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Binder: Amendment No. 16 – Carrington

23 April 2012

Peter Goth
Department of Planning and Infrastructure
Locked Bag 5020
PARRAMATTA NSW 2124



Dear Peter,

RE: PLANNING PROPOSAL AMENDMENT 16 - CARRINGTON

I refer to the Planning Proposal attached for the Department of Planning and Infrastructure's consideration.

On the 10 April 2012, Council resolved to submit this Planning Proposal to the Department of Planning and Infrastructure to allow 'seniors housing', 'health services facility' and 'retail premises up to 500m² of gross floor area' on land known as No 5 Smalls Road, Grasmere (Lot 201 in DP 734620). The Planning Proposal is submitted in response to correspondence issued by Minister for Planning and Infrastructure advising Council to pursue this option.

In this regard, please find enclosed the following documents accompanying this letter:

- Planning Proposal and associated attachments;
- Applicable s.117 directions;
- Council report dated 10 April 2012;
- Council Resolution; and
- Compact Disc containing the above material.

Should you or your officers require any further information, please do not hesitate to contact either myself on 4654 7798 or Tanya Uppal on 4654 7804.

Yours sincerely,

Kate Speare
A/Manager Strategic Planning



ORDINARY COUNCIL

ORD04

SUBJECT: PLANNING PROPOSAL TO ALLOW SENIORS HOUSING AND ASSOCIATED USES AT 5 SMALLS ROAD, GRASMERE AS AN EXPANSION TO THE CARRINGTON CENTENNIAL CARE FACILITY

FROM: Director Governance

BINDER: Amendment No 16 Carrington

PURPOSE OF REPORT

The purpose of this report is for Council to consider a request to allow additional permitted uses on land known as No. 5 Smalls Road, Grasmere (Lot 201 in DP 734620) to permit a seniors living development, being an expansion of the Carrington Centennial Care facility.

BACKGROUND

In late December 2011, Council received a request to rezone land known as No. 5 Smalls Road, Grasmere (Lot 201 in DP 734620) to permit a seniors living development, as part of an expansion of the Carrington Centennial Care facility.

Under the previous Camden LEP 48, the site was zoned Rural 1(c), which permitted seniors housing. A masterplan DA was approved for the site (DA 639/2006) in July 2007. The consent was acted upon for the existing Carrington campus, but not for the Smalls Road land. Since that time, the masterplan for the site has been revised and would result in the need for a new Development Application.

However, Camden LEP 2010 was introduced in 29 November 2010 and the site was rezoned to R5 – Large Lot Residential. ‘Seniors housing’ is not permitted within this zone. As a result, a rezoning of the land is required in order to facilitate the proposed development of a seniors living campus as an expansion to the Carrington Centennial Care facility.

The proposed development includes a medical centre and a small amount of retail premises space in the form of a café/restaurant and neighbourhood shop. The only zone that allows all of the proposed uses is R1 – General Residential, however this zone would permit a range of other uses that would not be appropriate on this site, such as residential flat buildings. As a result, it is proposed to allow specific additional uses on the site related to the development under the provisions of Clause 2.5 and Schedule 1 of Camden LEP 2010.

MAIN REPORT

A Planning Proposal has been prepared to allow additional uses on land known as No. 5 Smalls Road, Grasmere (Lot 201 in DP 734620) to permit a seniors living development and associated uses, as part of an expansion of the Carrington Centennial Care facility. The Planning Proposal is provided as **Attachment 1 to this report**.

A masterplan was prepared for the site in 2006 by Ingham Planning as part of a Masterplan DA (DA 639/2006), which Council approved in July 2007. The development of the Smalls Road site was not commenced. In more recent times, the masterplan for the site has been reviewed and updated by Jackson Teece. This masterplan forms Annexure A to the Planning Proposal. However, since the introduction of Camden LEP 2010 in November 2010, the owners of the site are unable to lodge a Development Application for the proposed seniors living development, as 'seniors housing' is not permissible within the R5 – Large Lot Residential Zone.

Prior to the introduction of Camden LEP 2010, the site was zoned Rural 1(c) under the provisions of Camden LEP 48, which permitted seniors housing on the site. The Camden LEP 2010 was intended to be a 'like for like' or 'status quo' planning instrument. It was not intended to prohibit seniors housing on the site, as this was a permissible use. The land will need to be rezoned to address this anomaly. However, the owners of the site are proposing uses on the site that are broader than just 'seniors housing', resulting in the need to lodge a formal rezoning request supported by a Planning Proposal, rather than simply addressing the anomaly through a 'housekeeping' LEP amendment.

The applicants have prepared a masterplan for the site and propose the following uses:

- a residential aged care facility (RACF) that contains approximately 120 beds;
- approximately 112 Independent Living Units (ILUs), and a further 95 'apartment' style ILUs;
- a 30 place child care centre;
- a medical centre; and
- a café/restaurants/local shops.

It is proposed that the child care centre, medical centre and any café/restaurant or local shops would be available to the public to use. This would help to integrate the seniors housing development into the broader community.

The R1 – General Residential zone was proposed for the site as it would accommodate the range of uses proposed for the site, including seniors housing, health services, child care centres and retail premises. However, this zone also permits a range of other uses, such as residential flat buildings, that would not be appropriate on this site. As a result, it is proposed to allow the following specific uses on the site as "additional permitted uses for particular land" under the provisions of Clause 2.5 of Camden LEP 2010:

- seniors living;
- health services facility; and
- retail premises (for the purposes of a café/restaurant and local shop) of no more than 500 square metres of gross floor area.

A number of planning studies were prepared for the site as part of the 2007 Masterplan DA. The relevant studies have been annexed to the Planning Proposal. However, it is acknowledged that should this Proposal receive Council and Gateway Determination support, these studies will need to be reviewed and updated. Please note that Annexures A – G to the Planning Proposal (being the masterplan and technical planning reports) have not been printed for inclusion in this Council report due to their size. Electronic copies of these Annexures are available on CD upon request.

The Planning Proposal has been reviewed internally in relation to conservation, heritage and traffic issues to determine if there were any 'show stopper' issues that

would cause Council not to proceed with permitting the proposed uses. No significant issues were identified that cannot be resolved through the preparation of revised planning studies and ultimately, as part of the Development Application process. In particular, there have been changes to the classifications of threatened species, which requires the flora and fauna studies to be updated. Additionally, the previous vegetation offsets strategy takes into account the existing Carrington campus and will require updating and re-calculation of vegetation offsets. This work will be undertaken following receipt of a Gateway Determination.

Next Steps

If the Planning Proposal is supported by Council, it will be forwarded to the Department of Planning and Infrastructure (DPI) for a Gateway Determination in accordance with the *Environmental Planning and Assessment Act*.

If the Planning Proposal receives a favourable Gateway Determination, the next steps will be to require the applicant to review and update the existing planning studies, and if necessary, prepare new planning studies. The cost of this work is to be borne by the applicant. If the applicant does not undertake this work, the Council will not proceed further with the Planning Proposal and will advise the DPI accordingly.

Following completion of the planning study review, the Planning Proposal will be amended as required. Consultation will be undertaken with relevant State and Federal agencies as required by the Gateway Determination, and the Planning Proposal will be publicly exhibited for a period of 28 days in accordance with legislative requirements. Following conclusion of the public exhibition, a further report will be submitted to Council to allow consideration of any submissions received.

CONCLUSION

The proposal to permit seniors housing, health services facilities and a limited amount of retail premises on land known as No. 5 Smalls Road, Grasmere (Lot 201 in DP 734620) under the provisions of clause 2.5 of Camden LEP 2010 is supported. The prohibition of 'seniors housing' on the site was an unintended consequence of transitioning the zones to those within the Standard Template LEP that Camden LEP 2010 is based on. The R1 – General Residential zone would permit the range of uses proposed for the site, but would permit other uses such as residential flat buildings that are not appropriate on this site. As a result, it is intended to allow the specific uses on the site rather than a blanket rezoning.

The proposed seniors housing development will include services and facilities that will benefit residents and the broader community. The proposed development will increase the range of housing opportunities within the Camden LGA for older people and will generate local jobs within the aged care industry.

RECOMMENDED

That Council:

- i. support the proposal to allow 'seniors housing', 'health services facility' and 'retail premises up to 500 sqm of gross floor area' on land known as No. 5 Smalls Road, Grasmere (Lot 201 in DP 734620);**

- ii. forward the Planning Proposal to the Department of Planning and Infrastructure for a Gateway Determination;
- iii. require the applicant to prepare or update planning studies following receipt of a favourable Gateway Determination at their own cost;
- iv. publicly exhibit the Planning Proposal in accordance with the provisions of the Gateway Determination and the *Environmental Planning and Assessment Act*, upon receipt of a favourable Gateway Determination and completion of planning studies; and
- v. receive a further report addressing any submissions received as a result of a public exhibition of the Planning Proposal.

ATTACHMENTS

1. Planning Proposal

ACTION SHEET – ORDINARY MEETING 10 APRIL 2012

OFFICER ITEM MATTER

Mayoral Minute

Second Sydney Airport

Council resolved:

- i. to reaffirm its previous policy position of opposing the development of a second major airport in the Sydney Basin and particularly at Wilton;
- ii. that endorsement be sought from Council prior to any expenditure on a campaign strategy;
- iii. to write to the relevant State and Federal Ministers regarding its position.

Camden Mayoral Ball

The 2012 Mayoral Venetian Ball, in support of Society 389, will be held on 29 June at the Civic Centre, which will also showcase the Civic Centre celebrating 30 years of operation on 17 April. Proceeds will go toward the ongoing treatment of local resident Adriana Gatterleri.

Ordinary Council

Governance 1 Harrington Grove Planning Proposal – Amendment 8

Council resolved to:

- i. adopt the Harrington Grove Planning Proposal (Amendment 8) with the changes outlined in the report and the Planning Proposal;
- ii. send the adopted Planning Proposal and attachments to the DPI so that the plan can be made;
- iii. prepare and exhibit a DCP to reflect changes made by the Planning Proposal; and as detailed in this report
- iv. provide a further report to Council once the DCP is exhibited.

Action: Staff to note.

Governance 2 Planning Proposal – Sex Service Premises

Council resolved to:

- i. support the Planning Proposal for the mapping of land where Sex Service Premises will be permissible (subject to development consent);
- ii. submit the Planning Proposal to the Department of Planning and Infrastructure for a Gateway Determination;
- iii. upon receipt of a favourable Gateway Determination:
 - a. consult relevant public authorities in accordance with the terms of the determination; and
 - b. publicly exhibit the Planning Proposal in accordance with the terms of the determination and the *Environmental Planning and Assessment Regulation 2000*; and

ACTION SHEET – ORDINARY MEETING 10 APRIL 2012

OFFICER ITEM MATTER

- iv. prepare a further report for Council's consideration at the conclusion of the public exhibition period.

Action: Staff to note.

- Governance 3 Planning Proposal to Amend SEPP (Sydney Region Growth Centres) 2006 – Oran Park and Turner Road – Post-Exhibition Update

The planning proposal seeks to address mapping anomalies which have resulted from inconsistencies between the SEPP maps and the approved subdivision and development layout in these precincts.

Council resolved to:

- i. adopt the final planning proposal including the post-exhibition amendment to the land zoning map as noted above;
- ii. prepare the final gazettal maps upon receipt of the SEPP map templates and data from the DP&I; and
- iii. forward the final planning proposal and final gazettal maps to the DP&I so that the planning proposal can be gazetted.

Action: Staff to note.

- Governance 4 Planning Proposal to Allow Seniors Housing and Associated Uses at 5 Smalls Road, Grasmere as an Expansion to the Carrington Centennial Care Facility

Council resolved to:

- i. support the proposal to allow 'seniors housing', 'health services facility' and 'retail premises up to 500m² of gross floor area' on land known as No 5 Smalls Road, Grasmere (Lot 201 in DP 734620);
- ii. forward the Planning Proposal to the Department of Planning and Infrastructure for a Gateway Determination;
- iii. require the applicant to prepare or update planning studies following receipt of a favourable Gateway Determination at their own cost;
- iv. publicly exhibit the Planning Proposal in accordance with the provisions of the Gateway Determination and the *Environmental Planning and Assessment Act*, upon receipt of a favourable Gateway Determination and completion of planning studies; and
- v. receive a further report addressing any submissions received as a result of a public exhibition of the Planning Proposal.

Action: Staff to note.

- Governance 5 Elyard Gardens Planning Proposal

Council resolved to:

- i. support the Planning Proposal for 1 Elyard Street, Narellan which seeks to rezone part of the site to R3 – Medium Density Residential;
- ii. forward the Planning Proposal to the Department of Planning and Infrastructure and request that the plan be made; and

ACTION SHEET – ORDINARY MEETING 10 APRIL 2012

OFFICER ITEM MATTER

iii. be informed when the plan comes into operation.

Action: Staff to note.

Governance 6 Council Seal – Release of Easements – Belmont Avenue and Hampshire Boulevard, Spring Farm

Council resolved that the Council seal be affixed to the Plan of Subdivision and Section 88B Instrument of Lot 94 DP 1142381 and Lot 2301 DP 1137378 for the removal of two (2) drainage easements associated with Stages 3A and 3B Spring Farm, upon the release of the Subdivision Certificates.

No D&H action required.

Governance 7 Council Seal – Easement for Padmount Substation – Charles Moore Reserve, Mount Annan

Council resolved to:

- i. approve the grant of easement for the purpose of providing a padmount substation and underground electricity cables through Lot 2082 DP 1000787 (Charles Moore Reserve) Mount Annan Drive, Mount Annan,
- ii. authorise the affixing of the Council Seal to the Transfer Granting Easement and any other relevant documentation to create the proposed easement.

No D&H action required.

GM 8 Independent Conduct Review Panel

It is proposed to replace a retiring member of the Panel with two additional members to provide some flexibility for the commissioning of either a Conduct Review Committee or individual Conduct Reviewers for the duration of this Council term.

Council resolved to defer this matter to the next meeting.



Nicole Magurren
DIRECTOR D&H



CAMDEN COUNCIL

PLANNING PROPOSAL

**Amendment to Camden LEP 2010 in relation to
the 'Smalls Road Site' No. 5 Smalls Road, Grasmere
Lot 201 in DP 734620**

March 2012 (version 1)

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ANNEXURES

- A. Draft Masterplan prepared by Jackson Teece (dated 30 November 2011)
- B. Bushfire Assessment
- C. Conservation Management Strategy
- D. Conservation and Land Use Management Plan
- E. Flora and Fauna Assessment
- F. Vegetation Management Plan
- G. Vegetation Offset Strategy
- H. Heritage Curtilage Assessment
- I. Aboriginal Survey
- J. Traffic Report

NOTE: The Annexures listed above are provided in electronic copy only due to their size. A CD containing these studies is available from Camden Council.

Introduction

This planning proposal refers to the land identified as Lot 201 in DP 734620 (refer to **Figure 1**). The subject site has a dual frontage to Smalls Road to the North and Werombi Road to the North East. The subject site is irregular in shape with a total area of 27.21ha. The subject site is gently undulating with part of the site grading from the northern part of the site at the high point near the round-about intersection of Werombi Road and Smalls Road, south-west toward the existing natural watercourse traversing the centre of the site in an east-west direction. A small part of northern portion of the site grades towards Werombi Road.

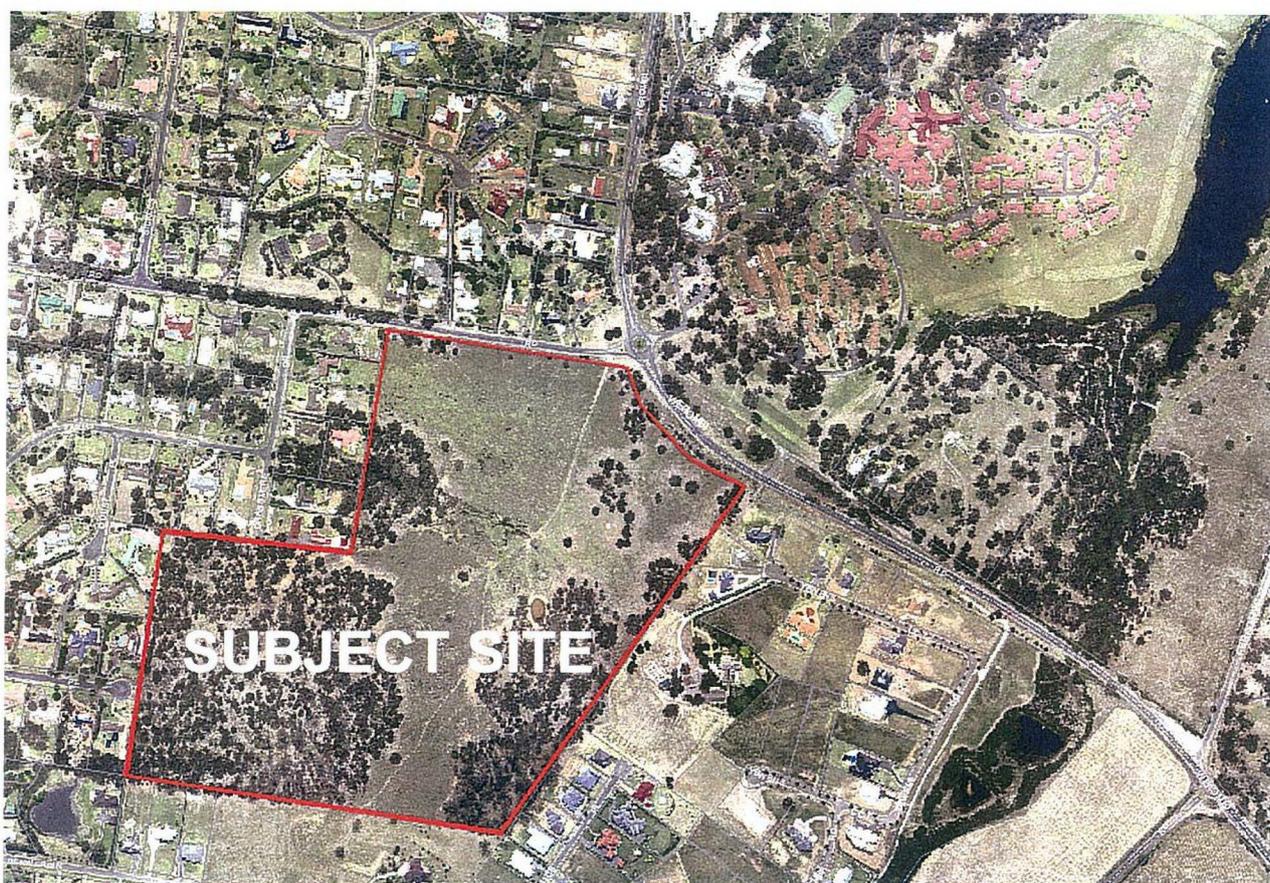


Figure 1 – Location Map

The Smalls Road Site adjoins the Carrington Centennial Care, Aged Care Facility at Lot 10 in DP 845472 No. 90 Werombi Road, Grasmere.

A draft Masterplan prepared by Jackson Teece dated 30 November 2011 has been prepared for the site (**Annexure A**) and updates the Masterplan prepared by Ingham Planning Pty Ltd in May 2006 which provided a long-term vision for the development of the Werombi Road (Carrington Campus Site) and Smalls Road Site for a comprehensive range of aged care and support facilities to meet the unique heritage and environmental qualities of the land holdings in conjunction with the existing planning and environmental legislation at the time of drafting.

On 11 July 2007 Council approved Masterplan DA 639/2006. The approval described the proposal as follows:

“The creation of a Staged Development over a 20 year period of 400 High Care Accommodation Positions, 980 Independent Living Dwellings, Community Centres, Sports Facilities and Bush Revegetation and Rehabilitation Areas”.

Actual works were commenced in accordance with the Development Consent on the Carrington Campus Site and therefore cannot lapse. The Smalls Road Site to the south of the Carrington Campus site has remained undeveloped subsequent to the granting of Development Consent DA 639/2006.

On 3 September 2010, the Camden LEP 2010 was gazetted. The zoning of the Carrington Campus site and Smalls Road site subsequently changed from Rural 1(c) (0.4ha) under the Camden Local Environmental Plan 48 (LEP 48) to R5 – Large Lot Residential under the provisions of the Camden LEP 2010. The use of the Smalls Road site for the purpose of seniors living is no longer permissible.

A request to rezone the land to R1 – General Residential was received by Council on 20 December 2012 from Michael Brown Planning Strategies on behalf of the owners of Carrington Centennial Care. The proposed rezoning will reinstate the previously permissible use of seniors housing, and will also permit a range of proposed uses for the site including health services facilities, neighbourhood shops, retail premises (including restaurants and cafes), administration and child care centre.

The purpose of this planning proposal is to allow the Smalls Road Site to be developed in a manner compatible with the site context for the purposes of seniors housing and other associated uses including medical services, child care, neighbourhood shops, administration and café/restaurants. This would provide a logical development opportunity to expand the existing Carrington Centennial Care Aged Care Facility at the Carrington Campus to meet the envisaged future requirements for aged care services and associated facilities.

Council has considered the proposal to rezone the land to allow the expansion of the Carrington Centennial Care facility and has provided ‘in principle’ support given the need for facilities to support an ageing population. The proposed development includes a medical centre, child care centre and café/restaurants that will be made available for use by the general public, which will help to integrate this seniors living facility into the community. As a result, this planning proposal is being forwarded to the Department of Planning and Infrastructure for a Gateway Determination. If Council receives a Gateway Determination that supports proceeding with the proposal, then Council may require the landowner to update existing or prepare new planning studies including:

- traffic and transport;
- flora and fauna (including update of the Vegetation Management Plan and Vegetation Offsetting Strategy);
- bushfire hazard assessment;
- heritage and archaeology; and
- water cycle management.

Council also expects that it will need to undertake consultation with a range of State Government agencies including the Roads and Maritime Services, NSW Office of Water and the Department of Environment and Heritage, Rural Fire Service and Camden Airport. In particular, clarification will need to be sought from the Office of Water regarding the categorising of the watercourses on the site, especially the northern most watercourse.

Council is seeking a Gateway Determination to indicate whether there is support for proceeding with the planning proposal. It is suggested that should this Gateway Determination recommend proceeding with the planning proposal, it should specify those State and Commonwealth agencies to be consulted and the further planning studies to be undertaken. It is therefore suggested that the Gateway Determination should provide 12 months for Council to finalise the planning proposal and submit to the Department for the plan to be made.

Council will require the landowner to fund the updating of any existing, or preparation of any new, planning studies required. If the landowner decides not to fund any further planning studies, then Council will not proceed with this planning proposal. In the event that this occurs, Council will write to the Department and inform them of this decision.

Part 1 - Objectives or Intended Outcomes

It is intended to allow the existing Carrington Centennial Care facility to expand south across Werombi Road on to the Smalls Road site to establish a seniors housing campus that will include a Residential Aged Care Facility (RACF), Independent Living Units (ILUs), and a 'Community Hub' that includes a medical centre, administration/commercial building, neighbourhood shops including café/restaurants and a child care centre. Some of the facilities located within the 'community hub' will be accessible by the public, helping to integrated this seniors housing development into the broader Camden community.

The objective of the rezoning proposal is to facilitate the comprehensive development of the site in a way that sensitively interfaces with surrounding development. The planning proposal as submitted to Council requested that the land be zoned R1 – General Residential which provided the following stated objectives:

Zone R1 – General Residential

- to provide for the housing needs of the community;
- to provide for a variety of housing types and densities;
- to enable other land uses that provide facilities or services to meet the day to day needs of residents;
- to allow for educational, recreational, community and religious activities that support the wellbeing of the community; and
- to minimise conflict between land uses within the zone and land uses within adjoining zones.

It is proposed to amend Camden LEP 2010 by rezoning the site by amending Schedule 1 to include the following:

26 Use of certain land at 5 Smalls Road, Grasmere

- (1) This clause applies to land at 5 Smalls Road, Grasmere, being Lot 201, DP 734620.
- (2) Development for the purposes of seniors living development, comprising residential aged care facilities, independent living units, and other associated uses including medical services, child care, neighbourhood shops, administration and café/restaurants.

It should be noted that it is not proposed to vary height of buildings or the minimum lot size of 4000m², prevailing in the area.

Part 3 – Justification

The current zoning of the site does not reflect the aspirations of the owners to develop the land to expand the Carrington Centennial Care facility as shown in their Masterplan. The proposed rezoning would ensure that there was additional development potential for the land, other than that permitted by the current zoning for rural residential purposes, particularly given the strategic location of the site adjoining the Carrington Campus.

The proposed rezoning would facilitate the provision of additional seniors housing and associated facilities that would also benefit the broader community in the area. A broad range of planning studies have previously been undertaken for this site in support of a Masterplan Development Application that was approved by Council in 2007. The introduction of the Standard Template LEP was intended to provide a 'like for like' or status quo arrangement. The development of the site for seniors housing was previously permitted under Camden LEP No. 48. The proposed rezoning will reinstate this previously permissible use and will also allow a range of uses on the site including health facilities, child care centres and retail premises, which are proposed uses as part of the masterplan for the development. The administration component is to facilitate the day-to-day operation of the facility. The main administration function will operate from the Werombi Road Campus.

As part of the use of the site for an aged care facility, there is a need, particularly within the broader community, to provide a range of facilities on the site. Some of these intended uses are permissible in an R5 zone; whilst others would be permissible, as either ancillary or would require a rezoning to facilitate. It should be noted that neighbourhood shops and medical centres are permissible in R1 and R2 zones, respectfully. In this regard the following is provided in support of the rezoning request.

The following uses are permissible in the R5 zone:

Bed and breakfast accommodation; Boarding houses; Dual occupancies (attached); Dwelling houses; Home industries; Roads; Any other development not specified in item 2 or 4

Whilst the following landuses are prohibited.

Advertising structures; Agriculture; Air transport facilities; Amusement centres; Boat repair facilities; Boat sheds; Bulky goods premises; Business premises; Car parks; Caravan parks; Charter and tourism boating facilities; Correctional centres; Crematoria; Depots; Electricity generating works; Entertainment facilities; Exhibition homes; Extractive industries; Freight transport facilities; Function centres; Home occupations (sex services); Industries; Information and education facilities; Landscape and garden supplies; Mortuaries; Office premises; Public administration buildings; Recreation facilities (indoor); Recreation facilities (major); Registered clubs; Residential accommodation; Restricted premises; Retail premises; Rural industries; Rural supplies; Service stations; Sewerage systems; Sex services premises; Storage premises; Timber and building supplies; Tourist and visitor accommodation; Transport depots; Truck depots; Vehicle body repair workshops; Vehicle repair stations; Vehicle sales or hire premises; Veterinary hospitals; Waste or resource management facilities; Wholesale supplies

Child care centre

Such a landuse is permissible in the zone, as such is not listed in the prohibited column. Such a centre would be utilised by staff of Carrington, but would also service the broader community. It should be noted that there are no child care facilities within this rural community, with the closest being located in suburbs such as Camden and Elderslie.

Administration

This landuse is considered to be ancillary to the use of the site for a seniors living development. However, it may be considered to be defined as business premises, which is prohibited. It is not intended that this would be a separate landuse, but there is a requirement for such a large facility proposed by the masterplan for an administrative function to serve the needs of this proposal. To overcome any justification for such administration function as being ancillary, it is considered appropriate that administration be a permissible use.

Medical facility

This facility could also be considered to be ancillary, as it will be used by visiting general practitioners to the Smalls Road site. However, it is considered that there is a need within the community for a medical centre to service this community. Camden is located some 3km from the subject site as does not provide a medical centre.

The current medical centres are located on land that is reasonably steep or does not provide accessible carparking. In addition, such facilities are not provided within one building and require patients to drive or be driven to each centre/practice. Development of a medical centre on the subject land would be readily accessible and provide accessible carparking outside the proposed building.

A medical centre connected to the Smalls Road Campus would provide a broad range of services for the proposed community within the Smalls Road development and that of the broad community.

The broader community extends beyond the Camden LGA boundary to areas such as Theresa Park, Mount Hunter, Werombi, Brownlow Hill and further afield. These areas do not have ready access to such facilities and travel distances for such services. A medical centre on the subject land would provide a much needed facility for these burgeoning rural communities.

Neighbourhood shops

As with medical centres, there are no neighbourhood shops within the above rural communities, including Grasmere and Ellis Lane. Residents of these rural areas need to purchase goods from other centres, such as Camden or The Oaks, generally on their way after work or after visiting these centres. A neighbourhood shop of approximately 1000m² would provide much needed close facilities, particularly for residents of Grasmere and Ellis Lane, who could walk or cycle to such shops.

The shops would also serve residents from the existing Werombi Road Campus and that of the proposed Smalls Road Campus. This would reduce the need of these residents having to drive or rely on others to take them to Camden for day-to-day needs. Weekly shopping needs would still be undertaken in Camden. Shops on the Smalls Road Campus would reduce the amount of vehicle trips that would be undertaken by the existing and future residents of both campuses as well as nearby communities.

The neighbourhood shops would include a small convenience shop, selling products that are typically sold in convenience stores attached to service stations, as well as a café/restaurant. The latter is considered desirable to service both campuses and the nearby communities. Such a facility would allow social integration, as senior living proposals tend to be inward serving rather than integrating with the community that it is established in.

It should also be noted that seniors living developments are for persons over 55 years of age and generally the persons who occupy the individual living units (ILUs) are very active and chose to live within a 'retirement village' as a lifestyle change and want to remain close to family and friends. A facility on the subject land will provide a social gathering place whereby residents can meet and enjoy the company of others. It would be noted that there are a number of seniors living development that provide restaurant facilities that are open to the general public to encourage social interaction and therefore such would serve the same purpose.

As a result, it is proposed to amend the existing planning controls to facilitate expansion of the Carrington Centennial Care in a manner that is integrated and contributes to the local community.

Section A – Need for the planning proposal

1. Is the planning proposal a result of any strategic study or report?

The proposal is embedded in the numerous strategic sub-regional planning documents, including the Metropolitan Strategy and Draft South West Sydney Strategy.

A number of site-specific studies were prepared to inform the Masterplan approved by Council in 2007 (**provided in Annexures B – J**). These studies are now out-dated to some extent and will require reviewing and updating in the context of the planning proposal process. In this regard a preliminary assessment of flora and fauna, bushfire and traffic has been undertaken to inform the proposal. Further updates of existing technical studies and possible preparation of new studies will need to be undertaken following receipt of a favourable Gateway Determination.

Following is a summary of the key findings of planning studies undertaken to date:

- Flora and Fauna

The flora and fauna report prepared by Conacher and Travers notes the presence of the Cumberland Plain Woodland community. In regard to fauna, the habitat identified species that are likely to inhabit these areas. However, Council previously approved the removal of some of this vegetation as part of an offset strategy as detailed in the Vegetation Management Plan. A Conservation Management and Land Use Management Plan (CLUMP) was also previously adopted by Council for the site. The CLUMP set in place a framework to guide future development of the site. The principles adopted in the CLUMP have generally been adopted by this proposal.

Council's specialist staff have identified that there have been changes to the criteria of the Cumberland Plain Woodland listing since the report was prepared and will need to be updated. There have also been some changes to the Masterplan for the site. The following recommendations are made in relation to the updating of studies (Note: this list is not necessarily exhaustive):

- review the classification of grasslands (both CPW derivative or exotic) and its extent;
- undertake targeted surveys other threatened species, in regards to threatened flora species, this should include *Eucalyptus benthamii* and *Pimelia spicata*;
- for *Eucalyptus benthamii*, a map should be provided showing the location of where the species is "possible" and a specialist from the Australian Botanic Gardens (Mount Annan) should be engaged to clarify if there is an *Eucalyptus benthamii* on the site;
- prepare a map showing the distribution and extent of the Cumberland Land Snail on the site, and if this information is lacking, undertake a new survey to provide this information;
- update the vegetation offsetting strategy, including a recalculation and revision to take into account the proposed changes in loss and gains of various areas of Cumberland Plain Woodland in the updated Masterplan for the site; and
- update the Vegetation Management Plan for the site.

- Bushfire

The subject land is bushfire prone in accordance with the Council Bushfire Hazard maps. The report by Conacher Travers provided an assessment in terms of *Planning for Bushfire 2001*, but recent changes to the Act requires this report to be updated. In particular, the assessment requirements have changed due to the adoption of the NSW Rural Fire Service “*Planning for Bushfire Protection Guidelines 2006*”. These guidelines are currently under review. A detailed bushfire hazard assessment in accordance with the Planning for Bushfire guidelines will need to be undertaken.

- Traffic, Transport and Accessibility

The previous traffic report prepared by Varga Traffic Planning concluded that the additional traffic likely to be generated by future development would not have an unreasonable impact on the operation of the surrounding road network. This report has been updated. Council’s specialist staff have reviewed the updated report and have some issues regarding site access that can be resolved through the Development Application process. There are no issues of significance that would prevent the rezoning of the site as proposed.

- Archaeology

The Site contains potential aboriginal artefacts. The report prepared by AHMS will need to be reviewed. The Site also contains some remnants of a former cottage, which has some relationship to the Carrington Campus. These matters would need to be addressed as part of the Gateway Process.

2. Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

Yes. The planning proposal is the most appropriate method to enable the planning controls to be amended for the site to facilitate the proposed development. It represents the most logical way of achieving the intended objectives and outcomes, with there being no readily available and better alternative under the prevailing legislation.

3. Is there a net community benefit?

Yes. The following **Table 1** addresses the evaluation criteria for conducting a “net community benefit test” within the Draft Centres Policy (2009).

Evaluation Criteria	Y/N	Comment
Will the LEP be compatible with agreed State and regional strategic directions for development in the area (e.g. land release, strategic corridors, development within 800m of a transit node)?	Y	The proposed rezoning is compatible with the Metropolitan Plan 2036 and the Draft South West Subregional Strategy.

Evaluation Criteria	Y/N	Comment
Is the LEP located in a global/regional city, strategic centre or corridor nominated within the Metropolitan Strategy or other regional/subregional strategy?	Y	<p>The subject Site is not identified within a key strategic centre or corridor, but is contiguous with existing rural residential development that has occurred in Grasmere and more importantly with the Carrington Campus.</p> <p>The Site is also proximate to the Camden Township that provides a full range of services and facilities.</p>
Is the LEP likely to create a precedent or create or change the expectations of the landowner or other landowners?	N	The proposed rezoning is unlikely to create a precedent within the locality or change the expectations in respect of the site as it is currently zoned for low-density residential purposes.
Have the cumulative effects of other spot rezoning proposals in the locality been considered? What was the outcome of these considerations?	Y	All other spot rezonings before Council in the Camden Local Government Area generally comply with Council's strategic directions. This proposal also complies with the higher level Government Strategies.
Will the LEP facilitate a permanent employment generating activity or result in a loss of employment lands?	Y	<p>The site when rezoned will facilitate employment close to residential areas. The proposal will also create employment through the construction jobs to install the infrastructure and construct buildings.</p> <p>In addition, there will be a substantial number of full-time jobs for aged care staff, service and ground staff, administration and the like, including service providers. Therefore delivering an economic benefit to the community.</p>
Will the LEP impact upon the supply of residential land and therefore housing supply and affordability?	Y	<p>The proposal will have a positive impact on the residential supply of land, particularly in the aged housing sector.</p> <p>According to the 2006 Census, 11,377 people aged 50 years reside in the Camden Local Government area. This is 23.1% (ABS, 2008) of the total Camden population of 49,205 people. 11.1% of this population is in the 50-59 age group, 6.1% in the 60-69 age group, 4.8% in the 70-84 age group and 1.1% are 85 years or over. This is consistent with population trends throughout Australia as the baby boomers move toward retirement.</p> <p>Assuming only 7% of people eligible to live in a seniors village choose to, the Camden LGA will require dwellings for approximately 800 people in the short term. This only accommodates existing residents within the Camden LGA and does not factor in the desirability of Camden as a premium location in the south west.</p>

Evaluation Criteria	Y/N	Comment
		It is likely that Camden will have strong demand from retirees looking for suitable accommodation within reasonable proximity to their families, services and facilities.
Is the existing public infrastructure (roads, rail, utilities) capable of servicing the proposed site? Is there good pedestrian and cycling access? Is public transport currently available or is there infrastructure capacity to support future transport?	Y	The existing public infrastructure is adequate to meet the needs of the proposal. The site is serviced by town water and potentially can be connected to the sewerage system located within the immediate area. It is unlikely that roads will need to be upgraded by this development, although access to the site will need to comply with Australian standards.
Will the proposal result in changes to the car distances travelled by customers, employees and suppliers? If so, what are the likely impacts in terms of greenhouse gas emissions, operating costs and road safety?	N	The proposal will result in less travel distances with employment being located near existing residential areas. A bus service also operates along Werombi Road.
Are there significant Government investments in infrastructure or services in the area where patronage will be affected by the proposal? If so, what is the expected impact?	N	The proposal does not require significant investment in public infrastructure, but it will utilise the existing infrastructure and services. The developer will extend and upgrade infrastructure to service the development at no cost to government.
Will the proposal impact on land that the Government has identified a need to protect (e.g. and with high biodiversity values) or have other environmental impacts? Is the land constrained by environmental factors such as flooding?	Y	<p>Part of the site has been identified for conservation purposes and will provide linkages to existing flora and fauna corridors. Conservation initiatives will be focused on the remnant land identified in the technical studies and Management Plans adopted by Council. (Note: these studies and plans will need to be updated).</p> <p>The land is not mapped as flood prone, although further modelling of the watercourses will need to be undertaken.</p>
<p>Will the LEP be compatible or complementary with surrounding adjoining land uses? What is the impact on the amenity in the location and wider community?</p> <p>Will the public domain improve?</p>	Y	<p>The proposal is compatible with adjoining rural residential land uses the Grasmere estate. The site is not an isolated area and is well serviced by existing infrastructure.</p> <p>The site adjoins the existing Carrington Campus and will complement that Campus by providing extended and much needed aged care facilities and housing.</p>
Will the proposal increase choice and competition by increasing the number of retail and commercial premises operating in the area?	N	The development will contribute to the improved trade of nearby facilities/centres. The proposal will require additional servicing, that is readily available in Camden and nearby areas.

Evaluation Criteria	Y/N	Comment
If a stand-alone proposal and not a centre, does the proposal have the potential to develop into a centre in the future?	N/A	N/A
What are the public interest reasons for preparing the draft plan? What are the implications of not proceeding at that time?	Y	The proposal will provide additional housing in a variety of forms to suit the needs of an aging population.
Will the public domain improve?	Y	Section 94 Contributions or Voluntary Planning Agreement commitments will be required in respect of a number of matters identified in the studies.

Overall, the proposal will provide a net community benefit for the following reasons:

- It constitutes a balanced and appropriate use of land and is generally in keeping with the adjoining rural residential character and that of the Carrington Campus.
- The proposal will contribute to the identified need for senior housing and aged care facilities in the region and in particular Camden.
- Significant employment job opportunities will be realised.
- Flora and fauna corridors will be provided and rehabilitated.
- The proposal will not result in any significant adverse environmental impacts.
- It will create local employment opportunities through the construction jobs associated with the civil and building works to the benefit of the local economy.

Section B – Relationship to Strategic Planning Framework

4. Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

Yes. The Metropolitan Plan for Sydney 2036 and the Draft South West Subregional Strategy apply to the site.

Metropolitan Plan for Sydney 2036

The Metropolitan Plan for Sydney 2036 contains Strategic Direction D – Housing Sydney’s Population, which provides the following relevant aims:

- locating at least 70% of new housing within existing urban areas and up to 30% in new release areas;
- locating at least 80% of new homes within the walking catchments of existing and planned centres of all sizes with good public transport
- setting new housing targets in *Subregional Strategies* and *Local Environmental Plans*;
- ensuring local planning controls include more low rise medium density housing in and around smaller local centres;
- improving the quality of new housing development and urban renewal by strengthening the Governments role in ensuring good design outcomes.

The Planning Proposal is consistent with the above aims of Strategic Direction D.

South West Sub-Regional Strategy

The draft South West Sub-Regional Strategy is an intermediate step in translating the Metropolitan Strategy to a local level, and recognises that some issues extend beyond local government boundaries and require a ‘subregional’ approach. The draft Sub-Regional Strategies act as a broad framework for the long term development of the area, guiding government investment and linking local and state planning issues.

The aims of the sub-regional planning are:

- To provide a forum for councils to allocate the local distribution of housing and employment capacity targets based on the principles of the Metropolitan Strategy, and to work together on complementary future directions especially in centres crossing LGA boundaries.
- To provide for balanced growth among LGAs to build upon regional strengths and bolster opportunities.
- To identify the future role of Strategic Centres and Corridors, as well as Towns, Villages and Neighbourhood Centres in relation to the overall metropolitan structure.

- To focus coordinated State agency involvement and asset management with respect to Strategic Centres and corridors including providing a basis for the prioritisation of investment.
- To assist planning for regional facilities, within and between sub-regions.

The Strategy has several areas of matters for consideration in local planning matters; namely:

- Economy and Employment
- Centres and Corridors
- Housing
- Transport
- Environment, Heritage and Resources
- Parks, Public Places and culture
- Implementation and Governance

The subject document does not specifically identify the subject land; however, Camden is identified as a centre for employment (refer to **Figure 3** below). The subject land is on the fringe of the Camden Township (approximately 2km to the east).

Therefore it is considered as part of this document. However, the subject land provides opportunities to be consistent with a number of the above in terms of housing and employment. Therefore the Planning Proposal is consistent with this Draft Strategy document.

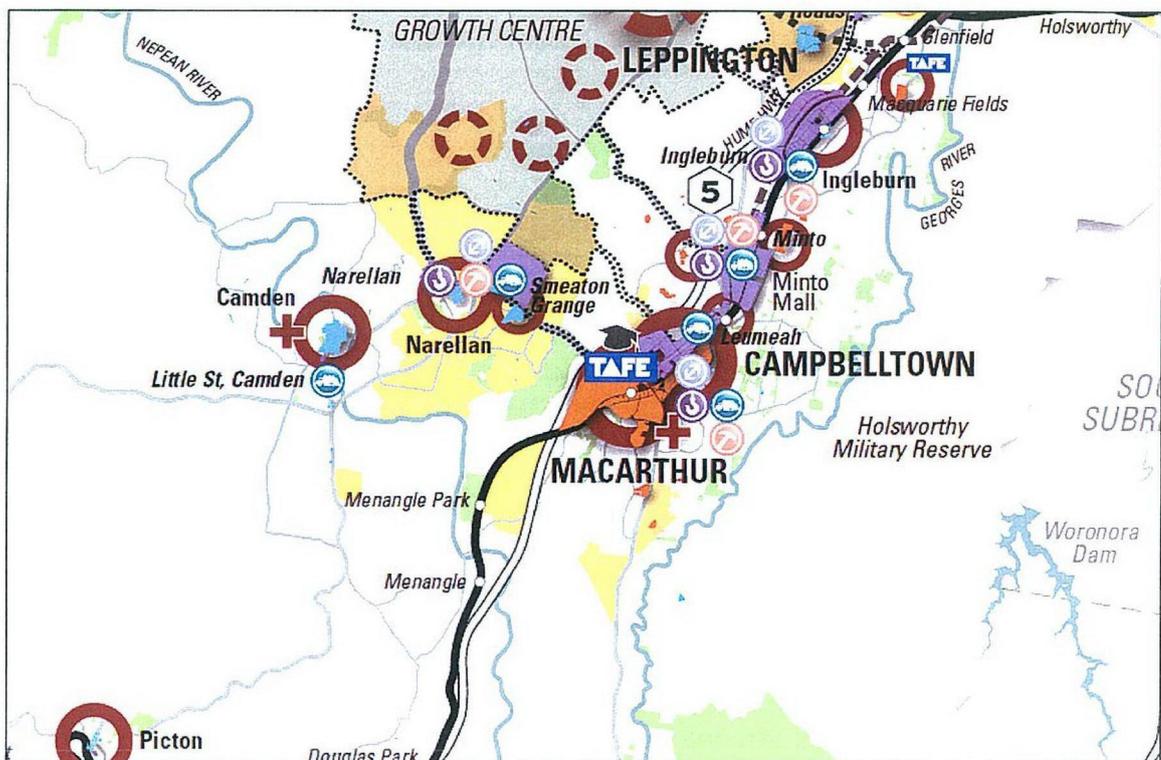


Figure 3 – identification of land with strategy

Regional Policies and Strategies

A number of regional policies and strategies have been developed, particularly focussing on the employment and industrial development of the south west sector of Sydney, and the region known as “MACROC” (or Macarthur Regional Organisation of Councils). MACROC comprises Camden, Camden and Wollondilly LGAs (the Outer South Western Sydney accommodating approximately 240,000 people).

In this regard the subject land is located on the fringe of Urban Release Areas and close to employment workforce. Employment opportunities for future residents of these areas are essential to meet the objectives of the above Policies.

Greater Western Sydney Regional Economic Profile 2006

The Greater Western Sydney Regional Economic Profile provides a comprehensive coverage and analysis of economic and business conditions for Greater Western Sydney, concluding that Greater Western Sydney offers a competitive business environment and is the largest manufacturing region in Australia. The proposal is consistent with this document by providing employment opportunities in the aged care sector, including service staff.

5. Is the planning proposal consistent with the local council’s Community Strategic Plan or other local strategic plan?

The planning proposal is consistent with Camden Council’s Strategic Plan Camden 2040.

6. Is the planning proposal consistent with applicable state environmental planning policies?

The planning proposal is consistent with applicable state planning policies.

7. Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?

The planning proposal is consistent with applicable Ministerial Directions.

S.117 Direction	Contents	Planning Proposal	Consistent
2.1 Environmental Protection Zones	The objective of this direction is to protect and conserve environmentally sensitive areas.	The subject site contains remnant vegetation, riparian corridors and threatened flora and fauna. The proposed development of the site (as described in the masterplan) provides for vegetation conservation and preparation of an appropriate Vegetation Offset Strategy. Further planning studies will need to be updated for the site and are discussed in the planning proposal.	Yes

<p>3.1 Residential Zones</p>	<p>The objectives of this direction are:</p> <ul style="list-style-type: none"> 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. 	<p>The planning proposal will increase the range of housing opportunities for seniors, increasing choice. The proposed development will also provide ancillary uses such as a medical centre and childcare centre, which will provide services to support the new and surrounding residential community. The masterplan for the proposed development will ensure that impact on the environment is minimised.</p>	<p>Yes</p>
<p>3.4 Integrating land use and transport</p>	<p>The objective of this direction is to ensure that urban structures, building forms, land use locations, development designs, subdivision and street layouts achieve the following objectives:</p> <ul style="list-style-type: none"> a) improving access to housing, jobs and services by walking, cycling and public transport; b) increasing the choice of available transport and reducing dependence on cars; c) reducing travel demand including the number of trips generated by development and the distances travelled, especially by car; d) supporting the efficient and viable operation of public transport services; and e) providing for the efficient movement of freight. 	<p>The masterplan for the site (which accompanies the planning proposal) indicates the provision of other services and facilities, such as a medical centre and childcare centre that will be available to the public. This will reduce travel length to these services for the local community.</p>	<p>Yes</p>
<p>3.5 Development near licensed Aerodromes</p>	<p>The objectives of this direction are:</p> <ul style="list-style-type: none"> a) to ensure the effective and safe operation of aerodromes; b) to ensure that their operation is not compromised by development that constitutes an obstruction, hazard or potential hazard to aircraft flying in the vicinity; and c) to ensure development for residential purposes or human occupation, if situated on land within the ANEF contours of between 20 and 25, incorporates appropriate mitigation measures so that the development is not adversely affected by aircraft noise. 	<p>Camden Airport is located a short distance away from the subject site, however, the site is not located within the ANEF contours. The site is located within the "Inner Horizontal Surface (115 AHD)" on the Camden Airport Obstacle Limitations Surfaces map. However, there are many developed areas with similar proposed building heights located within this zone. In addition, the subject site is not on the direct approach to the runway. There is no proposed change to the existing building height.</p>	<p>Yes</p>

4.1 Acid Sulphate Soils	The objective of this direction is to avoid significant adverse environmental impacts from the use of land that has a probability of containing acid sulfate soils.	The subject site is not known to be affected by acid sulfate soils, but can be addressed in the technical reports.	Yes
4.4 Planning for Bushfire Protection	The objectives of this direction are: a) to protect life, property and the environment from bush fire hazards, by discouraging the establishment of incompatible land uses in bush fire prone areas; and b) to encourage sound management of bush fire prone lands.	The subject site contains land that is identified in Council's maps as being bushfire prone. The masterplan for the development of the site addresses this site constraint. A bushfire assessment report has been submitted by the applicant. Consultation with the Rural Fire Service will be required.	Yes.
6.1 Approval and Referral Requirements	The objective of this direction is to ensure that LEP provisions encourage the efficient and appropriate assessment of development.	It is not intended to include provisions in the LEP. However, the development of the subject site will be an Integrated Development and will require referral to the RFS and OW&E.	Yes

Section C – Environmental, Social and Economic Impact

8. 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?

Flora and fauna aspects of the proposal have been addressed in the previous technical studies. However, Eco Logical Australia has reviewed the previous work and provides the following:

The revised Master Plan shows that the area of CPW onsite to be impacted by all site development works will exceed 3ha. While the works may be completed in stages, whereby each stage involves an impact of less than this, Commonwealth Department of Sustainability, Environment, Water, Population and Communities (SEWPaC) takes a more strategic and regional approach to conservation and will consider the eventual outcome of the redevelopment.

It is therefore likely that at some stage in the future, a referral to SEWPaC will be required, and, it is likely that the proposed works will be subject to either a Non-Controlled Action – Particular Manner or a Stage 2 Assessment.

It is noted that the previous masterplan approved the removal of some vegetated areas on the basis of an off-set strategy, which will need some review. Carrington Centennial Care has commenced the restoration of areas on the basis of the approved masterplan and the outcomes that derived from that approval. This aspect of the proposal will need to be addressed through the "Gateway" process.

9. Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

Various technical studies have addressed the potential impacts of the development of the site and some of these reports will require further updates following receipt of a favourable Gateway Determination. Bushfire hazard can be managed through careful design of the riparian corridor and it is envisaged that the restoration of a natural and vegetated outcomes can be achieved whilst maintaining an APZ compliant vegetation.

10. How has the planning proposal adequately addressed any social and economic affects?

The proposal has positive social and economic contributions and will provide additional diversity and supply of a much needed form of employment generating uses and will contribute to local business operation that will necessarily become an integral part of life in Camden. The proposal will also provide much need aged care facilities and housing. In addition, permanent jobs will stem from the residential aged care facility.

Section D – State and Commonwealth interests

11. Is there adequate public infrastructure for the planning proposal?

Additional infrastructure is required to accommodate the Planning Proposal. All services are readily available or can be augmented to the site. The traffic report has not identified any additional works, other than construction of access to the site. Capacity for the sewerage connection to the West Camden Treatment Plant will be investigated. It is understood that there is capacity within the system.

12. What are the views of state and Commonwealth public authorities consulted in accordance with the gateway determination?

The relevant State and Commonwealth public authorities would be consulted following the receipt of a favourable Gateway Determination. Council would be responsible for carrying out this consultation in accordance with Section 57 of the EP&A Act.

Part 4 – Community Consultation

Should a Gateway Determination be received that supports proceeding with the planning proposal, Council will first require some further planning studies to be reviewed and updated. This may result in some revision to the Planning Proposal. Once Council is satisfied with the Planning Proposal, it is recommended that it will be publicly exhibited for a period of 28 days.