

beam

# SSD Scoping Report

Project Specific SEARs Request

Buckland Retirement Village  
39 Hawkesbury Road, Springwood

Prepared for Buckland Retirement Village

03.12.25  
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Beam Planning acknowledge that Aboriginal and Torres Strait Islander peoples are the First Peoples and Traditional Custodians of Australia. We pay respect to Elders past and present and commit to respecting the lands we walk on, and the communities we work with.

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**Authors:**

Chris Forrester  
Director

cforrester@beamplanning.com.au



Sarah Castro  
Senior Planner

scastro@beamplanning.com.au



Mackenzie Yates  
Assistant Planner

myates@beamplanning.com.au



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# 1.0 Introduction

This Scoping Report has been prepared by Beam Planning for Buckland Aged Care Services (the Applicant) to seek the issuance of Project Specific Secretary's Environmental Assessment Requirements (SEARs) for a State Significant Development Application (SSDA) for a seniors housing development at 39 Hawkesbury Road, Springwood (the site).

The development is categorised as SSD under Schedule 1, Section 28 of the *State Environmental Planning Policy (Planning Systems) 2021* (Planning Systems SEPP) as the project involves:

- Development for the purpose of seniors housing, inclusive of a residential care facility;
- An estimated development cost (EDC) in excess of \$30 million; and
- Other (non-seniors housing) components of the development are not prohibited.

Pursuant to Section 4.5(a) of the *Environmental Planning and Assessment Act 1979* (EP&A Act), the Minister for Planning and Public Spaces, or their delegate will be the consent authority for the application.

This Scoping Report has been prepared in accordance with the *State Significant Development Guidelines* adopted by the Department of Planning, Housing and Infrastructure (DPHI) in March 2024 and provides an overview of the project, sets out the statutory context and identifies the key likely environmental and planning issues that will be considered as part of this SSDA.

## The Applicant

Buckland Aged Care Services is a not-for-profit charity that has been providing essential services and quality accommodation to the Blue Mountains community since 1936.

<b>Applicant</b>	Buckland Aged Care Services
<b>ABN</b>	82 517 110 268
<b>Address</b>	39 Hawkesbury Road, Springwood

## Background to the Project

The site comprises the existing Buckland Retirement Village, which includes the Buckland Convalescent House, initially established in 1936 as a hospital for women. Since then, the site has expanded and has been altered multiple times through a series of planning applications, which has resulted in its use as a seniors living and aged care facility since the 1980's.

As detailed within **Section 5.0** of this Scoping Report, the site is zoned C2 Environmental Conservation and C4 Environmental Living, whereby seniors housing is prohibited in both zones under the *Blue Mountains Local Environmental Plan 2015* or the *State Environmental Planning Policy (Housing) 2021*. Notwithstanding, the site has continuously operated as a seniors housing development since granting of the original consent. Therefore, the seniors housing use benefits from 'existing use rights' and may be expanded pursuant to Section 43 of the *Environmental Planning and Assessment Regulations 2021* (EP&A Regulations). Refer to **Section 5.0** for further detail on this matter.

## Project Vision

The vision for the site is to deliver a respectful and future-focused expansion of the existing high-care 'residential care facilities' and Independent Living Unit (ILU) accommodation at Buckland Retirement Village. The primary objective is to address the growing demand for aged care in the Lower Blue Mountains, while protecting the site's environmental values and heritage significance. The project aims to balance increased housing choice for older residents with the protection and celebration of the site's environmental and heritage characteristics. The project objectives include:

- **Ageing in place:** Deliver appropriately located, accessible seniors dwellings that are integrated with the existing residential aged care facility, allowing residents to age in place with a continuum of care.
- **Meet community demand:** Respond to the shortage of high-care aged care beds and ILU accommodation in the Lower Blue Mountains, evidenced by the large applicant waitlist by increasing capacity within the existing Buckland Retirement Village.
- **Upgrade facilities:** Upgrade and modernise staff and resident facilities within the existing village to meet contemporary aged care standards, improving functionality, safety and comfort.

- **Efficient use of the site:** Identify and maximise the development opportunities by co-locating new accommodation with established essential services and infrastructure.
- **Environmental protection:** Avoid and mitigate impacts on sensitive vegetation, terrain, and bushfire prone areas by carefully selecting sites within the village with the lowest impact. A balanced design approach will be undertaken to manage and minimise bushfire and biodiversity impacts on the site.
- **Protect heritage significance:** Design and deliver the development in a manner that responds sensitively to the heritage significance of the 'Buckland Convalescent Home', including protection of heritage curtilage, significant view lines and the landscaping setting, while enabling the appropriate and improved use of the buildings.
- **Sustainable health provision:** Support the Blue Mountains Local Housing Strategy 2020 objectives by enabling the long-term delivery of aged care services for an ageing population.
- **Efficient delivery of the development:** Ensure an appropriate approach is undertaken to ensure that existing operations can continue within a live aged care environment, protecting the wellbeing of residents and staff during construction.

## 2.0 The Site

The site is located at 39 Hawkesbury Road, Springwood within the Blue Mountains Local Government Area (LGA), and is located on the traditional lands of the Dharug and Gundungurra Peoples. The legal description of the site is Lot 2 in DP710053. While the site has a total area of approximately 51,500m<sup>2</sup>, only a relatively small portion of this can be developed due to several environmental constraints, which are explained in **Section 5.0**. In summary, this includes:

- Bush fire prone land (vegetation category 1 and vegetation buffer);
- State heritage item;
- Protected Area – Watercourses;
- Protected Area – Riparian land;
- Protected Area – Vegetation Constraint Area;
- Protected Area – Ecological Buffer Area;
- Protected Area – Slope Constraint Area (>20%);
- Koala Habitat; and
- Hawkesbury-Nepean Catchment Area.

The developed portion of the site currently comprises the existing Buckland Retirement Village, which includes a series of two storey buildings used for the purposes residential aged care facility and ILUs, and is accessed via Buckland Drive which is the main internal road located off Hawkesbury Road. The majority of the remaining portion of the site comprises bushland and dense vegetation as illustrated in **Figure 1** below.

The 'Lyndhurst Retirement Village' located at 77 Hawkesbury Road, Springwood is operated by Buckland Aged Care Services and comprises a total of 41 independent living units. It is located on the northeastern portion of the site and forms part of the Buckland Estate. A walking path through the bushland connects the two precincts together. The location of Lyndhurst Retirement Village is identified at **Figure 1**, which shows that it is partially located within the site boundary. It is emphasised that no physical works or operational changes are made to the Lyndhurst Retirement Village and therefore, it will not form part of the SSD.

The surrounding area is broadly characterised by low-density residential developments to the north and east of the site, surrounded by bushland, significant vegetation and ecology to the south of the site, and a small industrial area to the west of the site which is also surrounded by bushland.



**Figure 1** Aerial image of the site

## 3.0 Strategic Context

This section identifies the key strategic issues that are likely to be relevant to the justification and evaluation of the project, and will be investigated in more detail in the EIS.

**Table 1** Consistency of the project with relevant strategic plans

Strategic Plan	Comments
<b>NSW Housing Strategy – Housing 2041</b>	The project aligns with the NSW Housing Strategy, which advocates for diverse and affordable housing, benefitting people across the housing spectrum. The housing spectrum is understood as people's diverse housing experiences, including homelessness, home ownership, renting and housing needs for seniors or people with a disability. One of the key pillars of the Housing Strategy is <i>"to provide housing that is diverse and meets varied and changing needs"</i> . The proposed development supports this pillar by offering age-appropriate housing with accessibility features, allowing people to age in place, which will support the statewide delivery of housing that meets the needs of the population at different life stages.
<b>Greater Sydney Region Plan – A Metropolis of Three Cities and the Western City District Plan</b>	The proposed development broadly aligns with the Greater Sydney Region Plan and the Western City District Plan. These plans outline a 40-year and 20-year plan, focusing on the Region's housing diversity. The Greater Sydney Region Plan emphasises the need for adaptable housing solutions that meet the evolving needs of different life stages, including seniors. The provision of age-appropriate, accessible housing will support the demand for seniors accommodation in established urban areas, in proximity to services and amenities.
<b>Sustainable Blue Mountains 2050</b>	The Western City District Plan prioritises fostering healthy, creative, culturally rich and socially connected communities and the creation and renewal of great places and local centres, and respecting the district's heritage. The proposal supports the action of delivering healthy, safe and inclusive places for people of all ages and abilities, creating a development that is well designed to support ageing in place.

Strategic Plan	Comments
<b>Blue Mountains 2040: Living Sustainably – the Local Strategic Planning Statement</b>	Blue Mountains 2040: Living Sustainability – the Local Strategic Planning Statement (LSPS) presents the community-shaped vision for land use across the LGA for the next 20 years, derived from the Community Strategic Plan. It reflects the World Heritage setting of the LGA, the local values and the contributions of the LGA to the Western Parklands City. The proposed development aligns with <i>Local Planning Priority 6: meeting the diverse housing needs of our community</i> , revitalising the existing retirement village on site to provide seniors living accommodation that meets the evolving needs of the community. The proposed development provides opportunities for the appreciation and enjoyment of the heritage listed site, and its surrounding ecological landscape.
<b>Blue Mountains Local Housing Strategy 2020</b>	The Blue Mountains Local Housing Strategy 2020 (LHS) has been prepared to inform future planning for housing in the Blue Mountains. This strategy and the options presented for future change, are set against the local context, to specifically respond to the unique and important qualities of the Blue Mountains, and the high value placed on these qualities by the local community. The LHS identifies that the dominant trend in the Blue Mountains is that the population is ageing, with more than 25% of people over 60 years, and more than 40% over 50 years, which is higher than the Greater Sydney average. The proposed development will increase the number of seniors housing units provided on the site, and will increase the supply of seniors housing accommodation in the LGA.
<b>Blue Mountains City Council Ageing Strategy 2017</b>	The Blue Mountains City Council Ageing Strategy 2017 (Ageing Strategy) outlines the challenges of a growing ageing population and Council's commitment to supporting and developing an age-friendly city for current and future generations of older people. The Blue Mountains has a population that is older and ageing faster than the NSW average. More people are living longer than ever and people aged 65 or more are a significant and growing sector of the community. The proposal supports the Ageing Strategy objective, to prepare the City for an ageing population by providing appropriately located housing and services that enable older residents to age in place.

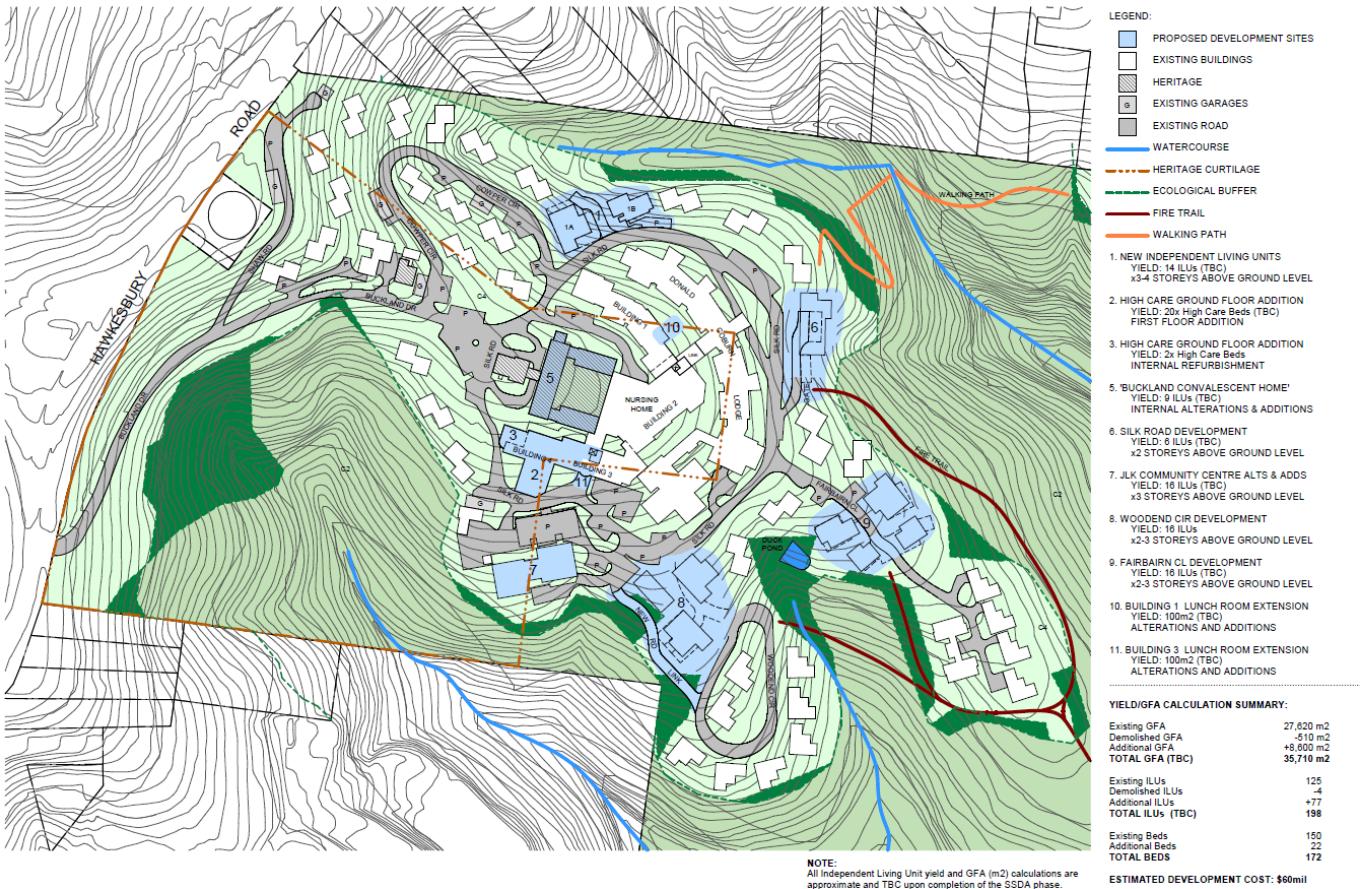
# 4.0 The Proposed Development

The proposed development seeks the extension and refurbishment of the Buckland's Retirement Village to allow for the continued and improved use of the site as seniors housing and accommodate a total of 77 additional ILU's (198 total) and 22 additional high care beds (172 total).

Specifically, the SSDA seeks consent for the following:

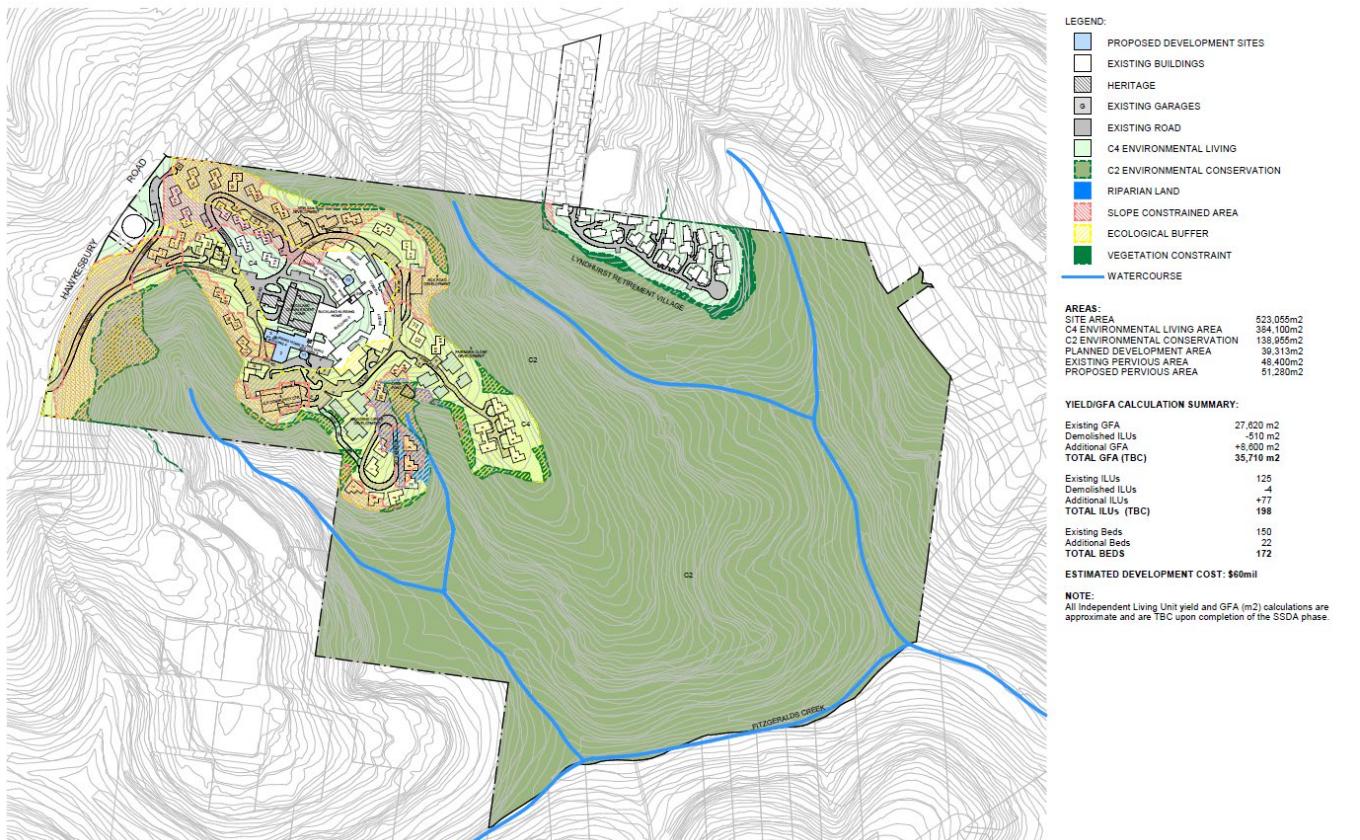
- Continued use of the site as seniors housing, including residential care facilities and ILUs, with select ILUs offering 'assisted living' (an optional support service to facilitate aging in place).
- Alterations and additions to existing buildings, including:
  - Alterations and additions to the residential care facility (Item 2 – Building 4) to facilitate the construction of a single storey addition above the existing building comprising an additional 20 high care beds.
  - Internal refurbishments to the ground floor of the residential care facility (Item 3 - Building 3 and 4) to facilitate 2 additional high care beds.
  - Internal refurbishment and heritage conservation works to the state heritage listed 'Buckland Convalescent Home' (Item 5), which will facilitate an adaptive reuse strategy consisting of 9 ILUs, to reactivate the use of historic building and bring it into the central activities of the site.
  - Alterations and additions to the JLK Community Centre (Item 7) to accommodate two additional storeys above ground level, which will have facilitate 16 additional ILUs.
  - Alterations and additions to the existing residential care facilities at building 1 and 3 to extend the existing lunchrooms (Items 10 & 11) in order to comply with the National Aged Quality Standards (administered by the Aged Care Quality and Safety Commission).
- Construction of new multi storey buildings across 4 development sites, including the following:
  - Part 3-4 storey buildings at the corner of Silk Road and Cowper Circuit to facilitate 14 new ILUs (Item 1)
  - 2 storey building along Silk Road to facilitate 6 additional ILUs (Item 6)
  - 2-3 storey buildings along Woodend Circuit, which will facilitate 16 new ILUs (Item 8)
  - 2-3 storey buildings along Fairbairn Close, which will facilitate 16 new ILUs (Item 9)
- Establishment of Asset Protection Zone (APZ) to mitigate bushfire impacts.
- Heritage and biodiversity conservation works to mitigate environmental impacts and guide the future detailed DAs.
- Associated site preparation works, and servicing and utility upgrades to facilitate the new development.

An indicative Concept Plan, prepared by Reitsma is provided at **Figure 2**. A Site Plan illustrating the relevant environmentally sensitive areas, which has informed the design of the proposed development is provided at **Figure 3**.



**Figure 2** Indicative concept plan

Source: Reitsma



**Figure 3** Proposed Site Plan

Source: Reitsma

## 4.1 Consideration of Alternatives

The following alternatives were considered as part of the process leading to this proposal:

- **Do Nothing:** This option would involve leaving the site in its current state which would result in its underutilisation and prevent the village from undergoing much needed renewal. This scenario would also fail to address the significant demand for new seniors housing in the LGA, which would increase the long-term demand for housing due to the increasing number of seniors residing in the LGA.
- **Development of the site for different uses:** The site could be redeveloped for alternative uses such as low density residential, bed and breakfast accommodation, eco-touristy facilities or other environmental facilities. However, this would impact current residents, and Buckland Retirement Village remains committed to delivering seniors housing and enhancing liveability for older residents, which is central to its mission. The Blue Mountains area is experiencing significant growth in its ageing population, making the provision of high-quality, purpose-built accommodation for seniors increasingly important. The site currently accommodates an existing seniors living development, which will be retained and enhanced as part of this proposal. Accordingly, the proposed redevelopment and the continuation and improvement of the existing land use will be highly beneficial to the local ageing community.
- **Alternative Location:** The option of delivering the new development elsewhere was considered. However, the site is already established as a seniors living village with appropriate infrastructure and services and, therefore, the improvement and expansion of the existing village is entirely appropriate and will result in a far better outcome for residents and visitors.
- **Alternative design and on-site building location:** Extensive architectural and planning analysis has been undertaken on the site, which has demonstrated that there are limited locations and building siting options on the site with consideration of its environmental constraints. The design approach will reflect a balanced and considered design response, which achieves an appropriate scale and density while addressing environmental risks and aligning with local planning objectives.
- **The proposal:** The proposed option will increase the number of seniors living units, aged care beds and assisted living units in the LGA, whilst responding to the unique environmental constraints presented by the site through a coordinated design and masterplan approach. The proposal will allow for the renewal of existing facilities and a sensitive expansion to improve the overall aged care offering at the site, providing new buildings which comply with updated fire safety standards, and ensuring the protection and maintenance of existing heritage buildings and significant ecological value.

## 5.0 Statutory Context

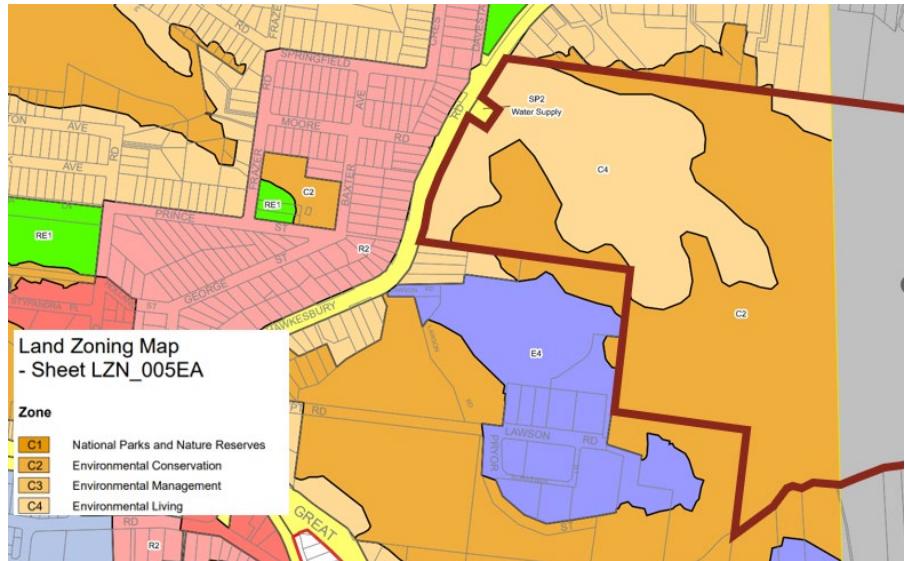
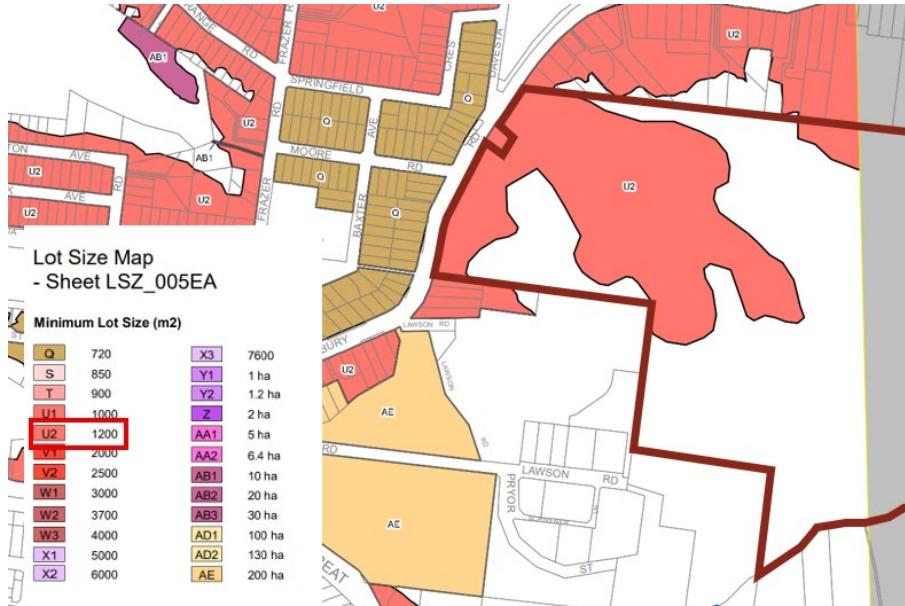
This section provides an overview of the key statutory requirements for the project.

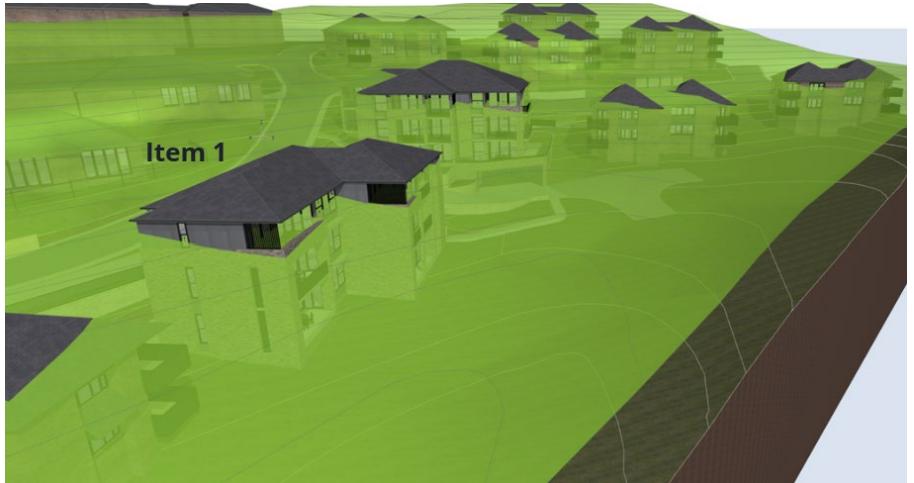
**Table 2** Statutory context

Matter	Comments
<b>Power to Grant Consent</b>	<p>Under Section 28 of the Planning Systems SEPP, development for the purposes of seniors housing triggers State Significant Development if the seniors housing component:</p> <ul style="list-style-type: none"><li>• has an EDC of more than \$30 million on land in the Greater Sydney Region;</li><li>• includes a residential care facility; and</li><li>• other components of the proposed development are not prohibited on the land under an environmental planning instrument.</li></ul> <p>The proposal is for the purpose of seniors housing accommodation, inclusive of a residential care facility with an EDC of \$60 million. The Minister for Planning and Public Spaces is therefore the consent authority pursuant to Section 4.5(a) of the EP&amp;A Act.</p>
<b>Permissibility</b>	<p>The proposal is located on land which is subject to the <i>Blue Mountains Local Environmental Plan 2015</i> (Blue Mountains LEP 2015). The site is zoned part C2 Environmental Conservation and C4 Environmental Living, with the developed portion of the site being zoned C4 Environmental Living, and the untouched vegetated part of the site zoned C2 Environmental Conservation.</p> <p>Seniors housing is not a permitted land use within either of the zones, and therefore seniors housing is prohibited on the site, under the Blue Mountains LEP 2015.</p>

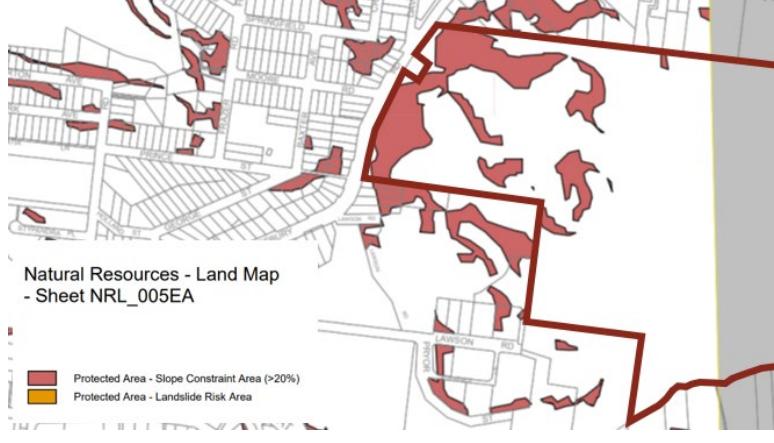
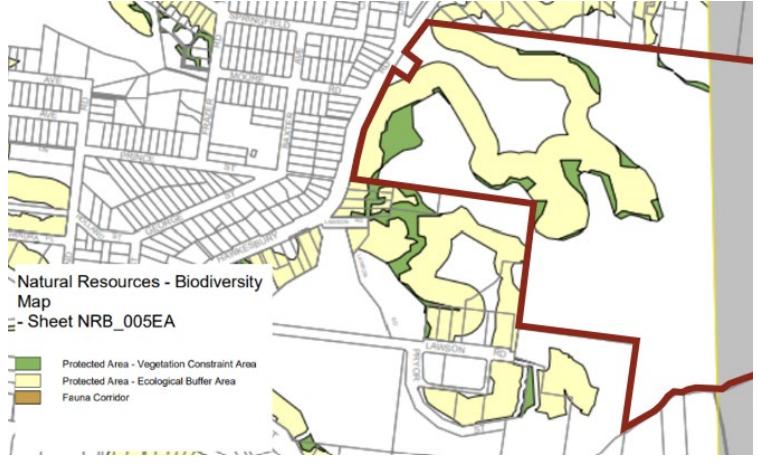
Matter	Comments
	<p>The Housing SEPP outlines provisions related to the development of various forms of residential accommodation, including seniors housing. However, the Housing SEPP does not apply to the site as it is zoned C2 and C4, which is not listed as a relevant prescribed zone under Section 79 of the Housing SEPP. As such, seniors housing on the site is not made permissible by the Housing SEPP.</p> <p>While the development of the site for the purpose of seniors housing is prohibited under the Blue Mountains LEP 2015, and not otherwise made permissible under the Housing SEPP, the site has a longstanding history of being used for the purpose of seniors housing and benefits from existing use rights, under Section 4.67 of the EP&amp;A Act. As per the State Heritage Inventory, the existing development was originally constructed in 1936 as a hospital for women. Since then, the site has expanded and has been altered multiple times through a series of planning applications, which has resulted in its use as an aged care facility since the 1980s. Several planning applications have been lodged and approved on site since then for the purposes of seniors housing, which provides evidence of its lawful use as a seniors living development.</p> <p>A detailed assessment on the existing use rights on the site will be provided within the EIS, however, a high level summary of some of the recent applications relying on existing use rights is provided below:</p> <ul style="list-style-type: none"> <li>• <b>X/389/2018</b> – Alterations and additions to the existing Residential Aged Care Facility (Donald Coburn Lodge), which was approved by the Local Planning Panel on 26 February 2019. This application was modified once in September 2019.</li> <li>• <b>X/844/2018</b> – Alterations to existing cottage (seniors housing), which was approved by the Local Planning Panel on 26 March 2019.</li> <li>• <b>X/2196/2022</b> – Alterations to former boiler house building (seniors housing) and use of the space for a resident café and shop, which was approved by the Local Planning Panel on 04 July 2023.</li> <li>• <b>X/1290/2024</b> – Construction of a car park deck over the existing at grade parking and associated drainage works associated with the existing seniors housing. Approved by Council on 5 March 2025.</li> </ul> <p>Pursuant to Section 43 of the EP&amp;A Regulations, an existing use may be enlarged, expanded or intensified, or be altered or extended, or be rebuilt. As such, the development will rely on existing use rights and a detailed assessment will be carried out against the relevant planning principle established under <i>Fodor Investments v Hornsby Shire Council [2005] NSWLEC 71</i> (Fodor) will be undertaken as part of the future SSDA.</p>
<b>Other Approvals</b>	<ul style="list-style-type: none"> <li>• <i>Biodiversity Conservation Act 2016</i>: Due to the nature of the proposal, a Biodiversity Development Assessment Report will be prepared as part of the SSDA.</li> <li>• <i>Parks and Wildlife Act 1974</i>: An Aboriginal Cultural Heritage Assessment Report (ACHAR) will be prepared as part of the SSDA.</li> <li>• <i>Rural Fires Act 1997</i>: A consent under section 100B of the Rural Fires Act 1997 would otherwise be required if the proposal were not SSD. A bushfire assessment will be prepared to determine appropriate mitigation, including APZs.</li> <li>• <i>Roads Act 1993</i>: A consent under section 138 of the Roads Act 1993 will likely be required.</li> <li>• <i>Heritage Act 1977</i>: A consent under section 139 of the Heritage Act 1977 would otherwise be required if the proposal were not SSD. Irrespective, a Heritage Impact Statement and updated Conservation Management Plan (if required) will be prepared to support the proposal. The Conservation Management Plan will be guided by key heritage conservation principles, including the protection of heritage curtilage, maintenance of significant view corridors, appropriate setbacks and the sensitive design of building envelopes in proximity to heritage structures, to ensure the site's heritage significance is preserved.</li> </ul>
<b>Pre-conditions to exercising the power to grant consent</b>	<ul style="list-style-type: none"> <li>• <i>Environmental Protection and Biodiversity Conservation Act 1999</i></li> <li>• <i>State Environmental Planning Policy (Biodiversity and Conservation) 2021</i></li> <li>• <i>State Environmental Planning Policy (Resilience and Hazards) 2021</i></li> <li>• <i>State Environmental Planning Policy (Transport and Infrastructure) 2021</i></li> </ul>
<b>Mandatory matters for consideration</b>	<ul style="list-style-type: none"> <li>• <i>Environmental Planning and Assessment Act 1979</i></li> <li>• <i>State Environmental Planning Policy (Planning Systems) 2021</i></li> <li>• <i>State Environmental Planning Policy (Biodiversity and Conservation) 2021</i></li> <li>• <i>State Environmental Planning Policy (Resilience and Hazards) 2021</i></li> <li>• <i>State Environmental Planning Policy (Industry and Employment) 2021</i></li> <li>• <i>State Environmental Planning Policy (Transport and Infrastructure) 2021</i></li> <li>• <i>State Environmental Planning Policy (Sustainable Buildings) 2022</i></li> <li>• <i>Blue Mountains Local Environmental Plan 2015</i></li> </ul>

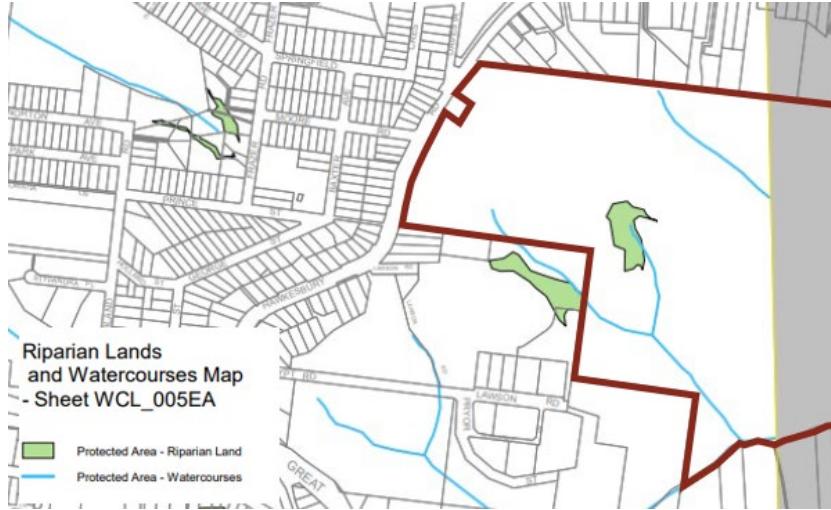
Matter	Comments
<b>Biodiversity Conservation Act 2016</b>	<p>The site contains land identified on the Biodiversity Values Map (see <b>Figure 4</b>) and based on Councils interactive mapping software, it is understood that several known threatened species and ecological communities are located on the site, including Sydney Turpentine Ironbark Forest (STIF), which is listed as a Serious and Irreversible Impact (SAI) Entity by the NSW Government. Therefore, an assessment against the relevant provisions of the Biodiversity Conservation Act 2016 will be required.</p> 
	<p><b>Figure 4</b> Biodiversity values map</p>
<b>State Environmental Planning Policy (Biodiversity and Conservation) 2021</b>	<p>The <i>State Environmental Planning Policies (Biodiversity and Conservation) 2021</i> (Biodiversity and Conservation SEPP) applies to the site because the site is identified as containing koala habitat and is located within the Hawkesbury-Nepean Catchment. In addition to the BDAR, an assessment of Koala Habitat will be required as part of the SSDA to determine potential impacts on any koala habitat.</p>
<b>State Environmental Planning Policy (Housing) 2021</b>	<p>The <i>State Environmental Planning Policy (Housing) 2021</i> (Housing SEPP) outlines provisions related to the development of various forms of residential accommodation, including seniors housing. However, the Housing SEPP does not apply to the site because the site is zoned C2 and C4, which is not listed as a relevant zone under Section 79 of the Housing SEPP. As such, seniors housing on the site is not made permissible by the Housing SEPP, nor do any of the associated built form provisions or incentives apply to the development.</p> <p>Despite the Housing SEPP not applying to the site, the built form provisions and standards provided within the Housing SEPP, relating to seniors housing and assisted living units has been used to guide the design parameters of the proposed development.</p>
<b>Blue Mountains Local Environmental Plan 2015</b>	<p>Clause 2.3 Zone Objectives and Land Use Table</p> <p>As illustrated in <b>Figure 5</b>, the developed portion of the site is zoned C4 Environmental Living (shown in light orange), while the untouched vegetated part of the site is zoned C2 Environmental Conservation (shown in dark orange). The development will rely on existing use rights as outlined above.</p>

Matter	Comments
	 <p><b>Figure 5</b> Land zoning map (site outlined in red)</p> <p>Source: Blue Mountains LEP (Sheet LZN_005EA)</p> <p>Note: Due to the formatting of the LEP pdf maps, the site is mapped under two separate sheets, hence the reason why only a portion of the site is included in the above map. Notwithstanding, it is emphasised that the map above illustrates the developable portion of the site. The remaining portion of the site is zoned C2, while the Lyndhurst Retirement Village is zoned C4.</p>
Clause 4.1 Minimum Lot Size	<p>The developed portion of the site has a minimum lot size of 1,200m<sup>2</sup> as per <b>Figure 6</b>. No subdivision is proposed.</p>  <p><b>Figure 6</b> Minimum lot size map (site outlined in red)</p> <p>Source: Blue Mountains LEP (Sheet LSZ_005EA)</p> <p>Note: Due to the formatting of the LEP pdf maps, the site is mapped under two separate sheets, hence the reason why only a portion of the site is included in the above map. Notwithstanding, it is emphasised that the map above illustrates the developable portion of the site.</p>
Clause 4.3 Height of buildings	<p>The site has a maximum mapped height of building of 8m.</p> <p>The indicative concept plan comprises a number of buildings of varying heights, with a maximum storey height of up to 4 storeys in some locations (subject to detailed design). As illustrated in <b>Figure 7</b>, Item 1, which is a new part 3-4 storey building along Silk Road and Cowper Circuit will have a maximum building height of approximately 11m, resulting in an approximate 3m variation to the 8m height control for the site. This variation is expected to</p>

Matter	Comments
	<p>be a worst case scenario, noting that the proposed development will seek minor height variations across other buildings within the precinct as illustrated in <b>Figure 7</b> below. Despite the Housing SEPP not applying, the height variation proposed is comparable to the non-discretionary standards which permits a 9.5m building height with servicing of up to 11.5m.</p>  <p><b>Figure 7</b> Maximum building height of proposed development with 8m height control overlay</p> <p>Source: Reitsma</p> <p>While it is acknowledged that the proposed development will exceed the maximum building, it is emphasised that the proposal has been carefully designed to distribute building height and density across the site to minimise impacts on surrounding development, while still providing an appropriate scale and supply of seniors housing to meet the needs of the local aging population.</p> <p>The taller 3-4 storey buildings are located accordingly on sloped portions of the site and appropriately setback from streets and surrounding development to ensure visibility and visual impact is minimised from within and outside the site.</p> <p>An assessment against the Fodor Planning Principles relating to existing use rights will be undertaken within the EIS to assess and determine the suitability of the proposed height on the site.</p>
Clause 4.4 Floor space ratio	<p>The site is not subject to a floor space ratio (FSR) control.</p>
Clause 4.4A Site coverage and landscaping	<p>This clause specifies site coverage provisions for land that is zoned C3 or C4 and, therefore, applies to the site. The site coverage provision is determined by the size of the 'relevant area', which in the case of the subject site refers to the portion of the land zoned C4.</p> <p>Based on preliminary measurements, it is anticipated that the C4 area is approximately 384,100m<sup>2</sup> and, therefore, the relevant site coverage provision is as follows:</p> <p><i>(c) if the area of the relevant part is at least 2,000 square metres—400 square metres plus an additional number of square metres equal to 5% of the amount by which the area of the relevant part exceeds 2,000 square metres, but not exceeding 2,500 square metres.</i></p> <p>Despite the above, development consent may be granted for development that exceeds the maximum site coverage permitted if a report prepared by a suitably qualified person demonstrates that the development would have a beneficial effect on stormwater management by incorporating measures such as infiltration and detention systems. As the existing development already exceeds the relevant area, a stormwater management plan will be prepared to demonstrate how stormwater management will be enhanced by the proposal.</p> <p>Clause 4.4A also requires that development on land zoned C4 must not reduce the pervious area of the lot or must ensure that at least 60% of the lot remains pervious. Given the</p>

Matter	Comments
	<p>proposal relies on existing use rights, this clause will not apply, however we note that the previous area on the site has been increased from 48,400m<sup>2</sup> to 51,280m<sup>2</sup>. This approach is consistent with that undertaken by Council in assessing and approving previous planning applications that have been lodged.</p>
Clause 4.4B Principal development area	<p>This clause applies to the site because the development is proposed to be carried out on C4 zoned land that exceeds a total of 4,000m<sup>2</sup>. The objective of this clause is to ensure development is carried out within a single area that is limited in size, to restrict development on environmentally sensitive land, and to retain or restore bushland.</p> <p>Development on the site already exceeds the maximum principal development area and, as such, the proposal limits new development to this area. Given the proposal relies on existing use rights, this clause will not apply. This approach is consistent with that undertaken by Council in assessing and approving previous planning applications that have been lodged.</p>
Clause 5.10 Heritage conservation	<p>As illustrated in <b>Figure 8</b>, the entire site is identified as State heritage item SP016, titled '<i>Buckland Convalescent Home, garden and Neo-Georgian Interiors</i>'. A Heritage Impact Statement and updated Conservation Management Plan (if required) will be provided as part of the SSDA.</p> <p>While the entire site is identified as heritage significance on the local heritage map, only a portion of the site is identified on the State Heritage Inventory Map as illustrated in <b>Figure 7</b>.</p>  <p><b>Figure 8</b> Heritage map (local heritage item highlighted in brown and site outlined in yellow) Source: Spatial Planning Viewer</p>
	 <p><b>Figure 9</b> State Heritage Inventory Map (State Heritage curtilage highlighted in blue, with site indicatively highlighted in red) Source: NSW State Heritage Inventory</p>
Clause 5.21 Flood planning	The site is not mapped within a flood prone area.
Clause 6.1 Impact on environmentally sensitive land	The site contains environmentally sensitive land in accordance with this control. The development areas have been designed to respond to these constraints and the relevant matters for consideration will be addressed as part of the SSDA.

Matter	Comments
	<p>Clause 6.4 Protected area – slope constraint area</p> <p>This clause applies to the site as it contains a contiguous area of slope exceeding 20% and is identified as “Protected area—slope constraint area” on the Natural Resources—Land Map (refer to <b>Figure 10</b>).</p> <p>Portions of the developed land falls within the area mapped to contain a slope exceeding 20% and, therefore, the SSDA will consider the geotechnical impacts of the land, as well as impacts associated with water runoff and vegetation.</p>  <p><b>Figure 10</b> Natural resources – land map (site outlined in red)</p> <p>Source: Blue Mountains LEP (Sheet NRL_005EA)</p> <p><i>Note: Due to the formatting of the LEP pdf maps, the site is mapped under two separate sheets, hence the reason why only a portion of the site is included in the above map. Notwithstanding, it is emphasised that the map above illustrates the developable portion of the site.</i></p>
	<p>Clause 6.6 Protected area—vegetation constraint area</p> <p>The site and part of the development footprint contain land that is identified as “protected area—vegetation constraint area” on the Natural Resources—Biodiversity Map (refer to <b>Figure 11</b>). The design of the proposal has been carefully considered to ensure the ecological buffer area is maintained, and that the overall development is consistent with Clause 6.6.</p>  <p><b>Figure 11</b> Natural resources - biodiversity map (site outlined in red)</p> <p>Source: Blue Mountains LEP (Sheet NRB_005EA)</p> <p><i>Note: Due to the formatting of the LEP pdf maps, the site is mapped under two separate sheets, hence the reason why only a portion of the site is included in the above map. Notwithstanding, it is emphasised that the map above illustrates the developable portion of the site.</i></p>
	<p>Clause 6.7 Protected area—ecological buffer area</p> <p>This clause applies to the site because part of it is identified as “protected area—ecological buffer area” on the Natural Resources—Biodiversity Map (refer to <b>Figure 11</b>). Again, the design of the proposal has been carefully considered to ensure the ecological buffer area is maintained, and that the overall development is consistent with Clause 6.7.</p>
	<p>Clause 6.8 Protected area—riparian</p> <p>This clause applies to the site because “protected area—riparian land” and “protected area—watercourses” are identified on the site under the Riparian and Watercourses Map (refer to</p>

Matter	Comments
	<p>lands and watercourse</p> <p><b>Figure 12).</b> The design of the proposal has been prepared in consideration of the watercourses which will be addressed within the SSDA.</p>  <p><b>Figure 12</b> Riparian and watercourse map (site outlined in red)  Source: Blue Mountains LEP (Sheet WCL_005EA)</p> <p><i>Note: Due to the formatting of the LEP pdf maps, the site is mapped under two separate sheets, hence the reason why only a portion of the site is included in the above map. Notwithstanding, it is emphasised that the map above illustrates the developable portion of the site.</i></p>
Clause 6.16 Consideration of character and landscape	This clause applies to land in a residential or conservation zone and therefore, applies to the site. The proposal will be designed accordingly to ensure that it responds to the surrounding context of the site and existing development.
Clause 6.21 Sustainable resource management	This clause applies to any development and aims to promote sustainable resource management in the design and operation of the development. This clause requires that the consent authority consider whether the development achieves any ecologically sustainable development (ESD) practices. An ESD report will be submitted with the SSDA.

# 6.0 Community Engagement

The applicant will be undertaking future engagement to inform the EIS in accordance with the SEARs and DPE *Undertaking Engagement Guidelines for State Significant Projects (2021)*. Consultation is anticipated with the following government and industry stakeholders:

- Department of Planning, Housing and Infrastructure;
- Transport for NSW;
- Blue Mountains Council;
- Rural Fire Service;
- National Parks and Wildlife Service;
- Department of Climate Change, Energy, the Environment and Water; and
- Relevant Service Providers – Ausgrid, Jemena, Sydney Water.

As per the June 2025 'NSW State Design Review Panel Guidelines for Project Teams' this project is not expected to trigger the pre-lodgement State Design Review Panel process (subject to confirmation from the Department) as the Blue Mountains LEP 2015 does not include a legislative requirement for the site to demonstrate design excellence, or undertake a design competition.

# 7.0 Proposed Assessment of Impacts

**Table 3** identifies the matters requiring further assessment in the EIS and the proposed approach to assessing each of these matters.

**Table 3** Matters applicable to the site requiring further assessment

Assessment Matter	Proposed Approach
<b>Bushfire</b>	<p>A Bushfire Assessment Report will be undertaken for the proposed development, as the site is identified as Vegetation Category 1 and Vegetation Buffer bushfire prone land. The site has been designed with regard to establishing an adequate APZ and has considered the requirements of special fire protection purpose (SFPP) developments, as the use of the site for seniors housing results in the development being an SFPP development. Any APZ or other bushfire mitigation measure will be carefully coordinated with an assessment of biodiversity impacts.</p> <p>It is noted that consultation has been undertaken with the NSW Rural Fire Services (RFS) who have verbally indicated support for the proposed approach. Notwithstanding, further engagement will be undertaken throughout the detailed design development to ensure the proposed development is designed in response to the bushfire hazards and to ensure mitigation measures are incorporated and align with relevant legislation and regulations.</p>
<b>Biodiversity</b>	<p>Due to the nature of the site, a Biodiversity Development Assessment Report (BDAR) will be prepared as part of the SSDA. The BDAR will assess the impact of the proposal on the identified Koala Habitat land, and the Sydney Turpentine Ironbark Forest, which is listed as a Serious and Irreversible Impact Entity by the NSW Government. Careful consideration has been made to ensure that existing mature vegetation across the site is retained where possible. The proposal will not involve the removal of any significant vegetation, aside from what is required to comply with APZ requirements. Where impacts are unavoidable, they will be minimised and mitigated through the purchase of biodiversity credits.</p> <p>Engagement with relevant agencies, including the Department of Climate Change, Energy, the Environment and Water (DCCEEW) will be undertaken accordingly.</p>
<b>Arboricultural</b>	An Arboricultural Impact Assessment will be prepared to assess the value of any vegetation required to be removed and to detail mitigation measures to protect the vegetation to be protected as part of the proposal.
<b>Built Form and Urban Design</b>	The proposal will be accompanied by an Architectural and Urban Design Report that supports the proposed built form and urban design outcomes for the site. The built form proposed on site will be designed to respond to the several environmental constraints, topography, maximise view sharing, allow for the appreciation of the existing heritage buildings and will ensure accessibility across the site.

Assessment Matter	Proposed Approach
	<p>An assessment against the Seniors Housing Design Guide will be undertaken and prepared as part of the future SSDA.</p>
<b>Building Height</b>	<p>The proposed development involves the construction of new buildings on the existing seniors housing development. Given the several site constraints relating to bushfire and biodiversity, the proposal seeks to locate these buildings within the developable portion of the site to ensure new dwellings are located in safe and non-hazardous areas.</p> <p>Due to the topography of the site in certain locations, some buildings have been designed up to three to four storeys (subject to detailed design), which will result in a maximum variation of approximately 3m (across the site) to the permissible height of building of 8m which applies to the site.</p> <p>It is emphasised that this variation is localised to a small portion of the site, within the centre of the site, below the street level and is well setback from all the site boundaries. As such, the proposal, including the portion of the building that exceeds the building height limit is not anticipated to result in any adverse visual, privacy or overshadowing impacts to the surrounding development.</p> <p>Importantly, while the development seeks a variation to the height control, it is a direct result of the design approach to concentrate the building mass and density within a smaller and hazard free area of the site. This is a direct response to the site's environmental and bushfire constraints and ultimately will reflect a balanced approach to delivery an efficient and safe development, while also increasing the density and number of dwellings on the site to meet the needs of the local aging population.</p> <p>An assessment against the Fodor Planning Principles relating to existing use rights will be undertaken within the EIS to assess and determine the suitability of the proposed height on the site.</p>
<b>Heritage</b>	<p>A Statement of Heritage Impact will be prepared to accompany the proposal, due to the State heritage listing of the site. The Statement of Heritage Impact will consider the impact of the proposed development on both the Buckland Convalescent Home and Garden, which makes up the State heritage item and will ensure that future development does not have any adverse impacts on the heritage site. A Conservation Management Plan will also be prepared, to ensure that the proposed works will retain the state heritage significance of the site. This CMP will be guided by key heritage conservation principles, including the protection of heritage curtilage, maintenance of significant view corridors, appropriate setbacks and the sensitive design of building envelopes in proximity to heritage structures, to ensure the site's heritage significance is preserved.</p>
<b>Traffic and Parking</b>	<p>A Traffic, Transport and Accessibility Impact Assessment will accompany the EIS, providing an assessment of increased vehicular traffic on the local road network, and the parking requirements of the development. Additionally, a Construction Traffic Management Plan will accompany the SSDA, to assess traffic impacts of the proposed works, particularly on Hawkesbury Road.</p>
<b>Landscape and Public Domain</b>	<p>The EIS will be accompanied by Landscaping and Public Domain Plans, and a Design Report to assess and demonstrate how the proposal will deliver high quality open spaces that integrate with the surrounding parklands, enhance the local character and respond to the site's heritage character.</p>
<b>Residential Amenity</b>	<p>The residential amenity of the seniors living units will be assessed within the Design Report and EIS to confirm a high level of amenity, private open space, ventilation and solar access is achieved. Guiding this assessment will be the design principles for residential apartment development under the Apartment Design Guide (ADG), Liveable Housing Australia (LHA) design guidelines and the Seniors Housing Design Guide.</p>
<b>Ecologically Sustainable Development</b>	<p>A Sustainability Report will accompany the EIS, inclusive of a BASIX Certificate and Net Zero Statement, to outline the proposal's relevant sustainability principles and targets. The report will provide a strategy for the proposal to achieve these targets and achieve a high level of ecologically sustainable development throughout the development.</p>
<b>Aboriginal Cultural Heritage</b>	<p>An Aboriginal Due Diligence report will be prepared to accompany the EIS to determine if Aboriginal Cultural Heritage is present on the site, and the recommendations for actions to be taken before, during and after an activity to protect Aboriginal objects and heritage. This may include the preparation of an Aboriginal Cultural Heritage Assessment Report.</p>
<b>Construction Impacts</b>	<p>A Noise and Vibration Assessment will be undertaken to assess the key sources and noise and vibration during construction and their impacts on the surrounding development. A number of existing seniors</p>

Assessment Matter	Proposed Approach
	<p>housing developments are located on site and in the vicinity of the proposed new buildings. Specifically, the assessment will evaluate and outline measures to minimise and mitigate the potential noise impacts from the construction of the proposed development, as well as from surrounding uses on the proposed seniors housing development.</p>
<b>Additional Technical Reports</b>	<p>The following impacts are matters that will be addressed within the EIS:</p> <ul style="list-style-type: none"> <li>• Accessibility</li> <li>• Utilities/ Servicing</li> <li>• Social Impacts</li> <li>• Noise and Vibration Impacts (construction and operation)</li> <li>• Waste Management (construction and operation)</li> <li>• Visual Impact</li> <li>• Stormwater Management</li> <li>• Geotechnical</li> <li>• Contamination</li> <li>• Building Code of Australia (BCA) and Fire Safety</li> </ul>