

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

- Volume 1: Environmental Assessment (this Volume)
- Volume 2: Urban Design Study and Concept Plan prepared by Hill Thalís
- Volume 3: Village Green Precinct Drawings prepared by Hill Thalís
- Volume 4: Care Precinct Drawings prepared by Suters
- Volume 5: Concept Plan - Supporting Reports
- Volume 6: Stage 1 Project Application - Village Green Supporting Reports
- Volume 7: Stage 1 Project Application - Care Precinct Supporting Reports

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Background

Cardinal Freeman Village is a seniors living facility occupying an entire block of 4.1 hectares in Ashfield. The Village comprises 348 units of accommodation and aged care beds for approximately 400 residents in a mix of accommodation types and caters for the varying needs of the aged within the community. 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. It is the site of Glentworth House and Chapel, two imposing heritage items in the south east part of the site whose visual presence and appreciation has been affected by insensitive development during the 1970s.

The Village has a long history of providing the community with aged care services. It was originally occupied by the Sisters of the Good Shepherd and converted for use as an aged person’s facility in 1979, involving the introduction of a variety of purpose-built aged care buildings. The current accommodation was established through a series of building programs which began in 1978 and extended over a 10 year period involving the construction of a range of aged care and seniors housing accommodation. The growth of the Village has been progressive, occurring over time with new facilities provided to meet the needs of the residents and changing standards of care.

This process has continued since the previous owners, the Hibernian Society demutualised and became a listed company known as Aevum Living. More recently, Buildings A and B, four storey buildings in the north east corner of the site addressing Clissold Street, were redeveloped in 2008-09 to provide improved seniors housing.

Cardinal Freeman Village is the only aged care facility providing continuum of care in Sydney’s inner west. The unique model of care at the Village is based on providing a range of services including self care, assisted living, hostel (low care) and nursing home (high care) accommodation. This enables seniors to age in place, with transition from self care through the various stages to palliative care provided in the nursing home available within a single site.

The aged care industry is changing. Residents want housing choice to enable ageing in place as well as high quality facilities. Regulatory requirements and license conditions are also becoming more stringent and consequently accommodation needs to be upgraded to current Australian Standards and NSW Government seniors housing policies.

From an urban design perspective, 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. Much of the existing residential accommodation fails current design standards in terms of accessibility and facilities. 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.

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 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.

Ageing infrastructure in the village needs 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 Concept Plan seeks to address these shortcomings in a comprehensive manner focusing on the whole site and providing an overall plan for redevelopment to be progressively implemented in a controlled and managed manner.

Aevum is committed to providing long term appropriate care and needs to ensure that Cardinal Freeman Village provides the services, facilities and housing choice to cater for the needs of both current and future residents at a time of increasing demand for housing and services for seniors.

Consultation

A concept for the redevelopment of the site has been the subject of discussion with the residents for a number of years. Aevum is committed to consultation and community involvement and has implemented a comprehensive program of community consultation with residents and neighbours that had informed the Concept Plan and the way Aevum intends to stage and construct the development as discussed in the consultation Outcomes Report contained in Appendix C of Volume 5.

Project Overview

This Environmental Assessment Report accompanies an application to the Minister under Section 75M(3A) for:

- approval of a Concept Plan for the project;
- approval to carry out a part of the project being Stage 1 in the Village Green Precinct and Stage 2 in the Care Precinct.

The project involves the renewal, refurbishment and expansion of the Village in a staged and controlled manner respecting the rights of existing residents to quiet enjoyment of their environment and ensuring access to facilities and services is maintained.

By letter dated 12 January 2009, the Minister for Planning formed the opinion that the refurbishment and expansion of the Village is development of a kind described the Major Development SEPP and is a project to which Part 3A of the Act applies. In accordance with Section 75M of the EP&A Act, the Minister authorised the submission of a concept plan. In making these determinations, the Minister raised concern regarding the potential impact of the redevelopment on existing residents and services during the period of redevelopment. The Minister requested a detailed staging plan indicating how housing and services can continue to be provided during the redevelopment.

The needs and concerns of the residents have been paramount in the preparation of the Concept Plan and its staged implementation.

The overall project vision is to create a contemporary village that provides continuum of care meeting the needs of current and future residents. The key features of the Concept Plan are:

- The staged redevelopment of the site to ensure the continued operation and delivery of services to the Village;
- A concept plan for the redesign of the Village layout including internal road re-alignment;
- Construction of a new care facility (approximately 132 beds) to replace the existing older nursing home and low care hostel;
- New kitchen and laundry facilities capable of providing services throughout the village;
- Construction of approximately 225 new self care units to replace some existing units, bringing the total number of self care units from 180 to 340;
- Retention of 115 existing self care units and 49 serviced apartments (to be progressively refurbished);
- Provision of 5,000m² of consolidated new open space for the personal enjoyment of residents and their visitors;
- Provision of centralised, modern and accessible community facilities;

- Preservation of historic buildings and significantly expanded landscape surrounds, reinstating the prominence of the Chapel and Glentworth House;
- Improved vehicular access and parking;
- Improved access for emergency services;
- Provision of compliant pedestrian walkways;
- Improved security provided by casual surveillance, clear lines of site, lighting at night;
- Upgrade of existing utility infrastructure; and
- Environmental design and sustainable development initiatives.

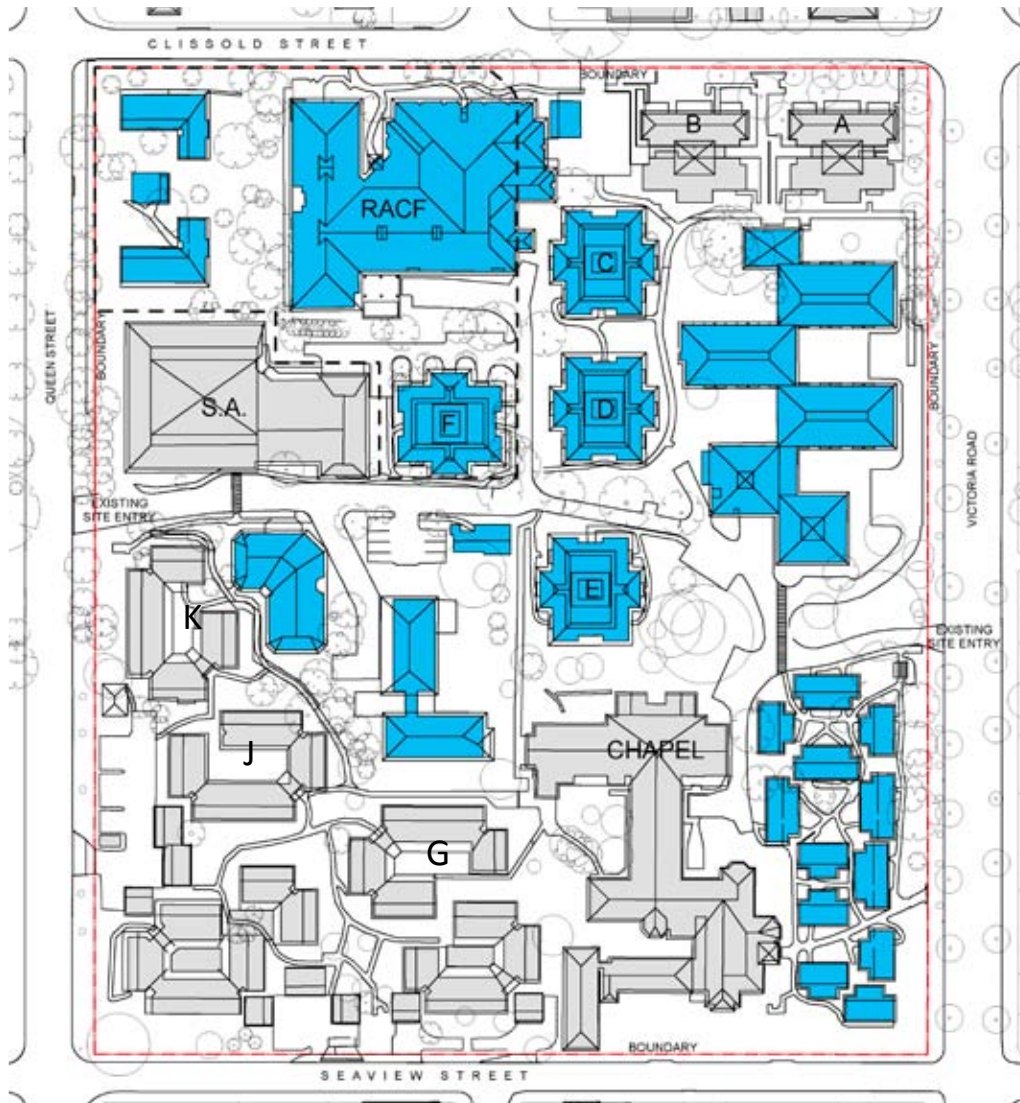
The proposed accomodation is summarised in the following table.

Existing and Proposed Seniors Housing

	Existing	Proposed	Comment
South West Quadrant	56	56	Retained
Glentworth House	23	23	Retained
Villas (South East)	17	0	Demolished
Buildings A and B	36	36	Retained
Blocks C to F	48	0	Demolished
Care Precinct	0	46	New
Victoria 1	0	61	New
Village Green	0	58	New
Victoria 2	0	42	New
Heritage	0	18	New
Total ILUs	180	340	
Serviced Apartments	49	49	Retained
Total Apartments	229	389	
Nursing Home (beds)	59	132	Demolished & rebuilt
Hostel (beds)	60	0	Demolished
Total RACF beds	119	132	



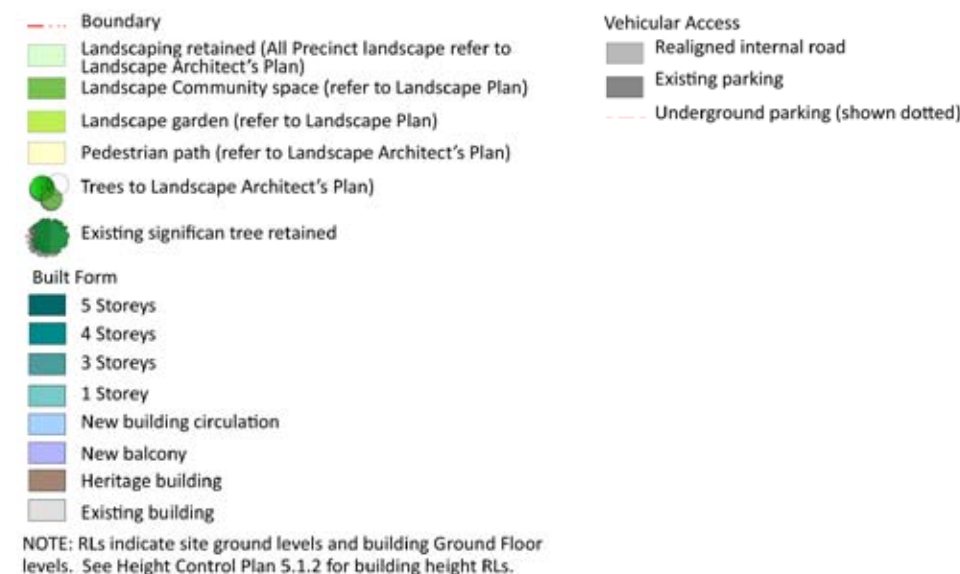
# Executive Summary



Village - Existing



Village - Proposed



The Concept Plan has evolved from a detailed study of the site and its context as presented in detail in Volume 2. The Concept Plan has the following key design elements:

## Site Organisation

The site logically divides into quadrants, centred on a communal open space reflecting the historic pattern of development of the site and adjoining street blocks:

- South East Quadrant containing Glentworth House and Chapel and ILUs
- South West Quadrant containing existing villas to be retained, new ILUs and gardens;
- North West Quadrant containing the Residential Aged Care Facility and ILUs designed as serviced self care apartments for assisted living;
- North East Quadrant ILUs in a garden setting.

All quadrants are integrated into the overall site's path and garden network with the quadrants come together at the centre of the site to define the generous communal garden space of the Village Green Precinct, which provides an appropriate setting for the magnificent northern facade of the Chapel and mature trees. This will become a central hub for the Village offering a variety of community facilities and integrating the Chapel both spatially and functionally into the site.

## Urban interfaces

The Concept Plan's street interface is a balance of landscape and building fronts. All main buildings have a garden set back to match the predominant street front conditions in the neighbouring streets. Generally new buildings present as slim facades interspersed with courtyard gardens, while a generous new forecourt re-presents Glentworth House to the street. Existing boundary walls and fences will be retained with new openings in some locations for improved permeability.

## Relationship to Glentworth House and the Chapel

The Concept Plan seeks to maintain the prominence of the historic skyline formed by Glentworth House and the Chapel and provide heritage continuity. The predominant height of all new building in the vicinity of Glentworth House and the Chapel reinforces this historically important eaves height. In particular the scale of the Village Green is framed by a series of buildings with parapets to this defining height.

The Concept Plan opens the historic buildings and new generous garden spaces to public view from the street and improves site permeability and vistas. A new formal front garden gives Glentworth House a proper setting to Victoria Street, allowing it to be appreciated both axially and obliquely. 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. These spaces are related in proportion to each of the facades.

Height Distribution

The predominant height of all new building has been kept to Glentworth House and the Chapel’s eaves height, with only minor elements projecting above. The scale of the central green in the Village Green Precinct has been framed by a series of buildings that build to this height thus concentrating the taller buildings in the centre of the site.

Buildings along Victoria Street are no more than 4 storeys in height, whereas to Queen Street a 3 to 4 storey scale is considered appropriate. Buildings further to the north step down the slope and, relative to the Chapel eaves height, are lower. The proposed building height allows the existing and proposed trees to match the height of the buildings, thus keeping landscape as a major feature of the site’s three-dimensional character and image.

Access and Address

The Concept Plan provides 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. The straight alignments and clear sightlines creates a new scale and openness to the site, clarifying address throughout.

The pathways pass along the sides of all the new landscaped courtyards, providing a much improved experience and appreciation of the buildings in a garden setting.

Site access points and driveways have a clear hierarchy, and engage with the bounding streets. The Concept Plan creates a network of accessible, comfortable and safe pedestrian links. All social and community facilities and spaces are accessible.

Site Landscape Principles

The Concept Plan incorporates the following landscape principles:

- Retain and reinforce the strong public domain interface of walls, fences, gateways and boundary trees, that define the block of the village within the framework of streets;
- Retain and, where possible, highlight the significant trees and buildings, that ‘mark’ the village within its urban setting;
- Ensure that gateways for vehicles and pedestrians are clearly defined, to encourage physical interaction between the village and the surrounding areas;
- Reinforce the relationship between Glentworth House and key surrounding heritage items down Victoria Street, through landscape design.
- Encourage casual socialisation through site design, with

activity points along paths, and by creating the potential to meet and greet neighbours;

- Use landscape to create character within the streetscape context.
- Encourage casual socialisation through site design, with activity points along paths, and by creating the potential to meet and greet neighbours;
- Enhance privacy to units without compromising safety or views out;
- Enhance the sense of entry and arrival at communal entrance points;
- Encourage use of outdoor areas by providing a range of use areas and spatial types, catering for diverse activities and group sizes;
- Design for activities specific to seniors;
- Design for inclusion of a children’s play area within sight of community facilities.
- Respond to the scale of the buildings and site by creating a framework of larger trees, but include gardens of domestic scale to enhance the residential character.

Construction Staging and Management

Construction Staging

Minimising the potential impact of redevelopment on existing residents and services has been a key driver of the development staging and sequencing. It is recognized that development will occur progressively whilst existing residents continue to live on the site. Thus it is important that this process is managed with construction carefully controlled so that the Village will continue to operate and residents retain access to community facilities and services.

It is proposed that the development will occur in discrete and manageable stages affecting only part of the site at any one time. The project is to be constructed over 5 stages.

The first stage is proposed to be the Village Green Precinct followed by the Care Precinct. Approval is sought as part of the Concept Plan application for approval for the carrying out of development in these precincts.

The Village Green Precinct has been identified as the first stage because it brings a number of important benefits to the Village including:

- The provision of new centralized community facilities and open space area that can act as the focal point and heart of the Village throughout the remaining redevelopment process;
- The early provision of much needed improvements to access and utility services. This includes an improved

internal street system capable of accommodating existing and additional vehicles and comfortably managing construction vehicles. Pedestrian paths will also be improved providing continuous disabled access into the site from the adjacent streets and around the administration and community hub. Upgrading services early in the development process will minimize disruption during subsequent stages of development.

- There will be minimal relocation of existing residents. Building E containing 12 units will be demolished during the first stage. The task of finding alternative accommodation on the site for these residents is manageable leaving a longer time frame to plan the closure of other buildings, including the nursing home. The additional time required to allow for the closure of the existing nursing home influenced the staging programme.

The staging of development has been planned to bring a mix of improved residential accommodation adding to the viability of the project and a range of community facilities and services. This applies particularly to Stages 1 and 2 whereby existing residents will benefit from the improvements to access, utility services, community facilities and open space during Stage 1 together will an additional 56 units of accommodation. During Stage 2 there will be significant community benefit from the provision of a new Residential Aged Care Facility to replace with existing nursing home and hostel together with an additional 46 residential units.

Managing Construction Activities

There are four main elements to construction management:

- Staging and managing works in a manner that limits the extent of interruption to the village requiring discrete packages of work with impacts limited to a discrete part of the site enabling the remainder of the site to continue to operate effectively;
- Maintaining access to community facilities and services throughout construction;
- Controlling construction activities to minimize impacts on the residential amenity of existing residents;
- Consultation with existing residents so that they are fully aware and informed of activities and have clear lines of communication with construction managers to raise issues during the construction process and have these issues addressed.

Resident Relocation

There is an established process of resident relocation implemented as part of the process of redeveloping Buildings A and B. This process has been improved with the experience of these early developments. Once planning approval is received and the Aevum Board have agreed to proceed with the project, Aevum will cease accepting new ILU and Serviced

Apartment residents, to ensure sufficient unoccupied dwellings will be available for the existing residents of Building E to be relocated. Aevum will confirm the needs and preferences of all affected residents through one on one consultations. Aevum will then assess its existing dwelling vacancies and consider which vacancies match the resident’s identified needs and preferences.

For the Care Precinct, planning for the closure of the nursing home will commence upon approval.

Summary of Environmental Assessment

Built Form and Urban Design

As shown in Volume 2 of this Environmental Assessment, the site and its context have been assessed in great detail. The Concept Plan is thus an evolution from detailed understanding of the site, its location and its relationship to Ashfield and surrounding development. Specific consideration has been given to the history of the site and the conservation significance of heritage items on the site and surrounding area. The pattern of urban development in this part of Ashfield informs the future urban form of the site as does the nature and scale of the existing heritage items.

The Concept Plan 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.

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 metres for Victoria and 5.5metres to Clissold Street and 7.5 metres to Queen Street related to the building façade design. These setbacks allow the retention and reinforcing of boundary plantings.

Generally new buildings present as slim facades interspersed with courtyard gardens, while a generous 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. This reflects the height and scale of the recently completed A and B Buildings in the north east of the site.

Higher buildings are located toward the centre of the site where the height limit is set by the bracketed eaves of the Glentworth House and Chapel. These buildings address new significant internal village open space. The overall 4 - 5 storey maximum allows the existing and proposed trees to match the height of the buildings, thus keeping landscape as a major feature of the site's three-dimensional character and image. The height provides an appropriate relationship to the streets adjoining.

Buildings are spaced to allow vistas into 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.

This results in a rhythm of well articulated built form with landscaping along all street elevations from street to street for the complete block. Long and unbroken wall faces are avoided in deference to the surrounding residential scale.

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 height ranging from 5 storey (ILU and SSC building) to 3/4 storey's (RACF building). This variety of scale help create visual interest and relief, whilst allow the lower height element to address the boundary conditions, with the lowest scale development being at the corner of Clissold and Queen Street. In all buildings, a recessive top storey helps further reduce the perceived height.

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.

Particular attention has been paid to ensure façade treatment to Queen Street offers a bulk and scale appropriate to the residential setting. Large set-backs, short wall length and a deeply stepped façade are combined with landscape elements and a varied material palette to form a visually interesting yet legible façade.

## Relationship to Existing Residential Buildings

The new buildings within the Village Green Precinct are located adjacent to existing ILU buildings including Building G to the south, Building J to the south east and Building K to the west. The design makes clever use of changing site levels and upper level setbacks to provide an appropriate scale relationship with the adjoining existing Buildings G, J and K.

The change in site levels and the design of the buildings are such that the building adjacent to Building K will appear as one storey higher that when viewed from this adjoining building. Similarly the change in the levels of the site are such that Building G to the south of the Village Green Buildings is elevated above the ground level so that when viewed from the south, the Village Green buildings would appear as one storey higher than Building G.

The RACF building is to the north of the existing serviced apartment building. The “H” format planning of the RACF building allows a sympathetic setback from the existing serviced apartment building. The building separation varies from 6 metres to 17 metres. The change in levels results in a built form rising approximately 2.5 levels adjacent to the 2 level serviced apartment building resulting in an appropriate scale and minimal overshadowing.

The serviced self care building in the Care Precinct is adjacent to existing Building D. These buildings are separated by the proposed north south access street. Building D is to be demolished and the site redeveloped under the Concept Plan in Stage 4. Building C is adjacent to the main entry courtyard to the RACF and will maintain an attractive outlook until this building is redeveloped in Stage 3.

## Heritage Impacts

The Concept Plan proposes a redevelopment of the site that takes the opportunity to re-interpret 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 Concept Plan creates a new and appropriate 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, framed

by new buildings defining 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 Concept Plan has considered the heritage values of the site and its buildings, and those of the surrounding area. The Concept Plan preserves and enhances 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 to that of the eaves of Glentworth House and the Chapel, with only minor elements projecting above this height;
- concentrating taller buildings in the centre of the site;
- framing views of the Chapel's rosetta window between the two proposed new buildings in the Heritage Precinct.

## 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. Two large Port Jackson Figs, a Small Leaf Fig, and a Cotton Palm 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 structuring 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 one hundred new trees are illustrated on the 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. Many existing trees are close planted, or have self sown under existing trees (probably the result of bird droppings) - in many places there are three or four canopies where one would be sufficient or expected. Trees well planted with enough room to grow will make 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 upper level setbacks and changing site levels results in a built form that has an appropriate scale relationship with existing residential buildings such as Buildings G, J and K and will appear to have a height difference of 1 to 2 storeys when viewed from these adjoining buildings.

There will be some overshadowing of existing units on the site as a consequence of the higher building forms. These impacts were considered in the design with emphasis given to minimising overshadowing impacts on existing dwellings.

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 minimal amount required by 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 motor cycle 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 moderate and within the capacity of the surrounding road system and its intersections.

Parking and internal access arrangements have been designed to satisfy the relevant Australian Standards.

## Impacts on Services During Redevelopment

One of the main influences on the construction staging strategy was the need to ensure that residents continue to have access to facilities and services during redevelopment. The first stage of construction, the Village Green Precinct, results in the provision of new centrally based community facilities to meet the needs of the village as envisaged under the Concept Plan. The early provision of facilities is seen as important in creating a village focus during the remaining construction period and beyond.

The Village Green construction program has an early works component including the reconstruction of the east-west access spine road, the establishment of temporary administration and community facilities in existing Building F and alterations to the Chapel undercroft to provide community facilities. This will take place prior to existing community facilities being demolished. Access to these facilities will be retained during construction.

The construction within the Village Green Precinct will require the relocation of the residents of 6 apartments within Building E which is to be demolished. The demolition of this building will not occur immediately and will follow the early works and the demolition of other existing buildings within the precinct. This will provide sufficient time for the implementation of the relocation plan as proposed by the proponent. Alternative housing will be provided.

The construction of the new Residential Aged Care Facility in the Care Precinct will require the closure of the existing nursing home. Construction of this project is not due to commence until after the Village Green Precinct is completed allowing adequate time for the closure of the nursing home. This will provide sufficient time to relocate residents of the nursing home.

## Conclusion

The Concept Plan and project application have evolved from detailed consideration of the site and its context and extensive consultation with residents and public authorities. The project involves the renewal, refurbishment and expansion of Cardinal Freeman Village, Ashfield, an established seniors housing complex with a long history of service to the community. It provides a contemporary aged care village providing a variety of accommodation types to meet the increasingly complex needs of seniors.

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 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 application are acceptable and warrant approval.

Statement Of Validity

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	Aevum Limited
Proponent address:	23-25 O’Connell St Sydney NSW 2000
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 10/ 03/ 10





# Section 1

Introduction

1.0	Introduction
1.1	The Project
1.2	Approval Framework
1.3	Relationship to Current Approvals
1.4	Consultation
1.5	Schedule of Environmental Assessment Requirements





1.1 The 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 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.

The key elements of the project are:

- A Concept Plan for the redesign of the Village layout including internal road re-alignment;
- Construction of a new aged care facility (132 beds) to replace the existing older nursing home (59 beds) and low care hostel (60 beds);
- Construction of approximately 225 new self care units to replace some existing units (65 units to be demolished) taking the total number of self care units from 180 to 340;
- Retention of 115 existing self care units and 49 serviced apartments which will be progressively refurbished;
- Provision of new underground and at grade parking to meet the requirements of SEPP (Housing for Seniors);
- Provision of 5,000m² of consolidated new open space;
- Provision of community facilities;
- Preservation of historic buildings and significantly expanded landscape surrounds; and
- Environmental design and sustainable development initiatives.

The project is to be constructed in approximately 5 stages with the stages determined by issues such as market demand, maintaining amenity for residents, maintaining services and community facilities, construction related impacts and commerciality.

Approval is sought from the Minister for the Concept Plan for this project and for approval to carry out part of the project being development of the Village Green Precinct and the Care Precinct.

The Village Green Precinct development comprises independent living units, community facilities (including a community café), administration facilities, a centrally located community open space park and basement level parking.

The development in the Care Precinct comprises the construction of a new aged care facility to replace the existing older nursing home and low care hostel and 46 serviced self care units.

Subsequent applications will be submitted for the Minister’s approval upon or near to completion of construction of each previous stage.

1.2 Approval Framework

This Environmental Assessment report (EA) has been prepared on behalf of Aevum Limited to accompany an application to the Minister under Section 75M(3A) of the Environmental Planning and Assessment Act 1979 (EP&A Act) for approval of a Concept Plan for the project and project approval to carry out a part of that project.

The major project to which this Environmental Assessment relates is the refurbishment and expansion of the Cardinal Freeman Village, a seniors housing complex located at Victoria Street, Ashfield.

The Minister for Planning has expressed an opinion through her delegate, the Director-General of the Department of Planning, that the proposed development constitutes a major project. In doing so, the Director-General satisfied himself that the proposed development is of state or regional environmental planning significance and that Part 3A of the EP&A Act applies.

The Director-General of the Department of Planning issued Environmental Assessment Requirements (DGRs) for the project on 31 March 2009. This Environmental Assessment report addresses these requirements.

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

1.3 Relationship to Current Approvals

In December 2006, Ashfield Council gave consent to a DA for alterations to two existing independent living unit buildings including partial demolition, new façade treatments and the introduction of additional residential levels resulting in an increase in the number of independent living units from 24 to 36. These buildings, known as Buildings A and B (Victoria View), are located in the north east corner of the site at the corner of Victoria and Clissold Streets. Development which is the subject of this consent does not form part of the major project.

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 comprehensive consultation program was developed to ensure that the requirements were met. This included:

1. Consultation with Council, utilities and services;
2. Community consultation with local residents and neighbours;
3. Extensive consultation with existing residents of the village.

Activities have included:

- Presentations at Council public forums;
- Display and Discuss session held on site for local neighbours and residents;
- Display and Discuss session held on site for existing residents, followed by a BBQ;
- Display of a three dimensional model at the village for the information of residents;
- Briefings with residents of Blocks K, G, F and J to discuss the proposal and potential impacts;
- On site meetings with individual unit owners to discuss potential impacts;
- 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 C of Volume 5. In particular, the following elements have been modified:

- Setbacks and 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 is seen as vital to the success of the project. The Construction Management Plan (Appendix J in Volume 5) 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, the first of which has been issued.

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	Requirement	Where addressed
The Environmental Assessment (EA) must address the following key issues:		<b>6. Transport &amp; Accessibility Impacts (Construction and Operational)</b>		<b>8. Contributions</b>		<b>15. Resident Facilities</b>	
<b>1. Relevant EPI’s policies and Guidelines to be Addressed</b>		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 is to provide details of any resident facilities, which would provide the opportunity for residents to socialise with other residents and visitors.	S3.4; S4.2; S4.3
Planning provisions applying to the site, including permissibility and the provisions of all plans and policies including:	S5.1	<ul style="list-style-type: none"><li>Provide a Transport &amp; 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;</li><li>Provide an assessment of the implications of the proposed development for non-car travel modes (including public transport, walking and cycling);</li><li>Identify measures to mitigate potential impacts for pedestrians and cyclists during the construction stage of the project;</li><li>Demonstrate that a minimalist approach to car parking provision is taken based on the accessibility of the site to public transport;</li><li>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</li></ul>		<b>9. Consultation</b>	S1.4	<b>16. Fauna Survey</b>	S5.8.5
<ul style="list-style-type: none"><li>Objects of the EP&amp;A Act;</li><li>NSW State Plan, Urban Transport Statement;</li><li>Draft Inner West Sub-regional Strategy;</li><li>SEPP 53 Metropolitan Residential Development</li><li>SEPP 65 Design Quality of Residential Flat Development;</li><li>SEPP (Housing for Seniors or People with a Disability) 2004;</li><li>SEPP (Building Sustainability Index: BASIX) 2004;</li><li>SEPP 55 Remediation of Land;</li><li>Draft SEPP 66 Integration of Land Use and Transport;</li><li>Ashfield Local Environmental Plan 1984, Development Control Plan 2007; and</li><li>Nature and extent of any non-compliance with relevant environmental planning instruments, plans and guidelines and justification for any non-compliance.</li></ul>		<ul style="list-style-type: none"><li>Service vehicle movements</li><li>Provide a Construction Management Plan.</li></ul>		<b>10. Drainage</b>	S3.13 & S5.9	The EA is to include a survey of the site in accordance with the requirements prepared by the Department of Environment and Climate Change (DECC) to determine whether any representatives of the endangered population of the long-nosed Bandicoot (Perameles nasuta) are present.	
<b>2. Built Form</b>		<b>7. Environment and Ecologically Sustainable Development (ESD)</b>		<b>11. Statement of Commitments</b>	S5.13		
<ul style="list-style-type: none"><li>The EA shall address the height, bulk and scale of the proposed development within the context of the locality.</li></ul>	S5.2; Volume 2	The EA Shall Detail how the development will incorporate ESD principals in the design, construction and ongoing operation phases of the development.	S5.8	The EA must include a draft Statement of Commitments detailing measures for environmental management, mitigation measures and monitoring for the project			
<b>3. Urban Design</b>		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.		<b>12. Heritage</b>	S5.5		
<ul style="list-style-type: none"><li>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.</li><li>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.</li><li>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.</li></ul>	S5.3; Volume 2	The EA shall address the following matters:		The EA shall include the following documents:			
<b>4. Environmental and Residential Amenity</b>		<ul style="list-style-type: none"><li>Potential impacts on air quality as a result of any increase in traffic and congestion arising from the development on surrounding developments;</li><li>Potential water quality and flow impacts of the development on local waterways;</li><li>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</li><li>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.</li></ul>		<ul style="list-style-type: none"><li>A Heritage Management Strategy that identifies the heritage values of the precinct, and identifies areas of development potential that would minimise adverse heritage impacts.</li><li>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.</li><li>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.</li></ul>			
<ul style="list-style-type: none"><li>The EA must address solar access, acoustic privacy, visual privacy and view loss and achieve a high level of environmental and residential amenity.</li></ul>	S5.4			<b>13. Staging</b>	S3.14; S4.2.15; S4.3.16		
<b>5. Public Domain and Safety</b>				<b>14. Housing Affordability and Choice</b>	S5.12		
<ul style="list-style-type: none"><li>The EA shall provide an assessment against CPTED principles and the interface of the proposed development and the public domain.</li></ul>	S5.6			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.			
				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.			





# 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







The Urban Design Study and Concept Plan Report prepared by Hill Thalix Architecture + Urban Projects and Jane Irwin Landscape Architecture (contained in Volume 2 of this Environmental Assessment) provides a detailed analysis of the site and its context and demonstrates how the Concept Plan has evolved from this analysis having regard to its place in the region, and its compatibility with its surrounds. The key characteristics of the site are presented in this volume.



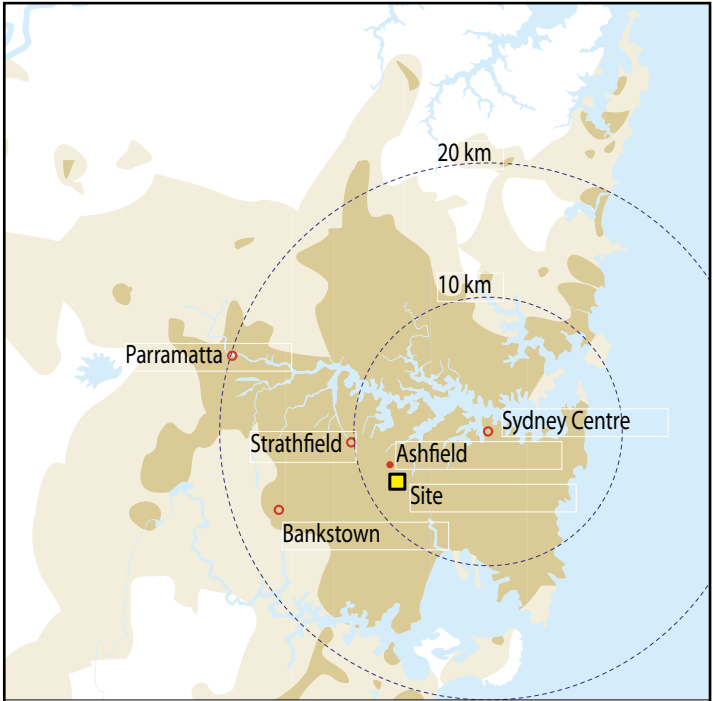


Figure 2a. Site Location in Sydney Metropolitan Context

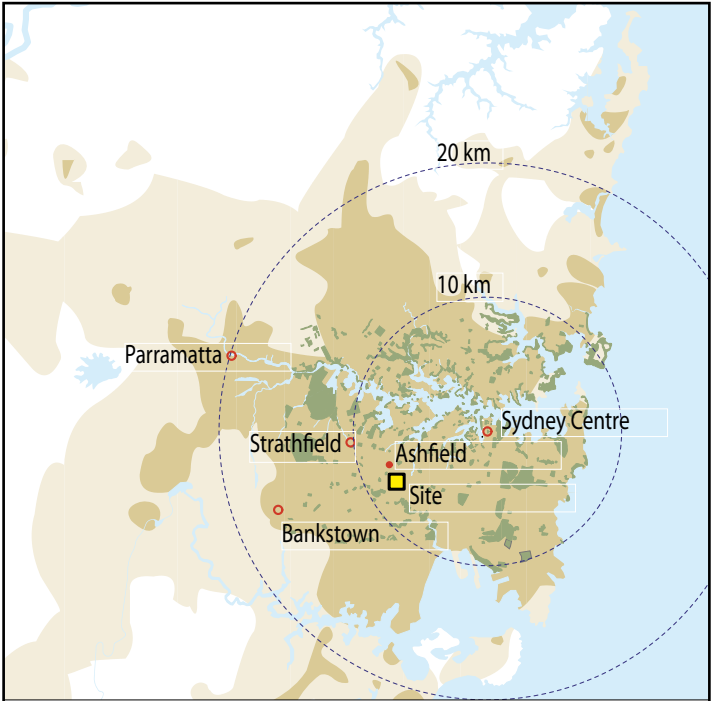


Figure 2c. Public Space Network

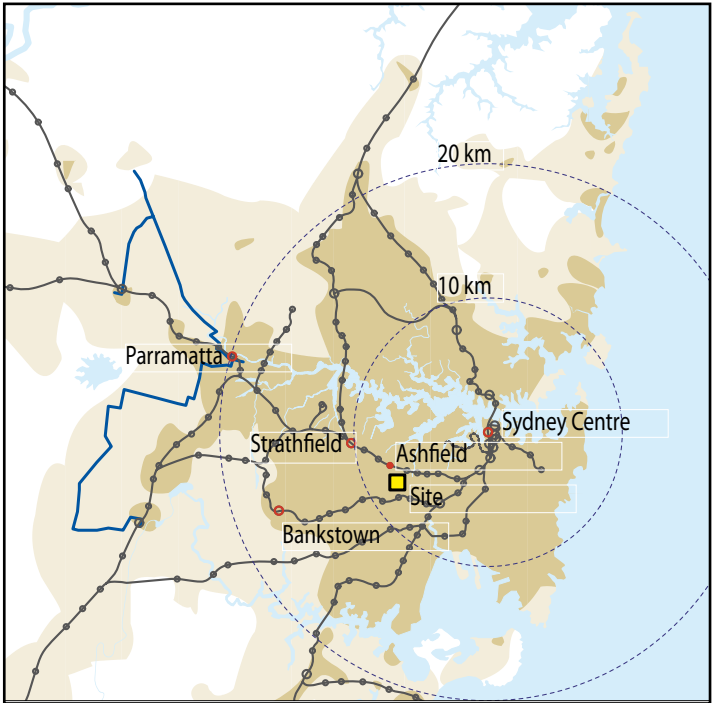


Figure 2b. Regional Heavy Rail



Figure 2d. Regional Road Network

## 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 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 site has direct access to services and transport in a suburb that contains a number of special use precincts.

The site may be consolidated following redevelopment.

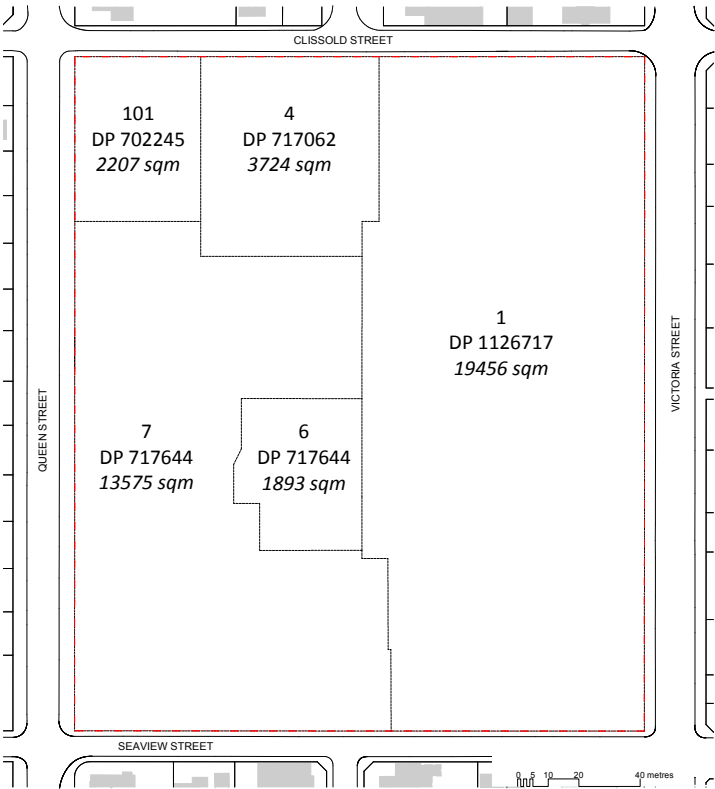


Figure 3. The Site

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.

Buildings A and B at the north east corner of the site were recently altered to provide additional and improved independent living unit accommodation.

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 Concept Plan contains improvements to enable the Village to comply with contemporary standards of Seniors Housing. Presently the design 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 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 lacks 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.

One of the most important considerations in the preparation of the Concept Plan has been 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.