

GILEAD SOCIAL INFRASTRUCTURE ASSESSMENT

Dharawal Country

**Prepared for LendLease Pty Ltd
July 4 2022**

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01. INTRODUCTION

INTRODUCTION

Purpose of the study

This Social Infrastructure Assessment has been prepared by Urbis Pty Ltd on behalf of Lendlease to accompany a planning proposal for the Gilead site (the site). The overall purpose of this study is to provide recommendations for social infrastructure and open space provision to support the needs of the incoming population. The findings of this study will inform the planning proposal and next stages of detailed planning and development delivery.

This assessment dated 30 June 2022 has been provided for the purposes of agency review and feedback as part of the TAP process. It is not intended to be distributed for public exhibition.

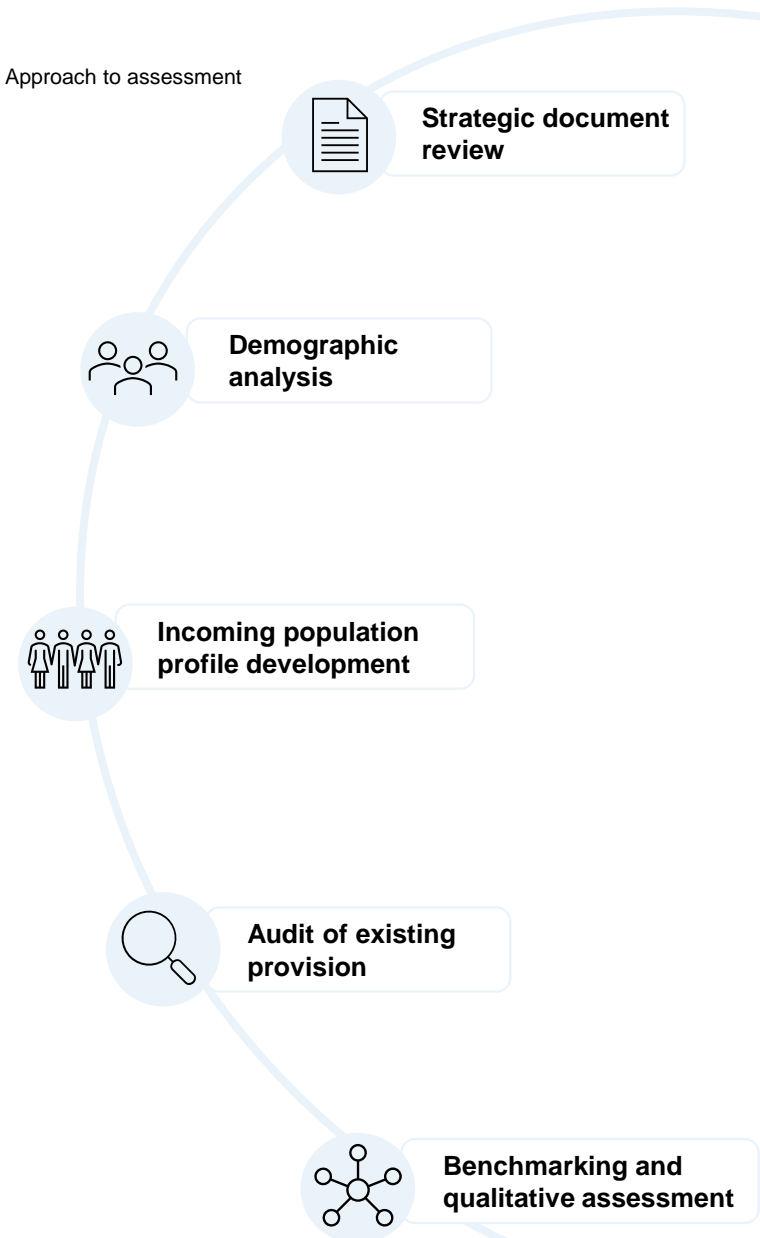
Following agency feedback and any necessary structure plan revisions, this assessment will be updated for formal lodgement and public exhibition. This will include undertaking consultation, improvement to some maps, diagrams and tables to support readability and understanding by a non technical audience.

Approach to assessment

There are a number of key inputs that are needed to determine the social infrastructure and open space needs of a community. As shown in Figure 1, this study has included:

- Review of relevant strategies, policies and guidelines to understand the strategic directions for facility provision across the area.
- Review of Structure Plan documentation for the site
- Demographic analysis of the current and future population in Gilead
- Development of the expected demographic profile of the incoming population to the site
- High level audit of existing social infrastructure and open space near the site
- Benchmarking and qualitative assessment to identify the future demand for social infrastructure and open space
- Recommendations for preferred social infrastructure and open space provision within the Structure Plan and subsequent planning stages.

Figure 1: Approach to assessment



ABOUT THE SITE

Project background

The site is located within the Gilead Precinct, a key land release area as identified by the Greater Macarthur 2040 Interim Plan. Under this plan, the Precinct is expected to accommodate a minimum of 15,000 new dwellings to the area.

The site is approximately 495 ha and is located within the suburb of Gilead, in the southern end of the Campbelltown Local Government Area (LGA). As shown in Figure 2, the site adjoins Lendlease's Figtree Hill community, which is currently being developed to the immediate east for approximately 1,700 dwellings.

Most of the site has been cleared and is used for cattle grazing, with no existing social infrastructure on site. The implementation of the Greater Macarthur 2040 vision will significantly change the area as it transitions from rural land uses to urban development. This will generate a significant amount of new transport, employment and social infrastructure to the area.

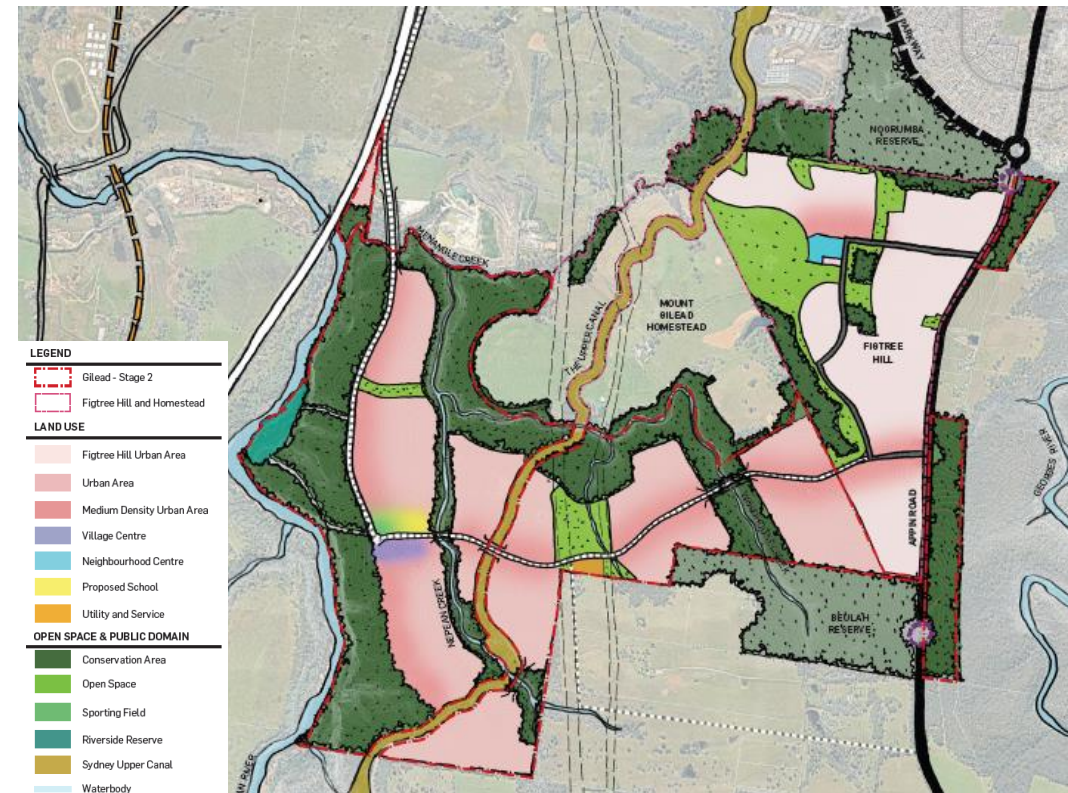
Project proposal

The planning proposal seeks to rezone the land to accommodate 3,300 new dwellings, a retail centre and education facilities.

The Planning Proposal will establish the Urban Development Zone for land capable of development and introduce a C2 Environmental Conservation zone for land containing key fauna habitat to be retained, as well as land that native habitat bushland is to be reconstructed.

The proposal has been the subject of the Technical Assurance Panel (TAP) from 2021 – 2022 to help resolve and inform key development outcomes for the site. If rezoned, there will be further refinements to technical studies to outline specific place-based outcomes to be implemented within the Development Control Plan and Planning Agreements with Campbelltown City Council and the Minister for Planning.

Figure 2 Structure Plan



Source: Urbis

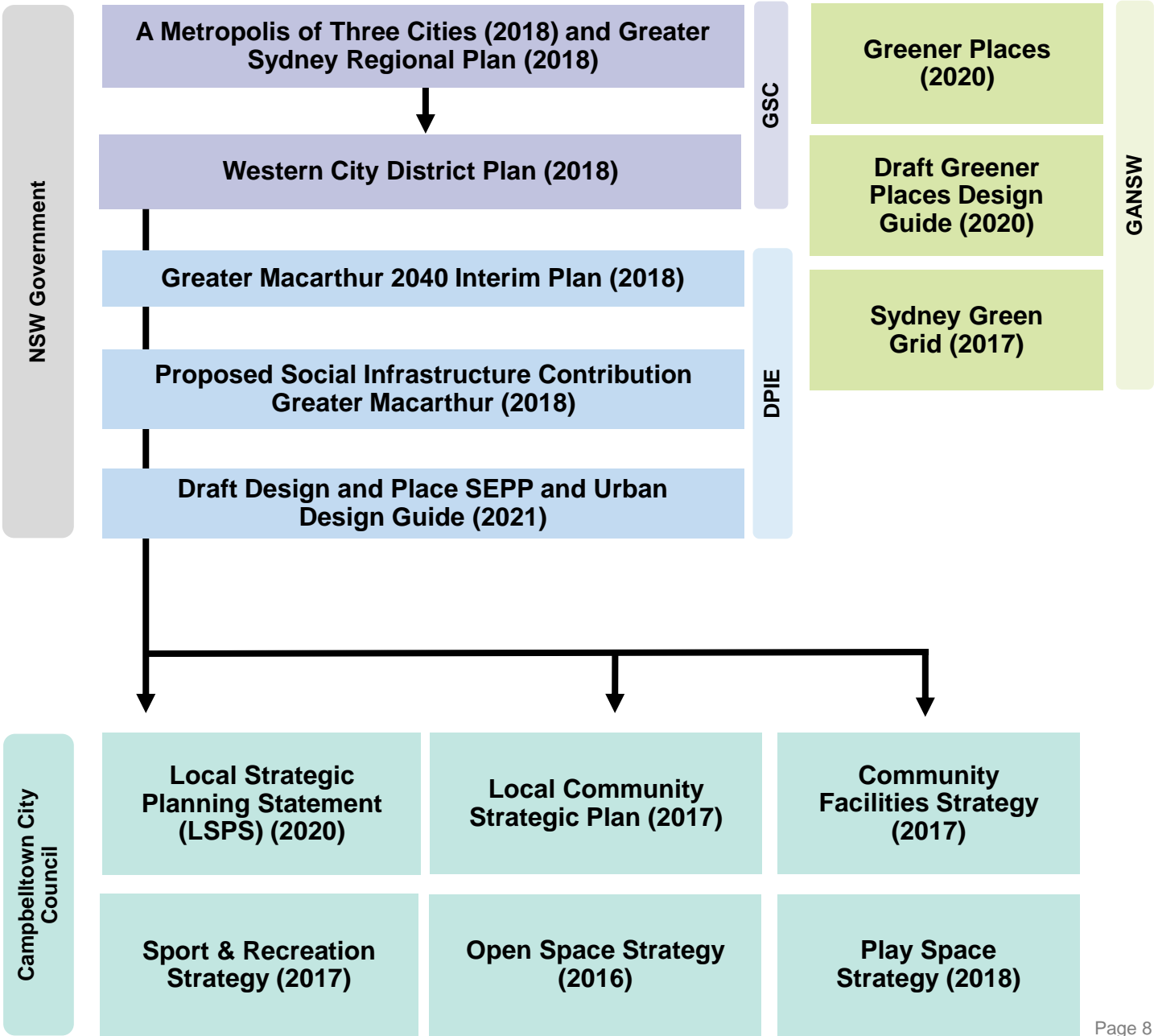
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CURRENT LANDSCAPE

STRATEGIC FRAMEWORK

A range of state and local strategic planning documents have been developed to guide the provision of social infrastructure and open space in Campbelltown LGA. These documents outline desired land use objectives, strategic development priorities and community aspirations for the future of the area. They also outline key community needs and guiding principles around the provision of social infrastructure and open space. The following diagram outlines the strategic documents which were reviewed as part of this assessment. The directions contained in these documents provide a basis for the approach for social infrastructure and open space provision in the site and have informed the approach to benchmarking provided in Section 4.

Figure 3 Reviewed documents



STRATEGIC CONTEXT

The site is situated across the Wollondilly and Campbelltown LGAs and is also within the Greater Macarthur Growth Area. The Gilead Precinct is situated within the Campbelltown LGA and the Greater Macarthur Growth Area. As a result, there are many documents that guide the planning and provision of social infrastructure and open space in the site and the broader Gilead Precinct. Relevant principles and strategic directions from key state and local documents are highlighted on the following pages.

Western City District Plan (2018) Design and delivery principles for social infrastructure and open space

- Social infrastructure should be co-located and accessible, with direct walking and cycling connections that can be used by people of all ages and abilities.
- Multipurpose and intergenerational facilities will be essential in land release areas to improve use and access to key social infrastructure.
- Opportunities for shared use and joint use partnerships is encouraged in growth areas to support better use of social infrastructure. Such opportunities include shared use of school sites after hours.
- Quality, quantity and distribution are key considerations for open space planning. These considerations should be incorporated in the development of new neighbourhoods.
- Developing innovative ways to optimise open space areas for recreation, sport and social activities will become increasingly important as the population grows.

Greater Macarthur 2040 Interim Plan (2018) Social infrastructure and open space planning principles for precincts

- Create places where a diverse local community can come together.
- Locate critical infrastructure such as health facilities, child care centres and schools, outside the probable maximum flood extent.
- Create high quality open space and parklands.
- Consider how areas of existing vegetation can provide open space and amenity.
- Value and preserve the natural environment in new places.
- Incorporate development that protects, maintains or restores waterway health aligned with the community's environmental values and use of waterways.
- Integrate Green Plans that identify how a 40% tree canopy cover, green links, tree-lined streets and shaded environments can be achieved.

Draft Greener Places Design Guide (2020) Performance criteria for open space

The Guide contains six core performance criteria for planning of open space for recreation in local precincts. These are:

- **Accessibility and connectivity:** ease of access is critical for the community to be able to enjoy and use public open space and recreation facilities.
- **Distribution:** the ability of residents to gain access to public open space within an easy walk from home, workplaces, and schools is an important factor for quality of life. The geographic distribution of open space is a key access and equity issue for the community.
- **Size and shape:** size and shape of open space has a direct bearing on the capacity of that open space to meet and accommodate recreation needs.
- **Quantity:** in low and high density areas, good provision of public open space is essential to compensate for the lack of private open space.
- **Diversity:** the range of open space setting types within an urban area will determine the diversity of recreation opportunity for communities.

STRATEGIC CONTEXT

Campbelltown Local Strategic Planning Statement (2020)

Directions for open space and social infrastructure provision

- Support the creation of walkable neighbourhoods to enhance community health and wellbeing.
- Ensure open space is well connected via pedestrian links and is provided where it will experience maximum usage by residents.
- Continue to seek social infrastructure that enhances livability for Campbelltown and its residents.
- Implement infrastructure that improves community access to key service centers, recreation and employment nodes.
- Focus on creating multi-purpose facilities and co-locating them with other uses, in line with Council's social infrastructure strategies. The design and location of these facilities should enable them to adapt and meet to changing needs and social diversity over time.
- Deliver and implement a masterplan to expand Campbelltown Arts Centre to ensure it continues to be a leading source of creativity for the region.
- Promote Campbelltown Sport Stadium as a key sporting venue and the venue of choice for major events for the Macarthur Area and outer southwestern Sydney.
- Support the provision of appropriate levels of childcare facilities available in the LGA to meet population growth.

Campbelltown Community Strategic Plan (2017)

Guiding strategies for provision

- Create safe, well maintained, activated and accessible public spaces.
- Foster a creative community that celebrates arts and culture.
- Activate the city's natural bushland and open spaces, fostering enhanced community stewardship of these areas.
- Support and advocate for infrastructure solutions that meet the needs of our city and which pay an economic and liveability dividend.
- Maintain and create usable open and recreational spaces that set our city apart from others.
- Advocate and plan for enhanced connectivity, accessibility and movement within, to and from our city through improved public transport, road and traffic management infrastructure, cycling and pedestrian movement.

Campbelltown Open Space Strategic Plan (2018) and Sport and Recreation Strategy (2017)

Guiding principles for open space and recreation

- Provide adequate, well planned open space networks, based on projected catchment, demographic data and so on for all greenfield development.
 - Develop and promote a network of high quality local, neighbourhood and district open space to provide a well distributed network of district parks and reserves, and to ensure most residents live within 400m of a local and 1km of a neighbourhood park.
 - Recognise that connectivity is important to the utilization of parks and reserves.
 - Strengthen walking and cycling connections.
 - Promote ecological corridors, green links and connections along creeks linking open space areas.
 - Provide high quality civic spaces to form better links to, and between, existing open space areas.
 - Enhance the importance of district parks and do not over-embellish small isolated parks.
- Campbelltown's vision for sport and recreation is to facilitate accessible, sustainable, and contemporary sport and recreation facilities, programs and services in order to support its community being physically active and healthy. The guiding principles to achieve this include:
- Sustainable: ensure current and future sport and recreation facilities are developed to support their long term sustainability.
 - Accessible: sport and recreation facilities, programs and services will be accessible to the majority of the Campbelltown community.
 - Adaptable: implement sport and recreation strategies that are flexible and adaptable.
 - Increase active participation: support the Campbelltown community to be physically active and healthy.

STRATEGIC CONTEXT

Campbelltown
Community
Facilities
Strategy (2018)

Guiding
principles for
community
facilities

Community facilities should be:

- Flexible and provide multi-purpose spaces.
- Co-located with services in one facility or as part of a community hub.
- Connected to public space, pedestrian paths, cycleways and public transport.
- Contribute to the community identity and develop a sense of place.
- Economically, socially and environmentally sustainable.
- Designed to reflect needs of a growing population.

Key implications for this assessment

The strategic document review highlighted a wide range of state and local principles for social infrastructure and open space provision. While the details sometimes differ, the principles are largely consistent across documents and are underpinned by a consistent approach to facility provision and planning.

Based on the review, the following integrated principles have been developed to guide the provision of social infrastructure and open space across the site area:

1. Maximise opportunities for **shared use and joint use partnerships** to support better use of social infrastructure and open space.
2. **Activate and value** the LGA's natural environment, fostering enhanced community stewardship of these areas.
3. Provide **multipurpose and adaptable** social infrastructure and open spaces to accommodate multiple user groups and changing community needs over time.
4. **Cluster or co-locate** social infrastructure and open space with other activity generating uses to promote access, activation and utilisation.
5. Provide a network of social infrastructure and open space facilities which are **central and accessible** to the community they are intended to serve.
6. Provide an **interconnected network** of diverse, high quality open spaces, supported by safe, attractive and usable cycling and pedestrian links.
7. Provide facilities which align to **identified community needs** and **contribute to the activation of place**
8. Provide an **equitable distribution** of social infrastructure and open space which considers facility hierarchy and accessibility by walking and public transport.

CURRENT AND FUTURE POPULATION OF GILEAD

This section provides an overview of the current and future demographic profile of Gilead using data from the 2016 ABS Census and population projections from Forecast id. While the 2016 Census data dates from five years ago, at the time this report commenced, the 2022 Census had not been released and could not be relied upon for this assessment.

In 2016, Gilead was home to a small population of 417 permanent residents, representing 0.3% of the Campbeltown LGA (157,006). Most residents live within the Mount Gilead Estate retirement village, situated at the northern boundary of Gilead suburb and St Helens Park. This has resulted in a significantly higher proportion of older people and lone person households in the suburb compared to the LGA and Greater Sydney averages. The remainder of the population generally live on rural residential lots throughout the south of the site.

Projected district population

Based on population projections from Forecast id, the population of Gilead is expected to increase to 6,015 people by 2041. While this represents considerable population growth, it does not capture all growth which is expected in the Greater Macarthur Growth Area.

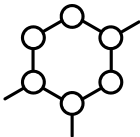
The Greater Macarthur and Wilton Social Assessment was prepared by GHD (2017) to accompany the preparation of the Greater Macarthur 2040 Interim Plan. While it may now be superseded by planning for multiple sites within the Greater Macarthur Growth Area, this remains the only district or sub regional analysis of social infrastructure for the area.

The assessment anticipates that the Gilead Precinct will have a future population of 42,750. The assessment does not contain an age profile of the expected population. However, given experience in other new growth areas and the likely form of development in the Gilead Precinct, it is likely that the future community will be considerably younger and more culturally diverse than the existing community.

Table 1: Existing community profile



Gilead has a **significantly older population** with 95% of the population aged over 55. The suburb also has a considerably higher median age (72 years) compared to Campbeltown LGA (34) and Greater Sydney (36).



Most people living in the suburb were **born overseas** (52.3%) **in English speaking countries**, with England, Scotland and Northern Ireland representing the top three countries of birth.



The suburb has a higher proportion of **lone households** (31%), compared to Campbeltown LGA (18%) and Greater Sydney (22%).



The area has **moderate levels of socio-economic advantage**, with SEIFA data indicating that Gilead ranked within the top 50% of NSW suburbs for advantage.

SUMMARY OF PLANNED SOCIAL INFRASTRUCTURE AND OPEN SPACE

There is considerable residential development being planned for the Greater Macarthur Growth Area. This includes the adjoining Figtree Hill development, as well as development of the Dahua site in Menangle Park and the area immediately north of Gilead. Planning for other areas, such as the Appin Precinct, is also ongoing.

Planned provision for Figtree Hill

The Gilead development is planned to be an extension of the Figtree Hill community being developed by Lendlease. Figtree Hill is expected to accommodate 1,700 dwellings and 5,313 people. Given the proximity of the two Gilead and Figtree Hills sites, some of the social infrastructure and open space provided at Figtree Hill is intended to be accessed by both communities. Figtree Hill is expected to provide:

- Approximately 44ha of open space. While exact amenities are still to be determined, the open space areas are capable of supporting recreation opportunities such as parks, multi-use outdoor courts, playspaces, BMX tracks, a cricket oval and picnic areas.
- A 500sqm community centre, co-located with the town centre.
- A 3.9ha education site, capable of supporting a co-located high school and primary school.

It is expected local level childcare and medical services will be provided by the private sector with the Village Centre.

Figure 4 Indicative masterplan for Figtree Hill



Planned regional provision

Gilead is situated between Menangle Park to the north west and Appin to the south. The Greater Macarthur and Wilton Priority Growth Areas Social Infrastructure Assessment outlines the types of regional social infrastructure which are expected to be delivered across these areas. This includes:

- One multipurpose district community centre of approximately 500sqm in **Mount Gilead** and one of approximately 700sqm in Menangle Park.
- One local community centre of approximately 120sqm in either the **Gilead** or Glenlee centres.
- Libraries in both in **Mount Gilead** and Menangle Park, with a combined floor area of 2,286sqm. The actual area for each library is to be determined based on population distribution. Co-location or integration of each library with a multipurpose facility is desirable.
- Two indoor sports facilities and one indoor aquatic centre at Menangle Park.
- Two double sportsgrounds (totalling 10ha) and five multipurpose courts at Menangle Park.

03.

INCOMING POPULATION

INCOMING POPULATION

Expected dwelling mix and density of the proposal

To assess community needs, it is important to understand the number of people a proposal will introduce into an area and the likely demographic characteristics of the incoming population.

The Structure Plan is expected to support approximately 3,300 dwellings. Of these, approximately 85% of the dwelling yield will consist of low density houses and 15% as medium density houses.

Table 2: Expected dwelling mix

Lot type	Expected quantity
Low density housing (85%)	2,805 dwellings
Medium density housing (15%)	495 dwellings

Occupancy rates: existing assumptions

Occupancy rates are an important tool in projecting the expected incoming population from a development. The population figures should be as accurate as possible to best inform the provision of social infrastructure and open space facilities. A significant under or over calculation of population can lead to a mismatch of provision which can impact on facility access for future communities. As such, a review of occupancy rates was undertaken as part of this assessment to determine their applicability to the Gilead Precinct and to provide a solid evidence base for future planning.

As a first step in this review, the average occupancy rates across the Gilead Precinct was calculated based on Campbelltown Council's Contributions Plan (2018). The occupancy rates in the Contributions Plan are based on average household rates across the LGA at the 2016 Census (see Table 2). Given this data now dates to five years ago, this rate was compared against the average occupancy rate developed more recently by Forecast id (see Table 3).

This comparison shows there is variation between the average rates, with the average household occupancy rates for the Mount Gilead and Rural Residential small area (where the site is located) considerably higher than those used in the Contributions Plan and the LGA average. Of note is the Mount Gilead small area, where the occupancy rate increases from 2.49 in 2016 to 3.34 in 2041. This is higher than the Contribution Plan's assumed occupancy rate of 3.16 persons per detached dwelling, indicating there may be an assumption that future developments will consist of larger, family homes. Given this difference, further analysis has been undertaken against similar growth areas and is on the following pages.

Table 3: Assumed occupancy rate from Campbelltown's Local Infrastructure Contributions Plan 2018

Residential development type	Occupancy rate
Detached dwelling houses, dwellings with three or more bedrooms	3.16 people per dwelling
Dwellings with two bedrooms	1.91 people per dwelling

Table 4: Average household occupancy rate from Forecast id.

Small area	Year					
	2016	2021	2026	2031	2036	2041
Mount Gilead	2.49	3.26	3.36	3.38	3.36	3.34
Rural Residential*	3.39	3.30	3.49	3.61	3.57	3.49
Campbelltown LGA	2.98	2.93	2.91	2.93	2.92	2.90

*Includes the localities of Denham Court (excluding East Leppington), Gilead (excluding Mount Gilead), Holsworthy, Kentlyn, Long Point, part of Menangle Park, Minto Heights, Mount Annan, Varroville, Wedderburn and Woronora Dam.

INCOMING POPULATION

Dwelling mix and density of the proposal

To further review the assumed occupancy rates applicable to the Gilead Precinct, occupancy rates in similar parts of Sydney were analysed. These areas were selected based on their:

- Similar greenfield development location and context within Sydney
- Similar breakdown at a suburb level of low and medium density residential
- Being largely developed.

The five areas chosen were Oran Park, Harrington Park, Leppington, Rouse Hill and Campbelltown. Within these five suburbs, ABS Census Level 1 Statistical Areas (SA1) were selected with one of the same zonings which align with the proposed dwelling mix for Gilead (i.e. R2 Low Density Residential and R3 Medium Density Residential). The average occupancy rates for these SA1 areas are shown in Table 4.

Revised occupancy rates for Gilead were then proposed, based on the average assumed occupancy rates in the Local Contributions Plan and the actual occupancy rates in similar areas.

This approach is considered suitable for Gilead, given the broad consistency between the comparison areas, Campbelltown LGA projections and existing rates. These revised occupancy rates used in this assessment are shown in Table 4.

Table 5 outlines the expected incoming population to the Precinct, based on these revised rates.

Table 5: Previously used, actual and proposed household occupancy rates per aligned density zoning

R2 Low Density			R3 Medium Density		
Assumed occupancy rates in the Campbelltown Local Contributions Plan					
3.16 (detached dwelling houses, dwellings with three or more bedrooms)			1.91 (dwellings with two bedrooms)		
Actual occupancy rates in similar areas					
Suburb	SA1	Occupancy rate	Suburb	SA1	Occupancy rate
Oran Park	1150620	3.3	Rouse Hill	1130220	3.1
Harrington Park	1143432	3.0	Campbeltown	1143745	2.8
Leppington	1150616	3.3	Oran Park	1150627	3.0
Revised occupancy rate used in this assessment					
3.2 people per dwelling			2.7 people per dwelling		

Table 6: Expected incoming population based on revised occupancy rates

Expected dwelling mix	Dwelling yield	Revised occupancy rate	Expected population
Low density	2,805 dwellings	3.2 persons per dwelling	8,976 people
Medium density	495 dwellings	2.7 persons per dwelling	1,337 people
TOTAL	3,300 dwellings	-	10,313 people










INDICATIVE AGE PROFILE

A likely age profile has been developed for the projected incoming population by considering and applying age profile data from the Mount Gilead small area and two comparable greenfield areas: Oran Park and Leppington. These greenfield areas were chosen based on their comparable dwelling spilt and likely greenfield characteristics/housing profile to the Gilead Structure Plan.

Given data from the ABS Census 2016 now dates to five years ago, 2036 projected age data from Forecast id was used to provide a better indication of the likely future age profile. As Forecast id. uses small area boundaries, the demographics of Oran Park Precinct and East Leppington were used. These small areas are relatively consistent with ABS suburb boundaries.

These characteristics suggest that the incoming population will comprise **predominantly of young families**. This community will **require adaptable social infrastructure and spaces** that can **accommodate multigenerational groups**.

Table 6 Projected age profile in 2036 for similar areas, indicating the site's future age profile

Age bracket	Mount Gilead (%)	Oran Park Precinct (%)	East Leppington (%)	Indicative (%)	Likely incoming population of Gilead
 Babies and pre-schoolers 0-4	10.2%	6.5%	10.2%	9.0%	928
 Primary schoolers 5-11	12.8%	10.4%	13.1%	12.1%	1,248
 Secondary schoolers 12-17	8.0%	9.1%	9.6%	8.9%	918
 Young adults 18-24	10.1%	8.7%	10.9%	9.9%	1,021
 Young workforce 25-34	19.9%	13.0%	16.8%	16.3%	1,681
 Parents and homebuilders 35-49	23.1%	23.9%	24.6%	23.9%	2,465
 Older workers and pre-retirees 50-59	6.6%	11.0%	9.1%	8.9%	918
 Empty nesters and retirees 60-69	3.7%	7.6%	4.4%	5.2%	536
 Older adults 70+	6.3%	9.8%	1.3%	5.8%	598

04. PROVISION ASSESSMENT

APPROACH TO BENCHMARKING

General approach

Planning for future infrastructure, whether in new or established communities, is a complex task. Benchmarks are only one tool that can be used. This study takes a good practice approach to identifying social infrastructure and open space requirements of the site by:

- Identifying the **demographic characteristics** of the current community and the likely demographic characteristics of the future population to understand future needs and demands for social infrastructure and open space
- Understanding the **existing provision of social infrastructure** and identifying key gaps in provision
- Understanding the **site and strategic context** of the area that are guiding future planning decisions
- Considering **leading practice principles and benchmarks**, and applying these appropriately to the site.

Rates of provision for social infrastructure

There are currently no universal standards or approaches to the planning of social infrastructure in NSW. In the absence of this, most councils have established their own approaches to provision, which has resulted in the adoption of different social infrastructure benchmarks across the state. For the purposes of this study, preference has been given to the benchmarks provided by Campbelltown City Council and, where relevant, compared to industry standards to ensure best practice.

Planning for social infrastructure generally operates within a hierarchy of provision, with different scales of infrastructure serving varying sized catchments. As outlined in Figure 5, Campbelltown City Council has adopted a three tier community facility hierarchy. Using this hierarchy and the expected incoming population size of Gilead, this study has focussed on the provision of **local facilities**. Consideration has been given to district and regional facilities as appropriate, as the proposal will likely contribute to some cumulative need.

Following lodgement of the Planning Proposal, Lendlease intended to engage with Council to refine appropriate rates of provision and the level of local infrastructure required. The following assessment should therefore be used as a starting point only, to inform initial discussions.

Figure 5: Social infrastructure hierarchy



Source: Adapted from Campbelltown Council Community Facilities Strategy (2018)

SOCIAL INFRASTRUCTURE DELIVERY TRENDS

Over time, the planning and delivery of social infrastructure needs to adapt to changes in the social, economic and environmental context. To meet the challenges associated with delivery of greenfield development, including population growth and increased urban density, governments around the world are reviewing the way they plan and design social infrastructure. Current trends in the planning and design of social infrastructure are outlined below and have been considered as part of the assessment approach to social infrastructure need and delivery.

Planning trends



Co-design of facilities with the end users to encourage community ownership and a fit for purpose design



Partnerships which provide alternative approaches to funding and delivery of infrastructure, including share-use arrangement and public-private partnerships



Integrated delivery of community services in a single facility to improve service delivery for and create efficiencies through common areas and amenities



Accessibility of facilities by public, private and active transport is maximised to support a reduction in car use and convenience for different users



Co-location of social infrastructure to provide user convenience and encourage cross utilisation of clustered facilities



Extension of the home as backyards' are shrinking and people need open space and social infrastructure as places to connect and gather with others

Design trends



Flexible spaces and fittings that can respond to changing preferences over time and avoid redundancy of facilities and equipment



Multi-purpose facilities and open space that are designed to support a range of user groups, including different ages, abilities and activities in one location to support increased utilisation by creating spaces that serve multiple functions



Compact designs that enable the delivery of critical social infrastructure in areas that are constrained by spaces or land values



Technology enabled facilities, including free wi-fi for users, online booking systems and high-tech maker spaces that may provide 3D printing, computer programming and music and movie production



Smart buildings and spaces to help social infrastructure providers minimise the long term maintenance and environmental costs of infrastructure

EMERGING SOCIAL INFRASTRUCTURE GAPS AND NEEDS

This benchmarking assessment outlines the expected demand and recommended provision for social infrastructure facilities within the Gilead Precinct, based on the expected incoming population, Council and/or industry benchmarks and knowledge of best practice provision approaches. It is recommended that these findings are used as an initial starting point for the likely requirements of the area. Consultation with Council and other key agencies is recommended to further understand the likely needs of the community and intended approach to infrastructure provision to ensure the Gilead Precinct provides good quality social infrastructure to meet resident needs.

Community facilities and libraries

The future population of Gilead is likely to generate demand for multipurpose community space of over 800 sqm. There is currently planned to be a community facility of 500sqm in Figtree Hill to meet the needs of that community.

The population of Gilead will also generate demand for approximately 430 sqm of library space. As noted previously, the Greater Macarthur and Wilton Priority Growth Areas Social Infrastructure Assessment recommends libraries be provided in Mount Gilead and Menangle Park. The size of each library was recommended to be about 1,100 sqm, depending on population distribution. This suggests the Mount Gilead library serve a catchment of around 26,000 people, which is considerably more than the combined Gilead and Figtree Hill populations. The location of the Mount Gilead library has yet to be identified.

There are several options to meet the needs of Gilead residents for community and library space, shown below. Consultation should be undertaken with Council and potentially School Infrastructure NSW (SINSW) to agree a preferred approach.

Table 7 Benchmark demand for local community facilities

Facility type	Benchmark	Benchmark application	Recommended provision
Local multipurpose community centre	1: 20,000 people Facility size: 500 sqm minimum 80 sqm: 1,000 people	825 sqm of community facility space	<ul style="list-style-type: none"> Provide one large community centre and library to serve both the Figtree Hill and Gilead communities, or Retain the 500 sqm Figtree Hill space and provide an additional space within Gilead, potentially with one space hosting a library, and/or Work with SINSW on a joint approach to library space and some of the community facility space.
Library	42 sqm: 1,000 people	433 sqm of library space	

Health facilities

Planning for hospitals and other major acute care services is undertaken at a regional level. The Greater Macarthur and Wilton Priority Growth Areas Social Infrastructure Assessment indicates that Wilton is the preferred strategic location for a new hospital facility to service the growth areas. Campbelltown Hospital is also undergoing a \$632 million redevelopment to increase its service and carrying capacity to serve the growing populations of Campbelltown, Camden and Wollondilly LGAs.

The incoming population of Gilead is likely to generate demand for 10 GPs, working from one to two medical centres. The proposed local centre for the site contains provision for non-retail floorspace which will likely be able to accommodate this type of service.

The combined populations of Gilead and Figtree Hill will also contribute to some demand for district level community health services.

Table 8 Benchmark demand for local community facilities

Facility type	Benchmark	Benchmark application	Recommended provision
General practitioners (GPs)	1: 1,000 people	Approximately 10 GPs working from one to two medical centres	To be provided within the local centre
Hospital services	Undertaken at a regional level and therefore not applicable for Gilead		

Benchmark source for Table 7: Campbelltown City Council Community Facilities Strategy and NSW State Library Population Based Calculator

Benchmark source for Table 8: National standard

Education facilities

The proposal is likely to generate an incoming population of:

- 1,248 primary school children (5 – 11 years)
- 918 secondary school children (12 – 17 years).

Based on benchmarks shown below, the population would generate the demand for one primary school. It will also add considerable demand for additional primary school and high school places across the Gilead and Menangle Park area, but would not trigger the need for a high school or second primary school. The need for school places generated by the Gilead proposal could be met by a combination of the public and private sectors.

The Gilead proposal contains an indicative primary school site (2ha), co-located with the local centre.

The Figtree Hill structure plan also currently contains provision for a 3.9ha school site. Preliminary discussions with SINSW undertaken in June 2022 indicate the Figtree Hill school site could be used for a co-located primary school and high school. Given the size of the Figtree Hill population and the indicative enrolment capacity of school sites, it is likely these schools could accommodate some of the additional primary and high school enrolment demand generated by Gilead.

Table 9 Benchmark demand for new schools

Facility type	Benchmark	Benchmark application	Recommended provision
Primary school (5 – 11 years)	1,000 student capacity Indicative size: 1.5ha	1.25 schools	Provision of two school sites as follows: <ul style="list-style-type: none"> Indicative primary school (2ha) at Gilead Co-located primary and high school (combined 3.9ha site) at Figtree Hill.
Secondary school (12 – 17 years)	2,000 student capacity Indicative size: 2.5ha	0.46 schools	

Benchmark source: SINSW School Site Selection and Development Guidelines (2020). Benchmarks applied for suburban/low medium density areas

Childcare facilities

Council currently does not have a local benchmark to guide the provision of childcare centres within the LGA. As a result, this study draws from the City of Parramatta Community Infrastructure Strategy (2019). The childcare benchmarks in this strategy are generally considered as industry standards and have been applied in other council areas

The Gilead proposal is likely to generate an incoming population of:

- 928 babies and pre-schoolers (0 – 4 years)
- 1,248 primary school children (5 – 11 years).

Based on benchmarks, the population would generate the demand for four to five long day care centres and six out of hours school care centres.

The capacity of childcare facilities ranges considerably, from smaller home based care to large, privately owned facilities. There is generally a network of facility sizes within an area, although current trends are indicating towards the development of larger centres. For the purposes of this assessment, an average of 80 children per centre was applied based on a snapshot of different centres within the LGA and gathered knowledge in this space.

The provision of childcare is generally provided by the private sector, with some council-owned facilities. Out of hours school care is typically provided from school facilities, under a lease arrangement with the Department of Education or relevant school site owner.

Table 10 Benchmark demand for new childcare facilities

Facility type	Benchmark	Benchmark application	Recommended provision
Long day care	1 place: 2.48 children aged 0 – 4 years	374 long day care places Approximately four to five centres with an average of 80 places each	Per benchmark, to be monitored by market demand. Look to provide in local centre or within the family care market.
Out of hours school care	1 place: 2.70 children aged 5 – 11 years	462 out of hours school care places Approximately five to six centres with an average of 80 places each	Per benchmark, to be monitored by market demand. Look to co-locate within the proposed school site.

Benchmark source: City of Parramatta Community Infrastructure Strategy (2019)

OPEN SPACE ANALYSIS

Defining open space and recreation

Open space comes in a variety of forms, from structured sportsfields to natural ecosystems. All open space types have a role in supporting the social, environmental and economic needs of communities.

This assessment addresses the provision of public open space which can support outdoor recreation uses. As outlined by the GANSW draft Greener Places Design Guide (2020), outdoor recreation encompasses a range of activities that people undertake for fun, relaxation or fitness. This includes activities such as formal sport, self-directed endurance activities, appreciation of nature, socialising, picnicking, walking and informal group activities. Some of these activities are organised while others are more informal.

The types of open space that can support recreation can therefore be classified into two key categories; open space for structured recreation and open space for unstructured recreation. These are outlined in the table below. It is important that both structured and unstructured recreation is provided for when planning for open space, to provide the community with access to a range of recreational opportunities and are not dominated by one particular setting.

This assessment considers the range of open space areas and settings that can support structured and unstructured recreation.

Table 11 Types of open space considered in this assessment

Open space for structured recreation	Open space for unstructured recreation
<p>Open space areas that predominately supports directed, physical activity such as outdoor sport or formal play.</p> <p>Generally consist of the following open space areas:</p> <ul style="list-style-type: none">▪ Sportsfields and grounds▪ Playgrounds▪ Outdoor exercise areas	<p>Open space areas that predominately support casual, physical, social or cultural activities, such as picnicking, walking or group gatherings.</p> <p>Generally consists of the following open space areas:</p> <ul style="list-style-type: none">▪ Natural areas and bushland▪ Linear trails and accessible riparian areas▪ Gardens and parklands▪ Beaches and foreshores.

Figure 6 Examples of open space types



Sportsfields

Parks

Trails and walkways

Playgrounds

“As we plan for future growth and development, access to high-quality open space will become increasingly important. Our parks and natural landscapes are the places where people can relax, exercise, play, and enjoy our natural heritage and culture”

GANSW 2020

QUANTITY PROVISION APPROACHES

Background to open space benchmarks in NSW

There are two main ways of considering the quantity of open space provided in a location: by proportion and by area.

Historically, NSW has taken an area-based approach. For example, the superseded Growth Centres Development Code (2006) contained a benchmark of 2.83ha per 1,000 people for 'open space and recreation'. While the benchmark is framed in the Code as a 'guiding threshold', and is caveated with a note stating 'May be refined through specific studies', the 2.83ha per 1,000 people benchmark has been widely used in open space planning in NSW. However, the 2.83ha per 1,000 people provision rate is based on patterns of recreation and from the UK over 100 years ago. There is no evidence based for the use of this rate as a default standard in 21st century Australia, despite its frequent use.

The draft Greener Places Design Guide (2020) argues for a performance-based approach which moves away from the quantification of space altogether. It states:

Planning that relies on a spatial standard such as 2.8ha/1,000 people is only effective with high levels of quality control and often works against opportunities for multiple use and innovative solutions. Equally, past approaches such as specifying a percentage of land did not have any direct link to the demand arising from a development, as densities can vary greatly yet the percentage stayed fixed (2020: 11).

In submissions to the draft Greener Places Design Guide, a number of outer metropolitan councils suggested using a balance of performance based and qualitative spatial standards for open space (Greener Places Design Guide Consultation Report 2021, pg.8).

The development of the draft DPE Urban Design Guideline (2021) aimed to find this balance and proposed a proportion based approach, whereby 15% of net developable area was set aside for open space. This was complemented by a range of performance-based criteria. The Guidelines were removed from exhibition in March 2022 alongside the draft SEPP for Design and Place.

At the time of this report, the draft Greener Places Design Guide remains the principle guiding document for open space planning in NSW.

Approaches to open space benchmarks across Australia

Several states in Australia take a proportion-based approach to considering open space provision. For example:

- SA's offset scheme under the Planning, Development and Infrastructure Act (2016) requires large subdivisions to set aside 12.5% of land for open space
- Victoria's draft Guidelines for Precinct Structure Planning in Melbourne's Greenfields (2020) proposes that 10% of net developable area be set aside for local parks and sports fields. This is explained further in the box below.
- WA's Development Control Policy 2.3 requires 10% gross subdividable area for open space, which may include regional open space.

Other locations take an area-based approach. For example, in the Brisbane City Plan (2014), Brisbane City Council requires the provision of 0.8ha/1,000 people for local recreation, 0.8ha/1,000 people for district and metropolitan level recreation and 1.2 ha/1,000 for local, district and regional outdoor sport.

Case study: provision approach in Victoria

In 2017, the Victorian Planning Authority (VPA) released the Metropolitan Open Space Network: Provision and Distribution Report. This report emphasises a performance based approach to open space provision. It also includes extensive mapping and calculations of open space distribution across metropolitan Melbourne, covering 32 municipalities.

From this, the report identifies that there is approximately 57.7sqm of public open space per person across metropolitan Melbourne, including growth areas. While this rate varies considerably across municipalities, as a proportion of land area, it equates to approximately 9.3% of total land area as open space.

By extension, SGS's Open Space Contribution Rate Planning Research (2018) for the City of Monash recommends 10% of all developable land be open space. This is based on an average provision rate of 30sqm per person and the associated open space required from the expected population growth. SGS notes several Victorian councils apply an average per capita provision rate of 24 – 30.3sqm, based on existing conditions (noting that, without intervention, this rate would decrease with population growth). This average is therefore seen as an acceptable basis for informing the 10% rate of developable land area and ensuring all residents have acceptable access to open space.

EMERGING OPEN SPACE AND RECREATION GAPS AND NEEDS

Approach to provision

This assessment considers open space demand generated by the proposed Gilead masterplan for structured and unstructured recreation uses.

To determine an appropriate amount and configuration of open space that will provide good community outcomes for the future population, this study has applied both **performance based** and **quantitative spatial standards** for open space.

Performance based principles, considering criteria around accessibility, quality and configuration of spaces, are drawn from the GANSW Draft Greener Places Guide (2020) and Campbelltown City Council's Open Space Strategic Plan (2018). In the absence of an endorsed, evidence based quantum standard in NSW, this study draws on the proportion-based approach currently applied in Victoria to guide the expected quantity provision of open space across the precinct. This proposed 10% of net developable area (which excludes land for major roads and utilities) to be set aside for open space.

Like social infrastructure, open space is also planned in a provision hierarchy. Figure 7 outlines the hierarchy that has been applied to this assessment, which is broadly aligned to the suggested requirements in the GANSW Draft Greener Places Guide (2020) and Campbelltown City Council's Open Space Strategic Plan (2018).

Figure 7 Open space hierarchy

Regional		
Key destination areas for large community or regional sporting events that typically serve one or more LGAs or metropolitan districts. Users of regional open spaces are generally prepared to travel significant distances to access the space.		Size: Greater than 5ha
Regional parks typically contain drawcard or specialised recreational facilities that can support multiple groups at once and are unlikely to be found in other parks in the local area (e.g. multiple sports ovals, large playspaces, BMX tracks). Regional parks contain a range of supporting amenities (e.g. toilets, BBQ facilities, carparking, kiosks) to enable people to stay all day.		Catchment: Up to 30 minutes travel time on public transport or by vehicle to regional open space
District		
Serve a catchment of multiple suburbs and communities, of less than one LGA. District parks serve a diverse user group and can support different recreation uses, from structured play to larger community gatherings. Sportsfields are generally classified as district facilities.		Size: 2 – 5ha
District parks typically integrate two or more key recreational facilities (e.g. sportsfields with playspaces) and supporting amenities (e.g. toilets, carparking) to support active recreation or large gatherings.		Catchment: 2km from most houses
Local		
Serve the local suburb and located in residential areas. Local parks typically support small group or individual recreation needs, providing respite from the urban environment.		Size: 0.5ha – 2.0ha
Local parks typically integrate one to two small scale facilities such as seating, playspaces, gardens or outdoor exercise equipment.		Catchment: 400m walking distance from most houses

EMERGING OPEN SPACE AND RECREATION GAPS AND NEEDS

Open space

The incoming population is likely to generate demand for 24.4ha of open space, based on the benchmark of 10% of net developable area as open space. The proposal will provide 35.92 ha of open space and is therefore expected to meet the quantity of open space needs of the incoming population.

Table 13 outlines the draft Greener Places Design Guide performance criteria for the assessment of open space which has guided this assessment. This approach is underpinned by planning for open space as an interconnected network, with a diversity of high quality spaces supporting a variety of activities, recreation and benefits.

Alongside the indicative sportsfield, the proposal provides opportunity for structured recreation through the provision of two key parks:

- Explorers Range Park – situated in the middle of the Gilead precinct and likely be the key destination park for the area. At approximately 9.44ha, the park is capable of supporting a range of recreation opportunities.
- Riverside Reserve – adjoining the Nepean River, the reserve is approximately 6.38ha and provides an opportunity for the community to engage with green and blue infrastructure. The reserve is expected to support opportunities for play, with mountain bike trails and an embellished foreshore for water activities.

The remainder of open space on site (approximately 17ha) will be provided as local open space. In accordance with the GANSW performance criteria (Table 13), local open spaces should be a minimum of 0.5ha and located within 400m walking distance from homes. Local spaces should also be of a regular size and topography to support a mix of structured and unstructured recreation activities such as playgrounds, community gardens and parklands.

Of the open space areas proposed, most meet minimum size requirements, with approximately four areas less than 0.5ha. There are some areas of significant cultural heritage vegetation which may be incorporated within proposed local parks or shared walking connections, in consultation with local indigenous groups. Given the cultural protections, there may be instances where these areas are of a different size to standard parks. There should be consideration of how these spaces can be incorporated into the open space network, provided areas can be publicly accessible and demonstrate community value.

Careful consideration is needed in regards to accessibility, to ensure most residents are within easy walking distance to open space particularly to the east and north of the site. This may involve the use of natural linkages and linear parks to connect residents to Figtree Hill and larger parklands within Gilead.

Table 12 Quantitative demand for open space

Benchmark	Quantity of open space required (ha)	Quantity of open space provided (ha)
10% of NDA as open space	24.4 ha	35.92 ha
2.83 ha; 1,000 people (for comparison purposes)	169.80 ha	3.48ha per 1,000 people

Table 13 Open space performance based criteria

Criteria	Description
Quantity	In low-and high-density areas, good provision of public open space is essential to compensate for the lack of private open space to support active living and contribute to a more liveable neighbourhood.
Accessibility and connectivity	Ease of access is critical for the community to be able to enjoy and use public open space and recreation facilities. Residents should be within: <ul style="list-style-type: none"> ▪ 400m walking distance from a local space ▪ 2km from a district space ▪ 5 – 10km from a regional space and/or up to 30mins travel on public transport
Size and shape	Size and shape of open space has a direct bearing on the capacity of that open space to meet and accommodate recreation activities and needs. Open spaces should be of the following minimum sizes: <ul style="list-style-type: none"> ▪ Local park: 0.5 – 0.7ha ▪ District park: 2 – 5ha ▪ Regional: greater than 5ha
Quality	The quality of design and ongoing maintenance and management is critical to attracting use and activating the open space network.
Distribution	The ability of residents to gain access to public open space within an easy walk from home, workplaces, and schools is an important factor for quality of life. The geographic distribution of open space is a key access and equity issue for the community.
Diversity	The range of open space setting types within an urban area will determine the diversity of recreation opportunity for communities.

EMERGING OPEN SPACE AND RECREATION GAPS AND NEEDS

Recreation requirements

Based on the application of benchmarks shown opposite, the incoming population is likely to generate demand for two sportsfields with double playing fields and one multipurpose outdoor sports court.

The proposal currently contains a 3ha sportsfield, co-located with the proposed school and village centre. It is also understood there may be potential for a large area of regional sportsfields to be provided in the area immediately north of Gilead. If this occurs, it may be preferable to consolidate some or all sportsfield and potentially outdoor sports court provision on that site, and for development contributions to be provided for Gilead to enable high quality regional infrastructure to be provided.

Consultation with Council and the neighbouring land owner should be undertaken to understand the likely sportsfield and outdoor sports court provision on the site and agree a preferred approach.

The incoming population itself will not generate demand for an indoor sport and recreation centre. The Greater Macarthur and Wilton Priority Growth Areas Social Infrastructure Assessment recommends two indoor sports facilities to be provided Menangle Park.

Table 14 Benchmark demand for structured recreation

Facility type	Benchmark	Benchmark application	Recommended provision
Sportsfield	1: 5,000 people Two playing fields, minimum 5ha	2 sportsfields	To be discussed with Council and the neighbouring land owner to the north. May be on site local level provision or a contribution to off site regional level provision.
Outdoor multipurpose sports court	1: 10,000 people	1 multipurpose court	As above. If local provision preferred, may potentially be provided as two half courts in different parks within Gilead.
Indoor sport and recreation centre	1: 20,000 – 50,000 people	0.2 – 0.5 centres	The incoming population will not generate the need for a standalone facility. Demand will likely to be met through planned facilities at Menangle Park.
Playgrounds	1: 2,000 people	5 playspaces	Rather than five local level playspaces, it is recommended there be a range of play spaces distributed across the site. There is potential for: <ul style="list-style-type: none"> ▪ A large district adventure playspace within the Riverside Reserve ▪ Nature based or water based play space incorporated within the Explorers Range Reserve ▪ Potential for local play spaces within walking distance of homes and the local centre, with emphasises on higher quality provision over quantity.

Source: DPE Greater Macarthur and Wilton Priority Growth Areas Social Infrastructure Assessment prepared by GHD (2017) and Campbelltown City Council Play Space Strategy (2016)

05. CONCLUSIONS

CONCLUSION AND RECOMMENDATIONS

Based on the findings within this initial analysis, the incoming population of Gilead is likely to generate demand for:

Community facilities and libraries



The future population of Gilead is likely to generate demand for multipurpose community space of over 800 sqm. There is currently planned to be a community facility of 500sqm in Figtree Hill to meet the needs of that community. There are several options to meet the needs of Gilead residents for community and library space including:

- Provide one large community centre and library to serve both the Figtree Hill and Gilead communities, or
- Retain the 500 sqm Figtree Hill space and provide an additional space within Gilead, potentially with one space hosting a library, and/or
- Work with SINSW on a joint approach to library space and some of the community facility space.

Consultation should be undertaken with Council and potentially School Infrastructure NSW (SINSW) to agree a preferred approach.

Education



Provide up to two primary schools and one high school. Across Gilead and Figtree Hill there are two school sites proposed: an indicative primary school (2ha) at Gilead and a co-located primary and high school (combined 3.9ha site) at Figtree Hill. The initial student population projections for both precincts suggest Figtree Hill could accommodate the additional high school and primary school demand generated by Gilead.

Childcare



Provide approximately five long day care centres and five out of hours school care centres. The provision of childcare is generally provided by the private sector, in line with market demand, with out of hours school care typically provided from school facilities. The local centre could accommodate childcare facilities, and family daycare services could also be provided from local homes to supplement supply.

Health



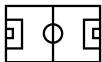
Provide approximately two medical centres. The incoming population will likely generate a need for up to ten GPs. The local centre could accommodate a medical centre. Other health needs of the incoming population are likely to be met through the upgraded Campbelltown Hospital or the proposed hospital at Wilton.

Open space



The proposal provides 35.92 ha of open space, which exceeds quantity provision standards for 10% of net developable area as open space. The provision of local parks in subsequent detailed planning stages should be guided by the GANSW performance criteria, as outlined in Section 03 of this report.

Recreation



The proposal currently contains a 3ha sportsfield, co-located with the proposed school and village centre. It is also understood there may be potential for a large area of regional sportsfields to be provided in the area immediately north of Gilead. The provision of sportsfields and outdoor courts should be discussed with Council and the neighbouring land owner to the north to understand the likely level of provision provided north of Gilead and the preferred approach moving forward. The demand for sportsfields and/or outdoor courts may be on site local level provision or a contribution to off site regional level provision.

It is recommended there be a range of play spaces distributed across the site with potential for a large district adventure playspace within the Riverside Reserve, a nature based or water based play space incorporated within the Explorers Range Reserve and/or the provision of local play spaces within walking distance of homes and the local centre (with preference to quality over quantity).

INITIAL CONCLUSION AND RECOMMENDATIONS

Recommendations and next steps

This analysis outlines the expected demand and recommended provision for social infrastructure within the Gilead Precinct, based on the expected incoming population, Council and industry benchmarks and knowledge of best practice provision approaches. This assessment will be provided to key agencies involved in the Gilead TAP process for review and comment and it is recommended that these findings are used as an starting point for the likely requirements of the area.

As planning for Gilead progresses, engagement with Council and other key agencies will be needed to understand preferred approaches to social infrastructure provision. This includes:

- Consultation with Council to confirm the preferred approach to addressing the increased demand for multipurpose community facility space and planning for formal recreation facilities. This should also investigate plans to accommodate a library within the region.
- Continuing to consult with SINSW to understand preferred approaches for school provision and joint use infrastructure arrangements (i.e. shared sportsfields/courts) across Gilead and Figtree Hill.
- Consultation with the Southern Western Sydney Local Health District to keep it informed of the proposal and potential future demands on health services. This should also include confirmation of preferred provision approaches to community health services in Greater Macarthur.

Following agency feedback and any necessary structure plan revisions, this assessment will be updated for formal lodgement and public exhibition.

