

## COUNCIL ASSESSMENT REPORT

<b>Panel Reference</b>	PPSSTH-140
<b>DA Number</b>	DA210262
<b>LGA</b>	Yass Valley Council (YVC)
<b>Proposed Development</b>	<p>Demolition of</p> <ul style="list-style-type: none"> <li>– an existing council administration office</li> <li>– the existing public car park</li> <li>– the existing automotive/mechanic workshop</li> <li>– the existing road edges and associated landscaping along Adele Street and Polding Street</li> </ul> <p>Construction of</p> <ul style="list-style-type: none"> <li>– A new single-storey public administration building</li> <li>– A new single-storey community library</li> <li>– A new two-storey commercial office building</li> <li>– An at-grade parking lot</li> <li>– Additional 38 at-grade parking spaces</li> </ul> <p>Establishment of</p> <ul style="list-style-type: none"> <li>– A public plaza</li> <li>– A new pedestrian connection to Comur Street through to the Crago Mill</li> </ul> <p>Refurbishment of</p> <ul style="list-style-type: none"> <li>– The local heritage mill building – Crago Mill</li> </ul> <p>Consolidation of the subject allotments</p>
<b>Address</b>	<p>100/-/DP1222562</p> <p>820/-/DP1133811</p> <p>G/-/DP24503</p> <p>1/-/DP995339</p> <p>1/-/DP154508</p> <p>(221 Comur Street, Yass, NSW)</p>
<b>Applicant</b>	SMEC on behalf of Yass Valley Council
<b>Owner</b>	Yass Valley Council
<b>Date of DA lodgement</b>	August 2021
<b>Integrated Development</b>	No
<b>Number of submissions</b>	Five
<b>Recommendation</b>	Approval
<b>Regional Development Criteria Schedule 6 Part 3 of the <i>State Environmental Planning Policy (Planning Systems) 2021</i></b>	<p>Capital Investment Value (CIV) of over \$5 million</p> <p>The development is to be carried out by Council.</p>
<b>List all documents submitted with this report for the Panel's consideration</b>	<p>Assessment Report</p> <p>Internal Referrals</p> <p>Architectural Plans</p> <p>Proposed Conditions of Consent</p> <p>Applicant's Response to Submissions</p>
<b>KEY SEPP/LEP</b>	<p>State Environmental Planning Policy (State and Regional Development)</p> <p>State Environmental Planning Policy No. 55 (Remediation of Land)</p> <p>State Environmental Planning Policy No. 64 (Advertising and Signage)</p> <p>State Environmental Planning Policy (Infrastructure) 2007</p>

	Yass Valley Local Environmental Plan 2013	
Report prepared by	Sam Burns, QPRC	
Report date	21 October 2022	
<b>Summary of s4.15 matters</b>		
Have all recommendations in relation to relevant s4.15 matters been summarised in the Executive Summary of the assessment report?		Yes
<b>Legislative clauses requiring consent authority satisfaction</b>		
Have relevant clauses in all applicable environmental planning instruments where the consent authority must be satisfied about a particular matter been listed, and relevant recommendations summarised, in the Executive Summary of the assessment report?		Yes
<b>Clause 4.6 Exceptions to development standards</b>		
If a written request for a contravention to a development standard (clause 4.6 of the LEP) has been received, has it been attached to the assessment report?		N/A
<b>Special Infrastructure Contributions</b>		
Does the DA require Special Infrastructure Contributions conditions (S7.24)? <i>Note: Certain DAs in the Western Sydney Growth Areas Special Contributions Area may require specific Special Infrastructure Contributions (SIC) conditions</i>		No
<b>Voluntary Planning Agreements</b>		
Does the DA propose a VPA?		No
<b>Conditions</b>		
Have draft conditions been provided to the applicant for comment? <i>Note: in order to reduce delays in determinations, the Panel prefer that draft conditions, notwithstanding Council's recommendation, be provided to the applicant to enable any comments to be considered as part of the assessment report</i>		Yes

# Development Assessment Report

Yass Valley Council Civic and Cultural Centre

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**Applicant:** SMEC

**Date:** 21 October 2022

Prepared by	Sam Burns
Reviewed by	Graeme Harlor
Date	21/10/2022
Version	1.1

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# 1 Executive Summary and Recommendation

Queanbeyan Palerang Regional Council has been commissioned by the Yass Valley Council to undertake an independent assessment of the Development Application (DA) for the Crago Mill Precinct in Yass.

The development is categorised as regionally significant development under Schedule 6 Part 3 of the *State Environmental Planning Policy (Planning Systems) 2021* which provides that any council-related development with a capital investment value of more than \$5 million is to be determined by the relevant planning panel.

The assessment has been prepared pursuant to Section 4.15 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) and provides recommendations for determination of the DA. The DA will be determined by the Southern Regional Planning Panel.

## 1.1 Application Description

<b>Panel Reference</b>	PPSSTH-140
<b>DA Number</b>	DA210262
<b>LGA</b>	Yass Valley Council (YVC)
<b>Proposed Development</b>	<p>Demolition of</p> <ul style="list-style-type: none"><li>– an existing council administration office</li><li>– the existing public car park</li><li>– the existing automotive/mechanic workshop</li><li>– the existing road edges and associated landscaping along Adele Street and Polding Street</li></ul> <p>Construction of</p> <ul style="list-style-type: none"><li>– A new single-storey public administration building</li><li>– A new single-storey community library</li><li>– A new two-storey commercial office building</li><li>– An at-grade parking lot</li><li>– Additional 38 at-grade parking spaces</li></ul> <p>Establishment of</p> <ul style="list-style-type: none"><li>– A public plaza</li><li>– A new pedestrian connection to Comur Street through to the Crago Mill</li></ul> <p>Refurbishment of</p> <ul style="list-style-type: none"><li>– The local heritage mill building – Crago Mill</li></ul> <p>Consolidation of the subject allotments</p>
<b>Address</b>	100/-/DP1222562 820/-/DP1133811 G/-/DP24503 1/-/DP995339 1/-/DP154508 (221 Comur Street, Yass, NSW)
<b>Applicant</b>	SMEC on behalf of Yass Valley Council
<b>Owner</b>	Yass Valley Council

<b>Date of DA lodgement</b>	August 2021
<b>Integrated Development</b>	No
<b>Number of submissions</b>	Five
<b>Recommendation</b>	Approval
<b>Regional Development Criteria Schedule 6 Part 3 of the <i>State Environmental Planning Policy (Planning Systems) 2021</i></b>	Capital Investment Value (CIV) of over \$5 million The development is to be carried out by Council.
<b>List all documents submitted with this report for the Panel's consideration</b>	Assessment Report Internal Referrals Architectural Plans Proposed Conditions of Consent Applicant's Response to Submissions
<b>KEY SEPP/LEP</b>	State Environmental Planning Policy (State and Regional Development) State Environmental Planning Policy No. 55 (Remediation of Land) State Environmental Planning Policy No. 64 (Advertising and Signage) State Environmental Planning Policy (Infrastructure) 2007 Yass Valley Local Environmental Plan 2013
<b>Report prepared by</b>	Sam Burns, QPRC
<b>Report date</b>	21 October 2022

<b>Summary of s4.15 matters</b> Have all recommendations in relation to relevant s4.15 matters been summarised in the Executive Summary of the assessment report?	Yes
<b>Legislative clauses requiring consent authority satisfaction</b> Have relevant clauses in all applicable environmental planning instruments where the consent authority must be satisfied about a particular matter been listed, and relevant recommendations summarised, in the Executive Summary of the assessment report?	Yes
<b>Clause 4.6 Exceptions to development standards</b> If a written request for a contravention to a development standard (clause 4.6 of the LEP) has been received, has it been attached to the assessment report?	N/A
<b>Special Infrastructure Contributions</b> Does the DA require Special Infrastructure Contributions conditions (S7.24)? <i>Note: Certain DAs in the Western Sydney Growth Areas Special Contributions Area may require specific Special Infrastructure Contributions (SIC) conditions</i>	No
<b>Voluntary Planning Agreements</b> Does the DA propose a VPA?	No
<b>Conditions</b> Have draft conditions been provided to the applicant for comment? <i>Note: in order to reduce delays in determinations, the Panel prefer that draft conditions, notwithstanding Council's recommendation, be provided to the applicant to enable any comments to be considered as part of the assessment report</i>	Yes



## 1.2 Summary

The proposed development comprises the following:

- » Demolition of
  - an existing council administration office
  - the existing public car park
  - the existing automotive/mechanic workshop
  - the existing road edges and associated landscaping along Adele Street and Polding Street
- » Construction of
  - A new single-storey public administration building
  - A new single-storey community library
  - A new two-storey commercial office building
  - An at-grade parking lot
  - Additional 38 at-grade parking spaces
- » Establishment of
  - A public plaza
  - A new pedestrian connection to Comur Street through to the Crago Mill
- » Refurbishment of
  - The local heritage mill building – Crago Mill

The development will result in four new buildings, comprising of Yass Valley Library, Civic Administration Centre, Crago Mill & proposed works, and Commercial building.

The proposed buildings will accommodate the YVC customer service interface, Council administration facilities, Council Chambers, building plantrooms, library, café and a lettable or saleable area for occupation by a third party.

## 1.3 Recommendation

That the Southern Regional Planning Panel (SRPP) approve DA210262 for demolition and construction of a public administration building, parking, landscaping, roads and subdivision at the site located at 221 Comur Street, Yass, pursuant to Section 4.16(1)(a), and 4.16(4)(a) of the Environmental Planning and Assessment Act (EP&A Act) 1979 subject to the draft conditions of consent detailed at **Appendix B** of this report.

## 2 Site Context

### 2.1 The Site

The site is located at 221 Comur Street, Yass, within the Yass Valley Council (Council) Local Government Area (LGA). The site is currently occupied by several public administration buildings, the disused Crago Mill, disused auto repair shop and service station and a car park. The site has a frontage to Polding Street, Adele Street to the south, Comur Street to the north east, and Crago Street to the west. The site is shown in Figure 1 below.

ALDI Supermarket is located adjacent to the site to the north west, and residential development located to the south west.

**Figure 1 Aerial Photograph of The Subject Site**



Source: SMEC, 2021

The site currently comprises five lots, as follows:

- » Lot 100 DP1222562
- » Lot 820 DP1133811
- » Lot G DP24503
- » Lot 1 DP995339
- » Lot 1 DP154508

## 2.2 Description of existing development

The subject site contains several existing buildings and uses as follows:

**Table 1 Existing development at subject site**

Lot	Area (m <sup>2</sup> )	Buildings and Uses
Lot 100 DP1222562	7,214	Yass Valley Council administrative building and Council Chambers with staff parking and a shared driveway with Aldi supermarket, an auto repair shop and a retired service station.
Lot 1 DP995339	2,167	Vacant land
Lot G DP24503	1,030	Vacant land
Lot 1 DP154508	518	Vacant land
Lot 820 DP1133811	582	Unpaved carpark

### 2.2.1 Surrounding development

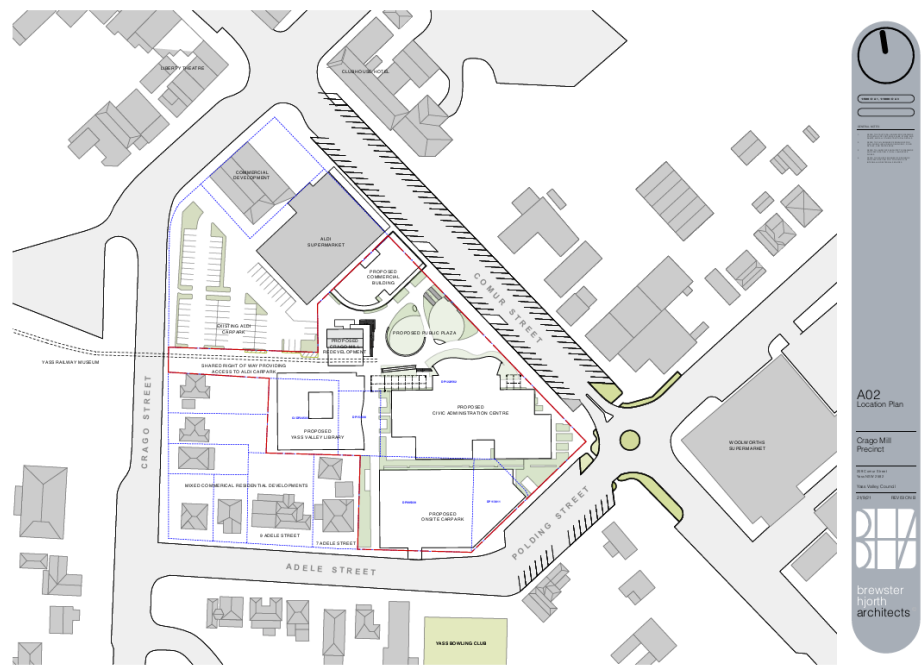
The Site is located within the town centre of Yass and with a primary frontage to Comur Street and secondary frontages on Polding Street and Adele Street, and an additional frontage to Crago Street.

Adjacent to the site, located to the north, is the Aldi Supermarket with an outdoor customer parking accessed from Crago Street. The Kaffeine2582 café is located further north of the Aldi Supermarket at the roundabout of Comur Street and Lead Street. Southwest of the subject site, on the western end of Adele Street, the character shifts to residential dwellings.

Commercial development is located on the eastern side of Comur Street, opposite the Council Building, including a service station, an outdoor power centre, an auto parts store and the Yass Telephone Exchange building. Further to the south, across Polding Street, is the Woolworths supermarket with a large outdoor carpark.

At the western edge of the subject site, a right of carriageway provides vehicle access from Comur Street over Council's land to/from the Aldi supermarket carpark. The right of carriageway is a historical instrument relating to the placement of Council sewer pipes. The Site is also burdened by a sewerage easement that runs from Comur Street to the rear of the Council administration building.

Figure 2 Surrounding Development



Source: Brewster Hjorth Architects, 2021.

## 3 Proposed development

The development application proposes the demolition of existing buildings and the construction of a public administration building. The proposal specifically comprises the following:

The proposed development comprises the following:

- » Demolition of the existing Council chambers
- » Demolition of the split-level Council Administration Building
- » Demolition of former art gallery
- » Demolition and remediation of the automotive retail shop and the former service station
- » Construction of new on-site carpark and associated landscaping
- » Construction of new Civic Administration Centre with associated external works
- » Construction of new angled parking on Polding Street and Comur Street
- » Establishment of new pedestrian pathway and associated landscaping
- » Renovation of the Crago Mill building and construction of new access stair, lift and podium area
- » Construction of a new library building
- » Construction of a public plaza
- » Construction of a commercial building to serve Crago Mill and public plaza
- » Associated landscaping and drainage.

The development will result in four new buildings, comprising of Yass Valley Library, Civic Administration Centre, Crago Mill & ancillary works, and Commercial building.

The development will result in a new precinct, comprising approximately 4,149m<sup>2</sup> Gross Floor Area (GFA), for the accommodation of YVC staff and a lettable or saleable area for occupation by a third parties. The precinct will also accommodate the YVC shopfront/customer service interface, Council Chambers, library, car parking, café and exhibition space.

Alterations and additions to the existing Crago Mill building are proposed to allow for the adaptive reuse of the heritage item. These alterations and additions will allow for the item to be used as a café, with exhibition spaces provided. The embellishment of a new community open space area within the precinct is also proposed.

### 3.1 Landscaping and Public Domain Improvements

A Landscape Plan was prepared by Oxigen and includes a site analysis incorporating design principles and design intent/desired character for the landscape area and public realm, including the identification of five key areas, as follows:

- » Former Siding and Library.
- » Civic Lawn and Plaza.
- » Comur Street Frontage.
- » Polding Street Entry.
- » Carpark

## 3.2 Vehicular Parking, Access, and Loading

### 3.2.1 Parking

The proposal includes construction of an at-grade car park comprising 67 parking spaces, and the upgrade of an existing on-street car park on Comur and Polding Street. Overall, more than 100 parking spaces will be provided between off-street and on-street car park.

### 3.2.2 Access

Vehicular access to the off-street car park on the subject site is to be gained via Adele Street. The vehicular access arrangement to the Aldi car park over the right of carriageway is proposed to be amended to better suit the use of the site, particularly the renovated Crago Mill. Service vehicles are proposed to gain access via the Adele Street access point.

## 3.3 Internal Referrals

Internal referrals were conducted with no comments being provided. Internal referral bodies have provided necessary conditions to be included in the Draft Conditions of Consent

## 3.4 External Referrals

The following external referrals were also undertaken:

**Table 2 External Referrals**

Authority	Comment
Essential Energy	<p>Referral response dated 19 April 2022.</p> <p>The referral was generally supportive and included general advice and recommendations the management of electrical infrastructure as follows:</p> <ul style="list-style-type: none"><li>» Clearances to Essential Energy's infrastructure must be maintained, no structures are to be built over the top of underground infrastructure.</li><li>» Essential Energy must be able to access infrastructure with excavation equipment.</li><li>» The creation of easement/s over existing Essential Energy infrastructure.</li></ul>
Transport for NSW	<p>Referral response dated 10 February 2022.</p> <p>TfNSW emphasises the need to minimise the impact of development on the existing public road network and maintain the level of safety, efficiency and maintenance along the road network.</p> <p>TfNSW raised no objections, subject to conditions, to the application on the basis the development is undertaken in accordance with the information submitted.</p>

## 4 Assessment

The proposed development has been assessed in respect of the relevant matters for consideration under section 4.15 of the EP&A Act.

### 4.1 Environmental Planning Instruments

The following sections assess the proposal against the relevant provisions of applicable Environmental Planning Instruments (EPIs), Development Control Plans (DCPs), Planning Agreements and matters prescribed by the Regulation in accordance with Section 4.15(1)(a) of the EP&A Act 1979.

#### 4.1.1 State Environmental Planning Policies

##### State Environmental Planning Policy (Planning Systems) 2021

Part 2.4 Regionally Significant Development of the SEPP PS provides that development specified in Schedule 6 is declared to be regionally significant development for the purposes of the EP&A Act 1979.

Schedule 6(3) provides that the development with a capital investment value of more than \$5m is regional development if:

- (b) the Council is the owner of any land on which the development is to be carried out or*
- (c) the development is to be carried out by the council.*

As the proposed development has a Capital Investment Value (CIV) of approximately \$29m and Council is the owner of the subject land and the development is to be carried out by Council, the development is considered to be regionally significant development. It therefore requires consent by the Southern Regional Planning Panel (SRPP) under Section 2.12 of the EP&A Act 1979.

##### State Environmental Planning Policy (Resilience and Hazards) 2021

According to clause 4.6 of SEPP RH, a consent authority may not consent to the carrying out of any development on land unless it has considered whether the land is contaminated, and if the land is contaminated, it is satisfied that the land is suitable in its contaminated state (or will be suitable after remediation) for the purpose for which the development is proposed to be carried out.

A geotechnical investigation report was undertaken by D&N Geotechnical Pty Ltd (D&N) as part of the application. The D&N report identified that the following areas of environmental concern (AEC), as a result of previous land uses.

- » Activities associated with the Maher Automotive mechanic and former service station: Underground storage tanks (USTs) and associated infrastructure located at the service station. Should the service station be a source of contamination, then the pollutants may have migrated beneath the site via groundwater therefore posing a risk to site occupants.
- » Imported fill material across the site used to develop the carpark and to infill the former swimming pool.
- » The old mill building adjacent to the rail line and storage sheds. Due to the age of the buildings and from previously completed investigations on the site, there is potential for lead paint and asbestos to be present.
- » Historic rail line adjacent to the mill building. The ground surface surrounding the rail line

The potential site contamination was considered by Council as part of the internal referrals. It was considered that the proposed use of the site for a public administration building is suitable subject to the remediation of the site, in conjunction with the recommended conditions of consent and the Remediation Action Plan by Lanterra Consulting which recommended known impacted fill/soil material to be excavation and moved offsite for disposal, with onsite validation soil sampling across other excavated areas.

## State Environmental Planning Policy (Industry and Employment) 2021

Any proposed signage will need to demonstrate consistency with the assessment criteria included in Schedule 5 of SEPP IE (**Table 3**). The proposed development includes three new buildings (Civic Administration Building, library and commercial building) that will require identification/wayfinding signage.

Signage will be located at the main carpark entry at the verge crossing on Adele Street and the pedestrian entry points adjacent to the main carpark entry on Polding Street and on Comur Street. Signage will also be proposed across the site in suitable locations to assist with wayfinding and building identification. Signage is conditioned to be approved by Yass Valley Council prior to the issue of a Construction Certificate.

**Table 3 Consistency with SEPP (Industry and Employment)**

Assessment Criteria	Applicant Response	Compliance/Response
<b>1 Character of the Area</b>		
Is the proposal compatible with the existing or desired future character of the area or locality in which it is proposed to be located?	The proposed signage will be compatible with the existing and likely future character of the area.	<b>Complies.</b> Proposed signage is compatible with the surrounding desired character of locality and appropriate to the proposed use of the site.
Is the proposal consistent with a particular theme for outdoor advertising in the area or locality?		<b>Complies.</b> Proposed signage is consistent with existing commercial signage in the immediate vicinity and greater CBD area.
<b>2 Special Areas</b>		
Does the proposal detract from the amenity or visual quality of any environmentally sensitive areas, heritage areas, natural or other conservation areas, open space areas, waterways, rural landscapes or residential areas?	The signage will be integrated into the design of the buildings and precinct and will not detract from the heritage character of the surrounding streetscape.	<b>Complies.</b>
<b>3 Views and Vistas</b>		
Does the proposal obscure or compromise important views?	The signage will not dominate the skyline or compromise views.	<b>Complies.</b> Proposed signs are located on building facades and are not considered to comprise or obscure important views.
Does the proposal dominate the skyline and reduce the quality of vistas?		<b>Complies.</b>
Does the proposal respect the viewing rights of other advertisers?		<b>Complies.</b>
<b>4 Streetscape, setting or landscape</b>		
Is the scale, proportion and form of the proposal appropriate for the streetscape, setting or landscape?	There are entry and wayfinding signage to the Civic Administration Centre entry from Comur Street.	<b>Complies.</b>



Assessment Criteria	Applicant Response	Compliance/Response
Does the proposal contribute to the visual interest of the streetscape, setting or landscape?	This signage will be approximately 2.4m high x 1.0m wide and in scale with the building. Signage will be placed to clearly identify the proposed use of each building.	Sizes of signage have been conditioned to be proportionate to the building. <b>Complies.</b>
Does the proposal reduce clutter by rationalising and simplifying existing advertising?	By integrating key corporate colours into the materials and finishes, proliferation of signage has been avoided. Some signages will also integrate with public art to improve its visual interest and reduce the hardness of the material.	<b>Complies.</b>
Does the proposal protrude above buildings, structures or tree canopies in the area or locality?	Signage will be positioned at grade and not require any ongoing vegetation management	<b>Complies.</b>
<b>5 Site and building</b>		
Is the proposal compatible with the scale, proportion and other characteristics of the site or building, or both, on which the proposed signage is to be located?	The proposed wayfinding signage will be approximately 2.4m high x 1.0m wide which is compatible with the scale, proportion and character of the proposed buildings. The signages will not dominate the character of the building however works to clearly define the uses of the precinct.	<b>Complies.</b> Sizes of signage have been conditioned to be proportionate to the building.
Does the proposal respect important features of the site or building, or both?		<b>Complies.</b>
Does the proposal show innovation and imagination in its relationship to the site or building, or both?	The signage will not be particularly innovative, however, will integrate with appropriate public art to show a connection with the precinct.	<b>Complies.</b>
<b>6 Associated devices and logos with advertisements and advertising structures</b>		
Have any safety devices, platforms, lighting devices or logos been designed as an integral part of the signage or structure on which it is to be displayed?	There are no safety devices required.	<b>Complies.</b>
<b>7 Illumination</b>		
Would illumination result in unacceptable glare?	The proposed signage will be internally illuminated to assist with wayfinding. The illumination will be adjustable to ensure there is no nuisance to nearby residential properties.	<b>Complies.</b>
Would illumination affect safety for pedestrians, vehicles or aircraft?		<b>Complies.</b> Signage is designed to assist pedestrians in wayfinding. Signage is setback from roadways and is not expected to impact vehicles or aircrafts.
Would illumination detract from the amenity of any residence or other form of accommodation?		<b>Complies.</b>

Assessment Criteria	Applicant Response	Compliance/Response
Can the intensity of the illumination be adjusted, if necessary?		<b>Complies.</b>
Is the illumination subject to a curfew?		<b>Not applicable</b> There is no curfew.
<b>8 Safety</b>		
Would the proposal reduce the safety for any public road?	The signage will not adversely impact pedestrian and vehicular safety. The signage will assist with wayfinding to each building and the public plaza.	<b>Complies.</b>
Would the proposal reduce the safety for pedestrians or bicyclists?		<b>Complies.</b>
Would the proposal reduce the safety for pedestrians, particularly children, by obscuring sightlines from public areas?		<b>Complies.</b>

Based on the table above it is considered that the proposed signage locations and types complies with the SEPP (Industry and Employment). Signage details to be determined prior to the issue of a Construction Certificate.

### State Environmental Planning Policy (Transport and Infrastructure) 2021

The site has a frontage to Comur Street, a regional road under the Roads Act 1993. Clause 2.119(2)(a) of SEPP TI states that:

*'where practicable and safe, vehicular access to the land is provided by a road other than the classified road,*

The proposed development seeks to direct vehicular access to the on-site car park from Adele Street which is a local road. No additional vehicular access is proposed on-site.

The vehicular access arrangement, from Adele Street, is further than 110m from the roundabout with Comur Street, therefore, the development is not classified as 'traffic-generating under Clause 2.122 of SEPP TI 2007.

Overall, the development will not impact the ongoing operation of the adjoining classified road and has satisfied the relevant provisions of *State Environmental Planning Policy (Transport and Infrastructure) 2021*.

#### 4.1.2 Yass Valley Local Environmental Plan 2013

The provisions of the Yass Valley Local Environmental Plan 2013 (YVLEP) apply to the development.

The land is zoned B2 Local Centre under the zoning provisions of the YVLEP. The development can be characterised by the dominant use as a public administration building under the YVLEP.

**public administration building** means a building used as offices or for administrative or other like purposes by the Crown, a statutory body, a council or an organisation established for public purposes, and includes a courthouse or a police station.

A public administration building is an innominate use, being a use that is neither specifically prohibited or permitted with consent in the B2 Local Centre zone. As such, the use is deemed to be permissible with consent.

The proposal includes community space and a library and commercial premises as secondary uses. All of these secondary uses are permissible in the B2 Local Centre zone.

- The objectives of the B2 Local Centre zone are:
- » *To provide a range of retail, business, entertainment and community uses that serve the needs of people who live in, work in and visit the local area.*
  - » *To encourage employment opportunities in accessible locations.*
  - » *To maximise public transport patronage and encourage walking and cycling.*

The development is consistent with the objectives of the B2 Local Centre zone.

The following summary table indicates the performance of the proposal against relevant statutory standards.

**Table 4 YVLEP Assessment**

Control	Comment	Compliance
Zoning	<p>The subject site is zoned as B2 Local Centre.</p> <p>The proposal includes a public administration building and various ancillary uses such as commercial premises (café and office premises) and information and educational facility (library).</p> <p>All proposed uses are permitted in the B2 zone.</p>	<b>Complies</b>

**Figure 3 YVLEP Zoning Map**

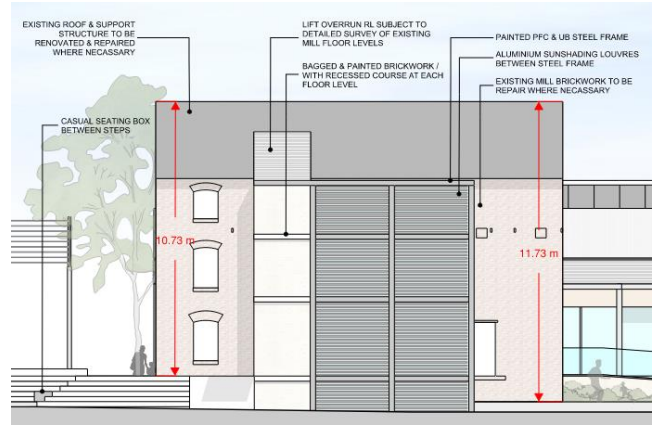


Source: NSW ePlanning Spatial Viewer, 2022

Clause 2.6 Subdivision – consent requirements	<p>The proposed Subdivision Plan includes the consolidation of the following lots:</p> <ul style="list-style-type: none"><li>» Lot 100 DP1222562,</li><li>» Lot 820 DP1133811,</li><li>» Lot 1 DP995339,</li><li>» Lot 1 DP154508,</li><li>» Lot G DP24503</li></ul> <p>The overall intent of the Subdivision Plan is supported, noting the heritage implications under Clause 5.10.</p> <p>It is noted that there is no minimum lot size for the subject site.</p>	<b>Complies</b>
Clause 2.7 Demolition	<p>The proposal includes demolition of the following structures:</p>	<b>Complies</b>

Control	Comment	Compliance
requires development consent	<div>» An existing council administration office,</div> <div>» Structures surrounding the Crago Mill</div> <div>» The existing public car park</div> <div>» The existing automotive/mechanic workshop</div> <div>» The existing road edges and associated landscaping along Adele Street and Polding Street</div> <div>Development consent for the demolition can be provided as part of this application.</div>	
Clause 4.1 Minimum lot size	There is no minimum lot size.	Complies
Clause 4.3 Height of buildings (show on Figure)	<div>The site is subject to a 12m maximum building height limit.</div> <div>The proposed precinct features 4 separate buildings of varying height. The tallest of the four is the Crago Mill. The Statement of Environmental Effects prepared by SMEC states that the maximum building height of the Crago Mill is 10.48m.</div> <div>With reference to the Brewster Hjorth plan A14(an extract of which is shown below), the eastern façade of the Crago Mill Building has a height of approximately 10.73m from the top of the stairs to the ridgeline. While on the western façade, the ridgeline is approximately 11.73m above the ground level.</div> <div>Despite the discrepancies, the Crago Mill, an existing building with no changes proposed that would alter the overall height and below the maximum building height of 12m.</div>	Complies

Figure 4 Building Height



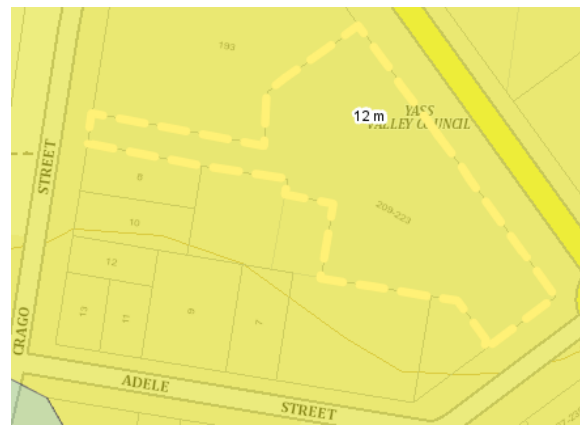
Source: Brewster Hjorth Architects, 2021.

The maximum height of the other buildings within the precinct are as follows:

» Commercial Building,	9.29m
» Library	7.0m
» Civic Administration Building	8.51

Control	Comment	Compliance
	» Crago Mill Lift	10.8m

Figure 5 YVLEP Height of Buildings Map



Source: NSW ePlanning Spatial Viewer, 2022

Clause 4.4 Floor Space Ratio	<p>The subject site has a maximum Floor Space Ratio (FSR) of 1:1 in accordance with Clause 4.4 and the YVLEP FSR map.</p> <p>Within the submitted SEE, two area calculations have been provided for the cumulative area of the site, being 11,401m<sup>2</sup> and 11,511m<sup>2</sup>. Despite the discrepancies in area, the proposed total floor area is calculated to be 4,149m<sup>2</sup>, which calculates to be a ratio of approximately 0.36:1.</p> <table><tr><td>Building Area</td><td>m<sup>2</sup></td></tr><tr><td>Yass Valley Library</td><td>970</td></tr><tr><td>Civic Administration Centre</td><td>1,964</td></tr><tr><td>Crago Mill &amp; proposed works</td><td>295</td></tr><tr><td>Commercial building</td><td>920</td></tr><tr><td>Total Gross Floor Area</td><td><b>4,149</b></td></tr><tr><td>Site Area</td><td><b>11,401</b></td></tr><tr><td>Proposed FSR</td><td><b>0:36:1</b></td></tr></table>	Building Area	m <sup>2</sup>	Yass Valley Library	970	Civic Administration Centre	1,964	Crago Mill & proposed works	295	Commercial building	920	Total Gross Floor Area	<b>4,149</b>	Site Area	<b>11,401</b>	Proposed FSR	<b>0:36:1</b>	Complies
Building Area	m <sup>2</sup>																	
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Total Gross Floor Area	<b>4,149</b>																	
Site Area	<b>11,401</b>																	
Proposed FSR	<b>0:36:1</b>																	
Clause 5.10 Heritage Conservation	<p>The proposal includes the erection of buildings on land that is within a heritage conservation area (subclause 2(e)(i)) and the subdivision of land on which a heritage item is located (subclause 2(f)(i)), both of which require consent.</p> <p>The site houses one Heritage Item:</p> <p>» Crago Mill (former) (Item I189)</p> <p>Crago Mill in its current state disused and dilapidated. It is proposed that the building is to be retained and adapted to incorporate the item into the proposed precinct. The Crago Mill is proposed to be the focal point of the precinct. This is achieved through the siting of the proposed buildings in relation to the Mill, clear vistas to the Mill from Comur Street and Crago Street, and all other buildings being proposed at a lower height.</p>	Complies																

Control	Comment	Compliance
	Alterations and additions are proposed to Crago Mill to better allow for adaptive reuse of the item.  The development successfully integrates architectural styles that respect the surrounding heritage items. The overall design merit of the precinct is acknowledged, and it is considered to provide a high-quality built form outcome. The precinct will provide a positive contribution to the redevelopment of the CBD in association with the public plaza.	

Figure 6 Crago Mill



Source: Eric Martin and Associates, 2021.

While also being located within a conservation area, there are six other heritage items within close proximity to the subject site. These are identified in **Figure 7**.

1. Crago Mill (Former) (Item I189)
2. Yass Town Railway Station and Yard Group (Item I194)
3. Pair of Semi-Detached Cottages (Adele St) (Item I134)
4. Pair of Semi-Detached Cottages (Comur St) (Item I190)
5. Liberty Theatre (Item I187)
6. Club House Hotel (Item I188)
7. Milltown - House (Item I135)

Control	Comment	Compliance
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Figure 7 Surrounding Heritage Items



Source: Eric Martin and Associates, 2021.

The proposed Subdivision Plan seeks to consolidate several lots to create a single large lot that will contain the Crago Mill and the subject proposed buildings and public plaza.

The proposed consolidated lot containing the proposed buildings have frontages to Comur and Polding Street while breaking up the overall building bulk by the incorporation of the public plaza and laneways to create legibility and human scale. The overall impact of the proposed subdivision on the adjacent Heritage Items is considered acceptable.

Clause 6.1 Earthworks	<p>The proposal includes bulk excavations as site preparation for the siting of buildings and allow for pedestrian walkability, which requires consent in accordance with Clause 6.1.</p> <p>The proposal includes ancillary earthworks in regard to the levelling of the site and requires consideration under Clause 6.1 of the YVLEP 2013. Measures will be in place during excavation works to minimise impact on nearby development and to maintain existing drainage.</p> <p>As discussed in the <i>State Environmental Planning Policy (Resilience and Hazards) 2021</i> assessment above, known impacted fill/soil material is to be excavation and moved offsite for disposal, with onsite validation soil sampling across other excavated areas in accordance with NSW EPA requirements.</p>	Complies
6.8 Essential Services	<p>This clause was not directly addressed in the proposal.</p> <p>The proposal includes a Civil Design Plan and Stormwater Management Report prepared by Van Der Meer demonstrate appropriate stormwater management for the site.</p> <p>Water, sewer, and electricity are known to be accessible to the site.</p>	Complies

## 4.2 Development Control Plans

Yass Valley Council has two DCPs that apply to areas within the LGA. The DCPs and the land they apply to are cited below:

**Table 5 Yass Valley Development Control Plans**

Development Control Plan	Land to Which the Plan Applies
Yass Valley Council Development Control Plan Fairley Commercial Centre, Murrumbateman 2015	This plan applies to all land in proposed lots 1, 2 and 3, part Lot 2 DP 878859, 3489 Barton Highway, Murrumbateman.
Yass Shire Council Development Control Plan Multi-Unit Residential Development	This plan applies to all land zoned 2(a) Residential within Yass Shire

The subject site is located within the B2 zone in the Yass township. The above DCPs therefore do not apply to the subject site, nor the proposed development.

## 4.3 Planning Agreements

The proposed development is not subject to a planning agreement under Section 7.4 of the EP&A Act.

## 4.4 Development Contributions

Under Section 2.8 Yass Valley Development Contributions Plan 2018, development undertaken by or on behalf of Council is exempt from the payment of contributions.

## 4.5 Submissions

Pursuant to Section 4.15(1)(d) of the EP&A Act, the application was then publicly notified for 28 days from 31 January to 28 February 2022 on Council's website. Five public submissions were received and have been considered.

The issues raised in the submissions and responses to the submissions are provided in **Appendix C**.

### 4.5.1 Community consultation

The Concept Plan for the proposed development was open for community consultation during June 2021. Council actively promoted awareness and sought feedback on the concept plan.

It is understood that the design as submitted in the development application is consistent with the Concept Design as exhibited as part of the community consultation period.

## 4.6 Public Interest

In accordance with Section 4.15(1)(e) of the EP&A Act, the consent authority is required to consider whether the proposed development is in the public interest. The public interest is an overarching requirement which includes consideration of the matters discussed in this report. Implicit to the public interest is whether the proposed development adequately responds to and respects the desired outcomes expressed in relevant EPIs and whether, on balance, the impacts of the development can be appropriately mitigated or managed.

Commented [SB1]: No Clear Community Consultation Process as of yet.

Commented [GH2R1]:



The proposed development is considered to be in the public interest as it will provide for a high-quality, visually prominent and well-designed public administration building, library and commercial premises for Yass residents. The buildings are complemented by proposed public realm improvements including a new public plaza. The public realm connects with the existing and proposed buildings to create a centralised location for engaging in public life. It represents a major upgrade to an underutilised site in Yass's CBD and is in accordance with the provisions of the YVLEP 2013, whilst minimising adverse environmental impacts on the surrounding built form and natural environment, including heritage items.

## 5 Environmental Assessment

The following subsections assess the key impacts of the development in accordance with Section 4.15(1)(b) of the EP&A Act to the extent they have not been addressed elsewhere in this assessment report.

### 5.1.1 Context and Setting

The subject site is located in a commercial area of the Yass CBD. The proposal is considered to be consistent with the surrounding land uses.

The proposal will not have an adverse impact on the streetscape of Comur, Polding, Adele or Crago Street as follows:

- » Creation of a public plaza provides a positive contribution to public realm and streetscape.
- » The proposal includes commercial opportunities, which are consistent with achieving active frontages and encouraging pedestrian activity.
- » Vegetation is proposed to be enhanced with additional hard and soft landscape treatments.

The proposal will not have an adverse impact on the surrounding built form as follows:

- » It will provide a new high-quality public administration building, comprising of a Council shopfront and customer service centre, offices for Council staff, the Council Chambers.
- » It will provide a new high-quality public library that incorporates publicly accessible innovative facilities.
- » An open plan plaza development that is visually permeable and encourages access into and around the precinct.
- » The architectural style of the precinct is respectful of surrounding heritage items while still representing a modern, functional and visually interesting location.

### 5.1.2 Access, Transport and Traffic

A Traffic Impact Assessment was provided by Genium Civil Engineering and details expected peak traffic generation and volumes. The Traffic Impact Assessment estimated that the development would generate 418 daily vehicle trips with 77 of these occurring during the peak hour. Modelling indicated that surrounding existing intersections would continue to operate at an excellent overall level of service and will function well within their designed capacity, "indicating sufficient spare capacity during the peak hour to accommodate any increase in the future traffic without affecting overall intersection performance".

It is noted that Transport for NSW, as part of its external referral, raised no objection to the proposed development, subject to conditions

### 5.1.3 Public Domain

The proposed development will improve upon current public recreational opportunities, pedestrian links or access to public space.

### 5.1.4 Utilities

The site is known to be serviced with water, sewer, electricity and telecommunication services.

The proposed stormwater strategy ensures the development does not increase the stormwater flows or increase downstream flooding for events up to 100-year ARI.

### Proposed drainage system

The main concentrated flows from impermeable surfaces including paved footpaths, parking spaces and building will be collected by the proposed drainage system. Runoff from pervious areas will also be collected if possible.

The proposed stormwater management system includes:

- A pit and pipe network to collect minor stormwater runoff from areas
- Overland flow paths to carry flows from major storm events through the site
- And on-site detention (OSD) tanks with orifice control

### On-site Stormwater Detention (OSD) Tank

OSD will attenuate peak overland flows from the development. Following pre-lodgement discussions with Council, it has been confirmed that the OSD criteria normally applied to Multi Unit should be used to guide OSD design for the proposed. The analysis of the OSD tank aligns with the development area of Stages 1 and 2 as the later stages do not require OSD since the area will remain 100% impervious.

## 5.1.5 Heritage

The proposed development is located within the Yass Heritage Conservation Area, while also containing a local heritage item (Crago Mill (former) – Item I189). The proposal involves the adaptive reuse of the heritage item, maintaining the focus of the development on the item. Heritage matters have been assessed under the Clause 5.10 Assessment within **Table 5**. The provisions of the Yass Valley Local Environmental Plan 2013 (YVLEP) apply to the development.

The land is zoned B2 Local Centre under the zoning provisions of the YVLEP. The development can be characterised by the dominant use as a public administration building under the YVLEP.

***public administration building** means a building used as offices or for administrative or other like purposes by the Crown, a statutory body, a council or an organisation established for public purposes, and includes a courthouse or a police station.*

A public administration building is an innominate use, being a use that is neither specifically prohibited or permitted with consent in the B2 Local Centre zone. As such, the use is deemed to be permissible with consent.

The proposal includes community space and a library and commercial premises as secondary uses. All of these secondary uses are permissible in the B2 Local Centre zone.

The objectives of the B2 Local Centre zone are:

- » *To provide a range of retail, business, entertainment and community uses that serve the needs of people who live in, work in and visit the local area.*
- » *To encourage employment opportunities in accessible locations.*
- » *To maximise public transport patronage and encourage walking and cycling.*

The development is consistent with the objectives of the B2 Local Centre zone.

The following summary table indicates the performance of the proposal against relevant statutory standards.

Table 4 YVLEP Assessment

### 5.1.6 Other Land Resources

The proposed development will not affect the future use or conservation of valuable land resources such as: productive agricultural land; mineral and extractive resources; and water supply catchments.

### 5.1.7 Water

The proposed development will have minimal impact on the conservation of water resources and the water cycle.

### 5.1.8 Soils

The proposed development will have minimal adverse impact on soil conservation. The subject site is known to have been exposed to historic contaminating land uses and remediation of the site is required prior to construction beginning. Subject to site remediation, the site is considered to be suitable for the proposed development.

### 5.1.9 Air and Microclimate

The proposed development will have minimal impact on air quality and microclimatic conditions and will be conditions to prevent air pollution such as dust where required.

### 5.1.10 Flora and Fauna

The subject site is located in an urban area, as such, the proposed development will have a minimal impact in relation to the maintenance of biodiversity in the area. While the proposed development involves the removal of trees, these are not considered to be of significant biodiversity value. There are no known listings of critical habitat, threatened or endangered species, populations, ecological communities, or their habitats on or in close proximity to the site.

### 5.1.11 Waste

Adequate waste facilities are proposed for the development. The waste collection method of the development will be implemented with the use 1100 litre bins. These will be located in a garbage enclosure on the western side of carpark and will be picked up by garbage truck. It is proposed to use two general garbage bins and two recycling bins.

### 5.1.12 Energy

A BASIX certificate was not required to be submitted with the proposal. Section J of the BCA will be addressed under the Construction Certificate ensuring the dwelling has been designed to be energy efficient.

### 5.1.13 Noise and Vibration

Short term noise and vibration impacts are anticipated during the development of the site and would be confined to the approved hours of work. The proposed development is not likely to cause any adverse ongoing impact from noise or vibration.

### 5.1.14 Natural Hazards

Bushfire and flooding are not known to impact the subject site.

### 5.1.15 Technological Hazards

No technological hazards are known to affect the site.

### 5.1.16 Safety, Security and Crime Prevention

The submitted Crime Risk And Crime Prevention Through Environmental Design Report by Harris Crime Prevention Services outline five principles of crime prevention through environmental design. The five principles are as follows:

- Territorial Definition
- Natural Surveillance
- Access Control
- Access Support
- Target Hardening

The proposed development addresses these principles through:

- Maintaining clear sightlines by way of building design (no blind corners), selection of shrub and ground cover species less than 1.0m mature height, and clean trunked trees.
- No entrapment spaces or building elements that allow for concealment.
- Open form pavilion/amphitheatre seating to provide view lines through to the public basement.
- Adequate natural passive surveillance is offered from adjacent buildings that overlook in the public plaza and streetscape.
- Adequate lighting of public spaces, laneways and public car parking areas.
- Shared spaces to encourage mixed use throughout day and night time hours, to increase public use and passive surveillance.

### 5.1.17 Social Impact in the Locality

The social impacts of the proposal are anticipated to be beneficial.

### 5.1.18 Economic Impact in the Locality

The economic impacts of the proposal are anticipated to be positive.

### 5.1.19 Construction

The construction stage of the proposed development will have the potential to impact on adjoining properties and the environment for a short period of time. Any approval will be conditioned to ensure construction activities do not unreasonably impact on the adjoining properties and their occupants and the environment by way of noise, erosion and the like.

### 5.1.20 Cumulative Impacts

Cumulative impacts relate to the small impacts of developments in an area that when considered in unison can result in detrimental impact on the natural or built environment. It is considered unlikely that the proposed development will result in adverse cumulative impact.

## 5.2 Suitability of the site for Development

Pursuant to Section 4.15(1)(c) of the EP&A Act, the Site is considered to be suitable for the proposed development as the site is being redeveloped to accommodate existing uses.

The Site is zoned by B2 Local Centre and the proposed development is consistent with the zone objectives as listed in the Yass Valley LEP.

The Site is centrally located within the Yass CBD and located on the site of the present Council offices. It is accessible for pedestrians, cyclists and vehicles from the Comur Street frontage and Adele Street via the proposed car park at the rear. The Site is suitably located in an area that houses both commercial and residential land uses.

## 6 Conclusion

The application seeks to develop a new public administration building, including the demolition of all existing buildings and construction of three buildings, and the restoration and adaptive reuse of a heritage item. The proposed development has a capital investment value of \$29 million and will be developed by Council, therefore it is deemed to be regionally significant development pursuant to Schedule 6 Part 3 of the *State Environmental Planning Policy (Planning Systems) 2021*. Accordingly, the Southern Region Planning Panel is the determining authority pursuant to Clause 4.5(b) of the EP&A Act.

The site has been inspected and the application assessed having regard to all documentation submitted by the applicant and the provisions of:

- » EEP&A Act 1979,
- » Environmental Planning and Assessment Regulation 2000,
- » All relevant and draft Environmental Planning Instruments, including the YVLEP 2013 and
- » Codes and Policies of Council.

This assessment has taken into consideration the submitted plans, Statement of Environmental Effects, and all other documentation supporting the application, and does not result in any unreasonable impacts on surrounding, adjoining, adjacent and nearby properties subject to the conditions contained within the recommendation.

In consideration of the proposal and the merit consideration of the development, the proposal is considered to be:

- » Consistent with the aims of the LEP
- » Consistent with the zone objectives of the LEP
- » Consistent with the objectives of the relevant EPIs
- » Consistent with the objects of the EP&A Act 1979

The proposed development is considered to be an appropriate design response in consideration of the site constraints and local heritage context. It is considered that the proposed development satisfies the appropriate controls and that all processes and assessments have been satisfactorily addressed.

### 6.1 Recommendation

The proposal is recommended for approval subject to the Draft Conditions of Consent at **Appendix B**.

# Appendices

- A Referrals
- B Draft Conditions of Consent
- C Submission Comments and Responses



# A   Referrals

# B     Draft Conditions of Consent

# C    Submission Comments and Responses