



Mrs Colleen Baker - 9710.0551
File Ref: DA13/0537

17 September 2013

Dr John Roseth
Chairman
Sydney East Region Joint Regional Planning Panel
Department of Planning & Infrastructure
GPO Box 39
SYDNEY NSW 2001

Dear Dr Roseth

**Council Submission: JRPP Reference No. 2013SYE052
Development Application No. 13/0537 – Construction of Multi Deck Car Park
(Sutherland Hospital) at 126 Kareena Road, Caringbah**

I refer to the subject application, which is to be determined by the Joint Regional Planning Panel on 18 September 2013. The following resolution was passed by Council at its Meeting of 16 September 2013:

- "1. That the report regarding the construction of a multi-deck car park at Sutherland Hospital be received and noted.*
- 2. That a submission be presented to the Joint Regional Planning Panel regarding the following:*
 - staff parking on site is essential;*
 - impact/amenity on residents in Hinkler Avenue/Big Sister Movement;*
 - cost of parking; and*
 - provision of staff parking for Kareena Hospital"*

By way of explanation of the points set out above, Council supports the proposal and recognises that there is a need for staff parking associated with the hospital to be accommodated on the site. The proposal will benefit residents by reducing the number of vehicles that park in local streets, taking up on street parking and causing inconvenience by way of additional traffic.

Council is concerned that the impacts on residents in the residential areas to the east and south of the site are taken into account and addressed where necessary. These impacts could be by way of noise, light spill and security.

Some concern was expressed by Council that the cost imposed on hospital staff for using the car park should not be at a level that acts as a disincentive for staff to use the on-site parking. If this was the case, the benefit to local residents (and staff) of having a staff parking facility on site would be reduced.

Council is aware that there had been some discussion with Kareena Private Hospital

in relation to accommodating parking for its staff in the proposed new car park. As residents living near Kareena Private Hospital have expressed concern to Council regarding the on-street parking and traffic situation in the vicinity, Council would support a scheme to reduce this impact by providing staff parking for Kareena Private Hospital on the Sutherland Hospital site.

A copy of the report that was considered by Council and led to the above resolution is attached to this letter for the Panel's information (see Appendix).

Yours faithfully



Colleen Baker
Joint Regional Planning Panel Coordinator
for J W Rayner
General Manager

Encl.

APPENDIX

Development Assessment and Planning

02/09/2013 DAP037-14

Proposal:

Construction of a Multi Deck Car Park at Sutherland Hospital

Property:

126 Kareena Road, Caringbah

Applicant:

Health Infrastructure

File Number: DA13/0537 (JRPP reference: 2013SYE052)

Director: Shire Services- Coastal Assessment Team

REPORT IN BRIEF

Purpose

The purpose of this report is to provide Council with a briefing on the application for construction of a multi deck car park at Sutherland Hospital, and to provide opportunity for Council to lodge a formal submission to the Joint Regional Planning Panel (JRPP) at its meeting on 18 September 2013 if it wishes.

Summary

The application is for the construction of a multi deck car park at Sutherland Hospital. Due to the cost of the project, the application will be determined by the Joint Regional Planning Panel.

The main issues that require further consideration include traffic impact, light spill, tree removal, and the provision of adequate bicycle and motorcycle parking. The proposal, subject to the relatively minor issues being addressed, will be of benefit to the hospital staff and the local community in terms of containing staff parking within the hospital site.

The application is on behalf of the Crown and as such the consent authority cannot impose conditions without the approval of the applicant or refuse the application without the approval of the Minister.

It is recommended that Council not make a submission to the JRPP.

REPORT IN FULL

Background

A pre-application discussion between the applicant and Council officers regarding the construction of a multi deck car park was held on 28 March 2013. The advice that followed gave in principle support to the car park, subject to addressing several issues.

In response to this advice, the plans were amended and lodged with Council on 20 June 2013. Additional information and fees were requested by Council and received on 10 July 2013.

Reason for Referral to JRPP

Pursuant to the requirements of State Environmental Planning Policy (Major Development) 2005, the application is referred to the JRPP as the development has a capital investment value of more than \$5,000,000 and is Crown development. The applicant nominates the value of the project as \$20,438,386.

The Proposal

The proposal is for the construction of a multi storey car park comprising 13 split levels over seven (7) storeys. There will also be an on-ground car park to the east of the multi level car park. The proposal will provide parking for 812 vehicles, 610 within the multi deck car park and 202 ground level car parking spaces.

The car park is to be for the exclusive use of hospital staff. There are no specific details as to how the car park will be operated or who it will be operated by.

Landscaping is included in the works and a detailed landscape plan has been submitted with the application. The proposal involves the removal of 43 trees and the retention of 18 trees within the development area.

It is proposed that due to NSW Government funding, the development will be constructed in two (2) stages. The proposal has been lodged on behalf of the Crown.

The Site

Sutherland Hospital is located on the south-eastern corner of the intersection of Kareena Road and the Kingsway. The site is owned by South Eastern Sydney Illawarra NSW Health and the hospital is a regional facility. Ancillary health uses co-exist on the site.

The new structure is proposed to be located in the south-eastern portion of the site adjacent the railway line, which is currently an on-ground, sealed, 266 space car park for staff use, and landscaped area.

The land falls gradually from the north to the south-east. The area of the proposed car park falls approximately 4m to the southern boundary.

There is a mix of paid parking, short term free parking and staff parking on site. Overflow parking and most free long term parking occurs within the surrounding public streets.

Locality

The development surrounding the site is varied, with a mixture of residential and commercial buildings. To the north across the Kingsway is Kareena Hospital. The eastern boundary adjoins the rear of residential properties along Hinkler Avenue. To the west across Kareena Road are detached dwelling houses of various heights and styles. To the south and adjoining the rear boundary of the site is the Cronulla Sutherland Railway Line.

Relevant Planning Controls

The provisions of the following environmental planning instruments, draft planning instruments and development control plans are of particular relevance to the assessment of the proposed development:

- State Environmental Planning Policy (Major Development) 2005.
- State Environmental Planning Policy (Infrastructure) 2007 (Infrastructure SEPP) State Environmental Planning Policy No. 55- Remediation of Land
- Sutherland Shire Local Environmental Plan 2006 (SSLEP 2006)
- Draft Sutherland Shire Local Environmental Plan 2013 (DSSLEP 2013) Sutherland Shire Development Control Plan 2006 (SSDCP 2006)

Zoning

The subject site is located within Zone 12 – Special Uses (Medical Facility) under SSLEP 2006. The car park is permissible as it will be ancillary development to the hospital (the hospital is a medical facility and is permissible development itself).

Draft Sutherland Shire Local Environmental Plan 2013 (DSSLEP 2013):

DSSLEP 2013 has recently completed public exhibition. The draft plan proposes major changes to the planning controls applying throughout Sutherland Shire. It is a matter for consideration under the provisions of Section 79C(1)(a)(ii) of the Act.

The site is proposed to be zoned SP1 Special Activities. The development would be permissible for the purpose of a Health Services Facility (a car park being ancillary to a Health Services Facility). There are no proposed controls relevant to the subject site under the Draft LEP.

Compliance Table

The table below contains a summary of applicable development standards under SSLEP 2006 and a compliance checklist relative to these standards.

STANDARD	REQUIREMENT	PROPOSAL	COMPLIANCE
Number of storeys Clause 33(4)(a)	2 (max)	7	No
Ceiling height Ridge height Clause 33(4)(b)	7.2m (max) 9.0m (max)	>7.2m >9m	No No

There are no site specific height controls applicable to the site, so the 'default' controls shown above apply. These controls are not appropriate for a site containing a regional hospital and will be given limited weight in the assessment.

Public Exhibition

The application was publicly exhibited in accordance with the provisions of SSDCP 2006 and other statutory requirements. An information session with Council officers and interested residents was held on 1 August 2013, during the exhibition period.

In response to public exhibition, Council received two (2) submissions from local residents raising concerns over the lack of bicycle parking and a request that land adjacent to the railway be made available for a future bicycle/pedestrian path.

Provision can be made for bicycle parking, however, dedicating land for a future pedestrian/bicycle path is not a matter for this application. The construction of the multi deck car park would not prevent bicycle/pedestrian pathway being constructed at a later stage.

Consultations with Public Authorities

Referrals were made to the following public authorities:

- **NSW Railcorp**

The application was referred to Railcorp seeking concurrence for the proposed development under the requirements of the Infrastructure SEPP. NSW Railcorp have not replied to date.

- **Roads and Maritime Services (RMS)**

Pursuant to Schedule 3 of State Environmental Planning Policy (Infrastructure) 2007 the development is identified as Traffic Generating Development and has been referred to the RMS for comment. The RMS reviewed the proposal and raise no objection.

Issues

The following issues require further consideration in the assessment of the proposal:

(a) **Traffic and Car Parking**

A car parking utilisation survey was undertaken in a limited area. This survey should be extended to determine the extent of offsite parking intrusion and demand.

Clarification has also been sought from the traffic consultant on the SIDRA (traffic modelling software) outputs.

The proposed reassignment of traffic movements associated with the new car park will have an impact on the level of service provided at the intersection of Port Hacking Road/Kingsway/Kareena Road, which will drop from Level of Service C to D, post development.

There is scope to provide additional capacity in the Kareena Road southern leg of the intersection by extending the length of the existing exclusive left turn lane. This option should be modelled to measure the benefits, with a view to maintaining existing average delays for this leg and the whole of the intersection. Consideration should also be given as to the impact of introducing a dedicated right turn from Kareena Road into Kingsway (eastbound).

It should also be noted that Roads and Maritime Services are proposing to upgrade existing signal infrastructure at this intersection. This may include changes to existing phasing, including introduction of new pedestrian protection phases and new marked crossings on the northern approach in Kareena Road and western approaches of the Kingsway and Port Hacking Road. These works should be reflected in the post development modelling to provide an accurate reflection of the likely impact.

As noted above, the RMS do not object to the proposal in terms of the impact on main roads.

(b) Parking Rates

Whilst generally supportive of the proposal and the benefits it will deliver, the uptake of the new parking by staff will be critical. In this regard, it is noted that subject to negotiation with staff and their respective union, it is proposed to increase the existing daily staff parking rate from \$2 to \$3. The impact of this on staff participation rates is not known.

Presumably the State government does not plan to build a staff car park that remains empty due to the fee being higher than that which staff are willing to pay to use it. To a degree, the balance between the fee charged and the effect on participation rates should be self governing.

(c) Tree Removal

Concern has been raised by Council's Landscape Architect about the removal of six (6) remnant Sydney Turpentine Ironbark Forest trees and two (2) Eucalyptus citriodora (lemon Scented Gum) trees at the eastern end of the car park where the existing car park is shown to be extended. It has been requested that a redesign to the eastern section of the car park in terms of layout and paving materials be considered so that these trees can be retained and protected.

(d) Light Spill

There is potential for light spill from the car park to impact on adjoining properties. The assessment of this will have to balance the need for lighting to ensure the safety of car park users against any impact on adjacent residents.

(e) Bicycle Parking

The proposed car park does not make provision for bicycle parking. SSDCP 2006 requires that bicycle parking spaces be provided at the rate of 1 per 10 car parking spaces for the first 200 car spaces, then 1 space per 20 parking spaces. In addition, one (1) unisex shower is required to be provided per 10 employees.

These facilities may exist elsewhere on the site and would be best located closer to the main building than near the proposed car park. Further details in relation to this issue will be sought.

Correspondence with the Applicant

The application was lodged with Council on 20 June 2013. Council accepted the application, however, required that scaled plans and payment of fees for notification and referral to NSW Railcorp be provided prior to the application proceeding further. Scaled plans were submitted on 27 June and the outstanding payments were received on 10 July, resulting in significant delays.

Council's Traffic Manager requested additional information on 6 August 2013 from the traffic consultant in relation to the SIDRA traffic modelling.

Conclusion

The proposed development is for the construction of a seven (7) storey multi deck car park with an on-ground car park to the east of the multi level car park. The car park is proposed to be for the exclusive use of hospital staff.

The application has been publicly exhibited and Council has received two (2) submissions. The concerns with the proposal raised in these submissions relate to the lack of bicycle parking and a request that land adjacent to the railway be made available for a future bicycle/pedestrian path.

The proposal includes a variation to the maximum building height control. The SEPP 1 Objection submitted regarding the building height is considered reasonable and is supportable, subject to the other issues being resolved satisfactorily.

It appears at this stage that the other issues mentioned in this report can be resolved with the submission of additional information, and possibly some minor amendments to the proposal or consent conditions.

The application is on behalf of the Crown and as such the consent authority cannot impose conditions without the approval of the applicant or refuse the application without the approval of the Minister.

Report Recommendation:

1. That the report regarding the construction of a multi deck car park at Sutherland Hospital be received and noted.
2. That a submission not be presented to the Joint Regional Planning Panel, and the Panel be left to resolve any outstanding issues with the assistance of Council Staff and the applicant.

Committee Recommendation:

1. That the report regarding the construction of a multi deck car park at Sutherland Hospital be received and noted.
2. That a submission be presented to the Joint Regional Planning Panel regarding the following:
 - staff parking on site is essential
 - impact / amenity on residents of Hinkler Avenue/Big Sister Movement
 - cost of parking
 - provision of staff parking for Kareena Hospital

Council Resolution:

1. That the report regarding the construction of a multi deck car park at Sutherland Hospital be received and noted.
2. That a submission be presented to the Joint Regional Planning Panel regarding the following:
 - staff parking on site is essential
 - impact / amenity on residents of Hinkler Avenue/Big Sister Movement
 - cost of parking
 - provision of staff parking for Kareena Hospital