

**MAJOR PROJECT ASSESSMENT:
Central Coast Cancer Centre
Holden Street, Gosford
(MP10_0173)**



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

May 2011

ABBREVIATIONS

CIV	Capital Investment Value
Department	Department of Planning and Infrastructure
DGRs	Director-General's Requirements
Director-General	Director-General of the Department of Planning and Infrastructure
EA	Environmental Assessment
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	Environmental Planning and Assessment Regulation 2000
EPI	Environmental Planning Instrument
MD SEPP	State Environmental Planning Policy (Major Development) 2005
Minister	Minister for Planning and Infrastructure
PAC	Planning Assessment Commission
Part 3A	Part 3A of the <i>Environmental Planning and Assessment Act 1979</i>
PEA	Preliminary Environmental Assessment
PFM	Planning Focus Meeting
PPR	Preferred Project Report
Proponent	Health Infrastructure
RtS	Response to Submissions

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Published May 2011

NSW Department of Planning and Infrastructure

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NSW Government

Department of Planning and Infrastructure

EXECUTIVE SUMMARY

This report is an assessment of an application by Health Infrastructure (the Proponent), seeking approval for the construction of a new cancer centre facility, to be known as the Central Coast Centre Centre, pursuant to Part 3A of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

The development site forms part of the existing Gosford Hospital, which has an area of approximately 5.5 hectares, bounded by Racecourse Road to the north, Holden Street to the east, Ward Street to the south and Cape Street and Beane Street to the east and is located within the Gosford Local Government Area (LGA). The cancer centre has a frontage of approximately 52 metres to Holden Street and is sited adjacent to the existing Ward Street hospital car park to the south.

The project application seeks approval for the demolition of non-structural ground floor components and refurbishment of approximately 1,346sqm of existing hospital floor space and development of an additional 1,354sqm of floor space, new vehicular access and arrangements, ancillary at-grade car parking and associated landscaping.

The proposal has a Capital Investment Value (CIV) of **\$29,615,864** and the proposal would create **85** full time equivalent construction jobs and **28** full time equivalent operational jobs.

The subject site is zoned SP1 Special Activities – Hospital pursuant to Gosford City Centre LEP 2007. The proposal is permissible with consent.

On 11 October 2010, the A/Director, Government Land and Social Projects, as a delegate for the Minister, formed the opinion that the project is a major project under clause 18 of Schedule 1 of the MD SEPP, as it is for a hospital with a capital investment value of more than \$15 million.

The proposal was exhibited from 1 December 2010 to 4 January 2011. The Department received 4 submissions from public authorities, including Gosford City Council, RTA, Transport NSW and DECCW. Key issues raised within the submissions included:

- Parking and access arrangements;
- Intersection analysis;
- Payment of 4% section 94 developer contribution;
- Pedestrian and bicycle access; and
- Threatened species assessment.

On 18 February 2011, the Proponent provided a Preferred Project Report (PPR) responding to the issues raised during the exhibition of the project, outlining further consultation undertaken between the Proponent and Council, providing further justification for the project and providing a final statement of commitments for the proposal. The key changes to the proposal as outlined within the PPR to address the comments raised include:

- Provision for a 5-space bicycle parking rack dedicated to the cancer centre;
- Provision of 8 car parking spaces in the Beane Street car park (increased from 6 as proposed in the original EA); and

- Amendments to awnings and provision of a landscaped area to the south of the new entry to the cancer centre.

The Department has assessed the merits of the proposal, and considers that the key issues associated with the project relate to transport, built form and urban design, developer contributions and ecologically sustainable development. These issues have been assessed in detail and the Department is satisfied that they can be adequately mitigated and managed to ensure a satisfactory level of environmental performance, pursuant to section 75J of the EP&A Act.

The Department is satisfied the site is suitable for the proposed use and that the project will provide significant social and medical health benefits for the region. The project is also consistent with the strategic planning objectives of the Central Coast Regional Strategy, as it would:

- support the role of Gosford as a regional city that provides a range of infrastructure and services, including medical and health specialists; and
- facilitate growth in health services within the region and support the projected population growth and aging population of the region.

The Department therefore considers the project to be in the public interest and the Project Application should be approved, subject to conditions.

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1. BACKGROUND

1.1. SITE CONTEXT AND LOCATION

Health Infrastructure proposes to construct a new 2,700sqm single storey, integrated cancer centre, known as the Central Coast Regional Cancer Centre, at Gosford Hospital, legally described as Lot 100 in DP1028293. The project location is shown in Figure 1.

Figure 1: Project Location



The development site forms part of the existing Gosford Hospital, which has an area of approximately 5.5 hectares, bounded by Racecourse Road to the north, Holden Street to the east, Ward Street to the south and Cape Street and Beane Street to the east. The subject site, under the ownership of the Health Administration Corporation, is located in the south eastern corner of the existing Gosford Hospital campus, fronting Holden Street and is located within the Gosford Local Government Area (LGA).

1.2. SITE DESCRIPTION AND FEATURES

The regional cancer centre site has a frontage of approximately 52 metres to Holden Street (see Figures 2 and 7) and is sited adjacent to the existing hospital car park to the south (see Figure 4). The development site slopes gently away from the former hospital entrance to the edge of the site, falling approximately 3m to the east, upon where the site drops steeply to the edge of Holden Street, dropping 4m.

The development site forms part of an existing section of the Gosford Hospital, being the former hospital entrance (see Figures 3 and 5), involving the refurbishment of approximately 1,346sqm of hospital floor space and development of an additional 1,354sqm of floor space. The proposal will involve the demolition of non-structural ground

floor components of the former hospital entrance to facilitate the proposed refurbishment works. An existing at-grade car park, accessed via Holden Street and Ward Street, lies directly south of the development site, having a capacity of 136 vehicles.

Figure 2: Holden Street Frontage



Figure 3: Former Hospital Entrance



Figure 4: Existing At-grade Car Park



Figure 5: Former Hospital Entrance



Figure 6: Proposed Ward St Car Park Site



Figure 7: Existing Site Layout



1.3. SURROUNDING DEVELOPMENT

The development site is located approximately 500 metres north west of Gosford town centre. Adjoining the site to the north is Gosford High School and Gosford Golf Course. Existing low to medium density residential development lies immediately to the south and west, with Waterview Park located south beyond the residential development. To the east lies existing low to medium density residential buildings, occupied predominantly for medical and health business purposes, while further east is the existing railway line.

1.4. STRATEGIC CONTEXT

1.4.1. Central Coast Regional Strategy

The Central Coast Regional Strategy identifies Gosford as the regional city for the region, with the number of jobs within the city to grow by 6,000 by 2031. The Department considers the proposed development is consistent with the Central Coast Regional Strategy for the following reasons:

- The development of the Central Coast Regional Cancer Centre within Gosford Hospital will support the role of Gosford as a regional city that provides a range of infrastructure and services, including medical and health specialists;
- The development would facilitate the growth of health services and the projected substantial growth of job opportunities in the health industry, driven

by population growth, an aging population and the growth and sophistication of services within the region; and

- The project would ensure that future development and expansion of the Gosford Hospital Precinct is undertaken in a sustainable manner, whilst improving the connectivity and linkages of the medical precinct with the Gosford town centre.

2. PROPOSED PROJECT

2.1. PROJECT DESCRIPTION

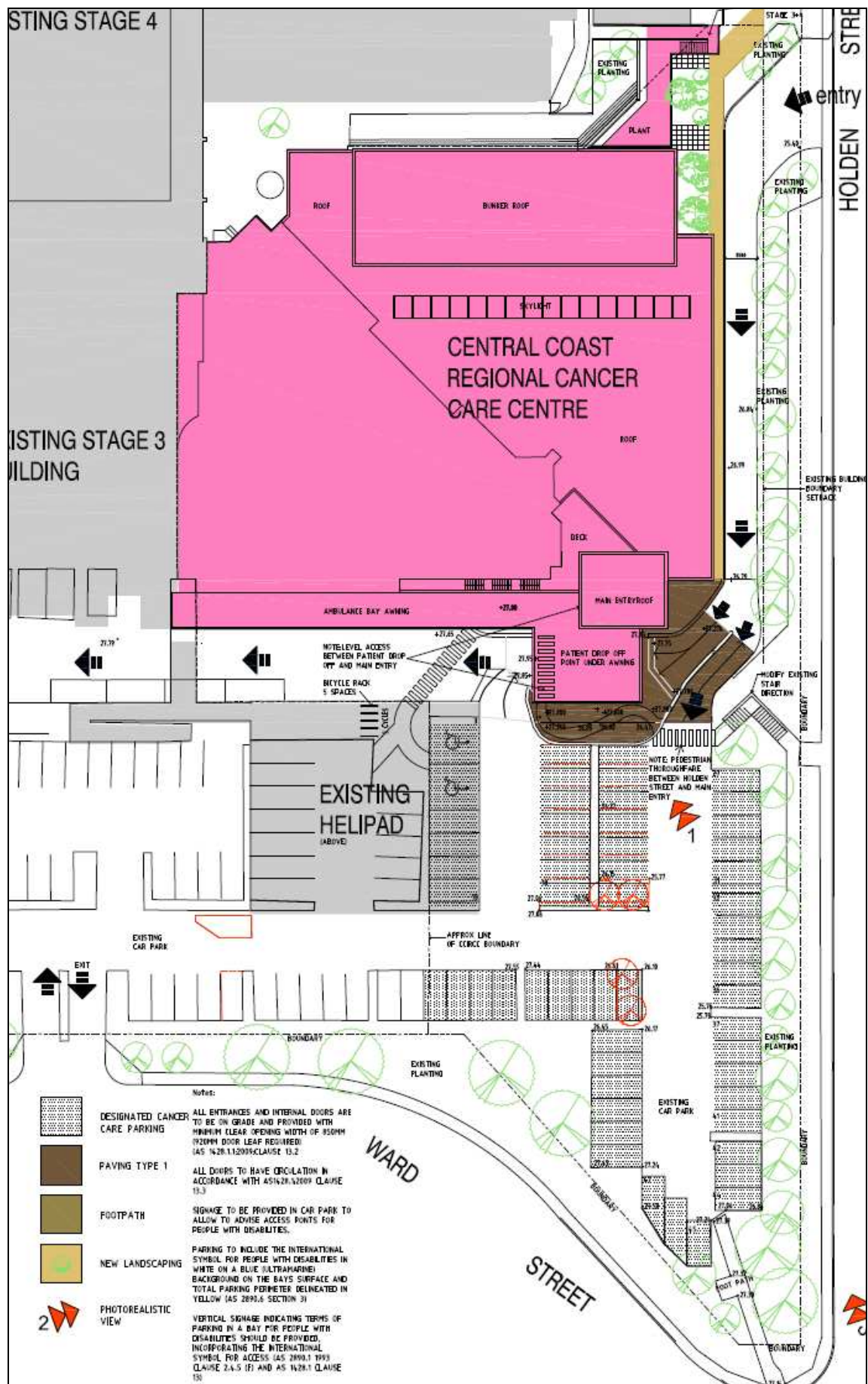
The Project Application seeks approval for the demolition of non-structural components of the former hospital entrance and its associated refurbishment and development of a new single storey building extension, integrated with the existing hospital, having a total gross floor area of 2,700sqm, new vehicular access and arrangement, landscaping and ancillary infrastructure and services.

The key components of the proposal for which approval is sought are described as follows:

- the renovation and refurbishment of 1,346sqm of the former hospital entrance;
- construction of a new extension in the south-eastern corner of Gosford Hospital to provide for integrated multidisciplinary cancer care and clinical trials facilities, comprising 1,354sqm of floor area;
- 28 additional full time equivalent staff jobs;
- provision of two linear accelerators;
- three radiation bunkers (two fitted out and one shell to be fitted out at a later stage);
- a service delivery hub for locally delivered and rural and regional outreach cancer control and support services;
- multidisciplinary consulting rooms;
- waiting and reception spaces;
- radiotherapy planning and support areas;
- allied health accommodation;
- professional development areas for teaching, training and research;
- cancer patient information and support services for patients, carers and clinicians;
- office and support accommodation;
- infrastructure services to support the proposed development;
- 46 dedicated cancer centre car parking spaces and creation of 54 additional spaces on hospital grounds and within new Ward Street car park;
- landscaping works to Holden Street; and
- proposed hours of operation of 7:00am to 7:30pm, Monday to Friday.

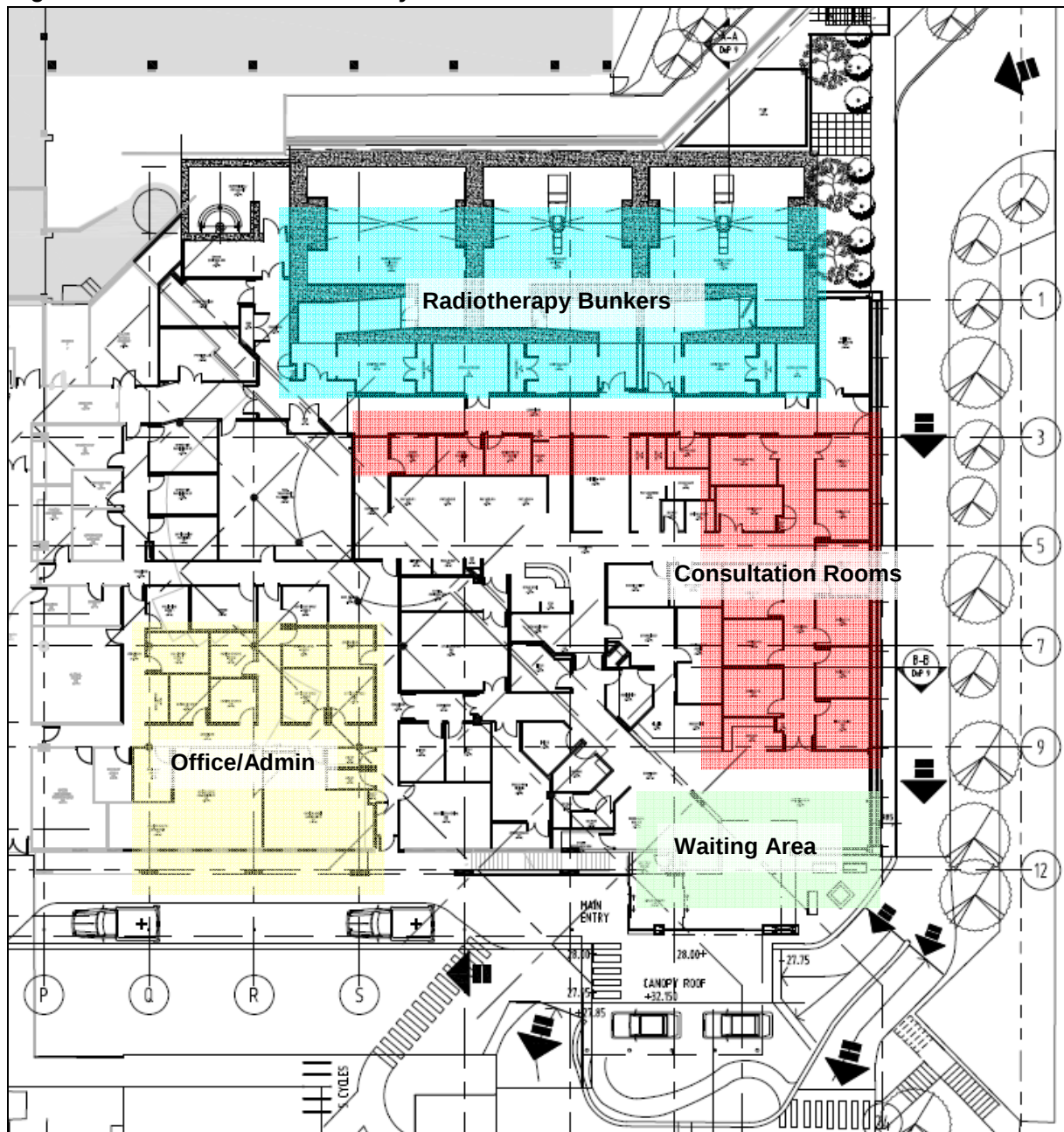
Once completed, the Central Coast Regional Cancer Centre would provide co-located ambulatory services providing formal multidisciplinary clinics, allowing patients to have treatment planned in one visit, whilst having increased access to medical oncology, radiation therapy, allied health and support services. The location and provision of a separate entrance to the new facility, at the south eastern corner of the hospital, removes the needs for ambulatory patients to access the main hospital grounds and entrances. The project layout is shown in Figure 8.

Figure 8: Project Layout



The design and layout of the proposed regional cancer centre (see Figure 9) locates the proposed consultation area to the eastern wing of the new facility to ensure it is located near the waiting and reception area and removed from the internal and external patient transfer movements, providing greater privacy for patients. The proposed primary treatment area that incorporates the linear accelerator bunkers is located along the northern wall of the facility, under the Paediatric Unit. The linear accelerators produce X-Ray radiation by accelerating electrons into a target material to provide radiotherapy treatment for cancer patients. When not in operation, the accelerators stop emitting radiation. No radioactive materials are contained within the linear accelerators.

Figure 9: Internal Cancer Centre Layout



The proposal also involves modifications to the existing vehicular access arrangements, with the existing two-way access from Holden Street, proposed to be restricted to entry only, leading to a dedicated regional cancer centre car park and

drop off bay immediately adjacent to the main entrance of the facility. Vehicular exit from the facility is proposed to be provided via the existing exit point to Ward Street.

Provision will be made for 46 car parking spaces dedicated to the proposed cancer centre and located adjacent within the existing car park. Displaced car parking spaces are proposed to be reinstated within the hospital grounds through alterations to existing car parks and the construction of a new 20 space car park at Ward Street, providing a total of 54 additional spaces for the hospital in lieu of those displaced.

Figure 10: Eastern Elevation

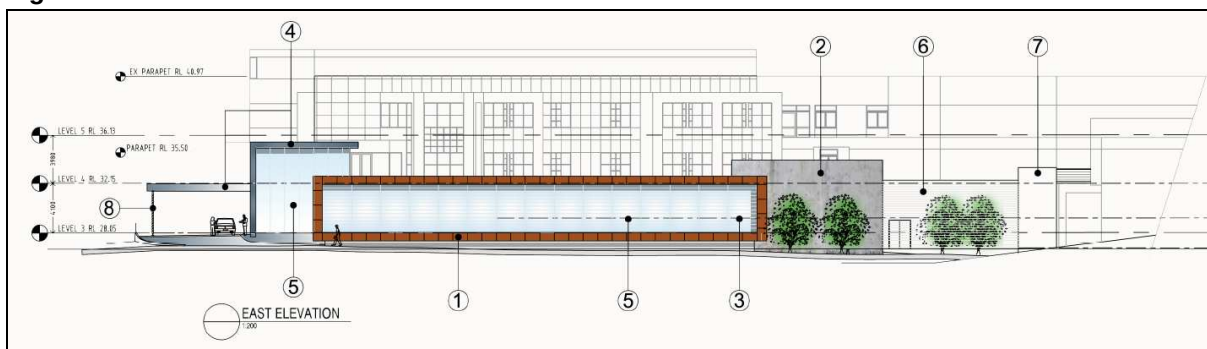
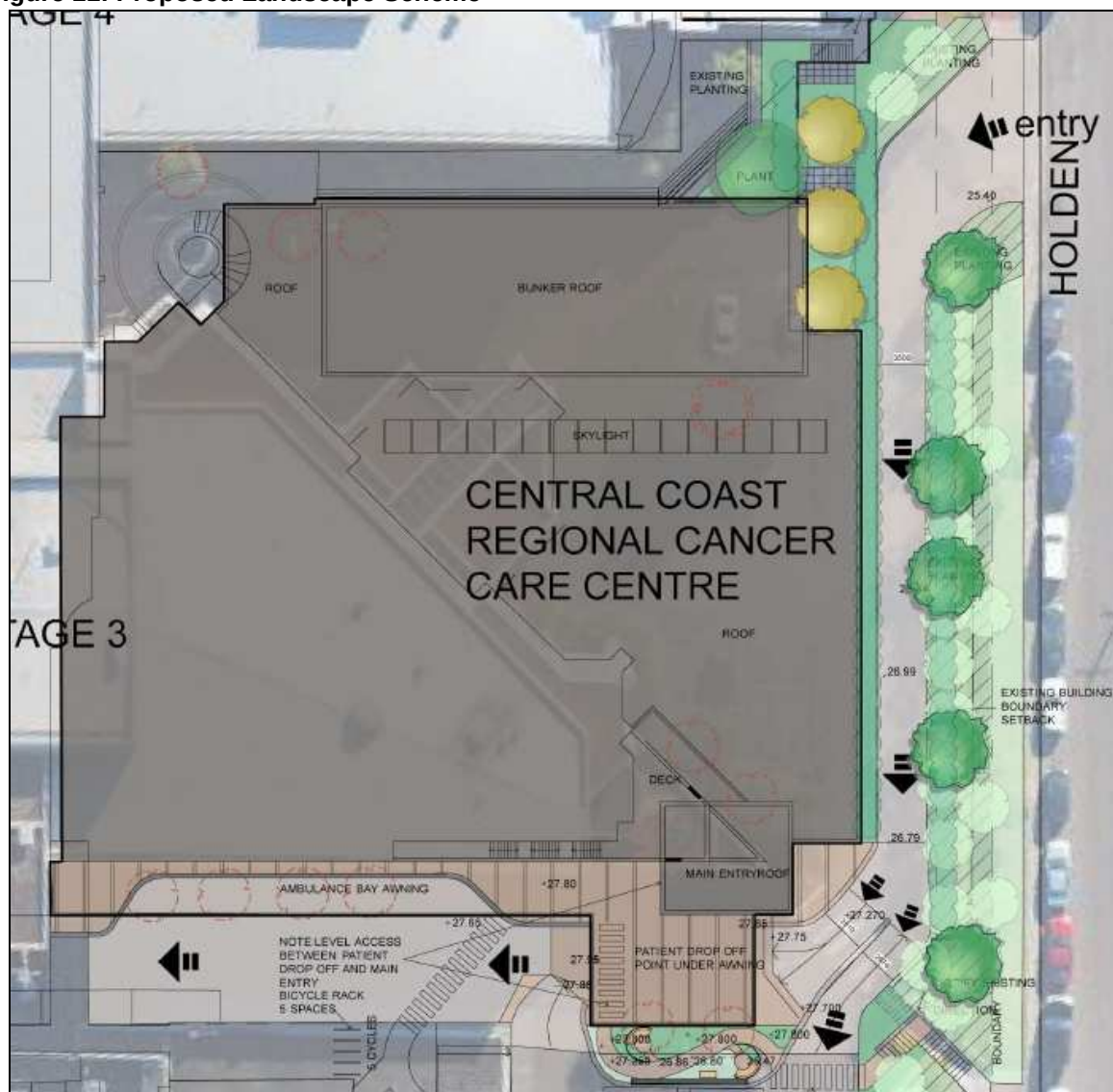


Figure 11: Proposed Landscape Scheme



The proposal also involves the provision of new landscaping behind the Holden Street retaining wall and vehicular entry, and adjacent to the eastern façade of the proposed development, to improve the standard of on site landscaping and the public domain (see Figure 11).

The Capital Investment Value for the proposal is **\$29.6 million** and provide for **28** full time equivalent operational jobs and **85** full time equivalent construction jobs.

2.2. PROJECT NEED AND JUSTIFICATION

The proposed Central Coast Regional Cancer Centre would result in significant social and health benefits to the broader Central Coast community through the development of a modern, purpose built cancer facility that provides co-located ambulatory services for patients, with access to multidisciplinary clinics that allow treatment programs to be developed for patients in one visit. The proposed regional cancer facility would also provided for increased access to medical oncology, radiation therapy (for treatment and palliation), allied health and support services.

The proposed development would also contribute towards key State priorities and targets in delivering improved survival rates from potentially fatal or chronic illness, promote healthier lifestyles and support the growth and development of Gosford and the Regional City for the Central Coast Region.

3. STATUTORY CONTEXT

3.1. MAJOR PROJECT

The proposal is a major project under Part 3A of the *Environmental Planning and Assessment Act 1979* (EP&A Act) as it is development for the purpose of hospital under clause 18 of Schedule 1 of *State Environmental Planning Policy (Major Development) 2005*. Therefore the Minister for Planning and Infrastructure is the approval authority.

On 25 January 2010, the former Minister for Planning delegated responsibility for the determination of project applications under Part 3A of the *Environmental Planning and Assessment Act 1979* to the Deputy Director-General, Development Assessment and Systems Performance where:

- there are fewer than 25 submissions in the nature of objections in respect of the project application; and
- the project is not a critical infrastructure project under section 75C of the EP&A Act.

The project received fewer than 25 submissions in the nature of objections, and is not a critical infrastructure project. The Deputy Director-General can therefore determine the project under delegated authority.

3.2. PERMISSIBILITY

The subject site is zoned SP1 Special Activities – Hospital pursuant to Gosford City Centre LEP 2007. The proposal is permissible with consent.

3.3. ENVIRONMENTAL PLANNING INSTRUMENTS

Under Sections 75I(2)(d) and 75I(2)(e) of the EP&A Act, the Director-General's report for a project is required to include a copy of, or reference to, the provisions of any State Environmental Planning Policy (SEPP) that substantially governs the carrying out of the project, and the provisions of any environmental planning instruments (EPI) that would (except for the application of Part 3A) substantially govern the carrying out of the project and that have been taken into consideration in the assessment of the project. The primary controls guiding the assessment of the proposal are:

- State Environmental Planning Policy (Major Projects) 2005;
- State Environmental Planning Policy (Infrastructure) 2007;
- State Environmental Planning Policy No.55 – Remediation of Land; and
- State Environmental Planning Policy No.33 – Hazardous and Offensive Development.

The Department's consideration of relevant SEPPs and EPIs is provided in Appendix D.

3.4. OBJECTS OF THE EP&A ACT

Decisions made under the EP&A Act must have regard to the objects of the Act, as set out in Section 5 of the Act. The relevant objects are:

- (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 and considers that the project application is consistent with the relevant objects. The assessment of the application in relation to the relevant objects of the Act is outlined below in Section 5 of this report.

3.5. ECOLOGICALLY SUSTAINABLE DEVELOPMENT

The EP&A Act adopts the definition of Ecologically Sustainable Development (ESD) found in the *Protection of the Environment Administration Act 1991*. Section 6(2) of that Act states that ESD requires the effective integration of economic and environmental considerations in decision-making processes and that ESD can be achieved through the implementation of:

- (a) *the precautionary principle - namely, that 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. In the application of the precautionary principle, public and private decisions should be guided by:*
 - (i) *careful evaluation to avoid, wherever practicable, serious or irreversible damage to the environment, and*
 - (ii) *an assessment of the risk-weighted consequences of various options,*
- (b) *inter-generational equity—namely, that the present generation should ensure that the health, diversity and productivity of the environment are maintained or enhanced for the benefit of future generations,*
- (c) *conservation of biological diversity and ecological integrity—namely, that conservation of biological diversity and ecological integrity should be a fundamental consideration,*
- (d) *improved valuation, pricing and incentive mechanisms—namely, that environmental factors should be included in the valuation of assets and services, such as:*
 - (i) *polluter pays—that is, those who generate pollution and waste should bear the cost of containment, avoidance or abatement,*

- (ii) *the users of goods and services should pay prices based on the full life cycle of costs of providing goods and services, including the use of natural resources and assets and the ultimate disposal of any waste,*
- (iii) *environmental goals, having been established, should be pursued in the most cost effective way, by establishing incentive structures, including market mechanisms, that enable those best placed to maximise benefits or minimise costs to develop their own solutions and responses to environmental problems.*

The Department has fully considered the objects of the EP&A Act, including the encouragement of ESD, in its assessment of the application. Further and detailed assessment of ESD is outlined in Section 5 of this report. On the basis of this assessment, the Department is satisfied that the proposal encourages ESD, in accordance with the objects of the EP&A Act.

3.6. STATEMENT OF COMPLIANCE

In accordance with section 75I of the EP&A Act, the Department is satisfied that the Director-General's environmental assessment requirements have been complied with.

4. CONSULTATION AND SUBMISSIONS

4.1. EXHIBITION

Under section 75H(3) of the EP&A Act, the Director-General is required to make the environmental assessment (EA) of an application publicly available for at least 30 days. After accepting the EA, the Department publicly exhibited it from Wednesday, 1 December 2010 until Tuesday, 4 January 2011 (35 days) on the Department's website, and at the Department of Planning (Sydney) Information Centre, Department of Planning (Gosford) and Gosford City Council. The Department also advertised the public exhibition in the Gosford Advocate on Wednesday, 1 December 2010 and notified landholders, local community groups and relevant State and local government authorities in writing.

The Department received 4 submissions from public authorities during the exhibition of the EA, including Gosford City Council, the Roads and Traffic Authority (RTA), Transport NSW and the Department of Environment, Climate Change and Water (DECCW). No submissions from the public were received.

The Department has considered the issues raised in submissions in its assessment of the project. A summary of the issues raised in submissions is provided below.

4.2. PUBLIC AUTHORITY SUBMISSIONS

A total of 4 submissions were received from public authorities. Within the submissions received, Gosford City Council provided strong support for the proposal, but provided comments in relation to parking and access arrangements. The RTA and Transport NSW noted that the Director-General Requirement's for the proposal had not been adequately addressed, particularly in relation to the analysis of surrounding intersections, impacts on pedestrian and bicycle access and the need to prepare a Work Place Travel Plan. While, DECCW advised that they could not support the proposal at this stage due to the inadequacy of the threatened species impact assessment. A summary of comments is provided below.

4.2.1 Gosford City Council

Within the submission received from Gosford City Council, it was noted that they strongly supported the proposed cancer centre. Further to this, general recommendations and comments, including a set of recommended draft conditions, were provided as follows:

- Additional parking proposed is needed due to the high demand for parking generated by the hospital. All parking should be properly constructed, drained and line marked. Consideration should be given to pedestrian pathways from parking areas to hospital entry points;
- An additional exit driveway should be provided in Ward Street at the western side to compensate for the deletion of the existing driveway to Holden Street;
- Car parking spaces allocated to the Cancer Centre should be available to the general public when the centre is closed;
- The master plan being prepared for Gosford Hospital should include provision for additional on-site parking and reliance on on-street parking reduced to reduce street congestion and improve traffic access;

- The proposal is subject to the Gosford City Civic Improvement Plan. This plan requires a contribution of 4% of the value of the development;
- A Section 307 Certificate is required to be obtained under the Water Supply Authorities Act. Council is the Water Supply Authority. Water and Sewer contributions will apply if the total number of beds for the hospital is increased;
- The separated two level vehicle access also conflicts with the pedestrian entry from Holden Street which requires pedestrians to take a circuitous walk around the wall and through the car park rather than a clear and pleasant route to the entry; and
- The parking and vehicle access appears confusing with numerous entries and exits. A comprehensive traffic and parking plan should be prepared and addressed in the Plan of Management for the hospital.

4.2.2 RTA

The RTA's submission noted that matters raised within their input into the draft DGRs were not adequately addressed in the EA, including the following:

- The identification of existing pedestrian and cycling movements servicing the facility and the assessment identifying existing public transport usage and infrastructure; and
- The identification of all intersections affected by the proposed development as well as undertaking detailed intersection analysis of these intersections. Identify measures to mitigate potential impacts.

4.2.3 Transport NSW

Transport NSW's submission noted that the DGRs have not been fully addressed within the submitted EA and associated traffic report. The following recommendations and comments were provided:

- Impacts on pedestrian and bicycle access during construction and the requirement for the preparation of a Workplace Travel Plan have not been adequately addressed;
- TNSW recommends that the Proponent identify the quantum and location of bicycle parking facilities and amenities. Specific cycle parking should be provided for the proposed development located in accessible, well lit and secure areas; and
- A Workplace Travel Plan should be prepared prior to occupation and this should be reflected in conditions of consent.

4.2.4 DECCW

The Department of Environment, Climate Change and Water advised that they were unable to support the proposal, in that the submitted EA did not adequately address the DGR requirements for flora and fauna.

DECCW considered the assessment of the proposed development on threatened species, particularly local threatened species that are able to use resources in a built environment, such as the Eastern Freetail-bat, the Eastern False Pipistrelle, the Little Bentwing-bat and vegetation proposed to be removed as part of the application, to be inadequate. DECCW suggested that the Proponent conduct a 7-part test (Section 5A of EP&A Act) to show that the proposal satisfactorily addresses the DGRs.

In addition to the general comments provided in relation to flora and fauna, recommended draft conditions were provided excluding conditions relating to threatened species or biodiversity conservation.

4.3. PROPONENT'S RESPONSE TO SUBMISSIONS

On 18 February 2011, the Proponent provided a response to the issues raised in submissions (see Appendix C). The response included a PPR which addresses the issues raised during the exhibition of the project, outlines further consultation undertaken between the Proponent and Council, provides further justification for the project, including a response DECCW's concerns regarding threatened species assessment, and provides a final statement of commitments for the proposal. The key changes to the proposal as outlined within the PPR to address the issues raised include:

- Provision for a 5-space bicycle parking rack dedicated to the cancer centre;
- Provision of 8 car parking spaces in the Beane Street car park (increased from 6 as proposed in the Project Application); and
- Amendments to awnings and provision of a landscaped area to the south of the new entry to the cancer centre.

5. ASSESSMENT

The Department considers the key environmental issues for the project to be:

- Transport;
- Built Form and Urban Design;
- Developer Contributions;
- Ecologically Sustainable Development; and
- Flora and Fauna.

5.1. TRANSPORT

5.1.1. Traffic Impacts

Construction

During the exhibition of the EA, concerns were raised by Transport NSW that the impacts of construction works on pedestrians and cyclists had not been adequately addressed. The Proponent's submitted Traffic and Transport Report identifies the following potential impacts being generated by the construction of the proposed cancer centre, including:

- Construction vehicle access arrangements;
- Temporary degradation of amenity via construction traffic noise;
- Road network operation – temporary loss of intersection capacity due to construction vehicles;
- Safety implications for road users and pedestrians due to presence of construction vehicles and associated access arrangements; and
- Potential loss of available on-street parking due to additional demand created by construction workers and construction vehicles.

In response to the potential impacts identified, the Proponent has committed to the preparation of a detailed construction management plan prior to construction works commencing that will include, but not limited to, details surrounding construction hours, noise management procedures and arrangements for temporary pedestrian, bicycle and vehicle access. In addition to the Proponent's commitments, the Traffic and Transport Report recommends that a construction traffic management plan be prepared in accordance with RTA guidelines and be required to include:

- Details of proposed works;
- Timing of proposed works;
- Construction hours;
- Number of construction vehicles, particularly heavy vehicles;
- Mitigation and management measures, including the use of stop / go signals, construction vehicle access arrangements and circulation; and
- Contact details for on-site construction personnel.

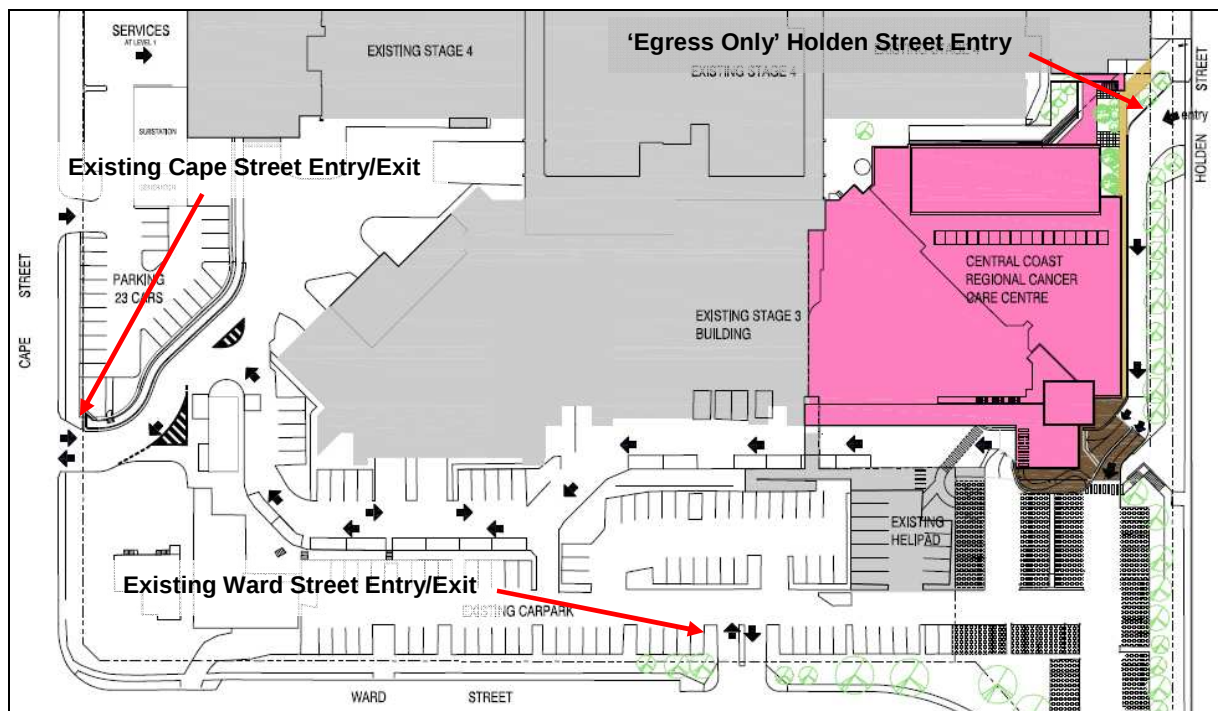
Accordingly, a condition will be recommended that a construction traffic management plan be prepared prior to the commencement of works in addition to the Proponent's commitment outlined above.

The Department considers the measures outlined by the Proponent will ensure that potential traffic impacts generated by the construction of the proposal are suitably minimised through effective planning and implementation of mitigation measures, such as the management of construction vehicle movements, access and parking and construction hours.

Operation

The proposal involves modifications to the existing Holden Street vehicle entry/exit, with the proposed development restricting vehicles to 'entry only'. Exiting vehicles are proposed to be re-routed to the existing Ward Street exit point, while ambulance movements will be re-routed to the existing Cape Street exit. The re-routing of ambulance exit manoeuvres to Cape Street will require minor modifications to ensure that a minimum accessway width of 4m is achieved. The new access arrangements propose the creation of a dedicated set-down area adjacent to the main entry of the cancer centre, with provision also made for an integrated ambulance drop-off bay (see Figure 12). The revised entry access arrangements will also provide access for vehicles to dedicated cancer centre car parking spaces.

Figure 12: Cancer Centre Vehicular Access Arrangements



Council requested an additional vehicle exit point be created at the western end of the existing hospital car park fronting Ward Street to compensate for the modifications to the existing Holden Street access point and proposed restriction for egress only. In response, the Proponent advised that the removal of the ability for vehicles to exit via Holden Street will have a positive impact, reducing traffic movements on Holden Street. In this respect, the dedication of the eastern portion of the existing car park for cancer centre patients and staff will force previous users to find alternative car parking spaces, to which, the existing Ward Street entry/exit point provides a better and more direct access point.

The RTA had initially requested that detailed intersection analysis be undertaken to assess the impact of the proposed development on the surrounding road network. However, following further consultation between the RTA and Proponent, the RTA

indicated that the impact on State Roads would be minimal and that should Council be satisfied with the detail contained within the EA that they would not require detailed intersection analysis to be undertaken. Consequently, further consultation between the Proponent and Gosford Council was undertaken, wherein Council advised that the main focus should be on Ward Street and intersections with Holden Street and Cape Street. Accordingly, the Proponent has committed to the preparation of a Ward Street Road Safety Audit in consultation with Council to minimise potential impacts of the proposal. Recommendations and resultant works identified will be carried out prior to the occupation of the building.

Transport NSW also requested that a Workplace Travel Plan be prepared for the proposal. The Proponent has stated that preparing a Workplace Travel Plan would be better suited to the overall hospital, considering the existing hospital employs approximately 2000 people, when compared to the small number of additional 28 staff created by the cancer centre proposal.

Further, on the 3 February 2011, as delegate for the former Minister for Planning, the Executive Director, Major Projects Assessment, formed the opinion that a proposal for the redevelopment of Gosford Hospital was a project to which Part 3A of the EP&A Act applies and also authorised the submission of a Concept Plan (MP11_0014). The DGRs issued for the proposal, include the requirement for the Proponent to address and detail measures to be implemented to promote sustainable means of transport, including the preparation and implementation of a Workplace Travel Plan. In this respect, it is considered unnecessary for a separate Workplace Travel Plan to be developed for the Central Coast Cancer Centre. It would be more appropriate for a detailed Workplace Travel Plan to be developed for the entire hospital precinct, as required for the Gosford Hospital Concept Plan, rather than for a small portion of the total number of hospital employees.

The response by the Proponent and commitments provided are considered by the Department to be satisfactory. The additional vehicle movements generated by the proposal are expected to have minimal impacts on the existing road network, with only an additional 25-30 vehicle movements expected during peak periods. The road safety audit committed to by the Proponent will ensure that any safety issues identified are satisfactorily addressed in consultation with Council prior to the occupation of the new facility.

5.1.2. Parking

The submitted Traffic and Transport Report notes that there are no current parking requirement guides for cancer centre or day care facility uses and therefore, car parking requirements for the proposed development were generated based on proposed staff and patient numbers and expected mode share for car usage (estimated at approximately 90% given the nature of treatment/patients and distances travelled by staff).

The proposal will create 28 full-time equivalent jobs, including 5 new consulting jobs generated by the proposed establishment of 5 new consulting rooms. The proposal will provide cancer treatment for 8 patients, while the proposed consulting rooms generate the requirement for 15 patient spaces (consistent with the RTA's Guide to Traffic Generating Development and Council's *DCP No.11 – Car Parking*). Based on the proposed number of staff and patients and car mode share of 90%, the proposed cancer centre generates a total requirement for 46 car parking spaces. Accordingly, the proposal involves the dedication of 46 car parking spaces within the existing

Holden Street car park, located directly adjacent to the south of the proposed cancer centre, to improve access for patients and staff (see Figure 13).

The proposed dedication of the cancer centre spaces adjacent to the development will result in 48 existing hospital car parking spaces being displaced. In response, the proposal involves the construction of a new 20 space car park (Ward Street car park) and identified three existing car parks within the grounds of the hospital that will provide additional spaces in lieu of spaces displaced by the cancer centre (see Figure 13).

Figure 13: Car Park Locations



Revisions to the existing Beane Street and Racecourse Road car parks on the western edge of the hospital campus allow for a further 23 spaces to be provided, whilst an additional 11 spaces have been reinstated through blood bank services moving off site. A further 20 car parking spaces are proposed to be created as part of this application within the new staff car park on Ward Street, located directly opposite to the existing Ward Street Hospital Car Park entry/exit. The sloped nature of the site requires excavation works to form a more suitable sloped hard stand area for the car park, with suitable drainage infrastructure proposed to control runoff. Included within the design of the new car park is the provision of a new footpath and kerb ramp, to provide suitable access for staff to the existing hospital grounds opposite. Boom gates are proposed to be installed to control access, similar to that of existing car hospital car parks.

In total, an additional 54 car parking spaces across the hospital campus will be created or reinstated in lieu of the displaced parking spaces that will make way for the proposed cancer centre development and associated 46 dedicated staff and patient spaces. The Department is satisfied that new car parking spaces, including the provision of 46 dedicated cancer centre spaces, in conjunction with the integrated drop-off bay will suitably service the proposal. Furthermore, the additional spaces created provided for an additional 6 spaces above that which are being displaced, which is considered to be a positive response to high demand for hospital associated parking.

5.2. BUILT FORM AND URBAN DESIGN

The proposed development comprises internal demolition works to the former hospital entrance and associated refurbishment works and the construction of a new single storey ground floor building extension. The proposed new works vary in height specific to the function of the space. The entrance to the centre is proposed to have a maximum height of 7.45 metres above ground level, comprising an integrated drop off bay and main entry/waiting area.

Figure 14: Southern Elevation

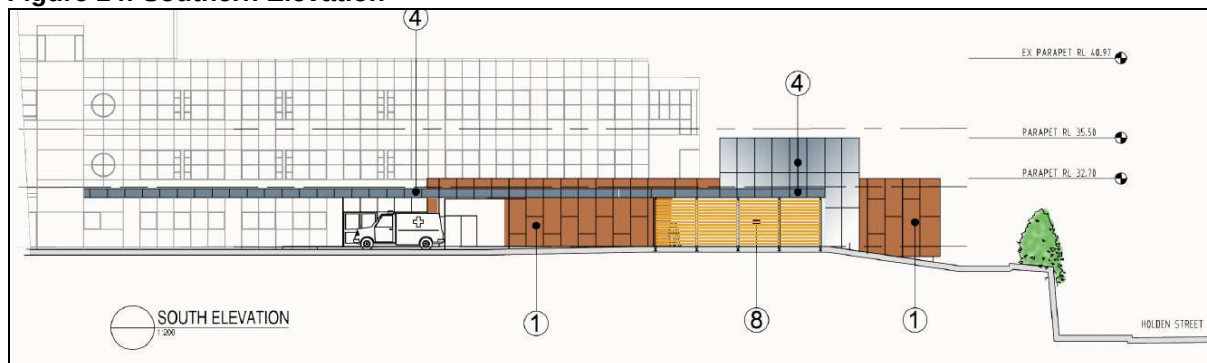
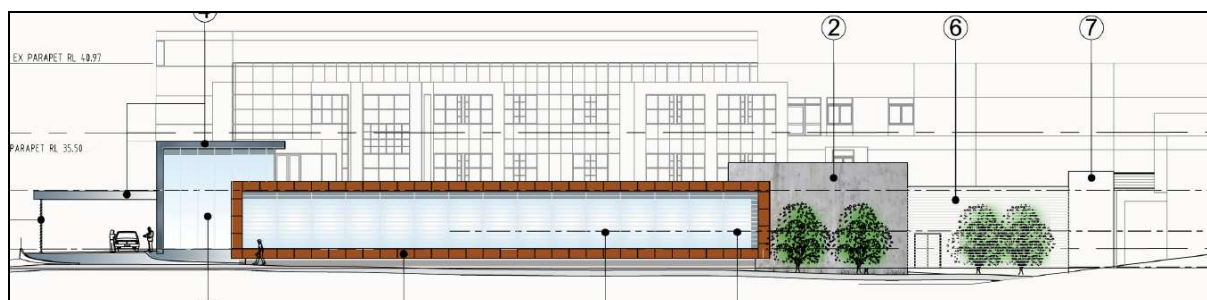


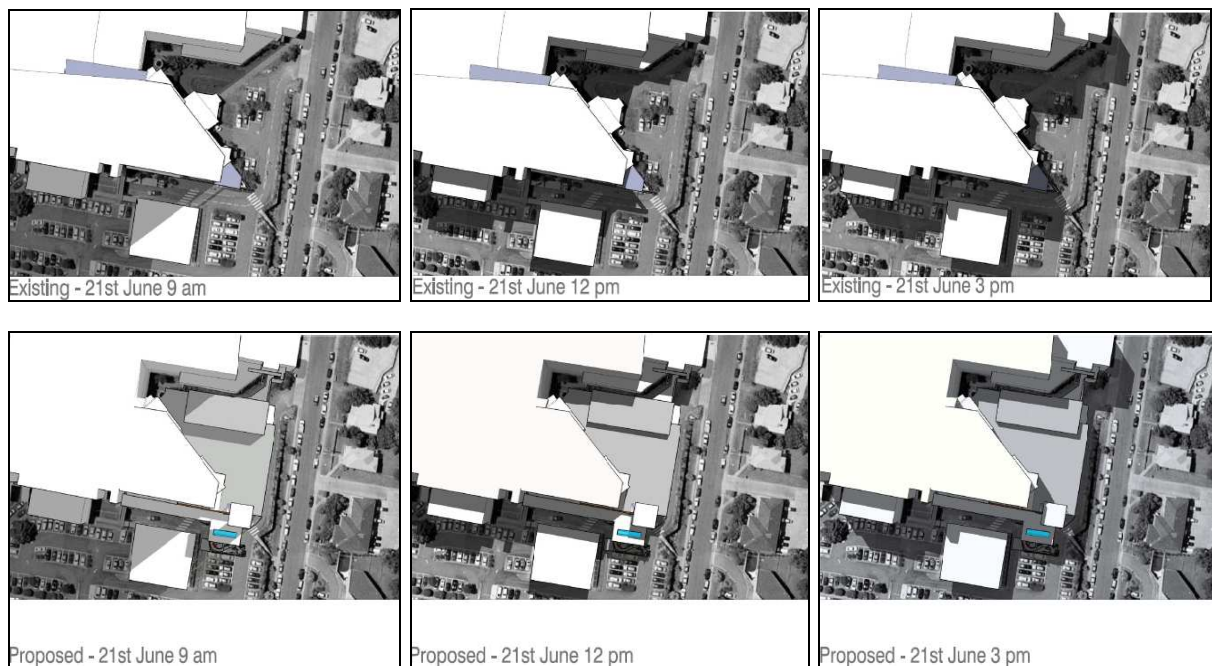
Figure 15: Eastern Elevation



The main building component of the centre, containing the consulting rooms and associated administration, has a proposed building height of 4.1 metres (see Figures 14 and 15).

The single storey height of the proposed development is below the existing 12.92 metre parapet height of the existing hospital building, with the development well integrated within the existing hospital built form in the south eastern corner of the site. The scale of the proposed building extension is such that minimal amenity impacts are associated with the proposal. Detailed overshadowing modelling undertaken by the Proponent (see Figure 16) indicates that the proposed development will create some minor additional shadows, though this is largely contained to the hospital grounds and Holden Street and will not have an impact on any adjoining properties.

Figure 16: Existing/Proposed Overshadowing – 21 June



The proposed new built form of the cancer centre has been appropriately setback from Holden Street, consistent with existing adjoining hospital development. The proposed single storey scale of the extension is considered to be consistent with the form of existing low to medium scale residential and medical/health development opposite the hospital campus on Holden and Ward Streets. Further, the development itself will provide a transition of scale to the existing hospital buildings.

The design of the cancer centre is arranged into three components, including the bunker, main body and entrance. The bunker component is to contain the linear accelerators for radiotherapy treatment purposes and is to be constructed with reinforced concrete up to 2 metres thick. The proposed plain concrete wall finish of the bunker at the northern end of the extension provides a contrasting built form element to the main body of the design that appears to float above the ground plane due to the copper sleeve finish to the eastern façade (see Figures 17 and 18).

The proposed cancer centre entrance comprises a double height, zinc clad entrance that contains the main entry airlock, attached to a zinc clad canopy and associated louvre screen that integrates the patient drop off bay. The zinc cladding of the entry

also provides a strong contrasting built form to the main body of the cancer centre, adding interest and variation to its design (see Figure 18).

The design and scale of the proposed Central Coast Cancer Centre has considered the scale and form of the existing hospital building, with the ground floor extension providing a defined character for the cancer centre, whilst suitably integrating the structure into the existing hospital building. The Department considers that the articulation of the three main components of the extension and use of different building materials provide for a complementary built form to the existing Gosford Hospital that satisfactorily addresses the Holden Street streetscape and immediate surrounds.

Figure 17: North Eastern 3D Perspective



Figure 18: South Eastern 3D Perspective



5.3. DEVELOPER CONTRIBUTIONS

Council's submission made during the exhibition of the EA indicated that the proposed development was subject to the Gosford City Centre Civic Improvement

Plan (CIP), requiring a contribution of 4% of the value of the development, equating to \$1,184,000.

Council's CIP identifies works proposed to be undertaken within the Gosford City Centre to support the growth and development of the precinct, which are proposed to be funded by section 94 contributions received from developments (see Figure 19).

Figure 19: Gosford City Centre CIP Summary of Development Contributions

TABLE 1: SUMMARY OF DEVELOPMENT CONTRIBUTIONS		
Projects	Development Levy / Contribution	Levy/ Contribution Rate
Public Domain Projects and Special City Centre Projects	S.94A Levy	4% of the cost of development
TABLE 2: SUMMARY OF PROJECTS		
Public Domain Projects		
Open space and recreation facilities		\$3,300,000
Bushland and environmental conservation works		\$5,220,000
Transport and access management works		\$85,340,000
Stormwater management works		\$23,336,000
Total		\$117,196,000
Special City Projects		
Waterfront precinct		\$15,000,000
Cultural centre		\$15,000,000
Library and community facilities		\$15,270,000
Total		\$45,270,000

The Proponent argues that Council's CIP seeks contributions based on developments that generate demand for additional services and facilities. The Proponent's view is that the proposed cancer centre will provide services that assist the population, rather than generating additional demand for services, making use of existing services and augmenting to cater for the increased capacity.

The Proponent notes that the proposed development provides 'public amenities' and 'public services' and therefore meets the criteria of "provision of infrastructure" under Section 94ED(1)(a) of the EP&A Act which includes reference to:

"the provision, extension and augmentation of (or the recoupment of the cost of providing, extending or augmenting) public amenities or public services, affordable housing and transport or other infrastructure relating to land".

The Proponent also notes that under Section 94EE(1) of the EP&A Act, the Minister is to determine development contributions for the provision of infrastructure. Further, in determining the level and nature of development contributions, Section 94EE(2)(a) states:

“the Minister is, as far as reasonably practicable, to make the contribution reasonable having regard to the cost of the provision of infrastructure in relation to the development or class of development”.

The Department considers that the proposal would not have a significant impact on the existing traffic flow or parking demand within the surrounds of the existing hospital, whereby the proposal has made adequate provision for off-street car parking to cater for the proposed 23 additional staff and patient parking demand generated. Further, given the scale and intensity of the proposed development, it is not considered that additional demand for improvements to open space, environment conservation, transport and access and stormwater management works is generated by the proposal.

Notwithstanding the above, *Circular No D6 – Crown Development Applications and Conditions of Consent* issued by the former Department of Urban Affairs and Planning allows for development by the Crown under Part 4 or Part 5A of the Act to be exempt from Section 94 contributions, however the project is not development under Part 4 or Part 5A of the Act and therefore there is no requirement to provide an exemption.

The Department acknowledges that the project is not a Crown application lodged under Part 4 and Part 5A of the Act and therefore Circular D6 does not strictly apply. However, the principles of Circular D6 are relevant to the application and should apply to the proposal. With respect to health services, Circular D6 suggests that contributions should only be sought for drainage and specific local road upgrades. Circular D6 also recommends that no contributions should be collected for open space, community facilities, parking and the general local and main road upgrades.

The Circular states there must be a nexus between the expected type of development in the area and the demonstrated need for additional public facilities created by those developments. Circular D6 states:

“Crown activities providing a public service or facility, lead to significant benefits for the public in terms of essential community services and employment opportunities. Therefore it is important that these essential community services are not delayed by unnecessary disputes over conditions of consent. These activities are not likely to require the provision of public services and amenities in the same way as developments undertaken with a commercial objective”.

In this respect, the proposal involves an expansion to the existing Gosford Hospital, with all necessary servicing and augmenting currently provided on site, while only a minor increase in staff is proposed, services for which (car parking) are also proposed to be catered for on-site. Further, the Proponent has committed to the preparation of a Road Safety Audit for Ward Street in consultation with Council, whereby any issues and works identified to rectify issues will be carried out prior to the occupation of the proposed cancer centre. Also, the Proponent has committed to the preparation of an environmental management plan that addresses traffic and pedestrian management matters and maximises the development's ESD performance.

In this respect, it is considered that the proposed development is unlikely to have a significant impact on local infrastructure and facilities and that a nexus for additional drainage and/or local road upgrades cannot be established.

The Department also considers that it is not appropriate for the Central Coast Cancer Centre to be levied at the same rate as other development, such as commercial, retail and residential development. These forms of development have a specific commercial objective and lead to an increase in the need for additional public facilities, whilst medical facilities provide a beneficial service to the public in terms of health, educational and employment opportunities. Therefore these development types are considered to be opposite in their functions and use and it is not appropriate that they be subject to the same contribution levy.

Following a review of the PPR, Council noted that the Proponent's response had satisfactorily addressed all matters previously raised by Council during the exhibition. Council also expressed that they are keen to see the Cancer Centre developed as soon as possible and would not press the contribution issue. It was also advised that Council were reviewing their contributions plan for the city centre, with the view of reducing the contribution levy to 1% of development cost to encourage further development within the Gosford City Centre.

In accordance with Section 75R(4) and consequently Section 94B(2) of the Act, the Minister may impose a different contribution after having had regard to Gosford City Council's Civic Improvement Plan. Accordingly, and in view of the above, it is recommended that no contribution fees be applied to the project application.

5.4. ECOLOGICALLY SUSTAINABLE DEVELOPMENT

The proposed cancer centre development involves the partial demolition of internal walls and associated refurbishment of an existing portion of the hospital and extension over the old hospital vehicle access/entry and ancillary car parking area. The proposed development will have both short term and long term positive impacts on the economic, environmental, social and health of the surrounding Gosford region. The ESD report prepared by the Proponent notes that opportunities and strategies that have been investigated and are likely to be implemented will result in:

- Reduced carbon emissions and environmental impact;
- Improved indoor environmental quality;
- Reduced operating costs;
- Reduced consumption of potable water;
- Cost effectiveness over life cycles; and
- Efficient material usage.

The report notes that in accordance with *NSW Health Engineering Services and Sustainable Development Guidelines, Technical Series TS11*, all NSW Health projects with a budget greater than \$10 million must undergo the Green Star rating process to achieve a minimum 4 star rating. Accordingly, the proposal has incorporated a number of suitable ESD strategies, such as maximising the development's exposure to natural elements of the surrounding locality, improve water conservation and reduce its consumption, incorporate photovoltaics as an opportunity to generate renewable energy, selection of energy efficient installations

Further, the proposal was subject to a preliminary Green Star assessment, obtaining a preliminary total score of only 35 points or the equivalent of a 3 star Green Star rating. The Proponent's ESD report notes that an additional 19 possible points are available, but are 'to be confirmed' and highly likely to be incorporated into the development, concluding that achieving a 4 star Green Star rating is considered highly viable. In addition, the Proponent has committed to the preparation of an Environmental Management Plan that will address waste management and ESD initiatives.

The Department is satisfied that the Proponent has adequately considered the incorporation of ESD within the design, construction and operation of the development. The Department has also recommended appropriate conditions to ensure that the proposal implements the recommendations made within the ESD report, so as to ensure that proposal ability to achieve a minimum 4 star Green Star rating is achieved.

5.5. FLORA AND FAUNA

Concerns were raised by DECCW in relation to its view that the EA did not adequately address flora and fauna impacts associated with the proposed development, including an assessment of the impacts of the development on threatened species and endangered ecological communities. Within the Proponent's PPR, additional details were provided detailing the level of potential impact from the development, including the submission of an arborist report that assesses the impacts of the proposal on existing vegetation.

As detailed previously, the proposed development of the cancer centre involves the partial demolition and refurbishment of part of the existing hospital building and the construction of a new extension over an existing hospital vehicle entry and car park, which involves the removal of minimal vegetation, such as turf and some landscaped gardens that has been planted since the construction of the original hospital. The Proponent has submitted a landscape plan, detailing a new landscape scheme for the new revised vehicle entry from Holden Street, including a new landscaped Holden Street frontage.

In this respect, the proposed cancer centre involves the development of an existing disturbed environment and does not involve the removal of any native remnant vegetation or removal of threatened species and there is minimal opportunity for critical habitats to be located on site. The Proponent has provided a commitment to ensure that the relevant authority will be contacted in the event any native species are found during construction.

The submitted arborist report details that the proposed Ward Street car park would not require the removal of any vegetation, but some existing trees located on the car park site are diseased or damaged and their removal was recommended. Further, the arborist report recommends the removal of an existing mature lemon-scented gum tree in association with the proposed extension of the Fleet Street hospital car park fronting Racecourse Road, which was considered to be structurally defective. The recommendations provided within the arborist report for the proposed car parking works include provisions for replacement trees to be provided in response to

those trees recommended to be removed. A condition is recommended requiring the recommendations of the arborist report to be implemented during the development.

In view of the above, the Department considers that the Proponent has satisfactorily considered the potential impacts of the proposal on flora and fauna within the site and its surrounds and, in conjunction with recommended conditions, has provided appropriate commitments to ensure that minimal impacts are generated by the proposal.

6. RECOMMENDATION

The Department has assessed the EA and submitted PPR and considered the submissions in response to the proposal. The key issues relating to the proposal include: transport, built form and urban design, developer contributions, ecologically sustainable development and flora and fauna.

The Department considers that the proposal positively responds to the surrounding built environment and is well integrated into the character of the existing Gosford Hospital, particularly in relation to the creation of a revised vehicle entry that is integrated into the new vehicle drop-off bay at the entrance to the cancer centre. The proposed design and façade treatment of the proposal responds to its surrounds in terms of scale and finishes.

The proposal responds well to the existing environment to mitigate potential impacts, with revisions to the existing vehicle access and car park layouts and construction of a new car park ensuring that the proposal does not result in any additional impacts on the existing local road network. In addition, the Department has recommended appropriate conditions in response to the key issues, including requirements for the submission of a construction traffic management plan, implementation of ESD initiatives and recommendations provided within the submitted arborist reports.

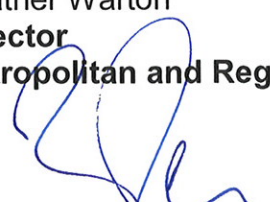
The Department sought comment from both the Proponent and Council on the draft recommended conditions. All comments where relevant have been incorporated into the recommended conditions at Appendix E.

The project is consistent with key objectives in the Central Coast Regional Strategy and would provide significant public benefits to the broader community through the provision of dedicated cancer treatment, directly integrated with the existing services provided by Gosford Hospital.

The Department is therefore satisfied that the impacts of the proposal can be suitably mitigated and/or managed to ensure a satisfactory level of environmental performance, pursuant to section 75J of the EP&A Act. Accordingly, the Department recommends the project application be approved, subject to conditions.



Heather Warton
Director
Metropolitan and Regional Projects North



Richard Pearson
Deputy Director-General
Development Assessment & Systems Performance

16/5/11

APPENDIX A ENVIRONMENTAL ASSESSMENT

Provided on disk or see the Department's website at:

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=4273

APPENDIX C PROPONENT'S RESPONSE TO SUBMISSIONS

Provided on disk or see the Department's website at:

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=4273

APPENDIX D CONSIDERATION OF ENVIRONMENTAL PLANNING INSTRUMENTS

State Environmental Planning Policy (Major Development) 2005

On 11 October 2010, the A/Director, Government Land and Social Projects, as delegate of the Minister, formed an opinion that the project is a major project under clause 18 of Schedule 1 to the MD SEPP, as it is for a hospital with a capital investment value of more than \$15 million. The Minister is the approval authority. The Capital Investment Value for the project is estimated at \$29,615,864 million.

State Environmental Planning Policy (Infrastructure) 2007

The aim of this policy is to assist in the effective delivery of public infrastructure throughout the State. The proposed development is considered to be a 'health services facility' under the SEPP and is permissible with consent on land in a prescribed zone. Gosford Hospital is zoned SP1 'Special Activities' and is specifically zoned for hospital use on the site.

The proposed Ward Street car park site, at 13 Ward Street, is zoned R2 Low Density Resident under the Gosford City Centre LEP 2007 and is listed as a prescribed zone under the SEPP. Accordingly, the proposed car park is permissible with consent.

State Environmental Planning Policy No. 55 – Remediation of Land

SEPP 55 requires a consent authority to consider whether the land is contaminated, and if so, whether the land will be remediated before the land is used for the intended purpose. Accordingly, the Proponent has provided a Preliminary Contamination Assessment report for the subject site to identify potentially contaminating activities that are being performed on the site or that have previously been undertaken on the site, to identify areas of environmental concern and areas of chemical concern.

During the review of the site history revealed that the development site was occupied by a number of small residential buildings until around 1984 wherein the Gosford Hospital site began to develop. From the site investigations undertaken, the following potential contaminating activities and chemicals of concern were identified:

- imported fill of unknown origin;
- heavy metals;
- asbestos;
- TPH (Total Petroleum Hydrocarbons);
- PAH (Polycyclic Aromatic Hydrocarbons);
- OCP (Organochlorine Pesticides);
- PCB (Polychlorinated Biphenyls); and
- OPP (Organophosphorous Pesticides).

The likelihood of the above identified potential contaminants was considered to be low to medium, but high for asbestos. Accordingly, the Preliminary Contamination Assessment report concluded that based on the identified potential contaminants and gaps in the site's history, soil contamination assessment across the site should be undertaken. In this respect, the Proponent has committed to undertake a Phase 2

Soil Contamination Assessment following demolition and prior to commencement of construction of the new cancer centre.

State Environmental Planning Policy No. 33 – Hazardous and Offensive Development

SEPP 33 provides clear definitions of hazardous and offensive industries for use in environmental planning instruments, to facilitate development defined as hazardous and offensive or potential so, in accordance with the SEPP and to ensure that in determining this form of development that appropriate measures are employed to reduce the impact of the development and require advertising of applications proposing to carry out such development.

The proposed new radiotherapy bunkers fall under the definition of '*potentially hazardous industry*' as defined within the SEPP. Accordingly, measures have been incorporated into the design of the bunkers to negate any potential impacts, including 2m thick concrete walls. Further the Proponent has committed to the preparation of a preliminary hazardous analysis report.

Gosford City Centre Local Environmental Plan 2007

The subject site zoned SP1 Special Activities – Hospital zone and R2 Low Density Residential under the Gosford City Centre LEP 2007. The proposed cancer centre development is permissible with consent on the subject hospital site, while the proposed Ward Street Car Park is permissible pursuant to SPP Infrastructure, as previously detailed. The objectives of the primary SP1 zoning include:

- *To provide for special land uses not provided for in other zones.*
- *To provide for sites with special natural characteristics that are not provided for in other zones.*
- *To facilitate development that is in keeping with the special characteristics of the site or its existing or intended special use, and that minimises any adverse impacts on surrounding land.*
- *To provide for development that is compatible with the special land use or uses shown on the [Land Zoning Map](#) (being Hospital uses).*
- *To prevent development that is not compatible with or that may detract from the special characteristics of the site or its existing or intended special use.*

The proposed development is considered to be consistent with the zone objectives, which includes facilitating hospital development that allows the special characteristics of the proposed development to be adequately integrated with the existing Gosford Hospital Operations.

The proposed development satisfies the maximum 3:1 FSR control of the existing hospital site and has been satisfactorily design to ensure compliance with the design excellence and ESD requirements of the LEP.

APPENDIX E RECOMMENDED CONDITIONS OF APPROVAL
