



PLANNING PROPOSAL

Amendments to Blacktown LEP 2015 for the Blacktown
Health and Education Precinct



Planning Proposal

Amendments to Blacktown LEP 2015 for the Blacktown Health and Education Precinct.

Prepared for

Blacktown City Council

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1 INTRODUCTION

The NSW Government recently invested \$700M into Blacktown Hospital to facilitate a new emergency department, intensive care unit, eight new operating theatres, new purpose built wards, paediatric services, medical imaging, sterilising and non-clinical support services and over 600 hospital beds. This significant investment is a catalyst for rethinking the purpose and function of the Blacktown Health and Education Precinct (the **Precinct**) within which the Hospital is located.

Following the completion of several preliminary studies and initial consultations with key landowners, Council resolved on 14 October 2020 to prepare a Planning Proposal to facilitate the transformation of the Precinct from a single storey, mainly residential area to a higher density, mixed use offering that supports allied health services including hospital services, medical practices, assisted living, aged care and secondary support services including cafes, car parking facilities and incidental business that are envisaged within the Precinct.

The Precinct is a key Transformation Project for Blacktown City. It will provide space for health and allied health development and allow the expansion of health and allied services to meet the demand of the growing population.

This Planning Proposal has been accordingly prepared to amend the Blacktown Local Environmental Plan 2015 (**BLEP 2015**) and seeks changes to the land use zoning and maximum height of building controls to accommodate additional floor space and encourage the transformation of the Precinct. To support the future redevelopment of the Precinct and improve access and connectivity, drainage infrastructure will need to be upgraded and augmented and new road connections and intersection upgrades will need to be completed. These works will require some land acquisition.

More specifically, proposed key amendments to BLEP 2015 include:

- Up-zoning of land to B4 Mixed Use and SP1 Special Purpose (Health Services Facility and Educational Establishments) to enable a mix of health, education, commercial, retail and higher density residential uses.
- Changes to planning controls that relate to building heights to allow up to 14m, 26m, and 32m with a bonus height provision on key sites, subject to a design competition and maximum height achieved where amalgamation results in a minimum site area of 2,000m².
- Identification of land to be acquired by Council for drainage and road purposes.
- Classify the RE1 Public Open Space zoned land and land currently zoned R2 Low Density Residential that is proposed to be rezoned to RE1 Public Open Space and SP2 Local Road to be operational land.

Corresponding changes to Blacktown Development Control Plan 2015 (**BDCP 2015**) will be required to support the proposed amendments to BLEP 2015. These relate to built-form controls, streetscape, access and movement, car parking, public domain, landscaping and open space outcomes. Council is also preparing a new contributions plan for the Precinct.

GLN has prepared this Planning Proposal on behalf of Blacktown City Council (**Council**). The Planning Proposal has been prepared in accordance with Section 3.33 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) and "*A guide to preparing Planning Proposals*", August 2016 (the PP Guidelines). This Planning Proposal is structured as follows:

- Section 1 – Introduction
- Section 2 – Background
- Section 3 – Site Context and Description
- Section 4 – Objectives and intended outcomes
- Section 5 – Explanation of provisions
- Section 6 – Justification
 - Need for the Planning Proposal
 - Relationship to strategic planning framework
 - Environmental, social and economic impact
 - State and Commonwealth interests
- Section 7 – Mapping
- Section 8 – Community Consultation
- Section 9 – Project Timeline
- Section 10 – Community Benefit
- Section 11 – Conclusion

Market assessments prepared by both Macro Plan and O’Connell Advisory as well as a Traffic Statement accompany this Planning Proposal.



2 BACKGROUND

2.1 The Health Precinct Strategy

The Health Precinct Strategy has been a project for Council since the announcement of the NSW Government's investment in Blacktown Hospital and is listed as one of several 'Transformation Projects' within Council's Local Strategic Planning Statement (**LSPS**). Under Local Planning Priority 10, Action 34 of the LSPS, Council commits to collaborating with the NSW Government and the private sector to promote health, medical research and innovation, and education opportunities in the Blacktown and Mount Druitt Strategic Centres and implement the Health Precinct Transformation Project. It is acknowledged in the Blacktown Housing Strategy as an area of focus for economic growth around health and education opportunities in the Blacktown Strategic Centre. The Precinct is also linked to identified planning priorities in the Central City District Plan and A Greater Sydney Regional Plan – A Metropolis of Three Cities.

Council has completed Phase 1 of investigations for the Precinct that included analysis of the demand for private hospital and allied health business as well as urban design studies that were underpinned by a review of existing land use zones, development heights, traffic, flooding and open space. The current Phase 2 of the investigations includes refining infrastructure costing and amendments to the planning framework via this Planning Proposal.

The demand for a private hospital, other allied health service facilities as well as supporting commercial activity in the vicinity of the Blacktown Hospital has been outlined in various economic studies. The need for a private hospital in the Blacktown LGA has been explored within the O'Connell Advisory "Blacktown Private Hospital Independent Market Assessment" (2018), while the "Blacktown Health Precinct Potential Market Assessment" (2019) prepared by Macro Plan identifies the types of land uses and typical floor space demands for associated land uses that would establish within a health precinct. The full range of studies are discussed in more detail in **Section 6.1** of this report.

A key recommendation of the work summarised above is the need to expand the range of permissible uses and scale of development to both incentivise and encourage transformative change in the Precinct. The expanded uses recommended by Macro Plan as appropriate in the Precinct include child care centres, commercial premises, conference facilities, student and short term accommodation, motel accommodation, senior housing and retail. It is noted that some of these uses are already permissible across the Precinct, or could already be approved if ancillary to and incorporated into a larger development permissible on the land under the existing land uses or through the State Environmental Planning Policy (Infrastructure) 2007, State Environmental Planning Policy (Educational Establishments and Child Care Facilities) 2017, or State Environmental Planning Policy (Infrastructure (Housing for Seniors or People with a Disability) 2004. Car park is the single land use that is not currently permissible under the existing legislative framework and is therefore proposed to be introduced as an additional permissible use as discussed at **Section 5** of this Planning Proposal.

The reports commissioned by Council confirm future investment and development within the Precinct is possible. There are some benefits in private medical and education facilities locating adjacent to existing public facilities and indeed close to each other. However, the successful transformation of this Precinct requires a robust framework for investment which address the following components:

- Reinforcement of a land use zoning that is “transparent” in that there is planning certainty that the proposed development is clearly articulated as a permissible use and is expected to occur within this area i.e. remove reliance on the doctrine of ancillary uses or other environmental planning instruments that could thwart or create uncertainty as to what is proposed in the Precinct.
- Controls that permit the level of investment to establish private hospitals, allied health uses or education establishments in the area. Major health and education facilities with high levels of investment need a scale of development that is supported by the built form controls in the area without need for amendment.
- Place making initiatives so that businesses will want to locate in a high amenity environment that is easy to get to, has the required infrastructure and is free of constraints.
- The costs for development including contributions are not excessive such that it disincentivises investment in the area to the benefit of other areas.

As discussed in the following section, the existing planning framework requires review if transformative change is to occur.

3 Site Context and Description

3.1 Location

This Planning Proposal relates to the Blacktown Health and Education Precinct as identified in Figure 1. The Precinct is located south east of the Blacktown CBD and comprises approximately 20ha of urban land bounded by the Western Railway to the north, Griffiths Street and Blacktown Hospital to the east and Bungaribee Road to the south.



Source: Nearmaps 2021 (as marked up by GLN)

Figure 1 Blacktown Health and Education Precinct (identified in dashed orange line)

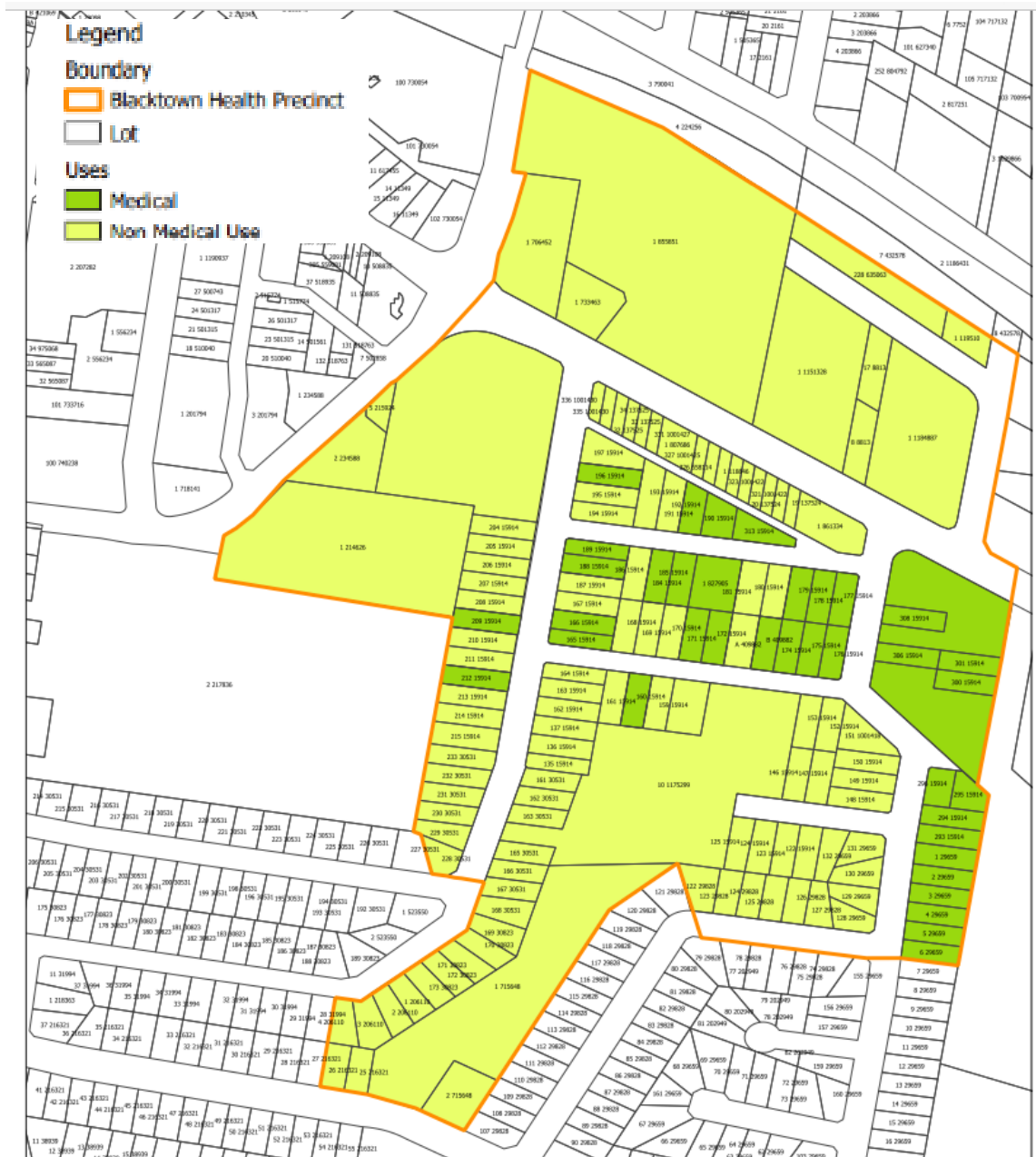


3.2 Current Uses

Blacktown Hospital was first established in its current location in 1965 and has developed progressively since then, with demolition of the former main hospital building and the construction of the current building occurring in the 1990's. The growth and expansion of the Hospital has attracted and fostered the maturation of synergistic uses, outside of the core Blacktown Hospital site. The Precinct currently accommodates over 30 health service facilities which primarily occupy approximately 120 former residential dwellings constructed on allotments generally between 500m² and 700m² in size.

Figure 2 identifies medical and non-medical uses within the Precinct. A land use survey conducted by Council (Appendix B) identifies the range of medical uses that have located within the existing Health Precinct, which include:

- Specialist medical services;
- Dentists;
- Family Development Services;
- Pathology;
- Dermatology;
- Lifestyle Centres;
- Eye Centre;
- Speech Pathology;
- Neurologists;
- Women's health facility;
- Psychology;
- Nutritionist; and
- Iridologist.

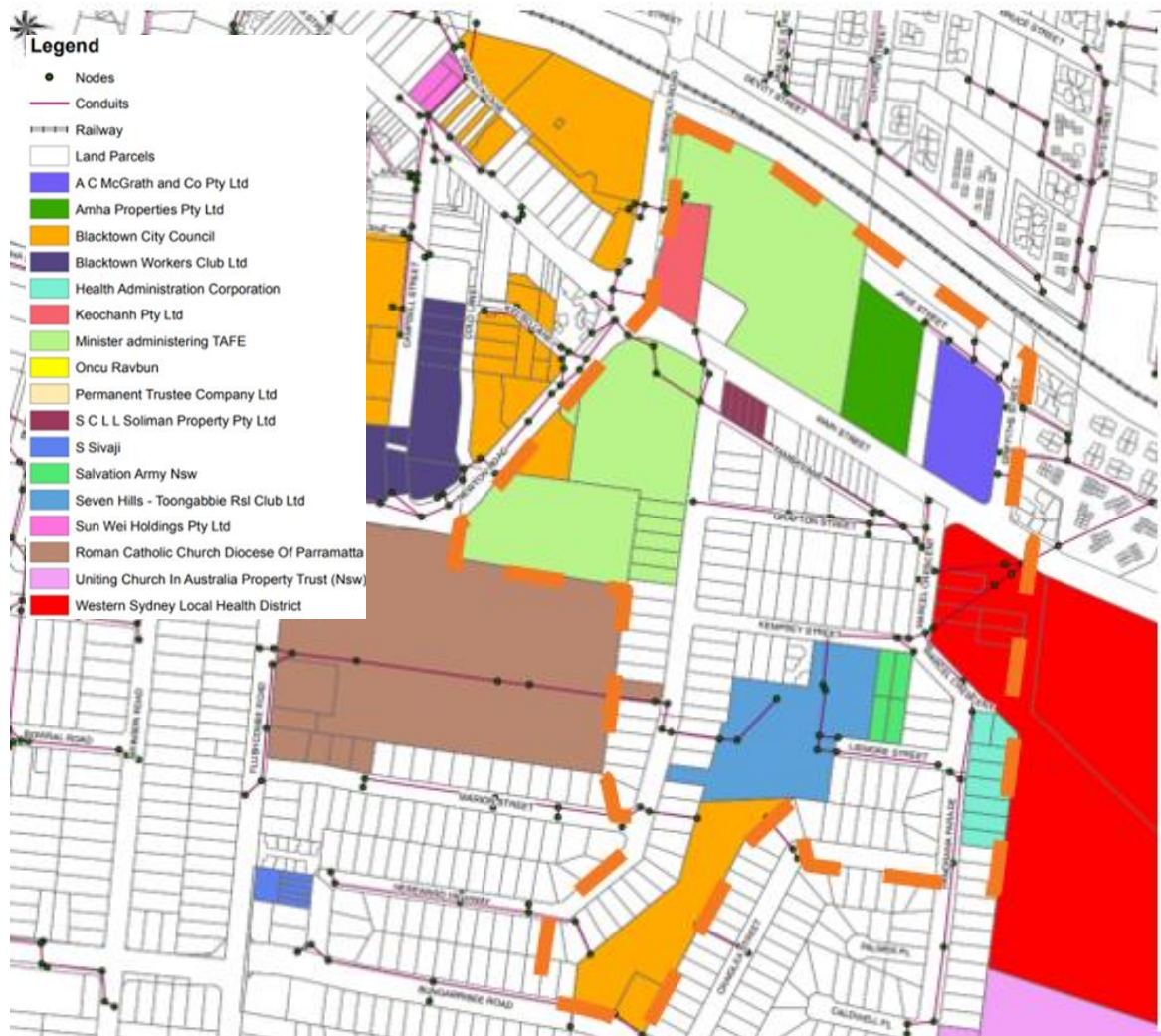


Source: Map by GLN prepared using information from Blacktown City Council

Figure 2 Medical and non-medical uses within the Blacktown Health Precinct

3.3 Land Ownership

Figure 3 identifies the larger landowners within the Precinct, which include the Minister administering TAFE, Seven Hills – Toongabbie RSL Club, and Council among others. The smaller lots are generally held in private ownership.



Source: Blacktown City Council

Figure 3 Land ownership arrangements within Precinct

3.4 Traffic and Transport

The surrounding road network includes several key arterial and State Roads including the M7 Motorway, M4 Motorway, Old Windsor Road and Richmond Road. These roads service the Blacktown CBD, Norwest Business Park and Arndell Park. Sunnyholt Road, which adjoins the north west boundary of the Precinct serves as a north/south link between the M4 and M7 Motorway and the intersection of Sunnyholt Road with Main Street also provides access directly into the Blacktown CBD.

GTA Consultants have been engaged by Council to review the existing and proposed traffic conditions in and around Blacktown in the context of future planning for Transformation Projects including the Blacktown Health Precinct. The existing traffic volumes for intersections surrounding the Precinct as collated by GTA Consultants are shown in **Figure 4**. GTA concludes that to accommodate anticipated growth in the CBD, Warrick Lane and the Health Precinct several road / intersection upgrades will be required (see Appendix E).

Road	Location	AM Peak Hour		PM Peak Hour	
		Eastbound/ Northbound	Westbound/ Southbound	Eastbound/ Northbound	Westbound/ Southbound
Main Street/ Blacktown Road ^[1]	East of Sunnyholt Road	1030	1227	1237	1210
Newton Road ^[1]	South of Sunnyholt Road	874	530	829	862
Panorama Parade ^[2]	North of Lismore Street	311	255	374	246
Newton Road ^[3]	East of Walters Road	609	293	362	710
Bungaribee Road ^[4]	East of Walters Road	990	587	708	931

[1] Source: Arup (2016) on behalf of Blacktown City Council to inform the Warrick Lane Precinct Concept Masterplan Study.

[2] Source: MetroCount Traffic Executive (2018) on behalf of Blacktown City Council

[3] Source: MetroCount Traffic Executive (2017) on behalf of Blacktown City Council

[4] Source: MetroCount Traffic Executive (2018) on behalf of Blacktown City Council

Source: GTA Consultants

Figure 4 Traffic Volumes for surrounding intersections

3.5 Drainage and Flooding

The land within the Precinct forms part of a broader gently sloping valley unit. The low point traverses roughly through the centre of the Precinct and drains to the north under the railway.

Localised flooding occurs within the Precinct during the 1% AEP¹ event, inundating Captain Cook Memorial Park, the Blacktown Bowling Club and land south of Main Street adjacent to Marcel Crescent and Kempsey Street as shown in **Figure 5**.

¹ A flood level with a 1% AEP has a one in a hundred chance of being exceeded in any year. The 1% AEP event is designated as having an 'acceptable' risk for planning purposes in most parts of Australia

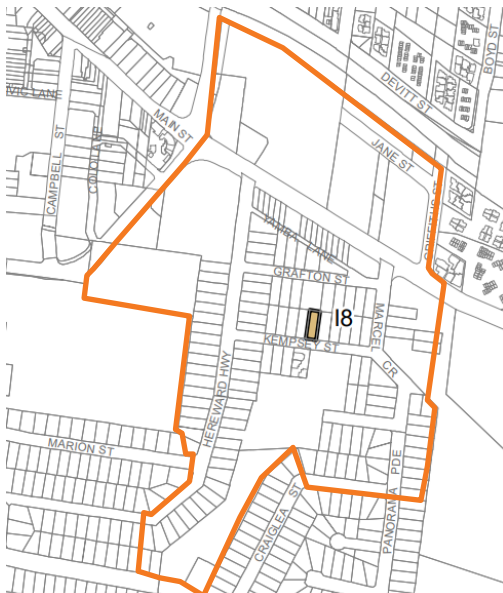


Source: Blacktown City Council

Figure 5 Existing Flooding within Precinct

3.6 Heritage

The Russian Orthodox Church located at 9A Kempsey Street on Lot 172 DP 15914 is identified as a local heritage item (**Figure 6**).

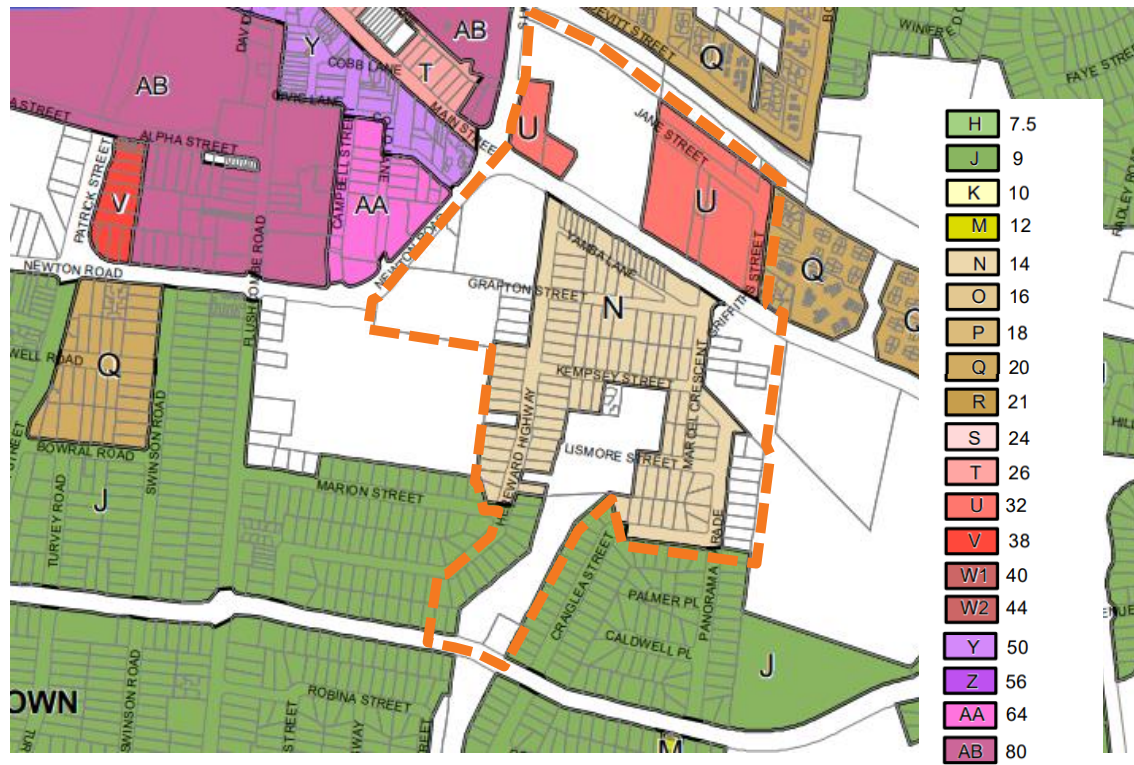


Source: Blacktown LEP 2015

Figure 6 Heritage Map identifying location Russian Orthodox Church (Local Heritage Item 18)

Residential zoned land located west of Captain Cook Memorial Park is subject to a maximum 9m height control.

There are currently no height controls applicable to the Blacktown Hospital, TAFE campuses and Coreen School or Captain Cook Memorial Park.



Source: Blacktown LEP 2015

Figure 8 Extract of existing height of building control map (Precinct identified in orange dash)

3.7.3 Other Controls

The Precinct is not currently subject to floor space ratio controls and is otherwise currently constraint free on the basis that:

- Other than the Russian Orthodox Church, there are no local or State heritage items or heritage conservation areas within or adjoining the Precinct;
- it is not identified as terrestrial biodiversity; and
- it is not identified as land requiring acquisition.

The Precinct is mapped as part of a broader area to which Clause 7.7 Design Excellence of Blacktown LEP 2015 applies, which provides that development consent must not be granted to development to unless the consent authority considers that the development exhibits design excellence.



4 Part 1 – Objectives and Intended Outcomes

The objective of this Planning Proposal is to amend BLEP 2015 to facilitate the transformation of the Precinct from a single storey, predominately residential character area to a higher density, mixed use offering that supports allied health services. To achieve this, amended planning controls are required to be introduced that will, together with new placemaking and other infrastructure proposed, encourage new investment and development that will realise the Precinct's full potential.

The intended outcome is a statutory framework which will:

- provide flexibility and incentive for redevelopment in the Precinct by amending zoning and maximum height of building controls;
- identify key sites where additional development potential may be appropriate subject to a design excellence being demonstrated;
- encourage the amalgamation of land throughout the Precinct by incentivising development;
- identify land required to be reserved for future acquisition purposes; and
- classify the RE1 Public Open Space zoned land and land currently zoned R2 Low Density Residential that is proposed to be rezoned to RE1 Public Open Space and SP2 Local Road to be operational land



5 Part 2 – Explanation of Provisions

The proposed objective and intended outcomes of the Planning Proposal will be achieved by the following proposed amendments to the BLEP:

- Amend the BLEP 2015 Land Zoning Map (Sheet LZN_014) to:
 - rezone land in the Precinct north of Main Street to enable a mix of commercial, retail and higher density residential uses;
 - rezone the Blacktown Bowling Club site from RE2 Private Recreation to SP1 Special Purpose 1 Zone to provide additional land to support the Precinct's intended education and health uses;
 - rezone existing R2 Low Density Residential Zone land to RE1 Public Recreation and SP2 (Local Road) to expand Captain Cook Memorial Park for drainage purposes and make provision for a future connector road between Bungarribee Road and Hereward Highway.
 - replace the existing Special Use Health Facility Services and Educational Establishments zones south of Main Street with a new consolidated SP1 Special Purpose 1 Zone (Health Services Facility and Educational Establishments);
- Permit *car park* (as defined by the BLEP 2015) as development that is permitted with consent across the Precinct.
- Amend the BLEP 2015 Height of Buildings Map (Sheet HOB_014) to allow up to 14m, and 32m in the Precinct.
- Insert new Clause 7.XX and amend the BLEP 2015 Incentive Height of Building Map (Sheet IHOB_014) to identify land within the Precinct on the corner of Main Street and Sunnyside Road and Main Street and Newton Road as key sites where a bonus building height provision may enable buildings up to 44m, subject to design excellence being demonstrated through an architectural design competition and subject to buildings having a maximum floor plate of 1,000m².
- Insert new clause 7.4X and amend the Key Sites Map (Sheet KYS_014) of BLEP 2015 to apply to the Precinct and allow the maximum permissible height shown on the Height of Building Map to be exceeded up to a maximum of 26m or 32m if a minimum site area of 2,000m² is achieved.
- Amend BLEP 2015 Land Reservation Acquisition Map (Sheet LRA_014) to identify 22 lots to be acquired by Council for drainage and local road purposes.
- Amend Schedule 4 of the BLEP 2015 to identify that:
 - RE1 Public Open Space zoned land is reclassified from community land to operational land; and
 - Land currently zoned R2 Low Density Residential that is proposed to be rezoned to RE1 Public Open Space and SP2 Local Road is to be classified to operational land.



The proposed amendments to BLEP 2015 will work in conjunction with proposed amendments to the BDCP 2015 built form controls which will address streetscape, access and movement, car parking, public domain, landscaping and open space outcomes. The BDCP 2015 amendments are being progressed concurrently by Council.

5.1 Land Zoning and Uses

Proposed amendments to BLEP 2015 Land Zoning Map (Sheets LZN_014). Please refer to maps showing existing land zoning and proposed changes to land zoning at **Section 7**.

5.1.1 Proposed changes to land zoning and permissible uses

Land bound by the Main Western Railway, Griffiths Street, Main Street, and Sunnyholt Road is to be rezoned to B4 Mixed Uses. This will permit commercial, retail and higher density residential uses as an extension to the Blacktown CBD. This area is currently zoned part B3 Commercial Core and part SP2 Education Establishment.

Land south of Main Street that is generally bound by Main Street, Panorama Parade, Craiglea Street and Hereward Highway and including the Blacktown Bowling Club is to be rezoned to Special Purpose 1 Zone (Health Services Facility and Educational Establishments). This zone will be the predominant land use zone on the Precinct and will assist in strengthening and refocussing core hospital, medical and education uses within the centre of the Precinct. The SP1 zone will also permit car parks. This area is currently zoned SP1 (Health Services Facility), SP2 (Education Establishment and Place of Public Worship) and RE2 Private Recreation.

Land bound by the Blacktown Bowling Club, Captain Cook Memorial Park, Bungarribee Road and the Hereward Highway is to be rezoned to RE1 Public Recreation and SP1 Local Road to:

- enable the expansion of Captain Cook Memorial Park;
- incorporate drainage infrastructure and recreational embellishments as a place making initiative; and
- facilitate a new road connection to improve access to the Precinct.

The permissible and prohibited land uses within each proposed zone are proposed to be generally as per the existing BLEP 2015. *Car park* is proposed to be introduced into all proposed zones as development that is permitted with consent.

The following table demonstrates that the land uses recommended by Macro Plan to achieve transformation would be permissible under the proposed BLEP 2015 land use zones or another State Environmental Planning Policy.

Table 1 Land uses from Macro Plan Report permissibility review

Proposed Use	Permitted under Proposed SP1 (Health Services Facility and Educational Establishment) Zone	Permitted under Proposed and Existing B4 Zone	Permitted as ancillary use or under other State Environmental Planning Policy (SEPP)
Hospital	Yes	No	Yes in B4 under SEPP (Infrastructure)
Business Premises	No	Yes	Yes in SP1 but only as an ancillary use
Car park*	No	Yes	Yes in SP1 but only as an ancillary use
Child Care	No	Yes	Yes in SP1 under SEPP (Educational Establishments and Childcare Facilities)
Educational Establishments	Yes	Yes	
Function Centre (conference facilities)	No	Yes	Yes in SP1 but only as an ancillary use
Retail Premises	No	Yes	Yes in SP1 but only as an ancillary use
Health Services Facility (incl health consulting rooms)	Yes	Yes	
Boarding houses (Student and nurse accommodation)	No	Yes	
Serviced apartments	No	Yes	
Seniors Housing	No	Yes	Yes in SP1 under SEPP (Housing for Seniors or People with a Disability)
Shop top housing	No	Yes	
Hotel or motel accommodation	No	Yes	

*Note: Council resolved to permit car parks in the SP1 zone at its meeting of 14 October 2020.

The proposed rezoning will make *boarding houses*, *serviced apartments* and *hotel and motel accommodation* prohibited development in the SP1 (Health Service Facility and Educational Establishment) Zone. These uses are currently permissible in the B4 Mixed Use Zone and exist either side of Main Street. Council is seeking to restrict residential and short term accommodation uses in this SP1 (Health Service Facility and Educational Establishment) Zone.



5.2 Building Heights

This Planning Proposal proposes to amend the BLEP 2015 Height of Buildings Map (Sheet HOB_014).

A maximum height of building control of 32m (approximately 10 storeys of residential or approximately 8 storeys of commercial) is proposed for the land bound by Main Western Railway line, Griffiths Street, Main Street, and Sunnyholt Road.

A height of building control of 14m (5 storeys) is proposed for land generally bound by Main Street, Marcel Crescent, Panorama Parade, Craiglea Street, the southern boundary of the Bowling Club, Patrician Brothers College and Hereward Highway.

No height limit is proposed for Captain Cook Memorial Park.

5.3 Additional Local Provisions

Two new clauses are proposed to be included in the BLEP 2015 to incentivise site amalgamation and redevelopment on key sites.

5.3.1 Site Amalgamation

To incentive the amalgamation of sites throughout the Precinct, a height bonus is proposed to allow building height to exceed the permissible height identified in the Height of Building maps for sites that can be amalgamated and achieve a minimum site area of 2,000m². The minimum site area is proposed as a mechanism to ensure that buildings within the Precinct can be designed with appropriate floor plate sizes and appropriate building separation, thereby achieving good design quality and amenity including access to natural ventilation and light.

A new clause 4.3X is proposed to facilitate this outcome and will read as follows:

Clause 4.3X Exceptions to height of buildings

- (1) This clause applies to land identified as Area A or Area B in the Blacktown Health and Education Precinct as mapped on the Key Sites Map.*
- (2) The objective to this clause is to promote site amalgamation on the land to which this clause applies.*
- (3) Development consent may be granted for development that exceeds the maximum height of building on the Height of Building Map, where the development site is equal to or greater than 2,000m² in area.*
- (4) Development to which this clause applies, that meets the requirements of (3) has a maximum permitted height of building of:*
 - a. 26m for any site identified as "Area A".*
 - b. 32m for any site identified as "Area B".*
- (5) This clause does not limit the height of buildings on sites that have no maximum height of building control on the Maximum Height of building map and does not limit the Height of Buildings exhibiting design excellence in accordance with Clause 7.7XX and the Incentive Height of Buildings Map.*



5.3.2 Incentivising Redevelopment of Key Sites

A height bonus is proposed for key sites permitting a maximum 44m, subject to design excellence being demonstrated through an architectural design competition and subject to buildings having a maximum floor plate of 1,000m².

To facilitate this outcome, this Planning Proposed seeks to amend BLEP 2015 Key Sites Map (KSY 0_14) and Incentive Heights of Buildings Map (Sheet IHOB_014) to identify 'gateway sites' proposed to be zoned B4 Mixed Uses and Special Purpose 1 Zone (Health Services Facility and Educational Establishments) located on the corner of Main Street/Sunnyholt Road and Main Street/Newtown Road. Refer to the Proposed Key Sites Map and Incentive Heights of Buildings Map at **Section 7**.

The amended Key Sites Map will identify land to which a proposed new clause 7.XX will apply to the area and has been identified as it has the potential to provide:

- iconic built form outcomes demonstrating design excellence;
- additional development close to the Blacktown CBD and potentially a marker of the Precinct;
- improvements to the public domain and streetscape and road improvements;
- additional opportunities for mixed use development, increasing the diversity of employment, retail and commercial opportunities.

The amended Incentive Heights of Buildings Map will identify the maximum height that can be achieved subject to compliance with Clause 7.XX. Clause 7.XX7 is proposed to read as follows:

Clause 7.XX Incentive heights for key sites in the Blacktown Education and Health Precinct

- (1) *This clause applies to land within the Blacktown Health and Education Precinct as mapped on the Key Sites Map and identified as having an Incentive Height of Building of 44m on the Incentive Height of Building Map.*
- (2) *The objective of this clause is to encourage additional commercial and/or residential development in the Blacktown Education and Health Precinct that achieves design excellence through an architectural design competition.*
- (3) *The consent authority may consent to development on land to which this clause applies, if:*
 - a. *an architectural design competition has been held to the satisfaction of Council in relation to the proposed development; and*
 - b. *the design of the development is the winner of the architectural design competition; and*
 - c. *the development does not exceed the maximum height shown on the Incentive Heights of Buildings Map; and*
 - a. *the development does not exceed a maximum floor plate of 1,000 square metres.*

(4) *In this clause –*

architectural design competition means a competitive process conducted in accordance with the Design Excellence Guidelines.



Design Excellence Guidelines means the Design Excellence Guidelines issued by the Planning Secretary, as amended from time to time.

The requirement for an architectural design competition is intended to encourage innovative design solutions that achieve high quality, well designed development which responds to the gateway site and its role in the Precinct. The architectural design competition would be governed by the existing clause 7.7 within the BLEP 2015 and would need to be consistent with prescribed Design Excellence Guidelines, prepared by Council.

The additional development potential of a proposed development on a key site or part thereof will be considered on merit by the consent authority as part of the assessment of a development application (DA). The DA will need to address all potential impacts, including environmental and amenity impacts, and suitable traffic solutions to the intersection and frontages of other sites. This may include increased setbacks and dedication of land to enable improvement to traffic service levels.

Clause 7.7A *Height of buildings exhibiting design excellence in Blacktown CBD and Mount Druitt CBD* Is not considered an appropriate clause to amend as it would require amendment to not only reference the Precinct but also requirement introduction of the 1,000m² floor plate limitation. A site specific local provision is considered a more appropriate outcome given the significance of the Precinct.

5.4 Land Acquisition

This Planning Proposal seeks to amend BLEP 2015 Land Reservation Acquisition Map (Sheet LRA_014) to identify a total of 22 lots to be acquired by Council for drainage and local road purposes.

The lots proposed to be acquired to extend Captain Cook Memorial Park and construct drainage infrastructure are currently zoned R2 Low Density Residential and are predominantly stand-alone one or two storey dwelling houses. The total area to be acquired is approximately 7,290m².

The lots identified for future acquisition for local roads are currently zoned SP2 (Educational Establishments and Place of Public Worship) and SP1 (Health Services Facility) and are located within the Blacktown TAFE/Coreen School and Blacktown Hospital sites respectively. The acquisitions are proposed to facilitate:

1. Grafton Street extension; and
2. A realignment of Griffith Street and Marcel Crescent alignment

An addition four (4) R2 Low Density Residential zoned sites are proposed to be acquired to facilitate the Bungarabee Road and Hereward Highway connection.

Refer to the map of land to be acquired by Council at **Section 7**.

Acquisition costs are proposed to be funded through a new contributions plan currently being prepared by Council. Council is planning for the contributions plan to be ready for the public exhibition of the Planning Proposal.



5.5 Classification and Reclassification of Land

This Planning Proposal seeks to classify and reclassify land under the *Local Government Act, 1993*. To achieve this outcome, Schedule 4 of the BLEP 2015 will need to be amended to identify that:

- RE1 Public Open Space zoned land is reclassified from community land to operational land; and
- Land currently zoned R2 Low Density Residential that is proposed to be rezoned to RE1 Public Open Space and SP2 Local Road is to be classified as operational land.

A new Land Reclassification (Part Lots) Map (Sheet RPL 0_014) will need to be created to identify the lots proposed to be referenced in Schedule 4 of the BLEP 2015. Refer to **Section 7** for details.

Council will need to hold a public hearing as part of this process as required by the EP&A Act.



6 PART 3 JUSTIFICATION FOR OBJECTIVES, OUTCOMES AND PROVISIONS, AND PROCESS FOR IMPLEMENTATION

The justification sets out the case for changing the zones and/or development controls on the land affected by the proposed LEP. As part of the justification there are a number of specific questions that must be discussed with reasons explained.

6.1 Need for proposal

Is the Planning Proposal a result of any Strategic Study or Report?

The Health Precinct is one of Council's "Transformational Projects" and is included in its Local Strategic Planning Statement. As such Council has undertaken a number of investigations to identify the opportunity and constraints that need to be addressed to have this area redevelopment to reach its full potential.

Phase 1 of the existing investigations have included the following specific investigations.

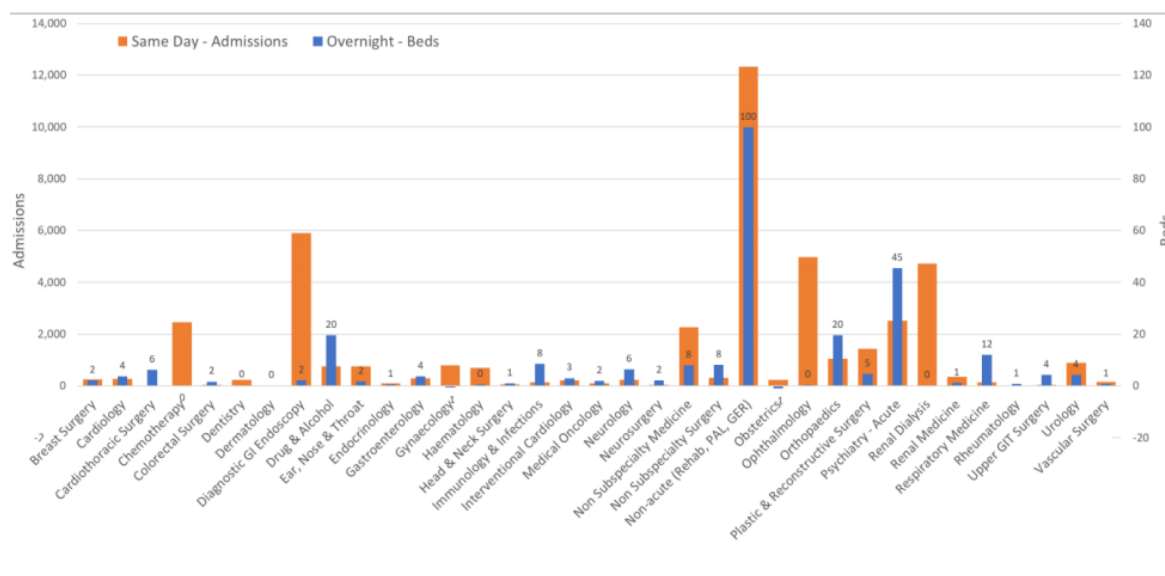
6.1.1 Blacktown Private Hospital Independent Market Assessment (O'Connell Advisory, 2018)

The Blacktown Private Hospital Independent Market Assessment prepared by O'Connell Advisory in 2018 (**O'Connell Report**) identifies the extent and nature of unmet demand for private health services in Blacktown (and surrounding areas) using private hospital demand projections established in modelling prepared by Hardes and Associates; a specialist demand modelling company for the hospital sector (See O'Connell Report at **Appendix C**)

The modelling utilised data from "5 Statistical Area Level 3", which includes Blacktown, Blacktown North, Mount Druitt, Baulkham Hills, Rouse Hill-McGraths Hill. It was established that this area would account for 90% of any future private hospitals' activity, with an additional 10% of activity coming from other areas. The investigation provided actual private hospital activity (admissions, bed days) in 2017-2032 by speciality. The modelling used data from various sources including:

- ABS historic and projected population projections
- State Government population projections
- Census data – socioeconomic status
- Australian Institute of Health and Welfare statistics and publications
- Private Hospital Data Bureau reports and statistics
- Private Health Insurance Administration Council
- State Health Department data
- De-identified private hospital data.

The projected growth in private hospital demand by 2032 is identified in the modelling shown in **Figure 9**.



Source: Hards and Associates in O'Connell Advisory 2018

Figure 9 Total growth in projected demand for private hospital services

Based on the existing and future demand for private hospital beds, the O'Connell Report included a market assessment and identified potential services a successful private hospital adjoining the existing Blacktown Hospital could provide. In determining the demand for private health services in Statistical Area Level 3 the O'Connell Report considered four key factors:

- Population size and demographics.
- Private health insurance coverage.
- Medical technologies and changing care models.
- Broader healthcare changes.

The Report finds that the growth of the catchment is much faster than Sydney metropolitan annual growth rate, with the majority of the growth occurring in Baulkham Hills, Blacktown and Mount Druitt statistical areas. As a result of increased development, there is a diminishing level of socioeconomic disadvantage in the area. O'Connell advisory have therefore predicted a growth in private health coverage.

Considering the current demand in the context of surrounding private hospital facilities (including Westmead Private Hospital expansion and Norwest Private Hospital expansion), the O'Connell Report took a percentage of the predicted growth in demand for private hospital beds between 2017 and 2032. The findings are provided below:

"We assumed for most specialties, that the current demand for private hospital activity is fully met by current private hospital supply, so we have projected the market share for a potential BPH as a proportion of the growth in activity only, i.e. a proportion of any activity above current FY17 actuals. The remainder proportion of growth would be serviced by competitors, such as expansions of Westmead Private and Norwest Private Hospitals.

- The market share varies by SA3: for Blacktown and Mount Druitt we applied a 70% share of projected growth, assuming less competition in these geographical areas, also reflecting the co-location with Blacktown Hospital.

- For Blacktown North, Baulkham Hills, and Rouse Hill

- McGraths Hill SA3s we applied a 30% market share of projected growth, assuming stronger competition by the existing and expanding private hospitals in the Baulkham Hills area (especially Norwest and HSS).

Exceptions for market share: for 3 specialties (obstetrics, gynaecology and renal dialysis) we applied a projected market share of 20% of the total market across all five SA3s. We determined that a more "aggressive" approach would be necessary in these 3 areas to achieve sufficient scale and viability. With the less aggressive approach (i.e. share as % of growth only), the achievable scale would be too small for viability, especially for obstetrics (where the projected growth in bed days above FY2017 activity is almost nil due to expected reductions in average length of stay). We believe this approach is reasonable given the colocation with the public hospital and the large number of clinicians delivering services today at Blacktown.

Inflows of activity from outside of the catchment: a default 10% factor was applied across all specialties. The only exception was bariatric surgery (included in upper GIT surgery), which is expected to attract higher inflows due to Blacktown Hospital being a centre of excellence in this specialty; for this reason a 20% inflow factor was used for this specialty."

Market Share Assumptions		Mt Druitt	Blacktown	Blacktown - North	Baulkham Hills	Rouse Hill - McGraths Hill
Market Share	Obstetrics, Gynecology, Renal Dialysis	20% total market	20% total market	20% total market	20% total market	20% total market
	All Other Specialties	70% market growth	70% market growth	30% market growth	30% market growth	30% market growth
Inflows	Upper GIT Surgery	+20%	+20%	+20%	+20%	+20%
	All Other Specialties	+10%	+10%	+10%	+10%	+10%

Source: O'Connell Advisory

Figure 10 Private Hospital Market Share Assumptions for Statistical Area Level 3

From this information, the O'Connell Report identified a range of Private Hospital scenarios that could be established which include combinations of different speciality groups. The scenarios also assume the private hospital can be established on a site in the vicinity of the existing Blacktown Hospital. The private hospital scenarios identified within the O'Connell Report are shown in **Figure 11**.

FY32 PROJECTED POTENTIAL SCALE							
Scenarios	BEDS			Theatres	Chemo Chairs	Renal Chairs	Delivery Rooms
	Overnight	Same Day	Total Beds				
Scenario 1							
Surgical/Medical	49	23	72	7.0	2.7	4.6	2.5
Scenario 2							
Surgical/Medical + Psych	80	26	107	7.0	2.7	4.6	2.5
Scenario 3 (BASE)							
Surgical/Medical + Psych + Rehab	128	40	168	7.0	2.7	4.6	2.5
Scenario 4							
Surgical/Medical + Rehab	97	36	133	7.0	2.7	4.6	2.5

Source: O'Connell Advisory

Figure 11 Indicative Private Hospital Scenarios

The O'Connell Report effectively identifies the feasibility and demand for a private hospital to be established to complement facilities provided in the existing Blacktown Hospital. The Report outlines that such a hospital would have significant benefits to the community, including (but not limited to):

- *"Approximately 327 to 376 new skilled jobs by FY32"*
- *A capital project in the range of \$124M to \$142M delivering jobs and economic benefit during construction.*
- *Creating greater scale on the health campus to attract clinicians (including allied health professionals) who will deliver more public and private health services for the local community.*
- *Western Sydney Local Health District WSLHD would have potential to gain economies of scale, rental and recruitment benefits.*
- *Teaching, training and research opportunities would be boosted".*

Of the required next steps identified in the O'Connell Report, the two that are relevant to this Planning Proposal include identifying the availability of land co-located with Blacktown Hospital, and development of the Precinct to provide a framework for the development of efficient effective service delivery.

6.1.2 Blacktown Health Precinct Potential Market Assessment (Macro Plan, 2019)

The Macro Plan Report considers the existing and potential future provisions of health services and other businesses in the surrounding locality and identifies where business synergies are possible. (See MacroPlan Report at **Appendix D**)

The assessment has identified future market conditions for specific land and floorspace uses in the Precinct. In providing a review of successful health precincts the Report outlines that for the Precinct to be successful it must develop a competitive advantage in:

- *A broadly-based strategy that integrates a mix of uses*
- *Globally recognised tenants*
- *A deep 'industry structure' facilitating the growth of subject matter experts*
- *Anchor infrastructure*
- *Points of difference*

To encourage development and reflect the continual changing uses within a health precinct, the MacroPlan Report outlines that flexibility is key in planning for these precincts. Although health precincts are unique (in location, specialities, function) the MacroPlan Report outlines a range of principles which define successful health precincts nationally and internationally:

- *Brand recognition / pulling power through embracing size and scale; • High concentrations of specialisation / expertise.*
- *Industry connections and connectivity including active engagement of business and industry and presences of incidental locations to stop and have casual interactions; • Health, educational and research uses including partnerships.*
- *Porous / permeable boundaries which promote a clear focus on market and outcome domains over institutional domains.*
- *Housing diversity including designs for different types of people and their varying lifestyles.*
- *Urban fabric including density and diversity of building types and activated street frontages including ground floor retail.*
- *Mix of uses which provide services and lifestyle amenities that provide relief from work pressures and opportunities to engage and interact with the community;*
- *"3D" approach to use of land and space – more than one use per space but rather vertical spaces and focus on integration / collaboration; and*
- *Shared and creative "play spaces" / "innovation spaces".*

The Macro Plan Report investigated a range of potential uses in the Health Precinct and based on the market analysis determined that there was existing and/or future undersupply for a range of health and other associated uses. The floor space demand up to 2036 generated from each of the proposed uses in the Report are summarised in **Table 2**.

Table 2 Summary of uses and GFA demand in BHP Market Assessment

Source: Macro Plan 2019

Land Use	Lower Demand (2036)	Upper Demand (2036)	Timing Sequencing
Private Hospital	5,000	20,000	Anchor use
GP & Allied Health	9,000	10,000	Anchor use or Follow up
Retail	2,000	2,500	Follow up
Commercial	4,000	5,000	Early activator or Anchor use
Student Accommodation	5,500	6,500	Early activator or Anchor use
Seniors Housing (ILUs and RACs)	26,000	48,000	Early activator
Healthcare staff accommodation	8,000	12,000	Early activator
Short term accommodation	6,500	8,500	Anchor use or Follow up
Childcare centre	2,500	3,500	Early Activator
Total	68,500	116,000	

6.1.3 GTA Traffic Advice Constraints

GTA Consultants has been working with Council and Transport for NSW to develop a base model for traffic conditions surrounding three of Council's Transformation Projects including, Warrick Lane, Blacktown CBD and the Blacktown Health Precinct. The GTA Traffic Assessment is included as Appendix E

Using the base model, GTA Consultants has reviewed the necessary works for an anticipated yield of approximately 110,000m² of additional GFA within the Health Precinct, which translates into the need to accommodate approximately 785-885 traffic movements generated within the Precinct. To address the traffic impacts, the Planning Proposal has identified a number of intersections that may require upgrades including:

- Marcel Crescent/Grieffiths Street/Main Street intersection.
- Sunnyholt Road/Main Street (addressed in the CBD Planning Proposal)
- Hereward Highway/Main Street intersection.

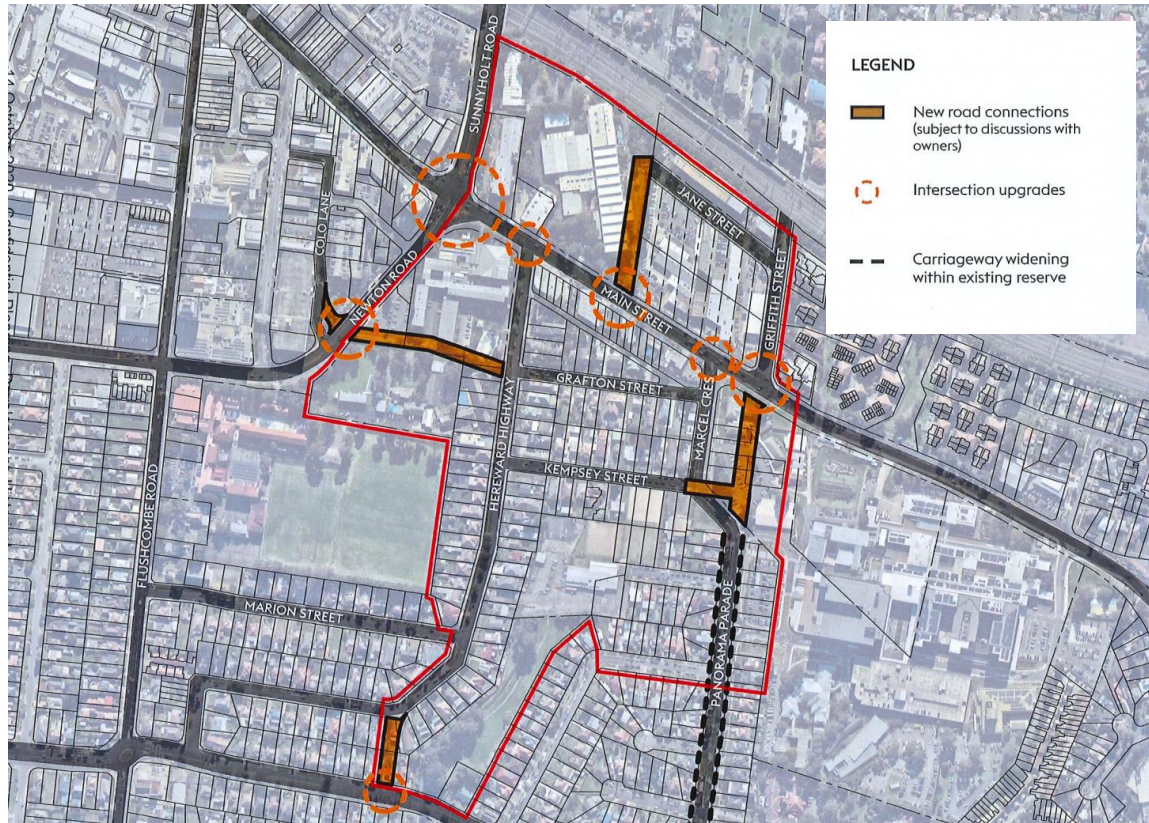
Furthermore, additional connections into and through the Precinct have been identified including:

- Connection between Newton Road and Grafton Street, including a new intersection
- Jane Street extension to Main Street, including new intersection.
- Grieffiths Street through to Panorama Parade and Kempsey Street including new intersections.

- Hereward Highway through to Bungarribee Road including new intersection.

The proposed roads and intersection upgrades are shown in **Figure 12**,

Figure 29 provides additional detail on the impacted lots that need to be acquired.



Source: Blacktown City Council

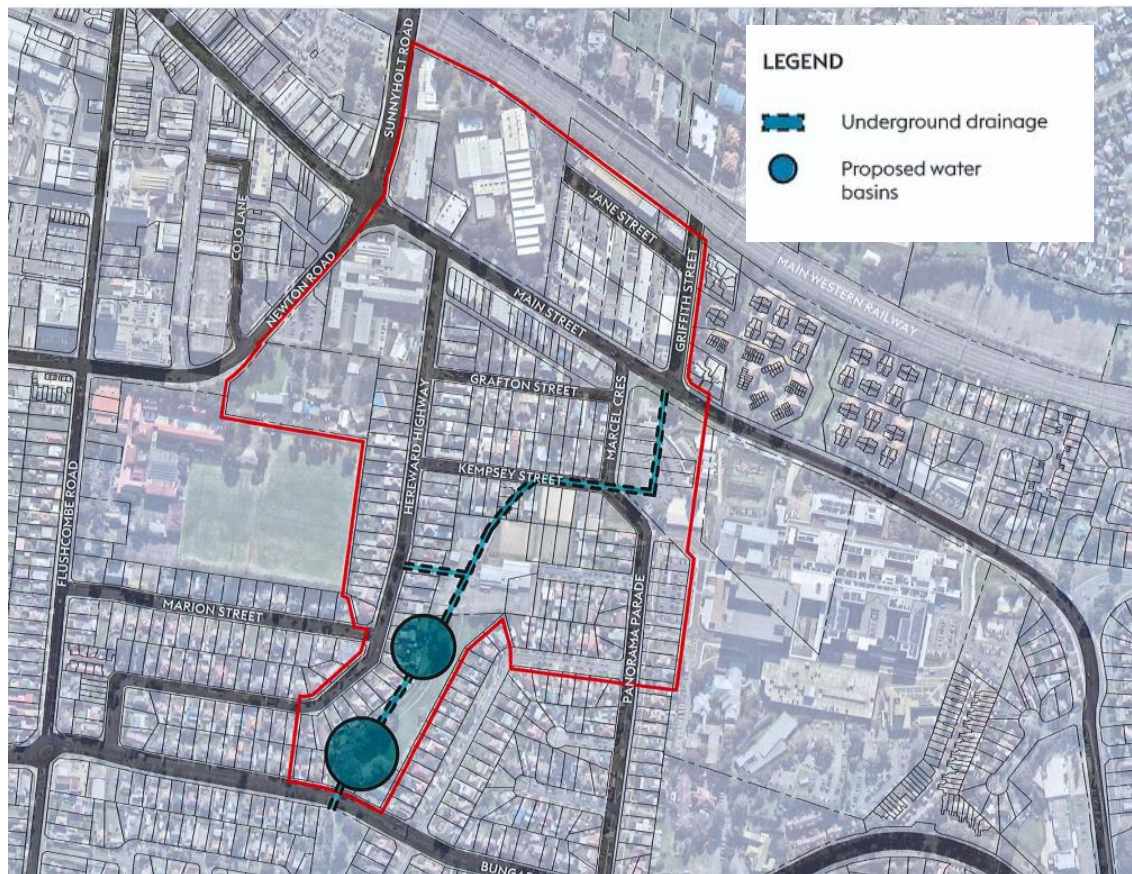
Figure 12 Traffic Solutions

6.1.4 Catchment Simulation Solutions advice

Council engaged Catchment Simulation Solutions to investigate flooding constraints by mapping the existing and future 1% AEP and Probable Maximum Flood (PMF) flood levels and to assist in devising solutions.

This work culminated in the development of a drainage strategy that ensures the northern portions of the Precinct and the existing Bowls Club site will largely be above the 1%AEP flood level. This includes the construction of basins in parts of the Captain Cook Memorial Park as well as additional upgrades to associated stormwater infrastructure. Council will confirm the timing / staging of works informed by a recent survey of Captain Cook Memorial Park.

The proposed works are located as described in **Figure 13**.



Source: Blacktown City Council

Figure 13 Flooding Solutions

Is the Planning Proposal the best way to achieve the objectives or intended outcomes?

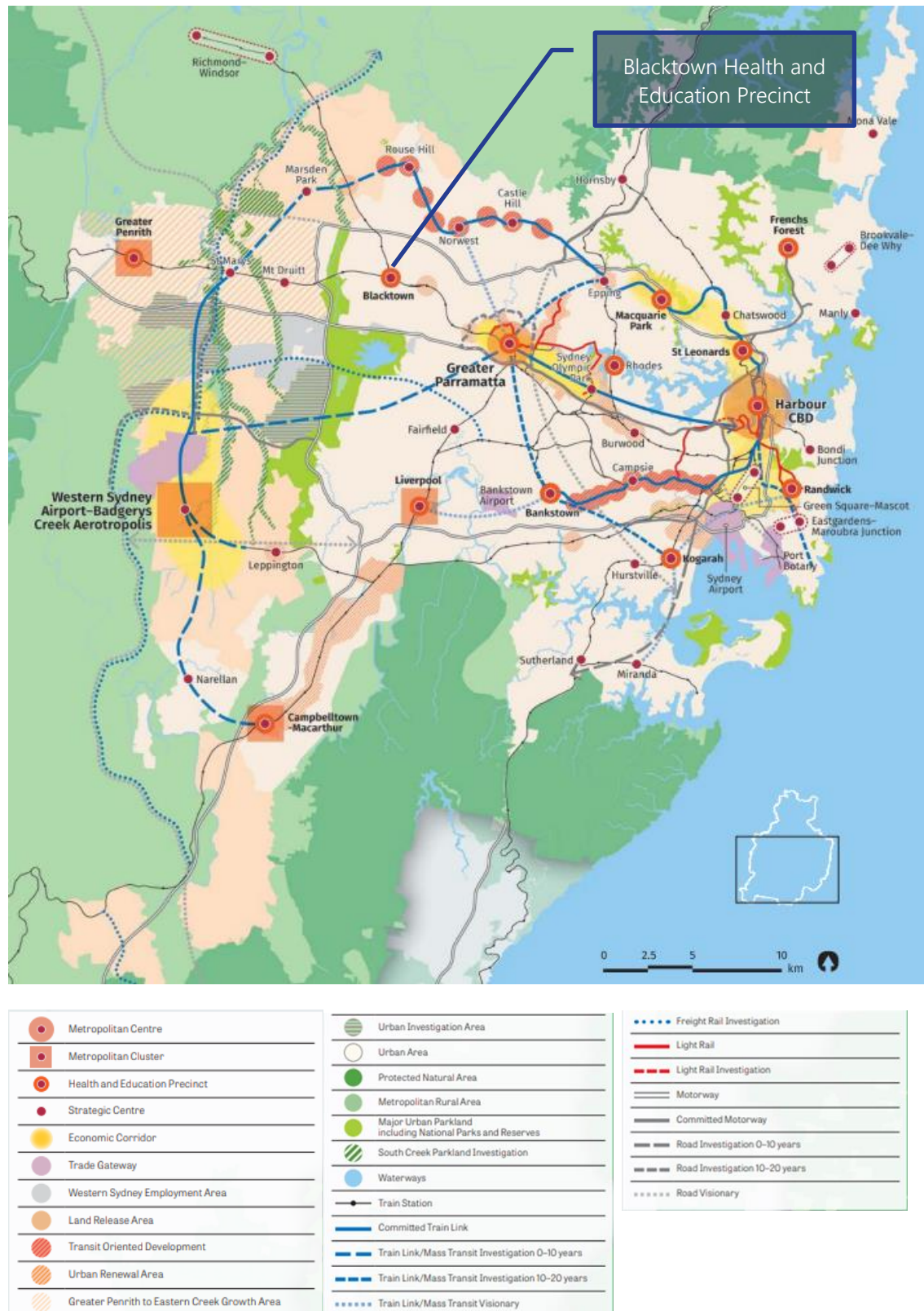
Yes. The Planning Proposal proposes to amend BLP 2015 in order to implement the revised land use zones, building height controls, land acquisition areas and incentive height areas as previously discussed. It is the only way to achieve the intended outcome.

6.2 Relationship to strategic planning framework.

Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy?

Greater Sydney Region Plan - Metropolis of Three Cities

The Blacktown Health and Education Precinct is identified as a in the Greater Sydney Regional Plan, as shown in **Figure 14**.



Source: Greater Sydney Commission

Figure 14 Structure Plan for the metropolis of three cities

The Health Precinct is located within the Central River City of the Regional Plan, of which Blacktown is identified as a 'Metropolitan Centre'. The Regional Plan identifies the overarching directions and objectives to guide growth in the Sydney region. These directions have then been used to provide more specific detail to guide growth and land use decisions in each of the Districts through the relevant District Plans. The overarching directions and objectives which the Regional Plan promotes are addressed as follows:

Infrastructure supporting new development and A collaborative city

The site is well located to achieve the objectives of the 30 minute city by virtue of approximately half of the Precinct being within 800m from Blacktown Station and bus interchange.

The proposed uses support the provision of an integrated precinct that provides health infrastructure to the community. The incentives to encourage suitable uses have been informed by forecast growth, demographics and need in the context of existing and future surrounding health facilities. The proposal therefore supports the development of health related infrastructure to align with forecast growth.

The Planning Proposal supports with the significant investment by the NSW Government into the Blacktown Hospital.

A city for people, Housing the city and A city of great places

The site directly adjoins the Blacktown CBD and the existing Blacktown Hospital. Uses that complement the ongoing expansion of both health and CBD related uses will be able to establish in the locality. The entire Precinct will be within 800m of the Blacktown CBD (and associated public transport) and the Blacktown Hospital, increasing the walkability to and within the Blacktown Metropolitan Centre.

The Proposal encourages additional health related uses to be established in the locality. The O'Connell and Macro Plan Reports both establish that there is an existing future demand for private health facilities in the locality. The Planning Proposal thereby includes health infrastructure that will meet the communities changing needs over the next 20 years.

Increasing the amenity of the locality surrounding the hospital is a priority, which will ultimately be reflected in the more detailed controls provided in any site specific development control plan. The Proposal includes an increase in public open space by expanding the area identified for the Captain Cook Memorial Park and road connections to make access into and out of the Precinct more efficient.

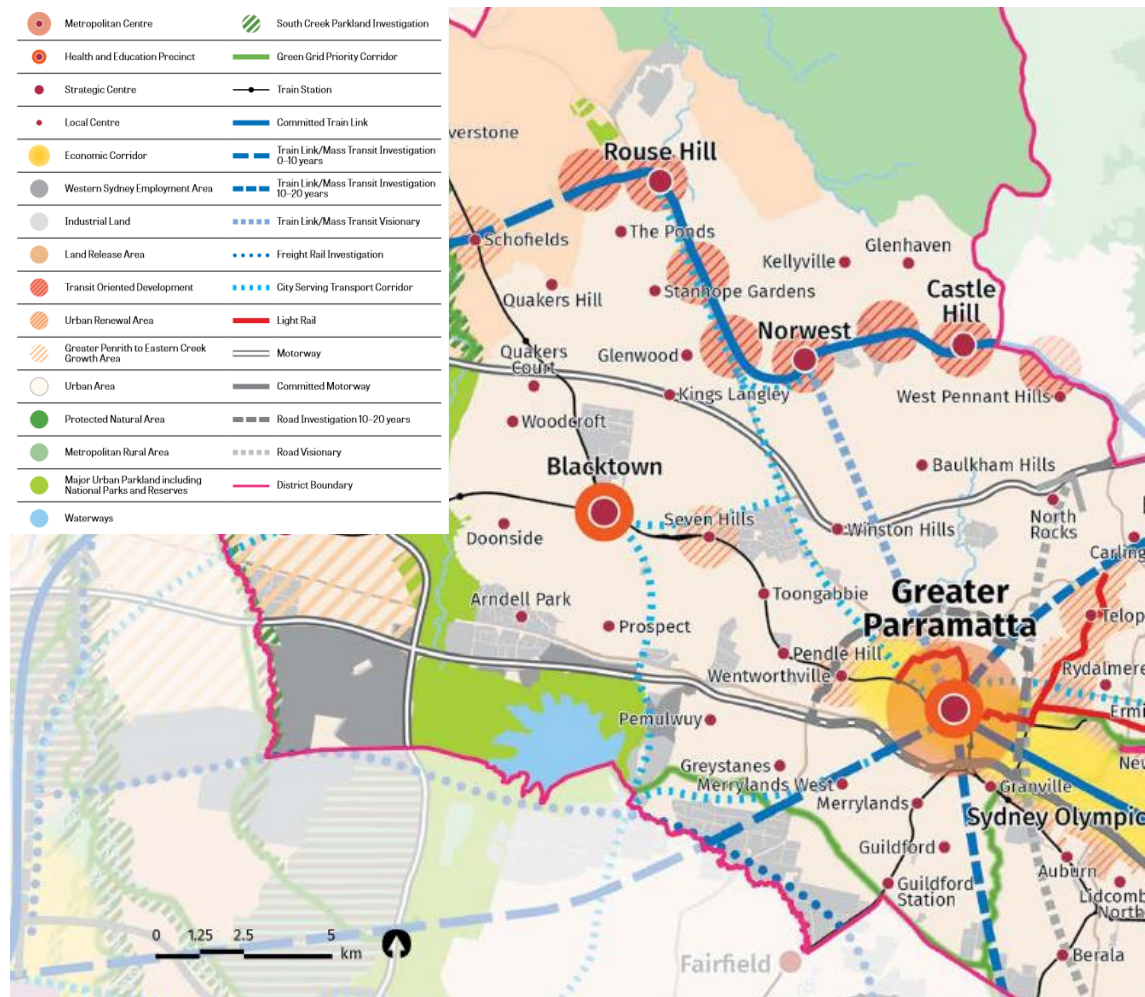
A well connected city

The site and its proposed future development will support the well-connected city objective by proposing expanded health services adjacent to public transport infrastructure in an area of growing population.

Central City District Plan, Greater Sydney Commission

The Central City District Plan by Greater Sydney Commission updated March 2018 applies to Blacktown Local Government Area along with Cumberland, Parramatta and The Hills.

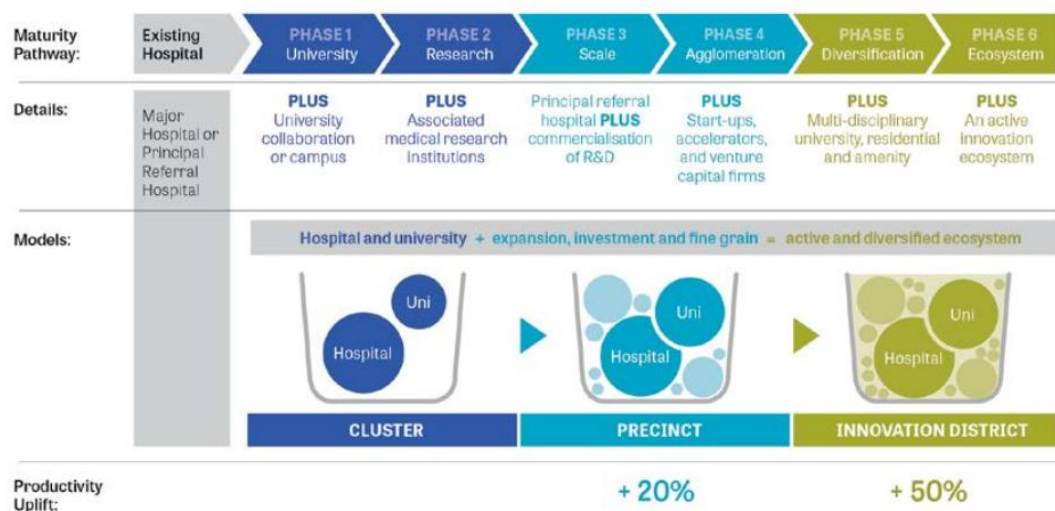
Blacktown CBD is identified as a Health and Education Precinct in **Figure 15**.



Source: Greater Sydney Commission (2018)

Figure 15 Extract of Structure Plan for the Central City District

The District Plan outlines the maturity pathway for health and education precincts, identifying Blacktown at the initial cluster stage (see **Figure 16**), whilst other precincts such as Westmead are more mature, being identified as a possible Innovation Precinct. As outlined in the MacroPlan Report the provision of a range of complementary land uses will facilitate the development of the Precinct consistent with the growth framework for Health and Education Precincts within the District Plan.



Source: Central City District Plan

Figure 16 Maturity pathway for health and education precincts

The Health Precinct has the capability to provide opportunities for specialist medical services that support practitioners, students and patients and is consistent with the Planning Priorities of the District Plan as follows:

Planning for a city supported by infrastructure (Planning Priority C1)

This priority focusses planning on infrastructure investments to connect the three cities concept and particularly the opportunities presented by this infrastructure for increasing housing density and tying growth with upgrading of other community infrastructure through appropriate funding mechanisms.

The Planning Proposal is consistent with these principles as it seeks to enhance the potential of the Blacktown Strategic Centre, infrastructure and site linkages as part of a Transformational Project.

Providing services and social infrastructure to meet people's changing needs (Planning Priority C3)

As discussed in the section on Local Strategy, the BHP has been highlighted as a Transformational Project in the Blacktown LGA to support increased demand from Blacktown's growing population. The land use planning framework can only be realised via the proposed land use zonings, heights and acquisitions to foster initial development in the existing Health Precinct.

Fostering healthy, creative, culturally rich and socially connected communities (Planning Priority C4)

The Planning Proposal inherently supports the ongoing development of health related uses, to meet the surrounding locality, in an area where it is established that they are needed (as outlined in the MacroPlan and O'Connell Reports). Part of the Proposal

includes increasing the open space and amenity offering in the precinct, making it better place to work and visit. Furthermore, the proposal reflects the Action 10, which requires the co-location of schools, health, aged care, sporting and cultural facilities. The identification of the Precinct adjoining the existing Blacktown Hospital protects land for the future delivery of health related uses to collocate with those services provided in the Blacktown Hospital.

Providing housing supply, choice and affordability, with access to jobs, services and public transport (Planning Priority C5)

Part of this priority includes the provision of more housing in the right locations. The Planning Proposal has considered the need to locate suitable housing and accommodation in close proximity to the Precinct for workers, students and seniors.

Growing investment, business opportunities and jobs in strategic centres (Planning Priority C10)

The Planning Proposal encourages future health infrastructure and associated jobs to be located within walking distance of the Blacktown CBD and associated public transport. The establishment of health related land uses have already established in the Precinct due to its accessibility to the Blacktown Hospital and the Blacktown CBD. The Planning Proposal reflects this existing organic concentration of land uses and encourages it to occur on a greater scale to reflect the growing need of future residents.

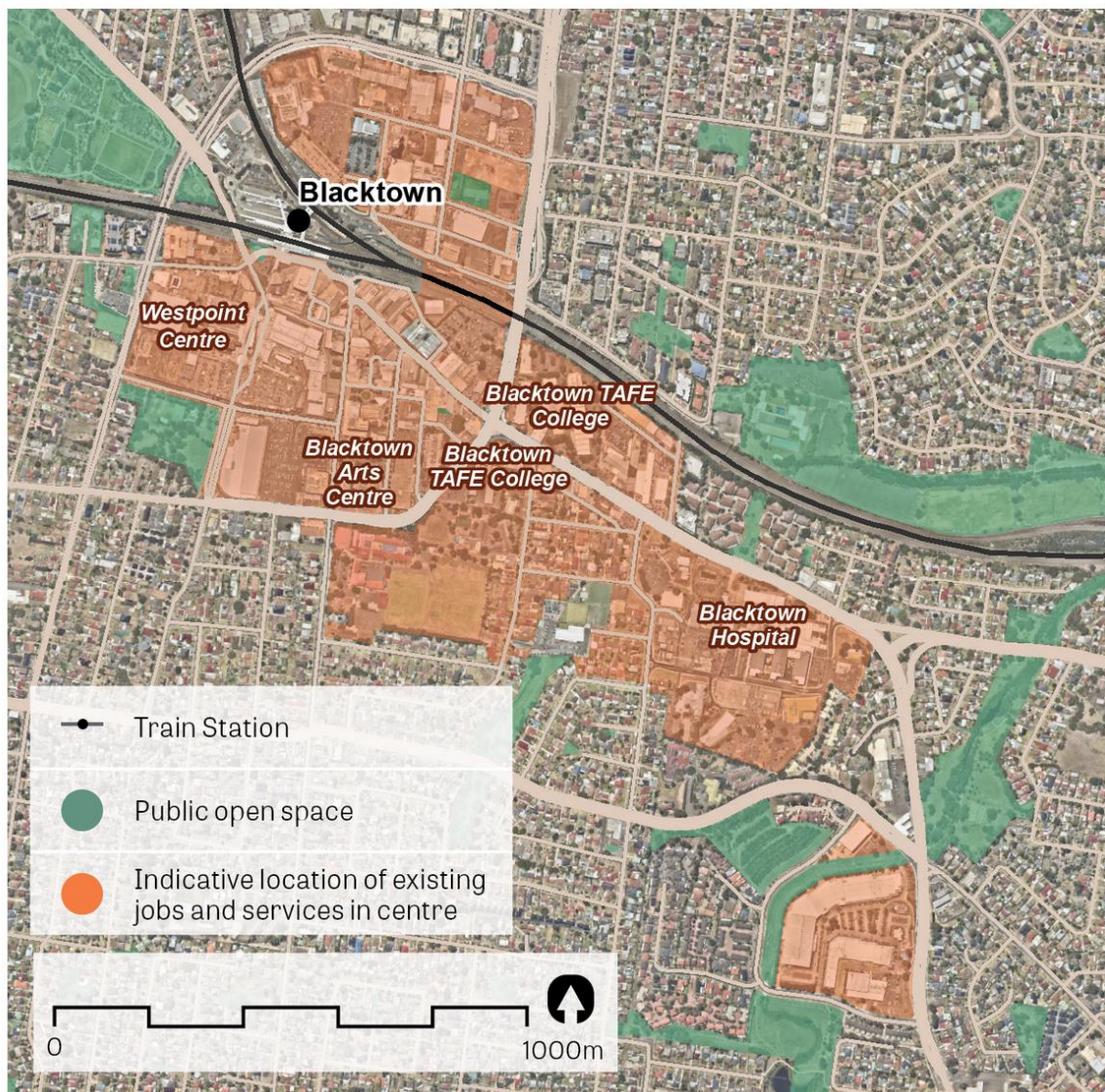
The Planning Proposal also aligns with the District Plan's "indicative location of existing jobs and services" (see **Figure 17**) and will ultimately significantly contribute to Blacktown City Council's job target of 19,500 jobs by 2036.

In accordance with Action 40 in the District Plan, the Planning Proposal is the realisation of the following:

Strengthen Blacktown through approaches that manage land around the hospital so as not to preclude future expansion of the hospital and/or co-location of a tertiary education facility.

Delivery ancillary uses which add value to the health and education facilities, including residential, aged care facilities, visitor accommodation, health and medical research activity, non-critical patient care and commercial uses which will be complementary to and help revitalise the health precinct.

Blacktown	Jobs
2016 estimate	13,200
2036 baseline target	17,000
2036 higher target	19,500



Source: GSC, 2018

Figure 17 Indicative location of existing job infrastructure



Is the planning proposal consistent with a council's local strategy or other local strategic plan?

Our Blacktown 2036

The Our Blacktown 2036 is Council's community strategic plan to facilitate and manage future growth and development within the City of Blacktown to 2036. The document identifies that by 2036, Blacktown LGA is predicted to grow to approximately 500,000 people and 180,000 dwellings.

Key strategies and actions under the Strategy include:

- Strategic Direction 3: A smart and prosperous economy.
- Strategic Direction 4: A Growing City Supported by Accessible Infrastructure.

This Planning Proposal will facilitate implementation of the above strategies by enabling economic opportunities and partnerships which will facilitate sustainable growth of the local and regional economy and attract investment to Blacktown. It will also foster local business and employment while ensuring the Precinct is well planned and liveable comprising employment, housing, transport and infrastructure that meet the diverse needs of the growing community.

Our Blacktown 2036 also identifies the communities' priorities and aspirations and how they will be delivered. Our Blacktown 2036 identifies several Transformational Projects that advance the vision for Blacktown. One of these Transformational Projects is the Blacktown City Centre Health Precinct. The ultimate goal of the Health Precinct in Blacktown 2036 is to collaborate with Government and private health sector to co-located a private hospital and allied medical centres.

Blacktown Local Strategic Planning Statement

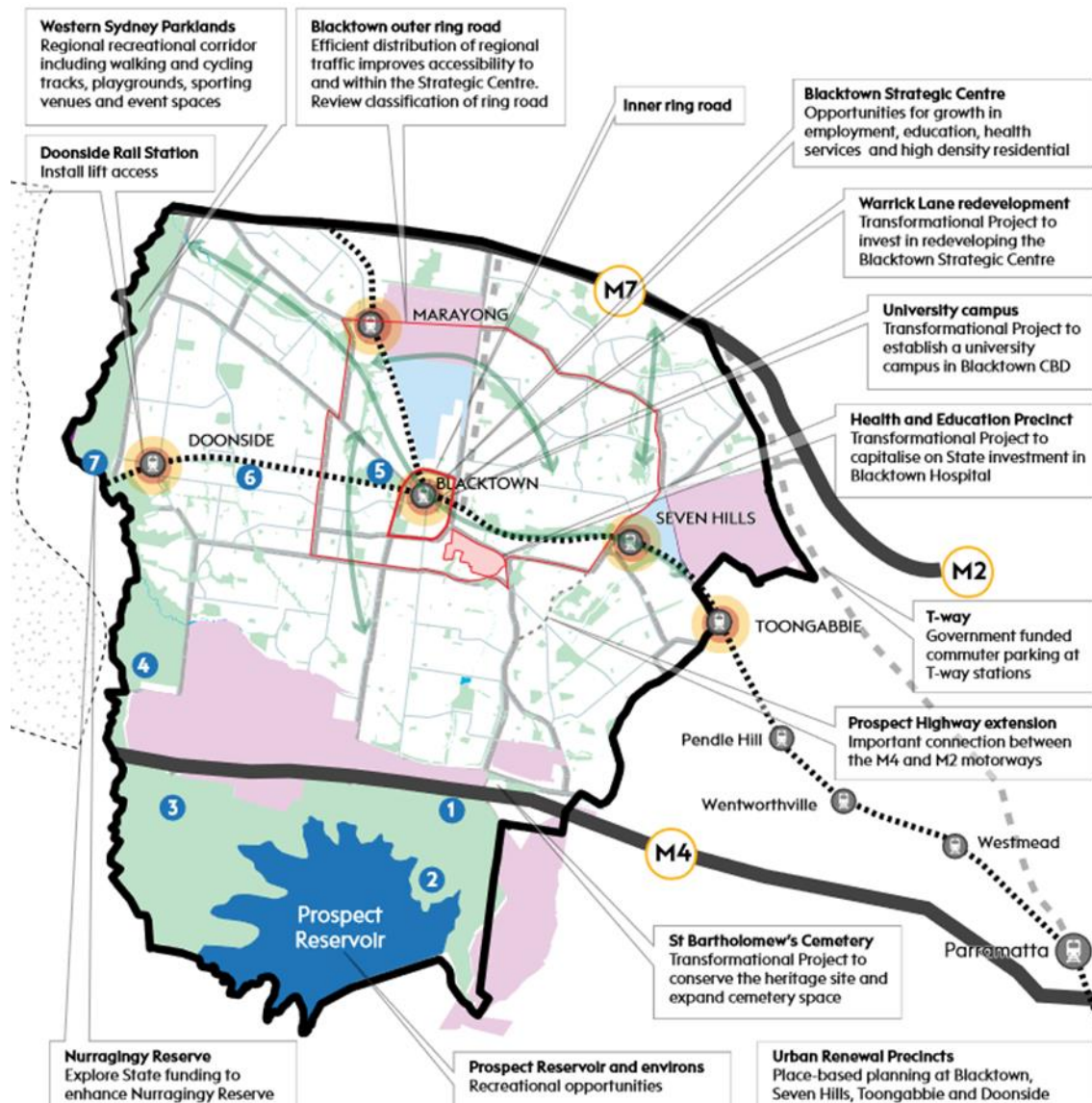
Council's Local Strategic Planning Statement 2020 (**LSPS**) sets out a 20 year vision for the future Blacktown LGA as it grows. The LSPS identifies the local planning priority of promoting health, medical research, innovation and education in the Blacktown Strategic Centre as part of the Health Precinct Transformational Project.

Council's Housing Strategy (the Strategy) was prepared to support the LSPS. The housing strategy links the vision or housing with the objectives and targets within the relevant Strategic Planning Framework. The Housing Strategy was endorsed in September 2020 alongside the LSPS.

The proposed amendments to the land use zone controls and development standards for land north of Main Street is also built on the findings from the Blacktown CBD Planning Proposal, which ultimately reduced the quantity of B3 Commercial Core zoned land resulting from detailed investigations into the forecast demand for commercial activity in the Blacktown CBD.

Ultimately, the Planning Proposal reflects Council's intention for delivery of the Health Precinct Transformational Project as demonstrated in the following sections.

The LSPS provides the vision of Blacktown City; "City of Excellence - diverse, dynamic, progressive". The BHP is located within the Blacktown Precinct within the LSPS. Precincts are established under the LSPS. The proposed BHP is consistent with the locality statement for the Blacktown Precinct and the greater LGA structure plan within the LSPS, which identifies Blacktown Strategic Centre as needing to "transform to create a diversity of jobs and housing opportunities", as well as identifying the Health and Education Precinct as a "Transformational Project to capitalise on State investment in Blacktown Hospital (see **Figure 18**).



Source: Blacktown City Council

Figure 18 Extract from Council's LSPS showing the LGA Structure Plan

The LSPS provides a range of Priorities, which are further detailed in corresponding Strategic Directions provided under Blacktown 2036. The Planning Proposal is consistent with the relevant Local Planning Priorities and associated Strategic Directions as follows.

Providing services and social infrastructure to meet people's changing needs (Local Planning Priority 3)

The Health Precinct benefits from existing transport infrastructure, making it accessible to the greater LGA. The Precinct is also the reflection of collaborating health infrastructure – by identifying, protecting, and encouraging health and other complementary uses adjoining the existing Blacktown Hospital. The Planning Proposal reflects the LSPS' action to "prioritise infrastructure planning and investment in the right place, at the right time... to align with forecast growth".



Delivering integrated land use and transport planning and a 30-minute city (Local Planning Priority 7)

The Health Precinct is located within the Blacktown Strategic Centre, which is serviced by existing transport infrastructure. The proposal represents the increase in jobs that are in the vicinity of existing mass transit public transport, consistent with the LSPS.

Growing mixed use, investment, business, and job opportunities in Strategic Centres (Local Planning Priority 8)

The LSPS identifies an area of 2kms around the Blacktown Train Station as the Strategic Centre. The Health Precinct is consistent with the productivity planning focus for the centre that includes:

- Reinforcing and capitalising on health and education activities in the health and education precinct.
- Managing land around Blacktown Hospital so that future expansion and /or co-location with tertiary education facilities remains possible.
- Allowing for ancillary uses that add value to the health and education facilities, including residential aged care facilities, visitor accommodation, health and medical research facilities, non-critical patient care and complementary commercial uses.

Furthermore, in accordance with the LSPS, the Planning Proposal:

- encourages a high standard of architectural excellence by implementing a height bonus for certain sites where an architectural design competition is undertaken.
- Has involved collaborating, partnering and engaging to implement the LSPS (Local Planning Priority 2) via involving major stakeholders in planning the transformation of the Precinct
- Supports providing housing supply, choice and affordability with access to jobs, services and public transport (Local Planning Priority 5) via rezoning part of the precinct to B4 mixed use
- Supports creating and renewing great places and centres (Local Planning Priority 6) including via the master planning and design work which has informed the Planning Proposal.
- Supports growing targeted industry sectors consistent (Local Planning Priority 10) consistent with action 34 which is to “collaborate with the NSW Government and the private sector to promote health, medical research and innovation, and education opportunities in the Blacktown and Mount Druitt Strategic Centres and implement the Health Precinct Transformational Project”



Housing Strategy

Council's Housing Strategy (the **Housing Strategy**) was prepared to support the LSPS. The Housing Strategy links the vision of housing with the objectives and targets within the relevant Strategic Planning Framework. The Housing Strategy was endorsed in September 2020 alongside the LSPS.

The Housing Strategy establishes the strategic framework for residential growth within the Blacktown LGA to 2040. The Strategy identifies the need to accommodate population growth of 612,000 people by 2041.

The Housing Strategy sets arrange of principles for planning across the key areas in the LGA. The strategies for the Blacktown Strategic Centre include:

- a high density mixed use CBD and surrounding precincts of medium and high density housing
- managing the commercial core to achieve job targets for the District and reinforce the ring road network
- improving the public domain and residential amenity
- improving wayfinding and pedestrian connections, particularly across the rail line
- reinforcing and capitalising on health and education activities in the health and education precinct
- managing land around Blacktown Hospital so that future expansion and/or co-location with tertiary education facilities remains possible
- allowing for complimentary uses that add value to health and education facilities, including residential; aged care facilities; visitor accommodation; health and medical research activities; non-critical patient care; and complimentary commercial uses
- promoting advanced manufacturing, research, and innovation in the business park

This Planning Proposal represents the realisation of the abovementioned principles, which are implemented through proposed revised residential zoning and development standards under the Blacktown LEP 2015. The Planning Proposal does not restrict the provision of housing in the Blacktown LGA – the area north of Main Street which is proposed to be rezoned B4 Mixed Use will encourage additional housing in the form of shop top housing to be established close to the Blacktown CBD and the Blacktown Station.

Blacktown CBD Planning Proposal (Amendment No. 26 to the Blacktown LEP 2015)

The Blacktown CBD Planning Proposal represents the second stage of the Blacktown and Mt Druitt CBD Planning Proposal. Stage 1 of this planning proposal affected land in the Mt Druitt CBD and was gazetted under Amendment No. 10 to the Blacktown LEP 2015. The subsequent Blacktown CBD Planning Proposal sought to rezone land in the Blacktown CBD to B4 Mixed Use and B3 Commercial Core, increase building heights, remove FSR controls and introduce incentive building heights for key and gateway sites in the CBD that achieved design excellence through architectural design competitions. The proposed amendments were gazetted in September 2020.

The Blacktown CBD Planning Proposal ultimately reduced the quantum of B3 Commercial Core zoned land in the Blacktown CBD. Economic Studies that were prepared to support the Planning Proposal undertaken by Jones Lang LaSalle found that there was significant oversupply of B3 Commercial Core zoned land in Blacktown CBD when compared to the existing and future demand for investment grade office development.

The scope of the Planning Proposal only included land within the CBD “ring road”, which includes Sunnyholt Road, Third Avenue, Balmoral Street and Newton Road, and therefore did not address the B3 Commercial Core land located on the opposite side of Sunnyholt Road along Main Street in the existing Health Precinct.

This Planning Proposal is consistent with the findings of the Blacktown CBD Planning Proposal, in that it rezones land zoned B3 Commercial Core on the fringe of the Blacktown CBD to B4 Mixed Use. To maintain consistency, across the land north of Main Street, the Planning Proposal also rezones the TAFE land to B4 Mixed Use. The use of the site as an educational facility remains permissible, however it provides additional development opportunity and flexibility for the TAFE should course delivery change and additional development/uses be sought on the land.

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

The following table identifies the existing and deemed SEPP's which are specifically relevant to the planning proposal or development that may be permitted after the LEP amendment.

Table 3 Applicable state environmental planning policies

SEPP	Comment
State Environmental Planning Policy No 50 – Remediation of Land	This Planning Proposal is not expected to be inconsistent with SEPP 55. Council will commission a Phase 1 Contamination Assessment prior to exhibition to ensure that SEPP 55 is satisfactorily addressed and Council can demonstrate that the land is suitable or can be made suitable for the intended purposes. applications.
State Environmental Planning Policy No 19 – Urban Bushland	The Precinct located at the existing town centre. The land has been developed previously and the presence of urban bushland is minimal. The potential application of this SEPP will be considered and addressed at DA stage
State Environmental Planning Policy No 64— Advertising and Signage	The proposed planning controls would not prevent the application of SEPP 64 for future signage.
State Environmental Planning Policy No 65—Design Quality of Residential Flat Development	SEPP 65 will apply to any development that includes shop to housing located on the land zoned B4 Mixed Use.

SEPP	Comment
State Environmental Planning Policy No 70— Affordable Housing (Revised Schemes)	SEPP 70 applies to all land within the State and establishes the need for affordable housing. The SEPP gives power to a consent authority to issue a conditions of consent requiring an affordable housing contribution in accordance with S. 7.32 of the EP&A Act. However, Blacktown LEP 2015 does not authorise such a condition as is required under S. 7.32(3)(b). This Planning Proposal does not change future developments application of SEPP 70.
State Environmental Planning Policy (Affordable Rental Housing) 2009	The SEPP incentivises affordable housing by providing additional FSR to development in certain circumstances. The SEPP would only apply to land zoned B4 Mixed Use – however on account no FSR controls are proposed, there is no incentive to utilising the provisions under the SEPP. Boarding houses will also remain permissible within the B4 Mixed Use Zone.
State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004	The Planning Proposal would not prevent the operation of this SEPP.
State Environmental Planning Policy (Exempt and Complying Development Codes) 2008	This Planning Proposal is consistent with the Codes SEPP and would not impede its application as part of future development.
State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004	The proposed planning controls would not prevent the application of this SEPP to provide for seniors housing or other development types enabled under the SEPP.
State Environmental Planning Policy (Infrastructure) 2007	The proposed planning controls would not impede the ability to facilitate development for health service facilities under the ISEPP.
State Environmental Planning Policy (Educational Establishments and Child Care Facilities) 2017	The Planning Proposal does not include any provisions which impede operation of this SEPP over the subject land.
State Environmental Planning Policy (State and Regional Development) 2011	The proposed planning controls would not prevent the operation of the SRD SEPP as part of future applications that may satisfy a trigger for State Significant Development or State Significant Infrastructure or Regionally Significant development.

Is the planning proposal consistent with applicable Ministerial Directions (s.9.1 directions)?

The following table identifies only those Section 9.1 (previously Section 117) Directions relevant to the planning proposal. As the Planning Proposal will be by amendment of a 'Standard Instrument' LEP, there are a number of Directions which are already embodied in the LEP and hence are not addressed in the table below.

Table 4 Applicable Ministerial Directions

Section 9.1 Direction	Comment
1. Employment and Resources	
<p>1.1 Business and Industrial Zones</p> <p>This direction applies when a relevant planning authority prepares a planning proposal that will affect land within an existing or proposed business or industrial zone (including the alteration of any existing business or industrial zone boundary).</p>	<p>The Planning Proposal seeks to replace B3 Commercial Core zone on the corner of Sunnyholt Road, Main Street, Griffith Street and Jane Street to B4 Mixed Use. The B4 Mixed Use zone would also be extended to cover the SP2 land to the north of Main Street.</p> <p>The Planning Proposal is consistent with Amendment No. 26 to the Blacktown LEP 2015, which found that there was over supply of B3 Commercial Core land in the adjoining Blacktown CBD. The proposal represents an administrative change to align with the findings of that work with the land use zones proposed in the Planning Proposal and will, when gazetted The Planning Proposal is consistent with the objectives of the direction.</p>
2. Environment and Heritage	
<p>2.1 Environment Protection Zones</p> <p>The objective of this direction is to protect and conserve environmentally sensitive areas.</p>	<p>The land subject of the Planning Proposal is existing urban land and not identified as containing any areas of environmental sensitivity, with the exception of the locally heritage listed Russian Orthodox Church. Future development will need to consider potential impacts on the heritage values of the Church. The proposal actually increases the area of parkland. The proposal is consistent with this direction.</p>
<p>2.3 Heritage Conservation</p> <p>This direction applies when a relevant planning authority prepares a planning proposal.</p> <p>The objective of this direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance.</p>	<p>The Planning Proposal does not propose changes to the LEP clause or Maps relating to Heritage.</p> <p>The Planning Proposal is consistent with this Direction.</p>
<p>2.6 Remediation of Contaminated Land</p> <p>This direction applies when a relevant planning authority prepares a planning proposal.</p> <p>The objective of this direction is to reduce the risk of harm to human health and the environment by ensuring that contamination and remediation are considered by planning proposal authorities.</p>	<p>The proposal largely maintains the existing zoning across the sites and facilitates the growth of health and education facilities..</p> <p>The new B4 Mixed Use Zone will apply to land north of Main Street. While no contaminating uses have been known to be carried out on that land, the application of SEPP 55 will apply to any future development application.</p> <p>Council has also commissioned a Phase 1 Contamination Assessment which will be completed prior to public exhibition of the Planning Proposal.</p>

Section 9.1 Direction	Comment
3. Housing, Infrastructure and Urban Development	
<p>3.1 – Residential Zones</p> <p>This direction applies when a relevant planning authority prepares a planning proposal that will affect land within an existing or proposed residential zone or any other zone where significant residential development is permitted or proposed to be permitted.</p>	<p>The Planning Proposal would rezone 15 existing R2 Low Density Residential Land on Hereward Highway to RE2 Public Recreation.</p> <p>The Planning Proposal also proposes to rezone part of the Precinct to B4, and overall is consistent with the Ministerial Direction.</p>
<p>3.3 Integrating Land Use and Transport</p> <p>This direction applies when a relevant planning authority prepares a planning proposal that will create, alter or remove a zone or a provision relating to urban land, including land zoned for residential, business, industrial, village or tourist purposes.</p>	<p>The Planning Proposal would support placing additional health, education and employment uses near public transport.</p> <p>The Planning Proposal is consistent with this Direction.</p> <p>Refer to the GTA Transport Assessment provided at Appendix E. In addition, Council has commenced discussion with Transport for NSW during the preparation of this Planning Proposal and will continue to consult with Transport for NSW to ensure that Direction 3.4 is satisfied. Further details will be provided in the Planning Proposal following receipt of the Gateway Determination.</p>
4. Hazards and Risk	
<p>4.3 Flood Prone Land</p> <p>This direction applies to flood prone land in an LGA.</p>	<p>The Planning Proposal rezones flood affected land that is currently zoned for recreation purposes (Blacktown Bowling Club). In accordance with the Direction, additional infrastructure is proposed to mitigate the flood effects on this land, including additional basins and underground services. The cost of these works and acquisitions have been considered and will be included as an input to the development of a Contributions Plan.</p>
4.4.. Bushfire Protection	<p>The Planning Proposal does not apply to land which is Bushfire Prone.</p>
5. Regional Planning	
<p>5.10 Implementation of Regional Plans</p> <p>This direction applies when a relevant planning authority prepares a planning proposal.</p>	<p>In accordance with section 5.2 of this Report the Planning Proposal is consistent with the Greater Sydney Regional Plan.</p>
6. Local Plan Making	
6.1 Approval and Referral Requirements	<p>No new unnecessary referral or concurrence conditions are proposed as part of the Planning Proposal.</p>
6.2 Reserving Land for Public Purposes	<p>The Planning Proposal would reserve additional land for public purposes, including additional public recreation land and land for new local road connections.</p>

Section 9.1 Direction	Comment
6.3 Site Specific Provisions The direction discourage unnecessarily restricted site specific planning controls.	Rather than restricting certain development from taking place, the site specific controls incentivise certain development to occur. The controls will not affect the continued use of the land for purposes that it is already zoned.
7. Metropolitan Planning	
Implementation of Greater Sydney Region Plan: A metropolis of three cities	The Planning Proposal is consistent with this Direction.

6.3 Environmental, social and economic impact

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

There is no critical habitat or threatened species, populations or ecological communities, or their habitats on the site of the Planning Proposal.

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 other environmental effects applicable to the land that have not already been canvassed in this Planning Proposal.

How has the planning proposal adequately addressed any social and economic effects?

The proposal will have a positive social and economic effect. Studies undertaken by O'Connell Advisory and Macro Plan have established the need for a Private Hospital and other associated land uses to service the surrounding locality. The co-location of services with the existing Blacktown Hospital (especially after a significant \$700M investment by the State Government) fosters the establishment of a cohesive health and education precinct. To incentivise this scale of redevelopment in an area of fragmented land, additional height controls have been established.

The planning proposal facilitates the ongoing organic growth of the area for health service facilities, but also incentivises significant growth into a health and education precinct. This will encourage jobs and meet the needs of a growing community as demonstrated throughout this Planning Proposal report.

6.4 State and Commonwealth interests

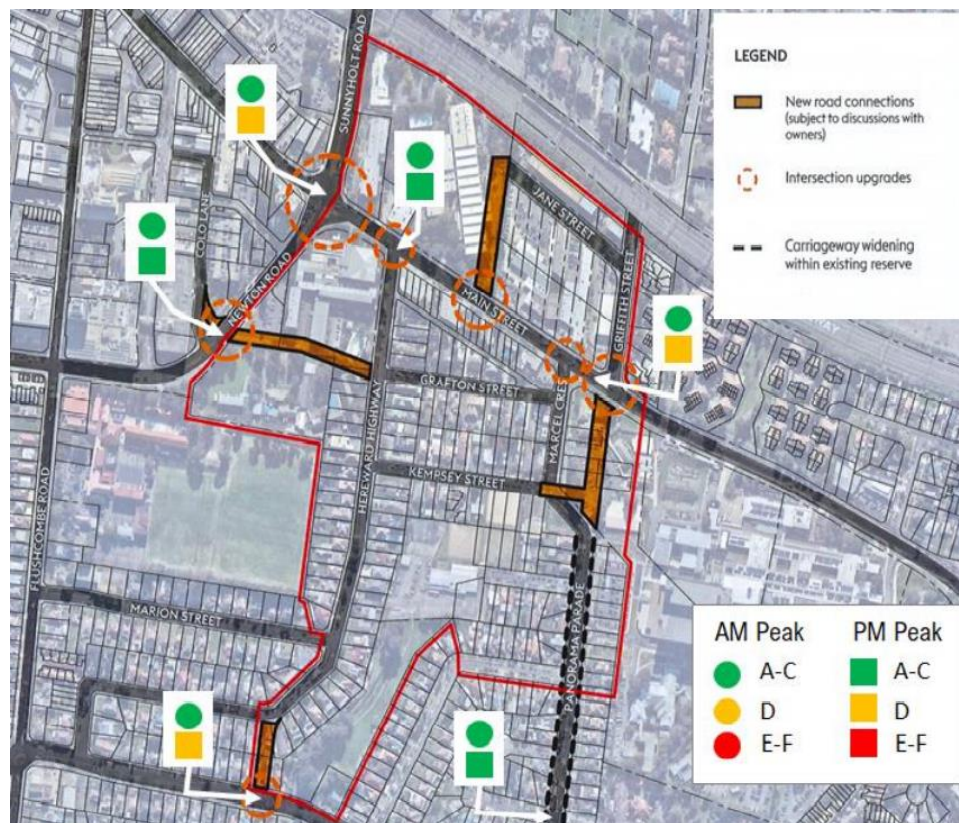
Is there adequate public infrastructure for the planning proposal?

There is the full range of urban services already available to the land including water, sewer, electricity, communications and gas as well as a range of transport and community infrastructure. The proposal will require updates to the surrounding road and stormwater network.

The GTA Traffic Assessment in **Appendix E** has reviewed the existing and forecast traffic conditions surrounding the precinct. As a result of the future development of the Precinct, intersection concept

designs were provided to accommodate anticipated peak traffic volumes. Upgraded intersections at Sunnyholt Road/Main Street (as part of the CBD Planning Proposal), Newton Road/Grafton Street extension and Griffiths Street/Main Street were identified. Whilst new road connections between Jane and Main Street; Panorama Parade (extension) and Main Street as well as Bungarabee Road and Hereward Highway are required to ensure suitable access.

The location of new connections and intersection upgrades (including their resultant level of service) as outlined in the GTA Traffic Assessment are shown in **Figure 19**.



Source: GTA Consultants

Figure 19 Summary of proposed roads and intersections including level of service

In addition to traffic upgrades, the proposal will require upgrades to the existing stormwater infrastructure. As outlined in **Section 6.1.4**, Catchment Simulation Solutions has outlined existing extent of localised flooding in the Precinct at a 1% AEP event. As outlined in **Section 3.5**, Council have identified the need for upgrades to stormwater and flooding infrastructure, which will require additional basins to be established within the Captain Cook Memorial Park. Ongoing investigations will determine the extent of additional stormwater upgrades required.

Although detailed design of the intersections and upgrades of stormwater infrastructure are ongoing, this planning proposal acknowledges that additional land is required to be acquired for public stormwater and roads infrastructure to support the Precinct.



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

No views from State or Commonwealth public authorities have been sought given the Planning Proposal.

Council would expect the Planning Proposal be referred to the following agencies as part of any future statutory exhibition:

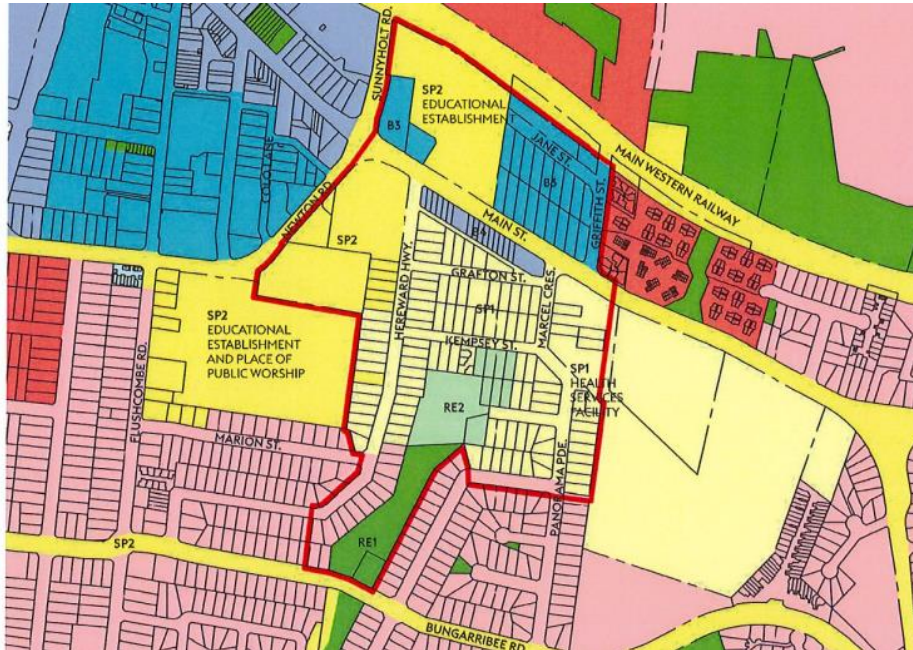
- Transport for NSW
- NSW Health
- NSW Department of Education / TAFE NSW
- Sydney Water
- Endeavour Energy

Consultation with other relevant State and Commonwealth public authorities will be undertaken as directed by the Gateway Determination.

7 PART 4 MAPPING

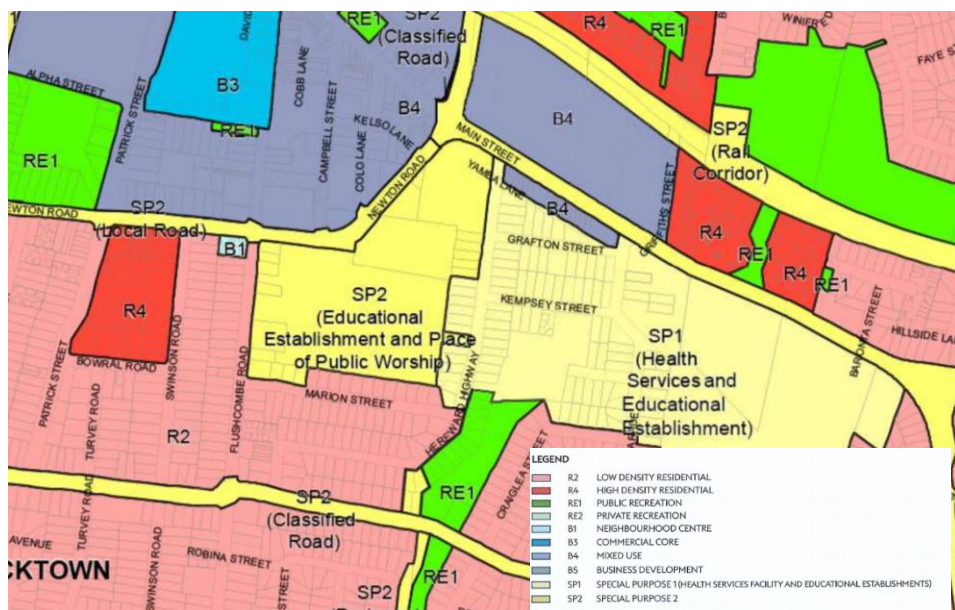
The previous sections outline and justify the proposed changes to several of the maps referenced in Blacktown LEP 2015. The proposed mapping updates are provided below.

7.1 Amendment of Land Use Zoning Map



Source: Blacktown City Council

Figure 20 Existing Land Zoning Map Extract (Sheet LZN_014)



Source: Blacktown City Council

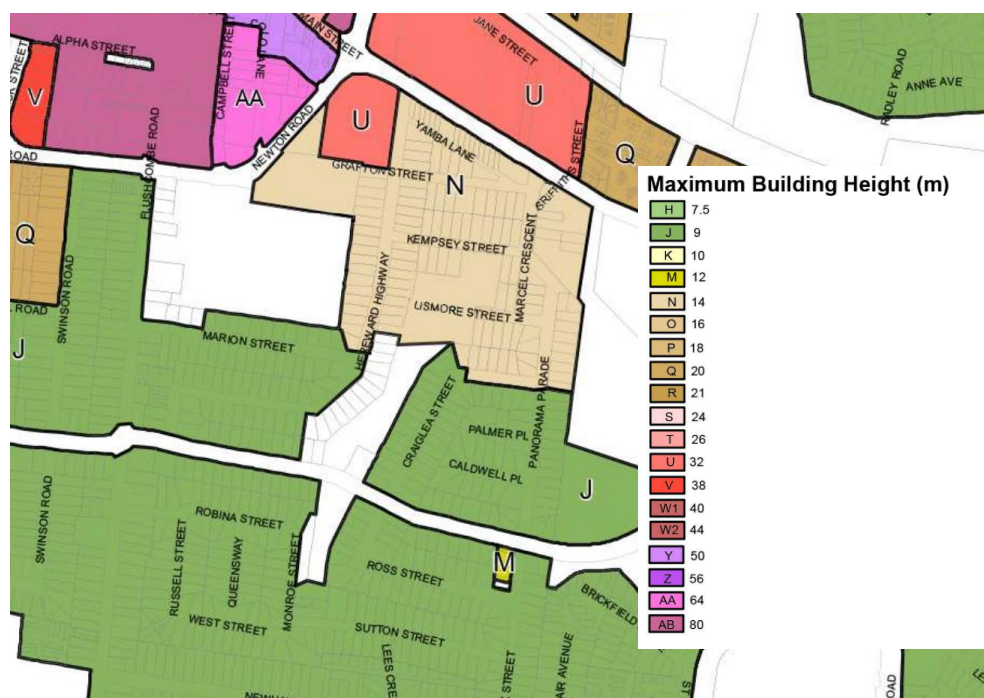
Figure 21 Proposed Land Zoning Map Extract

7.2 Amendment of Height of Building Maps



Source: Blacktown LEP 2015

Figure 22 Existing Height of Buildings Map Extract (Sheet HOB_014)



Source: GLN Planning

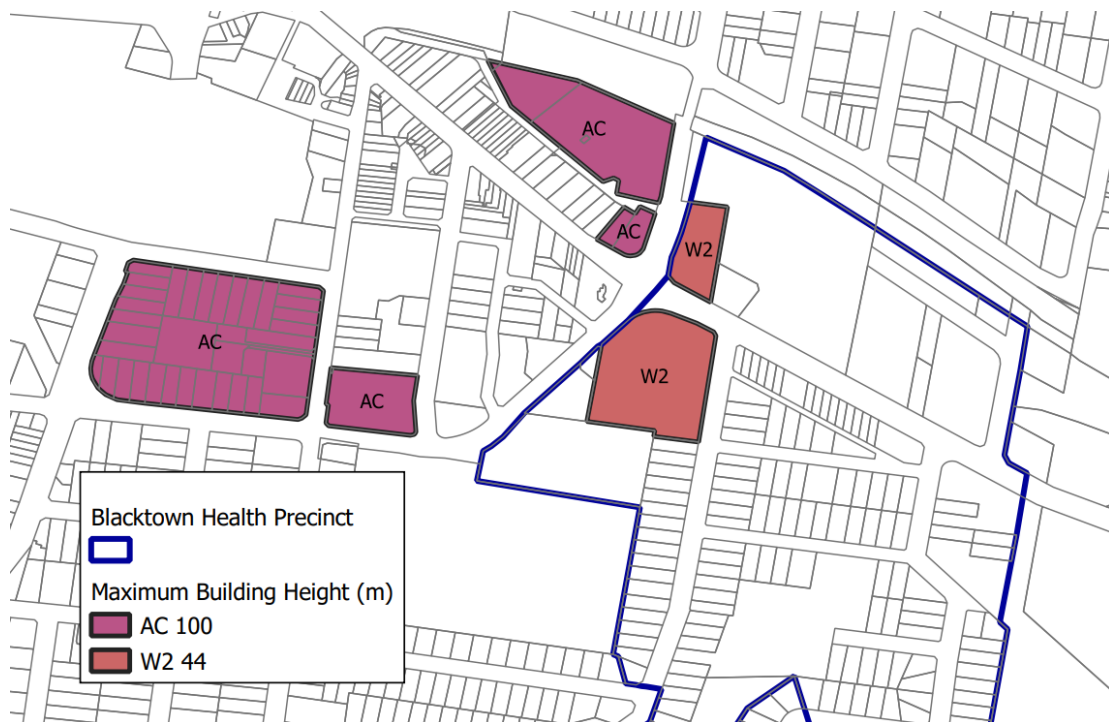
Figure 23 Proposed Height of Buildings Map

7.3 Amendment of Incentive Height of Buildings Map



Source: Blacktown LEP 2015

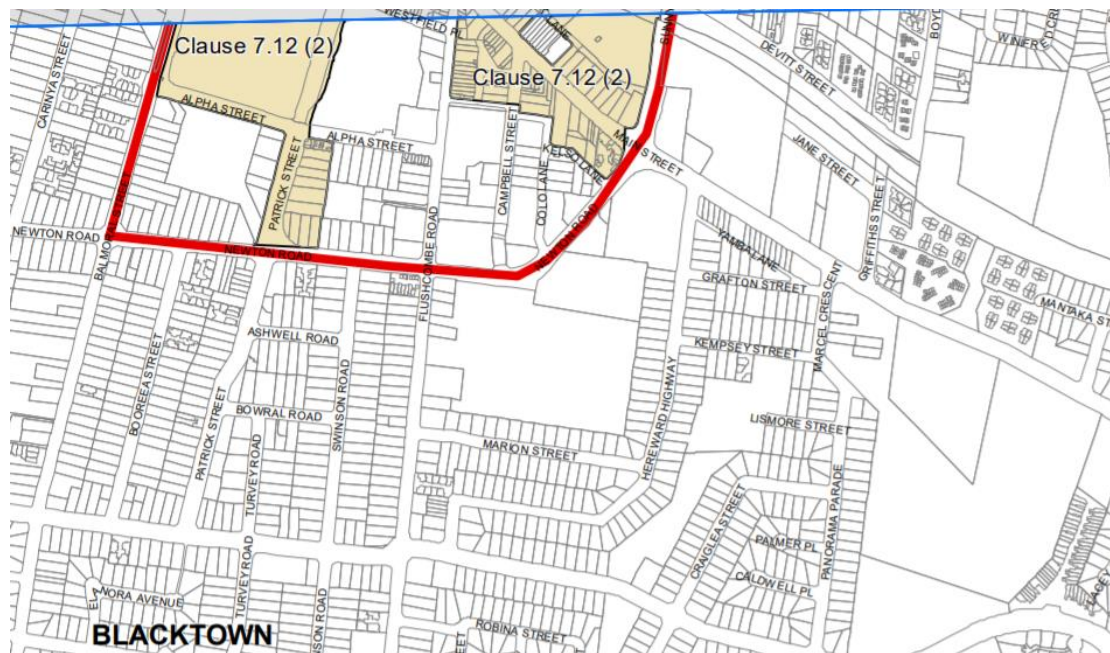
Figure 24 Existing Incentive Height of Buildings Map Extract (Sheet IHOB_014)



Source: GLN Planning

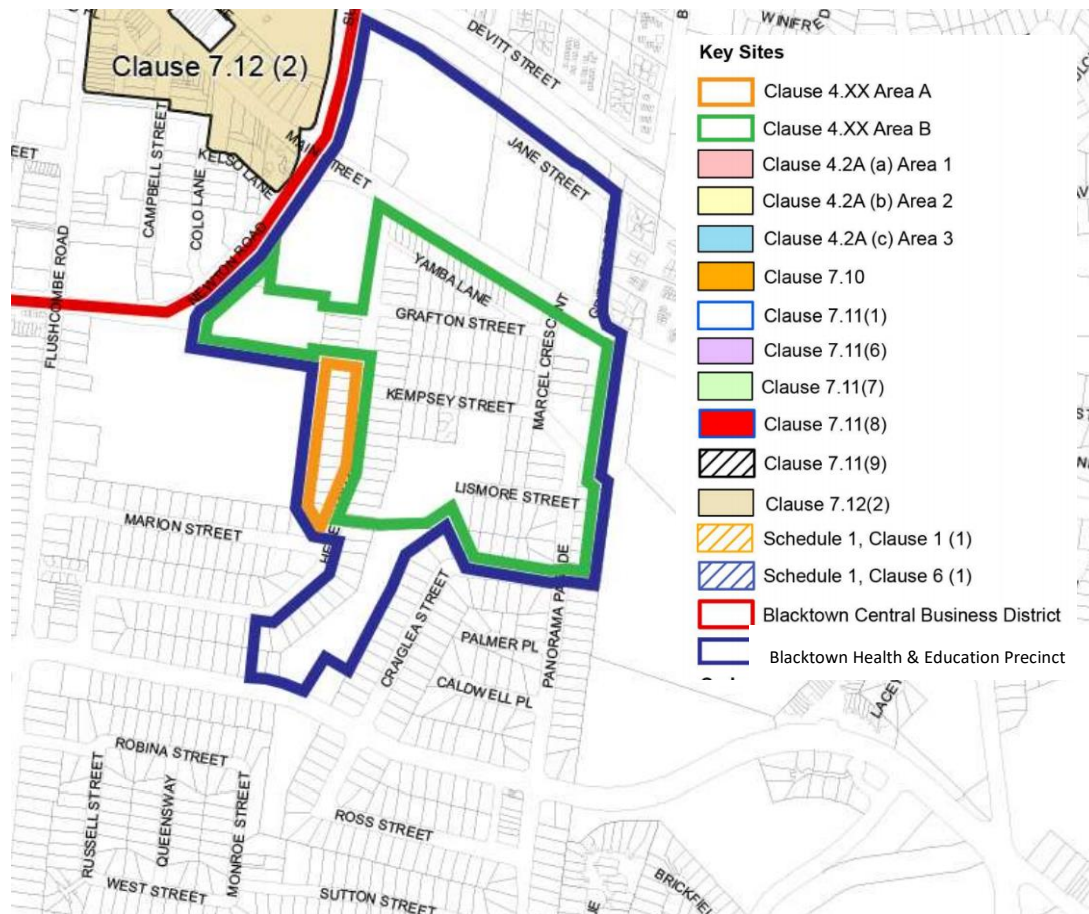
Figure 25 Amended Incentive Height of Building Map

7.4 Key Sites Maps



Source: Blacktown LEP 2015

Figure 26 Existing Key Sites Map Extract (Sheet KYS_0014)



Source: GLN Planning

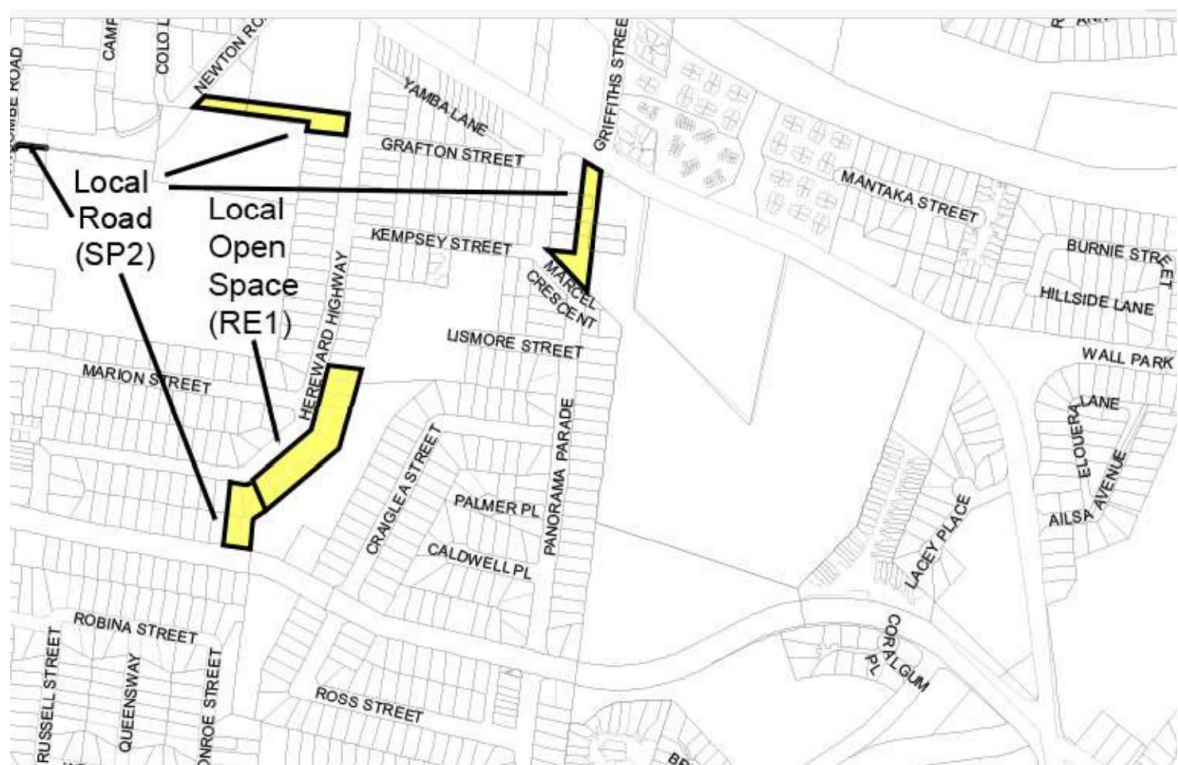
Figure 27 Amended Key Sites Map

7.5 Land reservation and acquisition map



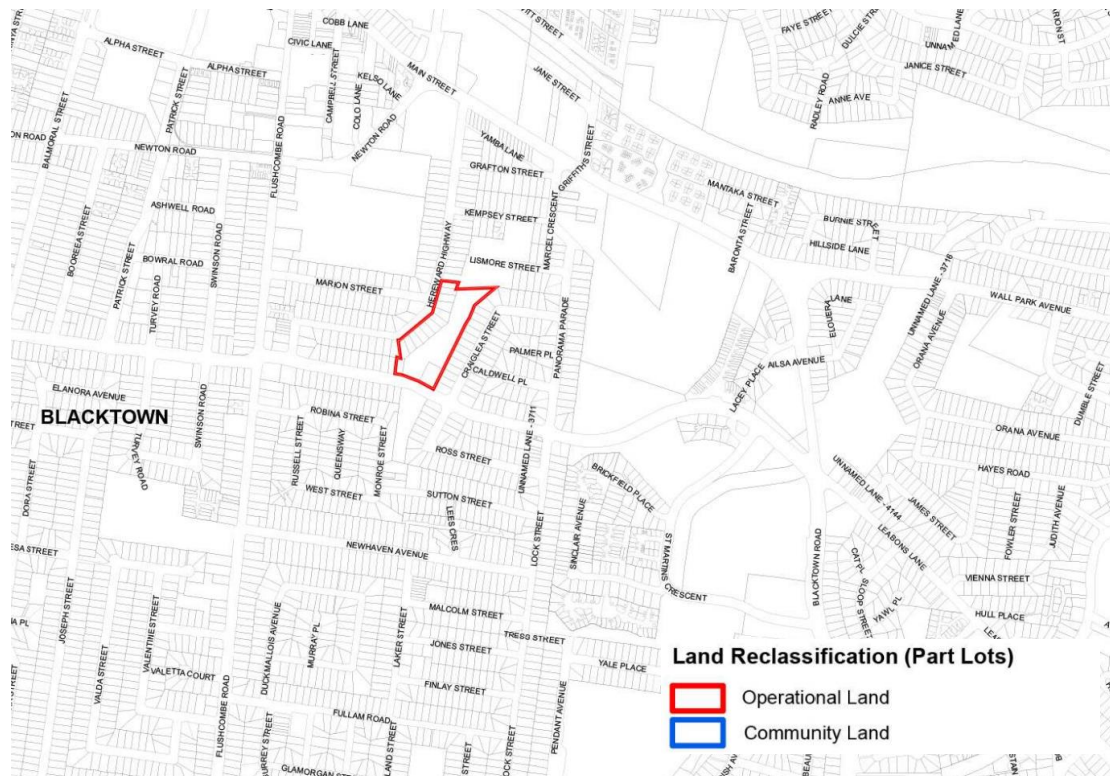
Source: Blacktown LEP 2015

Figure 28 Existing Land Reservation and Acquisition Map (Sheet LRA_0014)



Source: GLN Planning

Figure 29 Amended Land Reservation Acquisition Map



Source: GLN Planning

Figure 30 Amended Land Reclassification (Part Lots) Map



8 PART 5 DETAILS OF COMMUNITY CONSULTATION TO BE UNDERTAKEN ON THE PLANNING PROPOSAL

In accordance with Division 3.4 of the *Environmental Planning and Assessment Act 1979*, this Planning Proposal must not be approved prior to community consultation to be undertaken by the local authority.

Consultation with public authorities will be undertaken in accordance with the requirements of the Gateway Determination. Council has commenced discussions with Transport for NSW, TAFE, Blacktown Hospital and Local Area Health and will continue to engage with these key stakeholders as the Planning Proposal progresses.

The community consultation will be undertaken following Gateway Determination and would be required to be exhibited for a period of 28 days (unless otherwise reduced) and in accordance with Council's notifications policy.



9 PART 6 PROJECT TIMELINE

The project timeline provides a mechanism to monitor and resource the various steps required to progress planning proposal through the plan making process. The following table provides estimated timeframes for the various steps

Table 5 Project Timeline

Step	Anticipated Date	Comment
Lodgement of Planning Proposal with Blacktown Council	July 2021	
Anticipated date of Gateway Determination	November 2021	
Anticipated timeframe for the completion of the required technical information	N/A	
Timeframe for government agency consultation	February 2022 to March 2022	
Commencement and completion dated for public exhibition	February 2022 to March 2022	
Timeframe for consideration of submissions	April 2022	
Timeframe for the consideration of a proposal post exhibition	June 2022	
Date of submission to the Department to finalise the LEP	August 2022	
Publication of LEP Amendment	December 2022	



10 COMMUNITY BENEFIT

The Planning Proposal enables a land use and development framework that would be commensurate with the delivery of a health and education precinct that will achieve significant community benefit and serve the educational and health needs of a growing population. The community benefit is summarised by:

- Encouraging health and education uses in an accessible location between the Blacktown CBD (and Train Station) and Blacktown Hospital.
- Representing the colocation of health services – recognising the \$700M investment in the Blacktown Hospital and the need to provide for private health services that are not currently available in the immediate locality.
- Providing opportunity for site amalgamation and greater redevelopment opportunity for health and education uses, which have been required to locate in former dwellings.
- Allowing housing to be established for student workers and seniors in close proximity to the hospital.
- Providing upgrades to infrastructure to address existing and future traffic and flooding constraints.
- Reduction in the quantum of B3 Commercial Core land outside of the Blacktown CBD.
- Improvement in traffic links into and out of the Precinct.
- Creation of connections between the Precinct and the CBD via Grafton Street.
- Captain Cook Memorial Park upgrade and improved amenity.



11 CONCLUSION

The proposal to establish a cohesive health precinct that supports the ongoing existing health and education uses as well as encourage intensification of uses to support the growing demand for private health facilities as outlined in this Planning Proposal requires amendments Blacktown LEP 2015. The proposal relates to land located south of the rail line and between the Blacktown CBD and Blacktown Hospital and includes amendments to zoning, building height controls, land reservation and acquisition as well as additional permitted uses.

The Planning Proposal is important as it will:

- Encourage the redevelopment of the land for uses that are needed to service the community through the next 20 years.
- Afford the opportunity for existing and future health service facilities and educational uses to co-locate with the existing Blacktown Hospital.
- Incentivise lot consolidation to ensure redevelopment includes larger cohesive development.
- Ensure future health facilities are accessible, in close proximity to the Blacktown CBD and Train Station.
- Clearly articulate the types of land uses that are encouraged to be delivered within a consolidated medical centre or private hospital, including retail.
- Increase the overall amenity by providing additional public open space (expansion of the Captain Cook Memorial Park)
- Alleviate traffic and flooding constraints through provision of additional infrastructure.



12 GLOSSARY AND ABBREVIATIONS

Term/Abbreviation	Definition
LEP	Local Environmental Plan
Council	Blacktown City Council
CBD	Central Business District
DPIE	Department of Planning, Industry and Environment





APPENDIX A: LAND OWNERS MAP





APPENDIX B: LAND USE AUDIT





APPENDIX C: BLACKTOWN PRIVATE HOSPITAL INDEPENDENT MARKET ASSESSMENT



APPENDIX D: BLACKTOWN HEALTH PRECINCT MARKET ASSESSMENT





APPENDIX E: TRAFFIC ASSESSMENT





APPENDIX F: AMENDED LEP MAPS

