

3.4. PD410034 - Planning Proposal for the Health and Education Precinct

Director: Peter Conroy, Director City Planning & Development
Responsible Manager: Chris Shannon, Manager Strategic Planning
File: LEP-21-0001

Division is required

Previous item CT400026

Topic Planning Proposal to amend Blacktown Local Environmental Plan 2015 to rezone, classify and reclassify land, setting maximum height of buildings and minimum site area controls for the Blacktown Health and Education Precinct. Accompanied by amendments to the parking provisions of the Blacktown Development Control Plan 2015.

Analysis The Planning Proposal for the Blacktown Health and Education Precinct is a key Transformational Project for Blacktown City. Rezoning land, permitting additional uses, amending the height of buildings, introducing architectural design excellence and reviewing access and car parking will help facilitate health and education uses within the Blacktown Strategic Centre.

It will provide space for health and allied health development and allow the expansion of health and allied services to meet the demand of our growing population.

The Planning Proposal aligns with the NSW Government's investment in Blacktown Hospital, Council's Community Strategic Plan, Blacktown Local Strategic Planning Statement, Greater Sydney Region Plan and Central City District Plan.

The Planning Proposal will be followed by further refinements to the Development Control Plan that will establish the public domain, amenity and architectural design controls within the Precinct and the wider Blacktown CBD.

The Blacktown Local Planning Panel has considered this Planning Proposal and has unanimously supported it and recommended that it progress for a Gateway determination.

Attachment/s

1. Location plan [PD410034.1 - 2 pages]
2. Precinct context [PD410034.2 - 1 page]
3. Existing and proposed zonings [PD410034.3 - 1 page]
4. Existing and proposed heights [PD410034.4 - 2 pages]
5. Infrastructure upgrades [PD410034.5 - 3 pages]
6. Concept drawings [PD410034.6 - 3 pages]

Report Recommendation

1. Prepare a Planning Proposal to amend Blacktown Local Environmental Plan 2015 for the Blacktown Health and Education Precinct.
2. Forward the Planning Proposal to the Department of Planning, Industry and Environment to request a Gateway determination.

3. Prepare and exhibit an amendment in relation to parking controls within the Blacktown Development Control Plan 2015 for the Blacktown Health and Education Precinct and wider CBD.
4. A further report be presented to Council following public exhibition of the Planning Proposal and Development Control Plan amendment.

Committee Recommendation

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COMMITTEE DIVISION:

Supported: Cr Camilleri, Cr Israel and Cr Griffiths

Absent: Cr Collins

Key reasons

1. Transformational Project for Blacktown City

- a. The Planning Proposal applies to the Blacktown Health and Education Precinct (the Precinct). The Precinct is located between the Blacktown CBD and Blacktown Hospital as shown on the map at Attachment 1. The area adjacent to the Precinct will be investigated for potential higher density housing to provide housing opportunities for key workers.
- b. On 14 October 2020, Council resolved to progress a planning proposal to facilitate the transformation of the Precinct from a single storey, mainly residential area to a higher density, mixed use offering. The objective of the proposal is to support hospital and allied health services, medical practices, assisted living, aged care and secondary support services such as cafes, car parking facilities and incidental businesses that are envisaged within the Precinct. The key landowners in the Precinct include NSW TAFE and Blacktown Hospital, which is the subject of significant investment from the NSW Government.

2. Alignment with Council and NSW Government Strategic Plans

- a. The Planning Proposal supports Council's Community Strategic Plan. The Blacktown Health Precinct is identified as one of Council's Transformational Projects with a goal of collaborating with the NSW Government and private health sector to co-locate a private hospital and allied medical centres.
 - b. The Planning proposal also aligns with the planning priorities in the Blacktown Local Strategic Planning Statement (LSPS). This is reflected in the Action 34 of the Blacktown LSPS that states that we will:
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‘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’.

- c. The Planning proposal is also consistent with the NSW Government’s Greater Sydney Region Plan: A metropolis of three cities, and Central City District Plan. Similarly, Action 40 of the NSW Government’s Central City District Plan requires us to:
- ‘reinforce and capitalise on the health and education activities located in the Blacktown health and education precinct,
 - manage land around the hospital so as not to preclude future expansion of the hospital and/ or co-location of a tertiary education facility, and
 - deliver ancillary uses which add value to the health and education facilities, including residential, aged care facilities, visitor accommodation, health and medical research activities, non-critical patient care and commercial uses which will be complementary to and help to revitalise the health precinct.’

3. Planning Proposal outcomes

- a. The Planning Proposal seeks to make the following amendments to Blacktown Local Environmental Plan 2015 to facilitate the transformation of the Blacktown Health and Education Precinct:
- i. rezoning land to B4 Mixed Use and SP1 Special Activities (Health Services Facility and Educational Establishments), to enable a mix of health, education, commercial, retail and higher density residential uses
 - ii. changing the existing building heights to allow up to 14 metres, 26 metres and 32 metres with a bonus height on key sites, subject to a design competition and a minimum site area of 2,000 square metres
 - iii. permitting car park as a permissible use in the B4 Mixed Use, SP1 Special Activities (Health Services Facility and Educational Establishment) and RE1 Public Recreation zones
 - iv. identifying land to be acquired by Council for drainage, open space and road purposes
 - v. reclassifying RE1 Public Recreation zoned land from Community Land to Operational Land
 - vi. classifying the R2 Low Density Residential land proposed to be rezoned to RE1 Public Recreation and SP2 Infrastructure (Local Road) as Operational Land upon acquisition.
- b. The Planning Proposal will be supported by:
- i. a contributions plan that will be separately reported to Council. It will be a separate catchment within Contributions Plan No. 19. It is likely that there will be a need to forward fund some of the early infrastructure works, such as the acquisition of land to enable the construction of detention basins to mitigate the impacts of flooding in the Precinct. The value of this will be confirmed as detailed engineering works are prepared for the contributions plan.
 - ii. amendments to the Blacktown Development Control Plan 2015 in relation to car parking rates and future road connections.
 - iii. Future refinements to the Development Control Plan will consider public domain, amenity and architectural controls in this precinct and the wider Blacktown CBD.

Supporting analysis

1. Land zoning

- a. The Planning Proposal seeks to rezone land within the Precinct under Blacktown LEP 2015 to give planning certainty of land use permissibility. The proposed zoning changes are:
 - i. Rezone land from B3 Commercial Core and SP2 Infrastructure (Educational Establishment) located north of Main Street to B4 Mixed Use to enable a mix of commercial, retail and higher density residential uses.
 - ii. Rezone land from SP2 Infrastructure (Educational Establishment and Place of Public Worship) and SP1 Special Activities (Health Services Facility) south of Main Street to SP1 Special Activities (Health Services Facility and Educational Establishment) to enable consistent zones across the Precinct that reflects the future intended uses.
 - iii. Rezone the Blacktown Bowling Club land from RE2 Private Recreation to SP1 Special Activities (Health Services Facility and Educational Establishment) to provide additional land to support the Precinct's intended education and health uses.
 - iv. Rezone land from R2 Low Density Residential to RE1 Public Recreation to expand Captain Cook Memorial Park for open space and drainage purposes.
 - v. Rezone land from R2 Low Density Residential to SP2 Infrastructure (Local Road) for a future road connecting Hereward Highway and Bungarribee Road.
 - vi. Rezone land from SP1 Special Activities (Health Services Facility) to SP2 Infrastructure (Local Road) for a future road connecting Main Street to Marcell Crescent and Panorama Crescent.

2. Car parks as a permitted land use

- a. Additionally, car parks are proposed as a land use permitted with development consent in the B4 Mixed Use, SP1 Special Activities (Health Services Facility and Educational Establishment) and RE1 Public Recreation zones.
- b. Permitting car parks as a land use will enable their delivery as 'stand-alone' development, as well as ancillary to any proposed land uses. This will enable people access to parking when using the health and education uses, thus enhancing the use of the Precinct.

3. Height of Buildings

- a. The Planning Proposal seeks to amend the height of buildings controls within the Precinct under Blacktown LEP 2015. The proposed height of buildings controls are:
 - 14 metres (3 stories of offices) generally for land south of Main Street, but allow a height increase up to 32 metres (8 stories of offices) for sites with a minimum area of 2,000 square metres, except for lots sharing a boundary with Patrician Brothers College which are limited to 26 metres (8 stories)
 - 32 metres (8 stories of offices) on the TAFE site on the corner of Main Street and Newton Road, and on land north of Main Street, between Main Street and the Western Railway Line.
- b. Minimum site area

- A minimum site area of 2,000 square metres is proposed as a requirement to realise the increases in building heights. The minimum site area is proposed as a mechanism to ensure that the buildings within the precinct can be designed with appropriate floor plate sizes and appropriate building separation, thereby achieving access to natural ventilation and light. This requirement will be facilitated by a new clause inserted into Blacktown LEP 2015.
- c. Design Excellence bonus height
- A bonus in permissible height of up to a maximum of 44 metres (14 stories of mixed use residential or 11 stories of offices) for a maximum floor plate gross floor area of 1,000 square metres is proposed within the Health Precinct adjacent to the Sunnyholt Road, Main Street and Newton Road intersection. The increase in permissible height to 44m may be considered if the development exhibits design excellence as determined through an architectural design competition. In considering design excellence the applicant will need to demonstrate suitable traffic solutions to the intersection and frontages of the sites. This may include increased setbacks for buildings and dedication of land to enable improvement to traffic service levels. This change will be facilitated by an amendment to the Incentive Height of Buildings Map.

4. Land Reservation Acquisition

- a. A number of lots have been identified to be acquired by Council for recreation, drainage and local road purposes within the Precinct.
- b. To facilitate this, the Planning Proposal seeks to amend the Land Reservation Acquisition Map to identify the land to be acquired.
- c. The land acquisition will deliver the following local road connections as part of this Planning Proposal:
 - Main Street to Marcell Crescent and Panorama Parade – 6 part lots to be acquired
 - Hereward Highway to Bungaribee Road - 2 lots to be acquired.
- d. Other local road connections and road upgrades will be identified in the Development Control Plan (DCP) that will be delivered as part of future development on affected sites within the Precinct. These new DCP roads are
 - Newton Road to Hereward Highway and Grafton Street
 - Jane Street to Main Street.
- e. The Planning Proposal also seeks to acquire 13 lots zoned R2 Low Density Residential on Hereward Highway to expand Captain Cook Memorial Park for recreation purposes and to construct a drainage basin. These lots are proposed to be rezoned to RE1 Public Recreation.
- f. Flood constraints in the Precinct culminated in the development of a drainage strategy that ensures the northern portions of the Precinct and the existing Bowling 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.
- g. The acquisition costs are proposed to be funded through a new contributions plan that will be separately reported to Council. The aim is to publicly exhibit the contributions plan with the Planning Proposal.

5. Classifying and reclassifying Public Land

- a. The Planning Proposal seeks to classify and reclassify land under the *Local Government Act 1993* by:
 - amending Schedule 4 (Classification and reclassification of public land) of Blacktown LEP 2015 to classify the R2 Low Density Residential zoned land being rezoned to RE1 Public Recreation and SP2 Infrastructure (Local Road) as Operational Land.
 - amending Schedule 4 (Classification and reclassification of public land) of Blacktown LEP 2015 by reclassifying Captain Cook Memorial Park from Community Land to Operational Land.
- b. This will require a Public Hearing under the *Local Government Act 1993*.

6. Blacktown Development Control Plan 2015

- a. An amendment to Blacktown Development Control Plan 2015 is also proposed to include car parking rates for offices and health services facilities within the Precinct and to map new road connections. The car parking rates proposed within the Precinct are at a rate of 1 space per 100 square metres of gross floor area, which is the same rate that applies to office development within the Blacktown CBD as identified in the Parking Management Plan that was adopted by Council in April 2015.

7. Local Planning Panel

- a. We submitted the intended Planning Proposal to the Blacktown Local Planning Panel (Panel) with our recommendation to endorse the Planning Proposal.
- b. The Panel determined the matter on 30 June 2021 and unanimously supported the recommendation to progress the Planning Proposal for Gateway Determination.
- c. The Panel specifically advised that:
 - 'The Proposal has strategic merit in regard to the environment of the locality, existing uses and likely future uses in and surrounding the area, and existing and required services and infrastructure
 - The Proposal is responding to changing circumstance which are recognised by or accommodated within current planning controls such as new infrastructure needs and a changing demographic profile
 - The Proposal will facilitate the provision of a wide range of health facilities of benefit to the Blacktown and wider communities in a location with good access to transport and higher order retail and commercial services
 - The Proposal supports the community vision and strategic objectives within "Our Blacktown 2036 Community Strategic Plan"
 - The Proposal aligns with the objectives and priorities in the Blacktown Local Strategic Planning Statement
 - The Proposal is consistent with the Greater Sydney Region Plan: A Metropolis of Three Cities and the Central City District Plan
 - The Proposal encourages healthy, socially connected communities located within walking distance of local infrastructure and services.'

Context

1. Location

- a. The Precinct is generally bounded by the Western Railway Line to the north, Sunnyholt Road and Newton Road to the west, Griffiths Street, Marcel Crescent and Blacktown Hospital to the east and Bungarribee Road to the south.
 - b. The Blacktown CBD is located to the west of the Precinct and is zoned mainly B4
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Mixed Use, B3 Commercial Core and RE1 Public Recreation.

- c. Land to the north of the Precinct, across the Western Railway Line, and to the east of the Precinct across Griffiths Street is zoned R4 High Density Residential and RE1 Public Recreation. Land to the south of the Precinct is zoned R2 Low Density Residential.
- d. The Blacktown Hospital immediately adjoins the Precinct to the east and Blacktown CBD adjoining the Precinct to the west.
- e. Blacktown CBD is well connected to major transport networks and is the focus of commercial activities within Blacktown City offering a variety of business, retail, mixed- use residential and administrative functions. The Warrick Lane development in the CBD along Main Street, is also a Transformational Project for Blacktown City with mixed use and commercial development together with a new university campus for the Australian Catholic University.

2. Site description, land uses and current planning controls

- a. The area of the Precinct is approximately 20 hectares.
- b. The Precinct is zoned under Blacktown LEP 2015. The various zones applying in the Precinct are B3 Commercial Core, B4 Mixed Use, SP2 Infrastructure (Educational Establishment), SP2 Infrastructure (Classified Road), SP2 Infrastructure (Educational Establishment and Place of Public Worship), SP1 Special Activities (Health Services Facility), RE2 Private Recreation, RE1 Public Recreation and R2 Low Density Residential.
- c. The Precinct currently accommodates over 30 health service facilities primarily occupying residential dwellings. The main land uses in the Precinct comprise Blacktown TAFE, Blacktown Bowling Club, Coreen School for special needs students, motor showrooms and various individual health consulting rooms occupying existing dwelling houses.
- d. 9A Kempsey Street, Blacktown, being Lot 172 DP15914 is the Russian Orthodox Church and is listed as a heritage item under Blacktown LEP 2015.
- e. Blacktown Hospital adjoins the Precinct and was established in its current location in 1965. The NSW Government's investment into Blacktown Hospital has delivered:
 - new emergency department with emergency and short stay beds and a new psychiatric emergency care service and dedicated unit in Emergency
 - new intensive care unit
 - eight new operating theatres and space for future expansion
 - new purpose-built wards for expanded birthing (with a well-ness model of care), maternity, women's health, and newborn care
 - new paediatric service with dedicated emergency department facilities, day stay and inpatient facilities opening in stages
 - medical imaging, sterilising and non-clinical support services expansion
 - contemporary new activity-based workspaces for support staff
 - expanded haemodialysis unit for hospital in-patients
 - refurbishment of the original building for endoscopy, gastroenterology, and more outpatient clinics
 - in excess of 600 beds.

End of report
