

Concept Plan Application

CARDINAL FREEMAN VILLAGE

137 Victoria Street, Ashfield NSW 2131



Volume 1/3 Environmental Assessment

October 2012

Prepared for
NSW Department of Planning

Proponent
Stockland Development Pty Ltd



To enable the reader to quickly understand and digest the modifications to the approvals this Environmental Assessment Report is structured in the following manner:-

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Background

Cardinal Freeman Retirement Village occupies a 4.1 hectare site in Ashfield comprising an entire street block bounded by Victoria, Queen, Clissold and Seaview Streets. The site has undergone progressive development and redevelopment for a range of uses including residential, a home for girls and finally as an older persons housing facility. The existing facility comprises 348 units of accommodation and aged care beds accommodating around 400 residents in a mix of accommodation types which cater to the varying needs of residents and the aged within the community.

The Village has a long history of association with the provision of care extending back to 1913 when the site was used by the Sisters of Good Shepherd to shelter women. The use of the site for the provision of aged care services to the local community was established through a series of building programs which began in 1978 involving the construction of a range of aged care and seniors housing accommodation.

The site is fully self-contained and comprises a range of services and amenities for residents including doctors’ consulting rooms, village shop, on-site dining room, hairdressing salon, library, billiards room, entertainment hall, and chapel. A shuttle bus to the local shopping and community areas is also available to residents.

The unique model of care at the Village is based on providing a continuum of care including self care, assisted living, hostel (low care) and nursing home (high care) accommodation. This enables seniors to transition from self care through the various stages to palliative care provided in the nursing home available within a single site.

The village employs 105 – 110 high and low skilled workers.

On 20 January 2011, the Planning Assessment Commission, as delegate to the Minister for Planning, granted approval to:

1. Application No. MP080245 - The Concept Plan for the comprehensive redevelopment of an existing retirement village over 5 stages including 12 residential buildings of 3 & 5 storeys in height and a residential aged care facility with associated landscaping, community facilities, internal road network and parking (the Concept Plan Approval); and

2. Application No. MP080260 - The Project Application for Cardinal Freeman Village including:
- Stage 1 – Village Green Precinct
 - Demolition of existing ILU buildings and community buildings to allow for the Construction of 3 x 5 storey
 - buildings (Q1, Q2 & Q3) consisting of 54independent living units (ILU’s), community facilities and basement car parking
 - New village green
 - Upgrade and realignment of the existing east-west roadway

• Stage 2 – Care Precinct

- Demolition of the existing nursing home, ILU building, dwelling houses and associated structures

- Construction of a 4 storey, 160 bed Residential Aged Care Facility¹

- Construction of 2 x 5 storey buildings consisting of 46 ILU’s

- Construction of a new north-south laneway

- Associated infrastructure works (the Project Approval).

The Concept Plan Approval is subject to terms of approval and modifications as set out in the approval and the Statement of Commitments. This included a determination that Stages 3, 4 and 5 of the Concept Plan Approval are to be subject to Part 4 of the Environmental Planning and Assessment Act 1979 (EP&A Act). The Project Approval is subject to conditions.

Proposed Modifications

The proponent, Aevum Limited, now wholly owned by Stockland Developments Pty Ltd, has requested the Minister to modify these approvals by changing the terms of the determinations and varying conditions of the approvals. The nature of these modifications and a full description of the Concept Plan approval and Project Application approval as modified are described in Sections 3 and 4.

Since the approvals were granted, there have been on-going discussions with the residents and with the design team to identify improvements to the overall design of the development. Issues discussed included:

- Greater separation between existing buildings in the south west quadrant of the site and the proposed new Village Green buildings;

• Amending the staging to allow the RACF to be constructed first;

• A clearer and more legible movement system with improved wayfinding;

• Provision of larger garden areas around buildings by reducing the number of buildings and increasing the spaces between buildings together with an overall improvement in the quality of landscaping and pathway systems;
- An overall improvement in landscape quality;

- Improvements to the garden setting to the heritage buildings and with a separate ceremonial entrance to the Chapel.

In addition, the detailed design process has resulted in modifications to unit mix to better represent future resident needs.

These discussions and investigations have resulted in modifications to the approvals. The proposed modifications seek to maintain the primary objectives and key principles

¹ The reference to 160 beds is an error in the approval notice as the RACF drawings show 132 beds.

of the Concept Plan Approval and Project Approval while proposing a more rational site layout oriented around an axial road design and modified building envelopes. The proposal is to retain the approved precinct/quadrant staging of the site redevelopment and maintain an integrated design solution for the site that considers existing historic items, existing buildings and the surrounding urban context.

The main modifications are summarised as follows:

Modifications to Concept Plan Approval

- A more logical and legible movement system by providing an east west link road that is straight and more consistent with the grid street pattern of the surrounding urban form. This results in the relocation of the main entry gates to a more logical and ceremonial location;

• The demolition of the Serviced Apartment building and its replacement with a new ILU building;

• A reduction in the number of separate buildings from 13 to 8 with similar heights ranging from 3 to 5 storeys with increased spaces between buildings and improved landscaped areas for residents;

• An increase in new ILUs from 225 to approximately 240 including a change in apartment mix;

• A change in the staging of development with the RACF building to be constructed first followed by the ILU buildings and a reduction of the number of stages;

The key urban design principles of the Concept Plan Approval will be retained and enhanced including:

- The use of the site for seniors housing;

• Maintaining the approved RACF bed numbers;

• Providing an integrated design solution for the site that considers existing historic items, existing buildings to be retained and the surrounding urban context;

• Re-organising the site to strengthen and re-establish the concept of quadrants with a strengthened and more legible street system capable of improved access for all vehicles;

• Re-engaging Glentworth House and Chapel with an improved garden setting visible from the street and a separate ceremonial entry;

• Façade designs that integrated into the urban fabric of the site and the adjoining public domain;

• Providing a development that is compatible with the amenity of the adjoining residential area;

• Maintaining site permeability and vistas to the heritage facades;

• Providing improved settings for heritage buildings on all frontages as the focus of the development and major arrival point to the development;

• Improving the quality of spaces between buildings with more detailed consideration of landscaping and ground level activity;

- Maintaining the prominence of the historic skyline and providing heritage continuity.

The evolution of the Concept Plan can be seen in figures 1a to 1d which compares the existing site, the approved Concept Plan and the Concept Plan as modified.

Modifications to Project Approval

- The Residential Aged Care building is retained in its present location with modifications to external appearance and internal layout and a relocated porte cochere and entry (no new access points from Clissold Lane however);

• Demolition of Serviced Apartment Building (previously retained) and the construction of a new ILU building;

• Modifications to the design of Independent Living Unit buildings in accordance with the modified Concept Plan Approval to increase setback from existing residences and provide improved landscape spaces including the Village Green;

• Changes to the staging of works to allow the commencement of construction of the RACF first followed by the ILU buildings.

The proposed accommodation is summarised in the following table.

	Existing	Approved	Modified	Comment
South West Quadrant	56	56	56	No change Retained
Glentworth House	23	23	23	No change Retained
Villas (South East)	17	0	0	No change Demolished
Buildings A and B	36	36	36	No change Retained
Blocks C to F	48	0		No change Demolished
Stage 1 Care Precinct (or equivalent)	0	46	101	Change in apartment mix and building design
Stage 1 Village Green (or equivalent)	0	58	40	Change in apartment mix and building design
Stage 2	0	121	99	New
Total ILUs	180	340	355	
Serviced Apartments	49	49	0	Demolished
Total Apartments	229	389	355	
Nursing Home (beds)	59	132	133	Building redesign
Hostel (beds)	60	0	0	No change Demolished
Total RACF beds	119	132	133	

Existing and Proposed Seniors Housing

The modifications have evolved from a detailed study of the site and its context and in consideration of the changing needs for seniors housing and funding arrangements.

Consultation with residents has also influenced the design of the modifications particularly in terms of:

- Designing spaces for social interaction in communal areas such as apartment lobbies;
- Providing buildings equipped with two lifts to continue to provide access in the event of one lift set not operating;
- Landscape and built form with greater emphasis on the garden setting of buildings and spaces for interaction between them;
- Increasing setbacks between existing and proposed buildings;
- Staging and construction with first priority to be given to the construction of the Residential Aged Care Facility.

The proponent will continue working with residents throughout the development process including:

- Participation in the final selection process for a construction contractor;
- Advice and feedback on detailed design features including kitchen, bathroom, windows, blinds/curtains and other interior finishes.

The Concept Plan as modified continues to display an urban design based on the key urban design principles of the approved Concept Plan in relation to:

Site Organisation

The site remains logically divided into quadrants, centred on a communal open space reflecting the historic pattern of development of the site and adjoining street blocks with community facilities and the Chapel both spatially and functionally intergrated into the site.

Urban interfaces

The modifications to the Concept Plan retain a balance of landscape and building fronts to all street frontages. Generally new buildings present as articulated facades interspersed with courtyard gardens, while a larger, generous new forecourt re-presents Glentworth House to the street. Where larger building footprints are proposed under the modified Concept Plan, such as to Victoria Street, façade design provides necessary articulation and appropriate building scale. Building setbacks to the streets are the same as the approved Concept Plan. Existing boundary walls and fences continue to be retained with new openings and indentations in some locations for improved permeability and services. The modifications include a new ceremonial entry to Glentworth House and Chapel to improve the sense of address to this precinct and provide an entry for services at the Chapel. The existing heritage gates and sandstone piers will be relocated to this ceremonial entrance.

Heritage Building Inter-relationship

The modifications result in buildings in the vicinity of the

Chapel with a parapet height generally equal to or below the level of the Chapel eaves. In particular Building 7 responds to the Chapel eave and streetscape with a height comparable to the Chapel eave. Building 4 has a parapet height that is comparable to the eaves height of the Chapel with an upper level set behind the parapet line.

Curtliage Principles

The approved Concept Plan is founded on creating a new and appropriate setting for the heritage buildings that respects their architectural scale and spatial arrangement. The proposed modifications reinforce this principle through the provision of a larger garden setting and removing the buildings from the front of the Chapel, integrating buildings along the Victoria Precinct to provide the larger green space and enhanced setting to the Chapel and Glentworth House.

Height Distribution

In deference to the existing historic skyline, the predominant height of all new buildings in the Concept Plan as modified has been kept at or below the Glentworth House and the Chapel’s eaves height, with recessive or setback elements projecting above the parapet line. The scale of the central green has been framed by a series of buildings that build generally to this height concentrating the taller buildings in the centre of the site. The Concept Plan as modified retains this scale with building heights to Victoria Street being generally marginally lower than approved and the buildings toward the centre of the site slightly higher.

Access and Address

The approved Concept Plan proposes a legible and connective site-wide structure for access and address. The Village Green creates an identifiable centre for the site, and most paths and internal streets define its edges. These principles are retained and reinforced in the modifications. The more direct access to Victoria Street and the provision of a point of arrival at the Village Green provides straight alignments and clear sightlines with the reduction in the number of buildings creating improved landscaping opportunities and a simplification of movement systems and building address.

Site Permeability and Vistas

The approved Concept Plan opens the historic buildings and new generous garden spaces to public view from the street and improves site permeability and vistas. The modifications increase the size of the garden space in front of the Chapel and Glentworth House with consequential improvements in the setting and vistas to these buildings.

Access points and driveways are clearly identified, and offer welcoming routes into the heart of the site with a secondary additional access proposed to the Chapel under the modifications for ceremonial purposes such as funerals.

Site Landscape Principles

The Concept Plan as modified retains the same site landscape principles.

Construction Staging and Management

Under the approved Concept Plan, the first precinct constructed was to be the Village Green Precinct followed by the Care Precinct. The Project Approval allows development in these precincts. Following discussion with the residents, a change to the staging program is proposed. The RACF will now be constructed first followed by the ILUs adjacent to the RACF (Buildings 2 and 3). This will then be followed by Buildings 1 and 4 and part of the Village Green. This will provide for the earlier opening of the new RACF.

The construction program continues the process of progressive improvement and redevelopment of the Village that took place during the 1970s and 1980s.

Resident Relocation

A key element of construction management and staging is to manage relocation of existing residents. This involves a number of elements including:

- Communication and consultation with with village residents;
- Careful coordination of staging and development activity;
- Resident information systems and the provision of timely information;
- Processes for relocating residents and the provision of any necessary assistance and information.

A revised Residential Relocation Plan has been prepared reflecting the changes to staging however retaining the key elements of the plan as approved.

The construction staging program has been designed to minimise resident relocation and to ensure it can happen in a timely and harmonious manner.

Summary of Environmental Assessment

Built Form and Urban Design

The modifications to the Concept Plan have evolved from detailed understanding of the site, its location and its relationship to Ashfield and surrounding development. The Concept Plan as modified presents a rational site organisation based on site quadrants reflecting the history of development on the site. New internal street alignments are created which rationalise existing access ways and integrates with the pedestrian movement system. New and upgraded footpaths provide more direct through site connections and links with the adjoining streets. This establishes an urban structure that responds to the surrounding context and provides an interconnected site.

The more legible structure to the movement system is reinforced by the placement of buildings and associated structured landscaping.

The arrangement of new buildings results in two areas of significant open space requiring the demolition of a number of existing buildings. These provide a setting for the heritage items and a focal point for residents, visitors and staff. The resulting urban form results in buildings occupying a smaller footprint on the site resulting in an improved landscaped setting and more effective open spaces.

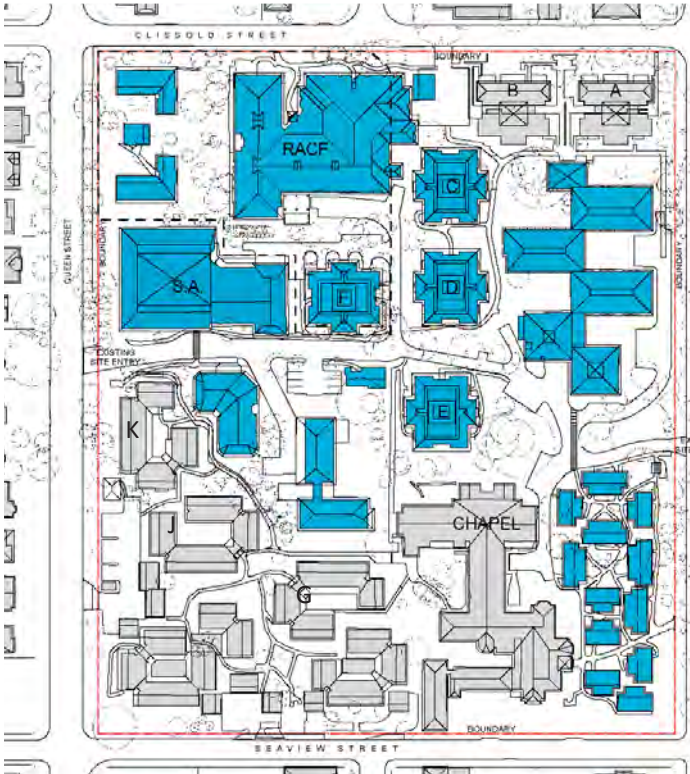


Figure. 1a Village - Existing



Figure. 1b Village - Concept Approved



Figure. 1c Village - Concept Approved / Proposed Overlay



Figure. 1d Village - Proposed

- BOUNDARY
- PRECINCT BOUNDARY
- EXISTING BUILDINGS TO BE DEMOLISHED AS PART OF FUTURE STAGE

- Boundary
 - Landscaping retained (All Precinct landscape refer to Landscape Architect's Plan)
 - Landscape Community space (refer to Landscape Plan)
 - Landscape garden (refer to Landscape Plan)
 - Pedestrian path (refer to Landscape Architect's Plan)
 - Trees to Landscape Architect's Plan
 - Existing significant tree retained
 - Built Form
 - 5 Storeys
 - 4 Storeys
 - 3 Storeys
 - 1 Storey
 - New building circulation
 - New balcony
 - Heritage building
 - Existing building
 - Vehicular Access
 - Realigned internal road
 - Existing parking
 - Underground parking (shown dotted)
- NOTE: RLs indicate site ground levels and building Ground Floor levels. See Height Control Plan S.1.2 for building height RLs.

Relationship to the Streetscape

The Concept Plan proposes buildings front the adjoining streets with a balance of landscape and building fronts. The strong site edge formed by sandstone and rendered walls will be largely retained as will the high palisade fence.

All new buildings have a garden setback to match the predominant street front conditions in the neighbouring streets. The proposed setbacks are 5.5 metres for Victoria and 5.5metres to Clissold Street and 7.5 metres to Queen Street related to the building façade design. These setbacks do not change from the approved Concept Plan, allowing the retention and reinforcing of boundary plantings.

Generally new buildings present as articulated facades interspersed with courtyard gardens, while a generous enlarged new forecourt re-presents Glentworth House to the street.

Buildings along Victoria Street are no more than 4 storeys in height (above basement podium) and a 3-4 storey scale along Clissold and Queen Streets. Building 1 with a narrow frontage to Queen Street has a height of 5 storeys with the upper level setback from the parapet line.

The approved 5 buildings along Victoria Street are replaced with three buildings allowing an increase in the size of the heritage garden and the removal of buildings from the front of the Chapel. The 5 buildings fronting Victoria Street in the approved Concept Plan contained 121 units which will be replaced with three buildings containing 93 units. There is a reduction in built form to Victoria Street. Space between buildings has been increased. Although the individual building frontages to the street are longer, the separation between buildings is increased and the bulk and scale of buildings can be managed by containment within the approved height limit and modulation and articulation of residential building facades.

Higher buildings are located generally toward the centre of the site where the height limit is set by the bracketed eaves of Glentworth House and the Chapel. These buildings address new significant internal village open space.

Buildings are spaced to allow vistas into and through the site, particularly to the heritage buildings and to allow landscaped courtyards between buildings.

Of major importance is the demolition of villa units in the south east quadrant to the east of Glentworth House and the restoration of garden areas to enable views from Victoria and Seaview Streets to be re-established.

This location and height of buildings reinforces the existing urban pattern, provides an articulated building form, preserves the heritage significance of Glentworth House and the Chapel and maximises views and topography by following the topography of the site.

The Village Green Precinct and Care Precinct developments contained in the project application are consistent with these principles. The Care Precinct development has been designed to integrate with the Queen and Clissold streetscapes and with the existing buildings on the site. The topography allows the built form to step with heights ranging from 5

storeysto 3/4 storeys. This variety of scale helps create visual interest and relief, whilst allowing the lower height element to address the boundary conditions, with the lowest scale development being at the corner of Clissold and Queen Street.

From Clissold Street the development reads as three narrow fronted residential buildings punctuated by landscaped gardens adding relief and activity. Well articulated façades with balconies, sun shading and a variety of materials help reinforce the residential nature and scale of the development. The retention of existing trees to the northern boundary further anchors the development to its context.

To Queen Street, particular attention has been paid to ensure the façade treatment offers a bulk and scale appropriate to the residential setting. A significant setback of 7.5 metres is retained. Although the RACF building has an upper level set closer to the street than under the approved Concept Plan, this remains appropriate in the context of the street having regard to the façade modelling and variation in the setback of the upper level.

The new element in the streetscape of Queen Street is Building 1 which replaces the Serviced Apartment Building. This building presents a narrow façade to the street and has an overall height consistent with other approved buildings under the approved Concept Plan. The upper (fifth) level of this building is set back from the street frontage.

The Village Green development is located well within the site and thus does not present an address to any public street. Although setback some 90 metres from the street, the buildings would be visible in the background beyond the Green and behind the line of the Chapel. The buildings as viewed from the streets are robustly articulated with the blocks reading as distinct volumes with related architectural themes.

The buildings will be perceived as framing the new Village Green and having an appropriate scale relationship with the dominant form of the chapel and in particular, a wall height set to the bracketed eaves of the Chapel so that the articulated roof form of the Chapel dominates to skyline. Building 4 in the modified Concept Plan has an overall building height that is higher than the approved Concept Plan (RL64.3m compared to RL61.6m). However the parapet height of this building is below the eaves height of the Chapel with the upper level setback. This achieves the design intent of allowing the roof elements of the Chapel and Glentworth House to be dominant in height on the site when viewed from the public domain.

Relationship to Heritage Buildings

The modifications to the Concept Plan proposes a redevelopment that improves the relationship of Glentworth House and the Chapel to the site and to the adjoining public domain by creating a larger setting for both buildings and by interpreting historic building alignments and vistas.

The predominant parapet height of new buildings in the vicinity of the house and Chapel reinforces the historically important eaves height. This also maintains the prominence of this historic skyline with these buildings remaining the highest on the site.

The northern facades of the Chapel and Glentworth House’s tower set out new orthogonal pathways, internal streets and garden spaces. The Concept Plan as modified opens further the historic buildings and new generous garden spaces to public view by creating building alignments that allow site permeability and vistas.

Buildings remain aligned to provide additional views to the heritage buildings from Clissold Street and from Victoria Street.

Relationship to Existing Residential Buildings

The new building within the Village Green Precinct is located further from existing ILU buildings including Building G to the south, Building J to the south east and Building K to the west, with reduced impacts on these adjoining buildings and an improved relationship.

The RACF building is located in the northwest corner of the site. The “H” format planning of the RACF building provides varying, generous setbacks to the ILUs. The change in levels results in a built form of an appropriate scale and with minimal overshadowing.

The redevelopment of the serviced self care building site enables a new building that is integrated with the design of the RACF and surrounding ILU buildings. Until Stage 2, Buildings C and D will remain on the site and are separated by the proposed north south access street.

Heritage Impacts

The Concept Plan modifications enhance the relationship of Glentworth House and the Chapel to the site and to the adjoining public domain by creating a setting for both buildings and by interpreting historic building alignments and vistas. The modified Concept Plan creates an improved setting for the historic buildings and proposes a form that respects the architectural scale and spatial arrangement of Glentworth House and the Chapel. Glentworth House and the Chapel are both re-presented to Victoria Street with reinstated landscaped spaces.

The predominant height of new buildings in the vicinity of the house and Chapel reinforces this historically important eaves height. This also maintains the prominence of this historic skyline.

The northern facades of the Chapel and Glentworth House’s tower set out new orthogonal pathways, internal streets and garden spaces. The Concept Plan opens the historic buildings and new generous garden spaces to public view by creating building alignments that allow site permeability and vistas.

Buildings are aligned to provide additional views to the heritage buildings from Clissold Street and from Victoria Street.

The T-shaped Chapel generates a series of new spaces, including the Village Green to the north and more defined linear spaces on the axis of each of its transepts to the east and west. These spaces are related in proportion to each of the facades.

The modified Concept Plan considers the heritage values of the site and its buildings, and those of the surrounding area. The modifications preserve and enhance the heritage values of the site and its buildings by:

- redefining the setting of these heritage items with the creation of a communal garden space to their north and east;
- maintaining the recently established building scale along Victoria Street;
- limiting the predominant height of the new buildings generally to that of the eaves of Glentworth House and the Chapel;
- concentrating taller buildings in the centre of the site.

Landscape

There is a relatively good cover of trees over the site, creating a leafy character with some very shaded areas. Some of the larger trees are visible for some distance outside the site - these contribute to the character and quality of the streetscape and mark the site within the locality. There are no remnant indigenous species. Some trees are associated with the original landscape of Glentworth House and are a significant part of the heritage curtilage. Several other mature and significant trees in the vicinity of the heritage buildings were probably planted in the 1930s or 40s. The majority of the remaining significant and moderately significant trees appear to have been planted in the 1960s and 70s.

The Concept Plan shows removal of trees from the site, for a variety of reasons, including the impact of proposed buildings. The site does, however, contain many trees that are self seeded, sometimes in inappropriate locations; considered to be weeds or environmental nuisance plants; or are plants past their safe useful life expectancy. There has never been management of site trees, and in some places trees have become overcrowded, with self seeded or inappropriately planted trees struggling to grow under the canopy of other trees.

The removal of trees will occur gradually, as the development proposed in the concept plan will be staged. Each stage will plant new trees – with the structured trees such as streetside planting being planted at a relatively mature size. This will mitigate the impact of tree removal in the subsequent stage – so that the site will never have the appearance of being cleared.

A total of 120 new trees are illustrated on the modified Concept Plan. This number should be considered preliminary, as work at a more detailed scale will allow a careful assessment of available space for planting. The number to be planted is less than the number removed. This is not a product of reduced landscape space, but a deliberate design aim to promote long term plant health. Trees that are well planted with enough room to grow will contribute considerably more amenity and visual delight.

Residential Amenity

New buildings have been designed to achieve standards of residential amenity required by SEPP (Housing for Seniors) and SEPP No. 65. This results in a development with good solar access to units and the controls over privacy that can be readily implemented.

Considered use of improved building separation, upper level setbacks and changing site levels result in a built form that has an appropriate scale relationship with existing residential buildings such as Buildings G, J and K.

There will be some overshadowing of existing units on the site as a consequence of the higher building forms. However, the improved separation between Building 4 and existing buildings is expected to result in no significant additional overshadowing and improved solar access in some cases. Building 1 results in some additional overshadowing of units in Building K in the mornings only.

All potential impacts during construction have been assessed and will be managed through on-going consultation with residents and the implementation of strategies that will enable the continuum of care and access to services on the site. It is proposed that construction will be managed by the implementation of a comprehensive Construction Management Plan (CMP) and effective communication and consultation with residents during the construction period. The draft Statement of Commitments requires the preparation of this CMP.

The amenity of residents of the Village will be improved by the provision of new community facilities and significantly improved pedestrian access. The provision of large areas of open space to the east of Glentworth House and south of the Chapel will result in outdoor settings of high quality and amenity. The resulting redevelopment will provide significant amenity improvements for future residents.

Traffic and Parking

Parking provision is consistent with the requirement of the Seniors Housing SEPP. This is considered appropriate for the following reasons:-

- the site is located within a metropolitan regional centre which has a moderate to high level of public transport accessibility;
- the average age of the existing residents of the site is 84 and thus there is a lower car ownership level;
- the site is constrained given the extent of the existing uses and well established landscaping coverage and heritage buildings; and
- the site has significant road frontages to both Queen Street and Victoria Street that provide an abundant supply of kerbside parking. This kerbside parking is not heavily utilised on the weekends when peak visitation to the site occurs.

The Concept Plan encourages reduced reliance on car based trips and seeks to encourage increased walk, cycle, and public transport travel modes for staff, residents and visitors. In this regard, the following points are noteworthy:

- non-car travel modes will be encouraged through the provision of ample bicycle parking and some motorcycle spaces;
- the existing village minibus service will be extended and number of services increased in line with desired peak times for resident trip times;
- pedestrian paths will be fully integrated within and external to the site as far as practicable; and
- some bus operators/routes offer disabled access services.

The development has been designed to meet the accessibility requirements of the SEPP (Housing for Seniors).

Traffic generated by the development envisaged under the Concept Plan, including the Village Green Precinct and the Care Precinct (which are the subject of the project application,) has been assessed to be generally consistent with the approvals moderate and within the capacity of the surrounding road system and its intersections.

Parking and internal access arrangements can be designed to satisfy the relevant Australian Standards.

Conclusion

The modifications to the Concept Plan and Project Approval have evolved from detailed consideration of the site and its context and extensive consultation with residents and public authorities.

A comprehensive approach has been taken to develop an integrated design solution for the site that considers existing historic items, existing buildings to be retained and the surrounding urban context. The Concept Plan remains consistent with the overall urban design approach. It re-organises the site to strengthen and re-establish the concept of quadrants and re-structures the site in terms of urban form, heritage consideration and day-to-day provision of services. It re-engages Glentworth House and Chapel with newly defined settings integrated into the urban fabric of the site and the adjoining public domain. It provides a more legible and permeable movement system through the site connecting with the surrounding streets and improving pedestrian accessibility across the site.

The built form comprises buildings and services that are sustainable. It is compatible with the amenity of the adjoining residential area. It creates a safer environment by design which is important for the specific aged demographic.

Having regard to the environmental assessment requirements, it is considered that the impacts of the modifications are acceptable and warrant approval.

Submission of Environmental Assessment

Prepared under Part 3A of the Environmental Planning and Assessment Act, 1979

Environmental Assessment prepared by

Name	Daniel Brindle
Qualifications	B Econ; MSc URP
Address	BBC Consulting Planners Level 2, 55 Mountain Street Broadway NSW 2007
In respect of	Refurbishment and Expansion of the Cardinal Freeman Village, Victoria Street, Ashfield

Proponent and Land Details

Proponent	Stockland Developments Pty Ltd
Proponent address:	Level 25, 133 Castlereagh St Sydney NSW Australia
Land to be developed	137 Victoria Street Ashfield. Lot and DP Lot 101 in DP702245 – 8-10 Clissold Street; Lot 4 in DP 717062 – 4-6 Clissold Street; Lot 6 and 7 in DP 717644 – 102-102A Queen Street; Lot 1 in DP 1126717 – 137 Victoria Street.
Environmental Assessment	The environmental assessment is attached
Statement of Validity	I certify that I have prepared the contents of the environmental assessment in accordance with the Director-General’s requirements (dated 31 March 2009) and that to the best of my knowledge, the information contained in the environmental assessment is neither false nor misleading.

Signature: 

Date 18/ 10/ 12



Section 1

Introduction

1.0 Introduction

- 1.1 The Approved Project
- 1.2 Proposed Modifications
- 1.3 Approval Framework
- 1.4 Consultation
- 1.5 Schedule of Environmental Assessment Requirements



1.1 The Approved Project

Cardinal Freeman Retirement Village occupies a 4.1 hectare site in Ashfield comprising an entire street block bounded by Victoria, Queen, Clissold and Seaview Streets. The site has undergone progressive development and redevelopment for a range of uses including residential, a home for girls and finally as an older persons housing facility. The existing facility comprises 348 units of accommodation and aged care beds accommodating around 400 residents in a mix of accommodation types which cater to the varying needs of residents and the aged within the community.

The Village has a long history of association with the provision of care extending back to 1913 when the site was used by the Sisters of Good Shepherd to shelter women. The use of the site for the provision of aged care services to the local community was established through a series of building programs which began in 1978 involving the construction of a range of aged care and seniors housing accommodation.

The site is fully self-contained and comprises a range of services and amenities for residents including doctors’ consulting rooms, village shop, on-site dining room, hairdressing salon, library, billiards room, entertainment hall, and chapel. A shuttle bus to the local shopping and community areas is also available to residents.

The unique model of care at the Village is based on providing a continuum of care including self care, assisted living, hostel (low care) and nursing home (high care) accommodation. This enables seniors to transition from self care through the various stages to palliative care provided in the nursing home available within a single site.

The village employs 105 – 110 high and low skilled workers.

On 20 January 2011, the Planning Assessment Commission, as delegate to the Minister for Planning, granted approval to:

1.

Application No. MP080245 - The **Concept Plan** for the comprehensive redevelopment of an existing retirement village over 5 stages including 12 residential buildings of 3 & 5 storeys in height and a residential aged care facility with associated landscaping, community facilities, internal road network and parking (the Concept Plan Approval); and
2.

Application No. MP080260 - The **Project Application** for Cardinal Freeman Village including:

- Stage 1 – Village Green Precinct
 - Demolition of existing ILU buildings and community buildings to allow for the Construction of 3 x 5 storey buildings (Q1, Q2 & Q3) consisting of 54independent living units (ILU’s), community facilities and basement car parking
 - New village green
 - Upgrade and realignment of the existing east-west roadway

- Stage 2 – Care Precinct
 - Demolition of the existing nursing home, ILU building, dwelling houses and associated structures
 - Construction of a 4 storey, 160 bed Residential Aged Care Facility¹
 - Construction of 2 x 5 storey buildings consisting of 46 ILU’s
 - Construction of a new north-south laneway
 - Associated infrastructure works (the Project Approval).
 - The Concept Plan Approval is subject to terms of approval and modifications as set out in the approval and the Statement of Commitments. This included a determination that Stages 3, 4 and 5 of the Concept Plan Approval are to be subject to Part 4 of the Environmental Planning and Assessment Act 1979 (EP&A Act). The Project Approval is subject to conditions.Demolition of the existing nursing home, ILU building, dwelling houses and associated structures
 - Construction of a 4 storey, 160 bed Residential Aged Care Facility
 - Construction of 2 x 5 storey buildings consisting of 46 ILU’s
 - Construction of a new north-south laneway
 - Associated infrastructure works (the Project Approval).

The Concept Plan Approval is subject to terms of approval and modifications as set out in the approval and the Statement of Commitments. This included a determination that Stages 3, 4 and 5 of the Concept Plan Approval are to be subject to Part 4 of the Environmental Planning and Assessment Act 1979 (EP&A Act). The Project Approval is subject to conditions.

1.2 Proposed Modifications

The proponent, Aevum Limited, now wholly owned by Stockland Property Services Pty Ltd, has requested the Minister to modify these approvals by changing the terms of the determinations and varying conditions of the approvals. The nature of these modifications and a full description of the Concept Plan approval and Project Application approval as modified are described in Sections 3 and 4.

Since the approvals were granted, there have been on-going discussions with the residents and with the design team to identify improvements to the overall design of the development. Issues discussed included:

- Greater separation between existing buildings in the south west quadrant of the site and the proposed new Village Green buildings;
- Amending the staging to allow the RACF to be constructed first;
- A clearer and more legible movement system with improved wayfinding;

Provision of larger garden areas around buildings by reducing the number of buildings and increasing the spaces between buildings together with an overall improvement in the quality of landscaping and pathway systems;

- An overall improvement in landscape quality;
- Improvements to the garden setting to the heritage buildings and with a separate ceremonial entrance to the Chapel.

In addition, the detailed design process has resulted in modifications to unit mix to better represent future resident needs.

These discussions and investigations have resulted in modifications to the approvals. The proposed modifications seek to maintain the primary objectives and key principles of the Concept Plan Approval and Project Approval while proposing a more rational site layout oriented around an axial road design and modified building envelopes. The proposal is to retain the approved precinct/quadrant staging of the site redevelopment and maintain an integrated design solution for the site that considers existing historic items, existing buildings and the surrounding urban context.

The main modifications are summarised as follows:

Modifications to Concept Plan Approval

- A more logical and legible movement system by providing an east west link road that is straight and more consistent with the grid street pattern of the surrounding urban form. This results in the relocation of the main entry gates to a more logical and ceremonial location;
- The demolition of the Serviced Apartment building and its replacement with a new ILU building;
- A reduction in the number of separate buildings from 13 to 8 with similar heights ranging from 3 to 5 storeys with increased spaces between buildings and improved landscaped areas for residents;
- An increase in ILUs from 225 to approximately 240 including a change in apartment mix;
- A change in the staging of development with the RACF building to be constructed first followed by the ILU buildings and a reduction of the number of stages;

The key urban design principles of the Concept Plan Approval will be retained and enhanced including:

- The use of the site for seniors housing;
- Maintaining the approved RACF bed numbers;
- Providing an integrated design solution for the site that considers existing historic items, existing buildings to be retained and the surrounding urban context;
- Re-organising the site to strengthen and re-establish the concept of quadrants with a strengthened and more legible street system capable of improved access for all vehicles;
- Re-engaging Glentworth House and Chapel with an improved garden setting visible from the street and a separate ceremonial entry;
- Façade designs that integrated into the urban fabric of the site and the adjoining public domain;
- Providing a development that is compatible with the amenity of the adjoining residential area;
- Maintaining site permeability and vistas to the heritage facades;
- Providing improved settings for heritage buildings on all frontages as the focus of the development and major arrival point to the development;
- Improving the quality of spaces between buildings with more detailed consideration of landscaping and ground level activity;
- Maintaining the prominence of the historic skyline and providing heritage continuity.

The modifications to the Concept Plan can be seen in the following figure which compares the approved Concept Plan with the Concept Plan as modified.

¹ The reference to 160 beds is an error in the approval notice as the RACF drawings show 132 beds.

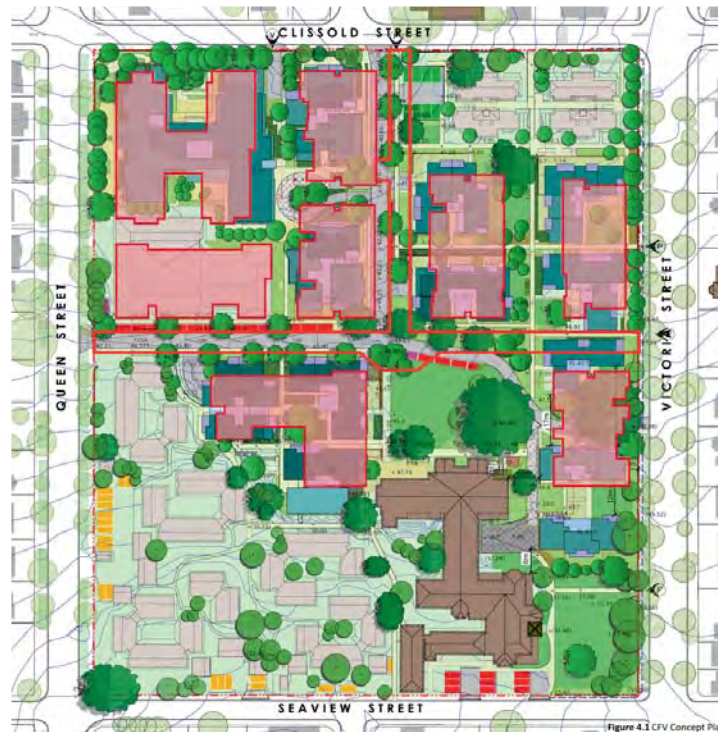


Figure. 1.1 Village - Concept Approved / Proposed Overlay

Modifications to Project Approval

- The Residential Aged Care building is retained in its present location with modifications to external appearance and internal layout and a relocated porte cochere and entry (no new access points from Clissold Lane however);
- Demolition of Serviced Apartment Building (previously retained) and the construction of a new ILU building;
- Modifications to the design of Independent Living Unit buildings in accordance with the modified Concept Plan Approval to increase setback from existing residences and provide improved landscape spaces including the Village Green;
- Changes to the staging of works to allow the commencement of construction of the RACF first followed by the ILU buildings.

1.3 Approval Framework

This Environmental Assessment report (EA) has been prepared on behalf of Aevum Limited to assess the environmental impacts of the proposed modifications to the Concept Plan Approval and the Project Approval in accordance with Section 75W of the EP&A Act.

The Director-General of the Department of Planning and Infrastructure issued Environmental Assessment Requirements (DGRs) for the project on 31 March 2009. The Department of Planning and Infrastructure advised on 17 September 2012 that it is not considered necessary to modify the existing DGRs and that the proposed modifications can be adequately considered against the existing DGRs. This Environmental Assessment report addresses the existing DGRs.

An amended Statement of Commitments for the project has been prepared and is contained in Section 5.

1.4 Consultation

The Director General's Requirements require an appropriate level of consultation to be undertaken during the preparation of the Environmental Assessment. A number of consultations have been held in developing the modifications and in preparing the Environmental Assessment. These included:

- Consultation with Council, utilities and services;
- Extensive consultation with existing residents of the village.

Activities have included:

- Meetings with Council staff;
- Discussions held on site with existing residents;
- Informal and formal meetings with members of the Residents Committee and the Executive of that Committee;

Consultation has informed the development of the application in a number of ways. These are detailed in the Consultation Report in Appendix B of Volume 3. In particular, the following elements have been modified:

- Building design;
- Landscaping;
- Modifications to individual units;
- Design of lift lobbies;
- Paths and internal connections within the village;
- Staging and timing of works.

Continuing consultation and communication with residents has occurred since approval and is seen as vital to the success of the project. The Construction Management Plan (Appendix J in Volume 3) identifies an ongoing program of community consultation and communications activities for the project, including the establishment of an independent and responsive complaints management systems, on site project liaison officer, 1800 number and regular newsletters.

1.5 Schedule of Environmental Assessment Requirements

The following table presents the Director General’s Environmental Assessment Requirements and indicates where each requirement is addressed in this report.

Requirement	Where addressed	Requirement	Where addressed	Requirement	Where addressed	14. Housing Affordability and Choice	
The Environmental Assessment (EA) must address the following key issues:		6. Transport & Accessibility Impacts (Construction and Operational)		8. Contributions		The EA shall provide details on the impact of the proposal on low to medium income elderly people, whether the proposal is likely to result in more expensive aged housing on site than existing and whether there will be a reduction in affordable aged housing in the Ashfield LGA as a result of the proposal.	S5.12
1. Relevant EPI’s policies and Guidelines to be Addressed		The EA shall address the following matters:	S5.7	The EA shall address the provision of public benefit, services and infrastructure having regard to Council’s Section 94 Contribution Plan and/or any Planning Agreement, or other legally binding instrument which would be required for a development of this size.	S5.11	The EA shall also provide an assessment of housing choice; the existing and proposed mix of 1, 2 and 3 or more bedroom units, and the impact the proposal will have on the level of choice in housing stock on site.	
Planning provisions applying to the site, including permissibility and the provisions of all plans and policies including:	S5.1	Provide a Transport & Accessibility Impact Assessment prepared in accordance with the RTA’s Guide to Traffic Generating Developments, considering traffic generation (daily and peak traffic movements), any required road / intersection upgrades, access, loading docs(s), car parking arrangements (including compliance with the relevant Australian Standards), measures to promote public transport usage and pedestrian and bicycle linkages;		9. Consultation			
Objects of the EP&A Act;		Provide an assessment of the implications of the proposed development for non-car travel modes (including public transport, walking and cycling);		Undertake an appropriate and justified level of consultation in accordance with the Department’s Major Project Community Consultation Guidelines October 2007.	S1.4		
NSW State Plan, Urban Transport Statement;		Identify measures to mitigate potential impacts for pedestrians and cyclists during the construction stage of the project;		10. Drainage			
Draft Inner West Sub-regional Strategy;		Demonstrate that a minimalist approach to car parking provision is taken based on the accessibility of the site to public transport;		The EA shall address drainage/flooding issues associated with the development/site, including: stormwater, drainage infrastructure and incorporation of Water Sensitive Urban Design measures.	S3.13 & S5.9		
SEPP 53 Metropolitan Residential Development		Measures to promote sustainable means of transport including public transport usage and pedestrian and bicycle linkages/ bicycle parking in addition to addressing the potential for implementing a location specific sustainable travel plan; and		11. Statement of Commitments			
SEPP 65 Design Quality of Residential Flat Development;		Service vehicle movements		The EA must include a draft Statement of Commitments detailing measures for environmental management, mitigation measures and monitoring for the project	S5.13		
SEPP (Housing for Seniors or People with a Disability) 2004;		Provide a Construction Management Plan.		12. Heritage			
SEPP (Building Sustainability Index: BASIX) 2004;		7. Environment and Ecologically Sustainable Development (ESD)		The EA shall include the following documents:	S5.5		
SEPP 55 Remediation of Land;		The EA Shall Detail how the development will incorporate ESD principals in the design, construction and ongoing operation phases of the development.	S5.8	A Heritage Management Strategy that identifies the heritage values of the precinct, and identifies areas of development potential that would minimise adverse heritage impacts.			
Draft SEPP 66 Integration of Land Use and Transport;		The EA shall address the issue of noise from noise generating activities such as, but not limited to, air conditioning units and provide detail of how this will be managed and ameliorated through the design of the building, in compliance with relevant Australian Standards.		Consideration is to be given to the demolition of the villas east of the mansion ‘Glentworth’, transferring the building bulk to other parts of the site, and the restoration of the garden areas east of Glentworth for the enjoyment of residents and their guests.			
Ashfield Local Environmental Plan 1984, Development Control Plan 2007; and		The EA shall address the following matters:		A Heritage Impact Statement for the staged development and each Project Application is to be prepared in accordance with the Heritage Branch publication, ‘Statements of Heritage Impact’. The heritage impacts on the Cardinal Freeman site and adjacent heritage items are to be considered.			
Nature and extent of any non-compliance with relevant environmental planning instruments, plans and guidelines and justification for any non-compliance.		Potential impacts on air quality as a result of any increase in traffic and congestion arising from the development on surrounding developments;		13. Staging			
2. Built Form		Potential water quality and flow impacts of the development on local waterways;		The EA shall provide a detailed staging plan demonstrating how housing and services will continue to be provided during the redevelopment, and identifying relocation strategies for residents and alternative housing that will be available, if required, and how existing operations will be affected by construction works.	S3.14; S4.2.16; S5.10		
The EA shall address the height, bulk and scale of the proposed development within the context of the locality.	S5.2; Volume 2	Advise how the development will address action in the NSW State Plan E3 (for cleaner air and progress on greenhouse gas reductions) and E4 (for better outcomes for native vegetation, biodiversity, land, rivers and coastal waterways; and					
3. Urban Design		Mitigation and management options that will be used to prevent, control, abate or minimise identified environmental impacts associated with the development and to reduce risks to human health and prevent the degradation of the environment. This should include an assessment of the effectiveness and reliability of the measures and any residual impacts after these measures are implemented.					
The EA shall address the design quality with specific consideration of the façade, massing, setbacks, building articulation, use of appropriate colours, materials/finishes, landscaping, safety by design and public domain.	S5.3; Volume 2						
The EA shall provide an urban design study to demonstrate how the proposed height, bulk, scale and setbacks relate to existing development, Conservation Areas and Heritage Items surrounding the subject site, and consider view corridors to Heritage Items/Conservation Areas.							
Particular consideration shall be given to the extent of buildings/site coverage proposed, the area of ground level open space proposed on site and the relationship to the adjacent public domain.							
4. Environmental and Residential Amenity							
The EA must address solar access, acoustic privacy, visual privacy and view loss and achieve a high level of environmental and residential amenity.	S5.4						
5. Public Domain and Safety							
The EA shall provide an assessment against CPTED principles and the interface of the proposed development and the public domain.	S5.6						



Section 2

Site & Context

2.0 Site & Context

2.1 Introduction

2.2 Regional Context

2.3 The Site

2.3.1 Existing Buildings and Uses

2.3.2 Key Site Characteristics





2.1 Introduction

The land to which the modification applications relate is the same land to which the approvals relate. The key characteristics of the site are discussed within this section.

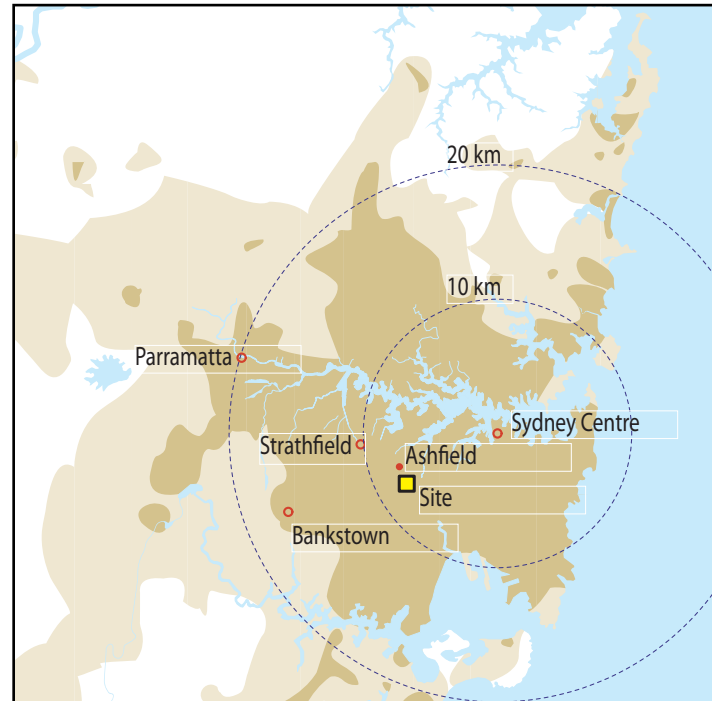


Figure. 2.2a Site Location in Sydney Metropolitan Context

- Site
- Pre-1940s metropolitan area
- 2009 metropolitan area
- Ashfield
- Major centres

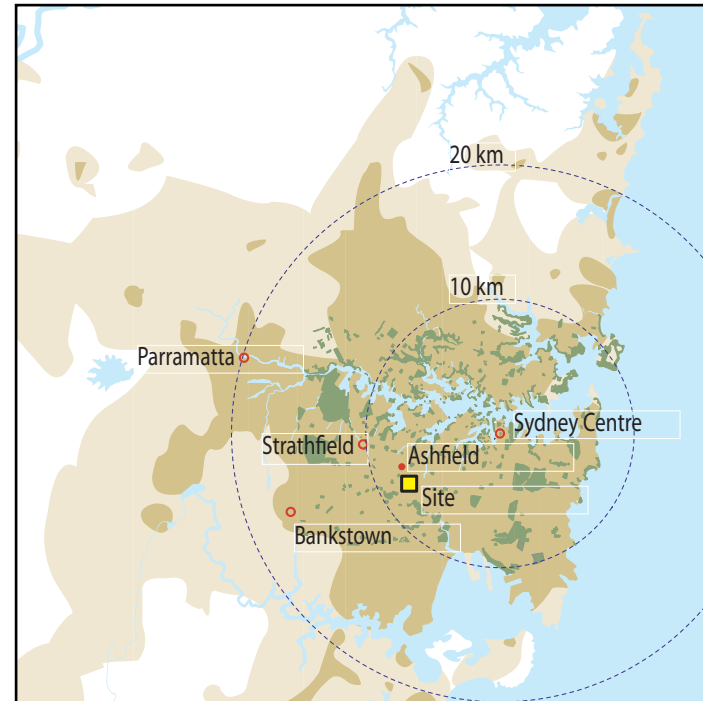


Figure. 2.2b Public Space Network

- Site
- Pre-1940s metropolitan area
- 2009 metropolitan area
- Ashfield
- Major centres
- Public open space network



Figure. 2.2c Regional Heavy Rail

- Site
- Pre-1940s metropolitan area
- 2009 metropolitan area
- Ashfield
- Major centres
- 2009 Heavy rail network
- City rail stations
- T-way network



Figure. 2.2d Regional Road Network

- Site
- Pre-1940s metropolitan area
- 2009 metropolitan area
- Motorway
- Major arterial road

2.2 Regional Context

Ashfield is situated approximately 8.5km to the west of the Sydney CBD. The site is within a residential context, approximately 1 km south of Ashfield town centre which is located on the main western railway line and the Hume Highway. The suburb of Summer Hill is situated to the north east of the site.

There are a number of larger civic and institutional facilities in Ashfield that complement the diverse residential accommodation including schools, churches, hospitals and other aged care facilities.

2.3 The Site

Cardinal Freeman Retirement Village is located at 137 Victoria Street, Ashfield and comprises an entire city block bounded by Clissold Street, Queen Street, Victoria Street and Seaview Street.

The site is rectangular in shape, with a 184 metre frontage to Clissold Street and Seaview Street, and 218 metres to Victoria Street and Queen Street. The site is substantial, comprising a total area of approximately 4.1 hectares. The site falls from south to north with a varying gradient and a total fall of approximately 15 metres or 1:14.

The site is in single ownership and comprises the following parcels:

- Lot 101 in DP702245 – 8-10 Clissold Street;
- Lot 4 in DP 717062 – 4-6 Clissold Street;
- Lot 6 and 7 in DP 717644 – 102-102A Queen Street; and
- Lot 1 in DP 1126717 – 137 Victoria Street.

The existing subdivision pattern reflects the current arrangement of uses on the site. Consequently the site may be consolidated and re-subdivided as part of the redevelopment and subject to separate approval as required.

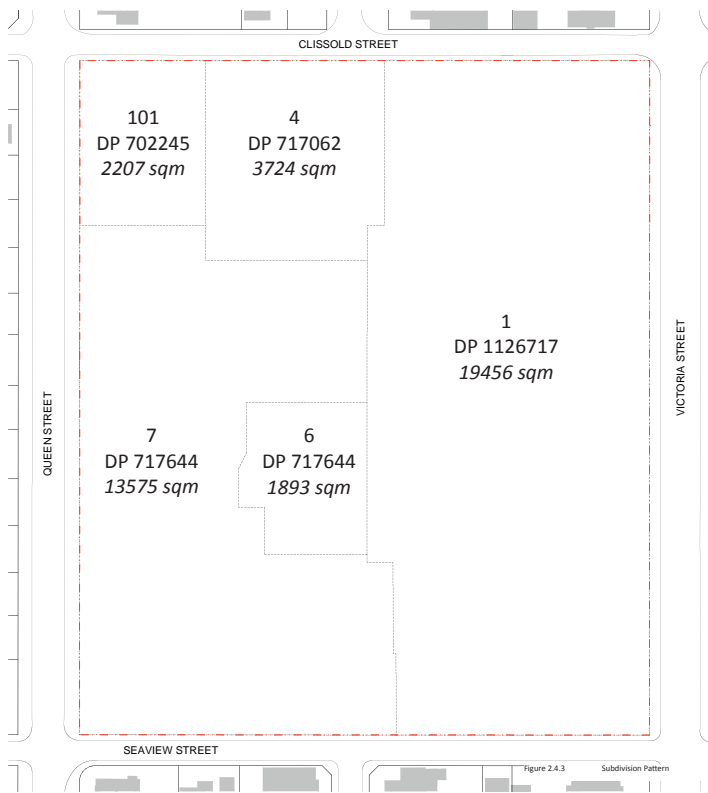


Figure. 2.3 The site

2.3.1 Existing Buildings and Uses

The site is built up and accommodates a variety of buildings which are interconnected by a network of pathways. Buildings within the site include:

- Glentworth House containing board rooms at ground floor and independent living units at first and second floor levels;
- The chapel containing delivery and storage spaces in the basement and a caretakers flat;
- A former convent building;
- A 59 bed nursing home with underground car park accessed off Clissold Street;
- A hostel, known as ‘The Lodge,’ which contains 60 rooms and provides for low care needs;
- 49 serviced apartments;
- 180 Independent Living Units (ILUs) accommodated in a number of separate buildings across the site;
- An administration building and activity centre.

Although existing buildings provide an open character, they constrain the site by limiting the opportunity for positive landscaped spaces in the form of meeting places with the potential to provide opportunities for social interaction among residents.

Existing development within the site varies in height and form. Given the sloping nature of the site and the design of some roof forms, building heights within the site are higher in the south eastern section of the site. Buildings A and B are four storeys.

2.3.2 Key Site Characteristics

- The site is well served by public transport and is close to the arterial road network and service centres.
- The site occupies an entire street block that has been retained largely in single ownership since the 1870s;
- The site has a fragmented access and parking arrangement and the existing pathway system across the site is convoluted and limited in terms of universal access;
- Buildings are dispersed around the site with no clearly defined movement system and no village centre or significant open space areas;
- There is a relatively good cover of trees over the site creating a leafy character;
- The previous uses of the site are reflected in boundary conditions with high sandstone and rendered walls along much of the southern, western and northern frontages;
- The site logically divides into quadrants reflecting past uses and patterns of development. This was eroded by the construction of villas. The redevelopment presents an opportunity to express the site quadrants more clearly and improve the spatial arrangement on the site;
- The relationship of the heritage items on the site, Glentworth House and the Chapel, to the village and to the surrounding public domain has been eroded by past building activity. There is an opportunity to re-interpret this relationship and improve the setting to these items.

The Village has developed in an incremental manner without the benefit of an overall development concept and without any clearly defined structure or sense of relationship to the surrounding area or to the heritage buildings on the site.

The layout of the site limits the residency and visitability of people with disabilities including people who use wheelchairs, are ambulant with a physical disability or have a significant vision impairment. Two storey buildings provide no lift access to the upper levels and access ramps and pathways are substandard in many places. Internally the units lack facilities to enable ageing in place, limiting the ability of residents to stay in independent accommodation for longer. Furthermore many existing dwellings do not provide the range of accommodation that seniors are seeking.

The nursing home suffers from a lack of single bedrooms, does not have state of the art facilities for acute or dementia care and has high operating costs. Buildings suffer from functional obsolescence. The Concept Plan envisages the replacement of the nursing home and hostel buildings with a modern Residential Aged Care Facility.

The comprehensive and integrated redevelopment program enables the movement system to be progressively upgraded. Presently the internal pathway system is largely unsafe, inaccessible, hazardous and provides inadequate signage and lighting. The site currently has a fragmented access and parking arrangement with many dead-end branches and haphazard associated footpaths making access and wayfinding difficult. The driveways are frequently in conflict with the pedestrian path system, interrupting obvious paths of travel and causing awkward level changes. The path system seems to have grown as separate parts related to the various building campaigns. There appears to have been no attempt at an overall structure.

The Concept Plan as approved and modified allows for ageing infrastructure in the village to be improved. There is a large number of water services and electricity services to the site that need to be rationalized to provide a more efficient and secure supply and upgraded to provide more sustainable water and energy solutions.

The grounds are pleasant and contain many mature trees but lack any significant landscaped spaces that can be a focal point for resident interaction. There is the opportunity to organise building use to be integrated with landscape spaces consistent with functional requirements. The modifications seek to improve the landscapes spaces around the buildings and enhance the major areas of open space including the Village Green and the heritage garden.

One of the most important considerations in the Concept Plan as approved and as proposed to be modified is the improvement of the quality of living standards. This includes addressing issues such as:

- Narrow, uneven and poorly located path system;
- A dark, poorly lit and designed Activities Centre that is not conducive to a pleasant meeting space;
- Services such as hairdresser and café that are not centrally located and not easily accessible;
- Poor legibility of the Village layout making it difficult to locate and find services and people;
- Disconnected gardens and landscaping that, while green, don’t promote the heritage of the Village or contribute to overall amenity;

No emphasis within Village layout of the Chapel, one of the major reasons residents choose the Village, and no clear sight lines or accessible paths to this important building.