www.ahc.sa.gov.au).