



Planning &
Environment

**STATE SIGNIFICANT DEVELOPMENT
ASSESSMENT REPORT:
*Hornsby Ku-ring-gai Hospital Redevelopment
Stage 2
Palmerston Road, Hornsby
(SSD 8647)***



Environmental Assessment Report
Section 4.40 of the
Environmental Planning and Assessment Act 1979

May 2018

Cover Photograph: Perspective of Main Entry Building (Source: EIS)

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ABBREVIATIONS

Applicant	Health Infrastructure on behalf of Health Administration Corporation or anyone else entitled to act on this consent
AS	Australian Standard
CIV	Capital Investment Value
Consent	Development Consent
Council	Hornsby Shire Council
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
FSR	Floor space ratio
GANSW	Government Architect of NSW
GFA	Gross floor area
GSC	Greater Sydney Commission
ICNP	Interim Construction Noise Policy
INP	Industrial Noise Policy
LEP	Hornsby Local Environmental Plan 2013
LOS	Level of Service
LGA	Local Government Area
Minister	Minister for Planning
NCC	National Construction Code
OEH	Office of Environment and Heritage
Regulation	<i>Environmental Planning and Assessment Regulation 2000</i>
RMS	Roads and Maritime Services
RtS	Response to Submissions
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
TfNSW	Transport for New South Wales

EXECUTIVE SUMMARY

This report provides an assessment of a State significant development (SSD) application for Stage 2 of the redevelopment the existing Hornsby Ku-ring-gai Hospital at Palmerston Road, Hornsby (SSD 8647). The Applicant is Health Infrastructure, acting on behalf of Health Administration Corporation, and the proposal is located within the Hornsby local government area (LGA).

The proposal seeks approval for the partial redevelopment of the hospital including new buildings up to seven storeys in height (including part basement level and rooftop plant level) and alterations and additions to, and refurbishment of existing buildings on site. The proposal would provide 22,387 sqm of additional gross floor area for the Hornsby Ku-ring-gai Hospital. A tunnel is also proposed to connect the Stage 1 and 2 buildings to the existing hospital buildings on the northern half of the site. Ancillary works including demolition, tree removal and infrastructure works are also proposed.

The proposal has a Capital Investment Value (CIV) of approximately \$185 million and would generate an additional 169 operational jobs and 590 construction jobs. The proposal is SSD under clause 14, Schedule 1 of the *State and Environmental Planning Policy (State and Regional Development) 2011*, as it is development for the purpose of hospital with a CIV of more than \$30 million. Therefore, the Minister for Planning is the consent authority.

The application was publicly exhibited between 16 November 2017 and 15 December 2017. The Department of Planning and Environment (the Department) received a total of seven submissions, including six from public authorities and one from a member of the public. An additional four submissions from public authorities were received in response to the Applicant's Response to Submissions (RtS). The key issues raised in the submissions include traffic, noise, heritage and contamination.

The Department has considered the above issues in its assessment, along with the built form of the development and other relevant issues. The Department has considered the merits of the proposal in accordance with relevant matters under section 4.15, the objects of the *Environmental Planning and Assessment Act 1979*, the principles of Ecologically Sustainable Development, and issues raised in all submissions as well as the Applicant's response to these.

The Department's assessment concludes that the built form of the proposed development is acceptable within the context of the hospital and health precinct, and would not result in any significant adverse environment or amenity impacts on the existing heritage item on site or the wider locality.

The Department is also satisfied the traffic and parking generated by the proposed development can be accommodated within the local traffic network. Noise impacts would be appropriately managed through recommended conditions of consent. Contamination issues would be appropriately addressed through the implementation of a Remedial Action Plan.

The Department considers that the proposal would provide significant public benefits as it will deliver health infrastructure for the ageing population and improve service levels in hospitals through the construction of new health facilities and upgrading of existing health facilities in an accessible location. The proposal would also provide economic benefits, generating significant investment in health infrastructure and supporting job creation.

The Department concludes the impacts of the development are acceptable and 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.

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1. BACKGROUND

1.1 Introduction

This report provides an assessment of a State significant development (SSD) application for Stage 2 of the redevelopment the existing Hornsby Ku-ring-gai Hospital at Palmerston Road, Hornsby (SSD 8647).

The application has been lodged by Health Infrastructure, on behalf of Health Administration Corporation (the Applicant). The site is located within the Hornsby local government area (LGA).

1.2 The site and surroundings

Hornsby Ku-ring-gai Hospital is located in north western Sydney approximately 25 km northwest of the Sydney CBD, within the Hornsby Local Government Area (LGA). The hospital campus is bound by Lowe Road to the north, Derby Road to the east, Burdett Street to the south and Palmerston Road in the west.

The hospital campus is comprised of 18 lots which are listed below:

- | | |
|---------------------|----------------------|
| • Lot 2, DP 14774 | • Lot 1, DP 232290 |
| • Lot 3, DP 14774 | • Lot 189, DP 752053 |
| • Lot B, DP 363790 | • Lot 1, DP 134994 |
| • Lot 23, DP 814181 | • Lot 188, DP 752053 |
| • Lot 2, DP 512434 | • Lot A, DP 329121 |
| • Lot 2, DP 217174 | • Lot B, DP 329121 |
| • Lot 12, DP 14774 | • Lot 1, DP 580023 |
| • Lot 13, DP 14774 | • Lot 2, DP 580023 |
| • Lot 1, DP 512432 | • Lot 3, DP 580023 |

The project location is shown in **Figure 1** and **Figure 2**.

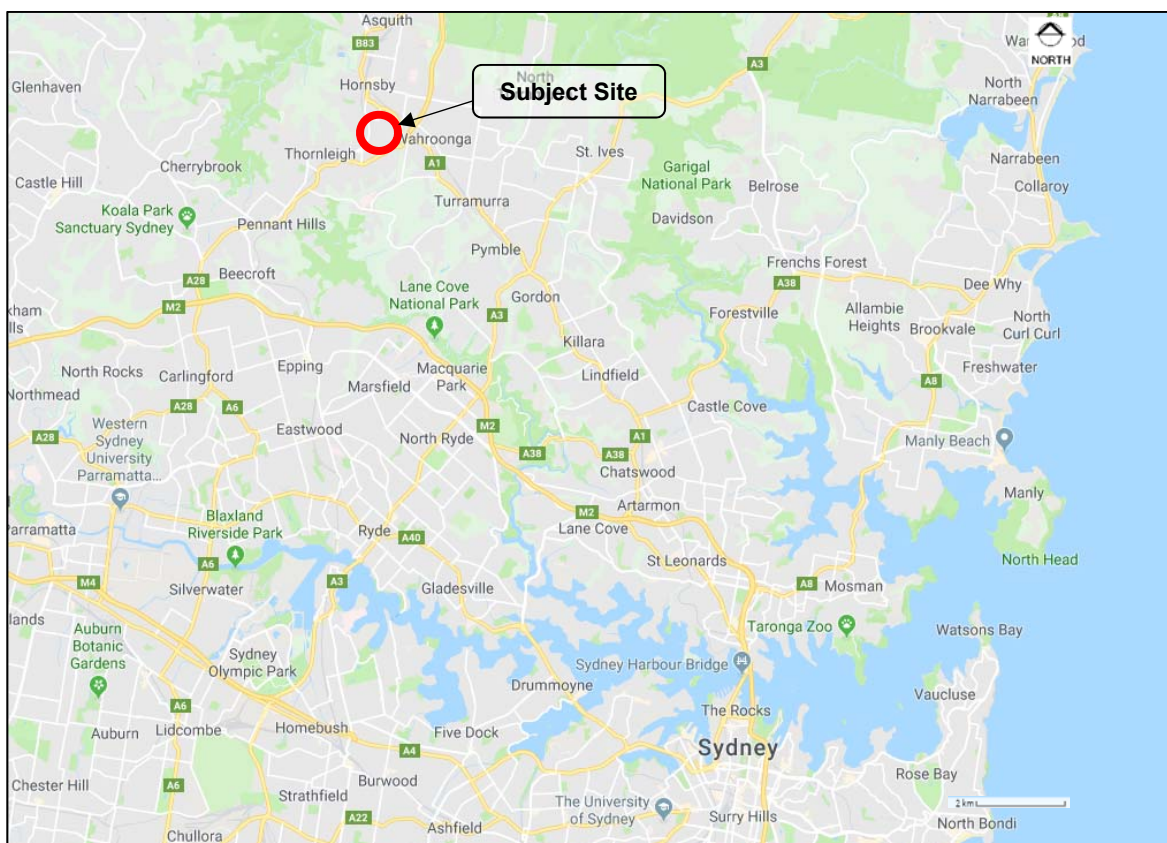


Figure 1: Site location in context with Sydney CBD (Source: Google Maps 2018)

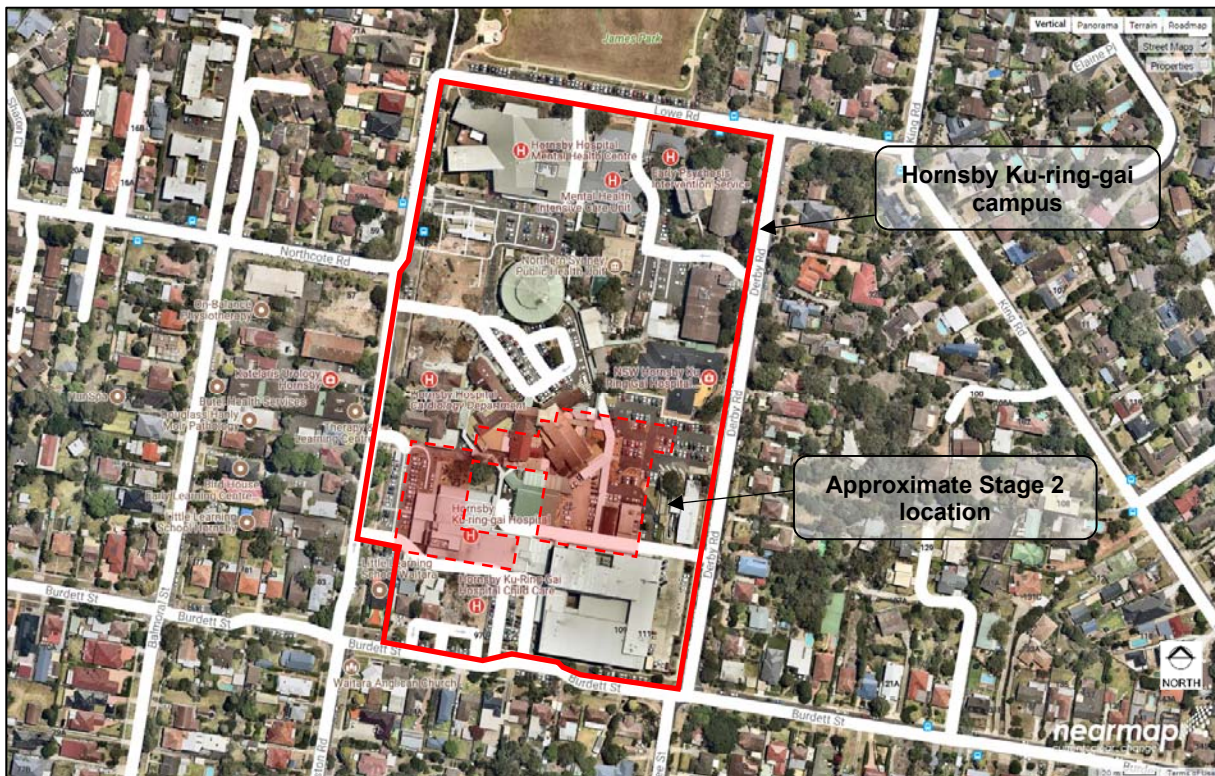


Figure 2: Hornsby Ku-ring-gai Hospital Campus (Base Source: Nearmap 2018)

The site is regular in shape, comprises an area of 6.4 ha, is relatively level and contains minimal vegetation. The campus has been developed progressively on an ad-hoc basis over a number of decades and has no consistent development pattern. One heritage listed building identified as 'Collingridge House' under Hornsby Local Environmental Plan 2013 (HLEP) is located on the northern half of the site but is well separated from the proposed development.

Opposite the site to the north is James Park, while to the east and south are single and two storey dwelling houses. Single and two storey dwelling houses are also typical to the west of the subject site, a number of which have been converted into specialist consulting and allied health facilities. Although the immediate locality is primarily characterised by low density residential development, Hornsby train station and town centre are less than 1.5 km from the hospital campus.

1.3 Previous approvals and other relevant applications

Masterplan

Health Infrastructure in partnership with NSW Health Service adopted a campus wide masterplan in 2010 for the redevelopment of the site. A summary of the masterplan is provided in **Figure 3** and **Figure 4**.

Stage 1

On 3 June 2013, SSD 5356 for demolition of ten buildings and construction of a four storey hospital building, at grade car park, landscaping and fencing was approved by the Department. The Stage 1 hospital building included: peri-operative services; three 28 bed inpatient units; sterilising services departments; support services; and medical records department. Stage 1 has now been constructed.



Figure 3: Hornsby Ku-ring-gai Hospital Campus Zonal Masterplan (Source: RtS 2018)

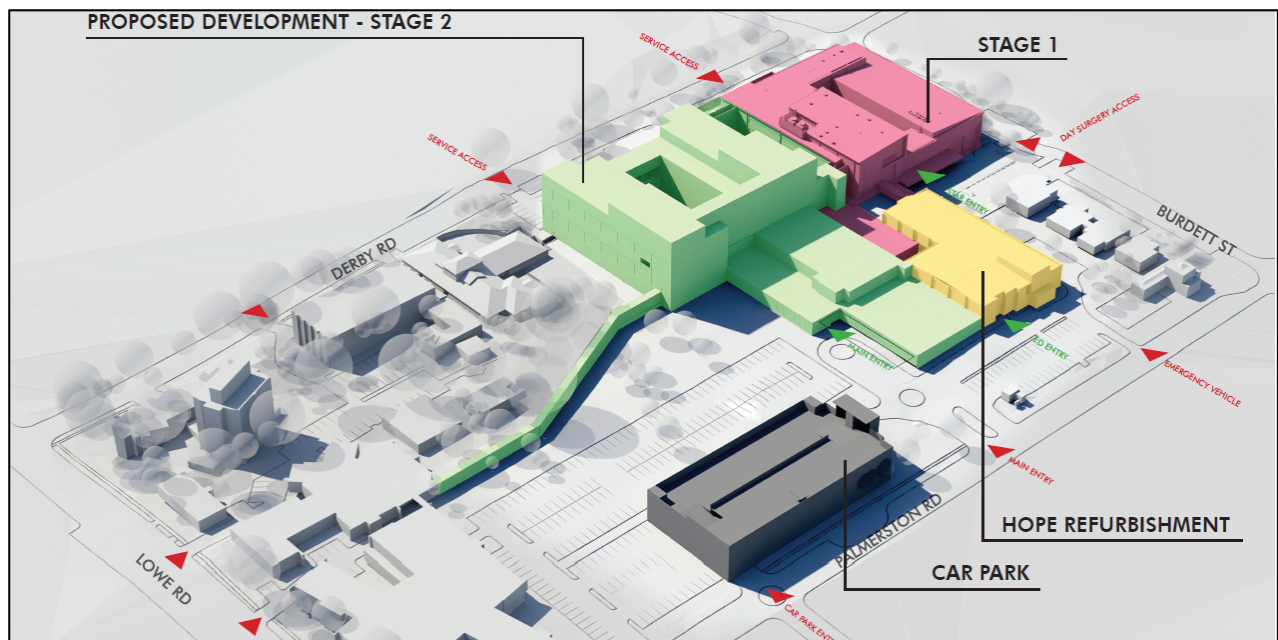


Figure 4: Hornsby Ku-ring-gai Hospital Masterplan - Redevelopment Area (Source: RtS 2018)

Works Approved under Part 5 of the EP&A Act

To facilitate the Stage 2 redevelopment, early works and a decant strategy have been undertaken as 'development without consent' under Part 5 of the EP&A Act. These works would support the relocation of services and facilities from the buildings to be demolished as part of the subject application and include:

- alterations to the existing Rofe Ward to provide temporary accommodation for physiotherapy services
- construction of a medical imaging building and paediatrics building
- alterations and additions to building 54 to accommodate engineering services
- demolition of multiple buildings
- extension of the sewer main in Derby Street
- installation of communications main
- hydraulic, mechanical, sewer and fire services upgrades.

These works were assessed under a Review of Environmental Factors by the Applicant in accordance with Part 5.

Multi-Deck Car Park

On 23 August 2017 the Sydney North Planning Panel and Council granted development consent for the construction of a multi-deck car park on the hospital site. The consent gave approval for demolition, construction of a six level car park containing 523 parking spaces and reconfiguration of at-grade parking to provide a total of 731 spaces across the site, tree removal and other associated works.

2. DESCRIPTION OF PROPOSAL

2.1 Description of proposal

The key components and features of the proposal are provided in **Table 1** and are shown in **Figure 5** and **Figure 6**.

Table 1: Key components of the SSD application

Aspect	Description
Development	Demolition of existing buildings and construction of Stage 2 of the Hornsby Ku-ring-gai Hospital redevelopment.
Demolition	• Building 1 – Pharmacy • Building 2 – Radiology and Intensive Care Unit • Building 3 – Rofe Ward and Northern Clinical Library • Building 13 and 43 – Shop and Florist • Derby Street Car Park (110 spaces)
Built form	• Construction of a seven storey building including part basement level and rooftop plant level, which will contain: - o a new main hospital entry - o a new 12 bed intensive care unit - o four new 28 bed inpatient units - o new and refurbished ambulatory care - o refurbished and extended emergency department - o increased capacity of the existing Psychiatric Emergency Care Centre from four to six beds - o two new 28 bed rehabilitation wards - o a new mortuary - o teaching and research facilities and administration space - o pedestrian access tunnel to connect to mental health facility and Lowe Road - o ancillary cafe - o signage
Heritage	• One heritage item 'Collingridge House' is located on the site to the north of the proposed works.
Site area	• Approximately 6.4 hectares
Gross floor area (GFA)	• Total GFA of 22,387 sqm
Uses	• Hospital/medical uses
Access	• Main vehicle and pedestrian entrance from Palmerston Road • Secondary entrances from Lowe Road
Car parking	• Nil provided as part of this application
Bicycle parking	• 18 bicycle parking spaces
Public domain and landscaping	• 15 trees and one group of mixed native and exotic shrubs are proposed for removal.

Aspect	Description
	Landscape and public domain works are proposed around the new main entrance in the centre of the site, along the Palmerston Road frontage, and between buildings.
Hours of operation	24 hours, 7 days a week
Construction Hours	- Monday to Friday: 7am to 6pm - Saturdays: 7am to 5pm
Signage	Pylon sign 3.5m (h) x 1.2m (w)
Jobs	169 new operational jobs 590 construction jobs
CIV	\$184,730,000.00
Remediation	Remediation Action Plan comprising on-site management to address contamination of asbestos fibres within the fill profile of the site.

The proposed development comprises three main elements. A breakdown is provided below and shown in **Figure 5** and **Figure 6**.

- Main Building – seven storeys, including part basement level and rooftop plant level and adjoins the Star Building (Stage 1), which is located to the south and the medical imaging building (approved under Part 5) to the west
- Main Entry – part one/part three storey building (including roof top plant level) comprising main entrance, café and office spaces at ground floor level and paediatrics at first floor level
- Hope Building Refurbishment – refurbishment of, and extension to the ground floor level to extend and improve the emergency department and psychiatric emergency care centre.

A tunnel is also proposed to connect the Stage 1 and 2 buildings to the existing hospital buildings on the northern half of the site.

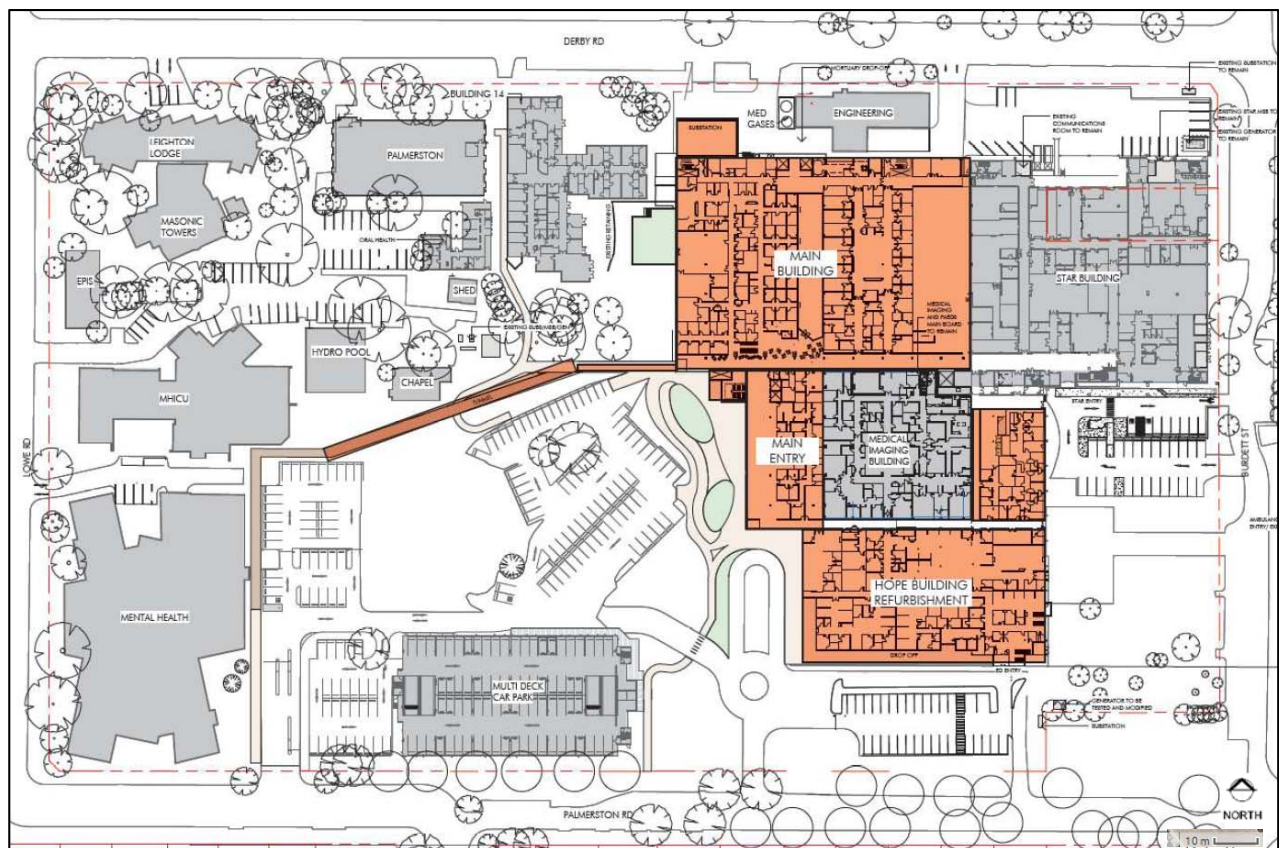


Figure 5: Building footprint (shaded orange) (Source: EIS)



Figure 6: Perspective of new main entry (Source: EIS)

2.2 Project need and justification

Demand for public health infrastructure and services in the region is increasing due to a growing and ageing population. The Hornsby Ku-ring-gai Hospital forms part of the Northern Sydney Local Health District and is integral in delivering health services to the northern extremities of the Sydney region. In 2010, the NSW Health Service prepared a master plan for the hospital campus to provide consolidated health services and meet the medical and service delivery requirements of the hospital. The Stage 2 redevelopment forms part of this project.

The Applicant has advised that the Hornsby Ku-ring-gai Hospital Campus is in need of redevelopment due to the age of the existing infrastructure which has reached the end of its useful economic life, is no longer compliant with current guidelines or community expectations and no longer supports the delivery of contemporary, efficient health services.

2.3 Strategic Context

The Department considers that the proposal is appropriate for the site given:

- it is consistent with the Premiers Priorities to deliver health infrastructure for the ageing population, improve service levels in hospitals through the construction of new health facilities and upgrading of existing health facilities, and the creation of jobs during both the construction and operation phases of the development
- it is consistent with the Greater Sydney Regional Plan, 'A Metropolis of Three Cities' as the development provides new and improved health infrastructure to service Sydney's growing population within an identified strategic centre
- it is consistent with the State Infrastructure Strategy Update 2014, as the development delivers investment in health infrastructure to provide new and refurbished hospital facilities that meet best practice clinical design
- it is consistent with the NSW Long Term Transport Masterplan 2012 and draft Future Transport Strategy 2056 as it provides improved health facilities in an accessible location and provides access to additional new employment opportunities close to public transport
- it is consistent with the vision outlined in the Greater Sydney Commission's North District Plan as it will provide additional and improved health infrastructure to meet people's changing needs
- it would provide direct investment in the region of approximately \$185 million, which would support 590 construction jobs and 169 new operational jobs.

3. STATUTORY CONTEXT

3.1. State Significant Development

The proposal is SSD under section 4.36 (development declared SSD) of the EP&A Act as the development has a CIV in excess of \$30 million and is for the purpose of a hospital under clause 14(a) of Schedule 1 of the *State Environmental Planning Policy (State and Regional Development) 2011*.

3.2. Consent Authority

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

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

3.3. Permissibility

The site is zoned SP2 Infrastructure (Health Services Facility) under the *Hornsby Local Environmental Plan (HLEP) 2013*. The hospital use is permissible with consent within the zone.

3.4. Environmental Planning Instruments

Under section 4.15 of the EP&A Act, the consent authority is required to take into consideration any environmental planning instrument that is of relevance to the development the subject of the development application. Therefore, the assessment report must 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 & Regional Development) 2011* (SRD SEPP)
- *State Environmental Planning Policy (Infrastructure) 2007* (ISEPP)
- *State Environmental Planning Policy No. 55 – Remediation of Land* (SEPP 55)
- *State Environmental Planning Policy No. 33 – Hazardous and Offensive Development* (SEPP 33)
- *State Environmental Planning Policy No. 64 – Advertising Structures and Signage* (SEPP 64)
- *Sydney Regional Environmental Plan No 20 Hawkesbury-Nepean River (No 2 – 1997)* (HNR SREP)
- *Hornsby Local Environmental Plan 2013* (HLEP).

The Department has undertaken a detailed assessment of these EPIs and draft EPIs in **Appendix B** and is satisfied the application is consistent with the requirements of the EPIs.

3.5. Objects of the EP&A Act

The objects of the EP&A Act are the underpinning principles upon which the assessment is conducted. The statutory powers in the EP&A Act (such as the power to grant consent/ approval) are to be understood as powers to advance the objects of the legislation, and limits on those powers are set by reference to those objects. Therefore in making an assessment the objects should be considered to the extent they are relevant. A response to the Objects of the EP&A Act is provided at **Table 2**.

Table 2: Response to the objects of section 1.3 of the EP&A Act

Objects of the EP&A Act	Consideration
(a) <i>to promote the social and economic welfare of the community and a better environment by the proper management, development and conservation of the State's natural and other resources</i>	The proposal would redevelop land within the existing hospital campus to intensify the use and maximise efficiency through the consolidation of health services. The improved health care facilities and achieved efficiencies provide significant social and economic benefits to the community.
(b) <i>to facilitate ecologically sustainable development by integrating relevant economic, environmental and social considerations in decision-making about environmental planning and assessment,</i>	Section 3.6 of this report considers the proposed development against the principles of ESD.
(c) <i>to promote the orderly and economic use and development of land,</i>	The development would meet the objectives of the zone to provide health infrastructure. The redevelopment of the existing hospital campus to intensify the use would also be of economic benefit through job creation and infrastructure investment.
(d) <i>to promote the delivery and maintenance of affordable housing,</i>	The proposed development is for a hospital use and does not include the provision of affordable rental housing.
(e) <i>to protect the environment, including the conservation of threatened and other species of native animals and plants, ecological communities and their habitats,</i>	The proposed development would not result in the loss of any threatened or vulnerable species, populations, communities or significant habitats.
(f) <i>to promote the sustainable management of built and cultural heritage (including Aboriginal cultural heritage),</i>	The proposed development is not anticipated to result in any impacts upon built and cultural heritage, including Aboriginal cultural heritage. Notwithstanding, the Department has recommended a condition of consent requiring works to cease in the event of an unexpected Aboriginal heritage relic (See Appendix C).
(g) <i>to promote good design and amenity of the built environment,</i>	The Department has consulted with the GANSW throughout the assessment of the proposed development and considers the application, with the implementation of the Department's recommendations (See Section 5.2.1) would provide for good design and amenity of the built environment.
(h) <i>to promote the proper construction and maintenance of buildings, including the protection of the health and safety of their occupants,</i>	The Department has considered the proposed development and has recommended a number of conditions of consent to ensure the construction and maintenance is undertaken in accordance with legislation, guidelines, policies and procedures (see Appendix C).
(i) <i>to promote the sharing of the responsibility for environmental planning and assessment between the different levels of government in the State,</i>	The proposed development is SSD in accordance with the SRD SEPP. The Department has consulted with Council and other relevant Government agencies on the proposed development, including consultation on recommended conditions of consent.
(j) <i>to provide increased opportunity for community participation in environmental planning and assessment.</i>	Section 4.1 sets out details of the Department's public exhibition of the proposed development.

3.6. Ecologically Sustainable Development

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 in accordance with the NSW Health Engineering Services Guidelines which target a 10 per cent improvement on National Construction Code – Section J energy efficiency standards.

The Department has considered the proposed development in relation to the ESD principles. The Precautionary and Inter-generational Equity Principles have been applied in the decision-making process via a thorough and rigorous assessment of the environmental impacts of the proposed development. The proposed development is consistent with ESD principles as described in Sections 3.12 and 6.3 of the Applicant's EIS, and Appendix E of the Applicant's RtS, which has been prepared in accordance with the requirements of Schedule 2 of the Regulation.

The Applicant has not confirmed the suite of initiatives to be implemented as part of the proposed development and as such, the Department has recommended a condition that the details of the final ESD initiatives implemented, consistent with the NSW Health Engineering Services Guidelines be submitted to the satisfaction of the Certifying Authority prior to commencement of works.

Overall, the proposal is consistent with ESD principles and the Department is satisfied the proposed sustainability initiatives will encourage ESD, in accordance with the objects of the EP&A Act.

3.7. Environmental Planning and Assessment Regulation 2000

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

3.8. Secretary's Environmental Assessment Requirements

On 14 August 2017, 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 Schedule 1 of the EP&A Act, the Department publicly exhibited the application from 16 November 2017 until 15 December 2017 (30 days). The application was exhibited on the Department's website, at the NSW Service Centre and at the Hornsby Council offices.

The Department placed a public exhibition notice in the Sydney Morning Herald, Daily Telegraph and Hornsby Advocate on 15 November 2017, and notified adjoining landholders and relevant State and local government authorities in writing.

The Department received a total of seven submissions, comprising six submissions from public authorities and one submission from the general public. A summary of the issues raised in the

submissions is provided at **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 and public submissions during the assessment of the application (**Section 5**) and/or by way of recommended conditions in the instrument of consent at **Appendix C**.

4.1.1. Public Authority submissions

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

Hornsby Shire Council (Council)
Council did not object to the proposal, however, raised concerns with the following aspects of the development: • one building located on the hospital site is listed as a heritage item (No.529 – Collingridge House) • the property is also located within the vicinity of heritage listed street trees located along Palmerston Road • concerns were raised over complete demolition of the original hospital buildings which are historically and aesthetically significant at a moderate level. Although these buildings are not heritage listed, they are landmark buildings and options should be considered to incorporate some of the historic 1933 buildings • the works around 'Collingridge House' would have a positive impact on the item • the Transport and Accessibility Assessment (TAA) has mentioned 14 m long gas trucks and Heavy Rigid Vehicles (HRV) to service the hospital with swept paths to show these vehicles can access the site. Council's Traffic Branch requires clarification regarding what type of heavy vehicle is a 14 m long gas truck. Council is unaware of this size HRV • swept path analysis of the 14 m long gas truck accessing the gas storage facility with the proper road geometry (showing full width of road with parking occupancy) is required • the intersection of Edgeworth David Avenue/Palmerston Road/Myra Street is identified to be operating at a Level of Service (LOS) F. Concerns are raised regarding how the additional traffic will access Edgeworth David Ave via Palmerston Rd. There is an alternative route for motorists heading east/south from the hospital via Balmoral Street to access Edgeworth David Avenue and this is likely to be the preferred route when Palmerston Rd is delayed, however, there are existing traffic facilities on Balmoral Street which need to be removed in order to make Balmoral Street an attractive alternative route. It is requested that the existing traffic facilities on Balmoral Street be removed as a condition of consent • the TAA has identified that the roundabout intersection of Sherbrook Road/Northcote Road is currently operating at LOS A and predicting to operate at LOS E post development in the PM weekday peak. An upgrade of the existing roundabout intersection of Sherbrook Road/Northcote to a traffic controlled signalised intersection is requested.
Transport for NSW (TfNSW)
TFNSW raised the following issues: • on page 45 of the TAA it is stated that "<i>the intersection of Palmerston Road/Northcote Road will operate at capacity post development</i>", however, Table 15 indicates the intersection operates at Level of Service A for both AM and PM Weekday Peak post development • Edgeworth David Avenue is a classified regional road. Edgeworth David Avenue/Myra Street/Palmerston Road operates unsatisfactorily pre and post development, due to the fact that it is a major route in the road system that is largely used by locals and through traffic. Council and Roads and Maritime Services should be consulted in this regard • any approval should be conditioned to implement a comprehensive Green Travel Plan that includes, but is not limited to, the actions and recommendations identified in the Green Travel Plan • a Construction Traffic Management Plan (CTMP) is to be prepared and must address conflicts with weekend sports activities.
Roads and Maritime Services (RMS)
No objections are raised to the proposed development as it is unlikely to have any significant traffic impact on the classified road network.

Office of Environment and Heritage (OEH)
OEH has advised that the proposal does not contain any biodiversity, natural hazards or Aboriginal cultural heritage issues.
Environment Protection Authority (EPA)
The EPA raised the following concerns: • additional assessment of site contamination is required including groundwater information • hours of operation limited to 7 am to 6 pm Monday to Friday, 8 am to 1 pm Saturdays, and no works permitted on Sundays or public holidays • further noise monitoring is required to be undertaken in accordance with the Industrial Noise Policy (INP), including one week of data from the most affected noise sensitive receivers • provide a comprehensive quantitative assessment of operational noise impacts on surrounding noise sensitive receivers, especially surrounding residences, child care centres and places of public worship • clarification is required regarding potential petroleum storage to fuel the back-up emergency power generator • detail is required of practical measures to reduce consumption of potable water • detail is required to provide an assessment of passive and active measures to maximise energy efficiency and minimise energy consumption.
Sydney Water
Sydney Water has advised that there is limited capacity in the trunk water system for supply of drinking water to the development. As such a Section 73 certificate under the Sydney Water Act 1994 should be lodged prior to commencement of works. Sydney Water has also advised that there is sufficient capacity in the wastewater system to accommodate proposed development and that the site can be serviced via existing mains in the perimeter roads of the site.

4.1.2. Public submissions

A single public submission was received providing the following comments:

- works have already commenced including tree removal and demolition of buildings
- car parking areas have been closed
- traffic and parking is stretched to its limits.

The Department confirmed with the Applicant that the works referenced in the public submission were related to the approved multi-deck car park.

4.2. 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 issues raised in the submissions.

On 28 February 2018, the Applicant provided a Response to Submissions (RtS) (**Appendix A**) on the issues raised during the exhibition of the proposal. The RtS contained additional information (including additional and revised technical reports) and responses to the matters relating to car parking and traffic impacts, hazards, contamination, acoustic impacts, ESD, landscaping and design.

The RtS was made publicly available on the Department website and was referred to the relevant public authorities. An additional four responses were received from public authorities, including TFNSW, RMS, Council and EPA. A summary of the issues raised in the submissions is provided at **Table 4** and copies of the submissions may be viewed at **Appendix A**.

Table 4: Summary of public authority submissions to the RtS

Hornsby Shire Council (Council)
Council advised that they did not seek to provide any additional response following their previous comments.
Transport for NSW (TfNSW)
TfNSW provided no further comment, however recommended conditions of consent.
Environment Protection Authority (EPA)
The EPA raised the following concerns: - the contamination assessment results are compared against criteria for commercial/industrial land use rather than criteria more appropriate to the sensitive hospital use - background noise monitoring has not been undertaken in accordance with the Industrial Noise Policy.
Roads and Maritime Services (RMS)
RMS raised no further comments.

In response to the submissions to the RtS and the Department's request for further information, the Applicant provided an RtS Addendum, which provided further clarification on issues raised and additional technical reports including further acoustic data and a Remediation Action Plan (RAP). No significant amendments were made to the design or layout of the development.

5. ASSESSMENT

5.1 Section 4.15(1) matters for consideration

Table 5 identifies the matters for consideration under section 4.15 of the EP&A Act that apply to SSD in accordance with section 4.40 of the EP&A Act. The table represents a summary for which additional information and consideration is provided for in **Section 5** (key and other issues) and relevant appendices or other sections of this report and EIS, referenced in the table.

Table 5: Section 4.15(1) Matters for Consideration

Section 4.15(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 development control plan	Under clause 11 of the SRD SEPP, development control plans (DCPs) do not apply to SSD. Notwithstanding, consideration has been given to relevant DCPs at Appendix B .
(a)(iia) any planning agreement	Not applicable.
(a)(iv) the regulations	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 including environmental impacts on both the natural and built environments, and social and economic impacts in the locality,	The Department's assessment has considered the likely impacts of the proposed development and is satisfied impacts can be appropriately mitigated or conditioned (refer to Section 5).
(c) the suitability of the site for the development	The site is occupied by the existing hospital use and any impacts of development resulting from the intensification of

	the use can be appropriately managed. Consequently, the site is considered suitable for the proposed development.
(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	The proposed development would be in the public interest as it would provide additional and improved health care facilities for the region.
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 the Applicant's RtS and RtS Addendum in its assessment of the proposal. The Department considers the key issues associated with the proposal are:

- built form and urban design
- traffic and parking
- noise.

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 5.3**.

5.2.1 Built Form and Urban Design

The proposed development comprises three main elements as discussed earlier in this report.

The Main Building is proposed to be seven storeys including part basement level and rooftop plant level. The Main Building would adjoin the existing Star Building (constructed under Stage 1) which is located to the south, and the medical imaging building (approved under Part 5) to the west.

The Main Entry Building would comprise a part one/part three storey building (including roof top plant level) accommodating a main entrance, café and office spaces at ground floor level and paediatrics units at first floor level. The main entry opens up to the north from the centre of the site to connect to main circulation area of the campus.

The Hope Building Refurbishment would comprise refurbishment of, and extension to the ground floor level to extend and improve the emergency department and psychiatric emergency care centre.

The proposal also includes the construction of a services tunnel with pedestrian walkway above to connect the Stage 2 development with existing facilities at the northern end of the hospital campus.

Figure 7, 8 and 9 below detail the elevation concepts to Palmerston and Derby Roads, and the northern elevation within the site.



Figure 7: Palmerston Road (west) elevation (Source: EIS)



Figure 8: Northern elevation from the centre of campus (Source: EIS)



Figure 9: Derby Street (east) elevation (Source: EIS)

The site is not subject to any development standards including maximum height or floor space ratio under HLEP. The proposal would have an overall height of 26.5 m and would provide 22,387 sqm of gross floor area. The Main Building would be significantly higher than all other buildings on the campus. It is proposed that the height would be concentrated on the south-eastern section of the site, however a setback of 22 m would be maintained from Derby Road to provide separation from the low density residential developments opposite.

The primary orientation of the Stage 2 redevelopment is designed to the north and west. The main entrance of the proposal would have a north-western orientation to provide a connection to the central circulation area within the campus that provides landscaped areas, car parking and pedestrian linkages to other parts of the site. The Main Building, although it is located on the eastern side of the site and therefore significantly setback from Palmerston Road to the west, is proposed to incorporate architectural features on the western façade that define it as the dominant elevation. The eastern elevation to Derby Street incorporates an articulated built form with horizontal elements, however it would also include back of house services and existing loading docks that define it as a secondary frontage.

A variety of materials and finishes are proposed to be used including metal cladding, brick work and decorative perforated screening. The Applicant has advised that the proposed finishes are informed by the bark of an Angophora tree, which are prominent in the locality. The proposal would also continue architectural elements present in Stage 1.

Landscaped areas and courtyards would also be incorporated across the site. Three large landscaped areas are proposed within the central circulation area of the campus incorporating planting, public seating areas and sculpture elements. Two courtyards would also be located at ground floor level of the Main Building between the ambulatory care centre and medical assessment unit, and also between the Main Building and the Star Building to the south. A garden is also proposed on level 2 of the Main Entry Building adjoining the paediatric outpatient unit.

It is noted that following notification of the proposal, Council did not raise any concerns regarding the built form of the development.

Following consideration of the EIS, the Department and GANSW raised a number of queries with the application in relation to the design and layout, including: the configuration of the entry to prioritise pedestrian access; pedestrian and vehicular circulation; quality of the landscape design; insufficient natural light and ventilation; overshadowing; and presentation of the public domain.

In response to the issues raised, the RtS and RtS Addendum included explanation of the design and justification for the layout of the development. Minor changes were also proposed to the driveway layout and landscape areas. The Department and GANSW have reviewed the additional justification provided and considered the design within the context of the surrounding streetscape, and conclude the proposal would be acceptable on the following basis:

- the scale is appropriate within the context of the hospital campus which generally comprises a larger built form and is consistent with the envisaged future form and character of the hospital precinct, including the alignment of the main hospital buildings
- that whilst the Main Building is larger than the other hospital buildings within the precinct, it is appropriate for the site given it is centrally located and has adequate setbacks to the surrounding non-institutional uses
- the built form is consistent with typical hospital building design that maximises efficiency through vertical alignment of functions and services and modulates the building to reduce the visual mass
- the proposal would provide a modern contemporary building within the hospital campus that complements the contemporary design of buildings which have been recently constructed as part of Stage 1 and also those on the northern part of the site
- the proposal would provide a defined main entrance which opens to Palmerston Road and provides a positive response to the public domain
- a transition in bulk and scale of the proposal is provided as the lower forms of the existing hospital buildings line the campus boundaries, and the setback of the main building from the street frontages provide visual relief at a pedestrian level
- the proposal incorporates architectural design features to provide visual interest and minimise the massing of the building, including modulation, articulation and the incorporation of materials, colours and finishes that reflect the natural environment
- the proposal results in an overall improved external appearance for the hospital, particularly as the development includes a defined main entrance, and a central landscaped circulation area within the campus
- the proposal would have acceptable amenity impacts as surrounding residential properties are sufficiently separated from the bulk of the development and overshadowing would generally only impact the existing Star building on the campus
- the proposal would incorporate energy and water efficient initiatives
- the larger form allows for the consolidation of acute services in a fit-for purpose building that would allow for improved standard of care
- the proposal includes appropriately designed pedestrian linkages to provide improved connections to existing hospital buildings and improve the overall functionality of the site.

Accordingly, the Department concludes that the proposed built form and design of Stage 2 is acceptable for the site.

5.2.2 Traffic and Parking

Traffic

Operational

As a result of the proposed Stage 2 expansion of the hospital, it is anticipated the development would increase full time equivalent (FTE) staff by 169 and patient beds by 99. A Transport and Accessibility Assessment (TAA) undertaken by Taylor Thomson Whitting was submitted with the application which considers the traffic and parking impacts of the development.

Based on the expected increase in staff, visitors and outpatients the TAA estimated an increase in peak hour trips of 258 vehicles. To ascertain the impact of the increase trips on the surrounding road network, the TAA included a SIDRA analysis of key intersections in proximity to the hospital campus. The intersections investigated are identified in **Figure 10** and the results of the SIDRA analysis are provided in **Table 6** below.



Figure 10: Modelled Intersections (Base source: nearmaps)

Table 6: Analysis of Surrounding Intersections

Intersection	Peak Period	Existing Intersection Delay	Proposed Intersection Delay	Existing Level of Service	Proposed Level of Service
Edgeworth David Ave and Palmerston Rd	AM	11.3	13.4	A	A
	PM	14.2	18.0	A	B
Edgeworth David Ave and Myra St	AM	18.1	23.0	B	B
	PM	25.2	27.2	B	B
Jubilee St, Burdett St and Derby Rd	AM	12.2	12.3	A	A
	PM	11.2	11.9	A	A
Palmerston Rd and Burdett St	AM	12.0	16.7	A	B
	PM	11.8	11.8	A	A
Palmerston Rd and Northcote Rd	AM	5.8	5.9	A	A
	PM	6.3	7.4	A	A
Sherbrook Rd and Northcote Rd	AM	12.4	12.4	A	A
	PM	26.8	59.9	B	E
Network	Peak Period	Existing Average Travel Speed (km/h)	Proposed Average Travel Speed (km/h)	Existing Level of Service	Proposed Level of Service
Edgeworth David Ave, Palmerston Rd and Myra St	AM	14.7	13.2	F	F
	PM	11.7	10.5	F	F

*Network level of service is determined on speed efficiency in accordance with SIDRA guidelines.

The analysis indicates that the intersection of Sherbrook Road and Northcote Road would be adversely impacted by the development with the level of service reducing from 'B' (good operation) to 'E' (at capacity) during the PM peak period. All other intersections would continue to operate at a good level of service meeting the level 'A' and 'B' criterion.

The analysis also found that the Edgeworth David Avenue, Palmerston Road and Myra Street network, which already operates at a level of service 'F' (unsatisfactory, extra capacity required), would further deteriorate.

Following exhibition of the EIS, comments were received from TfNSW, RMS and Council relating to traffic impacts. The public submission also identified concerns with traffic in the area. TfNSW raised concerns in relation to the Edgeworth David Avenue, Palmerston Road and Myra Street network, and recommended consultation with RMS and Council to discuss the impacts on this intersection. Council requested works be undertaken to remove traffic calming devices along Balmoral Street to provide an alternative route for motorists, and relieve pressure on this network. Council also requested that the roundabout at the Sherbrook Road and Northcote Road intersection be upgraded with traffic signals in order to mitigate the decreased level of service from 'B' to 'E'. RMS raised no specific concerns as Stage 2 would not have any significant impact on the classified road network.

The Applicant responded to the issues raised by TfNSW and Council in the RtS. The additional information provided by Taylor Thomson Whiting explains that the estimated level of service arising from the development is based on a conservative scenario that does not account for shift work common amongst hospital staff. The peak demand arising from shift work occurs between 1.30 pm and 3.30 pm, which is outside the peak hour of the surrounding road network and therefore the actual impact of the development is likely to be less than estimated. For this reason, the Applicant contends that the request from Council to upgrade the Sherbrook Road and Northcote Road intersection and remove traffic calming devices along Balmoral Street is not justified. The Applicant

also advised that as part of the development consent for the multi-deck car park, a commitment was made for ongoing traffic monitoring up to six months after commencement of operations.

On receipt of the RtS, TfNSW, RMS and Council were again consulted. Both TfNSW and Council advised they had no further comments in relation to the development, and no response was received from RMS.

The Department has considered the submitted traffic report, agency comments, public submission and the Applicant's RtS. Although the development would reduce the level of service of the Sherbrooke Road and Northcote Road intersection to level 'E' during the PM peak period, the Department accepts that this is based on a conservative estimate and does not consider the impact of the proposal to be of such significant detriment that an upgrade from a roundabout to a signalised intersection could be reasonably required.

The Department also notes that the Edgeworth David Avenue, Palmerston Road and Myra Street network already operates with a level of service 'F' and although the level of service would be further affected by this development, the failure of this intersection is not a direct result of the proposal. Consequently, it is not considered reasonable to require works in Balmoral Street.

In response to comments made by Council on the EIS, the Applicant also clarified in the RtS that BOC (gas supplier) use a 14 m long semi-trailer to access the gas enclosure as a vehicle this size is able to negotiate local roads more easily. Swept paths with this size vehicle have been provided which demonstrate that the vehicle can readily access the subject site.

The Department is satisfied that the local road network could reasonably accommodate traffic generated by the development. Further, the implementation of the green travel plan will include measures to reduce car dependency through public transport initiatives and the inclusion of end of trip facilities, therefore reducing traffic impacts on the surrounding road network.

Construction

A Preliminary Construction Traffic Management Plan (PCTMP) was submitted with the application. Construction vehicles would include construction workers small vehicles, small delivery trucks, concrete trucks, trucks and trailers and semi-trailers. The PCTMP anticipates the majority of construction vehicles would be 12.5 m heavy rigid vehicles with 19 m semi-trailers used for larger deliveries. The proposal is anticipated to generate five heavy vehicle movements per hour during the length of the construction period.

Construction traffic would enter the site from Derby Road to avoid pedestrian activity around the medical centre and child care facilities on Palmerston Road and the school zone near to the intersection of Edgeworth David Avenue, Myra Street and Palmerston Road. It is anticipated that work zones would not be required as delivery and construction vehicles would be accommodated within the site. The PCTMP indicates that the additional vehicles would not interrupt existing traffic flows within the area.

Parking would not be available on site for construction workers, and therefore carpooling and use of sustainable transport options would be encouraged. Even so, there would likely be minor temporary impacts on on-street parking in the area as a result of increased demand. The Applicant has advised that the use of the surrounding streets for car parking would be monitored and discouraged. The multi-deck car park currently under construction is anticipated to be delivered in early 2019 and would alleviate demand on on-street car parking and further mitigate temporary construction impacts.

The Department is satisfied that construction traffic and parking can be adequately managed during construction of the development and has recommended a condition requiring the preparation of a detailed Construction Traffic and Pedestrian Management Plan prior to commencement of works to ensure that impacts on the surrounding street network are minimised.

Access

The Stage 2 redevelopment includes minor changes to vehicular access into the site.

The existing access (Gate 1) located on the western boundary off Palmerston Road is proposed to be relocated further north and widened. An internal roundabout is proposed at this point to manage vehicle movements to the approved multi-level car park, the existing at grade carpark and the proposed pick-up and drop-off facility. The pick-up and drop-off facility is proposed to be located in front of the main entry to the Stage 2 building, and would comprise a one-way loop designed to accommodate four parked vehicles.

The primary ambulance access from Palmerston Road is proposed to be retained however, the proposal also includes an additional ambulance driveway for egress onto Burdett Street. Five ambulance bays are also proposed adjacent to the emergency department.

No additional loading facilities are proposed or required for the Stage 2 redevelopment as appropriate facilities were accommodated within Stage 1.

The Department is satisfied that the revised access arrangements are acceptable for the site and would not result in any adverse traffic impacts.

Car Parking

The Stage 2 redevelopment does not include the provision of any car parking as part of the proposal. The *RMS Guide to Traffic Generating Development* does not provide a car parking rate for public hospital uses. The Hornsby DCP is also silent on this requirement. In the absence of any specific requirements, as part of the TAA an evaluation of expected parking demand was undertaken. The expected parking demand was determined on the basis of the projected number of full time staff and beds, and travel mode surveys of staff, outpatients and visitors of the hospital.

The Stage 2 redevelopment would result in the loss of 82 car parking spaces from the eastern side of the site and, as noted above, no additional parking is proposed as part of this application. Separate approval for a multi-deck car park has been previously granted by Council, providing 512 car parking spaces for hospital users. Currently, there are 442 car parking spaces located across the campus. Following completion of the approved multi-deck car park and the proposed Stage 2 redevelopment, this would increase to 788 spaces.

The TAA concluded that the estimated parking demand in 2016 was 1,026 car parking spaces. Following completion of Stage 2, parking need would reach 1,310 spaces, increasing demand by 284 parking spaces.

Currently, based on the 2016 estimates the hospital operates with an existing shortfall of parking across the site, which would not be entirely alleviated. However, following completion of the multi-deck car park and Stage 2, there would be an increase of 346 parking spaces across the site, which would accommodate the additional demand generated by the development and also improve the existing shortfall.

The Department is satisfied that the additional car parking demand generated by the proposed development would be accommodated on the site. However, to reduce pressure on parking, the Department recommends a condition of consent be imposed requiring the implementation of the draft Green Travel Plan submitted with the application and the installation of end of trip facilities to encourage the use of alternative modes of transport.

It is also noted that Council, RMS and TfNSW did not raise any concerns relation to the provision of on-site parking.

Subject to the above, the Department is satisfied that the parking demand arising from the proposed development would be appropriately mitigated.

5.2.3 Noise and vibration

The proposed development has the potential to cause adverse noise and vibration impacts on surrounding properties during construction and operation as a result of construction activities, operational plant and equipment and increased traffic in the area.

The EIS included an Acoustic Assessment prepared by Acoustic Logic. The assessment considered the potential impacts of on-site noise and vibration sources on the closest residential and allied health receivers. The RtS and RtS Addendum included additional noise information also prepared by Acoustic Logic.

The nearest sensitive receiver locations are: residential properties located opposite the site on Palmerston Road, Burdett Street and Derby Road; commercial properties along Palmerston Road; a church on the southern side of Burdett Street; and a child care centre, which adjoins the south-western corner of the site. Both attended and unattended noise monitoring was undertaken to quantify the existing acoustic environment at the site and near to the sensitive receiver locations. Noise monitoring locations are shown in **Figure 11** below.

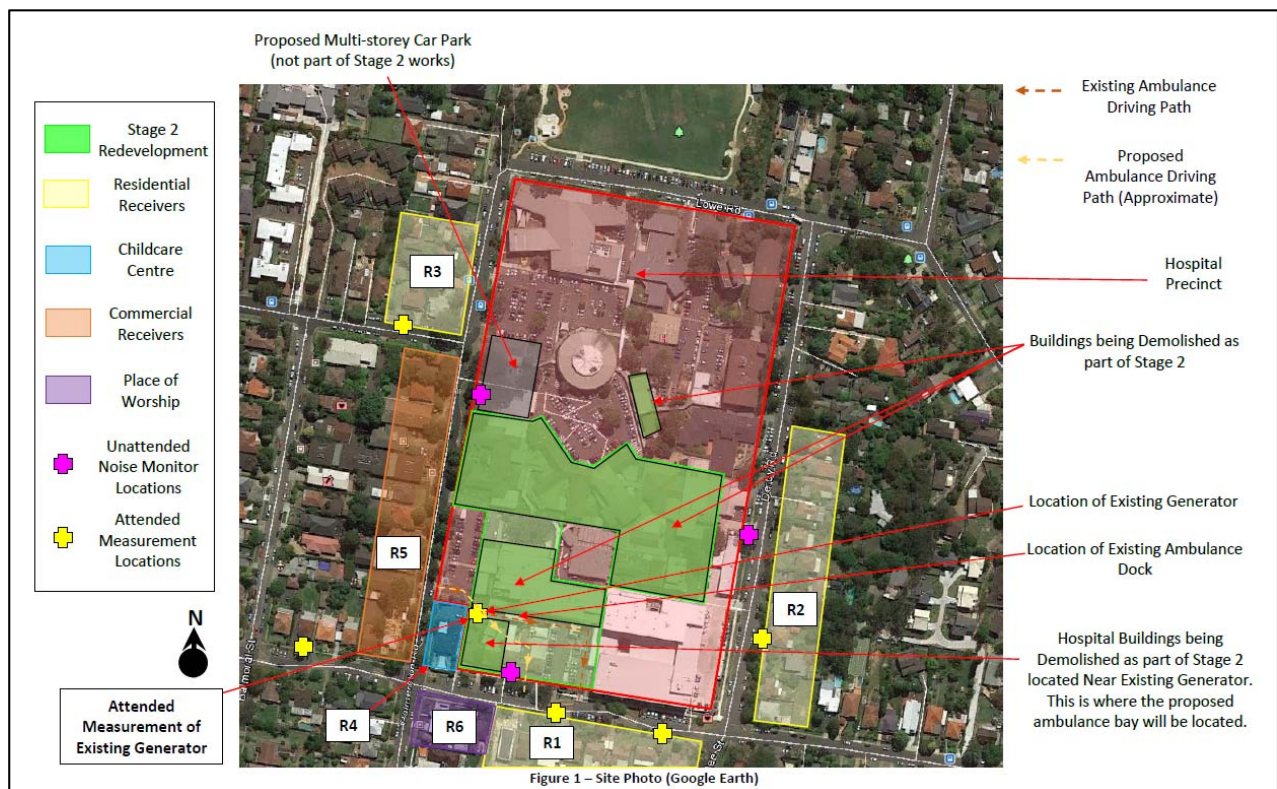


Figure 11: Noise Monitoring Locations (Source: Acoustic Assessment Report)

Construction

The *Interim Construction Noise Guideline* (DECCW, 2009) (ICNG) outlines the process of establishing noise management levels (NMLs) to minimise construction noise impacts on sensitive receivers.

The Acoustic Assessment has included summary of the NMLs for each sensitive receiver as detailed in **Table 7**.

Table 7: Construction Noise Emission Goals (Source: Acoustic Assessment)

Location	"Noise Affected" Level - dB(A)Leq(15min)	"Highly Noise Affected" Level - dB(A)Leq(15min)
Residences to the south along Burdett Street (R1)	54 (Normal Construction Hours) 49 (Outside Normal Hours - 6pm-10pm) 42 (Outside Normal Hours - 10pm-7am)	75
Residences to the east along Derby Street (R2)	52 (Normal Construction Hours) 48 (Outside Normal Hours - 6pm-10pm) 46 (Outside Normal Hours - 10pm-7am)	75
Residences to the north-west along Palmerston Road (R3)	53 (Normal Construction Hours) 47 (Outside Normal Hours - 6pm-10pm) 44 (Outside Normal Hours - 10pm-7am)	75
Childcare Centre Outdoor Play Areas (R4)	65 (based on management level for Active Recreation Areas of ICGN)	N/A
Commercial Receivers (R5)	70	N/A
Place of Worship (R6)	45 (internal)	N/A

The Applicant proposes the following construction hours, which are outside the standard construction hours provided within the ICNG:

- 7 am to 6 pm Monday to Friday
- 7 am to 5 pm Saturday
- no construction works on Sunday or NSW Public Holidays.

Predicted construction noise levels at the closest sensitive receivers were not provided, however the Acoustic Assessment does anticipate that the 'noise affected' target levels may be exceeded at the boundaries of the sensitive receivers and that there will be short periods where these properties are highly noise affected.

To address noise impacts during construction, the Acoustic Assessment recommends:

- an acoustic review of construction activities and plant/methods, once the construction program is completed
- identify acoustic controls such as scheduling of noisy works or use of screens
- consultation with residential neighbours
- implementation of a noise monitoring program during construction.

It is expected that excavation and piling would be the primary vibration generating activities. Given the distance to the nearest residential and commercial properties, construction vibration is not expected to be significant for the proposed works. However, as the child care centre adjoins the site, there would be the potential for vibration impacts on this property. To manage impacts on the child care centre, the Acoustic Assessment recommends conducting attended vibration measurements at the commencement of excavation works to ensure compliance with the relevant criteria.

In its submission on the EIS, the EPA made the following recommendations:

- construction-related works which are likely to be audible should be undertaken during standard construction hours within the ICNG
- intra-day respite periods should be implemented for works identified in the ICNG as particularly annoying and intrusive
- construction vehicles should not arrive outside of the approved construction hours
- a safety risk assessment should be undertaken to determine whether it is practicable to use audible movement alarms of a type that would minimise the noise impact on surrounding noise sensitive receivers, without compromising safety.

Upon receipt of the comments from the EPA, the Applicant revised the requested construction hours to align with the ICNG so that hours of construction on Saturdays would be reduced to between 8 am and 1 pm. The Applicant did however raise concerns with the EPA's request for intra-day respite periods.

The Department supports the mitigation measures of the Applicant as well as the recommendations of the EPA. The Department acknowledges that a development within an established urban environment will likely result in some noise impacts and as such, has recommended conditions to ensure noise is minimised where practicable. Additionally, a condition has been recommended requiring the Applicant to undertake construction works in accordance with ICNG's standard construction hours. Additionally, time periods for noisy works have been stipulated and scheduling of respite periods in accordance with the ICNG required.

Operation

It is anticipated that operational noise will arise from the new ambulance bay, the existing generator in the south-western corner of the site, patron noise from the café on the ground level at the main entrance and new external mechanical plant and equipment.

The submitted Acoustic Assessment considered operational noise against the relevant provisions of the NSW Industrial Noise Policy (EPA, 2000) (INP), Australian Standard (AS) Acoustics-Recommended design sound levels and reverberation times for building interiors.

The Acoustic Assessment determined that noise arising from the new ambulance bay and café will meet noise emission criteria without mitigation measures. Mitigation measures are however recommended for the existing generator, due to the demolition of existing buildings which currently screen the Burdett Street residences from the noise source. The Acoustic Assessment recommends installation of a solid, imperforate screen, around the eastern, western and southern sides of the generator. The screen would be setback 1.2 m and would measure a minimum 500 mm above the top of the generator in height.

The Acoustic Assessment indicated that mechanical plant equipment may have a noise impact, however detailed assessment was not provided as the equipment to be used had not yet been finalised. The Acoustic Assessment provided a variety of mitigation measures that may be implemented, and concluded that subject to a detailed acoustic review once plant equipment is selected, compliance with the INP criteria would be achieved.

Following review of the EIS, RtS and the RtS Addendum, the EPA advised that the Acoustic Assessment had not adequately established background noise levels and recommended further assessment be undertaken to address potential impacts. In the case that further noise monitoring would not be undertaken, the EPA recommended a condition to set project specific noise levels as follows:

- 40 dB LA eq (15 minute) for residences in Burdett Street
- 35 dBA LA eq (15 minute) for residences in Derby Road
- 39 dBA LA eq (15 minute) for residences Palmerston Road.

The EPA also advised that a detailed assessment of mechanical plant and equipment should be undertaken prior to determination of the application to allow for sufficient consideration of the impacts.

Following these comments, the Applicant provided further documentation from Acoustic Logic committing to the implementation of the project noise levels provided by the EPA and providing mitigation measures for mechanical plant and equipment based on possible sound levels.

The Department agrees with the EPA that further background noise monitoring should have been undertaken, however is satisfied that the recommended project noise levels would be sufficient to

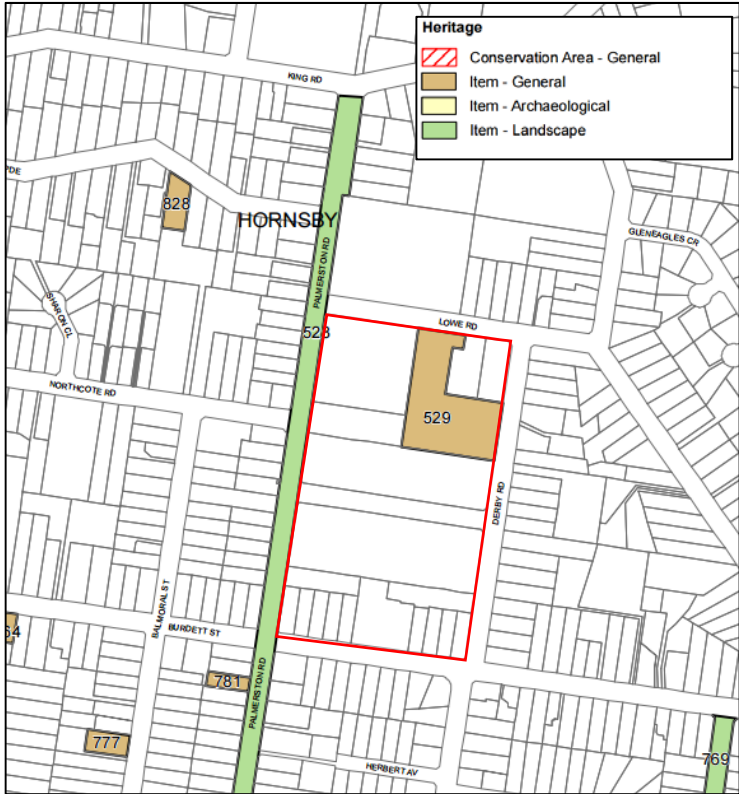
manage noise impacts. A condition is also recommended to enforce mitigation measures for mechanical plant and equipment based on noise levels following the detailed design.

The Department concludes that noise impacts of the proposed development will be appropriately managed through the implementation of the commitments made by the Applicant and the recommended conditions of consent.

5.3 Other issues

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

Table 8: Department's assessment of other issues

Issue	Consideration	Recommendation
Heritage	One building identified as a locally listed heritage item under HLEP 2013 is located on the Hornsby Ku-ring-gai Hospital campus. The building is identified as 'Collingridge House' and is located on the northern half of the site. It is noted that HLEP 2013 specifically excludes the grounds from the listing. The street trees along Palmerston Road are also listed under HLEP 2013 as a heritage item of local significance. See Figure 12.  Figure 12: Heritage Map Extract (Source: HLEP 2013) In addition to the above listings, Hornsby Council has raised concerns regarding the loss of the original hospital buildings from the site due to their historical significant, although it is noted that they are not listed. A Heritage Impact Assessment (HIA) accompanied the EIS which considered the impacts of the proposed development on the heritage significance of buildings on the site, the landscape character of the hospital, and the surrounding items.	The Department has recommended conditions requiring the implementation of the recommendations contained within the submitted HIA.

Issue	Consideration	Recommendation
	It is proposed to retain and protect both 'Collingridge House' and the listed street trees that line Palmerston Road. The trees in particular will be largely unaffected by the development subject to compliance with the arborist report discussed later in this report. The Department is satisfied that subject to conditions to ensure their preservation, the historical value of the trees would be retained. The HIA considers that the heritage significance of 'Collingridge House' would be protected as a result of the distance from the proposed development, and subject to the excavation of the proposed tunnel being undertaken with the guidance of an engineer in order to preserve the footings of the building. The HIA also acknowledged the historical value of the existing hospital buildings on the site which are to be demolished and which Council raised concerns about. However, the HIA also acknowledges that these buildings are largely altered and therefore not worthy of retention. The Department is satisfied that the separation of the proposed development from 'Collingridge House' would be sufficient to protect the heritage character and appearance of the building. Further the demolition of the nearby buildings to the south west will expand the curtilage of 'Collingridge House' to resemble its original construction and allow the incorporation of landscaping to improve its setting. It is considered the proposed development would not have a detrimental /impact on the heritage significance of this locally listed item. The Department acknowledges that the existing hospital buildings, particularly Building No's 1, 2 and 3, have historical value. However, as the buildings are largely altered and they are not listed as specific heritage items, their demolition for the purposes of expanding the hospital and improving health care facilities for the community is on balance, considered acceptable. Overall, the proposed development would maintain the historical use of the site for hospital purposes, and subject to conditions enforcing the recommendations of the HIA, the heritage impact of the development would be negligible.	
Contamination	A Preliminary Contamination Investigation (PCI) prepared by Douglas Partners, dated August 2014 was submitted with the EIS. The PCI indicated low levels of contamination of leachable contamination, however asbestos was detected. The PCI recommended further testing following demolition of the buildings on site. The Department raised concerns with the Applicant that the information provided was not sufficient to conclude that the site is suitable for the development. As such, as part of the RtS Addendum, the Applicant submitted a Remedial Action Plan (RAP) and the Department recommends conditions of consent to ensure its implementation.	The Department has recommended a condition of consent requiring the Applicant to engage a site auditor accredited under the <i>Contaminated Land Management Act 1997</i> to prepare a site audit report and site audit statement prior to occupation, certifying that the

Issue	Consideration	Recommendation
		land is suitable for its intended use.
Hazardous goods / safety concerns	The development is proposed to accommodate two liquid oxygen tanks with a combined capacity of 33,000 litres. The proposed tanks are to replace existing, smaller tanks and are to be located within an existing compound adjacent to the eastern boundary of the site. The submitted Preliminary Hazards Analysis (PHA) demonstrates that the design and operation of the hospital's oxygen supply system would be in accordance with Australian Standard AS 1894 'The Storage and Handling of Non-Flammable Cryogenic and Refrigerated Liquids. The Department considers that the location and storage of the potentially hazardous facilities are acceptable.	The Department has recommended conditions ensuring that storage of the oxygen supply is undertaken in accordance with relevant standards and that control measures and safeguards are implement in accordance with the PHA.
Tree removal	An Arboricultural Assessment was undertaken by Moore Trees Arboricultural Services. The assessment considered 19 individual trees and one collection of mixed native and exotic shrubs. The report identifies fifteen trees and the collection of shrubs for removal. Four trees would be retained and protected during construction. To mitigate the loss of trees from the site, the submitted landscape plans include planting of 234 trees across the hospital campus. The Department is satisfied that the loss of trees is necessary to facilitate the development and that the proposed replacement planting is satisfactory to offset the proposed tree removal.	The Department has recommended conditions requiring the implementation of tree protection measures including the appointment of a project arborist for the construction period.
Development contributions	The development is subject to the requirements of the 'Hornsby Shire Council Section 94A Development Contributions Plan 2014'. The Applicant has requested an exemption from payment of contributions under the S94A Plan on the basis that the proposed development is providing new \$185 m health facility of significant public benefit to the community. The Applicant also contends that the proposal would provide local employment without creating additional demand on infrastructure. Additionally, the Applicant identifies the development provides a significant investment in social infrastructure to the area and will provide a high level of community service. Council has not requested the payment of a development contribution for the proposed development. The Department has considered the Development Contributions Plan and the Applicant's request, and considers that the full exemption can be supported in this instance as the development would not directly generate a need for an upgrade in infrastructure and provides significant public benefit to community.	The Department considers no conditions or amendments are necessary.

5.4 Public Interest

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

- the provision of modern health facilities consistent with best practice guidelines and current standards for health care
- the delivery of additional health care facilities to support the growing and ageing population of the region
- the creation of employment opportunities in the area including approximately 590 construction jobs and 169 operational jobs.

6. CONCLUSION

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

The proposed development is consistent with the objects of the EP&A Act (including ecologically sustainable development) and is consistent with the State's strategic planning objectives for the site as set out in the Premiers Priorities, the Greater Sydney Regional Plan, 'A Metropolis of Three Cities' and the North District Plan. The Department considers that the proposal would provide significant public benefits as it will deliver health infrastructure for the ageing population and improve service levels in hospitals through the construction of new health facilities and upgrading of existing health facilities in an accessible location. The proposal would also provide economic benefits, generating approximately 590 construction jobs, 169 operational jobs and a \$185 million investment in health infrastructure.

The Department's assessment concludes that the built form of the proposed development is acceptable within the context of the hospital and health precinct, and would not result in any significant adverse environment or amenity impacts. The Department is also satisfied the traffic and parking generated by the proposed development can be accommodated within the local traffic network. Noise impacts would be appropriately managed through recommended conditions of consent.

The Department concludes the impacts of the development are acceptable and 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 4.38 of the EP&A Act 1979, it is recommended that the Executive Director, Priority Projects, as delegate of the Minister for Planning:

- **considers** the findings and recommendations of this report;
- **grants consent** to the State significant development application for SSD 8647 subject to conditions; and
- **signs** the attached development consent and recommended conditions of consent (Attachment D).

Teresa Gizzi
Senior Planner, Social and Other Infrastructure Assessments

Recommended by:



David Gibson
Team Leader
Social Infrastructure Assessments

Decision

The recommendation is Approved by:


30/5/18

David Gainsford
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=8647

2. Submissions

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=8647

3. Applicant's Response to Submissions

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=8647

APPENDIX B CONSIDERATION OF ENVIRONMENTAL PLANNING INSTRUMENT(S)

ENVIRONMENTAL PLANNING INSTRUMENTS (EPIs)

To satisfy the requirements of section 4.15(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 and Regional Development) 2011* (SRD SEPP)
- *State Environmental Planning Policy No. 55 – Remediation of Land* (SEPP 55)
- *State Environmental Planning Policy No 33 – Hazardous and Offensive Development* (SEPP 33)
- *State Environmental Planning Policy No. 64 – Advertising and Signage* (SEPP 64)
- *Sydney Regional Environmental Plan No 20 Hawkesbury-Nepean River (No 2 – 1997)*
- *Hornsby Local Environmental Plan (2013)*.

COMPLIANCE WITH CONTROLS

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

Table 1: SRD compliance table

Relevant Sections	Consideration and 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 4.36 (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 specified in Schedule 2.	Yes

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

The proposal is for SSD in accordance with section 4.36 of the EP&A Act because it is development for the purpose of a hospital with a capital investment value (CIV) in excess of \$30 million, under clause 14 (hospitals, medical centres and health research facilities) of Schedule 1 of State Environmental Planning Policy (State and Regional Development) 2011, as in force at the time of lodgement.

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 contamination assessment which identified asbestos fibres within the fill located on the site. The Applicant provided a RAP as part of the RtS Addendum that proposed management measures for the contamination of asbestos fibres within the fill profile of the site.

The Applicant considered remedial actions to be technically feasible, environmentally justifiable and consistent with relevant legislative requirements and policies. Contingency remedial approaches are also proposed.

The Department has recommended that a site auditor be engaged and a site validation report be prepared demonstrating that appropriate remediation of the site has been undertaken.

Based on the findings above, the Department is satisfied that the site can be made suitable for the continued hospital use and proposed open space use.

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

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 includes storage of an additional 18.8 tonnes of liquid oxygen which exceeds the SEPP 33 screening threshold. Consequently, a Preliminary Hazard Analysis prepared by Premier Engineering Services was submitted with the RtS.

The proposal has been assessed against the provisions of SEPP 33 and the Department considers that provided safeguards for the handling of storage tanks are implemented in accordance with Australian Standard AS 1894 'The Storage and Handling of Non-Flammable Cryogenic and Refrigerated Liquids', the risk from the development to the surrounding uses are acceptable.

State Environmental Planning Policy No. 64 – Advertising and Signage

State Environmental Planning Policy No 64 - Advertising and Signage (SEPP 64) applies to all signage that under an EPI can be displayed with or without development consent and is visible from any public place or public reserve.

The development seeks consent for the construction of an internally illuminated pylon sign measuring 3.5 m high x 1.2 m wide adjacent to the Palmerston Road driveway entrance. Under clause 8 of SEPP 64, consent must not be granted for any signage application unless the proposal is consistent with the objectives of the SEPP and with the assessment criteria which are contained in Schedule 1.

The Applicant has provided an assessment of the proposed signage against the provisions of Schedule 1 of SEPP 64. The Department has considered the signage against the objectives of the SEPP and the assessment criteria contained in Schedule 1 and found it to be acceptable.

Sydney Regional Environmental Plan No 20 Hawkesbury-Nepean River (No 2 – 1997)

Sydney Regional Environmental Plan No 20 Hawkesbury-Nepean River (No 2 – 1997) (HNR SREP) provides planning principles to protect the environment of the Hawkesbury-Nepean River system.

The proposal has been assessed against the planning considerations, policies and strategies outlined in the HNR SREP. The proposal: would not affect use of the waterways; is not located on environmentally sensitive land; and would not negatively impact on water quality. The development is consistent with the metropolitan strategy and it is considered the environment of the Hawkesbury-Nepean River system would be preserved.

Hornsby Local Environmental Plan 2013 (HLEP)

The HLEP aims to encourage the development of housing, employment, infrastructure and community services to meet the needs of the existing and future residents of the Hornsby LGA. The HLEP also aims to conserve and protect natural resources and foster economic, environmental and social wellbeing.

Consideration of the relevant controls contained within HLEP is provided below in **Table 2**.

Table 2: Hornsby LEP compliance table

HLEP 2013	Department Comment/Assessment
Clause 2.3 Zone Objectives and land use table	The site is zoned SP2 – Infrastructure (Health Services Facilities). The proposed development for a hospital is permissible in the zone and consistent with the zone objectives.
Clause 2.7 Demolition requires development consent	Demolition of a number of buildings within the footprint of the development are included as part of the proposed development and will therefore form part of any consent granted.
Clause 5.10 Heritage conservation	See discussion under Section 5.3 .
Clause 6.2 Earthworks	The earthworks associated with the proposed development include excavation for the semi-basement level and tunnel the basement level. 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 6.8 Design excellence	Detailed consideration of the proposal against the principles of design excellence is provided in Appendix C of this report. The Department is satisfied that the proposal exhibits design excellence.

The Department has consulted with Council throughout the assessment process and has considered all relevant provisions of the HLEP 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 HLEP.

Draft Remediation of Land State Environmental Planning Policy (Draft SEPP)

An Explanation of Intended Effect for the Draft SEPP and Draft Contaminated Land Planning Guidelines are on exhibition until 13 April 2018.

The Explanation of Intended Effect sets out the key changes proposed to SEPP 55 which largely relate to:

- categorisation of remediation works based on scale, risk and complexity
- more clearly specifying remediation works requiring development consent
- introducing certification and operational requirements for remediation works that can be undertaken without development consent
- requiring environmental management plans relating to post remediation management of sites or ongoing operation, maintenance and management of on-site remediation measures (such as containment cell) to be provided to Council.

The key operational framework of SEPP 55 is to be maintained and new provisions are unlikely to significantly affect the subject applications. As such, the Department is satisfied that the proposal would be consistent with the intent of the Draft SEPP.

Draft State Environmental Planning Policy (Environment)

The draft State Environmental Planning Policy (Environment) (Environment SEPP) is a consolidated SEPP which proposes to simplify the planning rules for a number of water catchments, waterways, urban bushland, and Willandra Lakes World Heritage Property. Once adopted, the draft SEPP will replace seven existing SEPPs. The proposed SEPP will provide a consistent level of environmental protection to that which is currently delivered under the existing SEPPs. Where existing provisions are outdated, no longer relevant or duplicated by other parts of the planning system, they will be repealed.

Given that the proposal is consistent with the provisions of the existing SEPPs that are applicable, it is concluded that the proposed development will generally be consistent with the provisions of the draft Environment SEPP.

Other Policies

In accordance with Clause 11 of the State and Regional Development SEPP, Development Control Plans do not apply to State significant development.

Notwithstanding, the objectives of relevant plans and policies that govern the carrying out of the project are appropriate for consideration in this assessment in accordance with the SEARs and are considered below.

Hornsby Development Control Plan 2013

Consideration of the relevant development controls contained within Council's DCP is provided in **Table 3** below.

Table 3: Hornsby DCP compliance table

Hornsby DCP 2013	Department Comment/ Assessment	Yes/No
Tree and Vegetation Preservation	Addressed at Section 5.3 of this report.	Yes
Stormwater Management	The proposed development would be consistent with this clause subject to conditions of consent recommended by Council.	Yes

Transport and Parking	Addressed at Section 5.2.2 of this report.	Yes
Accessible Design	A BCA Assessment Report prepared by Blackett Maguire and Goldsmith was submitted with the application and demonstrates the development would meet the requirements of the NCC and the relevant Australian Standards.	Yes
Waste Management	Conditions of consent are recommended to submit a CEMP prior to commencement of works. This will require the inclusion of waste management detail.	Yes
Noise and Vibration	Addressed at Section 5.2.3 of this report.	Yes
Crime Prevention	The proposed development satisfies the principles of Crime Prevention through Environmental Design.	Yes
Building Sustainability	Addressed at Section 3.6 of this report.	Yes
Landscaping	The proposed landscape design would soften the visual impacts of the development, provides opportunities for passive recreation and would improve the aesthetic quality of the development.	Yes
Signage	The proposed pylon sign has been considered under SEPP 64 (Advertising and Signage) and found to be acceptable.	Yes

APPENDIX C CLAUSE 6.21 DESIGN EXCELLENCE MATTERS FOR CONSIDERATION

Evaluation	Consideration
(a) whether a high standard of architectural design, materials and detailing appropriate to the building type and location will be achieved,	A variety of materials and finishes are proposed to be used including metal cladding, brick work and decorative perforated screening. The Applicant has advised that the proposed finishes are informed by the bark of an Angophora tree, which are prominent in the locality. The proposal would also continue architectural elements present in Stage 1. The Department considers the design, materials and detailing to be appropriate for the locality.
(b) whether the form and external appearance of the proposed development will improve the quality and amenity of the public domain,	The Department considers the proposed development will improve the quality and amenity of the public domain. In particular, the connection to Palmerston Road would be significantly improved through the demolition of existing buildings that provide a barrier to the street, and providing landscaped areas through the central circulation area that provide a visual connection to the public domain.
(c) whether the proposed development detrimentally impacts on view corridors,	The proposal would not have a detrimental impact on any significant view corridors.
(d) whether the development achieves transit-oriented design principles, including the need to ensure direct, efficient and safe pedestrian and cycle access to nearby transit nodes	The proposal includes a new main entrance with clear pedestrian and cycle links from Palmerston Road. The closest public transport (bus) links operate from this street frontage. Upgraded wayfinding signage is also proposed across the site to improve legibility for pedestrians. The submitted green travel plan includes measures to encourage the use of the available bus and train services for travel to and from the site including the preparation of a transport access guide and provision of additional signage between Hornsby and Waitara train stations. In this regard, the development is considered to achieve transit oriented design principles.
(e) the requirements of the Hornsby Development Control Plan,	Consideration of the development against the provisions of the Hornsby DCP in Appendix B of this report.
(f) how the proposed development addresses the following matters:	
(i) the suitability of the land for development,	The site is appropriately zoned SP2 – Infrastructure (Health Services Facilities) under HLEP 2013. The proposal is permissible with consent and the site is considered for the continued use for health care services.
(ii) existing and proposed uses and use mix,	The Department notes that the proposal would result in the continued occupation of the site as a hospital which is considered an appropriate use of the site.
(iii) heritage issues and streetscape constraints,	Heritage impacts are discussed in detail in Section 5.3 and found to be acceptable.
(iv) the relationship of the development with other	Although the Main Building is larger than the other hospital buildings within the precinct it is not excessive and is

Evaluation	Consideration
development (existing or proposed) on the same site or on neighbouring sites in terms of separation, setbacks, amenity and urban form,	considered acceptable as the height is located to step down towards the boundaries. Further, given the height is centrally located and has adequate setbacks to the surrounding non-institutional uses, the developments relationship with surrounding development is acceptable.
(v) bulk, massing and modulation of buildings,	The Department is satisfied that the proposal represents an appropriate development given the context of the site.
(vi) street frontage heights,	The main height of the building is setback at least 22 m from the nearest street frontage to provide a buffer to residential properties located opposite. The height of the remainder of the proposal is consistent with existing buildings located on the hospital campus and would not appear visually dominant in the streetscape.
(vii) environmental impacts and factors such as sustainable design, overshadowing and solar access, visual and acoustic privacy, noise, wind, reflectivity, water and energy efficiency and water sensitive urban design,	The Department has considered the environmental impacts of the development in Section 5 of this report. The proposal would not result in any unreasonable detrimental environmental impacts on adjoining properties.
(viii) the achievement of the principles of ecologically sustainable development,	As outlined in Section 3.6 , the Department is satisfied that the proposed development satisfactorily achieves the principles of ESD.
(ix) pedestrian, cycle, vehicular and service access and circulation requirements,	The Applicant has considered pedestrian, cyclist and vehicular access in the design of the proposed development, including the provision of end of trip facilities. The Department considers that subject to the implementation of conditions, access would be appropriate.
(x) the impact on, and any proposed improvements to, the public domain,	The proposed development would result in a noticeable change to the immediate public domain along the eastern, western and southern boundaries of the site as a result of the proposed buildings. Even so, the relationship of the development to the public domain is acceptable and would not result in significant detrimental impacts.
(xi) achieving appropriate interfaces at ground level between the building and the public domain,	The Main Building is proposed to be setback from the nearest (eastern) boundary to provide visual separation and maintain the existing interface with Derby Street. The low scale of the buildings that would present to Palmerston Road and Burdett Street are of an appropriate scale to preserve an acceptable interface at a pedestrian level. Further, the opening up of the site along Palmerston Road to provide visual access to the Main Entry building and central courtyard would improve the public domain interface in this location.
(xii) integration of landscape design, including the configuration and design of communal access and communal recreation areas, to incorporate exemplary and innovative treatments and to promote an effective social atmosphere.	The proposed landscape design includes a number of courtyards that include generous planting, public seating areas and sculpture features that would encourage interaction and activity, therefore providing good public amenity.

APPENDIX D RECOMMENDED CONDITIONS OF CONSENT
