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CARRINGTON LIFESTYLE VILLAGE SMALLS ROAD

URBAN DESIGN STATEMENT

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CONTENTS

1. INTRODUCTION 1

1.1 BACKGROUND.....1

1.2 PURPOSE OF THE REPORT1

2. SITE CONTEXT 3

2.1 LOCATION3

2.2 REGIONAL PLANNING CONTEXT3

2.3 ROAD NETWORK AND TRANSPORT3

2.3.1 ROAD..... 3

2.3.2 PUBLIC TRANSPORT..... 3

2.4 LAND USE AND FACILITIES3

2.5 LANDSCAPE CHARACTER4

2.6 HERITAGE4

3. SITE ANALYSIS 5

3.1 PLANNING REQUIREMENTS5

3.2 ACCESS6

3.3 VEGETATION AND NATURAL FEATURES.....7

3.4 TOPOGRAPHY AND VIEWS.....7

3.5 BUSH FIRE PRONE LANDS8

4. CONCEPT MASTER PLAN 9

4.1 DESIGN OBJECTIVES9

4.2 KEY DESIGN STRATEGIES10

4.2.1 CONNECTIVITY TO CONTEXT 10

4.2.2 ACCESS AND CIRCULATION..... 10

4.2.3 DISTRIBUTION OF LAND USES AND DENSITY 10

4.2.4 BUILDING SETBACKS TO ROAD EDGES..... 12

4.2.5 RETAINED VEGETATION AND APZ 12

4.2.6 RIPARIAN CORRIDOR..... 12

5. REFERENCES 15

LIST OF FIGURES

FIG. 1.1: AERIAL SHOWING THE SMALLS ROAD SITE AND ITS CONTEXT..... 1

FIG. 2.1: REGIONAL CONTEXT 3

FIG. 2.2: LOW DENSITY RESIDENTIAL ALONG SMALLS ROAD 4

FIG. 2.3: CARRINGTON CENTENNIAL HOSPITAL..... 4

FIG. 3.1: ZONING 5

FIG. 3.2: INTERSECTION AT WEROMBI ROAD AND SMALLS ROAD 6

FIG. 3.3: SMALLS ROAD SITE STREET FRONTAGE 6

FIG. 3.4: EXISTING ACCESS AND CIRCULATION 6

FIG. 3.5: VIEW TO THE SOUTH, SHOWING THE OPEN EXPANSE OF GRASSLAND WITH SCATTERED TREES AND GREY BOX

WOODLAND VEGETATION TO THE EAST AND WEST 7

FIG. 3.6: VEGETATION, NATURAL FEATURES AND VIEWS ON SITE 7

FIG. 3.7: WOODLAND VEGETATION TO THE EAST - CATEGORY 1 BUSHFIRE VEGETATION 8

FIG. 3.8: CREEKLINE WOODLAND - CATEGORY 2 BUSHFIRE VEGETATION..... 8

FIG. 3.9: BUSHFIRE PRONE LAND 8

FIG. 4.1: DESIGN PRINCIPLES 9

FIG. 4.2: CONCEPT MASTER PLAN 11

FIG. 4.3: ENVIRONMENTAL ATTRIBUTES 13

1. INTRODUCTION

1.1 BACKGROUND

Carrington Centennial Care, a charitable Public Benevolent Institution established in 1889, is proposing the development of a Carrington Lifestyle Village at the Smalls Road site in Grasmere. This project is one of three sites identified for expansion of the existing Carrington Centennial Care retirement village along Werombi Road to the north of the site. It is the largest site of the three and as such is a key component of the Carrington Centennial Care's growth strategy for the next 10 to 15 years, the objectives of which are to increase the variety and amenity of services offered to the aged in this part of New South Wales (NSW).

The proposed development would accommodate aged care accommodation in a variety of forms and would be supported by a village centre incorporating community facilities, commercial uses, and a Wellness Centre. These service not just the proposed Lifestyle Village, but are also intended to be an asset to the surrounding existing community.

1.2 PURPOSE OF THE REPORT

The purpose of this urban design statement is to present the urban design objectives, principles and Concept Master Plan to support the Re-zoning Application for the site on Smalls Road from its current zoning of R5 (Large Lot Residential) to R2 (Low Density Residential). This would allow Carrington Centennial Care to develop the site effectively as a Lifestyle Aged Care Village that provides a high quality of care for its residents, as well as establishing a valuable amenity for the surrounding community. The proposed development is sympathetic to the surrounding context and the natural features of the site.

The report provides a brief site analysis outlining the factors that informed the design, followed by the objectives and key design strategies of the Concept Master Plan.



Fig. 1.1: Aerial showing the Smalls Road site and its context

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2. SITE CONTEXT

2.1 LOCATION

The Smalls Road site, 27ha in size, is located approximately 65km from Sydney at its south western edge in the suburb of Grasmere (Fig. 2.1). The region is known as the Macarthur Region of Sydney. The nearest town of Camden is located approximately 2.5km due east of the site.

The site is bounded by Werombi Road and Smalls Road to the north, single lot residential and woodland to the west, and a developing residential area to the east, the latter which is screened to a large extent by existing vegetation along the boundary

2.2 REGIONAL PLANNING CONTEXT

The location of the site places it beyond the South West Growth Centre land release area identified in the NSW Government's Metropolitan Strategy (2005). The strategy identifies Camden as a rural town centre within Sydney's south west. The nearest Major Centre is Campbelltown-Macarthur to the east (approximately a 25 minute drive from the site).

2.3 ROAD NETWORK AND TRANSPORT

2.3.1 ROAD

The site is located in a rural area and the surrounding road network reflects this (Fig. 2.1), generally consisting of two lane roads (single carriageway). Werombi Road is the main local road servicing the site, and forms its north eastern edge. This road becomes Sheathers Lane, providing access to Camden by way of Cawdor Road. From Camden the Camden Valley Way and Camden Bypass provide access to Campbelltown and the wider strategic road network in the area, with the Hume Highway being the highway connecting the region to metropolitan Sydney.

2.3.2 PUBLIC TRANSPORT

Bus services to Camden are provided along Werombi Road by Busways routes 31, 32 and 40. The latter two services are scheduled to connect to buses that go from Camden to Campbelltown Railway Station. Service frequencies are limited, and concentrated around the morning and evening peak commute times. Bus service is further reduced on Saturdays with no service on Sundays.

In addition to these bus services, South West Community Transport provides transport that can be booked for the aged and disabled persons for a subsidised fee. The local area is not serviced by rail lines.

2.4 LAND USE AND FACILITIES

The wider area is largely agricultural and semi-rural. Grazing is the predominant use of the agricultural land. Grasmere, within which the site is located, forms part of a grouping of largely low density residential development situated between the Nepean River and local water courses. Other than the facilities in the existing Carrington Centennial Care development, the suburb is purely residential and residents are required to go to Camden town to access various services.

The nearby historical town of Camden is the civic and cultural centre of the Camden Local Government Area (LGA), providing services and retail facilities for the town and its environs (Fig. 2.1). Much of its commercial and retail activity is concentrated along Argyle Street towards the northern end of the town. The town extends southwards in the form of low density residential neighbourhoods with development on lot sizes that are typically smaller than those seen in the nearby rural suburbs such as Grasmere.

West of the town is the Camden Bicentennial Equestrian Park, and to the west of this is the Water Recycling Plant operated by Sydney Water. Other notable land uses in the relative vicinity of the site is the University of Sydney Camden

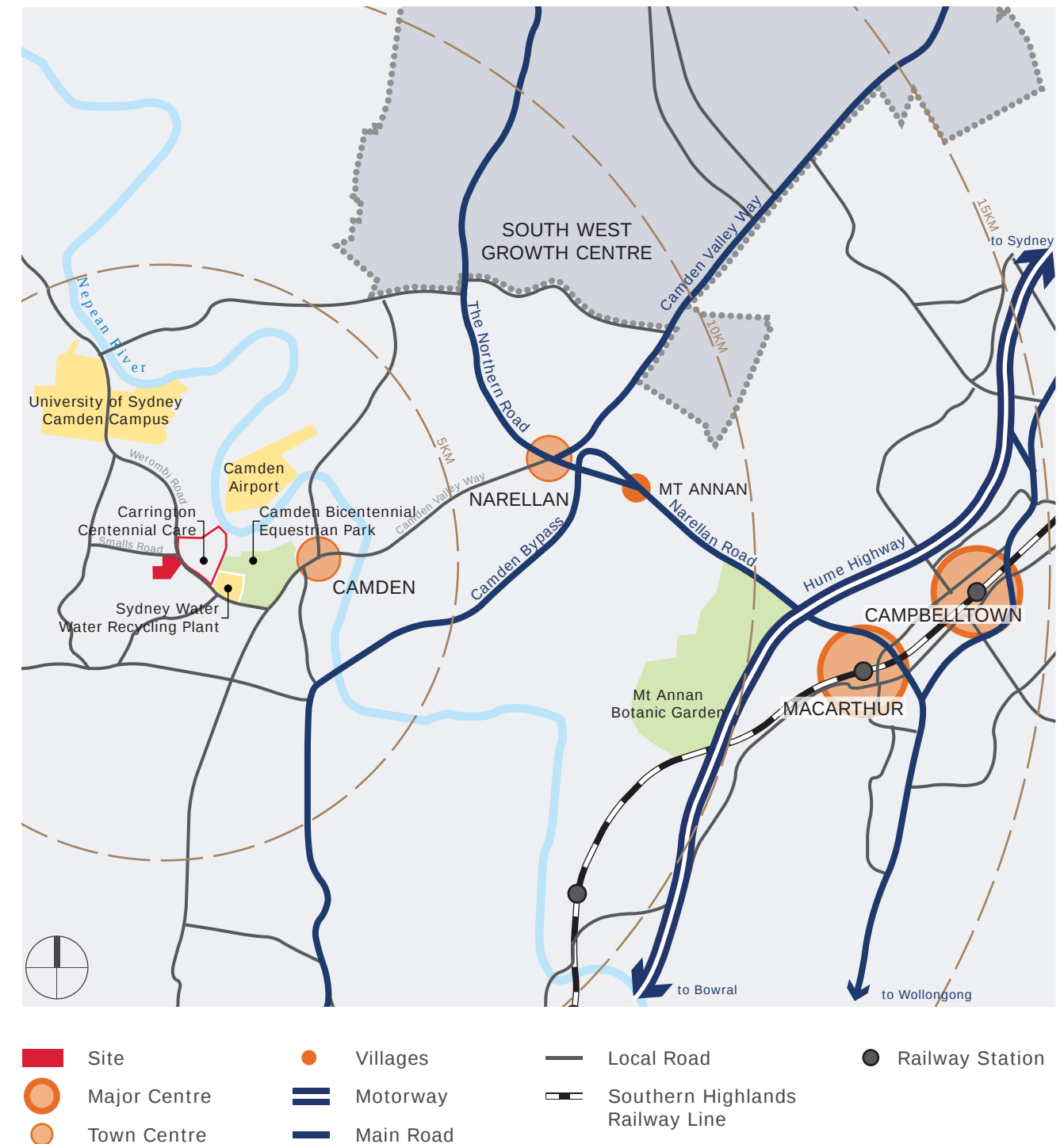


Fig. 2.1: Regional context

Campus to the north west, and Camden Airport to the north east, across the Nepean River. The small airport is mainly used for trainee pilots and general aviation. Noise from airport operation is not a constraint upon residential development on the site as it lies beyond the Australian Noise Exposure Forecast (ANEF) 20 contour line (Source: Camden Airport Master Plan, Oct 2010, Camden Airport Limited).

The existing Carrington Centennial Care facility to the north of the site across Werombi Road features a Hospital, as well as accommodating retirement housing and residential aged care facilities for people requiring both low care (hostel) and high care (in nursing homes). Carrington Centennial Care also offers community care to service the aged living in the Campbelltown, Camden and Wollondilly LGAs.

2.5 LANDSCAPE CHARACTER

The region is located in the south-west corner of the Cumberland Plain. The site is located within a topographical context of low undulating landforms and broad river-flat floodplains (*Camden Riparian Areas: Overarching & Specific Plans of Management*, April 2002, Pittendrigh Shinkfield Bruce). The landscape has largely been cleared of vegetation to accommodate the farming activities of the region and more recently, low density residential development (Fig. 2.2). Remnant vegetation exists in the form of pockets of remnant woodland and creekline vegetation. Significant areas of the south western and south eastern parts of the site feature these pockets of remnant woodland.

The Nepean River is the major watercourse in the region and flows within approximately 1km north of the Smalls Road site. In addition, a number of creeks of varying sizes cross the area in which the site is located.

2.6 HERITAGE

The Carrington Centennial Hospital is a heritage item listed on the Camden Local Environmental Plan 2010 (LEP) (Sept. 2010, Camden Council), categorised as being of local significance.

As a historical town, Camden has a number of heritage listed items of varying levels of significance, including the St. Johns Church spire which is visible from the surrounding district (Metropolitan Strategy, December 2005, NSW Government). The LEP identifies an area of Camden centred upon Argyle Street as a Heritage Conservation Area.

Within the site, there are three Aboriginal sites according to mapping in the Conservation and Land Use Management Plan prepared by Conacher Travers in 2006. One site is located on the edge of the eastern woodlands, another within the western woodlands, and another along the edge of the creekline vegetation.



Fig. 2.2: Low density residential development along Smalls Road



Fig. 2.3: Carrington Centennial Hospital

3. SITE ANALYSIS

3.1 PLANNING REQUIREMENTS

The site is located within the Camden LGA. The LEP (Sept. 2010, Camden Council) currently zones the site as R5 Large Lot Residential (Fig. 3.1). This zoning precludes the type of development that Carrington Centennial Care needs to undertake in order to improve their aged care services.

In addition to general development controls, the *Camden Development Control Plan 2011* (DCP) (Feb 2011, Camden Council) contains specific provisions for residential subdivision (Part C) in the Grasmere suburb. Its key controls, as applicable to the Smalls Road site, are as follows:

- **Setbacks:** All structures shall have a minimum 20m building setback from the front boundary, with the exception of land that is fronting two roads in which case the setback to the secondary road shall be a minimum of 5m.

All structures shall have a side boundary setback of minimum 5m.

Structures fronting Smalls Road and Werombi Road shall have a minimum 8m setback from the front boundary.

- **Heights:** Although the LEP sets the maximum permitted building heights at 9.5m, the DCP states that the ridge height of structures shall not exceed 4.5m above natural ground level.
- **Pathways:** Pathways shall have a minimum paved width of 2.5m and a minimum 10m wide reservation. Other pathways shall have a minimum reservation width of 4m (Provide Source).
- **Water supply:** Town water supply shall be provided by the developer to all lots up to a level of approximately RL110m AHD (exact ground level to be determined by Sydney Water). Each dwelling erected above RL110 AHD is to be provided with a domestic water supply by a water storage tank of 23,000 litres minimum capacity as the provision of town water supply above this level is likely to require amplification of existing water main infrastructure.

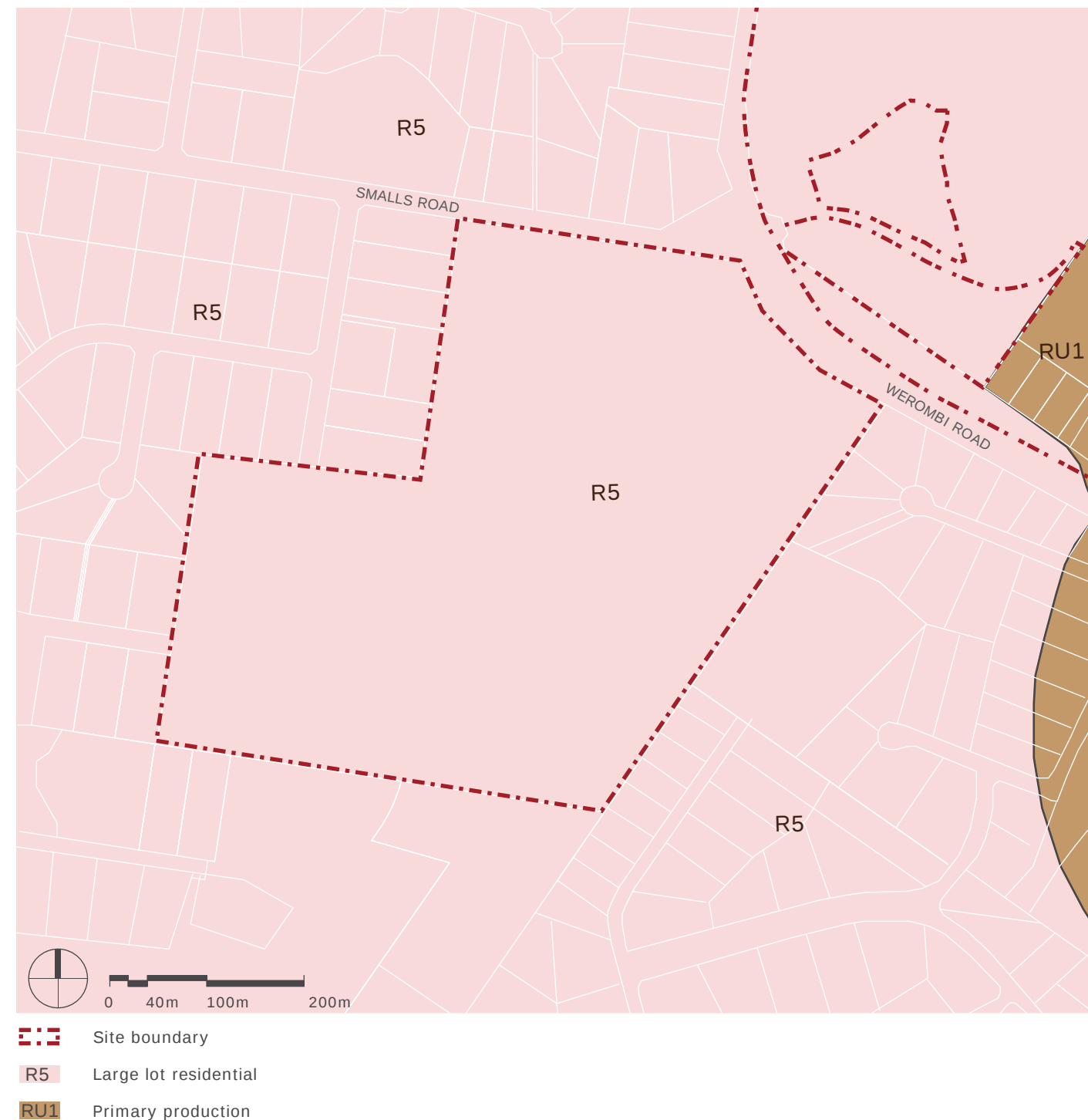


Fig. 3.1: Zoning (Source: Camden LEP, 2010)

3.2 ACCESS

At its northern end, the site is bounded by Smalls Road and Werombi Road which intersect at a landscaped roundabout (Fig. 3.2 and 3.3). This roundabout forms one of the access points into the existing Carrington Centennial Care development. Both Smalls Road and Werombi Road are local roads with the latter being the more important road as it leads to Camden.

The only access to the site at present is a gated dirt track from Smalls Road close to the roundabout. The DCP contains a Proposed Road and Lot Layout plan which indicates that access to the site is to be from the Smalls Road frontage. Vehicular access from Werombi Road is not permitted at present. The plan also envisions the closing of the Benwerrin Crescent loop to the south of the site. A new road connection is to extend from this future section of Benwerrin Crescent into the south of the site.



Fig. 3.3: Smalls Road site street frontage



Fig. 3.2: Intersection at Werombi Road and Smalls Road

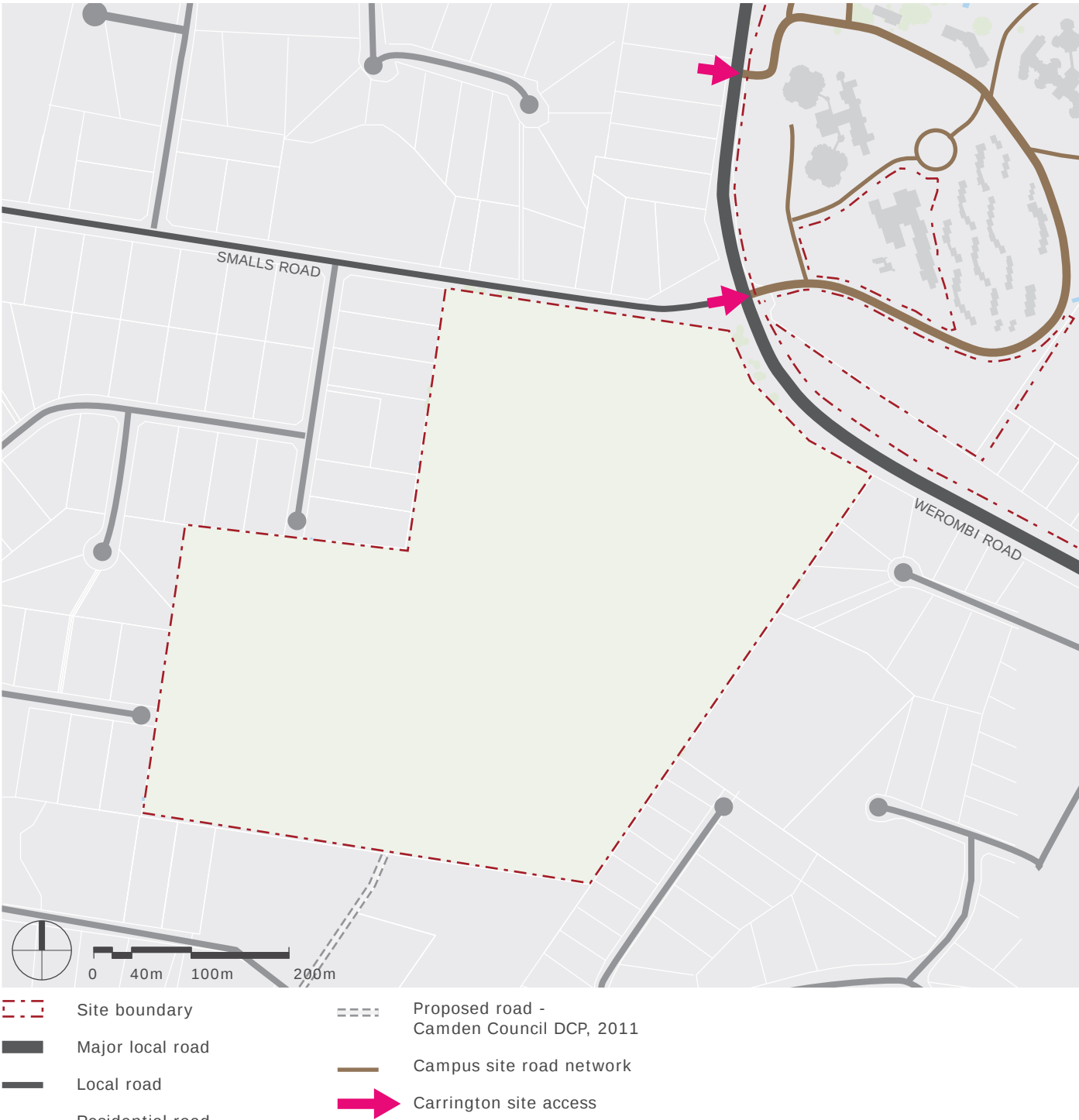


Fig. 3.4: Existing access and circulation

3.3 VEGETATION AND NATURAL FEATURES

The northern and central parts of the site consist of an open expanse of grassland with scattered trees (Fig. 3.5). The grassland is bounded by significant stands of Grey Box Woodland vegetation to the east and particularly to the west. These woodland areas separate the site from existing residential development to the east and west in the southern half of the site.

A watercourse bisects the site partially near the central section of the site. There is also a small dam near the end of this watercourse. There is a notable stand of woodland vegetation associated with the creek in the vicinity of where it crosses the western boundary.

Refer to *Planning Proposal – Master Plan Revision* by Eco Logical Australia Pty Ltd (2011) for further information.

3.4 TOPOGRAPHY AND VIEWS

The high points of the site are located at its northern and southern ends (Fig. 3.6). From these areas the landform slopes towards the centre of the site, down to the watercourse flowing east-west. At the northern end of the site the landform rises to a high point of approximately RL100m AHD just south of the Werombi Road-Smalls Road roundabout, and along the eastern site boundary.



Fig. 3.5: View to the south, showing the open expanse of grassland with scattered trees and Grey Box Woodland vegetation to the east and west

At the southern end of the site the topography rises to approximately RL113m AHD. The lowest point of the site is at approximately RL82m AHD and located where the watercourse crosses the western boundary of the site. The landform slopes at an average gradient of approximately 7% from the northern and southern ends of the site down to the watercourse. Some of the steeper slopes of the site occur from the northern elevated areas down to Werrombi Road.

These changes in level within the site have potential constraints with respect to accessibility (parking and disabled access) and establishing a walkable development and therefore needs to be considered in the layout of the lots and road network. At the same time, the topography creates opportunities to establish good quality views. Key views include:

- From the southern end of the site towards the lower ground in the centre of the site. Landforms beyond the immediate vicinity of the site are also visible in the distance.
- From the northern end of the site towards the lower ground in the centre of the site and the opposing elevated areas at the southern end of the site.
- Along the Smalls Road boundary to the west from the elevated northern parts of the site, which provide views of distant landscapes.
- Long distance views to the east from the northern elevated areas.

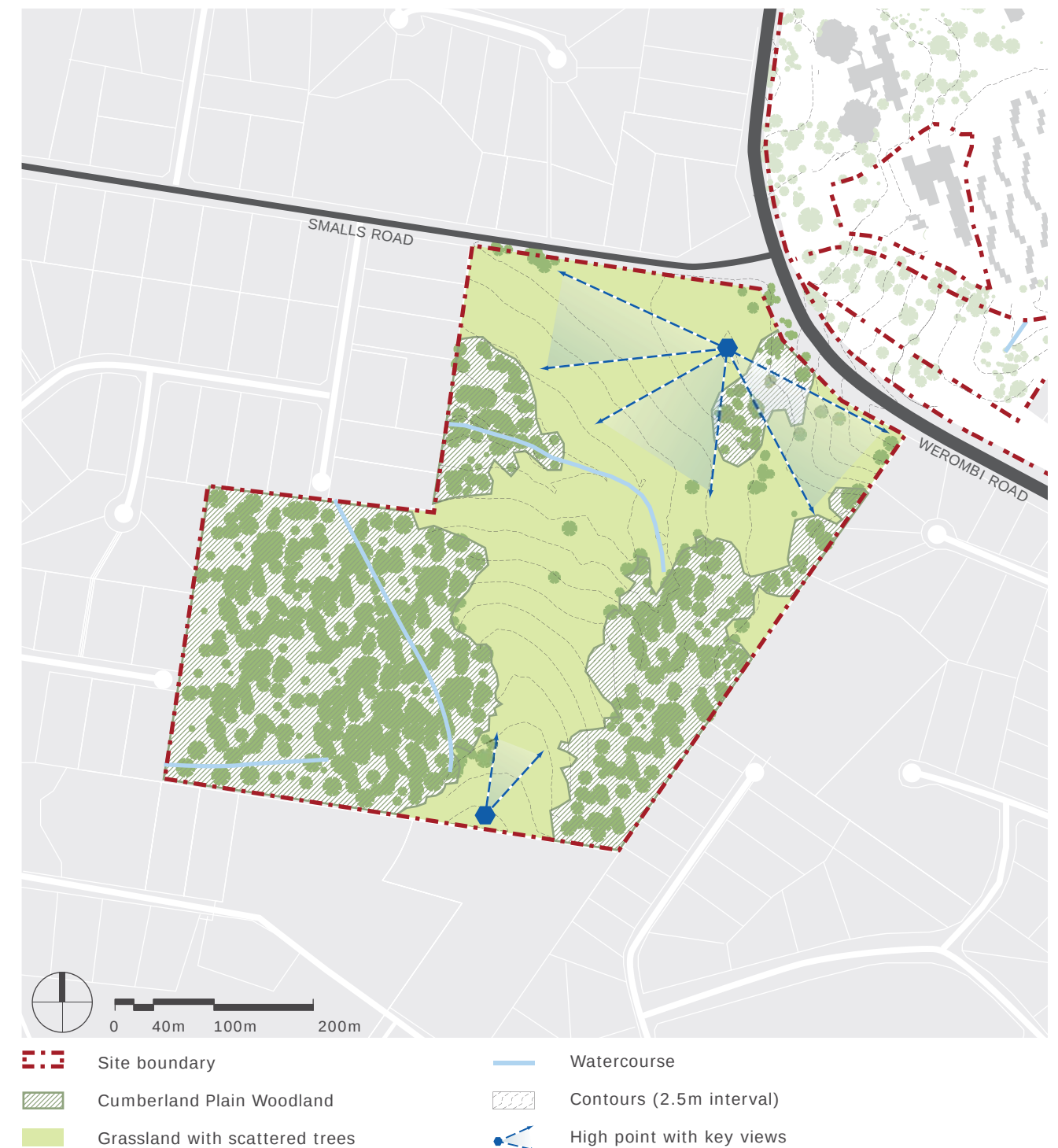


Fig. 3.6: Vegetation, natural features and views on site

3.5 BUSH FIRE PRONE LANDS

The woodland vegetation to the east and west of the site are identified in Camden Council's Bush Fire Prone Land mapping as Category 1 vegetation necessitating a 100m buffer zone, while the creekline woodland and the scattered trees at the northern corner of the site are designated Category 2 bushfire vegetation requiring a 30m buffer (Fig. 3.9). Proximity to these bushfire hazards require the establishment of Asset Protection Zones (APZ) for development to occur.

Refer to *Planning Proposal – Master Plan Revision* by Eco Logical Australia Pty Ltd (2011) for further information.



Fig. 3.8: Creekline woodland - Category 2 bushfire vegetation



Fig. 3.7: Woodland vegetation to the east - Category 1 bushfire vegetation

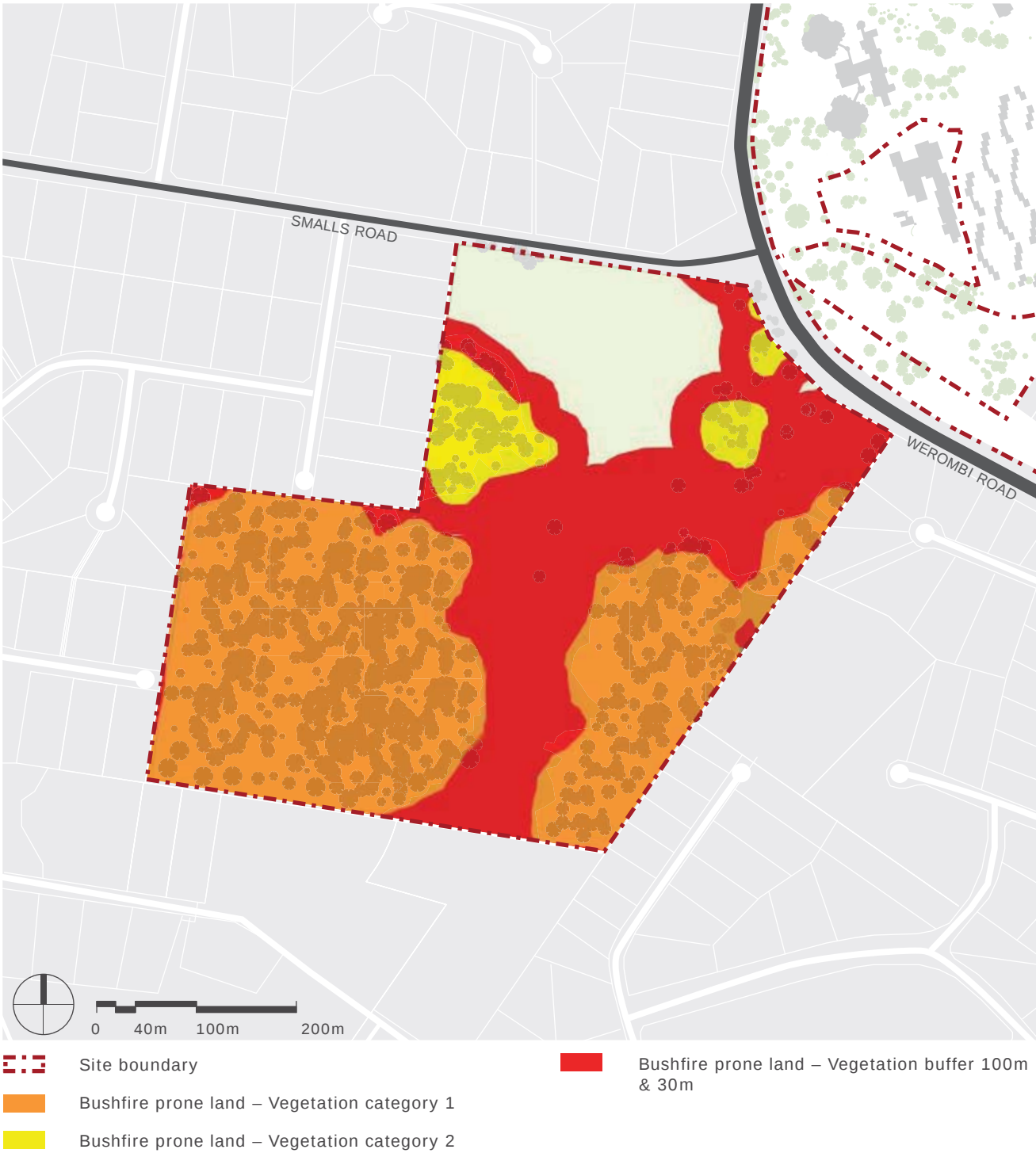


Fig. 3.9: Bushfire prone land (Source: Camden Council, 2009)

4. CONCEPT MASTER PLAN

4.1 DESIGN OBJECTIVES

Design objectives formulated to guide the Concept Master Plan are listed below. These objectives are intended to achieve a development that meets the requirements of the client in a manner that is sensitive to the existing surrounding context and characteristics of the site. The objectives are:

- To establish an attractive and highly liveable environment for the proposed residential community.
- To provide a Master Plan design that responds to the topography, views, and natural features of the site, as well as the surrounding built environment, to achieve a development with a positive relationship to its context.
- To promote an integrated sense of community between the new residential communities and the existing including the existing Carrington Centennial Care residents.
- To establish a high quality environment for future residents, including places for recreation, social interaction offering a diverse range of facilities and amenities. .
- To create a permeable, legible and inclusive development that is accessible to all.
- To optimise development yield at a level that is appropriate for the site and achieves a housing mix that satisfies the requirements of the future aged population on the site.

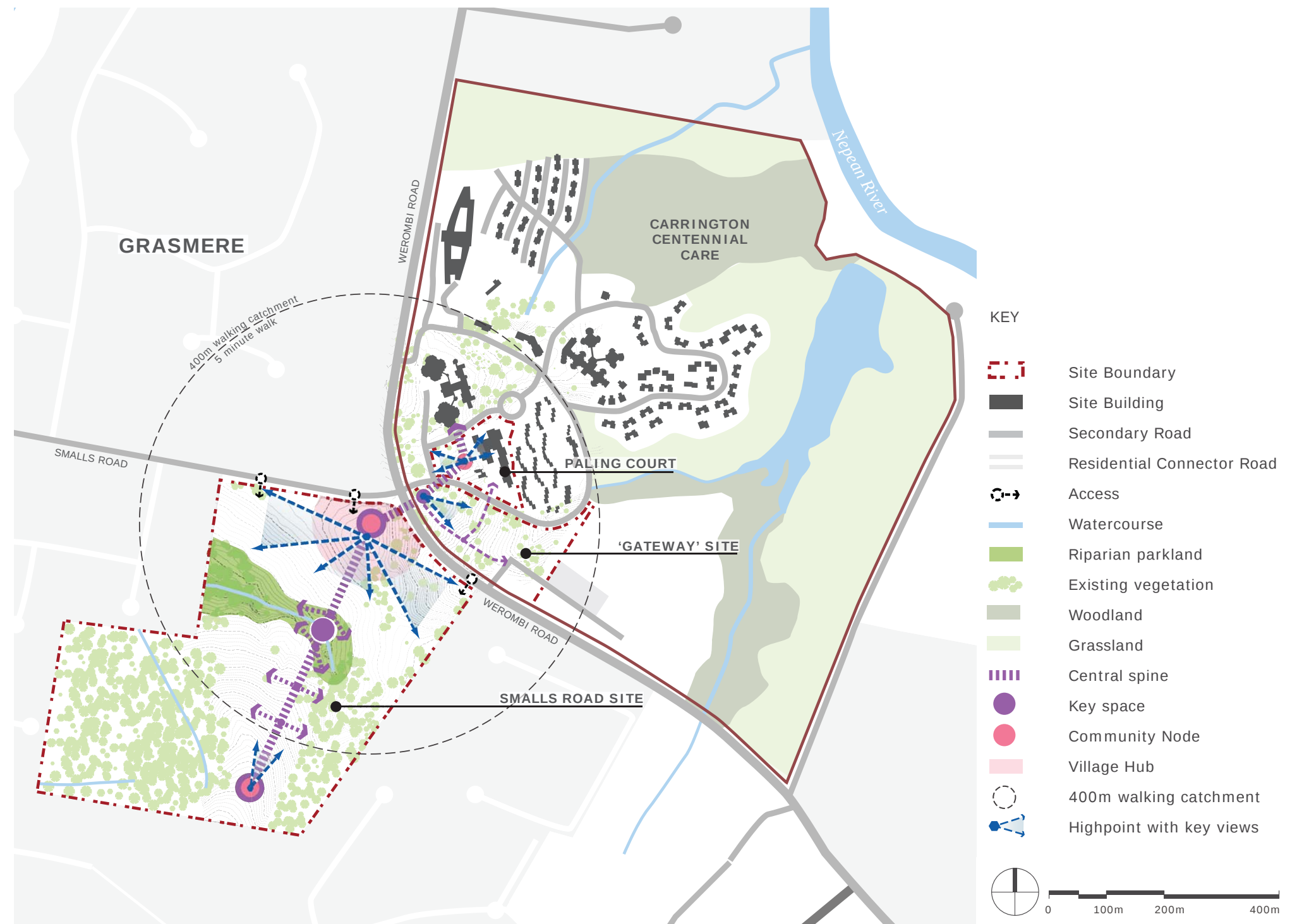


Fig. 4.1: Design principles

4.2 KEY DESIGN STRATEGIES

4.2.1 CONNECTIVITY TO CONTEXT

The Concept Master Plan (Fig. 4.2) is designed to seamlessly integrate the proposed development with its context:

- **Vehicular connectivity:** The plan proposes two access points along Smalls Road- one main entrance and the other a secondary entry point. An additional entry from Werombi Road is proposed primarily as a service access.
- **Pedestrian connectivity:** A key feature of the Concept Master Plan is the north-south pedestrian walk way 'spine' through the centre of the site. This connects to a pedestrian walk proposed at the Carrington Centennial Care sites to the north of Werombi Road providing a continuous link to facilities and amenities between the sites to their residents. The pedestrian link is to be made via a proposed pedestrian crossing at / or to the south of the Werombi Road-Smalls Road roundabout.
- **Visual connectivity:** The buildings housing commercial and community uses, as well as the Residential Aged Care Facility, are located (with appropriate setbacks from the road) at the frontage of the Werombi Road-Smalls Road roundabout where the site is most accessible and has a street presence. This establishes a clearly legible visual presence for these facilities and services within the existing context.

4.2.2 ACCESS AND CIRCULATION

Access: A hierarchy of entry points is provided to ensure efficient access into the development. The main entry into the site is off Smalls Road, from the access point nearest to the Werombi Road-Smalls Road roundabout. This access point is flanked by village centre type development and uses that act as gateways into the site to establish a clearly legible entrance into the development. This main entry provides direct access to the Village hub of the development consisting of the commercial and community uses of the site.

A secondary entry is provided further west along Smalls Road. This provides additional access options for the residents on the site and offers them the choice of bypassing the Village hub when accessing their dwellings.

A third, primarily service related access point is proposed along Werombi Road. This would provide service access to the Residential Aged Care Facility and commercial / community uses in the Village hub avoiding the need for service traffic to travel through the village centre.

The Concept Master Plan could also potentially provide for a link at the southern end of the site with the Council proposed future roadway identified in the *Camden Development Control Plan 2011* (DCP) (February 2011, Camden Council).

Vehicular circulation: The road network consists of a hierarchy of routes to establish a legible and efficient means of circulation through the site. The roads from the two Smalls Road access points are the primary vehicular circulation routes in the development. These intersect near the centre of the site to form a primary circulation loop that services the southern half of the site. .

In the northern half of the site a network of secondary vehicular circulation routes link the primary routes to service the development in this area, establishing a highly permeable road network. In the southern half of the site, secondary spur routes off the primary route services the residential community. Together, the primary and secondary routes provide a highly permeable road network with access to the various uses within the site and the residential communities.

Pedestrian circulation: In addition to pedestrian access along the road network, the key element of pedestrian circulation in the Concept Master Plan is the north-south central pedestrian spine route. This provides ease of pedestrian access throughout the site that is segregated from traffic. It functions as a part of the public realm and links the various public spaces, community/ commercial uses and residential communities together.

The route is designed to encourage walking through the site and to neighbouring areas, allowing pedestrians to experience the differing character of the development such as the riparian area and the Village hub in the process. The character of the route varies in response, alternating from a formal pedestrian route within the Village hub to a meandering landscaped pathway that relates to the surrounding bushland.

The Concept Master Plan takes into consideration the 'walkability' throughout the site by ensuring comfortable gradients that are no greater than a 1:14 and commonly 1:20 to allow wheelchair access throughout the site.

4.2.3 DISTRIBUTION OF LAND USES AND DENSITY

The different land uses of the proposed development are grouped in identifiable precincts (Fig. 4.2). The distribution is driven strongly by the desire to interface sensitively with the adjacent context at the boundaries of the site, maximise road frontage opportunities where appropriate, and respect natural features of significance. This approach was adopted to ensure a development that responds well to its context and makes a positive contribution to the character of Grasmere.

The different precincts of the Concept Master Plan are linked together by the circulation network including the central pedestrian route to ensure that the various developments and spaces are accessed easily. The key components of the Concept Master Plan and the rationale for their proposed location, uses and density are outlined below.

1) Village Hub

The Village hub of the development is located along the Werombi Road - Smalls Road frontage in the vicinity of the roundabout. It would have a street presence suitable to its function and location in this semi rural setting and be seen in relation to other existing aged care related facilities to the north of the site along Werombi Road.

The Village hub is the focal centre for the proposed retirement community with the

proposed commercial and community uses creating a more active public realm. It would also service the surrounding communities, fostering social interaction between the proposed aged care community and the surrounding residential community helping to integrate the different communities. The range of public uses and circulation patterns encourage passive surveillance.

The Village hub is located predominantly to the north east part of the site away from existing residential development around the site providing for a better land use, massing and height response to the surrounding residential buildings. Many of the proposed uses for the Village hub are less noise-sensitive than residential uses, and therefore also acts as a noise barrier from Werombi Road and Smalls Road for the new residential buildings proposed to the south of the Village centre.

The Village hub accommodates:

- **Community uses:** Community-focused uses proposed for the Village hub include a Wellness Centre, function hall, child care centre, local shops, a restaurant/ café and two village greens. Concentrating these uses in the Village hub activates the heart of the development, and creates an inclusive focal point for a range of users.
- **Medical/ Administration/ Retail/ Commercial:** The medical, administration and retail building/s located at the corner of the site fronting the Werombi Road-Smalls Road roundabout acts as a gateway building to the site, and marks the entry point for the central pedestrian spine route. It also establishes a visual relationship with the entry into the existing Carrington Centennial Care development and the 'Gateway site' (one of the sites identified for future expansion of Carrington Centennial Care) across Werombi Road.
- **Residential Aged Care Facility (RACF):** This is a large aged care facility that fronts Werombi Road to signify the role and function of the Smalls Road site. The building would be designed to utilise the fall of the site in this location to its advantage.

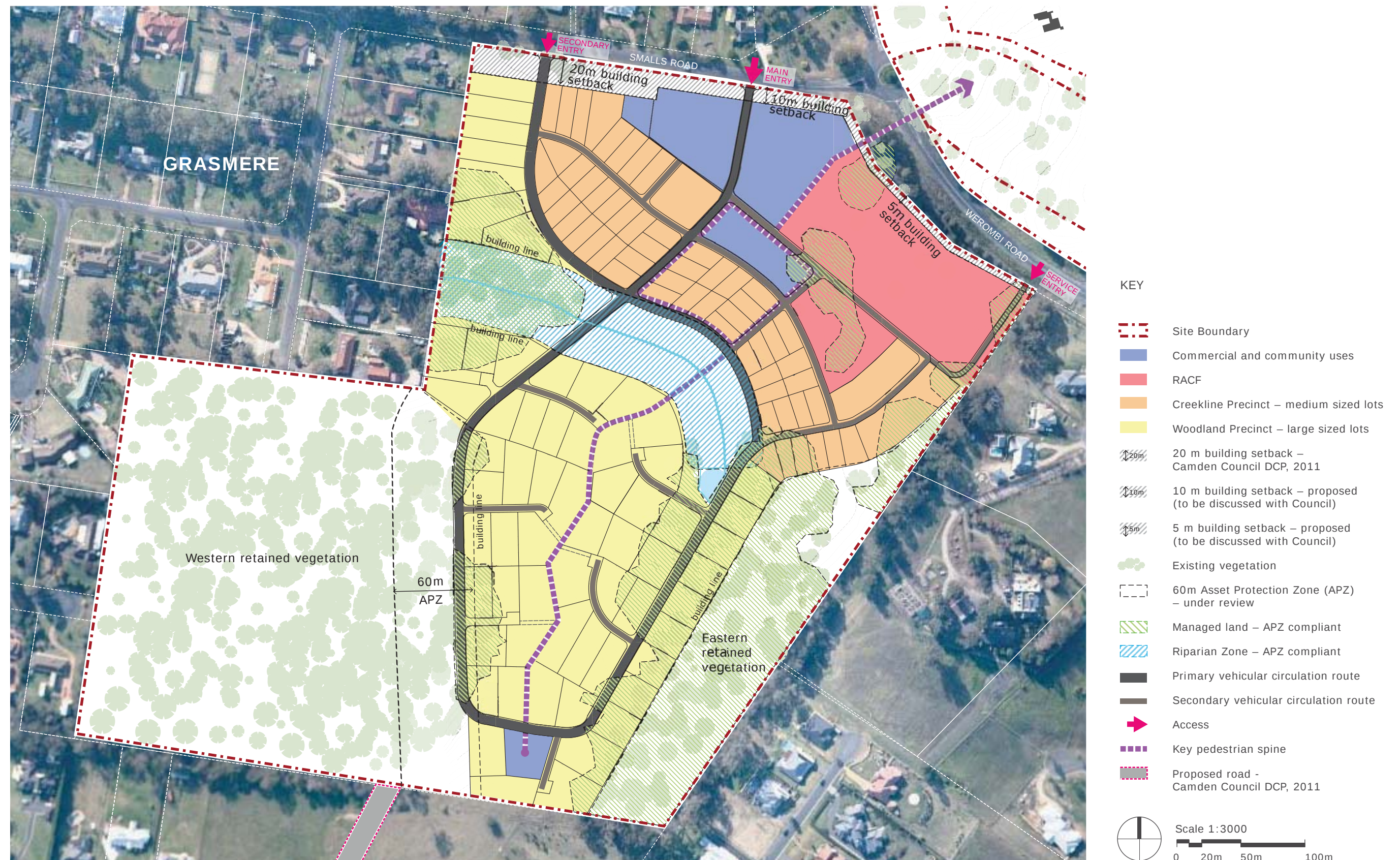


Fig. 4.2: Concept Master Plan

2) Creekline Precinct - Independent Living Units

The residential community in the Northern Precinct would be comprised of high quality Independent Living Units (ILUs) consisting of two distinct typologies – medium lot size and apartment/ townhouse style development. These are responsive to the conditions on the site and introduce diversity into the character of the built environment.

- **Medium lot size ILU's:** The majority of residential accommodation would be on medium lot sizes in the form of low density, single storey semi-detached dwellings. These would be designed to address their street frontages and typically built along contour lines and step down the slope to ensure that views to the riparian corridor are maximised. In terms of urban design, the medium lot size ILU's provide a transition between the higher density Village hub and the low density residential dwellings of the large lot size ILU's.
- **Apartment/ townhouse:** The Creekline Precinct is also proposed to contain some low to medium density two-storey apartment / townhouse style development to offer greater housing choice within the development. These are located adjacent to the Village hub where the apartment / townhouse massing would be more in keeping with the proposed development character of the Village hub. These locations are also situated away from interfaces with existing single lot residential development in the surrounding areas.

3) Woodland Precinct - Independent Living Units

The Woodland Precinct consists of large lot size ILU's designated as 'Woodland ILU's'. These would be low density detached and semi-detached dwellings with a more informal and organic character in terms of their arrangement across the site in order to relate better with their woodland context.

The Woodland ILU's are located on the steeper slopes within the site and step up the slope to utilise the developable land. The buildings would be oriented northwards to maximise solar access and capitalise upon views to the north across the riparian corridor and towards the Creekline Precinct and beyond.

There is also a small area of large lot residential lots along the north western boundary of the site. These lots provide a buffer between the medium lots of the proposed Creekline Precinct and the existing rural lots to the west of the site. Dwellings on these lots may be detached or semi-detached.

In addition to the ILU's, the Concept Master Plan proposes a Community Centre situated at the high point at the southern end of the Woodland Precinct. The Centre terminates the centrally located pedestrian route, ensuring that it is easily accessible from this key means of circulation. The Community Centre would be accessible to the local and wider community and offer a wide variety of community uses, such as gallery space, educational training and recreational space. Its elevated location would benefit from high quality views across the site and its wider context.

4.2.4 BUILDING SETBACKS TO ROAD EDGES

The Concept Master Plan proposes building setbacks along Werombi Road and Smalls Road to ensure that the existing rural character of these roads are respected.

20m building setbacks from the site boundary are proposed for residential development along Smalls Road. This responds to existing residential development across the road which are characterised by similarly deep setbacks to Smalls Road. The setbacks also allow for landscape between the buildings and the road reinforcing the existing landscape character of the road corridor.

Along Smalls Road, the Village hub buildings would be setback 10m from the road. This still provides a generous setback from the road treated with appropriate landscape while ensuring that the Village hub projects a legible identity for the Lifestyle Village along the road.

The Village hub buildings would be setback 5m from the site boundary along Werombi Road. An appropriate distance to the road is achieved due to the fact that the site boundary is already setback some distance from the road.

4.2.5 RETAINED VEGETATION AND APZ

The Concept Master Plan recognises the ecological value of the western and eastern woodlands to the site and the wider context, retaining these communities. This retains a primary element of the existing landscape character to integrate it into the residents' experience of the development. In some areas, particularly to the east of the site, development is proposed to encroach into existing woodland areas. Where this occurs – typically at the edges of the woodland area – it is proposed that existing trees would be selectively thinned out to allow strategically located, low density residential development that minimises impacts upon existing vegetation.

The woodland areas are identified as bushfire hazards in Council mapping. Preliminary investigations by the Environmental Consultant have identified a provisional 60m wide APZ at the edge of the western woodland area. This may be rationalised as the issue is investigated further during design development; however, at present, the Concept Master Plan establishes a building line that represents the limit beyond which development would not be permitted.

With respect to the eastern woodland area, the Environmental Consultant has recommended its designation as managed land that is APZ compliant. The Concept Master Plan identifies

a building line within this eastern area beyond which development would not be permitted. Any building proposed in this vegetation area within the building line would be strategically located to minimise the removal of vegetation.

The proposed riparian corridor along the existing watercourse would also be managed as APZ compliant land.

Refer to *Planning Proposal – Master Plan Revision* by Eco Logical Australia Pty Ltd (2011) for further information.

4.2.6 RIPARIAN CORRIDOR

The existing watercourse across the centre of the site would be retained and enhanced as a riparian corridor to become a natural feature and amenity for the community to enjoy. The corridor would become a naturally vegetated zone incorporating a public nature walk. It also provides a habitat refuge for local wildlife linking to areas of bushland. The existing small dam on the site near the watercourse would be retained to form another water feature for the development.

The use and management of the riparian corridor would ultimately be dependent upon the NSW Office of Water's categorisation of the watercourse. The Concept Master Plan considers the creek a Category 2 watercourse with a 20m natural core riparian zone either side from the top of the bank, with a further 10m buffer zone that would be managed as an APZ. Building development would not occur within this 30m zone either side of the top of the watercourse bank.

The riparian corridor would also function as an overall collection and detention point for storm-water run off, and incorporate Water Sensitive Urban Design principles where appropriate.



Fig. 4.3: Environmental attributes

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5. REFERENCES

- *Camden Airport Master Plan*, Oct 2010, Camden Airport Limited
- *Camden Development Control Plan 2011*, Feb 2011, Camden Council
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