

**MODIFICATION REQUEST:**  
**Royal Rehabilitation Centre Sydney**  
**Health Facility**  
**600-640 Victoria Road, Ryde**  
**(MP 08\_0054 MOD 4)**



***Description of Modification Request***

- modify road widths and inclusion of a new one way road system
- design revisions to Health Facility Building for both stage 3 and stage 4
- new condition to exempt conditions A9, A10, A11, A12 and A13 from applying to health facility roads

Director-General's  
Environmental Assessment Report  
Section 75W of the  
*Environmental Planning and Assessment Act 1979*

August 2012

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## 1. BACKGROUND

### 1.1 The Site

The Royal Rehabilitation Centre Sydney (RRCS) site is located at 600-640 Victoria Road, Ryde, within the Ryde Local Government Area. The RRCS site and the approved project location are shown in Figure 1.

**Figure 1: Project Location**



### 1.2 Approval History

On 23 March 2006, the then Minister for Planning approved a concept plan (MP 05\_0001) for the redevelopment of the RRCS site including a new purpose built specialised rehabilitation and disability facility, not more than 50 residential dwellings per hectare on land excluding the health facility, landscaped public and private open space and associated services and infrastructure.

On 12 August 2008 (as modified on 5 July 2010), the then Minister for Planning approved a project application (MP 07\_0100) for torrens title subdivision to create 7 superlots, associated rights of carriageway and service easements.

On 16 December 2008, the then Minister for Planning approved a project application (MP 08\_0054) for:

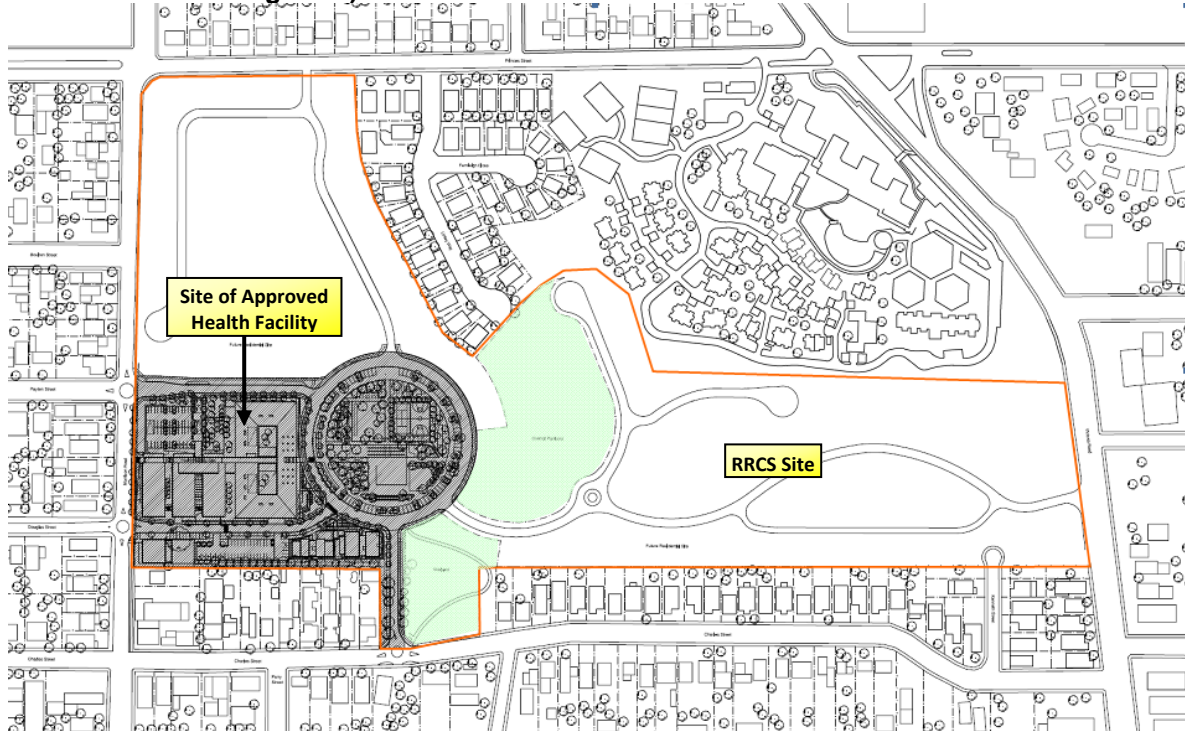
- demolition of part of the Coorabel facility and associated structures on part of the RRCS site;
- a Health Facility Main Building (including finger buildings) containing rehabilitation care, professional suites and at least 60 ward beds;
- new Weemala high care residential facility with accommodation for 32 residents;
- pharmacy / general store building;



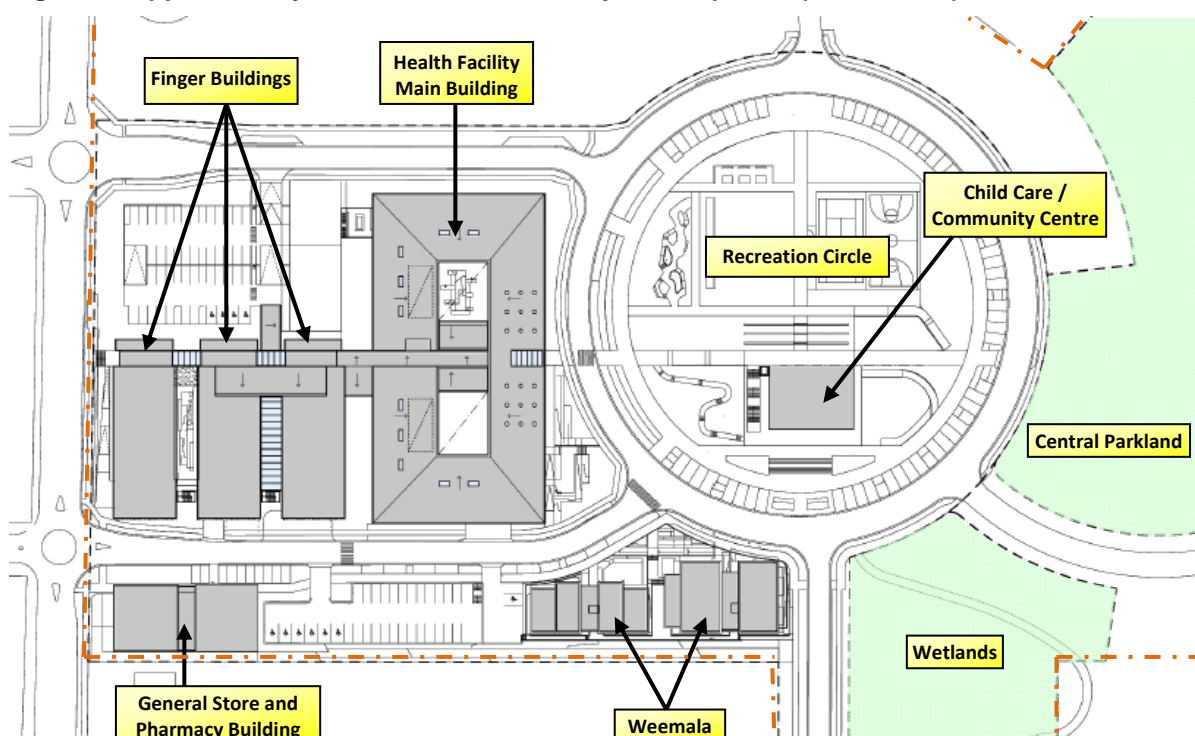
- recreation circle comprising a child care centre, community centre, and multi use courts;
- open space comprising Central Parklands and Wetlands;
- landscaping; and
- internal Roads 1, 2, 3 and 6 and car parking for 304 vehicles.

The location and layout of the approved project on the RRCS site is shown below in Figures 2 and 3.

**Figure 2: Health Facility development area as located on the RRCS site (RRCS site identified within orange line)**



**Figure 3: Approved Layout of the Health Facility Development (MP08\_0054)**



On 17 November 2010, the Acting Director of Government Lands and Social Projects, as delegate of the then Minister for Planning, approved a section 75W modification to the approved project (MP08\_0054 MOD 1) for the inclusion of 'Road 4' (renamed 'Road 4' and 'Road 5' under MOD 1) to be constructed at the same time as the detention pond works to enable the co-ordinated delivery of civil infrastructure on the site ('Road 4' was previously approved as a future road under the concept plan (MP 05\_0001)).

On 1 August 2011, the Planning Assessment Commission (PAC), as delegate of the Minister for Planning and Infrastructure, approved a section 75W modification (MP08\_0054 MOD 2) for the following:

- modifying the design of the main Health Facility by:
  - altering the internal uses of each level
  - amending the exterior elevations (including materials) and roof plans.
- amending staging of works to be carried out on site
- increasing car parking from 304 to 305 spaces
- amending Statement of Commitments to reflect the modified staging.

On 10 October 2011, the A/Deputy Director-General, as delegate of the Minister for Planning and Infrastructure, approved a section 75W modification (MP08\_0054 MOD 3) for:

- reduction in carriageway width of internal 'Road 4' and 'Road 5'
- reduction in width of approved shared bicycle pathway to internal 'Road 5'.

## **2. PROPOSED MODIFICATION**

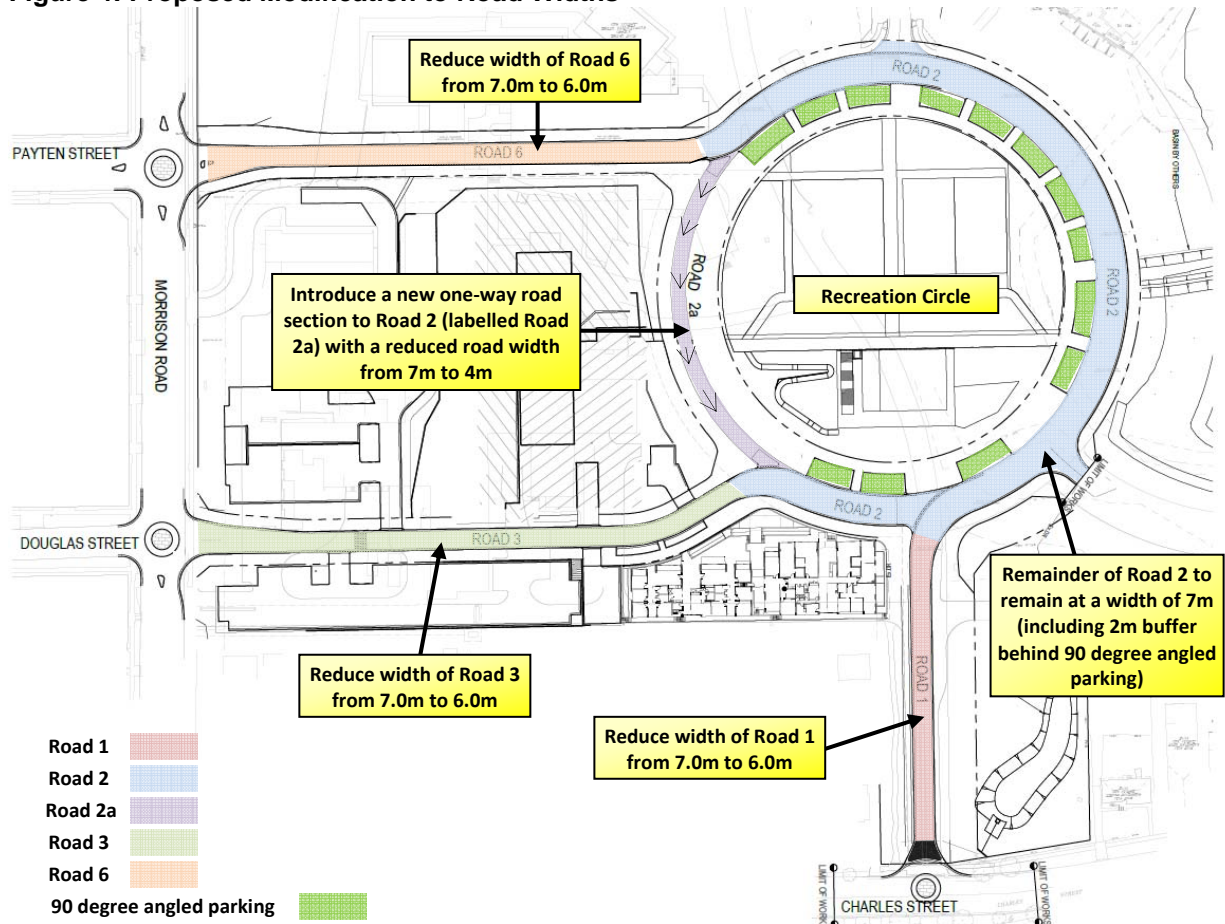
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### **2.1 Modification Description**

The modification proposal (MOD 4) seeks approval for:

- reducing the road widths of roads 1, 3 and 6 from 7 m to 6 m
- introducing a new one-way road section along Road 2 (labelled Road 2a (anti-clockwise circulation)) and reducing the width of Road 2a from 7 m to 4 m (remainder of Road 2 to remain at a road width of 7 m with a 2m buffer behind 90 degree angled parking around recreation circle)
- revised elevations and lower ground floor plan which detail the design of the Health Facility Building for both stage 3 and stage 4
- design revisions to Health Facility Building (for both stage 3 and stage 4), including the introduction of a porte cochere (in stage 3), façade revisions, including a revised design of the entry / exit areas of the central circulation spine and additional service infrastructure (radio mast and boiler flues) for both stage 3 and stage 4
- imposition of a new condition identifying that the health facility roads (Roads 1, 2, 2a, 3 and 6) are not subject to conditions A9, A10, A11, A12 and A13 of the project approval.

The proposed changes to road widths and the introduction of a new one-way road section are shown in Figure 4, over.

**Figure 4: Proposed Modification to Road Widths**

The project is being undertaken in four stages in accordance with the staging plan approved as part of MOD 2. The proponent has completed stages 1 and 2 and is currently undertaking stage 3. Stage 3 comprises the construction of:

- Roads 1, 2 (including Road 2a as proposed by MOD 4), 3 and 6
- the new Health Facility Building
- recreation circle (the multi-use courts, village green, community centre and child care centre)
- an at-grade car park to the west of the new Health Facility Building (at the site of the finger buildings) and another at-grade car park at the corner of Morrison Road and Road 3.

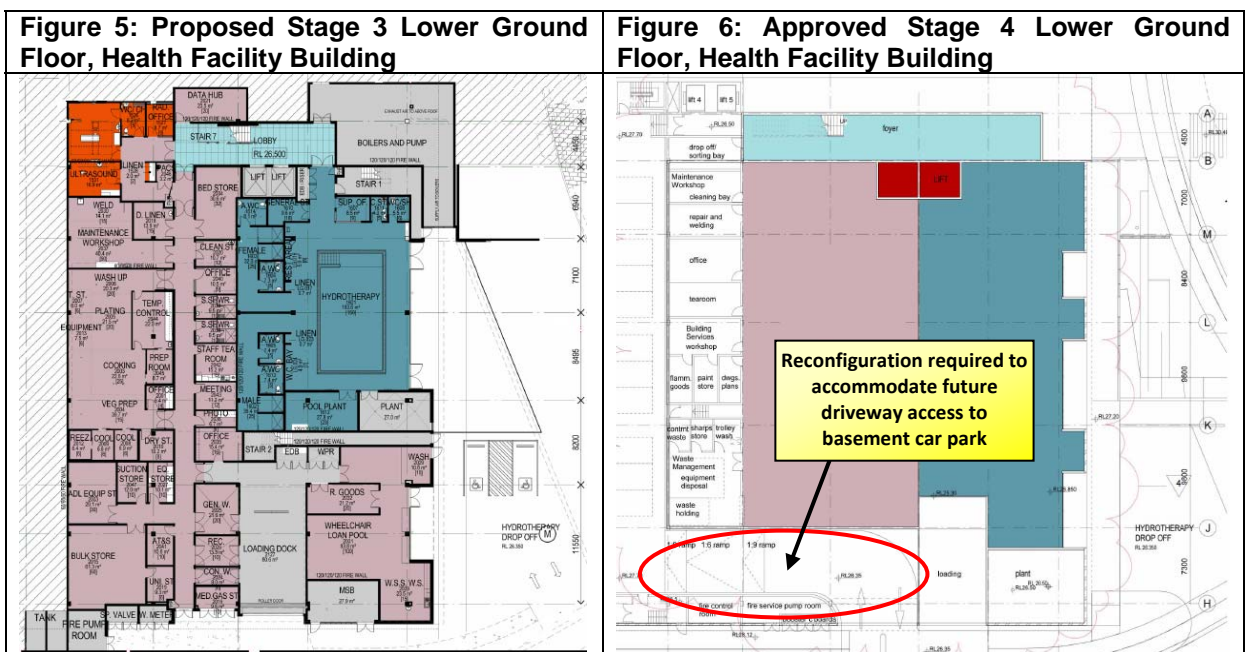
Stage 4 comprises the construction of:

- the finger buildings (over the site of the at-grade car park constructed as part of stage 3), including construction of a basement car park
- removal of the porte cochere to allow for the construction of the finger buildings
- construction of a driveway access through the lower ground floor of the Health Facility Building to the basement car park under the finger buildings (this will involve some minor demolition and reconfiguration of the Health Facility Building)
- construction of a general store and pharmacy at the corner of Morrison Road and Road 3.

The proposed modification includes revised elevations and a revised lower ground floor plan which details the design of the Health Facility Building in both stage 3 and stage 4. The revised plans are intended to clarify and supplement the general staging description provided in the approved staging plan. Currently the approved project only reflects the stage 4 approved development and no specific details are provided regarding the interim stage 3 design of the Health Facility building.

Additionally, the proposed modification seeks approval for minor design revisions to the Health Facility Building (for both stage 3 and stage 4), including the introduction of a porte cochere to the west of the Health Facility Building in stage 3. However, the porte cochere is to be removed in Stage 4 to accommodate the construction of the finger buildings immediately to the west of the Health Facility Building. The proposal also includes a revised design of the entry / exit points to the principal central circulation spine intersecting the building in an east-west direction. Approval is also sought for service infrastructure for the Health Facility Building (in Stage 3 and Stage 4), including a radio mast and boiler flue. The proposed modified stage 3 and stage 4 eastern elevations of the Health Facility are identified in Figures 9 and 10 in section 5 of this report.

The layout of the lower ground floor of the Health Facility Building in stage 3 (as detailed in the revised lower ground floor plan) will require reconfiguration in the future when transitioning to stage 4 to accommodate a driveway access to the basement car park under the finger buildings. No changes are proposed in relation to the stage 4 lower ground floor of the Health Facility. The proposed detailed layout of the stage 3 lower ground floor and the existing approved stage 4 lower ground floor of the Health Facility are identified in Figures 5 and 6.



The proposal also seeks approval to include a new condition (condition A14) in the project approval which exempts a number of road related conditions that refer to Council's requirements for public roads (conditions A9, A10, A11, A12 and A13) from applying to the Health Facility roads (Roads 1, 2, 2a, 3 and 6).



### 3. STATUTORY CONTEXT

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#### 3.1 Modification of the Minister's Approval

In accordance with clause 3 of Schedule 6A of the EP&A Act, section 75W of the EP&A Act as in force immediately before its repeal on 1 October 2011 and as modified by Schedule 6A, continues to apply to transitional Part 3A projects.

Section 75W(2) of the EP&A Act provides that a proponent may request the Minister to modify the Minister's approval of a project. The Minister's approval of a modification is not required if the approval of the project as modified would be consistent with the original approval. As the proposal involves the modification to road widths, external building facades and lower ground floor level and the inclusion of an additional condition, the modification will require the Minister's approval.

#### 3.2 Environmental Assessment Requirements

Section 75W(3) of the EP&A Act provide the Director General with scope to issue Environmental Assessment Requirements (DGRs) that must be complied with before the matter will be considered by the Minister. Environmental Assessment Requirements were not issued for this modification as the proponent had addressed the key issues in the modification request.

#### 3.3 Delegated Authority

On 14 September 2011, the Minister delegated his powers and functions under section 75W of the EP&A Act to the Planning Assessment Commission (PAC), effective from 1 October 2011, for applications made before or after 1 October 2011 (including reportable political donation applications) other than applications made by or on behalf of a public authority.

The modification application is being referred to the PAC for determination as the proponent has lodged a political disclosure statement with the subject modification application, disclosing a number of reportable political donations made during 2010 and 2011.

### 4. CONSULTATION AND SUBMISSIONS

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#### 4.1 Exhibition

In accordance with section 75X(2)(f) of the EP&A Act and clause 8G of the EP&A Regulations, the modification request was made available on the department's website for 14 days. The modification request was also referred to Ryde City Council and Roads and Maritime Services for comment.

A submission was received from Ryde City Council which did not object to the proposed modification, however, some general comments and recommendations were provided, as summarised below.

- Council recommended that consideration be given to the ability of Road 1 (as modified) to accommodate different vehicle types (including waste collection vehicles, removalist vans, emergency vehicles, and other service vehicles) and the volume of traffic generated by the Health Facility, the shared use of recreation facilities, use of central parkland and wetland areas and the residential development on the RRSC site.



- Council has requested that consideration be given to the delineation of private roads associated with the Health Facility, and public roads associated with the residential component of the RRCS site, including the addition of visual cues for drivers regarding the status of road ownership.
- Council also identified that, with the introduction of the new one-way road section (Road 2a), the potential arises for drivers who are heading north, to take a wrong turn and end up on Morrison Road (instead of travelling around the eastern side of the Recreation Circle). Notwithstanding, council raised no objection to the introduction of the new one-way road section (Road 2a) in the interest of protecting patients and other people using the site, and identified that the proposed change would make the precinct more 'pedestrian friendly'.
- Council identified that the modification request does not identify how the interests of motorists and other users are protected if there is an accident or parking offences committed by vehicles on the Health Facility roads, and identified that it is the obligations of the proponent to maintain the roads and associated infrastructure.
- Council also identified that the conclusions contained in the Traffic Review by Colston Budd Hunt and Kafes Pty Ltd are not supported by a quantitative traffic assessment.
- Council noted the proposed modification to introduce a new condition (condition A14) identifying that the Health Facility roads are not subject to conditions A9, A10, A11, A12 and A13 and identified that the Health Facility roads should be provided and maintained for the convenience and safety of all future uses attending the site.

The department has considered the issues raised in council's submission in its assessment of the proposed modification.

Due to the minor nature of the proposed modification, the modification request was not exhibited by any other means. No public submissions were received.

## 5. ASSESSMENT

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The department considers the key issues to be:

- Health Facility modifications
- staging
- road widths
- road conditions.

### 5.1 Health Facility Modifications

The construction of the project is being undertaken in four stages under the staging plan approved in MOD 2. The proponent is currently undertaking stage 3 which includes the construction of the Health Facility Building. The building will require further alteration and reconfiguration in stage 4, including removal of the porte cochere to accommodate constructing the Finger Buildings, and reconfiguration of the lower ground floor to accommodate a driveway access to the basement car park under the finger buildings. Whilst a general description of each stage is provided in the approved staging plan, the approved plans currently only reflect the stage 4 approved development, and no specific details are provided regarding the interim stage 3 design of the Health Facility Building.

The proposed modification seeks approval for revised elevations and a revised lower ground floor plan, which detail the design and layout of the Health Facility Building in both stage 3 and stage 4. No changes are proposed to the approved ground floor and first floor plans (as modified by MOD 2) as no further building alteration is proposed on these floors when transitioning from stage 3 to stage 4. The proposed modification also includes minor external design revisions to the Health Facility Building (which is reflected in both stage 3 and stage 4) including reshaped entry / exit points to the principal central circulation spine intersecting the building in an east-west direction. Whilst the overall height of the central circulation spine has not changed, the design at the entry / exit points has been revised to incorporate angled walls. Additionally, the proposed modified façade incorporates minor changes to the external finishes, and balcony and awning treatments.

The approved façade design of Health Facility Building (as modified by MOD 2) and the proposed modified façade design of the Health Facility Building are presented in Figures 7 and 8.

**Figure 7: Approved external façade (south-eastern corner) of Health Facility Building**

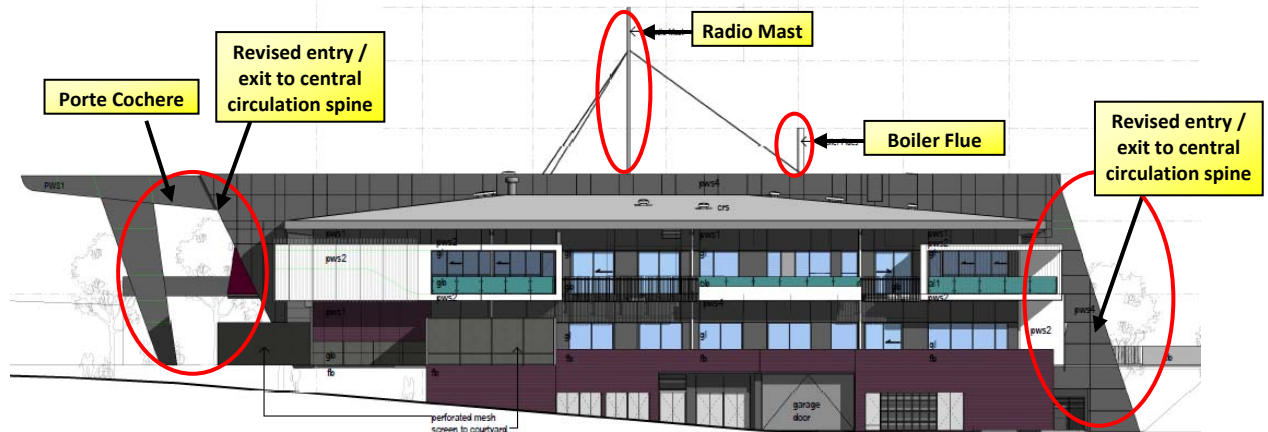


**Figure 8: Proposed modified external façade (south-eastern corner) of Health Facility Building**

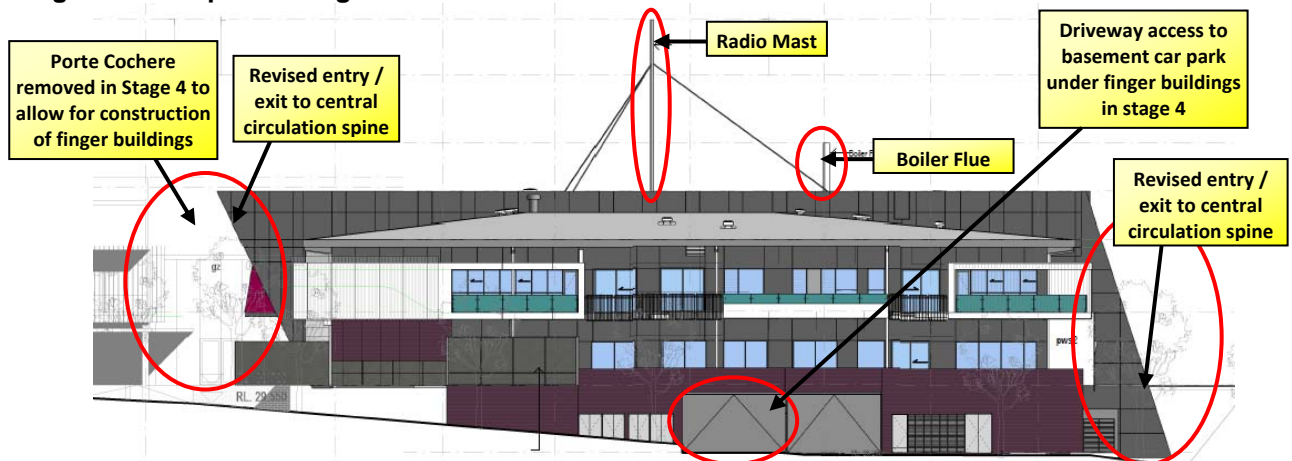


In addition, the proposed modification includes additional service infrastructure, (which is reflected in both stage 3 and stage 4) including a radio mast and boiler flue. A porte cochere is also proposed to the west of the Health Facility building, which is to be removed in stage 4 to accommodate construction of the Finger Buildings. The proposed stage 3 and stage 4 eastern elevations of the Health Facility Building, including the proposed porte cochere, radio mast and boiler flue are identified in Figures 9 and 10.

**Figure 9: Proposed Stage 3 Eastern Elevation**



**Figure 10: Proposed Stage 4 Eastern Elevation**



The approved concept plan (MP05\_0001) established a building height limit of 5 levels or maximum RL of 51 over the site of the Health Facility. The minor external design revisions will not result in any additional building height from the approved development, with the highest point of the building being the lift overrun at RL 43.6. Additionally, the proposed boiler flue, which extends 3 m above the roof line (RL 45.75), will also comply with the concept plan height limit. However, the proposed radio mast at RL 53.4 will exceed the concept plan height limit by 2.4 m. The proponent has identified that the radio mast is required to have a direct line of sight to Royal North Shore Hospital.

Under Ryde Local Environmental Plan 2005, building height is defined as the vertical distance between ground level (existing) and the highest point of the building, including plant and lift overruns, but excluding communication devices, antennae, satellite dishes, masts, flagpoles, chimneys, flues and the like. Accordingly, the radio mast (and the boiler flue) does not contribute to the building height of the Health



Facility Building, and therefore the proposal (as modified) is considered to comply with the concept plan. The department does not consider that the radio mast and boiler flue will result in any additional building bulk or additional significant overshadowing.

The proposed minor design revisions, including the revised design of the entry / exit points to the central circulation spine and other minor revisions to the external finishes and balcony and awning treatments are generally consistent with the approved development and will not result in any additional bulk to the building. The inclusion of separate stage 3 and stage 4 elevations and lower ground floor plans of the Health Facility Building will also provide additional clarification of the progressive staged construction of the Health Facility Building, in accordance with the approved staging plan.

Accordingly the department considers that the proposed design revisions, additional service infrastructure, and revised plans incorporating stage 3 and stage 4 of the Health Facility Building to be acceptable.

## **5.2 Road Widths**

The proposed modification includes reduced road widths of Roads 1, 3 and 6 from 7 m to 6 m and the introduction of a new one-way road section along Road 2 (labelled Road 2a) including a reduced road width of Road 2a from 7 m to 4 m. The remainder of Road 2 is not proposed to be modified, and will remain at a width of 7 m with a 2m buffer behind 90 degree angled parking around recreation circle (see Figure 4 in section 2 of this report).

The reduced road widths are required to minimise impacts on existing significant trees and to achieve consistency with the approved widths of Roads 4 and 5. The introduction of a new one way section is required to minimise traffic flow, minimise traffic noise, and allow for a more amenable interface between the Health Facility Building and the recreation circle. The modification request was accompanied by a Traffic Review by Colston Budd Hunt & Kafes Pty Ltd that supported the request.

Council's submission recommended that consideration be given to the ability of the Road 1 (as modified) to accommodate different vehicle types (including waste collection vehicles, removalist vans, emergency vehicles, and other service vehicles) and the volume of traffic generated by the Health Facility, the shared use of recreation facilities, use of central parkland and wetland areas and the residential development on the RRSC site.

Council's submission also identified that, with the introduction of a proposed new one-way road section (Road 2a), the potential arises for drivers who are heading north to take a wrong left turn and end up on Morrison Road via Road 3 (instead of travelling around the eastern side of the Recreation Circle). Notwithstanding, council identified that the proposed new one-way road section (Road 2a) is in the interest of protecting patients and other pedestrians using the site, and identified that the proposed change would make the precinct more 'pedestrian friendly'.

The department supports the amendments as the proposed reduced carriage widths would continue to provide for single lane traffic in each direction and would be consistent with the approved 6 m road width of the adjacent Roads 4 and 5 (as

modified by MOD 3) associated with the residential component of the RRCS site. Additionally, the turning paths of the large vehicles likely to enter the site would still be accommodated. The other changes to the street finish pattern of the Health Facility roads (as modified) will direct vehicles heading north or south to travel around the eastern side of the Recreation circle, and the proposed one-way section of Road 2 (labelled as Road 2a) will improve pedestrian safety and connectivity.

### **5.3 Road Conditions**

The proposed modification includes the imposition of a new condition (condition A14) identifying that the Health Facility roads (Roads 1, 2, 2a, 3 and 6) are not subject to conditions A9, A10, A11, A12 and A13, which establish standards for council owned roads.

Conditions A9, A10, A11, A12 and A13 were not included in the original project approval, and therefore did not originally apply to the approved Health Facility roads. The conditions were imposed in MOD 1 (as recommended by council) to ensure that Roads 4 and 5 complied with council's residential public domain and engineering specifications, prior to being dedicated back to council. Accordingly, the department considers that the new proposed Condition A14) clarifies the intended application of the conditions.

Council's submission requested that consideration be given to the visual delineation of private roads associated with the Health Facility, and public roads associated with the residential component of the RRCS site. Further street finish patterns treatments could be incorporated at the interface of Road 2 and Road 5, and at the interface of Roads 3 and 6 with Morrison Road to better communicate to drivers the delineation of the private Health Facility roads and public roads. Accordingly, the department has recommended a condition to ensure this occurs.

## **6. CONCLUSION**

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The proposed minor internal and external modifications to the Health Facility Building, including the additional service infrastructure (radio mast and boiler flue) for both stage 3 and stage 4 of the project will not result in any significant additional amenity impacts.

Additionally, the proposed modified road widths and the introduction of the new one-way section will not result in any adverse impacts on the operation of the road network in the locality, and the new one way section will provide for improved pedestrian safety, connectivity and amenity for pedestrians between the Royal Rehabilitation Centre Sydney facilities and the recreation circle.

The proposed imposition of condition 14 is acceptable as it clarifies the intended application of conditions A9, A10, A11, A12 and A13 as they apply to residential Roads 4 and 5.

Accordingly, the department recommends that the modification request be approved, and the project approval be amended accordingly.

## 6. RECOMMENDATIONS

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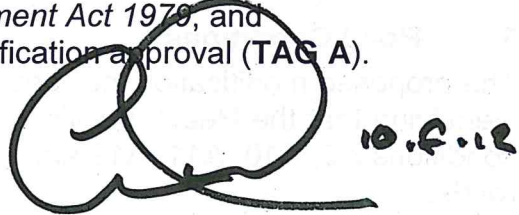
It is recommended that the Planning Assessment Commission:

- a) **Consider** the findings and recommendations of this report
- b) **Approve** the modification, subject to conditions, under section 75W of the *Environmental Planning and Assessment Act 1979*, and
- c) **Sign** the attached instrument of modification approval (TAG A).



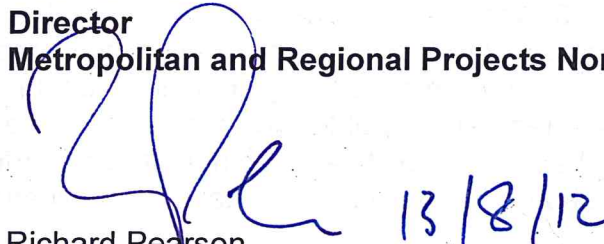
10/8/12

Heather Warton  
**Director**  
**Metropolitan and Regional Projects North**



10.8.12

Chris Wilson  
**Executive Director**  
**Major Project Assessment**



13/8/12

Richard Pearson  
**Deputy Director-General**  
**Development Assessment and**  
**Systems Performance**