



NSW GOVERNMENT
Department of Planning

***MAJOR PROJECT ASSESSMENT:
Royal North Shore Hospital –
Acute Hospital and
Community Health Facility
Major Project Application MP 08_0172***

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

June 2009



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1 EXECUTIVE SUMMARY

This is a report on a project application for a new Acute Hospital and Community Health Facility at the Royal North Shore Hospital (RNSH) site, pursuant to Part 3A of the Environmental Planning and Assessment Act 1979 ("the Act").

Theiss (the Proponent) is seeking approval for the staged demolition of a number of buildings within the development site, and construction the following:

- New Acute Hospital building;
- New Community Health Facility;
- Internal alterations to the existing Douglas Building;
- 2 new pedestrian bridges linking the Acute Hospital with the Douglas and Kolling Buildings;
- New multi storey car park for 576 vehicles;
- Public domain works including footpaths, lighting and street tree planting;
- Civil works including stormwater and drainage infrastructure, new roads and utilities.

The estimated Capital Investment Value (CIV) of the development is approximately \$700 million. It will create 500 construction jobs and no new additional operational jobs will be created.

On 29 September 2006, the previous Minister for Planning declared the RNSH redevelopment a Critical Infrastructure project pursuant to Section 75C of the Environmental Planning and Assessment Act, 1979. On 13 April 2007, the previous Minister for Planning approved the Concept Plan for the redevelopment of the RNSH site.

The project was placed on public exhibition for a period of 31 days from 28 January 2009 until 27 February 2009. The Department received a total of 6 letters from public agencies and 4 submissions from the public.

Key Issues

Key issues raised by the public agencies relate to:

- A Deed of Agreement with Council for community facilities and embellishment of Gore Hill Park;
- Street setback and car parking provision for the Community Health Facility;
- Traffic generation, especially along Herbert Street;
- Environmentally Sustainable Development;
- Stormwater and public domain works;
- Helipad location;
- Health and related services available at the hospital.

Preferred Project Report

On 4 May 2009, the applicant amended the application via the Preferred Project Report to address issues raised by the Department and submissions. The report provided responses to the issues raised in the submissions and included a revised Statement of Commitments.

Assessment

The Department has assessed the merits of the proposal and is satisfied that the impacts of the proposed development have been addressed via the proponent's Preferred Project Report, the Statement of Commitments and the Department's recommended conditions. Furthermore the proposal adequately addresses the Director General's requirements for the project and is generally consistent with the approved Concept Plan. On these grounds, the Department is satisfied that the site is suitable for the proposed development and that the project will provide environmental, social and economic benefits to the region. All statutory requirements have been met.

2 BACKGROUND

2.1 INTRODUCTION

The proposed development is located within the Royal North Shore Hospital site at St Leonards, known as Lots 21 and 22 DP 863329, and located within the Willoughby Local Government Area (LGA). The site is owned by the Health Administration Corporation.



Figure 1. Location of the Royal North Shore Hospital, bounded in red.

2.2 THE SITE AND EXISTING LAND USE

The RNSH hospital site is approximately 12 hectares. It has frontages to the Pacific Highway and Herbert Street.

The hospital is a major teaching and research hospital for northern Sydney, providing state wide services for burns and spinal injuries, and specialist services including surgical, paediatrics, maternity and community services. The principle facilities are housed in the Douglas Building, Building 1 and Building 2 (the 13 storey, largest building on the site). North Shore Private Hospital is also located on the site, north of Westbourne Street.

The Douglas Building provides services including emergency, burns unit, maternity and paediatrics. Building 1 provides services including administration, medical imaging, ambulatory care facilities and pathology. Building 2 provides services include operating theatres, ICU, cardiology, spinal, neurosurgery and oncology.

The main access routes to the hospital are from Westbourne Street (west) and Reserve Road, off the Pacific Highway. Westbourne Street (east) from Herbert Street has been closed since 2006. Limited access for staff is available from Herbert Street. The multistorey car park adjoining the private hospital provides most parking spaces available on the site, with access via Westbourne Street (west) and Reserve Road.



Figure 2. Royal North Shore Hospital site (within the yellow border) and the subject development site (within the red area)

2.3 SURROUNDING LAND USES

North Shore Private Hospital and the existing multistorey public hospital car park adjoins the northern side of the development site. The Artarmon Industrial Estate is located further north and features a number of businesses including SBS and ABC studios, a waste transfer station and several smaller industrial premises.

Other land uses surrounding the site comprise the Gore Hill Park to the south, the Gore Hill Memorial Cemetery to the west, and the North Sydney Institute of TAFE (Northern Sydney College) to the north-west. St Leonards CBD and railway station are located further east. Residential flat buildings have been constructed along the eastern side of Herbert Street opposite the hospital site, adjoining the rail line, and include the Forum Towers adjacent to St Leonards Railway Station.

2.3 APPROVAL HISTORY

Concept Plan

On 13 April 2007, the previous Minister for Planning approved a Concept Plan MP 06_0051 for the redevelopment of the hospital. The Concept Plan approval comprised the following:

- Subdivision of the site into 8 precincts;
- Consolidated hospital development in precincts 1, 2 and 8;
- Land uses and maximum GFAs for the non-hospital precincts 3, 4, 5, 6 and 7;
- Maximum building heights, including up to RL 160m AHD for the new hospital buildings;
- Design concepts for built form, open space and heritage;
- Conceptual road design;
- Car parking provision;
- Amenities and service provision;
- Staged reopening of Westbourne Street (east) to vehicular traffic.

Project approval was granted concurrent with the Concept Plan approval for the demolition of a number of buildings on the site. The demolition works are currently underway.



Figure 3. Approved Concept Plan for the RNSH site), including the 8 development precincts. The part of the site subject to this application is within the red boundary.

Research and Educational Facility (Kolling Building)

On 29 January 2007, the previous Minister for Planning approved a new Research and Educational Facility on the hospital site, within precinct 8. The facility comprises a building 11 storeys in height and provide a mix of specialist medical research and educational facilities, lecture theatre and library, supporting 560 staff. This building is located directly north of the proposed Acute Hospital. The facility was officially opened in November 2008 and renamed the Kolling Building.

3 PROPOSED DEVELOPMENT

3.1 PROJECT APPLICATION

The proponent seeks project approval for staged demolition a number of buildings in the development footprint (including Building 2, the main hospital building) and construction of the following:

- New Acute Hospital building;
- New Community Health Facility;
- Internal alterations to the existing Douglas Building;
- 2 new pedestrian bridges linking the Acute Hospital with the Douglas and Kolling Buildings;
- New multi storey car park for 576 vehicles;
- Public domain works including footpaths, lighting and street tree planting;
- Civil works including stormwater and drainage infrastructure, new roads and utilities.

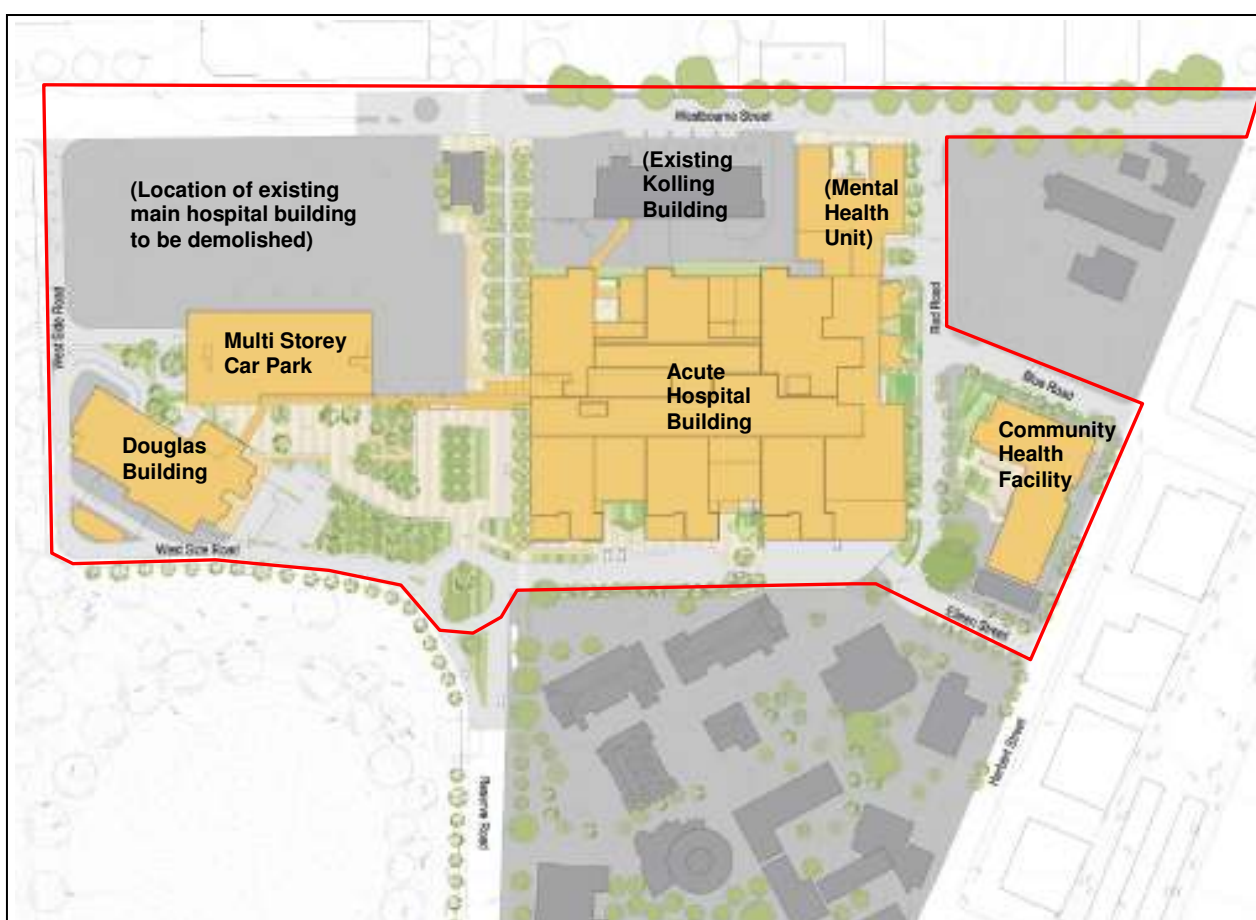


Figure 4. Site plan of proposed works, with new building works in orange

3.2 STAGING OF THE DEVELOPMENT

In order for the hospital to provide ongoing operation during the construction, the works are to be proposed to be staged as follows:

1. Construction of Community Health Services Building;
2. Construction of new Acute Hospital building;
3. Refurbishment of Douglas Building;
4. Construction of multi level car park, link to Douglas Building and demolition of Buildings 1 and 2.

3.3 DETAILED DESCRIPTION OF WORKS

Acute Hospital Building

This building is proposed to be located to the east of the existing main hospital building (Building 2), and south of the recently opened Kolling Building. The building has been designed to contain 9 levels, 8 of which will be above ground. The main entry is on the western side from Reserve Road, with ambulance bays and loading docks on the southern side. The proposed uses in this building include emergency, ICU, medical imaging, cancer care, cardiology, pathology, surgery, administration and support services.

A Mental Health Unit is proposed to the northern side of the building and is to be 2 levels in height. The main entry to this facility is on the eastern side, from Red Road.

Community Health Facility

This building is proposed to be located to the east of the Acute Hospital building, on the opposite site of Red Road and fronts Herbert Street. The building contains 7 levels including a basement level containing visitor parking. Access to the building and car park is from Herbert Street, with a secondary entrance from Red Road. Proposed uses include Aboriginal health, drug and alcohol services, community mental health, renal services, aged care and rehabilitation, breast screening and sexual health and assault services.

Works to Douglas Building

Works proposed to this building are generally internal and concentrated on the ground level (Level 2) and will include a new café and retail outlet. The building will function primarily for a maternal-foetal medicine, however the burns unit will be retained in this building, along with the helipad.

Pedestrian Bridges

An elevated pedestrian bridge is proposed to link the Douglas Building to the Acute Hospital building, via the proposed multi storey car park (for structural support only). The bridge will primarily be used for rapid and unobstructed transportation of patients between the 2 buildings, especially from the helipad on the Douglas Building, to the emergency and acute care facilities in the Acute Hospital.

A second elevated pedestrian bridge is proposed to link the Acute Hospital building to the Kolling Building to the north.

Multi storey car park

The proposed multistorey car park is located in a similar location to the existing Building 1, adjoining the Douglas building. It has been designed for 576 spaces over 3-5 levels, as well as bicycle spaces and change rooms. It will provide parking for staff and visitors including an allowance for 70 community health pool cars. The pedestrian bridge will be connected to this building for structural purposes only and will not be accessible from the car park.

Demolition

Project approval has been previously issued for the demolition of most of the buildings on the development site with the exception of Buildings 1, 2, 10 and part of Building 19. The demolition of these buildings has been included in the current application.

Other works

Road works include the reopening of Westbourne St (east) and construction of internal roads known as Red Road, Blue Road and Eileen Streets adjoining the Community Health Facility, and West Side Road adjoining the Douglas Building.

Landscaping of the site includes additional tree planting and public domain works, and street tree planting in Herbert Street adjacent to the Community Health Facility.

3.4 DEVELOPMENT DATA

Details relating to height and Gross Floor Area are provided in Tables 1 and 2 below:

Table 1– Heights of new buildings and compliance with the Concept Plan

Building	Approved height (m AHD)	Proposed height (m AHD)	Compliance
Acute Hospital	120 - 160	119.9 -126.35	Yes – within envelope
Community Health Facility	110 – 130	109.9 – 113	Yes – within envelope
Multi storey car park	160	105.23	Yes - within envelope

Table 2 – GFA of buildings on the development site

Building	Existing (pre 2006)	Concept Plan approval	Current Application
Hospital GFA	136,000m ²	130,500m ²	117,633m ²
Acute Hospital	-	63,800m ²	95,000m ²
Community Health Facility	-	8,000m ²	13,150m ²

The proposal will result in floor space 37,616m² less than the proposed in the Concept Plan, and lower than the height proposed. This is a result of a redesign as originally proposed in the Concept Plan. This is discussed in further detail in section 5 of this report.

3.4 PREFERRED PROJECT REPORT

On 15 April 2009, the applicant amended the application via the Preferred Project Report to address issues raised by the Department and submissions. A revised report was submitted on 4 May 2009. The report provided responses to the issues raised in the submissions and included a revised Statement of Commitments.

The PPR included:

- Additional stormwater details;
- Additional traffic modelling and intersection analysis for Herbert Street;
- The Final Contamination Assessment;
- Additional details of the Cancer Care courtyard;
- Revised Statement of Commitments to address issues raised in the agency submissions.



Figure 5. Southern elevation of the Acute Hospital Building, with the footbridge to the Douglas Building on the left.



Figure 6. Community Health Building, Herbert Street frontage

4 STATUTORY CONTEXT

4.1 MAJOR PROJECT DECLARATION

The proposal is a Major Project under Part 3A of the Act as the proposal has a capital investment value of more than \$15 million and is ancillary to hospital purposes as described in Clause 18, Schedule 1 of the Major Projects SEPP. On 8 September 2008, the Director General (under delegation of the Minister for Planning) formed the opinion that the proposed Acute Hospital and Community Health Facility is a Major Project.

On 29 September 2006, the former Minister for Planning formed the opinion that redevelopment of the RNSH site was development described in Clause 2, Schedule 5 of the Major Projects SEPP and is therefore classified as Critical Infrastructure.

4.2 ZONING / PERMISSIBILITY

The site is zoned 5(a) Special Uses – Hospital under *Willoughby Local Environmental Plan 1995*. The proposed development is not prohibited by the zoning. In any case, as the site is classified as Critical Infrastructure, the zoning does not affect permissibility of the proposed development.

4.3 DIRECTOR GENERALS ENVIRONMENTAL ASSESSMENT REQUIREMENTS (DGRS)

On 30 September 2008, the Director General issued environmental assessment requirements (DGRs) pursuant to Section 75F of the EP & A Act. The key issues to be addressed in the DGRs issued related to:

- Built form and design
- Amenity impacts
- Heritage
- Traffic, transport and accessibility
- Drainage, stormwater and groundwater management
- Geotechnical and contamination
- Construction impacts
- Operational impacts
- Ecological sustainable development
- Utilities and services
- Development staging and impacts on existing uses
- Telecommunications

4.4 OBJECTS OF THE ENVIRONMENTAL PLANNING & ASSESSMENT ACT 1979

The objects of any statute provide an overarching framework that informs the purpose and intent of the legislation and gives guidance to its operation. The Minister's consideration and determination of a project application under Part 3A must be informed by the relevant provisions of the Act, consistent with the backdrops of the objects of the Act.

The objects of the Act in section 5 are as follows:

- (a) to encourage:
 - (i) the proper management, development and conservation of natural and artificial resources, including agricultural land, natural areas, forests, minerals, water, cities, towns and villages for the purpose of promoting the social and economic welfare of the community and a better environment,
 - (ii) the promotion and co-ordination of the orderly and economic use and development of land,
 - (iii) the protection, provision and co-ordination of communication and utility services,
 - (iv) the provision of land for public purposes,
 - (v) the provision and co-ordination of community services and facilities, and
 - (vi) the protection of the environment, including the protection and conservation of native animals and plants, including threatened species, populations and ecological communities, and their habitats, and

- (vii) ecologically sustainable development, and
- (viii) the provision and maintenance of affordable housing, and
- (b) to promote the sharing of the responsibility for environmental planning between the different levels of government in the State, and
- (c) to provide increased opportunity for public involvement and participation in environmental planning and assessment.

The Department has considered the Objects of the Act, in the assessment of the Concept Plan application. The balancing of the project in relation to the Objects is provided in Section 5.

4.5 ESD PRINCIPLES

The Protection of the Environment Administration Act 1991 provides five accepted ESD principles:

- (a) decision-making processes should effectively integrate both long-term and short-term economic, environmental, social and equitable considerations (the integration principle);
- (b) if there are threats of serious or irreversible environmental damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation (the precautionary principle);
- (c) the principle of inter-generational equity - that the present generation should ensure that the health, diversity and productivity of the environment is maintained or enhanced for the benefit of future generations (the inter-generational principle);
- (d) the conservation of biological diversity and ecological integrity should be a fundamental consideration in decision-making (the biodiversity principle); and
- (e) improved valuation, pricing and incentive mechanisms should be promoted (the valuation principle).

The Department has considered the project application for subdivision in relation to the ESD principles and has made the following conclusions:

1. **Integration Principle** - The proposed development facilitates the development in the approved Concept Plan, creating improved hospital facilities and services for the northern Sydney region. Staging of the development, including ongoing operation of the hospital during construction, as been addressed in the EA.

2. **Precautionary Principle** –Issues of threatened or vulnerable species, populations, communities or significant habitats were addressed at Concept Plan stage for the hospital redevelopment , with the site identified as having low level of environmental sensitivity. Conditions of approval are recommended to mitigate any potential significant impact on the environment arising from the development.

3. **Climate Change** – The development is not likely to be impacted by potential rises in sea or river levels due to the height of the site above sea level (at least RL 75m AHD), and as the site is not affected by flooding. Vegetation removal and planting is not considered to have a significant impact on climate change.

4. **Inter-Generational Principle** –The proposal will facilitate the Concept Plan to allow for the redevelopment of the sit including improved hospital and community health facilities, improved access and landscaping.

5. **Biodiversity Principle** – Issues of ecology and biodiversity were addressed in the approved Concept Plan, There is little natural vegetation on the site and the site does not contain any threatened or vulnerable species, populations, communities or significant habitats. Construction impacts will be managed through the recommended conditions. Therefore the proposal will not impact upon the conservation of biological diversity or ecological integrity.

6. **Valuation Principle** – The project application will facilitate improved hospital facilities in Sydney, which is a major teaching, research and referral hospital. It will also play a major role in being part of important economic, health and technology centre in NSW.

Key ESD opportunities include aspiring to a 4 star Green Star Rating (under the Green Building Council of Australia's Green Star Health Care Pilot Tool), maximising energy efficiency through use of building design and

materials, maximising water efficiency through capture and reuse of stormwater and 4 star rated water fittings where available, and energy monitoring.

4.6 SECTION 75I(2) OF THE ACT & CLAUSE 8B OF THE ENVIRONMENTAL PLANNING AND ASSESSMENT REGULATION 2000

Section 75I(2) of the Act and Clause 8B of the Environmental Planning and Assessment Regulation 2000 provides that the Director-General's report is to address a number of requirements in the Director General Report. These matters and the Department's response are set out as follows:

Section 75I(2) criteria	Response
Copy of the proponent's environmental assessment and any preferred project report	The Proponent's EA and Preferred Project Report are located in Appendix D of this report.
Any advice provided by public authorities on the project	Copies of the submissions provided by public authorities on the project for the Minister's consideration are discussed in Section 6 and Appendix C of the report.
Copy of any report of a panel constituted under Section 75G in respect of the project	No statutory independent hearing and assessment panel was undertaken in respect of this project.
Copy of or reference to the provisions of any State Environmental Planning Policy that substantially govern the carrying out of the project	A brief assessment of each relevant State Environmental Planning Policies that substantially governs the carrying out of the project is provided in Appendix D of this report.
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	No other EPIs, other than the Major Project SEPP and SEPP 55 apply to this application.
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. All environmental impacts associated with this proposal have been assessed within this report.
A statement relating to compliance with the environmental assessment requirements under this Division with respect to the project.	The EA and subsequent submissions by the proponent forms the basis for consideration of the environmental impacts associated with the development. The Department is satisfied that the project complies with the environmental assessment requirements.
Clause 8B criteria	Response
An assessment of the environmental impact of the project	An assessment of the environmental impact of the proposal is discussed in section 5 of this report.
Any aspect of the public interest that the Director-General considers relevant to the project	The public interest is discussed in section 5 of this report.
The suitability of the site for the project	The site is considered suitable for the proposed development, based on the approved Concept Plan.
Copies of submissions received by the Director-General in connection with public consultation under section 75H or a summary of the issues raised in those submissions.	A summary of the issues raised in the submissions is provided in section 5 and Appendix C of this report.

Clause 8B of the Regulation sets out the matters which the Director General must present in his report for environmental assessment and Ministerial consideration. It states that the Director General's report is to include an assessment of the environmental impact of the project, any aspect of the public interest that the Director General considers relevant to the project, the suitability of the site for the project and copies of public submissions received by the Director General. These issues are discussed in this report.

4.6 ENVIRONMENTAL PLANNING INSTRUMENTS

Appendix D sets out the relevant consideration of legislation (including other Acts) and Environmental Planning Instruments (EPIs) as required under Part 3A of the Act. The EPIs relevant to this application are discussed below:

State Environmental Planning Policy (Infrastructure) 2007

SEPP (Infrastructure) 2007 became operational on 1st January 2008. As less than 100 new beds are proposed, the application does not require a referral under Schedule 3 – Traffic Generating Development to be Referred to the RTA. Due to the size, proposed new building layout and internal road and circulation design of the hospital, proposal was referred to the RTA on 22 January 2009 for comment. The RTA made a submission with a number of recommendations including design of works to relevant standards and provision of bicycle parking. These were addressed by the proponent in the PPR, as well as the assessment report. The issues are considered to be satisfactorily addressed, subject to conditions of approval.

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

SEPP 55 aims to promote the remediation of contaminated land for the purpose of reducing the risk of harm to human health or any other aspect of the environment by specifying that certain considerations be made by the consent authority when determining development applications in general, and where relevant, land has been appropriately remediated.

A Final Contamination Assessment was issued to the Department of Planning as part of the Preferred Project Report. The Statement of Commitments also addresses contamination including management of hazardous materials. This is considered to be satisfactorily addressed.

5 ASSESSMENT OF ENVIRONMENTAL IMPACTS

Key issues considered in the Department's assessment of the Environmental Assessment include:

- Compliance with the Concept Plan approval;
- Design and operation of the Community Health Facility;
- Traffic impacts on the local road network;
- Parking provision;
- Environmentally sustainable development (ESD);
- Helipad location;
- Stormwater drainage design;
- Health and related services available at the hospital;
- Linkages with North Shore Private Hospital.

5.1 COMPLIANCE WITH CONCEPT PLAN APPROVAL

Building Footprints Gross Floor Area (GFA) and Height

The proposed hospital buildings have different footprints to that approved in the Concept Plan, however all but one of these buildings are within the approved hospital precincts (Precincts 1 & 2). The Community Health Facility is in Precinct 2, which was approved for non-hospital uses, however hospital uses were not excluded from this precinct. The proposal is considered satisfactory in this regard.

As detailed in section 3.4 of this report, the GFA and building heights are less than that approved in the Concept Plan. The GFA of the proposed hospital is also less than the existing hospital. The reduction in GFA is primarily due to changes made to the type of hospital facility to be provided, for example, it is now proposed to demolish Building 2, rather than retain this building, to create a totally new and modern Acute Hospital building with improved amenity for staff and patients. It is considered that the height, bulk and scale of the proposed hospital is satisfactory.

Works to Gore Hill Park and Community Facilities

The Willoughby Council submission requested that due to the scope of the works proposed, a Deed of Agreement for works to Gore Hill Park and community facilities should be prepared and executed as part of this application.

The Concept Plan approval required legally binding agreements between the proponent and relevant agencies to be prepared and executed prior to, or concurrent with the lodgement of any subsequent development on the site, excluding hospital development. This application only relates to hospital development and ancillary works. It does not include non-hospital development, nor works to Gore Hill Park south of West Side Road. The proponent advised in the PPR that they do not agree to preparing a Deed as requested by Council, but stated that a Deed will be prepared prior to construction of the non-hospital development, which will include \$3 million to Council for the embellishment of Gore Hill Park and \$500,000 to Council for the provision of a Community Centre within Gore Hill Park.

The Department is of the opinion that it is reasonable for the proponent not to agree to preparing the Deed as requested by Council, as this approach is consistent with the Concept Plan approval. In addition, the redevelopment of the hospital, with similar bed and staff numbers to the existing hospital, is not considered to result in an increased demand for the facilities as proposed by Council to justify a change to the timing of the Deed, especially as hospitals are not generally charged Section 94 developer contributions. It is appropriate to consider this issue when applications for residential and/or commercial applications are lodged as this is when the demand for new open space and community facilities is generated.

5.2 DESIGN AND OPERATION OF THE COMMUNITY HEALTH FACILITY

Concerns were raised by Willoughby Council and the public submissions regarding the design and use of the Community Health Facility. These concerns included the location of the facility from public transport nodes, inadequate street setback, and impacts on the amenity of residential properties in Herbert Street.

The Community Health Facility has been moved approximately 100m further north than the location identified in the Concept Plan. The proponent stated that this is to locate the facility closer to the Acute Hospital to ensure greater linkages between the two facilities. The proposed facility is still within 400m of the railway station and bus interchange, which is considered to be a reasonable distance, and therefore the revised location is considered to be satisfactory.

Council preferred the Facility be set back 12 metres from Herbert Street to be consistent with the setbacks on the eastern side of Herbert Street, in order to achieve a boulevard-style "Gateway to Willoughby". The Concept Plan approved a setback of 4 metres for buildings fronting Herbert Street in Precinct 6, which has been achieved for the proposed building. The setbacks in Herbert Street in the vicinity of the hospital site are varied, as is the built form and landscaping design. A number of design features recommended in the Concept Plan approval for the design of this building have been incorporated in the current design, including activation of the street level, articulation and street landscaping. It is considered that the resultant development will achieve a satisfactory balance of providing an attractive streetscape, and achieving an efficient use of the RNSH land for the provision of essential health and community services.

Concerns were raised in the public submission regarding the impacts of overshadowing to residential properties opposite the facility, including impacts on skylights. Shadow diagrams were provided in the EA which demonstrate that some Herbert Street dwellings close to street level will experience some additional overshadowing in the afternoon during mid winter, which is the worst case scenario. There will be no overshadowing of these dwellings in the midwinter morning, or during summer, and the autumn and spring equinox. The overall impact is therefore not considered to be significant.

The Statement of Commitments includes acoustic standards to be met, such as helicopter noise, mechanical plant, and off site traffic noise. Light spill is proposed to be addressed by compliance with Australian Standard 4282 – Control of the Obtrusive Effects of Outdoor Lighting, as well as the physical separation of the facility and the closest residential building (approximately 30metres). This is considered to be satisfactory in mitigating impacts for residents.

One concern was raised about unsociable behaviour of patients using drug and alcohol facilities on site. The PPR stated that the proposal does not include an alcohol and drug rehabilitation centre, although an opioid treatment centre is proposed. An Operation Management Plan is proposed, as detailed in the Statement of Commitments, which will include methods to minimise anti-social behaviour and provide adequate site security.

5.3 TRAFFIC

Staff numbers are proposed to remain similar to existing numbers, and only a small increase in bed numbers is proposed. Parking spaces are also not significantly increased from pre-2006 numbers. The proponent confirmed that compared to traffic levels in 2006, and estimated vehicles using surrounding streets will not increase significantly.

Concerns were raised by Willoughby Council regarding the traffic impact on local streets, in particular changes to traffic movements on Herbert Street as a result of the reopening of Westbourne Street (east) and vehicle access to the Community Health Building, as well as potential 'rat-running' along Westbourne Street and Reserve Roads by motorists trying to detour the Pacific Highway.

The proponent responded to these concerns in the PPR by providing additional traffic modelling and intersection analysis. The proponent advised that the primary access roads into the site are from Westbourne Street west (from the Pacific Highway) and Reserve Road. Westbourne Street east, from Herbert Street provided limited

access to the site for staff prior to 2006, and was closed until early 2009, when 170 spaces along Westbourne Street east were provided for staff. The revised report demonstrated that there will not be significant changes to traffic volumes in Herbert Street and that the intersection of Westbourne Street (east) and Herbert Street will be below capacity.

As traffic volumes using the intersection of Westbourne Street and Herbert Streets will not be significantly increased, traffic signals are not considered to be necessary. In addition, the RTA did not require this intersection to be signalled. However, the development of non-hospital precincts may increase traffic volumes and this issue would need to be reconsidered when these applications are assessed.

Works to the Reserve Road/Westbourne Street intersection will prevent vehicles moving along Westbourne Street in a straight line through the intersection. The provision of short term parking along Reserve Road and Westbourne Street are also likely to reduce vehicle speeds using these roads, as cars manoeuvre into and out of parking spaces. Works to Reserve Road are also proposed to restrict traffic movement along this road, and therefore it is considered that the proposed internal road design is satisfactory in regards to discouraging "rat-running" through the site.

Separate entry to the Acute Hospital by emergency vehicles and delivery vehicles, has also been provided to reduce the potential for traffic conflicts within the site, such as the loading bay at the eastern side of the Acute Hospital, accessed from Herbert Street..

5.4 PARKING PROVISION

The Ministry of Transport (MoT) raised concerns about the number of parking spaces being provided, and how the proposed number of spaces will adhere to a minimalist approach to car parking provision, as the site is located close to St Leonard's Station and bus routes along the Pacific Highway, providing good levels of public transport access.

The EA states that as of April 2007, there were 2179 car parking on the site (including the existing multistorey carpark to the north of the subject development site). The report stated that other car parking spaces had been lost since 2006 due to the redevelopment of the hospital, when there were approximately 2410 car parking spaces available. For example, the construction of the Kolling Building resulted in a loss of 140 spaces.

The existing (as from April 2007) and proposed car parking allocation for the hospital is detailed in Table 3 below:

Table 3. Car Parking Allocation on the RNSH site

	Staff	Visitor (inc. disabled)	Drop off/Short stay	Other (eg pool cars, ambulances etc)	Total
Existing	1672	471	38	16	2179
Proposed	1333	1160	27	30	2550
Change	-20%	146%	-29%	87%	17%

The application proposes total staff numbers to remain similar to existing levels, however the number of staff car parking spaces will be reduced. This is considered to demonstrate that the proponent has attempted to reduce the number of staff commuting to work by private vehicles. The number of visitor spaces has more than doubled, which is considered acceptable given mobility constraints of patients, and also reflects a move to increased outpatient services. The proponent also acknowledgement that that the current visitor spaces are at capacity.

A Work Place Travel Plan is to be prepared prior to occupation, as detailed in the Statement of Commitments, to address initiatives in the Traffic and Transport Report prepared by Hyder and submitted with the application. The Plan is to encourage the use of other transport options, including increased use of public transport and cycling for staff. The plan is to be reviewed a year after the commencement of the new hospital.

5.5 ENVIRONMENTALLY SUSTAINABLE DEVELOPMENT (ESD)

Concerns were raised by Willoughby Council that the development will not achieve a high level of ESD. The proponent has committed to achieving a 4 star Green Star rating under the Green Building Council of Australia's Green Star (GBCA) Health Care Tool. This tool is still in "PILOT" or draft phase. No other acute hospital to date in Australia has been accredited with a 4 star rating, and given the size and scope of the hospital, and its 24 hour operation, this is an appropriate standard. The energy efficiency and ESD components, including stormwater harvesting and re-use, water efficient fixtures, and fittings and insulation, are considered to be satisfactory.

5.6 HELIPAD

The helipad will remain on the roof of the Douglas Building. The Burns Unit will be retained in the Douglas Building, and quick access from the helipad to this unit will be retained. The pedestrian bridge linking the Douglas Building to the Acute Hospital building will only be used for the rapid transportation of patients between the helipad and Emergency and Intensive Care units, and is not proposed for other staff or visitors who could impede access.

As the existing helipad is located on the roof of the Douglas Building, there will be no additional acoustic impacts on residents.

5.7 STORMWATER DESIGN

Willoughby Council raised concerns about design details for the stormwater drainage and recommended a number of conditions. The proponent provided additional information in the PPR to demonstrate that stormwater drainage works north of Westbourne Street, requested by Council, have already been undertaken as part of the construction of the Kolling Building. The other conditions recommended by Council for stormwater drainage works to Reserve Road and under Herbert Street have been accepted by the proponent and included in the recommended conditions of approval.

5.8 HEALTH AND RELATED SERVICES AVAILABLE AT THE HOSPITAL

Willoughby Council requested that NSW Health/Northern Sydney Central Coast Areas Health Service (NSCCAHS) provide a number of health and related services on the site as part of the application, including a hydrotherapy pool, community markets, community garden, child care centre, as well as repainting the wards of the existing Building 2.

These health and related services are considered by the Department to be primarily operational decisions made by NSW Health and NSCCAHS and are outside the scope of this project application. The provision of a hydrotherapy pool on site has been investigated previously by the NSCCAHS and is dependant on future decisions on rehabilitation services in the region, with the current policy to outsource these services. Notwithstanding this, rehabilitation facilities available at Greenwich Hospital nearby. Other decisions such as the continuation of the existing markets and new garden will be commercial decisions made by the health service. A child care centre is already provided on site for hospital staff, and a new centre is required to be provided once non-hospital precincts are developed, as required by the Concept Plan approval.

The request for interim hospital maintenance other than those works capital works already programmed, including repainting the inside of Building 2, is not agreed to by the NSCCAHS. Given that this building is proposed to be demolished once the Acute Hospital and Community Health Facility is completed, the cost of these works are not considered to be justified, and as a result, this request is not supported by the Department.

5.9 LINKAGE TO NORTH SHORE PRIVATE HOSPITAL

The Environmental Assessment included details of key vehicle, cycle and pedestrian routes within the site, and includes a pedestrian link between the Acute Hospital and the private hospital along Reserve Road, which is a key access route through the site, for those needing to use both hospitals. The section of Reserve Road adjoining

the Acute Hospital building is proposed to be a one-way road and carry a limited amount of vehicles, which will assist in providing a safer environment for pedestrians. A pedestrian crossing is also proposed across Westbourne Street. In addition, the Statement of Commitments includes a signage strategy to be approved by the Director General prior to occupation and is to include a way-finding rationale and location of signs across the site. The proposal is considered to be satisfactory in this regard.

5.10 STATEMENT OF COMMITMENTS

The Statement of Commitments has been submitted with the application and a copy is located at **Appendix B**. The key issues identified are:

- Preparation of a Comprehensive Construction Management Plan covering general construction management, traffic management and environmental management
- Community Consultation to be undertaken including the formulation of a communications plan
- Commitment to achieve a 4 star Green Star Rating for both the Acute Hospital and Community Health Facility
- Preparation of an Operation Management Plan
- Measures to mitigate and management potential acoustic impacts

The Statement of Commitments is considered to be reasonable for this application, although specific conditions are also recommended.

5.11 PUBLIC INTEREST

The public interest can be satisfied on the basis that the proposed hospital development will facilitate the provision of a greater range of hospital services and meet the needs of the northern Sydney. The declaration of the RNSH redevelopment as a critical infrastructure project highlights the strategic need of the proposal to the wider community and the social and economic benefits that delivery of the hospital redevelopment will secure.

6 CONSULTATION AND ISSUES RAISED

6.1 PUBLIC EXHIBITION DETAILS

The EA was publically exhibited from **28 January 2009** until **27 February 2009** for a period of 31 days and was published in the North Shore Times, Sydney Morning Herald, and were made available on the Department of Planning's website. Copies of the EA were also available for inspection at Willoughby City Council offices and the Department of Planning's offices in Sydney during the exhibition period.

6.2 AGENCY SUBMISSIONS

The Department received 6 submissions from Government agencies in response to the public exhibition of the project from the following agencies:

- Willoughby City Council
- Lane Cove Council
- RTA
- Ministry of Transport
- Northern Sydney central coast Area Health Service – Health Promotion
- Sydney Water

Agency	Issues Raised
Willoughby City Council	<ul style="list-style-type: none"> • Contributions for embellishment of Gore Hill Park and community facilities • Staging of the development • Design of the Community Health Facility • Traffic and access • Stormwater drainage design • Public domain works • Health and related services provided at the hospital • Environmentally sustainable design • Construction management
Lane Cove Council	<ul style="list-style-type: none"> • Supported Willoughby Council's concerns
RTA	<ul style="list-style-type: none"> • Work Place Travel Plan should be implemented prior to occupation • Impacts on traffic and parking during construction should be addressed
Ministry of Transport	<ul style="list-style-type: none"> • Minimalist approach to car parking • Should be more concrete commitments to public transport mode share
NSCCAHA Health	<ul style="list-style-type: none"> • Implementation of work Place Travel Plan to encourage use of public transport • Bicycle storage areas, change rooms and pathways provided to encourage bicycle use
Sydney Water	<ul style="list-style-type: none"> • Section 73 Certificate will need to be obtained for the proposed works.

A summary of the responses to these issues is located at **Appendix B**, as well as a discussion of the major issues in sections 5 and 6 of this report.

6.3 PUBLIC SUBMISSIONS

The Department received 4 submissions from the public. Concerns included:

- Increased traffic on Herbert Street;
- Amenity impacts on residents in Herbert Street including noise and overshadowing;
- Impacts on the amenity on the Gore Hill cemetery adjoining the site;
- Mental health services are poorly located on the site.

A summary of the responses to these issues is located at **Appendix B**.

7 CONCLUSION

The Department has assessed the EA and considered the submissions in response to the proposal. The key issues relating to the proposed development are compliance with the Concept Plan approval, the design and operation of the Community Health Facility, traffic and parking, environmentally sustainable development, the helipad location, and health and related services provided by the hospital.

The Department has considered these issues and a number of conditions are recommended to ensure the satisfactory addressing of these issues.

On these grounds, the Department considers the site to be suitable for the proposed development and that the proposal is in the public interest as the proposed development will facilitate the development of the site in accordance with the approved Concept Plan. Consequently, the Department recommends that the proposed Acute Hospital and Community Health Facility be approved, subject to conditions.

8 RECOMMENDATION

It is recommended that the Minister:

- (A) **consider** all relevant matters prescribed under Section 75J(2) of the Environmental Planning and Assessment Act, 1979, including those relevant matters prescribed by 75I(2) as contained in the findings and recommendations of the Director General's report (**Tag A**) and appended documentation;
- (B) **approve** the application, subject to conditions, under section 75J(1) of the Environmental Planning and Assessment Act, 1979, having considered all relevant matters in accordance with (A) above;
- (C) **sign** the attached instrument of approval (**Tag B**).

Michelle Cramsie
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State Significant Sites

Simon Bennett
Team Leader
State Significant Sites

Josephine Wing
A/Director
State Significant Sites

Giovanni Cirillo
Executive Director
Urban Renewal and Major Sites

APPENDIX A. RECOMMENDED INSTRUMENT OF APPROVAL

APPENDIX B. STATEMENT OF COMMITMENTS

APPENDIX C. RESPONSE TO SUBMISSIONS

APPENDIX D. ENVIRONMENTAL ASSESSMENT AND PPR
