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OPEN SPACE ANALYSIS

531 Cobbitty Road, Cobbitty

Prepared for

MIRVAC HOMES (NSW) PTY LIMITED

14 June 2023

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1. INTRODUCTION

This Open Space Analysis has been prepared by Urbis Pty Ltd (Urbis) on behalf of Mirvac Homes NSW (Mircvac), for consideration by Camden Council (Council) to amend the current Oran Park Development Control Plan (DCP) under State Environmental Planning Policy (Precincts—Western Parkland City) 2021 (Parkland City SEPP) associated with the Mirvac landholdings associated with the Cobbitty by Mirvac Estate and a portion of the Macarthur Anglican School site.

The submission aims to facilitate minor design updates to the DCP and associated Indicative Layout Plan (ILP) for the site of a general design development nature. The DCP amendment report (prepared by Urbis) should be referred to for complete details on the submission.

1.1. SITE

The site is referred to as the Cobbitty by Mirvac Estate. It is located within the Camden local government area (LGA) on the western edge of the South West Growth Area and is approximately 80ha in area. The site currently consists of vacant rural land, which is accessible from a driveway at Cobbitty Road. A farm dam is located towards the eastern side of the site, in addition to a portion of Cobbitty Creek which runs through the southern end of the site.

The site is bounded by rural lands to the north and west and heavily vegetated land to the south. To the east of the site is Macarthur Anglican School, a co-education private school for students from pre-kindergarten to Year 12. Residential uses comprising of one to two storey detached dwellings are concentrated further to the east of the site in Cobbitty and Oran Park.

Oran Park (approximately 3.7km away) and Narellan (approximately 4.2km away) are the closest town centres to the site and are accessible via The Northern Road. Camden is also situated approximately 7.0km from the site and is accessible via Macquarie Grove Road. The three centres provide a range of services and infrastructure for the broader Camden LGA. Most residents drive or use the bus network to travel between centres. Macarthur Station (approximately 12.8km away) and Leppington Station (approximately 15.7km away) are the closest train stations to the site and provide access to the Greater Sydney area.

Figure 1 Immediate site context



Source: Urbis

1.2. INDICATIVE CONCEPT DESIGN

The proposed DCP amendments reflect an updated site-wide masterplan layout prepared by Paterson Design Studio (PDS) illustrated in Figure 2.

The design updates are summarised as follows:

- An update to the northern portion of the site to improve heritage character including:
 - The replacement of the proposed triangular area of open space with a widened heritage boulevard reflecting the Hassall heritage driveway and a 5,000sqm park.
 - Updates to the DCP controls associated with the Denbigh Transition Area.
- Refinements to the riparian corridor and passive open space network, incorporating a range of active and passive spaces and additional pedestrian/cycle connectivity.
- Introduction of a 5,000sqm park within the south east portion of the site
- Detailed design updates to the indicative movement and road network
- Refinements of two school sites (Macarthur Anglican School and the future public primary school) to more accurately reflect educational requirements for the Precinct.
- Introduction of a Precinct specific Integrated Water Management Plan to meet the needs of the Precinct.

Details on the quantity and quality of open space proposed are provided in Sections 3 and 4.

Figure 2 Indicative open space concept design



Source: Paterson Design Studio and Mirvac

1.3. EXPECTED DWELLING MIX

The number of dwellings currently expected to be delivered on the site is as follows:

- Attached (medium density) = 182 dwellings
- Single (low density) = 674 dwellings
- Rural residential (very low density) = 79 dwellings.

In addition, it is expected that future residents of the area indicated with an asterisk in Figure 2 will also use the public open space provided by Mirvac within the site. For completeness, the needs of these residents will also be considered in this analysis.

It is currently expected that this area will deliver additional dwellings as follows:

- Attached (medium density) = 0 dwellings
- Single (low density) = 65 dwellings
- Rural residential (very low density) = 10 dwellings.

In total, the development of the site and the area indicated with an asterisk are expected to result in the following dwelling yield and mix:

- Attached (medium density) = 182 dwellings
- Single (low density) = 739 dwellings
- Rural residential (very low density) = 89 dwellings.

1.4. EXPECTED POPULATION

Section 3.2 of the Oran Park and Turner Road Precincts Section 94 Contributions Plan (2008) specifies the average household sizes on which the plan was based, being 3.3 persons per dwelling for low density dwellings and 2.4 persons per dwelling for medium density dwellings. These occupancy rates are based on analysis of 2001 Census data and do not reflect current household occupancy trends in the Oran Park Precinct.

Council's Local Housing Strategy (2021) provides average household sizes from the 2016 Census of 3.16 persons per dwelling for separate houses and 2.04 persons per attached dwelling. The table below applies these more up to date occupancy rates to the expected dwelling mix. A slightly higher average occupancy rate of 3.30 is applied to large lot rural residential dwellings.

As shown in Table 1, this analysis results in an expected population of 3,000 people for the combined development area. This population size may be at the high end, as according to id. Community projections prepared for Camden Council, average household sizes in the LGA and in the Oran Park Precinct are expected to trend down between 2016 and 2041 (from 3.12 to 2.96 in the LGA and from 3.20 to 2.80 in Oran Park Precinct).

Table 1 Total expected population of the site and neighbouring area

Dwelling type	Expected dwelling no.	Expected occupancy rate	Expected population
Attached (medium density)	182	2.04	371
Single (low density)	739	3.16	2,335
Rural residential (very low density)	89	3.30	294
Total	1,010	-	3,000

2. RELEVANT DIRECTIONS ON OPEN SPACE PLANNING

There has been a range of planning and guidance for open space relevant to the site over the past 15 years. This section introduces the relevant documents, two of which were released in 2007-2008 and three of which were released in 2020-2021.

Section 2.1 introduces the documents and their key definitions, principles and open space hierarchies, while Section 2.2 compares the numeric standards contained within four of the five documents.

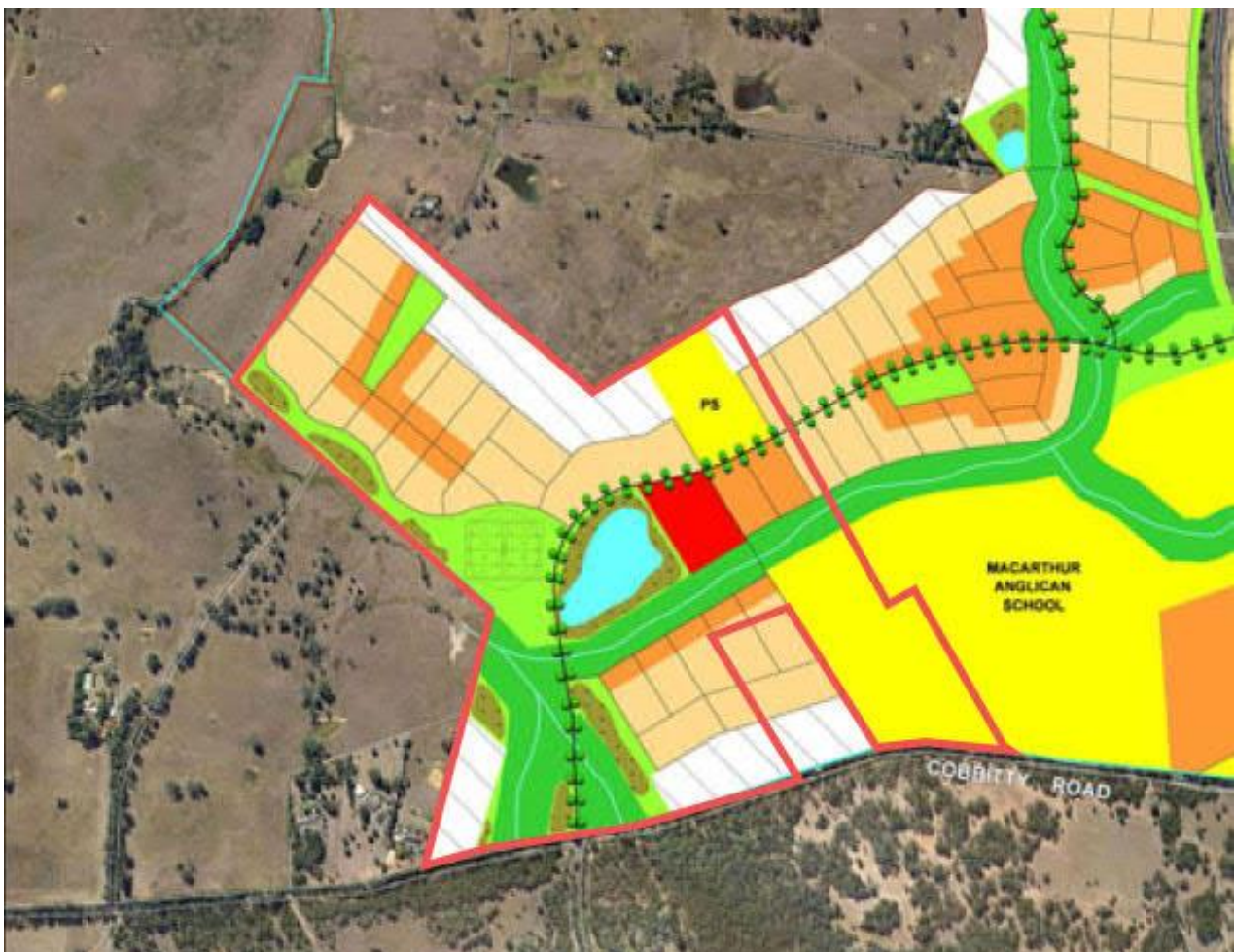
2.1. PRINCIPLES AND HIERARCHIES

Oran Park Precinct Development Control Plan 2007, republished in 2017 (DCP)

The DCP was prepared pursuant to the provisions of Section 74C of the *Environmental Planning and Assessment Act 1979*. It contains objectives and controls for open space, which apply to the site. The DCP was prepared in 2007 and republished in 2017.

Section 2.1 of the DCP contains the ILP for the Oran Park Precinct. The ILP shows development outcomes for the precinct, including open space and riparian corridors. The site's positioning within the ILP is shown in Figure 3 below.

Figure 3 Oran Park Precinct ILP



Source: Oran Park Precinct Development Control Plan and Mirvac

Section 4.1 of the DCP specifies the controls relating to planning for public parks, which are defined as including local and district open space and riparian corridors. The following principles are to be taken into consideration in the location of public parks:

- Parks are to be located as focal points within residential neighbourhoods

- Where possible, parks should be co-located with community and education facilities, be highly accessible and linked by pedestrian and/or cycle routes
- Parks should be located and designed to accommodate remnant vegetation and where appropriate, should be linked to and integrated with riparian corridors
- Parks should be generally bordered by streets on all sides with houses oriented towards them for surveillance.

Other relevant non-numeric controls include directions relating to the design and use of riparian corridors and the detailed design of public parks. In particular, the DCP (2017: 45) directs that:

Where riparian corridors are to be in public ownership, they are to provide opportunities for pedestrian and cycleways, fitness trails and additional open space in a manner that maintains the environmental significance of these areas. A range of themed elements such as boardwalks, ecopathways, and educational tracks should be incorporated in appropriate locations (i.e. within the 10m riparian corridor buffer)

As discussed later in this report, this direction has been considered in preparing an indicative concept plan for the proposed open space within the site.

Oran Park and Turner Road Precincts Section 94 Contributions Plan 2008

Under the *Environmental Planning and Assessment Act 1979* (EPA Act), a condition requiring the payment of a monetary contribution or the dedication of land free of cost, or both, towards the provision of public services can be imposed on a development by a council.

In the Oran Park Precinct, a development contribution may only be allowed by and determined in accordance with the Oran Park and Turner Road Precincts Section 94 Contributions Plan (Contributions Plan). This plan was informed by a Needs Assessment prepared by Elton Consulting in 2007, using Australian Bureau of Statistics (ABS) Census data from 2001.

The Contributions Plan includes principles for planning for open space and recreation facilities. Principles which are relevant for this stage of planning for the site include:

- Recognition that riparian corridors and other conservation areas provide some passive open space opportunities
- Locating different open space and recreation facilities together and in central locations
- Flexibility in use of open space areas and recreation facilities.

The Contributions Plan also identifies specific open space and recreation facilities planned for the Oran Park Precinct. The open space types which are relevant to the subject site are:

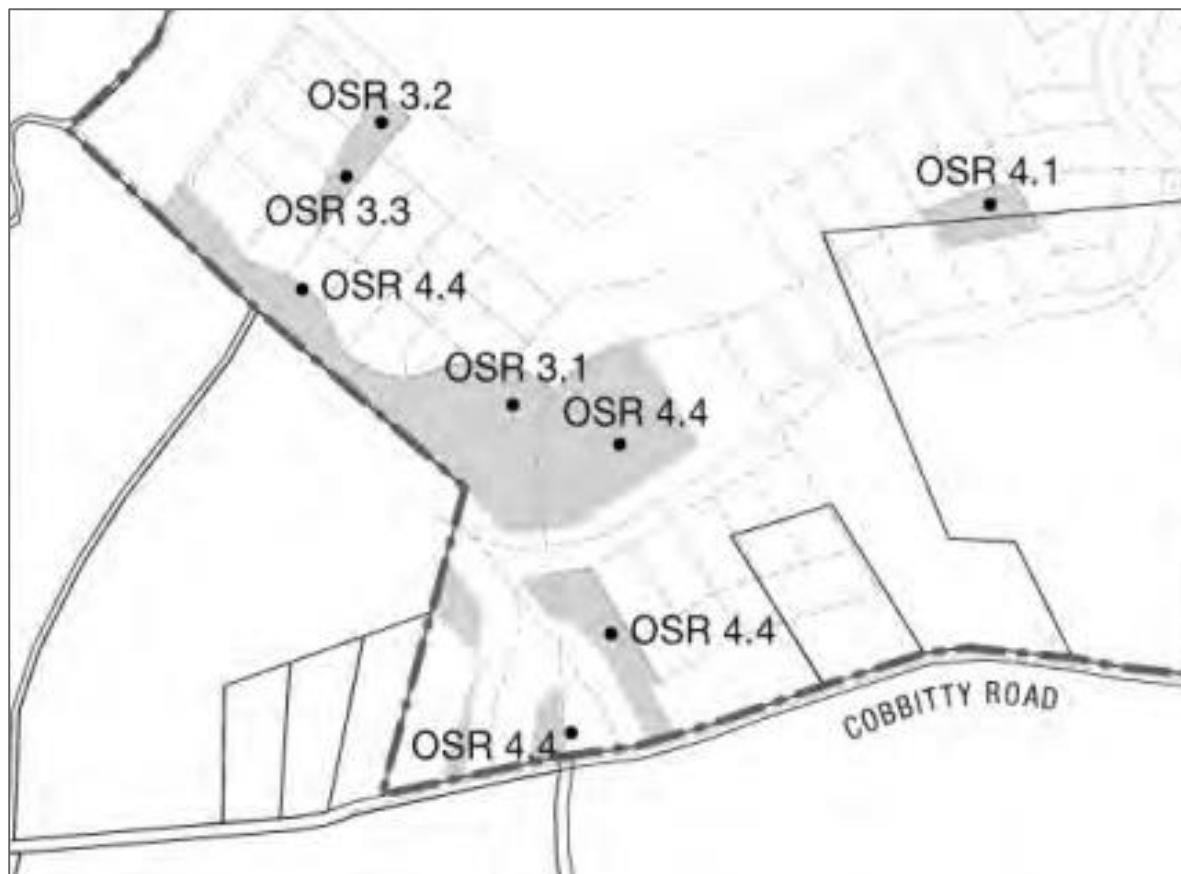
- Playing fields (OSR 3.1)
- Children's playground (OSR 3.2)
- Play spaces (OSR 3.3)
- Other passive open space (riparian style embellishment) (OSR4.4).

These spaces are shown in Figure 4 on the following page. Note that OSR 4.1, which is shown in this figure, is located to the east of the subject site and does not form part of the proposed ILP amendment area.

Also of note is the inclusion of riparian areas within the sites identified for acquisition for open space and recreation. This includes the area shown in the ILP as a lake (see Figure 3).

The amended ILP aligns with the items identified within the Contributions Plan.

Figure 4 Excerpt from open space and recreation facilities map, showing land identified for acquisition



Source: Contributions Plan (2008: 74).

Draft Greener Places Design Guide (2020)

The draft Greener Places Design Guide was prepared by the Government Architect NSW (GANSW) to support the implementation of the adopted Greener Places Policy.

It introduced a performance based approach to planning for better quality, easily accessible open space for recreation across NSW.

The document uses six performance criteria to guide planning and design of open space for recreation: accessibility and connectivity; distribution; size and shape; quantity; quality; and diversity. Some of these criteria, such as accessibility and size, are supported with numeric benchmarks.

The draft Greener Places Design Guide does not contain numeric standards for the quantity of open space to be provided in an area.

Spaces and Places Strategy (2020)

The Spaces and Places Strategy was prepared by Camden Council. It aims to identify gaps in the provision of open space, project future demands, establish best practice benchmarks and provide a strategic framework and action plan to meet the needs of the current and future population of the LGA.

The strategy describes five types of open space:

- **Natural areas**, which allow for recreation while protecting local ecological and biodiversity values
- **Passive open space**, which provides for passive recreation and unstructured physical activity, such as parks, gardens and linear corridors
- **Active open space**, which has a primary purpose enabling formal outdoor sports for the community, such as playing fields
- **Riparian areas**, which are the interaction between aquatic and terrestrial environments

- **Encumbered land**, the use of which is constrained due to infrastructure easements, flooding, heritage or other controls.

Planning for open space is guided by a three tier hierarchy, being regional, local and neighbourhood space.

Draft Urban Design Guide (2021)

The draft Urban Design Guide (UDG) was released by the Department of Planning, Industry and Environment in December 2021 as part of a large package of material supporting the draft Design and Place State Environmental Planning Policy (SEPP).

The draft UDG contained design criteria and guidance to assist with improving the planning and design of public open space across NSW. The primary objective relating to open space was that 'Public open space is high-quality, varied and adaptable'.

It took a broad definition of public open space, defining it as being 'active and passive spaces including parks, gardens, playgrounds, public beaches, riverbanks and waterfronts, outdoor playing fields and courts, and publicly accessible bushland' (2021: 12). The UDG also introduced a hierarchy of small, local, district and linear parks, each with their own numeric standards.

The draft SEPP was exhibited by the former Minister for Planning and then withdrawn by the current Minister.

The current Minister has indicated that some elements of the exhibited package will be progressed without the SEPP. It is not expected that the UDG will be progressed outside the SEPP context.

However, there are indications that some of the elements of the draft UDG relating to open space may be incorporated into a final version of the Greener Places Design Guide. In particular, some of the proposed numeric standards for open space quantity may be added to the final guide.

2.2. NUMERIC STANDARDS

As discussed in Section 2.1, the documents currently guiding the planning and design of open space in the site contain differing numeric standards. These standards are summarised in the table below.

Table 2 Comparison of numeric standards in relevant open space planning documents

	Quantity	Hierarchy and minimum sizes	Accessibility
DCP	Consistent with Open Space Network Plan	Public parks >0.2ha	<400m from dwellings
Contributions Plan	Public open space 3.64ha per 1,000 people* Open space and recreation 2.83ha per 1,000 people* 1 play space per 500 children aged 0-4 years 1 play space per 500 children aged 5-12 years	Community parks and green spaces >0.5ha Play spaces >0.3ha Parks with playing fields >2.7ha	Does not include accessibility benchmarks
Spaces and Places Strategy	2.83ha per 1,000 people 1 playground per 2,000 people 1 court per 2,000 people 1 field per 1,850 people	Neighbourhood 0.5-1.5ha Local 1.5-10ha Regional 10ha+	Does not include accessibility benchmarks
Draft Urban Design Guide, elements of which may be incorporated into the final Greener Places Design Guide	>15% of NDL as freely accessible public open space, with majority as dedicated RE1 zoned land Excludes regional space	Small Minimum size 0.15ha Median size 0.45ha Local Minimum size 0.5ha Median size 2.5ha District Minimum size 5ha Median size 10ha Green corridors and linear parks >15m width >400m length Regional Not provided	Small 200m walk from dwellings Local 400m walk from dwellings District 1.6km walk from dwellings Green corridors and linear parks 400m walk from dwellings Regional 5km cycling, driving or public transport distance

Source: Urbis

* The Contributions Plan includes two open space quantity provision standards. It does not specify which was used in the preparation of the plan.

3. EXISTING AND PROPOSED OPEN SPACE PROVISION

Comparison to existing ILP

The existing DCP and associated ILP was prepared in 2007. Since this time, Camden Council have released the Spaces and Places Strategy (2020) to guide the provision of open space across the LGA. This Strategy states that, in addition to Council's Dedication of Constrained Land Policy P4.0253.1, Council will not accept areas of open space which are:

- Less than 30 metres in width
- Is provided for a non-recreational purpose including noise attenuation buffers, estate entrances
- Has more than 30% of the open space area encumbered by a secondary use function, such as drainage, environmental protection, heritage, infrastructure easements or flood prone land (1:100 ARI).

Appendix A outlines the open spaces areas proposed under the existing ILP. Using Council's definition of encumbered land under the Spaces and Places Strategy, 13.6ha of the open space in the existing ILP is considered encumbered and only 0.68ha is unencumbered. Of the encumbered open space, this includes 4.96ha of land for basins and 8.64ha of land which is either less than 30 meters in width or has 30% more of the area on flood prone land (1:100 ARI).

Addressing potential encumbered land

Applying the encumbered land definition in Council's Spaces and Places Strategy would therefore preclude significant areas of open space in both the existing and amended ILP to be considered for open space use due to land being impacted during a 1 in 100 flood event. This is particularly considered unsuitable for the site given that:

- A one-in-100-year flood has a 1 per cent chance of occurring any year and is generally used to identify safe locations for housing rather than open space. Given the severity of a 1 in 100 year event, it cannot be expected that open spaces will be used by the community during the event. However, open spaces should be capable of supporting recreation uses immediately afterwards. The Integrated Water Management Plan prepared by Orion Consulting for the amended ILP demonstrates that all waterbodies will drain within hours of the event passing, enabling the open spaces to be free from standing water.
- Recent direction from state government highlights the need to provide for more efficient land uses to control open space costs. This includes a willingness by the state to consider open space approaches which integrate local drainage and open space, provided approaches are still underpinned by performance based outcomes. This is outlined by the NSW Productivity Review (2020) commissioned by the Minister for Planning and Public Spaces, which states that the dual use of drainage lands can be used to support more efficient land costs. In particular, when discussing performance principles and dual use, the review noted "For example, in greenfield areas, passive recreation areas could be on land that is also part of the stormwater management system" (118: 2020).

Section 5 provides a qualitative analysis of the open spaces proposed within the amended ILP which demonstrates that the proposed masterplan implements a performance based approach which maximises recreation outcomes and community benefits. In light of this and the above directions, there should be broader consideration of dual use in the masterplan to help support improved open space outcomes.

For completeness, a comparison of encumbered land against Council's Spaces and Places Strategy was undertaken for the existing ILP and amended ILP. This is shown in Table 3.

The existing ILP contained 8.29ha of open space land considered as unencumbered land by Council. This included a mix of land as water management areas (basins) and areas which may be impacted by flooding. The basins areas are not accessible or usable for any form of open space for recreation use (passive or active).

The amended ILP reduces the amount of basin areas while still maintaining the overall function and management of stormwater on the site. This frees up land previously required to perform drainage functions under the existing ILP to be used as open space areas for recreation. The end outcome is a proposed ILP which maintains a similar amount of open space for recreation with an improved recreational quality. The recreational quality of these spaces is discussed in detailed in Section 4.

Table 3 Existing open space area summary

Open space for recreation breakdown	Existing ILP	Amended ILP	Change
Total open space	8.97ha	1.86ha	+0.18ha
Total unencumbered open space	0.68ha	6.74ha	+1.77ha
Total encumbered open space*	8.29ha	9.2ha	-1.59ha

*Encumbered land is aligned to Council's definition in the Spaces and Places Strategy (2020) and Dedication of Constrained Lands Policy. It does not include the core riparian corridor

Open space for recreation

Considering the removal of basin areas, the amended ILP includes 9.2ha of public open space for recreation purposes. These open spaces areas are indicated in Figure 6 and summarised in Table 4 below. The areas of open space for recreation do not include the lake or core riparian corridors.

Table 4 Open space for recreation breakdown

Open space legend	Size (sqm)
3A	5,000
3B	34,250
3C	5,000
3D	2,100
3E	3,450
4A	24,855
4B	15,700
4C	1,620
TOTAL	91,975 sqm 9.2ha

In addition, the amended ILP proposes significant use of the riparian corridors for recreation purposes, with the concept design (Figure 2) taking an integrated approach to the design of open spaces and riparian corridors. This ensures that the open space areas detailed above (Table 4) are not provided in isolation and supports additional areas of open space which can be used by the public for recreation. This includes:

- A large area of open space immediately south of 3B, providing areas for relaxation and supporting walkable access to the broader open space network
- Open space areas to the south east of the lake and core riparian corridor, supporting a central spine of open space through the site.

The qualitative details of the integrated approach to open space and riparian area design are discussed in Section 4.

Figure 5 Breakdown of open space for recreation on the amended ILP



Source: Orion Consulting. Plan reference: 04.024.03

4. QUANTITATIVE ANALYSIS OF PROPOSED OPEN SPACE

There are two ways to consider whether the quantity of open space is appropriate to meet the needs of a future community. These are the population based approach and the proportion based approach.

4.1. POPULATION BASED APPROACH

Council's key planning documents for open space relevant to the site use a population based approach to quantifying public open space provision.

As discussed in Section 1.4, it is currently estimated the proposed amended ILP will result in a total population of 3,000 people within the site and the neighbouring site at the south. Applying the 2.83ha per 1,000 people benchmark in the Contributions Plan and Spaces and Places Strategy to this population results in a projected need for 8.49ha of open space.

The amended ILP proposes 9.2ha of designated publicly accessible open space on the site. Based on these benchmarks, the proposal could therefore support a slightly larger population of up to 3,250 people.

Using the population based benchmarks embedded in Council's planning documents, the public open space proposed in the amended ILP is therefore of a sufficient quantity to provide for the needs of incoming residents of the site and the neighbouring site.

4.2. PROPORTION BASED APPROACH

The draft UDG took a proportion based approach to assessing the quantity of public open space to be provided in a development. This approach is used by states including South Australian, Victoria and Western Australia. In these states, the proportions of developable or subdividable land required to be set aside for open space ranges between 10% and 12.5%, with some variations in the ways the proportion is calculated.

In NSW, the draft UDG proposed a minimum of 15% of net developable land (NDL) to be provided as freely accessible public open space.

The proportion of the site proposed to be provided as accessible public open space in the amended ILP (excluding riparian areas) is shown in Table 3. This shows the proposed proportion of open space exceeds the 15% benchmark suggested in the draft UDG, excluding the riparian corridor space which is also recognised as being designed for unstructured recreation.

Table 5 Provision of public open space by proportion of NDL

Net developable land	56.1 ha
Public open space	9.2 ha
Public open space for recreation	16.4%

Source: Urbis

5. QUALITATIVE ANALYSIS OF PROPOSED OPEN SPACE

The indicative concept design at Figure 2 for the open space in the amended ILP has been provided to demonstrate the intended uses and usability of spaces, as well as the type and quality of embellishment which may be provided. Further details on the design of open spaces proposed in the site are provided in the Landscape Masterplan provided at Appendix A to the DCP amended report.

In accordance with the DCP, detailed landscape plans for the design of open spaces will be prepared and submitted at the time of subdivision of the adjoining residential area.

The indicative concept design demonstrates that the masterplan can deliver:

- Several large open areas able to be used for a range of unstructured recreation activities, including junior play areas, all ages kick about spaces and a community green for larger gatherings
- An amenities building to match the intensity of use envisaged for the village green, expected to include toilets, and storage areas
- Interconnected dual use pathways which interlink and encircle the core of the development to enable walkability throughout the site
- An active frontage to the lake, with seating areas and pathways offering a variety of open space outcomes around the one focal waterbody.
- Multiple crossings points of bioretention areas to ensure seamless integration of water infrastructure into the broader open space network.
- Capacity to delivery 1 – 2 outdoor multi-courts
- Multiple seating areas.

In accordance with the DCP and draft Greener Places Design Guide, the concept design takes an integrated approach to the design of open spaces and riparian corridors. It provides a range of open space experiences, including areas for structured and unstructured recreation and spaces for quiet enjoyment and reflection. The design maximises accessibility to neighbouring residential areas and creates an interconnected network of dual use paths. The popout spaces and pedestrian bridge in the eastern part of the riparian corridor also activate this area and provide good pedestrian connectivity to the future neighbourhood centre. The inclusion of these embellishment details at detailed design phase will further demonstrate the ways in which the open space will meet the needs of future residents of all age groups.

Detailed flood modelling undertaken by Orion Consulting aims to maximise amenity of open spaces by concentrating areas of more frequent inundation (five year ARI) to locally within the immediate lake foreshore area. The open spaces to the west of Charles McIntosh Parkway have been designed to only act as flood storage for the large intermediate and rare storm events (50 year ARI or greater).

Pocket Parks

The design of the open space will include two key pocket parks; one of approximately 5,000 sqm in the north west and one of approximately 5,000 sqm in the south east. These parks were designed from an end user design perspective, considering the likely needs of the incoming population based on the expected demographic profile and social trends in greenfield areas.

Given the likely high rate of families and homebuilders, PDS have designed the parks to include a variety of play areas for juniors, young children and teenagers. The parks also include areas for social gatherings, providing opportunities for social connection and respite from the urban environment outside of the home, a key inclusion for the development of any new community.

The design of the pocket parks can be viewed in full within the Landscape Masterplan provided at Appendix A to the DCP amended report..

6. SUMMARY

This report has assessed the open space proposed in the amended ILP for 531 Cobbitty Road, Cobbitty. It has found that:

- The open space for recreation proposed in the amended ILP exceeds the quantitative open space requirements using both population and a proportion based approach to analysis, excluding the inclusion of the riparian corridor space which is designed for unstructured recreation.
- The indicative concept design prepared by Paterson Design Studio takes an integrated approach to the design of open spaces and riparian corridors. It provides a wide range of open space experiences and enables a diverse range of structured and unstructured recreation opportunities. This approach aligns with good practices principles for open space planning and design, including those in the DCP, Council's Spaces and Places Strategy and the GANSW's draft Greener Places Design Guide.

It is therefore expected that the quality and quantity of open space proposed in the amended ILP will meet the needs of the future community of the site.

APPENDIX A EXISTING ILP

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