

### 13.3 PLANNING AND DEVELOPMENT

#### 13.3.1 TOWN PLANNING SCHEME NO. 3 AMENDMENT NO. 139 - BETHESDA HOSPITAL

<b>File Ref:</b>	<b>LND/00124</b>
<b>Attachments – Public:</b>	<b>Amendment Report (Attachment 1) Location Plan (Attachment 2)</b>
<b>Attachments – Restricted:</b>	<b>Widening Plan (R-Attachment 1)</b>
<b>Responsible Officer:</b>	<b>David Vinicombe Executive Manager Planning and Development</b>
<b>Author:</b>	<b>David Vinicombe Executive Manager Planning and Development</b>
<b>Proposed Meeting Date:</b>	<b>17 April 2018</b>
<b>Enabling Legislation:</b>	<b><i>Planning and Development Act 2005 (PDA) Planning and Development (Local Planning Schemes) Regulations 2015 (LPS Regs) Town Planning Scheme No. 3 (TPS3)</i></b>

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#### **Purpose**

For Council to consider initiation of amendments to Town Planning Scheme No. 3 (TPS3) to provide for future expansion of Bethesda Hospital.

#### **Summary**

- Council is requested to initiate an amendment to TPS3 to rezone 2 Victoria Avenue (Lot 12) from “Residential” to “Special Zone (Restricted Use)”, remove the density coding of “R25” from 2 Victoria Avenue (Lot 12) and 25 Queenslea Drive (Lot 13), modify the permitted uses contained in Appendix VII to increase the number of beds at the Hospital from 77 to 97 overnight beds, provide for related Consulting Room use and any incidental use required to support the hospital use and modify the parking requirement to align with Department of Health standards of one bay per two patient (day and overnight) beds plus one for each employee on duty.
  - Proposals allow for the long term development of Bethesda Hospital in accordance with their Masterplan.
  - Proposed amendment aligns with State and local strategic planning objectives.
  - Use amendment proposals align Hospital activities with those provided under TPS3 and the *Hospitals and Health Act of 1927*.
  - Parking modifications recognise day and overnight beds, Department of Health standards and are supported by parking surveys. Preliminary assessment indicates that parking should be accommodated in the long term on Lots 12 and 13 without the need for off-site parking, however this would require detailed assessment and approval in accordance with TPS3 provisions when any Development Application for the site is received resulting from the amendment.
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- Current parking arrangements at the Claremont Bowling Club require Council approval – A further report on this matter is to be forwarded to Council before the end of June 2018. From the parking assessment, these arrangements are likely to be temporary until such time as amendment proposals are gazetted and a resultant Development Application is determined to accommodate parking either on – or off-site in accordance with TPS3 requirements.
- The parking associated with the proposed future development of Lot 12 would be accommodated on Lot 12, away from the existing parking and congested road at the entrance to the Lot 13 car park. This will disperse both existing and proposed traffic for the hospital.
- Opportunities for improving traffic flow in the locality by providing an additional lane to the Queenslea Drive roundabout and additional queuing lane along Queenslea Drive and Victoria Avenue are to be investigated and discussed with Bethesda Hospital, Christ Church Grammar School and Main Roads WA with a report to be forwarded to Council on this matter before the end of June 2018.
- Recommend that the amendment be initiated by Council.

### **Past Resolutions**

In March 2015 Council approved extensions to Bethesda Hospital inclusive of a new three level addition at the rear to accommodate two new theatres, a new recovery room, and associated staff amenities, administration, mechanical plant and storage rooms. The Council approval required the provision of parking on site and in other locations approved by the Town in accordance with TPS3 requirements for all patient beds plus one per employees on site at any one time (calculated at 243 bays at the time) and the submission of a Parking Management Plan detailing the allocation and management of the existing and proposed parking bays to ensure parking is utilised to capacity to reduce parking in surrounding residential streets.

### **Background**

Bethesda have developed a Masterplan to establish future development options for the site.

The following summary of the Amendment proposals has been provided by the applicant:

*The Town of Claremont set a vision for the local government area to “develop as a harmonious cosmopolitan town creating opportunities for community well-being, the environment and business prosperity; whilst respecting and celebrating the past.”*

*The hospital provides medical and surgical healthcare services for the western suburbs of Perth and surgical services for the wider north metropolitan area. The services offering primarily consists of surgical services including orthopaedic surgery, gynaecology, plastic reconstructive surgery, urology, pain management, general surgery, dental, as well as level 6 palliative care service.*

*Bethesda has been part of the Town’s growth and community infrastructure for more than 70 years. The long-term vision for the hospital is to increase clinical services, establish multi-disciplinary medical teams and offer a wider range of medical services*

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*in Claremont. This vision will be implemented in future extensions and redevelopment of the Bethesda Hospital.*

*Bethesda Health Care considers the Claremont hospital as a growing business within the Claremont community and in a manner that will successfully co-exist within the surrounding residential community and other community and business infrastructure. As such, a long-term plan and the restructure of the business was initiated 8 years ago and identified the following key areas of growth:*

- *Increased space for associated clinical services and a High Dependency Unit to support the increasing patient acuity.*
- *Increased space for multi-disciplinary teams providing services to both in-patient, pre-op and post-op patients.*
- *Increase in the range of medical services to facilitate timely care, as and when needed.*
- *In the long term, more overnight beds may be required.*

*Recent master planning for Bethesda Hospital (Claremont) concluded that any additional expansion of the building footprint is constrained by the functional layout and structural integrity of the hospital building. Although the site offers some expansion opportunities, future growth opportunities are best pursued on neighbouring lots.*

*Future redevelopment may consider several options to address the identified medium and long term needs:*

- *Minor extensions to the current development footprint of the hospital on Lot 13.*
- *Relocate non-essential services and administration functions from the existing hospital building to an adjoining property (Lot 12) to free up existing floorspace for essential medical services associated with the hospital.*
- *Establish an out-patient medical centre on the adjoining Lot 12 to introduce a greater offering of medical services, which could also be available to service hospital needs.*
- *Expanding parking supply onto Lot 12, and offering parking away from the roundabout in Queenslea Drive.*

The proposal presents amendments to the statutory provisions applicable to Bethesda to facilitate implementation of its long-term Masterplan vision. The amendments relate to the Bethesda Hospital land, including:

- 25 Queenslea Drive (Lot 13 on DP78374) – “Special Zone (Restricted Use)” - 12,151m<sup>2</sup>.
- 2 Victoria Avenue (Lot 12 on DP38812) – “Residential” with an R-Coding of “R25” - 1,213m<sup>2</sup>.

It is noted that former proposals to amend the zoning of residential properties at 1, 3 & 5 Victoria Avenue no longer form part of this application and are proposed to be considered by Council at a future date once alternative development options (inclusive of residential) are finalised.

The proposed Scheme Amendment Report (Attachment 1) indicates that the amendment aims to achieve the following outcomes:

1. *Rationalise the (Permitted Use) land use definition by the removal of some specified land uses from this Special Zone (Restricted Use) zone (operating theatre, radiology and physiotherapy facilities) to comply with the definition of a "Hospital" under the scheme and the Hospitals and Health Act of 1927.*
2. *Add "Consulting Rooms" as a Permitted Use within this "Restricted Use" to create a feasible opportunity for new specialised medical services to serve the hospital needs.*
3. *Extend the Special Zone (Restricted Use) zone onto Lot 12 at 2 Victoria Avenue to incorporate the current discretionary right to establish a hospital for up to 20 beds on this Residential (R25) site in an integrated approach. This approach increases the overnight bed capacity to 97 beds (from 77 beds on Lot 13 plus allowance of 20 beds on Lot 12).*
4. *Align the parking standards, as it applies to a "Hospital" with the Department of Health guidelines and parking standards applied in other local government areas in WA.*

It is proposed that the Town of Claremont Town Planning Scheme No. 3 be amended as follows:

1. The amendment of Appendix VII as follows:

Location	Particulars of Land	Permitted Use	Standards/ Conditions
25 Queenslea Drive and 2 Victoria Avenue	Lot 13 on DP78374 and Lot 12 on DP38812	Hospital not exceeding 97 overnight beds, Consulting Rooms and any incidental use required to support the hospital use	Prior to applying for Development Approval, the applicant is to undertake a traffic study to determine the effect that the proposed development will have on the nearby school and residents in the locality. Should the traffic study, in Council's opinion, indicate that the development will create a traffic hazard, the applicant is to suitably modify the development to satisfy Council's requirements with respect to traffic.

2. Amend Table 2 – Development Table, as follows:

USE	BUILDING SETBACKS	LANDSCAPE OPEN SPACE	CARPARKING SPACE REQUIREMENT
Hospital	As for the R15 Code	30% of site	One per two patient (day and overnight) beds plus one for each employee on duty.

3. Amend Town Planning Scheme No. 3 Maps by the deletion of the “R25” density coding over Lot 12 on DP38812 and Lot 13 on DP78374 and by rezoning Lot 12 from “Residential” to “Special Zone (Restricted Use)” zone.

### Consultation

Bethesda invited surrounding residents to open meetings to discuss the current and future of the hospital. These meetings were held on 9, 21 and 22 November 2017 and attended by 16 local residents. Bethesda’s CEO, Yasmin Naglazas, introduced each meeting by addressing some of the current issues facing the hospital, the changing needs for medical services and the aspirations to expand the operations in Claremont and maintain the hospital’s presence in this locality. The next major expansion is likely to consider the redevelopment of the apartment building site (Lot 12) and its incorporation into the medical offering of the hospital in a more integrated approach.

The meetings were conducted as open discussions and the following points were raised:

- *Residents expressed concern about the traffic congestion caused by school drop-offs and pick-ups from Queenslea Drive. The disruption from these movements also impacted on other streets to include Freshwater Parade and Bay View Terrace. The inability to manage and accommodate school traffic was the main area of concern and dominated discussion.*
- *School children and cyclists use the rear lanes between Freshwater Parade and Bay View Terrace. The poor sightlines in these lanes causes conflict with vehicles and any increase in traffic in these lanes must be avoided.*
- *Residents provided verbal support for the hospital and its operations in Claremont. It is an important facility that should be retained.*
- *Generally, residents did not object to the expansion of the hospital to replace the current apartment building on Lot 12.*
- *There were concerns about at grade parking areas and how they present to the street. There were also concerns that vacant car parks could attract vagrants. However, the main car park to the hospital did not present any of these issues and future car parks should be developed similar or preferably in basements.*
- *Several positive comments were made about the way the hospital presented to Queenslea Drive, especially the use of landscaped gardens.*
- *The residents were (made) many positive comments about the changes and management of construction during the recent hospital expansions and the construction of the lower car park. The construction period caused some issues, but the “builders have experience and were very responsive to issues”. One resident did complain about the dust caused by the temporary construction camp on Lots 1, 3 & 5 Queenslea Drive.*
- *Many residents were interested about the future of Lots 1, 3 & 5 Queenslea Drive. Bethesda Hospital did not have any confirmed options to discuss and endeavoured to schedule a future round of discussion to explore development options with residents to overcome concerns about antisocial behaviour and impacts on surrounding property values.*

If the Amendment is initiated, formal public consultation for a period of 60 days is required in accordance with the *Planning and Development (Local Planning Schemes) Regulations 2015* (LPS Regs).

## Discussion

### Strategic Direction

The Western Australian Planning Commission (WAPC) has recently released a “whole of government endorsed” final Perth and Peel @ 3.5 Million plan. The plan is presented in a suite of documents including the overarching document for the whole of Perth/Peel and sub-region plans (including the Central sub-region containing the Town of Claremont). In addition to addressing population growth, these documents provide direction for Local Government to promote employment and economic growth as follows:

*“Local governments are encouraged to maximise job growth opportunities for employment nodes in the preparation of local economic development strategies that may result in job growth that exceeds the framework’s projections. Local government has an important role in facilitating economic development within the sub-region through the preparation of local development strategies and schemes which:*

- *encourage and facilitate growth for activity and industrial centres for the purpose of delivering employment opportunities;*
- *protect employment-generating land from the encroachment of competing land uses;*
- *create employment opportunities within the sub-region and local authority which utilise local labour force skills to increase employment self-sufficiency;*
- *maximise and encourage further growth of the area’s key economic sectors;*
- *cultivate and strengthen relationships with key stakeholders; and*
- *provide targeted services and support to businesses to facilitate economic growth.*

*The majority of health assets have plans in place for further expansion and the timing thereof is dependent on demand, however WA Health has developed a blueprint, the Clinical Services Framework 2014 – 2024 (CSF), to guide the provision and delivery of safe, high-quality public health care in WA over the next decade. The CSF:*

- *provides the foundation to meet the demand for health services given changing service capabilities and evolving models of care;*
- *provides a clear picture for what and how clinical services at each Health Service and health site (hospital or community) should develop over time to achieve better access to safe and quality care with minimum duplication and best use of available resources; and*
- *remains a reference point for determining requirements in workforce and infrastructure and for integrating new technology.”*

From a local perspective, although the hospital is located to the south of the Claremont Town Centre and contributes to traffic generation and demands on the local road network, it significantly adds valuable services to the Town’s economy and enriches

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the lives of local residents. It is therefore important for the Town's economy to assist Bethesda Hospital in achieving sustainable growth opportunity which align with the Town's objectives for Local Prosperity in 'Claremont Ahead 2027'.

In addition, 'Clearly Claremont' the WAPC endorsed Town of Claremont Local Planning Strategy (2010 – 2025), which sets out the long-term planning directions for the Town, identifies several emerging trends within the Town, to include:

*Ageing Population* – a third of the residents are over 55 years old and are expecting to live a much longer and quality-filled life. Currently, the Town has only a small capacity in aged care facilities and retirement villages. The Town will need to provide infrastructure, service, housing and facilities suited to older residents so they may successfully age in place instead of moving on to another locality.

*Mixed land uses* – there is an emerging message from State planning authorities on the importance of developing a mix of land uses in locations with good public transport to provide convenient access to housing, jobs, shops and services in order to address other emerging trends such as Climate Change, The Energy Transition, Housing Diversity, Ageing Population and Local Living.

*Local living* – there is a growing demand for providing daily needs (such as employment, local shops, schools and community services) within walking distance of where people live, to minimise their need to travel and increase social and economic opportunities for all residents, business owners and visitors.

### Development on Lot 13

The existing 68 overnight bed hospital is located on Lot 13. Lot 13 is currently zoned "Special Zone – Restricted Use" (Hospital not exceeding 77 beds, operating theatre, radiology and physiotherapy facilities). An R25 coding applies to the land. The current zoning has a number of anomalies which are proposed to be tidied up in the Scheme Amendment. These include:

- Removal of the density coding (R25) as it has no statutory relevance, noting that Residential use is not permitted in the zone and that Table 2 - Development Table under TPS3 requires setbacks in accordance with the R15 density code and 30% of the site to be landscaped open space.
- Rationalisation of the land use definition by the removal of the specified land uses (operating theatre, radiology and physiotherapy), thereby requiring compliance with the definition of a "Hospital" under TPS3 and the *Hospitals and Health Act 1927* – "*Hospital means an institution for the reception and treatment of persons suffering from illness or injury, or in need of medical, surgical or dental treatment or assistance, and includes a maternity home or maternity hospital, a day hospital facility, nursing home or nursing post.*"
- Adding supplementary land uses normally associated with hospitals ("Consulting Rooms and any incidental use required to support the hospital use") as Permitted Uses within the "Restricted Use" to create a feasible opportunity for new specialised medical services (in addition to the current listed uses of operating theatre, radiology and physiotherapy) and aligned incidental commercial uses (e.g. pharmacy, coffee, flower and gift shop) to serve the hospital needs.

- Clarification that the number of beds referred to in the “Restricted Use” applies to “overnight” beds. It is noted that the Town has consistently interpreted the bedding requirement to relate to overnight beds (68 approved plus 20 allocated to day beds) – Given the current restriction of 77 beds, an additional capacity for nine overnight beds is available on Lot 13.

#### Development of Lot 12

One of the options for Bethesda Hospital to facilitate its long term growth in the Town is to establish an integrated three storey hospital use on the adjoining Lot 12 (existing flats owned by Bethesda). The plan for this expansion includes a new medical facility, with basement parking, surgical services including additional theatres, surgical wards (20 beds), and administration and consulting rooms. To facilitate development on Lot 12, it is proposed to extend the “Special Zone – Restricted Use” applicable to Lot 13 onto Lot 12 and to increase the overnight bedding capacity by 20 to 97 for the combined sites.

Lot 12 is currently zoned “Residential” with an “R25” coding. Hospital is an “SA” (discretionary) use in the Residential zone. Clause 19 of TPS3 stipulates that a Hospital may provide a maximum of 20 beds and is to cater for patients who need medium or long term care or convalescence (unless otherwise specified). Therefore the proposal to have an additional 20 beds allocated to the combined site may be approved by Council without a Scheme Amendment. This is used to justify the increase in patient beds (night and long term) for the overall site to 97 beds and rezoning of Lot 12 to provide for a co-ordinated development.

Height restrictions apply under TPS3 to Lot 12 (6.6m in the “Residential” zone unless a ‘special circumstance’). If the lot is rezoned “Special Zone – Restricted Use”, the height restriction will be removed as the Scheme does not apply height restriction to this zone.

#### Revisions to Parking Requirements

Bethesda Hospital proposes to amend TPS3 to reduce the parking standard applicable to hospitals in relation to beds (to one parking bay per two beds - day and overnight) and in relation to staff (one bay per staff on duty).

Table 2 – Development Table of TPS3 currently requires parking to be provided at a rate of one space per patient bed plus one for each employee. This amounts to 68 bays relative to in-patient beds (noting the additional 20 day beds are not included), and 206 relative to staff – total 274 bays required under TPS (294 bays if day beds included).

It is noted that when the rear theatre extensions were approved in 2015, the Council considered the staff parking provision should be based on the number of staff on site at any one time (not the total staff pool), and therefore required the provision of 175 staff bays plus 68 bays associated with the in-patient beds – 234 bays. Information provided for the Parking Management Plan to address the Development Approval condition acknowledged 39 off-site parking bays on the foreshore constructed by the hospital and the 12 shared bays at the Claremont Yacht Club, but not the 60 parking bays at the Claremont Bowling Club.

While the application now states 206 staff will be on site during a normal shift, this includes approximately 142 hospital staff and 64 surgeons/specialist staff and assistants. Approximately half of the 64 surgeons and specialist tenants (and associated staff) will relocate to the new consulting rooms proposed for Lot 12, thus reducing the 206 staff numbers to approximately 174. Precise parking calculations are dependent on these details, however for the point of establishing a reasonable expectation of existing staff on duty on Lot 13 at this point, 174 will be used for the following calculations (with the remaining being calculated in accordance with TPS3 requirements for Consulting Rooms of one for each 30m<sup>2</sup> GLA plus one for each person employed at the time of assessing a Development Application on Lot 12). It is noted that the existing parking does not qualify for any parking concessions under cl.31A(2) – Table 4 of TPS3.

Bethesda Hospital is of the view that the current parking standard for Hospital under TPS3 (not including the Consulting Rooms) is excessive, stating that it is inconsistent with the Department of Health guidelines (which require parking for staff on duty or the largest shift - it is noted that the Department of Health guidelines take into account peak shift parking demands for staff) and other parking standards applied to other local government areas in the State such as:

- East Fremantle - one parking space for every five patient's beds plus one parking space for each staff member on duty at any one time (191 bays for Bethesda's current operations – plus Consulting Room requirements).
- Nedlands – 12 or one parking space per every four beds, whichever is greater (22 bays for Bethesda's current operations – plus Consulting Room requirements) plus one bicycle bay per ten beds (9).
- Joondalup – one parking space per three patients accommodated plus one parking space for each staff member on duty (203 bays for Bethesda's current operations – plus Consulting Room requirements).
- Swan – one parking space to every four patients' beds plus one space for each employee (196 bays for Bethesda's current operations – plus Consulting Room requirements).

It is proposed that the parking requirement under TPS3 be reviewed to be consistent with Department of Health guidelines, inclusive of parking associated with the day beds (not presently included). One bay per two beds (day and overnight) plus one bay per staff member on duty would reduce the current requirement. Based on assumption that the staff numbers of 174 quoted in the application represent staff members on duty at any one time, the current requirement of 274 bays would be reduced to 218 bays (plus surgeon and specialist parking requirements).

To support the claim that the current parking requirements are excessive and justify modifications to parking standards under TPS3, Bethesda Hospital has undertaken parking studies in the main parking area (containing 97 bays) during hospital peak hours (12.00 noon - 1.00pm) which show that the existing parking area has a vacancy rate of 40% (39 spare bays). In addition, parking surveys conducted in staff parking areas (basement 70 bays, foreshore 39 bays, Bethesda Lane 8 bays, shared parking with Claremont Yacht Club 12 bays and Claremont Bowling Club 60 bays - total 189 bays) indicate a varying vacancy rate of between 10 and 45% (between 19 and 85

spare bays). On this basis, it is considered by Bethesda Hospital that the current parking facilities containing 286 bays may be reduced by between 58 bays (to 228 bays) and 124 bays (to 162 bays). Based on the minimum extra parking capacity (58 bays) the parking requirement for the current operations could be reduced (286 – 58) to 228 bays, which is close to the proposed Department of Health guideline of 218 bays (noting also that the survey also includes existing surgeon and specialist parking requirements, some of which will be transferred to Lot 12).

A total of 286 parking bays are provided for the hospital's existing uses as follows:

- 97 bays in front/main car park
- 70 bays in basement
- 39 bays on foreshore
- 8 dedicated bays in Bethesda Lane
- 12 reciprocal bays by agreement with Claremont Yacht Club
- 60 bays by agreement with Claremont Bowling Club.

It is noted that the off-site parking arrangements between Bethesda Hospital and the Claremont Yacht Club (12 bays) was previously acknowledged when the application for the rear theatres was approved in 2015 and under the Parking Management plans, however the arrangements with the Claremont Bowling Club (60 bays) have not been formally approved to date. Council may approved these arrangements under cl.31A(4) of TPS3. Bethesda Hospital needs to obtain Council approval for these current arrangements (which may be temporary until such time as further development takes place at the hospital). If Council does not support these arrangements, the current parking provision of 286 bays would be reduced to 226 bays. The short term implication of this, when considering that the current operations consisting of 142 staff and 66 surgeon/specialist staff (206 staff), may result in a parking requirement of 274 and a parking shortfall of 48 bays (based on the existing TPS3 requirements). However in the longer term, the amended parking requirements would require 218 bays (for 68 overnight beds) which would be accommodated in the 226 bays - without the use of Bowling Club parking area - noting that additional bays would be required for the proposed 97 beds and additional consulting rooms.

With regard to the future development opportunities resulting from this amendment, parking will require full analysis under a Development Application. The applicant has provided the following preliminary comments in this regard, however it should be noted that these comments will need to be considered in the context of the uses and details proposed at that time. However, it is apparent at this time that there will be ample opportunity to accommodate the full parking requirements either on or off-site in accordance with TPS3 parking provision requirements and that the dispersal of parking bays will assist in reducing focused congestion at the Queenslea Drive roundabout:

*The hospital currently accommodates 68 overnight beds and this report suggests that this could be increased to 97 beds (20 beds over the 77 beds currently provided for under TPS3), requiring an additional 15 parking spaces. The Concept Master Plan in Section 6.2.2 suggests that the staff compliment could increase by 66 staff, requiring an additional 66 parking bays. This planning scenario suggests that this projected growth may require as much as 81 additional parking bays, which is well below the growth capacity of 133 additional bays in the traffic study (see comments below on traffic capacity).*

### Traffic

At the time that the rear theatre extensions were approved by Council in 2015, a traffic and parking study was submitted as part of the Development Application. The Transport Statement and Parking Assessment stated that the traffic analysis undertaken demonstrates that any additional traffic associated with the proposed development is not significant and the peak hours for the hospital operations and nearby school do not coincide.

The Transport Statement and Parking Assessment was referred to the Town's Engineering Department for comment. Engineering advised that the proposed additions are unlikely to adversely impact on the traffic and parking in the immediate area. Although the traffic study stated that there is sufficient parking, including surplus visitor parking on-site during the peak periods of the hospital's operations, the Town was still concerned about the number of staff vehicles that appear to be parking in surrounding residential streets.

It was recommended that any approval be conditioned to require the submission of a Parking Management Plan to address the potential use of excess visitor parking bays at the main Queenslea Drive parking area by staff to minimise the staff use of on-street parking in the immediate area. It was noted at that time that the concerns relating to on-street parking was a complex issue which faces the Town as a whole. Whereas it has been acknowledged by Bethesda that some of their staff park in the local streets such as Princess Road (within a 400m radius), other users would also be responsible for parking in this area. It was also noted that Bethesda had issued instructions to their staff indicating they are not to park in Princess Road and are to park in Times Square. (It is noted that parking at Times Square ceased with the commencement of the parking arrangements at the Claremont Bowling Club. Also, the required Parking Management Plan arrangements were approved by the Town taking into account peak parking demands for the Hospital, but not the use of the Claremont Bowling Club parking arrangements.)

The applicant has submitted a Road Network Capacity Analysis as an attachment to the Amendment application. The applicant's Scheme Amendment report summarises the conclusions of the Traffic Report. Extracts of the Amendment report include:

*"The Traffic Report... conservatively estimates that an additional 133 parking bays could be accommodated in the area before the road network reaches full capacity, implying growth capacity for the hospital.*

*The master planning process also suggests that the future parking is likely to be accessed from Bethesda Lane, away from the roundabout in Queenslea Drive. This establishes alternative routes via Bay View Terrace and Victoria Avenue for visitors and staff to avoid the current traffic management issues associated with school traffic in Queenslea Drive."*

Traffic movement in Queenslea Drive in the vicinity of the hospital is currently severely compromised by the existing high traffic congestion generated by the private schools in the locality and to some degree the hospital use in itself. Christ Church Grammar School has prepared a Council approved Traffic Management and Transport Plan to address parking and traffic flow associated with the school, however, due to the peak demands these uses place on the local road network, congestion prevails.

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Despite the applicant's and traffic consultant's view that the main cause for traffic congestion in the locality are generated by the local schools and considering that the peak traffic flow of the schools and hospital do not coincide, and also that extensions proposed as a result of this scheme amendment will not compromise traffic flow in Queenslea Drive as it is to refocus traffic movement onto "Bethesda Lane", now is an appropriate time to consider other possible solutions to address local traffic congestion.

This may involve reviewing the local road network to determine the opportunities, risks and constraints on possible road modifications to alleviate existing traffic movement concerns. One option is for road widening along Queenslea Drive and Victoria Avenue along the frontage of Lots 12 and 13 to provide an additional lane at the Queenslea Drive roundabout and an additional queuing lane along the hospital frontage. Road widening along the frontages of Lots 12 and 13 to provide for the additional queuing lane is problematic as it would involve relocation of existing service infrastructure and building a road over an existing underground car park at the hospital. An alternative solution may be for the carriageways north and east of Lots 12 and 13 to be modified to provide for an additional queuing lane (by narrowing the verges on both sides of the road) to east of the Queenslea Drive roundabout. This may involve removal of trees and the bicycle lane (to be combined with the footpath) and a requirement for a pedestrian easement on the hospital site - see Widening Plan (R-Attachment 1). These matters require detailed design and examination prior to further discussion with both Bethesda Hospital and Christ Church Grammar School.

### **Financial and Staff Implications**

The TPS3 amendments provide a strategic direction for Council to consider development options for the hospital in accordance with the Bethesda Hospital Masterplan. If future development options cannot be established for the site, the hospital may consider relocation. Despite traffic and parking concerns associated with the operation of the hospital, the long term retention of the hospital is desirable as it makes a significant and positive contribution to the Town's economy and employment capacity.

Modifications to the Queenslea Drive roundabout and construction of an additional queuing lane to the roundabout along Queenslea Drive and Victoria Avenue from the east will require detailed design, project planning and budgeting and funding sources to be secured (inclusive of consultation with local residents). This will involve further discussions with both Bethesda Hospital and Christ Church Grammar School, together with Main Roads WA. If the Town is committed to improving traffic circulation in this locality, this proposal may form part of a suite of modifications which will need to be funded, at least in part, by the Town.

### **Policy and Statutory Implications**

Section 75 of the *Planning and Development Act 2005* (PD Act) permits Council to amend its current Town Planning Scheme as stated below:

#### *75. Amending scheme*

*A local government may amend a local planning scheme with reference to any land within its district, or with reference to land within its district and other land within any adjacent district, by an amendment —*

- (a) *prepared by the local government, approved by the Minister and published in the Gazette; or*
- (b) *proposed by all or any of the owners of any land in the scheme area, adopted, with or without modifications, by the local government, approved by the Minister and published in the Gazette.*

Amendments are required to be undertaken in accordance with Part 5 of the LPS Regs. The applicant proposes that the amendment is classed as 'Standard' based on the following criteria as set out in the LPS Regs:

- a) The amendment will make the scheme consistent with a region planning scheme, and is not a basic amendment.
- b) The amendment would have minimal impact on land in the scheme area that is not the subject of the amendment.
- c) The amendment does not result in any significant environmental, social, economic or governance impacts on land in the scheme area.

Given that this Amendment may however have a significant impact on land in the scheme area in terms of traffic generation and parking, it is considered that a more appropriate classification for the Amendment would be 'Complex'. The landowner may request the WAPC to advise whether the Amendment is 'Complex', 'Standard' or 'Basic', and the WAPC may direct the Local Authority to amend its resolution accordingly.

A decision by Council to refuse to initiate a 'Complex' Amendment proposed by a landowner is not subject to appeal rights, however the WAPC is to be advised of the Council's resolution within 21 days. In exceptional circumstances an owner may seek the Minister for Planning to exercise her discretion under Section 76 of the PD Act. Under Section 76 the Minister may order the Council to initiate a Scheme Amendment.

If the Complex Amendment is formally initiated, documentation will be referred to the WAPC for examination and assessment for any modifications within 21 days of Council initiation. The WAPC may direct Council to modify the Amendment prior to advertising. Documentation is also required to the Environmental Protection Authority (EPA) for environmental assessment and permission to advertise. Once this is received the amendment will be advertised in accordance with the LPS Regs for a period of not less than 60 days. Any submissions received will be addressed in a second report where Council will consider these submissions and determine whether to finalise the amendment (with or without modifications) or to not proceed. The amendment will then be forwarded to the Minister for Planning for consideration of approval and gazettal.

### **Urgency**

Bethesda and its consultants have made a number of presentations to Council with regard to the current Amendment proposals and in response to concerns raised with regard to a number of the original proposals, modified the proposal to address the primary concerns relating to the current zoning allowances for site. The Hospital now seeks Council's initiation of the Amendment to progress future development of the site.

**Conclusion**

The proposed Scheme Amendment is supported by State and local strategic planning policy. It is recommended that Scheme Amendment No. 139 be initiated as detailed in the Officer Recommendation and that Bethesda Hospital be required to gain formal Council approval for the parking of 60 staff bays at the Claremont Bowling Club, with a report on the matter being presented to Council for consideration prior to the end of June 2018. Further, it is recommended that the Town of Claremont liaise with Bethesda Hospital, Christ Church Grammar School and Main Roads WA on possible road widening and roundabout modification solutions in Queenslea Drive and Victoria Avenue to improve traffic flow in the locality, with the view that a report on this matter be referred to Council for consideration by the end of June 2018.

## Voting Requirements

Simple majority decision of Council required.

## OFFICER RECOMMENDATION

That Council:

- Pursuant to Section 75 of the *Planning and Development Act 2005*, initiate Scheme Amendment No. 139 to Town Planning Scheme No. 3 in order to:

- The amendment of Appendix VII as follows:

Location	Particulars of Land	Permitted Use	Standards/ Conditions
25 Queenslea Drive and 2 Victoria Avenue	Lot 13 on DP78374 and Lot 12 on DP38812	Hospital not exceeding 97 overnight beds, Consulting Rooms and any incidental use required to support the Hospital use	Prior to applying for Development Approval, the applicant is to undertake a traffic study to determine the effect that the proposed development will have on the nearby school and residents in the locality. Should the traffic study, in Council's opinion, indicate that the development will create a traffic hazard, the applicant is to suitably modify the development to satisfy Council's requirements with respect to traffic.

- Amend Table 2 – Development Table, as follows:

USE	BUILDING SETBACKS	LANDSCAPE OPEN SPACE	CARPARKING SPACE REQUIREMENT
Hospital	As for the R15 Code	30% of site	One per two patient (day and overnight) beds plus one for each employee on duty.

- Amend Town Planning Scheme No. 3 Maps by the deletion of the "R25" density coding over Lot 12 on DP38812 and Lot 13 on DP78374 and by rezoning Lot 12 from "Residential" to "Special Zone (Restricted Use)".
- Advise the Western Australian Planning Commission that Amendment No. 139 to Town Planning Scheme No. 3 is a 'Complex Amendment' as it has the potential to significantly impact the locality in terms of increased traffic flow and parking.
  - Forward a copy of the Amendment documentation to the Environmental Protection Authority in accordance with Section 81 of the *Planning and Development Act 2005*.

4. On receipt of advice from the Western Australian Planning Commission that Amendment No. 139 is a 'Complex Amendment' which requires no further modification prior to advertising, and also from the Environmental Protection Authority under Section 48A of the *Environmental Protection Act 1986* indicating that the Amendment need not be subject to an environmental assessment, advertise Amendment No. 139 in accordance with the *Planning and Development (Local Planning Schemes) Regulations 2015* for not less than 60 days.
5. Bethesda Hospital be required to seek Council's formal endorsement of the current off-site parking arrangements for 60 car bays at Claremont Bowling Club or an alternative site. A report on this matter is to be referred to Council for consideration by the end of June 2018.
6. The Town of Claremont liaise with Bethesda Hospital, Christ Church Grammar School and Main Roads WA to determine the opportunities, risks and constraints on possible road widening and roundabout modification solutions in Queenslea Drive and Victoria Avenue to improve traffic flow in the locality. A report on this matter is to be referred to Council for consideration by the end of June 2018.

#### **PRCEDURAL MOTION**

**Moved Cr Mews, seconded Cr Browne.**

**That Item 13.3.1 Town Planning Scheme No. 3 Amendment No. 139 – Bethesda Hospital be deferred to the 17 July 2018 Ordinary Council Meeting.**

*Reason: To allow for preliminary consultation on the proposed amendment for a period of 28 days.*

**CARRIED(45/18)**

For: Mayor Barker, Cr Browne, Cr Edwards, Cr Franklyn, Cr Goetze, Cr Main, Cr Mews, Cr Tulloch.

Against: Cr Bruce Haynes.

*On completion of this Item, the Mayor returned to Item 9 on the Agenda.*