

## Report to Sydney West Joint Regional Planning Panel

<b>JRPP No:</b>	2012SYW051
<b>DA No:</b>	JRPP-12-776
<b>Local Government Area:</b>	Blacktown
<b>Proposed Development:</b>	Construction of a multi-storey carpark and temporary construction access
<b>Development Type:</b>	"Crown Development" – Capital Investment Value >\$5 million
<b>Lodgement Date:</b>	4 May 2012
<b>Land/Address:</b>	Blacktown Hospital, Lot 1 DP 128344 and Lot 3 DP 71010, H/N 18 Blacktown Road, Blacktown
<b>Land Zoning:</b>	5(a) Special Uses - Hospital pursuant to Blacktown Local Environmental Plan (BLEP) 1988
<b>Value of Development:</b>	\$22.4M
<b>Applicant:</b>	NSW Health Infrastructure
<b>Report Author:</b>	Sara Smith, Assistant Team Leader
<b>Recommendation:</b>	Approval
<b>Instructing Officers:</b>	Judith Portelli, Manager Development Services & Administration and Glennys James, Director City Strategy & Development
<b>Date Submitted to JRPP:</b>	19 July 2012
<b>Date Considered by JRPP:</b>	2 August 2012



3D VIEW

Figure 1. - Photomontage

## ASSESSMENT REPORT

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## **1. Executive Summary**

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1. Council is in receipt of a Development Application (DA) from NSW Health Infrastructure for the construction of a Multi-storey Carpark and temporary construction access at Blacktown Hospital, Lot 1 DP 128344 and Lot 3 DP 71010, H/N 18 Blacktown Road, Blacktown. The proposed development has a Capital Investment Value of \$22,434,000 million.
2. The proposal includes the construction of a multi-level (6 split levels) carpark to accommodate 616 vehicles, with an overall height of 16 metres to the hospital street on the northern side of the carpark and a height to the rear of approximately 10.5 metres above ground level, provision of mechanical plant areas on the ground floor of the carpark, site regrading works as required, and a new “Construction only” access from Blacktown Road to facilitate project construction. The carpark has a setback to Blacktown Road of approximately 190m, approximately 70m to the properties to the east, approximately 100m to the south and approximately 86m to the western residential properties.
3. The subject site is zoned 5(a) Special Uses – Hospital pursuant to Blacktown Local Environmental Plan 1988. The proposed carpark is ancillary to this use and as such is permissible within the zone with development consent.
4. The proposed development was notified for a period of 14 days between 23 May 2012 and 6 June 2012. During this period 1 submission was received. The primary concern raised was regarding dust control measures during the construction of the carpark, to ensure the health of residents at the neighbouring aged care facility is not affected. This can be conditioned in any consent granted. The issues raised in the submission are addressed in Section 9 of this report.
5. The Application was referred to relevant external bodies for comment, including the Roads and Maritime Services (RMS) and Sydney Water Corporation (SWC), both of which raised no objection to the proposal subject to conditions of consent.
6. The proposed development has been assessed against the relevant matters for consideration pursuant to Section 79C of the Environmental Planning and Assessment Act 1979, including suitability of the site and the public interest, and is considered satisfactory. The proposed development is considered satisfactory with regard to key issues such as built form, access, traffic impacts, stormwater drainage and the like subject to the imposition of suitable conditions of consent to satisfactorily control the development.
7. In light of the above, it is recommended that the Sydney West Joint Regional Planning Panel approve the DA subject to the imposition of suitable conditions of consent. Recommended conditions are provided at Attachment 1 to this report.

## **2. Location**

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1. The site is shown on the location map below.

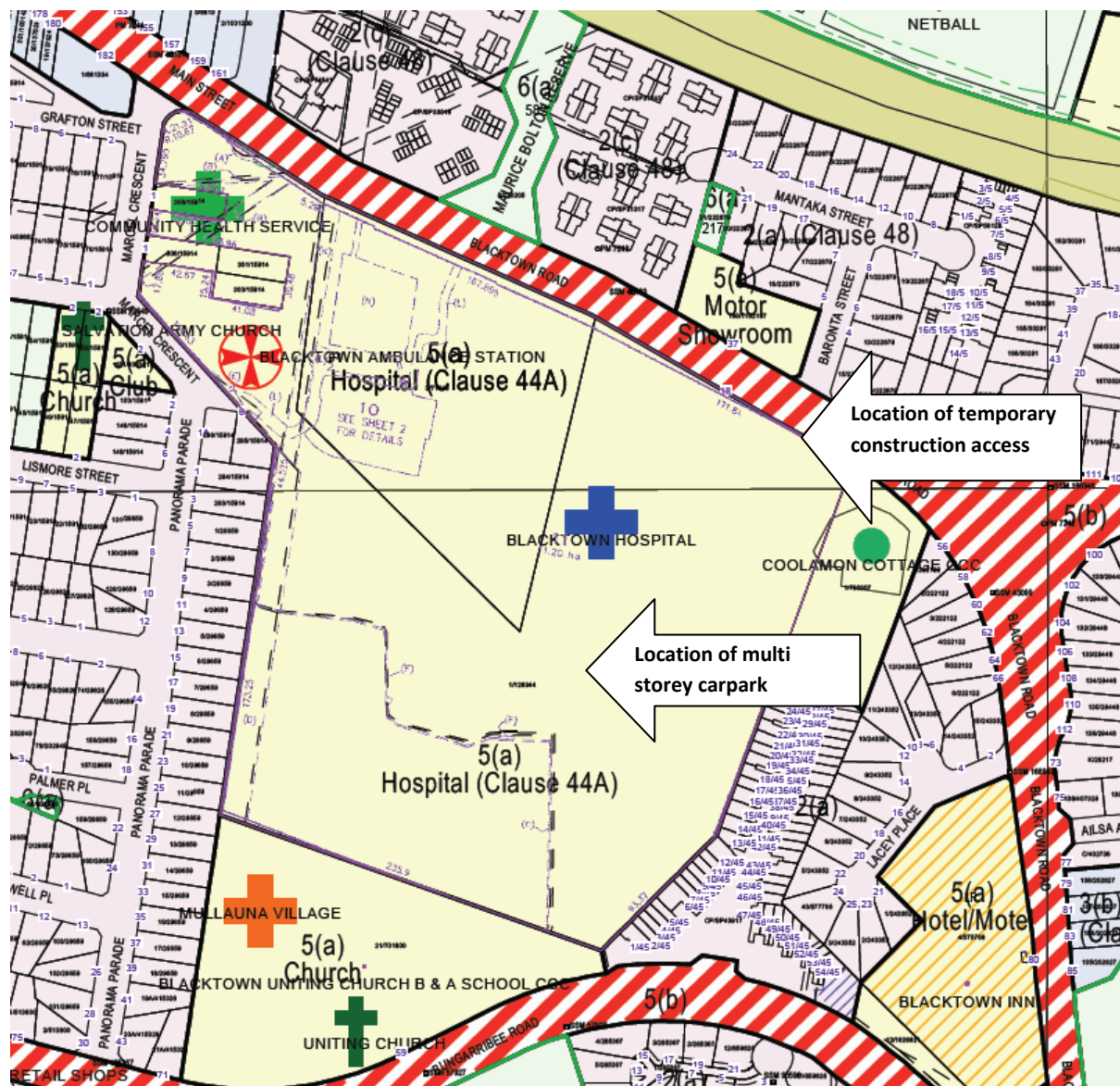


Figure 2. Location and Zoning Map

2. The site is known as Blacktown Hospital, located at H/N 18 Blacktown Road, Blacktown. The site is located within an established residential area of Blacktown, with residential and commercial development located on the northern side of Blacktown Road. A church and retirement village is located to the south of the site. Blacktown Hospital is located approximately 1.2 km from the centre of the Blacktown CBD.
3. The site enjoys vehicular access to Marcel Crescent, with access to the regional road network of the Great Western Highway and the M4 and M7 Motorways via Blacktown Road. A service vehicle access is already provided via Blacktown Road.

### 3. Site Description and Locality

1. The property description of the subject site is Lot 1 DP 128344 and Lot 3 DP 71010, H/N 18 Blacktown Road, Blacktown.



Figure 3. Aerial Photo

2. The overall site has an area of 12.42 ha, with frontage to Blacktown Road of 269 metres and Marcel Crescent of 104 metres. The site has a natural ground fall from RL72.46 to RL46.61 towards the north-west corner of the site (being the intersection of Marcel Crescent and Blacktown Road) of 25.85 metres.
3. The site is not listed as an item of heritage significance.
4. The site is located within an established residential area of Blacktown, with residential and commercial development located on the northern side of Blacktown Road. Residential properties are located to the east of the site. A church and retirement village is located to the south of the site. Residential dwellings, medical premises and the Blacktown Bowling Club are located to the west of the site. Blacktown Hospital is located approximately 1.2 km from the centre of the Blacktown CBD.

#### 4. History and Current Use of the Site

1. Blacktown Hospital opened on the subject site in April 1965. The Hospital complex comprises a 400 bed Hospital with a wide range of health services, a 24 hour emergency department and intensive care unit. The Hospital is a teaching Hospital of the University of Western Sydney's

Blacktown – Mount Druitt Clinical School (opened in October 2007) and the University of Sydney's Western Clinical School. The Hospital complex also includes Bungarribee House, a psychiatric unit which provides mental health services to Western Sydney, a child care centre, a helipad and on-site car parking for 1,031 vehicles.

2. Approval was granted in 2007 for the construction of the Clinical School. As part of the conditions of consent, the shortfall of 61 car parking spaces was to be included as part of any future redevelopment of the site. Compliance with this requirement has been met under the current Application, with an overall increase of 50 spaces on site at the completion of these works with a total of 1,142 spaces proposed to be provided on site.

## **5. The Proposal**

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1. Approval is sought by NSW Health Infrastructure for a multi-storey carpark and temporary construction access via Blacktown Road at Blacktown Hospital in Blacktown Road, Blacktown.
2. The proposal comprises the construction of a multi-level (6 split levels) carpark to accommodate approximately 616 vehicles, motorcycle and bicycle parking, with an overall height limit of 16 metres to the hospital street on the northern side of the carpark and a height limit to the rear of approximately 10.5 metres above ground level. The carpark has a setback to Blacktown Road of approximately 190m, approximately 70m to the properties to the east, approximately 100m to the south and approximately 86m to the western residential properties.
3. The proposed carpark is to be centrally located on the Hospital grounds and replaces an existing at-grade carpark which is currently utilised by staff. The new carpark is south of the existing Hospital building. A total of 114 spaces are displaced to accommodate the construction of the multi-storey carpark, with a total of 505 spaces displaced by future works.
4. The proposal is for a 6 storey split level carpark with a total gross floor area of 16,162sqm. The roof level will be an open air level. The vehicular access to the carpark is provided via the existing internal road with access to the site at the intersection of Marcel Crescent and the Hospital Access Road.
5. The carpark will operate 24 hours, 7 days a week. The carpark will provide a separate entry and exit each with 2 lanes with provision of boom gates and ticket machines. Two pay stations are provided on the ground level located in close proximity to the lifts and stairs. The carpark will continue to operate as a paid carpark.
6. The carpark has been designed in a modern contemporary style and in keeping with the future expansion of the site. The carpark is to be constructed of concrete with steel frames. External finishes of the building include the provision of a dark grey powder coated metal screen and provision of safety barriers on each level. The roof level of parking will be an open air level with provision of a screen and safety barrier to a height of 2.75 metres. The proposal does not include any additional, or changes to existing, landscaping.
7. Mechanical plant rooms will be provided on the ground floor of the carpark with a void area at level 2. The mechanical plant rooms have a combined floor area of 790sqm and access to the mechanical rooms is provided within the carpark and along the northern side of the carpark.
8. The proposal includes site works where required, including the excavation into the ground on the southern end by a maximum of 3 metres and the demolition of the existing asphalt carpark. A retaining wall to a height of 1 metre above finished ground level is provided along a portion of the eastern boundary of the carpark and the full length of the southern end of the carpark.

9. The application seeks approval for a new “construction only” access from Blacktown Road to facilitate project construction. The access is proposed to be located opposite Baronta Street and is for left-in and left-out movements only.
10. As a part of the DA, a Noise Impact Assessment prepared by Acoustic Logic, dated 2 May 2012, has assessed the potential noise impacts from the carpark on adjoining residential properties. It is noted that the hospital site operates 24 hours, 7 days a week and as such the carpark will operate 24 hours, 7 days a week. The report concludes that the construction of the carpark will not adversely impact on residential properties.
11. To address the displacement of car parking spaces, the applicant has advised that negotiations have been undertaken for the utilisation of the carpark at Blacktown Bowling Club located in Lismore Street, a few minutes walk from the Hospital for a period of up to 2 years whilst the carpark is under construction. The modifications to the Blacktown Bowling Club do not require a formal Development Application to be lodged as the proposal falls under exempt development under State Environmental Planning Policy (Infrastructure) 2007. This is discussed in 6.2(c) below.
12. The application for the multi storey carpark and temporary construction access has been accompanied by a Traffic Report prepared by ARUP to address issues pertaining to access, traffic and parking on the site and in the immediate area. The report concludes that the construction of the carpark will have no adverse impacts on the existing road network. It is noted that the carpark in the long term will assist in reducing the potential need for on-street parking in the immediate area.
13. The Development Application Plans are contained within **Attachment 2**.

## **6. Planning Controls**

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1. The planning controls that relate to the proposed development are:
  - (a) State Environmental Planning Policy (State and Regional Development) 2011
  - (b) State Environmental Planning Policy (Infrastructure) 2007
  - (c) State Environmental Planning Policy (Infrastructure) 2007 – Exempt and Complying Development
  - (d) State Environmental Planning Policy 55 – Remediation of Land
  - (e) Blacktown Local Environmental Plan 1988
  - (f) Blacktown Development Control Plan 2006
2. An assessment of the proposed development under the relevant planning controls is provided below:
  - (a) **State Environmental Planning Policy (State and Regional Development) 2011**

SEPP (State and Regional Development) 2011 identifies development classified as “Regional Development”, which requires referral for determination to a Joint Regional Planning Panel (JRPP) in accordance with Clause 20 of the SEPP.

The Development Application is classified as Regional Development as the Capital Investment Value of the application is more than \$20 million or \$5 million for a Crown Application. Accordingly, Council is responsible for the assessment of the application, whilst determination falls with the Sydney West Joint Regional Planning Panel and not by Council under delegated authority.

**(b) State Environmental Planning Policy (Infrastructure) 2007**

Schedule 3 of SEPP (infrastructure) 2007 identifies traffic generating development which requires referral to the Roads and Maritime Services (RMS). The SEPP requires referral to RMS where parking facilities of 200 or more vehicles with access to any road are proposed. The proposed multi-storey carpark seeks approval for 600 spaces with vehicular access proposed via Marcel Crescent (the existing vehicular access to the Hospital).

The application was referred to the RMS on 15 May 2012. The RMS have raised no objections to the proposal subject to the imposition of **conditions (Condition Nos. 3.2 and 3.7)** including the closure of the construction access at the completion of the construction works for the carpark.

The comments received by the RMS are discussed in detail under Section 7 of this report. In addition, a copy of any determination will be forwarded to the RMS in accordance with Clause 104(4) of the SEPP.

**(c) State Environmental Planning Policy (Infrastructure) 2007**

SEPP (Infrastructure) 2007 in Division 4 - Exempt Development sets out in Clause 20(1) that development for the purpose specified in Schedule 1 is exempt development if it satisfies that:

- it is carried out by or on behalf of a public authority and meets the development standards for the development specified in Schedule 1. In Schedule 1 the carpark development standard is:
  - The carpark must be open (unenclosed) car parking (but may include associated gates including security booths and booth gates).

In this regard the works will be carried out by a public authority for an open on-ground carpark within the grounds of the Blacktown Bowling Club for use as a temporary carpark for construction workers and staff. Therefore the proposed temporary carpark meets the requirements of the SEPP and as such is exempt from development approval. The operation of this carpark is discussed in more detail in Section 10.4 below.

**(d) State Environmental Planning Policy 55 – Remediation of Land**

This SEPP specifies certain considerations for development on land with respect to the potential for contamination, particularly for sensitive land uses such as development for medical or residential purposes. The subject site has been established as a hospital since 1965 and there is no evidence to suggest that any potentially contaminating activity has occurred on the site during this time. As the proposed development for a carpark seeks to continue the existing hospital use of the land, it is considered that the requirements of Clause 7 – “Contamination and Remediation to be considered in the determination of development applications” have been satisfactorily addressed. The proposal will involve the removal and disposal of asphalt which will be disposed of at a registered waste facility. This will be **conditioned** accordingly in any consent granted (**Condition 5.4.1**).

**(e) Blacktown Local Environmental Plan 1988**

The land is zoned 5(a) Special Uses – Hospital under the provisions of Blacktown Local Environmental Plan (BLEP) 1988.

The site is utilised as a Hospital and therefore the provision of a multi-storey carpark is ancillary to the use of the site as a hospital and is permissible with development consent.

Clause 9(3) of the LEP requires that development is to be *generally consistent with* one or more of the objectives of the 5(a) Special Uses – Hospital zone and in this case the proposal satisfies objective (a) which is:

- (a) to identify land which is currently used by public authorities, organisations and the council to provide certain community facilities and services;

The site is currently utilised as Blacktown Hospital and the proposed carpark will provide additional on-site carparking and improve the efficiency of on-site parking in the long term. The Hospital is operated by the State Government and provides a wide range of regional health services for the community. The proposal is considered to be a suitable form of development and meets the objectives of the zone.

It is therefore considered that the development is generally consistent with the zone objectives for the 5(a) Special Uses – Hospital zone and therefore is a permissible use with the consent of Council.

**(f) Blacktown Development Control Plan 2006**

The proposed development is subject to the requirements contained in Blacktown Development Control Plan (BDCP) 2006. In this regard the following parts of the DCP are applicable to the assessment of the application:

Part A Introduction and General Guidelines

Part R WSUD and Integrated Water Cycle Management

The proposal's compliance with Part A – Introduction and General Guidelines and Part R – WSUD and Integrated Water Cycle Management, is discussed in detail under Section 10 of this report. The proposal is fully compliant with the provisions of the DCP.

## 7. External Referrals

- The subject Development Application was referred to the following public agencies as summarised in the table below:

Agency	Comments
<b>Roads and Maritime Services (RMS)</b>	<p>The application was referred to the RMS on 15 May 2012 pursuant to Clause 104 of SEPP (Infrastructure) 2007.</p> <p>The traffic impact of the proposed development was considered by RMS and on 21 June 2012 RMS advised no objections were raised subject to <b>conditions</b>. RMS have requested the imposition of <b>conditions (Condition 3.7.3)</b> on any consent granted to ensure that, once the works are completed and prior to the occupation of the carpark, the temporary construction access is closed. Also, RMS requires <b>conditions</b> to ensure the safety of construction workers entering the site whilst ensuring motorists are aware of the temporary access and ensuring the safety of all motorists. <b>(Conditions 3.25 and 3.29)</b></p> <p>RMS have in addition advised that there are ongoing discussions with NSW Health Infrastructure regarding the establishment of the ideal location for a permanent access and gateway to the Hospital from Blacktown Road. The use of the construction access for future works will require the separate approval of RMS. <b>(Condition 3.7.3)</b></p>

<b>Sydney Water Corporation (SWC)</b>	The application was referred to SWC on 15 May 2012. In response Sydney Water have advised they have no objection to the proposal.
<b>NSW Health Infrastructure</b>	A copy of the draft conditions of consent was forwarded to the applicant, being NSW Health Infrastructure, on 2 July 2012. A response was received 10 July 2012. NSW Health Infrastructure were subsequently advised that a number of conditions were agreed to be amended as suggested, whilst a number of changes to engineering conditions were not agreed to by Council. It is therefore recommended that the applicant make representations at the JRPP Meeting to support their requested changes to conditions. A summary of the disputed conditions and Council's comments are provided at <b>Attachment 3</b> to this report.

## 8. Internal Referrals

1. The subject Development Application was referred to the following internal sections of Council as summarised in the table below:

Section	Comments
<b>Engineering</b>	No objections to the proposal subject to the imposition of <b>conditions</b> of consent ( <b>Conditions 2.2.1, 2.2.2, 3.1, 3.2, 3.4, 3.5, 3.6, 3.7, 3.8, 3.9, 3.10.2, 6.1, 6.2, 6.3, 6.4, 6.5, 6.6, 6.7</b> )
<b>Drainage</b>	No objections to the proposal subject to the imposition of <b>conditions</b> of consent ( <b>Conditions 2.2.1.1, 2.2.1.2, 2.2.1.3, 2.2.1.4, 2.2.3.1</b> )
<b>Building</b>	No objections to the proposal subject to the imposition of <b>conditions</b> of consent ( <b>Conditions 1.2.1, 1.3.1, 1.3.2, 4.1, 4.2, 5</b> )
<b>Traffic Management Services (TMS)</b>	The proposal and the applicant's Traffic Report prepared by ARUP was considered by Council's TMS and, whilst they initially raised concerns at the displacement of car parking on local streets, are now satisfied with the interim off-site parking arrangements for staff and construction workers. No objections were therefore raised subject to <b>conditions</b> of consent. ( <b>Conditions 3.27 and 7</b> )
<b>Environmental Health</b>	The proposal was considered by Council's Environmental Health Section who reviewed the Acoustic Report prepared by Acoustic Logic and Construction Management Report prepared by Appian Group and have advised no objections to the proposal subject to the imposition of <b>conditions</b> of consent. ( <b>Conditions 1.3.4, 3.4.2, 8</b> ). With regard to dust emission concerns raised by the objector, EHU has requested that an additional <b>condition</b> be imposed that 'Construction works must be carried out in a manner that minimises or prevents the emission of dust from the premises in accordance with the Protection of the Environment Operations Act 1997'. ( <b>Condition 5.3.1</b> )

## 9. Public Comment

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1. The Development Application was notified in accordance with Blacktown Development Control Plan Part K – *Notification of Development Applications* to adjoining and nearby property owners and occupants, and was advertised in the local newspapers for a period of 14 days from 23 May to 6 June 2012. As a result of the notification period, 1 submission was received. The issues raised within the submission are addressed below.
2. A resident of the Mullauna Village Self Care Units raised the following concerns:

- (a) **Concerns are raised that the construction of the carpark will create a dust problem for residents of the adjoining Mullauna Village Self-care Units located to the south of the site. Especially as some residents are elderly and suffer from respiratory problems.**

**Planning Comment:**

- An appropriate **condition** of consent will be imposed on the operational consent to ensure that no adjoining properties are adversely impacted by dust during the construction of the carpark. This will require the applicant to prepare a dust management strategy prior to the commencement of works. **(Condition 3.4.2)**

- (b) **A request is made that a condition be added that requires a dust screen be installed on the cyclone fence that separates the hospital land from the Uniting Church (Mullauna) land.**

**Planning Comment:**

- This is a reasonable request and as such is proposed to form a **condition** of consent that the screen be installed on all cyclone fencing immediately surrounding the construction zone to ensure that no adjoining properties are adversely affected by dust during the construction of the carpark. **(Condition 3.4.3)**

- (c) **Concerns are raised that the Development Application report does not reference any vibration protection measures to the residences to the south, and in this regard the report should be amended to refer to vibration damage to all adjoining properties.**

**Planning Comment:**

- The reports submitted are considered satisfactory in demonstrating the impacts the construction of the carpark, will have on adjoining properties. Due to the location of the carpark which is proposed to be a minimum 86 metres from adjoining properties, it is not considered that adjoining properties will be adversely impacted. Having regard to the concerns raised, appropriate **conditions** of consent are proposed to require the applicant to ensure the works undertaken do not impact on all adjoining properties, by ensuring any excavation works undertaken are carried out in accordance with Office of Environment and Heritage requirements for noise and vibration. **(Conditions 4.1.6, 4.1.7 and 4.1.8)**

3. The concerns raised, whilst valid, can be overcome with suitable **conditions** as outlined above and are not considered sufficient to warrant refusal of the DA.

## 10. Council Assessment

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1. As assessment of the key issues relating to the proposed development is presented below:

2. **Stormwater Management**

The Blacktown City Council Engineering Guide for Development 2005 and Development Control Plan Part R – WSUD and Integrated Water Cycle Management outline the stormwater quality and quantity requirements for the proposed development. Council's Drainage Section reviewed the stormwater plans and documentation prepared by Robert Bird Group for the applicant, and have raised no objection to the proposal subject to the imposition of appropriate **conditions** of consent.

The Development Application submission explains that the drainage requirements for both stormwater quantity and quality will be addressed in a future application as part of the expansion of Blacktown Hospital. This is because these necessary measures will treat stormwater from not only the area subject to this application but the adjoining Hospital expansion area. In addition, the proposed measures will be located within the area subject to redevelopment and future expansion. Consequently, conditions have been provided outlining the necessary principles, however the details will be provided in the future application.

These conditions include:

- The submission of drainage plans that direct a minimum of the 20 year ARI flows within a pipe system and the 100 year ARI flows through a combination of pipe and overland flow from the multi-level carpark and adjoining road network to the proposed detention tank.
- Provision of maintenance requirements for the various water quality devices used to treat stormwater from the carpark and adjoining road network.
- Provision of an OSD system.
- The installation and maintenance of suitable erosion and sediment control measures throughout the duration of works. **(Conditions 2.2, 3, 6)**

3. **Environmental Management**

The main objective for environmental management is to include measures that will reduce waste, improve energy efficiency, conserve water and ultimately reduce the impact of the proposed development on the environment. As such, the following headings discuss the proposed development in terms of Ecologically Sustainable Development.

(a) Waste

Waste management has been addressed as part of the application. The subject site is clear of any vegetation and works include the demolition of the existing asphalt carpark and excavation to create a building pad for the multi-storey carpark. Surplus materials will be removed from the site by a private contractor. The proposal includes the disposal of asphalt at a Registered Waste Facility. A **condition** of consent will be included within the consent requiring the preparation and compliance with a Waste Management Plan (WMP) prior to any works commencing on site. **(Condition 4.4.1)**

(b) Contamination

The subject site has been established as a Hospital since 1965 and there is no evidence to suggest that any potentially contaminating activity has occurred during this time. As the proposed development for a carpark seeks to continue the existing hospital use of the land, it is considered that the requirements of Clause 7 – “Contamination and Remediation to be considered in the determination of development applications” have been satisfactorily addressed. The proposal includes the disposal of asphalt and any waste at a Registered Waste Facility. **(Conditions 4.4.1 and 5.4.1)**

(c) Noise, vibration and acoustic measures

As a part of the DA, a Noise Impact Assessment prepared by Acoustic Logic has assessed the potential noise impacts from the carpark on adjoining residential properties. The acoustic report addressed both the impacts of construction noise and operational noise. It is noted that the hospital site operates 24 hours, 7 days a week and as such the carpark will operate 24 hours, 7 days a week. The report concludes that the construction of the carpark will not adversely impact on residential properties. The carpark is located approximately 86 metres from adjoining properties, and as such it is not considered that the construction of the carpark will lead to damage to adjoining residential properties. The construction works should however be undertaken in accordance with the requirements of the NSW Office of Environment and Heritage for noise and vibration.

(d) As outlined above, Council’s Environmental Health and Building Sections have reviewed the proposal and raised no objection subject to compliance with **conditions** of consent. **(Condition 8)**

4. **Car Parking and Access Arrangements**

- (a) The proposal seeks approval for the construction of a multi-level (6 split levels) carpark to accommodate 616 vehicles and the installation of temporary construction access from Blacktown Road (located opposite Baronta Street). The construction access will be left-in and left-out only onto Blacktown Road and signposting will be in place advising of these traffic arrangements.
- (b) The construction of the car parking and temporary construction access arrangements are considered satisfactory and concurrence has been received from RMS. Also, RMS has advised they are undertaking further discussions with NSW Health Infrastructure regarding a permanent access to the Hospital via Blacktown Road. It is noted that any alterations to the access to the site will be subject to further approval.
- (c) The existing internal road system will provide access to the new carpark, with provision of pedestrian paths linking the new carpark to the proposed future Hospital extensions and the existing Hospital buildings.
- (d) It is noted that concerns were raised by TMS regarding the displacement of staff car parking during the construction of the new carpark structure.
- (e) The Hospital site currently has provision of 1,031 car parking spaces located within a number of on-ground car parking areas across the entire site. The location of this new carpark and future Hospital extension will result in the displacement of 505 existing spaces, resulting in only 526 spaces being available on site during construction of the new decked carpark and the Hospital extensions. The new multi-

level carpark will provide an additional 616 spaces, resulting in a total of 1,142 spaces on site upon completion of the carpark. It is also noted that the conditions of approval for the now functioning Teaching Hospital required the provision of 61 spaces which to date remains as a shortfall. These 61 spaces will now be provided in the new decked carpark, resulting in an overall surplus of 50 car spaces in the Hospital precinct upon completion of this new decked carpark.

- (f) The applicant has advised that, during the Hospital precinct construction phase including this DA, a number of measures are to be implemented to deal with the displacement of the 505 spaces within the site to minimise the likelihood of on-street parking impacting on neighbouring residential properties, as well as to address the car parking generated by the construction workers during the construction phase. These measures include:
- Transferring a number of medical services to Mount Druitt Hospital, which reduces the on-site daily car parking demand by 100 vehicles during the construction of the new multi-level carpark.
  - Provision of an off-site carpark within the Blacktown Bowling Club to provide 196 spaces for Hospital staff and 20 spaces for construction workers on a week day. A copy of the carpark plan can be found in the Development Plans at **Attachment 2**.
  - Provision of a drop-off-zone for construction workers and parking for up to 7 construction vehicles on the site as well as a site compound. This allows construction workers to drop their required tools off and then to go and park within the allocated spaces off-site.
- (g) With regard to the off-site car parking arrangements with the nearby Blacktown Bowling Club, the applicant has advised that negotiations have been undertaken for the utilisation of the carpark at the Blacktown Bowling Club located in Lismore Street, a few minutes walk from the Hospital, for a period of up to 2 years whilst the carpark is under construction. The modifications to the Blacktown Bowling Club do not require development consent as the proposal falls under exempt development under State Environmental Planning Policy (Infrastructure) 2007 as already outlined above.
- (h) This arrangement is considered reasonable, as the peak use periods of the Hospital, being during weekdays (being a capacity of staff members at 1,354 at 1:30pm), is the opposite of the Bowling Club, being evenings and weekends. The existing carpark will have some minor modifications to facilitate this arrangement, including the establishment of removable bollards to ensure that a minimum of 30 car parking spaces are always available for the Bowling Club during the day and the conversion of the bocce green for the additional car parking. Access for the staff and construction workers will be via Hereward Street and access for the Bowling Club will be via Lismore Street. Construction workers will only be utilising this car parking during weekdays, as construction will not be taking place during the night. Vehicular arrangements for the Bowling Club for evenings and weekends will remain unaltered from current arrangements. Hospital staff who work evening shifts will have access to the on-site 526 spaces available, which the applicant advises is sufficient as the staff numbers overnight average 330 workers with only 146 staff on duty from 11:30pm till 5:00am. TMS have advised they raise no objection to the temporary parking arrangements.

- (i) The application has been accompanied by a Traffic Report prepared by ARUP to address issues pertaining to access, traffic and parking on site and in the immediate area.
- (j) The main vehicular access to the site is via Marcel Crescent. The Hospital Access Road carries up to 200 vehicles per hour each way with peak entry at 7-8am and 1-2pm, which coincides with shift times and peak exit at 4-5pm. Daily traffic flow is approximately 4,000 vehicles both ways.
- (k) Traffic surveys of the existing intersections were undertaken which demonstrated that the intersections of Blacktown Road / Marcel Crescent, Panorama Parade / Hospital Access Road and Bungarribee Road / Panorama Parade are at a good (or higher) level of service during both am and pm peak periods, whilst the intersection of Wall Park Avenue / Blacktown Road is at near capacity service level during both am and pm peak periods.
- (l) Car parking utilisation surveys on site and on streets adjacent to the Hospital were undertaken on Thursday 16 December 2010 between 8am and 8pm. Car parking on site was at its peak with 915 vehicles at 12:30pm.
- (m) Based on existing parking demands and the future Hospital activity (including staff, patient and visitor needs), a peak parking demand of 1,469 is predicted during the afternoon peak at 2:30pm. The provision of the multi-storey carpark along with other new carparking areas associated with the new Hospital building works which are to be lodged with the Department of Planning and Infrastructure as Part 3A Applications will result in an overall provision of 1,425 spaces. Whilst this is not 100% of the peak parking demand, it does represent 97% of the peak parking demand and it is considered that this will meet the anticipated levels of peak demands.
- (n) The report concludes that the construction of the carpark will have no adverse impacts on the existing road network. It is noted that the carpark in the long term will assist to a minor degree in reducing the potential need for on-street parking in the immediate area.
- (o) It is acknowledged that the upgrading of the Hospital will result in the temporary displacement of car parking, however the above measures to be implemented are considered satisfactory in an effort to reduce potential conflicts on site and to adjoining properties.
- (p) The proposed on site car parking is considered satisfactory. There are currently 1,031 spaces on site and upon completion of the multi-storey carpark 1,142 spaces will be provided in combination with existing on ground car parking. All spaces achieve compliance with AS2890.1:2008. A **condition** of consent shall be imposed on any consent requiring a minimum of 1,142 spaces are provided and all spaces and aisle widths comply with the relevant Australian Standards once all works are completed on the site. **(Condition 4.3.1)** In addition, a **condition** of consent shall be imposed ensuring staff and 20 construction vehicle spaces are provided at the off-site location at Blacktown Bowling Club for the duration of the construction phase. **(Condition 7.1.1)**

## 5. Urban Design

### (a) Siting and Setbacks

The multi-storey carpark will be at a minimum of 86 metres from the property boundary and therefore it is considered that the carpark will not impede on the privacy of adjoining properties. This is assisted by the varying topography of the site. No landscaping is proposed as part of the carpark Development Application and it is considered that the site has adequate provision of existing landscaping.

The proposed carpark will be suitably sited within the Hospital grounds, having regard to its central location and the topography of the site. As such there will be limited opportunities for adjoining properties to view the carpark upon completion.

### (b) Building Height and Design

The carpark has an overall height limit of 16 metres to the hospital street on the northern side of the carpark and a height limit to the rear of approximately 10.5 metres above ground level. The height of the carpark is considered satisfactory due to the site's topography and the relationship to adjoining properties.

The site falls towards Blacktown Road with an overall fall of 25.85 metres. As a result of the site's existing topography, to provide a building pad for the carpark the carpark has been cut into the ground on the southern end by a maximum of 3 metres. A retaining wall to a height of 1 metre above finished ground level is provided along a portion of the eastern boundary of the carpark and the full length of the southern end of the carpark. It is considered the extent of cut and the provision of retaining walls is appropriate in this instance, as when viewed from the southern portion of the site the carpark will only present as a 3-4 storey building, and when viewed from the north will present as a 6 storey building.

### (c) External Appearance

The carpark has been designed in a modern contemporary style and in keeping with the future expansion of the site. The carpark is to be constructed of concrete with steel frames. External finishes of the building include the provision of a dark grey powder coated screen and provision of safety barriers on each level. The roof level of parking will be an open air level with provision of a screen and safety barrier to a height of 2.75 metres.

### (d) Fencing and Landscaping

No existing landscaping is impacted by the construction of the multi-storey carpark. The proposed carpark is to be centrally located on the Hospital grounds and replaces and existing at-grade carpark which is currently utilised by staff.

The proposal includes site works where required, including the excavation into the ground on the southern end by a maximum of 3 metres and the demolition of the existing asphalt carpark. A retaining wall to a height of 1 metre above finished ground level is provided along a portion of the eastern boundary of the carpark and the full length of the southern end of the carpark.

The current application does not seek approval to alter existing on-site landscaping or boundary fencing.

**(e) Safety and Security**

Blacktown Hospital operates 24 hours, 7 days a week. The Hospital currently has security staff that monitor the site to ensure the safety of staff, patients and visitors, and security measures are in place to limit opportunities for crime. The carpark has been designed to ensure the safety of all users; this has been achieved through efficient use of lighting, pedestrian pathways which link the carpark to the Hospital building with the new extension building.

The proposed development does not contribute to the provision of any increased opportunity for criminal or anti-social behaviour to occur. In addition, the design of the carpark provides limited concealed areas.

## 11. Section 79C Consideration

1. Consideration of the matters prescribed under Section 79C of the Environmental Planning and Assessment Act 1979 (as amended) are summarised below:

Heads of Consideration 79C	Comment	Complies
<p><i>a. the provisions of :</i></p> <p><i>(i) any environmental planning instrument (EPI)</i></p> <p><i>(ii) any development control plan</i></p> <p><i>(iii) the regulations</i></p>	<p>The provisions of the relevant EPIs relating to the proposed development are summarised in Section 6 of this report.</p> <p>The proposal is considered to be consistent with SEPP (State and Regional Development) 2011 and SEPP (Infrastructure) 2007.</p> <p>The proposal is permissible within the 5(a) Special Uses – General (Hospital) Zone and satisfies the zone objectives outlined under Blacktown Local Environmental Plan 1988.</p> <p>Blacktown Development Control Plan Parts A – Introduction and General Guidelines and R – WSUD and Integrated Water Cycle Management apply to the site. The proposed development is consistent with the desired future character of the Hospital and is compliant with all the numerical controls for car parking. <b>(Conditions 4.3.1 and 7.1.1)</b></p> <p>A detailed assessment of the application is provided under Section 10 of this Report.</p>	Yes
<p><i>b. the likely impacts of that development including environmental impacts on both the natural and built environments, and social and economic impacts in the locality</i></p>	<p>An assessment of the key issues is provided in Section 10 of this Report and it is considered that the likely impacts of the development, including traffic, noise, parking and access and the like, have been satisfactorily addressed and that the proposal will result in beneficial social impacts for the community.</p>	Yes
<p><i>c. the suitability of the site for the development</i></p>	<p>The subject site is zoned 5(a) Special Uses – General (Hospital) Zone and permits hospital and ancillary uses associated with hospitals with consent.</p> <p>The proposal has been designed taking into consideration the site's constraints and access arrangements.</p> <p>The site is therefore considered suitable for the proposed development.</p>	Yes
<p><i>d. any submissions made in accordance with this Act, or the regulations</i></p>	<p>As noted in Section 9 of this Report, only 1 submission raising concerns regarding dust and vibration during construction was received. It is considered that the issues raised do not warrant refusal of the application and can be addressed via suitable <b>conditions</b> of consent. <b>(Conditions 3.4.3, 4.1.6 and 4.1.7)</b></p>	Yes

<i>e. the public interest</i>	The proposed development is for the purpose of a multi-level carpark which will cater for the needs of visitors and staff of the Hospital. The proposal is therefore considered to be in the public interest.	Yes
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## 12. General Comments

1. The application has been assessed against the matters for consideration listed in Section 79C of the Environmental Planning and Assessment Act 1979 and is considered to be satisfactory. Overall, it is considered that the proposed development satisfactorily addresses its impacts and the proposal is in the public interest.
2. The proposal is consistent with the objectives of Blacktown Local Environmental Plan 1988 5(a) Special Uses - Hospital Zone and the proposed carpark associated with the Hospital is permissible subject to development consent.
3. The proposal also complies with the main essential criteria in Blacktown Development Control Plan 2006 and is considered satisfactory with regard to relevant matters such as built form, access, traffic impacts, stormwater drainage, OSD and site contamination.
4. The application was publicly notified for a period of 14 days, wherein 1 written submission was received. The main area of concern was the impact the proposed development will have on the neighbouring properties due to dust and vibration from the carpark construction work. The issues raised in the submission have been addressed within Section 9 of this report and do not warrant refusal of this application.

## 13. Recommendation

1. The subject Development Application be approved by the Sydney West Joint Regional Planning Panel subject to the conditions held at Attachment 1. Should the Crown Applicant not agree with the conditions at Attachment 1, then the disputed conditions be referred to the Minister for Planning and Infrastructure for his determination.
2. The applicant be advised of the Sydney West Joint Regional Planning Panel's decision.
3. The objector be advised of the Sydney West Joint Regional Planning Panel's decision.

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