



Planning &
Infrastructure

**MAJOR PROJECT ASSESSMENT:
Wagga Wagga Base Hospital Phase 1
Edward Street, Wagga Wagga
(MP11_0087)**



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

May 2012

ABBREVIATIONS

CIV	Capital Investment Value
Council	Wagga Wagga City Council
CP	Wagga Wagga Base Hospital Concept Plan (MP10_0226)
Department	Department of Planning & Infrastructure
DGRs	Director-General's Requirements
Director-General	Director-General of the Department of Planning & Infrastructure
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
ISEPP	State Environmental Planning Policy (Infrastructure) 2007
MD SEPP	State Environmental Planning Policy (Major Development) 2005
Minister	Minister for Planning and Infrastructure
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	NSW Health Infrastructure
RtS	Response to Submissions
RMS	NSW Transport – Roads and Maritime Services

Cover Perspective: Streetscape Appearance prepared by Rice Daubney, Architects.

© Crown copyright 2012

Published May 2012

NSW Department of Planning & Infrastructure

www.planning.nsw.gov.au

Disclaimer:

While every reasonable effort has been made to ensure that this document is correct at the time of publication, the State of New South Wales, its agents and employees, disclaim any and all liability to any person in respect of anything or the consequences of anything done or omitted to be done in reliance upon the whole or any part of this document.

NSW Government

Department of Planning & Infrastructure

EXECUTIVE SUMMARY

This is an assessment report for Major Project MP11_0087, being Phase 1 of the Concept Plan (MP10_0226- not yet determined) redevelopment of Wagga Wagga Base Hospital pursuant to Section 75O(2)(a) of the *Environmental Planning & Assessment Act, 1979*.

The Proponent, NSW Health Infrastructure, proposes the redevelopment of the existing Wagga Wagga Base Hospital at Edward Street, Wagga Wagga. The site accommodates an existing health facility precinct in the City of Wagga Wagga LGA and has an approximate area of 4.2 hectares. The existing hospital serves as a major Rural Referral hospital in the region and educational facility for the University of New South Wales School of Rural Health.

The proposal seeks approval for:

- A new three storey mental health facility comprising;
 - Levels 1 & 2 accommodating staff amenities, kitchen/services facilities; landscaped courtyards/balconies, patient accommodation and medical rooms; and
 - Level 3 accommodating a plant room;
- Modified carparking layout for the carpark off Edward Street; and
- Revised carparking off the Yabtree Street entry.

Part 3A of the Act, as in force immediately before its repeal on 1 October 2011 and as modified by Schedule 6A of the Act, continues to apply to transitional Part 3A projects. Director-General's environmental assessment requirements (DGR's) were issued in respect of this project prior to 1 October 2011, and the project is therefore a transitional Part 3A project.

The Phase 1 project has a CIV of \$37,992,826. Under Clause 18 of the State Environmental Planning Policy (Major Development) 2005, hospital development with CIV exceeding \$15 million for the purpose of providing professional health care services to people admitted as in-patients is a major project under Part 3A of the Act. Therefore, the Minister for Planning and Infrastructure is the approval authority for this project.

The staged development of the existing Wagga Wagga Base Hospital is consistent with Chapter 4: Health Communities of the NSW State Plan which seeks to:

- improve and maintain access to quality healthcare;
- improve survival rates and quality of life for people with fatal or chronic illness;
- promote healthy lifestyles; and
- reduce preventable hospital admissions.

The proposed development seeks to modernise and improve the medical services available through the Wagga Wagga Base Hospital to the city and the region. The current staged approach to the re-development of the hospital is the most practical method of constructing the new hospital complex which has a \$310 million total project estimated value.

The Department exhibited the proposal for a 49 day period from Wednesday 14 December 2011 until 31 January 2012. At the close of the public exhibition 3 submissions from government agencies had been received and raised the following matters:

- Staging procedures for the hospital redevelopment;
- Timing of reconstruction of Lewis Drive and re-use for general public purposes;
- Provision of adequate road widths to accommodate proper essential services;
- Concerns at the road closures along Yathong and Yabtree Streets;
- Local amenity impacts from changes to on-street carparking; and
- whether suitable heritage conservation measures are to be implemented.

The Department has considered all relevant documents in accordance with the objects of the Act and ecologically sustainable development. Key issues raised concerned heritage conservation impacts, local traffic and parking, noise/vibration and retention of key trees on-site. Local amenity impacts resulting from the construction and operation of the proposal have also been considered.

The proponent responded to these issues in a Preferred Project Report and revised Statement of Commitments to address issues and provide added mitigation measures. These matters have been considered in detail at Section 4 and 5 and **Appendix D** to this report.

The Department is of the view that the proponent has satisfactorily mitigated the environmental and heritage impacts arising from the redevelopment and will adequately maintain the amenity of the local area. In assessing the proposal, the Department has resolved any outstanding environmental issues through recommended conditions of approval.

The proposal represents the first stage of redevelopment of the Wagga Base Hospital site which will result in upgraded and consolidated health services for the wider community. The redevelopment of the Wagga Base Hospital is consistent with objectives of State and Local Government.

The Department has worked closely with Wagga Wagga City Council and this has ensured an effective and efficient approval process.

Recommended conditions of approval are provided at **Appendix E**. The reasons for the imposition of conditions are to encourage good urban design, sympathetic adaptive reuse of and redevelopment in the vicinity of heritage buildings, maintain the amenity of the local area, and adequately mitigate the environmental impact of the development.

TABLE OF CONTENTS

1.	BACKGROUND	1
2.	PROPOSED PROJECT	4
2.1.	Project Description	4
2.2.	Project Need and Justification	6
3.	STATUTORY CONTEXT	6
3.1.	Major Project	6
3.2.	Permissibility	7
3.3.	Environmental Planning Instruments	7
3.4.	Objects of the EP&A Act	7
3.5.	Ecologically Sustainable Development	8
3.6.	Statement of Compliance	9
4.	CONSULTATION AND SUBMISSIONS	9
4.1.	Exhibition	9
4.2.	Public Authority Submissions	9
4.3.	Proponent's Preferred Project Report	10
5.	ASSESSMENT	10
5.1.	Traffic and Carparking	10
5.2.	Staging of Works – Roads and Carparking	14
5.3.	Heritage Conservation measures	14
5.4.	Building Bulk and Scale	15
5.5.	General Amenity and Waste Management	16
6.	RECOMMENDATION	18
APPENDIX A	ENVIRONMENTAL ASSESSMENT	19
APPENDIX B	SUBMISSIONS	20
APPENDIX C	PROONENT'S PREFERRED PROJECT REPORT	21
APPENDIX D	CONSIDERATION OF ENVIRONMENTAL PLANNING INSTRUMENTS	22
APPENDIX E	RECOMMENDED CONDITIONS OF APPROVAL	25

1. BACKGROUND

NSW Health Infrastructure proposes to construct a three storey Mental Health facility with associated carparking, pedestrian thoroughfares and integrated landscaping at the Wagga Wagga Base Hospital Phase 1, at 260-280 Edward Street, Wagga Wagga. The project location is shown in Figures 1 and 2.

The existing hospital site is generally flat with a gentle fall from the south east across the site, towards the corner of Edward and Docker Streets, of approximately 3.6m. The subject application is Phase 1 of a redevelopment of the total Wagga Wagga Base Hospital which is being considered as part of the Concept Plan (MP10_0226) proposal for the site. The Concept Plan (CP) is currently pending determination and final submissions from NSW Health but currently provides an informal masterplan for development of the hospital site. The CP proposes the following works:

- 41,500 square metres of floor space (increased from an existing 27,000 square metres) for a new hospital, and associated services, built on the site of the existing hospital in stages to allow for demolition and decanting of services;
- a maximum of four buildings (one being the larger centralised base hospital) and height of 8 storeys, including a possible rooftop helipad;
- an increase in bed capacity from 220 to 293;
- a new development consisting of primary/community health, mental health, acute clinical services, education, support services and rooftop helipad;
- improved pedestrian access and car parking arrangements;
- Retained existing buildings – University of NSW School of Rural Health (Harvey House), the Hydrotherapy Pool and Clinical Services Building;
- New pedestrian routes traversing the site and linking nearby health facilities;
- New pedestrian hospital entry points including main and secondary;
- New car parking facilities and new internal roads;
- New access road from Docker Street; and
- Integrated landscaping including softening of the street edges.

A State Significant Development Application (SSD 5237-2012) has now also been lodged for Phase 2 of the hospital re-development which proposes replacement of the Acute Hospital function operations. Director-General's Requirements were issued for these Phase 2 works on the 16 April 2012.

Wagga Wagga Base Hospital is part of a wider existing health facility precinct which includes the nearby Calvary Hospital, private health facilities, and specialist practices and clinics. Almost all of the specialist practices and clinics are housed in Docker and Edward Streets, which adjoin the existing hospital site, while Calvary Hospital is located approximately 250 metres south west of Docker Street.

The Wagga Wagga Base Hospital site (refer to Figure 3) covers an area of approximately 4.2ha. Hospital car parking is provided on adjacent lands and covers an area of approximately 1.5ha. The site currently houses many diverse, old and ad-hoc buildings which have undergone numerous extensions. Buildings vary from the State heritage listed Old Hospital Building to the multistorey 1960s Main Building.

The surrounding land use is predominately residential but forms part of an existing health precinct. The bulk and scale of the surrounding development is predominantly single storey low density.

The southern boundary zone of the site (adjacent to Rawson Lane) abuts the Wagga Wagga Conservation Area. The southern side of Rawson Lane is characterised by the backs of single storey residences, car parking areas, garages and private backyards.

Figure 1: Project Location

(Source: Proponent EA documentation)



Figure 2 : Locality Plan (Hospital shown outlined in RED)
(Source : Wagga Wagga City Council Website– Street Map)

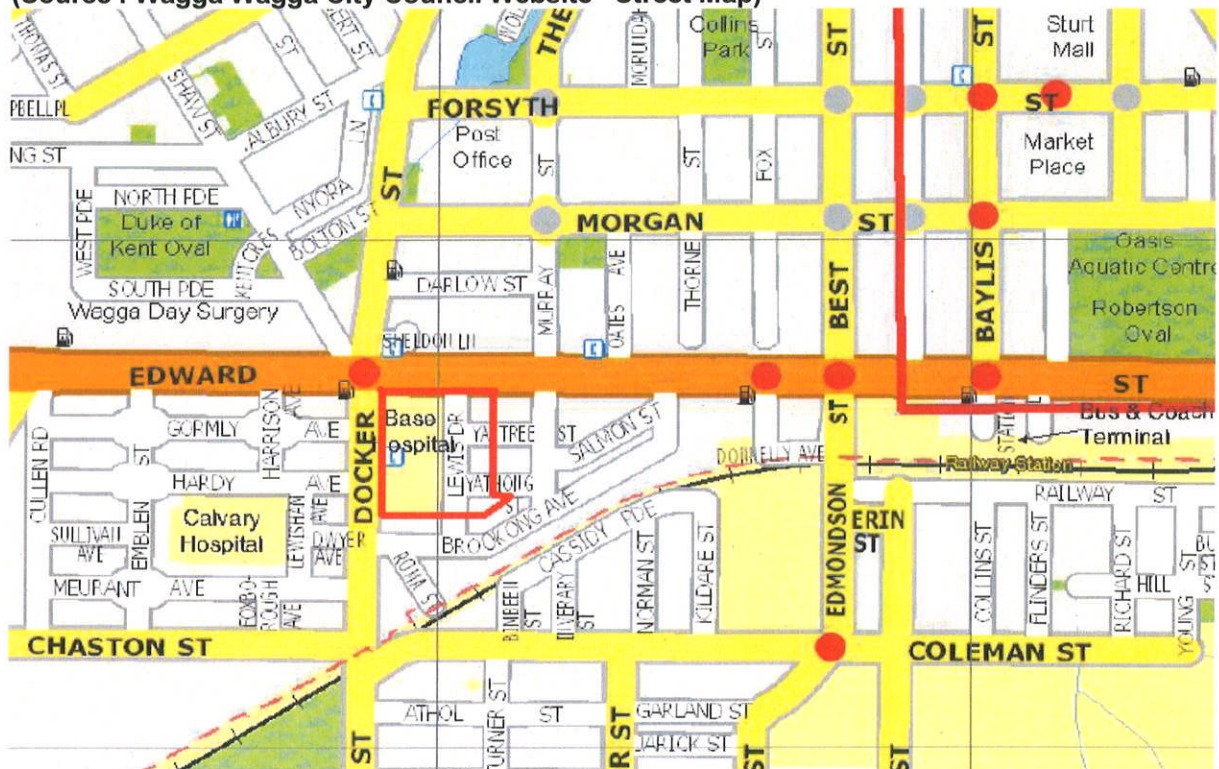
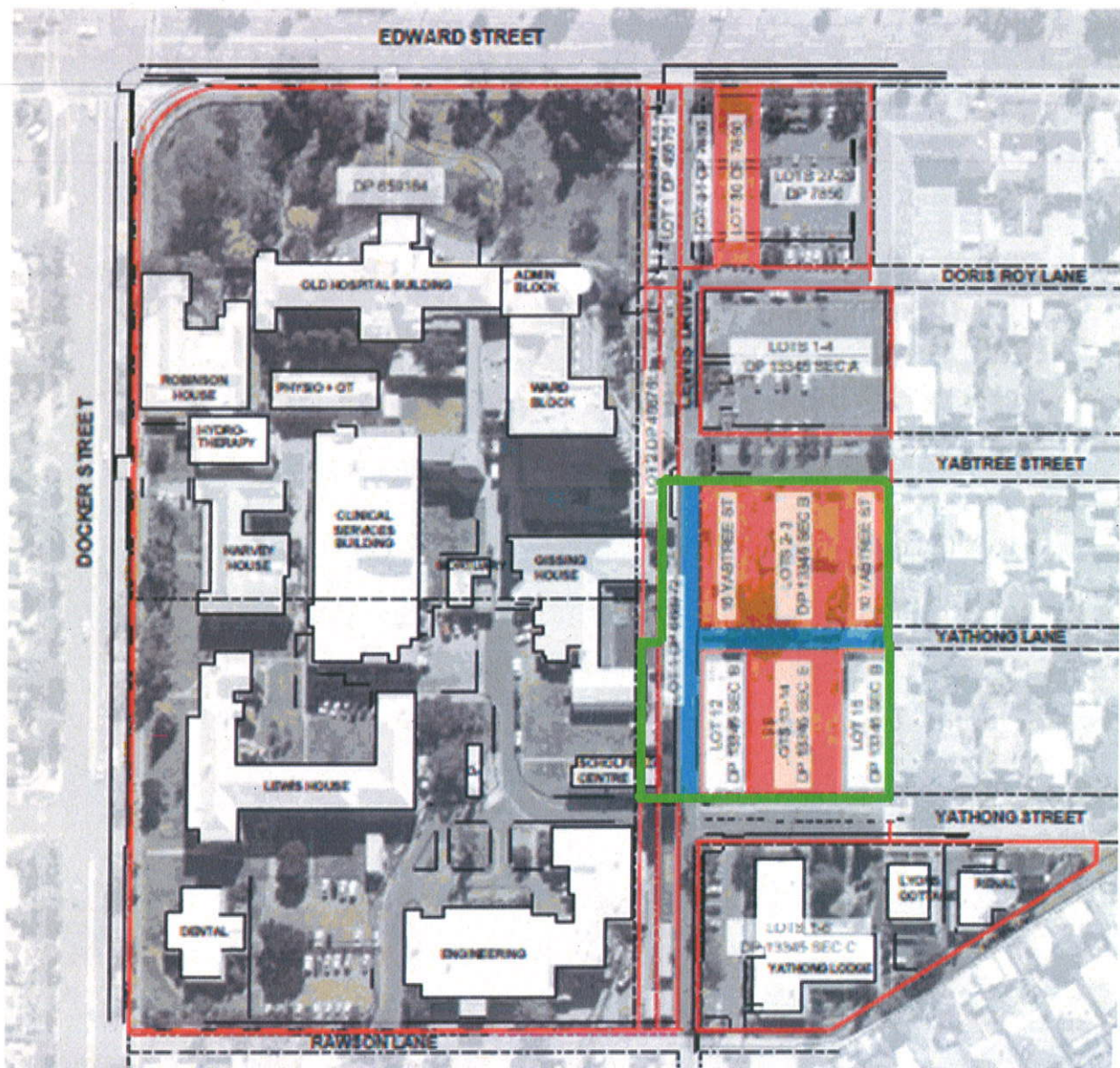


Figure 3: Existing Site Layout

(Source: Proponent EA documentation)



Key to Photograph is as below:

- Wagga Wagga Base
Hospital Owned
- Health Administration
Corporation Owned
- Roads Acquired

Site of Mental Health facility shown bordered in GREEN

2. PROPOSED PROJECT

2.1. Project Description

The proposed development involves the erection of a three storey mental health facility with associated carparking and landscaping. The project layout is shown in Figure 3 and building elevations are shown at Figure 4. The key components of the project as per the Preferred Project Report, are listed in Table 1.

It is noted that all demolition of structures required as part of Phase 1 is to be undertaken through the *State Environmental Planning Policy Infrastructure (ISEPP)*, including, Schofield Centre, Gissing House, The Mortuary and the dwellings located on 10-16 Yabtree Street (which are now in the ownership of NSW Health). Further, Lewis Drive directional flow and carparking modifications to the carpark off Lewis Drive and to the front of the hospital, works are also to be considered under ISEPP. Demolition and existing carparking modifications therefore do not form part of this proposal.

The height of the new mental health building will be two storeys with a third storey of plant. The location of taller elements toward the centre of the site, together with the proposed on-grade parking and landscape areas along the boundaries of the site (as part of subsequent project phases), will minimise the potential bulk and scale impacts on the surrounding residences.

Figure 4: Project Layout

(Source): Proponent EA documentation)

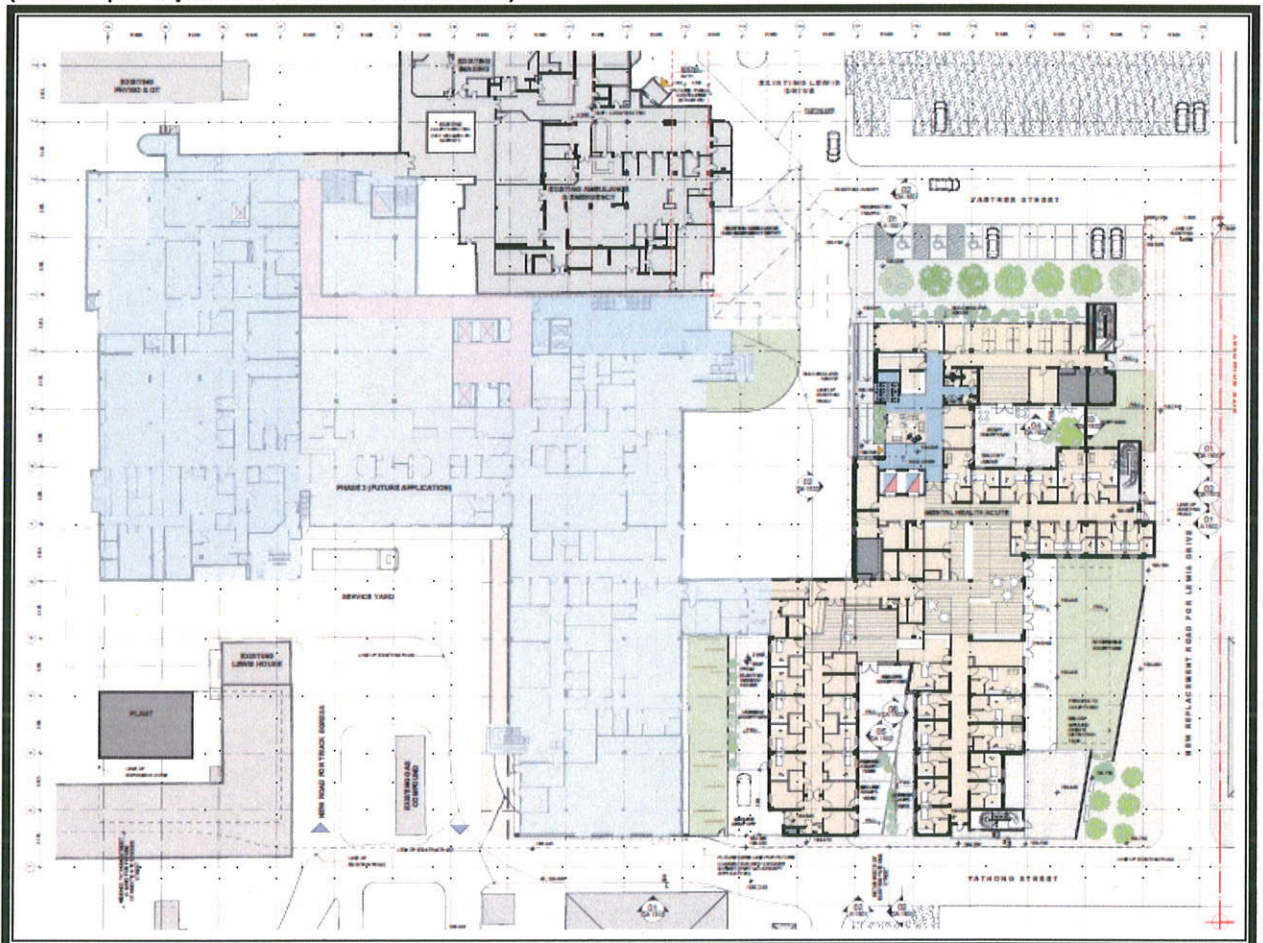
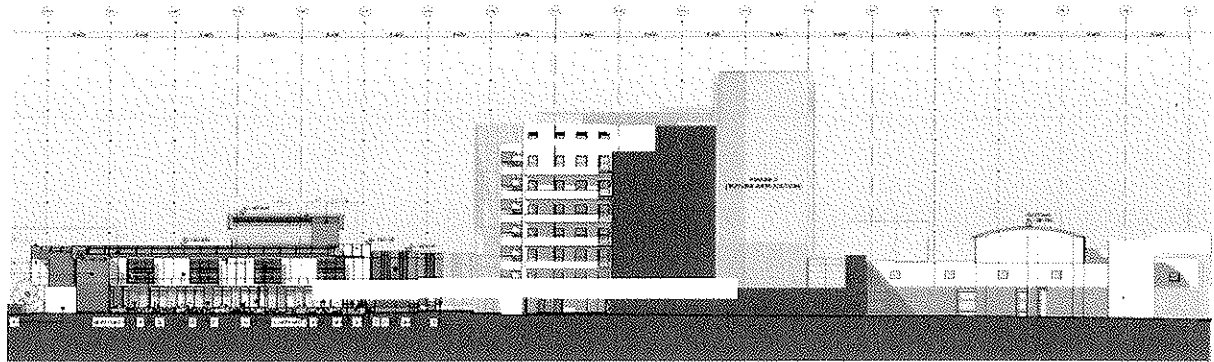
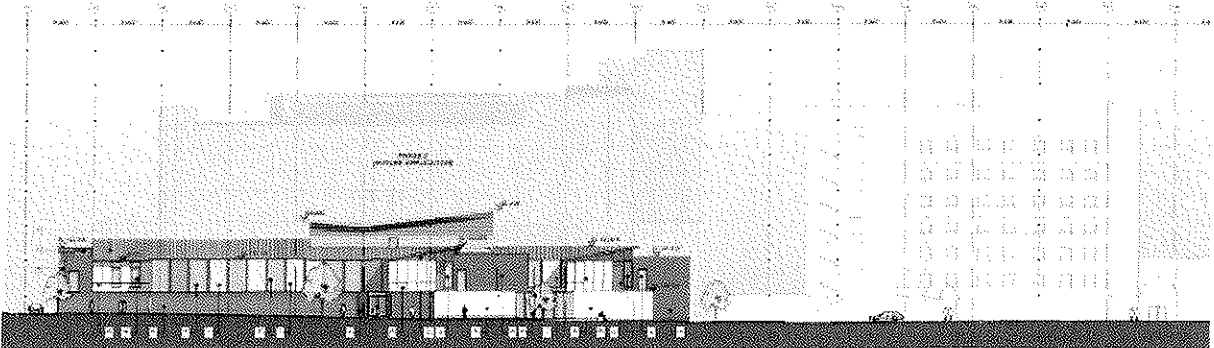


Figure 4: Project Elevations

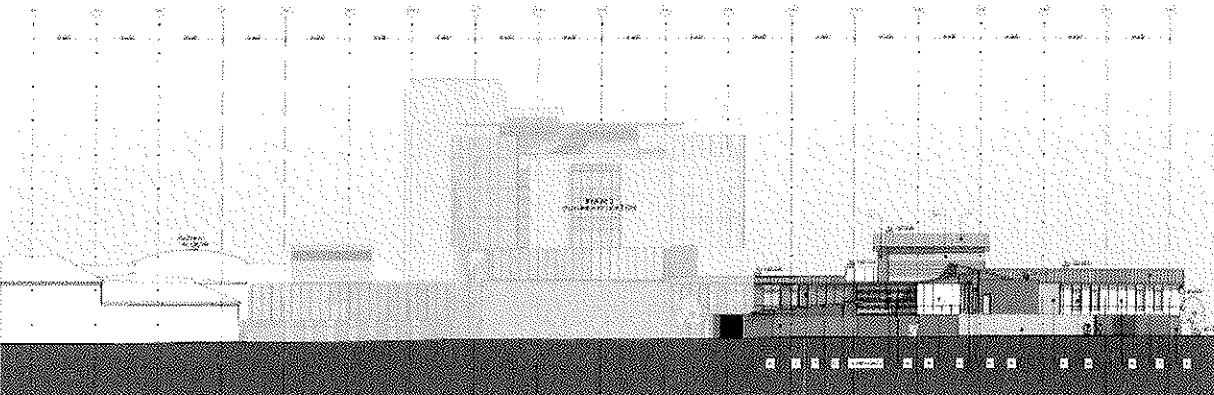
(Source: Proponent EA documentation)



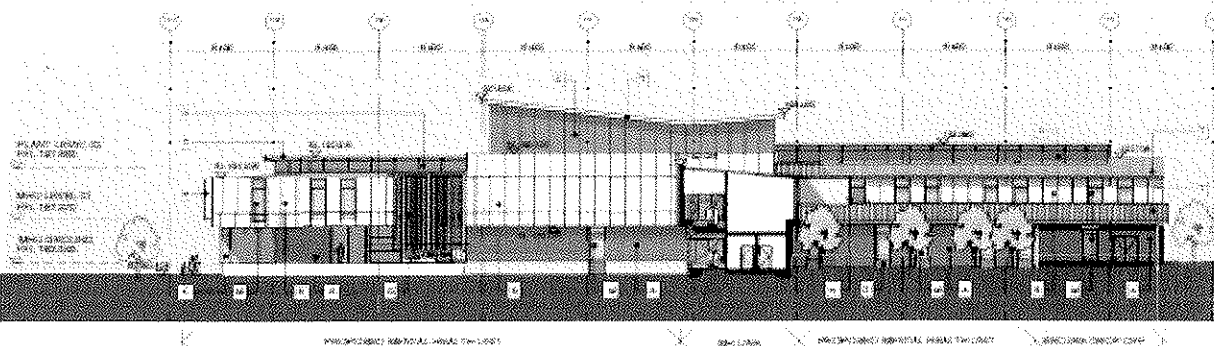
North Elevation



East Elevation



South Elevation



West Elevation

Table 1: Key Project Components

Aspect	Description
Project Summary	Wagga Wagga Base Hospital re-development – Phase 1 – New mental Health facility with associated landscaping and carparking.
Building Form	<ul style="list-style-type: none"> A new three storey mental health facility development comprising: <ul style="list-style-type: none"> levels 1 & 2 accommodating staff amenities, kitchen/services facilities, landscaped courtyards/balconies, patient accommodation and medical rooms; level 3 accommodating a plant room; modified carparking layout for the carpark off Edward Street; and revised carparking off the Yabtree Street entry.
Gross floor area (GFA)	4,763sqm GFA of new accommodation;
Landscaping and Carparking	<p>new pedestrian routes and pedestrian entry points;</p> <p>new car parking facilities, including 14 spaces to service the facility, and internal roads; and</p> <p>integrated landscaping including softening of the street edges.</p>
Project value	project valued at \$37,992,826.

2.2. Project Need and Justification

The staged re-development of the existing Wagga Wagga Base Hospital is consistent with Chapter 4: Health Communities of the NSW State Plan which seeks to:

- improve and maintain access to quality healthcare;
- improve survival rates and quality of life for people with fatal or chronic illness;
- promote healthy lifestyles; and
- reduce preventable hospital admissions.

The proposed development seeks to modernise and improve the medical services available through the Wagga Wagga Base Hospital to the city and the region. The current staged approach to the re-development of the hospital is the most practical method of constructing the new hospital complex which has a \$310 million total project estimated value. The Phase 1 project has an estimated value of \$38 million.

3. STATUTORY CONTEXT

3.1. Major Project

The proposal is a major project under Part 3A of the Act because it is development for the purpose of a hospital development under clause 18 of Schedule 1 of *State Environmental Planning Policy (Major Development) 2005*. Therefore the Minister for Planning and Infrastructure is the approval authority.

Part 3A of the Act, as in force immediately before its repeal on 1 October 2011 and as modified by Schedule 6A of the Act, continues to apply to transitional Part 3A projects. Director-General's environmental assessment requirements (DGR's) were issued in respect of this project prior to 1 October 2011, and the project is therefore a transitional Part 3A project.

Consequently, this report has been prepared in accordance with the requirements of Part 3A and associated regulations, and the Minister (or his delegate) may approve or disapprove of the carrying out of the project under 75J of the Act.

On 14 September 2011, the Minister for Planning & Infrastructure delegated responsibility for the determination of project applications under Part 3A of the *Environmental Planning and Assessment Act 1979 (the Act)* to the Deputy Director-General, Development Assessment and Systems Performance where:

- there are fewer than 25 public submissions in the nature of objections in respect of the project application; and
- the relevant local council has not made an objection; and
- a political disclosure statement has not been made.

The local council has not objected to this proposal and no public submissions were received. Therefore, the application may be determined under delegation.

3.2. Permissibility

The Wagga Wagga Base Hospital land, relevant to the subject development is zoned as follows under Wagga Wagga Local Environmental Plan 2010:

- SP2 Infrastructure (Hospital); and
- R3 Medium Density Residential.

The proposed hospital related activities and works are permissible within both zones.

3.3. Environmental Planning Instruments

Under the repealed Part 3A, Sections 75I(2)(d) and 75I(2)(e) of the 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 Act

Decisions made under the 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 proposal is generally consistent with the provisions of Section 5 of the Act and particular consideration is given to:

- (ii) *the promotion and co-ordination of the orderly and economic use and development of land,*

The re-development of the existing Wagga Wagga Base Hospital site is the most appropriate and cost effective outcome for the project as it ensures the facility stays on the established site and the substantial added cost of further land acquisition is not an issue as part of the project.

- (iv) *the provision of land for public purposes,*

The subject land has been utilised for public purposes for many years is on a major transport route and will continue to be utilised for the public purpose as part of the site re-development.

- (v) *the provision and co-ordination of community services and facilities,*

The hospital re-development will enable various public services (medical, emergency, mental health) to be provided within the one consolidated site which is readily accessible to the public.

3.5. Ecologically Sustainable Development

The 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.*

The Proponent will demolish the existing hospital facility separately under the ISEPP. The Proponent seeks to replace these structures with a new building complex which will be located within a similar building footprint. The Proponent has undertaken to implement the following ESD based measures:

- orientate buildings and use screening in order to minimise direct solar gains;
- maximise thermal efficiency through use of materials with high insulating and thermal mass properties;
- incorporate energy efficient design and equipment;

- minimise non-renewable resource consumption;
- consider alternative power generation options, including co-generation and tri-generation systems;
- maximise water re-use, reduction and re-cycling;
- incorporate water saving principles in landscape, road and carpark design;
- use low water use appliances and fittings; and
- select internal materials based on their low levels of volatile organic compounds.

The projects compliance with the provisions of Section 6(2) of the Act is discussed in detail at **Appendix D** of this report.

3.6. Statement of Compliance

In accordance with section 75I of the 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 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 14 December 2011 until 31 January 2012 (49 days) on the Department's website, and at the Department Bridge Street Offices and Wagga Wagga City Council Offices. The Department also advertised the public exhibition in the Daily Advertiser, Wagga Wagga on 14 December 2011 and notified landholders and relevant State and local government authorities in writing.

The Department received no general public submissions during the exhibition of the EA.

4.2. Public Authority Submissions

Three submissions were received from public authorities. Wagga Wagga City Council, NSW Transport – Roads and Maritime Services and the Heritage Council of NSW made submissions on the proposed development dealing with particular issues that required consideration by the Proponent.

Wagga Wagga City Council is generally supportive of the proposal. Council does however, seek to ensure that the development is undertaken in accordance with the requirements of the Building Code of Australia (BCA) and relevant Australian Standards (AS) for carpark and roadway construction as well as ensuring suitable controls are in place to protect existing service infrastructure and the local environment. These issues have been addressed through recommended conditions of consent.

Heritage Council of NSW noted that the proposed works were dealt with adequately under the Proponent's Heritage Impact Assessment which found that the buildings being demolished as part of Phase 1 were of low to moderate heritage value.

On this basis the Heritage Council had no objections to the proposal subject to conditions dealing with potential issues that may arise on site. These have been included within the recommended conditions and advisings.

NSW Transport – Roads and Maritime Services (RMS) raised no objection to the proposal in principle however, concerns were raised as to the timing of new road works, design of new carpark layouts and treatment of main road and intersections providing access/egress to the hospital site. On this basis the RMS provided various conditions suitable for any approval and these conditions were addressed in the Proponent's Preferred Project Report at **Appendix C**.

4.3. Proponent's Preferred Project Report

On behalf of NSW Health, LFA (Pacific) Pty Ltd provided a response to the issues raised in public authority submissions (see **Appendix C**). The response included a Preferred Project Report which resulted in only minor modifications as follows:

- the Construction Traffic Management Plan was modified to reflect revised car usage by construction staff which addressed the concerns related to off-site carparking associated with the construction staff (this matter is further addressed in Section 5 of this report);
- the new Lewis Drive has been redesigned to accommodate two way traffic flow to reflect the requirements of the RMS (this is identified as the two-way road running adjacent to the facility on its eastern side in **Figure 4**); and
- various minor modifications to the building form, including glazing, balcony and stair enclosures, proposed as part of the on-going design reviews by the Proponent.

5. ASSESSMENT

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

- traffic and carparking management;
- staging of works, including road closures and carparking availability;
- implementation of heritage conservation measures;
- building bulk and scale; and
- general amenity concerns and waste management, during demolition, construction and operational stages.

These matters are addressed below:

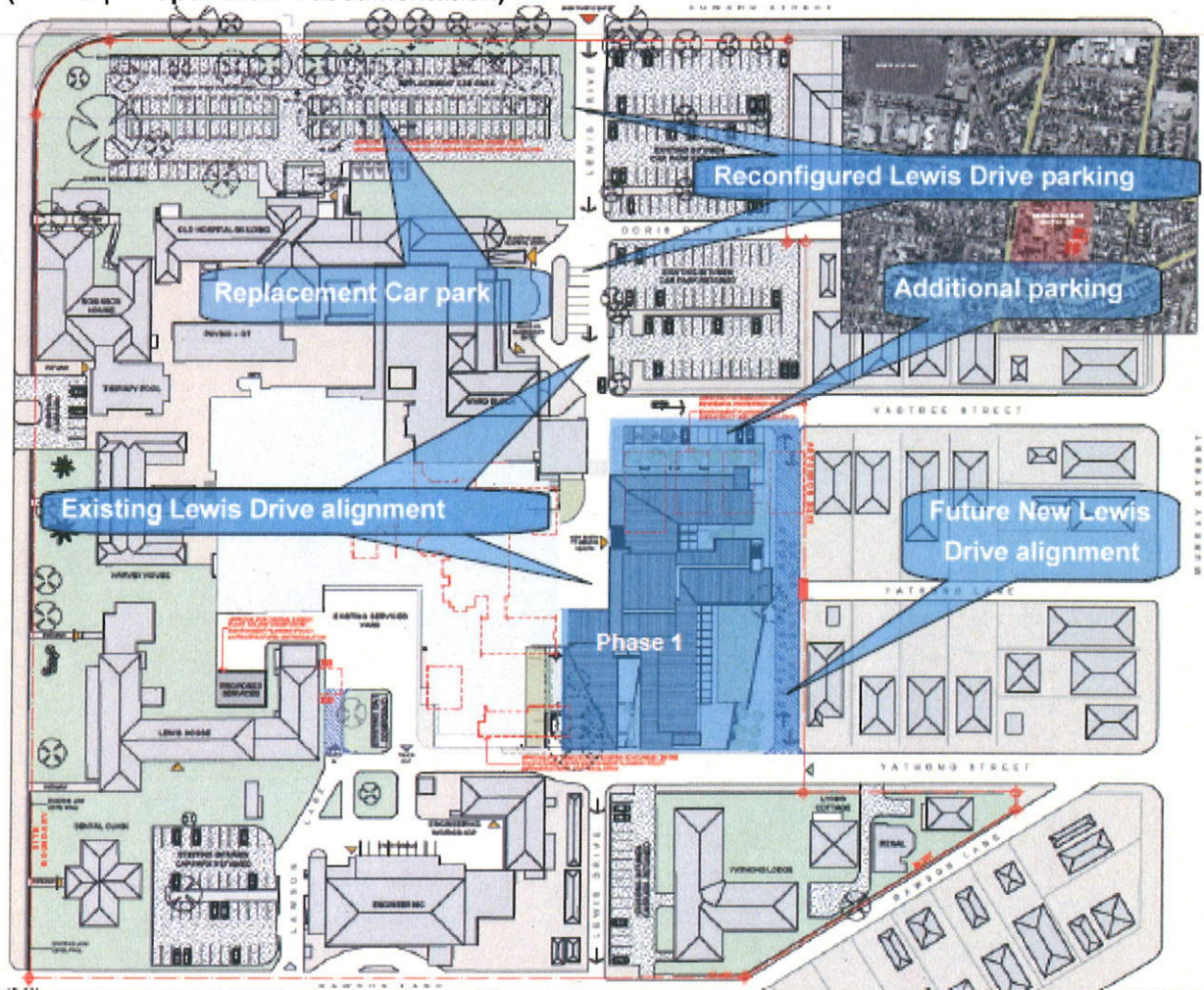
5.1. Traffic and Carparking

Issues with traffic management and on-site carparking have been raised by both Wagga Wagga City Council and the RMS. These issues primarily relate to the following:

- Access/egress to/from the site via Edward Street (Sturt Highway);
- Access/egress to/from the site via Murray Street and then onto Edward Street;
- Staging of development and construction of new internal roads;
- Future staging of construction of intersection with Docker street; and
- Management of traffic entering/exiting the hospital site.

The proposed road and traffic modifications are depicted in the following diagram.

Figure 5: Phase 1 Road and traffic modification plan
(Source: Proponent EA documentation)



5.1.1 EDWARD STREET ACCESS/EGRESS

Council and the RMS have raised concerns with the proposed road connection to Edward Street (Sturt Highway) due to the potential for conflict at the hospital's existing vehicular entry point, via Lewis Drive, refer to **Figures 2 and 5**. It is noted that the proposed works are not part of the subject proposal (as they are being undertaken through the ISEPP) although the modification from two-way flow to one-way flow has a direct effect on the Phase 1 facility, as it will direct internal traffic flow past the facility to exit via Yabtree or Yathong Streets.

The ISEPP proposal provides for an improved vehicular entry point at the Lewis Drive/Edward Street intersection which is proposed to service the larger carparking. The existing intersection is approximately 150 metres east of the intersection between Edward and Docker Streets and 150 metres west of the intersection between Edward and Murray Streets, thus providing a satisfactory distance separation from the nearest intersections to enable queuing, should it occur, to enter the site.

The Department considers that the improved vehicle entry point via the Lewis Drive/Edward Street intersection, proposed as part of the separate ISEPP proposal is adequate to accommodate traffic accessing the proposed development

It is noted that the Council and RMS have agreed that a controlled right turn, travelling east along Edward Street into the site should be restricted to official hospital vehicles only. Hence, it is supported that a raised median strip be constructed in the centre of Edward Street which is sign-posted to enable only access across for hospital vehicles. The proponent has committed to undertake these road modifications off Edward Street.

RMS has additionally raised concerns at potential vehicle speeds within the site and that traffic calming measures (not necessarily speed humps) should be included to control vehicle speed. These measures could include change in pavement texture or line marking controls. Although this is not an essential requirement it is a preventative measure and thus it is recommended that such design modifications be included as part of the approval instrument and thus promote continued discussion in further stages of the hospital development.

Although the above works are not technically part of the area specific Phase 1 works proposed, they are essential works that will ensure safe and effective use of the carpark by vehicles and pedestrians and thus are appropriate for consideration.

5.1.2 MURRAY STREET ACCESS/EGRESS

Council and RMS have raised concerns that where the internal link roads envisaged as part of the re-development of the whole hospital site, are not constructed as part of Phase 1, that vehicles will utilise the easiest access/egress to the site, including via the secondary streets of Yathong/Yabtree/Murray Streets.

Hence, it would continue to encourage movement along Yabtree/Yathong Streets and Doris Roy/Yathong Lanes into Murray Street and onto Edward Street. This would be in preference to attempting exit back onto Edward Street via the new carpark at the hospital entry. It is noted that the main entry to the site off Edward Street, via Lewis Drive is one way travelling south into the site.

The primary concern with this vehicular access route is that it will funnel hospital traffic onto local residential streets and potentially create a safety issue where vehicles attempt to enter Edward Street off Murray Street. In part, this situation currently exists with traffic able to traverse in both directions along these east-west orientated streets, including the ambulances proceeding towards the city centre.

It is considered acceptable that the existing arrangement would prevail and that this situation should markedly improve when the through route to Docker Street intersection is created in a future stage. The works proposed as part of this project application are limited to the Phase 1 hospital works only. Further road works are proposed to be undertaken as part of other future Phases of the redevelopment of the hospital, including the construction of Docker Street connection and traffic lights.

It is noted that the vehicular use of the Murray Street access/egress is an existing situation that will continue as a temporary situation and will be addressed as part of future stages of the hospital re-development.

The Department acknowledges the significant cost in providing the proposed road and traffic signalling improvements which will, with the completion of future phases of the hospital re-development, benefit local amenity and the overall hospital operations. On this basis the staging of site road works is considered acceptable.

5.1.3 STAGING OF INTERNAL ROAD CONSTRUCTION

Council and the RMS have raised issue with the staging of road works construction with regard to two key concerns, safety for users of the carpark/roads within the development and the need to control adverse noise/dust impacts for neighbouring properties.

RMS acknowledged that budgetary constraints may apply to the Phase 1 project which limit the extent of road works that can be undertaken as part of Phase 1. RMS has however, proposed simple low cost measures to improve amenity and safety for users of the internal roads and carparks. These measures include making the internal road to the east of the proposed mental health facility a two-way system and this improvement has been included within the PPR scheme. Further measures include minor internal directional flow changes, proper sealing of driveways and traffic calming measures to be incorporated. The majority of these measures are minor in nature and would not have unreasonable cost implications. On this basis it is recommended that the conditions requested by RMS dealing with these measures should be imposed as a condition of approval (see **Condition B3 of Appendix E**)

Concerns were raised by Council and public submissions as part of the original Concept Plan (MP10_0226) proposal with regard to the potential for noise and dust issues for neighbouring lands during and after construction works. Generally such matters can be controlled by standard conditions (see **Condition D1 of Appendix E**). The standard procedure would include watering of exposed roadways to reduce dust movement and for early bitumen sealing of roadways to reduce dust and noise transmissions. It is considered that this matter will be adequately addressed through Condition D1 and the Proponents Statement of Commitments.

5.1.4 STAGING OF DOCKER STREET INTERSECTION:

RMS has raised concerns with the timing for the completion of the Docker Street intersection with Yathong Street included as part of the CP proposal for the Hospital site. Although the CP has not been determined at this time it remains the basis upon which the staged development of the hospital is being undertaken. For the construction of the access to and intersection with Docker Street to occur would require the future demolition of Lewis House. These demolition works and the costs associated with extending Yathong Street and signalling the intersection are not budgeted as part of the Phase 1 application, and thus not proposed as part of the Phase 1 development.

The Yathong Street extension and Docker Street intersection/signalising are essential components of the CP for the total redevelopment of the hospital site as they provide for an efficient, predominantly one way flow of traffic through the site. The proponent has made a commitment to the future redevelopment of this site and to include these road works. It is noted that at this time the Phase 1 works only relate to the construction of the mental health facility, accommodated by the demolition of the Schofield Centre and the dwellings along Yabtree Street, and the

construction of alternative internal access roads. The new carpark off Edward Street is not part of the Phase 1 works as this has been dealt with under the ISEPP.

The mental health facility proposed under the Phase 1 works is not dependent upon the completion of the Docker Street Intersection in order to operate safely. The Phase 1 works will have relatively minor impact upon the existing traffic and carparking operations on site. This is also acknowledged by the RMS.

Based upon this information it is considered that the construction of the Docker Street intersection and Yathong Street extension is not warranted as part of the Phase 1 development and, based upon the proponent's commitments to the hospital site redevelopment, will be included as part of future phases of the development.

5.1.5 ACCESS/EGRESS TRAFFIC MANAGEMENT

This issue has been partially addressed in the preceding traffic/carparking issue assessments. The proponent has acknowledged and committed to the improved traffic and carparking management within the site. Suitable measures to control access/egress to the site will be implemented as various phases of development occur. In particular, the construction of the Yathong Street extension and intersection at Docker Street, as part of any future applications, will dramatically improve existing vehicular movement within and around the subject land.

On this basis it is the department's opinion that a condition requiring these works as part of the Phase 1 development is not necessary. NSW Health has committed to ensure such works are undertaken in future. In order to clarify the need for these works it is recommended that completion of these works be recommended as part of the advisings attached to the approval instrument at **Appendix E** to this report.

5.2. Staging of Works – Roads and Carparking

Concerns were raised by RMS as to the timing of the works associated with the staging of development of the total hospital site, considering that the CP has not been determined, as well as the staging of the works for Phase 1 with regard to:

- Closing of streets and internal roads; and
- Re-working of the existing carparks whilst maintaining parking for hospital operations.

The proponent has provided commitments to continue appropriate staging of both Phase 1 and the re-development of the whole hospital site and that this would be done in consultation with relevant government agencies. The proponent also acknowledged that certain works have preference, including the construction of the Docker Street intersection and extension of Yathong Street. These commitments were made on the premise that these works would be undertaken at the relevant critical stages in consultation with Council and the RMS.

5.3. Heritage Conservation Measures

The Heritage Council of NSW recommended certain actions to address the heritage issues associated with the subject development, which included:

- i) Archival recording before, during and after works:

The proponent response stated that the assessment of the heritage values of the buildings to be demolished, including Schofield Centre, Gissing House and Old

Mortuary were dealt with as part of the Heritage Impact Assessment, where it had been determined that the significance of these buildings was considered to be low to moderate. On this basis the proponent considered there was no need to require archival recording.

It is recommended that the archival recording of the premises is relevant considering the historical significance of the existing hospital for the local community and should be supported (see **Condition B2 of Appendix E**).

ii) Relocation of movable heritage items to other public locations on site:

The proponent has provided a commitment under the Concept Plan proposal (MP10_0226) to move heritage items to a public location prior to any demolition works. On this basis it is reasonable to impose this requirement conditionally under **Condition B2**.

iii) Prepare and implement an Interpretation Strategy (IS):

The Proponent confirmed that under the Concept Plan application a commitment was given to prepare an IS for the entire hospital development, but that it is not warranted for the Phase 1 development in isolation. The proponent accepts that the preparation of an IS for Phases 1 & 2 of the hospital redevelopment is a reasonable requirement that could be prepared upon completion of those works. It is recommended that the requirement of an IS should be imposed as part of the Phase 1 approval and could be adopted as an interim IS until the Phase 2 works are constructed.

iv) Implementation of a naming policy:

The proponent has committed to implement a naming policy, although noted that the naming policy may not be restricted to those associated with the hospital. This is a reasonable outcome and does not conflict with the recommendations of the Heritage Council. Thus the condition as requested is recommended to be imposed.

v) Work must cease where an archaeological relic is found:

The proponent agrees with this recommendation and it has been imposed conditionally at **Condition B2**.

vi) Work must cease if an Aboriginal relic is found:

The proponent agrees with this recommendation and it has been imposed conditionally at **Condition B2**.

On the basis of the above discussions it is recommended that the conditions proposed by the Heritage Council should be imposed as they are consistent with the commitments made by NSW Health and are reasonable requirements (see **Condition B2 at Appendix E**).

5.4. Building Bulk and Scale

The Phase 1 development is principally for a two storey development with a partial third level accommodating a plant room. The scale and form of the development is of a relatively low scale and compatible with the scale of development in the locality.

The scale and design of the proposed buildings ensure that there is minimal amenity impacts on the locality. In particular the design ensures:

- no unacceptable overshadowing of neighbouring lands;
- potential for overlooking is minimised;
- minimal noise due to its two storey scale and hospital use.

The design of the building, although relatively long (75 metres) for a residential locality, is well set back from the nearest residential property, being a minimum of 10 metres. Amenity concerns have been minimised through:

- provision of a larger setback than normally would be provided in a residential neighbourhood;
- retention of a relatively low scale comparable with residential development scales; and
- suitable screening of any balconies orientated towards residential properties.

On the basis of this assessment it is considered that the building design of the proposal is acceptable and will have minimal amenity impacts on neighbouring properties.

5.5. General Amenity and Waste Management

Any development of land in close proximity will potentially result in amenity concerns for neighbouring residential properties. These matters are assessed as follows :

i) Noise, Vibration and Dust Impacts:

During construction periods there will inevitably be impacts relating to noise, dust and vibration for nearby residential properties which, although temporary, are, in part, unavoidable. Standard conditions of consent are proposed, See **Condition D1 of Appendix E**, which respond to this issue and ensure some protection of amenity during the construction period. The hours of operation of the noise and vibration generating machinery is generally controlled via the Environment Protection Authority (EPA). Hence it is considered that the general amenity of the local area will be adequately maintained as part of the subject development.

ii) Construction Parking provision:

A general concern raised by Council and the RMS related to the provision of adequate on-site carparking to accommodate construction workers carparking needs without adversely impacting upon normal carparking requirements associated with the hospital functions.

At the peak construction period, likely to be during September-November, the maximum construction staff numbers will be 140 persons. Initially the EA reported a need for one space per worker, however, upon review of car sharing and alternative transport method use, it was determined that only 59 carpspaces would be required. Approximately 34 spaces have been allocated on site for worker vehicles and hence a shortfall for 25 spaces has been identified. The proponent contends that this 25 space shortfall can be accommodated adequately on nearby streets.

Based upon a site inspection of the locality and the nearby road system, it is agreed that 25 spaces could be adequately and safely accommodated in the immediate locality. Hence, with regard to construction carparking for Phase 1, it is considered that the proposed arrangement by the proponent is satisfactory. Future Phases of development, including the construction of the medium-rise buildings may require an

alternative parking arrangement for construction workers due to the potentially larger workforce and a likely extended construction time frame.

iii) Waste Management:

NSW Health promotes sustainable operations through the provision of dedicated facilities for waste management and sorting. In particular, the Wagga Wagga Health Service Cluster is committed to maintaining a waste management system that is safe, efficient, cost effective and considers environmental issues.

Waste management for the Project will be undertaken in accordance with the Wagga Wagga Health Service Cluster Waste Management Plan 2010-2011 (WMP) which is provided at Appendix M of the EA report.

The WMP outlines strategies for the effective management of waste including:

- waste management committees, plans and waste audits;
- waste minimisation, avoidance, segregation, recycling and re-use;
- waste labeling and containment;
- proper waste handling, storage and transport;
- correct waste treatment / disposal; and
- staff training and education.

Based upon the details provided as part of the WMP it is considered that waste issues associated with the site will be adequately managed. The adoption of a WMP is formally required via **Condition B5 of Appendix E**.

iv) Landscape Design

The proposal incorporates a detailed landscape design which will provide for

- circulation through external areas of site;
- necessary amenity (respite, shade, visual amelioration of built form etc.);
- specific functional requirements of various users i.e. secure, acute mental etc;
- adherence to all relevant BCA and Australian Standards;
- achievement of a suitable visual quality that provides consistency of identity and cohesion to the project overall, and assists in unifying the many different areas of the site (planting, hardstand, furniture, fixtures and services); and
- practical amenity and safety through suitable design and detailing of a hierarchy of lighting, signage, access routes and amenities, parking locations and the like that together contribute to the good functioning, safe and efficient operation of the hospital.

The landscaping proposal will soften the appearance of the new buildings and enliven common public areas as part of this proposal.

Based upon the above assessment the Department considers that the Phase 1 proposal should be approved conditionally considering:

- preventative measures proposed to ameliorate amenity impacts;
- suitable actions and commitments made by the proponent to maintain amenity; and
- the public interest and benefits that will be achieved through improved health facilities.

6. RECOMMENDATION

The Phase 1 development of the Wagga Wagga Base Hospital is considered to be a suitable development for the subject land. The proposed works are located entirely within the boundaries of the NSW Health owned lands and as a result of setbacks proposed, screening design measures and environmental commitments by the proponent, is unlikely to have any long term adverse amenity impacts for the locality. The proposal is Phase 1 of an on-going redevelopment of the Wagga Wagga Base Hospital which will assist in providing a modern and updated hospital facility to service this region.

The staged development of the existing Wagga Wagga Base Hospital is consistent with Chapter 4: Health Communities of the NSW State Plan which seeks to:

- improve and maintain access to quality healthcare;
- improve survival rates and quality of life for people with fatal or chronic illness;
- promote healthy lifestyles; and
- reduce preventable hospital admissions.

The proposed development seeks to modernise and improve the medical services available through the Wagga Wagga Base Hospital to the city and the region. The current staged approach to the re-development of the hospital is the most practical method of constructing the new hospital complex which has a \$310 million total project estimated value. The Phase 1 project has an estimated value of \$38 million.

The proposal is recommended for conditional approval with particular regard given to the on-going management of traffic issues for this medical precinct which will be addressed further through future phases of development of the hospital precinct by the proponent. On this basis conditional approval of Phase 1 of the Wagga Wagga Base Hospital redevelopment is recommended.



Acting Director
Metropolitan and Regional Projects South



Executive Director
Major Projects Assessment

11.5.12



Deputy Director-General
Development Assessment & Systems Performance