

**JOINT REGIONAL PLANNING PANEL
(Southern Region)**

JRPP No	2012STH028
DA Number	RA12/1002
Local Government Area	Shoalhaven City Council
Proposed Development	Alterations and additions to Ulladulla Civic Centre, Library, Auditorium, Senior Citizens and Visitors Centre, including part demolition, car parking, removal of nominated trees, signage and associated infrastructure
Street Address	Lots 2-4 DP 759018, Lot 302 DP 755967 & Lot 340 DP 44294 Princes Highway Ulladulla
Applicant/Owner	Shoalhaven City Council C/- Edmiston Jones Architects
Number of Submissions	99 Submissions including a petition containing 330 signatures
Recommendation	Approval with Conditions
Report by	Peter Johnston, Senior Southern Development Planner, Shoalhaven City Council

EXECUTIVE SUMMARY

Reason for Consideration by Joint Regional Planning Panel

The application has been referred to the Joint Regional Planning Panel pursuant to clause 4(a) Council related development over \$5 million of Schedule 4A, of the Environmental Planning and Assessment Act 1979, as the development has a Capital Investment Value (CIV) of \$9 Million dollars and was lodged by Council.

Proposal

The development application seeks approval alterations and additions to Ulladulla Civic Centre, Library, Auditorium, Senior Citizens and Visitors Centre, including part demolition, car parking, removal of nominated trees, signage and associated infrastructure.

Permissibility

The site is currently zoned 5(a) Special Uses (Civic Centre) pursuant to the Shoalhaven Local Environmental Plan 1985 (SLEP 1985). Council has publicly exhibited the Draft Shoalhaven Local Environmental Plan 2009 (Draft SLEP 2009) which identifies Council's intent to zone the site as a B4 Mixed Use zone. Both the existing and draft zones permit the proposed development with development consent.

Consultation

The application was notified in accordance with Council's Community Consultation Policy and 99 submissions were received including 1 petition.

Main Issues

- Building Aesthetics
- View access
- Functional design for library and visitors information centre
- Toilet Facilities
- Long vehicle parking

RECOMMENDATION

It is recommended that RA12/1002 (JRPP Ref 2012STH028) be approved subject to the conditions contained in **Attachment 'A'**.

ASSESSMENT REPORT

1. Background

The following provides details on pre-lodgement discussions, post lodgement actions and general site history:

Site History:

The site played an important role in the local timber and ship building industries for Ulladulla housing the former Mitchell Brothers Timber Mill that was a major employer and supplied timber for NSW and the small shipyard in the adjacent harbour. Constructed in 1929, the mill burnt down during the 1939 fire but was reconstructed and continued to operate until 1973.

The site also housed the old Ulladulla School of Arts (circa 1900) which was a stone clad, gable roofed building that was demolished prior to erection of the first Ulladulla Civic Centre which was opened on 14 June 1969. The multipurpose building as it currently stands was opened on 5 March 1983 and has received a number of minor additions and alterations up to the present day.

Pre-lodgement:

Council commenced initial investigation into the long term future of the Civic Centre in 1998 which led to Council setting a priority that the library needed to be upgraded in 2009.

Early community engagement on the project was undertaken during October 2010 and included:

- Two community workshops
- Project information display boards in Ulladulla, Milton and Shoalhaven
- Reply paid postcards distributed in Milton/Ulladulla Times
- Postcards available at Council's libraries and admin centres
- Online survey and written submissions and
- Facebook page

Following this, a Community Steering Panel (CSP) was formed to assist in the development of the concept plans. Actions and outcomes were reported back to Council for consideration and recommendation. The Steering Panel consisted of the Mayor, all Councillors, General Manager, Directors and community representatives including Ulladulla Aboriginal Land Council, Youth Advisory Committee, Ulladulla Chamber of Commerce, Ulladulla & Districts Seniors Groups and Ulladulla and Districts Community Forum. The early budget of \$5.5 million was revised up to \$8 million.

Brewster Hjorth (Sydney based Architects) prepared the concept design in partnership with the Community Steering Panel (CSP).

Draft Concept Plans were then publicly exhibited from December 2011 to 25 January 2012. The CSP meeting held during this time was well attended by past Councillors, Mayor, engaged Architect, Council staff and over 110 community representatives.

During the exhibition period written submissions were received. In addition, feedback postcards were distributed at the CSP and available at Council's libraries and administration centres. A community consultation evening was also held.

A further two CSP meetings were held to consider comments received. In response to community feedback, additional amendments and budget allocation was made. These two meetings were held during February and March 2012. The budget was revised up to \$10.5 million and a new scope of works prepared.

The newly appointed Councillors attended a briefing and subsequently endorsed proceeding with the project.

Numerous informal pre-lodgement discussions and formal (i.e. Development Advisory Unit (DAU) meetings) were held with Council staff on 24/11/2011 and 6/09/2012.

The construction design tender was awarded to Edmiston Jones & Associates (Nowra based Architects) who submitted the current application on 30 October 2012.

Post Lodgement:

Additional information was requested from the applicant including:

- More detailed car parking justification statement and revised parking layout plans
- Detailed Landscape Plan and justification statement for the removal of all identified trees
- Revised Stormwater Management Plan
- Finishes schedule
- Signage plans
- Tactile safety identification on the trafficable areas of the verandas in the vicinity of the angled support poles
- Amended plans indicating changes made as a result of the community information meeting held on-site on 7 December 2012

All requested additional information/amendments were subsequently submitted by the applicant which are discussed in the report below.

2. Subject Site and Surrounds

The subject site:

- Is located approximately 113m north of the Ulladulla Post Office on the western side of the Princes Highway adjacent the Ulladulla Harbour
- Has a legal description of Lots 2-4 DP 759018, Lot 302 DP 755967 & Lot 340 DP 44294 Princes Highway Ulladulla
- Has a total area of 2.09 hectares comprised of 2023.43m² (Lot 2 DP 759018 Sec 3A SCC) and 2023.43m² (Lot 3 DP 759018 Sec 3A SCC) and 1416.4m² (Lot 4 DP 759018 Sec 3A SCC) and 607.03m² (Lot 302 DP 755967 Por 302 SCC) and 1.49 Ha (Lot 340 DP 44294 Crown Land)
- Adjoins Millards Creek to the north, Ulladulla Harbour and Princes Highway to the east, Milton Ulladulla Bowling Club to the west and the St Martins Anglican Church to the south
- Slopes gently to the north and is drained to Millards Creek

- Is partially bushfire prone, although the building footprint is not impacted
- Has a primary vehicular access off the Princes highway with secondary access off St Vincent Street
- Carpark is impacted upon by a license agreement for private access of the Bowling Club car park
- Currently has public hall, library, senior citizens and visitors information centre erected and occupied on the land
- Is in the vicinity of the Ulladulla Harbour and Ulladulla's oldest cottage which are identified as local heritage items in Shoalhaven Local Environmental Plan 1985
- Is currently zoned 5(a) Special Uses (Civic Centre) under the Shoalhaven Local Environmental Plan 1985
- In summary, it is considered that the site has no significant features that would inhibit the construction of the proposed development.

Refer to **Attachment 'B'** for additional details on the site's location.

3. Proposal

The submitted development application is for alterations and additions to Ulladulla Civic Centre, Library, Auditorium, Senior Citizens and Visitors Centre, including part demolition, car parking, removal of nominated trees, signage and associated infrastructure. In particular this application seeks consent to the following:

- Partial demolition including the entire library, visitor centre and front foyer
- Minor alterations near the front entrance to include a storeroom, installation of a lift for access to the upper floor, services rooms, communications room
- Removal of commercial kitchen, inclusion of a genealogy room & office, compliant accessible and ambulant toilets
- Construction of a new library, visitors centre, lobby and associated amenities
- Refurbishment of the existing meeting rooms, with servery and storeroom converted to a commercial kitchen, preparation area and storeroom
- External plant area including waste/garbage collection area
- Removal of a number of trees and re-landscaping the site
- Modification to car park and bicycle racks
- Signage and other ancillary infrastructure

Refer to **Attachment 'C'** for a copy of the revised plans and Statement of Environmental Effects.

4. Community Consultation

In accordance with Council's Community Consultation Policy, the development application was notified as follows:

- Individual property owners adjoining the site were notified of the proposal (9 letters sent). The notification period was from 7/11/2012 to 7/12/2012 (30 days)
- The proposal was advertised in the local press (Milton Ulladulla Times on 7/11/2012)
- The application and supporting documentation were on display at Council's Ulladulla Office as well as on Council's website

- Council also held a Community information session on-site on 7 December 2012 and extended the period for submissions to 14 December 2012

In total ninety nine (99) submissions including 1 petition (with 330 signatures) were received by Council during the community consultation periods.

5. Statutory Considerations

The following planning instruments and controls apply to the proposed development:

- i) Environmental Planning and Assessment Act 1979
- ii) Native Vegetation Act
- iii) State Environmental Planning Policy (State and Regional Development) 2011
- iv) State Environmental Planning Policy No 55 - Remediation of Land
- v) State Environmental Planning Policy No 64 – Advertising and Signage
- vi) State Environmental Planning Policy No. 71 - Coastal Protection
- vii) Illawarra Regional Environmental Plan No. 1
- viii) Shoalhaven Local Environmental Plan 1985 (as amended)
- ix) Development Control Plan No.18 – Car Parking
- x) Development Control Plan No.56.5 – Ulladulla Town Centre and Harbour
- xi) Development Control Plan No.82 – Signage Strategy for the City of Shoalhaven
- xii) Development Control Plan No. 93 – Waste Not (Site Minimisation and Management) and
- xiii) Shoalhaven City Council Section 94 Contribution Plan (as amended)

Additional information on the proposal's compliance with the above documents is detailed below.

6. Statement of Compliance /Assessment

The following provides an assessment of the submitted application against the matters for consideration under 79C of the Environmental Planning and Assessment Act 1979 (EP&A Act).

(1)(a) Any planning instrument, draft instrument, DCP's and regulations that apply to the land

- i) Environmental Planning and Assessment Act 1979: The provisions the EP & A Act apply to the application. The relevant specific clauses are detailed below:
 - Clause 4 to Schedule 4A Council related development over \$5 million apply to the proposal as the subject application was lodged by Edmiston Jones Architects on behalf of Council over land that is part owned by council and part owned by Crown Lands with a capital investment value estimated at \$9 million.
 - Clause 1(a) and 3(d) of the EP&A Regulations 2000 apply to the development as Lot 340 DP 44294 is identified as being Crown Land (Reserve R87268) for which Council is the trust manager. Land owners consent for the Lands portion was not specifically required as Council (the public authority) notified NSW Lands of the impending application on 7/09/12 and received

confirmation on 26/09/12 that Lands had no comment in relation to the proposal and confirmed that there was no requirement to refer the application once submitted

- ii) Native Vegetation Act 2003: The provisions of Part 3 to Schedule 1 of the Act apply to the application as a small number of native trees were identified for removal in an urban zone. Council referred the application to the Southern Rivers Catchment Management Authority (CMA) who confirmed that the subject site appeared to be an existing landscaped and managed area and therefore the CMA had no comment.
- iii) State Environmental Planning Policy (State and Regional Development) 2011. The provisions of SEPP State and Regional Development apply to the proposal. The clauses/matters contained in the SEPP that have relevance to this application are:
 - Clause 20 of Part 4 – the development fits the class of development included in Schedule 4A to the Act as detailed in point i) above
 - Clause 21(b) of Part 4 (Council consent functions to be exercised by regional panels) as the application seeks consent under Division 2 to Part 4 of the EP & A Act 1979
- iv) State Environmental Planning Policy No 55 - Remediation of Land: The provisions of SEPP 55 apply to the proposed development. The clauses/matters contained in SEPP 55 that have relevance to this application are:
 - Clause 7(2) (Contamination and remediation to be considered in determining development application). The subject site was formerly used as a timber mill (Mitchell Brothers) from 1929 to 1973. Council records indicate that there was no known history of any timber preservation activities carried out on the site as the timbers processed were predominantly of durable hardwoods that did not require treatment. Those timbers that needed treatment would have been sent to other mills outside the district who had invested in the infrastructure to carry out such treatment. Given that the application does not seek to change the use of the site and that council is not aware of any evidence of a former use on site that would trigger the need for a contamination assessment it is considered that no further investigation or reports are required.
 - The existing building structure on site includes components composed of asbestos that are generally in good condition. In the event that this application is approved, relevant conditions of consent will apply to the demolition of asbestos components in accordance with Workcover safety recommendations.
- v) State Environmental Planning Policy No 64 - Advertising and Signage: The provisions of SEPP 64 apply to the proposed development. The clauses/matters contained in SEPP 64 that have relevance to this application are:
 - Clause 3(1)(a) Aims, Objectives. The proposed development includes the installation of an identification entry sign to be located on the northern side of the Highway entrance driveway that also acts as an enclosure for fire fighting

booster valves. The proposed sign is compatible with the desired amenity and visual character of an area, provides effective message in a highly visible location on the highway and is of a suitable high quality finish

- Schedule 1 Assessment Criteria – an assessment in accordance with Schedule 1 found the proposed sign to be suitable for the location

vii) State Environmental Planning Policy No. 71 – Coastal Protection: The provisions of SEPP 71 apply to the proposed development. The clauses/matters contained in SEPP 71 that have relevance to this application are:

- Clause 2 Aims of the SEPP – the proposal is consistent with the aims set out in clause 2 of the SEPP
- Clause 8 matters for consideration -
 - (d) - the proposed development continues the existing civic use of the site for library, public hall, visitors information and associated community activities in accordance with the objectives of the 5(a) Special Uses zone
 - (d) – the proposed design is part 1 and 2 storey and is considered to be of a suitable size and scale in relation to the site. The design retains a similar setback from the Princes Highway and will improve vistas to and from the site to the surrounding foreshore
 - (f) – the proposal will retain the existing height plane of the existing building however some of the vegetation immediately east of the building is intended to be removed to enable improved vistas of the harbour and coast from the building. This will in turn increase the visibility of the building as viewed from the harbour, however the proposed design will include improvements to the facade in the form of see through glass walls with angled feature supports. The angled support poles represent a maritime theme (swinging masts). Further landscaping improvements of the site and use of suitable stone finishes to stairs and a muted colour scheme will soften the visual impact of the development. Due to the relative low elevation of the building in relation to sea level and the layout of the harbour break wall and headland, the development will only be visible close to shore
- Clause 16 – the proposal is consistent with the requirements of clause 16 as all proposed storm water for the building and front carpark are to be piped through the existing gross pollutant trap (GPT) identified on sheet 1 of the Stormwater Drainage Plan (12196-C01F) submitted with the application and as such will not discharge any untreated stormwater into Millards Creek

viii) Illawarra Region Environmental Plan No.1 (IREP): The subject land is affected by the provisions of IREP. The clauses/matters contained in the IREP that have relevance to this application are:

- Clause 105 (Objectives): It is considered that the submitted proposal does not

conflict with the general objectives of the IREP as outlined in this clause.

- Clause 107 – the Crown Reserve, current and future land use zones will ensure that public access to the waterfront through the site will be maintained in perpetuity.
- ix) Shoalhaven Local Environmental Plan 1985 - as amended (SLEP 1985): The provisions of SLEP 1985 apply to this site. The clauses/matters contained in SLEP 1985 that have relevance to this application are:
- Clause 2 (Aims and Objectives) - It is considered that the submitted proposal satisfies the general aims and objectives of SLEP 1985.
 - Clause 9 (Zone Objectives and Development Control Table) - The subject land is Zoned No 5 (a) Special Uses “A” Zone) under SLEP 1985. The zoning map identifying this site as suitable for ‘civic centre’ purposes’. The proposed development of “community facilities” is an upgrade of the civic centre and is therefore consistent with the zone objectives
 - The identified land uses of a visitor information centre, library, public hall, community meeting rooms, genealogy room and public parking are permissible with development consent within the zone
 - Clause 20D (Objectives of this plan in relation to Heritage Conservation) - It is considered that the submitted proposal does not conflict with the objectives of the SLEP 1985 as outlined in this clause
 - Clause 20G (Development in the vicinity of a heritage item) - The subject site is located in the vicinity of a number of local heritage items identified in Part 1 of Schedule 7 to the SLEP 1985. These include 275 Green Street; comprising a mid-nineteenth century slab cottage relocated to the site in 1994 and the Ulladulla Harbour breakwall. An assessment against the requirements of the clause has been undertaken and the proposed development will not undermine or otherwise cause any physical damage to these items. Similarly, the development will not otherwise adversely impact on their heritage significance due to the low impact nature of the proposed design and the separation distance between the proposal and the items
 - Clause 26 (Soil, water and Effluent Management) - It is considered that the submitted proposal should not conflict with this clause as the subject land has access to reticulated water and sewer services and existing stormwater pollution control device at point of discharge. Refer to **Attachment D** for Shoalhaven Water requirements
 - Clause 37A (Notification of certain development) - refer section 4 - community consultation above and detailed review of submissions below.

In summary, it is considered that the proposed development does not conflict with the aims and relevant provisions of SLEP 1985.

- x) Development Control Plan No.18 – Car Parking: The existing building is served on site by 104 sealed formal parking spaces and 30-40 unsealed overflow parking spaces west of the building that can also accommodate long vehicles. In addition, parallel parking east of the building is available on both sides of the Princes Highway adjacent the site suitable for long vehicles such as buses and caravans/motor homes.

The Milton Ulladulla Bowling Club (MUBC) has an existing licence agreement with Council over Lot 340 DP 44292 (Crown Reserve 7268) to provide vehicle access to their on-site car park to and from St Vincent Street located at the south west corner of the site.

In addition the MUBC have paid parking contribution to Council for past development applications in 1976 and 2001 equivalent to 72 parking spaces which creates an additional demand for a portion of the civic centre St Vincent Street car park and on-street parking in the vicinity of the club. However there is no guaranteed entitlement of spaces for exclusive use by the Bowling Club within the Council on-site car park.

The proposed site plan indicates an equivalent number of formal and informal parking spaces provided on-site compared to the existing layout achieved by creating new spaces (1, 2, 87, 88, 59-67, 55-58, 31-33) and remarking spaces 34-42 as detailed on Site Plan DA2B.

The following table indicates the anticipated peak simultaneous parking demand for the proposed development. It is acknowledged that on most occasions and for most times of the day actual parking demand is far less.

Room	Area m2	DCP 18 Requirement	No. Of Spaces
Stage/storage/kitchen	316	1/50m ² storage	6.32
Auditorium	642.9	1/10m ²	64.3
Offices	72.4	1/40m ²	1.81
Library	449.5	1/40m ²	11.24
Senior Citizens Centre	417	1/40m ²	10.43
Visitors Centre Foyer	365.9	1/40m ²	9.15
		Total Spaces Required	103.25
		Total Spaces Provided	104

The applicants provided the following additional parking justification statement in addition to the Statement of Environmental Effects:

- i) *The existing Civic Centre has DA approval with a requirement to provide xx (sic) car parking spaces. The peak car parking demand for the existing facility is when each area within the facility is operating at full capacity. However this is rarely the case due to the nature of the uses that occur within the different areas. The areas/activities within the civic centre do not operate at maximum capacity simultaneously. The area within the centre with the highest capacity to generate parking demand is the auditorium. The area is 642.9m² with a license for Public Entertainment for 660 people. At a ratio of 1:10m², the peak*

demand is likely to be 65 car spaces. Again it must be noted that this demand is an evening event and does not coincide with the library, senior citizens or visitors centre peak usage times. The proposed facility peak demand period will also be evening utilization of the auditorium. The floor area of the auditorium remains unchanged within the renovated facility therefore the peak demand will remain unchanged

- ii) Peak parking demand for the proposed facility will vary throughout the day due to the variety of areas and associated uses within. Day time – the primary demand during this period are the library, senior citizens centre & visitors centre. With each of these facilities operating to capacity the demand will be 31 car spaces. However this does not take account of the fact many elderly residents are transported by community bus to the centre. Night time – peak demand will be when events are held in the auditorium as stated before resulting in the need for 65 car spaces. Seasonal -- the peak seasonal demand will be during the Christmas and Easter holiday season. The demand will be generated by tourists attending the visitors centre. Not all visitors attend the centre however the demand during these periods could exceed the allocated 9 car spaces. The visitors centre is a daytime operation when the auditorium is not being utilized. Therefore enabling visitors centre parking demand to utilize the spare parking provision on site. In addition the peak demand for the visitors centre often falls on public holidays when other services within the civic centre are not open*
- iii) The Milton Ulladulla Bowling Club utilizes part of the car park and the Green Street car park however there is no guaranteed entitlement of spaces for exclusive use by the bowling club. It is understood the peak demand by the bowling club could vary depending on when bowls tournaments are held during the day or evening entertainment. On the assumption that a day time peak in the civic centre requires 39 car spaces, then 65 spaces would be available for the bowling club. In the event of an evening peak demand in the civic centre auditorium, then 40 car spaces will be available for the bowling club utilization. In addition to the above matters addressing car parking during peak demand periods the following availability of car parking beyond the civic centre car park must also be given consideration due to its unrestricted availability both during day & night time periods*
 - An unformed (gravel) parking area of approximately 46 spaces is available for overflow car parking and special events including outdoor performances that are held on the public reserve site or other adjacent areas*
 - The civic centre and bowling club are located in close proximity to the Ulladulla town centre and generous road network. It is not uncommon for customers to the civic centre or bowling club to park in other locations in close proximity and walk to these facilities*

The major change in the size of the building relates to the floor areas of the library/visitors information centre and foyer. The actual parking demand associated with the increased floor area is nominal as such demand is based on the

population of the community it serves and the number of visitors during any particular time of the day.

The peak parking demand periods typically occur in the evenings between Friday and Sunday and public holidays when the library would normally be closed. There will be rare occasions when the entire building will be operating at peak demand however, this is consistent with the existing situation for the site. On balance it is considered that adequate parking is provided in the proposal.

The submitted Vehicle Movement Plans DA8A demonstrates that larger vehicles needing to negotiate their way through the site can do so safely. However, it is relevant to note that the long rigid (14.5m) Bus Plan indicates the swept path of such bus would encroach substantially beyond the existing kerb line adjacent the eastern boundary of the Bowling Club greens. Given that this computer model was generated with a nominated vehicle speed of 5km/h it is not unreasonable to expect that the average bus driver would attempt to negotiate this bend at a faster pace resulting in the potential to mount the kerb. It is recommended that conditions of consent should contain a requirement for suitable adjustment of the kerb line and associated road pavement to allow an easier turning movement for long rigid (14.5m) buses.

xi) Development Control Plan No.56.5 – Ulladulla Town Centre and Harbour: The provisions of DCP 56.5 apply to this development. The clauses/matters contained in the DCP that have relevance to this application are overviewed below:

- Clause 1.1 (Objectives of the Plan) – the proposed development is consistent with the objectives for built form and design and the plans support the maritime identity with the harbour through the use of angled support poles painted white to represent masts. Through modernising public landscaping and building facade and removing obstructions to views the development will improve the linkage between the harbour and the town
- Clause 2.1.5 (Recreation and Special Activities Precinct) – the proposed development is consistent with the requirement to maintain unobstructed view lines between the harbour foreshore and the Recreational and Special Activities precinct. Proposed landscaping is low key open park land that supports the operation of festivals and the like. Higher visibility is also afforded, due to the strategic removal of vegetation between the building and the highway
- Clause 3.1.2 (Important Views and Vistas) - This was one of the major issues raised in community consultation in relation to the design of the curved entry wall and the window openings it contained. The initial plans indicated a solid masonry blue painted curved wall east of the visitors information centre and library with 6 narrow vertical picture windows. The narrow windows provided a framed view of the harbour that was not generally supported by the community as it failed to maximise views of the harbour from within the building. The revised plans provided for 3 large stepped view windows and 1 smaller window that dramatically expanded the possible view planes to the harbour from within the building. In addition, a small number of submissions alleged

incorrectly that the design failed to open up the eastern wall of the public hall for views. The design actually replaces many of the existing masonry infill panels with open glazing

- Clause 3.1.6 (Landscape) - Proposed landscaping will unify the development with recently completed landscape works carried out on the Harbour foreshore and boardwalk (east side of highway) during 2012 and will vastly improve the opportunities to obtain views of the harbour. Proposed stone finishes to stair risers will provide high quality visual interest to the landscaping and will provide a visual link with the upgraded building
- Clause 3.4 (Building Form/Orientation) and Clause 3.7 (Building Appearance Materials and Finishes) – This was one of the major issues raised in submissions as the original plans indicated a facade that incorporated a blue curved entry wall, multi coloured angled roof support poles and glazed walls framed with angled steel modules. The community were generally supportive of a more muted colour scheme as provided for in the revised plans which change the curved wall to a grey finish and the poles to a standard white that is more representative of a maritime theme similar to the new gateway entrance signs for Ulladulla. Given the proposed extensive use of glazing it is recommended that conditions of consent limit reflectivity of the glass to a maximum of 20% to minimise glare
- Clause 4.1 (Car Parking and Access) – Access to long vehicle parking for tourist buses, mobile homes and caravans was one of the major issues raised in submissions –
 - Long vehicle parking is available informally on-site in the overflow parking area west of the Civic Centre
 - The revised internal parking design incorporates appropriate turning paths to enable large rigid vehicles to safely traverse through the site from the highway to St Vincent Street
 - The highway currently provides 2hr limited parallel parking for private vehicles with approximately 120m east side and 130m west side in front of the development. Tourist buses and caravans can and currently do stop in this area
 - Long vehicle parking demand for the Civic Centre is considered an existing issue that is more appropriately dealt with under strategic traffic processes outside of the current application assessment. The current proposal does not increase demand for long vehicle parking
 - The design and location of a dedicated bus interchange area for Ulladulla is a strategic matter to be considered by Council and RMS that is outside the relevant considerations of the current application

- Any dedication of time limited parking to long vehicle parking on the Princes Highway adjacent the subject site should be dealt with separately by Council's Traffic Committee
- Clause 4.2 (Traffic Facilities/Pedestrian Movement/Safety) – The DCP indicates a future infrastructure requirement for a pedestrian refuge to be established on the Princes Highway south of Church Street to improve pedestrian linkage between the subject site and the harbour and foreshore. The proposed development is consistent with the provision of the future pedestrian refuge, however it will not be progressed until the highway bypass of Ulladulla comes to fruition
- Clause 4.4 (Utility Services) – the location and design of toilet facilities to support tourist buses was a major issue raised in submissions -
 - The proposed design incorporates an equivalent number of improved and updated toilets to that currently provided that is considered adequate for the current proposal
 - Toilets are proposed on two levels with 1 staff and 6 patron toilets and a urinal accessed off a separate hallway between the library and auditorium on the ground floor and 2 additional facilities for the green room
 - The basement level proposes 9 patron toilets and urinal accessed by stairs and lift
 - Additional public toilets are available in the park adjacent the harbour east side of highway

In summary, it is considered that the proposed development does not conflict with the aims and relevant provisions of DCP 56.5

- xii) Development Control Plan No.82 – Signage Strategy for the City of Shoalhaven: The provisions of DCP 82 apply to this development. The proposed development is consistent with the assessment criteria for the DCP.
- xiii) Development Control Plan 93 - Controls for Waste Minimisation and Management (DCP 93): The provisions of DCP 93 apply to this development. Detailed assessment of waste minimisation and management for demolition/construction will be required by condition of any development consent prior to the release of a Construction Certificate (CC) while details for ongoing waste management will be required by condition of any development consent prior to the release of any Occupation Certificate (OC) for the facility.
- xiv) Shoalhaven City Council Section 94 Contribution Plan (as amended): The provisions of Council's Section 94 Contribution Plan apply to this site. No contributions are relevant for the proposal as the application is intended to provide for community facilities.

(1)(b) Likely impact of that development on the natural and built environment and social and economic impacts in the locality.

- i) Noise and Vibration: Some noise and vibration is expected to be created during demolition/construction period. Recommended standard noise conditions are included in the consent conditions.
- ii) Dust and Erosion: Some dust generation is expected to be created during demolition/construction period. Recommended standard demolition, asbestos and erosion control conditions are included in the consent conditions.
- iii) Context and Setting: The design provides a positive contribution to the quality of the built environment at this location that links with other public land surrounding the harbour that is satisfactory in terms of context and setting.
- iv) Economic/Social Impacts: The proposed development will have a positive economic impact during the construction and operational phases. There will be some short term disruption to the usual activities conducted within the building and surrounding open space during construction.

In the longer term the upgraded community facilities will play a central role in promoting tourism for the local economy and essential social infrastructure for the community.

(1)(c) The suitability of the site for the development

The site sits within the Recreation and Special Activities Precinct of DCP 56.5 which incorporates Millards Creek Park, the Civic Centre, the Bowling Club and the Anglican Church and acts as the northern gateway to the Ulladulla town centre.

Given that it is strategically located close to the CBD and harbor, is one of the few large open spaces in the Ulladulla town centre that is capable of holding major festivals and events, the proposed improvements to the library, auditorium, visitor information and senior citizens centre are considered appropriate.

The proposed development is consistent with the objectives of SLEP 1985, IREP No.1, SEPP 71, SEPP 55, DCP 56 and the use of surrounding land and is therefore, well suited to the site.

(1)(d) Any submissions made in accordance with the Act or the regulations

The application was notified by way of a public notification as outlined in Section 4 (Community Consultation). 99 submissions were received in total including 1 petition against the development. A summary of the issues raised by objections and planner's comment is provided in **Attachment E**.

The plans were subsequently revised in light of the submissions in accordance with Council (Minute 12.1386) which incorporated the following amendments:

- Amend the colour of the external colours to allow more uniform aesthetics

- Subject to meeting compliance of Part J of the Building Code of Australia, review increasing the glazing in the curved wall for a more expansive view of the harbour which may require the incorporation of a formal shade structure to the entry court
- Incorporate a cut Milton monzonite or sandstone stone work wall facade to the curved wall to link with the stone design of the neighbouring church and the Ulladulla location sign

(1)(e) The public interest

The functional layout/design and staffing model for the library and visitors information centre was one of the major issues raised in submissions. Refer to **Attachment E** for community issues raised and assessment officer's comments.

The upgrade of aging community facilities into a modern low impact design that provides an efficient staffing model is considered to be in the best interest of the community.

7. Other Issues:

- ii) Climate Change: No cumulative impacts are expected in regard to the proposed development that could further contribute to or be affected by climate change.

8. Referrals

Refer Attachment F

9. Options

The Joint Regional Planning Panel may:

- a) Resolve to approve the development application subject to conditions (i.e. adopt the recommendations of this report including the draft conditions of consent provided or modify the provided conditions); or
- b) Resolve to refuse the application; or
- c) Write to the applicant requesting them to amend/modify the proposal and subject to the matters being satisfactorily resolved a further report be submitted to the Joint Regional Planning Panel (Southern Region) for its consideration.

10. Conclusion

This application has been assessed having regard to the matters for consideration under Section 79C of the Environmental Planning and Assessment Act 1979. Following a detailed assessment, it is considered that Development Application RA12/1002 (2012STH028) should be supported subject to suitable conditions being imposed on any issued development consent.

11. Recommendation

RECOMMENDED that, in respect of RA12/1002 (2012STH028) for the approval of alterations and additions to Ulladulla Civic Centre, Library, Auditorium, Senior Citizens and Visitors Centre, including part demolition, car parking, removal of nominated trees, signage and associated infrastructure, the application be approved as a development consent subject to conditions as contained in **Attachment 'A'**.

Signed:

Date: 21/02/2013

A handwritten signature in black ink, reading "Peter Johnston". The signature is written in a cursive style with a trailing flourish.

Peter Johnston
Senior Southern Development Planner
Development and Environmental Services Group
Shoalhaven City Council