

BLACKTOWN CITY COUNCIL

PLANNING PROPOSAL

LEP Amendment to Blacktown Local Environmental Plan 2015 Alpha Street, Blacktown

Contents

PART 1	Objectives or intended outcomes	3
1.1	Applicable Land	4
1.2	Current Planning Controls	4
PART 2	Explanation of Provisions	5
2.1	Amendment to the land use zoning map in Blacktown LEP 2015	5
2.2	Detailed mapping amendment	5
PART 3	Justification	6
3.1	Section A - Need for the planning proposal	6
3.2	Section B - Relationship to the strategic planning framework	7
3.3	Section C – Environmental, social and economic impact	15
3.4	Section D State and Commonwealth interested	15
PART 4	Mapping	16
PART 5	Community consultation	16
PART 6	Project Timeline	16

PART 1 – Objectives or intended outcomes

At its Ordinary Meeting on 21 October 2015, Council resolved to support the creation of the Blacktown CBD as a strong mixed use centre, activated by increased residential population. A subsequent Planning Proposal was prepared that generally rezones land from B3 Commercial Core to B4 Mixed Use, increases the height of buildings across the CBD and removes the floor space ratio controls. That Planning Proposal was adopted by Council on 18 December 2018 and has been submitted to Department of Planning and Environment requesting that the Minister make the Plan.

Previous studies commissioned by Council have contemplated an area of civic/open space be provided in the block bounded by Alpha Street, Patrick Street, Flushcombe Road and Newton Road. Subsequent investigations have supported this concept, with a preference for a public space along the frontage of Alpha Street between Flushcombe Road and the entry to the K-Mart carpark. The basis for this decision is outlined below:

- a. Flushcombe Road is the main north-south pedestrian route in the southern part of the CBD linking the train station with the library and Council offices
- b. a series of existing green spaces is located along Flushcombe Road, that includes the Main Street Plaza, Civic Plaza and the Village Green. The map at Attachment 4 shows existing and proposed civic/open spaces in the CBD.

The proposed area of civic/open space will be subject to a detail design, but it is envisaged that the space would incorporate a series of terraces to address changes in levels and provide an avenue of trees along each terrace with an activated frontage to Alpha Street.

The land to be rezoned covers approximately 1,050 sqm, with dimensions of approximately 15m deep to just over 70 metres along the southern side of Alpha Street.

It is anticipated that the acquisition of the private land would be funded from the open space land acquisition component within Contributions Plan No. 19 - Blacktown Growth Precinct.

A Planning Proposal is needed to facilitate the future acquisition of the land by Council through a change to the Land Use Zoning Map and Land Reservation Acquisition Map.

The Planning Proposal has been prepared in accordance with the Environmental Planning and Assessment Act 1979 and guidelines for preparing Planning Proposals published by the Department of Planning and Environment.

Blacktown Local Planning Panel

The Planning Proposal was submitted to the Blacktown Planning Panel on 7 June 2019. The Panel provided the following advice:

- The proposal has strategic merit in regards to the natural environment, existing uses and likely future uses on and surrounding the site, and existing and required services and infrastructure.
- The proposal is responding to changing circumstance not recognised by current controls such as new infrastructure and changing demographic.
- That Council confirm the funding mechanism for the acquisition of the parcels of land.

Council Resolution

At its Ordinary meeting of 27 March 2019 Council resolved:

- 1. Support the preparation of a strategy for the continuing provision of civic/open space for the Blacktown CBD that reflects its role as a strong mixed use centre .
- 2. As part of Stage 1 of the strategy, support the rezoning of land shown at attachment 3 to RE1 Public Recreation . A Planning Proposal be prepared to give effect to the new civic space.

Pursuant to Delegation number 11.15 of Annexure 1 'Register of delegations from the CEO to Directors and Staff' of our Delegations Register, the Director of Planning and Development has delegated powers and functions to prepare and exhibit Local Environmental Plans.

Consequently on 13 June 2019 it was resolved to:

1. Prepare and forward a Planning Proposal to the Department of Planning and Environment requesting a Gateway Determination to amend Blacktown Local Environmental Plan 2015 to rezone land from B3 Commercial Core to RE1 Public Recreation, and to identify Council as the acquisition authority for land at Lots 1-8 in Strata Plan 13502 and part of Lots 24 and 25 in DP 11543.

A copy of the decision is appended at Attachment 1.

1.1 Applicable land

The Planning Proposal applies to land in Lots 1-8 in Strata Plan 13502 and part of Lots 24 and 25 in Deposited Plan 11543, located at 2-16 Alpha Street, Blacktown (the land)

The land is located on the south-western corner of the intersection of Alpha Street and Flushcombe Road, in the Blacktown Strategic Centre.

1.2 Current planning controls

The land is currently zoned B3 Commercial Core in the Blacktown Local Environmental Plan 2015 (BLEP 2015) The current planning controls are shown in Attachment 2. The complete planning controls are available at www.legislation.nsw.gov.au. It is noted that the land is proposed to be zoned B4 Mixed Use under the provisions of a Planning Proposal that amends BLEP 2015.

Part 2 – Explanation of provisions

2.1 Amendments to Blacktown LEP 2015

The Planning Proposal seeks the following amendments to maps in Blacktown LEP 2015:

- a. amend the Land Use Zoning Map to rezone the land from B3 Commercial Core to RE1 Public Recreation
- b. amend the Land Reservation Acquisition Map to identify Lots 1-8 in Strata Plan 13502 as Local Open Space (RE1) that is to be acquired by council.

2.2 Detailed mapping amendments

Table 1 Description of map amendments

Blacktown Local Environmental Plan 2015		Proposed Amendment
Map title	Map sheet	Description
Land Use Zoning	LZN_014	Rezone Lots 1-8 in Strata Plan 13502 and part of lots 24 and 25 in DP 11543 from B3 Commercial Core to RE1 Public Recreation
Land Reservation Acquisition Map	LRA_014	Identify Lots 1-8 in Strata Plan 13502 as Local Open Space (RE1)

Part 3 – Justification

3.1 Section A – Need for the Planning Proposal

Is the Planning Proposal a result of any strategic study or report?

At its Ordinary Meeting on 21 October 2015, Council resolved to support the creation of the Blacktown CBD as a strong mixed use centre, activated by increased residential population. A subsequent Planning Proposal was prepared that generally rezones land from B3 Commercial Core to B4 Mixed Use, increases the height of buildings across the CBD and removes the floor space ratio controls. That Planning Proposal was adopted by Council on 18 December 2018 and has been submitted to Department of Planning and Environment requesting that the Minister make the Plan.

Previous studies commissioned by Council have contemplated an area of civic/open space be provided in the block bounded by Alpha Street, Patrick Street, Flushcombe Road and Newton Road. Subsequent investigations have supported this concept, with a preference for a public space along the frontage of Alpha Street between Flushcombe Road and the entry to the K-Mart carpark. The basis for this decision is outlined below:

- a. Flushcombe Road is the main north-south pedestrian route in the southern part of the CBD linking the train station with the library and Council offices
- b. a series of existing green spaces is located along Flushcombe Road, that includes the Main Street Plaza, Civic Plaza and the Village Green. The map at Attachment 4 shows existing and proposed civic/open spaces in the CBD.

The proposed area of civic/open space will be subject to a detail design, but it is envisaged that the space would incorporate a series of terraces to address changes in levels and provide an avenue of trees along each terrace with an activated frontage to Alpha Street.

The land to be rezoned covers approximately 1,050 sqm, with dimensions of approximately 15m deep to just over 70 metres along the southern side of Alpha Street.

It is anticipated that the acquisition of the private land would be funded from the open space land acquisition component within Contributions Plan No. 19 - Blacktown Growth Precinct.

A Planning Proposal is needed to facilitate the future acquisition of the land by Council through a change to the Land Use Zoning Map and Land Reservation Acquisition Map.

The Planning Proposal has been prepared in accordance with the Environmental Planning and Assessment Act 1979 and guidelines for preparing Planning Proposals published by the Department of Planning and Environment.

Is the Planning Proposal the best means of achieving the objectives or intended outcomes or is there a better way?

A Planning Proposal is the only means of amending Blacktown LEP 2015 to rezone and identify Council as the acquisition authority to create the civic/open space.

3.2 Section B – Relationship to strategic planning framework

Is the Planning Proposal consistent with the objectives and actions contained within the applicable regional or district plan or strategy (including the Greater Sydney Region Plan)?

Direction	Objective	Does this objective apply to the Planning Proposal	How does this planning proposal implement the Direction and Objective?
A city supported by infrastructure	Objective 1: Infrastructure supports the three cities	No	Not applicable
	Objective 2: Infrastructure aligns with forecast growth – growth infrastructure compact	No	Not applicable
	Objective 3: Infrastructure adapts to meet future needs	No	Not applicable
	Objective 4: Infrastructure use is optimised	Yes	This planning proposal ensures infrastructure use is optimised by augmenting existing social infrastructure in the Blacktown CBD.
A collaborative city	Objective 5: Benefits of growth realised by collaboration of governments, community and business	No	Not applicable
A city for people	Objective 6: Services and infrastructure meet communities' changing needs	Yes	The planning proposal will assist in delivering key social infrastructure for the Blacktown CBD. The civic/open space will service future residents that will be housed in this part of the CBD.
	Objective 7: Communities are healthy, resilient and socially connected	Yes	The planning proposal will provide the opportunity for new civic/open space for CBD residents to socially connect.
	Objective 8: Greater Sydney's communities are culturally rich with diverse neighbourhoods	Yes	The planning proposal will provide the opportunity for new civic/open space for CBD residents to socially connect.
	Objective 9: Greater Sydney celebrates the arts and supports creative industries and innovation	No	Not applicable
Housing the city	Objective 10: Greater housing supply	No	Not applicable

Greater Sydney Region Plan – A Metropolis of Three Cities

	Objective 11: Housing is more diverse and affordable	No	Not applicable
A city of great places	Objective 12: Great places that bring people together	Yes	The civic/open space will service future residents that will be housed in this part of the CBD.
	Objective 13 : Environmental heritage is identified, conserved and enhanced	No	Not applicable
	Objective 14: A Metropolis of Three Cities – integrated land use and transport creates walkable and 30- minute cities	No	Not applicable
A well-connected city	Objective 15: The Eastern, GPOP and Western Economic Corridors are better connected and more competitive	No	Not applicable
	Objective 16: Freight and logistics network is competitive and efficient	No	Not applicable
	Objective 17: Regional connectivity is enhanced	No	Not applicable
	Objective 18: Harbour CBD is stronger and more competitive	No	Not applicable
	Objective 19: Greater Parramatta is stronger and better connected	No	Not applicable
	Objective 20: Western Sydney Airport and Badgerys Creek Aerotropolis are economic catalysts for Western Parkland City	No	Not applicable
Jobs and skills for the city	Objective 21: Internationally competitive health, education, research and innovation precincts	No	Not applicable
	Objective 22: Investment and business activity in centres	No	Not applicable
	Objective 23: Industrial and urban services land is planned, retained and managed	No	Not applicable
	Objective 24: Economic sectors are targeted for success	No	Not applicable
A city in its landscape	Objective 25: The coast and waterways	No	Not applicable
	Objective 26: A cool and green parkland city in the South Creek corridor	No	Not applicable

	Objective 27: Biodiversity is protected, urban bushland and remnant vegetation is enhanced	No	Not applicable
	Objective 28: Scenic and cultural landscapes are protected	No	Not applicable
	Objective 29: Environmental, social and economic values in rural areas are protected and enhanced	No	Not applicable
	Objective 30: Urban tree canopy cover	No	Not applicable
	Objective 31: Public open space is accessible, protected and enhanced	Yes	The Planning Proposal provides for a new civic/open space in the Blacktown CBD.
	Objective 32: The Green Grid links parks, open spaces, bushland and walking and cycling paths	No	Not applicable
A city in its landscape	Objective 33: A low-carbon city contributes to net-zero emissions by 2050 and mitigates climate change	No	Not applicable
	Objective 34: Energy and water flows are captured, used and reused	No	Not applicable
An efficient city	Objective 35: More waste is re- used and recycled to support	No	Not applicable
A resilient city	Objective 36: People and places adapt to climate change and future shocks and stresses	No	Not applicable
	Objective 37: Exposure to natural and urban hazards is reduced	No	Not applicable
	Objective 38: Heatwaves and extreme heat are managed	No	Not applicable

Central City District Plan

Planning Priorities	Relevant Action	How does this Planning Proposal implement the Planning Priority and Action
C 1: Planning for a city supported by Infrastructure	Action 4: Sequence infrastructure provision using a placed based approach.	The Planning Proposal facilitates the construction of an area of civic/open space along a major pedestrian route in the southern section of the Blacktown CBD.
C 2: Working through collaboration		Not applicable
C 3: Providing services and social infrastructure to meet people's changing needs	Action 8: Deliver social infrastructure that reflects the needs of the community now and in the future.	This planning proposal implements this planning priority and action as it will assist in delivering key social infrastructure for the Blacktown CBD. The civic/open space will service future residents that will be housed in this part of the CBD over the next 20 years
C 4: Fostering healthy, creative, culturally rich and socially connected communities		Not applicable
C 5: Providing housing supply, choice and affordability, with access to jobs, services and public transport		Not applicable
C 6: Creating and renewing great places and local centres, and respecting heritage the District's heritage		Not applicable
C 8: Delivering a more connected and competitive GPOP Economic Corridor		Not applicable
C 9: Delivering integrated land use and transport planning a 30-minute city		Not applicable
C 10: Growing investment, business opportunities and jobs in strategic centres		Not applicable
C 11: Maximising opportunities to attract advanced manufacturing and innovation in industrial and urban services land		Not applicable
C 12: Supporting growth of targeted industry sectors		Not applicable
C 13: Protecting and improving the health and enjoyment of the District's waterways		Not applicable

C 14: Creating a Parkland City urban structure and identity, with South Creek as a defining spatial element	Not applicable
C 15: Protecting and enhancing bushland, biodiversity and scenic and cultural landscapes	Not applicable
C 16: Increasing urban tree canopy cover and delivering Green Grid connections	Not applicable
C 17: Delivering high quality open space	Not applicable
C 18: Better managing rural Areas	Not applicable
C 19: Reducing carbon emissions and managing energy, water and waste efficiently	Not applicable
C 20: Adapting to the impacts of urban and natural hazards and climate change	Not applicable
C 21: Preparing local strategic planning statements informed by local strategic planning	Not applicable
C 22: Monitoring and reporting on the delivery of the plan	Not applicable

Is the Planning Proposal consistent with the local council's Community Strategic Plan or other local strategic plan?

The Planning Proposal is consistent with Council's Community Strategic Plan, *Our Blacktown 2036*, in particular the following Strategic Directions:

- A vibrant and inclusive community
- A growing city supported by accessible infrastructure

Is the Planning Proposal consistent with the applicable state environmental planning policies?

State Environmental Planning Policy	Consistency/Response
	Yes
SEPP No 1 – Development Standards	This Planning Proposal will not contradict or hinder the application of this SEPP
	Yes
SEPP No 55—Remediation of Land	This Planning Proposal will not contradict or hinder the application of this SEPP
	Yes
SEPP No 64—Advertising and Signage	This Planning Proposal will not contradict or hinder the application of this SEPP
SEPP (Building Sustainability Index: BASIX)	Yes
2004	This Planning Proposal will not contradict or hinder the application of this SEPP
	Yes
SEPP (Concurrences) 2018	This Planning Proposal will not contradict or hinder the application of this SEPP
SEPP (Exempt and Complying Development	Yes
Codes) 2008	This Planning Proposal will not contradict or hinder the application of this SEPP
	Yes
SEPP (Infrastructure) 2007	This Planning Proposal will not contradict or hinder the application of this SEPP

Is the Planning Proposal consistent with the applicable Ministerial Directions?

Secti	Section 9.1 Directions – Checklist			
No.	Direction Name	Consistency / Response		
1	Employment and Resources			
1.1	Business and Industrial Zones	This Planning Proposal is justifiably inconsistent with the Ministerial Direction		
	4(c) Requires that a Planning Proposal that will affect land within an existing business zone must not	as it proposes to rezone land from B3 Commercial Core to RE1 Public		
	reduce the total potential floor space area for	Recreation. The proposed RE1 zoning is		
	employment uses and related services in business zones	based on a strategic review of civic/open space in the Blacktown CBD to ensure		
	(5)(b) permits a Planning Proposal to be inconsistent	future residents have accessible to sufficient public spaces. Whilst the		
	with this direction where justified by a study	Planning Proposal may theoretically		
	(prepared in support of the Planning Proposal) which	reduce floor space, Council has adopted		
	gives consideration to the objectives of this direction.	a separate Planning Proposal that		
		increases building heights in the CBD that will increase current floor space.		
1.2	Rural Zones	Yes		
1.2	Mining, Petroleum Production and Extractive	Yes		
	Industries	165		
1.4	Oyster Aquaculture	n/a		
1.5	Rural Lands	Yes		
2	Environment and Heritage			
2.1	Environment Protection Zone	Yes		
2.2	Coastal Management	Yes		
2.3	Heritage Conservation	Yes		
2.4	Recreation Vehicle Areas	Yes		
2.5	Application of E2 and E3 Zones and Environmental	n/a		
	Overlays in Far North Coast LEPs			
3	Housing, Infrastructure and Urban Development			
3.1	Residential Zones	Yes		
3.2	Caravan Parks and Manufactured Home Estates	Yes		
3.3	Home Occupations	Yes		
3.4	Integrating Land Use and Transport	Yes		
3.5	Development Near Regulated Airports and Defence	Yes		
	Airfields	~		
3.6	Shooting Ranges	Yes		
3.7	Reduction in non-hosted short term rental accommodation period	n/a		
4	Hazard and Risk			
4.1	Acid Sulfate Soils	Yes		
4.2	Mine Subsidence and Unstable Land	Yes		
4.3	Flood Prone Land	Yes		
4.4	Planning for Bushfire Protection	Yes		
5	Regional Planning			
5.1	Implementation of Regional Strategies	n/a		
5.2	Sydney Drinking Water Catchments	n/a		
5.3	Farmland of State and Regional Significance on the NSW Far North Coast	n/a		
5.4	Commercial and Retail Development along the Pacific Highway, North Coast	n/a		
5.9	North West Rail Link Corridor Strategy	Yes		
5.10	Implementation of Regional Plans	n/a		

Section 9.1 Directions – Checklist

No.	Direction Name	Consistency / Response
5.11	Development of Aboriginal Land Council land	Yes
6	Local Plan Making	
6.1	Approval and Referral Requirements	Yes
6.2	Reserving Land for Public Purposes	Yes This Planning Proposal relates to land that is to be zoned RE1 Public Recreation for acquisition by Council and will facilitate the creation of a civic/open space in the Blacktown CBD.
6.3	Site Specific Purposes	Yes
7	Metropolitan Planning	
7.1	Implementation of A Plan for Growing Sydney	Yes
7.2	Implementation of Greater Macarthur Land Release Investigation	n/a
7.3	Parramatta Road Corridor Urban Transformation Strategy	n/a
7.4	Implementation of North West Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	Yes
7.5	Implementation of Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	n/a
7.6	Implementation of Wilton Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	n/a
7.7	Implementation of Glenfield to Macarthur Urban Renewal Corridor	n/a
7.8	Implementation of Western Sydney Aerotropolis Interim Land Use and Infrastructure Implementation Plan	Yes
7.9	Implementation of Bayside West Precincts 2036 Plan	n/a
7.10	Implementation of Planning Principles for the Cooks Cove Precinct	n/a

3.3 Section C – Environmental, social and economic impact

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

The land is located in the Blacktown CBD. There is no critical habitat or threatened species, populations or ecological communities or other habitat on the land.

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

There are no likely environmental effects as a result of the Planning Proposal.

Has the Planning Proposal adequately addressed any social and economic effects?

The Planning Proposal will result in a positive social outcome for the future residential population in the Blacktown CBD. It will also increase the amenity and business environment in the CBD. The Planning Proposal will have a positive social and economic effect in the CBD.

3.4 Section D – State and Commonwealth interests

Is there adequate public infrastructure for the Planning Proposal?

The Planning Proposal will result in an increase in public infrastructure to service future residential and business environment in the Blacktown CBD.

What are the views of State and Commonwealth Public Authorities consulted in accordance with the Gateway Determination, and have they resulted in any variations to the Planning Proposal?

Consultation will occur in accordance with any conditions in the Gateway Determination.

Is there a net community benefit?

The Planning Proposal will result in a net community benefit for the future residential and business environment by providing increased amenity and an additional civic/open space.

Part 4 – Mapping

The proposed map amendments to Blacktown LEP 2015 are included as attachments. The mapping changes relate to the Land Use Zoning Map and Land Reservation Acquisition Map.

Part 5 – Community consultation

Community consultation will occur in accordance with any conditions in the Gateway Determination and in accordance with Council's notification policy.

Part 6 – Project timeline

Community consultation will occur in accordance with any conditions in the Gateway Determination and in accordance with Council's notification policy.

Tasks	Timeframe
Gateway Determination	June 2019
Public Authority Consultation	July 2019
Community Consultation/ Public Hearing	July 2019
Update Planning Proposal/report to Council	September 2019
Department review of final Planning Proposal	October 2019



Memo

File no	F19/1124
Subject	Resolution to prepare a Planning Proposal to rezone land in Alpha Street from B3 Commercial Core to RE1 Public Recreation
Date	13 June 2019
From	Senior Strategic Planning
То	Director Planning and Development through Manager Strategic Planning

- **Topic:**A Planning Proposal to amend *Blacktown Local Environmental Plan 2015* to rezone
land in Alpha Street, Blacktown from B3 Commercial Core to RE1 Public Recreation
- Analysis: The aim of the Planning Proposal is to increase the amount of civic/open space to support the planned increase in residential and employment population in the Blacktown CBD. It seeks to achieve this by rezoning land on the corner of Alpha Street and Flushcombe Road from B3 Commercial Core to RE1 Public Recreation and to identify Council as the acquisition authority.

The Planning Proposal relates to Lots 1-8 in Strata Plan 13502 and also part of Lots 24 and 25 in DP 11543, however the acquisition would only relate to the Strata Plan lots as we already own the other remaining lots.

Recommendations:

1. Prepare and forward a Planning Proposal to the Department of Planning and Environment requesting a Gateway Determination to amend Blacktown Local Environmental Plan 2015 to rezone land from B3 Commercial Core to RE1 Public Recreation, and to identify Council as the acquisition authority for land at Lots 1-8 in Strata Plan 13502 and part of Lots 24 and 25 in DP 11543.

Key Reasons

- 1. Additional civic/open space in the Blacktown CBD
- a. The adopted rezoning of land to B4 Mixed Use in the Blacktown CBD and an increase in building height enables greater capacity for residential development. This is particularly the case for the block bounded by Alpha Street, Flushcombe Road, Newton Road and Patrick Street which has an increase in building height from 72 m to 80 m.
- b. In association with the potential increase in residential development, there will be an increase in demand for more civic/open space within the centre. The Planning Proposal will enable greater civic/open space within the CBD to address this demand.

Local Planning Panels Direction

- 1. On 27 September 2018 the Minister for Planning issued the following direction under section 9.1 of the *Environmental Planning and Assessment Act 1979.* Relevantly, Point 3 of that Direction state:
 - "3. The local planning panel must have given its advice on the planning proposal before councils considers whether or not to forward it to the Minister or Greater Sydney Commission under section 3.34 of the Environmental Planning and Assessment Act 1979."

Blacktown Local Planning Panel's advice

1. In accordance with the Minister's Direction, the matter was considered at the Blacktown Local Planning Panel (BLPP) on 7 June 2019. At that meeting, the BLPP supported the recommendation to progress a Planning Proposal for Gateway Determination. A copy of the Panel's advice is attached.

Context

- 1. On 27 March 2019 Council resolved at its Ordinary Meeting to:
 - "1. Support the preparation of a strategy for the continuing provision of civic/open space for the Blacktown CBD that reflects its role as a strong mixed use centre..
 - 2. As part of Stage 1 of the strategy, support the rezoning of land shown at attachment 3 to RE1 Public Recreation. A Planning proposal be prepared to give effect to the new civic space."
- 2. Whilst Council resolved to prepare a planning proposal, the Minister's Direction requires advice from the local planning panel before it can be forwarded for a Gateway Determination. The advice received from the BLPP on 7 June 2019 has been considered and we do not believe there are any changes needed to the Planning Proposal as a result.

Approval

	Name and position	Signature
Prepared by	Meredith Shipway	1an
	Senior Planner	
Checked by	Chris Shannon	
	Manager Strategic Planning	
Authorised by	Glennys James	Talan Ahu
	Director Planning & Development	Nenmor Jams

Appendix:

- Appendix 1 Confidential Council Report from 27 March 2019 Ordinary Meeting
- Appendix 2 Blacktown Local Planning Panel Advice
- Appendix 3 Planning Proposal

APPENDIX 1

BLACKTOWN CITY COUNCIL

CONFIDENTIAL REPORTS FROM POLICY & STRATEGY COMMITTEE ORDINARY MEETING 27 MARCH 2019

PS130319A 3.1A

PD390015 - Confidential – Blacktown CBD civic space strategy F15/2580

Confidential Reason Section 10A(2)(c) – It is recommended that this matter be Confidential under Section 10A(2)(c) of the Local Government Act, 1993, as amended as it relates to information that would, if disclosed, confer a commercial advantage on a person with whom the council is conducting (or proposes to conduct) business.

RECOMMENDATION

1. Support the preparation of a strategy for the continuing provision of civic/open space for the Blacktown CBD that reflects its role as a strong mixed use centre.

2. As part of Stage 1 of the strategy, support the rezoning of land shown at attachment 3 to RE1 Public Recreation. A Planning Proposal be prepared to give effect to the new civic space.

COMMITTEE REE ADOP ORDINARY	TED
27 MA	R 2019

REFERRED TO: ______

FOR TO:

DATE:

Key reasons

1. Preparation of a civic/open space strategy is appropriate for the Blacktown CBD

- a. The adopted rezoning of land to B4 Mixed Use in the Blacktown CBD and an increase in building height enables greater capacity for residential development. This is particularly the case for the block bounded by Alpha Street, Flushcombe Road, Newton Road and Patrick Street, which is currently zoned B3 Commercial Core. Council resolved on 18 December 2018 to rezone this block to B4 Mixed Use to support a greater increase in residential development and to increase building heights from 72 m to 80 m.
- b. In association with the potential increase in residential development it is important to review the provision of civic and open space within the centre and to develop a strategy for the future. Integral to this review is also a review of the location of "active street frontages".

2. Stage 1 of the Strategy

a. A preliminary analysis of public spaces in the Blacktown CBD has been undertaken and at this stage one additional area has been identified as appropriate for future open or civic space. This is the land on the southern side of Alpha Street at the intersection of Flushcombe Road, as shown on the plan at attachment 1.

Supporting analysis

1. Preliminary analysis

- a. At its Ordinary Meeting on 21 October 2015, Council resolved to support the creation of the Blacktown CBD as a strong mixed use centre, activated by its own substantial residential population.
- b. Two mixed use developments have already been completed at 130 Main Street and 29 31 Second Avenue, with another 2 currently under construction.
- c. Previous studies commissioned by Council have contemplated an area of open space be provided in the block bounded by Alpha Street, Patrick Street, Flushcombe Road and Newton Road.
- d. Subsequent internal studies have supported this concept, with the City Architect's preference being a public space along the frontage of Alpha Street between Flushcombe Road and the entry to the K-Mart carpark. This is based on the following:
 - i. Flushcombe Road is the main north-south pedestrian route in the southern part of the CBD linking the train station with the library and Council offices
 - ii. a series of existing green spaces is located along Flushcombe Road:
 - i. The Main Street Plaza
 - ii. Civic Plaza
 - iii. The Village Green.
- e. The proposed area of open/civic space is approximately 15 m deep and would run along Alpha Street from Flushcombe Road to the entry to the K-Mart carpark, involving the small corner group of shops and Council land to the west. It would incorporate a series of terraces to address changes in levels and an avenue of trees along each terrace with an activated frontage on the southern side. The plan at attachment 2 indicates a preliminary design and attachment 3 shoes public and private ownership.

- f. It is anticipated that the acquisition of the private land would be funded from the open space land acquisition component within Contributions Plan No. 19 Blacktown Growth Precinct.
- g. In order to facilitate the future acquisition of the land by Council it will be necessary to prepare a Planning Proposal to rezone the land to RE1 Public Recreation and to make Council the acquisition authority.
- h. In association with this proposal it is also considered an appropriate time to revise active street frontages in the CBD, particularly in the vicinity of the Warrick Lane development given the proposed design of the site. Active Street Frontages are identified in Blacktown Local Environmental Plan 2015. The objective of active street frontages is to promote pedestrian activity and perceived safety along certain ground floor frontages. Where an 'active street frontage' is identified, ground floor uses are intended to provide activation, visual interest, passive surveillance and a public interface to the street or public spaces.

End of report_____

Confidential





13 March 2019 - Confidential Policy & Strategy Committee Meeting

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13 March 2019 - Confidential Policy & Strategy Committee Meeting



Blacktown Local Planning Panel PLANNING PROPOSAL ADVICE

DATE	7 June 2019
PANEL MEMBERS	Sue Francis, Chair Jenny Rudolph, Expert Milan Marecic, Expert Jacqueline Donaldson, Community Representative
APOLOGIES	Nil
DECLARATIONS OF INTEREST	Nil

Confidential Panel consideration held at Blacktown City Council, Committee Room 2 on 7 June 2019, opened at 9.30 am and closed at 10.00 am.

PLANNING PROPOSAL

1. F19/1124: Planning Proposal to amend Blacktown Local Environmental Plan 2015 to rezone the subject site from B3 Commercial Core to RE1 Public Recreation, and identify Council as the acquisition authority for the land at 2-16 Alpha Street, Blacktown

PANEL ADVICE

The Panel considered the assessment report on the matter and the material presented at the Panel meeting and supports the recommendation to progress the Planning Proposal for Gateway Determination.

The Panel provided the following advice for the Planning Proposal described above:

- The proposal has strategic merit in regards to the natural environment, existing uses and likely future uses on and surrounding the site, and existing and required services and infrastructure.
- The proposal is responding to changing circumstance not recognised by current controls such as new infrastructure and changing demographic.
- That Council confirm the funding mechanism for the acquisition of the parcels of land.

	Blacktown City Council
·	PANEL MEMBERS
Sue Francis, Chair	Hallin
Jenny Rudolph, Expert	Andalh
Jenny Rudolph, Export	
Milan Marecic, Expert	Mhl
	10 11
Jacqueline Donaldson, Col	mmunity Representative

Appendix 3



BLACKTOWN CITY COUNCIL

PLANNING PROPOSAL

LEP Amendment to Blacktown Local Environmental Plan 2015 Alpha Street, Blacktown

Contents

PART 1	Objectives or intended outcomes	3
1.1	Applicable Land	4
1.2	Current Planning Controls	4
PART 2	Explanation of Provisions	5
2.1	Amendment to the land use zoning map in Blacktown LEP 2015	5
2.2	Detailed mapping amendment	5
PART 3	Justification	6
3.1	Section A - Need for the planning proposal	6
3.2	Section B - Relationship to the strategic planning framework	7
3.3	Section C – Environmental, social and economic impact	15
3.4	Section D State and Commonwealth interested	15
PART 4	Mapping	16
PART 5	Community consultation	16
PART 6	Project Timeline	16

2

PART 1 – Objectives or intended outcomes

At its Ordinary Meeting on 21 October 2015, Council resolved to support the creation of the Blacktown CBD as a strong mixed use centre, activated by increased residential population. A subsequent Planning Proposal was prepared that generally rezones land from B3 Commercial Core to B4 Mixed Use, increases the height of buildings across the CBD and removes the floor space ratio controls. That Planning Proposal was adopted by Council on 18 December 2018 and has been submitted to Department of Planning and Environment requesting that the Minister make the Plan.

Previous studies commissioned by Council have contemplated an area of civic/open space be provided in the block bounded by Alpha Street, Patrick Street, Flushcombe Road and Newton Road. Subsequent investigations have supported this concept, with a preference for a public space along the frontage of Alpha Street between Flushcombe Road and the entry to the K-Mart carpark. The basis for this decision is outlined below:

- a. Flushcombe Road is the main north-south pedestrian route in the southern part of the CBD linking the train station with the library and Council offices
- b. a series of existing green spaces is located along Flushcombe Road, that includes the Main Street Plaza, Civic Plaza and the Village Green. The map at Attachment 4 shows existing and proposed civic/open spaces in the CBD.

The proposed area of civic/open space will be subject to a detail design, but it is envisaged that the space would incorporate a series of terraces to address changes in levels and provide an avenue of trees along each terrace with an activated frontage to Alpha Street.

The land to be rezoned covers approximately 1,050 sqm, with dimensions of approximately 15m deep to just over 70 metres along the southern side of Alpha Street.

It is anticipated that the acquisition of the private land would be funded from the open space land acquisition component within Contributions Plan No. 19 - Blacktown Growth Precinct.

A Planning Proposal is needed to facilitate the future acquisition of the land by Council through a change to the Land Use Zoning Map and Land Reservation Acquisition Map.

The Planning Proposal has been prepared in accordance with the Environmental Planning and Assessment Act 1979 and guidelines for preparing Planning Proposals published by the Department of Planning and Environment.

Blacktown Local Planning Panel

The Planning Proposal was submitted to the Blacktown Planning Panel on 7 June 2019. The Panel provided the following advice:

- The proposal has strategic merit in regards to the natural environment, existing uses and likely future uses on and surrounding the site, and existing and required services and infrastructure.
- The proposal is responding to changing circumstance not recognised by current controls such as new infrastructure and changing demographic.
- That Council confirm the funding mechanism for the acquisition of the parcels of land.

3

Council Resolution

At its Ordinary meeting of 27 March 2019 Council resolved:

- 1. Support the preparation of a strategy for the continuing provision of civic/open space for the Blacktown CBD that reflects its role as a strong mixed use centre .
- 2. As part of Stage 1 of the strategy, support the rezoning of land shown at attachment 3 to RE1 Public Recreation . A Planning Proposal be prepared to give effect to the new civic space.

A copy of the Council report is appended at Attachment 1

1.1 Applicable land

The Planning Proposal applies to land in Lots 1-8 in Strata Plan 13502 and part of Lots 24 and 25 in Deposited Plan 11543, located at 2-16 Alpha Street, Blacktown (the land)

The land is located on the south-western corner of the intersection of Alpha Street and Flushcombe Road, in the Blacktown Strategic Centre.

1.2 Current planning controls

The land is currently zoned B3 Commercial Core in the Blacktown Local Environmental Plan 2015 (BLEP 2015) The current planning controls are shown in Attachment 2. The complete planning controls are available at www.legislation.nsw.gov.au. It is noted that the land is proposed to be zoned B4 Mixed Use under the provisions of a Planning Proposal that amends BLEP 2015.

Part 2 – Explanation of provisions

2.1 Amendments to Blacktown LEP 2015

The Planning Proposal seeks the following amendments to maps in Blacktown LEP 2015:

- a. amend the Land Use Zoning Map to rezone the land from B3 Commercial Core to RE1 Public Recreation
- b. amend the Land Reservation Acquisition Map to identify Lots 1-8 in Strata Plan 13502 as Local Open Space (RE1) that is to be acquired by council.

2.2 Detailed mapping amendments

Table 1 Description of map amendment	Table 1	Description	of map	amendment
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Blacktown Local Environmental Plan 2015		Proposed Amendment	
Map title	Map sheet	Description	
Land Use Zoning	LZN_014	Rezone Lots 1-8 in Strata Plan 13502 and part of lots 24 and 25 in DP 11543 from B3 Commercial Core to RE1 Public Recreation	
Land Reservation Acquisition Map	LRA_014	Identify Lots 1-8 in Strata Plan 13502 as Local Open Space (RE1)	

Part 3 – Justification

3.1 Section A – Need for the Planning Proposal

Is the Planning Proposal a result of any strategic study or report?

At its Ordinary Meeting on 21 October 2015, Council resolved to support the creation of the Blacktown CBD as a strong mixed use centre, activated by increased residential population. A subsequent Planning Proposal was prepared that generally rezones land from B3 Commercial Core to B4 Mixed Use, increases the height of buildings across the CBD and removes the floor space ratio controls. That Planning Proposal was adopted by Council on 18 December 2018 and has been submitted to Department of Planning and Environment requesting that the Minister make the Plan.

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The Planning Proposal has been prepared in accordance with the Environmental Planning and Assessment Act 1979 and guidelines for preparing Planning Proposals published by the Department of Planning and Environment.

Is the Planning Proposal the best means of achieving the objectives or intended outcomes or is there a better way?

A Planning Proposal is the only means of amending Blacktown LEP 2015 to rezone and identify Council as the acquisition authority to create the civic/open space.

6

3.2 Section B – Relationship to strategic planning framework

Is the Planning Proposal consistent with the objectives and actions contained within the applicable regional or district plan or strategy (including the Greater Sydney Region Plan)?

Direction	Objective	Does this objective apply to the Planning Proposal	How does this planning proposal implement the Direction and Objective?
A city supported by infrastructure	Objective 1: Infrastructure supports the three cities	No	Not applicable
	Objective 2: Infrastructure aligns with forecast growth – growth infrastructure compact	No	Not applicable
	Objective 3: Infrastructure adapts to meet future needs	No	Not applicable
	Objective 4: Infrastructure use is optimised	Yes	This planning proposal ensures infrastructure use is optimised by augmenting existing social infrastructure in the Blacktown CBD.
A collaborative city	Objective 5: Benefits of growth realised by collaboration of governments, community and business	No	Not applicable
A city for people	Objective 6: Services and infrastructure meet communities' changing needs	Yes	The planning proposal will assist in delivering key social infrastructure for the Blacktown CBD. The civic/open space will service future residents that will be housed in this part of the CBD.
	Objective 7: Communities are healthy, resilient and socially connected	Yes	The planning proposal will provide the opportunity for new civic/open space for CBD residents to socially connect.
	Objective 8: Greater Sydney's communities are culturally rich with diverse neighbourhoods	Yes	The planning proposal will provide the opportunity for new civic/open space for CBD residents to socially connect.
	Objective 9: Greater Sydney celebrates the arts and supports creative industries and innovation	No	Not applicable
Housing the city	Objective 10: Greater housing supply	No	Not applicable

Greater Sydney Region Plan – A Metropolis of Three Cities

7

	Objective 11: Housing is more diverse and affordable	No	Not applicable
A city of great places	Objective 12: Great places that bring people together	Yes	The civic/open space will service future residents that will be housed in this part of the CBD.
	Objective 13 : Environmental heritage is identified, conserved and enhanced	No	Not applicable
	Objective 14: A Metropolis of Three Cities – integrated land use and transport creates walkable and 30- minute cities	No	Not applicable
A well-connected city	Objective 15: The Eastern, GPOP and Western Economic Corridors are better connected and more competitive	No	Not applicable
	Objective 16: Freight and logistics network is competitive and efficient	No	Not applicable
	Objective 17: Regional connectivity is enhanced	No	Not applicable
	Objective 18: Harbour CBD is stronger and more competitive	No	Not applicable
	Objective 19: Greater Parramatta is stronger and better connected	No	Not applicable
Jobs and skills for the city	Objective 20: Western Sydney Airport and Badgerys Creek Aerotropolis are economic catalysts for Western Parkland City	No	Not applicable
	Objective 21: Internationally competitive health, education, research and innovation precincts	No	Not applicable
	Objective 22: Investment and business activity in centres	No	Not applicable
	Objective 23: Industrial and urban services land is planned, retained and managed	No	Not applicable
	Objective 24: Economic sectors are targeted for success	No	Not applicable
A city in its andscape	Objective 25: The coast and waterways	No	Not applicable
	Objective 26: A cool and green parkland city in the South Creek corridor	No	Not applicable

	Objective 27: Biodiversity is protected, urban bushland and remnant vegetation is enhanced	No	Not applicable
	Objective 28: Scenic and cultural landscapes are protected	No	Not applicable
	Objective 29: Environmental, social and economic values in rural areas are protected and enhanced	No	Not applicable
	Objective 30: Urban tree canopy cover	No	Not applicable
	Objective 31: Public open space is accessible, protected and enhanced	Yes	The Planning Proposal provides for a new civic/open space in the Blacktown CBD.
	Objective 32: The Green Grid links parks, open spaces, bushland and walking and cycling paths	No	Not applicable
A city in its landscape	Objective 33: A low-carbon city contributes to net-zero emissions by 2050 and mitigates climate change	No	Not applicable
	Objective 34: Energy and water flows are captured, used and re-used	No	Not applicable
An efficient city	Objective 35: More waste is re- used and recycled to support	No	Not applicable
A resilient city	Objective 36: People and places adapt to climate change and future shocks and stresses	No	Not applicable
	Objective 37: Exposure to natural and urban hazards is reduced	No	Not applicable
	Objective 38: Heatwaves and extreme heat are managed	No	Not applicable

Central City District Plan

Planning Priorities	Relevant Action	How does this Planning Proposal implement the Planning Priority and Action
C 1: Planning for a city supported by Infrastructure	Action 4: Sequence infrastructure provision using a placed based approach.	The Planning Proposal facilitates the construction of an area of civic/open space along a major pedestrian route in the southern section of the Blacktown CBD.
C 2: Working through collaboration		Not applicable
C 3: Providing services and social infrastructure to meet people's changing needs	Action 8: Deliver social infrastructure that reflects the needs of the community now and in the future.	This planning proposal implements this planning priority and action as it will assist in delivering key social infrastructure for the Blacktown CBD. The civic/open space will service future residents that will be housed in this part of the CBD over the next 20 years
C 4: Fostering healthy, creative, culturally rich and socially connected communities		Not applicable
C 5: Providing housing supply, choice and affordability, with access to jobs, services and public transport		Not applicable
C 6: Creating and renewing great places and local centres, and respecting heritage the District's heritage		Not applicable
C 8: Delivering a more connected and competitive GPOP Economic Corridor		Not applicable
C 9: Delivering integrated land use and transport planning a 30-minute city		Not applicable
C 10: Growing investment, business opportunities and jobs in strategic centres		Not applicable
C 11: Maximising opportunities to attract advanced manufacturing and innovation in industrial and urban services land		Not applicable
C 12: Supporting growth of targeted industry sectors		Not applicable
C 13: Protecting and improving the health and enjoyment of the District's waterways		Not applicable

C 14: Creating a Parkland City urban structure and identity, with South Creek as a defining spatial element	Not applicable
C 15: Protecting and enhancing bushland, biodiversity and scenic and cultural landscapes	Not applicable
C 16: Increasing urban tree canopy cover and delivering Green Grid connections	Not applicable
C 17: Delivering high quality open space	Not applicable
C 18: Better managing rural Areas	Not applicable
C 19: Reducing carbon emissions and managing energy, water and waste efficiently	Not applicable
C 20: Adapting to the impacts of urban and natural hazards and climate change	Not applicable
C 21: Preparing local strategic planning statements informed by local strategic planning	Not applicable
C 22: Monitoring and reporting on the delivery of the plan	Not applicable

Is the Planning Proposal consistent with the local council's Community Strategic Plan or other local strategic plan?

The Planning Proposal is consistent with Council's Community Strategic Plan, *Our Blacktown 2036*, in particular the following Strategic Directions:

- A vibrant and inclusive community
- A growing city supported by accessible infrastructure

Is the Planning Proposal consistent with the applicable state environmental planning policies?

State Environmental Planning Policy	Consistency/Response
SEPP No 1 – Development Standards	Yes This Planning Proposal will not contradict or hinder the
	application of this SEPP · · · · · · · · · · · · · · · · · ·
SEPP No 55—Remediation of Land	This Planning Proposal will not contradict or hinder the application of this SEPP
	Yes
SEPP No 64—Advertising and Signage	This Planning Proposal will not contradict or hinder the application of this SEPP
SEPP (Building Sustainability Index: BASIX)	Yes
2004	This Planning Proposal will not contradict or hinder the application of this SEPP
	Yes
SEPP (Concurrences) 2018	This Planning Proposal will not contradict or hinder the application of this SEPP
SEPP (Exempt and Complying Development	Yes
Codes) 2008	This Planning Proposal will not contradict or hinder the application of this SEPP
	Yes
SEPP (Infrastructure) 2007	This Planning Proposal will not contradict or hinder the application of this SEPP

Is the Planning Proposal consistent with the applicable Ministerial Directions?

No.	on 9.1 Directions – Checklist Direction Name	Consistency / Response
1	Employment and Resources	oonsistency / Response
1.1	Business and Industrial Zones	This Planning Proposal is justifiably
	4(c) Requires that a Planning Proposal that will affect land within an existing business zone must not reduce the total potential floor space area for employment uses and related services in business zones	inconsistent with the Ministerial Direction as it proposes to rezone land from B3 Commercial Core to RE1 Public Recreation. The proposed RE1 zoning is based on a strategic review of civic/oper space in the Blacktown CBD to ensure
	(5)(b) permits a Planning Proposal to be inconsistent with this direction where justified by a study (prepared in support of the Planning Proposal) which gives consideration to the objectives of this direction.	future residents have accessible to sufficient public spaces. Whilst the Planning Proposal may theoretically reduce floor space, Council has adopted a separate Planning Proposal that increases building heights in the CBD that will increase current floor space.
1.2	Rural Zones	Yes
1.3	Mining, Petroleum Production and Extractive Industries	Yes
1.4	Oyster Aquaculture	n/a
1.5	Rural Lands	Yes
2	Environment and Heritage	
2.1	Environment Protection Zone	Yes
2.2	Coastal Management	Yes
2.3	Heritage Conservation	Yes
2.4	Recreation Vehicle Areas	Yes
2.5	Application of E2 and E3 Zones and Environmental Overlays in Far North Coast LEPs	n/a
3	Housing, Infrastructure and Urban Development	
3.1	Residential Zones	Yes
3.2	Caravan Parks and Manufactured Home Estates	Yes
3.3	Home Occupations	Yes
3.4	Integrating Land Use and Transport	Yes
3.5	Development Near Regulated Airports and Defence Airfields	Yes
3.6	Shooting Ranges	Yes
3.7	Reduction in non-hosted short term rental accommodation period	n/a
4	Hazard and Risk	
4.1	Acid Sulfate Soils	Yes
4.2	Mine Subsidence and Unstable Land	Yes
4.3	Flood Prone Land	Yes
4.4	Planning for Bushfire Protection	Yes
5	Regional Planning	
5.1	Implementation of Regional Strategies	n/a
5.2	Sydney Drinking Water Catchments	n/a
5.3	Farmland of State and Regional Significance on the NSW Far North Coast	n/a
5.4	Commercial and Retail Development along the Pacific Highway, North Coast	n/a
5.9	North West Rail Link Corridor Strategy	Yes
5.10	Implementation of Regional Plans	

13

No.	Direction Name	Consistency / Response
5.11	Development of Aboriginal Land Council land	Yes
6	Local Plan Making	
6.1	Approval and Referral Requirements	Yes
6.2	Reserving Land for Public Purposes	Yes This Planning Proposal relates to land that is to be zoned RE1 Public Recreation for acquisition by Council and will facilitate the creation of a civic/open space in the Blacktown CBD.
6.3	Site Specific Purposes	Yes
7	Metropolitan Planning	
7.1	Implementation of A Plan for Growing Sydney	Yes
7.2	Implementation of Greater Macarthur Land Release Investigation	n/a
7.3	Parramatta Road Corridor Urban Transformation Strategy	n/a
7.4	Implementation of North West Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	Yes
7.5	Implementation of Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	n/a
7.6	Implementation of Wilton Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	n/a
7.7	Implementation of Glenfield to Macarthur Urban Renewal Corridor	n/a
7.8	Implementation of Western Sydney Aerotropolis Interim Land Use and Infrastructure Implementation Plan	Yes
7.9	Implementation of Bayside West Precincts 2036 Plan	n/a
7.10	Implementation of Planning Principles for the Cooks Cove Precinct	n/a

3.3 Section C – Environmental, social and economic impact

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

The land is located in the Blacktown CBD. There is no critical habitat or threatened species, populations or ecological communities or other habitat on the land.

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

There are no likely environmental effects as a result of the Planning Proposal.

Has the Planning Proposal adequately addressed any social and economic effects?

The Planning Proposal will result in a positive social outcome for the future residential population in the Blacktown CBD. It will also increase the amenity and business environment in the CBD. The Planning Proposal will have a positive social and economic effect in the CBD.

3.4 Section D – State and Commonwealth interests

Is there adequate public infrastructure for the Planning Proposal?

The Planning Proposal will result in an increase in public infrastructure to service future residential and business environment in the Blacktown CBD.

What are the views of State and Commonwealth Public Authorities consulted in accordance with the Gateway Determination, and have they resulted in any variations to the Planning Proposal?

Consultation will occur in accordance with any conditions in the Gateway Determination.

Is there a net community benefit?

The Planning Proposal will result in a net community benefit for the future residential and business environment by providing increased amenity and an additional civic/open space.

Part 4 – Mapping

The proposed map amendments to Blacktown LEP 2015 are included as attachments. The mapping changes relate to the Land Use Zoning Map and Land Reservation Acquisition Map.

Part 5 – Community consultation

Community consultation will occur in accordance with any conditions in the Gateway Determination and in accordance with Council's notification policy.

Part 6 – Project timeline

Community consultation will occur in accordance with any conditions in the Gateway Determination and in accordance with Council's notification policy.

Tasks	Timeframe
Gateway Determination	June 2019
Public Authority Consultation	July 2019
Community Consultation/ Public Hearing	July 2019
Update Planning Proposal/report to Council	September 2019
Department review of final Planning Proposal	October 2019