

Blacktown City Council assessment report Sydney West Central Planning Panel

Panel reference	2016SYW145 DA
DA number	JRPP-16-03324
LGA	Blacktown City Council
Proposed development	Demolition works and multi-storey carpark extension at Blacktown Hospital
Street address	18 Blacktown Road, Blacktown
Applicant and owner	Applicant: Health Infrastructure NSW Owner: Western Sydney Local Health District
Date of DA lodgement	19 July 2016
Land zoning:	SP1 Special Activities (Health Services Facility)
Capital investment value:	\$14,756,582
Regional development criteria (Schedule 4A of the EP&A Act)	Crown development over \$5 million
Number of submissions	0
Recommendation	Approval subject to conditions
Relevant s79C(1)(a) matters	<ul style="list-style-type: none"> State Environmental Planning Policy (State and Regional Development) 2011 State Environmental Planning Policy No. 55 – Remediation of Land Blacktown Local Environmental Plan 2015 Blacktown Development Control Plan 2015
Documents submitted with this report for the Panel's consideration	Council officer assessment report
Report prepared by	Melissa Parnis, Assistant Team Leader Projects, Blacktown City Council
Report date	7 December 2016
Date to be considered by Panel	Electronically

Summary of s79C matters

Have all recommendations in relation to relevant s79C matters been summarised in the Executive Summary of the assessment report?	Yes
--	------------

Legislative clauses requiring consent authority satisfaction

Have relevant clauses in all applicable environmental planning instruments where the consent authority must be satisfied about a particular matter been listed, and relevant recommendations summarized, in the Executive Summary of the assessment report?	Yes
---	------------

Clause 4.6 Exceptions to development standards

If a written request for a contravention to a development standard (clause 4.6 of the LEP) has been received, has it been attached to the assessment report?	N/A
--	------------

Special Infrastructure Contributions

Does the DA require Special Infrastructure Contributions conditions (S94EF)?	No
--	-----------

Conditions

Have draft conditions been provided to the applicant for comment?	Yes
---	------------

Assessment report

Contents

1	Executive summary.....	3
2	Location	4
3	Site description	4
4	Background.....	6
5	The proposal.....	6
6	Planning controls	9
7	Assessment	10
8	External referrals.....	11
9	Internal referrals.....	13
10	Public comment	13
11	Section 79C consideration	13
12	Recommendation.....	14

Figures

Figure 1	Photomontage (Jacobs 2016)	2
Figure 2	Location map (Source: UBD 2016).....	4
Figure 3	Aerial image, 9 September 2016 (Source: Nearmap 2016)	5
Figure 4	Zoning extract (Source: BCC 2016)	5

Attachments

Attachment 1	–	Draft conditions of consent
Attachment 2	–	Development application plans
Attachment 3	–	Applicant's agreement to conditions

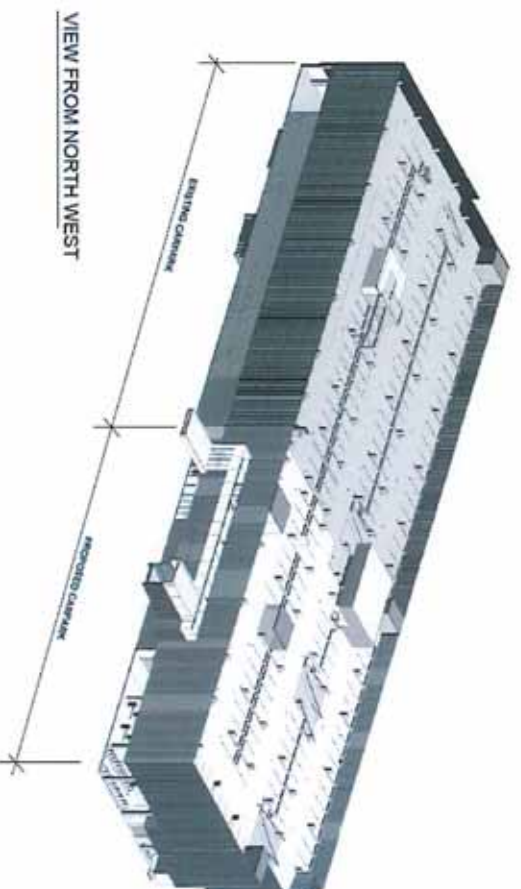


Figure 1 Photomontage (Jacobs 2016)

1 Executive summary

- 1.1 Blacktown City Council is in receipt of a Development Application (DA) from Health Infrastructure. The DA seeks approval for the extension of the multi-storey carpark at Blacktown Hospital. The works include:
 - Minor demolition and site preparation works
 - Removal of the existing at-grade carpark on the corner of the Loop Road and Mental Health Road
 - Construction and use of a new 6 storey carpark, including:
 - 414 car parking spaces
 - End-of-trip facilities
 - Restrooms.
- 1.2 The proposed development constitutes 'regional development' requiring referral to the Sydney West Central Planning Panel (SWCPP), as it is Crown development with a capital investment value over \$5 million. The development has a capital investment value of \$14.75 million. While Council is responsible for the assessment of the DA, the Sydney West Central Planning Panel is the consent authority.
- 1.3 The site is zoned SP1 Special Activities (Health Services Facility) under Blacktown Local Environmental Plan 2015 (BLEP 2015). The carpark is ancillary works to the Stage 2 extension of Blacktown Hospital and is therefore permissible in the SP1 zone with development consent.
- 1.4 A detailed assessment has been undertaken against the provisions of BLEP 2015 and the Blacktown Development Control Plan 2015 (BDGP 2015). The proposal is permissible and there are no applicable development standards in these documents for a hospital carpark.
- 1.5 The proposed development was notified to property owners and occupiers within the immediate locality between 17 and 31 August 2016. The DA was also advertised in the local newspapers and a sign was erected on site. As a result of the notification process no submissions were received.
- 1.6 The development is considered satisfactory with regard to relevant matters such as siting and design, bulk and scale, privacy, amenity, overshadowing, access, traffic impacts, parking and stormwater drainage. The proposed development has been assessed against the relevant matters for consideration under Section 79C of the *Environmental Planning and Assessment Act 1979*, including the suitability of the site and the public interest, and is considered satisfactory.
- 1.7 The proposal has been assessed against relevant clauses within the applicable environmental planning instruments. The development is considered to satisfy all relevant clauses. A detailed assessment in undertaken in Section 6 of this report.
- 1.8 It is recommended that the proposed development be approved subject to the conditions at Attachment 1. The applicant has formally endorsed these conditions, see Attachment 3.

2 Location

- 2.1 The development is located within the existing Blacktown Hospital site, in the suburb of Blacktown.
- 2.2 The location of the site is shown in Figure 2 below. Blacktown Hospital is located approximately 1.2 km south-east of the Blacktown CBD and Blacktown railway station.

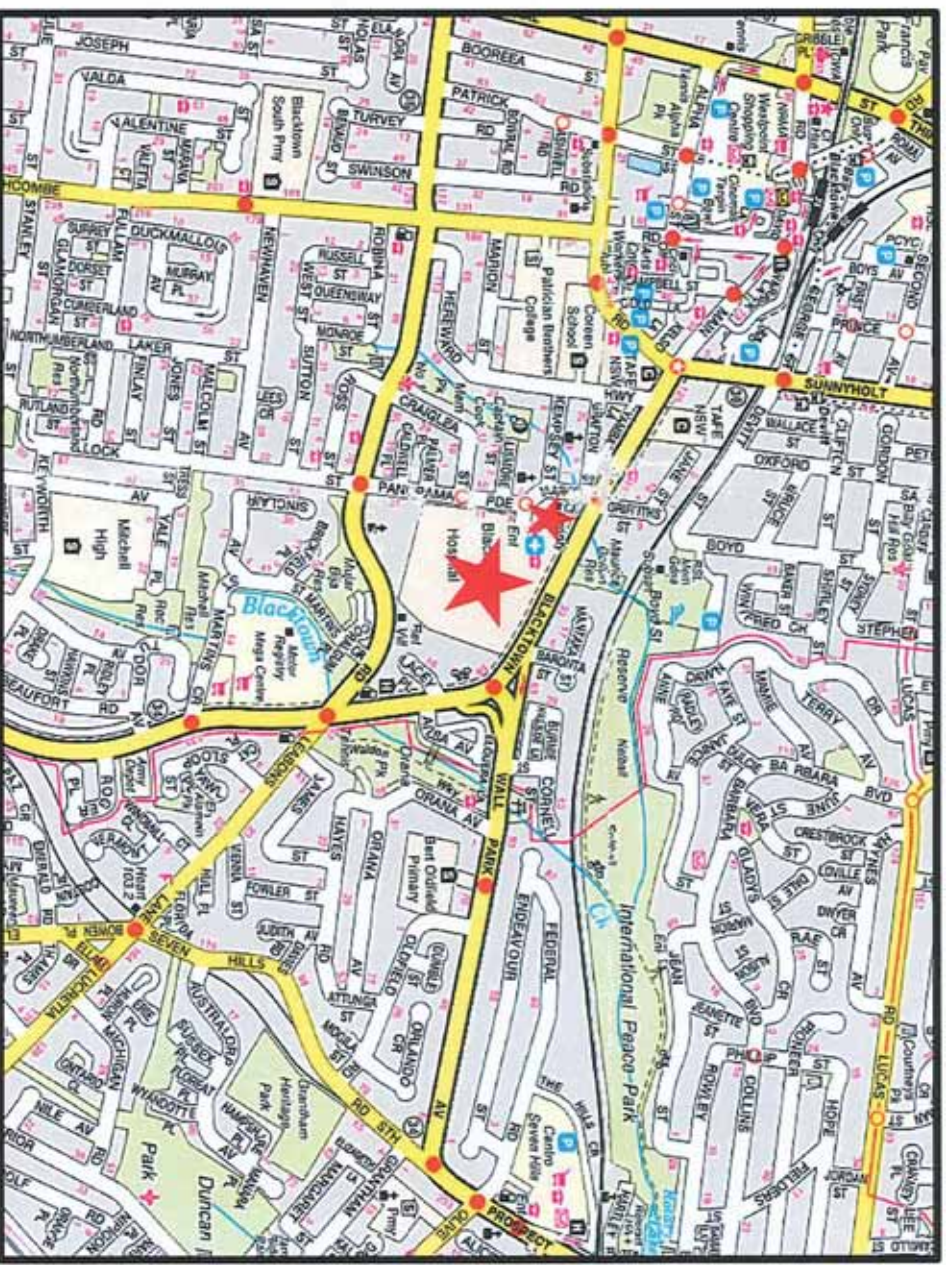


Figure 2 Location map (Source: UBD 2016)

3 Site description

- 3.1 The site is located within the existing Blacktown Hospital campus. The campus has an existing area of approximately 13 hectares and has street frontages to Blacktown Road to the north and Marcel Crescent / Panorama Parade to the west.
- 3.2 There are 2 existing vehicle access points to the site, one from Blacktown Road provided as part of Stage 1 works and an existing access point from Marcel Crescent / Panorama Parade.

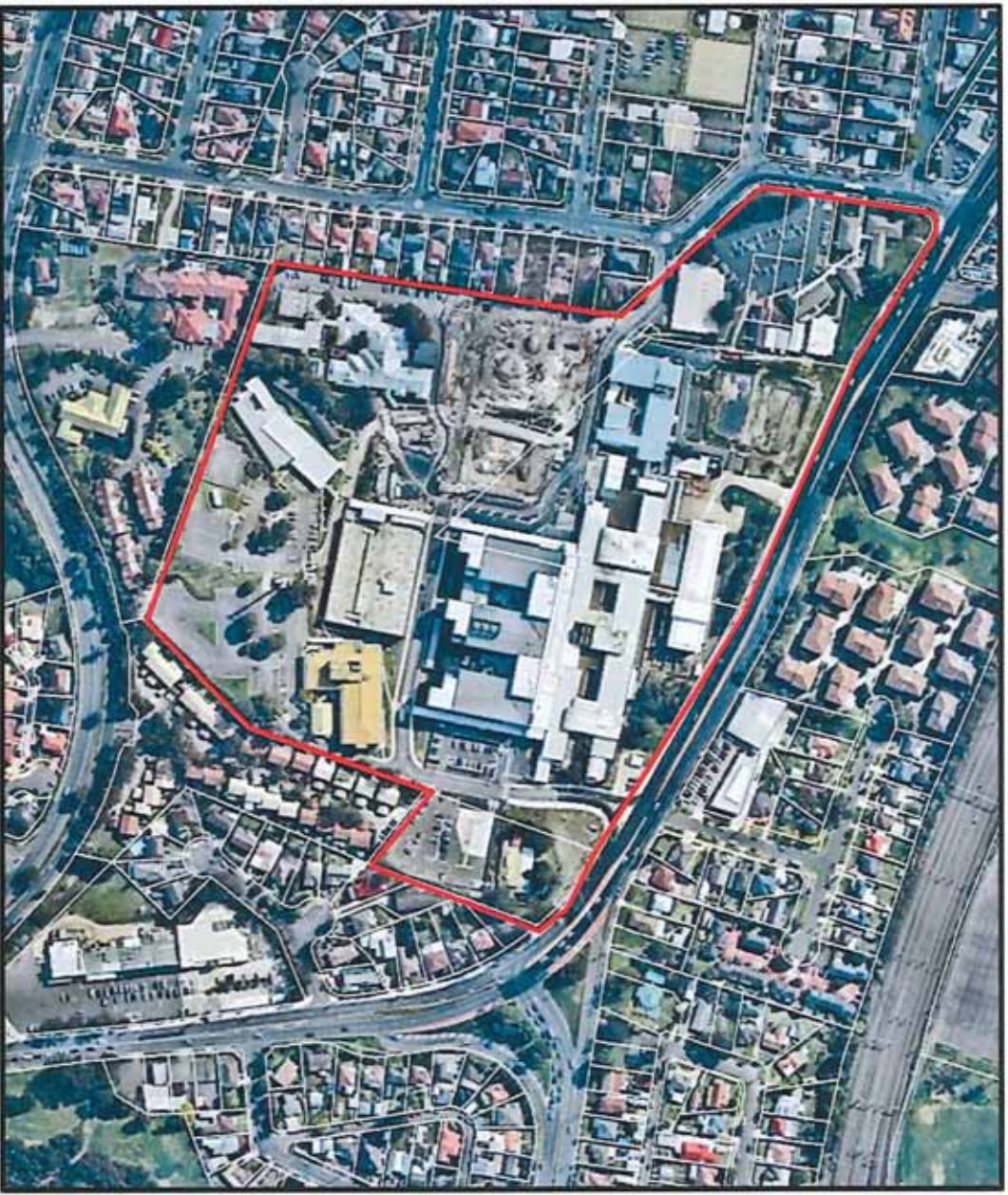


Figure 3 Aerial image, 9 September 2016 (Source: Nearmap 2016)



Figure 4 Zoning extract (Source: BCC 2016)

4 Background

4.1 On 21 December 2012, the Minister for Planning approved Stage 1 construction works for the redevelopment of the Blacktown and Mount Druitt Hospital campuses. A separate DA, JRPP-12-776, was approved for the car parking for this development at Blacktown Hospital.

4.2 On 10 August 2012, the Sydney West Joint Regional Planning Panel approved JRPP-12-776 for the construction of a new multi-level structured car parking building accommodating 616 cars, with temporary construction access. The DA subject to this report is an extension to the carpark approved by JRPP-12-776.

4.3 The Department of Planning and Environment (DoPE) is currently considering a State Significant Development Application (SSD 7714) for the site. SSD 7714 proposes the following works:

- Construction and operation of a new 9 storey (7 storeys above ground) Acute Services Building containing:
 - Emergency department
 - Operating theatres
 - Intensive care unit
 - Birthing and special care nursery
 - Sterile supply department
 - Paediatrics
 - Women's health
 - Surgical and medical beds
 - Ambulance bay.
- Extension of 'Hospital Street' and construction of a new public entry atrium
- Construction of a bridge link to the multi-storey carpark
- Construction of bridge and tunnel connections to the existing hospital building and Stage 1 Clinical Services Building
- Refurbishment of select parts of the existing hospital facilities
- Installation of building and campus identification signage
- Site landscaping, including construction of a new entry forecourt between the Stage 1 and Stage 2 buildings
- Associated building services.

The carpark under this DA is proposed to meet the car parking requirements of the SSD.

5 The proposal

5.1 The Crown seeks approval for the extension of the multi-storey carpark at Blacktown Hospital. The works include:

- Minor demolition and site preparation works
- Removal of the existing at-grade carpark on the corner of the Loop Road and Mental Health Road

- Construction and use of a new 6 storey carpark, including:
 - 414 car parking spaces
 - End-of-trip facilities
 - Restrooms.

The carpark works are being delivered to meet the Stage 2 redevelopment works for Blacktown Hospital that are currently being considered by the Minister for Planning and Environment as a State Significant Development.

5.2 Vehicle access to the Stage 2 carpark is proposed via the loop road at the western end of the proposed carpark. One entry and 2 exit lanes are provided, which will be controlled by boomgates. This entry point is provided in addition to the 2 existing entry points to the Stage 1 multi-storey carpark, resulting in 3 separate entry points to the carpark after completion. The northern entry point has a right-turn bay off Loop Road to allow through traffic to continue to travel past turning vehicles. Vehicles exiting the carpark will wait at a give-way sign before turning onto the internal hospital road.

5.3 Pedestrian access is via the existing pedestrian entry point on the ground level at the western end of the Stage 1 multi-storey carpark. This pedestrian entry will be provided with a new walkway and awning which connects to the existing canopy leading to the main hospital.

5.4 A bicycle parking area will be provided at ground level at the north-western end of the proposed carpark.

5.5 External materials and finishes proposed are consistent with the existing Stage 1 multi-storey carpark. They comprise of concrete construction and a façade screen of powdercoated vertical blades fixed in front of concrete floor slab edges.

5.6 The proposed hours of construction, including delivery of materials to and from the site, are:

Monday to Friday: 7 am to 6 pm
 Saturday: 8 am to 1 pm
 Sunday and Public Holidays: No work

5.7 The carpark will be managed by Wilson Parking, consistent with the existing Stage 1 multi-storey carpark. Car parking fees are consistent with that of the existing carpark and are in accordance with NSW Health's established policy for customer and staff car parking. Staff are required to pay for car parking on site, being no different to that of customer car parking.

The current car parking fees are:

Parking Times	Charges (inc GST)
First 15 minutes	Free
15 min – 1 hour	\$6.40
1 – 2 hours	\$9.50
2 – 3 hours	\$12.70
3 – 4 hours	\$14.80
4 – 5 hours	\$17.00
More than 5 hours (max day rate)	\$19.00
Lost Ticket	\$19.00

5.8 The carpark is proposed to have 24 hour, 7 day a week operation.

- 5.9 The Applicant has submitted a Traffic Report prepared by Arup. The report reviews existing conditions, the proposed development and the transport and accessibility impacts of the development, including construction access.

The report has identified that the central location of the carpark along the new east-west circulation road will mean it is easily accessible for visitors to the campus. The carpark has been designed in accordance with relevant Australian Standards and allows for both staff and visitor use. The carpark has been designed to allow a maximum 3 cars to queue at each of the entry gates.

All construction workers will park off-site in car parking leased from the adjacent Bowling Club, allowing the hospital to function utilising on-site car parking. During construction works, residents in the vicinity will be notified of the intended works, construction traffic routes and any potential traffic-related impacts.

The overall traffic generation and demand for the hospital extension is to be considered as part of the State Significant Development currently being considered by the Minister for Planning and Environment.

- 5.10 A Noise and Vibration Impact Assessment prepared by Acoustic Logic has been submitted as part of the DA. The assessment identifies nearby noise sensitivity receivers and anticipated operational noise sources with the potential to adversely impact nearby development. The report also undertakes an assessment against relevant Environmental Protection Authority acoustic criteria to determine whether building and/or management controls are necessary to ensure ongoing compliance with noise emission goals.

The report has found that all operational noise associated with the use of the carpark is predicted to comply at nearby properties. This includes night period noise level criterion, which is the most stringent time period for the operation of the carpark. The table below outlines the development's compliance at the worst case scenario (night period).

Receiver location	Noise source	Predicted noise level – dB(A) $L_{eq}(8\text{ hour})$	Acoustic criteria night dB(A) L_{eq}	Complies?
Panorama Parade / Marcel Crescent	Cars manoeuvring within the carpark/parking	<25dB(A) L_{eq}	40dB(A) L_{eq}	Yes

Table 1: Carpark noise assessment – night (10 pm to 7 am) (Source: Acoustic Logic, 2016)

As the carpark may be used between 10 pm and 7 am, an assessment of potential sleep arousal at the nearest residential properties was also undertaken. The 'emergence' acoustic criteria is the maximum acceptable noise level at these times at the nearest residential properties. It was found that the loudest peak noise source with the potential for sleep arousal is a car door slamming. The predicted noise levels are:

Receiver Location	Noise source	Predicted noise level	Emergence acoustic criteria
Panorama Parade / Marcel Crescent	Car door shutting on western boundary of site	35dB(A) $L_{1(1\text{min})}$	56dB(A) $L_{1(1\text{min})}$

Table 2: Sleep arousal emergence test (Source: Acoustic Logic, 2016)

All peak noise events associated with the operation of cars within the carpark comply with sleep arousal goals.

The report addresses noise impacts associated with the proposed construction of the project. The report recommends the preparation of a construction program at Construction Certificate stage and for an acoustic review of the proposed construction activities and plant/methods. This will be imposed as a 'prior to Construction Certificate' condition of consent.

- 5.11 A full assessment of the proposal against the relevant planning controls is provided in Section 6, while a copy of the development plans is included at Attachment 2.

6 Planning controls

- 6.1 The planning controls that relate to the proposed development are as follows:

(a) **Environmental Planning and Assessment Act 1979**

For an assessment against the Section 79C 'Heads of consideration' refer to Section 11.

(b) **State Environmental Planning Policy (State and Regional Development) 2011**

The State-appointed Planning Panel (SWCPP) is the consent authority for Crown development with a capital investment value (CIV) of over \$5 million. The DA has a CIV of \$14,756,582. While Council officers are responsible for the assessment of the DA, determination of the application is to be made by the Sydney West Central Planning Panel.

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

i. *Clause 104 Traffic generating development*

Prior to determining a development application, a consent authority must take into consideration any submission by the Roads and Maritime Services (RMS) on development nominated as 'traffic generating development' under Schedule 3 of the SEPP.

The proposed development seeks approval for 414 car parking spaces, with access from a 'classified' road. Therefore, the development is classified as 'Traffic generating development to be referred to RMS' under the SEPP.

In addition, the consent authority must consider:

- The accessibility of the site concerned, including:
 - The efficient of movement of people and freight to and from the site and the extent of multi-purpose trips, and
 - The potential to minimise the need for travel by car and to maximise movement of freight in containers or bulk freight by rail, and
 - Any potential traffic safety, road congestion or parking implications of the development.

The applicant has submitted a Traffic Report, which is discussed in Section 5 of this report. The Traffic Report concludes that access from Marcel Crescent and Blacktown Road is satisfactory to service the development. Traffic generation, traffic safety and compliance with car parking rates have been taken into consideration. The RMS and Council's Traffic Management Section have reviewed the submitted details and are satisfied that the development meets the above requirements. A detailed RMS comment is provided in Section 8 below.

(d) State Environmental Planning Policy No. 55 – Remediation of Land (SEPP 55)

- i. *Clause 7 Contamination and remediation to be considered in determining development application*

SEPP 55 aims to "provide a State wide planning approach to the remediation of contaminated land". Clause 7 requires a consent authority to consider whether the land is contaminated, and if it is suitable or can be remediated to be made suitable for the proposed development, prior to granting of a development consent.

A Geotechnical and Environmental Investigation prepared by JK Geotechnics has been submitted as part of the development application. This includes reference to a preliminary site assessment report previously undertaken on the site in 2014. The report concludes that the site is suitable for the proposed development.

Standard conditions of consent will be imposed requiring works to cease and further investigation to be undertaken in the event that contamination is found on site during construction.

(e) Blacktown Local Environmental Plan 2015 (BLEP 2015)

BLEP 2015 applies to the site. The following table provides a summary assessment.

Clause	Proposal	Compliant
2.3 Zone objectives and land use table		Yes
The site is zoned SP1 Special Activities (Health Services Facility)	The proposal is for a multi-storey carpark extension, being delivered as part of the Stage 2 extension of Blacktown Hospital. It is ancillary to the use of the site as a Health Services Facility.	
4.3 Height of buildings		Yes
There is no maximum height limit established by BLEP 2015 for the site	The maximum height of the development is 18.2 m	

(f) Blacktown Development Control Plan 2015 (BDCP 2015)

BDCP 2015 applies to the site. The development complies with the requirements of BDCP 2015. A review of car parking provision is undertaken in Section 7 below.

- 6.2 Council's assessing officers consider the development to satisfy relevant clauses within applicable environmental planning instruments.

7 Assessment

7.1 Car parking

The proposed development is being delivered to meet the car parking demands of the Stage 2 State Significant Development works described in Section 4 of this report.

Blacktown Development Control Plan 2015 does not provide specific car parking rates for hospital uses, and therefore the provision of additional car parking for the Stage 2 development of the Hospital has been calculated on a merit basis.

After completion of the Stage 2 works, it is anticipated that car parking demand on the site will be for 1,760 spaces. The proposed multi-storey carpark, in conjunction with other existing and future car parking on the site, will result in a total car parking provision of 1,754 spaces across the Blacktown Hospital site.

The car parking provision has been reviewed by Council's Traffic Management Section and has been considered satisfactory to meet the future demands of the site, taking into consideration the proximity of the site to public transport routes including buses and trains.

On 9 December 2015, Council approved a proposal for a 6 month trial of a permit parking scheme in the Blacktown Medical Precinct which surrounds Blacktown Hospital. The permit parking scheme limits parking in all streets of the Precinct to a maximum 2 hours from Monday to Friday between 6 am and 6 pm, with an exemption for permit holders. Each household in the precinct is eligible for 1 free parking permit.

The parking permit scheme was introduced to stop all day parking by commuters, hospital works and visitors, and will also restrict construction workers. The trial commenced in April 2016 and concluded in October 2016. Parking restrictions are still in place and the Local Traffic Committee is currently considering the proposed continuation of the scheme. The parking scheme, if it continues, will ensure that, during construction of the carpark extension, construction workers will use the car parking being leased at the nearby bowling club site.

8 External referrals

8.1 The DA was referred to RMS in accordance with Clause 104 of SEPP (Infrastructure) 2007.

8.2 RMS raised initial concerns as follows:

"1. From the submitted SIDRA report it has been identified that following completion of Stage 2 (full completion of the project) there will be a queue for approximately 105 metres for right-turning vehicles on Main Street into Marcel Crescent. At present the right-turn bay in Main Street is only 65 metres (including a 15 metre taper). The additional turning traffic would block through lane(s) in Main Street which would have an impact on network efficiency. In order to mitigate the above impact it is advised to extend existing right-turn bay in Main Street at the Marcel Crescent signalised intersection by 55 metres.

2. The above extension of the right-turn bay would require removal of parking from the northern side of Main Street within the vicinity. Health Infrastructure and/or Council are requested to undertake necessary public consultation with the affected businesses / residents in this regard.

The traffic signal plans satisfying the above requirements at the intersection of Main Street and Marcel Crescent shall be designed to meet Roads and Maritime requirements. The Traffic Control Signal (TCS) plans shall be drawn by a suitably qualified person and endorsed by a suitably qualified practitioner.

3. The submitted design shall be in accordance with *Austrorads Guide to Road Design* in association with relevant Roads and Maritime supplements (available on www.tms.nsw.gov.au).

The certified copies of the civil design plans shall be submitted to Roads and Maritime for consideration and approval prior to the release of a Construction Certificate and commencement of roadworks.

Roads and Maritime fees for administration, plan checking, civil works inspections and project management shall be paid by the developer prior to the commencement of works.

The developer will be required to enter into a Works Authorisation Deed (WAD) for the abovementioned works. Please note that the WAD will need to be executed prior to Roads and Maritime assessment of the detailed civil design plans."

8.3 The applicant was requested to respond to the concerns raised in points 1 and 2 above.

8.4 The applicant submitted amended details advising that:

- During the AM Peak period, the modelling for Stage 2 at fully operational shows that the right-turn bay from Main Street into Marcel Crescent will extend back beyond the length of the existing 65 m long bay for the 95th percentile queue. It should be noted, however, that the average queue length is accommodated within the existing turning bay length. On this basis we do not believe that the right-turn bay needs to be lengthened.
- Further modelling of the operation of the intersection should be undertaken after opening of Stage 2 as traffic activity increases, to determine the most appropriate phasing for the traffic lights to limit queuing. Any adjustments to turning bays that may be required should be determined at this time.
- If it was determined that the full 95th percentile queue should be accommodated, it may be necessary to extend the bay by 55 m as shown in the diagram below. This requires removal of up to 5 car parking spaces on the northern kerb.



8.5 The additional information was reviewed by RMS, who subsequently advised:

"Roads and Maritime has reviewed the submitted documentation and advises that Roads and Maritime assesses traffic impacts due to development based on the worst

case scenario, which is in particularly peak hour traffic movements and the maximum queue length can occur in a particular situation. In light of that, Roads and Maritime has identified that necessary improvements are required in order to accommodate the increased amount of traffic in the network due to the development.

From the Crown's traffic and SIDRA reports it has been identified that following the completion of Blacktown Hospital Stage 2 development there will be a traffic impact on Main Street specifically for right-turn movements into Hospital precinct where right turning traffic would eventually spill over onto through traffic lanes and could cause delays. It should be noted that Roads and Maritime works collaboratively with all other Agencies to improve network safety and efficiency to reduce commuters' travel time.

Based on the above, Roads and Maritime reiterates its comments provided in the initial RMS correspondence and requests the extension of the existing right-turn bay, which would involve removal of a number of parking spaces from northern side of Main Street."

- 8.6 Council's Traffic Management Section has reviewed the information submitted by the applicant and RMS' response, and has advised that, in light of the RMS request, necessary conditions of consent are required. A condition should be imposed on the development consent requiring the developer to extend the existing right-turn bay by 55 metres (including taper) along Main Street at Marcel Crescent before occupation. A separate approval is required to extend the right-turn bay through the Local Traffic Committee process. All costs associated with this extension should be borne by the developer.

9 Internal referrals

- 9.1 The DA was referred to the internal sections of Council as summarised below:

Section	Comments
Engineering	No objection subject to conditions.
Building	No objection subject to conditions.
Traffic Management Services	No objection subject to conditions.
Environmental Services	No objection subject to conditions.

10 Public comment

- 10.1 The DA was notified to property owners and occupiers within the locality between 17 and 31 August 2016. An advertisement was also placed in the local newspaper and a notification sign was displayed on site.
- 10.2 In response to the public notification, no submissions were received.

11 Section 79C consideration

- 11.1 Consideration of the matters prescribed under Section 79C of the *Environmental Planning and Assessment Act 1979* are summarised below:

Heads of Consideration 79C	Comment	Complies
a. The provisions of : (i) any environmental planning instrument (EPI) (ii) any development control plan (DCP) (i) the regulations	The provisions of the relevant EPIs relating to the proposed development are summarised in Section 6 of this report. The proposal is considered to be consistent with the relevant EPIs, including SEPP (Infrastructure) 2007, SEPP 55 Remediation of Land and BLEP 2015. The proposed development is a permissible land use within the SP1 Special Uses zone and satisfies the zone objectives outlined under BLEP 2015. Blacktown DCP 2015 applies to the site. The proposed development is compliant with the numerical controls established under the DCP.	Yes
b. The likely impacts of the development, including environmental impacts on both the natural and built environments, and social and economic impacts on the locality	An assessment of the key issues relating to the proposed development is provided in Section 7. It is considered that the likely impacts of the development, including traffic, noise, parking and access, bulk and scale, overshadowing, privacy, amenity, waste management, stormwater management and the like have been satisfactorily addressed. A site analysis was undertaken to ensure that the proposed development will have minimal impacts on surrounding properties. In view of the above, it is believed that the proposed development will not have any unfavourable social, economic or environmental impacts.	Yes
c. The suitability of the site for the development	The proposal is for a carpark extension to meet the car parking demands within the future developed Blacktown Hospital following the Stage 2 expansion. The site has an area and configuration that is suited to this form of development.	Yes
d. Any submissions made in accordance with this Act or the regulations	No submissions were received as a result of notification.	Yes
e. The public interest	It is considered that no adverse matters relating to the public interest arise from the proposal. The proposal is in the public interest by meeting the car parking demands for an essential community service.	Yes

12 Recommendation

- 12.1 The Development Application be approved by the Sydney West Central Planning Panel subject to the conditions held at Attachment 1.



Melissa Parris
Assistant Team Leader Projects



Judith Portelli
Manager Development Assessment



Glennys James
Director Design and Development