

COUNCIL ASSESSMENT REPORT

SYDNEY WESTERN CITY PLANNING PANEL

PANEL REFERENCE & DA NUMBER	PPSSWC-527 – DA43.1/2025
PROPOSAL	Alterations to the existing Karitane facility.
ADDRESS	Lot 916 DP 855880, No. 138 The Horsley Drive, Carramar
APPLICANT	Karitane Linking Families
OWNER	Karitane Linking Families
DA LODGEMENT DATE	6 th February 2025
APPLICATION TYPE	Development Application
REGIONALLY SIGNIFICANT CRITERIA	Clause 5, Schedule 6 of <i>State Environmental Planning Policy (Planning Systems) 2021</i> : Private Infrastructure and Community facilities over \$5 million
CIV	\$6,274,787 (excluding GST)
CLAUSE 4.6 REQUESTS	Not applicable
KEY SEPP/LEP	- State Environmental Planning Policy (Planning Systems) 2021 - State Environmental Planning Policy (Transport and Infrastructure) 2021 - Fairfield Local Environmental Plan 2013
TOTAL & UNIQUE SUBMISSIONS & KEY ISSUES IN SUBMISSIONS	Zero (0)
DOCUMENTS SUBMITTED FOR CONSIDERATION	- Attachment A – Draft Conditions of Consent - Attachment B – Architectural Plans - Attachment C – Landscape Plans - Attachment D – Statement of Environmental Effects - Attachment E – Plan of Management - Attachment F – Response to RFI - Attachment G – Waste Management Plan - Attachment H – Traffic Report - Attachment I – Acoustic Report
SPECIAL INFRASTRUCTURE CONTRIBUTIONS (S7.24)	Not applicable
RECOMMENDATION	Approval

DRAFT CONDITIONS TO APPLICANT	Yes
SCHEDULED MEETING DATE	To be confirmed
PREPARED BY	Matthew Korzy
DATE OF REPORT	25 July 2025

EXECUTIVE SUMMARY

The development application (DA 43.1/2025) seeks consent for alterations to the existing Karitane facility ('the proposal').

The subject site is known as Lot No. 916 of DP 855880, also known as No. 138 The Horsley Drive, Carramar ('the site') and comprises an irregular-shaped lot with one (1) road frontage to The Horsley Drive to the northeast. The site is located between Dalmatia Street in the north and Mitchell Street to the south and occupies an irregularly shaped area of 7765.8m². Vehicle access to the site is via a shared driveway from Mitchell Street and The Horsley Drive.

Existing development on the site consists of the single-storey Karitane facility and associated car parking, and forms part of a precinct of other health services facilities. The precinct is located within a low-density residential area dominated by single-storey and double-storey residential dwellings.

The subject site is located in the R2 – Low Density Residential pursuant to Clause 2.2 of the *Fairfield Local Environmental Plan 2013* ('LEP 2013'). Development for the purposes of a health services facility is permissible within the zone under the provisions of State Environmental Planning Policy (Transport and Infrastructure) 2021.

The subject Development Application has been assessed in accordance with State Environmental Planning Policy (Transport and Infrastructure) 2021, Fairfield Local Environmental Plan 2013 and Fairfield City Wide Development Control Plan 2024. The proposed is considered satisfactory against the relevant controls.

There were no concurrence requirements from agencies for the proposal and the application is not integrated development pursuant to Section 4.46 of the *Environmental Planning and Assessment Act 1979* ('EP&A Act').

The following jurisdictional prerequisites imposed by the following controls have been satisfied and it is considered that consent can be granted on this basis:

- Clause 2.119 of State Environmental Planning Policy (Transport and Infrastructure) 2021.

The application was placed on public exhibition from 12th February 2025 to 25th February 2025, with no submissions received.

The application is referred to the Sydney Western City Planning Panel ('the Panel') as the development is '*regionally significant development*', pursuant Clause 5, Schedule 6 of *State Environmental Planning Policy (Planning Systems) 2021* : Private Infrastructure and Community facilities over \$5 million.

A briefing was held with the Panel on 2nd June 2025 where key issues were discussed, including car parking and characterisation.

The key issues associated with the proposal included:

1. *Car Parking* – The subject Development Application was lodged proposing a shortfall in the approved car parking spaces required to be provided for the facility onsite. The subject Development Application was amended to increase the number of car parking spaces. It is now considered that sufficient car parking is proposed onsite to accommodate the development.
2. *Characterisation* – Insufficient information was submitted in support of the characterisation of the proposed development as a “community health facility”. Amended information was submitted, which outlined the proposed operation and staffing of the facility, which resolved the issue.

Following a detailed assessment of the proposal, pursuant to Section 4.16(1)(b) of the *EP&A Act*, DA 43.1/2025 is recommended for approval subject to the reasons contained at **Attachment A** of this report.

1. THE SITE AND LOCALITY

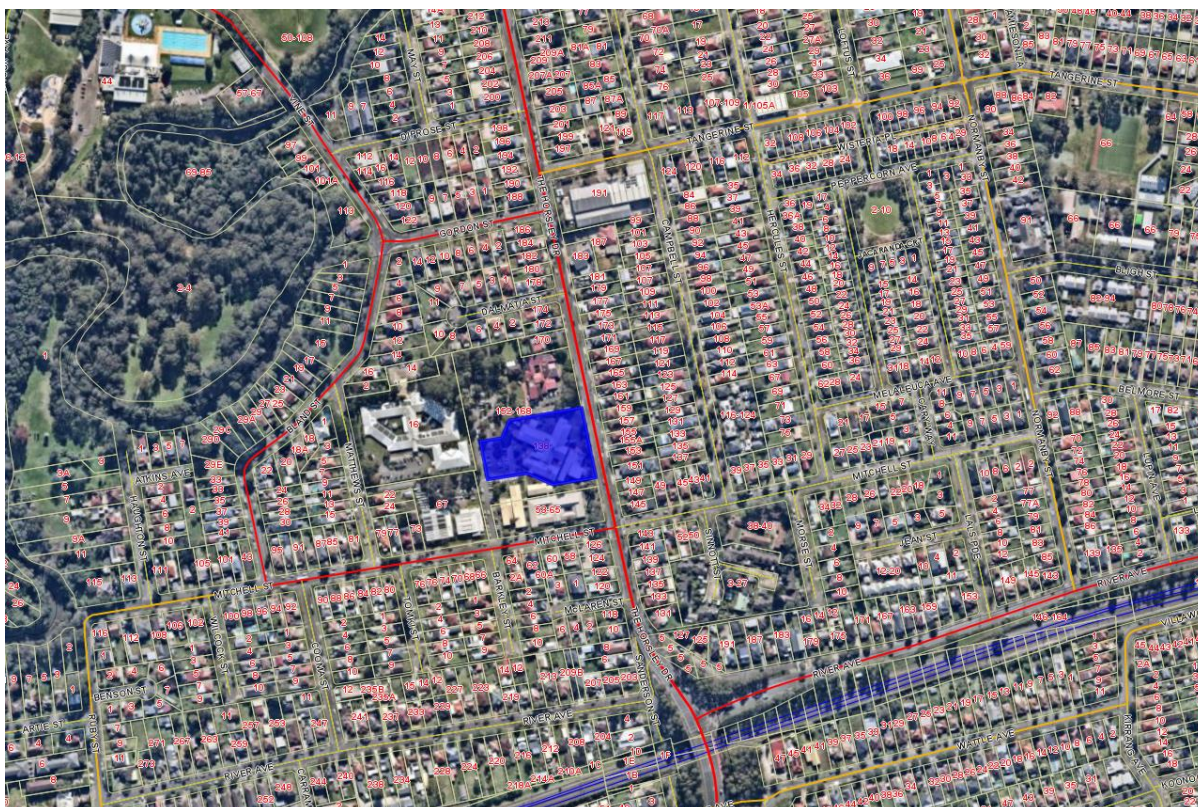
1.1 The Site

The subject Development Application is located at No. 138 The Horsley Drive, Carramar, and is formally referred to as Lot No. 916 of Deposited Plan No. 855880. The subject site is an irregularly shaped allotment with an eastern frontage to The Horsley Drive of 79.525m. The site has a slope of approximately 3.5m to the west. The site is partially affected by Mainstream Flooding. The site has a total area of 7762m². The site is currently occupied by a single-storey health facility operated by Karitane, and associated car parking and landscaping. Vehicular access to the carpark is via a roadway accessed from Mitchell Street and The Horsley Drive.



1.2 The Locality

The site is within a precinct of health services facilities, a youth health centre, ambulance office and rehabilitation centre. The subject site is across The Horsley Drive from residential accommodation in the form of dwelling houses and secondary dwellings.



2. THE PROPOSAL AND BACKGROUND

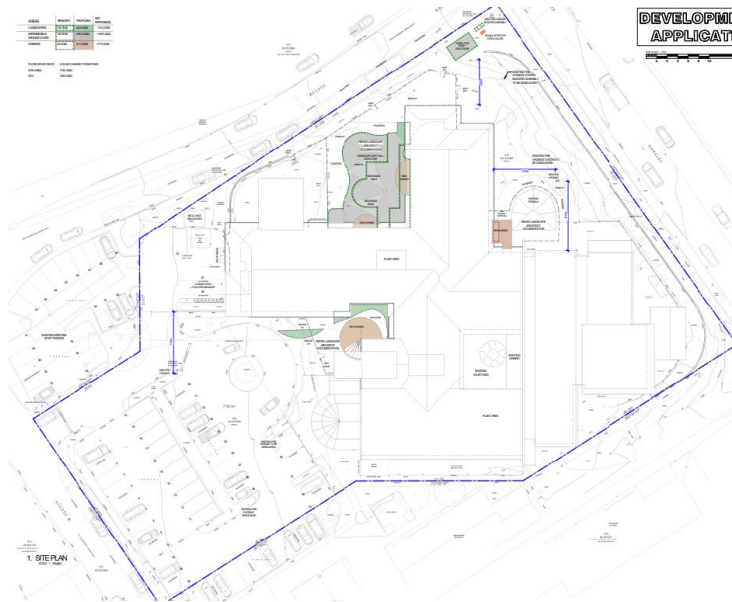
2.1 The Proposal

- Demolition of internal walls within the existing Karitane building. Removal of the bedrooms and lodging component of the subject site.
- Internal alterations to the Karitane building in order to create the following spaces:
 - Waiting and concierge area,
 - 3 x clinics,
 - 4 x counselling rooms,
 - Quiet rooms, toilets and breastfeeding spaces,
 - Group room,
 - Sensory friendly room,
 - Multiplay hub and associated kitchen,
 - Staff and research space,
- Construction of an external adventure playground adjacent to the proposed multiplay hub.
- Construction of an external sensory friendly playground.
- Removal of existing shed and realignment of car parking spaces to provide fifty-nine (59) spaces onsite for staff and visitors.
- The premises will operate Monday to Friday from 7:30am to 5:50pm.

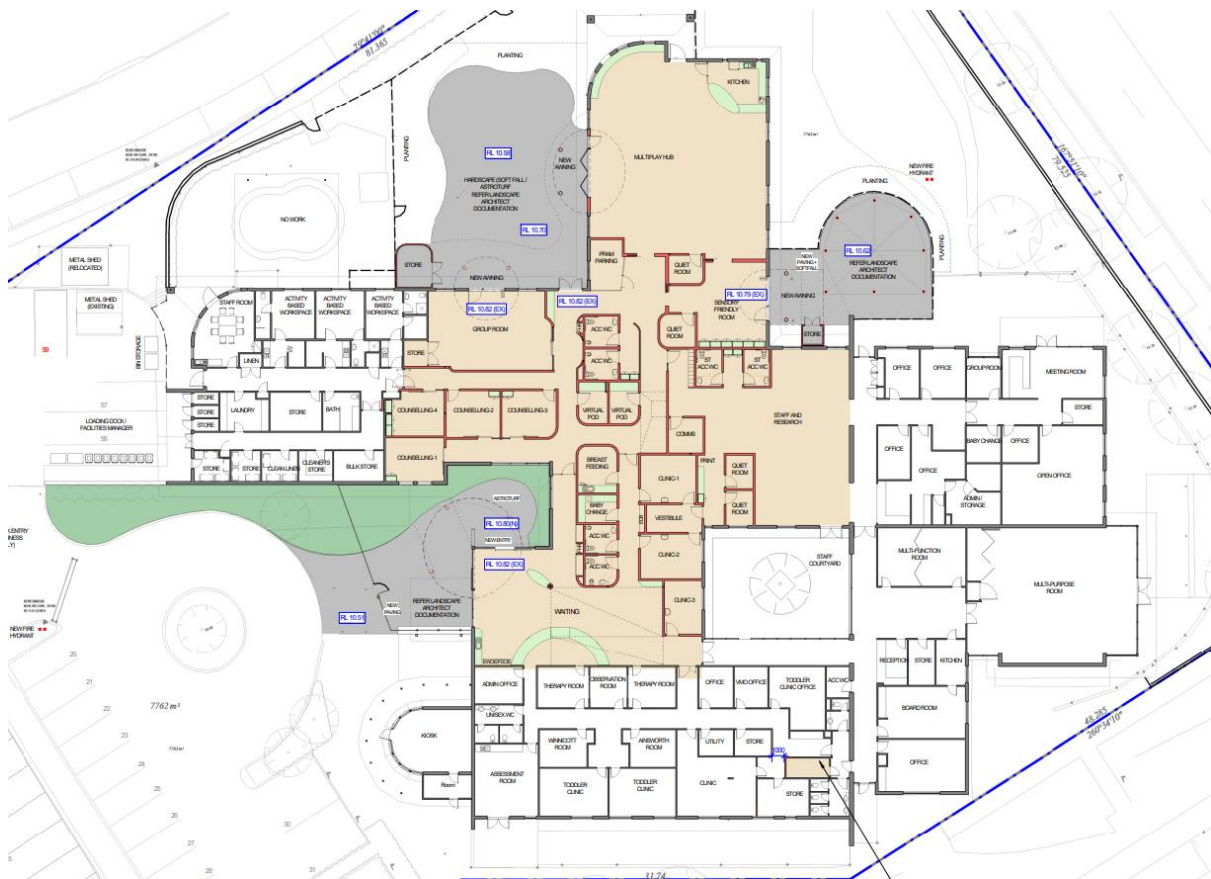
- The premises will operate with a maximum of thirty-one (31) staff onsite at any one time. Staff onsite include child and family health nurses, perinatal infant mental health nurses, paediatricians, general practitioners, social workers, psychologists, psychiatrists, cultural and community support workers, service navigators and volunteers.
- The services provided onsite include:
 - Perinatal care
 - Mental health services
 - Supported playgroups
 - Careline
 - Parenting groups and webinars
 - Parenting centre
 - Young parents programme
 - Weekly antenatal and postnatal visits
 - Jade House – a parenting education, support and guidance programme
 - Toddler clinics
 - Children's behaviour clinics
 - Community programmes

Table 1: Development Data

Control	Proposal
Site area	7762m2
GFA	2545m2 (no change to existing)
FSR (retail/residential)	0.33:1 (no change to existing)
Clause 4.6 Requests	No
Max Height	7.0m (no change to existing)
Car Parking spaces	59 (no change to approved numbers)



Site Plan



Internal Plan

2.2 Background

The development application was lodged on 6 February 2025. A chronology of the development application since lodgement is outlined below including the Panel's involvement (briefings, deferrals etc) with the application:

Table 2: Chronology of the DA

Date	Event
6 February 2025	DA lodged
12 February 2025	Exhibition of the application
9 April 2025	Request for Information from Council to applicant
2 June 2025	Panel briefing
25 June 2025	Discussion held between Council and Applicant regarding car parking and characterisation of development.
14 July 2025	Applicant submitted addition information resolving the above issues.

2.3 Site History

- On 20th December 2006, Council approved Development Application No. 422/2006, for alterations and additions to the existing Karitane Mothercraft facility and associated car parking and drainage works. Under this consent, the facility was required to provide fifty-nine (59) car parking spaces onsite.

3. STATUTORY CONSIDERATIONS

When determining a development application, the consent authority must take into consideration the matters outlined in Section 4.15(1) of the *Environmental Planning and Assessment Act 1979* ('EP&A Act'). These matters as are of relevance to the development application include the following:

- (a) *the provisions of any environmental planning instrument, proposed instrument, development control plan, planning agreement and the regulations*
- (i) *any environmental planning instrument, and*
 - (ii) *any proposed instrument that is or has been the subject of public consultation under this Act and that has been notified to the consent authority (unless the Planning Secretary has notified the consent authority that the making of the proposed instrument has been deferred indefinitely or has not been approved), and*
 - (iii) *any development control plan, and*
 - (iiia) *any planning agreement that has been entered into under section 7.4, or any draft planning agreement that a developer has offered to enter into under section 7.4, and*

- (iv) *the regulations (to the extent that they prescribe matters for the purposes of this paragraph),*
- (b) *that apply to the land to which the development application relates,*
- (c) *the likely impacts of that development, including environmental impacts on both the natural and built environments, and social and economic impacts in the locality,*
- (d) *the suitability of the site for the development,*
- (e) *any submissions made in accordance with this Act or the regulations,*
- (f) *the public interest.*

These matters are further considered below.

3.1 Environmental Planning Instruments, proposed instrument, development control plan, planning agreement and the regulations

The relevant environmental planning instruments, proposed instruments, development control plans, planning agreements and the matters for consideration under the Regulation are considered below.

(a) Section 4.15(1)(a)(i) - Provisions of Environmental Planning Instruments

The following Environmental Planning Instruments are relevant to this application:

- *State Environmental Planning Policy (Planning Systems) 2021*
- *State Environmental Planning Policy (Transport and Infrastructure) 2021*
- *Fairfield Local Environmental Plan 2013;*

A summary of the key matters for consideration arising from these State Environmental Planning Policies are outlined in **Table 3** and considered in more detail below.

Table 3: Summary of Applicable Environmental Planning Instruments

EPI	Matters for Consideration	Comply (Y/N)
State Environmental Planning Policy (Planning Systems) 2021	Chapter 2: State and Regional Development Section 2.19(1) declares the proposal regionally significant development pursuant to Clause 5 of Schedule 6 - Private Infrastructure and Community facilities over \$5 million	Yes
State Environmental Planning Policy (Transport and Infrastructure) 2021	Chapter 2: Infrastructure - Section 2.118(2) - Development with frontage to classified road - Section 2.119(2) Impact of road noise or vibration on non-road development	Yes
LEP	- Clause 2.3 – Permissibility and zone objectives - Clause 4.3 – Height of Building - Clause 4.4 – Floor Space Ratio - Clause 5.21 – Flood Planning - Clause 5.22 – Special Flood Considerations	Y/N

DCP	Fairfield City Wide Development Control Plan 2013 • Chapter 10 – Miscellaneous Development • Chapter 12 – Car Parking, Vehicle and Access Management	Yes
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Consideration of the relevant SEPPs is outlined below:

State Environmental Planning Policy (Planning Systems) 2021 ('Planning Systems SEPP')

Chapter 2: State and Regional Development

The proposal is *regionally significant development* pursuant to Section 2.19(1) as it satisfies the criteria in Clause 2 of Schedule 6 of the Planning Systems SEPP as the proposal is development for the purposes of Private Infrastructure and Community facilities over \$5 million. Accordingly, the Sydney Western City Planning Panel is the consent authority for the application. The proposal is consistent with this Policy.

State Environmental Planning Policy (Transport and Infrastructure) 2021

Chapter 2: Infrastructure

The proposal has been considered against Section 2.119(2) of the State Environmental Planning Policy (Transport and Infrastructure) 2021, given the subject site has frontage to The Horsley Drive, a Classified State and Regional Road. The proposed development is unlikely to cause an unacceptable impact with respect to the safety, efficiency and ongoing operation of The Horsley Drive.

Fairfield Local Environmental Plan 2013

The relevant Local Environmental Plan applying to the site is the *Fairfield Local Environmental Plan 2013* ('the LEP'). The aims of the LEP include:

- (aa) to protect and promote the use and development of land for arts and cultural activity, including music and other performance arts,*
- (a) to ensure that appropriate housing opportunities are provided for all existing and future residents and that those housing opportunities accommodate different lifestyles, incomes and cultures,*
- (b) to ensure that the economic, employment and educational needs of the existing and future community are appropriately planned for,*
- (c) to ensure that the recreational and social needs of the existing and future community are appropriately planned for,*
- (d) to ensure that development is properly integrated with, or assists in improving, Fairfield's public services, infrastructure and amenities,*
- (e) to ensure the proper management of productive agricultural land and prevent the fragmentation of agricultural holdings,*
- (f) to conserve the environmental heritage of Fairfield,*
- (g) to protect and manage areas of remnant bushland, natural watercourses and threatened species.*

The proposal is consistent with these aims as the proposal improves Fairfield's public services, infrastructure and amenities.

Zoning and Permissibility (Part 2)

The site is located within the R2 – Low Density Residential Zone pursuant to Clause 2.2 of the LEP.



According to the definitions in Clause 4 (contained in the Dictionary), the proposal satisfies the definition of community health facility which is a permissible use with consent in the R2 – Low Density Residential Zone under Clause 2.60(1) of State Environmental Planning Policy (Transport and Infrastructure) 2021. The zone objectives include the following (pursuant to the Land Use Table in Clause 2.3):

- *To provide for the housing needs of the community within a low density residential environment.*
- *To enable other land uses that provide facilities or services to meet the day to day needs of residents.*

The proposal is considered to have regard with these zone objectives for the following reasons:

- The proposed development provides facilities and services to meet the day to day needs of residents.

General Controls and Development Standards (Part 2, 4, 5 and 6)

The LEP also contains controls relating to development standards, miscellaneous provisions and local provisions. The controls relevant to the proposal are considered in **Table 4** below.

Table 4: Consideration of the LEP Controls

Control	Requirement	Proposal	Comply
Height of buildings (CI 4.3(2))	9.0m	7.0m	Yes
FSR (CI 4.4(2))	0.45:1 (3494.61m ²)	0.33:1 (2545m ²)	Yes
Acid sulphate soils (CI 6.1)	Class 5	The proposed development is for internal alterations to the existing building.	Yes
Flood planning (CI 6.3)	Mainstream Flood Risk Precinct: Low	The proposal has been assessed by Council's Engineering Assessment Branch, which raise no concerns, subject to conditions.	Yes

The proposal is considered to be generally consistent with the LEP.

(b) Section 4.15(1)(a)(iii) - Provisions of any Development Control Plan

The following Development Control Plan is relevant to this application:

- *Fairfield City Wide Development Control Plan 2024* ('the DCP')

The proposed development has been considered against the objectives of Chapter 10 – Miscellaneous Development and Chapter 12 – Car Parking, Vehicle and Access Management of the Fairfield City Wide Development Control Plan 2024. The proposed development is considered to demonstrate regard to the objectives of the Fairfield City Wide Development Control Plan 2013.

The following contributions plans are relevant pursuant to Section 7.18 of the EP&A Act and have been considered in the recommended conditions (notwithstanding Contributions plans are not DCPs they are required to be considered):

- *Local Infrastructure Contribution Plan 2023 (Section 7.11 & 7.12) (2023-2041)*

This Contributions Plan has been considered and included in the recommended draft consent conditions.

(c) Section 4.15(1)(a)(iiia) – Planning agreements under Section 7.4 of the EP&A Act

There have been no planning agreements entered into and there are no draft planning agreements being proposed for the site.

(d) Section 4.15(1)(a)(iv) - Provisions of Regulations

The provisions of the 2021 EP&A Regulation have been considered and are addressed in the recommended draft conditions (where necessary).

3.2 Section 4.15(1)(b) - Likely Impacts of Development

The likely impacts of that development, including environmental impacts on both the natural and built environments, and social and economic impacts in the locality must be considered. In this regard, potential impacts related to the proposal have been considered in response to SEPPs, LEP and DCP controls outlined above and the Key Issues section below.

The consideration of impacts on the natural and built environments includes the following:

- Context and setting – The proposal is considered to be generally consistent with the context of the site. The proposal is for internal alterations to the existing building.
- Access and traffic – The proposed internal alterations are not considered to result in any additional traffic generation. Given this, the proposed fifty-nine (59) car parking spaces are considered sufficient in accommodating demand for car parking onsite.
- Public Domain – The proposed development does not impact the public domain.
- Utilities – The proposed development is for internal alterations to the existing building. Sufficient utilities are available onsite.
- Heritage – No heritage items are within the vicinity of the subject site.
- Natural hazards – The subject site is affected by the Low-Risk Precinct for Mainstream Flood. Council's Engineering Branch has reviewed the proposal and raises no issues, subject to conditions of consent.

Accordingly, it is considered that the proposal will not result in any significant adverse impacts in the locality as outlined above.

3.3 Section 4.15(1)(c) - Suitability of the site

It is considered that the proposed development is suitable for the site.

3.4 Section 4.15(1)(d) - Public Submissions

No public submissions were received during the notification period.

3.5 Section 4.15(1)(e) - Public interest

The application is considered within the public interest, considering no objections were received during public notification.

4. REFERRALS AND SUBMISSIONS

4.1 Council Officer Referrals

The development application has been referred to various Council officers for technical review as outlined **Table 6**.

Table 5: Consideration of Council Referrals

Officer	Comments	Resolved
Engineering Assessment Branch	No concerns, subject to conditions of consent.	Yes
Traffic Branch	No concerns, subject to conditions of consent.	Yes
Building Control Branch	No concerns, subject to conditions of consent.	Yes
Public Health and Environment Branch	No concerns, subject to conditions of consent.	Yes
Tree Preservation Officer	No concerns, subject to conditions of consent.	Yes

4.2 Community Consultation

The proposal was notified in accordance with the Council's Community Participation Plan from 12 February 2025 until 26 February 2025. The notification included the following:

- Twenty-seven (27) notification letters sent to adjoining and adjacent properties (a rough estimate of the number of letters sent);
- Notification on the Council's website.

The Council received a total of zero (0) submissions.

5. KEY ISSUES

The following key issues are relevant to the assessment of this application having considered the relevant planning controls and the proposal in detail:

5.1 Car Parking

In accordance with Development Consent No. 422/2006, the Karitane facility was required to provide fifty-nine (59) car parking spaces onsite for staff and visitors to the facility. The subject Development Application initially sought to provide fifty-seven (57), a shortfall and reduction of two (2) car parking spaces. Given that the floor area and scale of development primarily remained the same, it was considered essential that the parking spaces on site remain as existing to ensure that sufficient parking would be available for the development. It was also noted that the existing parking areas within the existing health precinct was at or beyond capacity and Council had installed time limited parking along Mitchell Street in order to manage the parking issues within

this vicinity. It was indicated that the parking spaces should be retained as previously provided and that a preliminary review of the current parking layout determined that there may be capacity within the existing carpark to provide the required spaces.

Resolution: The issue has been resolved with the Applicant providing an amended parking layout, which relines the existing carpark to accommodate the fifty-nine (59) car parking spaces required onsite. The provision of fifty-nine (59) car parking spaces is considered sufficient to accommodate the likely demand of the subject site's operation.

It is noted that three (3) car parking spaces are located within the back-of-house loading and unloading area. Whilst this is not the usual practice, given the nature of the use (predominantly office based) and that deliveries and servicing to the site would more than likely be minimal, it would not be unreasonable in these circumstances for parking spaces to be provided for staff parking only, with all loading and unloading to occur before 7:30am and after 5:30pm, Monday to Friday. It is considered appropriate that a condition of consent be imposed to this effect. In this regard, this issue has been resolved.

5.2 Characterisation

The submitted Statement of Environmental Effects defines the proposed development as for the purposes of a "community health facility" under the broader land use term of a "health services facility", permitted with consent in accordance with Section 2.60 of the State Environmental Planning Policy (Transport and Infrastructure) 2021. Despite this, no definition of "community health facility" exists. Council identified that insufficient information had been provided to demonstrate that the proposed use could be characterised as a "community health facility".

Resolution: Additional information was provided by the Applicant, which included an amended Plan of Management and further information justifying characterisation as a "community health facility". In this regard, Council is satisfied that the subject proposal can be characterised as a "community health facility" and the issue has been resolved.

6. CONCLUSION

This development application has been considered in accordance with the requirements of the EP&A Act and the Regulations as outlined in this report. Following a thorough assessment of the relevant planning controls including the key issues identified in this report, it is considered that the application can be supported.

During the assessment of the application, a number of key issues were identified, including car parking and characterisation. Amended information was submitted to Council to address these issues. As amended, it is considered that the development satisfactorily addresses Clause 4.15 of the Environmental Planning and Assessment Act 1979 and is suitable for the site.

It is considered that the key issues as outlined in Section 6 have been resolved satisfactorily through amendments to the proposal and/or in the recommended draft conditions at **Attachment A**.

7. RECOMMENDATION

That the Development Application DA No. 43.1/2025 for alterations to the existing Karitane facility at No. 138 The Horsley Drive, Carramar be APPROVED pursuant to Section 4.16(1)(a) of the *Environmental Planning and Assessment Act 1979* subject to the draft conditions of consent attached to this report at Attachment A.

The following attachments are provided:

- Attachment A: Draft Conditions of consent/reasons for refusal
- Attachment B: Architectural Plans
- Attachment C: Landscape Plans
- Attachment D: Statement of Environmental Effects
- Attachment E: Plan of Management
- Attachment F: Response to RFI
- Attachment G: Waste Management Plan
- Attachment H: Traffic Report
- Attachment I: Acoustic Report