



COLLABORATION AREA

Greater Penrith Place Strategy



Acknowledgement of Country

The Greater Sydney Commission acknowledges the traditional owners of the lands that include the Greater Penrith Collaboration Area and the living culture of the traditional custodians of these lands.

The Commission recognises that the traditional owners have occupied and cared for this Country over countless generations and celebrates their continuing contribution to the life of Greater Sydney.

List of shortened terms

PCC	Penrith City Council
GSC	Greater Sydney Commission
DPE	Department of Planning and Environment
TfNSW	Transport for NSW
RMS	Roads and Maritime Services
WSU	Western Sydney University
DOI	Department of Industry
UNSW	University of New South Wales
SES	State Emergency Service
INSW	Infrastructure NSW

Foreword

Heather Nesbitt
Social Commissioner



Greater Penrith is a key metropolitan centre in the Western Parkland City, one of the fastest growing areas in Australia. It is surrounded by extraordinary natural assets such as the Nepean River, Penrith Lakes and the Greater Blue Mountains World Heritage Area – places and landscapes that sustain and support a unique lifestyle on the edge of a growing, global city.

It is home to an emerging health and education precinct that, with better connections between its institutions, and the creation of more attractive, shady and comfortable places and spots for workers and residents to spend time, will thrive.

This Place Strategy aims to optimise Greater Penrith's many opportunities so that as it grows, its residents retain an outstanding way of life, while broadening their access to economic and social opportunities.

We've worked with stakeholders to look at how the development of the Western Sydney Airport and the Badgerys Creek Aerotropolis can have a direct influence as the health and education precinct connects to regional, national and international opportunities. We've identified priorities that will align the activities and investments of government, education providers and industry to help build the skills and knowledge that local residents will need to compete for the jobs of the future.

We've also brought different partners together so that the significant transport and infrastructure investments underway in Western Sydney brings broader benefits to Greater Penrith – for example, we've set a vision that takes advantage of the expected increase in visitors to the Blue Mountains to develop Greater Penrith as a major tourist, cultural, recreational and entertainment hub.

We want Greater Penrith to be a mix of great places with education and employment opportunities for everyone. We want to use its natural backdrop to inspire the creation or enhancement of green areas and a rich tree canopy that will help to cool Greater Penrith, bringing a lifestyle element and places to socialise as the area's economy and diversity of jobs grow.

This Place Strategy is recognition that this ambition does not rest with any one organisation – instead, it sets out the roadmap for better planning and investment decisions that will use growth and change to enhance the quality of life for all residents of Greater Penrith.

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1

Introduction

The Greater Penrith Collaboration Area is on the doorstep of the Greater Blue Mountains World Heritage Area, Greater Sydney, the Nepean River, Penrith Lakes and the emerging international airport and Aerotropolis.

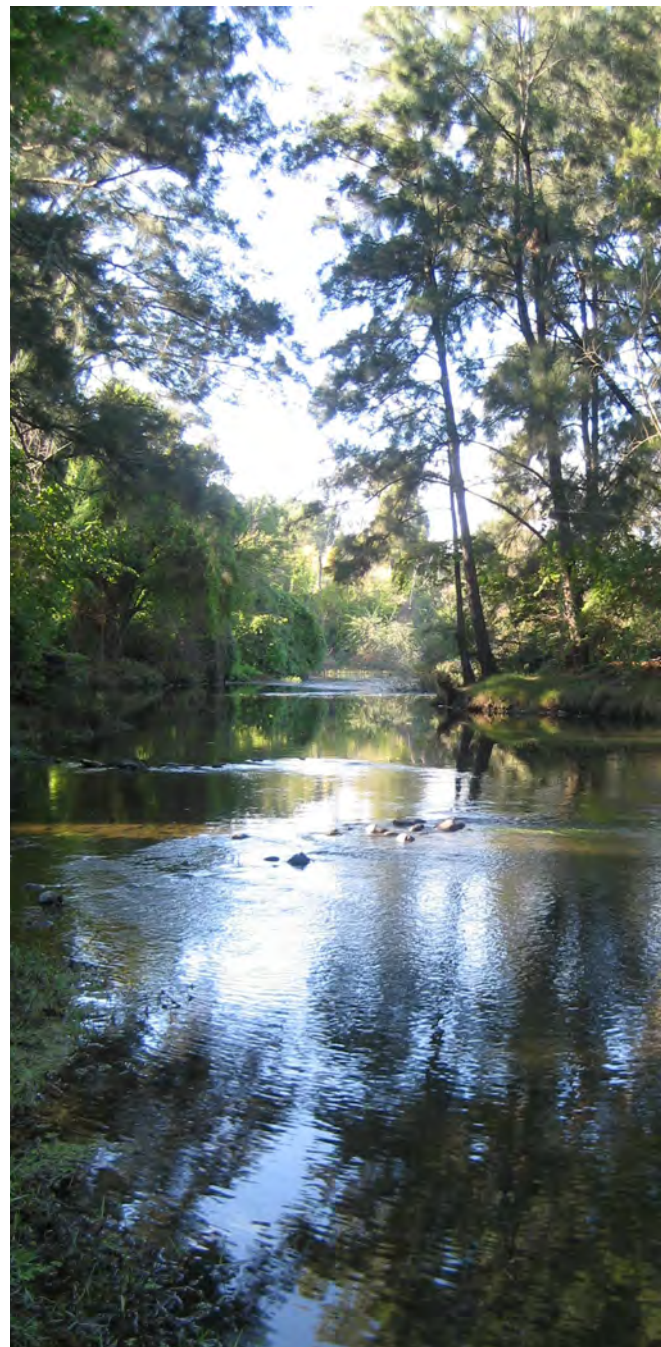
The Collaboration Area includes retail and commercial services, regional adventure tourism facilities and an emerging health and education precinct. Developing and expanding these activities will drive jobs growth and enhance productivity in the Western Parkland City.

Greater Penrith's forecast growth offers an opportunity to create and renew great places for people. Improved connectivity will further enhance its potential as a metropolitan centre and principal gateway to Greater Sydney for western NSW. Linking its natural assets and its built form through a network of green spaces and corridors will support a quality way of life for the people who live in, work in or visit the area, and a healthy urban environment.

This Greater Penrith Collaboration Area Place Strategy will inform public and private policy and investment decisions by identifying and recognising the complex, place-specific issues inhibiting growth and change, bringing together multiple and diverse stakeholders and identifying priorities for growth. It identifies the complexity and interrelatedness of significant challenges and opportunities that require a deliberate and coordinated effort by many stakeholders to work out a pathway to solutions.

The Place Strategy was collectively designed by the stakeholders involved in planning for the Collaboration Area's future. Specifically, it:

- establishes a vision and narrative for the Greater Penrith Collaboration Area
- identifies impediments and opportunities
- sets priorities for the Collaboration Area
- identifies actions to deliver the vision.



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The vision for the Greater Penrith Collaboration Area

In 2036, Greater Penrith is a key metropolitan centre in the Western Parkland City and the principal gateway to Greater Sydney for western NSW, offering sustainable, diverse and growing residential, employment and tourism opportunities.

2.1 Shared objectives to achieve the vision

A Greater Penrith Collaboration Area stakeholder group (see section 4) was established to identify a vision and address the opportunities and impediments for the area. The stakeholder group agreed to six shared objectives to guide Greater Penrith's growth and change to help achieve the vision. These shared objectives act as markers to test that future projects build towards the realisation of the vision.

Greater Penrith is a place ...

- with multi-decade certainty on future residential development within the City Centre including a collaborative approach to flood risk management and evacuation
- that is well serviced by infrastructure to support projected growth in Western Sydney
- with great places for people
- that is resilient and sustainable
- with a health and education precinct that is an international destination for investment in education, health services, research and related technology
- with diverse and expansive economic opportunities to serve a growing catchment, and a major tourism hub.

2.2 Greater Penrith's complex urban challenges and opportunities

Growing Greater Penrith into a key metropolitan centre, with jobs, a mix of dwellings and a level of infrastructure appropriate for its metropolitan role, requires a deliberate and coordinated effort to resolve impediments to growth and leverage opportunities.

Challenges include:

- Penrith City Centre's location on the floodplain causes evacuation issues that will challenge future growth unless carefully managed.
- Greater Penrith covers a large land area with dispersed destinations and relatively poor connections.
- There are shortfalls in infrastructure provision.
- With private car use being the dominant mode of travel, major congestion impacts several major roads. This will be exacerbated with projected growth.
- Impacts of climate change and urban heat island effect are adversely and disproportionately affecting Greater Penrith.
- There are places with poor urban amenity and low tree canopy cover.

Figure 1: A Place Strategy for Greater Penrith



	Penrith City Centre		Local green grid		Outer Sydney Orbital
	Tourism and entertainment		Key road connections		Green space
	Health and education		Future regional parkland		Waterways
	Regional Green Grid		Train station	The routes for future transport links are representative only. Final corridor alignment is still to be determined.	
	Active transport routes		Future rail		

- An extensive and diverse range of government stakeholders with varying objectives for the area must coordinate their efforts to help Greater Penrith develop as a metropolitan city.
- The health and education precinct is made up of several distinct components that are not well integrated.

With the challenges come many opportunities:

- Penrith City Council is an active leader in the Collaboration Area to guide the potential for growth with infrastructure and high-quality outcomes.
- Greater Penrith is close to the new Western Sydney Airport opening in 2026, with rail connection planned to St Marys and rapid bus services to Penrith City Centre.
- Penrith City Centre is attracting new residents and commercial developments with several key sites for renewal underway.
- The Australian Government's release of the Penrith Multi-User Depot supports jobs growth in Penrith as does the establishment of the National Disability Insurance Scheme (NDIS) Quality and Safeguards Commission in Penrith.
- The NSW Government is investing over \$1 billion in Stage 1 and Stage 2 upgrades to the Nepean Hospital.
- Greater Penrith has a growing adventure tourism sector and is strategically positioned at the foot of the Greater Blue Mountains World Heritage Area.
- The Greater Penrith to Eastern Creek Growth Area offers opportunities for liveability and sustainability initiatives linked to the Collaboration Area.
- Efforts to improve access to, activities around and the environmental quality of the Nepean River and Penrith Lakes will have liveability and sustainability benefits.
- The health and education precinct at Werrington offers great potential for jobs growth.

Figure 2: The Greater Penrith Collaboration Area



3

Summary of priorities and actions

	Connectivity	Liveability	Productivity
Priorities:	Priority 1: Infrastructure provision	Priority 2: Places for people	Priority 3: The health and education precinct
Actions:	<p>Action 1: Prepare an integrated transport strategy to ensure transport and infrastructure plans take account of the full potential of the Greater Penrith's role in the Western Parkland City Metropolitan Cluster (led by TfNSW)</p> <p>Action 2: Investigate integration between Greater Penrith and the North South Rail Line in the context of the Greater Penrith to Eastern Creek Growth Area (led by TfNSW)</p> <p>Action 3: Plan for and invest in active transport projects, including implementing Penrith Accessibility Trails Hierarchy Strategy, to increase the mode shift to active and public transport (led by PCC)</p> <p>Action 4: Progress the Great Western Highway corridor strategy focusing on north-south and east-west connections in the City Centre, and include the Great Western Highway in future road network plans (led by RMS)</p> <p>Action 5: Secure funding for the remaining stages of the Mulgoa Road upgrade with the potential for a pedestrian bridge linking the City Centre to Nepean River (led by RMS)</p> <p>Action 6: Secure funding to start early planning for a future upgrade of The Northern Road north of Jamison Road, including impacts on flood evacuation (led by RMS)</p> <p>Action 7: Develop a future utilities supply strategy to service Penrith City Centre, considering potential flooding impacts (led by DPE)</p> <p>Action 8: Investigate opportunities for delivery of the Bells Line of Road–Castlereagh Connection (led by TfNSW)</p>	<p>Action 9: Develop a local green grid connecting popular destinations and Greater Sydney Green Grid corridors centred around active transport routes, and implement a management and maintenance framework (led by PCC)</p> <p>Action 10: Secure State and private sector funding to transform Penrith Lakes into a regional parkland and complete the planning work to facilitate tourism and recreation-based commercial uses to support the parkland (led by DPE)</p> <p>Action 11: Develop planning regulations and practices that improve the health of waterways through a coordinated approach to managing the cumulative impact of development within the catchment and direct impacts on the Nepean River (led by PCC)</p> <p>Action 12: Develop a demonstration stormwater treatment project (water sensitive urban design) to quantify and demonstrate the benefits to waterways (led by PCC)</p> <p>Action 13: Identify Smart City initiatives that use technology to improve quality of life (led by PCC)</p> <p>Action 14: Deliver great places by prioritising a people-friendly public realm and open spaces; providing fine grain and diverse urban form, high amenity and walkability; and recognise and celebrate the character of the place and its people (led by PCC)</p>	<p>Action 15: Develop a travel plan for the health and education precinct, including access issues and service frequency from Kingswood and Werrington stations (led by PCC)</p> <p>Action 16: Develop a structure plan to guide land use decisions, to ensure adequate employment land is available into the future and enable amenity improvements (led by PCC)</p> <p>Action 17: Map innovation ecosystem connections and develop a business/industry attraction strategy to sustainably grow entrepreneurial and innovation-led businesses, leveraging opportunities created by the Western Sydney Airport (led by The Quarter steering committee)</p> <p>Action 18: Build a health technology small to medium-sized enterprises database to facilitate the establishment of a health technology accelerator program in partnership with Western Sydney University's LaunchPad Technology Incubator (led by WSU/PCC)</p> <p>Action 19: Seek State and federal funding, and private sector funding, to build the Nepean Medical Research Institute (led by The Quarter steering committee)</p>
Immediate imperatives <ul style="list-style-type: none"> Action 26: Prepare a Masterplan of the Penrith City Centre, including resilient building controls, a transport assessment with infrastructure upgrades and an updated contributions plan to support the increased development in the City Centre, in collaboration with relevant State agencies (led by Penrith City Council) Action 29: Establish a Taskforce to monitor the implementation of an adaptive management framework for the Penrith City Centre and continue to explore possible infrastructure upgrades or other evacuation solutions that would more quickly unlock the development potential of the City Centre while maintaining community safety (led by Department of Planning and Environment) Action 36: Establish an enduring Collaboration Area Governance Group that builds on existing governance structures such as The Quarter, Penrith Steering Committee and the District Commissioner to oversee the implementation of the vision (led by Penrith City Council and the Greater Sydney Commission) 			

Productivity	Sustainability		Governance
<p>Priority 4: Economic diversity and tourism</p> <p>Action 20: Identify ways to grow the number of jobs in Greater Penrith, and leverage the tourism, health and education, and opportunities created by Western Sydney City Deal, Western Sydney Airport, the Aerotropolis and associated investments (led by PCC)</p> <p>Action 21: Increase the university and TAFE presence and develop a workforce strategy that introduces specialised education streams into secondary education (led by WSU, TAFE NSW, Department of Education)</p> <p>Action 22: Expand the tourism offer, including water-based activities on the Nepean River and Penrith Lakes (led by PCC)</p> <p>Action 23: Establish Penrith City Centre and Nepean River government landowner groups to establish a shared vision for the transformation of the City Centre and facilitate short and long-term tourism and commercial employment opportunities along the Nepean River (led by Collaboration Area Governance Group)</p> <p>Action 24: Strengthen the night-time economy in the City Centre and arts and cultural offer in the City Centre and around the Nepean River (led by PCC)</p> <p>Action 25: Explore statutory incentives and other mechanisms to attract hotel operators and expand short-term accommodation opportunities centred around the Penrith City Centre and tourism activities (led by PCC)</p>	<p>Priority 5: Flood risk management and evacuation</p> <p>Action 26: Prepare a masterplan for Penrith City Centre, including resilient building controls, a transport assessment with infrastructure upgrades and an updated contributions plan to support the increased development in the City Centre, in collaboration with relevant State agencies (led by PCC)</p> <p>Action 27: Develop a statutory approach to implement the adaptive management framework for development in the Penrith City Centre (led by DPE)</p> <p>Action 28: Collaborate with Council and relevant State agencies to explore the constraints and opportunities associated with future development in the Penrith City Centre and develop a whole-of-government response to flooding in an action plan (led by DPE)</p> <p>Action 29: Establish a Taskforce to monitor the implementation of an adaptive management framework for the Penrith City Centre and continue to explore possible infrastructure upgrades or other evacuation solutions that would more quickly unlock the development potential of the City Centre while maintaining community safety (led by DPE)</p>	<p>Priority 6: Resilience and sustainability</p> <p>Action 30: Develop a green plan for the Collaboration Area, identifying sites and ways to increase urban tree canopy, and providing a clear direction for the planning of open space and tree canopy (led by DPE – Office of Open Space & Parklands)</p> <p>Action 31: Develop a precinct-wide integrated water management strategy exploring opportunities for innovative resource management (including water reuse and energy) to support urban renewal, waterway health, greening, and cooling initiatives for Greater Penrith (led by Sydney Water)</p> <p>Action 32: Work with existing residents to build resilience and wellbeing during periods of significant growth and change and acknowledge Greater Penrith's relationship with the Nepean River (led by PCC)</p> <p>Action 33: Prioritise low-carbon initiatives in future developments, public transport investment and energy-efficient and energy generating precinct design (led by PCC)</p> <p>Action 34: Introduce planning regulations to promote sustainable design and sustainable building practices that respond to the local climate, including solar passive design, insulation or light-coloured materials (led by PCC).</p> <p>Action 35: Incorporate initiatives to cool Greater Penrith in relevant programs and initiatives (led by PCC)</p>	<p>Priority 7: Establish precinct-level governance to deliver the vision</p> <p>Action 36: Establish an enduring Collaboration Area Governance Group that builds on existing governance structures such as The Quarter, Penrith Steering Committee and the District Commissioner to oversee the implementation of the vision (led by PCC/GSC)</p>

4

The collaborative process

A Metropolis of Three Cities identifies Greater Penrith as a Collaboration Area. Collaboration Areas are a place-based, multi-stakeholder approach to solving complex urban issues. The Greater Sydney Commission conduct the Collaboration Area process over 12 months.

The Greater Penrith Place Strategy documents a pathway to realising Greater Penrith's metropolitan role. It will inform public and private policy and investment decisions by identifying and recognising the complex, place-specific issues inhibiting growth and change, bringing together multiple and diverse stakeholders and identifying priorities for growth.

It identifies the complexity and interrelatedness of various challenges and opportunities that require a deliberate and coordinated effort by many stakeholders to identify a pathway to solutions.

The Greater Sydney Commission established the Greater Penrith Collaboration Area stakeholder group in October 2017. The Commission chairs the stakeholder group, which includes:

- Penrith City Council
- Department of Premier and Cabinet
- Health Infrastructure NSW
- NSW Ministry of Health
- Nepean Blue Mountains Local Health District
- Transport for NSW
- Roads and Maritime Services
- Department of Education
- Western Sydney University
- Regional Development Australia
- Create NSW
- University of Sydney
- Department of Planning and Environment, including Office of Open Space and Parklands

- TAFE NSW
- Department of Industry
- Family and Community Services
- Sydney Water
- State Emergency Service
- Office of Sport
- Destination NSW
- Infrastructure NSW

Stakeholders provided valuable input at four workshops between October 2017 and March 2018. A separate working group was established to resolve flood risk management and evacuation issues.

4.1 Understanding the context

The Collaboration Area process has explored and uncovered the challenges and opportunities facing Greater Penrith through the following strategic plans. These documents should be consulted alongside this Place Strategy to understand the wider policy context for the Collaboration Area's future:

- *A Metropolis of Three Cities*: the NSW Government's 40-year vision and 20-year plan to rebalance growth and deliver opportunities and benefits more equally and equitably to residents across Greater Sydney
- *Future Transport 2056*: focusing on the decisions the NSW Government needs to make now to address Greater Sydney's growth and change over the next 40 years
- *State Infrastructure Strategy 2018–2038*: sets out the NSW Government's priorities for the next 20 years, and, combined with *Future Transport Strategy 2056* and *A Metropolis of Three Cities* brings together infrastructure investment and land-use planning for cities and regions

- *Western City District Plan*: translating the metropolitan-level objectives sets out in *A Metropolis of Three Cities* to inform local planning over the next 20 years
- Western Sydney City Deal: a 20-year agreement between the Australian and NSW governments and eight Western Sydney councils to deliver major transformation in Sydney's outer west.

Local strategies that have informed the Place Strategy include:

- Penrith City Council's *Community Plan 2017*
- *Penrith Progression: A plan for action 2015*
- *Penrith Destination Management Plan 2015*
- *The 2017–2021 Action Plan for the Penrith Health and Education Precinct.*

4.2 Framework and response

To deliver on the vision and six shared objectives, this Place Strategy proposes seven priorities and 36 actions. To align with *A Metropolis of Three Cities* and *Western City District Plan*, the priorities and actions are set around five themes:

- connectivity
- liveability
- productivity
- sustainability
- governance.

Three actions are identified as immediate imperatives that must be commenced as a matter of priority:

- **Action 26:** Prepare a Masterplan of the Penrith City Centre, including resilient building controls, a transport assessment with infrastructure upgrades and an updated contributions plan to support the increased development in the City Centre, in collaboration with relevant State agencies (led by Penrith City Council)
- **Action 29:** Establish a Taskforce to monitor the implementation of an adaptive management framework for the Penrith City Centre and continue to explore possible infrastructure upgrades or other evacuation solutions that would more quickly unlock the development

potential of the City Centre while maintaining community safety (led by Department of Planning and Environment).

- **Action 36:** Establish an enduring Collaboration Area Governance Group that builds on existing governance structures such as The Quarter, Penrith Steering Committee and the District Commissioner to oversee the implementation of the vision (led by Penrith City Council and the Greater Sydney Commission).

The Place Strategy uses the following terms to provide this guidance:

- **Priorities:** the most important focus areas to progress *A Metropolis of Three Cities* and *Western City District Plan* as they apply to the Greater Penrith Collaboration Area
- **Outcomes:** what the realised priority will achieve by 2036
- **Actions:** initiatives and projects that stakeholders will lead to realise the outcomes.

These priorities, outcomes and actions are outlined in the following chapters. They should be considered in addition to those set out in *A Metropolis of Three Cities* and *Western City District Plan*. Current legislation and NSW Government-endorsed policies will apply to all projects and initiatives. The Place Strategy also identifies the next steps required to bring the vision to reality.

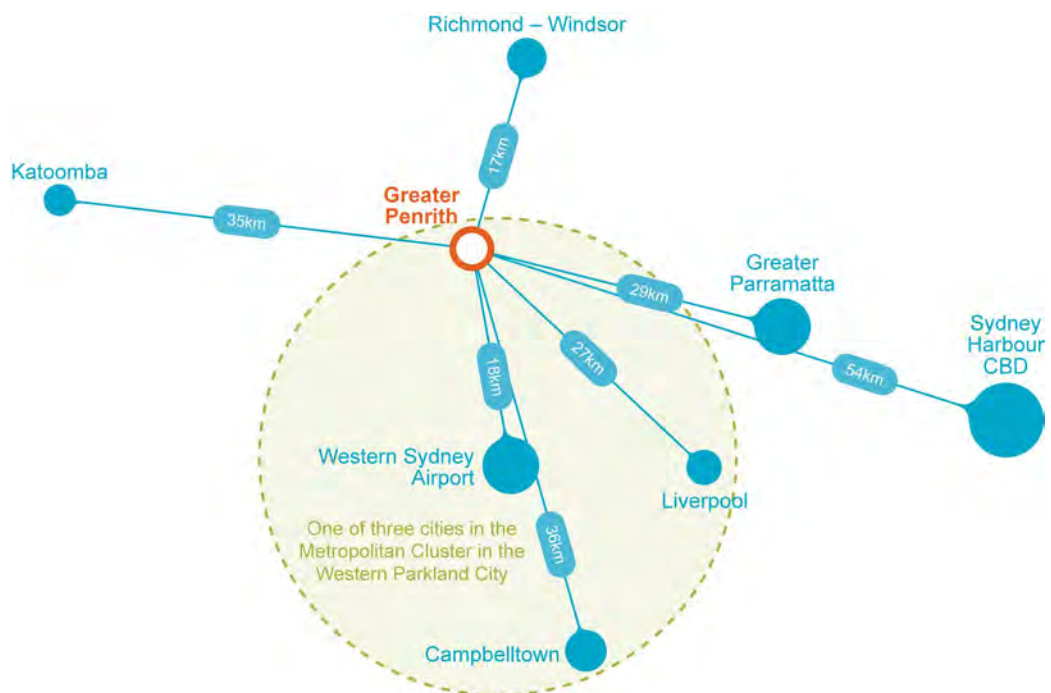
5

Connectivity

5.1 Infrastructure provision (Priority 1)

Greater Penrith is approximately 29 kilometres from Greater Parramatta, 18 kilometres from Western Sydney Airport and the emerging Badgerys Creek Aerotropolis and 35 kilometres from Katoomba.

Figure 3: Regional connections



Penrith City Centre is served by rail services on the main Blue Mountains Line and T1 Western Line with all-stop services stopping at Kingswood and Werrington stations. Passenger rail connections to Greater Parramatta and the Eastern Harbour City give people access to employment and recreational opportunities.

Approximately 51,000 people live within 30 minutes of Penrith City Centre by public transport (Figure 4)¹. In comparison, other metropolitan centres have a higher population within 30 minutes, such as Liverpool with over 142,000 and Greater Parramatta with 255,000 people. The Nepean Hospital and Western Sydney University, Kingswood Campus can

¹ Travel catchments by all modes of public transport to arrive at Penrith Station at 08:30am on a normal weekday
Source TfNSW/Census/Greater Sydney Commission

be reached by approximately 61,000 and 36,000 people respectively.

Greater Penrith covers a large land area. Activity-generating destinations are dispersed, with poor connections and limited infrastructure adversely affecting large parts of the Collaboration Area, particularly the health and education precinct. With the population of Western City District projected to grow by 464,000 people between 2016 and 2036, and cars being the dominant mode of travel, congestion impacts several major roads and will require significant investment in the future.

The Collaboration Area is close to the M4 Western Motorway and intersected by major road corridors such as the Great Western Highway, The Northern Road and Mulgoa Road. Corridor preservation planning will protect land for future major

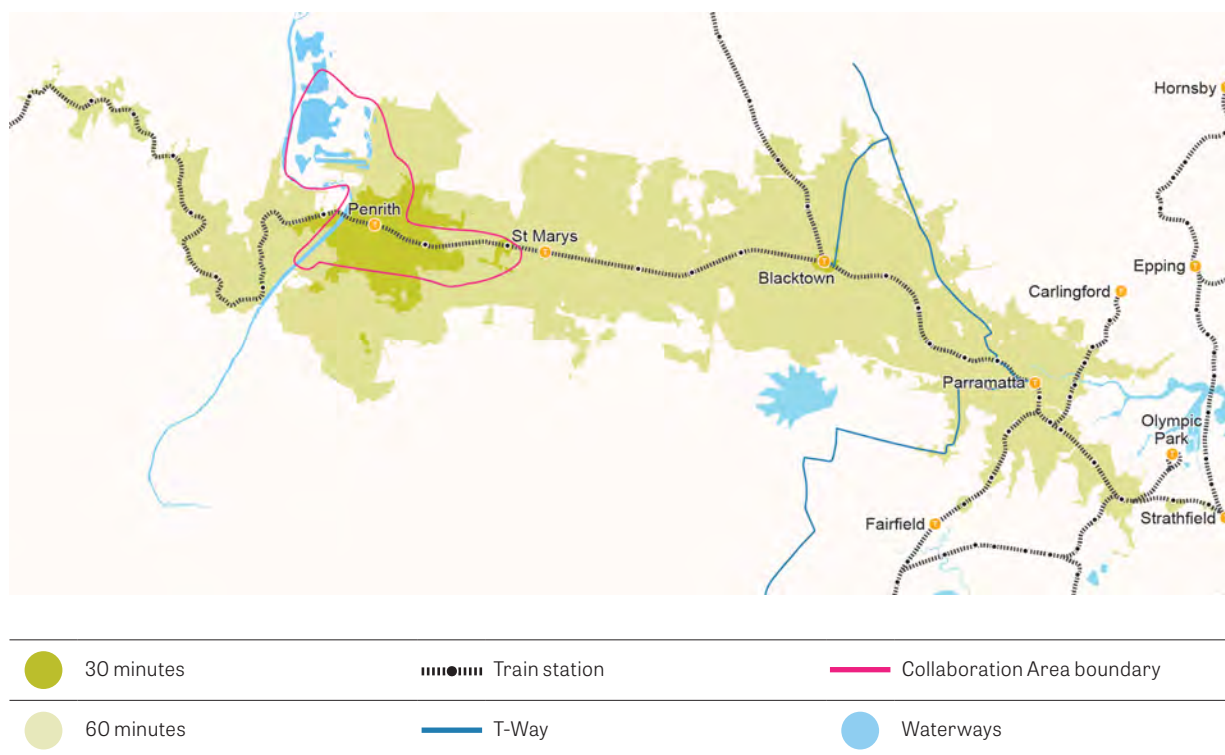
infrastructure projects, such as the Outer Sydney Orbital and North South Rail Line.

The commitments made through the Western Sydney City Deal will see the North South Rail Line to Western Sydney Airport and Badgerys Creek Aerotropolis connect to the T1 Western Line at St Marys and a bus rapid transit service to Penrith City Centre. These will improve connections to the Collaboration Area.

The Collaboration Area's flat terrain suits sustainable modes of transport, such as walking and cycling. Investing in active transport infrastructure will encourage people to switch to more sustainable modes.

Utility supply will need to be expanded. A utility supply strategy will ensure the Collaboration Area is adequately serviced and flood resilient.


Figure 4: Sydney's population with 30 and 60 minutes of Penrith Station (Greater Sydney Commission)



Priority 1 Infrastructure provision

Outcome

Greater Penrith will be well serviced by infrastructure to support projected growth in Western Sydney.

 Actions	Primary stakeholder	Supporting stakeholder
Action 1: Prepare an integrated transport strategy to ensure transport and infrastructure plans take account of the full potential of the Greater Penrith's role in the Western Parkland City Metropolitan Cluster	TfNSW	PCC, RMS
Action 2: Investigate integration between Greater Penrith and the North South Rail Line in the context of the Greater Penrith to Eastern Creek Growth Area	TfNSW	PCC, DPE
Action 3: Plan for and invest in active transport projects, including implementing Penrith Accessibility Trails Hierarchy Strategy, to increase the mode shift to active and public transport	PCC	TfNSW, RMS
Action 4: Progress the Great Western Highway corridor strategy focusing on north-south and east-west connections in the City Centre, and include the Great Western Highway in future road network plans	RMS	PCC
Action 5: Secure funding for the remaining stages of the Mulgoa Road upgrade with the potential for a pedestrian bridge linking the City Centre to Nepean River	RMS	PCC, TfNSW
Action 6: Secure funding to start early planning for a future upgrade of The Northern Road north of Jamison Road, including impacts on flood evacuation	RMS	PCC, TfNSW, DPE, SES
Action 7: Develop a future utilities supply strategy to service Penrith City Centre, considering potential flooding impacts	DPE	PCC, INSW, SES
Action 8: Investigate opportunities for delivery of the Bells Line of Road–Castlereagh Connection	TfNSW	PCC, RMS

6

Liveability

6.1 Places for people (Priority 2)

The Collaboration Area is home to around 30,000 people. With a potential for an additional 14,000 dwellings in the Penrith City Centre and the progression of the Greater Penrith to Eastern Creek Growth Area, the residential population in and around the Collaboration Area is projected to increase significantly.

A growing and diverse population with more families living in a range of apartment types will underpin the creation of new precincts and communities. This will include executive housing, affordable rental housing and social housing. A growing population will need additional social infrastructure.

Planning for Greater Penrith must be based on contemporary urban planning principles, such as those identified in *Better Placed*². The assessment of planning proposals and development applications must prioritise a people-friendly public realm and open spaces as a central organising design principle.

Greater Penrith is not well vegetated, and there are large distances between activity-generating destinations. Improving local green grid connections offers the opportunity to enhance the amenity and activity within, and accessibility to, the Greater Sydney Green Grid to promote a healthier urban environment.

Providing high quality natural environments for recreation helps to create great places for people. Improving access to, activities within and environmental quality of the Nepean River and Penrith Lakes can create a regional asset and a point of difference between Greater Penrith and other centres in Greater Sydney.


The Smart Western City Program, part of the Western Sydney City Deal, will enable smart technology in transport and utility monitoring systems, creating initiatives that will enhance efficiencies and user experiences.

² *Better Placed* — an integrated design policy for the built environment in NSW, Government Architect NSW, 2017

Priority 2 Places for people

Outcome

Planning for Greater Penrith has created and renewed great places for people.

 Actions	Primary stakeholder	Supporting stakeholder
Action 9: Develop a local green grid connecting popular destinations and Greater Sydney Green Grid corridors centred around active transport routes, and implement a management and maintenance framework	PCC	DPE (Office of Open Space & Parklands), RMS
Action 10: Secure State and private sector funding to transform Penrith Lakes into a regional parkland and complete the planning work to facilitate tourism and recreation-based commercial uses to support the parkland	DPE	PCC
Action 11: Develop planning regulations and practices that improve the health of waterways through a coordinated approach to managing the cumulative impact of development within the catchment and direct impacts on the Nepean River	PCC	DPE
Action 12: Develop a demonstration stormwater treatment project (water sensitive urban design) to quantify and demonstrate the benefits to waterways	PCC	Sydney Water
Action 13: Identify Smart City initiatives that use technology to improve quality of life	PCC	INSW
Action 14: Deliver great places by prioritising a people-friendly public realm and open spaces; providing fine grain and diverse urban form, high amenity and walkability; and recognise and celebrate the character of the place and its people	PCC	All stakeholders

7

Productivity

7.1 The health and education precinct (Priority 3)

Greater Penrith provided 33,400 jobs in 2016 with most of the education, health services and research jobs located in the Collaboration Area's health and education precinct.

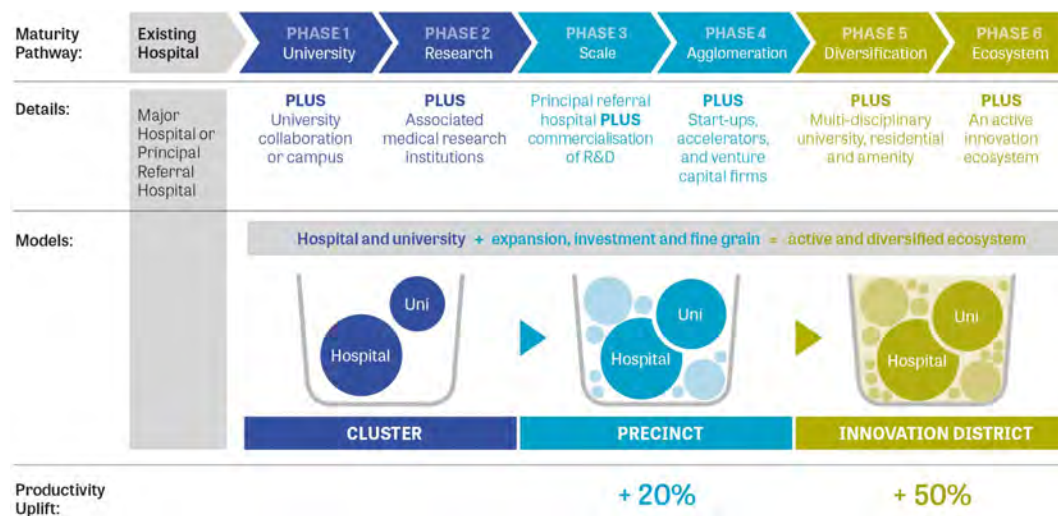
The Nepean Hospital will be subject to \$1 billion upgrades, following the NSW Government's announcement of Stage 2 redevelopment. The Hospital's expansion will increase connections with industry and research institutes and education providers and support allied medical facilities.

TAFE NSW has approximately 6,000 enrolments in Greater Penrith and 8,700 students attend the

Western Sydney University. Planning is underway to redevelop the Werrington North and South campus sites, including commercial development³. Together with Penrith City Council, health and tertiary education providers in the health and education precinct have formed The Quarter, Penrith Steering Committee to guide and promote the growth of the precinct.

The Quarter, Penrith is in the early stages of the maturity pathway (see figure 5) for a health and education precinct. Further work is required to boost industry attraction and grow entrepreneurial and innovation-led businesses.

Figure 5: Maturity pathway for health and education precincts



³ Source: Data provided by TAFE NSW and Western Sydney University

Access continues to be a challenge for the health and education precinct. Better public and active transport connections will encourage a shift away from cars, taking advantage of future land use changes within the health and education precinct as well as the Greater Penrith to Eastern Creek Growth Area.

The availability of land to expand activities in the health and education precinct is a strong foundation for success in the medium to long term; however,


land use decisions must align with ambitions for economic growth and employment diversity. The precinct is well positioned to develop an innovation ecosystem linked to economic opportunities associated with the development of the Western Sydney Airport.

Priority 3

The health and education precinct

Outcome

The health and education precinct is an international destination for investment in education, health services, research and related technology.

 Actions	Primary stakeholder	Supporting stakeholder
Action 15: Develop a travel plan for the health and education precinct, including access issues and service frequency from Kingswood and Werrington stations	PCC	TfNSW, The Quarter, Penrith Steering Committee
Action 16: Develop a structure plan to guide land use decisions, to ensure adequate employment land is available into the future and enable amenity improvements	PCC	DPE, The Quarter, Penrith Steering Committee
Action 17: Map innovation ecosystem connections and develop a business/industry attraction strategy to sustainably grow entrepreneurial and innovation-led businesses, leveraging opportunities created by the Western Sydney Airport	The Quarter, Penrith Steering Committee	PCC, DOI
Action 18: Build a health technology small to medium-sized enterprises database to facilitate the establishment of a health technology accelerator program in partnership with Western Sydney University's LaunchPad Technology Incubator	WSU, PCC	
Action 19: Seek State and federal funding, and private sector funding, to build the Nepean Medical Research Institute	The Quarter, Penrith Steering Committee	

7.2 Economic diversity and tourism (Priority 4)

Penrith City Centre is a significant commercial centre and services a substantial catchment that extends to the west into the Blue Mountains.

The Western Sydney City Deal sets commitments that can capitalise on Greater Penrith's potential and attract jobs and services associated with the Western Sydney Airport. The Australian Government's release of the Penrith Multi-User Depot will support jobs growth in the Penrith City Centre and the National Disability Insurance Scheme (NDIS) Quality and Safeguards Commission will create up to 150 new jobs.

Demand for tertiary education will continue to rise in Greater Penrith. Work is underway to define collaboration opportunities for complementary training and skills development, job pathways and employer engagement. Tertiary education offerings and pathways, including student specialisation through specialised high school education streams, must align with existing and future industry specialisations to build capabilities that will match a continuously specialised workforce.

Greater Penrith has a thriving tourism sector with regional attractions such as the Sydney International Regatta Centre, the Penrith Whitewater Stadium and the Panthers Precinct. The Eastern Escarpment of the Blue Mountains is around five kilometres west of the Penrith City Centre, offering nature-based sport and recreation activities.

Growing visitor numbers by expanding the tourism offer will create jobs in Greater Penrith. Western Sydney Airport offers a unique opportunity for Greater Penrith to be an easily accessible destination in its own right and a gateway to the Greater Blue Mountains World Heritage Area and Greater Sydney.

With limited overnight visitation rates compared to day visitors, increasing short-term accommodation opportunities in the Penrith City Centre and around tourism activities will help to increase the average visitor spend.

Multiple State agencies own land along the Nepean River and within the City Centre. Fragmented government landownership is a barrier to transforming Penrith; Council and agency coordination is needed.


If Greater Penrith is to grow as a metropolitan centre in Western Sydney, it must offer a strong and vibrant night-time economy in the City Centre and a valued arts and cultural sector, particularly in the City Centre and around the Nepean River.

Priority 4

Economic diversity and tourism

Outcome

Greater Penrith's diverse and expansive economy service the growing catchment, and have transformed Penrith into a major tourism hub.

 Actions	Primary stakeholder	Supporting stakeholder
Action 20: Identify ways to grow the number of jobs in Greater Penrith, and leverage the tourism, health and education, and opportunities created by Western Sydney City Deal, Western Sydney Airport, the Aerotropolis and associated investments	PCC	DOI (Western Sydney Investment Attraction Office), The Quarter, Penrith Steering Committee
Action 21: Increase the university and TAFE presence and develop a workforce strategy that introduces specialised education streams into secondary education	WSU, TAFE NSW, Department of Education	DOI
Action 22: Expand the tourism offer, including water-based activities on the Nepean River and Penrith Lakes	PCC	DPE, RMS, Office of Sport
Action 23: Establish Penrith City Centre and Nepean River government landowner groups to establish a shared vision for the transformation of the City Centre and facilitate short and long-term tourism and commercial employment opportunities along the Nepean River	Collaboration Area Governance Group	
Action 24: Strengthen the night-time economy in the City Centre and arts and cultural offer in the City Centre and around the Nepean River	PCC	Create NSW
Action 25: Explore statutory incentives and other mechanisms to attract hotel operators and expand short-term accommodation opportunities centred around the Penrith City Centre and tourism activities	PCC	Destination NSW

8

Sustainability

8.1 Flood risk management and evacuation (Priority 5)

The existing and future flood risk in the Hawkesbury-Nepean Valley is a challenge in the Collaboration Area. The NSW Government's *Resilient Valley, Resilient Communities*: Hawkesbury-Nepean Valley Flood Risk Management Strategy highlights flood risks that have implications for land use planning and emergency management in Greater Penrith.

Penrith City Centre is considered an appropriate area for increased development and its strategic importance is set out in *A Metropolis of Three Cities* and *Western City District Plan*. As part of the Collaboration Area Place Strategy development, the Greater Sydney Commission supported a process for stakeholders to deliver a long-term strategy for resolving flooding and evacuation issues.

An approach to accommodate further growth in Penrith City Centre must balance the responses to flooding risk with short, medium and long-term strategies that build resilience.

An Adaptive Management Framework ensures development within the Penrith City Centre can continue while ensuring the rate of new dwellings does not exceed the ability to safely evacuate the

community in the event of a severe or extreme flood event. The Framework identifies the work that will be undertaken to identify greater evacuation capacity and emergency management planning in severe to extreme flood events.


The Adaptive Management Framework allows for a staged approach to development and development decisions, dependent on further investigations and decisions relating to evacuation of the floodplain. This approach to flood evacuation will enable Penrith to continue to grow in the future (Development Assessment Guideline, Department of Planning & Environment, June 2019).

As part of the Adaptive Management Framework, Penrith City Council will prepare a masterplan for Penrith City Centre, including resilient building controls and a transport assessment with infrastructure upgrades to support the increased development in the City Centre, leading to local environmental plan, development control plan and contributions plan updates.

Priority 5 Flood risk management and evacuation

Outcome

A collaborative approach to flood risk management and evacuation has created greater certainty for future residential development within the City Centre.

 Actions	Primary stakeholder	Supporting stakeholder
Action 26: Prepare a masterplan for Penrith City Centre, including resilient building controls, a transport assessment with infrastructure upgrades and an updated contributions plan to support the increased development in the City Centre, in collaboration with relevant State agencies	PCC	DPE, SES, INSW, TfNSW, RMS
Action 27: Develop a statutory approach to implement the adaptive management framework for development in the Penrith City Centre	DPE	PCC, SES
Action 28: Collaborate with Council and relevant State agencies to explore the constraints and opportunities associated with future development in the Penrith City Centre and develop a whole-of-government response to flooding in an action plan	DPE	PCC, SES, INSW
Action 29: Establish a Taskforce to monitor the implementation of an adaptive management framework for the Penrith City Centre and continue to explore possible infrastructure upgrades or other evacuation solutions that would more quickly unlock the development potential of the City Centre while maintaining community safety	DPE	PCC, SES, INSW

8.2 Resilience and sustainability (Priority 6)

The NSW Government has set an objective for NSW to be more resilient to a changing climate and achieve net-zero emissions by 2050. The *Western City District Plan* supports these objectives by establishing low-carbon precincts in Collaboration Areas.

Investment in new energy, water, waste and transport infrastructure, and in buildings, offers the opportunity for, and increases the feasibility of, low-carbon high efficiency and water efficiency measures at the precinct scale. This includes opportunities to maximise recycled water use for a variety of land uses in the Collaboration Area.

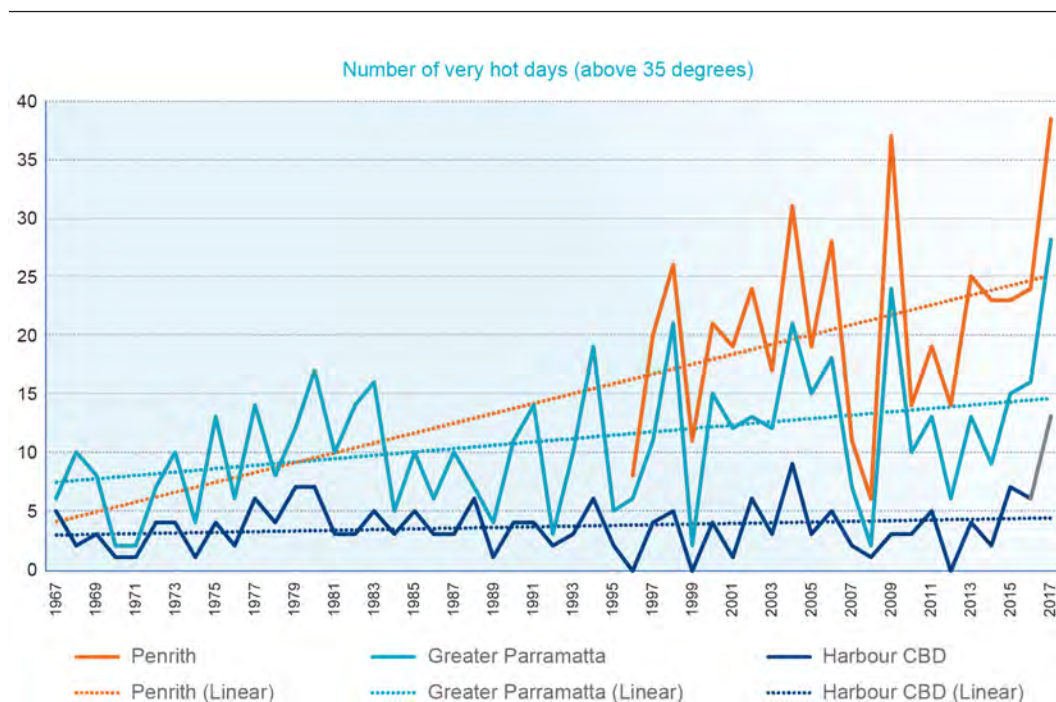
Urban heat island effect is a local climate change phenomenon that sees urban areas present higher air temperatures than nearby rural areas.

The difference is often 3–4 °C, but higher peak differences can reach 10°C. Urban heat island effect could adversely impact Greater Penrith's public health, air quality and energy use⁴.

As with many parts of Western Sydney, the fine-grain impacts of urban heat island effect on Greater Penrith are only starting to be identified and understood. These impacts are more intense in the Western City than the Central and Eastern cities, requiring efforts to cool Greater Penrith. Future development must address the hard urban form and increase green space, ground and high canopy cover and water retention elements.

The NSW Government is committed to expanding the urban tree canopy through the 5 Million Tree program. This will increase urban canopy cover to 40% by 2036. Penrith currently has 12.3% urban tree canopy cover⁵.

Figure 6: Number of very hot days (above 35 degrees) (Bureau of Meteorology data)




⁴ Cooling Western Sydney, Sydney Water Corporation 2017

⁵ Tree Canopy, Geoscape, 2018; Urban Boundary, DPE, 2018

Green infrastructure is an asset to the built environment that promotes access to open space, nature, culture and sport. Developing a network of green spaces including parks, rivers, bushland and private gardens contributes to connected, healthy communities, better urban and rural environments and the ability to adapt and mitigate the effects of climate change.

Resilience planning is about people, resources and infrastructure. Greater Penrith's relationship to the Nepean River, the impacts of climate change, urban development and significant growth require a community-led approach to resilience planning to ensure the wellbeing of local residents.

Priority 6 Resilience and sustainability		
Outcome Greater Penrith is a resilient and sustainable place.		
 Actions	Primary stakeholder	Supporting stakeholder
Action 30: Develop a green plan for the Collaboration Area, identifying sites and ways to increase urban tree canopy, and providing a clear direction for the planning of open space and tree canopy	DPE (Office of Open Space & Parklands)	PCC
Action 31: Develop a precinct-wide integrated water management strategy exploring opportunities for innovative resource management (including water reuse and energy) to support urban renewal, waterway health, greening, and cooling initiatives for Greater Penrith	Sydney Water	PCC
Action 32: Work with existing residents to build resilience and wellbeing during periods of significant growth and change and acknowledge Greater Penrith's relationship with the Nepean River	PCC	SES, DPE
Action 33: Prioritise low-carbon initiatives in future developments, public transport investment and energy-efficient and energy generating precinct design	PCC	DPE
Action 34: Introduce planning regulations to promote sustainable design and sustainable building practices that respond to the local climate, including solar passive design, insulation or light-coloured materials	PCC	DPE
Action 35: Incorporate initiatives to cool Greater Penrith in relevant programs and initiatives	PCC	All stakeholders

9

Governance

9.1 Establish precinct-level governance to achieve the vision (Priority 7)

While Penrith City Council manages the Collaboration Area as a 'place', the Collaboration Area process demonstrates that many partners, at all tiers of government, contribute to place-making. This requires a governance structure to continue the collaboration process and nurture Greater Penrith's growth.

Penrith City Council is a large and a proactive council advocating for the growth of the area. It has developed an overarching vision for the area; the

Collaboration Area process aims to help bring this vision to reality. Council has the capacity to lead a governance structure to represent the Collaboration Area's many facets.


Action 14 in *A Metropolis of Three Cities* requires the Commission to develop indicators, in consultation with State agencies and councils. This process is underway. The Governance Group will need to consider applying a place-based monitoring and evaluation framework for the Collaboration Area, which is aligned with the Commission's indicators for the region and district plans.

Priority 7

Establish precinct-level governance to achieve the vision

Outcome

An inclusive and cohesive approach has guided Greater Penrith's development and evolution.

 Actions	Primary stakeholder	Supporting stakeholder
Action 36: Establish an enduring Collaboration Area Governance Group that builds on existing governance structures such as The Quarter, Penrith Steering Committee and the District Commissioner to oversee the implementation of the vision	PCC, GSC	All stakeholders

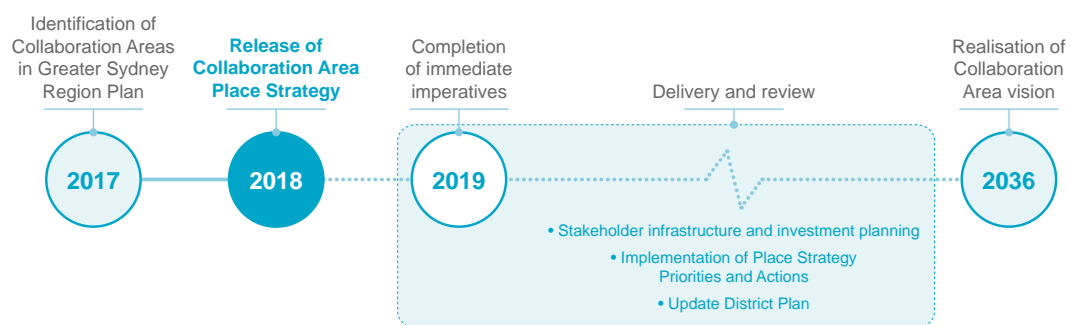
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Next steps

Implementing this Place Strategy requires collective action and resourcing from all stakeholders, recognising that State agencies and Council will undertake their own review and prioritisation processes before committing to infrastructure investment.

Some actions are considered immediate imperatives. The Greater Sydney Commission recommends these actions are completed before the end of 2019.

Figure 7: Road map to realising the vision for the Greater Penrith Collaboration Area



10.1 The role of the Australian Government

The Western Sydney City Deal which includes catalytic investment for Greater Penrith that builds on the major investment in the Western Sydney Airport. The Australian Government will help fund and implement the Western Sydney City Deal.

10.2 The role of the NSW Government

The Collaboration Area process involved State agencies to understand the key issues, articulate the vision and identify projects that might address the impediments to growth. The NSW Government will:

- consider the timing, costs and benefits of the projects and initiatives to achieve the Collaboration Area vision in the context of the *State Infrastructure Strategy* and respective programs

- where necessary, prepare business cases to support investment
- continue to collaborate with the Greater Sydney Commission, Council and across State agencies to improve infrastructure investment decisions that deliver infrastructure, employment and great places for people that support the vision.

10.3 The role of the Greater Sydney Commission

The Commission facilitates whole-of-government coordination and partnerships with councils and establishes a stakeholder-driven governance arrangement to oversee the long-term implementation of Collaboration Area Place Strategies. The Commission will:

- include the Place Strategy's objectives and actions in future updates to the *Western City District Plan*, giving them a statutory basis
- transition its leadership role to Penrith City Council and support Council to put governance arrangements in place to continue planning and development of the Greater Penrith Collaboration Area
- recognise the District Commissioner's strategic oversight for implementing the Place Strategy so that it continues to align with the *Western City District Plan*
- assure the progress and continued collaboration around the vision and associated projects through local planning processes such as updated local environmental plans
- elevate strategic issues and/or decision making to Infrastructure Delivery Committee where appropriate.

10.4 The role of Council

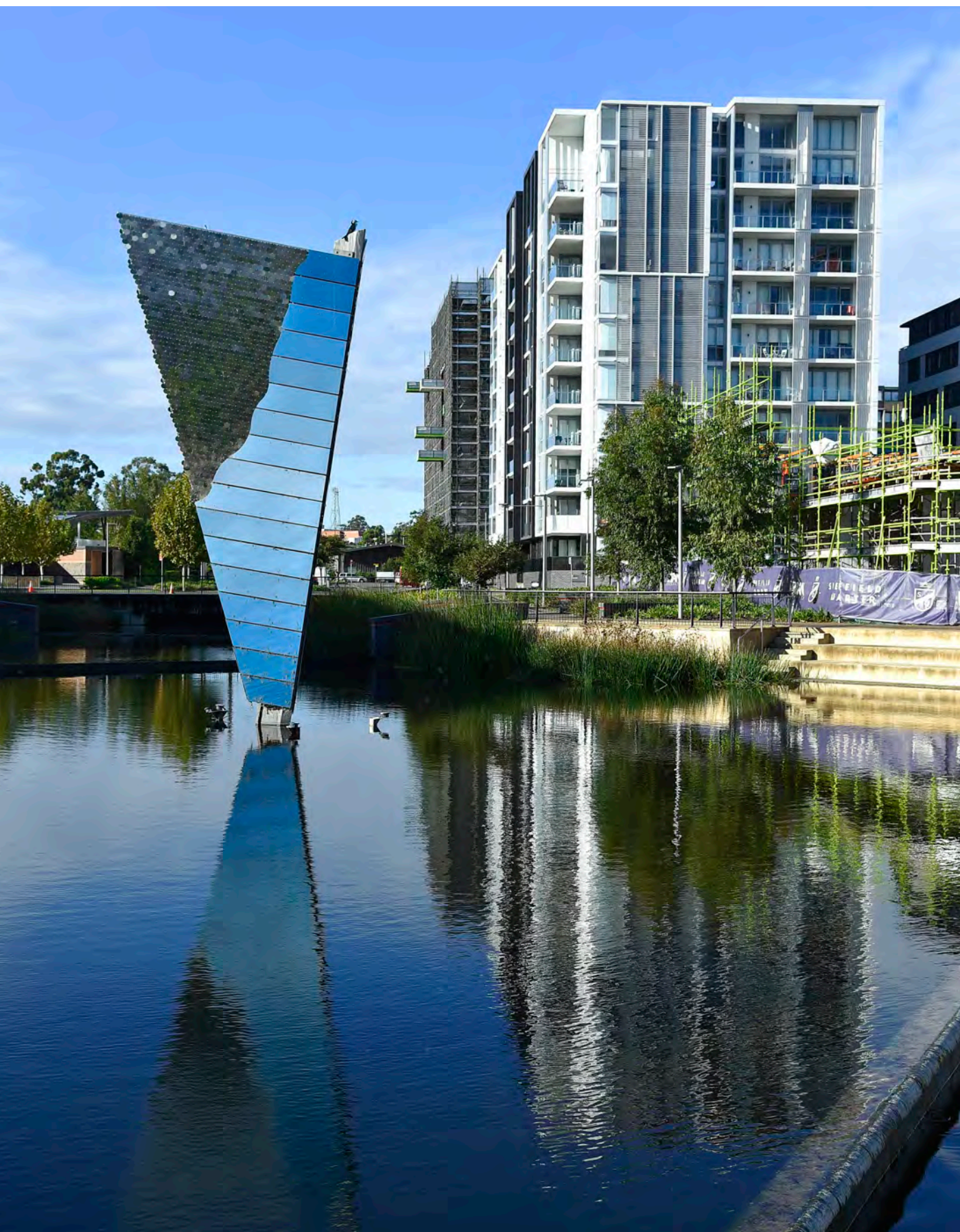
Penrith City Council's leadership in the Collaboration Area is critical. Council will:

- help establish the Collaboration Area Governance Group
- act as the key point of contact for coordination and implementation of the Place Strategy
- help identify and facilitate opportunities for partnerships, particularly with the business community
- lead the strategic planning process, at the local level, in collaboration with State agencies, education providers and key stakeholders
- provide opportunities for community engagement as the Place Strategy is implemented
- leverage community and local stakeholder input to decision-making
- help implement the Place Strategy's actions through place-making, identifying funding mechanisms and supporting advocacy with the Collaboration Area Governance Group to deliver the vision.

10.5 The role of the community

This Place Strategy reflects the community's input into the development of the *Western City District Plan*, and Penrith City Council's *Community Plan 2017*. People will be offered further opportunities to have their say into planning for the Greater Penrith Collaboration Area through:

- future updates of the *Western City District Plan*
- Council's community strategic plan, local strategic planning statement and local environmental plans
- individual agency programs and projects.



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