



**Planning &
Infrastructure**

***MODIFICATION REQUEST:
Wollongong Hospital Redevelopment
Crown Street, Wollongong
MP 10_0213 MOD 1***

***Construction of a multi-level car park to
support Wollongong Hospital Redevelopment***

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

November 2013

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TABLE OF CONTENTS

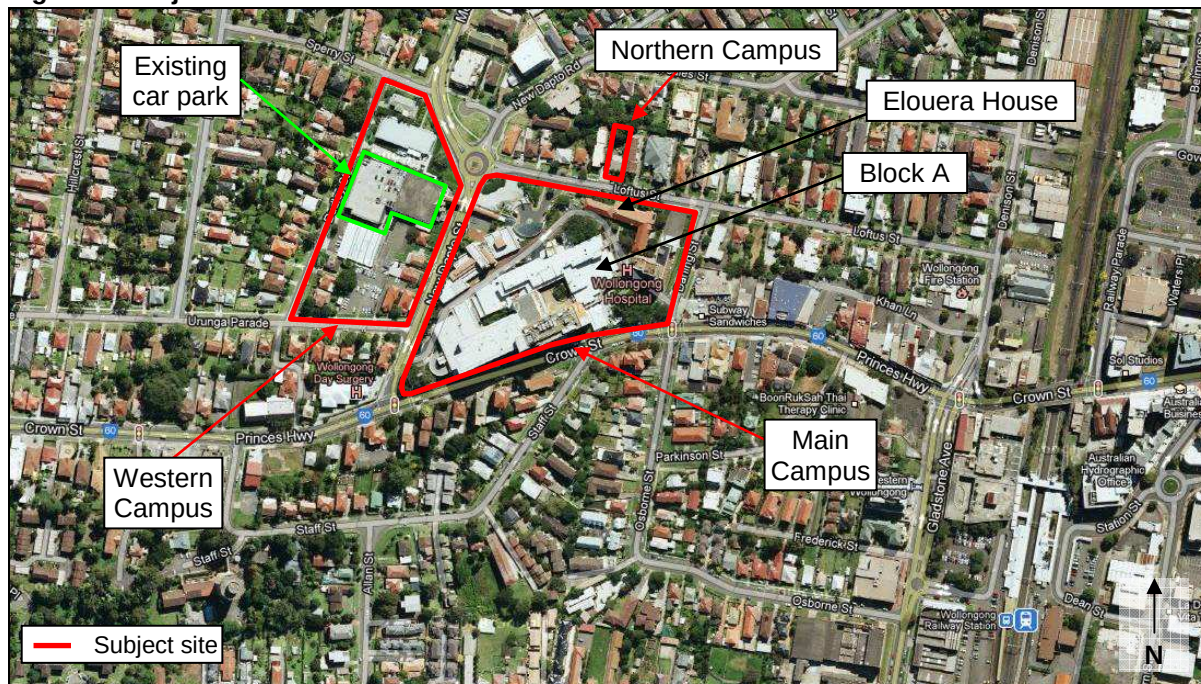
1.	BACKGROUND	2
2.	PROPOSED MODIFICATION	3
3.	STATUTORY CONTEXT	4
	3.1 Modification of the Minister's Approval	4
	3.2 Delegated Authority	4
	3.3 Environmental planning instruments (EPIs)	5
4.	CONSULTATION AND SUBMISSIONS	6
	4.1 Exhibition	6
	4.2 Public Authority Submissions	6
	4.3 Public Submissions	7
5.	ASSESSMENT	7
	5.1 Transport and Traffic Impacts	7
	5.2 Built form	10
	5.3 Development contributions	12
	5.4 Environmental and residential amenity	12
6.	CONCLUSION AND RECOMMENDATIONS	13
APPENDIX A	MODIFICATION REQUEST	14
APPENDIX B	SUBMISSIONS	15
APPENDIX C	RECOMMENDED MODIFYING INSTRUMENT	16

1. BACKGROUND

On 8 June 2012, the then Deputy Director-General, Development Assessment and Systems Performance, as delegate of the Minister for Planning and Infrastructure, approved the major project for the Wollongong Hospital Redevelopment, Crown Street, Wollongong.

The project location is shown in **Figure 1**.

Figure 1: Project location

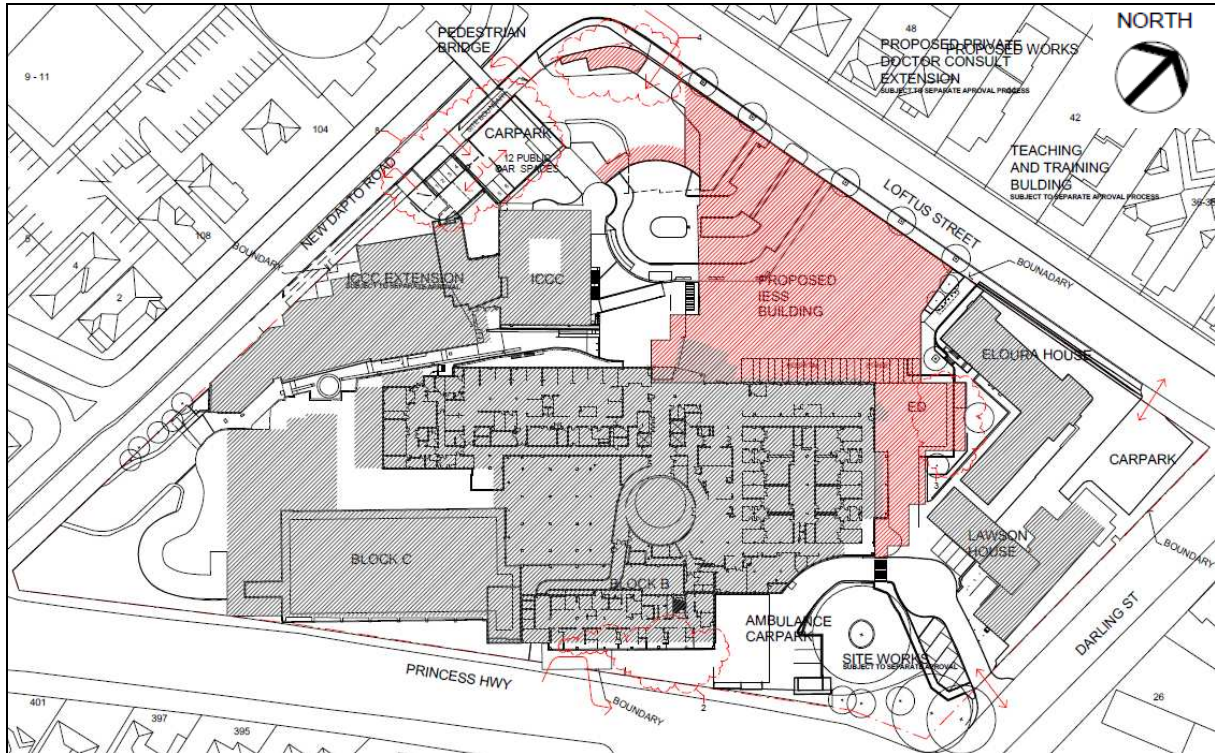


The approved works comprise the:

- construction of a six storey building to accommodate the Illawarra Elective Surgical Services (IESS) and Ambulatory Care Unit (ACU), including seven new operating theatres, 66 beds, 62 new treatment bays and 20 new consultation/examination rooms;
- construction of a part two part four storey addition to Block A to accommodate an expansion of the emergency unit and provision of an additional 10 treatment bays;
- demolition, including the removal of the 1941 western portion of Elouera House and modifications to ameliorate those demolition works;
- refurbishment works to the existing Block A clinical building, including provision of a new combined main entry;
- additions to the loading dock zone;
- provision of a new vehicle drop off zone on New Dapto Road;
- landscape and public domain works;
- part pedestrianisation of the existing internal Hospital Road;
- excavation works for basement;
- utility works including new water main connections, relocation of gas meter and new substations;
- removal of 21 trees; and
- sustainable transport, operational and waste procedures.

The approved project layout is shown in **Figure 2** and is contained within the main campus bounded by Loftus Street, Darling Street, Crown Street and New Dapto Road.

Figure 2: Approved project layout (in red)



A condition of approval requires the proponent to demonstrate that works on a car park with a minimum 296 car spaces is commenced prior to operation of the new hospital facilities, or development contributions be paid to council or works-in-kind be undertaken to the equivalent of \$1,064,000 for the upgrade of local streets and pathways within the vicinity of the hospital.

The proponent now intends on constructing a multi-level car park to satisfy this condition and to improve the car parking situation for the hospital campus and relieve pressure on the local streets. The proponent is seeking to amend the project approval to include the construction of the car park on the western campus, which is bound by Sperry Street, Mercury Street, New Dapto Road, Urunga Parade and Dudley Street.

The western campus (Lot 101 in DP 1043216) is linked to the main campus by a pedestrian overbridge from the existing five level car park. Also located on this part of the campus is a helicopter landing surface (on the roof of the existing car park), engineering workshop, cottages used for health related purposes, demountable buildings and at-grade car parking. The proposed car park will be located to the south of the existing car park and be constructed with connections to the existing car park on all aligned levels.

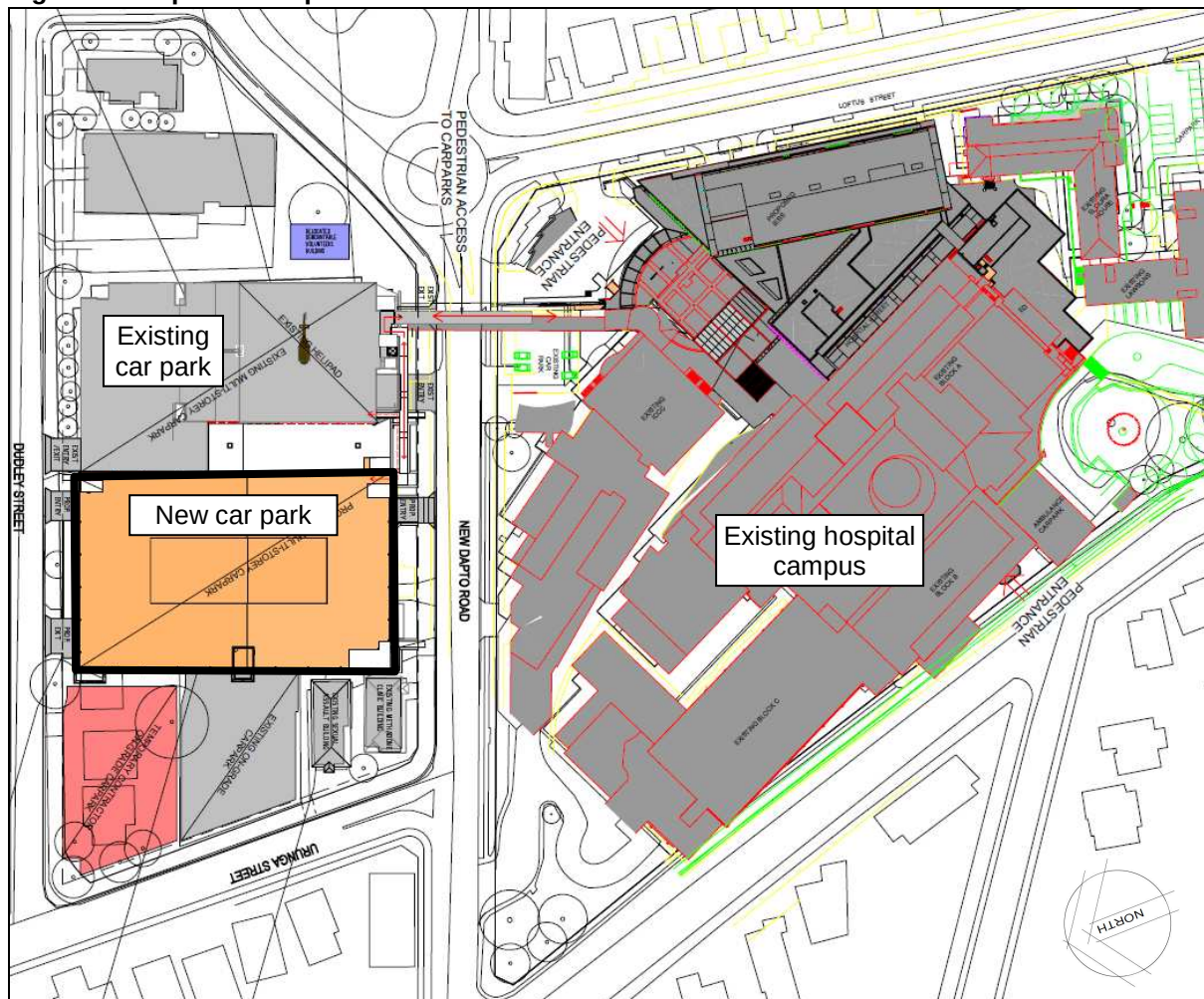
2. PROPOSED MODIFICATION

The proposed amendments to the project include:

- demolition of the engineering workshop, cottages and houses along New Dapto Road and Dudley Street;
- removal of at-grade car parking and six trees;
- bulk excavation;
- construction of a new six level car park (16 metres) with 754 car spaces adjacent to and connections to the existing hospital car park;
- alterations to the façade of the existing hospital car park; and
- landscaping works.

The proposed car park location is shown in **Figure 3**.

Figure 3: Proposed car park location



3. STATUTORY CONTEXT

3.1 Modification of the Minister's Approval

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

Section 75W(2) of the EP&A Act provides that a proponent may request the Minister to modify the Minister's approval of a project. The Minister's approval of a modification is not required if the approval of the project as modified would be consistent with the original approval. As the proposed modification seeks to construct a new multi-level car park structure, the modifications will require the Minister's approval.

3.2 Delegated Authority

The Minister has delegated his functions to determine Part 3A modification applications to the department where:

- the council has not made an objection, and
- there are less than 10 public submissions objecting to the proposal, and
- a political disclosure statement has not been made in relation to the application.

There has been one submission received from the public objecting to the proposal and council has not made an objection to the proposed modification. There has also been no political disclosure statement made for this application or for any previous related applications.

Accordingly, the application is able to be determined by the Director, Industry, Social Projects and Key Sites, under delegation.

3.3 Environmental planning instruments (EPIs)

State Environmental Planning Policy No. 55 – Remediation of Land

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.

As the proposed car park is located on the western campus, further site investigations were undertaken for this part of the campus. These investigations indicated that contaminants on this part of the campus are below the site assessment criteria established for the car park and the potential for significant widespread soil contamination at the site is low. The site assessment concluded that the subsurface soil conditions are suitable for use of the site for a car park.

The department is satisfied that, in accordance with clause 7 of the SEPP, the investigations undertaken of the subject site demonstrate that the site for the modified development is not contaminated and is suitable for the continued use for hospital purposes.

Wollongong Local Environmental Plan 2009 (WLEP)

The site is located within the Wollongong Local Government Area and is zoned SP1 Special Activities – Wollongong Hospital Precinct under the WLEP. The proposal as modified continues to be consistent with the zone objectives as it comprises development that is in keeping with the intended use for the site, which is identified as the Wollongong Hospital Precinct in the WLEP. The additional car parking is ordinarily incidental or ancillary to the hospital use.

The WLEP establishes a 60 metre maximum height of buildings for the main campus of the hospital site (bounded by Crown, Darling and Loftus Streets and New Dapto Road). The western campus is subject to a 32 metre maximum height limit for buildings.

The WLEP establishes a 1.5:1 FSR for the entire hospital site, however, the WLEP also permits a maximum FSR of 3:1 for a building on land within a SP1 Special Activities zone that is to be used for the purposes of hospitals, medical centres or other like uses or a combination of such uses as well as for any purposes other than residential given that it is located in the City Centre. The site is located within the Wollongong City Centre as defined on the Wollongong City Centre Map to the WLEP. The proposal is consistent with the objectives for the development in Wollongong City Centre.

The maximum height of the car park is approximately 16 metres and the floorspace for the car park is not considered to be GFA as it is not habitable floor area and is being provided to meet the car parking requirements of council for the hospital. The maximum height and FSR for the redevelopment on the main campus would not change as a result of new car park and therefore the modified proposal continues to comply with the development standards in WLEP that apply to the modified development.

4. CONSULTATION AND SUBMISSIONS

4.1 Exhibition

In accordance with section 75X of the EP&A Act and clause 8G of the EP&A Regulation, the modification was made available on the department's website. The department also publicly exhibited the request due to the extent of the modifications from 26 June 2013 until 9 August 2013 on the department's website and at the department's Bridge Street Sydney Information Centre and Wollongong Council's offices.

The department also advertised the public exhibition in the Wollongong Advertiser on 26 June 2013. Adjoining landholders and relevant State and local government authorities were also notified in writing.

The department received six submissions during the exhibition of the modification request – four submissions from public authorities and two submissions from the general public.

A summary of the issues raised in submissions is provided below.

4.2 Public Authority Submissions

A total of four submissions were received from public authorities.

Wollongong City Council (council) raises no objection to the modifications and considers the additional car park would support the on-going operation of the hospital and any future expansion. Council also provided the following comments:

- supports the full exemption of section 94A development contribution requirements;
- requests further details regarding vehicle queues to justify the proposed total number of vehicle access points;
- requests that a signage plan be prepared to optimise parking efficiency and reduce potential on-street queuing;
- consideration should be given to the relocation of car spaces for persons with a disability to Level 6, which has direct access to the pedestrian bridge to the hospital;
- requests further details regarding pedestrian circulation within the car park, distribution of parking between staff and visitors/patients, directional signage, façade treatments consistency with council's DCP;
- a concrete pathway and additional street trees should be provided along Dudley Street;
- notes that the trees proposed for removal are not significant trees;
- recommended various stormwater management conditions, including providing on-site stormwater detention, details regarding connections to council's drainage system, structural certification for all proposed retaining walls; and
- recommended conditions to promote crime prevention through environmental design, including incorporating adequate lighting, landscaping treatment that does not restrict visibility, provision of way-finding signage and measures to deter incidences of graffiti.

Transport for NSW (including Roads and Maritime Services) raised the following matters:

- consideration needs to be given to the potential traffic impact on the bus network and mitigation measures need to be developed in conjunction with Transport for NSW;
- the performance of the Crown Street and New Dapto Road intersection will deteriorate and the mitigation measure proposed of traffic signal optimisation is not supported. Transport for NSW recommends mitigation through road infrastructure upgrades; and
- a construction traffic management plan is required to address any potential impacts to traffic and transport and adequate measures identified to mitigate the impacts.

The **Environmental Protection Authority (EPA)** does not object to the modifications and provided the following comments:

- the construction noise and vibration management and air quality management plans should be updated to address the demolition and construction works for the car park;
- clean stormwater should be collected and reused or diverted to existing stormwater drains;
- opportunities for re-use of waste materials should be maximised; and
- appropriate management measures should be developed to remove any asbestos waste.

The **Civil Aviation Safety Authority (CASA)** does not object to the modifications and provided the following comments:

- car park lighting and light beams from vehicles are not to create confusion, distraction or glare to pilots; and
- construction crane information should be provided to CASA for hazard assessment and to Airservices Australia to assess any impact on the published approach procedures.

4.3 Public Submissions

A total of two submissions were received from the public. One of the public submissions objected to the modifications and one provided general comments.

The public submission objecting to the modifications raised the impact on the value of property as a result of increased traffic as an issue. Whilst the impact on property value is not a relevant planning matter, the department has considered the impact on the road network in Section 5 of this report. The department considers that the overall impact on the local street network would improve as a result of relocating parking associated with the hospital from on-street parking to on-site parking. Whilst there would be additional traffic as a result of the additional on-site car parking, a large proportion of the car spaces are provided to meet existing demand for car parking generated by users of the hospital and to meet demand for the approved expansion. The addition of on-site car parking would divert this existing traffic to New Dapto Road and Dudley Street, however, it would also improve traffic movement in the area by eliminating circling vehicles trying to find car parking.

The other submission provided comments regarding opportunities for investment in medical treatments, which is not relevant to the assessment of the modifications sought, which seek to address car parking issues on the campus.

The department has considered the issues raised in submissions in its assessment of the proposed modification.

5. ASSESSMENT

The department considers the key issues for the proposed modification to be:

- transport and traffic impacts;
- built form;
- development contributions; and
- environmental and residential amenity.

5.1 Transport and Traffic Impacts

5.1.1 Car parking

The approved hospital redevelopment (MP 10_0213) resulted in the deficiency of 296 parking spaces across the site due to the loss of existing car parking and additional demand generated by the new hospital floorspace. At the time of determination of the major project for the redevelopment, the government had announced funding for the construction of a

multi-level car park at Wollongong Hospital had been secured. Whilst funding had been allocated to the construction of a car park, the planning of the car park had yet to commence. Therefore, to avoid holding up the construction of the hospital facilities, a condition of approval was included that required the proponent to demonstrate that works have commenced on the construction of a minimum of an additional 296 car parking spaces for the hospital or demonstrate that development contributions have been paid prior to the operation of the new hospital facilities.

The proponent now proposes to modify the project to include the construction of a 754 space car park adjacent to the existing car park on the western campus to meet the parking demand generated by the project as well as meet the existing shortage of hospital car parking. The proposed car park would be linked on all levels to the existing car park.

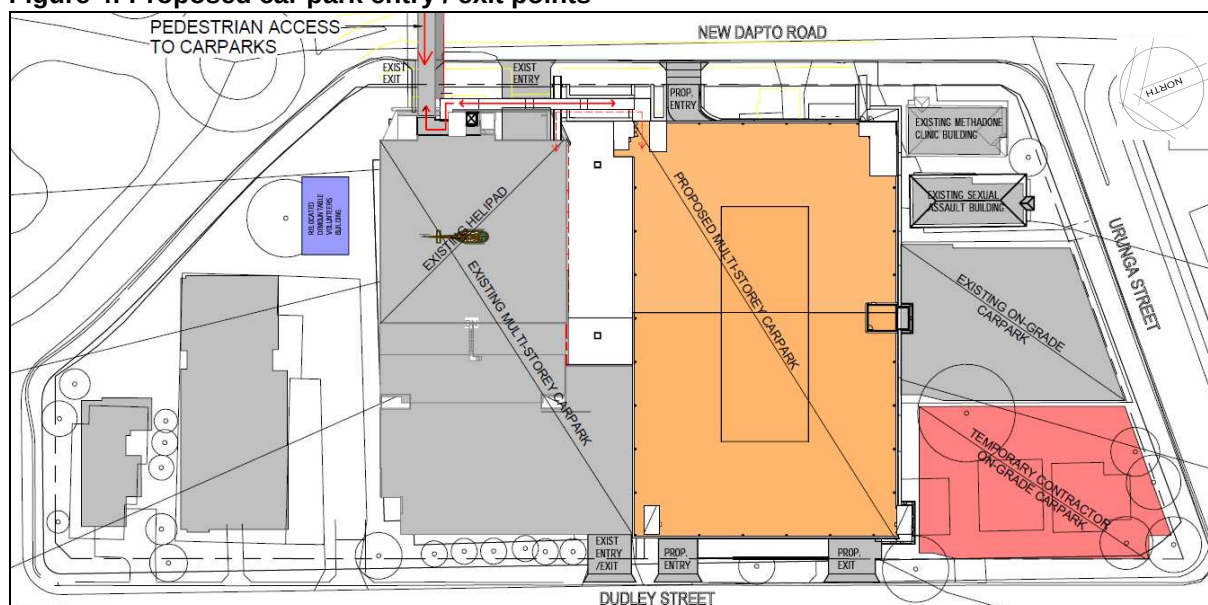
The proposed car park would meet the demand generated by the hospital redevelopment, offset the 85 car spaces lost as result of the development, and result in approximately 373 additional spaces. This would largely provide for existing staff, patients and visitors who currently rely on on-street car parking. The transport assessment for the major project acknowledged that users of the campus relied heavily on on-street car parking provisions and was further highlighted by the campus' significant shortfall in meeting the 1,240 car spaces required by the Wollongong Development Control Plan (based on the existing staff numbers and hospital beds). The campus was deficient by approximately 484 car spaces (based on a total of 756 existing and approved car spaces at the time of the lodgement of the major project application).

The additional car spaces would contribute to offsetting the existing demand generated by the hospital that relies on on-street car parking. Council has indicated that the car park would support the on-going operation of the hospital campus. Accordingly, the department considers that the car parking provisions for the campus are acceptable.

5.1.2 Layout and Access

The proposed car park will be supported by one vehicle entry on New Dapto Road, and one entry and one exit on Dudley Street (see **Figure 4**). The existing car park has one entry and one exit on New Dapto Road and a combined entry and exit on Dudley Street. This would result in a total six vehicular access points for the car park. The new car park will provide linkages to the existing pedestrian access link to the main hospital.

Figure 4: Proposed car park entry / exit points



Council and Transport for NSW have queried whether all vehicle access points are required given the potential for pedestrian/vehicle conflict due to the numerous vehicle crossovers.

The proponent has argued that the proposed access points are necessary as:

- even though the car park is designed so that it operates as a single car park, with connections on all levels to the existing car park, the two car parks may operate as standalone car parks to separate staff and visitor parking; and
- the fewer the number of access points, the greater the potential for adverse traffic impacts through additional vehicle queuing.

The department has reviewed the number of vehicle access points and notes that the primary access to the hospital will be via the pedestrian link and therefore pedestrian activity is unlikely to traverse the numerous vehicle access points. The vehicle access points along Dudley Street are similar to those that are currently provided and where there were two vehicle cross over points on New Dapto Road where the cottages are located, there will now be a single cross over. This new vehicle access point would result in a greater number of traffic movements compared to that of the two previous cross overs, however, this access is required to accommodate vehicle queuing requirements on New Dapto Road. Furthermore, due to the locations of the bus stops and station, the vehicle access points would not result in any additional conflict points with public transport users' access to the campus. Accordingly, the department considers the proposed access points acceptable.

5.1.3 Traffic

The proponent contends that the proposed car park would not generate any additional traffic beyond what was originally assessed and considered acceptable as part of the hospital redevelopment. The proponent has also argued that the traffic generated by the car spaces above those required for the hospital redevelopment is existing traffic that utilises the surrounding streets and therefore not additional traffic. The diversion of this traffic to the car park is expected to have comparable impacts on traffic efficiency. Accordingly, the car park itself is not likely to generate any additional traffic.

The department and the RTA at the time of assessment of the hospital redevelopment had considered the traffic generation by the new staff and patients/visitors to be utilising the increased capacity of the hospital. It was accepted that the hospital redevelopment would not adversely impact the surrounding road network or the operation of intersections, subject to modified signal timings.

The proponent has provided revised traffic generation assumptions for the redevelopment, which results in a small drop in vehicle trips during the AM peak hour whilst increasing the vehicle trips during the PM period. The New Dapto Road and Crown Street intersection would deteriorate to a Level of Service E (at capacity) without traffic signal optimisation in 2016 when the redevelopment becomes operational, and then deteriorate to Level of Service F in 2026 and therefore result in an unsatisfactory level of service at this intersection. Transport for NSW and RMS indicated in its original submission on MOD 1 that the traffic optimisation mitigation measures proposed by the proponent are not supported. Transport for NSW and RMS detailed that infrastructure upgrades are required to support the redevelopment (as modified) and that the proponent should continue to liaise with them to find a solution.

In response, the proponent reiterated its position that the car park would not be generating any additional traffic and the traffic related to the hospital use was previously assessed and considered acceptable. RMS has further reviewed the proponent's response and traffic assessment and notes that the changes to the traffic generation are minor and does not warrant road upgrades for the New Dapto Road and Crown Street intersection.

The department acknowledges that the additional car park has the potential to encourage greater private vehicle use due to the increased supply of car parking. However, the proponent has committed to encouraging the use of sustainable transport and the existing conditions of approval require the preparation of workplace travel plan and travel access guide. Therefore, whilst there is the potential for additional traffic above the accepted traffic generation of the hospital redevelopment, measures to encourage sustainable transport will be explored to reduce the potential for traffic generation. Accordingly, the department considers the traffic generation of the hospital redevelopment continues to be acceptable, subject to conditions.

5.2 Built form

The proposed location of the car park on the western campus is subject to a 32 metre height limit and FSR of 1.5:1. The proposal does not result in additional gross floor area as the car park is not habitable floor area and the car parking provided is to meet requirements of council for the hospital campus. The proposed car park structure is approximately 16 metres high and therefore complies with the 32 metre height limit.

The six level car park will generally be situated below ground level along the New Dapto Road frontage due to the slope of the site, and will only appear as a single level structure. Timber planks are proposed along the façade to soften the building edge and this treatment is extended along the entire New Dapto Road frontage of the existing car park (see **Figure 5** and **6**). The department considers the treatment will improve the appearance of the existing car park and also integrate the two car parks visually as well as functionally.

Figure 5: Proposed New Dapto Road Elevation

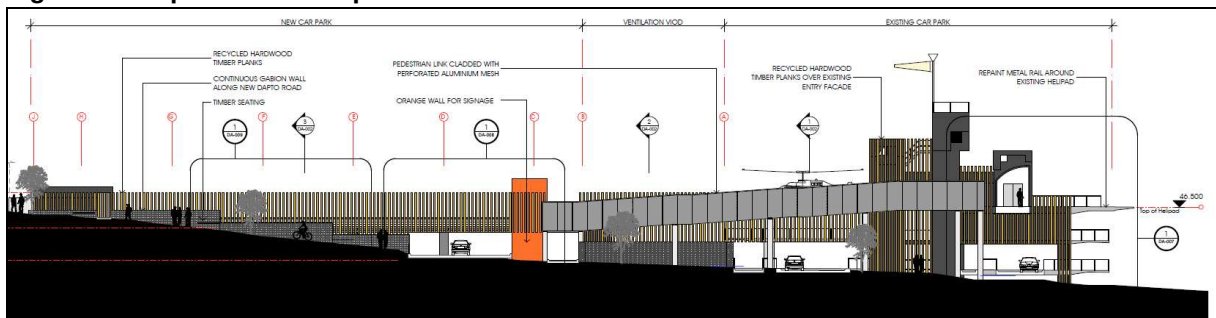


Figure 6: Photomontage view of the car park along New Dapto Road with views to the escarpment in the background

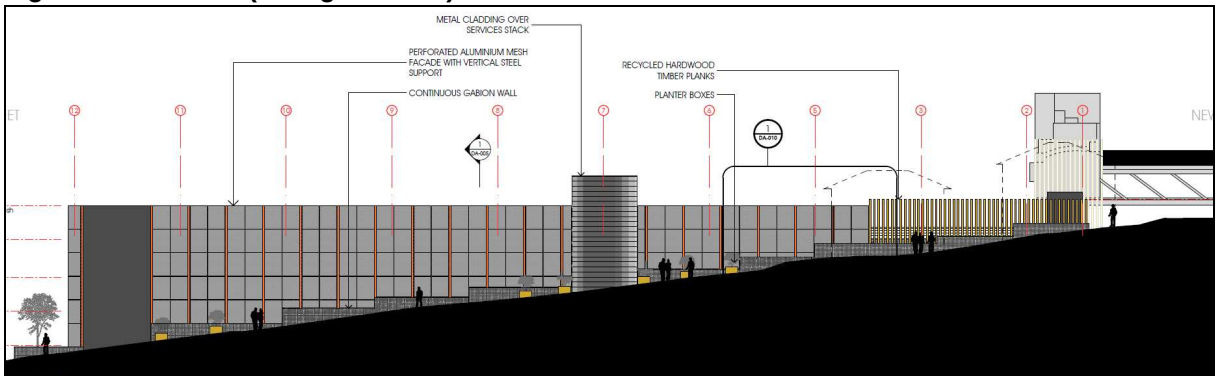


The car park will mainly be visible from Dudley Street and Urunga Parade (see **Figure 7** and **8**), but would be screened from Sperry and Mercury Street by the existing car park. The proponent has adopted a similar treatment as that used for the existing car park with perforated aluminium mesh along both the two highly visible facades, which screens the car parking functions whilst still allowing for passive surveillance.

Figure 7: Photomontage view of the car park on Dudley Street



Figure 8: Southern (Urunga Parade) Elevation



The car park will align with the existing hospital car park and would be visually prominent along Dudley Street given its scale and minimal setback. The car park would be less intrusive from Urunga Parade as it is situated down the slope, largely below street level, and setback from the campus boundary. The proponent has proposed orange colouring on the vertical steel supports to activate the façades. Orange is also utilised on the signage wall on New Dapto Road and signage panels along Dudley Street to provide visual connectivity with the hospital redevelopment, which uses an orange colour palette in the façade treatment. The department considers these elements will provide visual interest and improve the appearance of the car park.

The department considers the façade treatment is acceptable and will provide visual interest. The incorporation of the orange will help break up the monotony and the blank appearance of the elevations. Furthermore, due to the fall of the subject site and excavation proposed to align the new car park with the levels of the existing car park, which is situated on lower ground, the car park would only be approximately two levels taller than the existing engineering workshop building being demolished. It is also generally consistent with the existing larger scale form of the buildings on the hospital campus and the potential future form within the area surrounding the hospital given the strategic vision of establishing a medical precinct around the hospital, as evidenced by the 32 metre height limits around the hospital campus.

5.3 Development contributions

The project approval included a recommended condition that requires the proponent to demonstrate that works on a car park with a minimum 296 car spaces is commenced prior to operation of the new hospital facilities, or development contributions be paid to council or works-in-kind be undertaken to the equivalent of \$1,064,000 for the upgrade of local streets and the pathways within the vicinity of the hospital.

The proposed modifications seek to deliver the car parking as part of the project. The department recommended that development contribution be paid to offset the additional impacts on the local streets as a result of the additional car parking demand that the hospital was going to generate and the reliance on on-street car parking. As the proposal now addresses this issue, the department considers that as the hospital is providing a significant public benefit to the community and has addressed the impact on the local streets, the condition is no longer necessary.

Council's Section 94A contributions plan allows for exemptions to be applied to an application on behalf of the NSW Government for public infrastructure, including hospitals. The proposal meets this criterion and therefore an exemption can be applied. Council has indicated that an exemption is supported provided that the car parking is provided.

The Minister for Planning and Infrastructure is able to vary the development contributions required after due consideration of the relevant contributions plan pursuant to section 94B of the EP&A Act. The department has considered the contributions plan and considers that the proponent meets the relevant criteria and therefore supports the proponent's request to waive the section 94A development contributions. The department has recommended that the current condition requiring contributions be deleted and an alternative condition requiring the car park be completed prior to the occupation of the hospital redevelopment be included in the approval.

5.4 Environmental and residential amenity

View Impacts

The proposed car park would have minimal view impacts on the views to the west of the mountains from east of the car park as the car park only presents as a predominantly single level development to New Dapto Road and the hospital is situated higher up the slope (see **Figure 6**). Any views from the hospital would be generally unaffected and any views from beyond the hospital would be already impacted by the hospital buildings on the main campus. As the site falls away to the north-west and the proposed scale of the car park is consistent with the existing car park, views impacts on the surrounding area would be minimal as they would either already be lost as a result of the existing car park or the view point would be on higher ground and above the uppermost level of the car park. The department considers the view impacts are minor and satisfactory.

Overshadowing Impacts

The proposed car park would overshadow the front yards and front rooms of the residential properties on the western side of Dudley Street between 9 am and 10 am during the winter solstice, when overshadowing is at its worse. These properties would still receive adequate solar access into the rear yards during this period and would be unaffected after 10 am. These properties would still be able to retain a minimum of two hours of solar access during the winter solstice period. Therefore, the department considers the overshadowing impacts of the proposed car park satisfactory.

Noise Impacts

The conditions of approval currently require the proponent to achieve specific noise management levels outlined in the acoustic assessment for the hospital redevelopment. These specific noise management levels would differ for the car park development given the different location of the works and differing noise sensitive receivers. The department therefore recommends that an additional condition be included that requires the proponent

prepare a specific construction and noise management plan for the construction of the multi-level car park and that the construction noise management levels achieve the levels identified in the Interim Construction Noise Guideline (Department of Environment and Climate Change, 2009) (ICN Guideline).

The noise from the additional traffic was considered as part of the hospital redevelopment. The assessment concluded that no adverse noise impacts would result as noise impacts are expected to be below the maximum 2dB above existing conditions recommended in OEH's NSW Road Noise Policy. The conditions of approval also stipulate that during the operation of the project, the noise associated with the operation of any plant, machinery or other equipment on should not exceed 5dB(A) above the background noise level when measured at the boundary of the site. This condition would also apply to the plant and machinery proposed for the car park.

6. CONCLUSION AND RECOMMENDATIONS

The department has reviewed the modification request and considered advice from public authorities. All the relevant environmental issues associated with the modifications have been extensively assessed.

The construction of the car park will support the operation of the additional health facilities to be provided in the approved hospital redevelopment and the existing demand generated by the hospital. It would support the ongoing development and consolidation of the health precinct by ensuring adequate facilities are provided to support the hospital whilst mitigating impacts on the local streets.

The proponent has adequately addressed the issues and satisfactorily mitigated the potential environmental impacts associated with the proposal. The proposed mitigation measures and recommended, will continue to maintain the amenity of the local area, and adequately mitigate the environmental impacts of the proposal.

The department considers the site to be suitable for the proposed modified development and that the modification to the proposal is in the public interest as it would address the car parking demand generated by the hospital campus. Consequently, the department recommends that project application be approved, subject to conditions.

It is **RECOMMENDED** that the Acting Director, Industry, Social Projects and Key Sites:

- note the information provided in this briefing;
- approve the modification request, subject to amending the conditions of approval; and
- sign the attached modifying instrument (**Appendix C**).

Prepared by:


Megan Fu
Senior Planner
Industry, Social Projects and Key Sites

Endorsed by:


David Gibson
Team Leader
Industry, Social Projects and Key Sites

Approved by:

Chris Ritchie
A/Director
Industry, Social Projects and Key Sites

APPENDIX A MODIFICATION REQUEST

See the department's website at

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=6008.

APPENDIX B SUBMISSIONS

See the department's website at

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=6008.

APPENDIX C RECOMMENDED MODIFYING INSTRUMENT
