Joint Regional Planning Panel	(Southern Region) – 2 December 2010
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JRPP Reference No.	2010STH016
DA No.	RA10/1005 - Concept Masterplan – Claydon Park
	Classic seniors Living Community
Property	Lots 2 DP 1097329 and Lot 3 DP 702859, Croobyar
	Road, Milton
Applicant	Purdon and Associates Pty Ltd
Report By:	Peter Johnston, Shoalhaven City Council

ASSESSMENT REPORT AND RECOMMENDATION

EXECUTIVE SUMMARY

Reason for Consideration by Joint Regional Planning Panel

The application has been referred to the Joint Regional Planning Panel pursuant to clause 13B (1)(a) & (b)(i) of the State Environmental Planning Policy (Major Development) 2005 as the development has a value of more than \$10 million and includes the provision for future health service facilities.

Proposal

The development application seeks approval for a staged concept masterplan (CMP) that will direct the future development of the subject site for the provision of approximately 260 serviced independent living units and associated road, infrastructure, environmental works and community facilities including a health/well being/medical facility and an 80 bed residential care facility.

Permissibility

The site is zoned 1(a) (Rural "A" (Agricultural Production) Zone) pursuant to the Shoalhaven Local Environmental Plan 1985 (SLEP 1985). The proposal is not a nominated permissible use in the zone however the proposal is permissible with development consent pursuant to clause 15 and 16 of SEPP (Housing for Seniors or People with a Disability) when a Site Compatibility Certificate has been issued which is in force pursuant to Part 1A of the SEPP.

Consultation

The application was notified in accordance with Council's Community Consultation Policy and 35 submissions were received.

Main Issues

Heritage impact to existing heritage item on site and adjoining items and, traffic impact on surrounding road network.

RECOMMENDATION

It is recommended that RA10/1005 (JRPP Ref 2010STH016) be approved subject to the conditions contained in Attachment 'A'.

ASSESSMENT REPORT

1. Background

The following provides details on pre-lodgement discussions, post lodgement actions and general site history:

- a) **Pre Lodgement:** Numerous informal pre-lodgement discussions and two formal (i.e. Development Advisory Unit (DAU) meetings) were held with Council staff on 8 January 2009 and 9 April 2009 prior to the applications lodgement on 9 June 2010.
- b) Post Lodgement: The current application was lodged on 9 June 2010. During the assessment of the application additional information was requested from the applicant. The additional information specifically related to the heritage treatment of the existing heritage item located on site, detail on proposed bedroom and floor level layout and a request for a Stage 1 contamination assessment of the site. All requested additional information/amendments were subsequently submitted by the applicant on 8 October 2010 as detailed below:
 - Amended Site Plan, with reference DA-01, Revision A, Dated 30/09/10
 - Housing Showing Number of Bedrooms Plan, with reference DA-02, Revision A, Dated 30/09/10
 - Amended Staging Plan, with reference DA-03, Revision A, Dated 30/09/10
 - Amended Community Plan, with reference DA-17, Revision A, Dated 30/09/10
 - New Ground Floor Analysis Plan, with reference DA-26, Revision A, Dated 30/09/10
 - New First Floor Analysis Plan, with reference DA-27, Revision A, Dated 30/09/10
 - Amended Landscape Plan, Revision A, Dated 5/10/10
 - Preliminary Stage 1 Contamination Report
- c) Site History: A review of Council's computer records/files has indicated that Lot 3 DP 702859 was created by subdivision 5331 which approved a 4 lot subdivision in December 1983 and Lot 2 DP 1097329 was created by development consent SF9709 which approved a 2 lot subdivision in February 2006.
 - On 16 April 1986 Council issued development consent (DA86/1253) for a rural dwelling and greenhouses on Lot 3 DP 702859;
 - On 21 September 1990 Council issued development consent (DA90/1833) for a wholesale cut flower nursery on Lot 3 DP 702859;
 - On 11 October 1999 Council issued development consent (DA99/2603) for an attached dual occupancy on Lot 3 DP 702859. (expired);

- On 6 September 2007 Council issued development consent (DA05/4034) for a 78 bed residential care facility and 29 independent residential care units on Lot 3 DP 702859 & Lot 111 DP 825096 Croobyar Road, Milton;
- On 17 December 2007 a development application (DA07/1016) for a Manufactured Home Estate over Lot 2 DP 1097329 was withdrawn;
- On 28 August 2008 the NSW Department of Planning (DoP) issued a Site Compatibility Certificate pursuant to clause 25(4)(a) of State Environmental Planning Policy (Housing for Seniors or People with a Disability) (SEPP SL) over Lot 2 DP 1097329 and Lot 3 DP 702859, Croobyar Road, Milton to enable the development and operation of a 78 bed residential care facility and 350 serviced self care units. This was renewed by a replacement Site Compatibility Certificate on 23 August 2010.

2. Subject Site and Surrounds

The subject site:

- Is located approximately 5km northwest of the Ulladulla Central Business District (CBD) 480m south of the Milton Post Office and 500m west of the Princes Highway.
- Has a legal description of Lot 2 DP 1097329 and Lot 3 DP 702859, Croobyar Road, Milton.
- Adjoins Croobyar Road to the north and Wilfords Lane to the east and an unformed section of Windward Way to the south.
- Is adjoined to the north by the Milton Showground and low density residential development, to the west and south by open grazing agricultural land with a number of scattered dwellings and the east by low density residential development, a home activity hair salon with a small strip of light industrial 4(B) zoned land on the eastern side of Wilfords Lane.
- Is zoned part 1(a) (Rural "A" (Agricultural Production) Zone) and part 1(b)(Rural "B" (Arterial and Main Road Protection) Zone) under the SLEP 1985.
- The part 1(b) zoned portion located in the south western corner of the site is identified as having scenic preservation hatching relating to the future highway bypass route identified as 5(d) zoned land to the south. There is no current proposal from the Roads and Traffic Authority (RTA) to commence any work on the Milton Bypass.
- Has a total area of 39.93 hectares comprised of 37.905 Ha (Lot 2) and 2.02Ha (Lot 3).
- The property is within the Burrill Lake catchment. Four separate permanent watercourses including Pettys Creek traverse the site and converge at the southern end of the property. Two large ponds have been installed in recent times on the property to improve water quality and provide water storage. These have been approved by the NSW Department of Water and Energy (NOW). Approval and licenses have also been provided for another two larger dams on-site.
- Slopes from Croobyar Road boundary approximately 25m down to the watercourse as it leaves the site along the southern boundary.
- Has been cleared of natural vegetation although some regrowth has occurred.
- Is impacted upon by a number of easements/restrictions as to user.

- Currently has 2 separate dwellings erected and occupied on the land.
- Houses the "Claydon Park Dairy Farm Complex" which is identified as a local heritage item in SLEP 1985.
- Adjoins the former methodist stone church on Lot 1 DP 730746 which is identified as an item of regional heritage significance in accordance with Schedule 1 of the Illawarra Regional Environmental plan No.1.
- Is in the vicinity of Lot 1 DP 192188 (#79) and Lot 3 DP 192188 (#70) Wason Street, both of which are identified as local heritage items in SLEP 1985.

Refer to **Attachment** 'B' for additional details on the site's location.

In summary, it is considered that the site has no significant features that would inhibit the construction of the proposed development.

3. Proposal

The submitted development application is for a staged concept masterplan approval of a seniors living development comprising:

- 260 serviced self care dwellings of varying styles and arrangement;
- An 80 bed residential care facility (RCF), and potential private hospital;
- Four stages;
- Five residential precincts (totalling 20Ha), medical and health precinct (1.2Ha), riparian precinct (9Ha) and agricultural precincts (9Ha);
- Associated infrastructure to support the development;
- Extensive restoration of riparian corridors and revegetation of the site;
- Retention of agricultural land use and original heritage listed dairy building complex;
- Landscaping and walking tracks; and
- A community centre that may include:
 - several locations suited to aerobics, tai-chi and yoga
 - fully equipped gymnasium suited to over 55s use
 - medical health/wellbeing centre
 - lap and relaxation pools
 - tennis court, patonque and putting greens
 - arts and crafts workshops/gallery
 - men's shed
 - personal services including beauty salon, hairdresser, manicure and spa
 - café/restaurant
 - licensed Inn and entertainment centre
 - children's playground
 - on-site farm produce factory and kitchen
 - boutique dairy, allowing community viewing
 - community vegetable gardens, fruit and nut groves.

Refer to **Attachment 'C'** for a copy of the revised Concept Masterplan and State of Environmental Effects.

4. Community Consultation

In accordance with Council's Community Consultation Policy, the development application was notified as follows:

- Individual property owners within a 200m radius of the site were notified of the proposal (126 letters sent). The notification period was from 23/06/10 to 23/07/10 (30 days);
- The proposal was advertised in the local press on two occasions (Milton Ulladulla Times on 23/06/10 and 7/07/10); and
- The application and supporting documentation were on display at Council's Ulladulla Office as well as on Council's website.

Ten (10) submissions of objection and twenty-five (25) submissions in support of the proposal were received by Council during the community consultation period.

5. Statutory Considerations

The following planning instruments and controls apply to the proposed development:

- i) Environmental Planning and Assessment Act 1979
- ii) Water Management Act 2000
- iii) Water Act 1912
- iv) State Environmental Planning Policy 55 Remediation of Land;
- v) State Environmental Planning Policy (Major Development) 2005;
- vi) State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004
- vii) Illawarra Regional Environmental Plan No. 1;
- viii) Shoalhaven Local Environmental Plan 1985 (as amended);
- ix) Development Control Plan No. 93 Waste Not (Site Minimisation and Management); and
- x) Shoalhaven City Council Section 94 Contribution Plan (as amended).

Additional information on the proposal's compliance with the above documents is detailed below.

6. Statement of Compliance /Assessment

The following provides an assessment of the submitted application against the matters for consideration under 79C of the Environmental Planning and Assessment Act 1979 (EP&A Act).

(a) Any planning instrument, draft instrument, DCP's and regulations that apply to the land

i) **EP&A** Act 1979: Section 91A(2) of the Act applies to the development being identified as integrated development pursuant to Section 91(2) of the Water Management Act 2000.

Water Management Act 2000: The subject site contains a number of unnamed watercourses identified as blue lines on the Milton 1:25:000 topographic map. According to advice provided by the NSW Office of Water (NOW) "waterfront land" is land that is in or within 40m of the unnamed watercourses on the subject site. A "controlled activity approval" under Section 91(2) of the Water Management Act 2000 is required to be obtained from NOW prior to undertaking any proposed works on waterfront land. General terms of Approval (GTA) for the concept masterplan were issued by NOW on 27 October 2010 that have been incorporated within the draft conditions of consent in **Attachment 'A'.**

According to advice from NOW, the two east-west running (category 2) creeks have core riparian zones of 40m (ie 20m on both sides) and are required to have an additional 10m outer vegetation buffer. The north-south running (category 3) watercourses have core riparian zones of 20m (ie 10m on either side).

- *Water Act 1912:* The CMP makes reference to (2) existing dams (Claydon's Pond and Ernie's Park Pond) and two (2) additional dams (Renita's Pond and Pateygarang Pond) which have approval from NOW but have not yet been constructed. The landscape plan also indicates that additional structures incorporating (Bodhis Pond) and several instream "weirs" are also proposed. The subject site has a licensed total dam capacity of 12.8ML under License 10SL056742 which includes the properties' harvestable right of 4.14ML. The NOW advise that while it does not object to the conceptual locations of the structures as indicated will require further detailed consideration and review. Refer to **Attachment 'C'** for a copy of the landscape plan.
- *iv)* State Environmental Planning Policy No 55—Remediation of Land: The provisions of SEPP 55 apply to the proposed development. The clauses/matters contained in SEPP 55 that have relevance to this application are overviewed below:
 - a) Clause 7(2): Consideration has been given to whether the land on which the development is proposed is contaminated. In this regard, an initial evaluation of the subject site has indicated that:
 - A Stage 1 Preliminary Investigation Report submitted by the applicant indicates that there is no evidence of any former or current land use having contaminated the subject land;
 - The subject land has been used for agriculture dairy farming from 1851 to the present day, as well as wholesale cut flower nursery over part of the site;
 - The application involves a change of use from agriculture to residential/recreational and potential future hospital/residential care facility;
 - There has not been any detailed on-site investigation to confirm that no

contamination is present on the site.

Given the current and former agricultural activities carried out on the land and the nature of the proposed use there is a need for further Stage 2 Investigation for each subsequent operational development application and associated remediation and validation where appropriate. Refer draft conditions of consent **Attachment 'A'**.

- v) State Environmental Planning Policy (Major Development) 2005: As the development has a capital investment value of more than \$10 million and includes the provision for future health service facilities, the application is classified as "regional development' with the determining authority for the application being the Joint Regional Planning Panel (Southern Region).
- *vi)* State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004: The provisions of SEPP SL 2004 apply to the proposed development. The clauses/matters contained in SEPP 2005 that have relevance to this application are overviewed below:
 - a) Clause 2: The submitted proposal does not conflict with the aims of SEPP SL as outlined in this clause.
 - b) Clause 4: SEPP SL applies to the subject site as it adjoins land zoned primarily for urban purposes and development for the purpose of a dwelling house is permitted within the 1(a) zoned land.
 - c) Clause 17: The submitted proposal does not conflict with the requirements of SEPP SL as outlined in this clause, as the application includes a hostel, a residential care facility and serviced self-care housing.
 - d) Clause 18(2): This clause requires a condition to be imposed that restricts occupation to those people referred to in subclause 18(1). A restriction as to user should be registered against the title of the property on which development is to be carried out, in accordance with section 88E of the <u>Conveyancing Act 1919</u>, limiting the use of any accommodation to which the application relates to the kinds of people referred to in subclause 18(1).
 - e) Clause 24(2): The requirements as outlined in this clause have been met as a Site Compatibility Certificate was originally issued by the Director General on 28 August 2008 and renewed by a replacement Site Compatibility Certificate on 23 August 2010. The current certificate certifies that the land is suitable for more intensive development and that a proposal for a 78 bed residential care facility and 350 serviced self care units is compatible with the surrounding environment, having had regard to the criteria specified in clause 25(5)(b). Refer **Attachment 'D'**.

- f) Clause 26: The proposal does not conflict with the requirements of SEPP SL as outlined in this clause, as the site is located approximately 30m from an existing bus stop in Croobyar Road that provides daily bus access to those services specified under clause 26(1) in Milton and Ulladulla. While no complying pathway exists between the subject site and the bus stop, the proponents have indicated that "A footpath connection suitable width for buggy vehicles will also be constructed in accordance with Council standards along Wason Street from Claydon Park to Milton town centre" This proposed pathway will provide secondary access to shopping and service facilities available in the main street of Milton approximately 450m from the subject site with an average grade of 1:18. In addition the proponents have indicated that internal pathways suitable for buggies will be provided to major internal streets of the proposed development which will enable residents to safely traverse the site to the public footpath system.
- g) Clause 28: Reticulated water and sewer facilities will be required to be developed by the applicant for connection into Shoalhaven Water's existing infrastructure with each subsequent stage operational development application. Shoalhaven Water issued detailed comments on the proposal on 2 July 2010 which require the applicant/developer to submit for assessment and approval a hydraulic analysis to determine any required augmentation of the existing water supply system and a sewerage strategy report on the provision of sewerage services to the development. The findings will be binding on the applicant/developer and will be referenced by appropriate conditions of consent in subsequent stage operational development consents.
- h) Clause 30: The proposal is consistent with the requirements of SEPP SL as outlined in this clause.
- Clause 32: The proposal is consistent with the requirements of SEPP SL as outlined in this clause for the reasons detailed under comments for clauses 33 to 39 below.
- j) Clause 33: The proposal is consistent with the requirements of SEPP SL as outlined in this clause for the following reasons:
 - The proposal recognises the desirable elements of the location's current character and proposes to construct domestic scale (predominantly single storey dwellings) in sympathetic style and setback to the existing dwellings and heritage items located within and adjoining the site. Refer sections 3.5.5 to 3.5.6 and Figures 14 to 21 of the CMP for proposed dwelling types and materials;
 - The two storey RCF approved under DA05/4034 is now proposed to be relocated away from the Croobyar Road frontage to the Wilfords Lane frontage to make way for single storey high quality residences within view of the surrounding heritage items in Croobyar Road and to locate the

RCF opposite the light industrial buildings that have a similar bulk and scale;

- Generally appropriate building setback to street and side boundaries minimises building bulk and the potential for overshadowing with building forms utilising the natural site contours to minimise visual impacts from the scattered 2 storey dwellings located on site. Refer to Attachment 'C' for ground and first floor analysis maps (DA-26A & DA-27A) and bedroom map (DA-02A);
- Proposed building heights do not exceed 2 storeys, with the largest buildings designed to resemble silo structures with basement parking;
- Particular attention has been paid to the curtilage and design of the community centre precinct to protect the existing heritage item (Claydon Park Dairy Farm Complex) and the provision of a planted buffer between development on the site and the regional heritage item (former Methodist church) located at 71 Croobyar Road;
- A detailed Landscape Masterplan for the site retains and enhances existing vegetation on the site with support from the Riparian Management Plan and Water Management Plan to ensure that proposed buildings are separated from the riparian zone. Refer **Attachment 'C'**.
- k) Clause 34: The proposal is generally consistent with the requirements of SEPP SL as outlined in this clause as appropriate building setbacks and vegetation screening to neighbouring buildings and showground is proposed under the CMP. Formalisation of specific setbacks is addressed under Context and Setting comments below. One adjoining owner (51Croobyar Road) raised issue with the proposed location of a storage building adjacent their approved home activity – beauty salon (DA03/1055), as they developed their business to take advantage of the rural view to the south of the salon. A simple re-arrangement of the storage building envelope and proposed swimming pool to the Medical Health and Well Being Precinct would enable southerly rural views to be retained to the salon.

The owner of Lot 4 DP 785757 Wilfords Lane raised concern that the proposed low density units on the north side of Jinks Lane had inadequate setback from his boundary and that no second storey should be permitted for these units. It is recommended that these units have a minimum building line setback of 5m to Lot 4 DP 785757 Wilfords Lane and that the design for subsequent operational stage development applications will need to minimise view impact for the residents of Lot 4 DP 785757 as viewed from the dwelling to the south. In addition, more detailed visual and acoustic privacy design will be required with each subsequent stage operational development application.

- I) Clause 35: The proposal is consistent with the requirements of SEPP SL as outlined in this clause as every proposed dwelling and the RCF will have:
 - north facing living areas for winter sun;
 - north facing outdoor areas;
 - flow-through house ventilation;
 - protection from wind with use of courtyards ;
 - rainwater tanks for garden irrigation;
 - water-wise tap fittings, including dual flush toilet;
 - energy saving electrical fittings;
 - roof and wall insulation;
 - low embodied-energy construction materials;
 - solar powered hot water systems for individual dwellings and for street lights within the multi-unit site.
- m) Clause 36: The proposal is consistent with the requirements of SEPP SL as outlined in this clause as the proposed development incorporates a complex system of storm water capture and detention based around the existing drainage flow paths of the site. The proposal will direct and improve stormwater quality generated within the surrounding catchment which includes much of Milton through a series of existing and proposed detention ponds and dams, drainage swales and directed flow paths in accordance with the proposed Riparian Management Plan and Water Management Plan.
- n) Clause 37: Detailed consideration for crime prevention will be addressed as a component of all subsequent staged operational development applications as required by draft conditions of consent for the CMP.
- o) Clause 38: The proposal is consistent with the requirements of SEPP SL as outlined in this clause as the CMP proposes a series of internal connected pathways suitable for use by buggies/wheelchairs and the construction of a complying pedestrian footpath from the development up Wason Street to the centre of Milton commercial zone. In addition, Council's Traffic Development Unit (TU) require the relocation of the existing bus stop to the front of the site in Croobyar Road with the provision of an indented bus bay and pedestrian refuge to assist with safe crossing of Croobyar Road.
- p) Clause 39: Detailed consideration for waste management will be addressed as a component of all subsequent staged operational development applications as required by draft conditions of consent for the CMP.
- q) Clause 40: The proposal is consistent with the requirements of SEPP SL as outlined in this clause as the site area exceeds the required 1000m² minimum (actual area 39.93 hectares) and has a site frontage exceeding the minimum 20m (actual site frontage of 167.33m to Croobyar Road and 465m to Wilfords Lane) measured at the building line.

- r) Clause 41: Detailed consideration for hostels and self contained dwellings will be addressed as a component of all subsequent staged operational development applications as required by draft conditions of consent for the CMP.
- s) Clause 42: The proposal is consistent with the requirements of SEPP SL as outlined in this clause as the CMP confirms that "All self care accommodation in the project will have access to health care, home meals and other services to be provided by the management company" (Refer section 3.5.12 of the CMP).
- t) Clause 43: The proposal is consistent with the requirements of SEPP SL as outlined in this clause as local bus service currently services a bus stop located 30m from the Croobyar Road site frontage.
- u) Clause 44: The proposal is consistent with the requirements of SEPP SL as outlined in this clause as proposed stage 1 of the operational development includes the community centre precinct that will provide the bulk of all facilities and services needed by the residents in the stage. The medical health and well being precinct has been has not been linked to any particular stage of the development as the timing for this component of the development will be subject to the acquisition of "bed allocations' from the state government to assist with operational funding of the facility. The draft conditions include a provision that the RCF must be provided by the completion of stage 3 to ensure the development meets the provisions of clause 17 of SEPP SL.
- v) Clause 48 to 50: Detailed consideration for residential care facilities, hostels and self contained dwellings will be addressed as a component of all subsequent staged operational development applications as required by draft conditions of consent for the CMP.
- w) Schedule 1: The proposal is consistent with the requirements of SEPP SL as a section of the subject site is affected by scenic hatching for the future Milton bypass route and the CMP does not propose any physical development on the affected portion of the site and has identified this as the farm precinct.
- x) Schedule 3: The Schedule 3 development criteria will be addressed under all subsequent operational stage development applications as required by draft conditions of consent for the CMP.
- *vii) Illawarra Region Environmental Plan No.1 (IREP):*An assessment against the requirements of the IREP has indicated that the subject land is not identified as land containing rainforest vegetation, a wildlife corridor, land containing extractive

materials, land affected by a service corridor, land identified as a regional or subregional commercial centre, land containing coal resources, land with landscape or environmental attributes or bushfire prone.

The clauses/matters contained in the IREP that have relevance to this application are overviewed below:

- a) Clause 3: The proposal does not conflict with the general aims and objectives of the IREP as outlined in this clause.
- b) Clause 11: The proposal does not conflict with the general aims and objectives of the IREP as outlined in this clause as the subject site is classified as Class 3 Agricultural Land with a land capability class of 3 and 4. The land has been used for dairy production and this use is intended to be retained with a limited heard utilizing the farm precinct. The CMP indicates the intention to expand the existing dairy operation with the addition of dairy processing facilities on site to produce a range of value added dairy products for sale to the residents and outside the site. As a component of the social planning for the CMP, the developers indicate that the residents will be encouraged to work with the dairy project and on a number of community vegetable gardens/orchards, to grow their own fresh produce and for sale to the community. Localized flooding potential for the CMP is addressed by the Water Management Plan to include design requirements up to the 1% annual exceedance probability. Soil erosion/degradation will be addressed in all future stage operational development applications in accordance with the draft conditions of consent for the CMP. The scenic attributes of the land will be enhanced by the extensive riparian corridor works proposed and partially carried out under NSW Office of Water (NOW) consents.
- c) Clause 124: The proposal is consistent with the requirements of the IREP as outlined in this clause.
- d) Clause 128: The clause requires that prior to determination, the consent authority must assess the effect of the CMP proposal on the historic, scientific, cultural, social, archaeological, architectural, natural or aesthetic significance of the item of the environmental heritage and its setting. Schedule 1 to the IREP identifies the former Methodist Church, Lot 1 DP 730746, Croobyar Road, Milton as being a regional item of environmental heritage. The church and cemetery are important items but the church has been converted to a residence. It has a well-defined curtilage in its site boundaries that is reinforced by the dense planting around the site. The maintenance of an unbuilt curtilage to the church and relocation of the approved RCF from the Croobyar Road frontage to the Wilford's Lane frontage and replacement with low density sympathetic residential development in Croobyar Road as proposed by the CMP will assist in preserving the semi rural setting of the former church when viewed from

Croobyar Road. Refer to **Attachment 'E'** for the Heritage Impact Statements.

- *viii)* **SLEP 1985:** The provisions of SLEP 1985 apply to this site. The clauses/matters contained in SLEP 1985 that have relevance to this application are overviewed below:
 - a) Clause 2: The proposal satisfies the general aims and objectives of SLEP 1985.
 - b) Clause 9: The subject land is Zoned No 1 (a) (Rural "A" (Agricultural Production) Zone) under SLEP 1985. The zoning map identifying this site as suitable for "agricultural' purposes'. The proposed development (for seniors housing) is an identified land use under SEPP SL that includes a residential care facility, a hostel, a group of self contained dwellings or combination of these. The proposed development for hospital, place of assembly, professional consulting rooms, recreation facility, refreshment room, a roadside stall and rural industry) are identified land uses under the EPA Model Provisions 1980 (Model Provisions 1980). The identified land uses are permissible with development consent within the zone and are considered to be consistent with the objectives of SEPP SL, SLEP 1985, IREP and the Model Provisions. Refer also to the IREP comments relating to rural land.
 - c) Clause 20D: The proposal does not conflict with the objectives of the SLEP 1985 as outlined in this clause.
 - d) Clause 20E: The "Claydon Park Dairy Farm Complex" is identified as a local heritage item in accordance with Part 1 of Schedule 7 to the SLEP 1985 -This being described on the heritage register as a Victorian Georgian period farmhouse constructed of local stone rubble with sandstone quoins and rendered chimney. Outbuildings include hand milking bails, vertical slab construction with loft, repaired. 1949 weatherboard 'walk through' dairy in original condition with milking machines and vat room on concrete floor with base to walls, galvanised iron silo (the silo built c1980's), concrete holding yard. In summary, it is considered to be a relatively intact locally rare early stone cottage the home of Henry and Sarah Claydon, highly respected members of the wider Milton community. "Claydon Park" was one of the first houses in the area, built by the original grantee, and is important for its ability to illustrate early Victorian Georgian construction techniques and farmhouse design in the Milton district. Local significance (Shoalhaven District). A Heritage Impact Statement (HIA) was submitted with the application which was assessed by council's heritage consultant. An assessment against the requirements of the clause has been undertaken and that the impacts are acceptable in accordance with the recommendations of council's heritage consultant. Refer to draft heritage conditions.

- e) Clause 20G: The subject site is located in the vicinity of a number of local heritage items identified in Part 1 of Schedule 7 to the SLEP 1985 (Lot 1 DP 192188 (#79) and Lot 3 DP 192188 (#70) Wason Street and one regional item of heritage significance addressed under the IREP comments. An assessment against the requirements of the clause has been undertaken and the impacts are acceptable in accordance with the recommendations of council's heritage consultant.
- f) Clause 23: The proposal does not conflict with the objectives of the SLEP 1985 as outlined in this clause as the CMP provides for the improvement of water quality, will enhance the riparian zones within the subject site, and will provide a system of swales, dams and water control methodologies to prevent erosion and sedimentation. Refer to **Attachment A** for general terms of approval from NSW Office of Water.
- g) Clause 26: The proposal does not conflict with the criteria of the SLEP 1985 as outlined in this clause as the subject land has access to water and sewer services as detailed under comments for clause 28 of SEPP SL. Detailed assessment of water, sewer and stormwater design will be carried out as a requirement for future operational stage development applications in accordance with conditions on any development consent if issued. Refer to Attachment A for Shoalhaven Water requirements.
- h) Clause 37A: refer section 4 community consultation above and detailed review of submissions below.

In summary, the proposed development does not conflict with the aims and relevant provisions of SLEP 1985.

- *ix)* Development Control Plan 93 Controls for Waste Minimisation and Management (DCP 93): The provisions of DCP 93 apply to this development. Detailed assessment of Waste Minimisation and Management will be carried out as a requirement for future operational stage development applications in accordance with conditions on any development consent if issued.
- x) Shoalhaven City Council Section 94 Contribution Plan (as amended): The provisions of Council's Section 94 Contribution Plan apply to this site. Detailed assessment of developer contributions will be carried out as a requirement for future operational stage development applications in accordance with conditions on any development consent if issued.

(b) Likely impact of that development on the natural and built environment and social and economic impacts in the locality.

- *i) Noise, odour and dust:* Noise is expected to be created during construction period. In terms of odour and dust, no concerns are raised. Any future operational stage development consents will however, be conditioned so as to control noise, dust and odour in case an issue arises.
- *ii)* **Context and setting:** The CMP does not specify actual setbacks apart from stating under part 3.5.8 that "dwellings will be set back sufficiently from front boundaries to further reinforce the open character of the public domain. Garages will not dominate the streetscape. Garages to detached dwellings and dual occupancies are to be recessed behind the as constructed building line and vehicular access to courtyard dwellings is to be from rear service yards." Having regard to the proposed site plan (DA-01A), landscape plan and the existing character of the surrounding land uses for Croobyar Road and Wilfords Lane it is appropriate that the following building setbacks be applied to all future operational stage development applications in accordance with conditions of any development consent if issued:
 - Minimum 10m setback for low density dwellings fronting Croobyar Road;
 - Minimum 15m setback for low density dwellings fronting Wilfords Lane;
 - Minimum 20m setback for other buildings fronting Wilfords Lane;
 - Minimum 10m side building setback to the southern boundaries of Lot 1 DP 1097329, Lot 60 DP 736144 and Lots 1 & 2 DP 730746, Croobyar Road;
 - Minimum 5m side building setback to the southern boundary of Lot 4 DP 785757, Wilfords Lane;
 - Minimum 20m side building setback from the southern boundary of Lot 1DP 630910 (Milton Showground);
 - Minimum 20m side building setback from the eastern boundary of Lot 11 DP 599612, Croobyar Road.

The submitted design has been amended during the assessment process so as to provide an enhanced cartilage for the original dwelling (heritage item) which is being converted for use as reception, library, reading room and computer room as a component of the community centre precinct. Refer **Attachment 'C'** to the Community Plan (DA-17) and Site Plan (DA-01).

It is however, considered that the overall design of the development, when one has regard for its intended purpose, provides a positive contribution to the quality of the built environment at this location and is satisfactory in terms of context and setting. Any development consent issued will impose conditions in line with the comments above. *Economic/Social impacts:* The proposed development will have a positive economic impact during the construction and operational phases. In addition, it will provide additional services and facilities to the adjoining towns of Milton and Ulladulla which have the potential to increase employment opportunities within the Shoalhaven LGA. It is not anticipated that the proposed development will have any adverse social impacts.

(c) The suitability of the site for the development

The proposed development is consistent with the objectives of SEPP SL, SLEP 1985, IREP, the Model Provisions 1980 and the use of surrounding land and is therefore, well suited to the site.

(d) Any submissions made in accordance with the Act or the regulations

The application was notified by way of a public notification as outlined in Section 4 (Community Consultation). 35 submissions were received in total with 10 objections to the development and 25 submissions in favour. A summary of the issues raised by objections and planner's comment is provided below:

Issue Raised	Comment / Response
Concern that location of proposed storage	Proposed setback of 20m for "other
facility will block rural views for existing	buildings' to Wilfords Lane will retain rural
home activity day spa in Wilford's Lane	vista for the home activity and has been
	included in draft conditions of consent.
The location and height of units proposed	Proposed to apply building setback of 5m
along the southern boundary of Lot 4 DP	to southern boundary of submitters
785757 Wilfords Lane.	property and that the design for two storey
	units in this location needs to minimise
	visual impact on existing views from the
	submitters residence.
Visual impact from 3 storey silos and	Silos are proposed to be 2 storeys as
glare from metal finishes and that the silos are out of keeping with Milton's	described in part 3-5 of the CMP. Reflective glare will be addressed by
character.	conditions of consent for operational stage
	applications. Silos are pseudo rural
	structures in keeping with the character of
	rural land.
Concern about heavy vehicle access to	Consent for any operational stage
Myrtle Street impacting safety on an	application would require compliance with
already narrow street.	a heavy vehicle route that would not
	include Myrtle St as it is currently has
	weight restrictions.

Issue Raised	Comment / Response
Concern regarding impact on Milton township and lack of public access into gated development.	The CMP does not identify any gating of the proposal from the public, it actually encourages community involvement with the facilities proposed.
Shadow effect of proposed buildings over Milton Show Ground	There will not be any overshadowing of Milton showground as the recommended building setback to the Showground is 20m with maximum building height of 2 storeys.
Visual impairment of rural views for existing adjoining owner	The affected owner's dwelling is setback 35m from the side and 150m from the rear of their property to the subject development. Agree that their rural view will change however, with these setbacks impact is considered acceptable
Concern about potential light spill impact from the development in the form of street lights and vehicles.	Amenity impacts from potential light spill can be reduced through appropriate conditions imposed upon any operational development applications through the requirement of light spill envelope planning for street lights, tennis courts and other facilities.
Concern about noise impact from urbanisation of rural land.	The site is zoned as rural land and as such a certain level of agricultural noise is expected. The noise impacts expected from the urban use of the site would be mitigated by setbacks proposed and development design.
Construction impact due to masonite rock.	Amenity impacts from construction noise, vibration and dust can be reduced through appropriate conditions imposed upon any subsequent stage operational development applications.
Concern that change of population and demography will be too quick for Milton.	The proposed development is to be staged over at least 10-15 years. In this period, the current existing shortage of aged living accommodation and medical support services in the Shoalhaven is expected to increase.
Additional population in Milton could result with the pushing out of the current mix of small local shops for large chain stores.	The proposal will not have any negative impact on the viability of the current mix of shops in Milton. Ulladulla will remain the larger service centre. There is limited capacity in Milton Town Centre for chain store development.

Issue Raised	Comment / Response
Existing medical support facilities and	The CMP includes a medical, health and
hospital are inadequate to support current	well being precinct that has been
demand.	earmarked for the RCF and potential
	medical centre/hospital facilities.
Existing road/parking and phone/internet	Upgrading to the local road network was
need to be upgraded.	addressed under the traffic comments
	above.
	All infrastructure upgrades for the
	development will be required to be
	provided in accordance with appropriate
	conditions imposed upon any subsequent
	stage operational development
	applications.
Waste of prime agricultural land.	Refer to comments under clause 11 IREP.
Unsuitable site for aged accommodation	Design provides for north facing living
as south facing, is exposed to strong	areas. The development of buildings and
southerly and westerly winds in colder	extensive vegetation buffers along the
periods of year and is too removed from	riparian zones of the site will mitigate the
the shops in Milton.	winds to some extent.
Impact on rural land ring around Milton.	Although the proposal will increase the
	urban area to some extent the rural ring
	around Milton will remain beyond the
	proposal (and within it)
Overdevelopment of site for residential	Average development for site equates to 7
development.	residential units per Ha which is relatively
	low density for this style of development.
Inappropriate location of RCF opposite	Including the 20m recommended setback
industrial land will lead to noise	to the RCF, the potential noise generating
complaints and potentially force out	sources for existing light industrial
industrial businesses.	businesses range from 50-79m away from
	the nearest face of the RCF. Acoustic
	assessment and treatment for the RCF will
	be required to be provided in accordance
	with appropriate conditions imposed upon
	any subsequent stage operational
	development applications.
Implausible farm style marketing.	The CMP clearly indicates that agricultural
	production will be retained as a
	component of the project with ancillary
	rural industry components such as dairy
	manufacturing of boutique products and
	sale of local communal garden produce.
Negative impact of CMP on adjoining land	This is dealt with in the remainder of the
value.	assessment under s79C.
Traffic impacts	Refer to traffic comments below.

Issues raised in favour of the proposal include:

- Will provide increased demand and viability for business in the area
- High demand for aged housing and medical support services in the area
- Short term injection into the local construction industry and the flow-on multiplier effects
- Increased skilled/unskilled employment
- Facilities to enable families to reside near their aged or disabled relatives
- Follows world best practice principles with extensive walking tracks, picnic locations, open farmland, communal gardens/orchards and community centre facilities
- Provides retirement living options which are not currently available in the area
- Incorporates many design features intended to retain the rural ambience of the site
- Environmentally sustainable design
- High quality housing

(e) The public interest

The proposal will see the site sustainability greatly enhanced, particularly in relation to the riparian corridor and stormwater treatment of urban runoff entering the site. The proposal will provide aged accommodation and services that are undersupplied in the southern area of the city.

7. Other Issues:

i) **Traffic:** Council has identified that the traffic and parking assessment provided by the applicant has several deficiencies and have undertaken their own assessment to identify external civil works required to mitigate the likely traffic impacts from the development.

The assessment of parking provision indicates that the parking proposed is adequate for the self care units and the RCF but the parking provision for the community centre may not be sufficient. The parking demand has been assessed using Council's DCP 18 – Car Parking Code and RTA Guidelines for Traffic Generating Development, with consideration of an appropriate discount for residents of the complex being able to walk or ride to the community centre. It is likely that the parking will need to be increased substantially from the 20 proposed to approximately 48 spaces and preferably group the parking together to maximise co-use. A condition has been included in the draft conditions to prepare a parking demand analysis for this portion of the development with the operational development application.

It has also been identified that provision needs to be made within the development for both servicing (waste removal and supply of goods) and bus transport routes and appropriate. Conditions have been included to require designated bus and servicing routes within the development that will service each stage progressively and nominate access points to the public road system

that will have to be designed to accommodate these vehicles. Detailed design will be required with each operational development application.

The following traffic infrastructure and pedestrian requirements generated by the development that will need to be incorporated in subsequent stage operational development applications and have been included in the draft conditions of consent relative to appropriate stages:

- A 1.8m wide concrete footpath designed and constructed in accordance with the requirements of SEPP SL to the full road frontage of the site to Croobyar Road (including from Woods Lane to Wilfords Lane and from Wilfords Lane to pedestrian refuge west of Gordon St) and from Cream Street past the proposed Medical/Health/Wellbeing precinct in Wilfords Lane to Croobyar Road;
- An indented bus bay to the south side of Croobyar Road immediately adjacent the proposed development and shall include the relocation of the existing bus shelter currently located adjacent Lot 1 DP 730746, No.71 Croobyar Road, to the south side of the indented bus bay;
- A 1.8m wide concrete footpath designed and constructed in accordance with the requirements of SEPP SL from the development to the Milton retail precinct (Princes Highway);
- A pedestrian refuge and associated street lighting in Croobyar Road at a suitable location to connect the required footpaths from the development to Croobyar Road and Croobyar Road to the Milton retail precinct (Princes Highway);
- A pedestrian refuge and associated street lighting on Croobyar Road, immediately west of Gordon Street, and associated works, including path connections north side of Croobyar Road to existing path network in Gordon Street
- Staged widening and upgrading of Wilfords Lane and the intersection with Croobyar Road to accommodate additional traffic movements and limit access points to three instead of five;
- Staged upgrading of Croobyar Road and Myrtle Street intersection;
- Staged upgrading of approximately 160m of the Croobyar Road dual approach lanes to the intersection with Princes Highway to accommodate additional vehicle demand generated by the proposed development;
- Kerb and gutter to be provided to the full development frontage of Croobyar Road and to the southern boundary of the medical/health/wellbeing precinct. Kerb and gutter shall be extended in subsequent stages to the southern boundary of each stage fronting Wilford's Lane as far as Cream Street.
- Appropriate design of access points to the public road system and associated street lighting.
- *ii)* **Easements/Restrictions on the use of the land:** A review of the deposited plans (DP) and associated section 88B instruments for the property has indicated that the subject land is affected by a number of easements and restrictions on

the use of the land. Details on those easements/restrictions considered to be relevant to the application are provided below:

Easement or Restriction	DP	Description
Easement for tree planting	702859	10m wide & variable width located on boundary with Croobyar Road between Lot 3 DP 702859 and the former Methodist Church
Easement for electricity supply.	702859	This easement runs north-south through the entire site and is 10m wide and variable width. The submitted application proposes the installation of internal roads but no buildings within this easement.
Easement for water supply	641566	5m wide and variable width runs north-south through the entire site parallel with the electricity easement. Shoalhaven Water have provided specific comment on this easement.
Restriction As to user	825096	Currently affects lot 2 in DP 1097329 (formerly Lot 111) – requires that buildings are constructed of non-reflective materials (excluding windows) and of a colour to enable the building to blend with the landscape. The CMP indicates that the proposed silo buildings will be clad with soft metal fins with low reflectivity such as zinc, with glazed infill. Draft conditions deal with this issue.
Easement for water supply	1083059	2m wide and variable width AC299399 – relates to water supply for sewer pump station located adjacent the south east corner of the showground (Lot 1 DP 630910) on Lot 1 DP 1083059. The proposed CMP does not conflict with the requirements of this easement.
Easement for services	1083059	2m wide and variable width AC 299398 – relates to underground cables to service sewer pump station located adjacent the south east corner of the showground (Lot 1 DP 630910) on Lot 1 DP 1083059. The proposed CMP does not conflict with the requirements of this easement.
Right of Access	1083059	Variable width AC 299400 – provides access from the showground over Lot 2 DP 1097329 to the sewer pump station Lot 1 DP 1083059. The proposed CMP does not conflict with the requirements of this Right of Access.
Easement for Drainage of Sewage	1083059	4m, 5m and variable width AC299401 - provides for sewer drainage over Lot 2 adjacent and parallel to eastern boundary with Lot 1 DP 702859 from Croobyar Road to the sewer pump station Lot 1 DP 1083059. The proposed CMP does not conflict with the requirements of this easement.

Having regard for the above, any subsequent development consent issued will be conditioned, where appropriate, to comply with the terms of these particular restrictions or easements.

- *iii)* **Safety and Security:** Crime Prevention through Environmental Design (CPTED) will be addressed with each subsequent operational development application as a requirement of the CMP consent conditions if approved.
- *iv) Climate Change:* No cumulative impacts are expected in regard to the proposed development that could further contribute to climate change. Furthermore as the upstream drainage catchment is relatively small and suitable revegetated riparian zones are provided, climate change risks such as increased rainfall intensity warrant further investigation.

8. Referrals

Internal:

- **Building Surveyor:** No objection to the proposal subject to the imposition of recommended conditions requiring future operational stage development applications to comply with the Building Code of Australia (BCA);
- **Development Engineer:** No objection to the proposal subject to the imposition of recommended conditions requiring future operational stage development applications to comply with Shoalhaven City Council's Development control plans for the area and where required the Australian Standards. Specific requirements to limit access points along Wilfords Lane to three and provide for the road drainage off Wilfords Lane into the development;
- Environmental Health Officer: No objection to the proposal subject to the imposition of recommended conditions on any issued development consent (i.e. pollution control requirements, storage/chemical management requirements).
- **Shoalhaven Water:** Shoalhaven Water have provided detailed development advice that has been incorporated into the draft conditions.
- Traffic & Transport Unit: Comments detailed above.
- **Council Heritage Consultant:** Council's heritage advisor raised concerns in raltion to the cartilage around the farm complex. The applicant responded positively to the suggestions put forward by the Heritage Consultant and has provided a revised proposal for the treatment of the existing farmhouse and the curtliage around the farm complex that is acceptable. The impact of the development on the adjoining heritage items was also considered acceptable. Revised plan DA17 showing the treatment for the area around the farm complex is included in **Attachment C**.

External:

- **NSW Office of Water (NOW):** NOW has issued GTA for the proposal and are incorporated into the draft conditions.
- **RTA Wollongong:** The RTA's advice is consistent with the advice of Council's Traffic and Transport Unit as detailed in the report, particularly in relation to civil works required at the Croobyar Road/Princes Highway Intersection. They also provided details of their requirements for approvals required for the execution of the works that will be applicable to the operational stage development applications

9. Options

The Joint Regional Planning Panel may:

- a) Resolve to approve the Concept Master plan application subject to conditions (i.e. adopt the recommendations of this report including the draft conditions of consent provided or modify the provided conditions); or
- b) Resolve to refuse the application; or
- c) Write to the applicant requesting them to amend/modify the proposal and subject to the matters being satisfactorily resolved a further report be submitted to the Joint Regional Planning Panel (Southern Region) for its consideration.

10. Conclusion

This application has been assessed having regard to the Matters for Consideration under Section 79C of the Environmental Planning and Assessment Act 1979. Following a detailed assessment, it is considered that Development Application RA10/1005 (2010STH016) should be supported subject to suitable conditions being imposed on any issued development consent.

11. Recommendation

RECOMMENDED that, in respect of RA10/1005 (2010STH016) for the approval of a concept masterplan of a seniors living development at Lots 2 DP 1097329 and Lot 3 DP 702859, Croobyar Road, Milton, the application be approved as a non operational staged development consent subject to conditions as contained in Attachment 'A'.

Signed: Peter Johnston

Date: 18 November 2010

ATTACHMENT 'A'

DRAFT CONSENT CONDITIONS STAGED DEVELOPMENT CONSENT Environmental Planning and Assessment Act, 1979 RA10-1005

TO: Purdon Associates 3/9 McKay Street Turner ACT 2612

being the applicant(s) for RA10-1005 relating to: Croobyar Road, Milton - Lots 2 DP 1097329 and Lot 3 DP 702859

APPROVED USE AND OR DEVELOPMENT: Staged Development (non operational concept masterplan) for Seniors Living Residential Development comprising:

- 260 serviced self care dwellings of varying styles and arrangement;
- An 80 bed residential care facility (RCF), and potential private hospital;
- Four stages;
- Five Residential precincts (totalling 20Ha), Medical and Health precinct (1.2Ha), Riparian precinct (9Ha) and Agricultural precincts (9Ha);
- Associated infrastructure to support the development;
- Extensive restoration of riparian corridors and revegetation of the site;
- Retention of agricultural land use and original heritage listed dairy building complex;
- Landscaping and walking tracks; and
- A community centre;

DETERMINATION DATE:

Pursuant to the Section 81 of the Act, notice is hereby given that the above application has been determined by granting consent, subject to the conditions listed below.

CONSENT TO OPERATE FROM:

CONSENT TO LAPSE ON: DETAILS OF CONDITIONS

The conditions of consent and reasons for such conditions are set out as follows:

PART A

CONDITIONS OF A GENERAL NATURE, INCLUDING A DESCRIPTION OF THE PROPOSED DEVELOPMENT

General

- 1. This consent relates to Staged Development (non operational concept masterplan) for Seniors Living Residential Development comprising:
 - 260 serviced self care dwellings of varying styles and arrangement;
 - An 80 bed residential care facility (RCF), and potential private hospital;
 - Four stages;
 - Five Residential precincts (totalling 20Ha), Medical and Health precinct (1.2Ha), Riparian precinct (9Ha) and Agricultural precincts (9Ha);
 - Associated infrastructure to support the development;
 - Extensive restoration of riparian corridors and revegetation of the site;
 - Retention of agricultural land use and original heritage listed dairy building complex;
 - Landscaping and walking tracks; and
 - A community centre;

As illustrated on the plans, specifications and supporting documentation stamped with reference to this consent, as modified by the following conditions. The development shall be carried out in accordance with this consent.

Notes:

- Any alteration to the plans and/or documentation shall be submitted for the approval of Council. Such alterations may require the lodgement of an application to amend the consent under s96 of the Act, or a fresh development application. No works, other than those approved under this consent, shall be carried out without the prior approval of Council.
- Where there is an inconsistency between the documents lodged with this application and the following conditions, the conditions shall prevail to the extent of that inconsistency.

Nature of this Consent

1. This is a staged consent granted under section 80(4) of the Environmental Planning and Assessment Act 1979. It is the first stage of development consent for a concept masterplan on the subject land. This is not an operational consent. Construction Certificates cannot be issued until subsequent development applications for specific precincts or aspects of the development that satisfactorily address the matters listed below have been received and approved by Council.

- 2. The Staged Seniors Living Development shall not be occupied or the use shall not commence for <u>each subsequent operational stage</u> until all relevant conditions of development consent have been met or unless other satisfactory arrangements have been made with Council (i.e. a security).
- 3. Each operational stage of the development shall be completed in sequential order commencing from stage 1.
- 4. Applications for further stages of the approved development must be consistent with this consent and generally in accordance with the following Concept Masterplan documents prepared on behalf of the land owner as detailed below:

Supporting Document	Version	Prepared By	Dated
Claydon Park Seniors Living Community, Milton NSW - Statement of Environmental Effects		Purdon and Associates	March 2010
Claydon Park Seniors Living Community, Milton NSW – Concept Masterplan		Purdon and Associates	March 2010
Housing Showing Number of Bedrooms Plan	DA-02 A	Tonkin Zulaikha Greer Architects	30/09/10
Architectural Typologies	DA-04	Tonkin Zulaikha Greer Architects	18/03/10
Garden Houses	DA-06	Tonkin Zulaikha Greer Architects	18/03/10
Garden Houses	DA-07	Tonkin Zulaikha Greer Architects	18/03/10
Garden Houses	DA-08	Tonkin Zulaikha Greer Architects	18/03/10
Garden Houses	DA-09	Tonkin Zulaikha Greer Architects	18/03/10
Verandah Houses	DA-10	Tonkin Zulaikha Greer Architects	18/03/10
Double Houses	DA-11	Tonkin Zulaikha Greer Architects	18/03/10
Courtyard Houses	DA-12	Tonkin Zulaikha Greer Architects	18/03/10

Barn House	DA-13	Tonkin Zulaikha Greer Architects	18/03/10
Barn House Perspectives	DA-14	Tonkin Zulaikha Greer Architects	18/03/10
Silo Apartments	DA-15	Tonkin Zulaikha Greer Architects	18/03/10
Silo Apartments	DA-16	Tonkin Zulaikha Greer Architects	18/03/10
Amended Community Plan	DA-17 A	Tonkin Zulaikha Greer Architects	30/09/10
Precinct Section 1 – Claydon Precinct	DA-19	Tonkin Zulaikha Greer Architects	18/03/10
Precinct Section 2 – Claydon Precinct	DA-20	Tonkin Zulaikha Greer Architects	18/03/10
Precinct Section 3– Claydon Precinct	DA-21	Tonkin Zulaikha Greer Architects	18/03/10
Precinct Plan – Claydon Precinct	DA-22	Tonkin Zulaikha Greer Architects	18/03/10
Main Road Cross Section	DA-25	Tonkin Zulaikha Greer Architects	18/03/10
Ground Floor Analysis Plan	DA-26 A	Tonkin Zulaikha Greer Architects	30/09/10
First Floor Analysis Plan	DA-27 A	Tonkin Zulaikha Greer Architects	30/09/10
Preliminary Stage 1 Contamination Report		GC Druett – Claydon Park Environmental Manager	6/10/10
Water Management Report		Hughes Trueman	11/09/09
Heritage Impact Statement	5000	BHI	13/08/07
Heritage Response to council heritage advisors reports	OA.279 Issue 4	ВНІ	25/06/10
Riparian Management Plan		GC Druett – Claydon Park Environmental	October 2009

	Manager	
Watermain Inspection Report	Hughes Trueman	August 2009
Provision of Infrastructure Report (Commercial in confidence)	Hughes Trueman	July 2009

PART B

MATTERS THAT MUST BE ADDRESSED IN SUBSEQUENT OPERATIONAL STAGE DEVELOPMENT APPLICATIONS, WHERE RELEVANT

Civil works

- 5. Civil concept plans for each stage must be submitted and be in accordance with SCC DCP 100 Subdivision Code, Australian Standards and Austroad's 2009.
- 6. Street lighting shall be provided in accordance with AS1158 to all seven access points to public roads, and at both required pedestrian refuges as required by conditions for the stage of the development.
- 7. All proposed intersection upgrade designs, pedestrian refuge designs, and all regulatory signs/lines shall be referred to the Shoalhaven Traffic Committee for approval prior to issue of any construction certificate relating to civil works required for the relevant stage.
- 8. The width of the internal road network shall comply in all respects with DCP100 Subdivision Code and wider diameter cul-de-sacs are recommended to be provided to improve serviceability.
- 9. Detail of proposed heavy vehicle route to service the development during construction/demolition activities.
- 10. A servicing management plan is required to be prepared and submitted with any operational development application. A designated servicing route must be provided into and out of the site and provision for pick up / drop off of goods and waste is all to be undertaken within the site and with adequate turnaround in each cul-de-sac and at each stage of development as required.

Note: The designated route(s) must accommodate the swept path of a 8.8m rigid truck at the access/egress points to the site (may include all access points dependent on designated route) and throughout the site as required to ensure servicing can be undertaken efficiently and safely on site.

- 11. A designated bus route must be provided into and out of the site with adequate pick up / drop off facilities on site and provision for turnaround at each stage as required. The designated route must accommodate the swept path of a 14.5m rigid bus at the access/egress points to the site and throughout the site. A single coordinated bus stop and shelter must be provided on site including connecting internal paths to allow safe access the facility.
- 12. Access to the development from Wilfords Lane to be limited to three, one for the "Health/wellbeing' precinct, one for the "Jinks' precinct and one for the "Rixon' precinct.
- 13. Stormwater design to incorporate provision for the existing road drainage off Wilfords Lane and provision of necessary easements to convey the drainage to the natural watercourses on the land.
- 14. Relocation and / or augmentation of all services to achieve the required civil works are inclusive. In Wilfords Lane this may mean power utilities to be relocated underground and reconstruction of existing kerb and gutter to more appropriate location to allow the required road and path cross sections to be achieved.

Car Parking Self Care Housing and RCF

- 15. Car parking demand for subsequent operational stages, involving serviced self care housing and the RCF, of the development shall be calculated and provided for onsite, based on the requirements of State Environmental Planning (Housing for Seniors or People with a Disability) 2004.
- 16. Basement carparks are to be provided with gravity based stormwater drainage systems.

Parking Demand Analysis – Community /Medical Facilities

17. A parking demand analysis (PDA) shall be prepared and submitted for approval for all subsequent stage development applications (other than serviced self care units and Residential Care Facility) that involve the provision of Community and or Medical facilities. The PDA shall demonstrate the methodology proposed to accurately estimate the actual parking demand for each community/medical facility that includes delivery/service vehicles, expected bicycle and buggy use, visitors/patrons and employees. The PDA shall be prepared in accordance with the requirements of Council's DCP 18 Car Parking Code and the RTA Guide to Traffic Generating Development 2002 and may be supported by the use of surveys of similar seniors living developments to estimate the proportion of pedestrian vs vehicular movements within the development that may be taken into account for a reduction in the total parking demand.

Underground services to be provided

18. The provision of underground services within the development including electricity supply.

Sediment and Erosion Control

19. The provision of an Erosion and Sedimentation Controls for both construction and the life of the development based on the Landcom manual "Soils and Construction, Managing Urban Stormwater, Vol 1 4th Edition, March 2004".

Water and/or Sewer Infrastructure

- 20. An application under Section 305 of Division 5 of Part 2 of Chapter 6 of the Water Management Act 2000 for a Certificate of Compliance from Shoalhaven Water.
- 21. Compliance with Shoalhaven Water Memorandum dated 2 July 2010 attached to this consent.
- **Note:** Section 64 and 94 Contributions for each stage of the development will be calculated based on the contributions for projects in force at the time when the subsequent operational development applications are approved.

Water Management Act 2000

22. Any operational stage development applications over any part of the site requiring a Controlled Activity Approval under the Water Management Act 2000 will need to be supported with a copy of an approval from the NSW Office of Water in accordance with their requirements specified in General Terms of Approval (Ref: 10 ERM2010/0593 File 9053662) draft conditions dated 27 October 2010 as attached to this consent.

Potentially Contaminated Land

23. Submission of a Stage 2 detailed site assessment in accordance with *EPA Guidelines for Consultants Reporting on Contaminated Sites* for land affected by that stage of development.

SEPP Design Verification

- 24. A detailed design verification statement demonstrating achievement of design criteria in accordance with Schedule 3 (Standards concerning accessibility and useability for hostels and self-contained dwellings) of State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004.
- 25. Subsequent operational stages of the development shall be developed and operated in accordance with the relevant criteria of State Environmental Planning Policy

(Housing for Seniors or People with a Disability) 2004, for the life of the development.

Building Design

- 26. Architectural design detailing height, design, siting and setbacks of the proposed buildings and associated structures.
- 27. A schedule of the colour treatment for all elevations and details of construction materials including a finishes board must be lodged with Council prior to the issue of any operational consent. The proposed colours must blend with the built and/or natural environment and shall be constructed of materials with a low reflective nature.
- 28. A detailed "concept masterplan" compliance statement demonstrating how each building/structure/civil infrastructure element complies with the Concept Masterplan and associated documents approved under Development Consent RA10/1005;
- 29. A signage strategy which identifies the number, type, size and location of proposed signs required to ensure appropriate "way finding' and naming of buildings and tenancies within the development.
- 30. A lighting strategy which identifies the number, type, size, design, luminosity (lux) and location of lighting in relation to the exterior of buildings, tennis courts and the like and public spaces. The strategy shall address safety, light spill and pollution, energy efficiency and contribution to design excellence.
- 31. Basix certification.
- 32. Crime Risk Assessment in accordance with the principles of Safer by Design.
- 33. An Ecologically Sustainable Development (ESD) report. This report shall address the energy efficiency and water sensitive urban design aspects of that stage of the development.
- 34. Details of the location and standard of on and off-street carparking and access.
- 35. Detailed landscaping plans, prepared by a suitably qualified landscape architect/architect/ecologist who has appropriate experience and competence in landscaping complete with:
 - a) location of trees identified for retention in the development application plans,
 - b) proposed location for planted shrubs and trees,
 - c) botanical name of shrubs and trees to be planted,
 - d) mature height of trees to be planted,

- e) location of grassed and paved areas,
- f) screening of clothes drying areas and garbage receptacles from public view,
- g) location of common tap(s) and/or irrigation system to ensure all landscape works can be adequately watered, and.
- h) an effective physical barrier between public spaces, vehicles, accessways, parking areas and the surrounding landscaped area.

Waste Minimisation and Management

- 36. A Waste Minimisation and Management Plan (WMMP) must be prepared in accordance with Development Control Plan No. 93 for both construction and operational phases of each subsequent operational stage of the development. The design of the buildings and the methods of storage and handling of waste and recyclable material must comply with DCP 93.
 - **Note**: "Waste" has the same meaning as the definition of "Waste" in the Protection of the Environment Operations Act 1997.

Maximum Development Density

- 37. Development density for each subsequent operational stage of the development shall not exceed the criteria specified in Tables 3 and 4 of the Concept Masterplan.
- *38. Community centre floor areas* for each subsequent operational stage of the development shall not exceed the criteria specified in Table 2 of the Concept Masterplan.

Building Height

39. The maximum height of any building shall not exceed 11 m and two storeys above natural ground level.

Building Line Setbacks

- 40. Minimum 10m setback for low density dwellings fronting Croobyar Road.
- 41. Minimum 15m setback for low density dwellings fronting Wilfords Lane.
- 42. Minimum 20m setback for other buildings fronting Wilfords Lane.
- 43. Minimum 10m side building setback to the southern boundaries of Lot 1 DP 1097329, Lot 60 DP 736144 and Lots 1 & 2 DP 730746, Croobyar Road.
- 44. Minimum 5m side building setback to the southern boundary of Lot 4 DP 785757, Wilfords Lane.
- 45. Minimum 20m side building setback from the southern boundary of Lot 1DP 630910 (Milton Showground).

46. Minimum 20m side building setback from the eastern boundary of Lot 11 DP 599612, Croobyar Road.

Noise Construction Requirements

47. Residential and health care buildings located within close proximity of industrial zoned land in Wilford's Lane and residential buildings within close proximity to the Showground shall be designed, constructed and certified to meet the design goals given in Australian Standard AS 2107 – 2000.

Previous development consent to be surrendered

48. Development Consent No. **DA05/4034** granted on 6/09/07 is to be surrendered prior to the issue of the stage 1 operational development consent. This must be in the form of a written memorandum to Council from the owner of the subject property, in accordance with Clause 97 of the Environmental Planning and Assessment Regulation, 2000.

PART C

DETAILED REQUIREMENTS FOR STAGE 1 OPERATIONAL DEVELOPMENT APPLICATION

Land to be consolidated

49. All separate parcels of land are to be consolidated into one allotment and registered with the Land Titles Office prior to release of any Stage 1 operational consent Construction Certificate.

Restriction as to User

50. A Restriction as to User shall be registered against the consolidated title of the subject land for the development consent in accordance with section 88E of the Conveyancing Act 1919, limiting the use of any accommodation to which the application relates to the kinds of people referred to in subclause 18(1) of *State Environmental Planning Policy (Housing for Seniors or People with a Disability)* 2004.

External Civil Works Required

- *51.* Provide a Pedestrian Refuge in accordance with RTA TDT 2002/10, Croobyar Road, between Woods Lane (main access proposed) and Wason Street, and associated works.
- **52.** Relocate bus stop and shelter from current location (opposite Wason Street) to suitable location west of Woods Lane (main access proposed) and provide indented bus bay and associated works in accordance with Figure 4.39 AUSTROADS Part 3.

- **53.** Provide a 1.8m footpath, southern side Croobyar Road, between Woods Lane (main access proposed) and Myrtle Street including appropriate connections to bus stop.
- *54.* Provide a 1.8m footpath, southern side Croobyar Road, between Woods Lane (main access proposed) and pedestrian refuge (west of Wason Street).
- **55.** Provide a 1.8m footpath, northern side Croobyar Road, between pedestrian refuge (west of Wason Street) and Wason Street, including pram ramps at Wason Street north of Croobyar Road.
- **56.** Provide a 1.8m footpath, western side Wason Street, from Croobyar Road to Milton CBD path network including pram ramps at Charles Street, and associated works.
- **57.** Upgrade the Intersection of Croobyar Road and Woods Lane (proposed main access) to provide CHR(S) right turn treatment (protection of right turn into development) in accordance with Figure 7.6 AUSTROADS Part 4(A).
- **58.** Upgrade the Intersection of Croobyar Road and Woods Lane (proposed main access) to provide AUL(S) left turn treatment (protection of left turn into development) in accordance with Figure 8.3 AUSTROADS Part 4(A).
- 59. Road widening and upright barrier kerb and gutter to be provided along the northern side of Croobyar Road from the Princes Highway, extending west for a distance of 50m, to create extended length of 2 approach lanes to the Highway (6.4m in width to be provided between centreline and barrier kerb), and all associated works. *Note: The RTA will need to be notified upon the completion of these works in order for the RTA to update the traffic signal plan*

PART D

DETAILED REQUIREMENTS FOR STAGE 2 OPERATIONAL DEVELOPMENT APPLICATION

External Civil Works Required

- *60.* Provide a Pedestrian Refuge in accordance with RTA TDT 2002/10, Croobyar Road, immediately west of Gordon Street, and associated works, including path connections north side of Croobyar Road to existing path network in Gordon Street.
- *61.* Provide a 1.8m footpath, southern side Croobyar Road, between Wilfords Lane and pedestrian refuge (west of Wason Street).
- *62.* Provide a 1.8m footpath, southern side Croobyar Road, between Wilfords Lane and pedestrian refuge (west of Gordon Street).

- 63. Provide Pram ramps Wilfords Lane (intersection Croobyar Road).
- *64.* Provide a 1.8m footpath, western side Wilfords Lane, from Croobyar Road to the southern extremity of Stage 2 works (including path connections to Cream Street).
- 65. Provide road widening and roll top kerb and gutter Wilfords Lane (7m invert to invert), from Croobyar Road to the southern extremity of Stage 2 works (to Cream Street) including formation of Cream Street/Wilford Lane intersection and appropriate transition back to existing pavement width south of Cream Street.
- 66. Upgrade the Intersection of Croobyar Road and Myrtle Street to provide CHR(S) right turn treatment (protection of right turn into Myrtle Street) in accordance with Figure 7.6 AUSTROADS Part 4(A).
- 67. Upgrade the Intersection of Croobyar Road and Wilfords Lane to provide CHR(S) right turn treatment (protection of right turn into Wilfords Lane) in accordance with Figure 7.6 AUSTROADS Part 4(A).
- 68. Upgrade the Intersection of Croobyar Road and Wilfords Lane to provide AUL(S) left turn treatment (protection of left turn into Wilfords Lane) in accordance with Figure 8.3 AUSTROADS Part 4(A).
- 69. Road widening and upright barrier kerb and gutter to be provided along the northern side of Croobyar Road from the Princes Highway, extending west for an additional distance of 60m, to create extended length of 2 approach lanes to the Highway (6.4m in width to be provided between centreline and barrier kerb), and all associated works.

Note: The RTA will need to be notified upon the completion of these works in order for the RTA to update the traffic signal plan

Visual impact

70. The operational design for the 2nd storey components of the serviced self-care dwellings located on the north side of Jinks Lane will need to demonstrate that view loss for the residents of Lot 4 DP 785757 as viewed from their dwelling to the south has been minimised.

PARTE

DETAILED REQUIREMENTS FOR STAGE 3 OPERATIONAL DEVELOPMENT APPLICATION

Staging of RCF/Health Care Facility

71. The Residential Care Facility or equivalent health care facility shall be approved, constructed and operational prior to the release of any Occupation Certificate for stage 3.

External Civil Works Required

- 72. Provide road widening and roll top kerb and gutter to Wilfords Lane (7m invert to invert), from Cream Lane (at southern extremity of Stage 2 works) to southern extremity of Stage 3 works (Castle View Street) including formation of Castle View Street/Wilford Lane intersection and appropriate transition back to existing pavement width south of Castle View Street.
- 73. Road widening and upright barrier kerb and gutter to be provided along the northern side of Croobyar Road from the Princes Highway, extending west for an additional distance of 50m, to create extended length of 2 approach lanes to the Highway (6.4m in width to be provided between centreline and barrier kerb), and all associated works.

Note: The RTA will need to be notified upon the completion of these works in order for the RTA to update the traffic signal plan

PART F

DETAILED REQUIREMENTS FOR STAGE 4 OPERATIONAL DEVELOPMENT APPLICATION

External Civil Works Required

- 74. Upgrade the Intersection of Croobyar Road and Magnolia Lane to provide BAR right turn treatment (protection of right turn into Magnolia Lane) in accordance with Figure 7.5 AUSTROADS Part 4(A).
- 75. Upgrade the Intersection of Croobyar Road and Magnolia Lane to provide BAL left turn treatment into/out of Magnolia Lane in accordance with Figure 8.8 AUSTROADS Part 4(A).
PART G REASONS FOR CONDITIONS

Conditions of consent have been imposed to:

- 1. Ensure the proposed development:
 - a) achieves the objects of the Environmental Planning and Assessment Act, 1979;
 - b) complies with the provisions of all relevant environmental planning instruments;
 - c) is consistent with the aims and objectives of Council's Development Control Plans, Codes and Policies.
- 2. Ensure that the relevant public authorities and the water supply authority have been consulted and their requirements met or arrangements made for the provision of services to the satisfaction of those authorities.
- 3. Meet the increased demand for public amenities and services attributable to the development in accordance with Section 94 of the Environmental Planning and Assessment Act, 1979.
- 4. Ensure the protection of the amenity and character of land adjoining and in the locality of the proposed development.
- 5. Minimise any potential adverse environmental, social or economic impacts of the proposed development.
- 6. Ensure that all traffic, carparking and access requirements arising from the development are addressed.
- 7. Ensure the development does not conflict with the public interest.

PART H

ADVICE ABOUT RIGHTS OF REVIEW AND APPEAL

Development Determination under Environmental Planning and Assessment Act, 1979

Under section 82A of the Environmental Planning and Assessment Act, 1979 an applicant may request the council to review its determination except where it relates to a complying development certificate, designated development or integrated development. The request must be made **within twelve (12) months** of the date of the receipt of the determination, with a prescribed fee of 50% of the original DA fee.

Section 97 of the Environmental Planning and Assessment Act, 1979 confers on an applicant who is dissatisfied with the determination of a consent authority a right of appeal to the Land and Environment Court which can be exercised **within twelve** (12) months after receipt of this notice.

Approvals under Local Government Act, 1993

Section 100 of the Local Government Act, 1993 provides that an applicant may request Council to review its determination of an application.

Section 176 of the Local Government Act, 1993 provides that an applicant who is dissatisfied with the determination of the Council may appeal to the Land and Environment Court. The appeal must be made within **twelve (12) months** of the date of determination.

PART I

ADVICE ABOUT WHEN THIS CONSENT LAPSES

This consent is valid for five years from the date hereon.

In accordance with Section 95 of the Act, development consent of the erection of a building does not lapse if building, engineering or construction work relating to the building or work is physically commenced on the land to which the consent applies before the lapse date.

PART J

GENERAL ADVICE TO APPLICANT

PRIVACY NOTIFICATION

Personal information contained on this Development Consent and any associated documents will be published on Council's website as required by the *Government Information (Public Access) (GIPA) Act 2009.*

Commonwealth Environment Protection and Biodiversity Conservation Act 1999

The Commonwealth Environment Protection and Biodiversity Conservation Act 1999 provides that a person must not take an action which has, will have, or is likely to have a significant impact on

a) A matter of national environmental significance (NES) matter; or

b) Commonwealth land

without an approval from the Commonwealth Environment Minister.

This application has been assessed in accordance with the New South Wales Environmental Planning & Assessment Act, 1979. The determination of this assessment has not involved any assessment of the application of the Commonwealth legislation.

It is the proponent's responsibility to consult Environment Australia to determine the need or otherwise for Commonwealth approval and you should not construe this grant of consent as notification to you that the Commonwealth Act does not have application.

The Commonwealth Act may have application and you should obtain advice about this matter.

There are severe penalties for non-compliance with the Commonwealth legislation.

Disability Discrimination Act 1992

This application has been assessed in accordance with the Environmental Planning & Assessment Act, 1979. No guarantee is given that the proposal complies with the Disability Discrimination Act 1992.

The applicant/owner is responsible to ensure compliance with this and other antidiscrimination legislation.

The Disability Discrimination Act covers disabilities not catered for in the minimum standards called up in the Building Code of Australia which references AS1428.1 - "Design for Access and Mobility". AS1428 Parts 2, 3 & 4 provides the most comprehensive technical guidance under the Disability Discrimination Act currently available in Australia.

Disclaimer – s88B restrictions on the use of land

The applicant should note that there could be covenants in favour of persons other than Council restricting what may be built or done upon the subject land. The applicant is advised to check the position before commencing any work.

Under clause 37 of Shoalhaven Local Environmental Plan 1985 agreements, covenants or instruments that restrict the carrying out of the proposed development do not apply to the extent necessary to enable the carrying out of that development, other than where the interests of a public authority is involved.

NSW Native Vegetation Act 2003

The Native Vegetation Act 2003 requires consent for the clearing of remnant native vegetation or protected regrowth from the Southern Rivers Catchment Management Authority.

In the Shoalhaven City Council area, this requirement generally applies to land that is zone Rural (Zone 1), Special Use (Zone 5), Open Space (Zone 6), Environment Protection (Zone 7) and Natural Hazards (Zone 9). If your development consent relates to land in such a zone then you may need to get a further separate approval from the Southern Rivers Catchment Management Authority for the clearing of remnant native vegetation or "protected" regrowth.

This development application has been assessed in accordance with the New South Wales Environmental Planning & Assessment Act, 1979. The determination of this development application has <u>not</u> involved any assessment of the proposed development in regard to the NSW Native Vegetation Act 2003.

It is the proponent's responsibility to consult the Southern Rivers Catchment Management Authority to determine the need or otherwise for their approval and you should not construe the granting of this development consent as notification to you that the NSW Native Vegetation Act does not apply. The NSW Native Vegetation Act 2003 may have direct application to your proposal and you should obtain advice about this matter directly from the Southern Rivers Catchment Management Authority. You can contact them on 4429 4446 or by email southern@cma.nsw.gov.au.

There are severe penalties for non-compliance with the Native Vegetation Act 2003.

SIGNED on behalf of Shoalhaven City Council: **Signature**

Name

ATTACHMENT 'B'



Site Locality Plan

ATTACHMENT 'C'





































Note: There are some further attachments that will be provided to the JRPP:

- Revised Concept Masterplan
- Main Road Cross Section DA-25
- Ground Floor Analysis Plan DA-26 A
- First Floor Analysis Plan DA-27 A
- Site Compatibility Certificate
- Heritage Impact Statement

These attachments will be available at the Regional Development Committee Meeting.