



# ***Northside Mental Health Facility***

*State Significant  
Development  
Modification Assessment  
(SSD 7588 MOD 2)*

October 2018

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# Glossary

Abbreviation	Definition
AHD	Australian Height Datum
BCA	Building Code of Australia
CIV	Capital Investment Value
Consent	Development Consent
Council	Willoughby City Council
Department	Department of Planning and Environment
EIS	Environmental Impact Statement
EPA	Environment Protection Authority
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	Environmental Planning and Assessment Regulation 2000
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999</i>
EPI	Environmental Planning Instrument
ESD	Ecologically Sustainable Development
LEP	Local Environmental Plan
Minister	Minister for Planning
OEH	Office of Environment and Heritage
Planning Secretary	Secretary of the Department of Planning and Environment
RMS	Roads and Maritime Services
RtS	Response to Submissions
SEARs	Secretary's Environmental Assessment Requirements
SEPP	State Environmental Planning Policy
SRD SEPP	<i>State Environmental Planning Policy (State and Regional Development) 2011</i>
SSD	State Significant Development



# Contents

<b>Glossary</b> .....	<b>iii</b>
<b>1. Introduction</b> .....	<b>1</b>
1.1 Background .....	1
1.2 Approval History .....	2
<b>2. Proposed Modification</b> .....	<b>3</b>
<b>3. Strategic Context</b> .....	<b>4</b>
<b>4. Statutory Context</b> .....	<b>5</b>
4.1 Scope of Modifications .....	5
4.2 Consent Authority .....	5
<b>5. Engagement</b> .....	<b>6</b>
5.1 Department’s Engagement.....	6
5.2 Summary of Submissions .....	6
5.3 Response to Submissions .....	6
<b>6. Assessment</b> .....	<b>7</b>
6.1 Built Form & Landscaping .....	7
6.2 Parking and Traffic .....	9
6.3 Other Issues .....	10
<b>7. Evaluation</b> .....	<b>11</b>
<b>8. Recommendation</b> .....	<b>12</b>
<b>9. Determination</b> .....	<b>13</b>
<b>Appendices</b> .....	<b>14</b>



# 1. Introduction

This report provides an assessment of an application to modify the State significant development consent (SSD) for the Northside Mental Health Facility.

The modification application seeks approval for construction of an additional level of hospital related floor space on Level 08 and provision of 16 additional at-grade car spaces on the western side of the recently constructed building.

The application has been lodged by Ramsay Health Care (the Applicant) pursuant to section 4.55(2) of the Environmental Planning and Assessment Act 1979 (EP&A Act).

## 1.1 Background

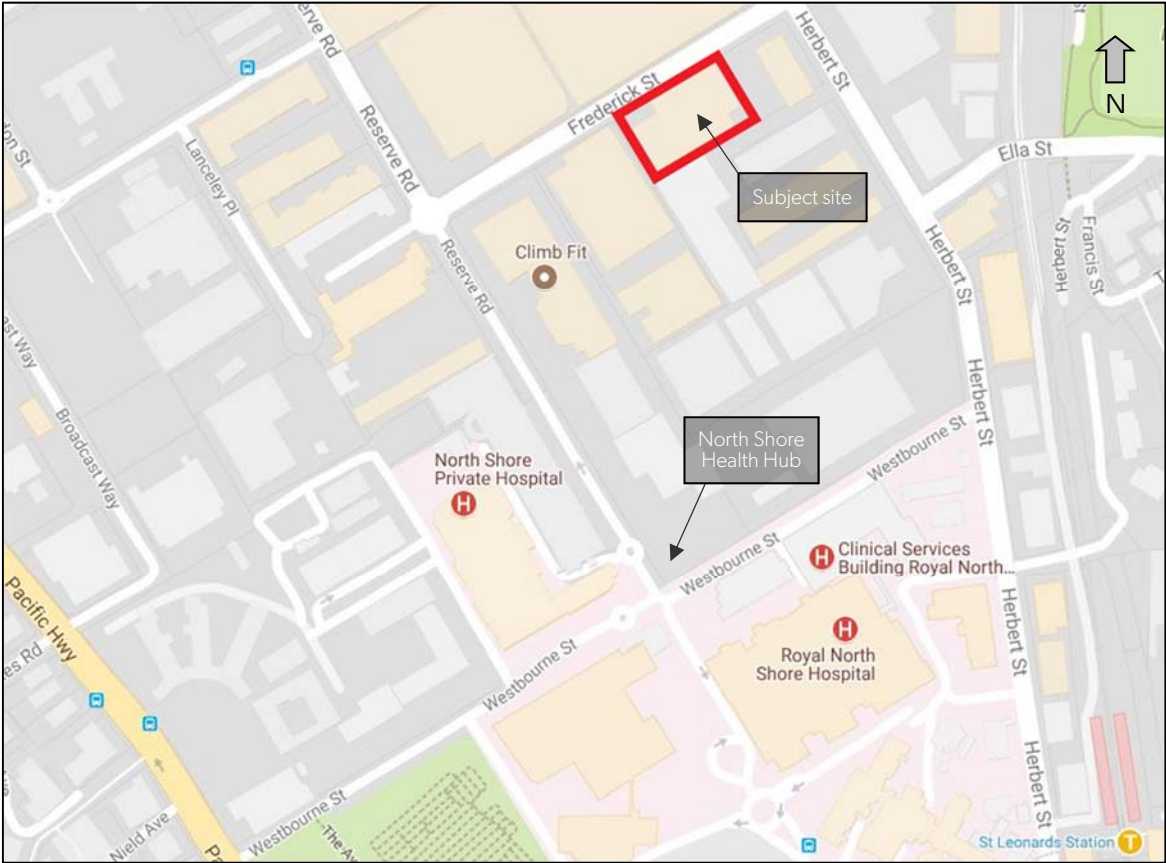
The site is located at 2 Frederick Street (formerly 10 Herbert Street) in the suburb of St Leonards, within the Willoughby Local Government Area (LGA), and is currently occupied by the recently constructed mental health services facility. The site location is shown in **Figure 1**.



**Figure 1** | Site Location

The subject site is situated in a light industrial precinct that is dominated by warehousing and retailing uses. These include: the SBS Television Studios and Kennards self-storage units located to the north on the opposing side of Frederick Street; a Tesla Motors car showroom immediately adjacent to the east; and large warehousing complexes located to the south and west which are used for a diverse range of retailing and commercial uses.

The Royal North Shore Hospital and medical precinct is located over 200 m south (see **Figure 2** – subject site outlined in red).



**Figure 2** | Site Context

### 1.2 Approval History

On 15 November 2016, the Executive Director, Priority Projects Assessments, as delegate of the Minister for Planning, granted SSD approval for the Northside Mental Health Facility, comprising:

- site remediation works.
- construction of an eight storey hospital building containing 112 beds, 25 consulting suites, treatment rooms, offices and amenities.
- 139 parking spaces.
- identification signage.
- landscaping.
- connections to existing infrastructure services.

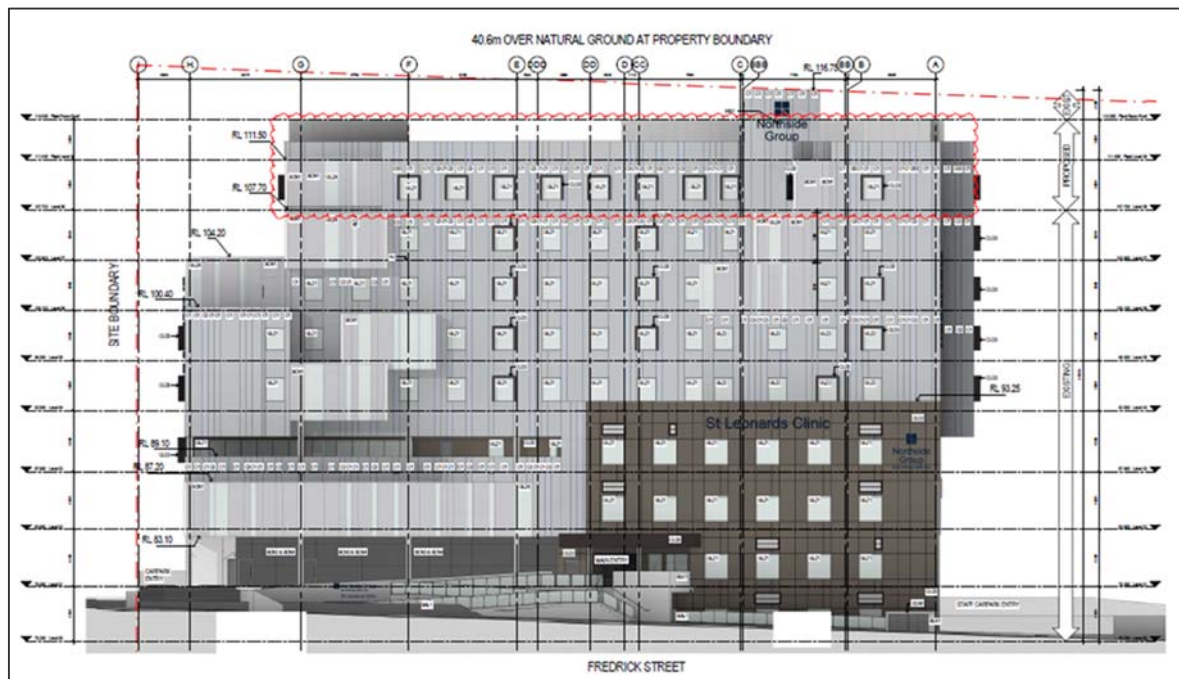
An application to modify the development consent (SSD 7588 MOD 1) was approved on 23 March 2017. The modification amended conditions C21 and E20 of the consent to allow for the development the meet the sustainability benchmarks provided in the Northside Clinic Sustainability Strategy dated 14 February 2017, in place of obtaining a Green Star Certification from the Green Building Council of Australia.



## 2. Proposed Modification

The modification application (MOD 2) seeks to modify the development consent to include:

- demolition of Level 08 roofing and screening under the Level 09 plant area.
- construction of an additional level of hospital related floor space on Level 08 to accommodate 24 patient rooms with ensuite bathroom, nurses station and offices, consulting rooms, group room and lounge area, two outdoor balconies inboard of the façade, plant room, and new window openings (see **Figure 3**).
- construction of new roof and parapet over Level 08.
- provision of 16 additional car spaces on the western side of the ground level car park.
- revised landscaping.



**Figure 3** | Location of the additional floor outlined in red on the northern elevation



## 3. Strategic Context

The proposed modification involves the addition of a floor of hospital space and associated changes to accommodate 24 additional rooms and facilities. The Applicant states the additional facilities are required to meet the needs of the community and the growing patient base. The Applicant advises that there is currently a patient wait list, with this set to increase. The use of Level 08 as hospital floor space will increase the patient capacity on site and accommodate the growing cohort of patients in the new Young Adult Program.

The Department considers that the proposal, as modified, is appropriate for the site as:

- it is consistent with the Premiers Priorities to create jobs and improve service levels in hospitals through the provision of better access to healthcare services.
- it is consistent with A Metropolis of Three Cities - The Greater Sydney Plan as it would provide for the expansion of health services and facilities to support Sydney's growing population.
- it is consistent with the State Infrastructure Strategy, which recommends opportunities for a better mix of services from the private sector to deliver infrastructure and public health services.
- it is consistent with the Future Transport Strategy 2056 as it would provide for the expansion of health services and facilities in a highly accessible location and provide access to additional new employment opportunities close to public transport.
- it is consistent with the vision outlined in the Greater Sydney Commission's revised North District Plan, which prioritises growing and investing in the identified St Leonards Health and Education Precinct and growing investment, business and job opportunities in the identified St Leonards Strategic Centre.
- it is consistent with the goals of the strategic planning investigation currently being undertaken by the Department for the St Leonards and Crows Nest Planned Precinct to rejuvenate the area with new jobs and infrastructure.



## 4. Statutory Context

### 4.1 Scope of Modifications

The Department has reviewed the scope of the modification application and considers that the application can be characterised as a modification involving minimal environmental impacts as the proposal:

- would not significantly increase the environmental impacts of the project as approved.
- is substantially the same development as originally approved.
- would not involve any further disturbance outside the already approved disturbance areas for the project.

Therefore, the Department is satisfied the proposed modification is within the scope of section 4.55(2) of the EP&A Act and does not constitute a new development application. Accordingly, the Department considers that the application should be assessed and determined under section 4.55(2) of the EP&A Act rather than requiring a new development application to be lodged.

### 4.2 Consent Authority

The Minister for Planning is the consent authority for the application under section 4.5(a) of the EP&A Act. However, under the Minister's delegation dated 11 October 2017, the Director, Social and Other Infrastructure Assessments, may determine the application as:

- the relevant local council has not made an objection.
- a political disclosure statement has not been made.
- there are no public submissions by way of objection.



## 5. Engagement

### 5.1 Department's Engagement

In accordance with clause 10 of Schedule 1 to the EP&A Act and clause 118 of the *Environmental Planning and Assessment Regulation 2000* (EP&A Regulation), the Department exhibited the application from 12 July 2018 to 25 July 2018:

- on the Department's website.
- at NSW Service Centres.
- at Council's offices.

The modification application was advertised in the Sydney Morning Herald and The Daily Telegraph on 11 July 2018 and in the North Shore Times on 12 July 2018. Adjoining landowners were notified of the modification application and invited to make a submission. The modification application was also referred to relevant State and local government authorities.

### 5.2 Summary of Submissions

During the exhibition period, the Department received submissions from Council, Transport for NSW, Roads and Maritime Services and the Environment Protection Authority. No objections were raised to the proposed modifications.

Council requested that consideration be given to the imposition of conditions requiring compliance of the new car parking arrangements with the relevant standards and the satisfactory disposal of on-site stormwater. The Department notes that conditions in the existing approval continue to apply to the components included in this modification application and satisfy Council's requirements.

No public submissions were received on the proposal.

### 5.3 Response to Submissions

Following the exhibition of the application, the Department placed copies of all submissions received on its website and requested the Applicant provide a response to the comments raised in the submissions.

On 4 October 2018, the Applicant provided a Response to Submissions (RtS) (Appendix A) on the comments raised during the exhibition of the proposal. The Applicant provided clarification on minor matters raised by the Department, Council and agencies. A revised landscape plan was also provided to reflect the changes required to landscaping as a consequence of the new parking area. The RtS was made publicly available on the Department's website and no further submissions were received.



## 6. Assessment

The Department has considered the Applicant's modification application, the issues raised in submissions and the RtS in its assessment of the modified proposal. The Department considers the key issues associated with the proposal are built form, traffic impacts and parking. Each of these issues are discussed separately in the following sections of this report.

### 6.1 Built Form & Landscaping

The proposal includes the construction of an additional storey of hospital related floor space on a new Level 08. The proposed modification would result in an increase of the gross floor area (GFA) from 9309sqm to 10,341sqm. The additional floor space would accommodate 24 patient rooms, nurse stations/offices, consulting rooms, communal areas and plant room. The height of the development would increase from RL 114.8 to 116.75 (i.e. 1.95m) as result of the proposed modification.

The proposed façade of the additional storey has been designed to be consistent with the approved building design (see **Figure 4**).



**Figure 4** | Perspective of proposed building with additional floor as viewed from Frederick Street

The Department supported the size and form of the original building as: the proposed building height was consistent with the surrounding locality including the Royal North Shore Hospital precinct consisting of several of multi-storey buildings (some approximately 10 storeys in height); the bulk of the building is consistent with the larger forms of bulky retail and warehousing structures surrounding the site; and the internal L-shaped design is conducive for a ward/hospital type use. The proposed additional floor will not compromise this original justification, particularly given the recent approval of SSD applications for the development of the North Shore

Health Hub at 12 Frederick Street, St Leonards (see **Figure 2**), which, when constructed, will reach a maximum height of RL 138.35.

A Floor Space Ratio (FSR) of 2.5:1 also applies to the site. The development as approved has an FSR of 1.59:1, while the proposed amended proposal will have an FSR of 1.7:1, which is still well below the maximum permitted for the subject site.

The additional level has been designed to have the same materiality and architectural expression as the approved building. The proposed materials include aluminium composite panels, mesh with a perforated pattern and glass. Additionally, Level 08 will replicate the existing levels below in terms of window and balcony placement. Specifically, the proposal includes the addition of two balconies inboard of the façade and window boxes replicating the façade of Levels 04 to 07.

The landscaped lawn and seating area on the western side of the building is required to be redesigned to accommodate the new parking spaces. A detailed landscape plan was provided with the RtS and is shown in **Figure 5** below.



**Figure 5** | Revised Landscaping

The changes to the landscaping are considered minor by the Department and will not be visible from Frederick Street due to existing fencing. The proposed changes are supported.



### 6.3 Other Issues

Other issues are those that are not considered key issues but have been raised either in the modification application or in submissions.

The consideration of other issues can be presented in a table. The table should provide a genuine summary of the Department’s assessment of the issue rather than replicating the approach applicable to the assessment of key issues.

**Table 1** | Summary of other issues raised

Issue	Findings	Recommended Condition
<b>Development contributions</b>	<ul style="list-style-type: none"> <li>The original consent required the payment of development contributions in accordance with Council’s Section 94 Development Contributions Plan 2011. This amounted to \$487,900 (i.e. 1% of the estimated CIV).</li> <li>The proposed modifications the subject of this report raise the CIV of the development to \$56,183,000, meaning that a revised contribution of \$561,830 is required to be paid.</li> </ul>	<ul style="list-style-type: none"> <li>Condition A9 is recommended to be revised to require the payment of \$561,830 in development contributions.</li> </ul>
<b>Overshadowing</b>	<ul style="list-style-type: none"> <li>Revised shadow diagrams were submitted as part of the modification application, which demonstrated that there will be minimal additional shadow cast by the proposal.</li> <li>Further, the site is located in an industrial area, meaning that no residential properties will be impacted.</li> </ul>	<ul style="list-style-type: none"> <li>No additional or modified conditions are required.</li> </ul>
<b>Stormwater</b>	<ul style="list-style-type: none"> <li>Council requested that stormwater drainage measures be provided for the new parking area in accordance with Council’s DCP and Technical Specifications, including additional on-site stormwater detention volume for new impervious areas if they were not included in the detention system provided as part of the original development.</li> <li>In response, the Applicant detailed that the final design plans for the stormwater drainage system will be prepared by a suitably qualified engineer and submitted to the certifying authority prior to the commencement of works.</li> </ul>	<ul style="list-style-type: none"> <li>No additional or modified conditions are required. Existing stormwater conditions require the Applicant to dispose of stormwater in accordance with relevant guidelines and standards.</li> </ul>



## 7. Evaluation

The Department has reviewed the proposed modification and assessed the merits of the modified proposal, taking into consideration advice from the public authorities, including Council. Comments raised in the submissions have been considered and all environmental issues associated with the modified proposal have been thoroughly addressed.

The Department's assessment concludes that the built form of the proposal is appropriate for the surrounding locality, and that the key issues of built form and traffic and parking impacts and be appropriately managed. The Department's original conditions of consent would ensure that the construction and future operation of the facility would maintain the environmental amenity of the surrounding area.

The Department considers that the application is consistent with the objects of the EP&A Act, State priorities and A Metropolis of Three Cities - The Greater Sydney Plan. The Department is also satisfied that the proposal would provide a significant public benefit through the provision of additional mental health services for the people of NSW.

The Department concludes the impacts of the proposed modification are acceptable. Consequently, the Department considers the development is in the public interest and the modification application should be approved.



## 8. Recommendation

It is recommended that the Director, Social and Other Infrastructure Assessments, as delegate of the Minister for Planning:

- **considers** the findings and recommendations of this report.
- **determines** that the application SSD 7588 MOD 2 falls within the scope of section 4.55(2) of the EP&A Act.
- **forms the opinion** under section 7.17(c) of the *Biodiversity Conservation Act 2016* that a biodiversity development assessment report is not required to be submitted with this application as the modification will not increase the impact on biodiversity values of the site.
- **accepts and adopts** all of the findings and recommendations in this report as the reasons for making the decision to grant approval to the application.
- **agrees** with the key reasons for approval listed in the draft notice of decision.
- **modify** the consent SSD 7588.
- **signs** the attached approval of the modification.

Recommended by:

**David Gibson**

Team Leader

Social Infrastructure Assessments



## 9. Determination

The recommendation is: **Adopted by:**

9/10/2018

**Karen Harragon**

Director

Social and Other Infrastructure Assessments



# Appendices

## **Appendix A – List of Documents**

[http://majorprojects.planning.nsw.gov.au/index.pl?action=view\\_job&job\\_id=9553](http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=9553)

## **Appendix B – Statement of Environmental Effects/ Environmental Assessment**

[http://majorprojects.planning.nsw.gov.au/index.pl?action=view\\_job&job\\_id=9553](http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=9553)

## **Appendix C – Submissions**

[http://majorprojects.planning.nsw.gov.au/index.pl?action=view\\_job&job\\_id=9553](http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=9553)