



Planning &
Infrastructure

**STATE SIGNIFICANT DEVELOPMENT
ASSESSMENT REPORT:
Dubbo Base Hospital Redevelopment
Stages 1 and 2
Myall Street, Dubbo
(SSD 5250)**



Director-General's
Environmental Assessment Report
Section 89H of the
Environmental Planning and Assessment Act 1979

February 2013

ABBREVIATIONS

Applicant	NSW Health Infrastructure
CIV	Capital Investment Value
Consent	Development Consent
Council	Dubbo City Council
Department	Department of Planning and Infrastructure
DGRs	Director-General's Requirements
Director-General	Director-General of the Department of Planning and Infrastructure
EIS	Environmental Impact Statement
EPA	Environmental Protection Authority
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	Environmental Planning and Assessment Regulation 2000
EPI	Environmental Planning Instrument
LEP	Dubbo Local Environmental Plan 2011
Minister	Minister for Planning and Infrastructure
OEH	Office of Environment and Heritage
Regulation	Environmental Planning and Assessment Regulation 2000
RMS	Roads and Maritime Services
RtS	Response to Submissions
SRD SEPP	State Environmental Planning Policy (State and Regional Development) 2011
SEPP	State Environmental Planning Policy
SSD	State Significant Development

HYPERLINKS

[Hyperlinks](#) (CTRL + click to access) are included in this document to allow quick navigation to explanations and interpretations of commonly used legal, scientific or industry terms / phrases used in this document. The explanations / interpretations appear in the glossary appendix. Be sure to print the relevant glossary appendix to enable interpretation of these terms or phrases when printing the main body of the report.

Cover Photograph: Photomontage of proposed new one to two storey hospital building.

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1. PROPOSED PROJECT & SITE DESCRIPTION

This report is an assessment of a State Significant Development application (SSD 5250) lodged under Part 4, Division 4.1 of the *Environmental Planning and Assessment Act 1979* (EP&A Act), by NSW Health Infrastructure (the Applicant) seeking approval to construct a new two storey hospital building, refurbish two existing hospital buildings and demolish one existing hospital building, known as Dubbo Base Hospital Redevelopment Stages 1 and 2, at Dubbo Base Hospital, Dubbo.

1.1 Background

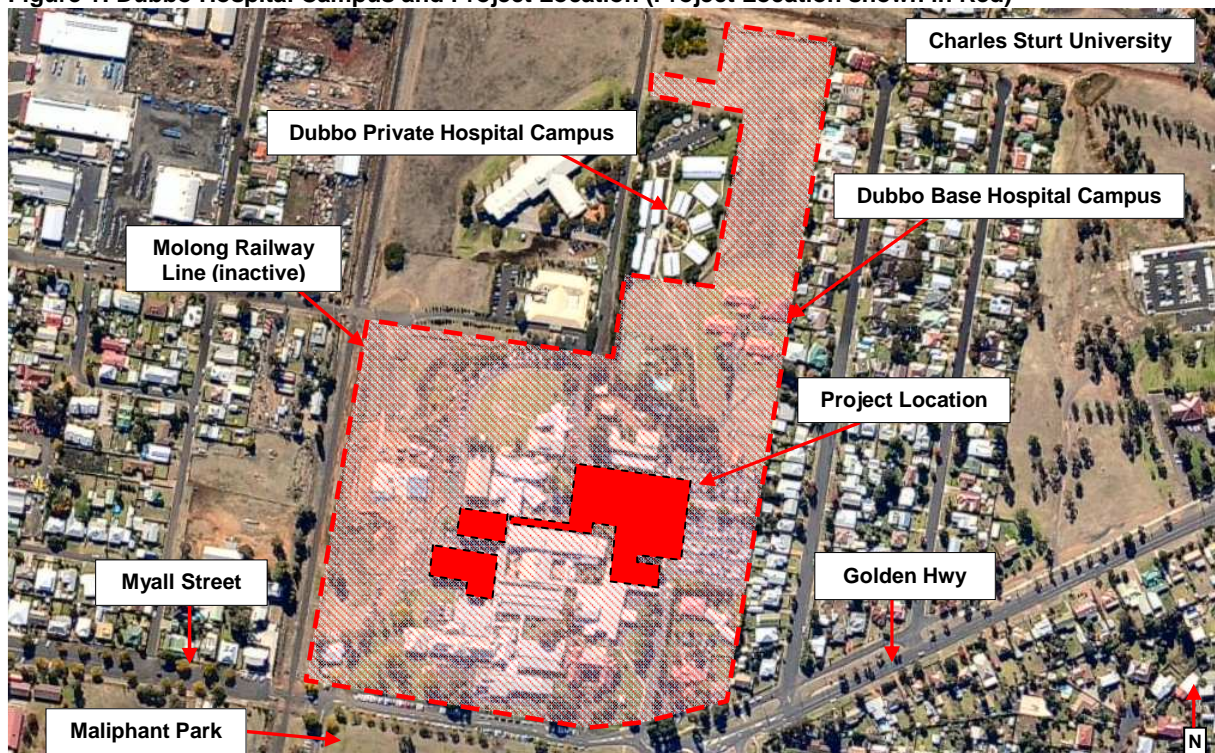
Dubbo Base Hospital is a major health service provider for the Western NSW region and forms a major component of the Western NSW Local Health District, which covers 41 districts and hospitals across Western NSW. NSW Health Infrastructure has prepared the Dubbo Base Hospital 2010 Masterplan for the redevelopment of the hospital, which covers infrastructure upgrades, modernisation and growth needs of the hospital over the coming two decades to facilitate the provision of essential clinical services to meet the needs of the Western NSW Local Health District.

The subject application forms part of Stage 1 and 2 of the Masterplan, and includes the construction of a new hospital building containing a new maternity unit, operating theatre suite, central sterilising department and a day surgery. Additionally, the application includes: refurbishment works to the existing admissions / outpatients and medical records building to accommodate a new front of house area; refurbishment works to the existing theatres building to accommodate an expanded renal dialysis unit; demolition of the existing maternity building; and landscaping. These elements form the critical priority components of the Masterplan (a further detailed description of the proposal is provided in Section 1.3 of this report).

1.2 Site Description and Surrounding Development

Dubbo Base Hospital Campus is approximately 1.5 km north-east of Dubbo CBD, on the northern side of Myall Street, within the Dubbo Local Government Area (LGA). The hospital campus is legally described as Lot 12 in DP 1159243 and comprises an area of 13.48 ha. The location of the proposed works is approximately in the centre of the hospital campus in the vicinity of a number of existing hospital buildings, and is relatively level and clear of native vegetation. The hospital is surrounded by low density residential development to the east, the inactive Molong Railway Line and low density residential development to the west, Dubbo Private Hospital and Charles Sturt University Campus to the north and Therese Maliphant Park and the Golden Highway (Cobbora Road) to the south. The site location is shown in Figure 1.

Figure 1: Dubbo Hospital Campus and Project Location (Project Location shown in Red)



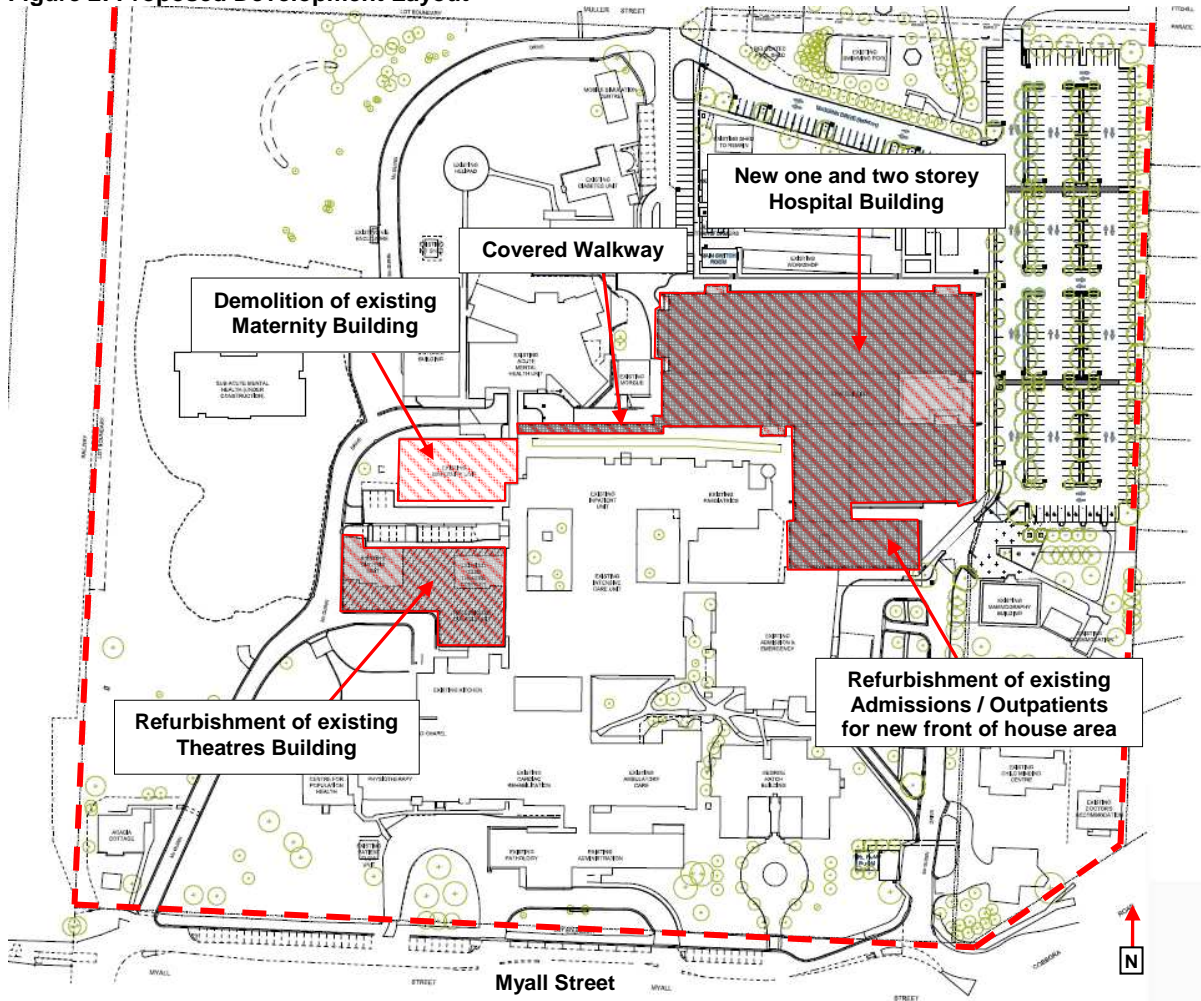
1.3 Project Description

Table 1 provides a summary of the development proposal's key components and features and Figure 2 details the proposed development layout.

Table 1 Key Components

<p>Proposal summary and features</p>	<ul style="list-style-type: none"> • bulk excavation • construction of a new two storey hospital building containing: <ul style="list-style-type: none"> ○ a new maternity unit ○ operating theatre suite ○ central sterilising department ○ a day surgery unit • refurbishment of existing admissions / outpatients and medical records building to accommodate a new front of house area • refurbishment of existing theatres building to accommodate an expanded renal dialysis unit • demolition of the existing maternity building (to allow for the construction of a future at-grade car park on the footprint of the existing maternity building, subject to separate future approval) • provision of new landscaping.
<p><i>Gross Floor Area</i></p>	<ul style="list-style-type: none"> • The GFA of the proposed new building is 9,574 sqm, including: <ul style="list-style-type: none"> ○ <u>Ground Floor Level</u> <ul style="list-style-type: none"> ▪ Front of House – 600 sqm ▪ Day only and extended day surgery – 1,355.1 sqm ▪ Operating unit – 2,445 sqm ▪ Central sterilising department – 776.9 sqm ○ <u>Level 1</u> <ul style="list-style-type: none"> ▪ Maternity unit – 2,110.1 sqm ○ <u>Access, engineering and plant areas – 2,286.6 sqm</u> • The GFA of the existing buildings to be refurbished is 907.2 sqm, including: <ul style="list-style-type: none"> ○ <u>Ground Floor Level</u> <ul style="list-style-type: none"> ▪ Renal dialysis unit – 797.7 sqm ○ <u>Access, engineering and plant areas – 109.5 sqm</u>
<p><i>Bulk Excavation</i></p>	<ul style="list-style-type: none"> • The proposal includes bulk excavation works to create the building pad for the proposed new building. • The pad will have an RL of 276.70, which will be the underside of the ground floor slab. These works result in varying excavation depths ranging from 0.5 m cut at the south of the pad to 2.6 m cut at the North East corner of the pad.
<p><i>Building Height</i></p>	<ul style="list-style-type: none"> • The height of the building varies from RL 292.36, being the top of the plant room parapet wall, to RL 287.735, being the roof over Level 1 to RL 283.535 being the roof over Ground Level. • The building has a maximum height of up to 13.5 m above existing ground level at the location of the plant room parapet wall.
<p><i>Public Domain and Landscaping</i></p>	<ul style="list-style-type: none"> • Provision of landscaping around the perimeter of the proposed new one to two storey hospital building. • Provision of a new non-accessible courtyard area to provide a green outlook from the building. • Provision of landscaping at the main hospital entrance and in the vicinity of the renal dialysis unit. • Provision of a new covered walkway from the new two storey hospital building to the existing maternity building (to be demolished).
<p><i>Staging</i></p>	<ul style="list-style-type: none"> • Stages 1 and 2 of the proposal are to be undertaken in a single stage.
<p><i>Hospital Beds</i></p>	<ul style="list-style-type: none"> • The proposed new building will accommodate a total of 162 hospital beds (an additional 19 beds compared to the existing 143 hospital beds within the hospital campus).
<p><i>Value / Jobs</i></p>	<ul style="list-style-type: none"> • \$48 million capital investment value. • Creation of 390 construction jobs and 46 operational jobs.

Figure 2: Proposed Development Layout



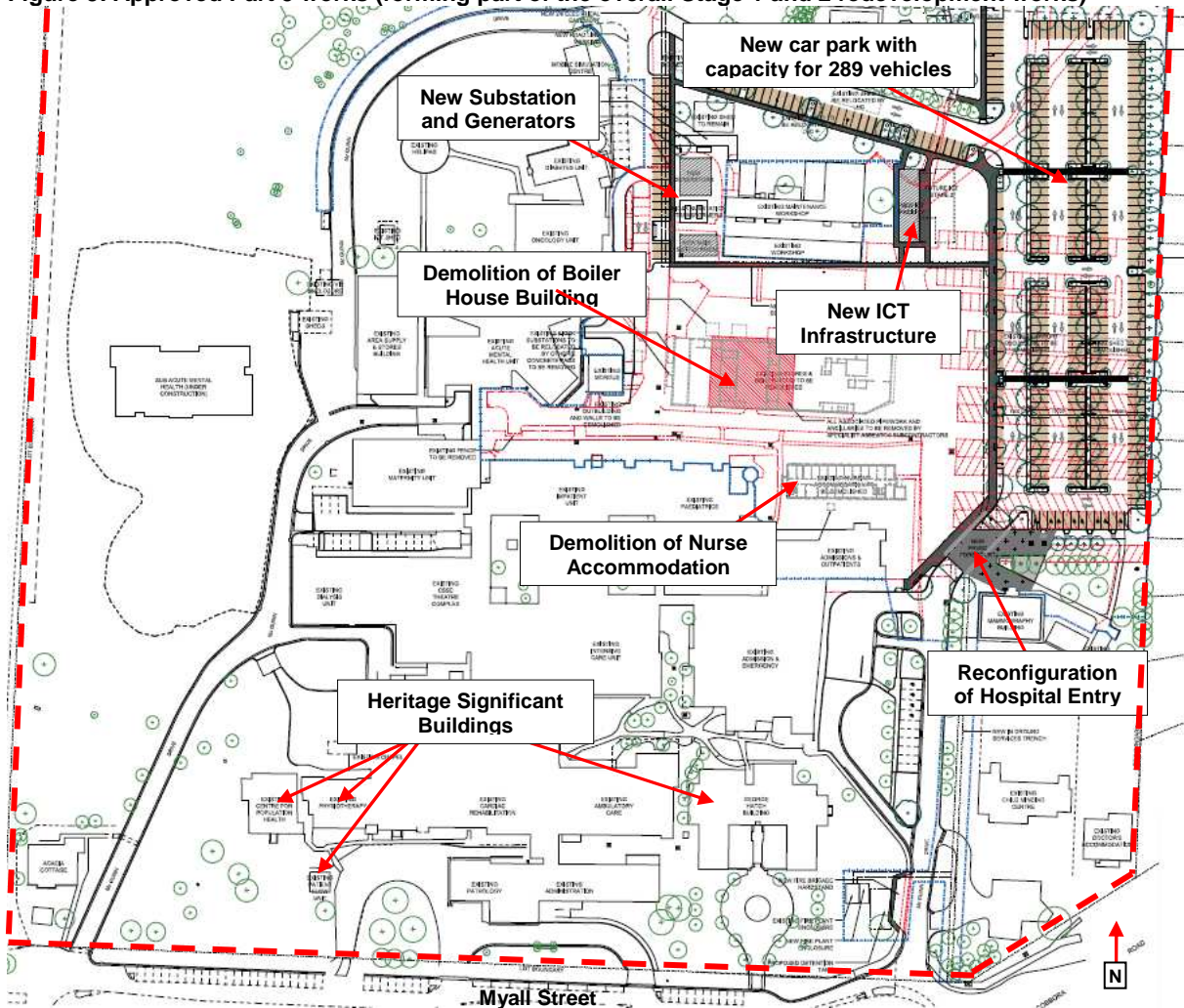
1.4 Other Works Approved Under Part 5 of the EP&A Act

As part of the overall redevelopment of Dubbo Base Hospital, Health Infrastructure has elected to undertake some of the Stage 1 and 2 redevelopment works under Part 5 of the EP&A Act, and Division 10 of State Environmental Planning Policy (Infrastructure) 2007, as development permitted without consent. Health Infrastructure undertook a Review of Environmental Factors which authorised the following works:

- Demolition of various structures including the existing Nurses Accommodation and Boiler House buildings (these buildings are located where the proposed new two storey hospital building is proposed to be located under the subject application).
- Construction of a new electrical substation building (including switchboard and generators) and relocation of existing pad mount substations.
- Upgrades and expansion of the existing at-grade car park (provision of a new car park in the eastern part of the hospital campus with capacity for 289 vehicles, which represents a net gain of 48 spaces across the hospital campus).
- Termination and relocation of existing hydraulic, water, sewer, stormwater, gas and electrical infrastructure services across the site.
- Relocation of sheds to accommodate a new link road and construction access road in the northern part of the site.
- Construction of a new building for ICT infrastructure.
- Minor reconfiguration of the Hospital's main entry and front of house areas.
- Provision of new landscaping.

The abovementioned works approved under Part 5 of the EP&A Act are identified in Figure 3 over the page.

Figure 3: Approved Part 5 works (forming part of the overall Stage 1 and 2 redevelopment works)



2. STATUTORY AND STRATEGIC CONTEXT

2.1 SEPP (State and Regional Development) 2011

The proposal is for State significant development because it is development for the purpose of a hospital with a capital investment value (CIV) in excess of \$30 million, under clause 14 of Schedule 1 of State Environmental Planning Policy (State and Regional Development) 2011. Therefore the Minister for Planning and Infrastructure is the consent authority.

2.2 Approval Authority

On 14 September 2011, the Minister for Planning and Infrastructure [delegated responsibility](#) for the determination of State significant development under Division 4.1 of Part 4 of the EP&A Act to the Executive Director, Major Projects Assessment. The proposal complies with the terms of that delegation.

2.3 Permissibility and Zoning

The site is zoned SP2 Infrastructure 'Hospital' under Dubbo Local Environmental Plan 2011 (Dubbo LEP). The proposed development is permissible with consent, and no specific development standards or controls apply to the site, including setbacks, floor space ratio or height. However, Dubbo Base Hospital is identified as a local heritage item in Schedule 5 of the Dubbo LEP, and the proposal is therefore subject to a number of heritage provisions, as discussed in Section 4.2.6 of this report. Dubbo LEP also identifies the subject site as having moderate to high groundwater vulnerability, and the proposal is therefore subject to a number of groundwater provisions, as discussed in Section 4.2.5 of this report.

2.4 Environmental Planning Instruments

The department's consideration of relevant [EPIs](#) (including SEPPs) is provided in [Appendix B](#). The proposal is generally consistent with the relevant requirements of the EPIs.

2.5 Objects of the EP&A Act

Decisions made under the EP&A Act must have regard to the [objects of the EP&A Act](#), as set out in Section 5 of the EP&A Act. The proposal complies with the objects because the proposal would promote the orderly and economic use and development of previously disturbed land for community purposes, thereby protecting the land for public purposes and promoting the social and economic welfare of the community through the provision of improved health services.

2.6 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.

The department has considered the project in relation to the ESD principles. The Precautionary and Inter-generational Equity Principles have been applied in the decision making process via a thorough and rigorous assessment of the environmental impacts of the project. The proposal is considered to be consistent with ESD principles as described in Section 6.18 of the applicant's EIS, which has been prepared in accordance with the requirements of Schedule 2 of the Regulation.

2.7 Environmental Planning and Assessment Regulation 2000

Subject to any other references to compliance with the Regulation cited in this report, the requirements for Notification (Part 6, Division 6) and Fees (Part 15, Division 1AA) have been complied with.

2.8 Strategic Context

The proposal is consistent with and/or supports the following local/state/regional strategies:

- key policy commitments and priorities of NSW 2021, including, increasing investment in infrastructure and making more hospital beds available
- the strategic objectives of the Dubbo City Urban Area Development Strategy, including the institutional areas development strategy objectives to encourage the development of Dubbo based medical services so that Dubbo is developed as a centre of excellence for medical services in inland Eastern Australia
- it will provide critical public infrastructure to cater for the increased demand for health services required for the region
- it will provide direct investment in the region of \$48 million, which would support 390 new construction jobs and 46 new operational jobs.

2.9 Director Generals Requirements

Section 5 of the EIS addresses compliance with the Director General's Requirements. These matters have been addressed in the EIS sufficient to enable an adequate consideration and assessment of the proposal for determination purposes.

3. EXHIBITION CONSULTATION AND SUBMISSIONS

3.1 Exhibition

In accordance with s. 89F of the EP&A Act and cl. 83 of the Regulation, the Director-General has made the application and accompanying information publicly available for at least 30 days following the date of first publication, in accordance with the Regulation and department's Advertising and Notification Policy (see Table 2).

Table 2: Exhibition Details

Exhibition/Notification	Medium	Dates
Publicly exhibited	Department of Planning and Infrastructure Information Centre, Dubbo City Council's Civic Administration Building and on the department's website	27 September 2012 to 12 November 2012
Newspaper notice	Dubbo Daily Liberal	Published 26 September 2012
Written notices to	Landholders, public authorities, local community groups	Dated 21 September 2012

The department received five (5) submissions from public authorities, including Dubbo City Council, Environmental Protection Authority (EPA), Roads and Maritime Services (RMS), the Heritage Council of NSW and Transport for NSW (TfNSW) (which was received after the exhibition period). Additionally, the department received one (1) submission from the general public.

A summary of the issues raised in submissions is provided in Section 3.2 and 3.3 below.

3.2 Public Authority Submissions

A summary of submissions received from public authorities is provided below:

Dubbo City Council

The council submission supports the delivery of further health infrastructure for the city and the region. Council provided the following general comments identifying a number of issues requiring further information / clarification:

- Council requested clarification of the staging of the development, and the potential future third storey expansion of the proposed new hospital building (should funding become available in the future).
- Council requested further information on the dimensions of the proposed new hospital building.
- Council identified that the EIS has not considered the potential reopening of the Myall Street railway crossing and any impacts (amenity, access, on-street parking etc) including long term parking needs and locations.
- Council identified that the EIS had not included adequate details of sewerage and water supply, and identified that there is no information in relation to drainage to the north towards River Street and no overall catchment plan provided for stormwater management.
- Council identified that the interaction of the detained stormwater flows with the existing catchment flows needs to be addressed, and identified that overland flows along Myall Street will end up in the railway drain, which may create an issue during large storm events. Council's design standards require that this system be designed to a 1 in 10 year system.
- Council identified that it is unclear if the stormwater system has taken into consideration upstream flows from the east and whether they impact on the proposed development.
- Council identified that the car parking analysis has not considered if the existing parking on the hospital campus was adequate for the parking demand generated by the hospital.

The applicant provided further information from Cardno in relation to the potential reopening of the Myall Street railway crossing and further information in relation to car parking. Additionally, the applicant's Response to Submissions report provided further clarification of the infrastructure upgrades and stormwater management issues (the majority of infrastructure upgrades and stormwater management works are being undertaken under Part 5 of the EP&A Act through the works authorised in the Review of Environmental Factors, see Section 1.3 of this report).

The department has given consideration to the comments provided by council and is satisfied the applicant's Response to Submissions report and additional information has satisfactorily clarified and addressed the matters raised by council. Further discussion of council's comments is provided in Section 4.2 of this report.

Environmental Protection Authority

The EPA initially provided a submission which commented on the acoustic report included in the Health Infrastructure REF (see Section 1.3 of this report). The EPA later submitted a revised submission which provided comments on the acoustic report included in the EIS for the subject application, and the comments provided in the revised submission are identified and considered below. The EPA raised no objection to the proposal, however it requested that additional information be provided, as follows:

- EPA identified that noise modelling was carried out at only one location within the hospital campus and that background noise levels would ordinarily be measured in the vicinity of surrounding residential receivers, rather than centrally within the subject site. EPA considers that the results from the noise logger location may not adequately be representative of these two (possibly different) noise environments.
- EPA considers that additional noise monitoring should be carried out to accurately quantify the existing noise environment at the sensitive receivers, to determine appropriate project specific noise goals.
- The noise management levels for residences should be revised, if necessary, to account for the results of any additional noise monitoring.

- EPA identified that the NSW Road Noise Policy should be addressed in the acoustic report.
- EPA notes that the acoustic report identifies that a rail noise and vibration assessment is not required. The EPA considers that the Mental Health Unit is located in proximity to the rail line and therefore requires an assessment of rail noise and vibration.
- No sound power levels or safe working distances are provided regarding the vibratory compactor which may be used during the construction.
- The acoustic report predicts significant exceedances of noise management levels during earthworks associated with the application, with some receivers (within the hospital campus itself) being highly noise affected. Noise control measures for highly noise affected receivers should include the provision of respite periods, if appropriate, as well as individual consultation with affected parties.

The applicant provided a revised Acoustic Report from Norman Disney & Young in response to the issues raised by the EPA, which provided further justification of the noise monitoring methodology undertaken for the site and additional information in response to each of the issues identified by the EPA.

The department is satisfied that the matters raised by the EPA have been satisfactorily addressed through the additional information provided with the Response to Submissions report. Additionally, the department is satisfied that noise and vibration impacts associated with the construction and operation of the development can be appropriately addressed by conditions.

Roads and Maritime Services

The RMS raised no objection to the proposal, however it provided the following comments for the department's consideration:

- RMS notes that the proposal would include 289 car parking spaces (undertaken under the Health Infrastructure REF, see Section 1.3 of this report) which would meet the minimum requirements of council.
- RMS recommended that the applicant consider providing additional on-site car parking spaces as the parking survey indicates that weekday parking demand exceeds 400 cars from 9 am to 3:30 pm.
- RMS suggests that the applicant could make provision for a designated on-site taxi drop-off / pick-up area near the main entrance to the hospital.
- RMS identified that there are no details provided regarding on site end of trip facilities for bike riders and pedestrians. RMS encourages the applicant to consider providing end of trip facilities (eg lockers and showers) for a minimum of 24 people, to complement the 24 bicycle parking spaces that would be provided with the proposal.

The applicant responded to the RMS's comments by identifying that the provision of car parking meets the statutory requirements of Dubbo's parking policy, and that the scope of the application does not seek to address any existing parking issues associated with the operation of the hospital. Notwithstanding, the applicant identified that consideration would be given to the provision of additional car parking at the location of the existing maternity building, which is proposed to be demolished. The applicant also advised that taxis currently drop-off / pick-up passengers at the hospital's main entrance, and that there are currently no operational issues with the current arrangement, and that the additional demand generated by the proposal would be minimal and not warrant the provision of a dedicated taxi facility. Notwithstanding, the applicant has proposed a shared taxi / pick-up and drop-off zone located in proximity to the main public entrance to the hospital. The applicant also clarified that end-of-trip facilities for cyclist (including lockers and showers) form part of the application.

The department is satisfied that the matters raised by the RMS have been satisfactorily addressed through the additional information provided with the response to submissions report. Further discussion of car parking issues is provided in Section 4.2 of this report.

Heritage Council of NSW

Dubbo Base Hospital is identified as a local heritage item in Schedule 5 of the Dubbo LEP (neither the site nor buildings are listed on the State Heritage Register). A Heritage Impact Statement (HIS) accompanied the EIS which identified that the listing primarily relates to a number of significant heritage buildings on the site's Myall Street frontage (as shown in Figure 3 of this report). The Heritage Council raised no objection to the proposal, however it provided the following comments for the department's consideration:

- The Heritage Council notes that the Heritage Impact Statement concludes that there will be no impact to any items of State or National Heritage.
- The Heritage Council identified that the new works are going to be removed from the significant heritage elements of the site, and that there is likely to be no impact on significant fabric or the overall heritage significance of the site.
- The new buildings are unlikely to have impacts on significant views to and from the site.
- The proposed works are likely to have no archaeological impacts.
- The recommendations contained in the Non-Aboriginal Heritage Assessment should be incorporated in any conditions of consent and should also form part of any subsequent Construction Environmental Management Plan.

The department has considered the submission by the Heritage Council of NSW and incorporated the recommendations of the Non-Aboriginal Heritage Assessment in the conditions.

Transport for NSW

TfNSW supports the redevelopment of Dubbo Base Hospital, however provides the following comments and suggestions regarding pedestrian access and connectivity for the department's consideration:

- TfNSW encourage a collaborative approach between Health Infrastructure and council to facilitate appropriate intersection works and the alteration of the internal roadways to cater for buses entering the hospital site and turning on site.
- TfNSW also suggested that a sheltered accessible bus stop could be provided in the hospital's designated bus service roads in the immediate vicinity of the entrance to the main hospital building.
- TfNSW encourages a collaborative approach between Health Infrastructure and council to facilitate the provision of improved pedestrian connections between the hospital campus and local bus routes, including street lighting, level footpath connections and adequate pedestrian road crossings.

The applicant provided a response to the suggestions made by TfNSW which identified that the suggested internal roadway option to deliver patients and visitors via buses to the entrance to the main hospital building is not possible or feasible due to:

- the proximity to emergency services, which need to be clear of potential conflict
- the proximity to the existing entrance utilised as a pick-up and drop-off area by taxis
- the insufficient width of the existing internal roadways and associated swept path issues.

Notwithstanding, the applicant advised that it is willing to consider TfNSW's suggestion to improve pedestrian connections between the hospital campus and local bus routes on the Golden Highway, and advised that it is working with council to determine the timing and delivery of the works. The applicant advised that it would accept a condition to address the works.

The department has given consideration to the comments made by TfNSW and the applicants response. The department acknowledges that the existing site constraints restrict the ability to include an internal bus loop in the hospital campus without significant work occurring and spatial replanning of the hospital campus. Additionally the department notes that, given the low patronage currently accessing the site, the scale of additional work required in order to facilitate an internal loop road is not warranted.

However, the department considers that there is a feasible opportunity to improve pedestrian connections between the hospital campus and local bus routes, which in turn presents an opportunity to promote non-car travel modes to and from the hospital campus. In this regard, the department has recommended a condition requiring the applicant and council to work together to ensure the provision of the agreed improvements to pedestrian connections between the hospital campus and local bus routes.

3.3 Public Submissions

One public submission was received from a local resident during the exhibition which did not object to the proposal, however it identified that the proposed new car park (being undertaken under Part 5 of the EP&A Act, see section 1.4 of this report) is smaller than the existing one, and that in order to accommodate the increase in demand as a result of the development, a double storey car park may be needed.

The department has considered the comments regarding car parking provision and is satisfied that adequate car parking will be provided for the proposed development. Further detailed consideration of car parking issues is provided in Section 4.2 of this report.

3.4 Applicant's Response to Submissions

The applicant provided a response to the issues raised in submissions. The response included some additional information, including traffic and transport information, a revised acoustic report and additional utilities information in response to issues raised by agencies, as identified in Section 3.2 of this report.

Additionally, the response included minor design changes in relation to the east-west covered link running from the proposed new hospital building at ground level through to the existing maternity unit, which is intended to allow improved axial linkages into the maternity unit and avoid unnecessary diversion of underground services and to address BCA compliance.

The department is satisfied that the Response to Submissions report and additional information satisfactorily addressed the issues raised in submissions.

4. ASSESSMENT

4.1 Section 79C Evaluation

Table 4 identifies the matters for consideration under s. 79C that apply to State significant development, in accordance with s. 89H of the EP&A Act. The table also represents a summary for which additional information and consideration is provided for in Section 4 (Key and Other Issues) and relevant appendices or other sections of this report and the EIS, referenced in the table. The EIS has been prepared by the applicant to consider these matters and those required to be considered in the DGRs and in accordance with the requirements of s. 78(8A) of the EP&A Act and Schedule 2 of the Regulation.

Table 4: s79C(1) Matters for Consideration

s. 79C(1) Evaluation	Consideration
(a)(i) any environmental planning instrument	Substantially complies. Consideration of relevant EPI's has been undertaken in Appendix B.
(a)(ii) any proposed instrument	Not applicable.
(a)(iii) any development control plan	Clause 11 of State Environmental Planning Policy (State and Regional Development) 2011 provides that development control plans do not apply to State significant development. Notwithstanding, consideration of relevant controls has been given at Appendix B.
(a)(iiia) any planning agreement	Not applicable.
(a)(iv) the Regulations	The development application satisfactorily meets the relevant requirements of the Regulation, including the procedures relating to development applications (Part 6 of the Regulations), public participation procedures for SSD's and Schedule 2 of the Regulation relating to environmental impact statements. Refer to Section 2.7 of this report.
(a)(v) any coastal zone management plan	Not applicable.
(b) the likely impacts of that development	Impacts of the development have been considered in Section 4.2 of this report.
(c) the suitability of the site for the development	The suitability of the site has been addressed in Section 4.2 of this report.
(d) any submissions	Consideration has been given to submissions received during the exhibition of the development application in Tables 3. Key issues raised in submissions have been considered further in Section 4.2 of this report.
(e) the public interest.	Addressed in Section 4.2 of this report
Biodiversity values exempt if:	
(a) On biodiversity certified land?	Not applicable.
(b) Biobanking Statement exists?	Not applicable.

4.2 Key and Other Issues

The department considers the key environmental issues for the application to be:

- built form and urban design
- overshadowing
- noise and vibration
- traffic and transport
- groundwater
- heritage
- airport and helipad operations
- developer contributions
- suitability of the site
- public interest.

4.2.1 Built form and urban design

The proposed new hospital building comprises two storeys, with a GFA of 9,574 sqm, and will accommodate a new maternity unit, operating theatre suite, central sterilising department and a day surgery unit. The layout of the building includes an elongated east west axis facilitating long north-south facades, which provide optimal solar access. A plant area surrounded by a plant parapet wall is located above the second storey in the north east corner of the building footprint, which gives the building a three storey appearance in this location.

The architectural statement by Cox Richardson Architects & Planners identifies that the design of the building recognises the need to achieve a building form which can be extended in the future, consistent with the Dubbo Base Hospital 2010 Masterplan, and which may evolve with future needs. In this regard, the building has been designed with a relatively level roof, which provides flexibility to expand to a future three storey building with a pitched roof form in the future (should funding becoming available in the future). Additionally, the building incorporates a 4.5 m floor to floor height which provides flexibility for the clinical fit-out on each level. Whilst the applicant has indicated the potential for a future three storey expansion of the building, the department's consideration of the proposal is limited to the height, bulk and scale of the building as proposed, and any future three storey expansion and any associated impacts associated with such an expansion is a matter which can be considered further as part of a future application.

The maximum height of the building (as proposed) is RL 292.63, being the top of the plant parapet wall (13.5 m above existing ground level). The remaining roof area has a maximum height of RL 287.74, being the roof over Level 1 (10 m above ground level), and RL 283.54, being the roof over ground level (5.5 m above ground level). The northern and eastern elevations of the building are provided in Figures 3 and 4.

Figure 3: Northern Elevation



Figure 4: Eastern Elevation



Under Dubbo LEP 2011, there are no specific development controls which apply to the site, including maximum building height, maximum FSR, or setback controls. Accordingly, the department has considered each of these aspects of the proposed new building on merit, having regard to the appropriateness of the proposal in the context of existing surrounding development, the future development of the hospital campus, and the potential impacts of the proposal on surrounding residential development.

The proposed building is consistent in scale with a number of other existing buildings in the hospital campus, including the main single storey hospital building fronting Myall Street, the two storey morgue building and the Nursing Home fronting Muller Street. The building has also been sited centrally within the hospital campus, and accordingly there is a significant separation distance of approximately 40 m between the building and the nearest surrounding residential dwelling houses to the east along Leonard Street. The car park and associated landscaping between the proposed new building and the boundary with the Leonard Street residence would also provide a substantial visual buffer when viewing the building from the Leonard Street residential area.

The design of the building incorporates a number of measures to break up the built form, including the addition of a courtyard area in the middle of the eastern elevation, which provides both a green outlook when viewing from inside the building, as well as breaking up the eastern elevation of the building. Additionally, the building incorporates a complementary mixture of external materials and finishes, including glazing, brick cladding in two colours and infill panels which results in an appealing and innovative built form. The contemporary form, colours and materials used also differentiate it from the various existing historic red brick buildings on the hospital campus. A photomontage of the northwest corner of the proposed new building, illustrating the siting of the building in the context of surrounding landscaping and car parking and the use of colours, materials and finishes is provided in Figure 5.

Figure 5: Photomontage of northwest corner of proposed new building



The department acknowledges that the built form of the building is a product of the requirements to:

- achieve a building form which can be extended in the future, consistent with the Dubbo Base Hospital 2010 Masterplan, to a future three storey building, should funds become available.
- incorporate a 4.5 m floor to floor height to provide flexibility for the clinical fit-out on each level
- introduce a contemporary and functional built form to the hospital campus.

The building is comparable in scale with a number of existing hospital buildings within the campus, and is sited centrally within the hospital campus, and does not result in any significant visual or amenity impacts to surrounding development (overshadowing is considered below in Section 4.2.2). The department therefore considers the proposed new building to be acceptable in this regard.

4.2.2 Overshadowing

Given the limited scale of the proposed new building and its central siting within the hospital campus, it will not result in any overshadowing impacts to adjoining land uses at any time of the year. However, the proposed new building will result in some overshadowing of the adjoining paediatrics unit, the internal road, and the internal courtyard during the Winter Solstice period. The impacts to the paediatrics unit and internal road are generally limited to the morning, with adequate solar access provided after midday. Additionally, the proposed internal courtyard is not an accessible area (provided to enable a green outlook from within the building) and so it will not reduce the functionality of the space. Accordingly, the department is satisfied that the proposal will not result in any unacceptable overshadowing impacts to surrounding development or the hospital campus.

4.2.3 Noise and Vibration

The EIS was accompanied by an Acoustic Assessment Report (acoustic report) which addressed noise and vibration assessment for the demolition, excavation, construction and operation of the proposed new building, refurbishment and demolition works.

As identified in Section 3.2 of this report, the EPA initially raised concerns with the noise monitoring methodology undertaken for the site as well as other noise issues. The applicant provided a revised acoustic report in response to the issues raised by the EPA, which provided further justification of the noise monitoring methodology undertaken for the site and additional information in response to each of the issues identified by the EPA. The department is satisfied that the matters raised by the EPA have been satisfactorily addressed through the revised acoustic report and additional information provided with the response to submissions report.

Construction Noise

Noise will be generated during construction activities associated with the application. The nearest noise receivers to the subject site include residences along Leonard Street (east of the site), residences along Morgan Street (west of the site) and light industrial premises along the railway line, Dubbo Nursing Home, Dubbo Private Hospital and existing Dubbo Base Hospital buildings.

The noise report established noise management levels for residential and non-residential land uses, based on the Interim Construction Noise Guideline (Department of Environment and Climate Change, 2009) (ICN Guideline), which are identified in Table 5.

Table 5: Construction Noise Management Levels for Surrounding Land uses

Residential			
Type of Receiver	Daytime		
	Measured $L_{A90(15\text{ min})}$ (dB)	RBL	Noise Management Level $L_{Aeq(15\text{ min})}$ (dB)
Residences along Leonard Street	41		51
Residences along railway corridor – Morgan Street	41		51
Non Residential			
Type of Receiver	Management Level $L_{Aeq(15\text{ min})}$ (applies when properties are being used)		
Hospital	Internal Noise Level 45 dB		
Active Recreation Area	Internal Noise Level 65 dB		
Passive Recreation Area	Internal Noise Level 60 dB		
Offices	Internal Noise Level 75 dB		

The acoustic assessment identifies that residential receivers will be noise affected (where construction noise levels exceeds RBL by 10 dBA), especially during the excavation stage, however no residential receivers are classified as highly noise affected (where construction noise levels exceed 75 dBA). However, nearby receivers within the hospital campus are identified as highly noise affected, especially during the excavation stage. To address the noise affected residential receivers and the highly affected non-residential receivers, the acoustic assessment recommended that reasonable and feasible noise control measures be investigated and documented in the Construction Management Plan (to be prepared as a Condition of Consent), including, for example, notifying all receivers in writing of the construction operations, reducing throttle settings on plant equipment, optimising the

number of vehicle trips to and from the site, selection of the quietest equipment and plant with quieter mufflers and enclosures and conducting noise monitoring.

Construction Vibration

The acoustic report identifies that the construction works have the potential to generate vibration which can result in ground borne noise, human discomfort, cosmetic damage and building damage. Additionally, the acoustic report identified that vibration impacts from construction works may also affect sensitive operation of medical equipment in operating theatres in nearby hospital buildings, such as optical magnification equipment.

The acoustic report established appropriate criteria and safe working distances for each of the above categories of construction vibration, which were derived from both the ICN Guideline and Assessing Vibration – A Technical Guideline (Department of Environment and Conservation (NSW), 2006) and using a number of standards, including, German Standard DIN 4150-3 (1999-02): Structural Vibration - Effects of Vibration on Structures and British Standard BS 6472:1992 Guide to Evaluation of Human Exposure to Vibration in Buildings (1Hz to 80Hz).

The acoustic report identified that construction activities such as excavation and light rock breaking may have to take place within the safe working distances indicated above, and in such cases, consultation should be undertaken with the hospital to organise periods of respite. Additionally, the acoustic report also recommended undertaking consultation with nearby residences to address potential exceedances of human comfort vibration levels.

The department notes that there are a number of factors affecting vibration levels, including the distance between the boundary of the site and surrounding receivers, the particular type of plant used and the local geotechnical conditions. To ensure that surrounding land uses, structures and the operation of the hospital is protected from vibration impacts associated with the development, the department has recommended a condition requiring that vibration monitoring is undertaken throughout the works to ensure that the vibration levels remain below the criteria established in German Standard DIN 4150-3 (1999-02) and British Standard BS 6472:1992.

Operational Noise

Noise will be generated during the operation of the development from mechanical plant equipment and traffic. The acoustic report established operational noise goals for mechanical plant for the adjacent land uses based on the NSW Industrial Noise Policy (Environmental Protection Authority, 2000) (INP) and are identified in the Table 6:

Table 6: Operational Noise Management Levels for Surrounding Land uses

Residential			
Type of Receiver	Noise Level dB re 20 μ Pa		
	Day	Evening	Night
Residential (Intrusive)	46	47	42
Residential (Amenity)	53	38	36
Non Residential			
Type of Receiver	Time of Day	Recommended LA_{eq} Noise Level dB	
		Acceptable	Recommended Max
Hospital	Noisiest 1 hr period	50	55
Commercial Premises	When in use	65	70
Industrial Premises	When in use	70	75
Active Recreation Area	When in use	55	60
Passive Recreation Area	When in use	50	55

The acoustic report identifies that selection of specific plant equipment has not yet been undertaken, however, the acoustic report undertook an assessment of predicted noise emissions based on small to medium sized air conditioning plant, which would be typical of the equipment to be used in the development. The assessment identified that some noise attenuation would be required to achieve the above criteria, which could be achieved through appropriately locating the equipment, silencers, shielding or localised roof barriers and the selection of quieter equipment.

Conclusion

To ensure the amenity of the surrounding receivers is protected throughout the construction works, and to mitigate any noise and vibration impacts to surrounding development, the department has

recommended a condition requiring the applicant to prepare a Construction Environmental Management Plan, which will include a section on construction noise and vibration management and which will need to address all relevant requirements contained in the ICN Guideline, including:

- identification of specific activities that will be carried out and associated noise sources
- identification of all potentially affected sensitive receivers
- noise and vibration monitoring and reporting procedures
- description of specific mitigation treatments, procedures and management measures.

The applicant requested that the construction hours be extended beyond 8 am to 1 pm on Saturdays to allow for a shorter construction period to bring the forward the potential opening and operation of the building. In this regard, the department has recommended extending the construction hours to 8 am to 4 pm on Saturdays, which will facilitate the reduced construction period. Notwithstanding, the recommended conditions ensure that the amenity of surrounding residences is protected as the applicant is to address the relevant provisions of the ICN Guideline and Australian Standard 2436 – 1981 Guide to Noise Control on Construction, Maintenance and Demolition Sites. The department has also recommended a condition to ensure operational noise generated from mechanical plant complies with the relevant INP criteria.

The department is satisfied that, subject to the recommended conditions, any noise or vibration impacts associated with the construction and operation of the proposed development can be adequately mitigated and managed.

4.2.4 Traffic and Transport

The EIS was accompanied by a Traffic Impact Assessment Report (traffic report) which addressed impacts of the proposal on the surrounding road network and car parking supply.

Traffic

The proposal will result in an additional 19 beds (above the current 143 existing hospital beds) and 46 staff (above the current 485 full time equivalent hospital staff) at the hospital campus. The traffic report identified that the additional beds and staff provided by the development would generate the following additional vehicle trips (based on trip generation rates of 1.699 trips/bed and 1.495 trips/bed for the AM and PM peak periods respectively):

- 32 additional vehicle trips in the AM peak period (8:00 am to 9:00 am)
- 28 additional vehicle trips in the PM peak period (4:30 am to 5:30 pm)
- 13 additional vehicle trips in the Saturday Midday Peak (11 am to 12 pm).

The traffic report also included an analysis of key approach route intersections in proximity to the hospital campus, having regard to the trip generation rates outlined above, and the distribution of traffic on the surrounding road network. The analysis included the intersections of Golden Highway / Myall Street and Golden Highway / White Street / Hospital Access, which are identified in the map in Figure 6 and the results of the SIDRA intersection analysis are provided in Table 7.

Figure 6: Analysis of Surrounding Intersections

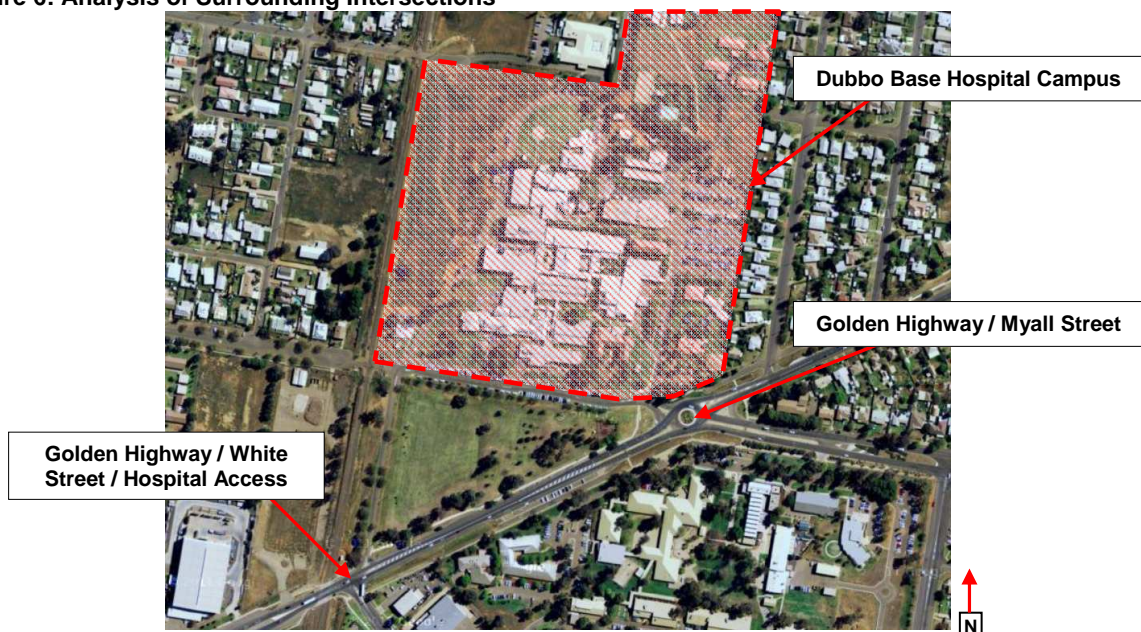


Table 7: Analysis of Surrounding Intersections

Intersection	Peak Period	Existing Intersection Delay	Existing + Proposed Intersection Delay	Existing Level of Service	Existing + Proposed Level of Service
Golden Highway / Myall Street	AM	12.7	12.6	A	A
	PM	11.9	11.9	A	A
	Saturday	12.0	12.0	A	A
Golden Highway / White Street / Hospital Access	AM	60.4	62.5	E	E
	PM	35.5	35.6	C	C
	Saturday	26.9	26.9	B	B

Based on the trip generation rates and distribution of vehicles accessing the site on the surrounding road network, all intersections assessed will continue to perform at their existing Level of Service, with only a minor increase in intersection delay on the Golden Highway / White Street / Hospital Access during the weekday AM period as a result of the development. It is noted that the Golden Highway / White Street / Hospital Access intersection currently operates at a Level of Service E which relates to the turning movements out of White Street and on to the Golden Highway (which is occupied by up to 1850 vehicles per hour during peak periods in both directions). The poor level of service of the intersection is an existing issue with the road network, and the performance of the intersection will remain largely unchanged as a result of the minor additional traffic associated with the proposed development.

RMS and council raised no objection to the findings of the traffic generation analysis and intersection performance analysis in the traffic report, however, both provided a number of comments regarding car parking which are considered below.

The department is satisfied that the proposed redevelopment works will not result in any significant impacts to the operation of the surrounding road network.

Car Parking

The applicant has elected to undertake upgrades to the existing ad-hoc car parking arrangements on the hospital campus under Part 5 of the EP&A Act (see section 1.4 of this report). The new car park provided in the eastern part of the hospital campus has capacity for 289 vehicles, which represents a net gain of 48 spaces across the hospital campus.

There is no applicable car parking assessment criteria for public hospitals within the Roads and Maritime Services Guide to Traffic Generating Development, however, Dubbo City Council's Policy Code, Standards for Off-Street Parking of Motor Vehicles (Dubbo parking policy) identifies that the parking requirements for hospitals are as follows:

- one space per 10 beds, plus
- one space per each resident or staff doctor, plus
- one space for each employee on duty at any one time, plus
- ambulance parking.

Given the proposal includes an additional 19 beds and 46 staff at the hospital campus, Dubbo parking policy requires the provision of an additional 48 spaces. Accordingly, the provision of 48 additional spaces in the new car park to be constructed to the east of the new hospital building (see Figure 3) satisfies the requirements of Dubbo parking policy.

RMS acknowledged that the additional 48 spaces would cater for the demand generated by the proposed development and satisfied the requirements of Dubbo parking policy, however, RMS recommended that the applicant give consideration to the provision of additional car parking on-site to cater for the existing shortfall in car parking provisions across the hospital campus. Council also identified that the car parking analysis had not considered the adequacy of the existing parking for the hospital campus and a submission from a local resident also suggested the construction of a double storey car park on the hospital campus to cater for the demand generated by the hospital.

Car parking demand for the existing hospital staff, patients and visitors is catered for by 340 on-site spaces (not including the new 48 car parking spaces). There are also 100 on-street spaces available along Myall Street in close proximity to the site.

The traffic report identifies that the peak car parking occupancy rate of 468 spaces occurs during the weekday period between 11 am to 12 pm. Accordingly, there is currently a shortfall in car parking for

the hospital campus of 128 spaces, even when considering the on-street spaces available along Myall Street (shortfall of 28 spaces).

In response to the issues raised by the RMS, council and the local resident, the applicant advised that the new 48 car parking spaces being constructed will accommodate the additional car parking demand associated with the proposed development and will satisfy the requirements of Dubbo parking policy. Additionally, the applicant advised that existing hospital staff and visitors currently use both on-site and on-street car parking, and that the subject application does not seek to specifically address parking issues associated with the existing operation of the hospital. Notwithstanding, the applicant advised that with the demolition of the maternity building, consideration will be given to providing additional parking to better meet the requirements of Dubbo parking policy and to alleviate any existing deficiencies in parking supply across the hospital campus. In this regard, as part of the Response to Submissions report, the applicant initially provided an indicative car parking layout over the footprint of the existing Maternity Building (proposed to be demolished in the future) demonstrating that additional car parking could be provided on site. The applicant later advised that the location of the indicative car park would conflict with future stages of the Masterplan, and therefore further consideration of potential car parking locations on site would be required. The applicant advised that additional car parking could be provided in the future under Part 5 of the EP&A Act, as works without consent.

The assessment of car parking for new developments is generally limited to assessing whether the car parking demand for the new development is greater than the demand for the existing use/development, and assessing whether the additional demand generated by the new development will be accommodated by the car parking provision (if proposed). In this case, the provision of 48 additional car parking spaces will accommodate the additional demand generated by the proposed development, and will satisfy the requirements of Dubbo parking policy.

The department acknowledges that a short fall in on-site car parking currently exists on the hospital campus (associated with the existing operation), however, the additional demand generated by the subject development will be accommodated by the 48 additional on-site spaces, and will therefore not result in any additional occupation of on-street car parking spaces surrounding the site.

The department is therefore satisfied that adequate car parking will be provided for the proposed development.

Public Transport Access

As identified in Section 3.2 of this report, TfNSW recommended that the applicant consider works to the internal hospital roadways to cater for bus movements and pick-up / drop-off. Additionally, there are no pedestrian crossings or pathways linking the existing bus stops on the Golden Highway to the hospital campus and staff, patients and visitors travelling via bus to the hospital campus need to cross up to three roads, including the internal site road, to reach the hospital's visitor entrance. To address this issue, TfNSW recommended that the applicant consider external pedestrian access infrastructure improvements on the southern boundary of the hospital campus and access to the hospital off the Golden Highway.

The applicant provided a response to TfNSW's submission, which identified that the suggested internal roadway improvement to cater for internal bus movements is not possible or feasible due to:

- the proximity of the proposed bus route to emergency services, which need to be clear of potential conflict
- the proximity of the proposed bus route to the existing entrance utilised as a pick-up and drop-off area by taxis
- the insufficient width of the existing internal roadways which would require significant upgrades to accommodate the required swept paths of buses.

However, the applicant identified it is willing to consider TfNSW's suggested external pedestrian access infrastructure improvements, in collaboration with council, and advised that it would accept a condition of consent to facilitate the proposed works.

The department has given consideration to the comments made by TfNSW and the applicant's response. The existing site constraints restrict the ability to accommodate the suggested works to the internal hospital roadways without significant work occurring and spatial replanning of the hospital campus. Additionally, given the low patronage of bus users currently accessing the site, the scale of

additional work required in order to cater for bus movements within the hospital campus is not warranted.

However, the department considers that there is a feasible opportunity to improve pedestrian connections between the hospital campus and local bus routes along the Golden Highway, which would improve public transport accessibility and promote non-car travel modes to and from the hospital campus. In this regard, the department has recommended a condition requiring the applicant and council to work together to ensure the provision of the agreed external pedestrian access infrastructure improvements. The department has consulted with council and the applicant in relation to the proposed condition, and both have agreed to the requirements of the condition.

The department is satisfied that the recommended condition will result in an improved outcome for pedestrian accessibility to public transport services for the hospital campus.

4.2.5 Groundwater

Dubbo LEP identifies the subject site as having moderate to high groundwater vulnerability. Under Clause 7.5(3) of Dubbo LEP, before granting development consent for earthworks, the consent authority must consider:

- whether or not the development (including any on-site storage or disposal of solid or liquid waste chemicals) will cause any groundwater contamination or any adverse effect on groundwater dependent ecosystems, and
- the cumulative impact (including the impact on nearby groundwater extraction for potable water supply or stock water supply) of the development and any other existing development on groundwater.

Further, under 7.5(4) of Dubbo LEP development consent must not be granted to development on land to which this clause applies unless the consent authority is satisfied that:

- the development is designed, sited and will be managed to avoid any significant adverse environmental impact, or
- if that impact cannot be avoided by adopting feasible alternatives—the development is designed, sited and will be managed to minimise that impact, or
- if that impact cannot be minimised—the development will be managed to mitigate that impact.

A Groundwater Impact Assessment report accompanied the EIS which identified that sub-soil investigations undertaken on the site did not encounter groundwater within 5 m of the ground surface, which confirms that the groundwater surface is well below the ground surface levels on the site.

The report identified that the proposed excavation works associated with the development will be limited to a maximum depth of 2 m and will not involve groundwater extraction, and therefore will not reduce groundwater yields in the area. The report concluded that there will be no discernable impact on groundwater yields as a result of the development.

The report also identified that there is a potential for groundwater contamination from the use of chemicals within the hospital campus and also from the spillage of stored wastes. However, chemical use for medical procedures is expected to be limited to internal areas of buildings and the use of chemicals for ground maintenance activities will not change due to the development works. Further, the waste materials are stored in sealed containers for regular (daily) off-site disposal. The potential impact on groundwater from chemicals on the site is therefore considered to be very low.

The report also identified that the development works may result in an increase in hardstand area which may decrease stormwater infiltration into the underlying soils and therefore decrease aquifer recharge on the site. However, the volume of this decrease is likely to be very small and the surface runoff would be expected to ultimately flow into the Macquarie River thereby recharging the alluvial aquifer. The impact of the development on aquifer recharge is therefore considered to be low.

Having regard to the findings of the Groundwater Impact Assessment report, the potential groundwater impacts associated with the proposed development are considered to be low. Accordingly, the department is satisfied that the proposal will not result in any unreasonable impacts to groundwater vulnerability having regard to the matters identified in Clause 7.5(3) and (4) of Dubbo LEP.

4.2.6 Heritage

Dubbo Base Hospital is identified as a local heritage item in Schedule 5 of the Dubbo LEP. Under Clause 5.10(2)(e)(i) of Dubbo LEP, development consent is required for erecting a building on land on which a heritage item is located. Clause 5.10(4) requires that a consent authority must, before granting development consent, consider the effect of the proposed development on the heritage significance of the item. The site is also listed on the NSW Department of Health's Section 170 Heritage Register of heritage assets owned, occupied and managed by the NSW Department of Health.

A Heritage Impact Statement (HIS) accompanied the EIS which considered the impact of the proposal on the heritage significance of the listed item, its curtilage and the heritage significance of other non-listed buildings within the hospital campus. The HIS identified that the listing primarily relates to a number of significant heritage buildings on the site's Myall Street frontage (as shown in Figure 3 of this report). The HIS concluded that the proposal would have no impact to the heritage significance of buildings on site given the isolation of the works from the heritage zone on the site, and the compact nature of the heritage precinct.

The Heritage Council of NSW also identified that the new works are removed from the significant heritage elements of the site, and that there is likely to be no impact on significant fabric or the overall heritage significance of the site, and therefore the new building is unlikely to have impacts on significant views to and from the site.

The department has reviewed the Heritage Impact Statement and comments by the Heritage Council of NSW and is satisfied that the proposal will not result in any significant impact to the heritage significance of the Dubbo Base Hospital and significant buildings within the site.

4.2.7 Airport and Helipad Operations

A helipad is located within the hospital campus approximately 75 m to the north-west of the proposed new hospital building, which is used for emergency patient transfers. The EIS was accompanied by a Helicopter Landing Site Study (helicopter study) to assess the impact of the proposed development on the operation of the existing helipad, which identified that the proposed works would have no substantial impact on the use of the helicopter landing site. However, the helicopter study made two recommendations regarding the construction phase of the proposed development, which relate to protocols when operating construction cranes and the storage of material on site. The applicant has committed to the recommendations of the helicopter study and has included them as mitigation measures in section 8 of the EIS. The department is satisfied that, subject to the implementation of the recommendations of the helicopter study, the proposed development will not impact on the operation of the hospital helipad.

Additionally, Clause 7.7 of Dubbo LEP requires that a consent authority consider whether a proposed development will penetrate the Obstacle Limitation Surface (OLS) levels shown on the OLS Map included in the LEP, and if necessary, consult the necessary Commonwealth body. The provision relates to the operation of Dubbo City Regional Airport and is to ensure that such operation is not compromised by proposed development that penetrates the OLS levels for the airport.

The maximum height of development at the hospital campus identified in the OLS map is between RL 325 and RL 340. The proposed development has a maximum building height of RL292.36, which is below the maximum RL height for the site shown on the OLS map. Therefore, the proposal does not require any consultation with a Commonwealth body and will not result in any impacts to the operation of Dubbo City Regional Airport.

4.2.8 Developer Contributions

Dubbo LGA is subject to a number of contribution plans including:

- Dubbo City Council, Water and Sewer Section 64 Contribution Policy - to enable the council to require contributions towards the provision, extension or augmentation of water and sewerage services that will or are likely to be required as a consequence of development.
- Dubbo City Council, Section 94 Contributions Plan, Open Space and Recreational Facilities - to levy Section 94 contributions where a development will, or is likely to, increase the demand for public amenities or services.
- Dubbo City Council, Amended Section 94 Contributions Plan, Roads, Traffic Management & Car Parking - to levy Section 94 contributions for the provision of roads, traffic management and car parking for the period to 2002-2016.

- Dubbo City Council, Section 94 Contributions Plan, Urban Stormwater Drainage Headwork Contributions - to levy Section 94 contributions to help fund the increased demand for public works and facilities generated by the carrying out of development.

The above section 64 contributions policy applies to all development within urban areas of the city of Dubbo. The department has imposed a condition requiring the applicant to obtain a Certificate of Compliance from council (as the water supply authority), and council may require a contributions payment in accordance with the above section 64 contributions policy, or impose other requirements regarding the construction of water management works to serve the development. Notwithstanding, in accordance with Section 306(4) of the Water Management Act 2000, as the applicant is a Crown Authority, it may also request the Minister to determine whether such requirements should be imposed and if so, in what terms (any such request would be undertaken at a later stage when the council is issuing the Certificate of Compliance).

The section 94 contributions plans generally apply to new residential development, the subdivision of land, or new commercial or industrial development. As the proposed development is for a hospital and will not be creating any additional lots, the above section 94 contributions plans do not apply to the proposal.

Notwithstanding, as outlined in section 4.2.4 of this report, the applicant has committed to undertaking some external pedestrian access infrastructure improvements (in collaboration with council) to facilitate improved public transport accessibility and promote non-car travel modes to and from the hospital campus.

In accordance with section 94B(2) of the EP&A Act, the Minister may impose a different contribution after having regard to council's section 94 contribution plans. The department considers that as the proposal is providing a significant public benefit to the community through the provision of improved health services, it is recommended that no section 94 development contributions be applied to the development.

4.2.9 Suitability of the site

The site is considered suitable for the proposed development as:

- the proposal is within the existing Dubbo Base Hospital campus, and located in proximity to existing health services
- the siting of the proposed new building will facilitate the on-going redevelopment of the hospital campus, delivering essential clinical services to meet the needs of the Western NSW Local Health District
- the site has previously been disturbed and is relatively level and clear of native vegetation, and the siting of the development will not result in any discernable visual or amenity impacts to surrounding low density residential development
- the site is serviced by public transport as well as infrastructure utilities.

Accordingly, the department considers the site suitable for the proposed development.

4.2.10 Public Interest

The proposed development forms part of Stages 1 and 2 of NSW Health Infrastructure's Dubbo Base Hospital 2010 Masterplan for the redevelopment of the hospital, which covers infrastructure upgrades, modernisation and growth needs of the hospital over the coming two decades to facilitate the provision of essential clinical services to meet the needs of the Western NSW Local Health District.

The proposed development will result in a number of significant social and economic benefits for the region, including:

- improving quality health service facilities available to the public within Western NSW
- improved healthcare and quality of life outcomes for patients
- increased investment and employment opportunities for the region, including \$48 million in capital investment value and the creation of 390 construction jobs and 46 operational jobs
- enhanced health education and training opportunities.

Given the residual impacts associated with the development can be mitigated and managed, the department considers the proposal to be in the public interest.

5. CONCLUSION AND RECOMMENDATION

5.1 Conclusion

The proposal seeks approval to construct a new two storey hospital building, refurbish two existing hospital buildings and demolish one existing hospital building, known as Dubbo Base Hospital Redevelopment Stages 1 and 2, at Dubbo Base Hospital, Dubbo.

The department has reviewed the submitted EIS and duly considered advice from public authorities and the general public. Issues raised in submissions have been duly considered and all relevant environmental issues associated with the proposal have been thoroughly assessed. The proposal is consistent with the strategic objectives for the area.

The department is of the view that the recommended conditions and implementation of measures detailed in the applicant's EIS and appendices, and the Response to Submissions report and appendices, will adequately mitigate the environmental impacts of the proposal.

On balance, the department considers the site to be suitable for the proposed development and that the proposal is in the public interest given the significant social and economic benefits associated with the hospital redevelopment works. Accordingly the department recommends that the State significant development be approved, subject to conditions.

5.2 Recommendation

In accordance with section 89E of the *Environmental Planning and Assessment Act, 1979*, it is recommended that the Executive Director, Major Projects Assessment, as delegate of the Minister for Planning and Infrastructure, grant development consent for Dubbo Base Hospital Redevelopment Stages 1 and 2 (SSD 5250).

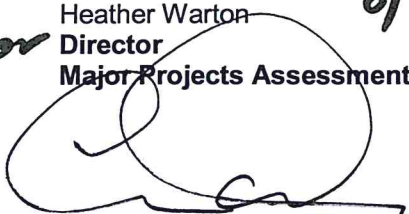
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APPENDIX A RELEVANT SUPPORTING INFORMATION

The following supporting documents and supporting information to this assessment report can be found on the Department of Planning and Infrastructure's website as follows.

1. Environmental Assessment

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=5250

2. Submissions

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=5250

3. Applicant's Response to Submissions

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=5250

APPENDIX B CONSIDERATION OF ENVIRONMENTAL PLANNING INSTRUMENT(S) AND DCP(S)

The primary controls guiding the assessment of the proposal are:

- State Environmental Planning Policy (State and Regional Development) 2011
- State Environmental Planning Policy No.55 – Remediation of Land
- State Environmental Planning Policy No.33 – Hazardous and Offensive Development
- State Environmental Planning Policy (Infrastructure) 2007
- Orana Regional Environmental Plan No.1 – Siding Spring
- Dubbo Local Environmental Plan 2011

State Environmental Planning Policy (State and Regional Development) 2011 (SRD SEPP)

The aims of the SRD SEPP are to identify State significant development and State significant infrastructure and provide the necessary functions to joint regional planning panels to determine development applications.

The proposal is for SSD in accordance with s. 89C of the *Environmental Planning and Assessment Act 1979* (EP&A Act) because it is development for the purpose of a hospital with a capital investment value (CIV) in excess of \$30 million, under clause 14 (Hospitals, medical centres and health research facilities) of Schedule 1 of State Environmental Planning Policy (State and Regional Development) 2011.

State Environmental Planning Policy No. 55 – Remediation of Land

SEPP 55 aims to provide a state wide approach to the remediation of contaminated land. In particular, SEPP 55 aims to promote the remediation of contaminated land to reduce the risk of harm to human health and the environment by specifying under what circumstances consent is required, specifying certain considerations for consent to carry out remediation work and requiring that remediation works undertaken meets certain standards.

A Phase 1 Contamination Assessment Report (phase 1 report), Targeted Contamination Assessment Report and a Hazardous Building Materials Assessment Report accompanied the EIS. The phase 1 report incorporated a desktop assessment of existing and historical information on the site and some site sampling. The phase 1 report identified that buildings have been demolished on the site in the past and filling has been placed, indicating the possibility of asbestos being present. The phase 1 report also identified that the soil samples identified contamination concentrations within the adopted health-based assessment criteria for the site. Asbestos was not observed in the soil sampling, nor detected in the laboratory samples analysed, although the report identified that the possibility of asbestos being present should not be discounted. Whilst the report concluded that the area proposed for development is suitable for continued hospital use, it recommended that further targeted sub-soil testing be undertaken in the areas proposed for development and that demolition activities be

undertaken with consideration of the potential for asbestos being present within filling and within existing buildings.

Based on the recommendations of the phase 1 report, the applicant undertook a further Targeted Contamination Assessment, which included additional soil sampling in areas of potential contamination, and a Hazardous Building Materials Assessment, which included an assessment of existing building materials in buildings to be refurbished and demolished.

The Targeted Contamination Assessment Report identified that all samples had concentrations of analysed contaminants below the adopted health-based investigation levels. However, the report also identified that regardless of the level of assessment undertaken on site, there is always a risk that contaminated materials will be encountered during construction. Accordingly, the report recommended implementing an Unexpected Finds Protocol in the Construction Environmental Management Plan for the project, which would outline the methodologies to deal with unexpected finds such as general contamination, asbestos, underground tanks, biological waste, etc. The applicant has committed to including an unexpected finds protocol as part of the Construction Environmental Management Plan.

The Hazardous Building Materials Assessment Report identified that asbestos containing material (ACM) was identified in the Maternity building, which is proposed to be demolished. The report recommended the removal of the ACM material prior to the commencement of large scale demolition, in accordance with the requirements of WorkCover NSW and the National Occupational Health and Safety Commission (NOHSC) *Code of Practice for the Safe Removal of Asbestos 2nd Edition* [NOHSC:2002(2005)]. This removal would need to be undertaken by a contractor with an appropriate asbestos-removal licence. The report recommended that a visual clearance inspection be undertaken by a Occupational Hygienist after ACM removal and prior to the commencement of large scale demolition. The report also identified that all paint should be conservatively assumed to contain lead and appropriate precautions taken during handling to reduce the risk of dust generation and ingestion, and that painted building elements be disposed of at a licensed landfill.

In accordance with the requirements of SEPP 55, the department is satisfied that the applicant has demonstrated, through the Phase 1 report, Targeted Contamination Assessment Report and a Hazardous Building Materials Assessment Report, that the concentrations of potential contaminants are below their respective thresholds and that the subject site is considered suitable for the proposed development.

Additionally, the department is satisfied that the applicant's commitment to prepare an unexpected finds protocol will appropriately deal with any unexpected contaminated materials encountered during construction.

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

SEPP 33 provides clear definitions of hazardous and offensive industries and aims to facilitate development defined as such and to ensure that in determining developments of this nature, appropriate measures are employed to reduce the impact of the development and require advertisement of applications proposed to carry out such development.

The applicant prepared a Preliminary Hazard Assessment (PHA), in accordance with the requirements of SEPP 33, which identified that activities proposed in the new and refurbished buildings are activities that are currently being undertaken elsewhere on the site, and that no new hazardous activities are currently proposed.

The PHA identified that there is a low risk associated with the hazards anticipated as a result of the redevelopment works. The PHA recommended that the applicant undertake regular audits of hospital processes and procedures to ensure the best possible controls are in place, and that the collection, storage, transport and disposal of clinical waste is undertaken in accordance with current industry standards. The PHA concluded that the new floor space will be occupied by facilities that already exist on the hospital campus, and therefore the risk to the hospital community is expected to remain generally unchanged.

The department is satisfied that the applicant has satisfactorily addressed the requirements of SEPP 33 and that the proposal will not result in any additional hazardous activities being undertaken on the site.

State Environmental Planning Policy (Infrastructure) 2007

The Infrastructure SEPP aims to facilitate the effective delivery of public infrastructure across the State.

Under Clause 5 of the MD SEPP, and Clause 8(2)(c) of the Infrastructure SEPP, the provisions of the MD SEPP prevail to the extent of any inconsistency with the Infrastructure SEPP. As the proposal is being assessed under Part 4.1 of the EP&A Act, the exempt development provisions under the Infrastructure SEPP are not applicable.

Clause 104 and Schedule 3 of the Infrastructure SEPP applies to traffic generating developments and requires that the RMS is consulted on certain traffic generating applications before a consent authority makes a determination on the development. The proposal was referred to the RMS, who raised no objections to the proposal. RMS's comments are discussed in Section 3 of this report.

Additionally, a program of early works was also approved under Part 5 of the EP&A Act, relying on Division 10 of the Infrastructure SEPP, to facilitate redevelopment of the site, as discussed earlier in Section 1.3 of this report.

Orana Regional Environmental Plan No.1 – Siding Spring

The Orana Regional Environmental Plan No.1 – Siding Spring (SS SEPP) aims to preserve optimum conditions at the observatory for astronomical observations at Siding Spring and applies to all land in the Dubbo LGA.

Clause 8 of the SS SEPP outlines consultation and concurrence requirements for development located up to 100 km from the observatory and includes specific light emission criteria.

Whilst the Siding Spring observatory is located over 100 km from the subject site (117 km), the EIS was accompanied by a External Lighting Assessment, which identified that the light emission rate from the proposed development would be approximate 750 lumens, which is below the consultation light emission rate of 1,000,000 lumens for development within 100 km of the observatory.

Accordingly, no consultation or concurrence with the Observatory Director is required under the SS SEPP, and the department is satisfied that the probable effect of light emitted from the development will not result in any substantial level of artificial sky glow at the observatory.

Dubbo Local Environmental Plan 2011

Dubbo LEP is the principle environmental planning instrument applying to the site. The LEP aims to make local environmental planning provisions for land in the City of Dubbo in accordance with the relevant standard environmental planning instrument under section 33A of the Act.

The site is zoned SP2 Infrastructure 'Hospital' under Dubbo Local Environmental Plan 2011 and the proposed development is permissible with consent. No specific development standards or controls apply to the site (including setbacks, floor space ratio or height), however, a number of other relevant provisions of the LEP apply to the subject site which are discussed below:

Clause 5:10 – Heritage Conservation

Local Item no I172 "Dubbo Base Hospital" is identified as a local heritage item in Schedule 5 of the Dubbo LEP, which relates to the 'two storey brick hospital building' on the site's Myall Street frontage. Under Clause 5.10(2)(e)(i) of Dubbo LEP, development consent is required for erecting a building on land on which a heritage item is located. Clause 5.10(4) requires that a consent authority must, before granting development consent, consider the effect of the proposed development on the heritage significance of the item.

Detailed consideration of heritage aspects of the proposal is provided in Section 4.2.6 of this report, and on the basis of this assessment, the department is satisfied that the proposal will not result in any significant impact to the heritage significance of the Dubbo Base Hospital and significant buildings within the site.

7.3 Earthworks

Under Clause 7.3(3) of Dubbo LEP, before granting development consent for earthworks, the consent authority must consider:

- the likely disruption of, or any detrimental effect on, existing drainage patterns and soil stability in the locality,
- the effect of the proposed development on the likely future use or redevelopment of the land,
- the quality of the fill or the soil to be excavated, or both,
- the effect of the proposed development on the existing and likely amenity of adjoining properties,
- the source of any fill material and the destination of any excavated material,
- the likelihood of disturbing relics,
- the proximity to and potential for adverse impact on any watercourse, drinking water catchment or environmentally sensitive area.

The proposal includes bulk excavation works to create the building pad for the proposed new building. The pad will have an RL of 276.70, which will be the underside of the ground floor slab. The excavation works result in varying depths ranging from 0.5 m cut at the south of the pad to 2.6 m cut at the North East corner of the pad.

The site is relatively level with an existing drainage network, and therefore the minor level of excavation works is not anticipated to result in any significant impacts to drainage or soil stability. Additionally, the site is not located in proximity to any identified areas of archaeological sensitivity, water course, of environmentally sensitive areas.

Accordingly, the department considers that the proposal earth works will not result in any unreasonable impacts having regard to the matters identified in Clause 7.3(3) of Dubbo LEP.

The department also recommended a number mitigation measures relating to dust, noise and erosion and sediment control, which are required to form part of the Construction Environmental Management Plan (recommended as a Condition of Consent).

7.5 Groundwater vulnerability

Dubbo LEP identifies the subject site as having moderate to high groundwater vulnerability. Under Clause 7.5(3) of Dubbo LEP, before granting development consent for earthworks, the consent authority must consider:

- whether or not the development (including any on-site storage or disposal of solid or liquid waste chemicals) will cause any groundwater contamination or any adverse effect on groundwater dependent ecosystems, and
- the cumulative impact (including the impact on nearby groundwater extraction for potable water supply or stock water supply) of the development and any other existing development on groundwater.

Further, under 7.5(4) of Dubbo LEP under development consent must not be granted to development on land to which this clause applies unless the consent authority is satisfied that:

- the development is designed, sited and will be managed to avoid any significant adverse environmental impact, or
- if that impact cannot be avoided by adopting feasible alternatives—the development is designed, sited and will be managed to minimise that impact, or
- if that impact cannot be minimised—the development will be managed to mitigate that impact.

Detailed consideration of groundwater aspects of the proposal is provided in Section 4.2.5 of this report, and on the basis of this assessment, the department is satisfied that the proposal will not result in any unreasonable impacts to groundwater vulnerability having regard to the matters identified in Clause 7.5(3) and (4) of Dubbo LEP.

7.7 Airspace operations

Clause 7.7 of Dubbo LEP requires that a consent authority consider whether a proposed development will penetrate the Obstacle Limitation Surface (OLS) levels shown on the OLS Map included in the LEP, and if necessary, consult the necessary Commonwealth body. The provision relates to the operation of Dubbo City Regional Airport and is to ensure that such operation is not compromised by proposed development that penetrates the OLS levels for the airport.

Detailed consideration of the proposal in relation to the OLS map is provided in Section 4.2.7 of this report. The maximum height of development at the hospital campus identified in the OLS map is

between RL 325 and RL 340. The proposed development has a maximum building height of RL292.36, which is below the maximum RL height for the site shown on the OLS map, therefore the proposal does not require any consultation with a Commonwealth body and will not result in any impacts to the operation of Dubbo City Regional Airport.

Dubbo City Council Development Control Plans

The following Development Control Plans (DCPs) apply to Dubbo LGA:

Rural DCPs

- R1.1 Dryland Agriculture
- R1.2 Intensive Agriculture
- R1.3 Small Farm Estates
- R2.1 Villages

Urban DCPs

- U1.1 Urban/Rural Buffer Zone
- U2.1 Residential Suburban and Medium Density
- U2.2 Residential Fringe Zone
- U2.4 Residential Country Zone
- U3.2 Sub-regional Business
- U4.1 Light and General Industry

General DCPs

- G2.2 Flood Prone Lands-Urban Area
- G3.1 Designing for Access and Mobility

Whilst no rural or urban DCP's apply to the proposed development, Dubbo City Council DCP G3.1 Designing for Access and Mobility includes minimum standards of access required for development, which are based on the Disability Discrimination Act 1992, Building Code of Australia, and relevant Australian Standards. The EIS included an access statement by BCA Logic Pty Ltd which assessed the proposed development against the requirements of the above legislation, regulation and standards, which concluded that the proposed development complies or is capable of complying with the relevant access provisions. The department also recommended a number of conditions which relate to access requirements to ensure compliance with relevant access provisions in the above legislation, regulation and standards. Accordingly, the department considers that, subject to the recommended conditions, the proposal will comply with the relevant access provisions of the DCP.

APPENDIX C GLOSSARY

Accredited Assessment under the EPBC Act.

If the project involves a "controlled action" under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act), the project can be assessed as an accredited assessment under the EPBC Act. This means that separate assessment processes are not required under both the EPBC Act and the EP&A Act, and the NSW assessment process has been accredited by the Commonwealth. However, the Commonwealth Minister for the Environment maintains an independent approval role, and the Commonwealth provides input to certain stages of the assessment process

Where a controlled action is involved the department has consulted with the Commonwealth Department of Sustainability, Environment, Water, Population and Communities (SEWPaC) throughout the assessment process.

Delegated Authority

On 14 September 2011, the Minister for Planning and Infrastructure delegated his functions under s. 89E of the *Environmental Planning and Assessment Act 1979*, and effective from 1 October 2011, to Executive Director, Major Projects Assessment to determine applications where:

- (a) the relevant council has not made an objection, and
- (b) a political disclosure statement has not been made, and
- (c) there are less than 10 public submissions in the nature of objections.

Ecologically Sustainable Development 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.(Cl.7(4) Schedule 2 of the Regulation)*

Objects of the Act

- (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.*

Relevant Environmental Planning Instruments.

These are EPIs that are required to be taken into consideration in the assessment of the project under s. 79C. A detailed evaluation of each is provided at Appendix B.

Section 79C Evaluation

(1) Matters for consideration—general

In determining a development application, a consent authority is to take into consideration such of the following matters as are of relevance to the development the subject of the development application:

- (a) *the provisions of:*
 - (i) *any environmental planning instrument, and*
 - (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*
 - (iii) *any development control plan, and*
 - (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*
 - (iv) *the regulations (to the extent that they prescribe matters for the purposes of this paragraph), and*
 - (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,*
- (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,*
- (c) *the suitability of the site for the development,*
- (d) *any submissions made in accordance with this Act or the regulations,*
- (e) *the public interest.*

Note. See section 75P (2) (a) for circumstances in which determination of development application to be generally consistent with approved concept plan for a project under Part 3A.

Note. The consent authority is not required to take into consideration the likely impact of the development on biodiversity values if:

- (a) *the development is to be carried out on biodiversity certified land (within the meaning of Part 7AA of the Threatened Species Conservation Act 1995), or*
- (b) *a biobanking statement has been issued in respect of the development under Part 7A of the Threatened Species Conservation Act 1995.*

TAG A

RECOMMENDED CONDITIONS OF APPROVAL
