



Business Paper

Sutherland Shire Local Planning Panel

Tuesday, 16 February 2021

6:00pm

e-Determination

SUTHERLANDSHIRE

ORDER OF BUSINESS

1. DISCLOSURES OF INTEREST

2. REPORTS FROM OFFICERS

SSLPP010-21	49 Tara Street, Sylvania DA20/0520 - Alterations and additions to an existing dwelling
SSLPP011-21	174 Attunga Road, Yowie Bay DA20/0673 - Swimming Pool Construction
SSLPP012-21	101 -151 Port Hacking Road, Sylvania Planning Proposal Frank Vickery Village

SSLPP012-21 PLANNING PROPOSAL FRANK VICKERY VILLAGE

Attachments: Appendix A [↓](#) and Appendix B [↓](#)

REASON FOR REPORT

This planning proposal seeks to increase the permissible maximum building height and floor space ratio (FSR) and also add additional permissible uses for 101-151 Port Hacking Rd, Sylvania. It is referred to the SSLPP for advice in accordance with the s9.1 direction issued by the Minister for Planning on 27/09/2018.

REPORT RECOMMENDATION

THAT:

The Planning Proposal has sufficient merit to warrant referral to the Minister for Planning and Public Spaces under Section 3.34 Environmental Planning and Assessment Act 1979 for Gateway determination, subject to the following:

1. The additional permitted uses be conditional on the site being used predominately for seniors housing.
2. The total retail component being limited to 1,000 m² and the size of an individual retail premise being limited to a maximum of 500m²
3. The landscape area requirement remain at 35%
4. Site specific DCP provisions being prepared to support the Planning Proposal which includes the following:
 - An indicative maximum building height map which specifies the height permissible in the 5 precincts proposed in the concept plan
 - A 12m setback to Port Hacking Road
 - A height plane to control the setback along the southern boundary to address potential overshadowing to the adjoining low density zone.

OFFICE'S COMMENTRY

The Site

The subject site, known as Frank Vickery Village, is approximately 5.7 ha in area. It is zoned R2 Low Density Residential and currently provides seniors housing in a low density, heavily landscaped environment. Frank Vickery Village was first opened in 1948, with major redevelopment undertaken in 1984 and minor redevelopment undertaken in 2000. The site is currently occupied by an aged-care facility consisting of 202 independent living units (ILUs), 69 bed residential aged care facility (RACF), an administration centre, and a heritage listed house which is used by Lifeline.

The buildings on site are aged, with building stock ranging from 20 to 60+ years. Existing buildings no longer meet contemporary expectations and requirements for residential aged care. Some buildings are vacant or have been decommissioned. The site is relatively underdeveloped, and has stands of remnant native trees. Current amenities on-site include a croquet lawn, indoor bowls, gym/exercise space, internet café, libraries, village shop, 300 seat audio-visual equipped community centre, BBQ area, workshop, café, hairdressing salon, village bus.

The land has a 450m frontage to Port Hacking Road to the east and has a frontage to Bellingara Road to the west. The southern site boundary abuts detached residential dwellings in a R2 Residential zone, and a R4 High Density Residential zone on the south east corner. Sylvania High School sits to the north west of the site, across Bellingara Road.

The HammondGrove seniors housing complex has buildings of 25m and is located nearby. It is zoned R3 Medium Density Residential. HammondGrove was built on surplus government land and was not subject to a height limit at the time of approval.

The Planning Proposal

This Planning Proposal is landowner initiated and seeks to facilitate the redevelopment of the site as a high density seniors housing precinct to meet contemporary standards and resident expectations (See Attachment A). Specifically, the Planning Proposal seeks the following amendments to Sutherland Shire Local Environmental Plan 2015 (SSLEP2015):

- Rezone the site from R2 Low Density Residential to R4 High Density Residential
- Reduce the minimum landscaped area from 35% to 30%, in line with the requested rezoning from R2 to R4.
- Increase the maximum floor space ratio from 0.55:1 to 1.26:1.
- Increase the maximum height from 8.5m to 26.5m.
- Allow additional permitted uses including a total GFA of 1,000m² dedicated to retail premises, 3,000m² dedicated to recreational facilities (indoor) and 1,000m² dedicated to medical centre uses.

The rezoning is required because SEPP (Housing for Seniors or People with a Disability) 2004 (clause 40) limits seniors housing to 8m in zones where residential flat buildings are prohibited. It is proposed that the additional height and floor space be achieved by a bonus provision, specifically tied to the use of the site for seniors housing, via a site-specific subclause to be included in Part 6 Local Provisions. Linking the height to seniors housing would provide a degree of certainty for the public as to the possible outcome on the site. The proponent has suggested the following site specific subclause:

6.23 Frank Vickery Village 101-151 Port Hacking Road, Sylvania

- 1. The objective of this clause is to allow for the redevelopment of Frank Vickery Village into a modern seniors housing village that also provides for supporting non-residential uses.*
- 2. This clause applies to the land known as Frank Vickery Village and identified as "Area 8" on the Height of Buildings Map and the Floor Space Ratio Map.*
- 3. Despite clause 4.3(2), the height of a building on land to which this clause applies may exceed the maximum height shown for the land on the Height of Buildings Map by an additional 18m if—*
 - a. the building is predominately (or entirely), used for seniors housing;*
 - b. a building located adjacent to the southern boundary of the site and to Bellingara Road provide a transitional scale of building height; and*
 - c. building setbacks to all property boundaries including to Port Hacking Road and Bellingara Road are a minimum of 7.5 metres and comprise deep soil planting including large scale indigenous trees.*
- 4. Despite clause 4.4(2), the maximum floor space ratio for the land identified as "Area 8" on the Floor Space Ratio Map may exceed the maximum floor space ratio shown for the land on the Floor Space Ratio Map by an additional 0.71:1 if—*
 - a. the land is predominately used for seniors housing;*
 - b. a building located adjacent to the southern boundary of the site and to Bellingara Road provide a transitional scale of building height; and*
 - c. building setbacks to all property boundaries including to Port Hacking Road and Bellingara Road are a minimum of 7.5 metres and comprise deep soil planting including large scale indigenous trees.*

The proponent has proposed that the additional permitted uses be achieved through an amendment to Schedule 1 Additional Permitted Uses in the SSLEP2015. Their draft clause reads:

- 1. This clause applies to land at 101 Port Hacking Road, Sylvania, being Lot 1, DP 1025954 (also known as Frank Vickery Village) and identified as "31" on the Additional Permitted Uses Map.*
- 2. Development for the purposes of retail premises, recreational facility (indoor) and medical centre is permitted with development consent.*

3. *The total gross floor area (GFA) of retail premises uses on the land must not exceed 1,000m².*
4. *The total gross floor area (GFA) of recreational facility (indoor) uses on the land must not exceed 3,000m².*
5. *The total gross floor area (GFA) of medical centre uses on the land must not exceed 1,000m².*

Indicative Development Concept Plan

The Planning Proposal is accompanied by an indicative development concept plan (See Attachment B) showing the retention of the existing heritage cottage and 14 new buildings consisting of:

- One four-storey building containing 126 RACF beds
- 13 buildings (varying between three and seven storeys) containing 519 ILUs
- Four separate single storey basement car parks with a total of 567 parking spaces for residents, employees and visitors
- Opportunities for at-grade angle and parallel parking.

The key features of the proposal are:

- A north-south connective 'spine' utilising the naturally level topography in the centre of the site
- A network of streets through the site that is based on the existing street grid around the site
- Retention of the existing heritage cottage as a focal point of the 'Heritage Hub'
- Five defined development precincts to contribute to a finer grain village feel
- A green network of public domain elements including seven key open space/landscaped areas.
- Varied heights of buildings across the site

Strategic Merit of the Planning Proposal

The Guideline for Planning Proposals, issued under section 3.33(3) of the Act, requires the strategic merit of the proposal to be tested by asking will it:

- a) give effect to the relevant district plan; or
- b) give effect to the relevant local strategic planning statement or strategy that has been endorsed by the Department or required as part of a regional or district or local strategic planning statement; or
- c) respond to a change in circumstances, such as an investment in new infrastructure or changing demographic trends that have not been recognised by existing strategic plans.

This assessment is provided under the following subheadings:

a) South District Plan: Does the proposal give effect to the relevant district plan?

Planning Priority S3: Providing services and social infrastructure to meet people's changing needs.

Objective 6: Services and infrastructure meet communities' changing needs.

Assessment:

The South District Plan projects a 45% proportional increase in Sutherland Shire residents aged 65-84 (an increase of 19,450) and an 85% increase in those aged 85+. This reflects an annual average growth of 1,080 persons aged 65 or over by 2036 at an average rate of 2.2% per annum—well above the projected growth rate for the entire population of 0.5% per annum. The proposal indicates an increase in the number of ILUs from 202 to 519 (257% increase), and an increase in the number of RACF beds from 69 to 126 (183% increase). The planning proposal includes a Demand and Supply Assessment showing that the uplift will respond to the needs of the ageing population and associated demand for new dwellings.

The proposal includes the co-location of on-site health and social services to meet the expected demand for aged care services, while addressing specific needs for the frail aged and those with dementia. Facilitating retail premises on the site will encourage greater community engagement within the site and provide services that may enhance the liveability of the site and help ageing residents remain independent longer.

Planning Priority S4: Fostering healthy, creative, culturally rich and socially connected communities.

Objective 7: Communities are healthy, resilient and socially connected.

Assessment: The proposal includes a community hub to support social connections within the village and provide opportunities for visitors to interact. The pedestrian through-site link to transport options and Sylvania High School is to be publicly accessible and will encourage connections between pedestrians and residents. This will assist in integrating the site with its location

Planning Priority S5: Providing housing supply, choice and affordability, with access to jobs, services and public transport.

Objective 10: Greater housing supply.

Objective 11: Housing is more diverse and affordable.

Assessment:

The proposal will increase the number of Independent Living Units to contribute to meeting the forecast housing needs of Sutherland's ageing population while allowing local residents to remain in their local area. The site is in an accessible location close to public transport, the strategic centre of Miranda and the Southgate Shopping Centre.

There are currently 18 retirement villages in the Sutherland Shire providing approximately 1,350 ILUs in total. To meet the forecast demand, analysis undertaken by Ethos Urban found that an additional 440 ILUs will be required in the period up to 2031. This proposal will provide an additional 317 ILUs. The concepts supports a more diverse range of seniors housing at differing price points.

Planning Priority S6: Creating and renewing great places and local centres, and respecting the District's heritage.

Objective 12: Great places that bring people together.

Assessment:

The site requires renewal, and the proposal indicates some good planning outcomes including:

- open space that will be accessible to the public
- a greater number of jobs
- conservation of a heritage cottage
- retention of remnant ecological community and many mature trees
- additional housing for an aged population, and
- parking that is adaptable to future uses.

b) Local Strategic Planning Statement

Does the proposal give effect to the relevant local strategic planning statement or strategy that has been endorsed by the Department? (Effective 15 September 2020)

PP9 Community Connections: Strengthen community connections by providing a range of facilities and support for community activities and services to bring people together.

Assessment:

The additional uses proposed for the site, including a café, a range of recreational uses, shops and medical facilities, will provide opportunities for residents and visitors to socialise, strengthening connections within the village community and the local community.

Planning Priority 10 Housing Choice: Provide our community with housing choice by making available opportunities for a range of housing sizes and types within each community.

Assessment:

The proposal will contribute to housing delivery by providing 317 additional dwellings for older people in a supportive, community environment. It will widen the range of housing options for seniors.

Sutherland Shire Community Strategic Plan

(key input into the LSPS - outlines the community aspirations and long-term visions)

Outcome 3: Sutherland Shire: a caring and supportive community

Strategy 3.1.2 *Deliver community services and facilities that respond to the changing needs of our community.*

Strategy 3.2.3 *Provide opportunities for social interaction for our ageing population.*

Assessment:

The proposal will provide dwellings in an environment tailored to the needs of older people and includes a range of services and facilities to support their needs.

Council's Ageing Well Strategy

(key input into the LSPS regarding productivity planning priorities)

Care and Support Actions:

Actively plan to co-locate services and facilities for the ageing community.

Assessment:

The proposed additional uses including medical centre, retail and recreational facility (indoor) will co-locate services and facilities with seniors housing.

Housing Actions:

Increase aged housing by increasing permissible building heights and densities for aged persons housing in centres with proximity to transport, shopping and facilities

Assessment:

The planning proposal is consistent with this action. Public transport is accessible along Port Hacking Road and provides access to Southgate Shopping Village and Miranda centre.

c) *Does the proposal respond to a change in circumstances, such as the investment in new infrastructure or changing demographic trends that have not been recognised by existing controls?*

Assessment: There has not been any significant investment in infrastructure in the locality. While Sutherland Shire is an ageing community, successive strategies have focused on meeting the needs of this change.

The Strategic Merit test also requires consideration of whether the planning controls are in need of review. Review is considered to be needed if an instrument is more than five years old. The Sutherland Shire Local Environmental Plan was made on 23 June 2015 and a comprehensive review is now underway and scheduled for 2022.

Site Specific Merits of the Planning Proposal

The Guideline for Planning Proposals, issued under section 3.33(3) of the Act, requires the site specific merit of the proposal to be tested, having regard to the following:

- a. the natural environment (including known significant environmental values, resources or hazards);

- b. the existing uses, approved uses, and likely futures uses of land in the vicinity of the proposal and the services and infrastructure that are or will be available to meet the demand arising from the proposal and any proposed financial arrangements for infrastructure provision.

a) Natural Environment

Contamination and acid sulphate soils

The site is listed as containing Class 5 acid sulphate soils. Council's Environmental Science unit advises that given the proposal will not result in the water table being lowered, no further assessment is warranted at this stage. However, any future development applications will require further assessment of potential impacts on acid sulphate soils, particularly to adjacent classes.

Ecological constraints and remnant native vegetation

There are no threatened ecological communities located on the site. There are a number of protected fauna species that were identified as potentially utilising the site, but no evidence was found of the species on the site.

The proposed setbacks preserve the majority of the remnant indigenous trees on site. However, additional trees could be maintained with a more sensitive design. Focusing greatest density towards the southern end of the site will assist in tree retention.

Although the site is not within a Greenweb corridor, the site is directly adjacent to the Greenweb Core and Greenweb support areas of Gwawley Creek and Sylvania High School. The site presents opportunities to support this biodiversity corridor by retaining remnant species and replanting locally indigenous species on the site. Any proposed planting works should be reflective of the identified vegetation community that currently exists on the site.

Flood risk and stormwater management

The planning proposal was referred to Council's Stormwater & Waterways Engineering team as the southern corner of the site is flood prone. The proposed reduction of landscaped area from 35% to 30% is not supported by the team because it would be accompanied by an increase in impervious area which is likely to adversely affect the water quality in Sylvania Waters and the Georges River. Future development should incorporate water sensitive urban design to reduce the impact of stormwater runoff on Gwawley Bay and the Georges River.

Specific consideration at DA stage will be required in relation to low-lying stormwater infrastructure. The upgrading of existing public drainage infrastructure through the subject site may be required. Future development will need to consider flood emergency response, with shelter-in-place/vertical evacuation the most likely feasible option.

b) Existing uses, approved uses and likely future uses in the vicinity
Services and Infrastructure

Suitability of the R4 High Density Residential zone

The planning proposal requests a change of zoning from R2 Low Density Residential to R4 High. The objectives of the R4 zone are:

- To provide for the housing needs of the community within a high density residential environment.
- To provide a variety of housing types within a high density residential environment.
- To enable other land uses that provide facilities or services to meet the day to day needs of residents.
- To encourage the supply of housing that meets the needs of the Sutherland Shire's population, particularly housing for older people and people with a disability.
- To promote a high standard of urban design and residential amenity in a high quality landscape setting that is compatible with natural features.
- To minimise the fragmentation of land that would prevent the achievement of high density residential development.

All forms of residential dwellings are permissible in the R4 zone including residential flat buildings. Community facilities, seniors housing and neighbourhood shops are also permissible uses. The concept development satisfies the objectives of the R4 zone, particularly by offering a variety of higher density housing types tailored to the needs of older people and people with disability. The indicative built form is consistent with the typical built form of residential flat buildings normally associated with the R4 zone. It also demonstrates that high standards of design, residential amenity and landscape outcomes can be achieved which is consistent with the objectives of the R4 zone.

The additional uses sought by the planning proposal are consistent with the objective of providing services and facilities to meet the day to day needs of aged residents.

Impact of increased building height to 26.5m in this locality

The proposal seeks to change the maximum building height from 8.5m to 26.5m. Current height limits in the R4 zone range from 16m to 25m. The surrounding sites primarily have a maximum height of 8.5m. Sylvania High School has a maximum height of 12m, while the land zoned R4 land and IN2 Light to the south have a height limit of 16m. The closest sites with a 25m height limit are in Miranda centre.

The site is large in area and its topography supports varied heights across the site. This allows a sensitive response to current conditions on surrounding sites. The indicative concept plan indicates that the adjoining properties on the southern boundary are not unduly impacted by overshadowing as

lower and stepped building heights are indicated on the southern end of the site. This outcome can be assured through appropriate DCP provisions.

Given the topographical variation on the site, the proposed increased building height can be accommodated without undue impact on the local context, especially given the size of the site and proposed scope of tree retention. The on-site impact of the additional height can be ameliorated through SEPP 65 Apartment Design Guideline compliant design with minimal compromise to resident amenity. The indicative shadow diagrams included in the Urban Design Report prepared by Group GSA show significant overshadowing of some internal open spaces during winter. However, this is a matter which can be resolved at development application stage.

The height and FSR requested are well within accepted standards for an R4 zone. The large site area means that it can more readily accommodate sensitively designed, higher density building forms, and allows for transitional building heights to be achieved towards properties zoned R2 on the southern boundary.

Impact of increased floor space ratio (FSR) to 1.26:1

The proposal seeks to increase the maximum floor space ratio across the site to 1.26:1. This would result in the overall permissible gross floor area (GFA) of 72,147m², an increase of 40,653m² from the current allowable GFA of 31,493m².

The site is very large and has the capacity to accommodate considerably more floor space than is currently permitted. Increased building height and topographical variation help reduce the impact of increased density. Tree retention within setbacks on the Bellingara Rd and Port Hacking Road frontages, the 30m width of Port Hacking Road and the stepped building heights on the southern boundary all contribute to minimising the impact of bulk and scale in this locality. Retaining a 35% minimum landscaped area will also help.

Careful design of future buildings on the site, as illustrated in the concept plan, can manage the impacts of additional bulk on the site, impacts on adjoining and nearby sites, and when viewed from the public domain. Recommended DCP provisions can help ensure these outcomes are achieved.

Traffic generation and parking provision

The masterplan currently proposes a total of 541 spaces. The concept masterplan submitted with the application shows that the site has sufficient capacity to meet its minimum required parking provision of 147 spaces in accordance with the SEPP (Housing for Seniors or People with a Disability). Under the SSDCP 2015, the proposed development would require a total of 800 parking spaces if the development is not undertaken under the SEPP (Seniors Housing). The final provision and allocation of parking spaces can be dealt with at the DA stage.

There is sufficient capacity within the site and the surrounding road network to cater for the traffic and parking impacts associated with the planning proposal. Other issues such as ingress and egress to the site, pedestrian safety and service vehicles/loading facilities could be dealt with as part of any future DA process.

Heritage Conservation

The proposal includes the retention of the local heritage item no. 3707 known as Bellingara Cottage. The planning proposal submission includes a Heritage Impact Statement which concludes that the proposal *“will have a positive impact on the heritage significance of the heritage item by removing the intrusive carport nearby and removing other nearby buildings. The viewing curtilage around the heritage item would be expanded and enhanced by wider distances to buildings rising above the floor level of the heritage item, and larger areas of landscaping around the house.”* The concept keeps new buildings reasonably distanced from the heritage item allowing it to be seen as a house in the round, within its landscape street setting.

Sutherland Shire Council’s Heritage Architect concurred with the conclusions of the Heritage Impact Statement, finding that the creation of the ‘Heritage Hub’ will restore heritage significance and its continued use as a Lifeline centre will conserve its social significance. However, the Heritage Architect expressed concern that the proposed 8 storey building east of the heritage cottage would have a negative impact on the cottage and its setting.

Impact of additional permitted uses on the locality

The planning proposal requests that three additional uses be made permissible on the site through a site specific provision in Schedule 1: retail premises, recreation facility (indoor) and medical centre. Together, the proposed additional uses constitute approximately 7% of the total GFA, which is comparable with the percentage floor space occupied by ‘ordinarily incidental and ancillary uses’ in other seniors housing developments in Sutherland Shire. The provision of appropriate additional uses can enhance the liveability of the proposed development, especially for those who are less able to independently access services off-site.

i. ‘retail premises’ up to 1000m²

The only permissible retail use in an R4 zone is ‘*neighbourhood shops*’, which is limited under Clause 5.4 to 80m² and defined as *‘premises used for the purposes of selling general merchandise such as foodstuffs, personal care products, newspapers and the like to provide for the day-to-day needs of people who live or work in the local area, and may include ancillary services such as a post office, bank or dry cleaning, but does not include neighbourhood supermarkets or restricted premises.’* Retail premises is a much broader group term and means a building used for selling items by retail, or hiring or displaying for hire or sale. It includes food and drink premises, shops and specialised retail premises. The planning proposal argues that ‘retail premises’ will support residents as well as the local community.

The proposal limits the total gross floor area of retail premises to 1,000m². While this represents only 1.4% of the total proposed gross floor area, this floor area could accommodate a neighbourhood supermarket (Coles Express, Woolworths Metro or IGA Xpress have local examples ranging from 300-1000m²). As the subject site is located 1.6km from Westfield Miranda and 1.7km from Southgate Shopping Centre Sylvania, it is already well served by four full line supermarkets. There is also a small shopping village in Sylvania, 800m west of the site, comprising an IGA Xpress, liquor store, butcher, café, take-away shop, chemist and dentist. This shopping village may be experience some impact if the proposed retail uses redirect existing trade.

Providing a range of retail premises would provide greater on-site amenity, meeting the needs of residents, employees and visitors without detracting from the site's primary function as an aged-care facility. While out-of-centre retail uses take market share from established centres, for many older residents the journey to local shopping centres may be difficult. Providing on-site options will help residents remain independent longer and enhance liveability. However, if a supermarket were to be established on site it would most likely undermine other centres. Therefore, it is recommended that the Planning Proposal be amended to limit the size of any one retail space to 500m².

a. 'recreational facility (indoor)' up to 3000m²

The SSLEP2015 defines a 'recreational facility (indoor)' as: *a building or place used predominantly for indoor recreation, whether or not operated for the purposes of gain, including a squash court, indoor swimming pool, gymnasium, table tennis centre, health studio, bowling alley, ice rink or any other building or place of a like character used for indoor recreation, but does not include an entertainment facility, a recreation facility (major) or a registered club.*

The proponent is seeking to create a seniors community that is integrated into the wider community. While it is envisaged that any commercial indoor recreation facility would be targeted to the needs of the large population of older residents on site, attracting customers from the wider community would facilitate community integration and be a positive outcome. However, if the facilities are open to the community, this may cause traffic generation at odds with the volumes anticipated in the traffic report. This can be tested through the development approval process when the nature of the end use is known.

The planning proposal limits the extent of the use to 3000 m² (4.3% of the GFA). Whilst this seems a large area of floor space, it is comparable with the scale of recreation spaces provided at the Bupa retirement village at Sutherland.

b. 'medical centre'

'Medical centre' is defined as: *premises that are used for the purpose of providing health services (including preventative care, diagnosis, medical or surgical treatment, counselling or alternative*

therapies) to out-patients only, where such services are principally provided by health care professionals. It may include the ancillary provision of other health services.

The inclusion of medical uses would benefit the residents of the village by offering a more convenient and immediate source of care. The wider community may also benefit from more accessible medical services which may focus on the needs of older people. However, providing medical services to the wider community may cause greater traffic generation than anticipated by the traffic and parking report. This can be further considered through the development assessment when the use is fully clarified. The planning proposal seeks to limit medical uses to a maximum of 1,000m² (1.4% of the total GFA).

Use of Site Specific DCP Provisions

Site Specific DCP provisions prepared by Ethos Urban were submitted with the Planning Proposal. It states that *“the vision for Frank Vickery is to create a modern and vibrant medium to high density seniors housing village community for the people of Sutherland Shire that will set a benchmark for the contemporary renewal of older seniors housing villages in NSW.”* In order to achieve this goal, addresses the following:

- Landscape strategy, central green space, permeability and through site link
- Building envelopes and layout
- Setbacks
- Safety and security

The proposed DCP covers the minimum requirements as set out by the SEPP (Seniors Housing). However, the DCP provisions could be strengthened by:

- Including an indicative building height map which specifies the maximum height in the 5 precincts proposed in the concept plan. This is needed because some parts of the site require lower buildings in order to minimise potential impacts on surrounding land.
- Increasing the setback along Port Hacking Road from 7.5m to 12m. Port Hacking Road is a busy road with daily traffic volumes of 20,000 – 40,000 vehicles per day. Many of the stands of remnant trees are located along the Port Hacking Road boundary. A wider landscaped setback to this boundary will improve amenity for residents on site, while also helping to more readily accommodate the existing trees.
- Including a height plane to control the setback along the southern boundary. The southern boundary setback adjacent to existing single dwellings is proposed to be wider at 12m to alleviate the impact of overshadowing. This delivers an acceptable outcome for the building height and bulk indicated in the concept design. However, a different design may require a greater setback to limit overshadowing. This could be addressed by including a height plane requirement in the site specific DCP.

STATUTORY CONSIDERATIONS

Ministerial Directions under Section 9.1 of the Environmental Planning and Assessment Act 1979

Local Planning Panels Direction – Planning Proposals – 27/09/2018

Under this Direction all planning proposals prepared after 01/06/2018 must be referred to the local planning panel for advice prior to the Council's decision on the planning proposal, unless the Council's general manager determines that the planning proposal relates to:

- a) *the correction of an obvious error in a local environmental plan,*
- b) *matters that are of a consequential, transitional, machinery or other minor nature, or*
- c) *matters that council's general manager considers will not have any significant adverse impact on the environment or adjoining land.*

This site specific planning proposal does not meet the tests in (a) to (c) and therefore warrants referral to the Panel. This report has been prepared to assist the panel in their advice to Council.

S117 and S9.1 Directions for Planning Proposals

The planning proposal has been assessed against all relevant Ministerial Directions and found to be generally consistent. The relevant directions have been listed below:

Direction 2.3 Heritage Conservation

The objective of this direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance. The subject site includes SSLEP 2015 local heritage item 3707 (Bellingara Cottage). A Heritage Impact Statement has been prepared by NBR Architecture Heritage in accordance with the standard guidelines of the NSW Heritage Division. The report concludes that the planning proposal will retain the established heritage significance of these items. The legibility, visibility and amenity of the item will be retained and enhanced.

Direction 3.1 Residential Zones

The objectives of this direction are:

- a. to encourage a variety and choice of housing types to provide for existing and future housing needs,
- b. to make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services, and
- c. to minimise the impact of residential development on the environment and resource lands.

The planning proposal intends to facilitate the development of seniors housing in line with population forecasts that anticipate a growing need for housing for an ageing population. The location of the subject site is proximal to public and private transport infrastructure, major shopping centres and medical services. Therefore, the proposal is consistent with this direction.

Direction 3.4 Integrating Land Use and Transport

The intent of this direction is to ensure planning and development improves access to housing, jobs and services by walking, cycling and public transport. The subject site is located along multiple bus service routes and the proposed additional permitted uses will reduce car dependency for residents who will be able to access services and facilities on site. Therefore, the proposal is considered consistent with this direction.

Direction 4.1 Acid Sulfate Soils

The intent of this direction is to avoid adverse environmental impacts from the use of land that has a probability of containing acid sulfate soils. The subject land is identified on the Acid Sulfate Soils Planning maps under SSLEP 2015. However, the proposal will not result in the water table being lowered and no adverse consequences are likely to result.

Direction 5.10 – Implementation of Regional Plans

The proposal aligns with the strategic priorities identified by the State Government and across Council's strategic documents including the Local Strategic Planning Statement.

Direction 6.3 Site Specific Provisions

The objective of this direction is to discourage unnecessarily restrictive site specific planning controls. The planning proposal does involve the implementation of site specific provisions. The amendment provides additional height and floor space to help facilitate the delivery of residential aged care and housing for seniors. Therefore the planning proposal is considered consistent with the direction as it encourages rather than hinders development.

Direction 7.1 Implementation of a Plan for Growing Sydney

The purpose of this direction is to give legal effect to the planning principles; directions; and priorities for subregions, strategic centres and transport gateways contained in A Plan for Growing Sydney. The matters in the planning proposal are not in conflict with the provisions of A Plan for Growing Sydney or any of the subsequent strategic plans for Greater Sydney.

State Environmental Planning Policies:

The planning proposal has been assessed against all relevant State Environmental Planning Policies and found to be consistent.

SEPP	Relevance to Planning Proposal	Planning Proposal Consistency with SEPP?
State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004	Yes. This SEPP applies as the proponent is proposing (continued) use of the site as seniors housing.	Yes. The Planning Proposal is consistent with the Seniors Housing SEPP.

SEPP	Relevance to Planning Proposal	Planning Proposal Consistency with SEPP?
State Environmental Planning Policy (Infrastructure) 2007	Yes. This SEPP applies as <i>Subdivision 2.102 Impact of road noise or vibration on non-road development</i> is relevant as the subject site is located on Port Hacking Road, which has an annual average daily traffic of more than 20,000 vehicles.	The Planning Proposal does not address the SEPP (Infrastructure) 2007. Road noise mitigation can be addressed at the development application stage.
State Environmental Planning Policy No 19—Bushland in Urban Areas	Yes. This SEPP applies, particularly as the site contains stands of remnant native trees that are readily accessible to the community.	The Planning Proposal does not directly address the SEPP (Bushland) however it does propose to retain remnant natives. This can be further addressed at the development application stage.
State Environmental Planning Policy (State and Regional Development) 2011	None. No specific relevance to this proposal	The Planning Proposal does not address the SEPP; however, at development application stage, the proposed development may be categorised as regionally significant development.
State Environmental Planning Policy No 1—Development Standards	None. SEPP 1 does not apply.	
State Environmental Planning Policy No 21—Caravan Parks	None. No specific relevance to this proposal.	
State Environmental Planning Policy No 33—Hazardous and Offensive Development	None. No specific relevance to this proposal.	

SEPP	Relevance to Planning Proposal	Planning Proposal Consistency with SEPP?
State Environmental Planning Policy No 36—Manufactured Home Estates	None. SEPP 36 does not apply.	
State Environmental Planning Policy No 44—Koala Habitat Protection	None. SEPP 44 does not apply.	
State Environmental Planning Policy No 47—Moore Park Showground	None. SEPP 47 does not apply.	
State Environmental Planning Policy No 50—Canal Estate Development	None. SEPP 50 has no specific relevance to this proposal.	
State Environmental Planning Policy No 55—Remediation of Land	None. SEPP 55 has no specific relevance to this proposal.	
State Environmental Planning Policy No 64—Advertising and Signage	None. SEPP 64 has no specific relevance to this proposal.	
State Environmental Planning Policy No 65—Design Quality of Residential Apartment Development	None.	No provisions of the Planning Proposal affect a future DA's ability to comply with SEPP 65.
State Environmental Planning Policy No 70—Affordable Housing (Revised Schemes)	None. SEPP 70 has no specific relevance to this proposal.	
State Environmental Planning Policy (Affordable Rental Housing) 2009	None. SEPP (Affordable Rental Housing) has no specific relevance to this proposal.	
State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004	None. No provisions of the Planning Proposal affect the environmental performance characteristics of residential dwellings.	
State Environmental Planning Policy (Coastal	None. SEPP (Coastal Management) does not apply.	

SEPP	Relevance to Planning Proposal	Planning Proposal Consistency with SEPP?
Management) 2018		
State Environmental Planning Policy (Educational Establishments and Child Care Facilities) 2017	None. This SEPP has no specific relevance to this proposal.	
State Environmental Planning Policy (Exempt and Complying Development Codes) 2008	None. No provisions of the Planning Proposal affect exempt and complying development policy.	

PUBLIC PARTICAPTION

Formal public participation in a planning proposal can only occur once a Gateway Determination has been issued by the Minister. Once the Gateway Determination has been issued consultation will take place in accordance with the requirements of the Determination. The proponent has undertaken some preliminary consultation which has indicated support for redevelopment of the site.

DECLARATIONS OF AFFILIATION, GIFTS AND POLICITICAL DONATIONS

Section 10.4 of the Environmental Planning and Assessment Act, 1979 requires the declaration of donations/gifts in excess of \$1000, but does not apply to applications or requests made by a public authority on its own behalf. No declarations have been made in relation to this planning proposal.

CONCLUSION

The purpose of this Planning Proposal is to amend the Sutherland Shire Local Environmental Plan 2015 to facilitate a contemporary Seniors Housing development at Frank Vickery Village. The Planning Proposal is generally consistent with relevant State and local legislation, directions, policies and strategic documents. The facilitated outcome will make a positive contribution to providing housing of older people in an appropriate location. The concept design demonstrates the ability to achieve a quality village where residents are able to integrate with the wider community. The additional uses add to resident amenity and liveability, helping residents to remain independent longer.

The changes sought by the Planning Proposal are considered to both strategic merit and site specific merit. The proposal will address housing demand and respond to the ageing demographic in Sutherland Shire. The site itself is very large, fronts a main road, and contains mature canopy trees - all features which help to accommodate the height and density sought. The Planning Proposal will

facilitate delivery of an improved precinct on a site already used for Seniors Housing. This aligns with objectives in the South District Plan and Sutherland Shire LSPS.

It is considered that the Planning Proposal has sufficient merit to warrant referral to the Minister for Planning and Public Spaces under Section 3.34 Environmental Planning and Assessment Act 1979 for Gateway determination.

RESPONSIBLE MANAGER

The manager responsible for the preparation of this Report is the Manager Strategic Planning, (Mark Carlon) 9710 0333.

File Number: 2020/383533

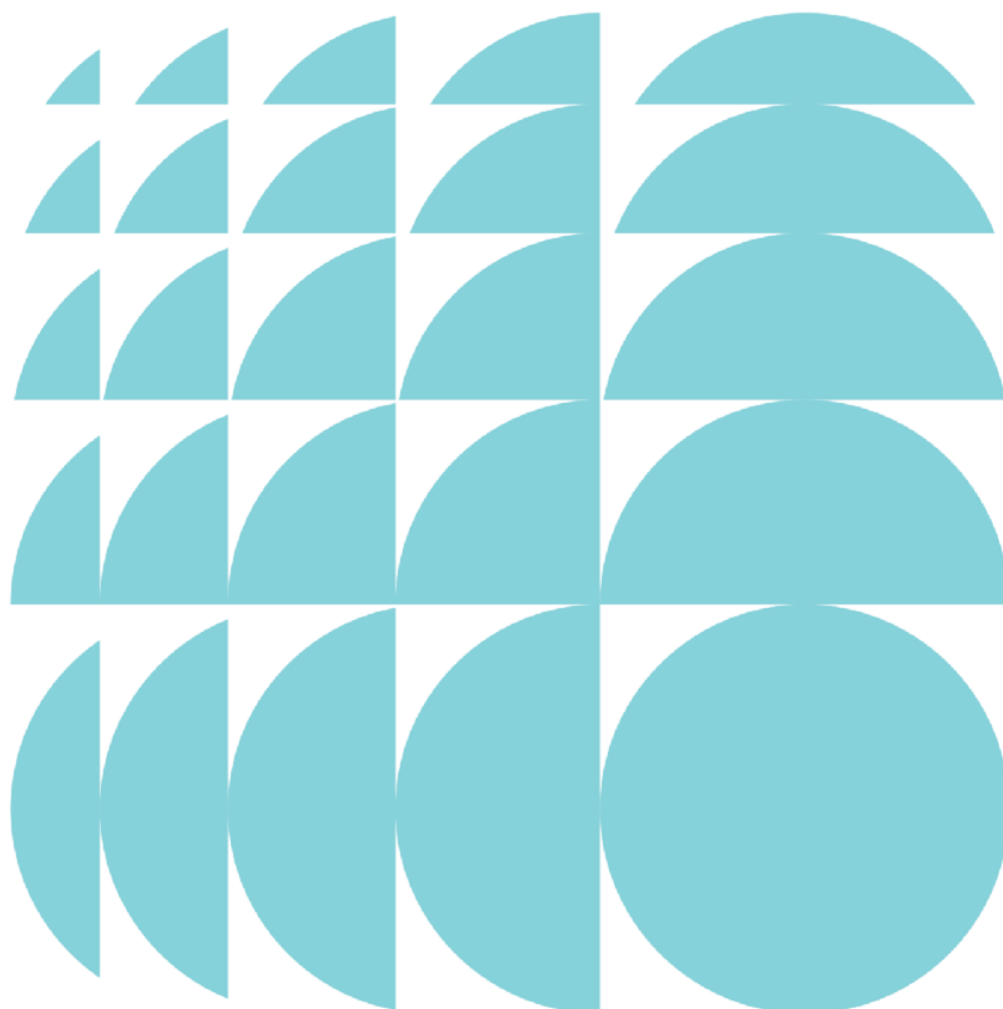
ETHOS URBAN



Planning Proposal

Frank Vickery Village, 101 Port Hacking Road,
Sylvania

Submitted to Sutherland Shire Council
On behalf of Wesley Mission c/o Midson Group

25 November 2020 | 2190780



CONTACT			
Daniel West	Associate Director	dwest@ethosurban.com	+61 4 1157 0394
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This document has been prepared by:		This document has been reviewed by:	
			
Eliza Amott	25 NOVEMBER 2020	Daniel West	25 NOVEMBER 2020
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VERSION NO.	DATE OF ISSUE	REVISION BY	APPROVED BY
1	06 NOVEMBER 2020	EA	DW
2	20 NOVEMBER 2020	EA	DW
3	25 NOVEMBER 2020	EA	DW
Ethos Urban Pty Ltd ABN 13 615 087 931. www.ethosurban.com 173 Sussex Street, Sydney NSW 2000 t 61 2 9956 6952			

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Group GSA
- D** LEP Mapping
Ethos Urban
- E** Preliminary Arboricultural Impact Assessment
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- F** Ecological Constraints Assessment Report
Narla Environmental
- G** Economic Impact Assessment
Ethos Urban
- H** Social Impact Assessment
Ethos Urban
- I** Heritage Impact Statement
NBRS Architecture
- J** Transport Impact Assessment
Varga Traffic Planning
- K** Strategic Community Engagement Report
Left Field
- L** Infrastructure Services Statement
JHA Services
- M** Civil Investigation Report
Northrop
- N** Access Review
Funktion
- O** Site Specific Development Control Plan
Ethos Urban
- P** Urban Design Peer Review
Ethos Urban

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1.0 Executive Summary

This planning report has been prepared by Ethos Urban on behalf of Wesley Mission c/o Midson Group. It relates to a Planning Proposal to amend the Sutherland Shire Local Environmental Plan 2015 (SSLEP 2015) as it applies to 101 Port Hacking Road, Sylvania known as Frank Vickery Village. Specifically, the Planning Proposal seeks to:

- **Zone** – rezone the site from R2 Low Density Residential to R4 High Density Residential;
- **Landscaped Area** – amend the current minimum landscaped area development standard from 35% to 30%;
- **Part 6 Local Provisions** – include an additional clause under Part 6 to allow for the appropriate redevelopment of Frank Vickery Village including additional height and FSR in accordance with the relevant provisions and where the development is predominantly seniors housing; and
- **Schedule 1 Additional Permitted Uses** – include Frank Vickery Village on the Additional Permitted Uses Map to allow for development for the purposes of retail premises, recreational facility (indoor) and medical centres.

This Planning Proposal has been prepared in accordance with Section 3.33 of the *Environmental Planning & Assessment Act 1979* (EP&A Act), and 'A Guide to Preparing Planning Proposals' prepared by the NSW Department of Planning and Environment. **Section 7.0** of this report sets out the strategic justification for the Planning Proposal and provides an assessment of the relevant strategic plans, state environmental planning policies, ministerial directions and the environmental, social and economic impacts of the proposed amendment. It has also been informed by Council's specific requirements outlined in a meeting held on 17 August 2020 and on 3 February 2020.

The Site

The land that is the subject of this Planning Proposal is located at 101 Port Hacking Road, Sylvania and is an existing aged care facility covering a significant 5.7ha, under a single ownership. The site sits centrally between two major local centres, including Sylvania Southgate Centre approximately 1.4km to the north and Westfield Miranda 2.6km to the south. It is approximately 23km south of the Sydney CBD.

Strategic Justification

The Planning Proposal has been informed by a comprehensive Urban Design Analysis (**Appendix A**) and other technical studies and reports (refer Table of Contents). While the proposal responds to the strategic context and framework for the site, the proposed development standards are not directly informed by any study or report. Rather, the proposal seeks to address the site's unrealised potential for modern day seniors housing in-line with the greater strategic planning framework for the area and deliver an improved built form outcome on the site together with public benefits. The following key strategic plans and policies have been reviewed in the context of the proposed amendments:

- Greater Sydney Region Plan: A Metropolis of Three Cities;
- South District Plan;
- Sutherland Shire Local Strategic Planning Statement; and
- Sutherland Shire Community Strategic Plan: Our Community Strategic Plan.

These plans and policies illustrate that the South District and Sutherland Shire LGA is expected to experience an increase in population and an ageing demographic. Notably, the South District Plan identifies that the Sutherland Shire LGA will see a substantial growth in the number of people aged 65 years and over, increasing by 19,450 resulting in almost 50% of the population in the 65-84 year age group. Accordingly, the proposed amendments have had regard to the capacity of the existing site to support this growth and have therefore identified that renewal will be required to allow existing residents to age in place and to meet the expected market penetration for seniors housing. Further, it is considered that any development uplift on the site would respond to Council's desire to retain and manage community services and provide diverse housing opportunities to meet the needs of the growing and ageing population.

In addition, during the exhibition period of the Sutherland Shire's draft Local Strategic Planning Statement a submission was made on behalf of Wesley Mission outlining the strategic merit and capacity of the site to deliver additional seniors housing. In Council's response to the submission it was noted that:

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The Wesley Mission's land holding is well suited to supporting Planning Priority 7 and 8. The submission highlights the suitability of the site for increased density. It is recommended that this be explored further in collaborating with the land owner as part of the preparation of the Housing Strategy.

Accordingly, pre-lodgement meetings were held with Council's Strategic Planning team on 17 August 2020 and 3 February 2020 to further discuss the development potential of the site and the pathway to support development uplift. It was established that a proponent lead planning proposal would be required, and they were supportive of the intended uplift of the site in principle.

Key Assessment Issues

The Planning Proposal is accompanied by various technical reports and studies that have assessed the relevant environmental, social and economic issues related to the proposed amendments to the SSLEP 2015, including the following:

- Built form and open space;
- Traffic and access;
- Infrastructure provision;
- Civil requirements;
- Access;
- Heritage conservation;
- Visual / view impacts;
- Overshadowing;
- Ecological and arboricultural impacts;
- Economic impacts; and
- Social impacts.

These technical studies illustrate that the proposed renewal and redevelopment of the site can be adequately supported and will not result in any detrimental impacts on the environment or surrounding context. The reports further demonstrate the forecasted growth in population and changing demographics within the Sutherland Shire LGA and thereby the demand for additional seniors housing.

Public Benefits

Importantly, the Planning Proposal will deliver significant public benefits, including:

- Increased provision and a more diverse range of appropriate housing and aged care services at a site located within walking distance to public transport and social infrastructure. The proposal will provide increased opportunities to age in place for existing Sylvania residents, and meet demand generated by a growing and ageing population in the Sutherland LGA;
- The potential to provide a new publicly accessible through site link through from Bellingara Road to the west down to Port Hacking Road to the east. This will provide a safe and direct east / west path of travel from the low density residential development and Sylvania High School to bus stops along Port Hacking Road. Whilst it is expected that this link would be retained in private ownership, it will be designed and treated to read as publicly accessible spaces and appropriately segregated from private residences through landscaping and setbacks. The provision of this through site link will formalise an existing path of travel that is currently used by school students and the surrounding community;
- The potential to include a total GFA of 1,000m² dedicated to retail premises, 3,000m² dedicated to recreational facilities (indoor) and 1,000m² dedicated to a medical services and facilities for use by residents, staff and importantly the local community;
- The potential to include increased provision of outdoor open space to allow residents, staff, visitors and the community to congregate and increase activation in and around the site. This will include a substantial network

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of pedestrian paths to provide safe access for residents, staff and visitors throughout the site and to provide further connections with the surrounding community; and

- Retention, celebration and improvement of the built form around the heritage cottage, locally known as Bellingara House, as well as protection of key ecological features and the existing mature tree canopy to provide an inviting and relaxing space while retaining local community connections within the site.

Planning Process

It is requested that Council consider the proposed amendments to the SSLEP 2015 contained in this Planning Proposal and, if Council forms the view that there is strategic merit in proceeding with the recommended amendments, refer the proposal to the NSW Department of Planning Industry and Environment's (DPIE) Gateway Determination Panel.

Following the issuing of a Gateway Determination, additional design and technical assessment would be prepared in collaboration with Council and DPIE to support public exhibition of the Planning Proposal.

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2.0 Introduction

This report has been prepared by Ethos Urban on behalf of Wesley Mission c/o Midson Group in support of a Planning Proposal to amend the *Sutherland Shire Local Environmental Plan 2015* (SSLEP 2015) and relates to Frank Vickery Village, 101 Port Hacking Road, Sylvania known as Frank Vickery Village.

The objective of this Planning Proposal is to renew an aging village that is meeting the end of its economic life and create a contemporary high amenity village, with support services and facilities to provide aged care that meets modern day standards, provides opportunity for residents to age in place and accommodate a continuum of care. The proposal will facilitate a better development outcome that fully realises the strategic merit of the site and enables an increase in seniors housing that is consistent with the vision for the Sutherland Shire Council (the Council) and NSW Government. This Planning Proposal requests that Council initiate a LEP amendment process to:

- **Zone** – rezone the site from R2 Low Density Residential to R4 High Density Residential;
- **Landscaped Area** – amend the current minimum landscaped area development standard from 35% to 30%;
- **Part 6 Local Provisions** – include an additional clause under Part 6 to allow for the appropriate redevelopment of Frank Vickery Village including additional height and FSR in accordance with the relevant provisions and where the development is predominantly seniors housing; and
- **Schedule 1 Additional Permitted Uses** – include Frank Vickery Village on the Additional Permitted Uses Map to allow for development for the purposes of retail premises, recreational facility (indoor) and medical centres.

This Planning Proposal has been prepared in accordance with Section 3.33 of the *Environmental Planning & Assessment Act 1979* (EP&A Act), and 'A Guide to Preparing Planning Proposals' prepared by the NSW Department of Planning and Environment. **Section 7.0** of this report sets out the strategic justification for the Planning Proposal and provides an assessment of the relevant strategic plans, state environmental planning policies, ministerial directions and the environmental, social and economic impacts of the proposed amendment. It has also been informed by Council's specific requirements outlined in a meeting held on 3 February 2020 and 17 August 2020 with the Sutherland Shire Council's manager of strategic planning and other senior staff. This report should be read in conjunction with the relevant expert consultant reports appended (see Table of Contents).

2.1 Structure of the Report

- Objectives and intended outcomes of the proposed instrument – **Section 5.0**;
- Explanation of the provisions that are to be included in the proposed instrument – **Section 6.0**;
- Justification of the objectives and intended outcomes – **Section 7.0**;
- Mapping of the proposed instrument – **Section 8.0** and **Appendix D**;
- Details of the community consultation to be undertaken – **Section 9.0** and **Appendix K**; and
- The project timeline – **Section 10.0**.

3.0 Background

3.1 Wesley Mission

Wesley Mission is a leading not-for-profit seniors housing, residential aged care and social housing provider in Australia and has a long tradition of providing its residents a safe and welcoming community. Wesley Mission's Frank Vickery Village was originally opened in 1948 and was then known as the 'Sylvania Aged Couples Settlement'. In the early years, units provided private self-contained living for couples and the original concept for the Village was to assist with the financial needs of the elderly in the community.

However, now the housing concept of the village has altered to provide a mix of Residential Aged Care Facility (RACF) beds and Independent Living Units (ILUs) to provide continuum of care as well as assistance for those in financial and social need. Notably, the original brick orchard heritage cottage which was part of the site during its opening in 1948 and was the birthplace of the Lifeline service, has since been re-modelled as a semi-detached

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cottage and remains occupied by Lifeline Sydney and Sutherland, providing services to residents and anyone across Australia experiencing a personal crisis.

The Frank Vickery Village has not undergone any major redevelopment since 1984 when a building program was approved to take place over a number of stages including Stage One for Bellingara Terraces, Stage Two for Grevillea Court, Stage Three for Garden Court and Stage Four for Sylvania Terraces. A number of additional units (known as Acacia Court) and a village auditorium was approved in 2000.

Wesley Mission provides a critical outreach and support role for members of the community facing disadvantage, including physical and mental health as well as providing a welcoming and comfortable village for seniors. Like other not-for-profit organisations, financial sustainability is key to enabling the ongoing delivery and growth of its services to meet the needs of a growing and ageing population. And, like other organisations, existing sites are key to this; they have the site characteristics to provide a critical base for ongoing service delivery as well as the potential for funding and revenue generation to invest back into that service delivery. This is crucial for Frank Vickery Village where the site has not undergone any recent development and is in need of an upgrade to enhance the facilities for existing residents and cater for new residents, as a result of population growth and demographic changes.

Wesley Mission intend to masterplan and redevelop its Frank Vickery Village at Sylvania to meet the modern needs of current and future residents, while continuing to provide the local and broader community with a range of services. These services include financial guidance, psychiatric support, 24/7 crisis support, family programs and mental health services. The proposed renewal and redevelopment is critical to meet the current seniors housing standards and equitable access requirements. The current site layout and form represents a non-compliance with the relevant accessibility standards and modern amenity standards.

Wesley Mission not only has the potential to address community needs for housing but to also generate essential revenue to reinvest in their service delivery. Importantly, its existing site has the characteristics and locality attributes to support additional capacity and development uplift, while responding to the demand for social infrastructure and services.

3.2 Sutherland Shire Local Strategic Planning Statement

During the exhibition of the draft Sutherland Shire Local Strategic Planning Statement (LSPS), Ethos Urban prepared a submission to Council on behalf of Wesley Mission which examined the existing planning controls and the LSPS with regards to the site and its strategic merit for development uplift and planning control changes.

The submission sought to amend the existing planning controls to allow for targeted rezoning and an uplift in height and FSR controls. The submission was prepared and supported by a Demand and Supply Assessment prepared by Marketability which found that the site and any development uplift would respond to the demand for new dwellings and the ageing population. The LSPS submission noted that while the Sutherland LGA is on track to achieve its 0-5 year housing target, beyond that there is no clarity on how the ageing population would be accommodated in the existing or future development. Accordingly, the submission requested that Council recognise the importance and capacity of existing sites that provide social services to the population and consider this in the finalisation of the LSPS.

Council's response to the submission was generally favourable in that it noted:

The Wesley Mission's land holding is well suited to supporting Planning Priority 7 and 8. The submission highlights the suitability of the site for increased density. It is recommended that this be explored further in collaborating with the land owner as part of the preparation of the Housing Strategy.

Accordingly, pre-lodgement meetings were held with Council's Strategic Planning team on 17 August 2020 and 3 February 2020 to further discuss the development potential of the site and the pathway to support development uplift.

3.3 Pre-lodgement Council Meetings

Wesley Mission and the project team have undertaken consultation with Council throughout the preparation of the Planning Proposal. This has assisted in the refinement of proposed amendments to the SSLEP 2015 and development controls that are proposed for the site. A meeting was held with Council’s Strategic Planning team on 3 February 2020 and 17 August 2020 to discuss the proposal.

It is noted that Council’s Strategic Planning team on both occasions were supportive in principle of the renewal of Frank Vickery Village and also receptive of the proposed scheme as presented, subject to thorough assessment and consideration by Council. The project team has also kept in close consultation with Council since last meeting to receive its feedback on the preferred approach for the proposed amendment of SSLEP 2015.

Wesley Mission are committed to continuing consultation with Council following the lodgement of the Planning Proposal.

4.0 The Site

4.1 Site Location and Context

The site is located within the suburb of Sylvania in the Sutherland Shire local government area (LGA). It is approximately 23km south of the Sydney CBD. The site sits centrally between two major local centres, including Sylvania Southgate Centre approximately 1.4km to the north and Westfield Miranda 2.6km to the south.

The surrounding context is predominantly characterised by residential land uses along with some schools, open space, and retail / commercial uses. The HammondCare Miranda seniors housing facility is located at 19 Kiama Street, Miranda just 800m south of the site. The site’s locational context is shown at **Figure 1** below.

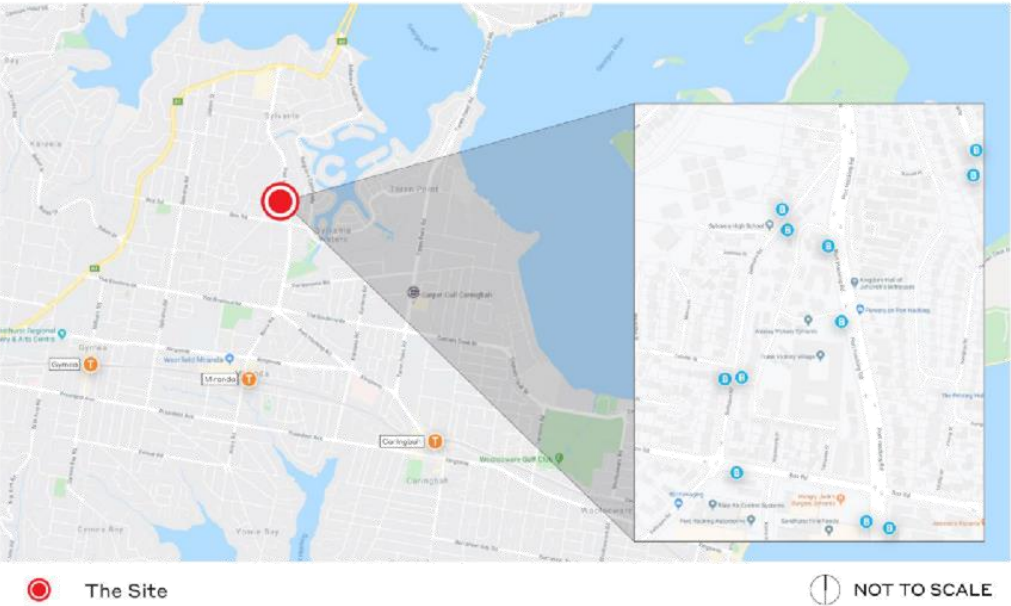


Figure 1 Locational Context
Source: Nearnap / Ethos Urban

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4.2 Site Description

The site is located at 101 Port Hacking Road, Sylvania and is known as the Frank Vickery Village. The site has an approximate area of 5.7ha. It is legally described as Lot 1 in DP1025954 and is irregular in shape. It has an approximate street frontage to Port Hacking Road (which is classified as a State Road) of 435m and 450m to Bellingara Road. The internal road network, Vickery Drive, connects to the surrounding road network.

An aerial view of the site is included at **Figure 2**.



Figure 2 Aerial view

Source: Nearnap / Ethos Urban

4.3 Existing Development

The current village comprises 69 residential aged care facility beds (RACF), 202 independent living units (ILUs), community facilities, and an administration centre in buildings ranging from single storey to four storey buildings. The site also comprises a heritage house with a frontage to Bellingara Road (item no. 3707 under Schedule 5 of the SSLEP 2015) which is currently used as the Sutherland Lifeline Centre. It is locally known as Bellingara House. It also comprises a variety of mature trees and soft landscaping.

Refer to the site photos at **Figure 3** to **Figure 6** below.

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Figure 3 Site entrance off Bellingara Road

Source: Ethos Urban



Figure 4 Existing ILU development

Source: Ethos Urban



Figure 5 Existing development and pedestrian circulation routes

Source: Ethos Urban



Figure 6 Lifeline heritage cottage

Source: Ethos Urban

Topography

The topography of the site is a significant feature that will influence the form and relative environmental impacts of the future development. The site has a steep slope from the west to the east towards Port Hacking Road with a level of difference of approximately 15m. A local ridge line runs north-south just west of Bellingara Road. **Figure 7** below illustrates the topography of the site.



Figure 7 Site topography

Source: Group GSA

Vegetation

The vegetation on the site is a key characteristic of its identity within Sylvania and can be integrated into the future development to maintain this character. The site comprises a range of vegetation including various well matured trees and rocky outcrops, particularly in the northern corner of the site. These vegetation communities include weeds, and native and exotic plants. Narla Environmental have also confirmed that the site comprises remnant Coastal Enriched Sandstone Dry Forest (CESDF) along the Bellingara Road frontage and in the northern corner.

As detailed in the Preliminary Arboricultural Impact Assessment at **Appendix E**, the site contains 455 trees. An Ecological Constraints Assessment Report is also included at **Appendix F**.

The areas of significant vegetation are shown in **Figure 8** and the CESFD identified on the site is shown at **Figure 9**.

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Figure 8 Vegetation and flora across the site
Source: Group GSA



Figure 9 Identified CESFD within the site
Source: Narla Environmental

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Heritage

The site comprises a local heritage item, with a frontage to Bellingara Road (item no. 3707 under Schedule 5 of the SSLEP 2015). The heritage item is located on the western boundary of the site and is a small one storey federation period cottage that is locally known as Bellingara House. The cottage has been used as a Lifeline Support Unit.

Access

The site is located in in close proximity to the Sutherland and Miranda Strategic Centres, with good access to public transport and existing infrastructure and services. The site is served by 3 public bus routes, providing services to Miranda-Cronulla, Hurstville, Southgate, Rockdale Plaza and Kogarah, with bus stops directly in front of the site on Port Hacking Road and Bellingara Road

Port Hacking Road is an arterial road with high traffic volumes throughout the day. Bellingara Road is a local street linking the site to the surrounding suburbs and other major roads such as Box Road to the south. For vehicles, the main entry (and exit) is currently afforded off Bellingara Road. There are two existing vehicular entry / egress points from Port Hacking Road. The pedestrian access points are located on Bellingara Road and Port Hacking Road. The circulation pattern within the site is characterised by an existing north-south spine and two east-west connections.

A Traffic Impact Assessment has been prepared by Varga Traffic Planning and is included at **Appendix J**.

The access, road connections and internal circulation routes are shown in **Figure 10** and **Figure 11**.



Figure 10 Road hierarchy and public transport services
Source: Group GSA

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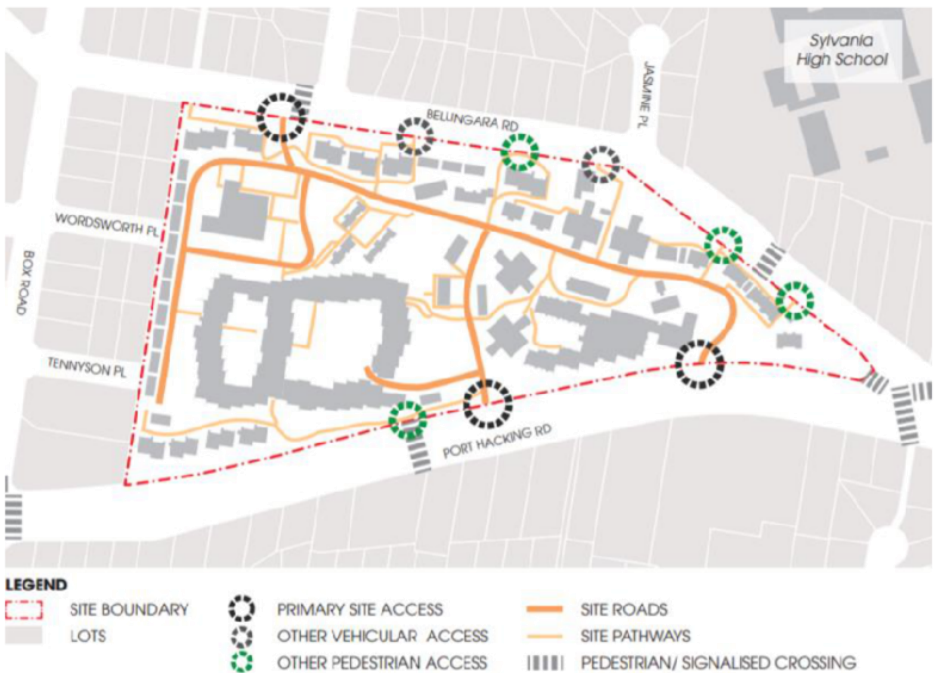


Figure 11 Access points and circulation

Source: Group GSA

4.4 Surrounding Development

The surrounding context is predominantly characterised by residential development, with some schools, open space and retail / commercial uses.

North

Port Hacking Road runs along the northern and eastern boundary of the site, providing a north-south connection through Sylvania. Development beyond Port Hacking Road generally comprises low density residential dwellings, with the Sylvania Southgate Shopping Centre located 1.4km from the site. A number of public bus stops are located on Port Hacking Road and Bellingara Road providing access to the shopping centre and beyond.

South

To the immediate south of the site is low density residential dwellings and land zone R4 high density residential on the corner of Box Road and Port Hacking Road. Beyond this is a large area of land zoned IN2 Light Industrial and the HammondCare Aged Care Facility (at 19 Kiama Street, Miranda) which is zoned R3 Medium Density Residential. Miranda Westfield and train station are located 2.6km south of the site and Sylvania shopping village is located 1.3km to the north.

East

To the east of the site is low density residential development and Gwawley Bay on the Georges River. The suburb of Taren Point is located beyond this.

West

To the west of the site is low density residential development and Sylvania High School. The high school is located adjacent to a vegetation corridor which acts as a continuation of Gwawley Creek. Amongst residential development, the Sylvania Bowling Club is located approximately 800m from the site.

The surrounding context is shown at **Figure 12** and images are provided at **Figure 13** to **Figure 16**.

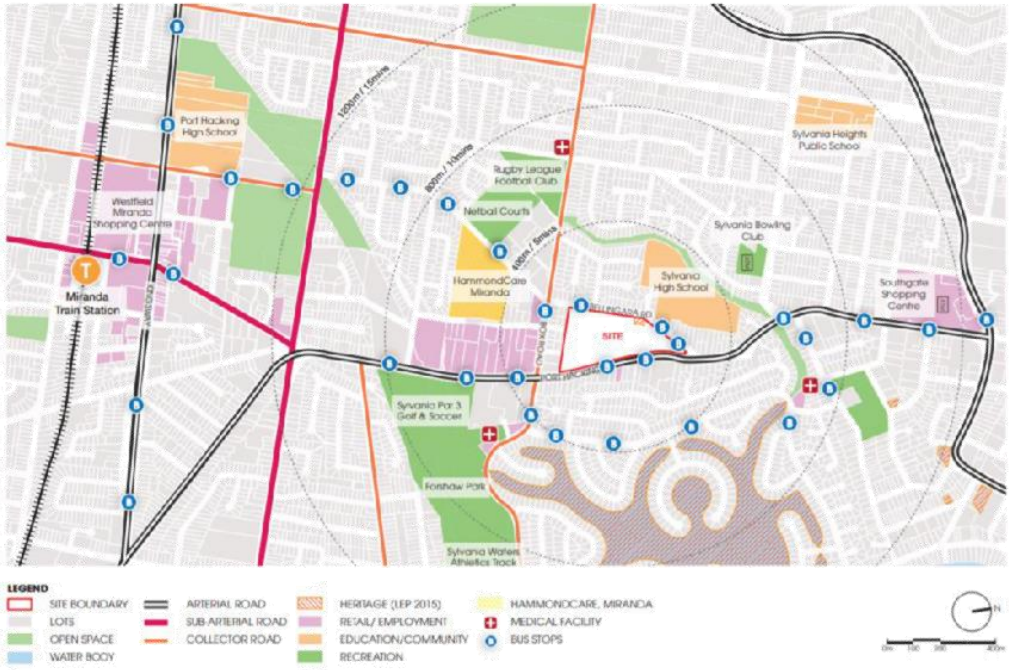


Figure 12 Surrounding context
Source: Group GSA



Figure 13 Low density development located on Bellingara Road
Source: Ethos Urban



Figure 14 HammondCare Miranda Seniors Facility
Source: Ethos Urban



Figure 15 Port Hacking Road
Source: Ethos Urban



Figure 16 Entrance to Sylvania High School on Bellingara Road
Source: Ethos Urban

4.5 Current Planning Controls

The key development standards that currently apply to the site are determined by the Sutherland Shire Local Environmental Plan 2015 (SSLEP 2015). These controls are detailed in **Table 2**, and a discussion of the proposed changes to the controls is contained in **Section 6.1**. The proposed changes will seek to align the site with its context and unique strategic merit, as discussed in **Section 7.1** and **Section 7.2**.

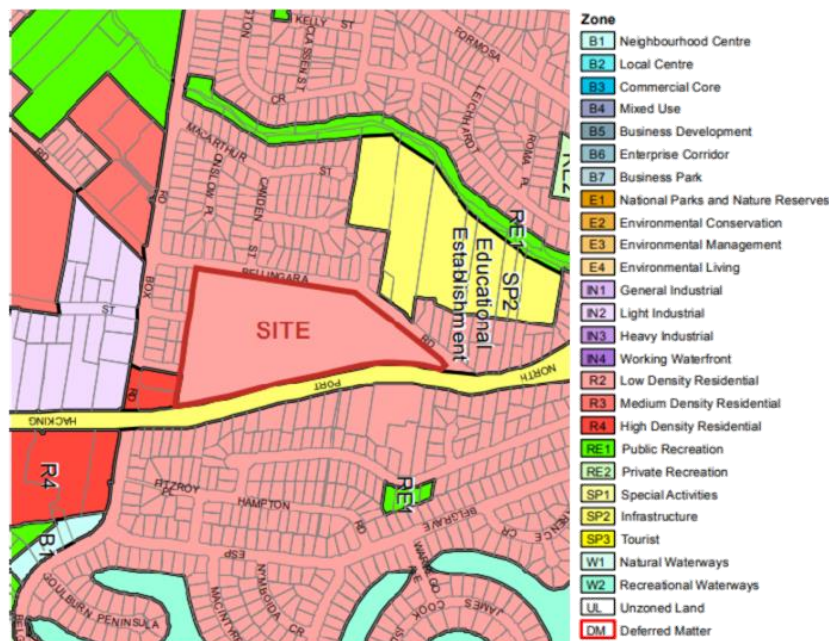
4.5.1 Sutherland Shire Local Environmental Plan 2015

Under the SSLEP 2015, the following development standards apply to the site:

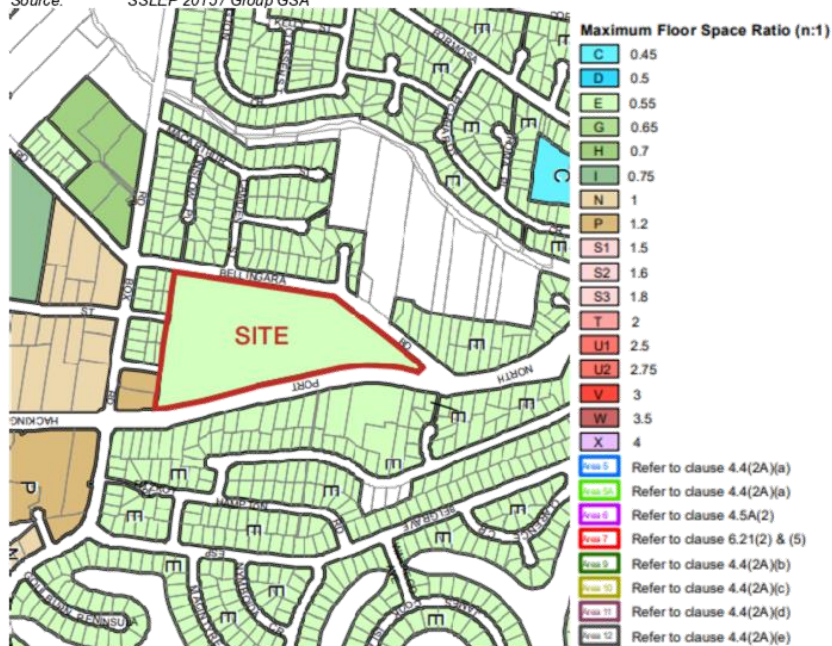
Table 1 Current controls and provisions applying to the site under the SSLEP 2015

Provision	Existing Control
Land Use	The site is zoned R2 Low Density Residential development which permits dwelling houses, community facilities, group homes, places of public workshop and seniors housing. Refer to the extract at Figure 17 below.
Height	Development across the site is restricted by a maximum building height control of 8.5m, as measured from natural ground level. Refer to the extract at Figure 18 below.
Floor Space Ratio	A floor space ratio (FSR) control has been applied to control density. The maximum FSR that applies across the site is 0.55:1. Refer to Figure 19 below.
Heritage	The site comprises a local heritage item under Schedule 5 of the SSLEP 2015. Refer to Figure 20 below.
Landscaped Area	A minimum landscape area of 35% applies to the site to ensure the retention or provision of vegetation to contribute to biodiversity and enhance the Sutherland Shire Tree canopy. Refer to Figure 21 .

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**Figure 17 Land zoning**

Source: SSLEP 2015 / Group GSA

**Figure 18 Floor space ratio**

Source: SSLEP 2015 / Group GSA

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**Figure 19** Height of buildings

Source: SSLEP 2015 / Group GSA

**Figure 20** Heritage

Source: SSLEP 2015 / Group GSA

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Figure 21 Minimum landscaped area
Source: SSLEP 2015/ Group GSA

4.5.2 Sutherland Shire Development Control Plan 2015

The Sutherland Shire Development Control Plan 2015 (SDCP) deals with residential neighbourhoods but does not provide controls for residential care facilities or ILUs. In this respect, the Seniors SEPP is relied upon to control built form and character.

However, in consultation with Council and as requested, given the proposed rezoning to higher density development and the redevelopment of the site for a new village, it is appropriate to control the built form, envelopes and setbacks with a Site Specific DCP to provide further guidance on how future development will respond to the surrounding area and its context.

A Site Specific DCP has been prepared by Ethos Urban and is included at **Appendix O**.

5.0 PART 1 – Objectives and Intended Outcomes

The intended outcome of the Planning Proposal is to amend the SSLEP 2015 to enable the renewal and redevelopment of the existing Frank Vickery Village to meet modern day seniors living and equitable access standards. The proposed amendments to the SSLEP2015 will allow for a better development outcome at 101 Port Hacking Road, Sylvania, that respects the site's existing characteristics and future demand for seniors housing in the locality. The proposal will enable the delivery of additional seniors housing in the form of ILUs and RACFs as well as public domain improvements and community facilities, that better respond to the strategic context and potential of the site.

5.1 Objectives

The objectives of the Planning Proposal are:

- Facilitating the development of a significant site under single ownership in a strategically significant location;

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- Allowing for substantial seniors housing in the form of RACFs and ILUs that will provide new homes for residents to age in place and meet the needs of the growing community and changing demographics;
- Increasing Wesley Missions service offering on the site through the provision of additional permitted uses to support residents and the surrounding community;
- Supporting improved connections with the local community through the establishment of a new publicly accessible pedestrian through site link; and
- Contributing to the sustainability of the precinct through new green-links, water sensitive urban design initiatives, and an improved landscaped interface with the public domain.

5.2 Intended Outcomes

The intended outcomes and objectives will be achieved by rezoning the site to R4 High Density Residential and including the site in Part 6 Local Provisions and Schedule 1 - Additional Permitted Uses, to enable an uplift in seniors housing and associated services and facilities to support the increase in population. This provides an increased opportunity to allow existing residents in the Sutherland Shire LGA to age in place, while meeting the population projections and allow Wesley Mission to expand its service offering to support residents and the wider community. It further provides an appropriate transition in built form and will enable an improved relationship and connections with surrounding residents and communities, including Sylvania High School.

The proposal is accompanied by a Site Specific DCP included at **Appendix O**. The Site Specific DCP will be used to guide and facilitate the detailed design of the site in accordance with the SSLEP 2015 and Seniors SEPP.

6.0 PART 2 – Explanation of Provisions

6.1 Proposed SSLEP 2015 Amendments

The SSLEP 2015 sets out the planning controls that applies to the site. This Planning Proposal seeks to amend the SSLEP 2015 to facilitate a better outcome for the site and support an uplift in seniors housing to meet changing demographics and population growth. The recommended amendments to the SSLEP 2015 controls are outlined below and justification is provided in **Section 7.0**.

Table 2 Proposed SSLEP 2015 Amendments

Planning Control	Existing Development Controls	Proposed Controls / Provisions
Zone	R2 Low Density Residential	R4 High Density Residential
Minimum Landscaped Area	35% (J)	30% (E)
Local Provisions	N/A	<p>Clause 6.23 Frank Vickery Village</p> <p>(1) The objective of this clause is to allow for the redevelopment of Frank Vickery Village into a modern seniors housing village that also provides for supporting non-residential uses.</p> <p>(2) This clause applies to the land known as Frank Vickery Village and identified as "Area 8" on the Height of Buildings Map and the Floor Space Ratio Map.</p> <p>(3) Despite clause 4.3(2), the height of a building on land to which this clause applies may exceed the maximum height shown for the land on the Height of Buildings Map by an additional 18m if—</p> <p>(a) the building is predominately (or entirely), used for seniors housing;</p> <p>(b) a building located adjacent to the southern boundary of the site and to Bellingara Road provide a transitional scale of building height; and</p> <p>(c) building setbacks to all property boundaries including to Port Hacking Road and Bellingara Road are a minimum of 7.5 metres and comprise deep soil planting including large scale indigenous trees.</p>

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Planning Control	Existing Development Controls	Proposed Controls / Provisions
		<p>(4) Despite clause 4.4(2), the maximum floor space ratio for the land identified as "Area 8" on the Floor Space Ratio Map may exceed the maximum floor space ratio shown for the land on the Floor Space Ratio Map by an additional 0.71:1 if—</p> <p>(a) the land is predominately used for seniors housing;</p> <p>(b) a building located adjacent to the southern boundary of the site and to Bellinara Road provide a transitional scale of building height; and</p> <p>(c) building setbacks to all property boundaries including to Port Hacking Road and Bellinara Road are a minimum of 7.5 metres and comprise deep soil planting including large scale indigenous trees.</p>
Additional Permitted Uses	N/A	<p>31 Use of land at 101 Port Hacking Road, Sylvania</p> <p>(1) This clause applies to land at 101 Port Hacking Road, Sylvania, being Lot 1, DP 1025954 (also known as Frank Vickery Village) and identified as "31" on the Additional Permitted Uses Map.</p> <p>(2) Development for the purposes of retail premises, recreational facility (indoor) and medical centre is permitted with development consent.</p> <p>(3) The total gross floor area (GFA) of retail premises uses on the land must not exceed 1,000m².</p> <p>(4) The total gross floor area (GFA) of recreational facility (indoor) uses on the land must not exceed 3,000m².</p> <p>(5) The total gross floor area (GFA) of medical centre uses on the land must not exceed 1,000m².</p>

Zoning

The R4 High Density Residential zone is considered the most appropriate land use zone for the site to increase the supply of seniors housing in the form and scale envisaged by the Masterplan and as discussed with Council (refer to **Appendix A**). The application of the R4 zone on the site will allow for development uplift, without resulting in significant impacts on the surrounding area. This is on account of the large site area and topography of the land that allows for future development to be appropriately configured and transitioned in scale, where the maximum height and density is centrally located and then transitions down in scale and density for buildings facing Bellinara Road and adjacent to the adjoining R2 zoned land to the south.

Notwithstanding this, it is noted that R4 zoned land immediately adjoins the site to the south and IN2 Light Industrial land is located on the southern side of Box Road, while the HammondCare site located at 19 Kiama St, Miranda (approximately 1km south) is zoned R3 Medium Density Residential. This diversity is reflective of the mixture of land uses and zonings in the locality beyond the R2 zoning.

It is important to note that an R3 Medium Density zoning for the site is not proposed as the 8m height development standard of clause 40 of SEPP Seniors would continue to apply to the site and therefore a clause 4.6 variation would still need to be lodged for buildings complying with the local provision proposed as part of this Planning Proposal. As residential flat buildings are permissible in the R4 zoning, the 8m height development standard of SEPP Seniors will not apply and buildings can be approved on the site compliant with the provisions of this Planning Proposal without the need for a clause 4.6 variation.

Landscaped Area

The minimum landscaped area provision will be amended to 30% reflective of the landscape area requirement in R4 High Density Residential zones. Notwithstanding this, as illustrated on the landscape plans at **Appendix A**, it is possible to provide significant open space with 1.95 ha of natural ground / deep soil and 0.55ha of soft landscaping (over structure).

Local Provision

It is proposed to include a site specific Local Provision under Part 6 of the SSLEP 2015 to allow for development uplift on the site where the proposal predominately (or entirely) incorporates development for the purposes of

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seniors housing. This will ensure that any future development application on the site is restricted in terms of maximum building height and FSR if it is not development predominantly for the purposes of seniors housing. This provides Council and the community certainty that despite the proposed R4 zoning of the site, the development of the site for residential flat buildings is not possible as their height would remain restricted to 8.5m. The indicative Masterplan illustrates an appropriate height transition and setbacks that respond to the surrounding land uses and context. This is discussed in further detail at **Section 7.3.1**.

Accordingly, should buildings and the site be predominately developed for seniors housing the proposed additional maximum building height under clause 6.23 for the site is 18m and the proposed additional maximum FSR is 0.71:1.

Additional Permitted Uses

Finally, the proposal intends to amend Schedule 1 (Additional Permitted Uses) of the SSLEP 2015 to permit a limited amount of uses to support the new village that are not identified in the Land Use Table or standard permitted land uses under the R4 zoning, while enhancing the service offerings that can be provided by Wesley Mission. The new Schedule 1 amendment will identify the site as '31' on the Additional Permitted Uses Map and seeks to include retail premises, recreational facilities (indoor) and medical centres as permissible with consent. Development for the purposes of medical centres will incorporate smaller health services and clinics to meet the needs of residents on site.

The proposed amendment includes a total GFA cap for these uses so as to guide the total floor area permitted for these additional uses. Importantly, these uses will support the existing and future residents as well as the local community. The proposed amendments to the SSLEP 2015 maps including the Land Zoning Map, Height of Buildings Map, Floor Space Ratio Map, Landscape Area Map and Additional Permitted Uses Map are shown in **Figure 22 to Figure 25**. The relevant maps are also included in **Appendix D**.

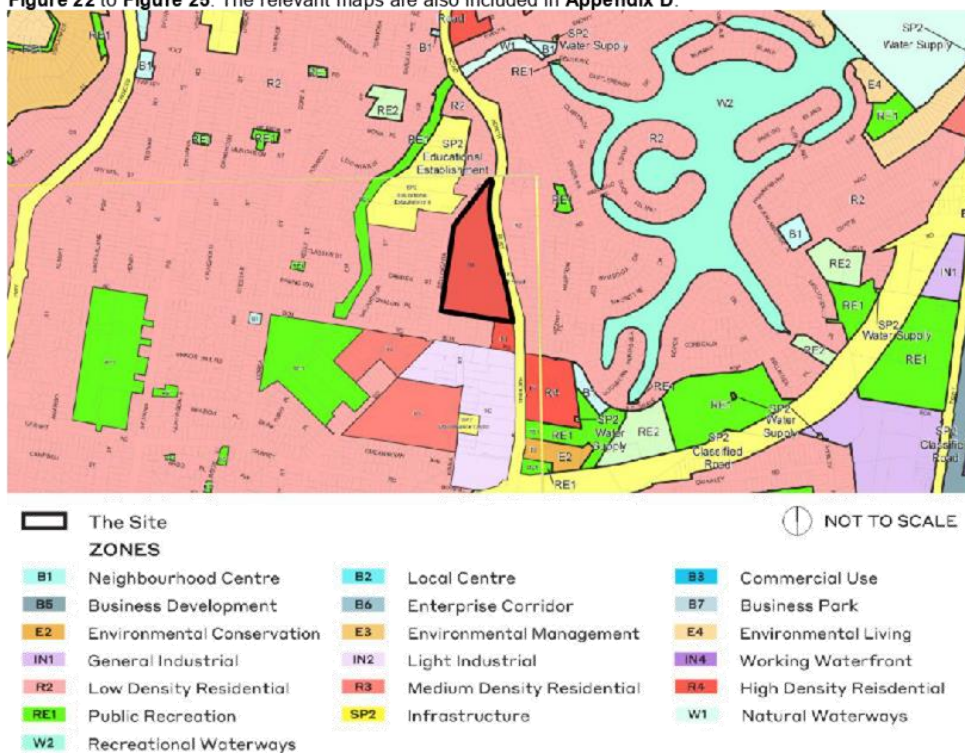
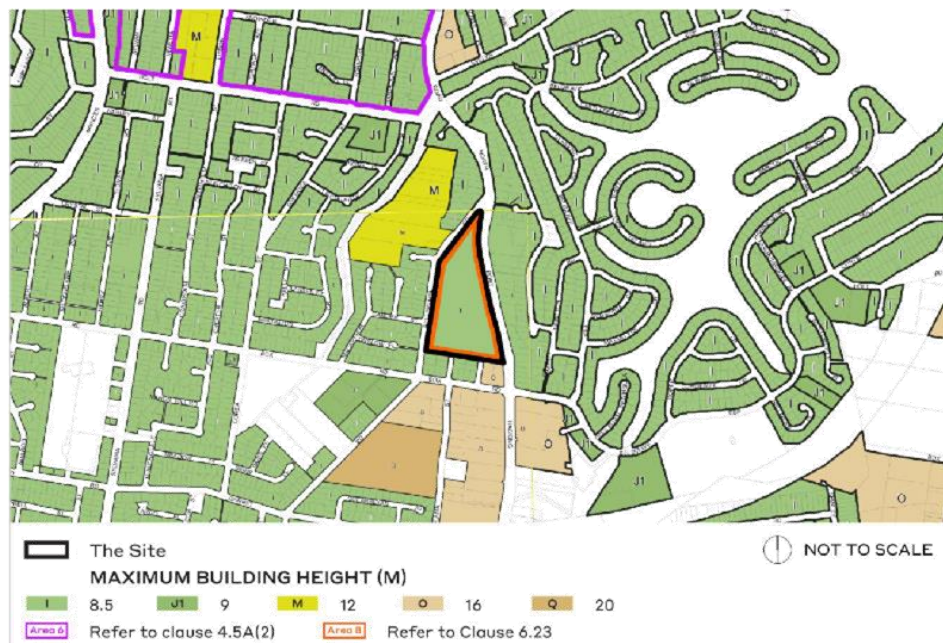


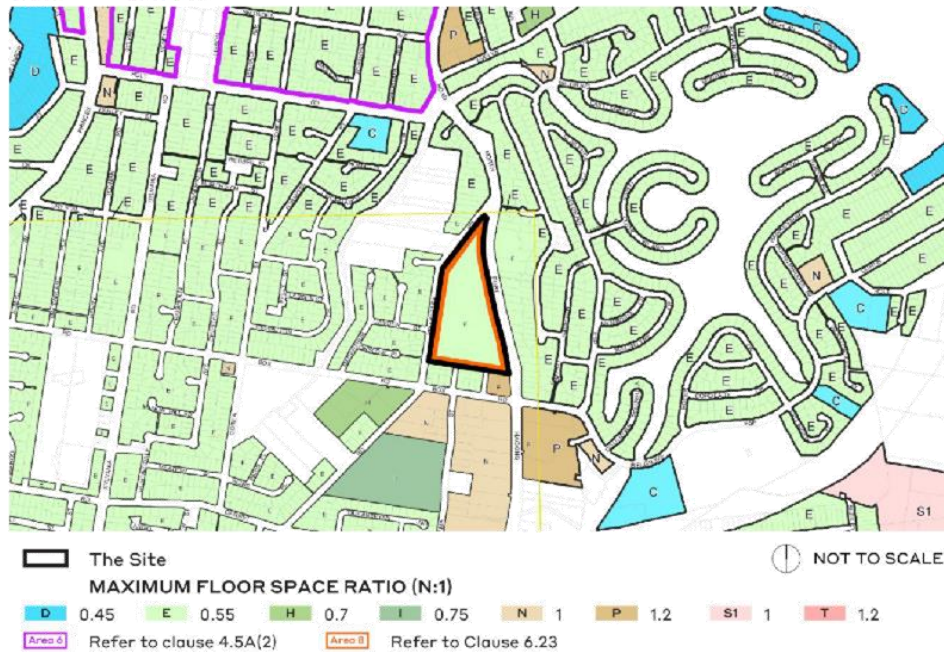
Figure 22 Proposed Land Zoning Map

Source: Ethos Urban

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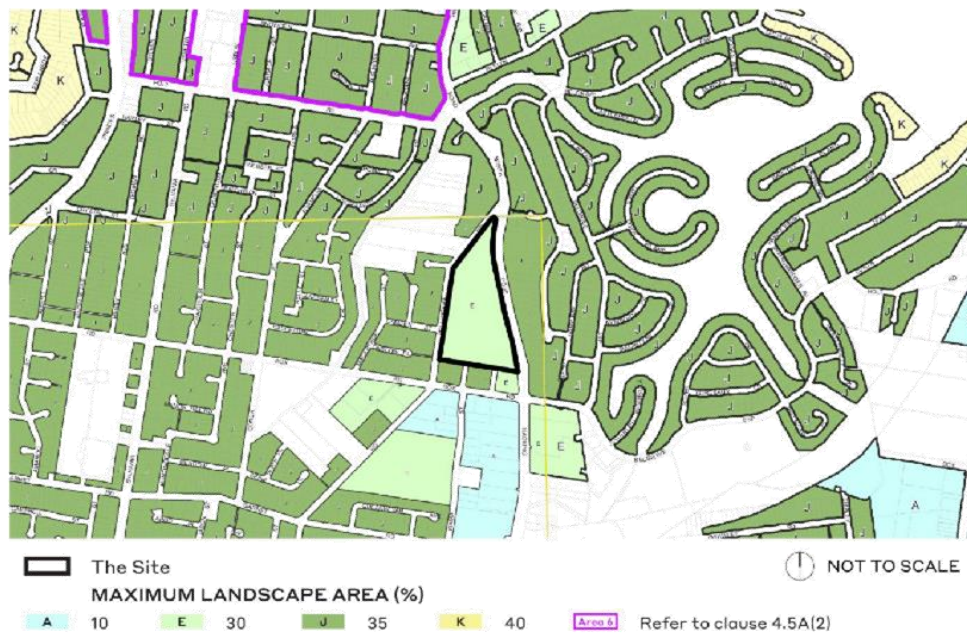
**Figure 23 Proposed Height of Buildings Map**

Source: Ethos Urban

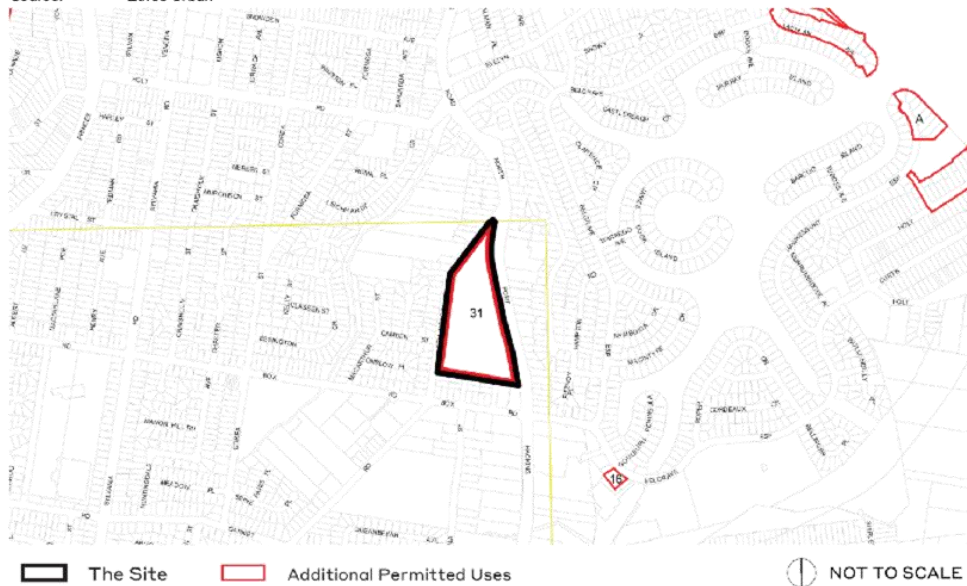
**Figure 24 Proposed Floor Space Ratio Map**

Source: Ethos Urban

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**Figure 25 Proposed Landscape Area Map**

Source: Ethos Urban

**Figure 26 Proposed Additional Permitted Uses Map**

Source: Ethos Urban

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7.0 PART 3 – Justification, outcomes, and process for implementation

7.1 Section A – Need for the planning proposal

Q1 – Is the planning proposal a result of an endorsed local strategic planning statement, strategic study or report?

The Planning Proposal has been informed by a comprehensive Urban Design Analysis (refer to **Appendix A**), other technical studies and reports (refer to Table of Contents) and in consultation with Council's strategic planning team. While this Planning Proposal responds to the strategic context and framework for the site, the proposed development standards are not directly informed by any strategic plan or policy. Rather, the proposal seeks to address the site's unrealised potential for modern day seniors housing in-line with the greater strategic planning framework for the area and deliver an improved built form outcome on the site together with public benefits. A discussion of how the proposed standards responds to these matters and are appropriate for the site and surrounding area, is discussed in the following sections.

7.1.1 Greater Sydney Region Plan

In March 2018, the Greater Sydney Commission finalised the *Greater Sydney Region Plan: A Metropolis of Three Cities*. The Plan presents a strategy for managing growth and change and intends to guide infrastructure delivery over the next 40 years. The Plan has been prepared in conjunction with the NSW Government's Future Transport Strategy 2056.

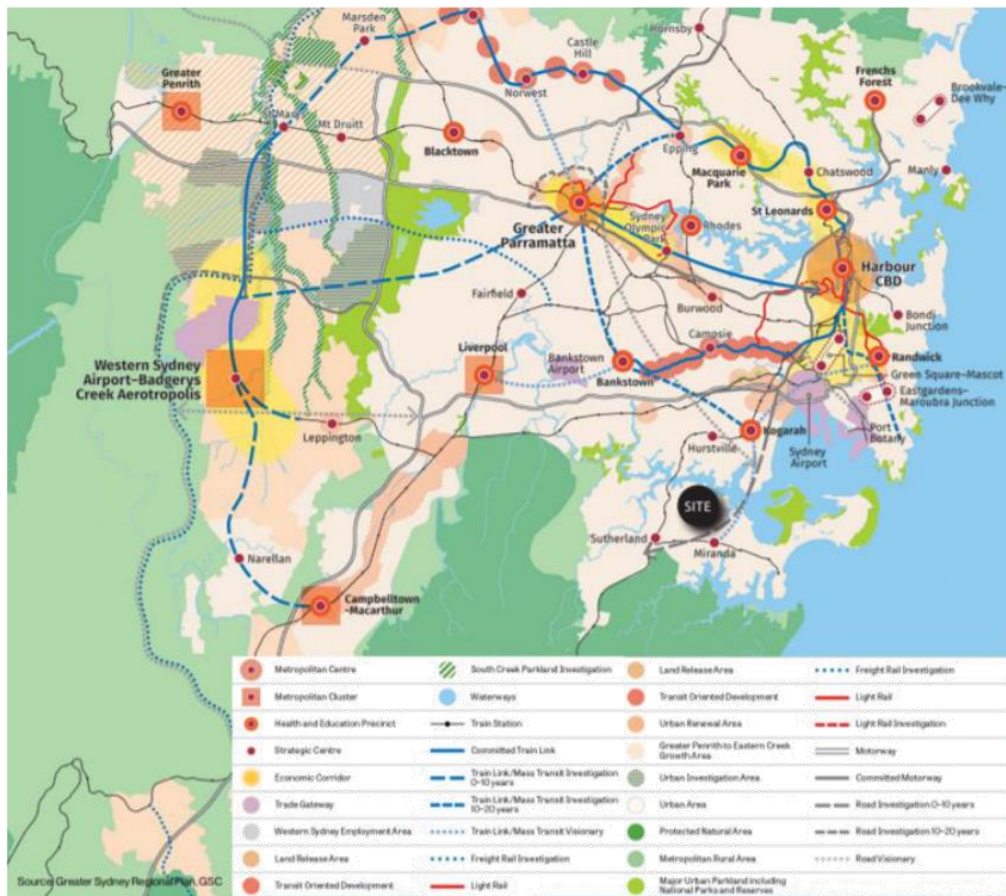
The Plan sets out key directions that collectively form a framework for liveability, productivity and sustainability that underpins the growth of Sydney. The key themes and directions applicable to the proposal include:

- Accelerating housing supply across Sydney;
- Accelerate urban renewal across Sydney;
- Improving housing choice to suit different needs and lifestyles;
- Creating healthy built environments;
- Protecting our natural environment and biodiversity; and
- Managing impacts of development on the environment.

The Plan identifies that the site is located within the Eastern Harbour City and the South District. The Plan forecasts an additional 725,000 dwellings will be required to 2036, with 83,500 located in the South District. The proposed amendments to the SSLEP 2015 will support and facilitate the direction of the Greater Sydney Region Plan. Specifically, the site will:

- Maximise opportunities for seniors housing and related land uses without significant impacts on the environment;
- Increase the diversity of dwelling types to support the population's changing needs and community wellbeing on an existing site, in an accessible location;
- Support social and community wellbeing and resilience through an increase in support services;
- Build on the site's location in close proximity to both Sutherland and Miranda Strategic Centres, and Sylvania Local Centre by providing improved community connections and support the establishment of an integrated community.

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**Figure 27 Extract of the Region Plan**

Source: Greater Sydney Region Plan / Group GSA

7.1.2 South District Plan

The South District Plan underpins the Greater Sydney Region Plan, and is a key component of the 'metropolis of three cities.' The South District Plan intends to provide a 20 year plan that outlines growth areas, in line with the themes of economic, social and environmental objectives.

The Plan identifies that the Sutherland Shire LGA will see a substantial growth in the number of people aged 65 years and over, increasing by 19,450 resulting in almost 50% of the population in the 65-84 year age group. Further, the Plan notes that more diverse housing types will create opportunities for older people to continue living in their community, in close proximity to family, friends and established support networks.

Accordingly, the Planning Proposal directly aligns with various objectives and actions included within the District Plan to deliver on the planning outcomes for the Eastern Harbour City and South District. The site's size and locational characteristics make it a prime example of a development-ready site that is well suited to meet the objectives of the Plan. The following sections outline how specific action can be addressed via a design-led redevelopment process for the site.

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A City for People

Planning Priority S3 and S4 of the District Plan aims to ensure services and social infrastructure meeting people's changing needs as well as fostering healthy and socially connected communities. With the population expected to grow over the next 20 years, the District Plan notes there will be demand for an additional 83,500 dwellings and it is expected that this will be provided through urban renewal and infill development around new and existing infrastructure. The Planning Proposal will directly align with priorities S3 and S4 in that it will:

- Provide an increase in seniors housing in an area that is forecast to experience population growth and an increase in aged residents;
- Ensure the ageing population can continue to age in place and remain close to family and friends;
- Include the co-location of health and social services on site to meet the expected demand for aged care services, while addressing specific needs for the frail aged and those with dementia; and
- Support the multi-faceted nature of social networks and connections by providing opportunities for the aged to interact with local schools and communities.

Housing the City

Planning Priority S5 of the District Plan aims to ensure housing choices are available with an increase of housing supply and affordability proximate to jobs, services and public transport. Specifically, the District Plan notes that planning for housing should respond to the expected changes in households and age structures, with the South District housing target to 2021 being 23,250. It is expected that 5,200 of these dwellings will be located within the Sutherland Shire.

The Planning Proposal directly aligns with Planning Priority S5 as it will support the ageing and growing population, while meeting the modern day standards for aged care and independent living. Given the large site area, existing use and locational attributes, through appropriate development uplift the site is considered suitable to support additional capacity, particularly given the genuine broader public benefits that would be provided. As discussed above, the urban renewal of the site will ensure residents are able to:

- Access services and facilities on site to suit their needs, while being in an accessible location proximate to public transport and major strategic centres; and
- Age in place and establish greater connections with surrounding residents and the local community including Sylvania High School.

Accordingly, the proposed amendment will contribute to housing choice and the imbalance of seniors housing where the forecasted population growth and changing demographics will result in increased demand for seniors living in the South District as discussed in **Section 7.3.10**. The existing development standards represent a lost opportunity to provide more diverse and additional seniors housing on an existing site that has been contributing to the Sutherland Shire's broader community for some years.

7.1.3 Sutherland Shire Local Strategic Planning Statement

Under changes made to the EP&A Act, all councils are required to prepare a Local Strategic Planning Statement to give effect to the Region and District Plan. The Sutherland Shire Local Strategic Planning Statement (Sutherland LSPS) was endorsed by Council on 24 August 2020. The Sutherland LSPS seeks to provide a coordinated vision for the Sutherland Shire to manage future growth and change to 2036.

The Sutherland LSPS identifies priorities to deliver land use outcomes for infrastructure, housing, town centres, employment, transport, recreation and the environment. The population of the Sutherland Shire in 2016 was 226,461 people and this is expected to grow at an annual rate of 0.7%, with a population of 260,400 by 2036. While it is recognised that this annual growth rate is relatively slow, the demographic make up is changing with an increase expected in the 60 years and over age bracket. This demographic make up illustrates the desire for residents to age in place, in turn resulting in an increased pressure on aged care beds and facilities.

In accordance with the forecasted population growth and change, the site is well placed to support the growing population and changing demographics. In accordance with the vision and the overarching theme of 'Liveability'

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identified in the LSPS, the Planning Proposal is considered to directly align with Planning Priority 9 – Community Connections and Planning Priority 10 – Housing Choice by way of the following:

- The existing site makes an important contribution to social and cultural infrastructure to support community wellbeing and resilience. The proposed amendments will allow for an increase in support services, ministry and worship services and will provide an additional 317 ILUs and 57 RACF beds, meeting the needs of the existing and future population;
- The site's large site area and existing seniors community makes it suitable to assist in addressing the growing need for seniors housing by being able to accommodate significant uplift whilst minimising amenity impacts on its surroundings, as opposed to infill sites for seniors housing predominantly located in low density residential areas which are typically constrained by far smaller site areas and sensitive adjoining residential land uses;
- The existing village acts as a connection point for surrounding land uses and it has the ability to build on its location in close proximity to Sylvania High School by providing improved community connections through upgrades including the potential for through site links connecting the high school with Port Hacking Road, thereby support the establishment of an integrated community as shown in **Appendix A**;
- The existing development controls do not realise the site's ability to undergo redevelopment and recognise its full capacity. It is noted that the site has not undergone any major redevelopment since 1984 and now, the site must adapt and change to support the ageing and growing population and modern day standards required for aged care facilities; and
- As illustrated in **Appendix A**, the site is able to accommodate additional capacity and broader public benefits. The proposed amendments will support this uplift through removing the need to be reliant on the Seniors SEPP and will allow Wesley Mission to continue to provide a service offering that meets the needs of the community, now and into the future.

As such, it is apparent that the current low-density residential zoning and associated development standards that apply to the site do not reflect the capacity of the village or urban renewal. Any development uplift on the site would respond to Council's desire to retain and manage community services and provide diverse housing opportunities to meet the needs of the growing and ageing population.

While the LSPS does not state a specific direction on the future provision of seniors housing within the LGA, it is noted that existing sites such as Frank Vickery Village demonstrate that there is capacity to support uplift and to directly align with Planning Priority 9 and 10 through its community service offering and by making available additional housing capacity on an existing large village site with an established seniors community. It is also located in an accessible location, in close proximity to services, social connections and will allow for an increase in employment opportunities.

Through the implementation of the proposed amendments, Wesley Mission can be upheld and can continue to support and provide a service offering that meets the needs of residents now and into the future.

7.1.4 Our Community Strategic Plan

Sutherland Shire Council's community strategic plan 'Our Community Plan' outlines the community's aspirations and long term vision for the Sutherland Shire. The Plan has been prepared in collaboration with and on behalf of residents, government and other agencies. The vision guiding the Plan is for "a connected and safe community that respects people and nature, enjoying active lives in a strong local economy."

Prepared in 2017, the Plan estimates that Sutherland Shire was home to a population of 229,017 people and the LGA had the lowest rate of departures of any council area in Sydney with only 4.3% of residents moving out of the area in 2013/2014. As well, the profile makeup of the LGA comprised 20.7% more people aged 60 years and over than Greater Sydney. To 2026, the Plan estimated that there will be a 45% increase in the number of people retired and an increase of 15,762 people aged 60 years and over.

To achieve the vision of the Plan, 6 'outcomes' have been established. The Planning Proposal will directly align with Outcome 5 – Sutherland Shire: A prosperous community for all and Outcome 6 – Sutherland Shire: A liveable place with a high quality of life. Specifically, the proposed amendments will:

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- Provide for the redevelopment of the site to support modern aged care needs, while including the provision of services and facilities that will support existing and future residents as well as the surrounding community;
- Provide for an improved public domain and response to the surrounding community by providing an improved interface to allow for the development of relationships with neighbouring communities;
- Include the provision of additional uses to support and enhance additional employment opportunities within the Sutherland Shire; and
- Provide for an improved urban form and public domain to support a welcoming, safe and accessible place for residents and the community.

Therefore, the proposed amendment will promote an improved community outcome that recognises the surrounding land uses including low density residential development and Sylvania High School in which the site interfaces to the immediate west. The Planning Proposal will allow for the redevelopment of the site to suit modern day aged care and seniors housing standards, while recognising the increase in population and changing demographics to support an ageing community. The proposal will also allow residents to age in place recognising the low proportion of residents that depart and move out of the community and area. Accordingly, the proposal adequately recognises the changing needs of the Sutherland Shire LGA and the vision to create a connected and safe community that respects the existing residents and natural environment.

Q2 – Is the Planning Proposal the best means of achieving the intended outcome?

Yes. The Planning Proposal is the best means of achieving the objectives and intended outcomes for the site. The proposed rezoning, height and FSR, and additional permitted uses would not be supported under the existing development.

7.2 Section B – Relationship to strategic planning framework

7.2.1 Q3 – Will the planning proposal give effect to the objectives and actions of the applicable regional, or district plan or strategy (including any exhibited draft plans or strategies)?

Strategic Merit Test

A Guide to Preparing Planning Proposals sets out that in order to answer this question, a planning proposal needs to justify that it meets the Strategic Merit Test. The consistency of this Planning Proposal with the mandated assessment criteria is set out below.

a) Does the proposal have strategic merit?

Is it:

- Consistent with the relevant regional plan outside of the Greater Sydney Region, the relevant district plan within the Greater Sydney Region, or corridor/precinct plans applying to the site, including any draft regional, district or corridor/precinct plans released for public comment; or
- Consistent with a relevant local council strategy that has been endorsed by the Department; or
- Responding to a change in circumstances, such as the investment in new infrastructure or changing demographic trends that have not been recognised by existing planning controls.

The proposal has strategic merit because:

- It is consistent with the relevant strategic plans governing the development of Sydney and the Sutherland Shire LGA over the next two decades. Refer to the discussion in **Section 7.1**;
- It directly responds to the changing demographics and growing population, where the Sutherland Shire will see an increase in residents aged 60 years and over. The subject site is ideally positioned and has the existing attributes to provide additional seniors housing that can accommodate the ageing population and will be quickly absorbed by the forecast demand in the region; and
- The MRA Exclusion Zone amendment to the Seniors SEPP was adopted on 29 July 2020 and ceased the operation of the Seniors SEPP on all land identified within the MRA Exclusion Zone, with this change affecting 13 LGAs in the Sydney Metropolitan Area including Sutherland Shire. The MRA Exclusion Zone has effectively

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shut seniors housing development out of not only rural zoned land, but also a significant amount of urban zoned land within the MRA, that includes existing urban zonings such as all residential, mixed use zonings where Site Compatibility Certificates (SCCs) were not previously required. Accordingly, this has taken away a considerable amount of land (both rural and urban) that has been for many years available to the seniors housing industry;

- With the inclusion of the MRA Exclusion Zone in the Seniors SEPP this will place added pressure on the delivery of new seniors housing in Sydney that meets modern amenity and accessibility standards, as well as market expectations, is anticipated to become more difficult and will slow. This is expected to lead to the industry in Sydney struggling to meet the peak challenge of the ageing population over the next 15 years as the baby boomer generation enters older age. Therefore, the renewal and redevelopment of existing villages such as Frank Vickery Village is urgently needed meet this demand and help take seniors housing development pressure off other less appropriate urban land; and
- The existing planning framework (including SEPP Seniors) offers little or no additional density available to pay or accommodate the urban renewal of existing sites. Therefore, the Planning Proposal pathway to rezone and increase the building height and FSR controls under local provisions is typically the only avenue available. Accordingly, the proposal is representative of a site that responds to the strategic framework to provide for the renewal of an existing and ageing site that is required to be upgraded to meet the modern day seniors housing standards.

b) Does the proposal have site-specific merit?

Having regard to the following:

- the natural environment (including known significant environmental values, resources or hazards); and
- the existing uses, approved uses, and likely future uses of land in the vicinity of the proposal; and
- the services and infrastructure that are or will be available to meet the demands arising from the proposal and any proposed financial arrangements for infrastructure provision.

The proposal has site-specific merit, as:

- The site is not identified as being subject to any significant environmental constraints that could limit redevelopment. All identified constraints can be suitably mitigated and managed in the future redevelopment of the site;
- The Planning Proposal has been prepared in the context of the significant strategic planning change and the surrounding landscape. While land immediately surrounding the site mostly comprises areas of low density residential development, the indicative masterplan illustrates how the future redevelopment will ensure the character form of these areas remain intact and adverse amenity impacts are minimised through appropriate height transition, generous setbacks and quality interfaces. Further, the indicative masterplan illustrates how integration with the adjoining community can be further enhanced in particular, through the implementation of a through-site link connecting the site and Sylvania High School to the immediate west; and
- The existing planning controls that apply to the site do not capitalise on the significant opportunities presented, including the large site area, existing use as a seniors living development, and access to services and facilities. Opportunities like the site should be promoted. The Planning Proposal aims to make a positive contribution by facilitating high quality built form, an attractive public domain, and complementary services and facilities to support residents and the local community.

Summary

This Planning Proposal achieves the assessment criteria as it demonstrates both strategic merit and site-specific merit. Therefore, it is considered that this Planning Proposal meets the Strategic Merit Test.

Q4 – Will the planning proposal give effect to a council's endorsed local strategic planning statement, or another endorsed local strategy or strategic plan?

The proposed amendments have been considered with regard to Council's draft Local Strategic Planning Statement and community strategic plan as discussed in **Section 7.1.3**. While the strategies don't present specific outcomes for the site, the Planning Proposal has had regard to the vision and objectives to ensure any future redevelopment aligns with the Sutherland Shire's priorities and actions.

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Q5 – Is the Planning Proposal consistent with applicable State Environmental Planning Policies?

Yes. An assessment of the Planning Proposal against relevant State Environmental Planning Policies (SEPPs) is set out in **Table 3** below.

Table 3 Consistency with State Environmental Planning Policies

SEPP	Consistency		N/A	Comment
	Yes	No		
SEPP No. 1 Development Standards			✓	SEPP 1 does not apply.
Seniors SEPP	✓			The Planning Proposal is consistent with the broader aims of the SEPP as it proposes amendments to the existing development controls on the site that will enable the increased supply of seniors housing in an area that is strategically located with access to public transport services, social infrastructure and services. The design principles and development standards provided in the Seniors SEPP will be further addressed as part of detailed development applications.
SEPP (State and Regional Development) 2011			✓	The future development of the site is likely to be deemed as 'regional development' (meeting the relevant thresholds under Schedule 4A of the EP&A Act), with the Planning Panel acting as the determining authority.
SEPP (Affordable Rental Housing)			✓	Not relevant to proposed LEP amendment
SEPP (Exempt and Complying Development Codes)			✓	Not relevant to proposed LEP amendment
SEPP No. 55 Remediation of Land	✓			Nothing within this amendment will prevent a future DA's ability to comply with SEPP 55.
SEPP No. 64 Advertising and Signage	✓			Nothing within this amendment will prevent a future DA's ability to comply with SEPP 64.
SEPP No. 65 Design Quality of Residential Apartment Development	✓			Nothing within this amendment will prevent a future DA's ability to comply with SEPP 65.
State Environmental Planning Policy (Koala Habitat Protection) 2019			✓	The site is located within the Sutherland Shire LGA which is not listed in Schedule 1 of the Koala Habitat Protection SEPP. Therefore, the Koala Habitat Protection 2019 SEPP does not apply.
State Environmental Planning Policy (Coastal Management) 2018			✓	The site is not mapped as containing land identified as 'coastal wetlands', 'littoral rainforest' or proximate to either the 'Coastal Wetlands and Littoral Rainforests Area Map.'

Q6 – Is the Planning Proposal consistent with applicable Ministerial Directions (s.9.1 directions)?

Yes. An assessment of the Planning Proposal against applicable section 9.1 Directions is set out in **Table 4** below.

Table 4 Consistency with section 9.1 directions

Table 4: Consistency with Section 6.1.4 directions				
Direction	Consistency		N/A	Comment
	Yes	No		
1. Employment and Resources				
1.1 Business and Industrial Zones			✓	The proposal does not affect land zoned for any of these purposes.
1.2 Rural Zones			✓	

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Direction	Consistency	N/A	Comment
1.3 Mining, Petroleum Production and Extractive Industries		✓	
1.4 Oyster Aquaculture		✓	
1.5 Rural Lands		✓	
2 Environment and Heritage			
2.1 Environmental Protection Zones		✓	The site is not subject to any environmental constraints mapped under the SEPP.
2.2 Coastal Protection		✓	The site is not mapped as containing land identified as 'coastal wetlands', 'littoral rainforest', or proximity to either on the 'Coastal Wetlands and Littoral Rainforests Area Map'.
2.3 Heritage Conservation	✓		The site contains a heritage item known as item 3707 under Schedule 5 of the SSLEP 2015. A Heritage Impact Statement has been prepared by NBRS Architecture and is included at Appendix I . The Statement confirms that the proposed renewal and redevelopment of the site would retain and conserve the heritage item within the village. NBRS Architecture note that the proposal will have a positive impact on the heritage significance of the item by removing the intrusive carport nearby and other buildings to allow for improved viewing and curtilage around the heritage item. Further discussion is provided in Section 7.3.4 .
2.4 Recreational Vehicle Area		✓	The proposal does not make provision for recreational vehicles.
3. Housing, Infrastructure and Urban Development			
3.1 Residential Zones	✓		The proposal has been prepared to directly respond to the objectives and provisions of this direction: <ul style="list-style-type: none"> The proposed amendments will enable the development of additional seniors housing that will allow residents to age in place, while meeting the needs of the existing and future population; The proposal will make the most efficient use of infrastructure and its locality through aligning the applicable development standards to ensure future development supports seniors and the surrounding community alike; The site responds to the environmental conditions and will not result in any adverse environmental impacts; The proposed Masterplan and Indicative Site Plan at Appendix A, illustrates how it is possible to deliver an improved built form outcome and high quality design on the site which will be reinforced and refined through any future detailed applications; and The application demonstrates that it is possible to provide additional infrastructure on the site to support the ongoing development of the area and contributed to the quality of life for future residents.
3.2 Caravan Parks and Manufactured Home Estates		✓	Does not relate to the application.

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Direction	Consistency	N/A	Comment
3.3 Home Occupations		✓	No change is proposed to the current permissibility of home occupations.
3.4 Integrating Land Use and Transport	✓		<p>This Direction applies due to this Planning Proposal relating to a residential zone. The Direction states that a Planning Proposal must be consistent with the aims, objectives and principles of:</p> <ul style="list-style-type: none"> Improving Transport Choice – Guidelines for planning and development (DUAP 2001), and The Right Place for Business and Services – Planning Policy (DUAP 2001). <p>The Planning Proposal is broadly consistent with the aims, objectives and principles of the above documents in that it will provide residential accommodation in an area well serviced by public transport. While the increased capacity on the site will result in additional traffic generation, the Traffic Impact Assessment prepared by Varga Traffic Planning and included at Appendix J, confirms that there will be no impact to the operation of key intersections surrounding the site or access arrangements. Further discussion is provided at Section 7.3.2.</p>
3.5 Development Near Licensed Aerodromes		✓	Does not relate to the proposal.
3.6 Shooting Ranges		✓	Does not relate to the proposal.
4. Hazard and Risk			
4.1 Acid Sulfate Soil	✓		The site is classified as Class 5 Acid Sulfate Soils. While it is noted that the proposed amendment does not result in any change in use, the future development application will be accompanied by a Acid Sulfate Soils Management plan to ensure the site can be made suitable for the proposed redevelopment.
4.2 Mine Subsidence and Unstable Land		✓	The site is not identified as mine subsidence or unstable land.
4.3 Flood Prone Land		✓	The site is not identified as flood prone land.
4.4 Planning for Bushfire Protection		✓	The site is not identified on land identified for bushfire protection.
6. Local Plan Making			
6.1 Approval and Referral Requirements	✓		This Planning Proposal is consistent with this Direction in that it does not introduce any provisions that require any additional concurrence, consultation or referral.
6.2 Reserving Land for Public Purposes	✓		This Planning Proposal is consistent with this Direction in that it does not create, alter or reduce existing zonings or reservations of land for public purposes.
6.3 Site Specific Provision	✓		<p>The objective of Direction 6.3 is to discourage unnecessarily restrictive site specific planning controls.</p> <p>The Planning Proposal seeks to rezone the site to increase the capacity for seniors housing, while allowing additional services and facilities to support residents and the community alike. While the Planning Proposal will introduce site specific provision under Part 6 of the SSLEP 2015, these</p>

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Direction	Consistency	N/A	Comment
			provisions have been drafted to ensure any additional capacity is for the purposes of seniors housing only. The Planning Proposal is also supported by a Site Specific DCP included at Appendix O to further guide any new development on the site.
7. Metropolitan Planning			
7.1 Implementation of A Plan for Growing Sydney	✓		The Planning Proposal is consistent with the Metropolitan Plan, as discussed in Section 7.1.1 above.

7.3 Section C – Environmental, Social and Economic Impact

Q7 – Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

An Ecological Constraints Assessment Report has been prepared by Narla Environmental and is included at **Appendix F**. The Assessment has been prepared to determine the development potential and ecological constraints as a result of the proposed amendments to the SSLEP. The assessment was undertaken in accordance with the EP&A Act 1979, *Biodiversity Conservation Act 2016*, and the *Environment Protection and Biodiversity Conservation Act 1999*.

The assessment confirms that the renewal and redevelopment of the site can be achieved without resulting in adverse impacts to the flora and fauna identified within the site and in the surrounding area. While it is noted that the northern portion of the site on the corner of Bellingara Road and Port Hacking Road is densely vegetated, any future development will have regard to the clearing of vegetation so as to not exceed the clearing threshold of 0.25ha. If vegetation clearing exceeds this limit, a Biodiversity Development Assessment Report will be prepared. Further discussion is provided in **Section 7.3.7**.

Q8 – Are there any other likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed?

The Planning Proposal includes detailed consideration of a range of relevant issues which demonstrates that it will have minimal environmental impact and is an appropriate response to the site and its context. These include:

- Built form and open space;
- Traffic, access and car parking;
- Infrastructure provision;
- Civil Investigation;
- Access;
- Heritage;
- Visual impact;
- Overshadowing;
- Ecology and arboricultural impact;
- Economic impacts; and
- Social impacts.

The following sections explore the potential for environmental impacts resulting from the Planning Proposal and how these have or can be addressed.

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7.3.1 Built form

An Urban Design Report has been prepared by Group GSA and is included at **Appendix A**. The Urban Design Report includes a proposed illustrative masterplan for the site that sets out specific design principles to ensure the overall vision and objectives for the site are achieved.

Indicative Design Concept

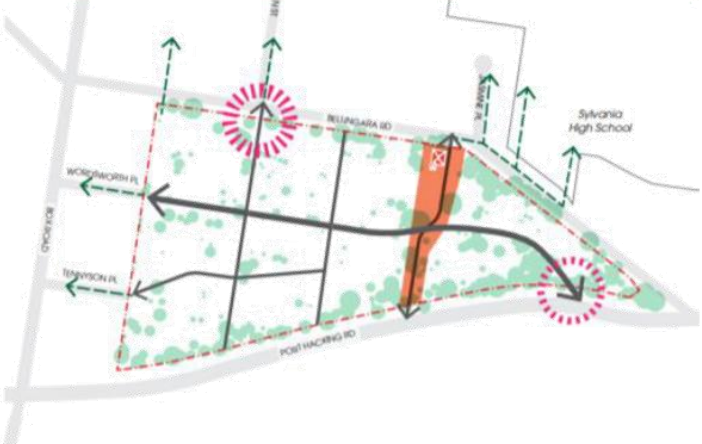
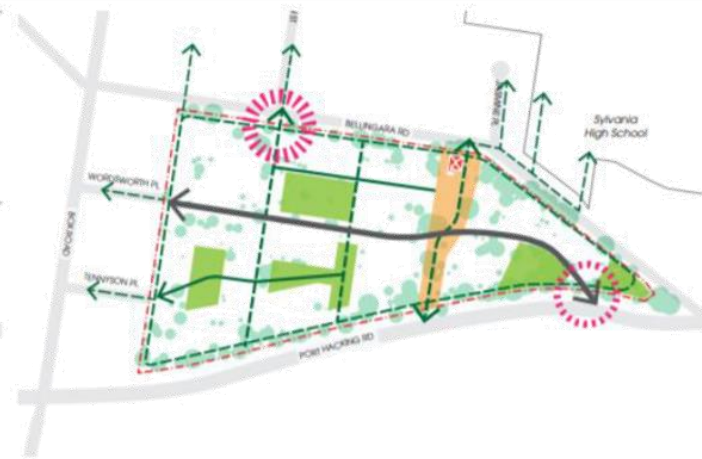
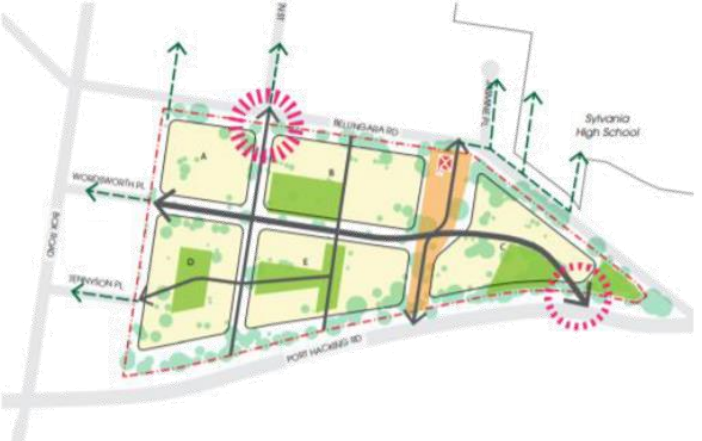
The intended outcome of the Planning Proposal is to facilitate a better development solution that fully realises the strategic merit of the site and enables additional seniors housing that is consistent with the goals and vision of Sutherland Shire Council and the NSW State Government. It seeks to provide a better use of land and transition in building heights to respond to the environmental attributes and the surrounding context, capitalising on the site's unique strategic merit.

In doing so, the proposal enables the site to accommodate additional seniors housing in addition to improved public domain outcomes and capacity for community facilities. Group GSA has undertaken modelling and testing to understand the site's opportunities and constraints and have developed an indicative design scheme. This indicative design is built around 6 key urban design principles to improve the planning and development of the site, as summarised below and detailed in the Urban Design Report at **Appendix A**.

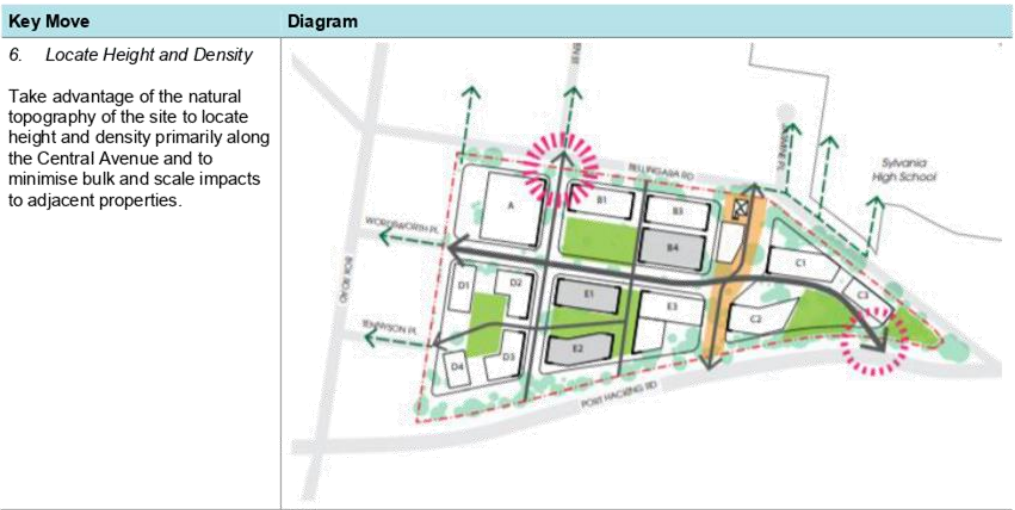
Table 5 Key principles informing the vision for the site

Key Move	Diagram
<p>1. Establish a Spine</p> <p>Utilising the level topography, establish a central north-south connection that acts as the Central Avenue for the site and foundation element for the master plan structure.</p>	
<p>2. Create a Network of Streets</p> <p>Leverage the existing street grid that surrounds the site to define legible east-west connections and an entrance gateway on Bellingara Road</p>	

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Key Move	Diagram
<p>3. Celebrate Heritage</p> <p>Celebrate the role of the heritage cottage, by reinforcing its role on the site by making it the centrepiece of a community focussed precinct, and a significant through site link.</p>	
<p>4. Embed a Green Network</p> <p>Build upon the existing landscape character on the site to provide a network of public domain elements that are opportunities for activities and destinations in their own right.</p>	
<p>5. Define Legible Development Lots</p> <p>The established street and public domain network break the site into appropriate parcels of developable lots setting up a compact urban grain for the village.</p>	

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Source: Group GSA

These key moves have been translated into an overall Masterplan for the redevelopment of the site. The Masterplan sets out the potential built form outcomes as a basis for the proposed amendments to planning controls for the site. It also identifies additional public benefits that can be delivered on site to cater for the increased demands of a larger resident population. The Masterplan is detailed in **Figure 28** below and discussed in the following sections. It is noted that the Masterplan demonstrates only potential outcomes for the site, and has been used to inform the site-specific DCP.



Figure 28 Master Plan

Source: Group GSA

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Detailed Built Form Outcomes

The Planning Proposal seeks to amend the controls to relate the site with its strategic location, significant size and capacity, whilst also still achieving a high quality built form outcome. The proposed development standards recognise that the site can functionally and physically support development uplift and relate to the surrounding development. The analysis at **Appendix A** demonstrates a scenario where the proposed development standards can be translated into detailed built form outcomes for the area.

- It is envisaged that the site will accommodate various 'precincts' that will be connected via green spaces and pedestrian circulation routes. Of the 5 'character precincts' the Masterplan illustrates that 14 buildings are able to be accommodated on site along with the existing heritage building and a park;
- Within the 14 buildings, the indicative proposal is able to accommodate 126 RACF beds in Building A across 4 storeys and 519 ILUs in Buildings B1-B4, C1-C3, D1- D4, and E1-E3. These buildings will range in height from 1 storey to 8 storeys and provide 1 (12%), 2 (67%) and 3 (21%) bedroom apartments.
- Height will be varied across the site, with taller components oriented primarily within the centre of the site and partially along the eastern frontages of Port Hacking Road, thereby away from low density residential development along Belllingara Road and the adjoining residential properties to the south;
- The distribution of GFA across the site will ensure a high quality public domain with well defined street edges that extend from the surrounding street grid and a central connecting road spine. This distribution will also ensure internal and external amenity through maximising outlook for residents by separating buildings and providing outdoor space for recreational activities;
- There is the potential to provide a new publicly accessible through site link through the site from Belllingara Road to the west down to Port Hacking Road to the east. This will provide a safe and direct east / west path of travel from the low density residential development including Sylvania High School to bus stops along Port Hacking Road. Whilst it is expected that this link would be retained in private ownership, it will be designed and treated to read as publicly accessible spaces and appropriately segregated from private residences through landscaping and setbacks;
- The provision of taller buildings will also create the opportunity to provide better services and facilities on site and in turn public domain outcomes where they would increase activation and invite residents and the community to congregate. Specifically, the proposed amendments will include the provision for a total GFA of 1,000m² dedicated to retail premises, 3,000m² dedicated to recreational facilities (indoor) and 1,000m² dedicated to a medical centre; and
- The indicative ground floor plan has dispersed all communal indoor and outdoor spaces along the central spine road and the through site link, to adopt best CPTED principles and ensure an activated ground plan. It is noted that these facilities can be further realised as the masterplan progresses, to ensure amenity forms part of each stage of detailed design development and that facilities are equitable for all residents.

The indicative layout plan and built form is provided at **Figure 29-Figure 30** below.

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Figure 29 Indicative built form envelopes

Source: Group GSA

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Figure 30 Indicative layout plan
Source: Group GSA

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It is noted that the proposed Masterplan is particularly sensitive to the existing low density residential development located to the west and south of the site (along Bellingara Road) as well as the heritage building on the western elevation. Accordingly, buildings located on the western elevation and surrounding the heritage item have been designed to accommodate 4 storeys with buildings A, B1 and B3 setback 12m from Bellingara Road and Buildings C1 and C3 setback 7.5m.

Along the southern elevation, buildings D1 and D4 will be 3 storeys with significant landscaping to provide a buffer to the low density development. A minimum setback of 18m has been incorporated along Port Hacking Road to allow for substantial planting and tree retention within this zone.

It is further noted that any building proximate to Port Hacking Road may be subject to acoustic impacts from traffic noise. Therefore, the proposal will adopt a 24.1m setback and will include significant landscaping to provide acoustic and visual amenity for residents. The proposed setbacks are illustrated in **Figure 31** and **Figure 32** below.

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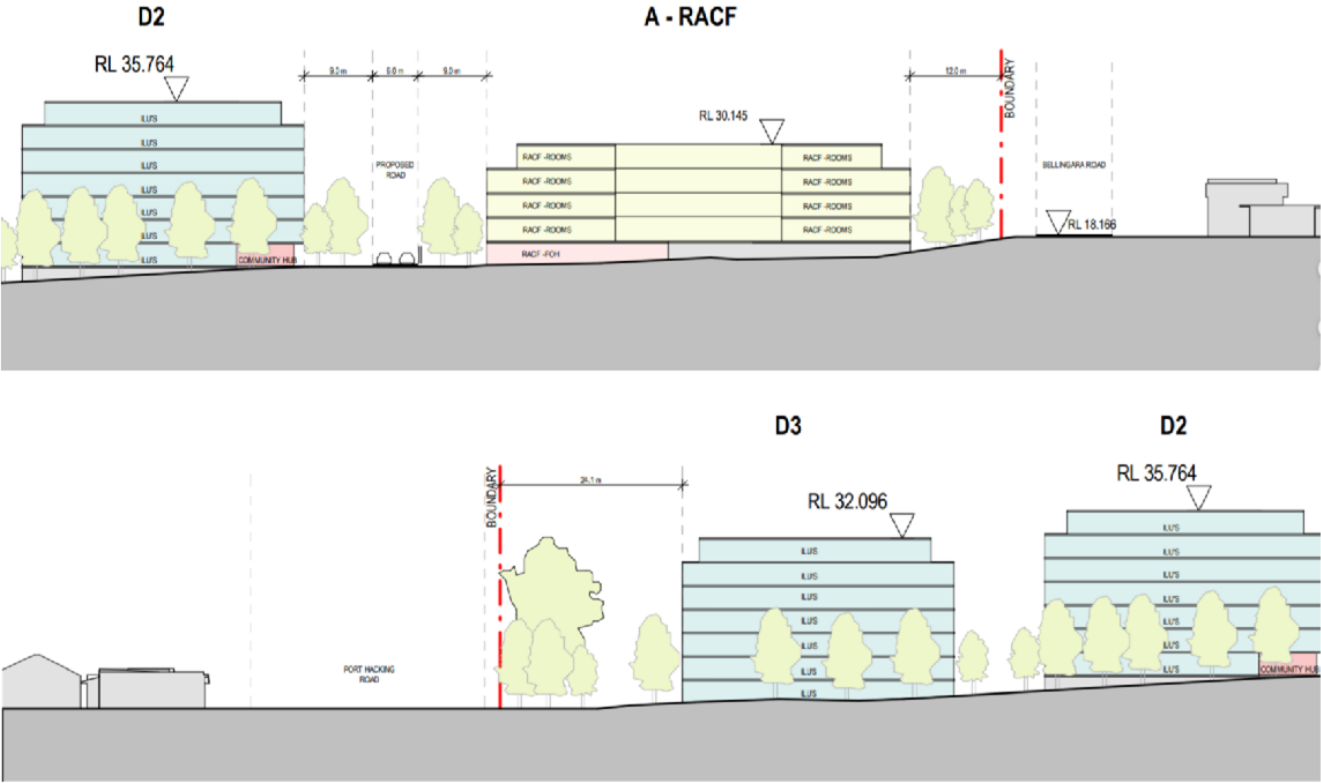


Figure 31 Setback to Bellingara Road (top) and Port Hacking Road (bottom) and internal roads
Source: Group GSA

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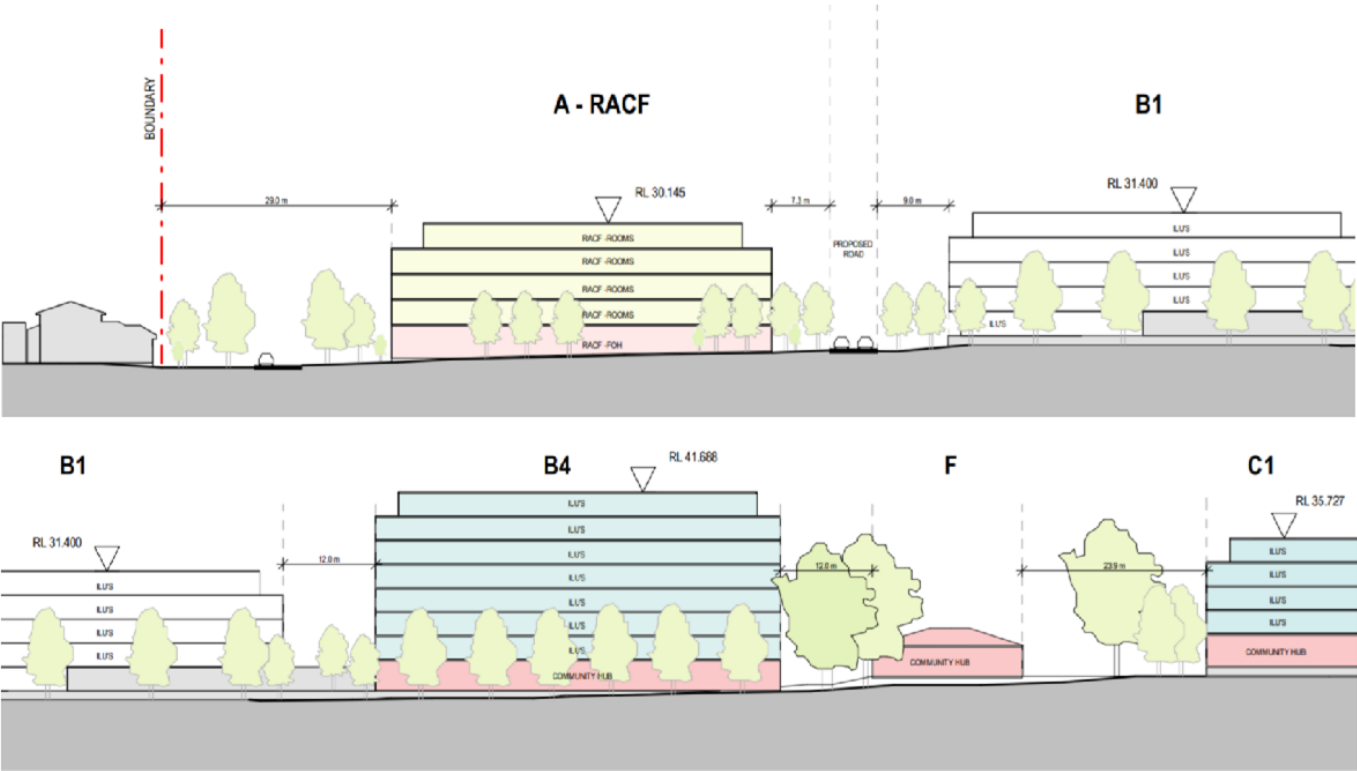


Figure 32 Setback to southern site boundary from Building A (top) and proposed building envelopes (bottom)
Source: Group GSA

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Open Space

The indicative Masterplan includes detail around the landscape intent to present a high quality and familiar residential garden setting with a strong connection to the existing landscape character of the local area (refer to **Appendix A**). The landscape scheme includes utilisation of the available site area and existing environment to provide various outdoor destination spaces for use by residents, staff, visitors and passers-by. The key outdoor spaces included in the landscaping scheme comprise the following and are shown at **Figure 33**:

- **Heritage Plaza (1)** – including a social hub, multifunctional pavilion, formal uses and gatherings, spaces for interest groups, volunteering services (within the heritage building), small retail / café;
- **Northern Nature (2)** – including informal north facing terraced lawn, northern bush garden, bush regeneration, multi-purpose seating decks, BBQ areas, quiet seating spots, walking track and loop;
- **Community Lawn (3)** – flexible outdoor space, lawn bowls/croquet, seating areas, outdoor cinema;
- **Garden Gateway (4)** – main site entry, mature trees with generous setback, layered tree planting, substantial canopy cover;
- **Urban Village (5)** – space for outdoor activities, sensory garden, men's shed, propagation and storage, east/west through site link;
- **The Circuit or The Loop (6)** – space to accommodate walking with equal access challenge options, resting spots, connections to other outdoor areas and outdoor gym activities; and
- **Neighbourhood Connector (7)** – equal access north/south through site link, connection to the walking loop and broader community.



Figure 33 Proposed Landscape Masterplan

Source: Group GSA

The illustrative masterplan includes approximately 1.95 ha (34% of site area) as open space and 0.55ha (10% of site area) as soft landscaping on structures (refer to **Figure 34** below).

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**Figure 34 Landscape area**

Source: Group GSA

Pedestrian Circulation

The indicative Landscape Masterplan includes a substantial network of pedestrian paths to provide safe access for residents, staff and visitors throughout the site and to provide further connections with the surrounding community. As shown above and in **Figure 35** below, the three main pathways include the east / west spine, internal connection to provide shorter routes between individual buildings and a loop pathway to enable a continuous walking circuit.

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Figure 35 Indicative pedestrian circulation routes
Source: GSA

Road Network

The indicative Landscape Masterplan also includes three internal streets including the Entry Road, Central Avenue, and Internal Mews. The new entrance from Bellingara Road has a split carriageway with a central median to allow for an extensive canopy of trees to provide an inviting entry for residents, staff and visitors. This Entry Road will enable pedestrian access and will also include opportunity for visitor parking.

The Central Avenue will combine pedestrian footpaths and visitor parking adjacent to the community facilities, planted with avenue trees.

The Internal Mews comprise roads of a smaller scale and will form an extension of the Central Avenue with narrower carriageways enabling extensive planting within the verges to integrate with the broader landscaping scheme of the site.

The indicative road network layout is shown at **Figure 36** and discussed in the Urban Design Report at **Appendix A**.

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Figure 36 Indicative road network layout

Source: Group GSA

7.3.2 Traffic and Access

A Traffic Impact Assessment has been prepared by Varga Traffic Planning, and accompanies this Planning Proposal at **Appendix J**. It provides an assessment of the existing and resultant traffic generation from the proposal and car parking provision.

Traffic Generation

Traffic generation surveys were undertaken by Varga Traffic planning at key intersections within the vicinity of the site as well as the existing access driveways. The key intersections include:

- Port Hacking Road / Bellingara Road;
- Port Hacking Road / Box Road;
- Box Road / Bellingara Road;
- Bellingara Road / Camden Street; and
- Bellingara Road / Frank Vickery Village.

The existing traffic generation rates are detailed in **Table 6** and the potential traffic generation rates from the Planning Proposal amendments are detailed in **Table 7**.

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Table 6 Existing Frank Vickery Village Traffic Generation

	In	Out	Combined
AM Peak Hour	16 vph	19 vph	35 vph
PM Peak Hour	15 vph	22 vph	37 vph
Weekend Peak hour	17 vph	19 vph	36 vph

Source: Varga Traffic Planning

It is noted that the existing peak hour traffic generation characteristics have been applied to the proposed increase in RACF beds and ILUs on a pro-rata basis to determine the net increase or additional traffic flows likely to be generated by the site as a consequence of the indicative Masterplan.

Table 7 Projected future net increase in traffic generation potential

	In	Out	Combined
AM Peak Hour	22 vph	26 vph	48 vph
PM Peak Hour	21 vph	30 vph	51 vph
Weekend Peak Hour	23 vph	26 vph	49 vph

Source: Varga Traffic Planning

In accordance with the above, the net increase in traffic generation has been modelled using SIDRA modelling to assess the impacts on the surrounding key intersections.

- Port Hacking Road and Bellingara Road Intersection:
 - The intersection currently operates at Level of Service A under the existing traffic conditions during the AM peak hour, PM peak hour and Saturday peak hour with total average vehicle delays in the order of 2.9 to 5.1 seconds/vehicle; and
 - Under the projected future traffic demands expected to be generated by the development proposal, the intersection will continue to operate satisfactorily at Level of Service A with total average vehicle delays in the order of 0.1 to 0.2 seconds/vehicle.
- Port Hacking Road and Box Road Intersection:
 - The intersection currently operates at Level of Service C under the existing traffic conditions during the AM peak hour and PM peak hour with total average vehicle delays in the order of 28.7 to 33.2 seconds/vehicle;
 - The intersection currently operates at Level of Service B under the existing traffic conditions during the Saturday peak hour with total average vehicle delays in the order of 24.1 seconds/vehicle; and
 - Under the projected future traffic demands expected to be generated by the development proposal, the intersection will continue to operate satisfactorily at Level of Service C during the AM and PM peak hour, and Level of Service B during the Saturday peak hour, with total average vehicle delays in the order of 1.4 to 3.8 seconds/vehicle.
- Bellingara Road and Box Road Intersection:
 - The intersection currently operates at Level of Service A under the existing traffic conditions during the AM peak hour, PM peak hour and Saturday peak hour with total average vehicle delays in the order of 6.4 to 9.4 seconds/vehicle; and
 - Under the projected future traffic demands expected to be generated by the development proposal, the intersection will continue to operate satisfactorily at Level of Service A with total average vehicle delays in the order of 0.2 to 0.3 seconds/vehicle.
- Bellingara Road, Camden Street and Existing / Future Site Access Driveway:
 - The Bellingara Road / Camden Street intersection currently operates at Level of Service A under the existing traffic conditions during the AM peak hour, PM peak hour and Saturday peak hour with total average vehicle delays in the order of 0.4 to 0.6 seconds/vehicle;

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- The Bellingara Road / Existing Site Access intersection currently operates at Level of Service A under the existing traffic conditions during the AM peak hour, PM peak hour and Saturday peak hour with total average vehicle delays in the order of 0.4 to 1.1 seconds/vehicle; and
- Under the projected future traffic demands expected to be generated by the development proposal, the future roundabout envisaged at the Bellingara Road / Camden Street / Future Site Access intersection will operate satisfactorily at Level of Service A with total average vehicle delays in the order of 4.2 to 4.4 seconds/vehicle.

The SIDRA modelling analysis demonstrates that the proposed amendments will not have any unacceptable traffic implications and the key intersection are expected to operate satisfactorily. Thereby, Varga Traffic Planning confirm there are no road improvements or intersection upgrades required. Further discussion is provided at **Appendix J**.

Car Parking

The off-street car parking provisions have been established in accordance with the Seniors SEPP and the following parking provisions:

- Residential care facilities:
 - 1 parking space for each 10 beds in the residential care facility (or 1 parking space for each 15 beds if the facility provides care only for persons with dementia);
 - 1 parking space for each 2 persons to be employed in connection with the development and on duty at any one time; and
 - 1 parking space suitable for an ambulance.
- Self contained dwellings:
 - 0.5 car spaces for each bedroom where the development application is made by a person other than a social housing provider; and
 - 1 car space for each 5 dwellings where the development application is made by, or is made by a person jointly with, a social housing provider.

It is noted that Wesley Mission is a social housing provider and therefore, the development proposed will yield an off-street parking requirement of 147 spaces as follows:

- ILUs (519 units): 103.8 spaces
- RACF (126 beds): 12.6 spaces
- RACF – Staff (maximum staff 61): 30.5 spaces
- **Total: 146.9 spaces**

The parking requirement is envisaged to be satisfied by the proposed provision of 567 car spaces in the indicative basement car parking areas beneath the building plus additional angle and parallel bays along internal roads. It is noted that 584 off-street parking spaces would be required if the planning proposal was not made by a social housing provider.

Varga confirm the layout of the future off-street car parking facilities are able to comply with the relevant Australian Standards including *Parking Facilities Part 1 – Off-Street Car Parking AS2890.1* and *Parking Facilities Part 6 – Off-Street Parking for People with Disabilities AS2890.6*.

Ambulance Bay

In accordance with the Seniors SEPP, 1 ambulance bay is able to be accommodated. As illustrated at **Appendix A**, the internal road network will provide the ambulance with access to other buildings within the site.

Loading Spaces

Loading and unloading facilities will be provided at two locations for the RACF and ILUs in accordance with the Sutherland Shire Council requirements.

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7.3.3 Infrastructure Provision

An Infrastructure Services Report has been prepared by JHA Services and is included at **Appendix L**. The Report identifies and summarises the key components of the hydraulic, electrical and communications services required to facilitate the proposed renewal and redevelopment.

Electrical Services

The indicative Masterplan includes four substations. An application for connection will be made to the relevant agency during the detailed design phase. However, as each stage is developed and becomes operable, the energy consumption can be monitored to reassess the maximum demand, which may result in a reduction of substations required. The Infrastructure Services Report notes that two existing lead-ins from Bellingara Road will be amended as a result of the indicative Masterplan building envelopes and an application will be made to the relevant agency at the appropriate time. Further discussion is provided at **Appendix L**.

Hydraulic Services

The existing site is serviced with connections into the Sydney Water sewer and water mains (including potable water and fire hydrant), Council's stormwater system and Jemena natural gas system.

Under the indicative Masterplan it is proposed to connect to the existing water supply on Bellingara Road, as well as a new fire hydrant water supply extended from this main. The Infrastructure Services Report notes that the water supply will be able to service the proposed loads within the Masterplan, without the need for upgrades. Further discussion is provided at **Appendix L**.

7.3.4 Civil Investigation

A Civil Investigation Report has been prepared by Northrop and is included at **Appendix M**. The report has reviewed the indicative Masterplan and considered the relevant requirements for water quality, flooding and on-site stormwater detention (OSD).

Flooding

Northrop have undertaken a review of the Council Flood Risk Map for the precinct. The mapping illustrates that the south-eastern corner of the site is identified as a low risk flood precinct. Through consultation with Council Northrop have also been advised that an overland flow and pipe capacity assessment of the existing piped system along the southern site boundary needs to be carried out. The intention of this assessment is to ensure an appropriately sized overland swale is provided and no proposed buildings are impacted. This will be further explored as part of detailed design development and in consultation with Council. Further discussion is provided at **Appendix M**.

Stormwater

The site is an established aged care and retirement village and has an existing in-ground drainage network. A drainage easement runs along the southern boundary for 1.83m, Council's street drainage along Bellingara Road connects to the Port Hacking Road trunk drainage system. Northrop note that stormwater runoff is predominantly directed through overland flow channels and swales to Port Hacking Road.

Council's DCP stipulates OSD requirements for developments including objectives for restricting post development site runoff to a maximum reasonable pre-development discharge rate. The indicative Masterplan illustrates that there will be a decrease in the amount of impervious site coverage from 51% to 41%, indicating that runoff will generally be reduced and that an OSD facility will not be required subject to further detailed design and calculations.

Further, the indicative Masterplan includes significant external green space to provide opportunity for passive water quality treatment methods including raingardens, swales, and bioretention basins. These elements will be further explored as part of detailed design development and in consultation with Council. Further discussion is provided at **Appendix M**.

7.3.5 Access

An Access Review has been prepared Funktion and is included at **Appendix N**. The review addresses compliance with the Disability (Access to Premises - Buildings) Standards 2010 of the Building Code of Australia

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(BCA), Australian Standards for Access and Mobility and the Seniors SEPP (in particular clause 26).

The Access Review confirms that as part of future detailed development, the site can be made suitable to ensure it complies with the relevant standards and allows for equitable access for seniors and people with disabilities. Further discussion is provided at **Appendix N**.

7.3.6 Heritage Conservation

A Heritage Impact Statement has been prepared by NBRS Architecture and is included at **Appendix I**. The Statement confirms that the indicative Masterplan has had regard to the heritage significance of the Federation house as a local heritage item.

The community pavilion will be located approximately 7m to the east of the Federation house and will present as a low-rise building. The closest ILU will be located approximately 20m south of the heritage item, located at a lower topography with the new building having approximately 3 above-ground storeys visible from Bellingara Road. Building B4 will be approximately 5 storeys from the floor level of the heritage item and setback approximately 20m. While it is noted that this building will be significantly taller than the heritage item, the setback is considered sufficient for the visual curtilage around the heritage item.

NBRS Architecture confirm that while the proposed renewal and development would alter the setting of the heritage item, it will not inevitably result in an adverse impact on the heritage significance. Further discussion is provided at **Appendix I**.

7.3.7 Visual / View Impacts

A Visual Impact Assessment has been undertaken by GSA and is included at **Appendix C**. The VIA has assessed various primary and secondary viewpoints with regard to the potential visual exposure of the proposal, potential effect of the proposal on existing character in the immediate and wider context and the potential effects on existing views from the public domain including roads and footpaths. The visual impacts from the assessed view ranges shown in **Figure 37** are summarised in **Table 8** below.

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Figure 37 View impact assessment locations

Source: Group GSA

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Table 8 View impact summary

View range impact	Number	Percentage
Negligible	5	26.3%
Low	0	0%
Moderate-Low	2	10.5%
Moderate	2	10.5%
High-Moderate	5	26.3%
High	5	26.3%

Source: Group GSA

It is noted that the VIA ratings are based on assessed views that do not include mitigation measures recommended and have been established with regard to the maximum building envelopes as proposed under the Planning Proposal. Any view impacts can be further mitigated through the detailed design phase where building massing can be further articulated.

Further, as shown on the illustrative masterplan (refer to **Appendix A**), the Planning Proposal adopts increased setbacks compared to the current site arrangement that allows additional planting to be accommodated within the site boundaries. Further, the retention of mature trees will assist in breaking up any perceived bulk and scale from the public domain.

Group GSA have provided the following recommendations which will be further explored as part of the detailed design development phase:

- Building setback allows for substantial landscape screening of the development and filtered views consistent with the existing streetscape;
- Articulated built form addressing street frontages to reduce built form bulk and visually reduce the scale of the development in relation to the surrounding neighbourhood;
- Selection of materials and colours to be sympathetic to the local landscape setting and immediate context;
- Retention of existing mature trees on site wherever possible;
- Provision of additional large tree planting within the site to provide scale and context for taller buildings;
- Maintain and strengthen the existing street character by the use of tree planting consistent in theme/species and infill of canopy gaps;
- Landscape screening of carparks, service areas and side boundaries; and
- Sensitive landscape interface with the heavily vegetated northern end of the site through the use of indigenous plant species for habitat integration and enhancement of ecological value.

Further discussion is provided at **Appendix C**.

7.3.8 Overshadowing

GSA have prepared an overshadowing analysis for the indicative Masterplan at **Appendix A**. An increase in building height and massing has the potential to increase overshadowing impacts. The indicative concept design, however, demonstrates how it is possible to minimise these impacts by stepping the built form, appropriately orientating buildings and adopting suitable setbacks, thereby resulting in no additional overshadowing to northern facing windows or private open space of adjoining properties.

The strong north-south access as an extension of the street pattern to the south, provides the ideal orientation for the proposed new buildings with opportunity to comply with the Apartment Design Guide and SEPP 65. As a result of transitioning the scale of development, the indicative massing sits comfortably under the sun access plans to neighbouring properties.

Some additional shadow is cast over Port Hacking Road in the late afternoon period, but this will not cross the road into the adjacent residential area. Further, on the southern boundary the indicative masterplan illustrates a sensitive

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approach to the neighbouring properties, where the overshadowing analysis shows appropriate building separation and the scale of built form can ensure the adjoining properties continue to receive adequate solar access. The overshadowing cast by the indicative Masterplan is shown at **Figure 38** and **Figure 39** below and included at **Appendix A**.

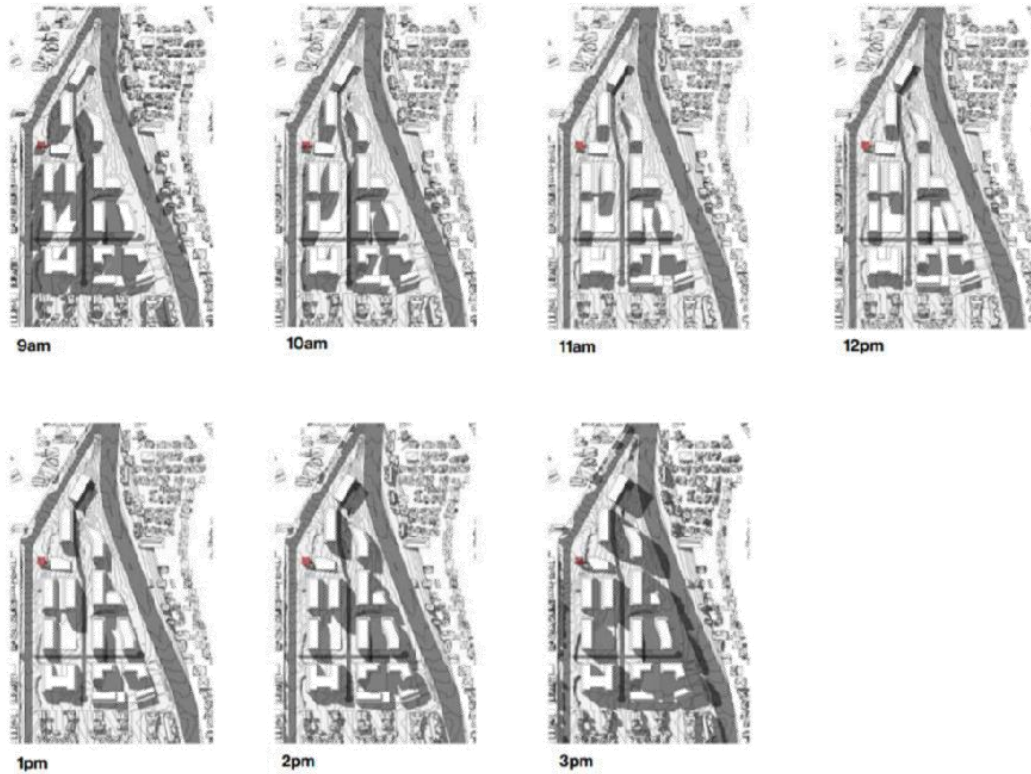


Figure 38 Overshadowing cast by the indicative Masterplan during the winter solstice (June 21)

Source: Group GSA

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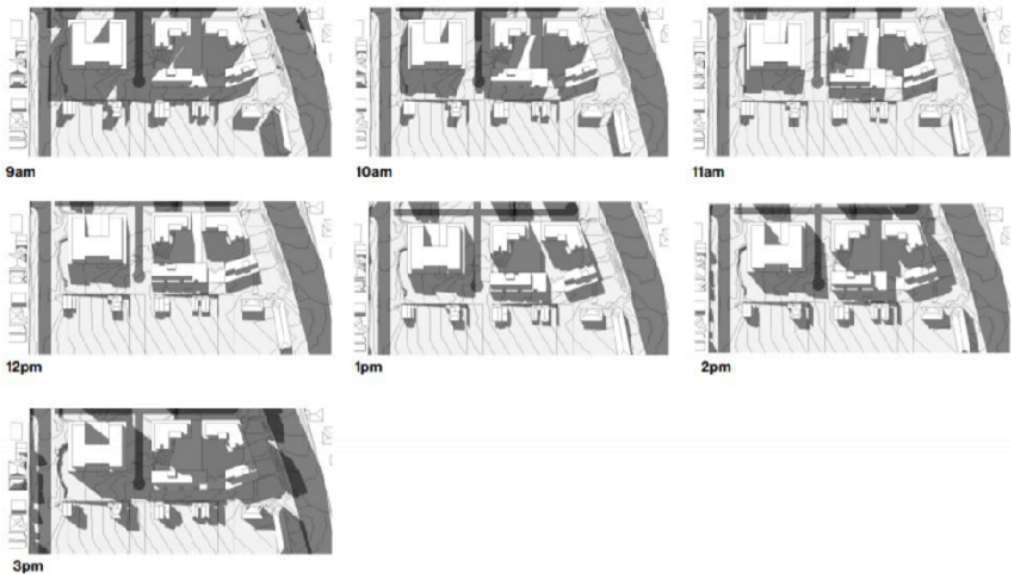


Figure 39 Overshadowing cast by the indicative Masterplan during the winter solstice (June 21) on the southern boundary

Source: Group GSA

7.3.9 Ecological Impacts

A Preliminary Arboricultural Impact Assessment has been prepared by Aborsafe and is included at **Appendix E**. The Assessment has reviewed 466 trees located at the site and determines the retention value of trees while providing recommendations for the future redevelopment.

Narla Environmental have prepared an Ecological Constraints Assessment Report to determine the development potential and ecological constraints as a result of the proposed amendments to the SSLEP and is included at **Appendix F**. The assessment was undertaken in accordance with the EP&A Act 1979, *Biodiversity Conservation Act 2016*, and the *Environment Protection and Biodiversity Conservation Act 1999*.

Tree Removal

A total of 455 trees were inspected as part of the investigation undertaken by ArborSafe. Based on this investigation, a retention value (high, moderate or low) was assigned to each tree as follows:

- 29 trees were determined to be Category A with a high retention value;
- 128 trees were determined to be Category B with a moderate retention value;
- 259 trees were determined to be Category C trees with a low retention value; and
- 39 trees were determined to be Category U trees and are of unsuitable retention values.

The Preliminary Arboricultural Assessment recommends an arboricultural impact assessment be prepared for once the design is finalised and provide information on tree removal and protection measures. This recommendation will be further addressed as part of detailed design and through future development applications. Further discussion is provided at **Appendix E**.

Flora

As detailed in the Ecological Constraints Assessment Report at **Appendix F**, the vegetation community on the site is categorised as urban exotic / native including a plant community types (PCTs) under the Native Vegetation of the

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Sydney Metropolitan Area – Version 3.1 (OEH 201) and as shown in **Figure 40** below. The PCT is restricted to the north, east and western perimeters and is known as a smooth-barked Apple-Red Bloodwood open forest.



Figure 40 Vegetation communities within the site

Source: Narla Environmental

The vegetation mapped as PCT makes up a total area of approximately 0.89ha. It is noted that as part of any future development application, if vegetation clearing exceeds the minimum threshold of 0.25ha, the Biodiversity Offset Scheme (BOS) will apply. If vegetation clearing does not exceed 0.25ha an Assessment of Significance will be undertaken to determine whether the proposed development will have a significant impact on biodiversity. This will form part of a Flora and Fauna Assessment that will be submitted with the development application.

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Fauna

Fauna within the site was identified as native, common avian fauna species, with all native species listed as 'protected' under the *Biodiversity Conservation Act 2016*. Narla Environmental have determined that of the threatened habitats recorded, there was generally a low or low-moderate potential for the occurrence of these habitat species to be identified.

The following *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) listed migratory fauna species were considered to potentially utilise habitats within or around the site for foraging or passage:

- *Cuculus optatus* (Oriental Cuckoo);
- *Hirundapus caudacutus* (White-throated Needletail);
- *Monarcha melanopsis* (Black-faced Monarch);
- *Motacilla flava* (Yellow Wagtail);
- *Myiagra cyanoleuca* (Satin Flycatcher); and
- *Rhipidura rufifrons* (Rufous Fantail).

Notwithstanding the above, Narla Environmental confirm that based on the highly urbanised nature of the site, it is deemed that any potential occurrence of these species would be sporadic fly ins and any future development would not result in a significant impact to any of these species. Further discussion is provided at **Appendix F**.

7.3.10 Economic Impacts

An Economic Impact Assessment (EIA) has been prepared by Ethos Urban and is included at **Appendix G**. The EIA provides an assessment of the supply and demand for both ILUs and RACFs and considers the economic benefits of the proposal in terms of investment, employment and strategic land use.

To assess the demand and supply of independent retirement living and aged care accommodation a study area was identified which reflect largely reflect the boundaries of the Sutherland Shire as shown in **Figure 41**. This was established as there is a recognised desire for existing residents to reside within the same community (typically reflected in a high proportion of residents originating from within 10km) as well as the geographically features of the surrounding area including the Georges Rives and the Royal National Park.



Figure 41 Study Area
Source: Ethos Urban using MapInfo, Bingmap and StreetPro

Population Changes

The EIA finds that the Study Area will experience a significant growth in the older population which will drive demand for independent living and aged care. In 2019, approximately 230,180 persons lived in the study area and while only moderate population growth occurred between 2011 and 2019 at an average of 0.6% per annum (increasing by approximately 10,360 residents), the areas of Cronulla – Kurnell – Bundeena and Sutherland – Kirrawee experienced the largest population increases. Between 2011 and 2019 the population increased in these areas by +2,670 and +2,220 respectively. Sylvania – Taren Point which includes Frank Vickery Village, increased by approximately +1,300 persons during this period representing an annual growth of 1% per annum.

The EIA notes that the Sutherland Shire is largely an established urban area and provides limited opportunity for large scale greenfield residential development, particularly in the Sylvania – Taren Point area where population growth is largely derived by urban intensification.

A total of approximately 40,910 persons aged 65 years and over reside in the Study Area in 2020 with this figure forecast to increase to approximately 58,140 persons over the next 16 years to 2036. This represents an average annual growth of 1,080 persons representing a growth rate of 2.2% per annum, well above the projected growth rate for the entire population of 0.5%. Over the 16 year period, the population aged 65 years and over is forecast to increase by a total of approximately +17,230 persons, accounting for 84% of total population growth of +20,540.

Overall, the population of the Study Area is projected to become older, a trend that is consistent across Australia. The forecast population in the Study Area is shown in **Table 9** and further discussed in the EIA at **Appendix G**.

Table 9 Forecast Population in the Study Area, 2016 to 2036

	2016	2020	2026	2031	2036	2020 to 2036
Total Population	226,460	232,210	242,790	251,100	252,750	20,540
Av. Annual growth		1,440	1,760	1,660	330	1,284

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	2016	2020	2026	2031	2036	2020 to 2036
Av. Annual Growth Rate		0.6%	0.9%	0.7%	0.1%	0.5%
Person aged 65+	37,140	40,910	47,950	53,540	58,140	17,230
Share of total population	16.4%	17.6%	19.7%	21.3%	23.0%	
Av. Annual Growth		940	1,170	1,120	920	1,080
Av. Annual Growth Rate		2.4%	4.0%	2.8%	2.1%	2.2%

Source: EIA – Ethos Urban

Retirement Village Assessment

The EIA finds that 18 retirement villages are located within the Study Area providing a total of approximately 1,450 ILUs. Frank Vickery Village is currently the second largest village in the Study Area with 202 ILUs behind the recently expanded Anglicare Woollooware Shores village which has 410 ILUs. The proposed renewal of the Frank Vickery Village to 529 ILUs will make it the largest retirement village in the Sutherland Shire.

HammondCare is the closest village to the site and is located to the south-west on Bellingara Road. HammondCare comprises 123 ILUs along with aged care facilities. This retirement village has recently undergone redevelopment and now provides a local example of high density retirement living units.

A review of Sutherland Shire Council's Development Application Tracker and Cordell Connect database indicate that no other active proposals for retirement villages in the Sutherland Shire currently exist.

Supply and Demand for ILUs and RACFs

The EIA finds that the existing market penetration in the Study Area is considered to be broadly in line, if not slightly below, national benchmarks. Assuming the market penetration remains constant, there will be a demand for an additional +440 ILUs for the period up to 2031. This is driven by the ageing population of the Study Area, as the number of residents aged 65 years and over increases by more than 12,600 persons.

Notwithstanding this, a higher level of demand is considered likely in view of the potential for an increase in the market penetration. The EIA assumes market penetration will increase to 6% which is considered highly achievable to providing an appropriate supply of quality retirement living accommodation, resulting in a demand for an additional +840 ILUs over the 2020 to 2031 period. This higher level of demand reflects a situation whereby older residents in the Study Area have chosen to remain in their existing homes due to the lack of appropriate local retirement village options.

Therefore, the development of a modern retirement village is expected to contribute to realising unmet existing demand and a higher market penetration over time. Further, it is consistent with other high density developments in the area, such as the HammondCare village to the south.

Having regard to the detailed analysis presented in the EIA, sufficient demand exists in the Study Area to accommodate the proposed renewal and expansion of facilities. This demand will be driven by a significant ageing of the Study Area population. While it is noted that only 5% of persons aged 65 years or over currently live in ILU accommodation and there is currently a sufficient supply of RACF beds with a provision of 90 beds per 1,000 persons aged 70 years or over, strong growth in the Study Area will generate demand for additional ILUs and RACF beds. Accordingly, it is evident that the Study Area will require additional retirement villages and RACFs in order to meet the future forecasted population growth and demographic changes. In addition to meeting forecast demand for retirement living and residential aged care, the proposed renewal will also generate significant economic benefits in a time when growth in local employment opportunities and economic stimulus is required. Further discussion is provided in **Appendix G**.

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7.3.11 Social Impacts

A Social Impact Assessment (SIA) has been prepared by Ethos Urban and is included at **Appendix H**. The SIA has considered a range of social impacts – both positive and negative – arising from the redevelopment of the existing aged care facility and sets out responses to these impacts, with a view to enhancing social benefits and mitigating negative impacts. An assessment of the social impact categories, as defined within the *Social Impact Assessment Guidelines* (DPIE, 2017) and Sutherland Shire DCP, has been undertaken with consideration to the issues identified in the baseline analysis. The baseline analysis includes an assessment of the existing socio-economic environment, including primary and secondary geographic areas that are likely to be impacted, a review of relevant background studies and technical reports, demographic analysis (current and forecast communities) and social infrastructure analysis.

Consistent with the EIA, the Study Area selected for this study is the Sutherland LGA, reflecting that retirement villages and age care residents typically seek retirement living and aged care accommodation within their own communities, and this is typically reflected in a high proportion of residents originating from within 10km.

The SIA notes that the social impacts of the renewal will be experienced differently by different parts of the community, with the key affected communities including:

- Future residents, workers and visitors to the proposed development;
- Local residents;
- Adjacent neighbours; and
- The broader community in the locality.

The SIA confirms that overall the level of impacts from the proposed amendments is rated as low, with no significant permanent negative impacts identified. The most significant social benefits of the proposal relate to:

- Increased provision of more diverse range of appropriate housing and aged care services at a site located within walking distance to public transport and social infrastructure. The proposal would provide increased opportunities to age in place for existing Sylvania residents, and meet demand generated by a growing and ageing population in the Sutherland LGA;
- Positive way of life and wellbeing benefits for residents and staff associated with improved quality of aged care facilities and enhanced layout of the site. The existing facilities on the site are in need of renewal, and the Planning Proposal would enable delivery of enhanced indoor and outdoor spaces for residents, as well as an improved internal path network. These improvements will also enable Wesley Mission to align with contemporary best practice standards for aged care;
- Positive way of life impacts associated with defining and formalising the through-site link connecting Port Hacking Road to Bellingara Avenue, which would enable enhanced convenience for the following groups:
 - Students at Sylvania High School who may be walking from bus stops on Port Hacking Road;
 - Residents of the surrounding suburb who may be seeking to access amenities close to the site; and
- Positive impacts to community cohesion associated with delivery of community facilities on the site, which are intended for shared use by residents of the site and the surrounding Sylvania community (e.g. new outdoor pavilion).

The SIA also finds that there is potential negative social impacts in relation to potential increased traffic and congestion in association with the development, due to residents, workers and visitors accessing the site and changes to surroundings associated with increased height and density. Notwithstanding this, the SIA notes that the potential for these negative social impacts can be effectively mitigated through the development of an Operational Plan of Management for the site and through undertaking further community and stakeholder consultation to inform the ongoing development and at the detailed design and development application stage.

Overall, the SIA confirms that the Planning Proposal would result in significant, long term positive social benefits to the Sutherland Shire LGA. Further discussion is provided at **Appendix H**.

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Q9 – Has the Planning Proposal adequately addressed any social and economic impacts?

A Social Impact Assessment (SIA) and Economic Impact Assessment (EIA) has been prepared by Ethos Urban and are included at **Appendix G** and **Appendix H**. The social and economic impacts are discussed at **Section 6.3.1** respectively and a summary is provided below.

The SIA finds that:

- The proposed amendments will result in an increased provision of appropriate housing and aged care services in a strategic location;
- The proposed amendments will allow existing Sutherland Shire LGA residents to age in place and meet demand of the growing and ageing population;
- The proposed amendments will result in an improved way of life and wellbeing for residents and staff by enhancing the dated facilities to meet the modern day standards for aged care;
- The proposed amendments will formalise the through site link connecting Bellingara Road and Port Hacking Road to allow for increased community connections; the proposed amendments will further result in improved community cohesion through the delivery of community facilities on site; and
- The proposed amendments will not result in any adverse negative social impacts that cannot be effectively mitigated.

The EIA finds that:

- The subject site is well suited to support urban renewal and a significant integrated seniors living development, having regard to the locational characteristics and in particular given that it has been an existing operational site since 1948 and close to full occupancy over this period, indicating a strong demand to retire within the local area;
- Significant growth in the older population will drive demand for ILUs and RACF beds. Over the 16-year period from 2020-2036, the population aged 64 years and over is forecast to increase by a total of approximately +17,230 persons, accounting for 84% of total population growth of +20,540 persons;
- The subject site is situated within an area which contains a demographic profile particularly suited to retirement living. For example, a very high proportion (86%) of older residents were born in region where there is a high propensity to live in retirement village accommodation such as North-west Europe and Oceania (including Australian-born). The average for Greater Sydney is 66%;
- The demographic profile of the study area is conducive to a high market penetration and potential exists for the Sutherland Shire to accommodate a higher market penetration rate in the future;
- Frank Vickery Village is currently the second largest village in Sutherland Shire with 202 ILUs behind on the recently expanded Anglicare Woollooware Shores village in Sutherland which has 410 ILUs. The proposed renewal of Frank Vickery Village to 529 ILUs will make it the largest retirement village in Sutherland Shire;
- Assuming this market penetration remains constant, demand for an additional +440 ILUs are forecast for the period up to 2031. This is driven by the aging population in Sutherland Shire, as the number of residents aged 65 years and over increases by more than 12,600 persons over this period. However, in view of the potential for an increase in the market penetration, a higher level of demand is considered likely. Assuming the market penetration increases to 6%, this would result in demand for an additional +840 ILUs over the 2020 to 2031 period. Therefore, sufficient demand exists to accommodate an expansion of independent retirement living at Frank Vickery Village comprising an additional 317 ILUs;
- The current provision of residential aged care beds of 92 beds per 1,000 residents aged 70 years or over is above national planning benchmark of 78 beds per 1,000 residents aged 70 years or over. However, significant growth in the older age cohort of 70 plus years is forecast over the coming decades which will contribute to the need for additional residential aged care beds;
- Having regard for the potential future pipeline of 198 aged care beds, including the proposed 57 bed expansion of Frank Vickery Village, there will still be demand for an additional 270 beds in 2031 over and above the planned pipeline. On this basis, sufficient demand for the proposed expansion of residential aged care at Frank Vickery Village exists; and

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- In addition to meeting forecast demand for retirement living and residential aged care, the proposed renewal will also generate significant economic benefits in a time when growth in local employment opportunities and economic stimulus is required.

7.4 Section D – State and Commonwealth Interests

Q10 – Is there adequate public infrastructure for the Planning Proposal?

The future redevelopment of the site will be serviced by the existing public infrastructure and services including connections to power, telecommunications, water and sewerage.

Q11 – What are the views of State or Commonwealth public authorities consulted in accordance with the Gateway determination?

The views of State and Commonwealth public authorities will be known once consultation has occurred in accordance with the Gateway determination of the Planning Proposal.

8.0 PART 4 – Mapping

As discussed in **Section 6.1**, the Planning Proposal will require an amendment to the following:

- **Land Zoning Map (Sheet LZN_006A)** – amend to rezone the site to R4 High Density Residential;
- **Height of Buildings Map (Sheet HOB_006A)** – amend to include the site as “Area 8”;
- **Floor Space Ratio Map (Sheet FSR_006A)** – amend to include the site as “Area 8”;
- **Landscape Area Map (Sheet LSA_006A)** – amend the landscaped area to 30%; and
- **Additional Permitted Uses Map (Sheet APU_006A)** – amend to permit additional permitted uses on the site and include the site as notation “31”.

The proposed maps are included at **Appendix D**.

9.0 PART 5 – Community Consultation

Community engagement has been undertaken by Left Field Communications and a Strategic Community Engagement Report is included at **Appendix K**.

The community engagement that has been undertaken during the preparation of this Planning Proposal has involved:

- Direct correspondence with key Council stakeholders from Wesley Mission;
- Pre-lodgement meetings held with the project team and Council's strategic planning team;
- Engagement with the wider community through an on-line platform (due to COVID_19 restrictions);
- Advertisement in The Leader;
- Paid two-week Facebook campaign; and
- Printed newsletter and survey distributed to 270 residences allowing those who were not able or willing to participate in the online survey to have their say.

In summary, the results from the community engagement found that:

- All stakeholders support the provision of quality seniors living and aged care in Sylvania;
- Most existing residents moved to the village from within the 10km radius (illustrating the demand for local seniors living and aged care);
- Most stakeholders support the proposal to increase the number of ILUs and RACF beds in principle, however, for some this is dependent on more detailed plans (including density and height);

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- Staff currently enjoy being surrounded by gardens and green space;
- Residents enjoy the sense of community and belonging, location and low maintenance homes;
- Residents are looking for respite care and activities for day visitors, improved security and access as well as more interaction with the wider community, larger more modern accommodation and more places to take friends, family and visitors;
- Residents are concerned about the existing and future car parking provision;
- Staff are looking for more places to take friends or visitors to sit and talk, the provision of gardens, trees and landscaped area and a good café that is also open to people from outside the village; and
- There is a high level of concern among residents about what will happen to them during the redevelopment process, highlighting the need for open and ongoing community engagement.

Extensive community consultation activities will be continued to be carried out following Gateway Determination. Further discussion is provided at **Appendix K**.

10.0 PART 6 – Indicative Project Timeline

Part 6 of the Department's Guide to preparing Planning Proposal's requires the inclusion of a project timeline as a mechanism to monitor the progress of the Planning Proposal through the plan making process. The anticipated timeline for the LEP amendment is provided in **Table 10**.

Table 10 Project Timeline

Action	Timeframe
Lodge Planning Proposal	November 2020
Council Endorse Planning Proposal	February / March 2021
Gateway Determination	April / May 2021
Public Exhibition	June 2021
Final Assessment by Council	July 2021
Plan Making	August-October 2021

11.0 Conclusion

This Planning Proposal has been prepared in accordance with Section 3.33 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) and the relevant guidelines prepared by the NSW Department of Planning Industry and Environment called "A Guide to Preparing Planning Proposals".

The Planning Proposal seeks to:

- **Zone** – rezone the site from R2 Low Density Residential to R4 High Density Residential;
- **Landscaped Area** – amend the current minimum landscaped area development standard from 35% to 30%;
- **Part 6 Local Provisions** – include an additional clause under Part 6 to allow for the appropriate redevelopment of Frank Vickery Village including additional height and FSR in accordance with the relevant provisions and where the development is predominantly seniors housing; and
- **Schedule 1 Additional Permitted Uses** – include Frank Vickery Village on the Additional Permitted Uses Map to allow for development for the purposes of retail premises, recreational facility (indoor) and medical centres.

The proposal will facilitate an improved architecture, urban design and landscape solutions for the site whereby new residents will benefit from additional pedestrian links, open space and community facilities. It will directly provide for the opportunity to renew and redevelop an existing seniors housing facility that has reached the end of its economic life and is required to undergo redevelopment to meet the modern day seniors housing standards and equitable access requirements.

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As demonstrated in the appended technical studies, potential future development on the site can be appropriately accommodated without resulting in adverse impacts on surrounding development. The proposed uplift will not result in adverse view impacts from surrounding public spaces or the public domain, and it will not result in unacceptable impacts to the operation of key intersections or the surrounding road network. Importantly, the Planning Proposal will provide significant public benefits including but not limited to the following:

- Increased provision and a more diverse range of appropriate housing and aged care services at a site located within walking distance to public transport and social infrastructure. The proposal will provide increased opportunities to age in place for existing Sylvania residents, and meet demand generated by a growing and ageing population in the Sutherland Shire LGA;
- The potential to provide a new publicly accessible through site link through from Bellingara Road to the west down to Port Hacking Road to the east. This will provide a safe and direct east / west path of travel from the low density residential development and Sylvania High School to bus stops along Port Hacking Road. Whilst it is expected that this link would be retained in private ownership, it will be designed and treated to read as publicly accessible spaces and appropriately segregated from private residences through landscaping and setbacks. The provision of this through site link will formalise an existing path of travel that is currently used by school students and the surrounding community;
- The potential to include a total GFA of 1,000m² dedicated to retail premises, 3,000m² dedicated to recreational facilities (indoor) and 1,000m² dedicated to a medical services and facilities for use by residents, staff and the local community;
- The potential to increase the provision of outdoor open space to allow residents, staff, visitors and the community to congregate and increase activation in and around the site. This will include a substantial network of pedestrian paths to provide safe access for residents, staff and visitors throughout the site and to provide further connections with the surrounding community; and
- Retention, celebration and improvement of the built form around the heritage cottage, locally known as Bellingara House, as well as protection of key ecological features and the existing mature tree canopy to provide an inviting and relaxing space while retaining local community connections within the site.

The proposed amendments to the planning controls fully realise the strategic merit of the site and enables the establishment of additional seniors housing that is consistent with the sustainability, liveability and productivity goals of the NSW State Government. It seeks to provide a site specific zoning with an appropriate transition in building heights to respond to the site's context and capitalise on its unique strategic merit, and will facilitate a high quality development that benefits residents and the community alike.



This report acknowledges the Dharawal speaking people who are the Traditional Custodians of the land of Sutherland Shire. We pay respect to the Elders past and present of the Dharawal nation and extends that respect to other Aboriginal people visiting the Frank Vickery Village site.



GroupGSA Pty Ltd
Level 7, 80 William St
East Sydney NSW, Australia 2011
T +612 9361 4144
sydney@groupgsa.com

Issue	Title	Date	Prepared	Checked
1	Issue for Peer Review	20/07/20	JD	JK
2	Issue for Pre Lodgement Review	27/07/20	JD	JK/AE
3	Issue for Pre Lodgement Review	3/08/20	JD/JK/JH	JK/AE
4	Issue for Pre Lodgement to Council	3/08/20	JD/JK/JH	JK/AE
5	Issue for Pre Lodgement to Council	7/08/20	JD/JK/JH	JK/AE
6	Issue for Pre Lodgement to Council	10/08/20	JD/JK/JH	JK/AE
7	Issue for Final Review	23/10/20	JK	JK/AE
8	Issue for Final Review	7/11/20	JK/DN	JK/AE
9	Issue for Planning Proposal	17/11/20	JK	JK/AE

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EXECUTIVE SUMMARY

Frank Vickery Village will create a new vibrant community setting a precedent for retirement living development in Sydney.

Overview

The Planning Proposal is prepared on behalf of Wesley Mission to support an retirement living development at Frank Vickery Village located in the Sutherland Shire.

The Frank Vickery Village proposes Independent Living Units (ILU), Residential Aged Care Facility (RACF), Community and Recreation Uses. The proposed development supports the need and demand for retirement living facilities in the south district and Sutherland Shire.

The development will create a new community to live, work and play with high levels of amenity and access setting a precedent for retirement living developments in Sydney.

Frank Vickery Village will reflect the cultural context of the Shire and promote a health and inclusive community.

It will become a destination for a variety of users and demographics including community members, Sylvania school students, staff, visitors and residents - inviting the community onto the site.

The report outlines the background of the site followed by a strategic and local analysis to support an indicative master plan. The Master Plan delivers the vision for the Frank Vickery Village.

The report recommends amendments to the planning framework that will support the renewal of the site and the delivery of a vibrant new community. The recommendations are based on a thorough understanding of the existing conditions, sound urban design and public domain principles and visual impact assessment from the surrounding context.

Background

The current site consists of Frank Vickery ILU Village and Wesley Vickery RACF that are jointly located but operate independently except for sharing some common facilities. The ILU village is part of the recent multi-storey built form that offers the main residential facility amongst other wellbeing amenities. A large part of the site remains under-utilised with old building stock, garages and storage rooms.

The Wesley Sylvania Redevelopment Project aims to renew the site and obtain maximum and highest use to meet the increasing retirement living population, demand and market growth.

The proposed development will be staged to ensure minimum disruption to the existing residents and operational facilities.

The Site

The site is located in 101 Port Hacking Road, Sylvania at Lot 1, DP1025954. It forms a triangular parcel of land with an area of 5.7 hectares bounded by Port Hacking and Bellingara Road. It falls within the Sutherland Shire LGA. It houses a free standing heritage cottage that is listed as a local heritage item in the Sutherland Shire LEP. It has been used as a Lifeline Support Unit and functions to date.

The site vegetation comprises of mature trees, rocky outcrops and ecologically sensitive zones which form prominent features of the site and design response. The topography presents a sloping site with a level difference of 15metres from the west towards Port Hacking on the east.

The Future Village

Wesley Mission intend to master plan and redevelop its Frank Vickery Village at Sylvania to meet the modern needs of current and future residents, while continuing to provide the local and broader community with a range of services. These services include financial guidance, psychiatric support, 24/7 crisis support, family programs and mental health services.

As such, there is the potential for Wesley Mission to now proactively align with the objectives and actions of the metropolitan and local government strategies to remain a sustainable community service and housing provider in the future through the opportunities presented on its Frank Vickery Village site.

Through exploring the potential development uplift to provide for housing growth, diversity and affordability as well as for community services, Wesley Mission not only has the potential to address community needs for housing but to also generate essential revenue to reinvest in their service delivery. Importantly, its existing site has the characteristics and locality attributes to support additional capacity and development uplift, while responding to the demand for social infrastructure and services.

To age in place is the the ability to live in one's own home and community safely, independently, and comfortably, regardless of age, income, or ability level.

When living in an retirement living home, care needs may increase over time. Ageing in place means a resident is not required to move to another facility when their care needs become higher.

Seen as a best practice model, Frank Vickery Village provides this opportunity for its current and future residents and is one of the only Villages in the Sutherland Shire Catchment that does so.

The Master Plan

The Frank Vickery Village encompasses five precincts that are connected and locally embedded. They are defined by distinct characters and places that respond to the context and create a liveable Village.

Garden Gateway: The Garden Gateway is the main entry and arrival experience of the Village. It features the central green space that offers a variety of recreational and social amenities for the site.

Heritage Heart: The Heritage Heart is the central community place. It celebrates and positions the historic building at the centre of an important through site link and meeting place.

Northern Nature: Northern Nature is designed to help residents engage with the outdoors. They have the option to socialise or spend time alone and enjoy the natural qualities of the site. This will encourage activity, mobility, independence and contributing to the community.

Urban Village: The Urban Village is the densest precinct, supported by a number of formal outdoor and organised activities. It leverages the proximity to The Avenue to connect to the rest of the site.

Neighbourhood Connector: The neighbourhood connector is characterised by stepped buildings that sensitively interface the local context and a series of smaller open spaces that provide opportunity to interact or sit and rest.





Pg 6 Frank Vickery Village_Planing Proposal
Wesley Mission



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INTRODUCTION

01

**“
Do all the good you can,
by all the means you can,
in all the ways you can,
in all the places you can,
at all the times you can,
to all the people you can,
as long as ever you can.
”**

The Wesley Mission Vision



PURPOSE OF THIS REPORT

This concept urban design report has been prepared by GroupGSA on behalf of Wesley Mission for Frank Vickery Village at 101 Port Hacking Road Sylvania

The primary purpose of this report is to accompany a Planning Proposal for the subject site. A detailed urban design analysis and indicative concept design has been developed demonstrating the future potential distribution of land uses, massing, building form, and an overall building height and floor space ratio for the site. This has been developed with consideration of adequate building separation, and assessment of solar impacts within the site and neighbouring properties.

To demonstrate that future development on the subject site is feasible, an indicative concept design has been prepared that includes potential basement car parking arrangements, ground level street address, above ground podium including non-residential uses and community benefit, and residential uses above. Similarly, a public domain plan has been developed to demonstrate the place based outcomes articulated in the urban design framework. Considerations of the future internal street network demonstrate the intended village typology.

The indicative concept plan shows one way in which the site could be redeveloped under the controls sought by the Planning Proposal.

The Report Objectives may be summarised as;

- 1

Investigating and understanding the strategic context of Sutherland Shire and Port Hacking Road
- 2

Demonstrating alignment with the strategic planning context, local character and planning controls
- 3

Understand in detail, the features and character of the site, its opportunities and constraints and potential for redevelopment
- 4

Identify appropriate urban design and built form principles that ensure an appropriate contextual fit
- 5

Develop an urban design framework to ensure implementation of key design moves
- 6

Test potential development scenarios against the urban design principles and key moves and identify a preferred option
- 7

Prepare an indicative concept design that demonstrates the development potential of the site and the most appropriate built form and public domain response
- 8

Provide a preferred planning and urban design recommendation that achieves the best outcome for both the site and the community.

WESLEY MISSION

Wesley Mission is a leading not-for-profit seniors housing and residential retirement living provider in Australia and has a long tradition of providing its residents a safe and welcoming community.



Old York Street Methodist Church, 1840. Source: Wesley Mission



Lyceum Theatre. Source: Wesley Mission

History

The first Methodist minister, Reverend Samuel Leigh arrived in Australia in 1815 and held the first church service at the Bowden Cottage in the Rocks, Sydney.

Helping the poor and vulnerable has always been a priority for Wesley Mission and can be traced back to their work in the early 19th century. Programs quickly developed to reach those in Sydney's poorest areas, a timeline of the activity is as follows:

- 1817 - Australia's first Wesleyan chapel opened in Castlereagh, Western Sydney.
- 1819 - a house to accommodate up to 50 poor and unwell people
- 1822 - the running of four Sunday Schools including one that taught 100 convicts to read
- 1866 - continued dedication to the sick and vulnerable with a night refuge for homeless men
- 1890 - Sisters of the People centre opened and workers began helping vulnerable women and children
- 1893 - Waverley House, an accommodation home for children opened in Woolloomooloo
- 1926 - Wesley Mission has grown to 12 chapels in and around Sydney, including the suburbs of Windsor, Liverpool and Parramatta.
- 1928 - the first aged care service, Taylor Village opened in Narrabeen on Sydney's northern beaches.
- 1963 - established the first private Christian psychiatric hospital and the Lifeline telephone counselling services
- 2004 - the Noreen Towers Community opened in Ashcroft for homeless families

Community Services

Today Wesley Mission comprises more than 4,000 volunteers and 2,000 staff and offer services for;

- Families and children
- Teenagers and young adults
- Foster care and adoptions
- Mental health and hospitals
- Disability support
- Seniors and retirement living
- Housing and accommodation
- Home care
- Training and jobs
- Venues and catering
- Worship services

These services encompass all members of the community, from children, youth and families, to older people and carers, to anyone struggling with financial or domestic challenges, homelessness, addiction or mental health issues. Their wide range of mental health services include financial and gambling counselling, family programs, inpatient and day patient treatments, psychiatric support, 24/7 crisis support and suicide prevention services. Their state wide services for parents also include psychosocial support, parenting skills training and practical living skills support to mothers living with a mental health condition who have children under five.



Wesley School for Seniors. Source: Wesley Mission

LIFELINE

One of the key services offered at Frank Vickery Village is the crisis intervention service, Lifeline, which was created in 1963 by Wesley Mission.

The original Lifeline cottage is located on Bellingara Road and still stands on the site today. Its presence represents a considerable potential benefit to celebrating the history, past and present of the Village.

A key component of Wesley Mission and Frank Vickery Village is Lifeline. It offers hope and comfort to thousands in the community who need help and guidance.

Lifeline are a national charity providing all Australians experiencing emotional distress with access to 24-hour crisis support and suicide prevention services. They are committed to empowering Australians to be suicide-safe through connection, compassion and hope.

Lifeline provide opportunities for connection through digital and face to face suicide prevention crisis support services. Their network of 40 centres receive over 1 million contacts a year. In addition to this, their training programs build community skills and educate people to be suicide safe, while their research foundation creates new knowledge as well as engaging in public education, awareness building and advocacy in relation to suicide prevention.

Lifeline answers more than 40,000 calls each year, is owned and operated by Wesley Mission, and is one of 37 centres accredited by Lifeline Australia.



Lifeline Cottage on Bellingara Road. Source: NBRS Architecture

FRANK VICKERY VILLAGE

History

Wesley Mission's Frank Vickery Village originally opened in 1948 and was then known as the 'Sylvania Aged Couples Settlement'. The Village provided self-contained units for couples, with the original concept to assist with the financial needs of the elderly in the community.

The village's namesake, E. Frank Vickery, was the grandson of Ebenezer Vickery, a politician and benefactor of Wesley Mission, at the turn of the twentieth century. E. Frank Vickery went on to further his grandfather's work in providing financial security for Wesley Mission's ministry and philanthropic work.

The original brick orchard cottage which was part of the site during its opening in 1948 and was the birthplace of the Lifeline service, has since been re-modelled as a semi-detached cottage and remains occupied by Liffeline Sydney and Sutherland, providing services to residents and anyone across Australia experiencing a personal crisis.

However, the current housing concept of the village has evolved to provide a mix of Residential Aged Care Facility (RACF) beds and Independent Living Units (ILUs) as well as assistance for those in financial and social need.

The aerial images show an evolution of the site and its built form since 1943.

Frank Vickery Village has not undergone any major redevelopment since 1984 when a building program was approved to take place over a number of stages including Stage One for Bellingara Terraces, Stage Two (Grevillea Court), Stage Three (Garden Court) and Stage Four (Sylvania Terraces). A number of additional units (known as Acacia Court) and a Village auditorium was approved in 2000.

Structures on the site have been built up over a long period of time dating back to 1930. Much of the development of the site began in the 1960s, and focused on the northern half of the site to begin with. Development extended to the southern half of the site between the 1980s and early 1990s. The current form of the site was effectively established by 2001, with the newest parts of the site being the Auditorium and the north western quadrant of the Frank Vickery Village ILU complex.

GROUP 5A

1943



1955



1961



1970



1978



1984



1994



2001



THE MODEL - AGING IN PLACE

The Future Village

Wesley Mission intend to master plan and redevelop its Frank Vickery Village at Sylvania to meet the modern needs of current and future residents, while continuing to provide the local and broader community with a range of services. These services include financial guidance, psychiatric support, 24/7 crisis support, family programs and mental health services.

As such, there is the potential for Wesley Mission to now proactively align with the objectives and actions of the metropolitan and local government strategies to remain a sustainable community service and housing provider in the future through the opportunities presented on its Frank Vickery Village site.

Through exploring the potential development uplift to provide for housing growth, diversity and affordability as well as for community services, Wesley Mission not only has the potential to address community needs for housing but to also generate essential revenue to reinvest in their service delivery. Importantly, its existing site has the characteristics and locality attributes to support additional capacity and development uplift, while responding to the demand for social infrastructure and services.

Wesley Mission provides a critical outreach and support role for members of the community facing disadvantage, including physical and mental health as well as providing welcoming and comfortable villages for seniors. Like other not-for-profit organisations, financial sustainability is key to enabling the ongoing delivery and growth of its services to meet the needs of a growing and ageing population. And, like other organisations, existing sites are key to this, they have the site characteristics to provide a critical base for ongoing service delivery as well as the potential for funding and revenue generation to invest back into that service delivery. This is crucial for the Frank Vickery Village where the site has not undergone any recent development and needs an upgrade to enhance the facilities for existing residents and cater for new residents, as a result of population growth and demographic changes.

To age in place is the ability to live in one's own home and community safely, independently, and comfortably, regardless of age, income, or ability level.

When living in a retirement living, care needs may increase over time. Ageing in place means a resident is not required to move to another facility when their care needs become higher.

Seen as a best practice model, Frank Vickery Village provides this opportunity for its current and future residents and is one of the only Villages in the Sutherland Shire Catchment that does so.

The following pages articulate this need, and identify the reasons why the Sutherland Shire, and the Frank Vickery site are ideal for a new development that offer the potential to age in place.

Beyond a best practice age in place model, the future Frank Vickery Village will also be a generationally inclusive development for the community. This presents opportunities to learn, approach and often bring very different and valuable perspectives and insights for all age groups.

Proximity to the adjacent high school and the potential child care located on site provide opportunities to encourage intergenerational socialisation for shared activities including, reading, gardening, plant propagation, cooking classes, nature walks that educate about the local environment and community.

In chapter 3, the different destinations, places and networks that can be experienced by a variety of community members and stakeholders is explained in more detail.



DEMOGRAPHICS AND DEMAND FOR RETIREMENT LIVING

The Sutherland Shire Local Government Area has the fifth largest ageing population in New South Wales.

At a metropolitan scale, the most significant ageing populations are located in the northern areas of Sydney; Hunters Hill, Mosman and Ku-ring-gai. This demonstrates the need for an increased in aged care services in the South District, and in Sutherland Shire in particular.

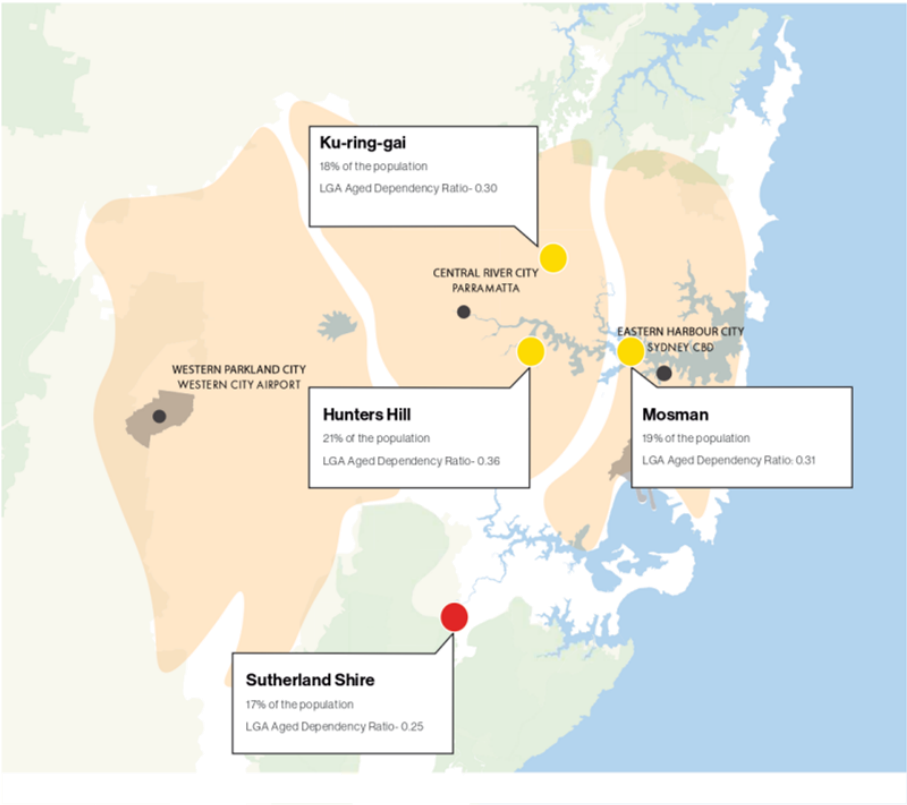
The adjacent map shows the highest concentrations of aged people at a Metropolitan Scale. The forecast in people over the age of 65 is predicted to increase in the next 15 years by 45%, demonstrating the need for supply in retirement living accommodation to meet the demand.

The information is sourced from Census data at two geographic scales used by the ABS, the Statistical Area (a small area with about 400 people living there) and Local Government Area (LGA) which show Council boundaries. The data is then measured using the aged dependency ratio - this compares the number of people aged 65+ years to the population aged 15-65 years in every area.

High growth forecast in the aged population:



Source: Market Assessment, Marketability



SUPPLY AND DEMAND ASSESSMENT

Wesley Mission engaged Marketability to undertake a Supply and Demand Assessment.

The study further reinforces the growing ageing population, the need for retirement living services, and demonstrates few competitors for an integrated village in the Sutherland Shire.

Frank Vickery Village has the capacity and capability to provide a seniors living development to offer an adaptable independent living accommodation as well as both home care and retirement living services to residents.

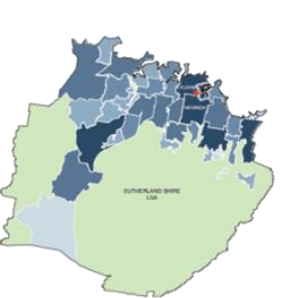
A spatial distribution of the demand and supply in the Sutherland Shire is indicated on the adjacent maps. All information has been taken from the Marketability Supply and Demand Assessment, October 2019.

Population over 65

Sylvania has one of the highest ageing populations within Sutherland Shire showing a high demand for retirement living.

The market assessment shows that the older people mostly relocate within the local areas they live in and emphasise the desire to age in place.

Wesley Mission has one of the largest development sites in the locality presenting a significant development potential to support the projected retirement living population growth and market demand.



Source: Marketability

Frank Vickery Village Waiting List

The mapping shows a list of current and wait list for the Frank Vickery ILUs- approximately 40% of which come from within Sutherland Shire.

The below map is an approximate representation of the postcode and not actual locations. It again demonstrates the migration pattern of older people within the Sutherland Shire LGA.



Integrated Model Competitors

Based on our analysis, the below map shows other integrated models within Sutherland Shire. The desire to age in place will not be met with the current supply, and demonstrates the need for redevelopment of Frank Vickery Village.

The study highlights all the existing and proposed ILUs within the LGA and identifies a future shortage. This indicates that the confirmed pipeline is not sufficient to meet market demand due to the strong ageing population growth within the LGA.



ECONOMIC IMPACT ASSESSMENT

To support this planning proposal application, Ethos Urban have provided an Economic Impact Assessment of the proposed redevelopment. The assessment includes the supply and demand for both independent retirement living and residential aged care. In addition, it considers the economic benefits of the proposal in terms of investment, employment and strategic land use.

The key findings arising from the research and analysis presented in the report include the following:

Suitability of the site for retirement living and aged care

The site is well suited to a significant integrated senior living development having regard to the variety of locational factors. These include proximity to retail and town centre services; availability of health, recreation and leisure facilities; access to public transport; the natural features of the locality; and proximity to families and friends.

The fact that there is an existing village at the subject site which has been operational since 1948, and has been close to full occupancy over this period indicates strong demand to retire within the local area.

Significant growth in the older population

Significant growth in the older population will drive demand for independent retirement living and aged care. Currently, approximately 40,910 persons aged 65 years or older reside in Sutherland Shire, with this figure forecast to increase to approximately 58,140 persons over the next 16 years to 2036. This represents an average annual growth of 1,080 persons at an average of 2.2% per annum, well above the projected growth rate for the entire population of 0.5% per annum.

Over the 16-year period, the population aged 65 years and over is forecast to increase by a total of approximately 17,230 persons, accounting for 84% of total population growth of +20,540 persons.

Demographic characteristics support retirement living

The site is situated within an area which contains a demographic profile particularly suited to retirement living. For example, a very high proportion (86%) of older residents were born in regions where there is a high propensity to live in retirement village accommodation such as North-west Europe and Oceania (including Australian-born). The average for Greater Sydney is 66%.

Existing market penetration of retirement villages

An estimated 5.0% of persons aged 65 years or over in Sutherland Shire currently live in retirement village accommodation, which is slightly below the national average of approximately 6%. As indicated earlier, the demographic profile of the study area is conducive to a high market penetration and potential exists for the Sutherland Shire to accommodate a higher market penetration rate in the future.

Retirement living supply in Sutherland Shire

Eighteen retirement villages are located in Sutherland Shire providing a total of approximately 1,450 ILUs. The majority (89%) are operated by not-for-profit organisations and with only two villages being resident funded.

Frank Vickery Village is currently the second largest village in Sutherland Shire with 202 ILUs behind on the recently expanded Anglicare Wooloware Shores village in Sutherland which has 410 ILUs. The proposed renewal of Frank Vickery Village to 529 ILUs will make it the largest retirement village in Sutherland Shire. Hammond Grove is the closest village and located to the south-west of the subject site on Bellingara Road and comprises 123 ILUs along with aged care facilities. This retirement village been undergoing redevelopment in recent years, and provides a local example of high-density retirement living units.

Forecast demand for retirement living

Sufficient demand exists to accommodate an expansion of independent retirement living at Frank Vickery Village comprising an additional 317 ILUs.

Assuming this market penetration remains constant, demand for an additional +440 ILUs are forecast for the period up to 2031. This is driven by the aging population in Sutherland Shire, as the number of residents aged 65 years and over increases by more than 12,600 persons over this period.

However, in view of the potential for an increase in the market penetration, a higher level of demand is considered likely. Assuming the market penetration increases to 6%, this would result in demand for an additional +840 ILUs over the 2020 to 2031 period.

Forecast residential aged care demand and supply

The current provision of residential aged care beds of 92 beds per 1,000 residents aged 70 years or over is above national planning benchmark of 78 beds per 1,000 residents aged 70 years or over. However, significant growth in the older age cohort of 70 plus years is forecast over the coming decades which will contribute to the need for additional residential aged care beds.

The population in Sutherland Shire aged 70 years or over is forecast to increase from 29,300 persons in 2020 to approximately 40,460 persons in 2031, representing growth of +11,660 persons. Assuming the national planning benchmark of 78 residential aged care beds remains, demand for a total of 3,160 aged care beds in the study area will eventuate by 2031.

Having regard for the potential future pipeline of 198 aged care beds, including the proposed 57 bed expansion of Frank Vickery Village, there will still be demand for an additional 270 beds in 2031 over and above the planned pipeline. On this basis, sufficient demand for the proposed expansion of residential aged care at Frank Vickery Village exists.

On the basis of the above excerpt from the report, sufficient demand for the proposed expansion of independent retirement living and residential aged care at Frank Vickery Village exists. Indeed, it is likely the study area will require additional retirement villages and RACFs in order to meet forecast demand.



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**STRATEGIC
CONTEXT**

02

METROPOLITAN PLANNING CONTEXT

Greater Sydney Regional Plan - A Metropolis of Three Cities (March 2018)

The site is located in the Sutherland Shire LGA towards the southern periphery of Greater Sydney. It sits within the South District. The Plan identifies Sutherland Shire as a strategic centre that is home to environmental and infrastructure of regional significance.

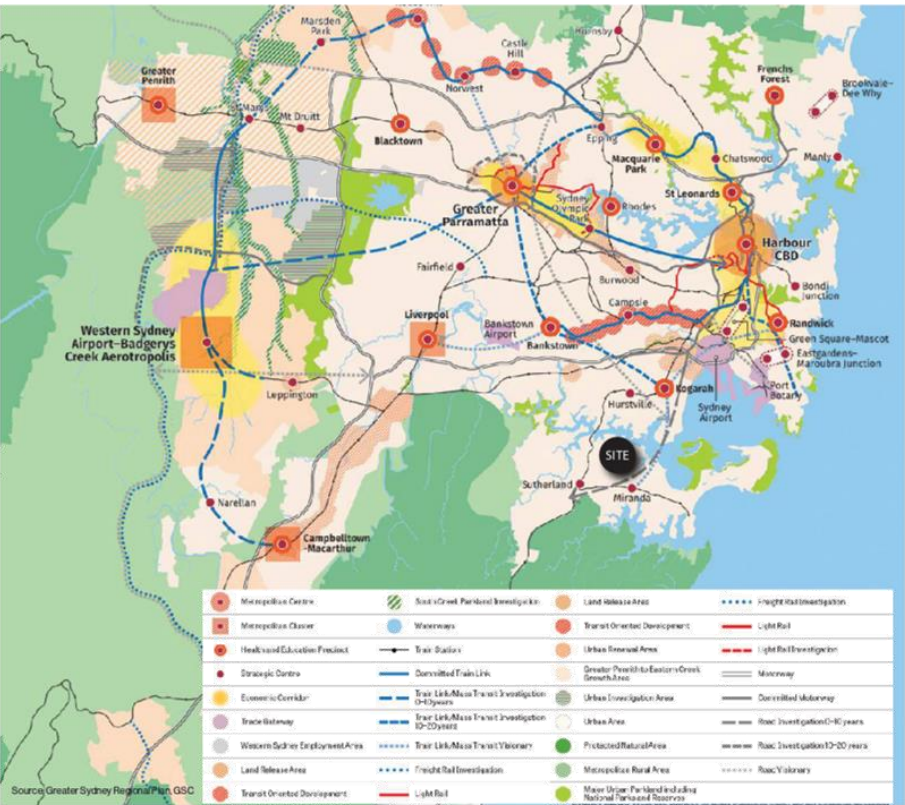
The Greater Sydney Region Plan: A Metropolis of Three Cities is a 40-year vision for Sydney that is framed around three liveable cities – the Western Parkland City, the Central River City, and the Eastern Harbour City. Within these cities, the Plan envisions the majority of people living within 30 minutes of their jobs, education / health facilities, services and great places.

It incorporates a 20-year plan to manage the development of the Greater Sydney region, setting out 'Ten Directions' that collectively form a framework for liveability, productivity and sustainability that underpins the growth of Sydney. They are:

- A city supported by infrastructure, including transport infrastructure that enables access to a metropolitan centre / cluster within 30 minutes.
- A collaborative city, where growth is delivered through collaboration between government, community and business.

- A city for people, that celebrates diversity and is driven by people-centric planning.
- Housing the city, by expanding supply, choice and affordability.
- A city of great places, designed for people, with improved access to open space, and conserves / enhances environmental heritage.
- A well-connected city, more accessible and walkable.
- Jobs and skills for the city, to create a stronger economy.
- A city in its landscape, that values green space and protects landscape.
- An efficient city, that is sustainable and re-uses energy, water and waste.
- A resilient city, that can adapt to a world of climate change and manages exposure to natural and urban hazards.

Frank Vickery Village is located in the south district. It responds to 30 minute city established by the Greater Sydney Commission and can leverage its environmental assets and proximity to infrastructure as potential opportunities to explore in the master plan.



South District Plan

The Plan recognises Sutherland Shire will experience a 50% increase in the 65-84 age group population and the need for aged care housing and services to meet the expected increase in demand.

The South District Plan is a guide for implementing the Greater Sydney Region Plan, A Metropolis of Three Cities, at a district level and sits between regional and local planning. It covers areas of Canterbury-Bankstown, Georges River and Sutherland Shire. The South District Plan is a 20-year plan that outlines growth across economic, social and environmental matters to achieve a 40-year vision for Greater Sydney.

The Plan identifies Sutherland and Miranda as strategic centres and places focus on the housing and economy in these centres. It recognises the need to provide services and social infrastructure to meet people's changing needs. An overall 20 percent of the District's population is expected to be aged 65 or over by 2036.

More diverse housing types and walkable neighbourhoods are identified as opportunities for older people to continue living in their community, where being close to family, friends and established health and support networks improves people's wellbeing.

- In addition to the demographic projection and housing needs, the plan also highlights Planning Priorities across the following areas:
- Infrastructure and Collaboration- A city supported by infrastructure, A collaborative city
 - Liveability- A city for people, Housing the city, A city of great places
 - Productivity- Jobs and skills for the city, A well-connected city
 - Sustainability- A city in its landscape, An efficient city, A resilient city

Frank Vickery Village has the potential to respond to the need for diverse, best practice retirement living in a walkable neighbourhood. The redevelopment of the Village will allow the significant growing aged population in Sutherland Shire to age in place.

'The Plan recognises Sutherland Shire will experience a 50% increase in it's aging population and the need for aged care housing and services to meet this expected increase in demand'



STATE POLICY CONTEXT

The site is subject to a number of state policies and guidelines that have informed the master plan.

We have distilled the key information that has informed our master plan structure throughout the design process.



SEPP Seniors

This Environmental Planning Instrument will assist the design to be centred around the needs of the Frank Vickery residents providing high-quality services whilst maintaining the character and feel of the neighbourhood.

The SEPP encourages housing and residential care facilities to meet the needs of seniors or people with a disability. This will be achieved by setting out site and context responsive design principles and ensuring maximum support services. The SEPP can override any local planning controls that prevents the development of seniors housing.

The policy can be used to create housing for:

- Young people with a disability
- Healthy active seniors
- People requiring a little or a lot of help with their care



NSW Ageing Strategy

The Strategy will inform the design objectives of the proposal to ensure a healthy, active and connected community for older people.

The NSW Ageing Strategy 2016-2020 outlines strategies and priority areas for responding to the opportunities and challenges of the older population. It includes ongoing research on ageing and other case studies to ensure the priorities broadly represent the wider population of NSW including:

- Health and wellbeing
- Working and retiring
- Housing choices
- Getting around
- Inclusive communities



Better Placed

The Better Placed Principles will guide our approach to contribute meaningfully to the public vitality, local community and the broader Sutherland Shire area.

Better Placed is a state mandated document that sets a clear approach to ensure good design across architecture, public places and environments. It articulates seven principles as a means to value and improve our built environment and public domain. They are:

- Better fit - contextual, local and of its place
- Better performance - sustainable, adaptable and durable
- Better community - inclusive, connected, diverse
- Better for people - safe, comfortable and liveable
- Better working - functional, efficient and fit for purpose
- Better Value creating and value adding
- Better Look and feel engaging inviting and attractive

LOCAL STRATEGIC PLANNING STATEMENT

Local Strategic Planning Statement (LSPS)

The proposal will respond to the LSPS through the provision of a high-quality aged care facility with a significant public benefit, open space provisions and a communal hub that will cater to the growing community needs.

The LSPS for Sutherland Shire provides an analysis of the area and describes the land use vision, planning principles and decisions for the next 20 years. It identifies priorities to deliver specific deliver specific land use outcomes for infrastructure, housing, town centres, employment, transport, recreation and the environment. It will also consider how the planning framework including Local Environmental Plan (LEP) and Development Control Plan (DCP) may need to change over time.

The LSPS identifies Sutherland as a vibrant strategic centre with a diverse range of employment and leisure opportunities. Sutherland centre plays an important civic and administrative role. It offers a variety of education, community and recreational services and is considered busiest transport hub.

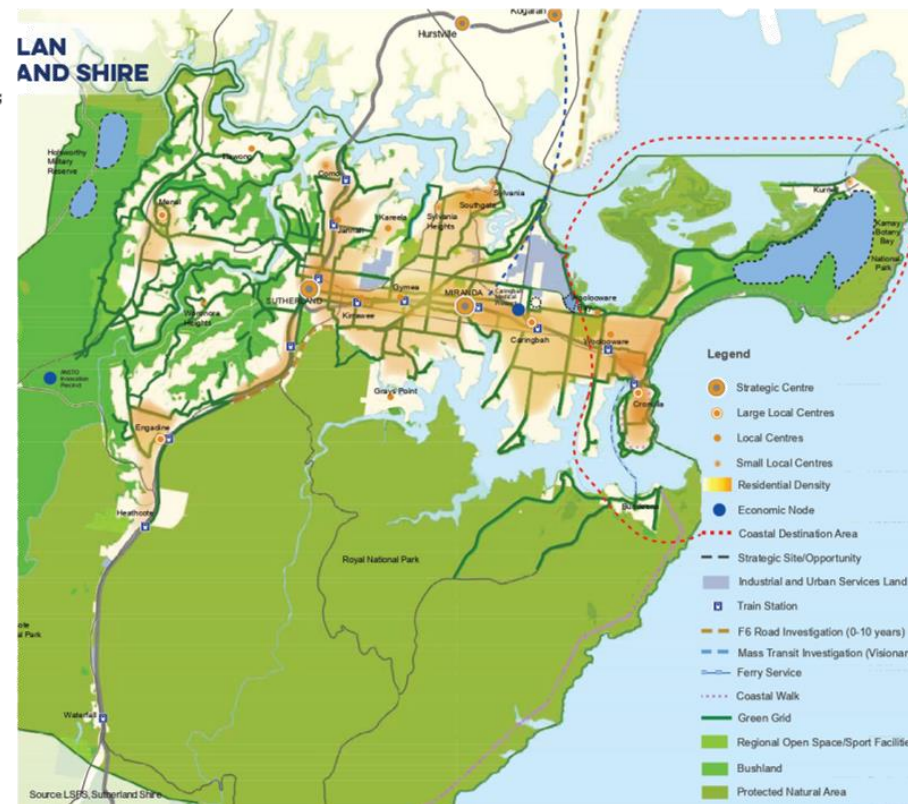
Despite these strengths, the Sutherland centre functions as a lower-order centre.

In the past decade, the Council has invested in strategies to improve the residential and commercial amenity of the centre. Council has committed to developing Sutherland as a high-density, mixed-use centre that offers high amenities.

The LSPS also advocates for open space opportunities and community connections by providing a range of open spaces and community activities to bring people together.

In 2019, Ethos Urban made a submission to Council on the draft LSPS on behalf of Wesley Mission. Council. The submission was favourably received, an excerpt below;

'The Wesley Missions land holding is well suited to supporting Planning Priority 7 and 8. The submission highlights the suitability of the site for increased density. It is recommended that this be explored further in collaboration with the landowner as part of the preparation of the Housing Strategy'



LOCAL POLICY CONTEXT

The site is subject to a number of state policies and guidelines that have informed the master plan response.

The adjacent policies emphasize the need for increased housing for an ageing population, and how to contribute to their ability to age well in Sutherland Shire.



Housing Strategy

The Housing Strategy is intended to create the framework that will deliver housing to meet the needs of today's community and the needs of future generations.

Council's goal is to ensure that there is a sufficient supply of housing over time so that residents will have comfortable and lively neighbourhoods with good access to jobs, shops, public transport, health facilities, community centres, and open space.

Objective 1: to meet the needs of the current and future ageing population

In common with many communities across Australia, Sutherland's population comprises an increasing proportion of older people who are retired or approaching retirement. The number of mature family households, empty-nesters looking to relocate and older people living alone will continue to grow.

The proportion of residents aged over 65 years was 14.9% of the population in 2011. Population estimates indicate that this proportion will increase to 20% by 2031. Many older people only need occasional support services as they age and prefer to live independently in their existing communities. Many wish to downsize to smaller, more accessible and easier to maintain dwellings, particularly if they are close to public transport, shops and services. This choice is sensible because it allows older people to remain independent longer. Smaller dwellings in existing centres can provide housing for older people and encourage the continued interaction and participation of older people in the broader community.

Objective 2: To Deliver Council's Ageing Strategy

Council's Ageing Strategy expresses Council's undertaking to meet the needs of the ageing population. The Ageing Strategy was developed with input from key stakeholders from a wide range of services associated with older people. Local residents also played a role in its development. Appropriate housing was found to be a crucial need of the ageing population.

The actions adopted in the Ageing strategy are to:

- Increase housing by increasing permissible building heights and densities in centres with good proximity to transport, shopping and facilities,
- Increase aged housing by increasing permissible building heights and densities for aged persons housing in centres with good proximity to transport, shopping and facilities,

Objectives 1 and 2 of the strategy directly respond to Frank Vickery Village and its desire to increase the number of dwellings across the site.

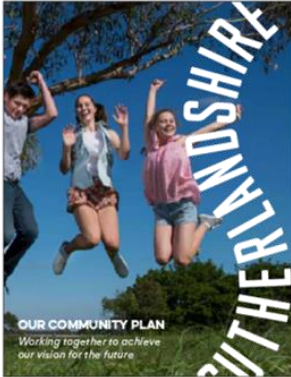


Ageing Strategy

The strategy highlights increase aged housing by increasing permissible building heights and densities for aged persons housing in centres with good proximity to transport, shopping and facilities.

Council has developed this Ageing Strategy so that we know what we need to do now to prepare for an ageing population in 2030. The idea is to highlight what we need to change and start doing or doing differently. The three main focus areas are on what council will do, what we can do as individuals, and to a lesser extent, what we expect other organisations in the community to do. It is well known that there are a number of factors that make an important contribution to enable the community to age well.

Council already provides many services for our older residents, and we need to make sure that we are 'age proofing' our services so that older people can continue to use these services for as long as possible. From a community perspective, we need a willingness to tackle stereotypes and myths that stop older people from being fully engaged in the community.



Community Strategic Plan

The current and future demographic projection shows a significant increase in the ageing population implying the need for increased and improved seniors housing in the Sutherland Shire.

The Community Strategic Plan is a reflection of the community's aspirations and long-term vision for Sutherland Shire. It dictates short-term planning actions and is a collaboration outcome across the 3 tiers of government, local stakeholders and the community of Sutherland Shire.

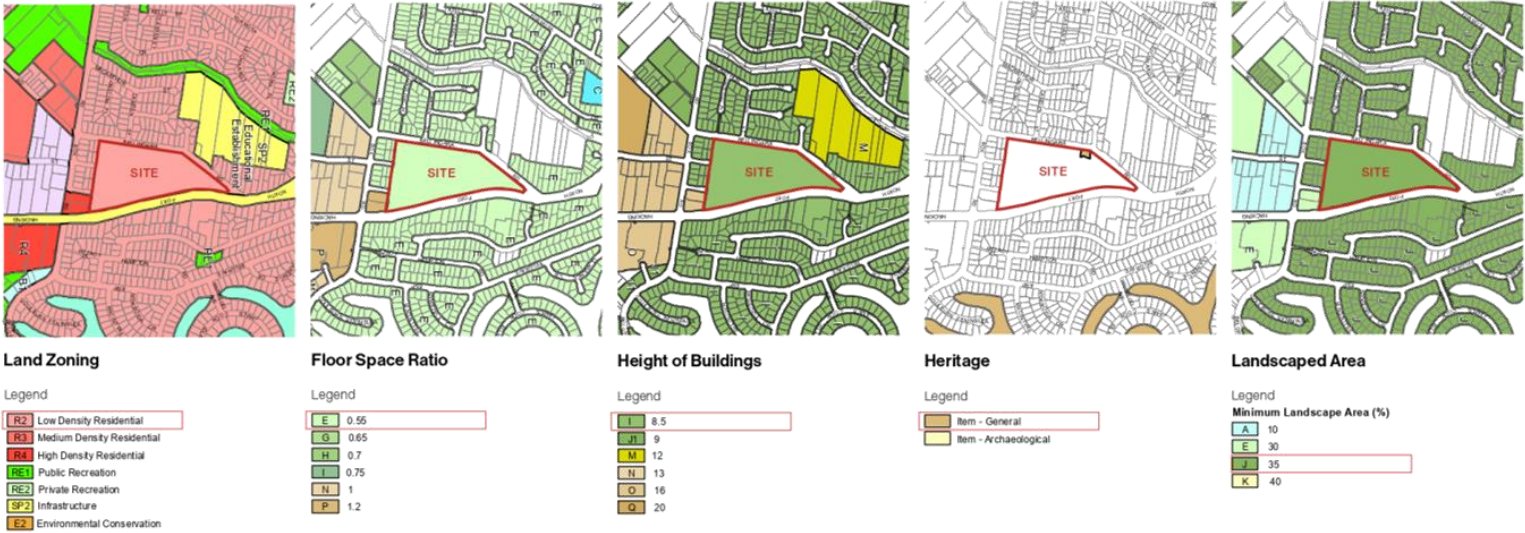
The Plan outlines a set of principles, values and outcomes to assess the effectiveness of the Plan and to guide the ongoing decision-making for the future.

The identified values address and strengthen the local lifestyle, environment and culture aiming to build prosperous communities.

LOCAL ENVIRONMENT PLAN

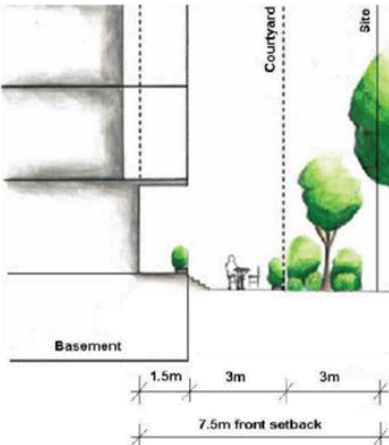
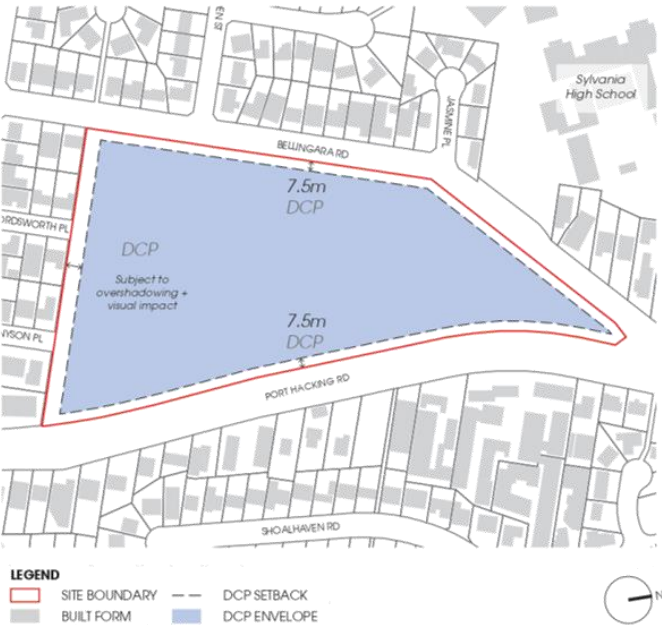
Sutherland Shire LEP Controls (2015)

The Local Environment Plan controls that pertain to the site are shown below;

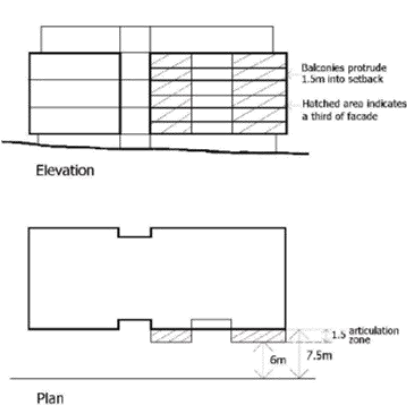


DEVELOPMENT CONTROL PLAN

Sutherland Shire DCP Controls (2015)
Residential Flat Buildings in R4 Zone



DCP Section through front setback



DCP Plan showing facade articulation zone



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**CONTEXT
AND SITE
ANALYSIS**

03

SITE LOCATION

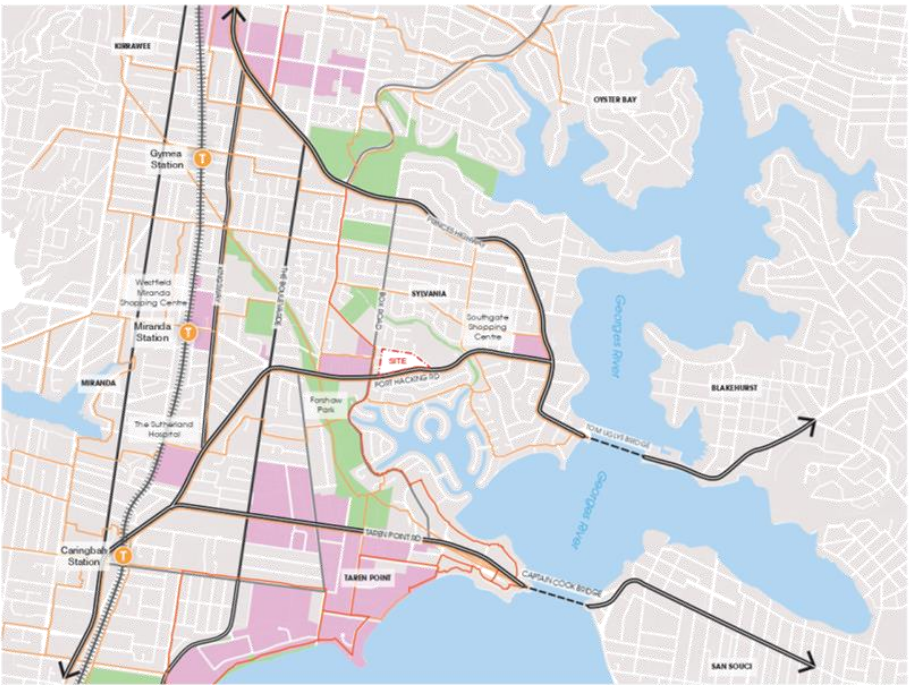
The site is located on one of the three main arterials in Sutherland Shire. Each arterial is defined by local centres and large land parcels.

Frank Vickery Village presents a unique opportunity to redevelop a large parcel of land along a significant road corridor. It is centrally located, close to transport and amenities and has the potential to address the shortfall in retirement living housing in the South District.

The adjacent diagram highlights the major arterial roads within the Shire - Princes Highway, Port Hacking and Taren Point Road that are largely defined by local centres, special uses and larger lots.

The site is strategically located along Port Hacking Road, one of the major arterials that connects the site to the broader Sutherland area.

The site is one of the largest lots presenting significant opportunity for future development.



LEGEND

SITE BOUNDARY

LOTS

OPEN SPACE

WATER BODY

ARTERIAL ROAD

SUB-ARTERIAL ROAD

COLLECTOR ROAD

RAILWAY LINE

EXISTING BICYCLE NETWORK (DCP 2015)

PROPOSED BICYCLE NETWORK (DCP 2015)

EMPLOYMENT/ RETAIL USES



LOCAL CONTEXT

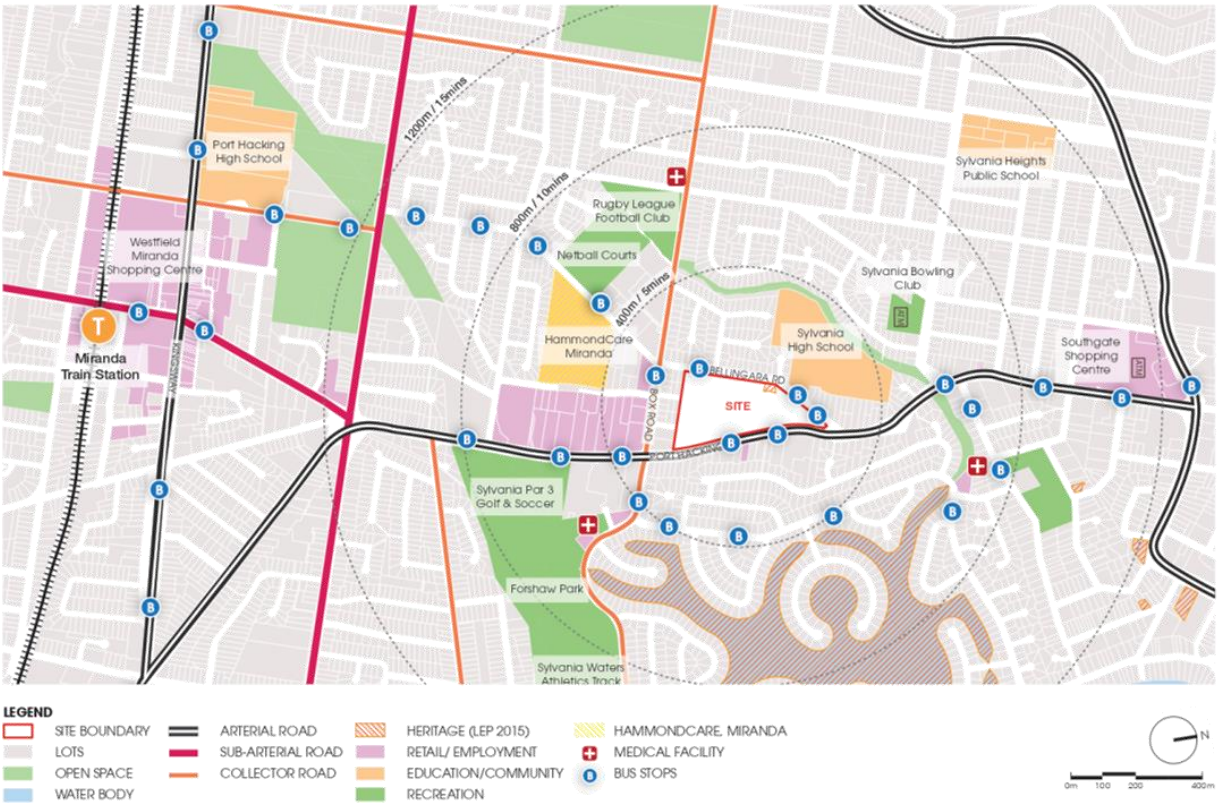
The surrounding context is characterised predominantly by residential along with some schools, public recreation, retail and employment uses.

Sylvania High School is located immediately to the north-west and is connected to the site by a pedestrian crossing along Belingara Road. The nearest major shopping centre is the Southgate Shopping Centre located approximately within a 15 minute walking distance to the north.

A number of bus stops are located on the periphery of the site making it easily accessible. The nearest medical practitioners and ATMs are located between a 400m and 800m catchment radius of the site.

To the east is Sylvania Waters which has been classified as a heritage item under the Sutherland Shire LEP 2015. Low density residential developments lie between the site and the water allowing potential foreshore views from the site.

The HammondCare at Miranda is the only other retirement living facility within a 10 minute walking catchment. Their services include residential care, independent living and sub-acute hospitals specialising in dementia care, palliative care and rehabilitation. The site area is approximately 50,000sqm which is approximately 7,000sqm smaller than the Frank Vickery site area.



PORT HACKING ROAD CORRIDOR

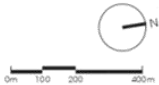
The site sits centrally between the two major local centres. Being one of the largest lots amongst a fine-grain fabric, it has the potential to accommodate higher density and act as a central community place to the surrounding areas.

To the south is Miranda Station, local and community centre which features built form up to 8 storeys. To the north is the South Gate Shopping Centre which is considered as an established sub regional centre anchored by major retail stores.

Port Hacking Road acts as a spine to a mix of retail uses and taller developments within the local context positioning the site to support increased residential amenity.



LEGEND			
SITE BOUNDARY	ARTERIAL ROAD	RETAIL/ EMPLOYMENT	5 STOREYS
LOTS	SUB-ARTERIAL ROAD	EDUCATION/COMMUNITY	6 STOREYS
OPEN SPACE	RAILWAY LINE	3 STOREYS	7 STOREYS
WATER		4 STOREYS	8 STOREYS



LOCAL PRECEDENT

HammondCare

The HammondCare development is the closest modern independent living and retirement living facility setting local precedence for the proposed built form scale and heights along Bellingara Road.

The facility houses RACF, ILUs, community and ancillary uses developed across multiple stages. The residential buildings are 5-storeys in height with an integrated basement car park with designated community hubs. The site also comprises internal access driveways, landscaping of a village green, internal pool and lawn bowls for the residents.

Key Characteristics



Site Area
The site area is approximately 50,000sqm which is approximately 7,000sqm smaller than the Frank Vickery site area.



Setbacks
The setbacks are approximately 8metres along Bellingara, and 5-10metres along the southern residential interface.



Building Heights
The built form features up to 5 storey developments and along Bellingara Road, and 6 storeys on the interior of the site.



Landscape Character
The site has mature trees particularly along the peripheries and Bellingara Road, similar to the Frank Vickery site.



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THE SITE

Located in Sutherland Shire and owned by the Wesley Mission, the site is home to Frank Vickery Village, an retirement living facility housing a retirement village, ILU's, affordable housing and a heritage cottage.

The site is located in Sylvania at the junction of Bellingara Road and Port Hacking Road with a site area of 57,000 sqm. It falls within the Sutherland Shire LGA.

It has a range of community and recreational facilities catering to over 200 residents. One of the first impression of the site includes the dense vegetation, steep topography and rocky outcrops particularly in the northern part of the site.

5.7
hectares
SITE AREA

35%
landscaped area

R2
LAND ZONING

0.55:1
FSR

8.5m
HEIGHT



Southgate Shopping Centre
in walking distance

13 Mins



101 Port Hacking Rd, Sylvania

10 Mins

Forshaw Park



in walking distance

SITE
PHOTOGRAPHS



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SITE ANALYSIS

Road Hierarchy

Defined by an arterial road (Port Hacking Road) and a local street (Bellingara Road), the site is an easily accessible destination.

Port Hacking Road is an arterial road with high traffic volumes throughout the day. Bellingara Road is a local street linking the site to the surrounding suburbs and other major roads including Box Road and Port Hacking Road.

The site is served by 3 bus routes, that offer an excellent range of transport options for staff and visitors:

- Route 971 - Cronulla to Miranda, Hurstville via Port Hacking Road
- Route 972 - Miranda to Southgate via Sylvania Waters
- Route 958 - Hurstville to Rockdale Plaza via Carrs Park, Kogarah Bay & Kogarah

Overall the sites proximity to major road networks and bus stops with further connections to Miranda Train Station offer staff and visitors a variety of transport options. The best way to access and exit the site given the different road hierarchies will be a design consideration for the future master plan to ensure an improved threshold condition.

Access + Circulation

The site provides access and circulation from both Bellingara and Port Hacking Roads.

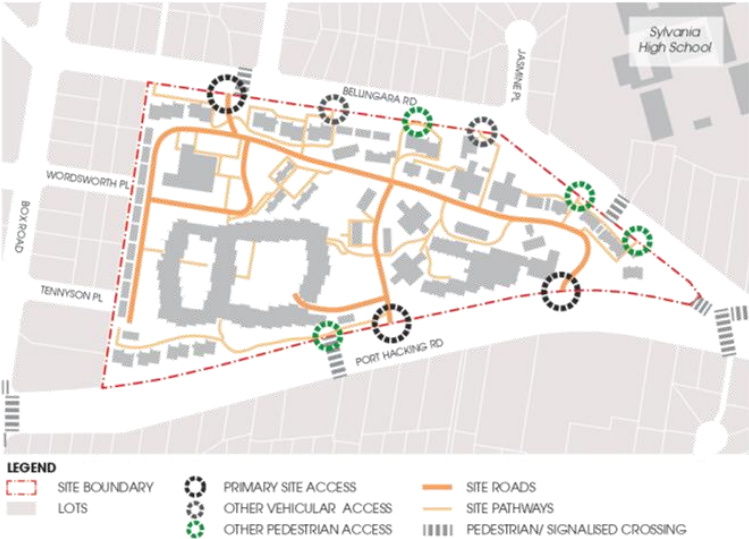
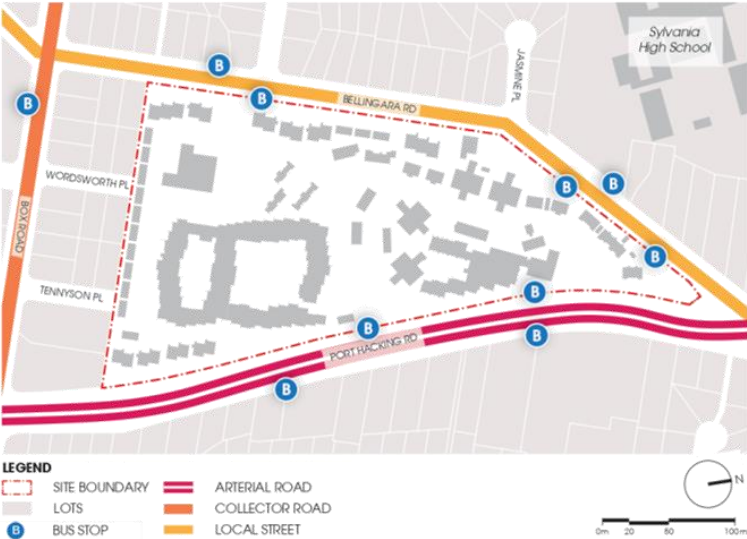
The main entry to the village for vehicles is currently via Bellingara Road. It is well marked but lacks a significant sense of arrival from the adjacent community. The Port Hacking Road exit is not well presented in terms of wayfinding and is steep for pedestrians with no clear footpaths.

The circulation pattern within the site is characterised by an existing North-South spine which acts as the primary road with two East-West connections

branching off the spine and connecting to both Bellingara Road and Port Hacking Road.

In terms of walkability the site lacks well-defined footpaths and high-quality pedestrian zones. There are numerous informal, minor pedestrian access points into the site (particularly along Bellingara Road). These contribute to an ambiguous definition between private space and the public domain.

Servicing and access can also be improved in the future master plan by utilising the varied adjacent road network to ensure that entry and exits are safe and appropriately managed for pedestrians. Clear paths of movement for pedestrians and vehicles will be a design consideration to improve amenity for residents, staff and visitors.



Built Form

The existing built form and immediate context is generally low-rise featuring 1-2 storey structures with the exception of the ILU's at 4 storeys.

The dispersed arrangement of the buildings, and poorly defined interfaces to Port Hacking Road and Bellingara Road results in an under-utilisation of the available land. The site is longer in the north-south direction relative to the east-west direction, creating opportunities for east-west solar access to future built form.

Structures on the site have been built up over a long period of time (dating back to at least 1930). Much of

the development of the site began in the 1960s, and focused on the northern half of the site to begin with. Development extended to the southern half of the site between the 1980's and early 1990's.

The current form of the site was effectively established by 2001, with the newest parts of the site being the Auditorium and the north western quadrant of the ILU.

The dispersed built form on site is an indication of the current village being under-utilised and having potential for increased density. Transition to adjacent residential and consideration of bulk and massing will need to be considered to ameliorate impact, especially along the Southern Boundary.



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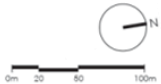
Site Easements

The site has a number of easements that run in an east-west direction. There is also an existing substation in the centre of the site.

Future master plan options will need to consider services and easements and require coordination with relevant consultants. This will also need to be considered for master plan staging to ensure access to services throughout.

The site consists of the following easements:

- A 2 metre wide easement for electricity purposes running east to west in the centre of the site along with a substation
- A 1.83m wide easement for drainage purposes bordering the southern boundary of the site.



SITE ANALYSIS

Vegetation + Flora

Vegetation occurring on site comprises of mature trees and rocky outcrops which are visible landscape features particularly to the north and along the periphery.

Ecological Assessment by Narla Environmental highlights the extent of remnant Coastal Enriched Sandstone Dry Forest (CESDF). The vegetation mapped as CESDF is identified as existing in two different states relative to the vegetation condition.

In certain locations, the landscape buffer to Bellingara Road and Port Hacking Road are augmented by garden plantings, introducing additional visual interest to the streetscapes. Other vegetation communities on site include weeds, native and exotic plants.

The vegetation and flora on the site is a key characteristic of its identity within the Sylvania context. The established trees and rocky outcrop can be integrated into the master plan to maintain the sites character and history.

Topography + Views

The site features steep topography sloping from the west to the east towards Port Hacking with a level difference of approximately 15 metres.

The high points along Bellingara Road could potentially facilitate views and towards the Georges River on the east and distant

A local ridge-line runs north-south just west of Bellingara Road. As a result, many of the residential properties along Bellingara Road opposite the site are somewhat elevated above the street.

The sites topography can be utilised to distribute density within the proposed master plan. Pedestrian amenity in some areas will need consideration due to its use as an facility and need for ramping. Servicing and access will also require coordination with traffic consultants.



Heritage

The existing heritage cottage dates back to 1930 and is where the Lifeline service originated providing a range of services for the local community.

A cottage along the western periphery of the site is classified as a local Heritage Item under the Sutherland Shire LEP 2015. The cottage is a one storey brick structure located at a high point within the site. The adjacent diagram also highlights other old structures on site that appear in aerial imagery from 1955, 1961 and 1970.

The Lifeline Cottage is an important feature of the sites history and also a part of the Wesley Mission heritage. Retaining the cottage offers the potential to create a destination in the future master plan to accentuate this.



GROUPSA

All maps have been sourced from SSO Maps

OPPORTUNITIES

Based on the site analysis and an understanding of the local context, the site presents a number of opportunities for the design response to the site;

Existing features

The site presents a number of built and natural features that are entwined with its local identity and history. Retaining some of these provides the opportunity to build on and transform the future village in the following ways:

- The presence of the heritage cottage on the site is intrinsic to its identity and also tied to the history of Wesley Mission. Consider future uses for the cottage and also the potential to turn it into a feature surrounded by public domain and community activities
- Current substantial setbacks and established trees and vegetation will provide excellent placemaking opportunities and also ameliorate impact to adjacent residential properties
- The substantial flora and fauna at the northern end of the site provides an opportunity to create a unique precinct that will utilise the landscape qualities on the site
- Encourage intergenerational socialisation and interaction with Sylvania High School through shared activities and spaces, drawing students into the site.

Access and Connectivity

- Improve Bellingara Road access and create a sense of arrival for the precinct
- Enhance connectivity via through-site links between Port Hacking Rd and Bellingara Rd also encouraging high school students to access the bus stops through the site
- Access to multiple bus stops and well serviced bus routes
- Consideration and coordination of improved access to Port Hacking Road
- Clear pedestrian paths and circulation networks across the site to separate vehicles and pedestrians in a safe way.

Built Form

- Utilise topography to locate massing and density so as to minimize impact on adjacent properties
- Potential views to the water and surrounding district (to the east, west and north) from upper levels of development, particularly from the elevated parts of the site.
- Utilise the width of roads around the site, in particular Port Hacking Road. Given its size (approx. 50m) built form is a substantial distance to the Village, therefore the impact of increased height and density will be minimal.
- A large percentage of the site is currently use for storage sheds/ admin/ garages that are relatively easy to dismantle, facilitating the consolidation and staging of new development



CHALLENGES

Based on the site analysis and an understanding of the local context, the site presents a number of challenges that will require consideration and coordination to ensure an appropriate design response;

Existing features

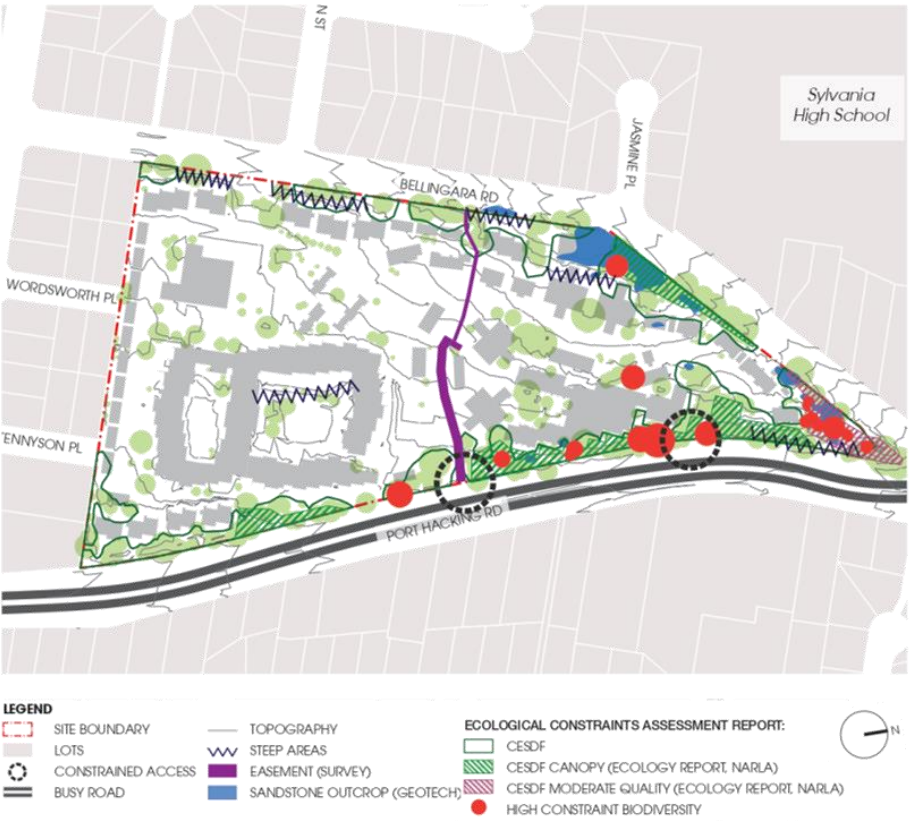
- Retention of existing trees in some locations will impact building location and placement
- Rocky outcrops on the northern and western ends of the site will impact ability to provide basement parking in some areas
- Acoustic and noise impacts from Port Hacking Road

Access and Connectivity

- Constrained Site access along Port Hacking Road interface due to high traffic volume
- Challenging topography and steep level changes across the site will require careful design consideration for pedestrians in terms of footpaths, ramps and location of public domain

Built Form

- Presentation of a building scale on the site edges that is sympathetic to the existing 1 to 2 storey context
- Electricity Easement, Substation and Drainage Easements on site
- Level changes across the site will be challenging to achieve efficient basement parking
- Minimise impacts on eastward views from existing residences on the opposite side of Bellingara Road
- Decanting process and high occupancy rate through the redevelopment phases



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Frank Vickery Village_Planing Proposal
Wesley Mission



GROUP SA

URBAN DESIGN
FRAMEWORK

04

URBAN DESIGN PRINCIPLES

Key to our urban design approach is the creation of urban design principles specific to Frank Vickery Village.

These principles underpin the identity and vision for the project and provide a foundation to test the brief against the built form outcomes to ensure a robust master plan.

- Urban Design principles maintain key place based elements for Frank Vickery Village including but not limited to:
- Streets and connectivity
 - Open space networks
 - Key Character Precincts
 - Public Domain
 - Locating height and density
- Within these, built form typologies, new and evolving uses, staging and phasing and other development scenarios can be tested and confirmed in a flexible and robust way without altering the overall integrity of the project.

Establish a Spine

Utilising the level topography in the centre of the site, establish a north-south connection that acts as the Central Avenue and foundation element for the master plan structure.

Leverage its location in the centre of the site to locate the tallest and densest built form to minimise impacts to adjacent properties. This will ensure that view corridors and differences in height to the surrounds are enclosed within the centre of the Village and will have the least impact on neighbours.

The Central Avenue will have a unique street character, with generous footpaths and planting and will be the main connector road that secondary links can bisect. Key activities and destinations will be located at different points along the Central Avenue to ensure its hierarchy as the primary road in the site is reinforced.

The Central Avenue terminates with an exit onto Port Hacking Road, and a potential connection through to Wordsworth Place via a security gate for emergency service vehicles.

Create a Network of Streets

Leverage the existing street grid that surrounds the site to define legible east west connections and an entrance gateway on Bellingara Road.

By extending the surrounding streets into the site, a new urban grid is created for the Village that is both inviting and legible. Within this new grid are a series of street hierarchies that define a character for different parts of the site. The steep east-west topography is mediated through these street types through the careful placement of footpaths and on street parking.

The new entrance on Bellingara Road can be a threshold to the broader community and arrival experience to for residents, staff and visitors.

The new street network is safe, comfortable and characterised by landscape treatments. It facilitates the creation of a Mews typology that is pedestrian friendly and provides building setbacks that have a village character.

Additional streets have been added that extend the existing street pattern to the south to maintain a consistent approach to integrating the village into the site. This improves the boundary condition to the south, which is currently an introverted row of garages.



Celebrate Heritage

Celebrate the role of the heritage cottage, by reinforcing its role on the site by making it the centrepiece of a community focussed precinct, and a significant through site link.

Locate the heritage heart to be in the centre of the Village, where facilities can be strategically located to service all residents within the village and provide a commercial offering to the neighbouring community to encourage interaction and engagement. The Heritage Heart facilitates a through site link, which is a key public benefit of the scheme.

A community hub is envisaged to be located along a central pedestrian corridor within the site, linking Bellingara Road and Port Hacking Road. This recognises and promotes current movement through the site by local school children and parents to access bus services on Port Hacking Road, acting as both a destination and a key path of movement.

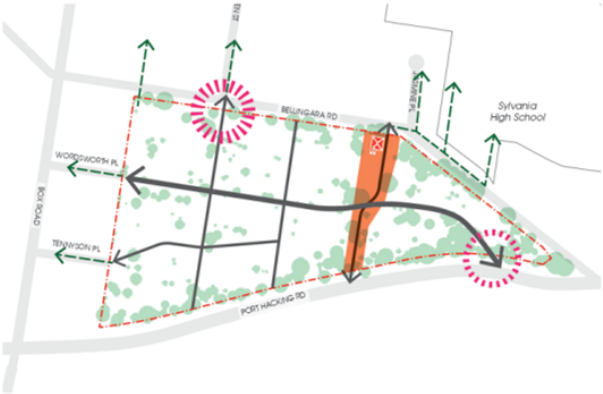
Embed a Green Network

Build upon the existing landscape character on the site to provide a network of public domain elements that are opportunities for activities and destinations in their own right.

The green network can consist of both active connections and convenience based paths that will boost a variety of physical and mental benefits for residents.

A range of scales that respond to the site and its topography can be embedded into the street network to ensure that there is a public domain element within a short walking distance for every resident. These, like other community spaces are located along the Central Avenue.

To take advantage of some of the existing landscape elements on the site, there is also potential for a canopy circuit, a walking path with rest stops to exercise and enjoy the landscape character of the Village.



URBAN DESIGN PRINCIPLES

Define legible Development Lots

The established street and public domain network breaks the site into appropriate parcels of developable lots setting up a compact urban grain for the Village.

Development lots are aligned with the surrounding street grid and create a permeable site structure that integrates with its context. The proposed street hierarchy reinforces this structure, with public domain also provided within the grid to give a finer grain village character.

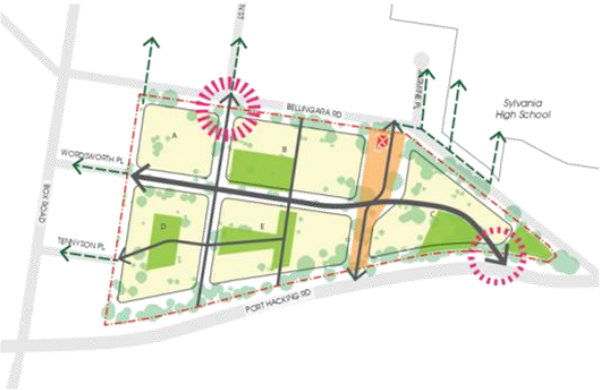
The Heritage precinct is central to the urban grain, and provides maximum frontage to adjacent buildings in order to provide the potential for activation and community uses. Intended as a destination, the development lot arrangement supports this principle and provides a significant through site link from the school to Port Hacking Road.

Locate Height and Density

Take advantage of the natural topography of the site to locate height and density primarily along the Central Avenue and to minimise bulk and scale impacts to adjacent properties.

Leverage its location in the centre of the site to locate the tallest and densest built form to minimise impacts to adjacent properties. This ensures that view corridors and differences in height to the surrounds are enclosed within the centre of the Village and will have the least impact on neighbours.

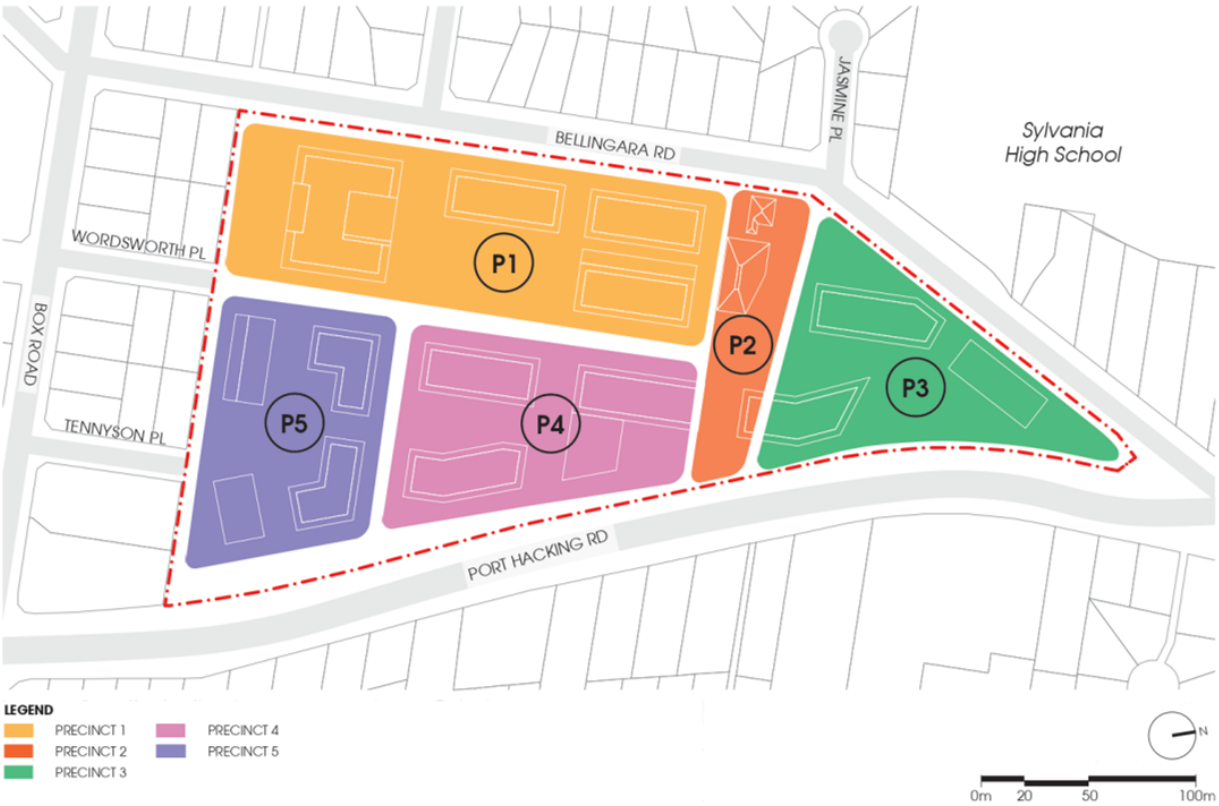
Height and density distribution can demonstrate a development approach to the site that achieves a balanced redevelopment whilst maintaining or exceeding SEPP 65 ADG requirements. Further, the massing responds to the high quality public domain with well defined street edges that extend from the surrounding street grid, a strong central connecting spine road.



CHARACTER PRECINCTS

The Frank Vickery Village encompasses various precincts that are connected and locally embedded. They are defined by distinct characters and places that respond to the context and create a liveable Village.

- P1** Garden Gateway: The Garden Gateway is the main entry and arrival experience of the Village. It features the central green space that offers a variety of recreational and social amenities for the site.
- P2** Heritage Heart: The Heritage Heart is the central community place. It celebrates and positions the historic building at the centre of an important through site link and meeting place.
- P3** Northern Nature: Northern Nature is designed to help residents engage with the outdoors. They have the option to socialise or spend time alone and enjoy the natural qualities of the site. This will encourage activity, mobility, independence and contributing to the community.
- P4** Urban Village: The Urban Village is the densest precinct, supported by a number of formal outdoor and organised activities. It leverages the proximity to the The Avenue to connect to the rest of the site.
- P5** Neighbourhood Connector: The neighbourhood connector is the characterised by stepped buildings that sensitively interface the local context and a series of smaller open spaces that provide opportunity to interact or sit and rest.



GROUP SA

PRECINCT 1 - GARDEN GATEWAY

The Garden Gateway is the main entry and arrival experience of the Village. It features the central green space that offers a variety of recreational and social amenities.

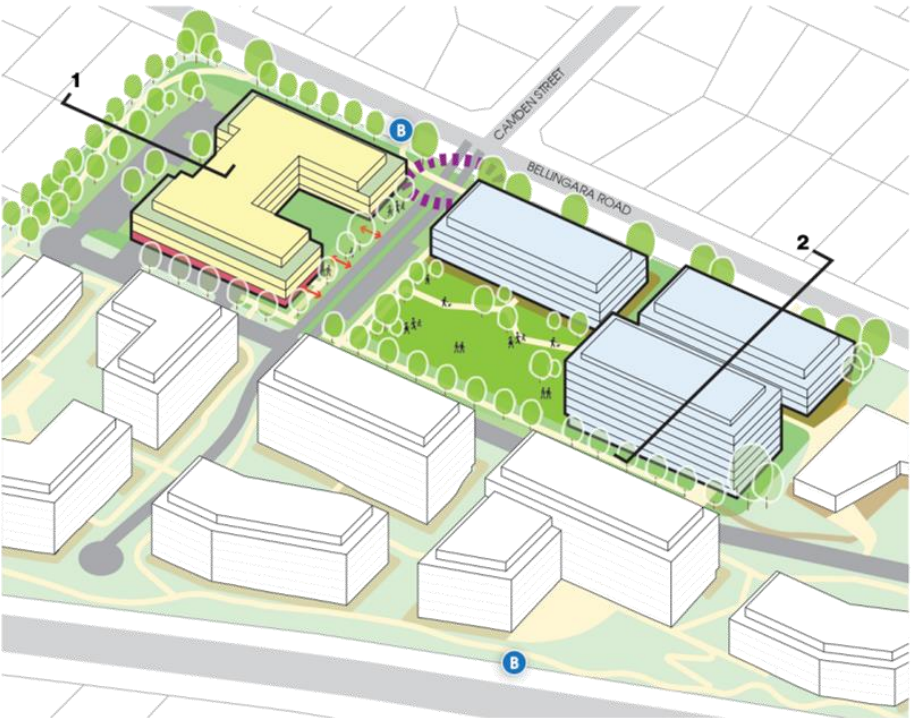
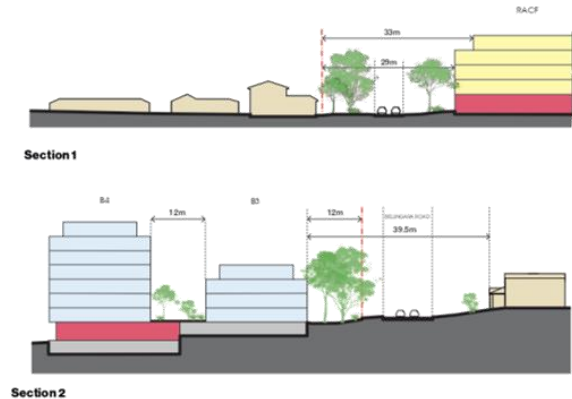
The entry to the site off Bellingara Road is easily identifiable, with a clear and inviting arrival experience that sets the tone for the entire project and clearly directs visitors.

The arrival will be considered, incorporating landscape, signage, directional map, materiality and form to enhance the project's character and the Wesley brand.

The porte cochere and arrival experience contributes to the identity of the Village. A touchpoint for residents and visitors, and a threshold to the broader community. It comprises a series of spatial experiences through public and semi-public spaces.

The RACF and LLUs in this precinct are supported through The Lawn, a significant open space that may be used for bowls and other formal outdoor activities. To support residents physical and mental wellbeing, the primary medical support is in this precinct in the RACF and wellness hub.

To reduce the impact of bulk and scale to the adjacent residential buildings, the RACF has been set back 29m from the site boundary, with upper levels setbacks above the fourth floor of 33m. To reinforce the entry statement, building B4 also features a half floor on the top level to open up to the adjacent community. To maintain consistency with the principle of height and density in the centre of the site, the buildings along Bellingara Road are all a maximum of 4 storeys.





GROUP GSA



PRECINCT 2 - HERITAGE HEART

The Heritage Heart is the central community place. It celebrates and positions the historic building at the centre of an important through site link and meeting place.

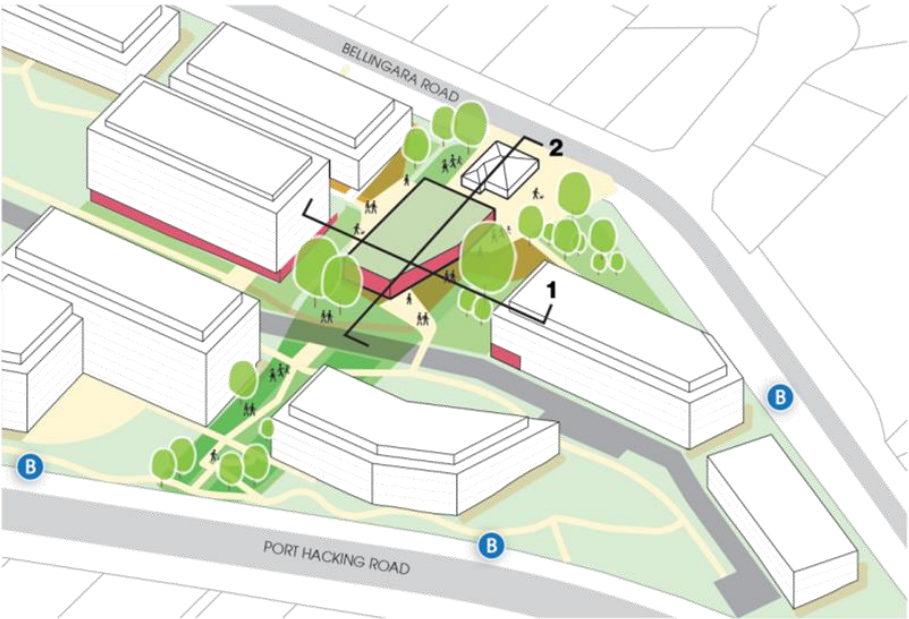
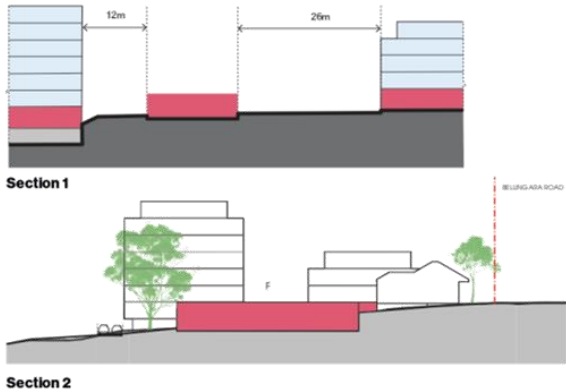
The proposed master plan for Frank Vickery Village includes a variety of community uses and local amenity adjacent to the heritage cottage and within the heart of the site as a community hub.

These facilities will specifically target future residents of the RACF and ILU's, whilst also being available for use by the surrounding community.

A community hub is envisaged to be located along a central pedestrian corridor within the site at the nexus of the Heritage precinct, linking Bellingara Road and Port Hacking Road. This recognises and promotes current movement through the site by local school children and parents to access bus services on Port Hacking Road.

The community facilities will be located on the ground floor of the ILU's that bound this central hub, facing into the site and incorporating the curtilage of Bellingara House. The heritage item will continue to support vital counselling services and be an active participant of the new development and as a site entry marker for the village. Some degree of visual connection between the community facilities and Bellingara Road frontage may be beneficial to encourage interaction with passers by. The Heritage Heart facilitates a through site link, which is a key public benefit of the scheme.

The built form in the Heritage Heart provides a generous setback to Bellingara House, which sets up the alignment for the through site link. A new pavilion, intended for community uses supports the space, which will be a future destination for residents and visitors. Intended as the main pedestrian thoroughfare, an appropriate public domain response is proposed in the following chapters.





GROUP USA

PRECINCT 3 - NORTHERN NATURE

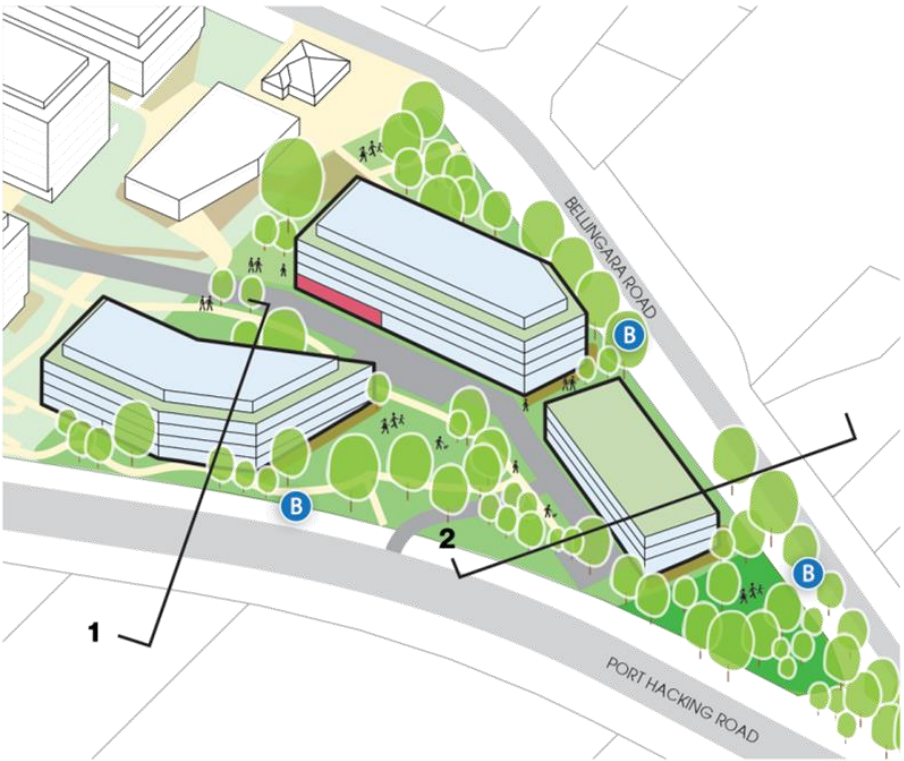
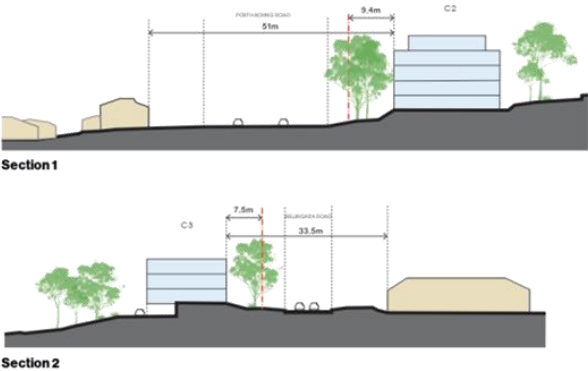
Northern Nature is designed to encourage residents engage with the outdoors. They have the option to socialise or spend time alone and enjoy the natural qualities of the site.

This will encourage activity, mobility and independence within the community.

This precinct presents an opportunity to engage with nature through outdoor exercise and places to stop and rest.

Community uses in the Northern Nature precinct will include a barbeque station, for residents and their visitors to enjoy the natural qualities of the site. The existing rocky outcrop and mature trees could provide foundation for further bush regeneration.

Built form in this precinct responds directly to the local context. Both building C1 and C2 are 5 storeys, to reflect their location on the site and the Bellingara and Port Hacking Road interfaces. Building C3, as the northernmost building on the site is three storeys only with a rooftop garden that responds to the natural qualities of this precinct. There is a vehicular exit to Port Hacking Road between buildings C3 and C1 that extends the Central Avenue and connects to the context.



PRECINCT 4 - URBAN VILLAGE

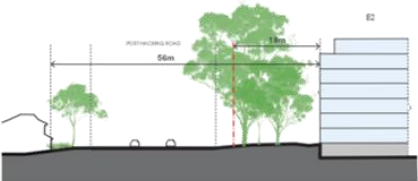
The Urban Village is the densest precinct, supported by a number of formal outdoor and organised activities. It leverages the proximity to The Avenue and the Heritage Heart to connect to the rest of the village.

There are a number of formal outdoor activities that are provided in the urban village including mens shed, greenhouse and a productive garden.

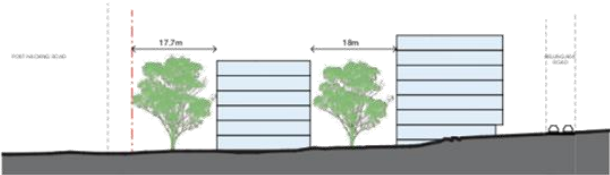
It is a prominent stop on the active walking trail, due to its topography and also has a resting and barbeque area for residents and visitors.

The maximum building height proposed in the master plan is located in the Urban Village. This is due to its location on both Port Hacking Road, and the Central Avenue and it being located such that any bulk, scale and massing will not impact an adjacent residential building. The setbacks along the eastern interface are substantial to allow for dense planing and the existing vegetation. This assists in ameliorating views along Port Hacking Road.

The orientation of building E1 reinforces the hierarchy and character of the Central Avenue, and assists in framing the main lawn.



Section 1



Section 2

GROUP SA





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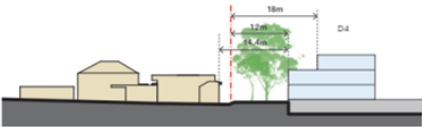
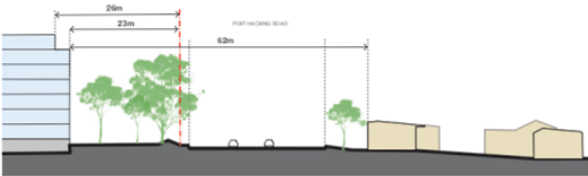
PRECINCT 5 - NEIGHBOURHOOD CONNECTOR

The neighbourhood connector is characterised by stepped buildings that sensitively interface the local context and surround a courtyard that provides opportunity for people to interact or sit and rest.

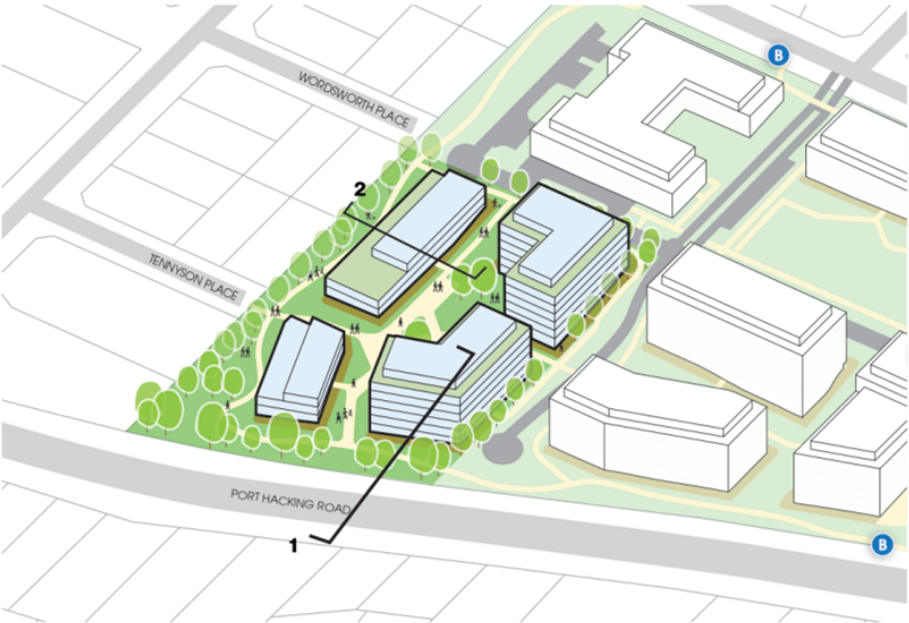
The places and experiences provided in this precinct allow residents to control the level of human interaction.

The neighbourhood connector has smaller pockets of open space that provide access to and opportunities for personal growth and interests via an outdoor library. This is supported with an indoor space for art therapy, and resting stops that are located along walking paths that connect to other precincts.

A generous 12m setback has been provided along the southern boundary in order to not overshadow and impact the existing single lot residential buildings in Wordsworth and Tenneyson Place. To further enhance this, an upper level setback is provided on building D1 to further ameliorate the bulk and scale and provide a sensitive transition. There is a generous setback along Port Hacking Road is further enhanced with dense planting and provide a softer transition to the main road.



GROUP GSA





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GROUP USA

**PUBLIC DOMAIN
AND LANDSCAPE
STRATEGY**

05



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LANDSCAPE MASTER PLAN

The landscape intent aims to present a high quality and familiar residential garden setting for the new facilities, with a strong connection to the existing landscape character of the local area.

The landscape intent for the proposed development is to reflect the existing qualities of the site while providing an uplifting environment for residents and as well as for visiting family and friends.

The proposed landscape for the public realm around the retirement living is intended to provide for a range of community benefit and amenity, with the landscape elements to be an integrated component of the built form environment and contribute to the overall character and identity of the site.

Special consideration has been given to accessibility to ensure residents can move about the spaces with ease and confidence.

The landscape proposals seek to utilise the available site amenity and provides a diversity of external destinations and experiences for visitors, residents and passers-by.

The outdoor areas provide a range of activities to cater for different functions and the specific needs of the facility, with our approach recognising that outdoor areas are important social spaces, used for both gatherings and places for quiet reflection.

The diversity of spaces will enable the outdoor environment to be used in an adaptable and flexible way, and will address a variety of objectives including, visual / aesthetic, functional, environmental and social outcomes.



1. Heritage Plaza

- Social hub
- Multi-functional pavilion
- Formal uses and gatherings
- Spaces for interest groups
- Volunteering services (heritage building)
- Small retail/plaza café
- Equal access

2. Northern nature

- Informal north facing terraced lawn
- Northern bush garden
- Bush regeneration
- Multi-purpose seating decks
- BBQ areas
- Quiet seating spots
- Challenging walking track
- Equal access walking loop

3. Community lawn

- Flexible outdoor space
- Lawn bowls/ croquet
- Seating areas
- Outdoor cinema
- Adjoins community services

4. Garden gateway

- Main site entry
- Mature trees within generous setback
- Layered tree planting
- Canopy cover

5. Urban Village

- Activities based outdoor pursuits
- Garden appreciation/workshops
- Productive growing
- Sensory garden/cut flowers
- Mens shed
- Propagation and storage
- East/west through site link

6. The Circuit or The Loop

- Daily exercise routine
- Equal access with "challenge" options
- Dog walking
- Resting spots
- Connects to other outdoor use areas
- Outdoor gym activities

7. Neighbourhood connector

- Equal access through site link
- North/south through site link
- Connects to walking loop
- Connects to broader community

GROUP SA

Pedestrian Circulation

The illustrative plan indicates substantial network of pedestrian paths to provide safe access for residents, staff and visitors throughout the site, enabling easy access between residences to community facilities and between individual buildings.

People often recall places because of the memories created by distinctive streetscapes. The overriding landscape character of streets within Frank Vickery village will be to create a very green leafy atmosphere that is well shaded, reflecting the character of the neighbourhood.

The paths will form a major part of the landscape and open space character and provide for recreational walking, exercise and socialising.

The three main pathways include:

- East west spine which provides equal access across the site
- Internal connection provide shorter routes between individual buildings and facilities
- A loop pathway to enable for continuous walking circuit

The pathways will include seating and resting locations strategically located at regular intervals and extensive canopy trees, with the aim for 80% shade cover during peak summer period.





GROUP GSA



Landscape Area

The illustrative plan indicates substantial open space and landscape areas extending over 2.6 ha, equivalent to approximately 45% of the site area.

The open space consists of approximately 1.95 ha on natural ground / deep soil and 0.55 ha over structure, assuming 50% or 2,750 sq m would be soft landscape on structure.



- LANDSCAPE AREAS ON DEEP SOIL
APPROX 1.95 HA - EQUAL TO APPROX 34% OF SITE AREA
- LANDSCAPE AREAS ON STRUCTURE
APPROX 0.55 HA - EQUAL TO APPROX 10% OF SITE AREA

Streetscapes

The illustrative plan indicates three internal street characters reflecting the level of use and responding character.

People often recall places because of the memories created by distinctive streetscapes. The overriding landscape character of streets within Frank Vickery village will be to create a very green leafy atmosphere that is well shaded, reflecting the character of the neighbourhood.

The three road types which an important component of the public domain are:

- Entry
- Central Avenue
- Mews

Trees and other landscape elements along the streets will be designed to fostering a community identity through attractive street planting to develop leafy canopies over the site utilising the verge areas for substantial tree planting.

The new entrance from Bellingara Road has a split carriageway with a central median, creating an opportunity for extensive canopy trees as part of the landscape setting and arrival experience for residents, staff and visitors alike.

The entry road enables pedestrian access and includes opportunity for visitor parking.

The Central Avenue, which combined with the footpaths provides the central link within the proposed development. The Central Avenue includes strategically located visitor parking adjacent the community facilities and be extensively planted with avenue trees.

The road network includes sections of roads which are of smaller scale, meandering roads or Mews.

The Mews which are an extension of the Central Avenue, with narrower carriageway enabling extensive planting within the verges to integrate with the broader landscape of the site.



- EAST -WEST CENTRAL AVENUE
- ENTRY ROAD
- INTERNAL MEWS
- PORT HACKING ROAD CONNECTION

STREET SECTIONS

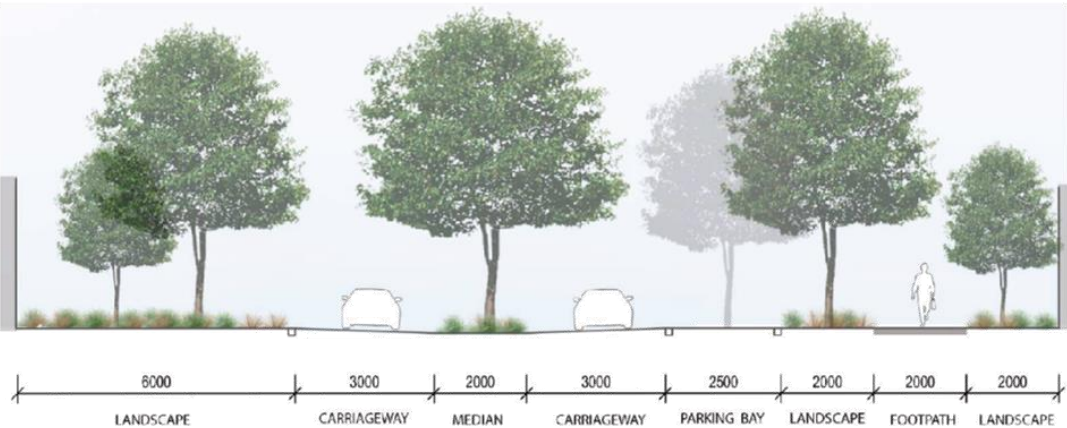
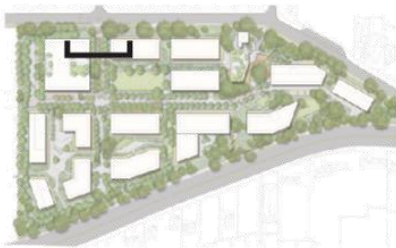
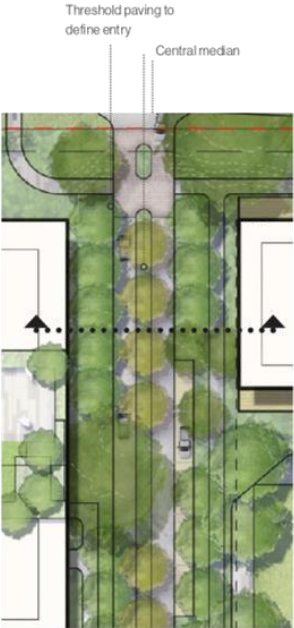
Entry Address Section

Design considerations:

The main entry to the site from Bellingara Road will act as the main address to the site for both vehicular and pedestrians.

The entry will include a generous landscape verge and median, creating a leafy setting with shaded path provided access for residents and visitors to the local pedestrian network.

Several parking bays are provided for short term visitor parking.





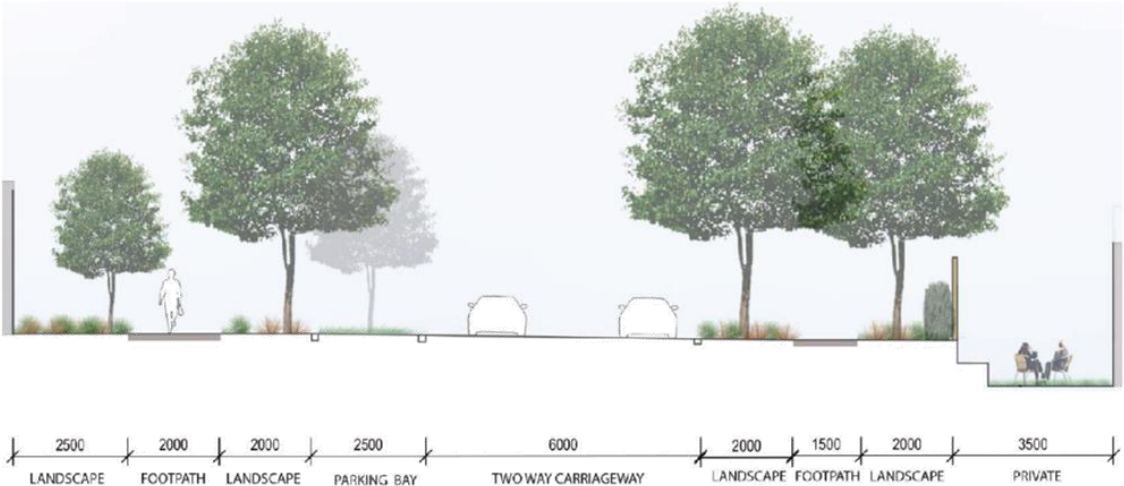
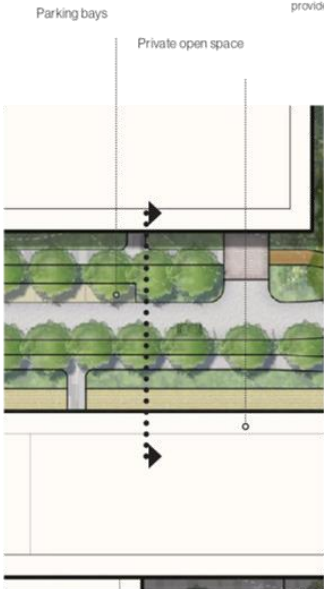
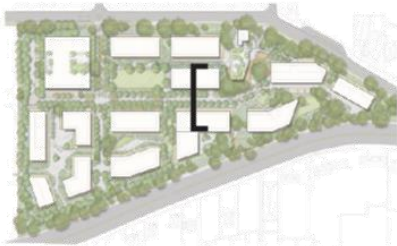
STREET SECTIONS

Central Avenue Section

Design considerations:

The central avenue will serve as the primary north-south spine for vehicular and pedestrian movement. The avenue will be set to the higher site level to access the proposed recreation and community areas.

The footpaths will be set within a tree lined verge with regular crossing points strategically located to enable accessible east – west access. Several parking bays are provided for short term visitor parking.

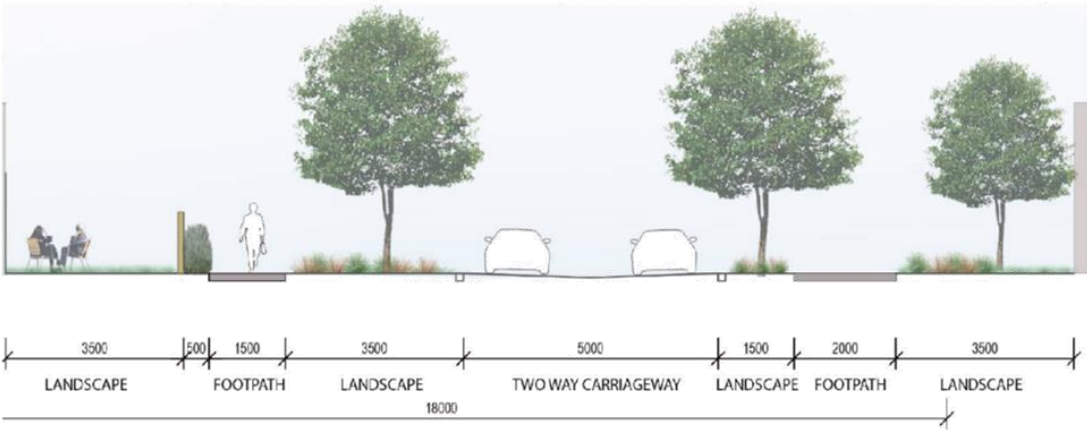
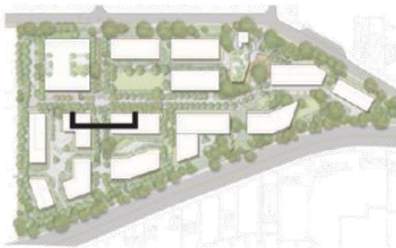
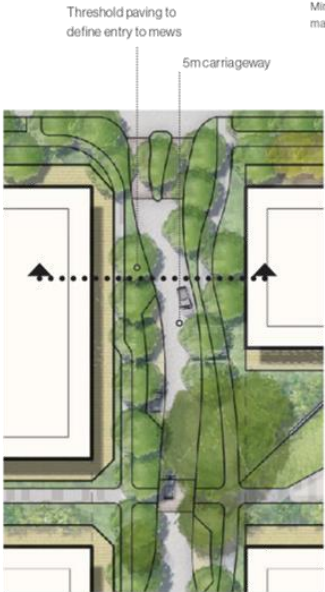


Mews Section

Design considerations:

The mews is characterised by a meandering, narrower road carriageway, set within a generous landscape. No parking is proposed along the mews.

Minimal visitor parking is proposed along the road to maximise opportunity for tree planting.

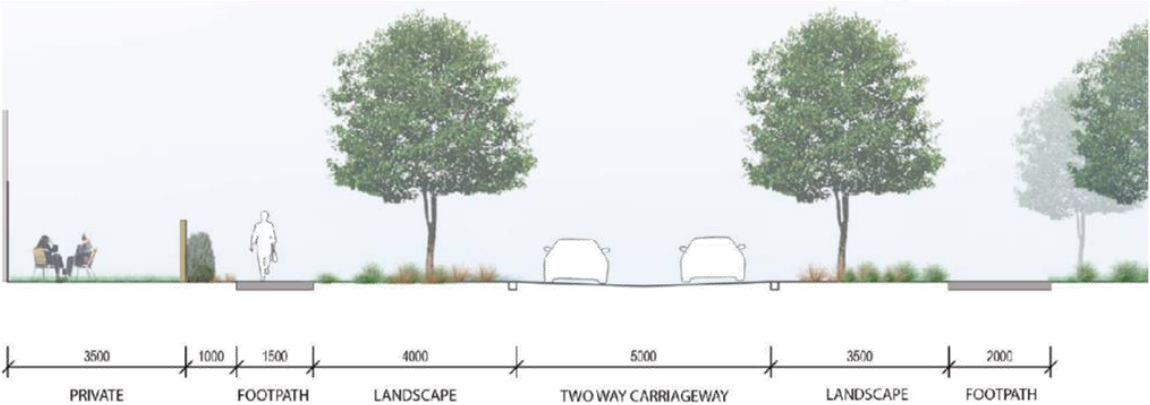
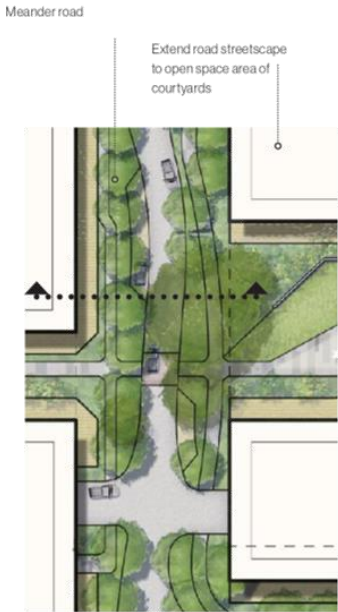
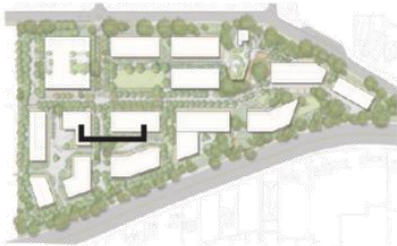


GROUP SA

Mews Section

Design considerations:

The setting of the mews within the generous landscape, is further enhanced with the merging of the road landscape with the adjacent landscape areas between buildings E1 and E2





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Frank Vickery Village_Planning Proposal
Wesley Mission



GROUP SA

ILLUSTRATIVE
MASTER PLAN

06

BUILT FORM ENVELOPES

The indicative massing approach provides intended strategies for creating a legible residential scaled block pattern with massing that minimises overshadowing, provides optimal residential amenity, and maximises building separation.

Further, the simple massing forms indicate envelopes suitable to their intended use which allow calculation of Gross Envelope Areas (GEA) and subsequent extrapolation of other areas and indicative Independent Living Units and parking numbers.

The indicative envelopes demonstrate a development approach to the site that achieves a balanced redevelopment whilst maintaining or exceeding SEPP 65 ADG requirements. Further, the massing responds to the high quality public domain with well defined street edges that extend from the surrounding street grid, a strong central connecting spine road, careful consideration of overshadowing, and maximised outlook for a maximum number of residents. Separation of all buildings provides opportunity for residential activities and increased residential amenity.



INDICATIVE LAYOUT PLAN



GROUP SA

ILLUSTRATIVE MASTER PLAN

Site (Roof) Plan



ILLUSTRATIVE MASTER PLAN

Ground Floor Plan

The indicative ground floor plan has organised all communal indoor and communal open spaces along the central spine road and the through site link, adopting best CPTED principles and ensuring an activated ground plan. Dispersed through the site, communal facilities can be realised as the masterplan progresses, ensuring amenity forms part of each stage and that facilities are equitable for all residents.



GROUP SA

ILLUSTRATIVE MASTER PLAN

Typical Floor Plan



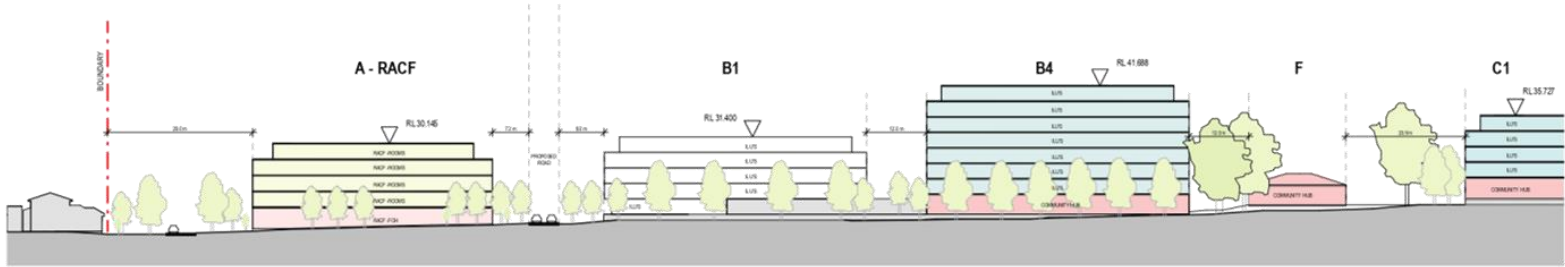
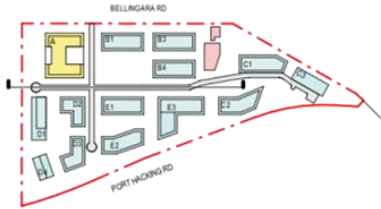
ILLUSTRATIVE MASTER PLAN

Upper Floor Plan



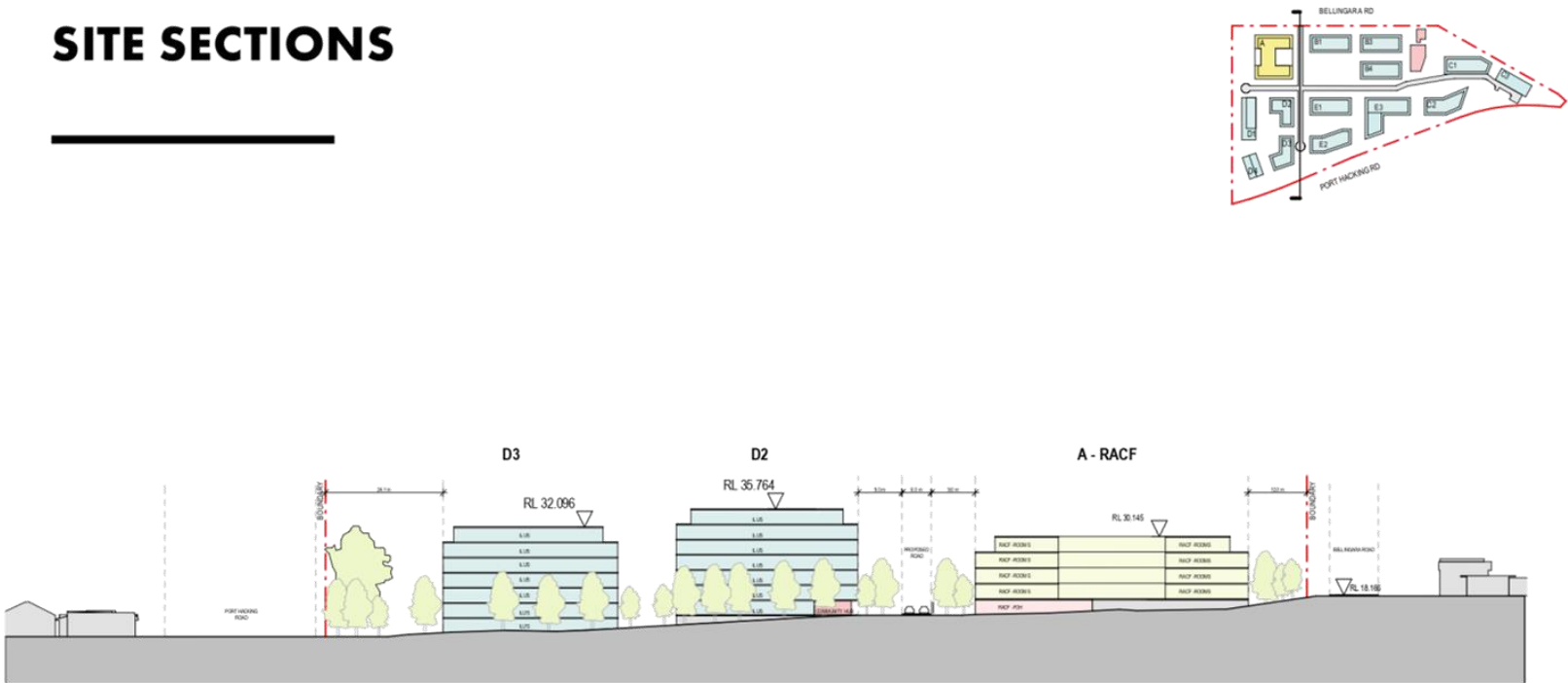
GROUP SA

SITE SECTIONS



SECTION B-B

SITE SECTIONS



GROUP GSA

AREA SCHEDULE

Site Area 10235 sqm Plot 120.1															
Stage	Plot	Building	Use	Storeys	Floor	GEA			GBA (QSG/GFA)			GFA			NSA
						RACF	RLUs	Comm	RACF	RLUs	Comm	RACF	RLUs	Comm	
						(100 x 100)			(100 x 100)			(100 x 100)			
1C	A	Building A	RACF	4	2000	8613	0	0	0	N/A	0	7752	0	0	
1B	B	Building B1	ILU	3	1155	0	4714	0	0	4290	0		3818	0	3064
		Building B2	PARK	0	0	0	0	0	0	0	0	0	0	0	0
		Building B3	ILU	3	1154	0	4206	0	0	3827	0		3407	0	2794
		Building B4	ILU	7	1155	0	7419	1410	0	6751	1410		6009	1269	4822
1A	C	Building C1	ILU	4	1236	0	5295	455	0	4818	455		4289	410	3442
2		Building C2	ILU	4	1172	0	5107	320	0	4647	320		4137	288	3320
1A		Building C3	ILU	3	734	0	2202	0	0	2004	0		1794	0	1431
4	D	Building D1	ILU	2	968	0	2406	0	0	2189	0		1949	0	1564
		Building D2	ILU	6	900	0	5486	444	0	4992	444		4444	400	3566
		Building D3	ILU	6	912	0	6015	0	0	5474	0		4872	0	3910
		Building D4	ILU	2	578		1463	0	0	1331	0		1185	0	951
3	E	Building E1	ILU	7	1162	0	9308	0	0	8470	0		7539	0	6050
		Building E2	ILU	6	1181	0	7852	0	0	7245	0		6360	0	5204
		Building E3	ILU	7	1201	0	14284	0	0	12998	0		11570	0	9285
Community Hub & Heritage Item						1	710	0	0	751	0	751	0	676	209
Total						8613	75757	3380	0	68339	3380	7752	61363	3042	49451
							87750			72319			72157		

ASSUMPTIONS + DEFINITIONS

GBA = 91% x GEA
GFA = 81% x GEA
NSA = 65% x GEA
CIRC = 10% x GFA

SEPP Seniors GFA:

Gross floor area means the sum of the areas of each floor of a building, where the area of each floor is taken to be the area within the outer face of the external enclosing walls (as measured at a height of 1,400 millimetres above each floor level):

- (a) excluding columns, fin walls, sun control devices and any elements, projections or works outside the general lines of the outer face of the external wall, and
- (b) excluding cooling towers, machinery and plant rooms, ancillary storage space and vertical air conditioning ducts, and
- (c) excluding car parking needed to meet any requirements of this Policy or the council of the local government area concerned and any internal access to such parking, and
- (d) including in the case of in-fill self-care housing any car parking (other than for visitors) in excess of 1 per dwelling that is provided at ground level, and
- (e) excluding space for the loading and unloading of goods, and
- (f) in the case of a residential care facility—excluding any floor space below ground level that is used for service activities provided by the facility.

While we have used a GFA definition that aligns with SEPP Seniors, we have also reviewed Gross Building Envelope to Gross Floor Area (LEP) calculations and confirm that the GFA would be approximately 75% of the Building Envelope. This would be aligned with Section 2B, Building Envelopes of the Apartment Design Guidelines.



GROSS ENVELOPE AREA (GEA)



GROSS BUILDING AREA (GBA)



GROSS FLOOR AREA (GFA)



NETT SALEABLE AREA (NSA)



CIRCULATION & CORE

GROUP GSA



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GROUP SA

**SCHEDULES,
COMPLIANCE AND
STAGING**

07

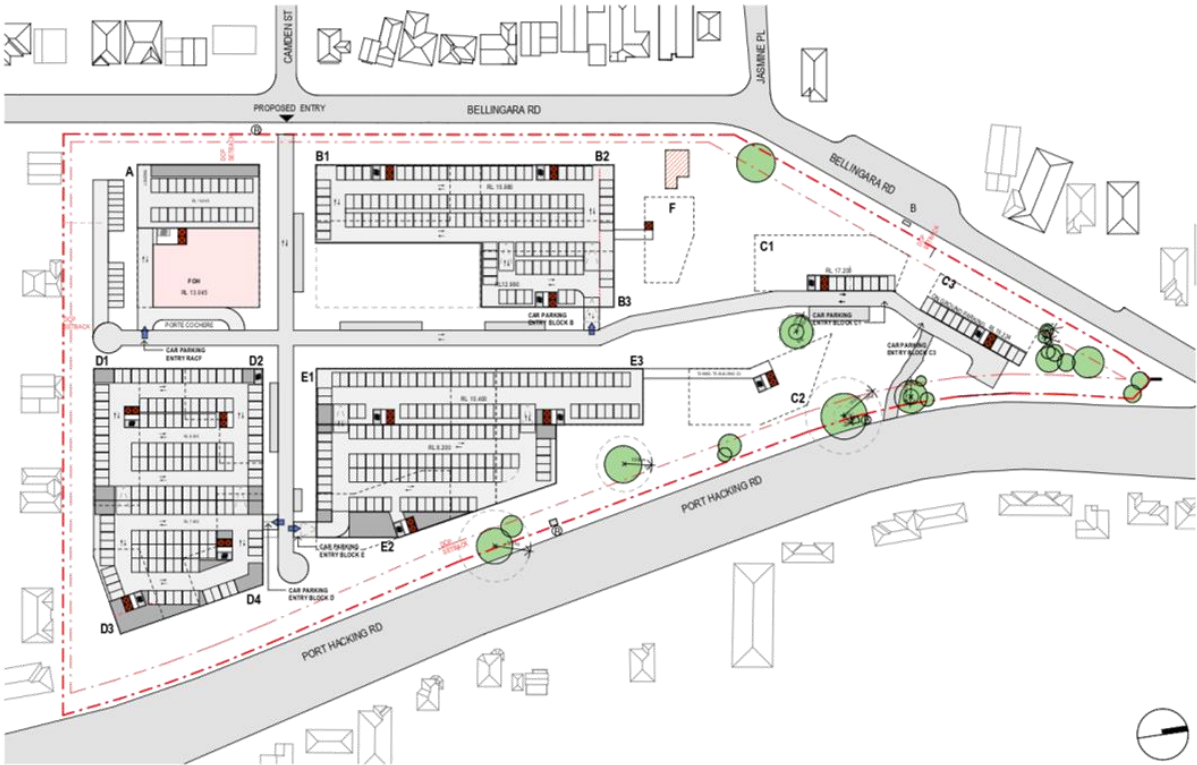
INDICATIVE PARKING STRATEGY

Basement Plan

The adjacent indicative basement plan provides a design solution to accommodate the required residents parking for this masterplan.

Whilst the overall masterplan seeks to retain a considerable quantum of the existing trees, in addition to the substantial proposed planting of new trees, this diagram demonstrates that retention of all high value trees can be achieved.

As result of the rocky outcrops and rocky outcrop constraints to the Northern portion of this site, basement parking is only proposed beneath development lot areas A to B and D to E.



YIELD + PARKING SUMMARY

Indicative Yield & Parking Schedule

Stage	Plot	Building	Use	Storeys	Floor	ILUs					Car Parking Space					Basement		Basement
						Product:	1BED	2BED	3BED	Total	Product:	1BED	2BED	3BED	Total	Total	GBA	
						Size (m²):	70	90	110									
						Target Mix:	20%	65%	25%		Rate:	0.50	1.50	1.50	(see 44m²)			
1C	A	Building A	RACF	4	2000		0	0	0	0	A	0	0	0	26	26	1000	1
1B	B	Building B1	ILU	3	1155		4	22	7	33	B	2	22	11	35	120	5280	1
		Building B2	PARK	0	0		0	0	0	0			0	0	0			
		Building B3	ILU	3	1154		3	19	6	28		2	19	9	30			
		Building B4	ILU	7	1155		7	36	11	54		4	36	17	56			
1A	C	Building C1	ILU	4	1236		4	24	7	35	C	2	24	11	37	88	3850	1
2		Building C2	ILU	4	1172		4	23	7	34		2	23	11	36			
1A		Building C3	ILU	3	734		2	10	3	15		1	10	5	16			
4	D	Building D1	ILU	2	968		2	11	3	16	D	1	11	5	17	113	4950	1
		Building D2	ILU	6	900		5	25	8	38		3	25	12	40			
		Building D3	ILU	6	912		5	28	8	41		3	28	12	43			
		Building D4	ILU	4	522		1	9	3	13		1	9	5	14			
3	E	Building E1	ILU	7	1162		8	41	13	62	E	4	41	20	65	221	9702	1.5
		Building E2	ILU	6	1181		7	36	11	54		4	36	17	56			
		Building E3	ILU	7	1921		12	64	20	96		6	64	30	100			
Community Hub & Heritage Item				1	751		0	0	0	0								
Total						Total	64	348	107	519	Total	32	348	161	567	24782		
						Mix:	12%	67%	21%		Total ILUs parking:	541						
						Total ILUs:	519				Total Car parking:	567						

SUN ACCESS DIAGRAMS

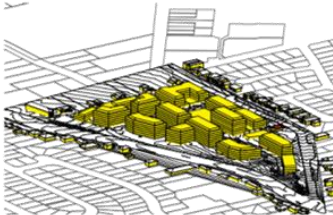
View From The Sun

The strong North-South axis of the masterplan, as an extension of the street pattern to the South, provides ideal orientation for the proposed new buildings with opportunity to comply with amenity criteria set out in SEPP65 ADG.

As result of the transitioning scale and generous landscape setbacks to the South, the indicative massing sits comfortably under the sun access planes to neighbouring properties of the South, resulting in no overshadowing of their North facing windows or Private Open Space, in line with the Sutherland Shire DCP.

These studies represent the view from the sun as an isometric 1st view at each hour from 9am to 3pm at Winter Solstice - June 21st. In principle, anything not visible in the view would be covered by a shadow.

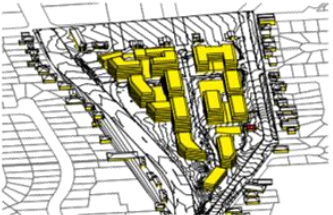
For the purposes of testing shadows, trees and vegetation are not modelled.



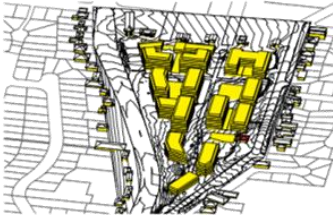
9am



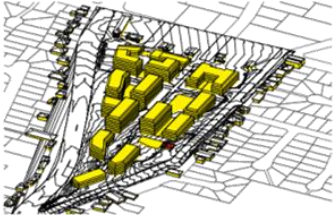
10am



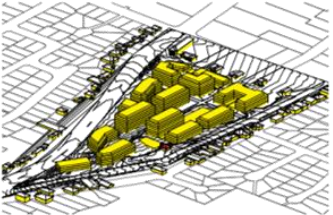
11am



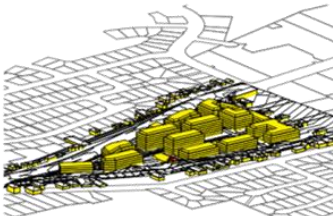
12pm



1pm



2pm



3pm

SOLAR ACCESS

Solar and daylight

The masterplan has been developed to optimise the number of apartments receiving sunlight to habitable rooms, primary windows and private open space, in line with the objectives of SEPP65 ADG.

Solar and daylight access are important for apartment buildings, reducing the reliance on artificial lighting and heating, improving energy efficiency and residential amenity through pleasant conditions to live.

As demonstrated opposite, in the block-by-block study, compliance with the 2hours direct sunlight criteria would be readily achievable. Although the ADG often takes precedence in the assessment of independent living units, the Seniors SEPP requirement for 3hrs sunlight may also be possible for a large portion of units.

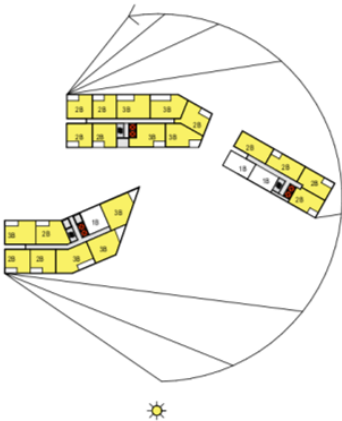
Block B:
Solar 91%



Block E:
Solar 83%



Block C:
Solar 86%



Block D:
Solar 87%



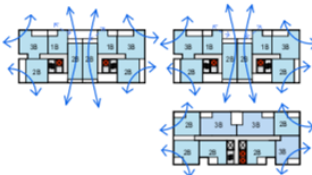
CROSS VENTILATION

Natural Ventilation

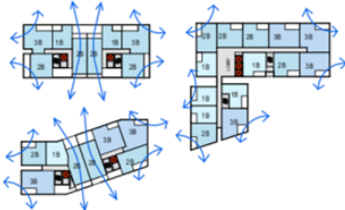
The building envelopes have been optimised for compliance with the ventilation requirements and objectives of SEPP65 ADG.

Natural ventilation is the movement of sufficient volumes of fresh air through an apartment to create a comfortable indoor environment. Sustainable design practice incorporates natural ventilation by responding to the local climate and reduces the need for mechanical ventilation and air conditioning. To achieve adequate natural ventilation, apartment design must address the orientation of the building, the configuration of apartments and the external building envelope.

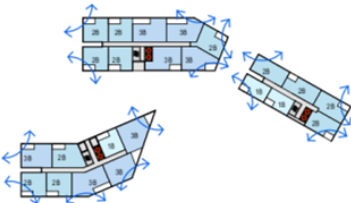
Whilst detailed unit layouts are not part of the masterplan assessment, consideration of building footprints has ensured that at least 60% of apartments are naturally cross ventilated. The adjacent study demonstrated the level of compliance readily achievable with the current envelope.



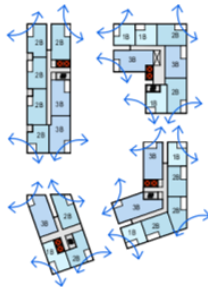
Block B:
Cross Vent: 66%



Block E:
Cross Vent: 63%



Block C:
Cross Vent: 61%



Block D:
Cross Vent: 72%

SHADOW DIAGRAMS

Winter Solstice

Whilst many properties to the South of Frank Vickery Village are largely in shade from existing mature trees, the indicative massing will not add shadow beyond its Southern boundary and into the neighbouring sites. Some additional shadow is cast over Port Hacking Road in late afternoon, but does not cross the road to the adjacent residential area.

These studies represent the proposed shadows at each hour from 9am to 3pm at Winter Solstice - June 21st.



9am



10am



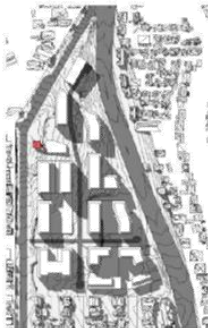
11am



12pm



1pm



2pm



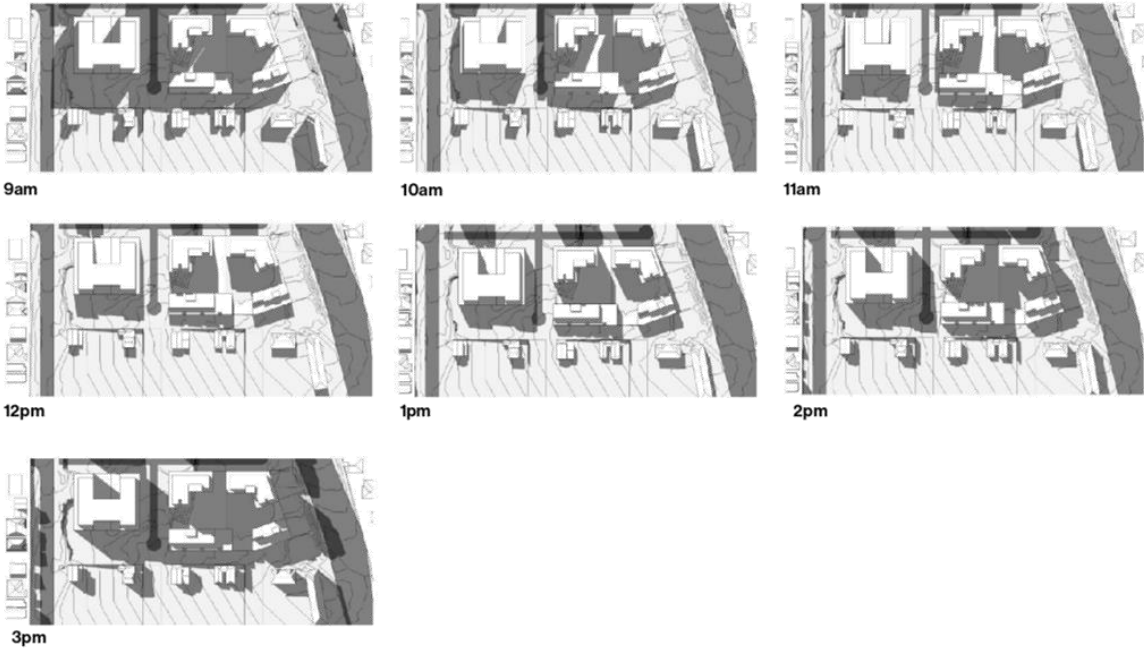
3pm

SHADOW DIAGRAMS SOUTHERN BOUNDARY

Detailed Shadows

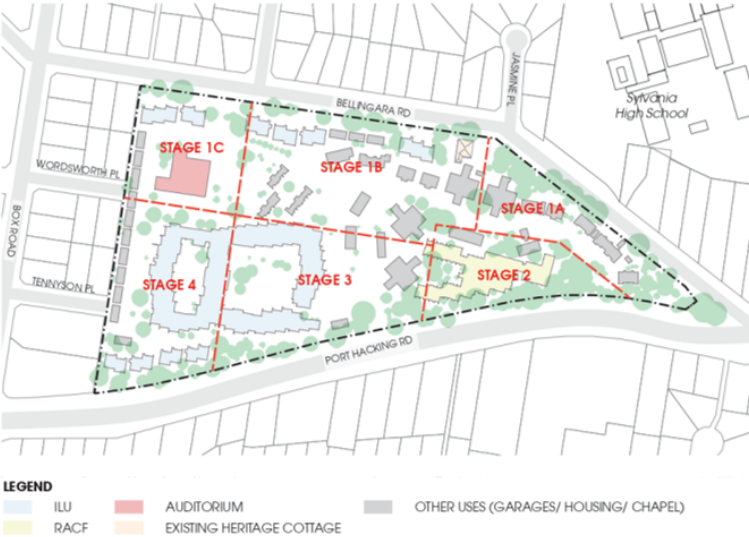
The indicative masterplan demonstrates a sensitive approach to the neighbouring properties that share the Southern boundary.

These studies represent the proposed shadows at each hour from 9am to 3pm at Winter Solstice - June 21st. As shown, appropriate building separation and scale of built form can ensure that adjoining properties will not be impacted from overshadowing.



STAGING STRATEGY

Staging - Existing Plan



Staging - Proposed Plan

