



***MAJOR PROJECT ASSESSMENT
Queanbeyan Hospital Redevelopment
MP No. 06_0077***

Director-General's
Environmental Assessment Report
Section 75I of the
Environmental Planning and Assessment Act 1979
December 2006

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1 EXECUTIVE SUMMARY

In February 2006, NSW Health (the proponent) approached the Department of Planning regarding the redevelopment of Queanbeyan Hospital. The \$36 million redevelopment of Queanbeyan Hospital responds to a Service Procurement Plan, commissioned by NSW Health, which supports the co-location and integration of community, ambulatory and inpatient health services on one site.

In July 2006, the proponent lodged a project application for the site under Part 3A of the environmental Assessment and Planning Act, 1979 (EP & A Act) which sought the Minister's approval for the construction of a new hospital housing ambulatory care and emergency services, operating suites, patient accommodation, office/storage accommodation, catering facilities, a mortuary and an on-site car park for 166 cars.

The project application (MP No. 06_0077) was exhibited for 30 days from 15 August 2006 to 15 September 2006. Key issues primarily focussed on heritage impact and car parking.

All relevant environmental issues associated with the proposal have been carefully assessed. The Department has also worked closely with a number of public authorities including NSW Heritage, RTA and Queanbeyan City Council. This has ensured an effective and efficient assessment process.

The Department has reviewed the environmental assessment and the preferred project report and duly considered advice from public authorities as well as issues raised in general submissions in accordance with Section 75I(2) of the Act.

The Preferred Project Report and Statement of Commitments submitted on 29 November 2006 seek to address the concerns raised and provide added mitigation measures. In assessing the proposal, the Department has resolved any outstanding environmental issues through recommended conditions of approval (**Appendix A**).

The Queanbeyan Hospital Redevelopment has been identified in the State Infrastructure Strategy as a key health deliverable for the Illawarra South East region. The redevelopment of the Queanbeyan Hospital will meet this Strategy and provide a modern health care facility for the communities of Queanbeyan and surrounding districts.

Overall, the proposed development is considered to be acceptable. The development performs adequately in terms of its relationship to the surrounding built and natural environment, particularly in relation to likely impacts upon surrounding properties. The development of this site provides an important opportunity to redevelop a site which is currently underutilised for the provision of important health care facilities for the Queanbeyan community. Consequently, the proposal is supported from an environmental planning perspective.

2 BACKGROUND

2.1 Site Description

The Queanbeyan Hospital site is identified in Figure 1 below. The site occupies the North Eastern half of a block bounded by Erin, Collett, Antill, and Crawford Streets, north of the Queanbeyan CBD. The 24, 000 m² (approx) site is rectangular in shape and is legally described as Lot 2 in DP226590, Lot 3 in DP 515797, and Lot 4 in DP 520714.

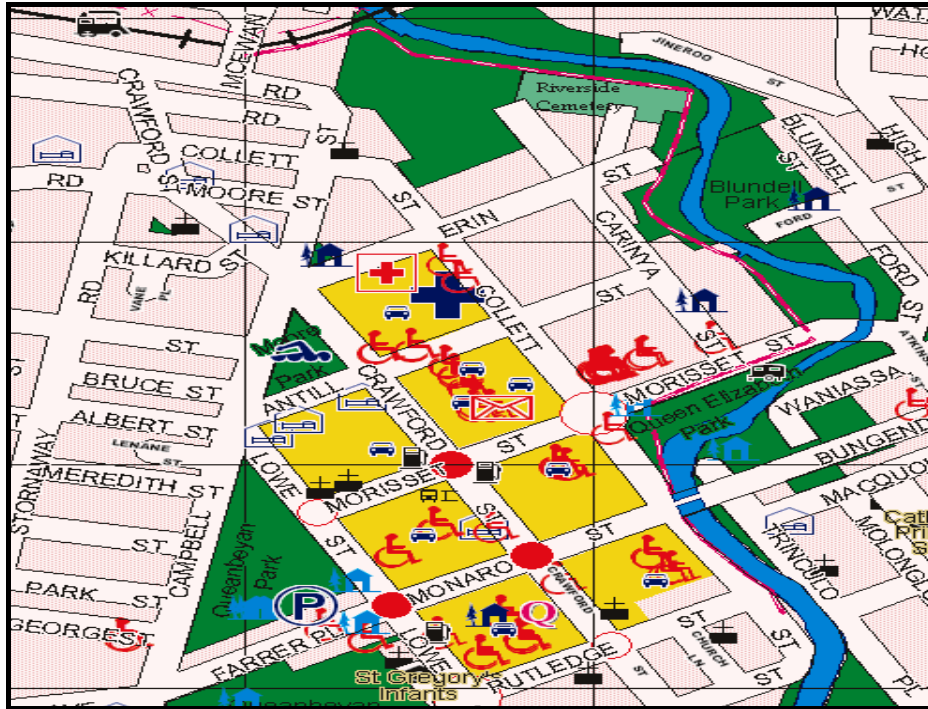


Figure 1 – Site Plan, Queanbeyan Hospital

Figure 2 illustrates Queanbeyan Hospital within the context of its surrounds. The site has been extensively developed for health care services and hosts a number of buildings including the existing 42 bed hospital and several ancillary buildings associated with the hospital use. The existing development pattern is identified in Figure 3 and described in more detail in Section 2.2 Existing Development.

Development surrounding the subject site consists of a mixture of residential and commercial uses. Residential development lies to the north and east of the site, while commercial development such as Aldi and Woolworths supermarkets lie to the south and west. The surrounding built form is predominantly single storey however, there are some examples of two and three storey development within the vicinity of the site.

2.2 Existing development

The site has been progressively developed over many years to meet the growing demand for health services from Queanbeyan and surrounding districts. Development has occurred in an ad-hoc manner leaving much of the site underutilised. Buildings on the site show an age of construction from c.1859/61 to recent years.

Below is a summary of the existing building stock on site. The building locations are shown at Figure 3. Each building is denoted by name and block number as follows:

Main Building – Blocks A, B, C, D, E, F, G and I: This single-storey connected group comprises Administration / Wards / Kitchen / Meeting Room. Blocks B, C, D, E, F and G were constructed 1933 whilst the northern most Block A was constructed 1964, and Block I during 1978.

Conference / Ward / Pathology / X-Ray / Records – Blocks H and J: Consisting of two-storey, masonry construction, these linked structures are connected at the north to the Main Building.

Linen Shed – Block L: Is a painted metal double garage with concrete slab floor.

Operating Room / Emergency / Maternity – Blocks K and M: This group comprises one, two and three-storey face brick and reinforced concrete construction and is connected to the Conference / Ward / Pathology / X-Ray / Records Block at its north east side.

Staff Accommodation – Block N: This small stand-alone face brick structure was once used as a morgue.

Occupational Therapy – Block O: this building is a single-storey masonry building, freestanding and located to the south of Block J.

Mental Health Annex and Aboriginal Health Buildings – Blocks P and Q respectively: These buildings are single-storey pre-fabricated relocatable structures adjoining Block R at its northern façade.

Rusten House – Block S: This building is single-storey, stone and rendered masonry building, constructed 1859-61 and shows evidence of Victorian Georgian and Victorian Regency styles and is one of the oldest public buildings in Queanbeyan. The property is occupied by Hospital Counselling Services.

Rusten House and its surrounding landscape have been identified as an item of environmental heritage and is listed under the State Heritage Register and the Queanbeyan Local Environmental Plan 1998. Rusten House and its surrounding landscape is of considerable historical and architectural significance.

CADE Unit, Peppertree Lodge – Block T: A single storey L-shaped masonry building which is located at the southern area of the site.

Old Dental Building – Block U: This is a single-storey building of pine and fibro cladding with verandah.

Community Health / Queanbeyan Health Centre – Block V: A single-storey face brick and painted timber-panelled building. Southern area of the site.

Garages – Block X: These modern single-storey structures are located to the south near the Ambulance Centre.

Information Technology and Maintenance Building – Block W: This modern face brick two-storey structure is located south and adjoins the Ambulance Centre.



Figure 2 – Aerial Photo, Queanbeyan Hospital

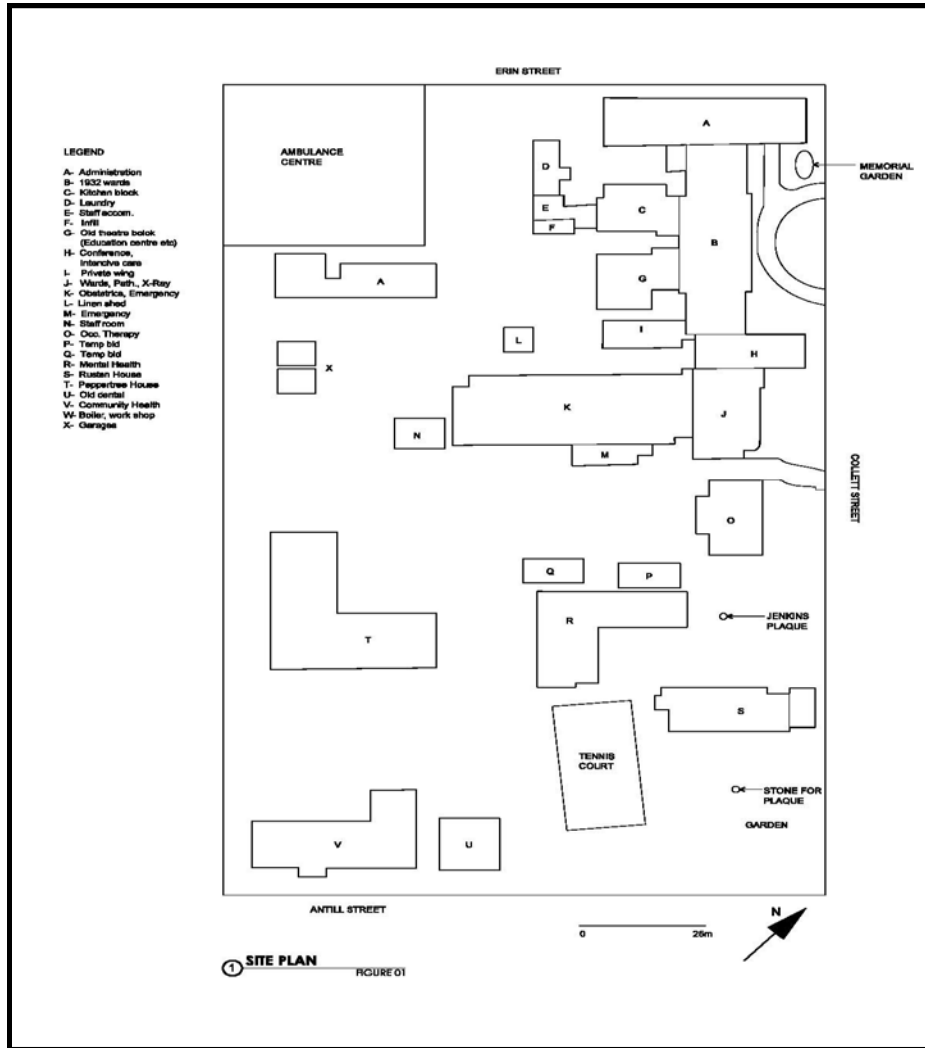


Figure 3 – Site Plan, Existing Development

3 PROPOSED DEVELOPMENT

3.1 Approval Originally Sought

The proposal responds to a Service Procurement Plan commissioned by NSW Health, which supports the co-location and integration of community, ambulatory and inpatient health services on one site.

Approval is sought for;

- demolition of all existing structures on the Queanbeyan Hospital site with the exception of those buildings shaded pink in Figure 4 which include the existing ambulance centre, part of the administration building, Rusten House, Peppertree House, mental health building and the old dental building;
- construction of a new four (4) storey 60-bed hospital building including ambulatory care, emergency services, operating suites, patient accommodation, office / storage accommodation, catering facilities, and mortuary to replace part Block A, Blocks B – P and Block Q;
- on-site car parking for 166 cars; and
- site works including hardstand areas and landscaping.

Table 1 details the facilities proposed to be accommodated in the new hospital floor by floor whilst Figure 4 illustrates the buildings proposed to be retained in the context of the new hospital building and car parking arrangements. Indicative elevations of the proposed hospital from the south-west, south-east, north-west, and north-east perspectives are shown in Figures 5a-b respectively.

Table 1: Proposed Uses at Queanbeyan Hospital

Accommodation	
Ground Floor	<ul style="list-style-type: none"> • Main Entrance, Foyer and Lift Lobby • Public Amenities • Community Mental Health • Ambulatory Care • Emergency Department • Medical Imaging • Pathology
First Floor	<ul style="list-style-type: none"> • Patient Overnight Accommodation with Birthing Suite • Operating Suite / Day Procedures • Pharmacy • Primary Community Health offices • Shell space for a future Renal Dialysis unit
Second Floor	<ul style="list-style-type: none"> • Office accommodation for hospital administration • Staff amenities • Staff Dining and Conference Room • Staff Overnight Accommodation
Basement (lower ground floor)	<ul style="list-style-type: none"> • Medical Records • Catering • Storage • Body Holding / Mortuary • Loading dock and Plant Rooms

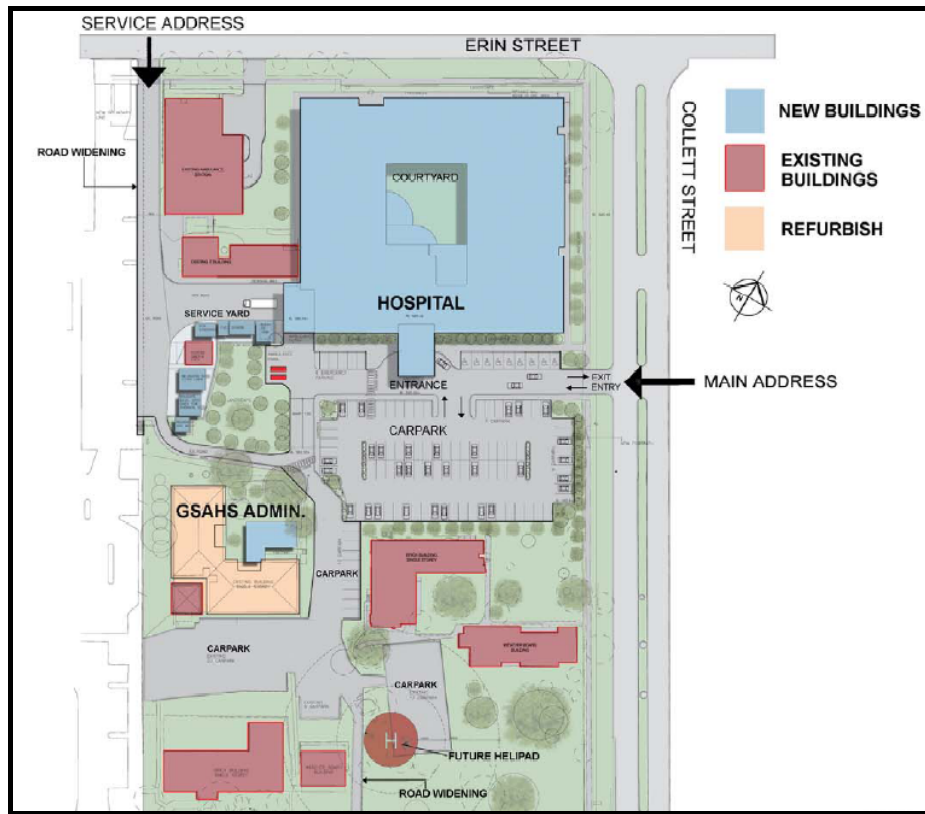
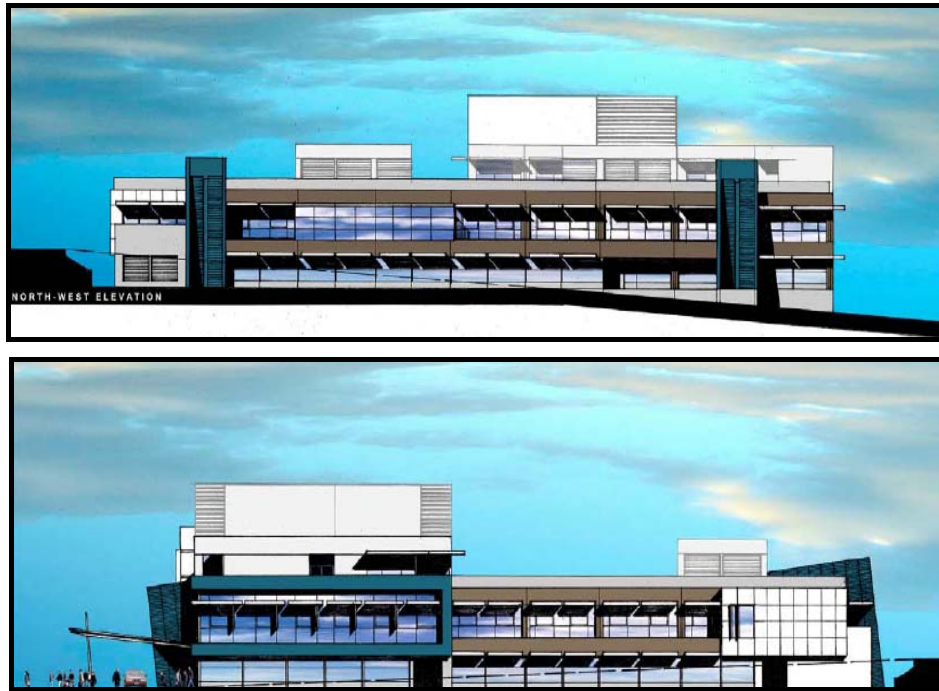


Figure 4 – Site Plan, Proposed Development





Figures 5a-d – Elevations of Queanbeyan Hospital

3.3 Amendments to the Proposal

On 29 November 2006 the proponent submitted a preferred project report for the proposal. No amendments to the original submission in terms of design and layout were made. The proponent has attempted to address the issues raised by agencies and the public, through a revised set of statement of commitments. The revised Statement of Commitments is attached at **Appendix B**.

4 STATUTORY CONTEXT

4.1 Part 3A of the Environmental Planning and Assessment Act 1979

Part 3A of the EP & A Act commenced operation on 1 August 2005. Part 3A consolidates the assessment and approval regime of all major projects previously considered under Part 4 (Development Assessment) or Part 5 (Environmental Assessment) of the EP&A Act.

Under the provisions of Section 75B of the EP & A Act development may be declared to be a Major Project by virtue of a State Environmental Planning Policy or by order of the Minister published in the Government Gazette.

4.2 State Environmental Planning Policy (Major Projects) 2005

State Environmental Planning Policy (Major Projects) 2005 outlines the types of development declared to be a major project for the purposes of Part 3A of the EP & A Act. For the purposes of the SEPP certain forms of development may be considered a Major Project if the Minister (or his delegate) forms the opinion that the development meets criteria within the SEPP.

On 15 March 2006, the Director General as delegate for the Minister for Planning formed the opinion that the Queanbeyan Hospital Redevelopment is development of a kind described in Schedule 1, Group 7 Clause 18 of the Major Projects SEPP namely:

"Development that has a capital investment value of more than \$15 million for the purpose of providing professional health care services to people admitted as in-patients, including listed ancillary facilities".

As the \$36 million capital investment value of the project exceeds the \$15 million threshold and is for the purpose of providing professional health care services to people admitted as in-patients, including the listed ancillary facilities the development is a Major Project and therefore subject to Part 3A of the EP & A Act.

4.3 PERMISSIBILITY

Queanbeyan Local Environmental Plan (LEP) 1998

Section 75R of the EP & A Act provides that environmental planning instruments (other than State environmental planning policies) do not apply to or in respect of project applications with the exception of any provision that dictates permissibility.

Under the Queanbeyan Local Environmental Plan 1998, the subject site is zoned 5(a) Special Uses and the proposal is permissible within this zone with development consent. Other applicable LEP provisions have been considered as part of the assessment and are discussed in greater detail in **Appendix G**.

Director General's Environmental Assessment Requirements

On 24 April 2006 the Director General issued environmental assessment requirements (DGRs) pursuant to Section 75F of the EP & A Act. The DGRs required the environmental assessment to address:

- Heritage
- Urban design
- Traffic and Transport
- Services and Infrastructure
- Ecological sustainability.

Other relevant legislation and environmental planning instruments

Appendix G of this report gives relevant consideration of legislation (including the *Heritage Act 1977*) and environmental planning instruments as required under Part 3A of the EP & A Act.

5 CONSULTATION AND ISSUES RAISED

5.1 Consultation Process

Section 75H(3) of the EP & A Act requires that after the environmental assessment has been accepted by the Director General, the Director General must in accordance with any guidelines published in the Gazette make the environmental assessment publicly available for at least 30 days. The Director General has not published any specific guidelines in relation to the public exhibition of project applications. Nonetheless, the proposal was exhibited for 30 days during August/September 2006.

A "Test of Adequacy" was undertaken by the Department which determined that the matters contained in the DGRs were addressed in the environmental assessment prior to public exhibition.

Broadly the public exhibition process was as follows:

- the application was placed on exhibition between 15 August 2006 and 15 September 2006;
- copies of the environmental assessment documents were forwarded to relevant Government Departments including the Roads and Traffic Authority, NSW Heritage Office and Queanbeyan City Council;
- details of the application were forwarded to all owners surrounding the subject site;
- copies of the environmental assessment and associated documents were available for inspection at Council's offices in Queanbeyan and at the Department of Planning in Sydney; and
- details of the application were placed on the Department of Planning website.

A total of 4 submissions were received being from NSW Heritage Office, Queanbeyan City Council and the Roads and Traffic Authority and also one submission from the public. Copies of the submissions are provided at **Appendix E** and the proponent's response to submissions is at **Appendix D**.

5.2 Local and State Government Consultation

Submissions were received from Queanbeyan City Council, NSW Heritage Office and the Roads and Traffic Authority (RTA). Issues raised in the respective submissions are outlined below and discussed in further detail in Section 6:

Heritage Council of NSW

The Heritage Council of NSW raised no objection towards the proposal based on the conclusions and recommendations contained in the proponent's Heritage Impact Statements. The Heritage Office did however request that conditions be imposed on the consent relating to the following:

- Archival recording of the existing structures is to be submitted prior to demolition;
- Report any archaeological relic uncovered during the course of construction;
- That significant elements of the original hospital building be incorporated into the construction of the new hospital, including the gabled former entry to Block B;
- That all plaques and old records identified as being significant be housed in an appropriate room within the hospital site ;
- The memorial rose garden be relocated on site;
- That a Conservation Management Plan be prepared for "Rusten House";
- That an interpretive display of heritage items removed from existing buildings be displayed in "Rusten House"; and
- That all works be supervised by a qualified heritage consultant.

Roads and Traffic Authority

The RTA reviewed the proposal and noted the low traffic generation associated with the development. The proposal did not meet the criteria contained within Schedule 1 of SEPP 11. The RTA made no further comments.

Queanbeyan City Council

Queanbeyan City Council expressed support for the proposal in its submission. To ensure the orderly redevelopment of the site, Council recommended conditions relating to the following:

- Construction Management Plan
- Heritage
- Payment of sewer and water contributions under S.64 of the Local Government Act
- Site and Construction Management
- Building
- Landscaping
- Services
- Fire safety
- Car parking and Access
- Food preparation
- Environmental (contamination, noise, waste storage)
- Hazardous Materials
- Plumbing and Drainage
- Trade Waste

Public Submissions

One public submission was received. The submission was generally supportive of the proposal, however it did raise some suggestions in response to the proposed landscaping. The matters raised in the submission have been dealt with by the preferred project report and revised statement of commitments.

Independent Hearing and Assessment Panel

Section 75G of the Environmental Planning and Assessment Act provides that the Minister may constitute an independent panel to assess any aspect of a project. No panel was constituted for the purposes of Section 75G.

6 ASSESSMENT

6.1 Director General's Report

The purpose of this submission is for the Director General to provide a report on the project to the Minister to decide whether or not to grant approval of the project application pursuant to Section 75J(2)(a) of the EP & A Act. Section 75I(2) sets out the scope of the Director General's report to the Minister. Each of the criteria set out therein have been addressed below, as follows:

a) A copy of the proponent's environmental assessment and any preferred project report; and

The proponent's environmental assessment and preferred project report is set out for the Minister's consideration in Documents at **Appendices F** and **C** respectively.

b) Any advice provided by public authorities on the project; and

All advice provided by public authorities on the project is at **Appendix E** for the Minister's consideration.

c) A copy of any report of a panel constituted under Section 75G in respect of the project; and

No independent hearing and assessment panel was undertaken in respect of this project.

d) A copy of or reference to the provisions of any State Environmental Planning Policy (SEPP) that substantially govern the carrying out of the project; and

An assessment of State Environmental Planning Policies relevant to the project is set out at **Attachment G**.

e) Except in the case of a critical infrastructure project – a copy of or reference to the provisions of any environmental planning instrument that would (but for this Part) substantially govern the carrying out of the project and that have been taken into consideration in the environmental assessment of the project under this Division; and

In addition to State Environmental Planning Policies referred to above, environmental planning instruments include Regional Environmental Plans and Local Environmental Plans. None have applicable policies that substantially govern the carrying out of the project hence they do not need to be taken into account in the environmental assessment of this project.

Nonetheless, Queanbeyan LEP 1998 and relevant strategies have been considered as part of the assessment at **Appendix G**.

f) Any environmental assessment undertaken by the Director General or other matter the Director General considers appropriate.

The environmental assessment of the project is this report in its entirety. An assessment of the application against issues raised is set out below.

6.2 Key Issues

The Department has carried out an assessment of the significant issues associated with the proposal on the basis of the environmental assessment, submissions received and the Preferred Project Report lodged on 29 November 2006. The issues which require consideration and resolution are set out below.

6.2.1 Heritage

Issue

Demolition of existing hospital buildings, impact of development of Rusten House

Raised By

Council, NSW Heritage Office and the Department of Planning.

Consideration

The proponent's environmental assessment was supported by two heritage impact reports. Both reports were prepared by Wayne McPhee & Associates Pty Ltd. The first report (20 April 2006) considered the demolition of

the existing hospital whilst the second report (28 April 2006) considered the heritage impact on Rusten House specifically.

Rusten House was constructed in 1859-1861 as a purpose-built hospital and is a single-storey stone and rendered masonry building. The structure shows evidence of Victorian Georgian and Victorian Regency styles (Figure 5).



Figure 5 – Rusten House

By the beginning of the twentieth century the Hospital was found to be too small for Queanbeyan and surrounding district including Canberra. Following construction of the existing hospital in 1933 Rusten House was used for a number of ancillary hospital purposes over the proceeding decades. A Permanent Conservation Order was placed on the building and its site on 12 February 1988. Queanbeyan Hospital (including Rusten House) is listed as item number 552 on the State Heritage Register and in the heritage schedule of the Queanbeyan Local Environmental Plan 1998. Queanbeyan Hospital / Rusten House is also listed on the Department of Health's Section 170 Register.

The Heritage Impact Statement prepared by Wayne McPhee and Associates, titled "*Proposed Works Near Rusten House Queanbeyan Hospital*" (28 April 2006) and submitted with the project application outlines that the building is significant because:

"Rusten House" and its setting forms part of the early development of Queanbeyan Hospital. Associated with advances in public health during the early 1800s in the Queanbeyan area and leaders of the local community, the 1861 and 1885 extant structures and their setting have representative local and State heritage value.

The 1859-61 portions of the hospital were designed in the "Victorian Georgian" style by Government Architect W.H. Downey. The front extension towards the east in 1885 was designed in the "Victorian Regency" style and is a simple gable form with veranda addressing Collett Street. 'Rusten House', and its surrounding landscape, is assessed as having high historical and architectural significance, being one of the oldest extant public buildings in Queanbeyan.

In order to determine the impact of the proposed development on the heritage significance of Rusten House, the Department assessed the proposal against the Heritage Impact Guidelines for new development adjacent to Heritage items. That assessment (Appendix G) concluded that:

- new development will be sited approximately 30 metres away from Rusten House and beyond any identified heritage;

- the proposal represents an important opportunity to redevelop a site which is currently under-utilised for the provision of important health care facilities for the Queanbeyan community;
- existing views to and from Rusten House will either be retained or enhanced through the removal of the existing buildings O, P, and Q which lie within the identified visual curtilage;
- the surface planting, car parking and external works are discreet, at ground level and well-sited;
- the design of landscape works near the item is arranged so that vistas and views to and from the item are maintained; and
- the visual and archaeological curtilage will further protect the item from the encroachment of new development.

The proponent has also entered into several Statements of Commitments which aim to minimise the heritage impact of the proposal. These include:

- undertaking an archival recording of extant structures to be demolished;
- undertaking site interpretation and re-use through:
 - the incorporation of the paint-finished shield and 20sq.m of brick from Ward Block B into the construction of the new hospital;
 - housing various plaques and old records of significance in a room within the hospital grounds; and
 - setting up a interpretive display of heritage items removed from extant structures to be demolished in Rusten House
- relocating the Memorial Rose Garden near Rusten House;
- salvaging the former gabled entry section of the 1933 Ward Block B and incorporating them into the new development;
- the supervision of works by a qualified heritage consultant;
- the preparation of a Conservation Management Plan for the ongoing management of Rusten House;
- reporting any uncovered Aboriginal artefacts to the Department of Environment and Conservation in accordance with Section 91 of the *National Parks and Wildlife Act, 1974*; and
- notifying the Heritage Office of any archaeological relics uncovered in accordance with Section 147 of the *Heritage Act, 1977*.

The Heritage Council considered the proposal including the Heritage Impact Statement and Statement of Commitments and advised:

"The Heritage Office has no objection to the redevelopment of Queanbeyan Hospital based on the conclusions and recommendations of Appendixes 4 ,5 ,6 and 7 (Heritage Assessment Reports) of the Environmental Assessment Report."

"As the proposed works were being located to the north of the site and as the proposed car park will act to separate the existing (heritage significant) buildings in the south of the site from the new building, the proposal will have little impact on the heritage significance of "Rusten House"."

"The Heritage Office does not believe that the proposed redevelopment will have any adverse impact on the heritage significance of "Rusten House" or its setting."

The Heritage Council also recommended a number of conditions to further ameliorate heritage impacts, manage construction and ongoing heritage management of the site. The proponent has subsequently revised their Statement of Commitments to include the heritage Council's recommended conditions in the Preferred Project Report.

Conclusion

Following the assessment of the heritage impacts and the measures designed to mitigate those impacts, the proposal is considered acceptable as:

- the new hospital will be appropriately sited from Rusten House to ensure its curtilage is maintained and conserved;

- in carrying out the proposed works, some intrusive structures, namely Block O, P and Q, will be demolished and removed thereby providing a greater opportunity for public appreciation of Rusten House through improved vistas to and from the item and removal of visual clutter; and
- the Department supports the proponent's Statement of Commitments which aim to further minimise the heritage impact of the proposal.

The Department is therefore satisfied that the redevelopment of Queanbeyan Hospital will not have an adverse impact on the heritage significance of Rusten House or its surrounds. On this basis the proposed development is considered to be acceptable and the matter has been appropriately addressed.

6.2.2 Traffic & Car Parking

Issue

Onsite parking provision, traffic generation, traffic and parking during construction, and adequacy of revised access arrangements.

Raised By

Council, the Department of Planning and the RTA.

Consideration

The proponent's environmental assessment was supported by two traffic and car parking reports. The initial investigation was carried out in January 2005 while a detailed traffic investigation report carried out by Varga Traffic in 2006. The supporting traffic reports assess the car parking and traffic impact of the proposed facility. Neither Queanbeyan Council nor the RTA have guidelines which specifically stipulate car parking requirements for hospitals. In the absence of any recognised guidelines, surveys of car parking demand were taken to determine the likely car parking requirements for the proposal. However, no traffic counts were undertaken by the study due to the low traffic numbers on surrounding streets.

Car parking – Operational Stage

Demand for car parking will increase as a result of the proposed redevelopment. Additional car parking demand will be generated by additional staff, patients and visitors as a result of the hospital expansion and the collocation of community, ambulatory and inpatient health services on the one site. The following table summarises the existing and future parking demand for the site;

	Existing	Proposed	Change
On-Site	129	166	+37
Off-Site	138	138	0
Total	267	304	+37

The report concluded that the total peak car parking demand will increase by 87 spaces to 272 spaces in total. In order to accommodate the extra car parking demand an additional 37 on-site car parking spaces are proposed. This will increase the total on-site car parking from 129 to 166 spaces which along with 138 off street car parking spaces provides a total of 304 spaces. This total clearly exceeds the deemed to satisfy peak demand of 272 spaces for the proposed redevelopment.

The report also took into account survey data taken on-site which reveals that there is currently an average of 60 vacant on-site car parking spaces at any one time and 85 vacant car parking spaces in the surrounding kerbside parking areas. Therefore taking into account the average vacancy rate and the total number of available car spaces, it is considered that the proposal will comfortably cater for the increased car parking demand generated by the redevelopment. On this basis, the Department is satisfied that car parking has been adequately addressed.

Traffic

Additional traffic flows will be generated by new staff, patients and visitors. The proponent's traffic report concluded that the maximum additional traffic flows likely to be generated by the redevelopment is in the order of 80-90 vehicles per hour (peak). As the existing traffic activity surrounding the site is minimal, the report suggests that an additional 80-90 vehicles per hour (peak) will not have an unacceptable traffic impact in terms of the existing road network capacity. In addition, the report also concludes that there will be no congestion or delays for vehicles (in particular emergency vehicles) entering or exiting the site under normal traffic conditions.

The RTA reviewed the proposal and noted the low traffic generation associated with the proposal meant that the criteria under Schedule 1 of State Environmental Planning Policy No 11 – Traffic Generating Developments were not triggered. On this basis RTA made no further comments.

Given the above findings together with RTA's assessment of the proposal, it is considered that the proposed development will not have a detrimental impact on traffic. The Department is therefore satisfied that traffic generation has been appropriately addressed.

Services & Deliveries

The servicing and delivery needs of the hospital comprise linen, food and courier/supply deliveries, and waste disposal. There are typically 4-5 vehicle deliveries per day. The proposed retention of the existing loading dock entrance on Erin Street is considered acceptable as it has provision for 2 to 3 delivery vehicles to manoeuvre at any one time and also allows service vehicles to enter and exit in a forward direction. It is therefore considered that the existing loading dock entrance on Erin Street will perform satisfactorily.

Car Parking During Construction/Demolition

The impact of the proposal on car parking during the demolition and construction stage of the project has been considered during the assessment of a previous demolition development application approved by Queanbeyan City Council under Part 4 of the EP & A Act. Queanbeyan City Council concluded that the impact on car parking was acceptable for the following reasons:

- access will be maintained to the existing car parking on site.
- only a maximum of 3 spaces will be lost when temporary buildings are placed on site;
- the Council-owned car park on the western boundary off Erin Street is largely underutilised and can be used for any surplus car parking requirements during construction activities;
- the reduced level of hospital services available during the construction period are likely to decrease visitations by the general public; and
- there is also a large amount of underutilised 90 degree kerbside parking along both Collett Street and Erin Street.

Council's Development Engineer considered the traffic aspects of the proposal as part of the assessment of DA 120/2006 and did not raise objection, subject to imposition of appropriate conditions. Council has also agreed to a request by the proponent to utilise the Council owned car park subject to conditions of consent for a period of 24 months. The Department is therefore satisfied that car parking during construction has been appropriately addressed.

Access

The proponent seeks to consolidate the access arrangements on the site by constructing a new main entrance / exit from Collet Street and formalising the service access from Erin Street. The application was referred to the RTA and Queanbeyan City Council who raised no objection to the proposed access arrangement. An condition has been recommended requiring the new access to be constructed to Council's standard and the redundant access from Erin Street to be closed.

Conclusion

The Department has taken into account the findings of the relevant transport reports as well as the advice received from Council and the RTA. While the proposal will marginally increase traffic and demand for car parking, the Department is satisfied that the proposal can be satisfactorily accommodated on the site (with the

exception of temporary use of Council's car park during construction activities) and will not lead to unacceptable traffic or car parking impacts.

The Department supports the proponent's statement of commitments at **Appendix B** which seek to provide;

- a traffic management and pedestrian safety plan;
- applications to Council for construction of drive-ways;
- fixing and upgrading all redundant crossovers; and
- provision of car parking in accordance with the Traffic Report contained at Appendix 10 of the environmental assessment.

In order to strengthen the proponent's Statement of Commitments, **Conditions C10 – C14** seek to ensure that the provision of access and car parking facilities are in accordance with the requirements of the local authority. The recommended conditions also seek to ensure the recommendations made within the proponents traffic report are implemented.

6.2.3 Urban Design/Bulk and Scale

Issue

Architectural design, proposal's contextual relationship to Rusten House, height, bulk and scale.

Raised By

Council and the Department of Planning

Consideration

Urban Design

The proposed building has a contemporary design which uses face brick, alucobond panelling and extensive glazing. The building has a flat roof and vertical and horizontal articulation through the use of different building materials and varying projections. The adopted design solution reflects the service orientated purpose of the building which is aimed at providing a quality medical service for Queanbeyan and its surrounding districts.

The design of this building does not replicate the predominant built forms in the immediate locality. However, in so far as the development does not have a negative impact on Rusten House, as discussed earlier in the report, it is considered that the design solution adopted is satisfactory.

Whilst the design of the building is considered to be acceptable, a condition will be imposed on the consent requiring the proponent to submit a schedule of colours and materials for approval.

Height, Bulk and Scale

The proposed building site is restricted by the limited available space and the existing development on site. In response the height, bulk and scale of the building has been carefully distributed to reduce the visual dominance of the building within its surrounds.

Whilst the proposed hospital will consist of four levels, the majority of the building will appear from the street as predominantly two (2) to three (3) storeys in height. The front and side elevations on Erin and Collett Street have heights of two storeys when viewed from the street because the lower ground floor of the building will be constructed below natural ground level. In addition, the third storey and plant room components of the proposal have been stepped back from the street towards the middle of the site to reduce their visual dominance. This building configuration reduces the height, bulk and scale of the building and provides visual relief to the side and front elevations when viewed from the street.

It is therefore considered that the proposed building will not have a dominant visual impact upon the locality. Accordingly, the proposal is considered to be an appropriate form of infill development.

Resolution

Condition C5 of the consent requires the proponent to submit a schedule of colours and finishes to and be approved by the Department prior to the commencement of works. No other aspects of this issue require resolution.

6.2.4 Ecological Sustainable Development

Issue

ESD principles

Raised By

Council and the Department of Planning

Consideration

It is considered that the development achieves a number of ESD principles that are consistent with the State Government's objective of reducing greenhouse gas emissions and use of potable water. The proposed development incorporates the following ecologically sustainable development solutions:

- configuration of the new building around a centrally located landscaped area;
- majority of the new building are oriented towards the north to maximise solar access;
- building will be fitted with energy efficient electrical devices;
- water will be heated by energy efficient gas heaters; and
- potable water consumption will be reduced through the use of water efficient fittings.

The proponent has also entered into Statement of Commitments which support the principles of ESD and the ESD provisions of the Queanbeyan LEP 1998. For these reasons it is considered that the proposal performs adequately in terms of ESD.

Resolution

The Department supports the proponent's Statement of Commitment 3.1 – Environmentally Sustainable Design at **Appendix B**. On this basis the Department is satisfied that this issue has been appropriately addressed.

6.3 OTHER ISSUES

The Department's assessment also covered a number of ancillary issues including the public interest, suitability of the site, overshadowing, flooding, noise, developer contributions, contamination and landscaping.

6.3.1 Public benefits and the public interest

The proposal is considered to provide many public benefits and is considered to be in the public interest for the following reasons:

- the Queanbeyan Hospital redevelopment will substantially improve the care of inpatients in line with national best practice and will provide additional hospital beds in a modern facility;
- the redevelopment of this site provides an important opportunity to redevelop a site which is currently underutilised for the provision of important health care facilities for the Queanbeyan community;
- the redevelopment will co-locate community, ambulatory and inpatient health services on the one site;
- the redevelopment of the site will provide an economic benefit to the State through the optimisation of the existing facilities and reuse of public land;
- the proposed development will incorporate ecologically sensitive design which will minimise and manage environmental impacts;
- the heritage values of the site will not be compromised by the proposed redevelopment; and
- the proposal will not have an unacceptable impact on the surrounding natural or built environments.

6.3.2 Suitability of the site

The site is considered suitable for the proposed development for the following reasons:

- the new hospital will be located on the site of the existing facility. The proposal will continue a long standing land use to which the community has become attuned;

- the redevelopment of the hospital and the co-location of community health services in one spot will support the continued use of the site for health care purposes;
- the site is serviced by existing infrastructure and services;
- the new hospital has been designed and sited to capitalise on site opportunities; and
- the redevelopment of this site provides an important opportunity to redevelop a site which is currently underutilised for the provision of important health care facilities for the Queanbeyan community.

6.3.3 Other General Matters

The issues below have either been resolved through assessment, revisions to the proponent's Statement of Commitments using the preferred project mechanism, or through the Department's recommended conditions of approval and are summarised as follows:

- overshadowing will be minimal as the Hospital has the benefit of being on a northern corner site and therefore the shadows cast predominantly fall across the subject site and adjoining streets rather than neighbouring properties;
- the construction of the hospital on the higher northern most boundary of the site means the development will not be flood affected;
- the proponent's Statement of Commitment to prepare a construction management plan will address the majority of anticipated construction impacts. Nonetheless, the Department has recommended a number of conditions requiring the proponent to comply with all relevant noise guidelines and criteria, and work within restricted hours to further augment the proponent's commitments;
- the proposal does not attract Section 94 developer contributions as the new hospital is replacing an existing facility only and therefore creates no additional demand for public services;
- under Section 64 of the *Local Government Act 1993* the water and sewer contributions are as follows:

Water	\$40,056
Sewer	\$21,280
Total;	\$61,336
- the preliminary site audit undertaken for contamination found no contaminants on site;
- landscaping has been appropriately dealt with through the proponent's Statement of Commitments which seek to manage invasive weeds, consider the use of native vegetation and make provision for perennial landscaping within the internal courtyard.

On balance, it is considered that the proposal satisfactorily mitigates the environmental and heritage impacts arising from the proposal and adequately maintains the amenity of the local area.

7 CONCLUSION

- The \$36 million redevelopment of Queanbeyan Hospital will ensure the co-location and integration of community, ambulatory and inpatient health services on one site.
- The Queanbeyan Hospital Redevelopment Project will:
 - substantially improve the care of inpatients in line with national best practice and will provide additional hospital beds in a modern facility (raising numbers from 42 and up to 60);
 - provide an important opportunity to redevelop a site which is currently underutilised for the provision of important health care facilities for the Queanbeyan community;
 - co-locate community, ambulatory and inpatient health services on the one site;
 - provide an economic benefit to the State through the optimisation of the existing facilities and reuse of public land;
 - incorporate ecologically sensitive design which will minimise and manage environmental impacts;
 - maintain and enhance the heritage values of the site; and
 - will have little or no impact on the surrounding natural or built environments.
- Accordingly, the Department considers the redevelopment of the Queanbeyan Hospital to be of State and regional significance.
- The Department has reviewed the environmental assessment and the Preferred Project Report and duly considered advice from public authorities as well as issues raised in general submissions in accordance with Section 75(2) of the EP & A Act. All relevant environmental issues associated with the proposal have been extensively assessed. These issues primarily focus on heritage, potential traffic and parking, urban design, and amenity impacts on existing residents.
- The heritage, construction and operational impacts can be readily mitigated through the preparation of conservation and environmental management plans.
- The proponent has committed (through Statements of Commitment) to a number of measures to ensure the redevelopment proceeds smoothly and does not adversely impact on local amenity, and existing significant heritage buildings and landscapes. The Department (with Council's assistance) is recommending further conditions of approval to augment commitments made by the proponent.
- The Department is of the view that the proposal satisfactorily mitigates the environmental and heritage impacts arising from the redevelopment and adequately maintains the amenity of the local area. In assessing the proposal, the Department resolved any outstanding environmental issues through conditions of approval that impose mitigation measures.
- The Department has worked closely with Queanbeyan City Council to ensure an effective and efficient approval process.
- Recommended conditions of approval are provided at **Appendix A**. The reasons for the imposition of conditions are to encourage good urban design and a high standard of architecture, to ensure sympathetic adaptive reuse of, and redevelopment in the vicinity of, heritage buildings, to adequately mitigate the environmental impact of the development and to maintain the amenity of the local area.

8 RECOMMENDATION

It is recommended that the Minister for Planning, pursuant to Section 75J of the Environmental Planning and Assessment Act, 1979 (as amended):

- **Consider** the findings and recommendations of this report; and
- **Approve** the project as outlined in the Environmental Assessment prepared by HSPC Pty Ltd and the proponent's Preferred Project Report and Statement of Commitments, subject to the conditions of approval set out in the attached instrument of approval at **Appendix A**; and
- **Sign** the attached instrument of approval; and
- **Authorise** the Department to carry out post-determination notification.

APPENDIX A. CONDITIONS OF APPROVAL

APPENDIX B. STATEMENT OF COMMITMENTS

APPENDIX C. PREFERRED PROJECT REPORT

APPENDIX D. RESPONSE TO SUBMISSIONS

APPENDIX E. SUBMISSIONS

APPENDIX F. ENVIRONMENTAL ASSESSMENT

APPENDIX G. ENVIRONMENTAL PLANNING INSTRUMENTS CONSIDERATION

State Environmental Planning Policy (Major Projects) 2005

State Environmental Planning Policy (Major Projects) 2005 outlines the types of development declared to be a Major Project for the purposes of Part 3A of the Act.

For the purposes of the SEPP certain forms of development may be considered a Major Project if the Minister (or his delegate) forms the opinion that the development meets criteria within the SEPP.

Under the Major Projects SEPP, Schedule 1 Group 7 Clause 18 "Hospitals", Part 3A of the EP&A Act (the Act) applies to development that has a capital investment value (CIV) of more than \$15 million for the purpose of providing professional health care services to people admitted as in-patients, including listed ancillary facilities.

On 15 March 2006 the Director-General, as the Delegate of the Minister for Planning formed the necessary Clause 6 opinion that the proposed project meets the criteria in the Major Projects SEPP under Schedule 1, Group 7 (18), as:

- the CIV for the project is estimated at \$36 million; and
- the proposed development will provide professional health care services, including inpatient facilities.

Therefore the Queanbeyan hospital redevelopment is declared to be a Major Project for the purposes of Part 3A of the Act.

State Environmental Planning Policy 11 – Traffic Generating Developments (SEPP 11)

The main objectives of SEPP 11 are to ensure that the Roads and Traffic Authority (RTA) is made aware of and is given an opportunity to make representations in respect of development set out in Schedules 1 and 2. Schedule 2 of SEPP 11 identifies the following;

(o) "the erection of a building for the purpose of a hospital with accommodation for 100 or more beds or the enlargement or extension of a building for the purposes of a hospital where that enlargement or extension provides accommodation for 100 or more beds."

The Queanbeyan hospital comprises less than 100 beds therefore this policy does not apply. Whilst the proposal has not been listed in schedules 1 or 2, the RTA has been consulted. Its comments have been duly considered and its suggested conditions of approval have been incorporated into the conditions of consent.

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

Under the provisions of clause 7 of SEPP 55 the consent authority may not consent to the carrying out any development on land unless it has considered whether the land is contaminated, and if the land is contaminated, it is satisfied that the land is suitable in its contaminated state (or will be suitable after remediation) for the purpose for which the development is proposed to be carried out.

The proponent has engaged Coffey Geosciences Pty Limited to undertake a preliminary investigation. The findings of the investigation, titled Environmental Sampling and Analysis Programme (24 May 2006) are attached in Appendix 4 of the environmental assessment and conclude that gross contamination of the site is unlikely.

Notwithstanding the above, the proponent has committed to the removal of hazardous materials in accordance with relevant EPA Guidelines in the event that they are unearthed during excavation and construction activities. Additionally, the proponent will prepare a Hazardous Buildings Material Management Plan prior to the commencement of demolition to address potential asbestos sources and similarly offensive / dangerous materials.

Queanbeyan Local Environmental Plan 2001

Queanbeyan LEP 1998 zones the site "5(a) Special Uses A". The proposal is permissible within in this zone with consent.

Clause 61 - Development on a Site in the Vicinity of a Heritage Item - The Council (or the consent authority) may grant development consent for any development on a site in the vicinity of a heritage item only if it has made an assessment of:

- (a) *the effect that the development will have on the historic, scientific, cultural, social, archaeological, architectural, natural or aesthetic significance of the heritage item and its site, and*
- (b) *the compatibility of the development with the heritage item.*

The applicant has submitted a Heritage Impact Statement which has been discussed further in section 5 of this report. The Heritage Impact Statements, prepared by Wayne McPhee and dated 20 and 28 April 2006, have both considered the potential impacts and compatibility of the proposal on the heritage item and the locality. In summary it is considered that the proposed Queanbeyan Hospital redevelopment will not have an unacceptable impact on the heritage significance of "Rusten House" provided that the suggested conditions recommended by the Heritage Impact Statements, Council and NSW Heritage office are imposed.

Heritage Act, 1977

As this proposal is being assessed under Part 3A of the Act no further authorisation or approval is required under the Heritage Act. Section 75U of the Environmental Planning & Assessment Act provides that certain authorisations and approvals required under other legislation do not apply to approved projects. These exclusions include an approval under Part 4 or an excavation permit under Section 139 of the *Heritage Act, 1977*. Notwithstanding this the proposal was referred to the Heritage Council of NSW and it was relevantly assessed within this report. Given the heritage advice received and the assessment within this report it is considered, that the redevelopment of Queanbeyan Hospital will not have an adverse impact on the heritage significance of Rusten House or its surrounds

How is the impact of the new development on the heritage significance of the item or area to be minimised?

Impacts of the proposed Queanbeyan Hospital re-development, are to be minimised by:

- *siting the proposals remote from the item (The proposed works will be carried out 30 metres to the north of the item)*
- *siting the proposals beyond the Permanent Conservation Order number 552 curtilage.*
- *siting the proposal beyond an area of open space identified as having archaeological sensitivity.*
- *siting the proposal beyond an identified visual and site curtilage.*

The proponent has also entered into several statements of commitments which aim to minimise the heritage impact of the proposal. These include;

- the supervision of works by a qualified heritage consultant
- the preparation of a Conservation Management plan for the ongoing management of Rusten house.
- Reporting any uncovered Aboriginal artefacts to the National parks and wildlife in accordance with S.91 of the National Parks and Wildlife Act 1974
- Notifying the Heritage Office of an archaeological relics uncovered in accordance with S 147 of the Heritage Act 1977

Why is the new development required to be adjacent to a heritage item?

The new hospital will be located adjacent to Rusten House because the new hospital will merely replace an existing facility located on the same site. The proposal represents an important opportunity to redevelop a site which is currently underutilised for the provision of important health care facilities for the Queanbeyan community. The proposal will continue a long standing land use to which the community has become attuned. The redevelopment of the hospital and the collocation of community health services in one spot will support the continued use of the site for health care purposes.

Whilst the proposed works will be adjacent to Rusten House it is considered that the proposed works will be acceptable as they will be remote from the item and beyond the heritage and archaeological curtilage surrounding the item.

How does curtilage allowed around the heritage item contribute to the retention of its heritage significance?

Three curtilages apply to Rusten House these include;

- the PCO curtilage at order number 552 of 12th February 1988 as nominated by the Heritage Council of NSW;
- a visual curtilage named Rusten House visual and site curtilage set by the study team during April 2006 and shown within the Heritage Impact Statement.; and
- an archaeologically sensitive curtilage in relation to the item as defined the Queanbeyan Hospital "A History and Archaeological Assessment" report.

The identified curtilage around the heritage item protects the heritage significance of the item from encroaching development and it maintains views to and from the item. None of the proposed works breach the set curtilage. On this basis the proposed redevelopment is considered to be acceptable.

How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?

Views to and from the item from the south, west and east will remain as existing. Views to and from the item from the north will be enhanced by the removal of the existing buildings O, P, and Q which lie within the identified visual curtilage. Together with the site works, landscaping, and greater separation distances from adjoining development, views to and from the item will be improved as a result of the proposed development. In this way the proposed development will have a positive impact on the visual appreciation of Rusten House.

Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?

The external works associated with the proposal including, car parking and landscaping, closely adjoin an area of Archaeological Sensitivity. As the archaeological map is by its nature not precise the proponent has entered into a statement of commitment which provides for supervision of the proposed works by a qualified heritage consultant and reporting of any Aboriginal or European archaeological artefacts uncovered during construction. It is considered that the statement of commitments adequately addressed this issue.

Is the new development sympathetic to the heritage item? In what way (eg: form, siting, proportions, design)?

The proponent's heritage report concluded that the new development is sympathetic to the heritage item in the following ways:

- the new building works are remote from the item;
- the surface planting, car parking and external works are discreet, at ground level and well-sited;
- the design of landscape works near the item is arranged so that vistas and views to and from the item are maintained; and
- the visual and archaeological curtilage will further protect the item from the encroachment of new development.

It is considered that the increased separation distances from adjoining development will improve views to and from the item. In this way the proposed development will have a positive impact on the visual appreciation of Rusten House.

Will the additions visually dominate the heritage item? How has this been minimised?

The new works will not visually dominate the item as the proposed redevelopment will be sited well away from the item. In addition the demolition of exiting encroaching buildings (O,P & Q) and the design of landscape works surrounding the item will enhance views to and from the item thus providing greater visual appreciation of Rusten House.

Will the public and users of the item, still be able to view and appreciate its significance?

The public and users of the item will be provided with an improved view to and from Rusten House. As stated earlier, the removal of the existing buildings O, P and Q and the proposed siting of the new hospital will provide a wider view of Rusten House thus adding to the visual appreciation of the item.

OTHER ACTS AND APPROVALS

Commonwealth Environment Protection and Biodiversity Conservation (EPBC) Act 1997

The EPBC Act commenced on 16 July 2000. The EPBC Act includes the assessment and approvals system for actions that have a significant impact on:

- Matters of National Environmental Significance (NES); and
- The environment on Commonwealth land.

Should an action be determined to likely have a significant impact, an approval from the Commonwealth Minister for the Environment and Heritage is required.

The EPBC identifies seven matters of national environmental significance being:

1. World Heritage properties;
2. National Heritage places;
3. RAMSAR wetlands of international significance;
4. Nationally listed threatened species and ecological communities;
5. Listed migratory species;
6. Commonwealth marine areas; and
7. Nuclear actions.

The Environmental Assessment identified that no NES matters or Commonwealth land are likely to be impacted by the proposal and therefore an approval from the Commonwealth Minister is not required