



**Planning &
Infrastructure**

**ASSESSMENT REPORT:
DEVELOPMENT OF A COMPREHENSIVE CANCER
CARE AND BLOOD DISORDER CENTRE**

**Prince of Wales Hospital Site, 61 High Street, Randwick
(SSD 5036-2011)**

Director-General's Assessment Report



Director General's
Environmental Assessment Report
Section 79C of the
Environmental Planning and Assessment Act 1979

July 2012

ABBREVIATIONS

Applicant	NSW Health Infrastructure, or any other person or persons who rely on this consent to carry out the development that is subject to this consent
CCCBDC	Comprehensive Cancer Care and Blood Disorder Centre
CIV	Capital Investment Value
Consent	This development consent
Council	Randwick City Council
Department	Department of Planning & Infrastructure
DGRs	Director General's environmental assessment requirements
Director General	Director General of the Department
EIS	Environmental Impact Statement , dated March 2012
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	Environmental Planning and Assessment Regulation 2000
EPI	Environmental Planning Instrument
Minister	Minister for Planning & Infrastructure
NOW	NSW Office of Water
OEH	Office of Environment and Heritage
PoWH	Prince of Wales Hospital
Proponent	NSW Health Infrastructure
RMS	Roads and Maritime Services
RtS	Response to Submissions dated June 2012
SRD SEPP	State Environmental Planning Policy (State and Regional Development) 2011
SSD	State significant development

Cover Photograph: Prince of Wales Comprehensive Cancer Care and Blood Disorder Centre.
(Source: applicant's EIS)

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Published 2012

NSW Department of Planning & Infrastructure

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EXECUTIVE SUMMARY

This is an assessment report for a State Significant Development Application, seeking consent for the Stage 1 construction and operation of a Comprehensive Cancer Care and Blood Disorder Centre at 61 High Street Randwick, pursuant to Part 4, Division 4.1 of the *Environmental Planning and Assessment Act, 1979*.

The proposal as described in the Environmental Impact Statement (EIS), seeks consent for the staged development of a \$47 million Comprehensive Cancer Care and Blood Disorder Centre on the existing Prince of Wales Hospital (PoWH) Campus as a staged development.

Stage 1 comprises:

- An indicative envelope of potentially 9 levels;
- Bulk Excavation;
- New treatment area at Level 1 (underground);
- Demolition of an existing at grade car park area and the installation of 4 Radiotherapy Bunkers;
- Construction of a staff access tunnel to connect the new treatment area to the existing Building 3 (Radiotherapy Department) lift and hospital; and
- An open fire stair at the north east corner of the site.

The Stage 1 works will be constructed in the north eastern quadrant of the PoWH campus and would have an estimated CIV of \$19,901,906. Following the completion and operation of Stage 1, the existing radiotherapy and oncology department (Building 3) on the Campus can be decommissioned and demolished to allow Stage 2 works to commence in due course.

The existing services on the site are hampered by fragmented physical infrastructure as developed over time. Existing services are located in more than 8 different locations across the hospital campus and as such impede the hospital services to the public. The proposal will enable NSW Health Infrastructure to expand and restructure and to sustain the level of demand and provide the contemporary treatment requirements for cancer patients and patients with blood disorders.

The subject land is zoned 5 Special Uses under the Randwick Local Environmental Plan 1998 (RLEP 1988) and the proposed use is permissible with consent in this zone.

The proposal is identified as an SSD under clause 14 of Schedule 1 of *State Environmental Planning Policy (State and Regional Development) 2011*. The proposal was exhibited for 47 days between 11 April 2012 and 28 May 2012. In total 6 submissions were received, being from Randwick City Council, Sydney Water, Office of Environment and Heritage (now known as EPA), the Heritage Council of NSW, Roads and Maritime Service and 1 public submission.

Key issues raised concerned heritage conservation impacts and local traffic and parking. Hazardous waste, local amenity impacts, Building Code of Australia, fire engineering and utility services of the proposal have additionally been considered in this assessment. Issues associated with the design of Stage 2 will be considered as part of a separate SSD process.

In June 2012, the applicant addressed these issues and submitted a Response to Submissions including revised mitigation measures. As part of the Response to Submissions, the applicant also proposed to amend the application to increase the proposed depth of excavation for the Stage 1 and Stage 2 footprint by 1.9m to allow for the creation of an additional level below ground.

The department has assessed the merits of the proposal and is satisfied that the impacts of the proposed development have been adequately addressed within the EIS, Response to Submissions and the department's recommended conditions of consent.

In balancing the key health service outcome with the issues raised above, the department is of the view that the applicant can satisfactorily mitigate any environmental impacts arising from the development and adequately maintain the amenity of the local area. In assessing the proposal, the department has resolved any outstanding environmental issues through recommended conditions of approval.

Recommended conditions of approval are provided at **Appendix E**. The reasons for the imposition of conditions are to protect items of State Heritage Significance, maintain the amenity of the local area and adequately mitigate any environmental impact of the development. The proposal is recommended for **Approval** subject to conditions.

1. BACKGROUND

1.1 Background

NSW Health Infrastructure is seeking approval for the construction of the Comprehensive Cancer Care and Blood Disorder Centre in the north eastern corner of the PoWH Campus in the Randwick LGA.

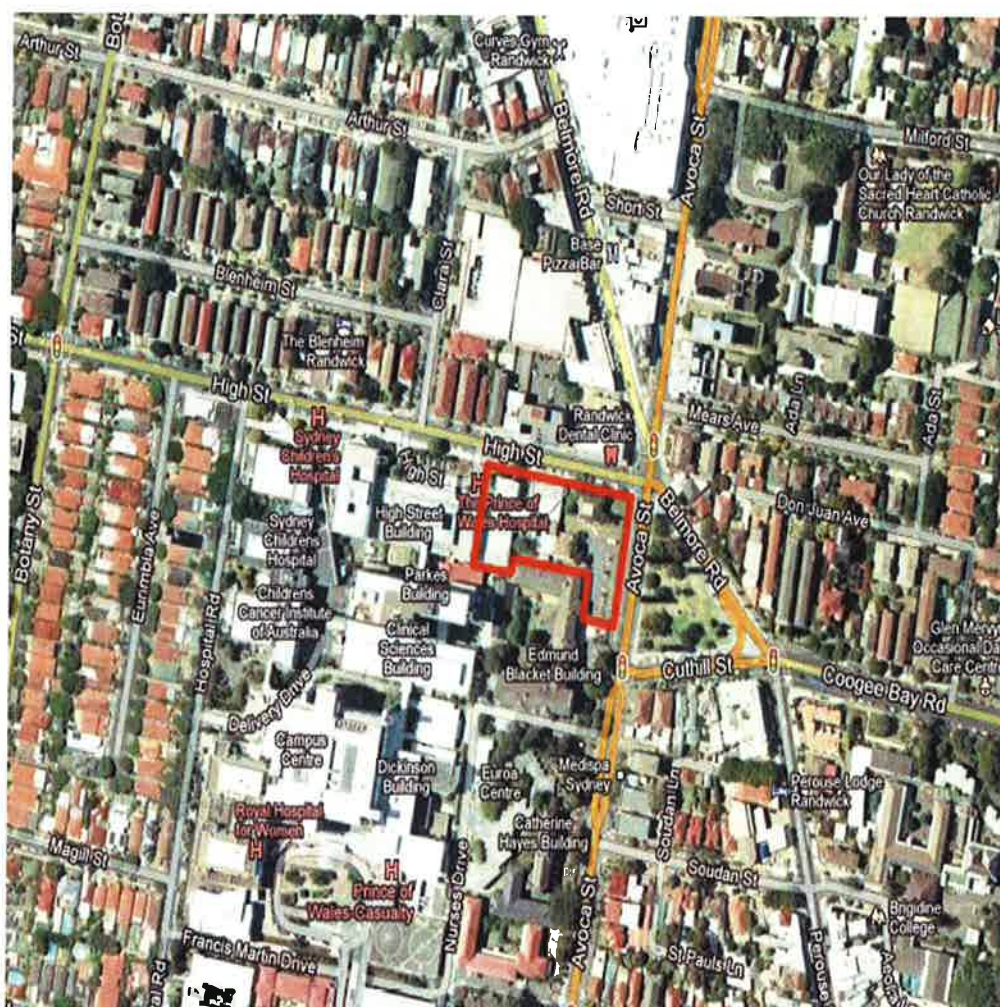
The PoWH Campus is a tertiary referral teaching hospital that delivers specialised services for cancer through a referral pattern operating throughout NSW, in addition to the requirements of patients from the Northern Hospitals Network of the South East Sydney Local Health District.

The proposed redevelopment forms part of NSW Health's program to restructure health services and to upgrade and extend existing health services on the PoWH Campus. The program is guided by recommendations made by NSW 2021: A New Direction for NSW, NSW State Health Plan – Towards 2010, Future Directions for Health in NSW - Towards 2025, Optimising Cancer Management – A Cancer Care Model for NSW, Radiotherapy Services Strategic Plan to 2016 and NSW Cancer Care Plan 2001-2010. All of these strategies identify the need to provide improved health care services, to improve patient access to radiotherapy treatment and to respond to increasing demand for cancer care treatment.

1.2 Site Location

The site is located within the PoWH Campus in the Randwick LGA, southeast of Sydney's CBD. The campus is 14ha in area and includes the Royal Women's Hospital, the Sydney Children's Hospital and the Prince of Wales Hospital. The campus is wholly owned by the NSW Department of Health and is bound by High Street to the north, Avoca Street to the east, Barker Street to the South and Hospital Road to the west. See Figure 1 below.

Figure 1: Site Location (Source applicant's EIS, March 2012).



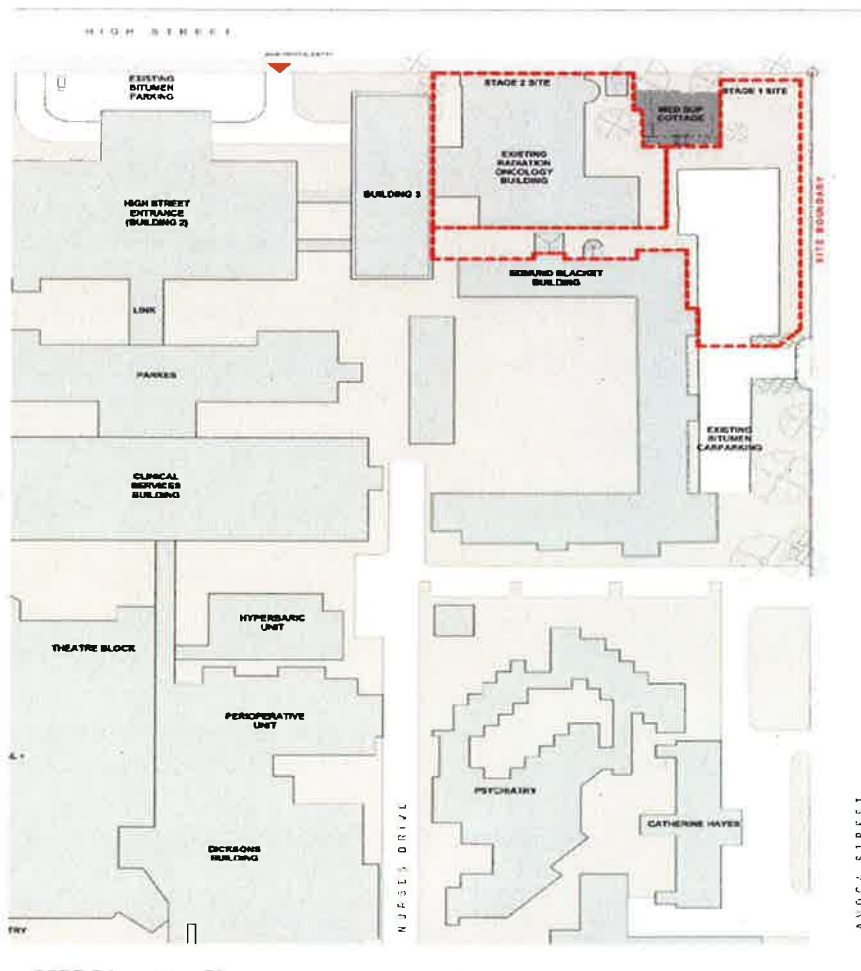


Figure 2: Location Plan (Source: applicant's EIS, March 2012)

1.3 Site Description

The site is part of a large 14 hectare lot owned by NSW Department of Health, legally described as Lot 1 DP 870729. The subject site is located in the north eastern quadrant of the PoWH campus and is bounded to the north by High Street and to the east by Avoca Street. The site sits at a natural high point within the Campus and falls gently away from High and Avoca Streets corners toward the south-west. See Figure 2.

1.4 Existing Buildings and Uses

The site is currently occupied by the radiotherapy and oncology department within Building 3, a levelled grassed area, carparking and courtyard areas.

1.5 European Heritage

The site is located in the High Cross Heritage Conservation Area identified in Randwick LEP 1998 and is within the 'Heritage Precinct' identified the PoWH Campus Masterplan.

The development site is located in close proximity to four heritage listed items identified in Randwick LEP 1998 and shown in Figure 3 below. These items are listed on NSW Health's s 170 Register which requires it to manage the heritage significance of these buildings into the future:

- Edmund Blacket Building;
- Superintendent's Residence;
- Catherine Hayes Hospital; and
- Prince of Wales Hospital Gate and Fence.



Figure 3 – PoWH Heritage items (Source: applicant's EIS, March 2012)

1.6 Surrounding land uses

Buildings in the immediate vicinity of the site are largely occupied by medical and educational institutions and associated uses to the north, west and south and are part of the Randwick Health Precinct. Randwick Town Centre is located to the north of the site on the northern side of High Street is the side of High Street is a two storey building with ground floor retail uses and an adjoining 8 storey office building.

To the east of the development site and on the other side of Avoca Street is heritage listed High Cross Park and small and multi-unit dwellings. Randwick Lodge is a State Heritage listed item and is located diagonally opposite from the subject site at the junction of Avoca Street and Belmore Road. Dwellings and the University of New South Wales are located to the west of the Campus along High Street.

2. PROPOSED DEVELOPMENT

2.1 Proposal (as exhibited)

The proposal, as exhibited in the Environmental Impact Statement (EIS) seeks approval for the development of a Comprehensive Cancer Care and Blood Disorder Centre as shown in Figure 4. Stage 1 works include the following:

- bulk excavation works;
- provision of a new treatment area at Level 1 (underground);
- Installation of 4 Radiotherapy Bunkers;
- Construction of a staff access tunnel to connect the new treatment area to the existing Building 3 lift and hospital;
- demolition of existing at grade car park; and
- an open fire stair at the north eastern corner of the site.

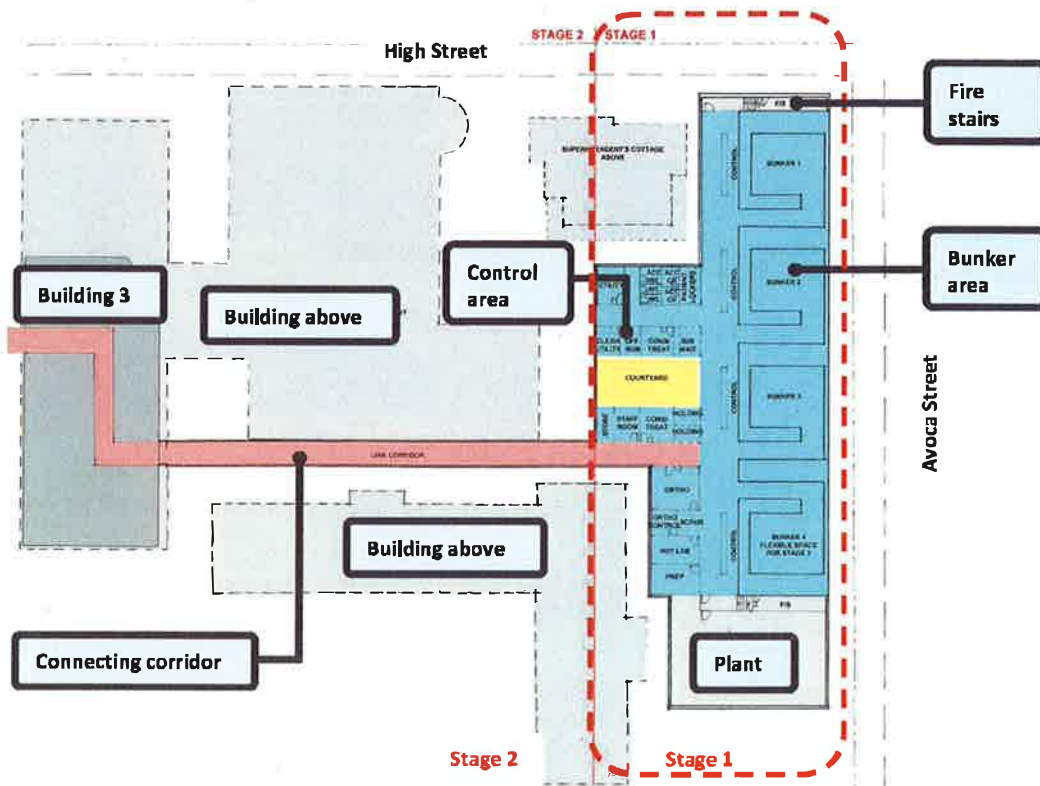


Figure 4: Stage 1 works and connecting corridor (Source: applicant's EIS, March 2012)

The EIS also seeks approval for an indicative envelope of potentially 9 levels (including basement) for the new multi-storey building that will be constructed on the site of the existing radiology and oncology building once it has been decommissioned and demolished. The indicative envelope of the multi-storey building proposed as part of Stage 2 is shown in Figure 5 below.

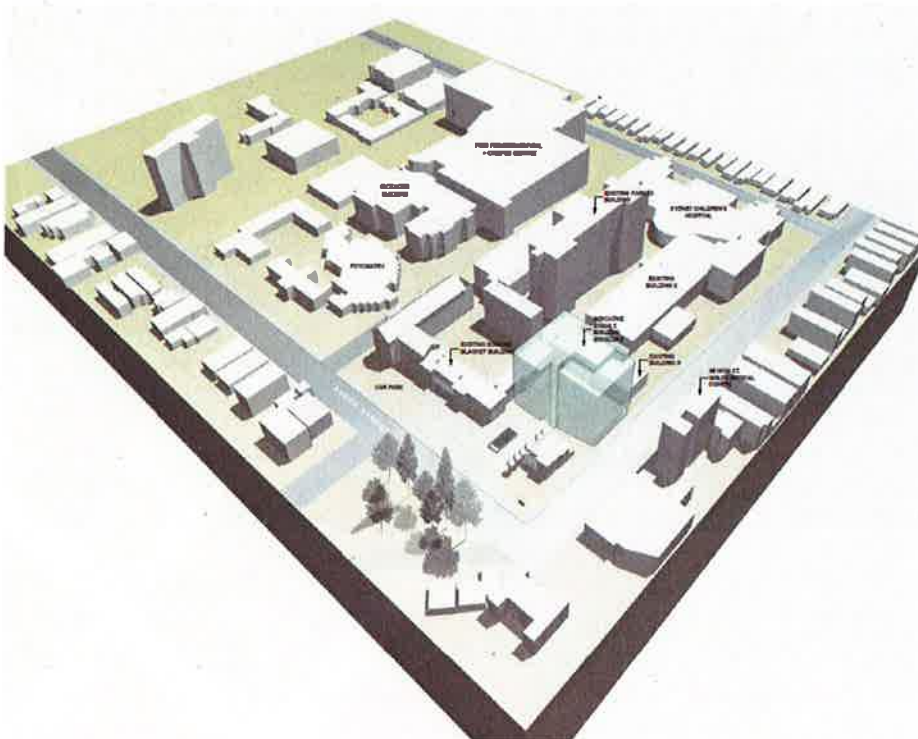


Figure 5: Stage 2 Indicative Envelope (Source applicant's EIS, March 2012)

The proposal has a total Capital Investment Value (CIV) of \$47,250,180 including a CIV of \$19,901,906 for

The proposal has a total Capital Investment Value (CIV) of \$47,250,180 including a CIV of \$19,901,906 for Stage 1.

The application was amended through a Response to Submissions (RtS) to increase the proposed excavation depth at Stage 1 and Stage 2 by 1.9m to allow for the creation of an additional level within the indicative envelopes for both stages.

The key components of the proposal are detailed in **Table 1**.

Table 1: Key Components of Stage 1 of the Proposal

Aspect	Description
Project Summary	Stage 1 of development of a Comprehensive Cancer Care and Blood Disorder Centre
Land Use	Hospital
Building Envelopes / Heights	Stage 1: A new lower ground treatment area incorporating 4 radiotherapy Bunkers and an indicative envelope of a potential height of 38.6m. Stage 2: Multi storey building with a potential height of approximately 38.6m (9 levels including basement) to the boundary of High Street.
Gross Floor Areas (GFA)	Stage 1: 1,598m ² Stage 2: potentially 12,660m ²
Floor Space Ratio (FSR)	Not Relevant
Site Area	
Parking	No additional parking proposed as part of Stage 1
Vehicular Access	Existing service and emergency vehicle entry arrangements will be maintained. Patients will be transported via the proposed tunnel connecting the existing Building 3 (Radiology and Oncology Building) to the Stage 1 facility.
Pedestrian	Construction will necessitate closure of Access Gate No.6 and the Heritage Gate on Avoca Street. Pedestrians will be redirected to alternative entries along Avoca Street.
Landscaping and Public Domain	Stage 1 includes the removal of 12 trees on Randwick Councils TPO. Replanting and landscaping is proposed to be undertaken as part of the detailed design of Stage 2.
Staging	Stage 1: Indicative envelope of a new 9 level building Bulk excavation, new treatment area underground, 4 radiotherapy bunkers and Stage 2, Subject to separate approval: a new 9 level building to be constructed in the place of the existing radiology and oncology building that will be demolished. Modification of the existing car park along the Avoca Street frontage to include an extensive vehicle turnaround area and associated landscaping.

Once Stage 1 is completed and commissioned the existing radiation and oncology department within Building 3 can be decommissioned and demolished to allow the construction of the remainder of development which will be undertaken as part of Stage 2 of the development and will be a subject to a separate SSD approval process.

The applicant expects to commence Stage 1 of the development in January 2013 and complete construction by March 2014 with the construction of Stage 2 commencing at the same time following obtaining relevant approval. It is envisaged that the total facility will be completed and operational toward the last quarter of 2016.

allow for an increased excavation depth of 1.9m for the Stage 1 and Stage 2 envelopes and information related issues raised during the exhibition and by the department.

3. PLANNING FRAMEWORK

This application seeks approval for the development of a Comprehensive Cancer Care and Blood Disorder Centre. The proposal has a total CIV of \$47 million and therefore fulfils the criteria of an SSD subject to SEPP SRD.

The proposal has been separated into 2 stages as follows:

Stage 1

- Indicative envelope of a new 9 level building
- Bulk excavation;
- Provision of a new underground treatment area;
- Installation of 4 radiotherapy bunkers;
- Construction of a staff access tunnel to connect the new treatment area to the existing Building 3 lift and hospital; and
- An open fire stair at the north eastern corner of the site.

Stage 2:

- the erection of a new 9 level building in place of the existing radiology and oncology building that will be demolished.
- Modification of the existing car park along the Avoca Street
- frontage to include an extensive vehicle turnaround area and
- associated landscaping.

Stage 2 will be considered under a separate SSD application and subsequent assessment and, depending on timing may include a SEPP 1 request due to non-compliance with height limits set in draft Randwick LEP 2012.

4. STATUTORY CONTEXT

4.1 State significant development

The proposal is State significant development under Part 4 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) pursuant to Schedule 1, Part 14 of State Environmental Planning Policy (State and Regional Development) 2011. Therefore the Minister for Planning & Infrastructure is the approval authority.

Six submissions were received on the proposed development including from Randwick City Council. Council's submission raises some issues that require further consideration as part of the Stage 2 development application and has not formally objected to the proposed development. There has been no political disclosure statement made for this application and no disclosures made by any persons who have lodged a submission on this application.

As the proposal has not generated greater than 10 submissions and has no objection from the council, the application can be determined by the Executive Director Major Projects Assessment under delegation from the Minister for Planning and Infrastructure.

4.2 Permissibility

The Randwick Local Environmental Plan 1998 (RLEP 1998) zones the site No. 5 (special uses zone). Hospitals are permissible within the zone.

The draft Randwick Local Environmental Plan 2012 (draft RLEP 2012) zones the site SP2 Infrastructure – Health Services Facility. The proposal is for a health service facility and is therefore permissible within the zone.

4.3 Environmental Planning Instruments

Under Sections 79C of the EP&A Act, the assessment report for a proposal 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 substantially govern the carrying out of the project and that have been taken into consideration in the assessment of the project.

The department's consideration of relevant SEPPs and EPIs is provided in **Appendix A**.

4.4 Objects of the EP&A Act

Decision-makers are required to consider the objects of the EP&A Act when making decisions under the Act. These objects are detailed in Section 5 of the Act, and include:

- (a) *to encourage:*
 - (i) *the proper management, development and conservation of natural and artificial resources, including agricultural land, natural areas, forests, minerals, water, cities, towns and villages for the purpose of promoting the social and economic welfare of the community and a better environment,*
 - (ii) *the promotion and co-ordination of the orderly and economic use and development of land,*
 - (iii) *the protection, provision and co-ordination of communication and utility services,*
 - (iv) *the provision of land for public purposes,*
 - (v) *the provision and co-ordination of community services and facilities, and*
 - (vi) *the protection of the environment, including the protection and conservation of native animals and plants, including threatened species, populations and ecological communities, and their habitats, and*
 - (vii) *ecologically sustainable development, and*
 - (viii) *the provision and maintenance of affordable housing, and*
- (b) *to promote the sharing of the responsibility for environmental planning between the different levels of government in the State, and*
- (c) *to provide increased opportunity for public involvement and participation in environmental planning and assessment.*

The department has considered the objects of the Act in the assessment of the application. The project does not raise significant issues with regards to Objects under the Act.

4.5 ESD

Stage 1 of the proposal adopts the ESD strategies and principles as defined in Clause 7(4) of Schedule 2 of the EP&A Regulations. The environmental performance of the development has been addressed using NSW health requirements, Schedule 2 of the EP&A Regulations; Environmental Performance guide for Buildings and Section J of the Building Code of Australia 2011. In this respect assessment has included the following:

- Energy efficient electrical services;
- Mechanical services;
- Hydraulic Services;
- Improved indoor environment quality;
- Extended life through inherent flexibility and 'future' proofing;
- Electrical services with efficient lighting, lighting control and energy metering;
- Structural design; and
- Initiatives during construction and operation.

The environmental performance of the development will be further assessed using the NSW Health Engineering Services and Sustainable Development Guidelines and the Building code of Australia at the detailed design of Stage 2 of the proposal. It is intended that the proposal will achieve ESD principles through an integrated process with the intention of delivering:

- Lower operating costs for energy, waste and maintenance;
- Improved indoor environmental quality; extended life through inherent flexibility and 'future proofing';
- Electrical services with efficient lighting control and energy metering.

5. CONSULTATION AND ISSUES RAISED

5.1 Exhibition

Under Section 89F(1)(a) of the EP&A Act, the Director General is required to make the EIS of a State Significant Development Application publicly available for at least 30 days. The department publically exhibited the EIS from 11 April 2012 until 28 May 2012 (47 days) on the department's website, and at the department's Information Centre, Randwick City Council's customer service centre and Randwick library. The department also advertised the public exhibition in the Sydney Morning Herald, the Daily Telegraph and the Southern Courier newspapers and notified near landholders and relevant State agencies and Randwick library.

The application, Director-General's Environmental Assessment Requirements, Environmental Impact Statement, and Response to issues raised in submissions were placed on the department's website, thus satisfying the requirements in Section 89G(d) of the EP&A Act.

The department received a total of five submissions from public authorities including Randwick City Council. One public submission was received from a private landowner to the south west of the site. These submissions are discussed below.

5.2 Public Authority Submissions

Five submissions were received from public authorities, including Randwick City Council, Roads & Maritime Services (RMS), NSW Heritage Council, Environment Protection Authority (EPA) and Sydney Water. The submissions from public authorities are summarised in **Table 2**.

Table 2: Summary of public authority submissions

Randwick City Council
Council provided detailed comment on the proposal as follows: • The proposal should consider the Randwick Education and Health Specialised Centre Discussion Paper and Randwick Health Campus Masterplan Principles Review; • The proposed temporary plant as part of Stage 1 will substantially obscure views of the Superintendent's Residence and Edmund Blacket building; • Excavation works associated with Stage 1 may impact on the structural stability of adjacent heritage items through vibration from drilling into rock; • Noise impacts from plant equipment and operation of the facility; • Interim loss of car parking in Stage 1 and lack of details regarding the additional staff and patient numbers associated with the proposal; • Satisfaction of ESD principles and achievement of GBCA 5 star rating; • Compliance with BCA requirements and the Disability Discrimination Act objectives regarding access; and • Requested a Traffic Management Plan be prepared prior to the commencement of any building works, for approval by Council's Traffic Engineer including a detailed construction traffic management plan. Stage 2 Council also raised the following concerns regarding the height and scale of the multi-storey building proposed as part of Stage 2 of the proposal: – the 14m exceedence in the 24m height limit designated for the High Street frontage of the Hospital Campus under draft Randwick LEP 2012 and the potential overshadowing impacts; – the relationship of the proposed multi-storey building to the two storey scale of the Edmund Blacket Building and the Superintendent's Residence; – Design of the car park and landscaping for the proposed turnaround area in front of the Superintendent's Residence; – Requested preparation of Conservation Management Plans for the Superintendent's Residence and Edmund Blacket Building; – Requested installation of an interpretation Strategy for the heritage significance of the Superintendent's Residence and the Edmund Blacket Building; • Council also raised concerns regarding the potential increase in patient and staff numbers associated with Stage 1 and Stage 2 of the proposal and the subsequent demand in parking provision; • Noise impacts from the operation phase of the facility; and

- Satisfaction of ESD principles and achievement of GBCA 5 star rating.

Roads and Maritime Services (RMS)

The RMS raised the following concerns in its submission:

- Requested a pedestrian management plan for the redirection of pedestrian and cyclist traffic on Avoca Street and High Street and a safety audit;
- Measures to mitigate the loss of 59 spaces for staff parking;
- Potential pedestrian and vehicular conflict at Gate 6; and
- Potential structural damage from excavation.

Stage 2

Several of the issues raised by the RMS related to the impact of Stage 2 of the proposal, these are detailed below:

- Traffic and car parking impacts as a result of consolidating hospital facilities in the Randwick area.
- Assessment of parking availability on and off site and SIDRA modelling of the additional traffic generated to examine the potential impact to peripheral major intersections is required; and
- Consideration of the capacity of loading docks and drop off points to absorb and handle increased traffic.

NSW Heritage Office (HO)

- Requested provision of a CMP to address the impacts of excavation for radiotherapy bunkers on heritage items. HO also requested additional structural engineering advice and assessment regarding the adequacy of the proposed set-back in the vicinity of the Superintendent's Residence and specific measures to mitigate construction impacts.
- Requested a comprehensive condition report for the Superintendent's Residence prior to the commencement of any excavation works and also a condition report for the building post construction; and
- Suggested recording of the heritage fence along Avoca Street, prior to dismantling works and implementation of a dismantling and storage methodology prior to the commencement of works.

Stage 2

- Appropriate interpretation of heritage buildings and relationship with the proposed multi-storey building.

Environment Protection Authority (EPA)

- The EPA recommended the imposition of a number of conditions relating to management of construction noise and vibration, and waste management.

Sydney Water

- Sydney Water advised the existing water and wastewater system has capacity to service the development. Standard conditions of approval were recommended.

5.3 Public Submissions

One submission was received in response to the proposal from the landowner of 33 Eurimbla Avenue, Randwick. The submission raises concern that the proposed construction works may potentially damage his property at 33 Eurimbla Avenue and requests the imposition of a condition as part of any approval requiring the preparation of a dilapidation report prior to any construction to safeguard his property.

The department has fully considered the issues raised in submissions in its assessment of the proposal. Key issues are discussed further in the following section. A copy of the applicant's response to submissions is provided at **Appendix C**.

6. ASSESSMENT

6.1 The Environmental Planning & Assessment Act, 1979 - Section 79C

The likely impacts of the development, the suitability of the site for the proposed development and the public interest have been considered in accordance with Section 79C as follows.

6.1.1 Section 79C(1)(a) the provisions of:

(i) any environmental planning instrument, and

The department has identified the following environmental planning instruments as being applicable to the assessment of the proposal:

- State Environmental Planning Policy (State and Regional Development) 2011;
- SEPP (Infrastructure) 2007;
- State Environmental Planning Policy No.55 - Remediation of Land;
- State Environmental Planning Policy No. 33 - Hazardous and Offensive Development; and
- Randwick Local Environmental Plan 1998

The application has been assessed against the provisions of these environmental planning instruments and is considered to be consistent with the aims, objectives and provisions of the instruments. A detailed assessment of the application against the documents is available at **Appendix D**. On this basis the application is considered to be consistent with the aims and objectives of these documents subject to conditions of consent.

(1)(a)(ii) any proposed instrument that is or has been the subject of public consultation under this Act and that has been notified to the consent authority (unless the Director-General has notified the consent authority that the making of the proposed instrument has been deferred indefinitely or has not been approved), and

Draft Randwick Local Environmental Plan 2012 applies to the site. Under the draft LEP, the site is zoned Special Purposes 2 – Health Services Facility. The draft LEP proposes the introduction of perimeter height limits to the POWH campus to allow for appropriate street frontage setbacks.

Whilst these restrictions do not apply to Stage 1 of the proposal, they may potentially apply to the High Street frontage of the multi-storey building proposed as part of Stage 2 of the proposal. It is considered that it is appropriate that this issue be addressed as part of the detailed design of this stage of the proposal. Nothing in the approval of Stage 1 prevents this from being achieved.

(1)(a)(iii) any development control plan, and

The department has not identified any development control plans which would directly apply to the subject proposal.

(1)(a)(iiia) any planning agreement that has been entered into under section 93F, or any draft planning agreement that a developer has offered to enter into under section 93F, and

No Planning Agreement has been lodged by the applicant and no agreement has been sought pursuant to section 93F.

(1)(a)(iv) the regulations (to the extent that they prescribe matters for the purposes of this paragraph), and

There are no specific provisions within the Regulations which require consideration as part of the subject application.

(1)(a)(v) any coastal zone management plan (within the meaning of the Coastal Protection Act 1979), that apply to the land to which the development application relates,

The subject site is not affected by any coastal zone management plan.

6.1.2 (1)(b) the likely impacts of that development, including environmental impacts on both the natural and built environments, and social and economic impacts in the locality,

The department considers that the key issues for Stage 1 are as follows:

- traffic and car parking; and
- heritage considerations.

Traffic and Parking

Council and the RMS raised several concerns regarding the potential impact of the construction and operation of the development on traffic and parking in the immediate and surrounding area. These concerns related to:

- i) the interim loss of the existing 59 person staff car park adjacent to the Edmund Blacket Building as a result of construction of Stage 1 of the facility.

The applicant proposes to offset this loss through the provision of 70 temporary spaces through a licence agreement currently being negotiated by the applicant with a local thoroughbred sales complex located in close proximity to the site and the expansion of existing staff parking across the site. Together these measures will result in the provision of 72 temporary car staff spaces and a net increase of 13 spaces. The applicant has also agreed to prepare an internal car parking management plan which will, amongst other things will direct staff to on site parking.

- ii) the impact of additional patient, staff and service delivery numbers on parking, traffic generation and existing drop off areas on the immediate and surrounding area.

Operation of Stage 1 of the proposal will not generate an increase in visitors, staff or deliveries to the site, thus existing parking, traffic, delivery and drop off arrangements will operate as per the existing situation. The impact of Stage 2 on traffic generation, parking and drop-off areas will be addressed in the detailed design and assessment of Stage 2 of the proposal.

- iii) the redirection of pedestrian and cyclist traffic on Avoca Street and potential pedestrian/vehicular conflict at Gate 6 during construction of Stage 1.

Construction of Stage 1 will necessitate the temporary closure of the Avoca Street heritage gate. Pedestrians will be redirected to other accesses on Avoca and High Streets whilst cyclists will be redirected to Gate 6 on Avoca Street. In order to ensure the safety of pedestrians and cyclists the applicant has agreed to prepare a pedestrian management plan as which would be submitted for RMS and Council for approval as part of a traffic control plan prior to commencing construction.

The department considers that the applicant's proposed measures to mitigate the construction impacts of Stage 1 on parking, traffic and access are sufficient to maintain the amenity of the immediate and surrounding area and the safety of the pedestrians and cyclists.

Heritage Considerations

The subject site is located within the 'High Cross Heritage Conservation Area' identified in Randwick LEP 1998 and also the 'Heritage Precinct' identified in the PoWH Masterplan. The site is also located within close proximity to the following four heritage items identified on the Randwick Local Environmental Plan 1998:

- Edmund Blacket Building (Figure 7);
- Catherine Hayes Hospital;
- Superintendent's Residence (Figure 8); and
- Prince of Wales Hospital Gate and Fence.



Figure 7: Edmund Blacket Building (Source: applicant's EIS, March 2012)



Figure 6: Superintendent's Residence, (Source applicant's EIS, March 2012)

Submissions from Randwick Council and the Heritage Council raised issues regarding the impact of proposed excavation on the immediate and surrounding conservation areas and heritage items.

Excavation Impacts

The Heritage Council requested additional structural engineering advice and assessment regarding the proposed setback of excavation to the Superintendent's Residence and specific measures to mitigate the impacts of excavation on adjacent heritage items which are constructed of sandstone. .

The applicant's geotechnical report prepared by Douglas and Partners (March, 2011) makes recommendations regarding the proximity of rock excavations to the heritage buildings. In summary the report suggests the use of the German Standard DIN4150 which suggests a maximum component peak particle velocity of 8mm/s for sensitive structures, measured at the foundation level of potentially affected structures. Given the age of the structures the report suggests that a vibration level of 5mm/s be adopted for excavation adjacent to the heritage buildings and also suggests the use of saw cutting along excavation boundaries prior to the use of rock hammers. to reduce vibrations transmitted in surface waves.

In order to meet the suggested level of vibration and undertake excavation as suggested, the Response to Structural Related Submissions by SKM (June 2012) advises that a 1.2m distance between the existing heritage structures and the edge of excavations will be incorporated into the design of Stage 1. It also proposes the preparation of a detailed condition report for the Superintendent's Residence prior to the commencement of excavation which will form the basis for assessment of any impacts arising from excavation and any future remedial works which may be required and a report to the Director General no more than 3 months after the completion of works describing the work, any impacts, damage or remedial works undertaken to the building.

Whilst it is acknowledged that excavation has the potential to transmit vibrations to buildings or structures in the vicinity, it is considered that the proposed mitigation measures including the 1.2m distance between the edge of excavations and the existing heritage structures is sufficient to ensure the protection of these items.

Indicative Envelope

Randwick Council and the Heritage Council also raised several issues regarding the proposed indicative envelope.

- The proposed height (9 levels) and scale of the multi-storey building and its relationship with the heritage buildings in the immediate vicinity;
- The design of landscaping and carparking in the front of the Superintendent's Residence;
- The need for the implementation of an interpretation strategy and a Conservation Management Plan to guide the future long and short term conservation of the buildings; and
- The re-erection of fencing on the Avoca Street frontage as part of Stage 2.

Currently there are no development controls set for the site, however the proposed indicative envelope for the multi-storey building has been designed in response to the height and setbacks of adjacent buildings including heritage items and buildings in its vicinity. Given the height of the neighbouring 10 storey Parks Building on the PoWH campus and the 8 storey Wales Medical Centre on the opposite side of High Street, the proposed envelope, which has the potential to accommodate a 9 level building is considered to respond appropriately to the surrounding locality and is therefore supported by the department.

It should be noted however that the proposed stage 2 multi-storey building may potentially exceed the 28m height limit proposed in draft Randwick LEP 2012 for the periphery of High Street by 14m. It is considered appropriate that the detailed design and any variation in height be addressed in the detailed design and subsequent assessment of this stage.

Other Issues

Operational Waste

Generally this issue relates to the disposal of radioactive waste and cytotoxic chemicals used in the treatment of malignant tumours and other diseases as part of the treatment process in the facility.

In accordance with *State Environmental Planning Policy No. 33 - Hazardous and Offensive Development* (SEPP 33), the application is accompanied by a Preliminary Hazards Analysis prepared by SKM (March 2012) which details compliance with relevant Australian Standards and Guidelines. The Preliminary Hazards Risk Analysis found that given the existing PoWH procedures in place, the inherent risk of dangerous goods and waste to the community is low.

The applicant also advised that cytotoxic waste will be bagged and sharps contained in a mobile waste bin within a secure area clearly identified by purple colour coding in accordance with Workcover guidelines. The applicant has also advised that no radioactive waste will be generated by Stage 1 operations.

Noise and Acoustics Management

Council raised the issue of noise from plant and equipment and operation of the Centre and requested that an Acoustic report be prepared to address the issue.

The application is supported by a Noise and Vibration Assessment Report by Acoustic Logic (March 2012). This report establishes existing background noise levels and provides criteria for the operation of the completed project. The criterion was developed in accordance with relevant Environmental Protection Authority, Council and Department of Environment Climate Change and Water guidelines. It is proposed that these measures be incorporated into the detailed design of Stage 1.

Building Code of Australia and Fire Engineering

The application was accompanied by a Building Code of Australia Report by McKenzie Group (March 2012) and a Fire Engineering Brief by Norman Disney (March 2012) for Stage 1 of the proposal. The following non-conformances with the BCA in relation to fire safety were identified:

- The travel distance from the bunkers to point of choice exceeds the BCA requirement of 20m by 2m;
- Travel distance from the plant room, making allowance for plant room fit-out exceeds the BCA requirement of 20m by 10m; and
- Travel distance to required exits exceeds the BCA requirement of 40m by 10m.

To address this issue, the applicant has included a mitigation measure stating that the recommendations of the BCA and Fire Compliance Statements or the Crown are to be employed before the detailed design and release of a Crown Construction Certificate.

Dilapidation Report

The owner of 33 Eurimbla Avenue, Randwick raised concerns that the proposed construction works may potentially damage his property and requested the preparation of a dilapidation report prior to any construction in order to safeguard his property.

The applicant's Response to Structural Related Submissions by SKM (June 2012) advises that given the measures proposed to restrict vibration from construction and the 300m distance of the site to the subject residence, the probability of damage caused by site equipment is negligible and as such a dilapidation report is not required. This is supported by the department.

6.1.3 Section 79C(1)(d) any submissions made in accordance with this Act or the regulations,

This matter has been addressed in detail in Section 4 and the issues raised in the submissions have been adequately addressed in Section 5.1.2 of this report.

6.1.4 Section 79C(1)(e) the public interest

The proposal is considered to be in the public interest for the following reasons:

- the proposal does not raise any significant or adverse traffic or parking considerations that have not been adequately addressed in the submitted Traffic and Parking Report;
- the principles of ecologically sustainable development have been considered against the proposed development and are considered to be acceptable for this particular proposal;
- the Cancer Care and Blood Disorder Centre facility will provide for a demand for the Sydney Region
- the proposal will not have any long term negative impacts on surrounding development or the local environment.

CONCLUSION

The proposed development of the Prince of Wales Comprehensive Cancer Care and Blood Disorder Centre for the Sydney region will compliment and improve the existing services also offered by the PoWH.

The department has reviewed the environmental assessment of Stage 1 of the proposal and duly considered advice from public authorities as well as issues raised in general submissions in accordance with Section 79C of the *Environmental Planning & Assessment Act, 1979*. All the relevant environmental issues associated with the proposal have been assessed. These issues primarily focus on heritage issues and local traffic and parking issues.

The applicant has committed (through proposed mitigation measures) to ensure the development proceeds smoothly and does not adversely impact on local amenity and landscapes. The department (with Council's assistance) is recommending appropriate conditions of approval to augment mitigation measures made by the applicant.

The department is of the view that the proposal would satisfactorily mitigate the environmental impacts arising from the development and adequately maintains the amenity of the local area. In assessing the proposal, the department considers it has resolved any outstanding environmental issues through conditions of approval that require mitigation measures.

Recommended conditions of approval are provided in the development consent schedule at **Appendix E**. The reasons for the imposition of conditions are to encourage to protect items of State heritage significance, maintain the amenity of the locality and to protect the public interest.

RECOMMENDATION

It is recommended that the Executive Director, Major Projects Assessment as delegate of the Minister for Planning and Infrastructure, pursuant to Section 89E of the *Environmental Planning and Assessment Act, 1979* (as amended):

- (A) consider the recommendations of this Report;
- (B) **Approve** the State significant development application, as outlined in the Environmental Impact Statement prepared by JBA Planning dated March 2012, as amended by the Response to Submissions prepared by JBA Planning dated June 2012 and subject to the conditions of approval set out in the attached instrument at **Appendix E**, under Section 89E of the *Environmental Planning and Assessment Act, 1979*; and
- (C) **Sign** the attached Development Consent (**Appendix E**).



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Team Leader,
Metropolitan and Regional Projects South



Alan Bright
Acting Director,
Metropolitan and Regional Projects South



Chris Wilson
Executive Director,
Major Projects Assessment

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APPENDIX A. ENVIRONMENTAL PLANNING INSTRUMENTS AND OTHER CONSIDERATION

Part 4, Divisions 4.1 of the Environmental Planning and Assessment Act 1979

Part 4 Division 4.1 of the EP & A Act commenced operation on 1 October 2011. Division 4.1 consolidates the assessment and approval regime of all State Significant Development (SSD).

Under the provisions of Section 89C of the Act, the subject development is determined to be an SSD by virtue of Schedule 1, Clause 14 of *State Environmental Planning Policy (State and Regional Development) 2011* as it is for a hospital or medical facility with a value exceeding \$30 million.

State Environmental Planning Policy (State and Regional Development) 2011

SEPP (SRD) 2011 outlines the types of development declared an SSD for the purposes of Part 4 of the Act. Under Schedule 1, Part 14 of the SEPP the proposal is considered to be an SSD and thus shall be assessed under those provisions.

14 Hospitals, medical centres and health research facilities

Development that has a capital investment value of more than \$30 million for any of the following purposes:

- (a) hospitals,*
- (b) medical centres,*
- (c) health, medical or related research facilities (which may also be associated with the facilities or research activities of a NSW local health district board, a University or an independent medical research institute).*

As the capital investment value of the project exceeds the \$30 million threshold (CIV of \$47 million) and the proposal is defined as a medical centre, the development is considered to be an SSD.

No other provisions of the SEPP directly relate to this proposal.

State Environmental Planning Policy No.55 (of Land)

SEPP 55 Remediation of Land aims to promote the remediation of contaminated land by specifying under what circumstances consent is required to remediate land.

Based upon the results of the preliminary environmental site assessment discussed in the Report and lodged with the application there are no remediation works required.

State Environmental Planning Policy No. 33 (Hazardous and Offensive Development)

SEPP 33 applies to the development as the proposal is considered to be a potentially hazardous development. A Preliminary Hazard Analysis (PHA) prepared by SKM was submitted with the proposal. The PHA included a Preliminary Risk Analysis and concludes that there are no postulated accidents identified which pose unacceptable community risks.

In addition it is noted, the Environment Protection Authority have not raised any concern regarding hazardous wastes, however it did recommend a condition of consent regarding the transport of hazardous wastes complying with the requirements of the *Dangerous Goods (Road and Rail Transport) Act 2009* and associated *Regulation*.

The department notes that the proposed development does not propose any additional operations or potential hazards not already on site. The department is satisfied that subject to compliance with relevant guidelines the proposal will not have any unacceptable risks to the public in its construction and operation.

Randwick Local Environmental Plan

The subject land is zoned 5(a) Special Uses under the provisions of Randwick LEP 1998 and hospitals and health care facilities are permissible with consent.

A hospital is a permitted use in the zone and is defined as... *a building or place used for providing professional health services (including preventative care, diagnosis, medical or surgical treatment or counselling) to people and includes:*

- (a) *ancillary facilities for the accommodation of nurses or other health care workers, ancillary shops or refreshment rooms and ancillary accommodation for persons receiving health care or for their visitors, and*
- (b) *facilities situated in the building or at the place and used for educational or research purposes, whether or not they are used only by hospital staff or health care workers, and whether or not any such use is a commercial use.*

Other relevant provisions of the Randwick LEP 1998 are:

Clause 37A

The proposal is compatible with the character of the surrounding locality and will not adversely impact on the amenity of nearby or adjoining development.

Clause 40A

This Clause prevents the consent authority from granting consent to an application made in respect of a site area consisting of more than 10,000m² of land unless a site specific DCP for the development of that land is prepared. However Clause 40A(4) allows the consent authority to wave this requirement where it is satisfied that: the proposed development is of a minor nature only or it is ancillary to the current use of the land, or adequate guidelines and controls applying to the land are already in place.

The site is located within the PoWH Campus on an area of less than 10,000m². The Campus has an existing masterplan, however it is not yet adopted by Council. It is considered that given the proposal is consistent with the existing masterplan for the site and Stage 1 of the proposal will be located predominately underground a DCP would not be required.

Division 4 Heritage Conservation:

The Randwick LEP requires the consent authority to consider the effect of the proposed development of a heritage item or heritage conservation area.

The subject site is located within the High Cross Conservation Area and in close proximity to the Edmund Blacket Building and the Superintendent's Residence which are both listed on the State Heritage Register.

As the proposal is predominantly located underground it is considered that it will not have a significant visual impact on the heritage significance of the items or the Conservation Area. In addition several recommended conditions have been included in the consent to ensure the heritage items are not adversely impacted by excavation works.

State Environmental Planning Policy No.11 (Traffic Generating Developments)

SEPP 11 Traffic Generating Developments aims at ensuring that the Roads and Traffic Authority (now known as Roads and Maritime Services) is aware of major traffic generating developments.

Developments of the types listed in Schedule 1 of SEPP 11 require referral to the Roads and Maritime Services (RMS). Schedule 1 includes:

Areas exclusively for parking or any other development having ancillary accommodation for 200 or more motor vehicles, or the enlargement or extension of a parking area where the enlargement or extension accommodates 200 or more vehicles.

Stage 1 of the Centre does not require any additional carspaces and hence referral under SEPP 11 was not required. The RMS was nevertheless consulted, its comments are detailed in section 4.2 of this report.

OTHER ACTS AND APPROVALS

Commonwealth Environment Protection and Biodiversity Conservation (EPBC) Act 1997

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

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

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

The EPBC identifies seven matters of national environmental significance being:

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

No NES matters or Commonwealth land are likely to be impacted by the proposal.

APPENDIX B. ENVIRONMENTAL IMPACT STATEMENT

See the department's website at

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=4952

APPENDIX C. APPLICANT'S RESPONSE TO SUBMISSIONS

See the department's Website at:

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=4952

APPENDIX D. SUBMISSIONS

See the department's website at

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=4952

APPENDIX E. CONDITIONS OF APPROVAL
