



Planning &
Environment

**STATE SIGNIFICANT DEVELOPMENT
ASSESSMENT REPORT:
*Dubbo Base Hospital Redevelopment
Stage 4
Myall Street, Dubbo***
(SSD 7720)



Environmental Assessment Report
Section 89H of the *Environmental Planning and
Assessment Act 1979*

December 2017

ABBREVIATIONS

Applicant	Health Infrastructure, on behalf of Health Administration Corporation, or anyone else entitled to act on this consent
AS	Australian Standard
CBD	Central business district
CIV	Capital Investment Value
Consent	Development Consent
Council	Dubbo Council
DA	Development Application
DCP	Development Control Plan
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	<i>Environmental Planning and Assessment Regulation 2000</i>
EPI	Environmental Planning Instrument
ESD	Ecologically Sustainable Development
GFA	Gross floor area
HI	Health Infrastructure
ICNG	Interim Construction Noise Guideline
INP	Industrial Noise Policy
LEP	Dubbo Local Environmental Plan 2011
LGA	Local Government Area
LOS	Level of Service
Minister	Minister for Planning
NCC	National Construction Code
OEH	Office of Environment and Heritage
RMS	Roads and Maritime Services
RtS	Response to Submissions
RtS Addendum	Additional information in letter from HI dated 20 November 2017
SEARs	Secretary's Environmental Assessment Requirements
Secretary	Secretary of the Department of Planning and Environment
SEPP	State Environmental Planning Policy
SRD SEPP	State Environmental Planning Policy (State and Regional Development) 2011
SSD	State Significant Development
STP	Sustainable Travel Plan
TfNSW	Transport for New South Wales
WNSWLHD	Western NSW Local Health District

Cover Photograph: Illustrative aerial perspective of the hospital (Source: EIS)

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EXECUTIVE SUMMARY

This report provides an assessment of a State significant development (SSD) application for Stage 4 of the redevelopment of the Dubbo Base Hospital (SSD 7720). The Applicant is Health Infrastructure, acting on behalf of Health Administration Corporation, and the proposal is located within the Dubbo local government area.

The proposal seeks approval for the construction of a four-storey building with 11,100 sqm of gross floor area for the Dubbo Base Hospital and refurbishment of existing buildings. Proposed works also include demolition works, tree removal, associated new car parking (119 car spaces), associated infrastructure works, reconfiguration of the Cobbora Road roundabout and landscaping works. The construction works are expected to take 30 months.

The proposal has a capital investment value (CIV) of approximately \$78.8 million and would generate 150 construction jobs and 154 new operational jobs.

The development is SSD under clause 14 of Schedule 1 to the State Environmental Planning Policy (State and Regional Development) 2011, as it is development of a hospital building and has a capital investment value of more than \$30 million. The Minister for Planning is the consent authority.

The EIS for the proposal was publicly exhibited for 47 days from 6 April 2017 until 22 May 2017. The Department of Planning and Environment (the Department) received a total of five submissions from public authorities, while no submissions were received from the public. Key issues raised in the submissions included car parking impacts, design of the Cobbora Road roundabout and the noise assessment.

The Applicant provided a Response to Submissions (RtS) on 13 September 2017, which included additional information and that proposed design amendments to provide additional car parking spaces, reconfigure the design for the Cobbora Road roundabout and additional tree removal. Three additional submissions from public authorities were received in response to the RtS. The outstanding issues raised in the submissions related to the design for the Cobbora Road roundabout and car parking. The Applicant responded to the residual issues by revising the design for the Cobbora Road roundabout and was subsequently accepted by RMS, the relevant road authority.

The Department has considered the merits of the proposal in accordance with relevant matters under section 79C, the objects of the *Environmental Planning and Assessment Act 1979*, the principles of Ecologically Sustainable Development, the *Far West Regional Plan* and issues raised in all submissions as well as the Applicant's response to these issues.

The Department has assessed the merits of the proposal and identified the key issues associated with the project to be: transport impacts; built form; heritage impacts; noise and vibration impacts. The Department's assessment concludes that: the car parking impacts are acceptable subject to providing an additional 12 car parking spaces; the amendments to the Cobbora Road roundabout would improve legibility and road safety; the proposal's built form is appropriate within the hospital context; the heritage impacts are acceptable as the proposal facilitates the retention and conservation of the exceptional items on the hospital campus; and the noise and vibration impacts can be appropriately managed.

The development would deliver modern public health facilities, which has been designed to meet the needs of the region and the ageing population. The facilities provide further investment in regional public infrastructure, including additional 26 hospital beds, and supports a total of 304 new employment opportunities through the construction and operational stages of the development. The Department is satisfied that the subject site is suitable for the proposal, is in the public interest and recommends that the application be approved subject to conditions.

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1. BACKGROUND

1.1 Introduction

This report provides an assessment of a State significant development (SSD) application for Stage 4 of the Dubbo Base Hospital Redevelopment (SSD 7720) at Myall Street, Dubbo (refer to **Figure 1**). The Applicant is Health Infrastructure, acting on behalf of Health Administration Corporation, and the proposal is located within the Dubbo local government area.



Figure 1: Site location (Base source: nearmaps)

The proposal seeks approval for the construction of a three-storey hospital building to deliver 11,000 sqm of floorspace for clinical services and refurbishment of wards within the existing hospital building. The proposal includes associated works comprising demolition, earthworks, building linkages, car park expansion, modified vehicle access arrangements from Myall Street, amendments to the Cobbora Road roundabout, landscaping, tree removal and infrastructure upgrades.

1.2 The site and surroundings

Dubbo Base Hospital Campus is approximately 1.5 km north-east of Dubbo central business district (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 proposed works are situated in the south-eastern portion of the campus, with the proposed hospital building located in the north of the works area and more centrally within the hospital campus, surrounded by a number of existing hospital buildings. The land is relatively level and clear of native vegetation. Located within the works area is a single and two storey hospital building, namely 'S Block' and 'Georges Hatch Building'. The site location is shown in **Figure 2**.

The hospital campus 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 Malipant Park and the Golden Highway (Cobbora Road) to the south. Dubbo City Regional Airport is located approximately 4.5 km north-west of the hospital campus.

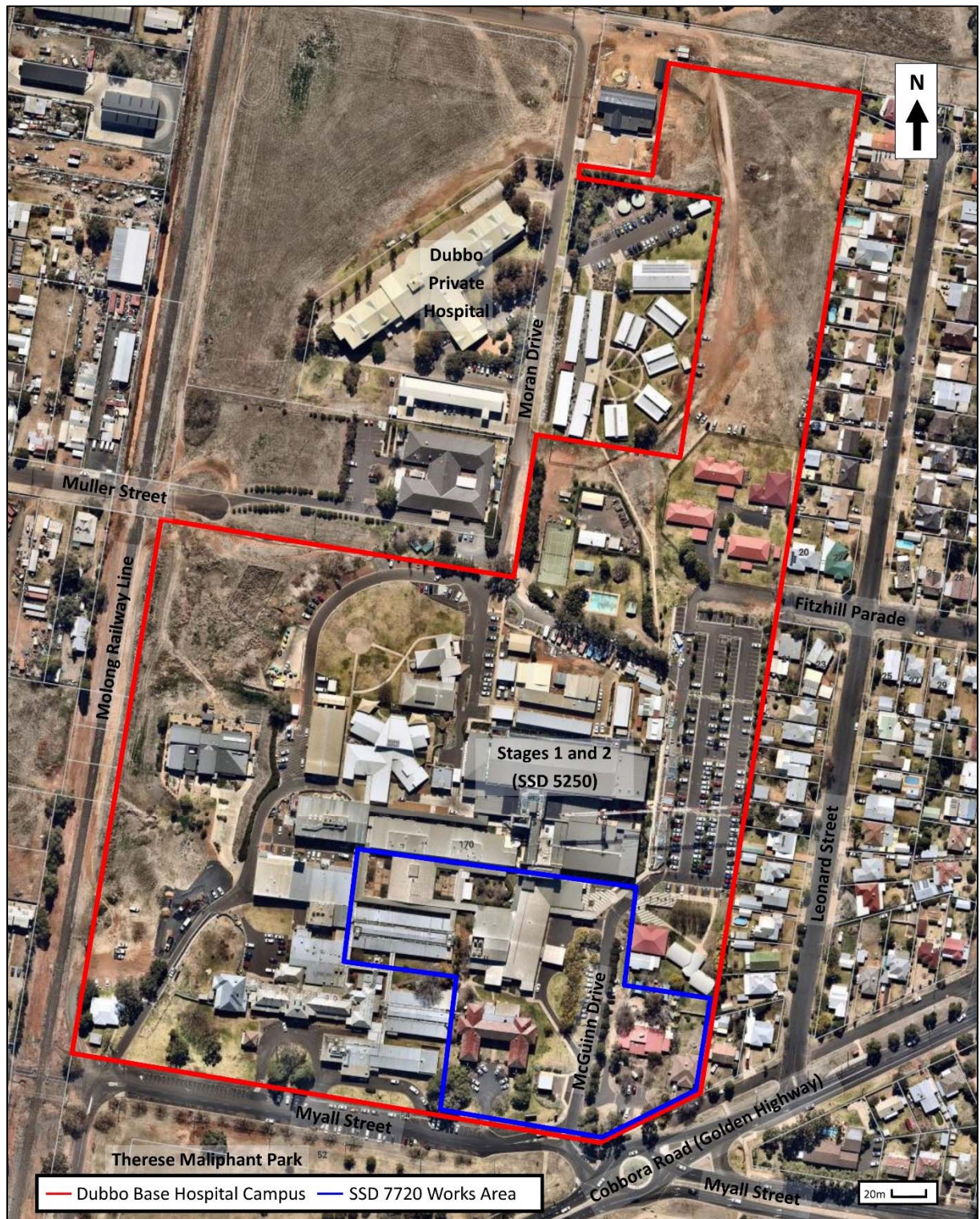


Figure 2: Aerial view showing existing site conditions (Base source: nearmaps)

1.3 Previous approvals

On 8 February 2013, Dubbo Base Hospital Redevelopment Stage 1 and 2 (SSD 5250) was approved by the then Executive Director, Major Projects Assessments, as delegate of the then Minister for Planning under section 89E of the EP&A Act. The approval comprised:

- bulk excavation
- construction of a new two storey hospital building comprising 9,574 sqm of GFA and containing a new maternity unit, operating theatre suite, central sterilising department and 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 and construction of a new car parking spaces on the footprint of the existing maternity building
- provision of new landscaping to renal outlook.

These works have been completed.

On 20 September 2017, Health Infrastructure approved a Review of Environmental Factors for a Stage 3 under Part 5 of the EP&A Act and clause 58 of the Infrastructure SEPP for the subject site and the adjoining areas to facilitate future redevelopment stages. Stage 3 works include:

- construction of a second storey addition over the existing New Maternity Unit to house the new surgical Inpatient Unit (IPU) including construction of a link way at Level 2 from the existing public lifts to the IPU
- refurbishment of the Old Maternity Building for decanted office and medical records space
- construction of a new fire control centre
- construction of a new electrical sub-station and main switchroom
- relocation of the gas bottle storage enclosure
- diversion of utility infrastructure.

These works are currently under construction and would accommodate floorspace being decanted in Stage 4.

2. DESCRIPTION OF PROPOSAL

2.1 Description of proposal

Approval is sought for the construction and use of a new three storey clinical building for Dubbo Base Hospital, including a new front entrance to the hospital, drop-off zone and linkages to existing hospital buildings. Associated works include demolition of buildings within the works area, tree removal, refurbishment of existing hospital buildings, at-grade car parking, modified vehicle access arrangements, landscaping, public domain works and infrastructure upgrades. The key components and features of the proposal (as refined in the RtS) are provided in **Table 1** and are shown in **Figures 3** and **4**.

Table 1: Key components of the SSD application

Aspect	Description
Summary	Construction of a three-storey hospital building and refurbishment of existing hospital buildings
Demolition	• 'S' Block • Georges Hatch Building • Childcare centre • Doctor's accommodation • Part of ambulatory care unit (medical imaging)
Built form	• Four-storey building (including plant level) with a maximum height of 20.1 metres • Refurbishment of existing hospital building (G-ward)
Gross floor area (GFA)	• Total GFA of 11,100 sqm (6,103 sqm net increase in GFA from Stages 3 and 4)
Uses	• Hospital including 26 in-patient beds, emergency department, medical imaging, renal dialysis, ambulatory care services, coronary care unit, intensive care unit and cardiovascular suite

Aspect	Description
Access	- Amended Cobbora Road roundabout - Amended dedicated ambulance vehicle access from Myall Street
Car parking	119 car spaces
Public domain and landscaping	- Removal of 75 trees - Planting of 101 trees
Hours of operation	24 hours per day, 7 days per week
Construction Staging	- Stage 4 Early Construction Works – construction of bypass corridors, demolition of child care building and doctor's accommodation and erection of demountable buildings for child care - Stage 4A – demolition works (George Hatch and 'S' Block) and construction of Stage 4 shell up to medical imaging - Stage 4B – demolition of medical imaging and construction of remainder of shell, fit-out of medical floorspace and construction of car parking - Stage 4C – demolition of temporary corridors, construction of connection to ICU and front of house facilities, landscaping works - Stage 4C Refurbishment – refurbishment works for new admin, retail area and lounge areas and other minor works
Construction hours of work	7 am to 6 pm Mon-Fri; 8 am to 5 pm Sat; no work on Sun and public holidays

The proposal has a capital investment value (CIV) of approximately \$78.8 million and would generate 150 construction jobs and 154 new operational jobs.

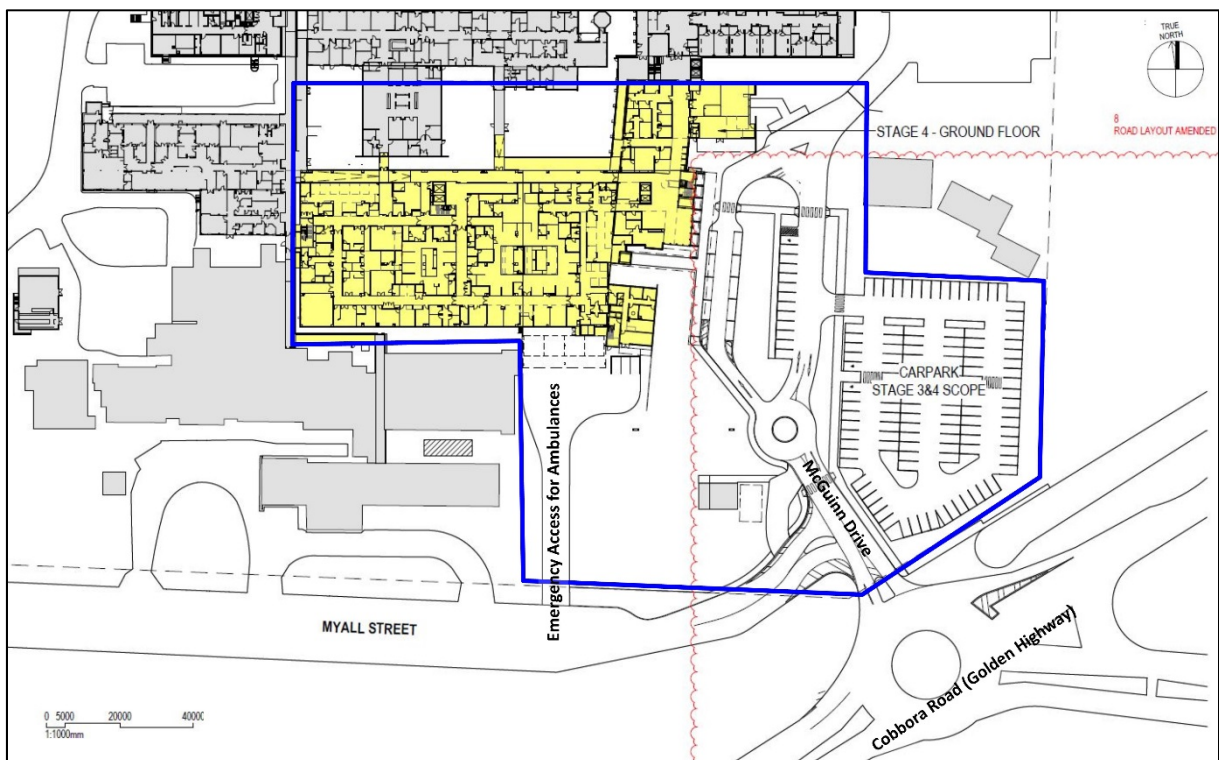


Figure 3: Site layout (Base source: RtS Addendum)



Figure 4: Illustrative aerial perspective of the hospital (Source: EIS)

2.2 Project Need and Justification

Project Need

Demand for public health infrastructure and services in the region is increasing due to a growing and ageing population. Dubbo Health Service forms a major component of the Western NSW Local Health District (WNSWLHD). In response to the need for additional public health infrastructure, the Dubbo Health Service 2010 Master Plan was prepared to meet the needs of the WNSWLHD to 2022. The proposed development forms part of the next stage of the Master Plan (updated in 2016) and is required to meet the needs of the WNSWLHD.

The Applicant states the proposal is required to improve the quality of care, reduce costs, improve patient safety and to provide an improved gateway to the health campus. The Applicant advises that the proposed facilities would provide a fit-for-purpose modern building with technology that would allow for the efficient delivery of health services and contemporary models of care. The Applicant notes the proposed works have been located in an accessible location on the campus to support ambulance access as well as ensure appropriate connections with existing services and clinical buildings.

Far West Regional Plan

Far West Regional Plan (the Plan) sets out the NSW Government's vision of 'a sustainable future and a resilient community, capable of adapting to changing economic, social and environmental circumstances' for the Far West region and includes several supporting goals and directions. The Plan's key goals for the region are:

- a diverse economy with efficient transport and infrastructure networks
- exceptional semi-arid rangelands traversed by the Barwon-Darling River
- strong and connected communities

There are several Directions and Actions that are of particular relevance to the proposal, including:

- Direction 23, Improve access to local health services, aged care and seniors' housing
- Action 23.2 Identify and plan for multipurpose, flexible and adaptable health infrastructure that responds to changing and emerging community needs.

The proposed development supports the strategic goals, directions and actions of the Plan by providing fit-for-purpose health infrastructure and refurbishing existing outdated facilities as

well as improving access arrangements for the hospital. The continued investment in the public health facilities would also encourage the development of complementary health services within the vicinity of the hospital to meet community needs and support local employment.

Other Strategic Directions

The proposal provides the following strategic benefits:

- it is consistent with the *Premier's Priorities* and *NSW State Priorities* to build infrastructure to support an extra one million people over the next 10 years, to ensure NSW residents have the best health infrastructure, to support regional development, to improve service levels in hospitals by delivering modern facilities and to provide integrated health care services to support an ageing population
- it is consistent with the *State Infrastructure Strategy Update 2014*, as the proposal would deliver investment in regional hospital facilities and integrated regional health services
- it is consistent with the *NSW Long Term Transport Master Plan 2012*, as it proposes to promote a modal shift away from private vehicle use by providing additional bicycle parking facilities to increase the overall bike parking supply to meet the recommended rate for bicycle parking in the NSW Government's *Guidelines for Walking and Cycling December 2004*.

3. STATUTORY CONTEXT

3.1. State Significant Development

The proposal is SSD under section 89C of the *Environmental Planning and Assessment Act 1979* (EP&A Act) as the development has a CIV in excess of \$30 million (\$78.8 million) and is for the purpose of a hospital under clause 14 of Schedule 1 of the State Environmental Planning Policy (State and Regional Development) 2011 (SRD SEPP). The Minister for Planning is therefore the consent authority for the proposal.

3.2. Consent Authority

In accordance with the Minister's delegation to determine SSD applications, signed on 11 October 2017, the Executive Director, Priority Projects Assessments may determine this application as:

- Dubbo Regional Council has not made an objection
- there are less than 25 public submissions in the nature of objections
- a political disclosure statement has not been made.

3.3. Permissibility

The site is zoned SP2 Infrastructure (Health Services Facility) under the Dubbo Local Environmental Plan (DLEP) 2011 and the development is permissible with consent.

The proposal is consistent with the objectives of the zone as it would deliver health infrastructure which is an intensification of the existing use and infrastructure on the site.

3.4. Environmental Planning Instruments

Under section 79C of the EP&A Act, the Secretary's assessment report is required to include a copy of, or reference to, the provisions of any EPIs that substantially govern the project and that have been taken into account in the assessment of the project. The following EPI's apply to the site:

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

The Department's consideration of these EPIs is provided in **Appendix B**. In summary, the Department is satisfied the application is consistent with the requirements of the EPIs.

3.5. Objects of the EP&A Act

Decisions made under the EP&A Act must have regard to the objects as set out in section 5 of that Act. A response to the Objects of the EP&A Act is provided at **Table 2**.

Table 2: Objects of the EP&A Act relevant to the proposed development

Objects of section 5 of the EP&A Act	Response
(a) <i>to encourage:</i>	
(i) <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,</i>	The proposal would redevelop land within an existing hospital campus and intensify the hospital use and maximise efficiency by consolidating delivery of services and shared utilisation of resources. The proposal maximises the efficient use of the site and provides for significant economic and social benefits.
(ii) <i>the promotion and co-ordination of the orderly and economic use and development of land,</i>	As discussed in Section 3.3 , the development would meet the objectives of the zone and deliver public health infrastructure. The development would economically serve the community through new operational and construction jobs and infrastructure investment.
(iii) <i>the protection, provision and co-ordination of communication and utility services,</i>	The proposal would connect to and augment (as required) communication and utility services in consultation with service providers.
(iv) <i>the provision of land for public purposes,</i>	The proposal would deliver public hospital facilities.
(v) <i>the provision and co-ordination of community services and facilities, and</i>	The proposal would deliver public hospital facilities.
(vi) <i>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</i>	The proposal is located on a previously developed and disturbed site. It would not result in the loss of any threatened or vulnerable species, populations, communities or significant habitats.
(vii) <i>ecologically sustainable development, and</i>	The proposal includes measures to deliver ecologically sustainable development (Section 3.6).
(viii) <i>the provision and maintenance of affordable housing, and</i>	The proposal does not involve the provision / maintenance of affordable housing.
(b) <i>to promote the sharing of the responsibility for environmental planning between the different levels of government in the State, and</i>	The Department publicly exhibited the proposed development as outlined in Section 4.1 , which included consultation with Council and other public authorities and consideration of their responses.
(c) <i>to provide increased opportunity for public involvement and participation in environmental planning and assessment.</i>	The Department publicly exhibited the application as outlined in Section 4.1 , which included notifying adjoining landowners, placing a notice in the press and displaying the application on the Department's website

Objects of section 5 of the EP&A Act	Response
	and at the Department's Sydney offices and Council's office.

3.6. Ecologically Sustainable Development (ESD)

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

- the precautionary principle
- inter-generational equity
- conservation of biological diversity and ecological integrity
- improved valuation, pricing and incentive mechanisms.

The development proposes ESD initiatives and sustainability measures, including:

- installation of energy and water efficient fixtures and fittings
- design strategies to optimise solar penetration for passive heating in winter and shading in summer
- energy saving and water conserving metering and monitoring systems – including sub metering and the use of a Building Management System
- adopt practices to minimise construction and operational waste.

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 by a thorough assessment of the environmental impacts of the project. Overall, the proposal is consistent with ESD principles and the Department is satisfied the proposed sustainability initiatives would encourage ESD, in accordance with the objects of the EP&A Act.

3.7. Secretary's Environmental Assessment Requirements

On 15 July 2016, the Department notified the Applicant of the Secretary's Environmental Assessment Requirements (SEARs) for the SSD application. The Department is satisfied that the EIS adequately addresses compliance with the SEARs to enable the assessment and determination of the application.

4. CONSULTATION AND SUBMISSIONS

4.1 Exhibition

In accordance with section 89F of the EP&A Act and clause 83 of the *Environmental Planning and Assessment Regulation 2000* (EP&A Regulation), the Department publicly exhibited the application from 6 April 2017 until 22 May 2017 (47 days). The application was exhibited: on the Department's website; at the Department's Sydney Information Centre; and at Dubbo Regional Council's Customer Service Centre.

The Department placed a public exhibition notice in the *Dubbo Mailbox Shopper* on 5 April 2017 and notified adjoining landholders and relevant State and local government authorities in writing.

The Department received a total of five submissions, comprising submissions from public authorities and Council. A summary of the issues raised in the submissions is provided in **Table 3** below and copies of the submissions may be viewed at **Appendix A**.

The Department has considered the comments raised in the public authority submissions during the assessment of the application (**Section 5**) and/or by way of recommended conditions in the recommended instrument of consent at **Appendix C**.

4.1.1 Public Authority Submissions

Table 3: Summary of public authority submissions to the EIS exhibition

Dubbo Regional Council (Council)
Council does not object to the proposal and provided the following comments: - consideration of impact on airspace operations needs to be provided as the proposal is located in an area that would be affected by height restrictions for the Dubbo City Regional Airport - consideration of parking impacts and compliance with Council's Development Control Plan (DCP) - contributions for sewer and water are applicable - the amendments to vehicle access arrangements to the campus, including the Cobbora Road roundabout upgrade, do not address broader functionality and strategic direction for Myall Street, Mary McKillop Avenue and Myall Street rail corridor crossing - property adjustment is required to address the realignment of Myall Street (public road) within the campus - the amendments to the Cobbora Road roundabout would potentially result in road safety issues given constrained turning paths, short travel distances and no vehicle separation into Myall Street - potential traffic generation associated with the new carpark shown to the south of Stage 4 and where the Georges Hatch building is currently located must be assessed - pedestrian connectivity from Cobbora Road needs to be demonstrated - the identified vehicle construction route would impact the operations of Moran Drive Private Hospital precinct - the site has multiple water supply connection points and the development should consolidate these. Council also provided recommended conditions, should the application be supported.
Roads and Maritime Services (RMS)
RMS provided the following comments: - further information is required to demonstrate that adequate car parking has been provided to avoid road safety issues that eventuate where there is an insufficient car parking supply and unsafe parking in uncontrolled parking areas is practiced (such as parking on road shoulders) - assessment must consider peak parking demand at staff changeover - clarification regarding bed numbers should be provided as there are inconsistencies regarding proposed and existing bed numbers - swept path analysis should be provided to demonstrate that the largest vehicles during both construction and operational stages are able to enter/exit the site from the Cobbora Road roundabout or alternative route must be provided.
Transport for NSW (TfNSW)
TfNSW provided the following comments: - the transport assessment should be updated to identify all bus services - the 2.5 m wide shared path should be increased to 3 m to ensure sufficient space for pedestrians and cyclists and an active travel plan should be prepared to improve linkages and interchange points with public transport - bicycle parking should be installed to Australian Standards - improved supporting infrastructure (bus stops and pathways) and diversion of the bus service through the site would encourage increased patronage - construction traffic management plan should be prepared in consultation with RMS and Council.
Environment Protection Authority (EPA)
The EPA provided the following comments: - the rating background level (RBL) must be measured to exclude noise generated by the hospital to determine project specific noise levels or a 30dB(A) RBL should be adopted for daytime resulting in a project specific noise level of $L_{eq(15 \text{ min})}$ 35 dB(A) for the daytime - an assessment of the potential operational noise impacts, including modelling, should be prepared in accordance with the <i>Industrial Noise Policy</i> (INP) to demonstrate that the proposal could meet the project specific noise levels - all necessary feasible and reasonable mitigation measures should be adopted to ensure predicted noise levels meet the project specific noise levels - further justification must be provided to support extension of construction hours to 5 pm on Saturdays beyond the recommended standard Saturday construction hours of 8 am to 1 pm - more detailed and legible graphs showing background noise monitoring should be provided

- the site is registered on the Contaminated Land Register as the site contains asbestos and the handling, management and disposal of the asbestos on the site should be undertaken in accordance with relevant procedures and requirements, including procedures to survey, register and contain any remaining asbestos left on the site
- recommended a condition requiring the construction environment management plan identify necessary procedures for asbestos management and disposal requirements.

Office of Environment and Heritage (OEH)

OEH advised that no native vegetation or threatened species habitat is located within the development footprint.

4.2 Response to Submissions and supplementary information

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 issues raised in these submissions.

On 13 September 2017, the Applicant provided a Response to Submissions (RtS) (**Appendix A**). The Applicant's RtS contained additional information (including additional and revised technical reports) and responses to the matters relating to car parking, vehicle access, noise impacts, tree removal, number of beds, oxygen gas storage, confirmation that the proposed building would not penetrate controlled Dubbo Airport airspace and justification for multiple water supply connections. The Applicant's RtS also proposed the following minor design amendments:

- additional car parking spaces
- reconfigured design for the Cobbora Road roundabout (four leg intersection to five leg intersection)
- additional tree removal (from 52 to 62 trees).

The RtS was made publicly available on the Department's website and was referred to relevant public authorities. Further submissions were received from Council, RMS, TfNSW and EPA. A summary of the issues raised in the submissions to the RtS is provided at **Table 4**.

Table 4: Summary of submissions to the RtS

Council
Council confirmed the RtS has addressed some aspects of its original submission, however maintains the car parking should be maximised on site and provided Section 64 water and sewer contributions requirements assuming 43 additional beds. Council also provided the following additional comments: - the revised five leg configuration for the Cobbora Road roundabout is not supported given it would likely result in road safety issues - acknowledge that RMS is the relevant road authority for the intersection - the reconfigured access should not preclude the potential future closure of Myall Street and use as part of the campus - the Section 64 water and sewer contributions should be resolved as part of the determination of the development. Council provided additional recommended conditions should the application be recommended for approval, including recommending a deferred commencement consent requiring satisfactory stormwater drainage easements are secured by the Applicant before the consent becomes operational.
EPA
The EPA confirmed the RtS has addressed the issues raised in its original submission and conditions should be included requiring delivery of the development in accordance with the noise and vibration mitigation recommendations. However, reiterated its comments requiring the construction environmental management plan to identify necessary procedures for asbestos management and disposal requirements.
TfNSW
TfNSW noted that the forecourt would not be able to support bus services at this stage and pedestrian facilities for westbound public transport users should be considered in consultation with RMS.

The Applicant subsequently provided additional information (refer to **Appendix A**), including amendments to the configuration of the Cobbora Road roundabout, traffic statement to support reconfigured roundabout, increase in car parking by two car spaces from 117 to 119 car spaces, revised landscape plan and an arborist report to support an increase in tree removal to 75 trees (RtS Addendum).

RMS provided a further submission endorsing the revised configuration of the Cobbora Road roundabout, subject to further detailed design refinement to address road safety issues to be approved by the local traffic committee.

5. ASSESSMENT

5.1. Section 79C(1) matters for consideration

Table 5 identifies the matters for consideration under section 79C that apply to SSD, in accordance with section 89H of the EP&A Act. The EIS has been prepared by the Applicant to consider these matters and also those required to be considered in the SEARs, section 78(8A) of the EP&A Act and Schedule 2 of the EP&A Regulation.

Table 5: Section 79C(1) Matters for Consideration

Section 79C(1) Evaluation	Consideration
(a)(i) any environmental planning instrument	Satisfactorily complies. The Department's consideration of the relevant EPIs is provided in Appendix B of this report.
(a)(ii) any proposed instrument	Not applicable.
(a)(iii) any DCP	Under clause 11 of the SRD SEPP, DCPs do not apply to SSD.
(a)(iia) any planning agreement	Not applicable
(a)(iv) the regulations <i>Refer Division 8 of the EP&A Regulation</i>	The application satisfactorily meets the relevant requirements of the EP&A Regulation, including the procedures relating to applications (Part 6 of the EP&A Regulation), public participation procedures for SSD and Schedule 2 of the EP&A Regulation relating to EIS.
(a)(v) any coastal zone management plan	Not applicable.
(b) the likely impacts of that development	Appropriately mitigated or conditioned - refer to Section 5 of this report.
(c) the suitability of the site for the development	The site is suitable for the development as discussed in Sections 3 and 5 of this report.
(d) any submissions	Consideration has been given to the submissions received during the exhibition period. See Sections 4 and 5 of this report.
(e) the public interest	Refer to Section 5 of this report.
Biodiversity values impact assessment not required if: (a) On biodiversity certified land (b) Biobanking Statement exists	Not applicable.

5.2. Key assessment issues

The Department has considered the EIS, the issues raised in submissions and the Applicant's RtS in its assessment of the proposal. The Department considers the key issues associated with the proposal are:

- transport impacts
- built form and urban design
- heritage impacts
- noise and vibration impacts.

Each of these issues is discussed in the following sections of this report. Other issues were taken into consideration during the assessment of the application and are discussed at **Section 5.2.6**.

5.2.1. Transport impacts

Car parking

The project as detailed in the EIS included 107 at-grade car parking spaces plus ambulance parking. The proposal also results in the loss of 11 fleet vehicle car parking spaces, however these have been relocated on the hospital site. The hospital campus currently has a total of 393 formal car parking spaces and approximately 87 informal car parking spaces on the campus and relies on 134 on-street car spaces in the vicinity of the site. A total car parking supply of 614 car parking spaces are used by the hospital.

Whilst it is noted that the EIS identified 43 additional beds, a number of these are patient chairs and were counted in the number of beds proposed in the EIS. Stage 4 of the proposal would provide 26 new beds. The car parking assessment has been undertaken calculating the cumulative increase of beds from Stages 3 and 4 as the decanting of spaces and relocation of services and facilities in these two Stages are interlinked and the car parking assessment has been undertaken for both stages, which includes 50 new hospital beds, to ensure car parking demand from redevelopment of the campus is met by the development.

The RMS *Guide to Traffic Generating Development* does not provide a rate for car parking for public hospitals but Council's DCP requires 131 spaces for the net increase of 50 beds, three doctors and peak of 123 staff on duty resulting from Stages 3 and 4 based on a rate of:

- one space per 10 beds
- one space per doctor
- one space per on duty employee
- ambulance parking.

The Applicant's Transport Assessment (TA) identified a requirement for 104 car spaces using an alternative methodology, which was based on the observed existing demand for car parking generated by the hospital (one car space per 50 sqm) applied to the net increase in floorspace for Stages 3 and 4 (5,201 sqm of GFA). The existing demand was based on an observed peak demand for 570 car spaces (inclusive of demand currently met by on-street car parking spaces) and an existing hospital GFA of 28,583 sqm.

Council and RMS raised concerns with the number of car parking spaces as originally proposed in the EIS. RMS advised that sufficient on-site car parking should be provided to avoid road safety issues with drivers parking in uncontrolled areas such as road shoulders.

The Applicant revised its assessment of net increase in floorspace from 5,201 sqm of GFA to 6,103 sqm in the RtS. This results in an increase in car parking required to support the proposal from 104 to 122 car spaces based on the methodology in the TA. The proposal was subsequently revised to provide 119 car spaces in the RtS Addendum (refer to **Figure 3 and Table 6**). This would still fall short of meeting the car parking required by Council's DCP or the methodology in the TA. The Applicant contends that there is sufficient parking as the parking supply would meet 90 per cent of that required by Council's DCP and the parking would improve from currently one space per 59.5 sqm to one space per 58 sqm across the campus. The Applicant has also provided a designated area for temporary construction car parking.

Table 6: Car parking supply

Car parking	Existing	EIS	RtS	RtS Addendum
On-site - formal	393	500	510	512
On-site - informal	87	87	87	87
On-street	134	134	134	134
Total	614	721	731	732

Council reiterated in its comments on the RtS that sufficient car parking should be provided on the site. RMS requested that a Car Park Management Plan be developed in consultation with RMS and Council to demonstrate how parking would be managed on the site to ensure that adequate on-site visitor parking is available to hospital visitors.

The hospital currently relies on on-street car parking to support the dominant mode of travel to the site by private vehicle travel (96 per cent). The TA acknowledges that public transport services to the site are not highly utilised given the infrequency of the service and the circuitous route. Therefore, the high incidence of private vehicle travel to the site is likely to continue.

The Department notes that the overflow of car parking generated by the hospital is largely contained to the surrounding non-residential areas, including a high reliance on the western end of Myall Street. The proposed 119 car parking spaces does not meet the requirements of the DCP (shortfall of 12 car spaces) and provides a marginal improvement to the rate of car parking supply on the campus.

The Department considers that the loss of car parking on the site and the shortfall in meeting the demand generated by the additional staff and facilities would result in additional demand on on-street car parking or result in further informal parking on road verges and unsealed areas of the campus. The TA identified a potential modal shift of four per cent from private vehicle travel and a potential to reduce the rate of single drive vehicle travel as realistic measures that could be implemented as part of a sustainable travel plan. The Department's assessment concludes that an increase in patronage of public transport is unlikely given the poor current level of service and whilst other potential measures could be introduced to support active transport (walking and cycling) and carpooling, the Applicant has accepted a condition requiring the delivery of an additional 12 car parking spaces resulting in a total of 131 additional car parking spaces.

Accordingly, the Department considers the 131 car parking spaces provided to be acceptable. The Department has recommended a condition requiring the Applicant provide a further 12 car spaces for staff, patient and visitors on the hospital site prior to occupation of the final sub-stage of the development to ensure road safety and prevent car parking demand overflowing into residential areas.

Vehicle access

Vehicle access to the site, including ambulance access, is currently located along Myall Street. The primary access to the hospital is along McGuinn Drive, which is located a short distance from the Cobbora Road roundabout and several secondary access points are located further along Myall Street (refer to **Figure 3**). The proposal incorporates an upgrade to the Cobbora Road roundabout to provide McGuinn Drive direct access from the roundabout for all general traffic and to remove direct access from the roundabout for Myall Street, which would be relocated to off McGuinn Drive. A separate vehicle access for ambulances would also be provided from Myall Street (refer to **Figure 3**).

The proposed modified access arrangements are sought to improve efficiency and to meet current road design standards. It would provide improved safety outcomes relating to short travel distances and associated driver interpretation and decision-making challenges through providing a clear direct access off the roundabout to the hospital site, which is the end destination for the majority of traffic compared to Myall Street, which currently has direct access off the Cobbora Road roundabout.

The access arrangement was revised in the RtS to provide McGuinn Drive direct access from the Cobbora Road roundabout and to retain the Myall Street direct access off the roundabout. Council raised concerns with this configuration but noted that the design of the roundabout requires RMS approval. The Applicant provided a further revised design in the RtS Addendum, which reverted to a McGuinn Drive direct access from the roundabout to the hospital and

access to Myall Street off McGuinn Drive. RMS have advised that the reconfigured Cobbora Road roundabout is supported. RMS have recommended conditions regarding obtaining relevant approvals prior to commencement of road works.

The Department considers that whilst access to Myall Street would be located approximately 10 metres off McGuinn Drive (new northern leg of the Cobbora Road roundabout), resulting in potentially similar safety concerns (short travel distances and associated driver interpretation and decision making challenges as originally raised by Council), the overall reconfigured design and upgrade to address road design standards would improve road safety. In particular, as a higher proportion of the traffic would be directly accessing the hospital compared to Myall Street, an underutilised public road that would be potentially closed in the future as it primarily functions as a car parking area for staff, the Department supports the reconfigured design.

The reconfigured Cobbora Road intersection and vehicle access arrangements are therefore satisfactory, subject to the detailed design being approved by the local traffic committee. The configuration of the roundabout results in Myall Street being located partially on the hospital campus and would require property adjustments. Any property adjustments that would need to be made can be finalised as part of the detailed design process. The Department has recommended conditions requiring the design of the roundabout be approved before the occupation of the first substage on construction (Stage 4A) and the roundabout upgrades and property adjustments finalised prior to occupation of the last sub-stage of construction (Stage 4C).

Traffic impacts

The proposal is expected to generate up to 75 additional vehicle movements during the AM and PM peak periods based on the projected staff increase. The TA identified that the Cobbora Road and Myall Street intersection is currently operating at a good Level of Service (LOS) in both the peak periods. The TA also observed that as the peak arrivals were dispersed over a greater timeframe, additional traffic would have a reduced impact on the Cobbora Road and Myall Street intersection during the AM peak period. The TA concluded that the additional traffic generated by the development would not result in any deterioration in traffic efficiency for the impacted intersection as it would maintain an existing good level of service (LOS B).

RMS and Council raised no issue with traffic generated by the development.

The Department notes that the assessment of trip generation is a conservative assessment that assumes all trips generated by the hospital use the Cobbora Road vehicle access even though vehicles access the site from informal access off Muller Street. Furthermore, the proposed development includes an upgrade of the Cobbora Road and Myall Street intersection and is therefore likely to improve traffic efficiency by reducing vehicles circling through poor legibility of the roundabout. The Department has also recommended that a STP be implemented, which would potentially reduce traffic generated by the hospital.

Accordingly, the Department is satisfied that the surrounding road network would be able to support the additional traffic generated by the proposal as satisfactory levels of service can be maintained for the operation of the surrounding intersections during peak periods.

5.2.2. Built form and urban design

The proposed development comprises a three-storey building (including a rooftop plant level) with 11,100 sqm of GFA and would accommodate an in-patient unit, emergency department, medical imaging, renal dialysis, ambulatory care services, coronary care unit, intensive care unit and cardiovascular suite. The proposed building would be located centrally on the hospital site surrounded by existing hospital buildings and a minimum 60 metres from the site boundaries (refer to **Figures 5 and 6**).

The proposal has an overall maximum height of 20.1 metres. No development standards apply to the site.



Figure 5: Southern elevation (Source: EIS)

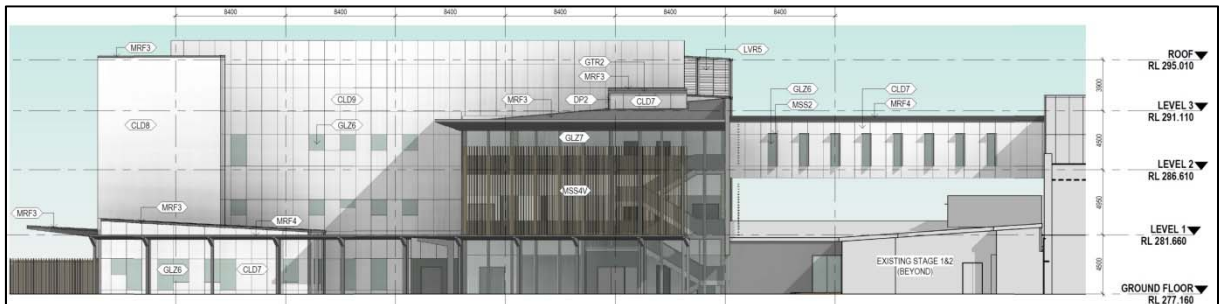


Figure 6: Eastern elevation (Source: EIS)

The Applicant contends that whilst the proposed building is a larger scale than existing older single and two storey hospital buildings on site, the design of the building responds to the site context and the height is consistent with recent development on the campus. The location, design, articulation and setbacks also consider the relationship with existing hospital buildings, including the heritage significant buildings located to the south of the proposed building and the proposal would not result in privacy, overshadowing or amenity impacts.

Council raised no issue with the proposed built form.

The height of the proposed building is comparable with buildings up to 15 metres currently under construction on the hospital campus. The building has also been sited centrally within the campus and a significant separation of approximately 80 metres is provided to the nearest surrounding residential dwelling houses to the east along Leonard Street. The proposed car park and associated landscaping and existing buildings and landscaping would provide separation and a visual buffer when viewing the building from the Leonard Street residential area.

The proposed building consists of a large and predominantly rectangular shaped floor layout except the eastern elevation of the building, which includes lower scale modulated elements at the main entrance to the hospital building. The distinct treatment of this elevation ensures that the most visible component of the development, and the presentation of the building to the residential area to the east, achieves a more human scale and moderates the bulk and scale of the building through the articulation of the façade and modulation of this elevation. The treatment of the main entrance also includes landscaping that would soften the appearance of the building, whilst the remainder of the building would at ground level be predominantly screened by existing buildings.

The proposed built form would fit comfortably within the hospital landscape and complement the existing built form on the campus. Additionally, the building incorporates a mixture of external materials and finishes, including glazing, cladding and aluminium wood appearance battens in vertical and horizontal alignment, which results in an appealing and visually interesting built form. The contemporary form, colours and materials used also differentiate it

from the various existing historic red brick buildings on the hospital campus. An aerial perspective of the proposed new building from the southwest, 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 4**.

The Department considers that the proposed building is comparable with built form on the campus and the height and massing is appropriate within the context of the site. Accordingly, the Department concludes that the proposed built form and design of the proposal is acceptable for the site. The Department's assessment also concludes that the proposed external colours and materials are appropriate in their context. The external materials selected are of a non-combustible material in accordance with the National Construction Code (NCC). Notwithstanding, considering concerns evident in the broader community regarding building cladding, the Department has recommended a condition requiring the Certifying Authority to be satisfied that the proposed external materials comply with the NCC prior to the commencement of works.

5.2.3. Heritage impacts

Dubbo Base Hospital is identified as a local heritage item in Dubbo LEP. 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 identifies that the significant heritage buildings and curtilage are located on the site's Myall Street frontage. The key contributory items are the 1868 and 1907 buildings (refer to **Figure 7**), which are identified as having exceptional significance and the George Hatch Building (1936 former Nurses' building designed by former NSW Government Architect Cobden Parkes), which is identified as having moderate significance. The heritage precinct within the hospital campus is significant as it demonstrates the evolution of medical services from infancy. The heritage significant items within Dubbo Hospital also demonstrate the impact of changing hospital practice and the rapid development of medical knowledge.

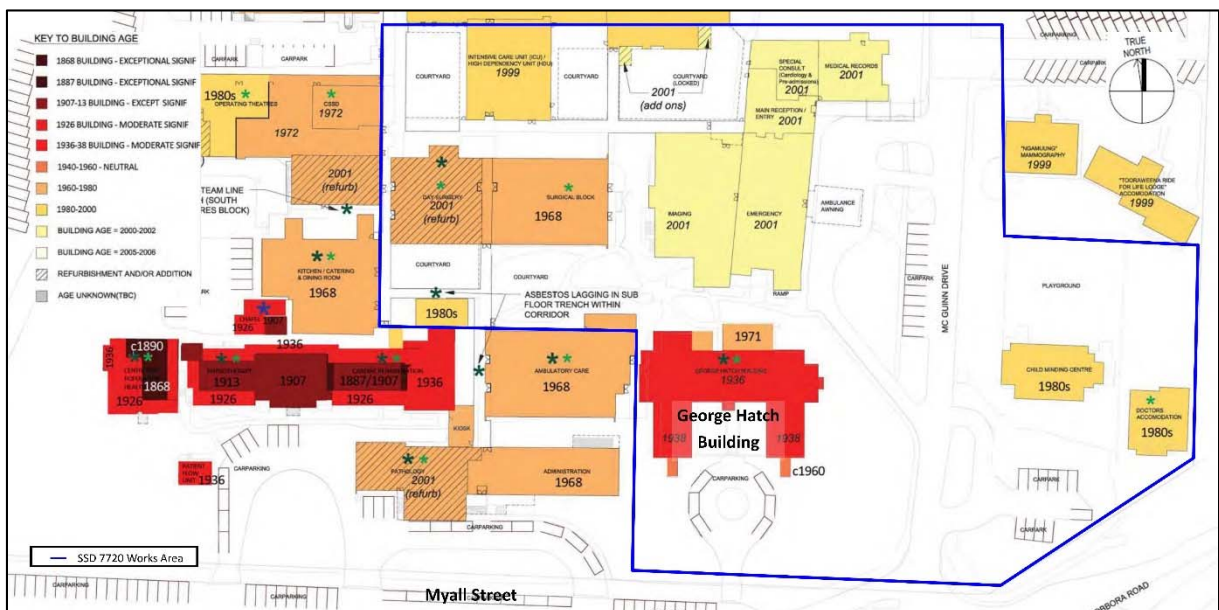


Figure 7: Heritage significant buildings (Base source: EIS)

The George Hatch Building was constructed to provide nurses accommodation and contributes to demonstrating the changing practices of health service delivery as nurses' accommodation

initially was provided on site. The George Hatch Building also demonstrates the rapid expansion of the hospital with 1938 additions shortly after the construction of the building. These additions however impacted the aesthetic significance of the building as the extensions to enlarge the building detracted from the Georgian style architecture. The George Hatch Building is separated from the exceptional items by the intrusive 1968 developments.

The demolition of the George Hatch Building is sought as part of the application. The HIS concluded that the heritage impacts would be acceptable as it would contribute to the retention of the items with exceptional significance and is necessary to allow for the separated ambulance access, which is required for retention of the more significant fabric and to establish an appropriate curtilage. The HIS also concluded that the proposed building would have no impact on the heritage significance of the retained heritage buildings on site given the separation of the works from the remaining heritage zone on the site, which does not extend into the heritage curtilage. The HIS recommends that the following measures be undertaken to recognise the historic and aesthetic contribution to Dubbo Base Hospital heritage precinct:

- photographic archival recording
- site interpretation (including banded brick and rendered markers)
- activation of the southern end of the hospital to raise the profile of the heritage precinct
- associated works such as landscaping to improve the presentation of the heritage precinct
- reconstruction of the 1936 Male Ward plus the verandah to recognise preserve the contribution of Cobden Parkes to the hospital, subject to funding.

The Applicant has committed to implementing the mitigation measures identified in the HIS.

Council raised no issue with the heritage impacts of the development.

The Department considers the heritage impacts acceptable as:

- the demolition of the George Hatch Building to provide a separate vehicle access to the emergency department is warranted given the complexity of the primary vehicle entrance to the campus
- consolidation of health services in proximity to the heritage precinct ensures the ongoing preservation of the heritage fabric as the heritage items continue to contribute useful facilities for the functioning of the hospital
- the proposed emergency access off Myall Street recognises the role of the Myall Street frontage and ensures the heritage precinct is activated and the hospital maintains its presentation to Myall Street
- the expansion of the hospital and the ongoing provision of the community facilities is appropriate in the context of the significance of the George Hatch Building, which relates to its contribution to demonstrating the evolving and changing nature of health services
- the proposed building would have minimal impacts on the retained heritage items as it does not penetrate the curtilage of the heritage items, except for the awning to the emergency department
- the proposed building has been designed to be sympathetic to the retained heritage items with the colour of the timber sun shading structures transitioning from a lighter tone at the eastern end to a brick red colour at the end adjacent to the core heritage precinct
- the Applicant has explored alternatives to the demolition of George Hatch Building and that the public benefit of providing the facilities to meet increasing demand on health services would be balanced by the preservation of the exceptional significant fabric.

Accordingly, the Department is satisfied that the impact on the heritage significance of the Dubbo Base Hospital is acceptable. The Department has recommended conditions requiring the mitigation measures identified in the HIS be implemented at relevant stages of the construction process. The Department also notes that as the George Hatch Building and its curtilage has had minimal disturbance, that there is the potential for archaeological relics to be

located on the site and therefore recommends a Heritage Management Plan be prepared to investigate the potential for relics prior to commencement of works.

5.2.4. Noise and Vibration Impacts

Construction Noise and Vibration Impacts

The *Interim Construction Noise Guideline* (ICNG) establishes construction noise management levels for surrounding sensitive residential receivers and for surrounding non-residential sensitive land uses. The Applicant's Acoustic Environmental Noise Impact Construction Noise and Vibration Assessment (Noise Impact Assessment) submitted with the RtS identifies the following construction noise emission goals for the surrounding sensitive receivers (refer to **Figure 8**):

- a noise management level of 51 dB(A) for the closest sensitive residential receivers during standard construction hours
- a noise management level of 46 dB(A) for the closest sensitive residential receivers during non-standard construction hours
- 45 dB(A) measured internal for the hospital wards, operating theatres, opioid treatment consulting room (170 Myall Street) and classrooms at education facilities
- 50 dB(A) measured internal for opioid treatment waiting room (170 Myall Street)
- 65 dB(A) measured external for active recreation areas
- 60 dB(A) measured external for passive recreation areas.

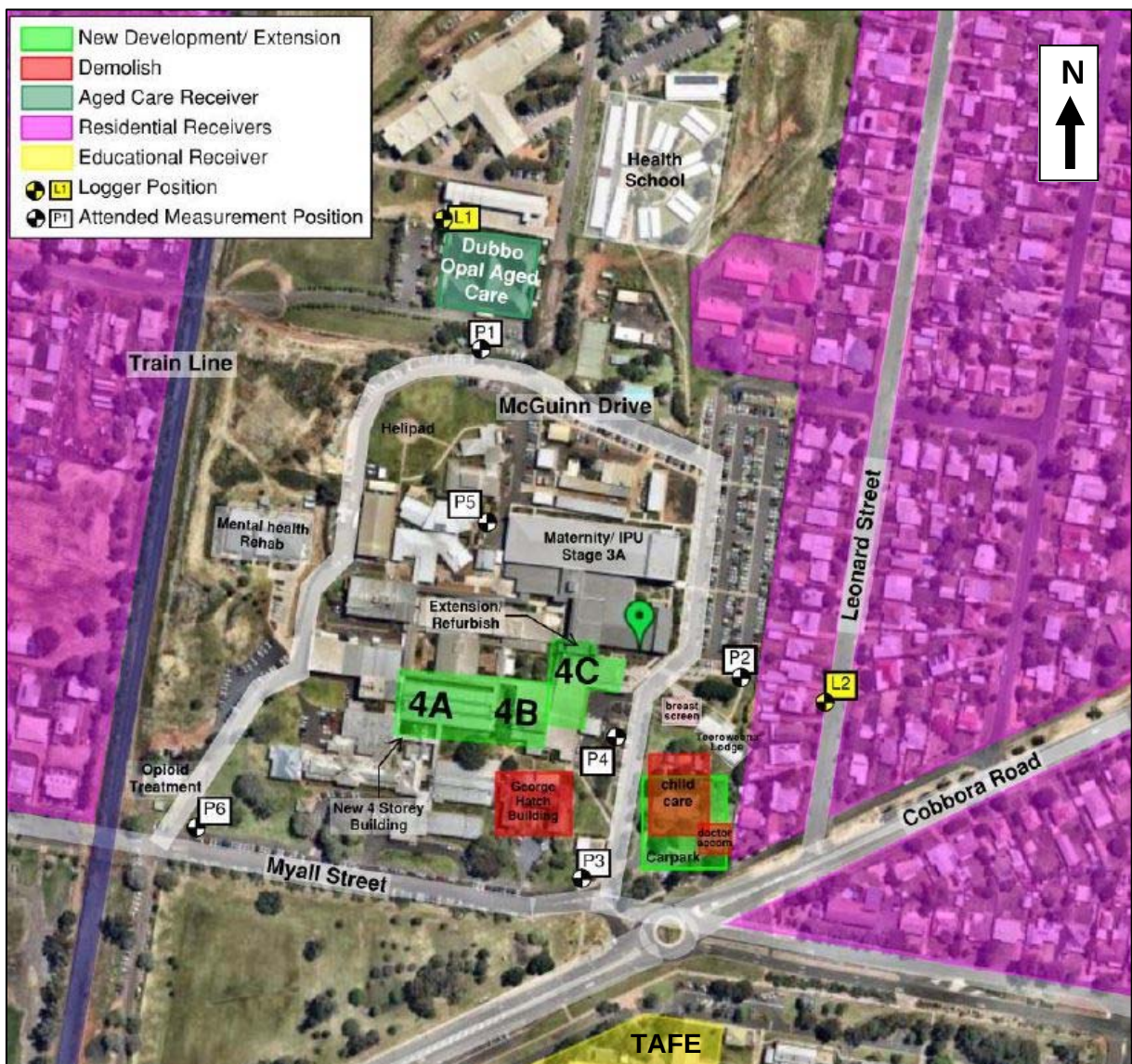


Figure 8: Location of sensitive receivers (Base source: RtS)

The Applicant has sought extended construction hours as outlined in **Table 1** as well as identifying that there would be instances where works would have to be undertaken outside of the proposed construction hours.

The construction period for the new building is expected to be undertaken over 30 months and completed by mid-2021. The Noise Impact Assessment predicts that the construction noise levels would exceed noise management levels at the nearest sensitive land uses throughout the construction program but not the highly affected noise level of 75 dB(A) where respite periods would be required, subject to the construction of a 3.2 metre high acoustic barrier adjacent to most affected residential receivers at 60-62 Cobbora Road. Notwithstanding the installation of a noise barrier, demolition works during Stage 4A and construction works during Stages 4B and 4C are expected to approach the highly noise affected level for sensitive residential receivers.

Vibration generated by the demolition activities are predicted to cause vibration impacts to the sensitive receivers. The Noise Impact Assessment recommends that a strategy be prepared to control vibration impacts, including vibration tests of equipment, in addition to ongoing monitoring to ensure relevant vibration levels are not exceeded.

The EPA recommended conditions should be included requiring delivery of the development in accordance with the noise and vibration mitigation recommendations.

The Department considers that given the anticipated exceedances of the noise management levels at the closest sensitive residential receivers and potential exceedances of the noise management level for non-residential sensitive receivers, the preparation of a Construction Noise and Vibration Management Plan (CNVMP) would be required.

The proposal would not be able to meet the noise management levels at the hospital receivers given the proximity of the works and therefore it is recommended that the CNVMP be prepared in consultation with hospital operators to ensure that adequate respite periods where noisy activities cannot occur are provided and works can be scheduled to minimise disruptions to hospital operations. The Department has recommended extended construction hours to 5 pm on Saturdays beyond the recommended standard Saturday construction hours of 8 am to 1 pm as hospital operations are reduced on the weekend. Construction noise is also predicted to exceed the noise management level at the TAFE throughout construction period, particularly during demolition works, and therefore consultation with the TAFE should also be undertaken in preparation of the CNVMP as it would be feasible for measures to be implemented to reduce the noise levels to below the noise management level, particularly during most of the construction and fit-out phases. The demolition phases would be for shorter periods of the sub-stages of construction and therefore would not result in on-going exceedances of the noise management levels. There would also be minor exceedances of the noise management level for the passive recreation areas during demolition phases, however the Department considers these impacts are acceptable as the predicted noise levels have adopted a conservative approach and assumed that all plant and equipment would be operating and only a small portion of the open space area would be affected.

The Department has recommended conditions requiring the preparation of the CNVMP and its implementation during construction. The plan should:

- be prepared in consultation with the noise sensitive residential receivers where the highly affected noise management level (75 dB(A)) is predicted to be exceeded and all non-residential receivers where the noise management level is exceeded (hospital and TAFE)
- stipulate that no works are to be undertaken outside of standard construction hours identified in the ICNG where they exceed the highly affected noise management level
- identify appropriate measures to mitigate the noise impacts
- monitor noise and vibration impacts
- establish a complaints management system.

Operational Noise and Vibration Impacts

The Applicant's Acoustic Environmental Noise Impact Operational Assessment (Operational Noise Impact Assessment) submitted with the RtS identifies that mechanical plant, particularly the cooling towers outside of the Level 3 plant room, would potentially generate noise and vibration impacts that would require mitigation to ensure that noise generated does not exceed project specific noise criteria developed in accordance with the *Industrial Noise Policy* (INP).

The nearest sensitive uses to the subject site include sensitive residential receivers surrounding the site, opioid treatment facilities, recreation areas and education facilities (refer to **Figure 8**).

The Operational Noise Impact Assessment identified project specific noise levels for the surrounding uses as identified in **Table 7**.

Table 7: Industrial Noise Criteria

Type of Land Use	Noise Level Criteria dB(A) L _{Aeq}		
	Day	Evening	Night
Residential (Amenity)	55	45	40
Residential (Intrusiveness - RBL plus 5 dB(A))	45	46	38
Classrooms – Internal	35 (during the noisiest one hour period)		
Commercial premises	65		
Hospital Ward – Internal	35 – 40 (during the noisiest one hour period)		
Hospital Ward – External	50 – 55 (during the noisiest one hour period)		

The Operational Noise Impact Assessment predicts that the operational noise generated by the development, including the rooftop plant operating 24 hours per day, is unlikely to have any adverse noise impacts provided attenuation measures are installed. The cooling towers on Level 3 would be the most significant source for noise generation but would have compliant noise impacts provided the surrounding enclosure is appropriately designed to ensure noise levels transmitted through the enclosure are lower than the noise transmitted from the open roof.

The EPA recommended conditions should be included requiring delivery of the development in accordance with the noise and vibration mitigation recommendations.

The Department notes that the Operational Noise Impact Assessment has been undertaken based on a preliminary selection of plant and equipment and details of the final composition of the plant and equipment and built structures would not be finalised until the detailed design stages. Accordingly, a detailed review of mechanical plant equipment associated with operation needs must be undertaken at the construction certification stage when detailed information of plant equipment is known and surrounding and attenuation structures are confirmed.

The Department recommends that a report demonstrating that the selected plant and equipment in the detailed design stage complies with the approved noise criteria must be submitted to the Department prior to the commencement of works. The Department has also included recommended conditions that incorporate the recommendations of the EPA and the Operational Noise Impact Assessment. The Department is satisfied that, subject to the recommended conditions, any noise impacts associated with the operation of the proposed development can be adequately mitigated and managed.

5.2.5. Other issues

The Department's consideration of other issues is provided in **Table 8**.

Table 8: Department's assessment of other issues

Issue	Consideration	Recommendation
Sewer and water contributions	Council's Section 64 Contributions Plan – Water and Sewerage Headworks determines the requirement for a development to pay a contribution pursuant to Section 64 of the Local Government Act 1993 and applies to all development within urban areas of the city of Dubbo. Notwithstanding, the Applicant is a Crown Authority and may request the Minister to determine whether such requirements should be imposed and if so, in what terms. The Department considers that contributions should be paid to address the demand generated by the proposal. Council provided a revised rate which adopts the reduced rate that was applied to Stages 1 and 2 and advised that this rate could be applied subject to the Department being satisfied that the contributions are being applied to the number of beds being provided by the development. The Applicant has agreed to the revised rate based on demand generated by 26 beds.	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 of section 64 contributions in the sum of \$108,487.41 for water and \$172,373.50 for sewer or as otherwise agreed by Council.
Tree removal	The design of the building necessitates the removal of 75 trees (originally 52 trees in the EIS) comprising a mix of native and exotic trees located within the footprint of the development (as revised in the RtS Addendum). In addition to the retention of a number of trees on the site, the proposed landscaping works include the planting of 101 trees. The Department is satisfied that appropriate tree planting would be undertaken to offset the proposed tree removal.	The Department has recommended a condition requiring appropriate tree protection measures are implemented during construction.
Hazardous goods/ safety concerns	The proposed development does not include storage of any hazardous goods and is sufficiently separated from potentially hazardous oxygen tanks. The Department considers the Applicant has demonstrated that the location of the development in relationship with the storage of potentially hazardous materials is acceptable. The demolition works however may result in asbestos waste.	The Department has included conditions requiring any construction wastes be classified in accordance with relevant guidelines for transport and disposal of any hazardous waste.
Overshadowing	Given the proposal's central siting within the hospital campus, it would not result in any overshadowing impacts on adjoining land uses at any time of the year. The proposed new building would result in some overshadowing of hospital administration buildings and landscaped areas. The overshadowing would not reduce the functionality of the affected spaces. Accordingly, the Department is satisfied that the proposal would not result in any unacceptable overshadowing impacts to surrounding development or the hospital campus.	The Department considers no additional conditions or amendments are necessary.

Public interest

The proposal is considered to be in the public interest as it would provide the following public benefits:

- delivering modern health facilities that are able to support current standards for health care
- providing additional health facilities to support the growing and ageing population in the region and associated increasing demand for public health services
- improved urban design and pedestrian outcomes for the site by improving the configuration of the main vehicle entrance to the hospital
- providing a more legible entrance to the hospital which would assist with wayfinding
- supporting the creation of a combined 304 new employment opportunities through the construction and operational stages of the development.

6. CONCLUSION

The Department has assessed the merits of the proposal taking into consideration the issues raised in all submissions as well as the Applicant's response to these, and considers the impacts have been satisfactorily addressed by the proposal and through the Department's recommended conditions.

The Department's assessment concludes that: the car parking impacts are acceptable subject to provision of 12 additional car parking spaces; the amendments to the Cobbora Road roundabout would improve legibility and road safety; the proposal's built form is appropriate within the hospital context; the heritage impacts are acceptable as the proposal facilitates the retention and conservation of the exceptional items on the hospital campus; and the amenity impacts can be appropriately managed.

The Department considers that the application is consistent with the objects of the EP&A Act (including ESD principles), Premier and State priorities, and the *Far West Regional Plan*. The Department also considers that the proposal would provide significant public benefits through the provision of modern health facilities to support a regional area and an ageing population. The proposal would also provide 154 new operational jobs and 150 construction jobs.

The Department concludes the impacts of the development can be appropriately mitigated through the implementation of the recommended conditions of consent. Consequently, the Department considers the development is in the public interest and should be approved subject to conditions.

7. RECOMMENDATION

In accordance with section 89E of the *Environmental Planning and Assessment Act 1979*, it is recommended that the Executive Director, Priority Projects Assessments, as delegate of the Minister for Planning:

- **consider** the findings and recommendations of this report
- **approve** the State significant development application for SSD 7720
- **sign** the attached development consent and recommended conditions of consent (**Appendix C**).

Prepared by: Megan Fu
Senior Planner, Social and Other Infrastructure Assessments

Recommended by:



David Gibson
Team Leader, Social Infrastructure Assessments

Decision

Approved by:



David Gainsford 12/12/17
Executive Director, Priority Projects Assessments
as delegate of the Minister for Planning

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 Environment's website as follows.

1. Environmental Impact Statement
http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=7720.
2. Submissions
http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=7720.
3. Applicant's Response to Submissions
http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=7720.
4. Additional Information submitted by Health Infrastructure on 20 November 2017
http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=7720.

APPENDIX B CONSIDERATION OF ENVIRONMENTAL PLANNING INSTRUMENT(S)

ENVIRONMENTAL PLANNING INSTRUMENTS (EPIS)

To satisfy the requirements of section 79C(a)(i) of the EP&A Act, this report includes references to the provisions of the EPIS that govern the carrying out of the project and have been taken into consideration in the Department's environmental assessment.

Controls considered as part of the assessment of the proposal are:

- State Environmental Planning Policy (State & Regional Development) 2011 (SRD SEPP)
- State Environmental Planning Policy (Infrastructure) 2007 (ISEPP)
- State Environmental Planning Policy No 33 – Hazardous and Offensive Development (SEPP 33)
- State Environmental Planning Policy No. 55 – Remediation of Land (SEPP 55)
- Dubbo Local Environmental Plan (DLEP) 2011.

COMPLIANCE WITH CONTROLS

State Environmental Planning Policy (State and Regional Development) 2011

The provisions of the SRD SEPP are considered in **Table 1**.

Table 1: SRD SEPP consideration

Relevant Sections	Consideration / Comments	Complies
3 Aims of Policy The aims of this Policy are as follows: (a) to identify development that is State significant development,	The proposed development is identified as SSD.	Yes
8 Declaration of State significant development: section 89C (1) Development is declared to be State significant development for the purposes of the Act if: (a) the development on the land concerned is, by the operation of an environmental planning instrument, not permissible without development consent under Part 4 of the Act, and (b) the development is specified in Schedule 1 or 2.	The proposed development is permissible with development consent. The development is a type specified in Schedule 1.	Yes
Schedule 1 State significant development – general (Clause 8 (1)) 14 Hospitals, medical centres and health research facilities Development that has a capital investment value of more than \$30 million for any of the following purposes: (a) hospitals, (b) medical centres, (c) health, medical or related research facilities (which may also be associated with the facilities or research activities of a NSW local health district board, a University or an independent medical research institute).	The proposed development comprises development for the purpose of a hospital and has a CIV in excess of \$30 million.	Yes

State Environmental Planning Policy (Infrastructure) 2007

The ISEPP aims to facilitate the effective delivery of infrastructure across the State by improving regulatory certainty and efficiency, identifying matters to be considered in the assessment of development adjacent to particular types of infrastructure development, and providing for consultation with relevant public authorities about certain development during the assessment process.

Whilst the development does not constitute traffic generating development in accordance with clause 104 of the ISEPP, the proposal was referred to the RMS who raised no objection to the development and provided recommended conditions of consent. The Department has incorporated these conditions where relevant.

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.

A preliminary hazard analysis assessment is required if the development is identified as a potentially hazardous or potentially offensive development. The proposed development does not include storage of any hazardous goods and is sufficiently separated from potentially hazardous oxygen tanks. The Department considers the Applicant has demonstrated that the location of the development in relationship with the storage of potentially hazardous materials is acceptable.

The Department is satisfied the proposed development is not considered as potentially hazardous and no further preliminary hazard analysis assessment is required.

State Environmental Planning Policy No. 55 – Remediation of Land

SEPP 55 aims to ensure that potential contamination issues are considered in the determination of a development application. The EIS includes a Phase 1 Contamination Assessment for the site and a Hazardous Building Materials Assessment.

The Phase 1 Contamination Assessment for the site concludes that the potential concentrations of contaminants are below the health-based investigation levels and the ecological-based investigation levels and the soil conditions are suitable for the continued hospital use. The Hazardous Building Materials Assessment concluded that asbestos and lead contamination was present in the buildings to be demolished.

The Department is satisfied that, in accordance with clause 7 of the SEPP, the investigations undertaken of the subject site demonstrate that the site can be made suitable for the use for hospital purposes. The Department has recommended a condition requiring the Construction Environmental Management Plan address handling, transportation and disposal of asbestos.

Dubbo Local Environmental Plan 2011

The DLEP aims to ensure adequate provision is made for the development, establishment and enhancement of cultural, research and medical institutions for the existing and future residents of the Dubbo LGA. The DLEP also aims to ensure environmental and cultural heritage is adequately protected to ensure its conservation.

The Department has consulted with Council throughout the assessment process and has considered all relevant provisions of the DLEP and those matters raised by Council in its assessment of the development (refer to **Section 5**). The Department concludes the development is consistent with the relevant provisions of the DLEP. Consideration of the relevant clauses of the DLEP is provided in **Table 2**.

Table 2: Consideration of DLEP 2011

DLEP 2011 Criteria	Department Comment / Assessment
Clause 5.10 Heritage conservation	The Department has considered heritage impacts in Section 5.2.3 of the report.
Clause 5.14 Siding Spring Observatory – maintaining dark sky	The site is located 117 kms from the Siding Spring Observatory. The application is supported by an External Lighting Assessment, which demonstrates that the development and the cumulative impact of the

	proposal has been designed in accordance with the <i>Dark Sky Planning Guideline</i> and light emissions would not have adverse impacts on the Siding Spring Observatory. The Department considers that the proposal has been designed to minimise light pollution, would not exceed critical light emission levels and is not envisaged to exceed thresholds requiring the concurrence of the Secretary.
Clause 7.3 Earthworks	The proposed earthworks form part of the development and includes excavation works up to two metres to establish the level for the development site. The excavation works are 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 or environmentally sensitive areas. The earthworks are not expected to result in any unreasonable impacts and appropriate mitigation measures are proposed to manage impacts, including management of dust, noise and erosion and sediment control during construction.
Clause 7.5 Groundwater vulnerability	The proposed excavation works associated with the development would be limited to a maximum depth of two metres and would not involve groundwater extraction, and therefore is unlikely to reduce groundwater yields in the area. Any chemical use, storage and disposal (including chemical waste) would be managed in accordance with existing practices and procedures. The potential impact on groundwater from chemicals on the site is therefore considered to be very low. The proposal results in an increase in hardstand area which may decrease stormwater infiltration into the underlying soils and therefore decrease aquifer recharge on the site. A stormwater assessment has been undertaken and identifies relevant measures (to manage stormwater collection and discharge across the hospital campus. The Department has recommended that the final stormwater management plan be prepared to incorporate any necessary measures to mitigate the impacts from the decreased stormwater infiltration and need for any aquifer recharge. Accordingly, the Department is satisfied that the potential groundwater impacts associated with the proposed development are considered to be low and can be adequately mitigated.
Clause 7.7 Airspace operations	The site is located within the area subject to the Obstacle Limitation Surface (OLS) for Dubbo Airport. A maximum height of 325 AHD applies to part of the site. The proposed development has a maximum building height of RL296.2 and the proposal would not penetrate the OLS. Therefore, the proposal does not result in any impacts on the operations of Dubbo City Regional Airport.

Other Policies

In accordance with Clause 11 of the SRD SEPP, Development Control Plans do not apply to SSD.

Notwithstanding, consideration of Dubbo DCP 2013 has been given in **Table 3**.

Table 3: Consideration of the relevant provisions in Dubbo DCP 2013

DCP Provisions	Department Comment / Assessment
Chapter 3.1: Access and Mobility Access routes and entrances • Accessible, safe and continuous paths of travel are provided to and from public buildings and places from property entrance points, car parks and set-down points. • Parking, set-down points, access routes and entrances are to be well lit, of sufficient contrast and well sign-posted to assist people with a disability to access locations and entry points.	The proposal is supported by an accessibility review that concludes that the development is capable of complying with relevant legislation and Australian Standards. The Department has

DCP Provisions	Department Comment / Assessment
- Kerb ramps are to be provided to allow free and unobstructed access to public buildings from car parks, set-down points and across roadways. - Ramps, walkways and stairs are to be provided for the needs of people with a disability. - Entrance doors of primary points of entry to buildings and facilities shall allow for the unimpeded passage of people with a disability. Access to internal facilities - Counters and service areas are to be of adequate design to provide for people with a disability. - Toilet facilities, showers, change rooms and carers' rooms are to be accessible and functional for people with a disability. - Vending machines (including food and drink dispensing, ticket sales, ATMs and the like) be located within accessible areas and be of suitable design to allow operation by people with a disability. Car parking and set-down areas - Accessible car parking spaces shall be provided to meet the demand of people with a disability, including one additional space provided at a rate of one per 100 spaces or part thereof. Public spaces - Ramps, walkways and stairs shall be provided to allow free and unobstructed access through public spaces	included recommended conditions requiring compliance with the relevant standards.
Chapter 3.4: Heritage Conservation - A heritage management document must be prepared and provided with any development application seeking consent to demolish a heritage item. - New building design shall relate to the significance and the character of the adjoining buildings and the heritage precinct. - The setback of the development from the front boundary of the allotment is consistent with established setbacks or is consistent with the desired amenity of the heritage precinct. - New development shall reflect heritage precinct characteristics in relation to street address. - The size, shape and height of new buildings shall reflect the predominant height and proportions of adjacent buildings within the heritage precinct. - Development shall relate to and use the materials, colour and details of adjacent heritage items and the surrounding heritage precinct. - Development shall visually relate to the streetscape of the heritage precinct. - Roof shape and material shall relate to adjoining buildings and the surrounding heritage precinct. - Development should be recognisable as a product of its time and not create a false impression of age or a style.	The Department has considered heritage impacts in Section 5.2.3 of the report.
Chapter 3.5: Parking 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.	The Department has considered car parking in Section 5.2.1 of the report.
Chapter 3.6: Dubbo City Regional Airport Controls Any development on land designated as being affected by the Obstacle Limitation Surface Map (attached as Appendix 1) is required to address Clause 7.7 Airspace Operations of the DLEP 2011.	The Department has considered Airspace operations in the above Table 2.

DCP Provisions	Department Comment / Assessment
Chapter 3.7: Environmental Management Preservation of trees and vegetation • Protect trees and vegetation during construction, including by providing a comprehensive assessment of each tree on the site, ensuring drainage does not result in waterlogging or excess loss of soil moisture and providing access to trees for the purposes of maintenance and irrigation. • Selection and siting of trees and vegetation with consideration of environmental tolerance, drought tolerance, appearance, size, performance record, resistance to disease and maintenance costs. Groundwater • A report or documentation should be submitted with an application on land identified as having groundwater vulnerability that addresses: - o whether or not the development (including any onsite storage or disposal of solid or liquid waste chemicals) will cause any groundwater contamination or any adverse effect on groundwater dependent ecosystems; and - o 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.	The Department has considered tree management in Section 5.2.6 of the report and groundwater in Table 2.

APPENDIX C RECOMMENDED CONDITIONS OF CONSENT
