

**MAJOR PROJECT ASSESSMENT:
Sydney Adventist Hospital Day Surgery
Redevelopment, Hornsby
(MP 09_0199)**



Director-General's
Environmental Assessment Report
Section 75I of the
Environmental Planning and Assessment Act 1979

January 2011

ABBREVIATIONS

CIV	Capital Investment Value
Department	Department of Planning
DGRs	Director-General's Requirements
Director-General	Director-General of the Department of Planning
EA	Environmental Assessment
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	Environmental Planning and Assessment Regulation 2000
EPI	Environmental Planning Instrument
MD SEPP	State Environmental Planning Policy (Major Development) 2005
Minister	Minister for Planning
PAC	Planning Assessment Commission
Part 3A	Part 3A of the <i>Environmental Planning and Assessment Act 1979</i>
PEA	Preliminary Environmental Assessment
PFM	Planning Focus Meeting
PPR	Preferred Project Report
Proponent	Sydney Adventist Hospital
RtS	Response to Submissions

Cover Photograph: North-East Corner of Proposed Development

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EXECUTIVE SUMMARY

This report is an assessment of an application by Sydney Adventist Hospital (the Proponent), seeking project approval for the redevelopment of Sydney Adventist Hospital Day Surgery, Hornsby, pursuant to Part 3A of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

The site has an area of 3,187m² and is located opposite the existing Hornsby and Ku-ring-gai Hospital with frontages to Northcote Road, Balmoral Street and Palmerston Road in Hornsby. The site is owned by Sydney Adventist Hospital and is within the Hornsby Local Government Area.

The site currently contains the existing Sydney Adventist Hospital Day Surgery, Air Liquide Healthcare, AMX Health, On Balance Physiotherapy and professional rooms. The site also contains at grade parking and scattered trees throughout.

The project application seeks approval for the demolition of all existing buildings on site; excavation for, and construction of car parking for 139 vehicles over two levels (basement and lower ground); staged construction of a new 3 – 4 storey 6,237m² hospital building; and provision of landscaping and construction of associated infrastructure.

The Capital Investment Value (CIV) is **\$43,000,000**, and the proposal will create approximately 100 – 150 full time equivalent construction jobs, and approximately 100 full time equivalent operational jobs.

The site is zoned Residential AM (Low Density—Medical Support) Zone under *Hornsby Local Environmental Plan 1994*. The proposal is permissible in the zone.

The EA was exhibited from 15 September 2010 until 15 October 2010. The Department received five (5) submissions from Public Authorities, which included Hornsby Shire Council, Transport NSW, NSW Health, Roads and Traffic Authority and Sydney Water, and four (4) submissions from the general public. Issues raised in the submissions related to built form, noise, vibration, residential amenity, transport, consultation, overshadowing and wind impacts.

On 11 November 2010, the proponent submitted a response to submissions and final Statement of Commitments (SoC). Minor changes were proposed in relation to the car parking layout.

The Department has assessed the merits of the project and considers that the key issues associated with the proposal relate to height, bulk and scale, urban design and public domain, noise, transport, environmentally sustainable development (ESD) and the public interest. These issues have been assessed in detail and the Department is satisfied that they can be adequately mitigated and managed to ensure a satisfactory level of environmental performance, pursuant to section 75J of the EP&A Act.

The Department is satisfied the site is suitable for the proposed use and that the project will provide significance social and economic benefits for the region, and is consistent with the strategic planning objectives of the NSW State Plan, the Metropolitan Plan for Sydney 2036 and the North Subregion Draft Subregional Strategy as it would:

- Ensure appropriate social infrastructure and services are located near transport, jobs and housing;

- Contribute towards meeting the employment capacity target of 15,000 new jobs in the North Subregion by 2036;
- Create increased business investment;
- Strengthen clusters of activities in specialised centres; and
- Provide fair access to jobs.

The Department therefore considers the project to be in the public interest and the Project Application should be approved, subject to conditions.

TABLE OF CONTENTS

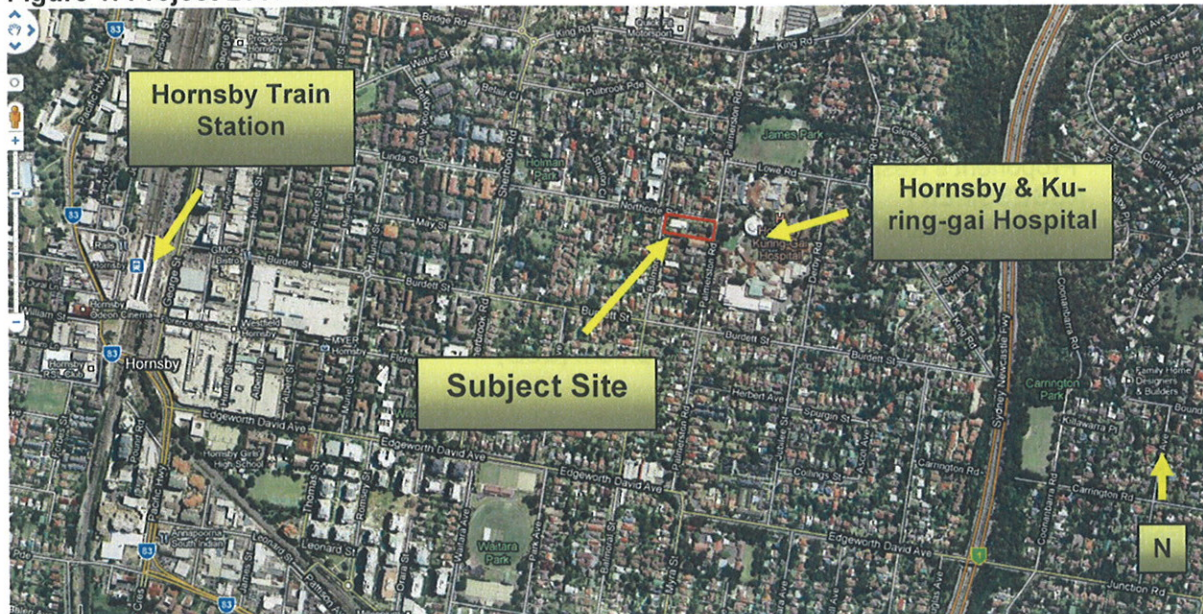
1.	BACKGROUND	1
2.	PROPOSED PROJECT	4
2.1.	Project Description	4
2.2.	Project Need and Justification	7
3.	STATUTORY CONTEXT	8
3.1.	Major Project	8
3.2.	Permissibility	8
3.3.	Environmental Planning Instruments	8
3.4.	Objects of the EP&A Act	8
3.5.	Ecologically Sustainable Development	9
3.6.	Statement of Compliance	9
4.	CONSULTATION AND SUBMISSIONS	10
4.1.	Exhibition	10
4.2.	Public Authority Submissions	10
4.3.	Public Submissions	11
4.4.	Proponent's Response to Submissions	12
5.	ASSESSMENT	13
5.1.	Height, Bulk and Scale	13
5.2.	Urban Design and Public Domain	15
5.3.	Noise	16
5.4.	Transport	18
5.5.	Environmentally Sustainable Development (ESD)	20
5.6.	Public Interest	21
6.	CONCLUSION	21
7.	RECOMMENDATION	22
APPENDIX A	ENVIRONMENTAL ASSESSMENT	23
APPENDIX B	SUBMISSIONS	24
APPENDIX C	PROPONENT'S RESPONSE TO SUBMISSIONS	25
APPENDIX D	CONSIDERATION OF ENVIRONMENTAL PLANNING INSTRUMENTS	26
APPENDIX E	POLITICAL DONATION DISCLOSURES	29
APPENDIX F	RECOMMENDED CONDITIONS OF APPROVAL	30

1. BACKGROUND

1.1 The Site

The site is located in the Hornsby Local Government Area (LGA) opposite the Hornsby and Ku-ring-gai Hospital. The site is located on the southern side of Northcote Road, between Balmoral Street and Palmerston Road and is legally described as Lots 391 and 392 in DP 816195, and Lot 38 in 7033. The project location is shown in Figure 1 below.

Figure 1: Project Location



The locality is serviced by local bus services with a stop approximately 50m to the north of the site along Palmerston Road. Additionally, the site is approximately 1.1km east of Hornsby Train Station.

1.2 Existing Site Features

The site comprises three (3) allotments with a total area of approximately 3187m². The site is regular in shape and slopes from the east to the west with a drop of approximately 5m. There are five existing medical related single storey buildings contained within the site, including: the SAN Day Surgery; Air Liquid Healthcare; AMX Health; On Balance Physiotherapy; and professional rooms. The staged demolition of all buildings on site forms part of this project application.

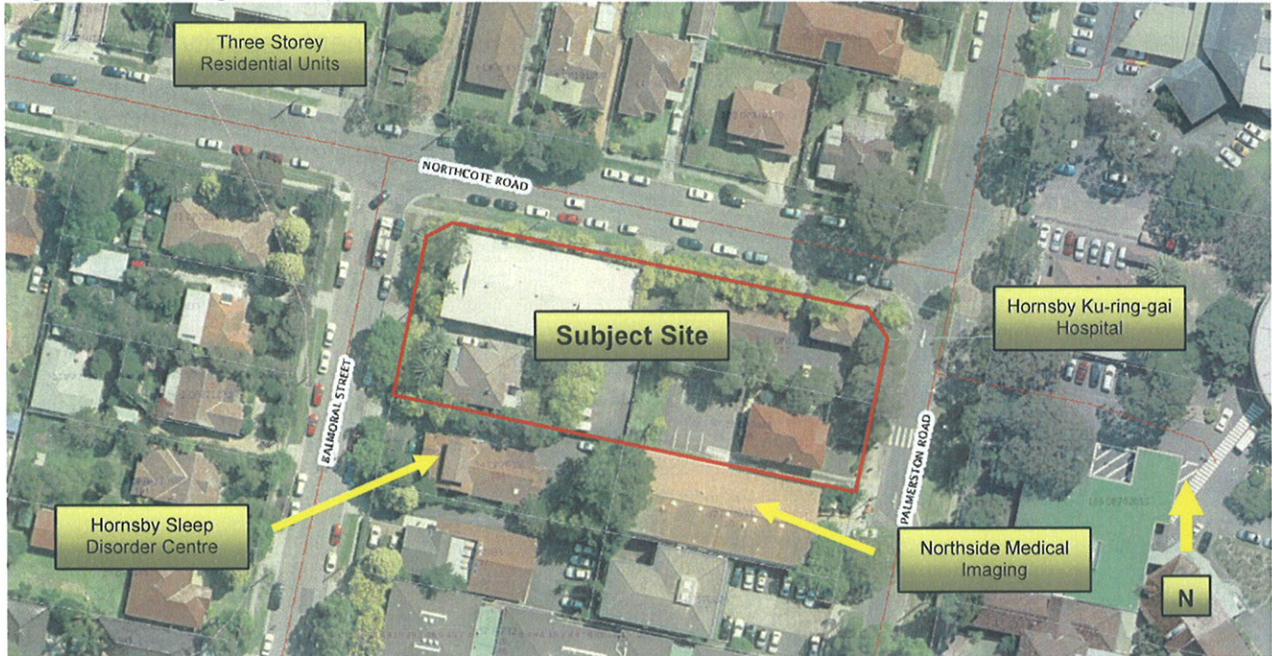
1.3 Surrounding Development

The subject site is located amongst a mix of residential and medical related uses which are detailed below:

- To the north of the site, beyond Northcote Road, is a mixture of single and two storey residential developments, multi unit dwellings, and a three storey apartment block towards the North West.
- To the east of the site, beyond Palmerstone Road, is the Hornsby and Ku-ring-gai Hospital campus which comprises a variety of buildings which vary in height, age and character.

- To the south of the site are a range of medical centres and health consulting rooms which are predominantly associated with the Hornsby and Ku-ring-gai Hospital. Adjoining the south east boundary is the Northside Medical Imaging building and adjoining the south west boundary of the site is the Hornsby Sleep Disorder Centre.
- To the west of the site, beyond Balmoral Street, are predominantly single storey residential dwellings.

Figure 2: Existing Site Layout



1.4 Strategic Context

1.4.1 NSW State Plan

The NSW State Plan seeks to achieve improved urban environments and deliver attractive and sustainable development through reductions in greenhouse gas emissions and development in close proximity to existing centres, services and transport. The State Plan aims to improve the design of cities, centres and suburbs and the proposal will achieve this through expanding medical facilities within an established medical precinct.

The proposal would contribute to a number of the plan's important priorities and targets, including the following:

- Improved survival rates and quality of life for people with potentially fatal or chronic illness through improvements in health care;
- Improve and maintain access to quality healthcare in the face of increasing demand; and
- Increased business investment.

1.4.2 Metropolitan Plan for Sydney 2036

The Metropolitan Plan for Sydney 2036, which builds on the previous *Metropolitan Strategy: A City of Cities* and integrates with the *Metropolitan Transport Plan*, supports positioning Sydney as a globally competitive city.

The proposed development will satisfy the Metropolitan Plan objectives to:

- Ensure appropriate social infrastructure and services are located near transport, jobs and housing;
- Strengthen clusters of activities in specialised centres; and
- Provide fair access to jobs.

1.4.3 North Subregion Draft Subregional Strategy

Hornsby is identified as a major centre within the North Subregion Draft Subregional Strategy. The Strategy identifies that further improvements need to be made in the centre through the promotion of mixed uses and employment uses need to be encouraged in the centre to service the expanding population. The strategy sets an employment capacity target of 9,000 new jobs for the Hornsby LGA by 2031. The proposed development will contribute towards meeting this target through the provision of approximately 100 – 150 full time equivalent construction jobs, and approximately 100 full time equivalent operational jobs.

2. PROPOSED PROJECT

2.1. Project Description

The proposal as described in the Environmental Assessment sought approval for:

- the demolition of existing buildings on the site;
- excavation for, and construction of, car parking for 139 vehicles over two levels (basement and lower ground);
- staged construction of a new 6,237m² hospital building, including ancillary support services; and
- provision of landscaping and construction of associated physical infrastructure.

The proposed redevelopment involves two (2) stages. The staged construction has been proposed to facilitate the continued operation of the existing Sydney Adventist Hospital Day Surgery Hornsby Building (SDS Building) throughout Stage 1 of the development. Upon completion of Stage 1, all services are to be transferred to the new building, and the existing SDS Building is to be demolished, and Stage 2 construction will commence (see Figure 3 & 4). A breakdown of each stage is provided below.

STAGE 1

Stage 1 will comprise:

- Demolition of four (4) buildings on site;
- Retention and operation of the existing main SDS building;
- Excavation for and construction of basement parking (excluding the area of the site occupied by the existing SDS building);
- Partial construction of the new hospital building on eastern half of the site; and
- Construction of landscaping and associated physical infrastructure associated with Stage 1.

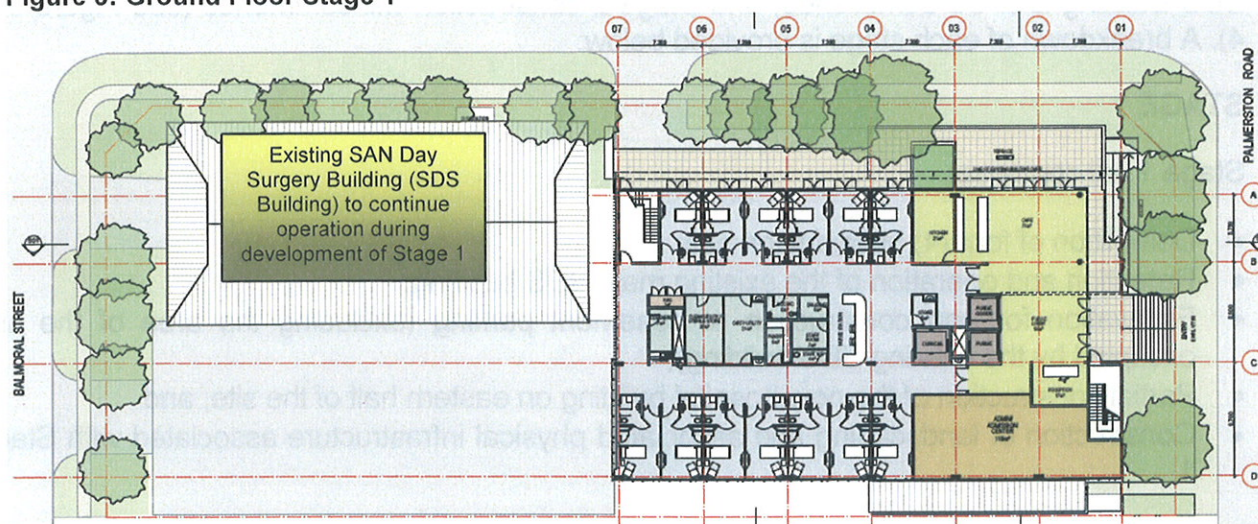
A level by level breakdown of Stage 1 is provided below in Table 1 (note: GFA figures consist of the amount of GFA constructed per stage):

Table 1: Stage 1 Breakdown

Element	Details	GFA
Basement	- Provision of 74 car spaces accessed from Balmoral Street	N/A
Lower Ground Floor	- Ambulance drop off area, two service vehicle spaces, and parking for 16 cars including four disabled spaces accessed from Northcote Road - Hospital support function (including prep kitchen, comms room, rubbish collection, switch room etc)	450m ²
Ground Floor	- Main pedestrian entry level (accessed from Palmerston Road) - Public and staff café and associated kitchen - Outdoor terrace fronting Northcote Road - Admin/admission centre	990m ²

	- 13 hospital beds with central support	
Level 1	- Ward bed level - Provision for 22 hospital beds with central support	1,025m ²
Level 2	- Operating theatre level - Provision of two general operating theatres - Recovery areas - Reception and waiting area - Support facilities	1,053m ²
Level 3	- Plant room - Doctors lounge and open terrace	109m ²

Figure 3: Ground Floor Stage 1



STAGE 2

Stage 2 will comprise:

- Demolition of the existing SDS building;
- Excavation for and construction of remaining basement in location of existing SDS building;
- Completion of construction of new hospital building on western half of the site; and
- Completion of landscaping and associated physical infrastructure associated with Stage 2.

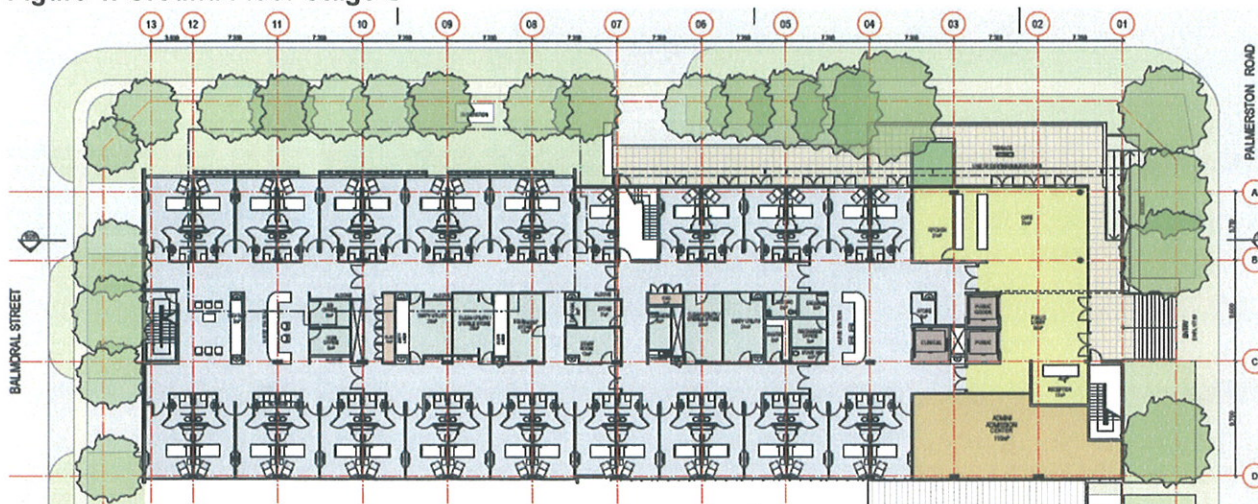
A level by level breakdown of Stage 2 is provided below in Table 2 (note: GFA figures consist of the amount of GFA constructed per stage):

Table 2: Stage 2 Breakdown

Element	Details	GFA
Basement	- Provision for 87 car spaces (increase of 13 from stage 1) accessed from Balmoral Street.	N/A
Lower	- Ambulance drop off area, loading dock, two service vehicle	N/A

Ground Floor	spaces, and parking for 52 cars (increase of 36 from stage 1) including 6 disabled spaces (increase of two from stage 1) accessed from Northcote road	
Ground Floor	<ul style="list-style-type: none"> - Hospital support function (including prep kitchen, comms room, rubbish collection, switch room etc) - Main pedestrian entry level (accessed from Palmerston Road) - Public and staff café and associated kitchen - Outdoor terrace fronting Northcote Road - Admin/admission centre - 35 hospital beds (increase of 22 from stage 1) with central support 	1,013m ²
Level 1	<ul style="list-style-type: none"> - Ward bed level - Provision of 44 hospital beds (increase of 22 from stage 1) with central support 	1,013m ²
Level 2	<ul style="list-style-type: none"> - Operating theatre level - Provision of four general operating theatres (increase of two from stage 1) - Expand recovery areas - Reception and waiting area 	584m ²
Level 3	<ul style="list-style-type: none"> - Expanded plant room - Doctors lounge and open terrace 	N/A

Figure 4: Ground Floor Stage 2



CAR PARKING & ACCESS

Car parking comprises a total 139 car parking spaces in the basement and lower ground levels of the building. The basement will comprise a total of 87 car parking spaces, including approximately 62 standard parking spaces, and 25 small car parking spaces. The lower ground car parking level will comprise a total of 52 car parking spaces, including 38 standard

car parking spaces, 7 small car parking spaces, 6 spaces for mobility impaired drivers, and a courier drop off parking space. Additionally, provision has been made for an ambulance parking drive through space and a loading vehicle dock.

Two separate access points from Balmoral Street service the basement level car park and a single access point from Northcote Road services the lower ground floor level car park. 10 bicycle parking spaces and end of trip facilities for staff have been included within the basement level, and a further 8 bicycle parking spaces have been provided for visitors along Palmerstone Road. Pedestrian access to the building is via a stair case or disabled ramp off the footpath along Palmerstone Road.

LANDSCAPING

Approximately 20 trees are to be removed from the site which are located within the building footprint or over vehicle access points. A variety of trees of varying maturity are to be retained along the northern and eastern boundaries of the site, and two palm trees are to be relocated on the western boundary. Additional planting and turfing is to occur along the north, east and west boundaries of the site, including the replacement planting of a feature street tree along the western boundary.

2.2. Project Need and Justification

The proposed development will result in significant social and health benefits to the broader community through servicing the current and future projected demand for acute healthcare services. The proposed development will also contribute towards meeting the employment capacity targets for the north subregion through the provision of approximately 100 full time operational jobs and approximately 100 -150 construction jobs.

3. STATUTORY CONTEXT

3.1. Major Project

The proposal is a major project under Part 3A of the *Environmental Planning and Assessment Act 1979* (EP&A Act) as it is development for the purpose of a Hospital under clause 18 of Schedule 1 of *State Environmental Planning Policy (Major Development) 2005*. The CIV of the development is \$43,000,000. Therefore the Minister for Planning is the approval authority.

On 18 November 2008, the Minister for Planning delegated to the Planning Assessment Commission the function as a consent authority to determine a project application under section 75J and 75JA of the *Environmental Planning and Assessment Act 1979* if the application:

- has a reportable political donation; or
- is within the electoral district of the Minister for Planning; or
- in which the Minister has a pecuniary interest

The Proponent has disclosed a reportable political donation. Consequently, this project meets the terms of the Minister's delegation which may be determined by the Planning Assessment Commission under delegated authority.

3.2. Permissibility

The site is zoned Residential AM (Low Density – Medical Support) under *Hornsby Local Environmental Plan 1994* and the project is permissible within the zone.

3.3. Environmental Planning Instruments

Under Sections 75I(2)(d) and 75I(2)(e) of the EP&A Act, the Director-General's report for a project is required to include a copy of, or reference to, the provisions of any State Environmental Planning Policy (SEPP) that substantially governs the carrying out of the project, and the provisions of any environmental planning instruments (EPI) that would (except for the application of Part 3A) substantially govern the carrying out of the project and that have been taken into consideration in the assessment of the project.

The Department's consideration of relevant SEPPs and EPIs is provided in Appendix D.

3.4. Objects of the EP&A Act

Decisions made under the EP&A Act must have regard to the objects of the Act, as set out in Section 5 of the Act. The relevant objects are:

- (a) to encourage:
 - (i) the proper management, development and conservation of natural and artificial resources, including agricultural land, natural areas, forests, minerals, water, cities, towns and villages for the purpose of promoting the social and economic welfare of the community and a better environment,
 - (ii) the promotion and co-ordination of the orderly and economic use and development of land,
 - (iii) the protection, provision and co-ordination of communication and utility services,
 - (iv) the provision of land for public purposes,
 - (v) the provision and co-ordination of community services and facilities, and

- (vi) *the protection of the environment, including the protection and conservation of native animals and plants, including threatened species, populations and ecological communities, and their habitats, and*
- (vii) *ecologically sustainable development, and*
- (viii) *the provision and maintenance of affordable housing, and*
- (b) *to promote the sharing of the responsibility for environmental planning between the different levels of government in the State, and*
- (c) *to provide increased opportunity for public involvement and participation in environmental planning and assessment.*

The Department has considered the objects of the EP&A Act, and determined that the application is consistent with the relevant objects. The assessment of the application in relations to these relevant objects is provided below in Section 5.

3.5. Ecologically Sustainable Development

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

- (a) *the precautionary principle,*
- (b) *inter-generational equity,*
- (c) *conservation of biological diversity and ecological integrity,*
- (d) *improved valuation, pricing and incentive mechanisms.*

Detailed assessment of the economic and environmental issues associated with the project is provided in Section 5. On the basis of this assessment, the Department is satisfied that the proposal encourages ESD, in accordance with the objects of the EP&A Act.

3.6. Statement of Compliance

In accordance with section 75I of the EP&A Act, the Department is satisfied that the Director-General's environmental assessment requirements have been complied with.

4. CONSULTATION AND SUBMISSIONS

4.1. Exhibition

Under section 75H(3) of the EP&A Act, the Director-General is required to make the environmental assessment (EA) of an application publicly available for at least 30 days. After accepting the EA, the Department publicly exhibited it from 15 September 2010 until 15 October 2010 (30 days) on the Department's website, and at the Department of Planning Information Centre and Hornsby Shire Council. The Department also advertised the public exhibition in the Sydney Morning Herald, The Daily Telegraph, and Hornsby Advocate on 15 September 2010, and notified adjoining landholders and relevant State and local government authorities in writing.

The Department received nine (9) submissions during the exhibition of the EA – five (5) submissions from public authorities, and four (4) submissions from the general public.

A summary of the issues raised in submissions is provided below.

4.2. Public Authority Submissions

Five (5) submissions were received from public authorities. None of the submissions objected to the proposal, however, some provided general comments as summarised below. The Department's consideration of key issues raised in submissions is contained in Section 5 of this report. Appropriate conditions of consent have been recommended where requested by agencies.

Hornsby Shire Council

Hornsby Shire Council has raised no objection to the proposal, however, provided some general comments as summarised below:

- The proposed development's floor space ratio of 1.95:1 exceeds council's Medical Support DCP maximum floor space ratio of 0.4:1 for the Residential AM zone;
- The proposed development's height of 4 – 5 storeys exceeds council's Medical Support DCP Height requirements of 3.6m for buildings fronting Northcote Road and Balmoral Street, and 9m for buildings fronting Palmerston Road; and
- Council raise no objection in regards to traffic impacts, however, recommend that driveway width and vertical easements specifications are provided in accordance with relevant Australian Standards, direction of driveways on Balmoral Street be reversed, car parking dimensions be provided which exclude support columns, and service vehicle clearance meet Australian Standards.

Roads and Traffic Authority (RTA)

The RTA has raised no objection to the proposal.

Transport NSW (TNSW)

TNSW has raised no objection to the proposal, however, provided some general comments as summarised below:

- TNSW has recommended the proposal meet compliance with relevant parking codes to achieve consistency with the DGR's to minimise parking provision. TNSW note the findings within the EA that parking provisions are well above the Hornsby DCP requirements and are considered 'ample' (TAIA, 2010, p. 11) in meeting peak period accumulation;

- Bicycle locking points should be located in a visible and weather protected location and subject to casual surveillance;
- TNSW directed the proponent to the Premier's Council for Active Living for guidance when preparing and implementing Work Place Travel Plans and Travel Access Guides and TNSW requested the opportunity to review the draft Green Travel Plan; and
- TNSW requested an additional pedestrian access point towards the north-west corner of the development to assist pedestrian and cyclist access to the site.

Sydney Water

Sydney Water has raised no objection to the proposal, however, provided some general comments as summarised below.

- Sydney Water note that there is sufficient capacity within the drinking water system and wastewater system of the proposed development;
- Sydney Water requests the proponent to apply for a trade waste permit prior to any discharge in the sewer system; and
- Sydney Water will consider the impact of the development when the proponent applies for a Section 73 Certificate.

NSW Health

NSW Health has raised no objection to the proposal, however, provided some general comments as summarised below:

- NSW Health identified that the EA does not identify the nature or volume of the work to be undertaken by the new facility; and
- NSW Health identified issues which may impact on the neighbouring Hornsby Kuring-gai Hospital including: timeframes for construction and staging; impacts on service infrastructure, such as power availability; car parking congestion during the construction phase; and management of medical emergencies.

4.3. Public Submissions

Four (4) submissions were received from the public. No submissions were received from special interest groups.

All of the submissions received from the public objected to the proposal. The key issues raised in public submissions are listed in Table 3.

Table 3: Summary of Issues Raised in Public Submissions

Issue	Proportion of submissions (%)
Construction Noise	75%
Built form, Height, Bulk, Scale	50%
Transport and Accessibility	50%
Consultation	50%
Overshadowing	25%
Wind Impacts	25%
Urban Design/ Public Domain	25%
Amenity Impacts on Neighbours	25%

The Department has considered the issues raised in submissions in its assessment of the project in Section 5 of this report.

4.4. Proponent's Response to Submissions

The proponent provided a response to the issues raised in submissions (see Appendix C). The response included minor amendments to the layout of car parking in response to the issues raised in Council's submission.

In addition to the response to submissions, the proponent provided a revised Final Statement of Commitments, a revised acoustic report, revised architectural drawings with amended car parking layout, and response to traffic issues raised in submissions.

The Department is satisfied the Proponent's Response to Submissions adequately addressed the issues raised in submissions.

5. ASSESSMENT

The Department considers the key environmental issues for the project to be:

- Height, Bulk and Scale;
- Urban Design and Public Domain;
- Noise;
- Transport;
- Environmentally Sustainable Development (ESD); and
- Public Interest.

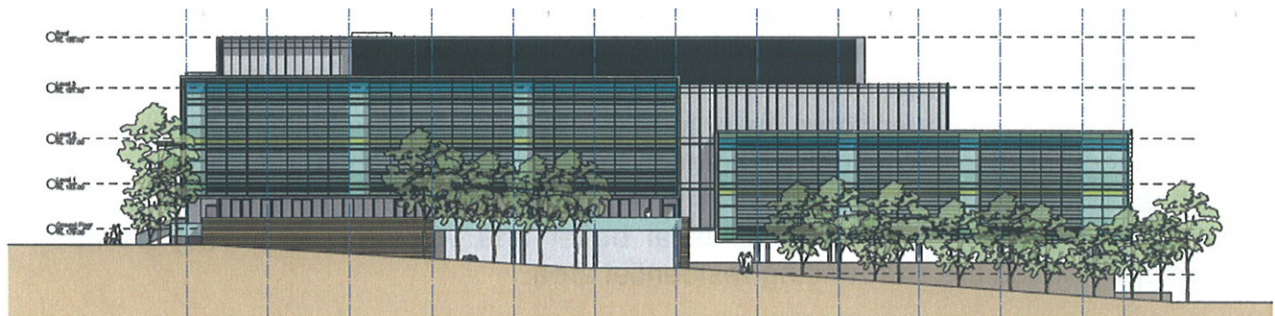
5.1. Height, Bulk and Scale

The proposal comprises a new 3 - 4 storey hospital building over two levels of car parking. The building varies in height between approximately 14 – 22m above natural ground level.

The top floor (Level 3) comprises an abridged portion of the building footprint and is located only on the south east portion of the building. Additionally, Level 2 is set back approximately 16.1m from the eastern edge of the building footprint. As a result, the building height steps down, and follows the topography of the site which falls from east to west (see Figure 4 & 5). Further, the recession of the upper floors away from outer edges of the building envelope has reduced the viewable height of the building from street level.

Figure 4: View of North West Corner of the Development



Figure 5: North Elevation

The proposed building is considered to be consistent in form and scale with the surrounding built environment as there are a number of modern three storey developments of a comparable scale within the adjoining Hornsby and Ku-ring-gai Hospital, as well as the three storey residential development to the north west of the site.

The Hornsby Medical Support Development Control Plan (DCP) provides for a height limit of 3.6m for buildings fronting Balmoral Street and Northcote Road, and a 9m height limit for buildings fronting Palmerstone Road. The proposed building exceeds the height controls in the DCP as the proposed building height will range from 14.9m along Balmoral Street, 17m along Northcote Road and 15.2m along Palmerston Road. The objective of the height controls within the DCP is to control the height of buildings in order to maintain a residential character and maximise privacy, solar access and views.

Under the provisions of the DCP, the maximum permissible floor space ratio on the site is 0.4:1. The FSR proposed for the new hospital building is 1.95:1 which represents an exceedance of Council's DCP controls. The objective of the DCP in regards to density is to control the density of development to promote a low density environment.

Additionally, under the provisions of the DCP, the landscaped area should be a minimum of 35% of the site, exclusive of buildings or driveways. The proposed development provides for 15.6% of the site as landscaped area which is inconsistent with the provisions of the DCP. The objective of the DCP in regards to landscaping is to provide attractive landscapes which reinforce the function of a street, enhance the amenity of the buildings and preserve significant stands of trees or natural vegetation.

The proponent has identified that the viability, function and design requirements of the hospital cannot be accommodated within the building parameters established under the DCP. The height, bulk and scale of the proposal is derived from the need for hospital space to meet the current and future demands for acute health care services. The height of the building is also influenced by the demand for higher floor to ceiling heights in order to accommodate surgical equipment and services associated with the operation of the hospital. Further, the proponent has indicated that the scale of the building has regard to the proposed future expansion of the adjoining Hornsby Ku-ring-gai Hospital and the improvement of services to occur within the precinct.

When considering the relative merit of the proposed building against the existing DCP controls and objectives, amenity impacts associated with the development on the surrounding locality is a key issue. Amenity impacts were also mentioned in submissions, with particular concern raised regarding the visual impact of the proposal given the prominent location on two corners, and the elevated position within the landscape.

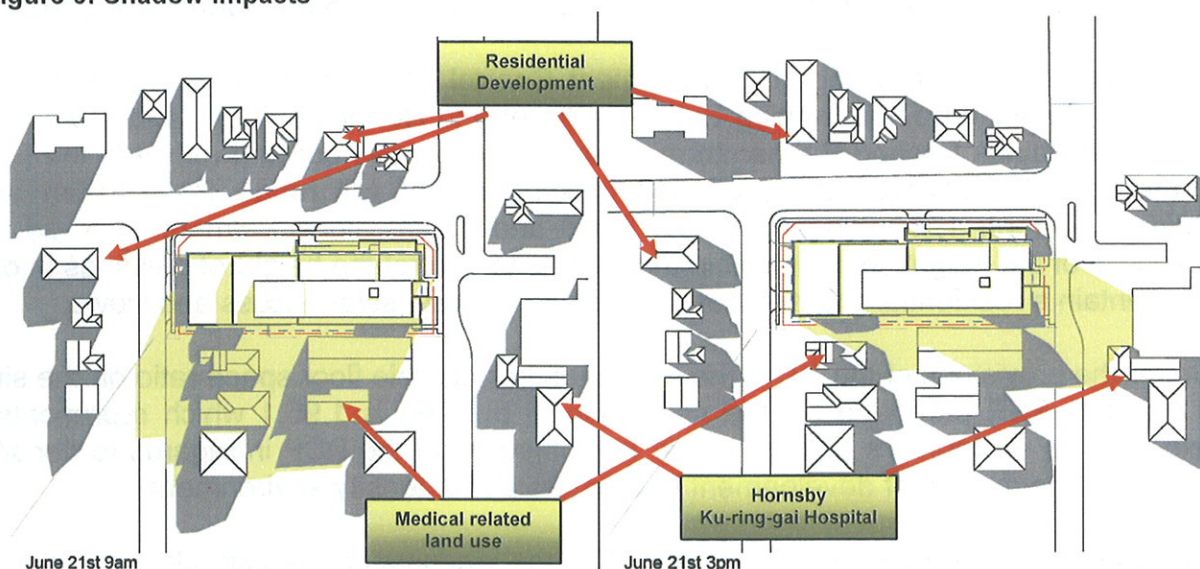
The proposal has incorporated a variety of building elements to reduce the overall visual impact on the surrounding residential area, namely:

- building set backs in accordance with DCP requirements;
- articulated façade;
- recession of upper floors away from the perimeter of the building footprint; and
- incorporation of a variety of colours, materials and finishes.

Further, the retention of mature trees and planting of vegetation along the perimeter of the site will assist in providing a visual buffer and will improve privacy between the development and the surrounding residential area.

Overshadowing as a result of the proposed development will be confined to the medical related land uses to the south, and a small landscaped area within the adjoining Hospital grounds to the east (see Figure 6).

Figure 6: Shadow Impacts



The Department has considered the issue of exceedance of DCP controls on merit and has concluded that the height and scale of the proposed building is justified for the following reasons:

- the requirement for hospital space to meet the demands of the region;
- the existence of other buildings in the locality of a comparable building height;
- the variation in building height across the site which breaks up the built form;
- the context of future redevelopment planned to occur within the precinct; and
- the minimal impact on the residential amenity enjoyed in the immediate surrounding area.

5.2. Urban Design and Public Domain

The footprint of the proposed building is located centrally within the site and complies with the setback requirements of the DCP. The building is articulated towards Northcote Road with the façade comprising large windows and horizontal aluminium louvres to maximise solar access. Windows have been excluded from the western façade to minimise overlooking of adjacent residential properties. The building comprises a variety of complementary finishes including masonry brick, honed sandstone tiles, glass balustrade, slatted timber, and a variety of timber and aluminium louvres.

The topography of the site has provided for a step down in the building towards the west. The step down in combination with the recessed upper floors and mix of complementary finishes has broken up the built form when viewed from the street.

Additionally, the retention of a variety of mature trees along the northern and eastern boundaries of the site, and additional proposed planting will also soften the visual impact of the development and reduce potential interface issues with the surrounding residential areas.

The Department is satisfied that the proposal has incorporated a variety of elements to reduce potential impacts on the surrounding residential area. The proposal is consistent with the current and projected future character of the locality and will not be visually obtrusive when viewed from the street or surrounding area.

5.3. Noise

The project will generate noise during the demolition, construction and operation of the project. The nearest sensitive receivers include the adjoining Hornsby Sleep Disorder and Diagnostic Centre and Northside Medical Imaging, as well as surrounding residential development along Balmoral Street and Northcote Road, and the Hornsby Ku-ring-gai Hospital. An Acoustic Report and Revised Acoustic Report accompanied the EA and Response to Submissions respectively. The Revised Acoustic Report was prepared in response to noise being raised as an issue in submissions.

5.3.1 Demolition and Construction

DECCW's Interim Construction Noise Guideline identifies Noise Management Levels established for sensitive residential receivers. The criteria is outlined below:

- Noise Affected (Rating Background Level (RBL) + 10dBA); and
- Highly Noise Affected (75 dBA).

The Revised Acoustic Report identified that noise levels of 62 dBA to 98 dBA for typical earth works, and 60 dBA to 96 dBA for construction works are expected at the most affected receivers, which represents a potential exceedance of the Highly Noise Affected criteria by up to 23dBA.

Further, the Revised Acoustic report concluded that surrounding receivers, including the Hornsby Sleep Disorder and Diagnostic Centre, are identified as potentially being "highly noise affected" during typical earthworks or construction works and, as such, noise should be managed in accordance with the DECCW's Interim Construction Noise Guideline.

The proponent has provided a list potential noise control measures that could be adopted to meet the requirements outlined within the DECCW's Interim Construction Noise Guideline. The measures are outlined in Table 4 below.

Table 4: Consistency with DECCW Interim Construction Noise Guideline

Item	Description
Construction Hours	Works will be carried out within standard Construction Hours.
Deliveries	Deliveries will be carried out within standard Construction Hours.
Site Layout	Where possible, plant will be located and orientated to direct noise away from sensitive receivers. The existing building will, where possible, increase acoustic shielding to the adjacent receivers.

Quietest Suitable Equipment	Plant and equipment will be selected to minimise noise emission, in so far as possible whilst maintaining efficiency of function. Residential grade silencers will be fitted and all noise control equipment will be maintained in good order.
Reversing Alarms	Mobile plant and trucks operating on site for a significant portion of the project will have reversing alarm noise emissions minimised in so far as possible, recognising the need to maintain occupational safety.
Fixed Plant	Fixed plant will be provided with noise controls to comply with the NSW Industrial Noise Policy.
PA System	No public address system will be used at this site.
Noise Barriers	Hoardings will be provided around the boundary of the site prior to the commencement of the works.
Vibration Buffer Zones	General safe working distances for rockbreaking and vibratory compaction. Monitoring should be carried out to confirm these buffer zones at locations where buildings are closest.
Vibration Monitoring	Vibration monitoring will be carried out where vibration intensive activities (eg rockbreaking or vibratory compaction) are required to be carried out within the established buffer zones, or where there is considered to be a risk that levels may exceed the relevant structural damage criteria.
Truck Noise (off site)	All trucks regularly used for the project are to have mufflers and any other noise control equipment in good working order. Trucking routes will use main roads where feasible.
Community Liaison	Community liaison would form a critical element in the management of the impacts. If provided with adequate warning, affected sensitive receivers are sometimes willing to accept excessive noise for a short period of time or be willing to be relocated in the short-term whilst construction activities are conducted at the near point to the residence.
Training	Site induction training will include a noise awareness component.

The Department has recommended a condition to prepare a Construction Management Plan, which will detail noise and vibration management during the demolition and construction phases of the development. The section on noise and vibration management will address all requirements contained in the DECCW Interim Construction Noise Guideline. The hours of work will also be restricted to 8am – 1pm on Saturdays to minimise weekend noise impacts from truck movements in the surrounding streets. Further, in accordance with the Final Statement of Commitments, the proponent has committed to liaising with the adjoining Sleep Disorder Clinic as part of the detailed design and demolition/construction phase of the development and to investigate noise mitigation measures to minimise disturbance to the operation of the Sleep Disorder Clinic.

5.3.2 Operation

Noise impacts associated with the operation of the development will be a result of plant equipment, and visitor, patient and staff vehicle movement. The Revised Acoustic Report provided an updated criteria for noise emissions to the nearby sensitive receivers during operation of the development. The noise criteria was established through noise logging

undertaken in accordance with the DECCW Industrial Noise Policy. The criteria are outlined below.

- Day 45 dBA
- Evening 40 dBA
- Night 36 dBA

The report identified that noise emissions from plant equipment can be mitigated through conventional measures such as attenuators, acoustic louvres, barriers, enclosures, and location and orientation of air inlets / outlets on plant equipment. Further, the report concluded that operational noise will not cause impact at nearby sensitive receivers. The Department has recommended a condition to ensure that appropriate mitigation measures are provided to ensure that noise emission from plant equipment complies with the criteria established under the DECCW Industrial Noise Policy.

The report also concluded that noise associated with the traffic arising from the development should not lead to an increase in existing noise levels of more than 2dB, and will therefore not cause an adverse impact on the area. The proponent indicated that the increase in road traffic noise complies with DECCW's Environmental Criteria for Road Traffic Noise.

The Department is satisfied that noise amenity of the surrounding development would be protected throughout the demolition, construction and operation through the Statement of Commitments and recommended conditions of approval.

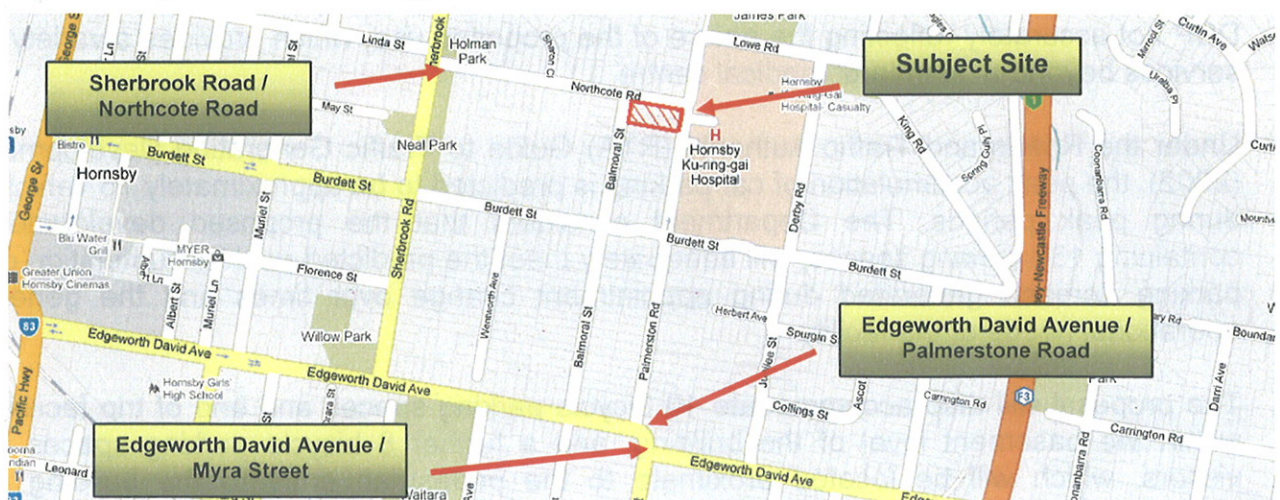
5.4. Transport

5.4.1 Traffic

The vehicle trips generated by the existing SAH Day Surgery Building and other buildings currently on the site comprise 7 and 21 vehicle trips per hour in the AM and PM peak hour periods respectively. It is estimated that the proposed new facility will generate approximately 33 and 57 vehicle trips per hour in the AM and PM peak hour periods respectively, resulting in an increase of 26 and 36 in the AM and PM peak hour periods respectively.

The Traffic and Accessibility Impact Assessment Report provided analysis of three key approach route intersections, namely: Sherbrook Road / Northcote Road; Edgeworth David Avenue / Palmerstone Road; and Edgeworth David Avenue / Myra Street (see Figure 7).

Figure 7: Key Intersections & Approach Routes



The analysis concluded that the proposed medical facility will have no adverse impact on the surrounding road network at any of the three intersections, in terms of traffic capacity, level of service, or road safety. It was also concluded that there is no need for road or intersection upgrades/improvements as a result of the additional traffic movements generated from the proposed development.

5.4.2 Parking

In accordance with the submitted plans, parking for the proposed development will comprise a total of 139 parking spaces in the basement and lower ground levels of the proposed building. The basement level will comprise a total of 87 parking spaces, including approximately 62 standard spaces, and 25 small car spaces. The lower ground car parking level will comprise a total of 52 parking spaces, including 38 standard car spaces, 7 small car spaces, 6 spaces for mobility impaired drivers, and a courier drop off parking space. Additionally, provision has been made for an ambulance parking drive through space and a loading vehicle dock.

Car parking requirements for Health Care under the Hornsby Shire Council Car Parking Development Control Plan 1995 (Car Parking DCP) are provided below in Table 4.

Table 5 – Hornsby Car Parking DCP Requirements

Stage	Stage 1		Stage 2	
Element	DCP Requirement	On-Site Provision	DCP Requirement	On-Site Provision
Total Parking Spaces	75	91	100	139
Spaces for Mobility Impaired	3	4	4	6

The Department considers that the proposed development adequately meets the requirements of the Car Parking DCP and that ample parking will be available for employees, patients and service providers during peak periods. The adequate provision of car parking will reduce any potential competition for on-street parking on surrounding residential streets. The apparent excessive quantity of parking, when considered against the provisions of the DCP, is in part due to the "medical centre" parking provisions of the DCP not accurately reflecting the nature of the proposed use, which provides a variety of services beyond a 'standard' medical centre.

Under the Roads and Traffic Authority (RTA) Guide to Traffic Generating Development (2002), the peak accumulation of car parking is predicted to be approximately 75 vehicles during peak periods. The Department considers that the proposed development, containing 139 parking spaces, will adequately meet the predicted peak accumulation car parking demand generated during appointment change over times and the general operational needs of the facility.

The proposal will also accommodate 10 bicycle parking spaces and end of trip facilities within the basement level of the building, and a further 8 bicycle parking spaces for visitors, which will be located proximate to the pedestrian entry to the building off

Palmerstone Road. The provision of bicycle parking is supported by the Department as an alternative to car usage for the proposal.

5.4.3 Public Transport

The proposal is also located within 50m of a bus stop which travels along both Northcote Road and Palmerstone Road. The bus service connects with the Hornsby Train Station which is approximately 1.1km from the subject site. The frequency of the bus service varies between approximately 20 to 45 minutes depending on the time of day. In accordance with the Final Statement of Commitments, the proponent will investigate the provision of a dedicated pedestrian crossing on either Northcote Road or Palmerstone Road to improve the accessibility of staff, visitors and patients to the bus network. Further, the proponent has committed to the preparation and adoption of a Green Travel Plan to encourage travel by non-car means.

The Department is satisfied that the proposal will benefit from its accessibility to public transport services. The Department is also satisfied that pedestrian access will be adequately addressed through the Statement of Commitments.

5.5. Environmentally Sustainable Development (ESD)

The proponent has provided an Ecologically Sustainable Development Statement which concluded that the proposed development has the potential to achieve a minimum 4 star Green Star rating (under the Green Building Council of Australia's Green Star Healthcare V1 Design tool).

The proposal has incorporated a number of environmentally sustainable measures in the design and functionality of the building including:

- Passive solar design;
- Locating wards and recovery rooms on the perimeter of the building to maximise access to natural light and reduce dependency on artificial light;
- Glazing on windows;
- Insulation;
- Energy efficient lighting;
- Water efficient faucets;
- Inclusion of rain water detention for storage and reuse for non potable applications;
- Efficient landscape watering system; and
- Provision of bicycle parking facilities, and end of trip facilities.

In accordance with the Final Statement of Commitments, the proponent will also:

- Commit to achieving a 4 star green rating (under the Green Building Council of Australia's Green Star Healthcare V1 Design tool);
- Prepare a construction waste management plan, and operational waste management plan prior to the issue of a Construction Certificate;
- Prepare a Water Sensitive Urban Design (WSUD) strategy prior to the issue of a Construction Certificate;
- Prepare a Building User's Guide prior to the issue of an Occupational Certificate; and
- Prepare and adopt a Green Travel Plan, prepared in accordance with the Premiers Council for Active Living and Travel Access Guides).

The proponent has also indicated that provisions of a co-generation plant, solar hot water heating system, and installation of photo-voltaic technology will be investigated subsequent to approval.

The Department is satisfied that the proposed development adequately incorporates the principals of ESD in accordance with the objects of the EP&A Act.

5.6. Public Interest

The proposed development will make a significant contribution to the existing medical support cluster that has been established within the proximity of the Hornsby Ku-ring-gai Hospital. Further, the proposal will complement the proposed future expansion of the Hornsby Ku-ring-gai hospital, and it will assist in meeting the current and future health service demands for the growing population in the region, as well as the wider community. The project will attract over \$43 million worth of capital investment and will create approximately 100 full time operational jobs. Given that any residential impacts associated with the development can be mitigated, the Department therefore considers the proposal in the public interest.

6. CONCLUSION

The Department has reviewed the environmental assessment and duly considered advise from public authorities as well as issues raised in public submissions in accordance with Section 75I(2) of the EP&A Act. All relevant environmental issues associated with the proposal have been extensively assessed.

The development is consistent with the strategic objectives for the area, being consistent with the Metropolitan Plan for Sydney 2036, the draft North Subregion Draft Subregional Strategy and the Major Development SEPP.

The proposal is generally consistent with the requirements of the relevant planning instruments, policies and objectives. The Department has given consideration to the relevant DCP provisions, and the context of the locality in terms of existing and potential future redevelopment. Whilst variations have been sought by the proponent to certain DCP provisions of Hornsby Shire Council, detailed justification for these departures have been documented and are accepted by the Department.

The Department is of the view that the recommended conditions and implementation of the measures detailed in the Proponent's EA and appendices, PPR and appendices and Statement of Commitments adequate mitigate the environmental impacts of the proposal.

On balance, the Department considers the site to be suitable for the proposed development and that the Project Application is in the public interest. Consequently, the Department recommends that the project be approved, subject to conditions.

The Proponent has made a reportable political donation and accordingly, the Planning Assessment Commission will be the determining authority in accordance with current delegations.

7. RECOMMENDATION

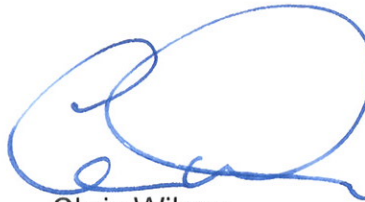
It is recommended that the Planning Assessment Commission:

- a) **Consider** the findings and recommendations of this report;
- b) **Approve** the project application, subject to conditions, under section 75J(1) of the EP&A Act, having considered all relevant matters in accordance with (a) above; and
- c) **Sign** the attached Instrument of Approval (**TAG A**)

Endorsed by:



Daniel Cavallo
A/Director
Government Land and Social Projects



Chris Wilson
Executive Director
Major Project Assessment



Richard Pearson
Deputy Director General
Development Assessment & Systems Performance

APPENDIX A ENVIRONMENTAL ASSESSMENT

See the Department's website at:

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=4131

APPENDIX B SUBMISSIONS

See the Department's website at:

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=4131

APPENDIX C PROPONENT'S RESPONSE TO SUBMISSIONS

See the Department's website at:

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=4131

APPENDIX D CONSIDERATION OF ENVIRONMENTAL PLANNING INSTRUMENTS

The primary controls guiding the assessment of the proposal are:

- State Environmental Planning Policy (Major Development) 2005;
- State Environmental Planning Policy (Infrastructure) 2007;
- State Environmental Planning Policy No. 33 Hazardous and Offensive Development;
- State Environmental Planning Policy No.55 Remediation of Land; and
- Hornsby Shire Council Local Environmental Plan 1994.

Other planning controls to be considered in the assessment of this proposal are:

- Hornsby Medical Support Development Control Plan; and
- Hornsby Parking Development Control Plan.

The provisions of development standards in Local Environmental Plans and Development Control Plans are not required to be strictly applied in the assessment and determination of major projects under Section 75(3) Part 3A of the EP&A Act. Notwithstanding, these standards and provisions are relevant considerations for this application as the DGRs and Section 75(2) (e) of the EP&A Act require the proponent to address such standards and provisions and Department to duly consider them.

The Department has considered the proposed project application against the objectives and aims of these instruments, and is satisfied that the proposed project is consistent with the provisions of all of these instruments. Assessment of each of these is considered as follows.

1 State Environmental Planning Policy (Major Development) 2005

The Major Development SEPP (MD SEPP) applies to the project as it specifies that development for the purpose of a Hospital with a capital investment value of more than \$15 million is a Part 3A project. The project has an estimated capital investment value of \$43 million, and is therefore a project to which Part 3A applies.

2 State Environmental Planning Policy (Infrastructure) 2007

The Infrastructure SEPP aims to facilitate the effective delivery of public infrastructure across the state. Under Clause 8 of the Infrastructure SEPP, the provisions of the MD SEPP prevail to the extent of any inconsistency with the Infrastructure SEPP. As the proposal is being assessed under Part 3A, the exempt development provisions under the Infrastructure SEPP are not applicable.

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

The object of SEPP 33 is to provide a state wide planning approach to hazardous and offensive development. The Proponent has undertaken a SEPP 33 review report which has considered the Department's Applying SEPP 33 Guideline. Upon

consideration of the outcomes of the report, the provisions of SEPP 33 do not apply to the proposed development.

4 State Environmental Planning Policy No. 55 – Remediation of Land

The object of SEPP 55 is to provide for a state wide planning approach to the remediation of contaminated land. SEPP 55 requires a consent authority to consider whether the land is contaminated, and if so, whether the land will be remediated before the land is used for the intended purpose.

The Proponent has undertaken a contamination assessment which identified that potential areas of contamination from past and present land uses include:

- Placement of fill to develop the site with material from an unknown source; and
- Asbestos containing material, which may be present from past building structures and within filling materials.

The contamination assessment scope did not include intrusive sampling and investigation, therefore no comment was made on the subsurface conditions, or the likely waste classification of any fill and soils at the subject site. However, the assessment concluded that, based on the results of the Phase 1 contamination assessment, the subject site appears to be suitable for its continued use as a medical facility.

The report recommended that, should any future development of the site require disturbance of the existing soils, an assessment of the filling materials and surface soils at the site be carried out.

Upon consideration of the outcomes and recommendations of the report, the land is suitable for the project. However, in accordance with the recommendations of the contamination assessment, the Department has recommended a condition for further sub surface testing to be undertaken to identify the presence of any subsurface contaminants prior to any construction.

5 Hornsby Shire Local Environmental Plan 1994

Hornsby Shire Local Environmental Plan 1994 (Hornsby LEP) is the principal strategic planning instrument applying to the site. Under the Hornsby LEP, the site is zoned Residential AM (Low Density — Medical Support). Hospitals are identified as development permissible with consent. The proposed development of a hospital building is therefore permissible within the zone.

5 Medical Support Development Control Plan

The Medical Support Development Control Plan applies to the area zoned Residential AM (Low Density — Medical Support) under the Hornsby LEP. The relevant departures from the DCP provisions are outlined below.

Height

The DCP provides for a height limit of 3.6m for buildings fronting Balmoral Street and Northcote Road, and a 9m height limit for buildings fronting Palmerstone Road. The

proposed building height varies between approximately 14 and 22m above ground level, which exceeds the height controls of the DCP.

Density

The DCP provides for a maximum permissible floor space ratio on the site is 0.4:1. The FSR proposed for the new hospital building is 1.95:1 which exceeds Council's density controls.

Landscaping

The DCP provides for a minimum landscaped area of 35% of the site. The size of the building envelope and associated vehicle accesses has resulting in insufficient space to satisfy the requirement.

Detailed assessment of these aspects has been provided in Section 5 of this report, and the documented justifications of these departures are accepted by the Department.

APPENDIX E POLITICAL DONATION DISCLOSURES

See the Department's website at:

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=4131

APPENDIX F RECOMMENDED CONDITIONS OF APPROVAL
