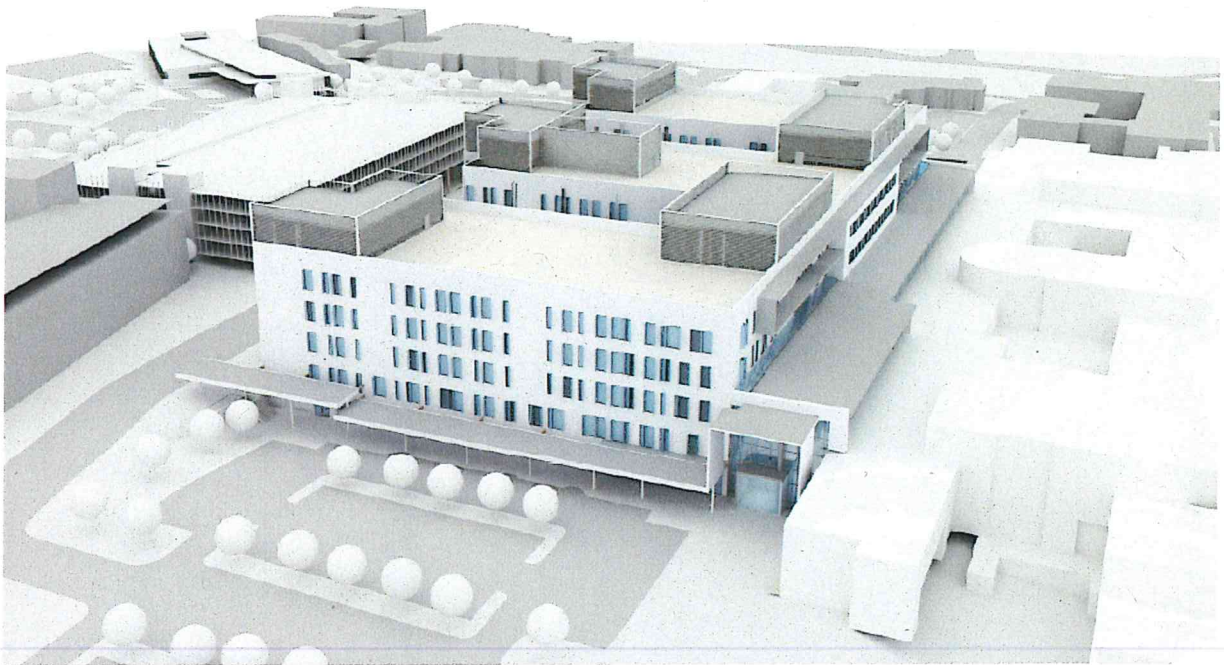




**Planning &  
Infrastructure**

**STATE SIGNIFICANT DEVELOPMENT  
ASSESSMENT REPORT:  
*Blacktown Mt Druitt Hospital: Blacktown  
Campus – Stage 1 Expansion  
18 Blacktown Road, Blacktown  
(SSD 5263)***



Director-General's  
Environmental Assessment Report  
Section 89H of the  
*Environmental Planning and Assessment Act 1979*

December 2012

## ABBREVIATIONS

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Applicant	Health Infrastructure
CIV	Capital Investment Value
Department	Department of Planning and Infrastructure
DGRs	Director-General's Requirements
Director-General	Director-General of the Department of Planning and Infrastructure, or his delegate.
EA	Environmental Assessment
EIS	Environmental Impact Statement
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	Environmental Planning and Assessment Regulation 2000
EPI	Environmental Planning Instrument
LEP	Local Environmental Plan
MD SEPP	State Environmental Planning Policy (Major Development) 2005
Minister	Minister for Planning and Infrastructure
PAC	Planning Assessment Commission
Regulation	Environmental Planning and Assessment Regulation 2000
RtS	Response to Submissions
SEPP 2011	State Environmental Planning Policy (State and Regional Development) 2011
SEPP	State Environmental Planning Policy
SEE	Statement of Environmental Effects
SSD	State Significant Development

## HYPERLINKS

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[Hyperlinks](#) (CTRL + click to access) are included in this document to allow quick navigation to explanations and interpretations of commonly used legal, scientific or industry terms / phrases used in this document. The explanations / interpretations appear in the glossary appendix. Be sure to print the relevant glossary appendix to enable interpretation of these terms or phrases when printing the main body of the report.

Cover Photograph: Rendered 3D Aerial View

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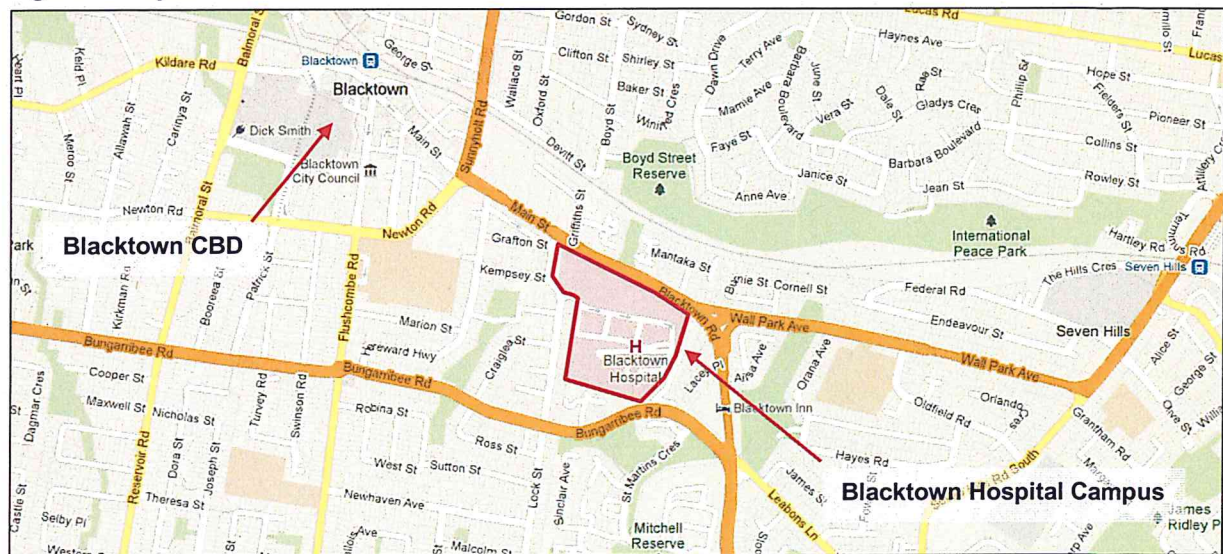


## 1. PROPOSED PROJECT & SITE DESCRIPTION

### 1.1 The Proposal

Health Infrastructure proposes to construct a new eight level clinical services building (CSB), undertake alterations to the existing main hospital buildings and internal road works and provide new permanent access to the site from Blacktown Road, new car parking and associated landscaping and building services work, known as stage 1 expansion works at the Blacktown Campus, Blacktown Mt Druitt Hospital, Blacktown. The project location is shown in Figure 1.

Figure 1: Project Location



### 1.2 Site Description

Table 1: Site Description

<b>Topography</b>	<p>Blacktown Hospital campus has an area of 12.42 hectares, with frontages to Blacktown Road and Marcel Crescent. The CSB development site is located centrally within the campus.</p> <p>The site consists of Blacktown Hospital and associated hospital buildings and infrastructure, including the University of Western Sydney teaching facility, internal roads and extensive at-grade car parking areas. Mature vegetation and landscaped lawn areas exist mainly between existing structures and car parking areas.</p> <p>The site falls from the south of the site towards the north to Blacktown Road, varying in height by approximately 22 metres.</p>
<b>Site History</b>	<p>The Blacktown campus has been progressively developed over the past 45 years, with two main development phases occurring in the mid 1960's and during the 1990's, which saw the development of the site, including the demolition of the former main hospital and construction of the current hospital building.</p>
<b>Current use of site</b>	<p>The site is currently utilised for medical and health services associated with the Blacktown-Mt Druitt Hospital. The Blacktown campus currently provides clinical services for local residents, including a 24 hour emergency service and other clinical services. The campus also provides a regional role for ambulatory renal dialysis services.</p> <p>The University of Western Sydney's medicine school and research facility building is located west of the main hospital building.</p>
<b>Surrounding land use(s)</b>	<p>The Blacktown campus is surrounded by predominantly low to medium density residential development, particularly to the west, east and south. Immediately north of the campus, the northern side of Blacktown Road comprises a mix of uses, including high density residential development and a motor showroom.</p>



### 1.3 Key Project Components and Features

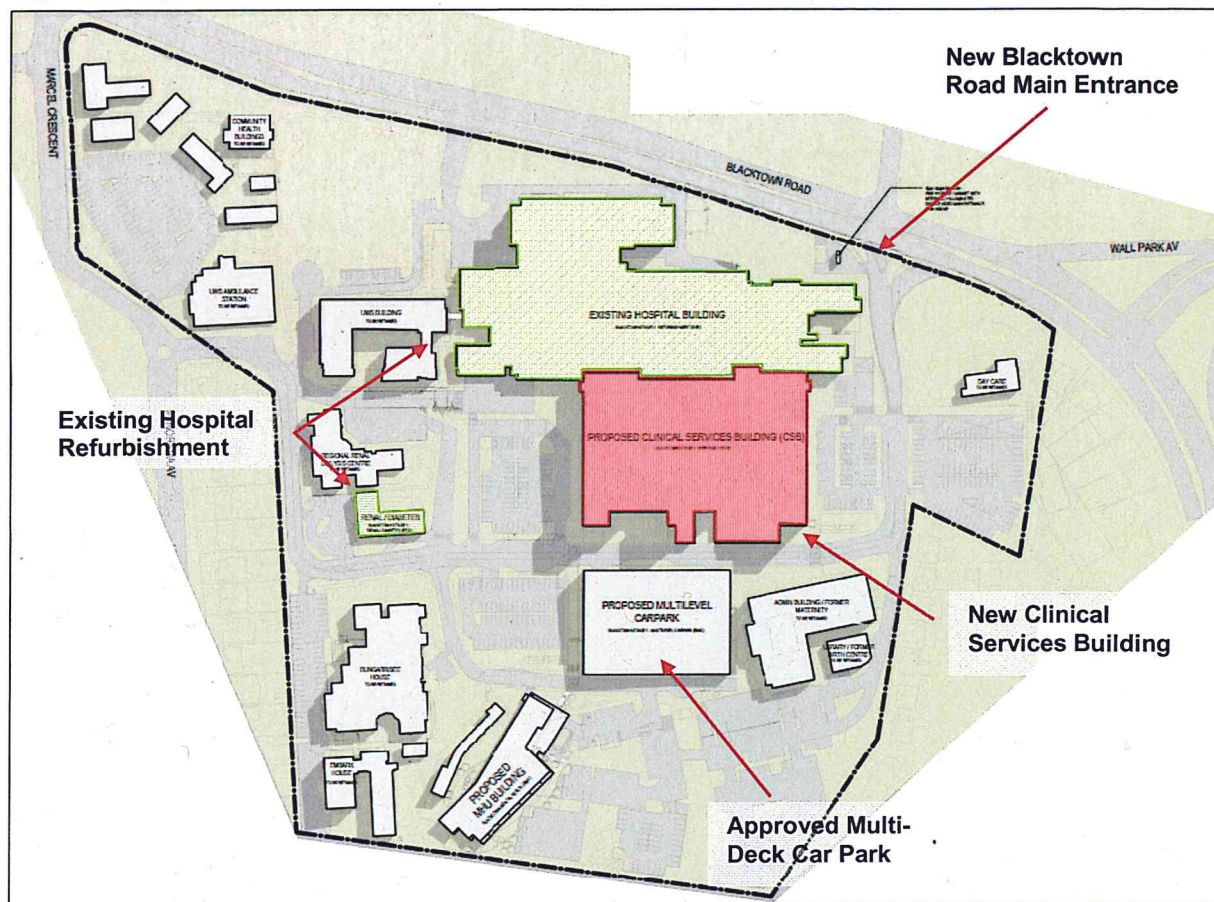
Table 2 provides a summary of the development proposal's key components and features. The proposed project layout can be seen in Figure 2.

**Table 2: Key Components**

<b>Project Summary and features</b>	<ul style="list-style-type: none"> <li>• construction of a new eight level clinical services building (CSB)</li> <li>• alterations to the existing main hospital buildings</li> <li>• construction of internal pedestrian hospital street</li> <li>• new permanent road access to Blacktown Road</li> <li>• new parking and entry forecourt</li> <li>• site landscaping providing an integrated site landscape plan</li> <li>• associated building services</li> </ul>
<b>Clinical services building</b>	<ul style="list-style-type: none"> <li>• construction of new 32,000 sqm, eight level CSB, including two basement levels, five clinical services levels and rooftop plant, comprising: <ul style="list-style-type: none"> <li>○ approximately 185 inpatient beds (coronary care, cardiology, respiratory medicine, acute aged care, cancer, surgical day only, renal dialysis)</li> <li>○ comprehensive cancer care centre (2 linear accelerators, radiation therapy, medical oncology, outpatient clinics and clinical trials)</li> <li>○ additional outpatients clinics</li> <li>○ pharmacy and pathology expansion</li> </ul> </li> <li>• construction of a new internal pedestrian street linking together proposed and existing hospital buildings</li> </ul>
<b>Existing hospital building alterations</b>	<ul style="list-style-type: none"> <li>• alterations and refurbishments to the existing main hospital building to complement the proposed CSB</li> <li>• expansion of the emergency department's capacity urgent care centres and collocated Psychiatric Emergency Care Centre (PECC)</li> <li>• additional 8 intensive care beds</li> <li>• minor amendments to loading dock</li> </ul>
<b>New Blacktown Road access</b>	<ul style="list-style-type: none"> <li>• construction of new permanent site access to Blacktown Road, opposite Baronta Street</li> </ul>
<b>Car parking and entry forecourt</b>	<ul style="list-style-type: none"> <li>• construction of a new drop off and pick up area adjacent to the patient discharge east of the proposed CSB</li> <li>• construction new a car park (P11) east of the new CSB, containing 28 spaces</li> </ul>
<b>Landscaping and public domain</b>	<ul style="list-style-type: none"> <li>• campus wide landscape works, including new soft landscaping, paving and furniture, comprising: <ul style="list-style-type: none"> <li>○ landscaped courtyards and internal hospital street between the existing and proposed hospital buildings</li> <li>○ new street tree plantings and boundary plantings</li> <li>○ feature entry area landscaping</li> <li>○ car park landscaping</li> <li>○ new hospital entrance signage.</li> </ul> </li> </ul>
<b>Value [CIV] / Jobs</b>	<ul style="list-style-type: none"> <li>• \$256,762,732 capital investment value</li> <li>• creation of 580 operational jobs</li> </ul>



**Figure 2: Proposed Layout**



#### 1.4 Blacktown Hospital Multi-deck Car Park and SEPP (Infrastructure) 2007 Approvals

As part of the overall redevelopment phase of the Blacktown-Mt Druitt Hospital campus, Health Infrastructure has undertaken different approval avenues in addition to the subject SSD application. In this regard, a separate development application, lodged with Blacktown City Council (council), for the construction of a 616 space multi-deck car park was approved on 10 August 2012.

On 22 June 2012 Health Infrastructure approved a Part 5 application via a Review of Environmental Factors under clause 58 of State Environmental Planning Policy (Infrastructure) 2007 for works associated with the development of a sub-acute mental health facility for the Blacktown campus, works to Mt Druitt campus and Blacktown campus civil works, comprising:

- new temporary and permanent at-grade parking
- internal access road realignments to accommodate the continued operation
- temporary traffic and pedestrian management works
- demolition of redundant buildings
- stormwater management works
- services diversion including new substation, generator and switch room
- diverted services to be located generally within the internal road network.

## 2. STATUTORY AND STRATEGIC CONTEXT

### 2.1 SEPP (State and Regional Development) 2011

The proposal is State significant development because it is development for the purpose of a hospital with a capital investment value (CIV) in excess of \$30 million, under clause 14 of Schedule 1 of State Environmental Planning Policy (State and Regional Development) 2011. Therefore the Minister for Planning and Infrastructure is the consent authority.

### 2.2 Approval Authority

On 14 September 2011, the Minister for Planning and Infrastructure delegated responsibility for the determination of State significant development under Division 4.1 of Part 4 of the *Environmental Planning and Assessment Act 1979* to the Executive Director, Major Projects Assessment. The proposal complies with the terms of the delegation as council has not objected to the proposal, a



political disclosure statement has not been made and there were fewer than 10 submissions in the nature of objections.

### 2.3 Permissibility and Zoning under Local Environmental Plan

The site is zoned 5(a) Special Uses – General Zone (Hospital) under Blacktown Local Environmental Plan 1988 (LEP). The proposed development is permissible with consent.

No specific development standards or controls apply to the site, including setbacks, floor space ratio or height.

### 2.4 Environmental Planning Instruments

The Department's consideration of relevant EPIs (including SEPPs) is provided in Appendix B. The proposal is consistent with the relevant requirements of the EPIs.

### 2.5 Objects of the EP&A Act

Decisions made under the EP&A Act must have regard to the objects of the EP&A Act, as set out in section 5 of the EP&A Act. The proposal is consistent with the objects of the EP&A Act as it will provide social and economic welfare benefits for the community through the provision of additional health services, it represents the orderly and economic use of public land, provides essential public services and infrastructure and is proposed to be constructed in an ecologically sustainable manner.

### 2.6 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.

The department has considered the project in relation to the ESD principles. The Precautionary and Inter-generational Equity Principles have been applied in the decision making process via a thorough and rigorous assessment of the environmental impacts of the project. The proposal is considered to be consistent with ESD principles as described in section 5.4 of the applicant's EIS, which has been prepared in accordance with the requirements of Schedule 2 of the Regulation.

### 2.8 Environmental Planning and Assessment Regulation 2000

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

### 2.9 Strategic Context

The department considers that the proposal is consistent with and/or supports the following local/state/regional strategies:

- key policy commitments of NSW 2021, including an increased investment in infrastructure that will provide for improved health services and increased employment opportunities and stimulate the growth of critical industries that will support the growth and rebuilding of NSW
- the aims and objectives of the Metropolitan Plan for Sydney 2036, through its contribution to the provision of social infrastructure within the region, provision improved health outcomes and employment opportunities and the clustering of health infrastructure around existing health precincts
- the proposed stage 1 expansion of the Blacktown campus will assist in meeting the North West Subregion Draft Subregional Strategy job targets and support the growth of Blacktown as a Major Centre
- investment in employment generation with a CIV of \$256,762,732
- job creation through 580 operational jobs.

### 2.9 Director Generals Requirements

Section 1.4 of the EIS addresses compliance with the Director General's Requirements. These matters have been addressed in the EIS sufficient to enable an adequate consideration and assessment of the proposal for determination purposes.



### 3. EXHIBITION CONSULTATION AND SUBMISSIONS

#### 3.1 Exhibition

In accordance with s. 89F of the EP&A Act and cl. 83 of the Regulation, the Director-General has made the application and accompanying information publicly available for at least 45 days following the date of first publication (including a 15 day extension due to the school holiday period), in accordance with the Regulation and the department policy (see Table 3).

Table 3: Exhibition Details

Exhibition/Notification	Medium	Dates
Publicly exhibited	DPI information centre, Blacktown City Council and on the department's website.	6 September 2012 to 22 October 2012
Newspaper notice	Sydney Morning Herald and Daily Telegraph	Published 5 September 2012
Newspaper notice	Blacktown Advocate	Published 5 September 2012
Written notices to	Landholders and public authorities	Dated 30 August 2012

The Department received eight submissions during the exhibition of the application - six submissions from public authorities and two submissions from the general public. A summary of the issues raised in submissions is provided below.

#### 3.2 Public Authority Consultation and Submissions

Six submissions were received from public authorities, as addressed below in Table 4. No objections to the proposed development were raised, however detailed comments and recommended conditions were provided by the Environment Protection Authority, Roads and Maritime Services and council.

Table 4: Public Authority Submissions

Agency	Comments	Department Comment
Blacktown City Council	<ul style="list-style-type: none"> <li>in principle, council raises no objections to the proposal subject to recommended conditions</li> <li>council would like an assurance that where construction works occur concurrently with the multi deck car park, that sufficient on site parking is provided so residents are not affected by overflow parking</li> </ul>	Refer to section 4.2.2 – department's assessment on traffic and transport. Tag A – recommended conditions.
Transport for NSW (TfNSW) (two submissions)	<ul style="list-style-type: none"> <li>noted that issues raised in its initial submission (dated 23 October 2012) were discussed with the applicant to address matters surrounding bus servicing and pedestrian connectivity</li> <li>advised that its initial submission was now superseded with its subsequent submission dated 27 November 2012, which now raises no objections</li> <li>comments provided in relation to ensuring the provision of a sheltered accessible bus stop in the vicinity of the signalised intersection at Blacktown Road and Marcel Crescent</li> </ul>	Refer to section 4.2.2 – department's assessment on traffic and transport. Tag A – recommended conditions.
Roads and Maritime Services (RMS)	<ul style="list-style-type: none"> <li>RMS grants concurrence under the <i>Roads Act 1993</i> to the proposed temporary construction vehicle access and permanent vehicle access to the hospital from Blacktown Road subject to departmental approval and recommended conditions</li> <li>advised by RMS that temporary construction access from Blacktown Road is approved, subject to an approved Traffic Management Plan</li> </ul>	Refer section 4.2.2 – department's assessment on traffic and transport. Tag A – recommended conditions.

	<ul style="list-style-type: none"> <li>• conditions recommended requiring construction access to be closed at the completion of works for each stage</li> <li>• RMS raises no objection to the construction of a permanent left in/left out vehicular access to the hospital from Blacktown Road, with the final design subject to continuing discussions with the applicant</li> <li>• RMS does not support the signalisation of the proposed new permanent access due to its proximity to the signalised intersection of Wall Park Avenue and Blacktown Road</li> <li>• RMS advise that the department should ensure that buses can circulate within the site due to left in/left out restrictions at Blacktown Road access point</li> <li>• RMS advise that the department should ensure that pedestrian accessibility is catered for during the construction period</li> <li>• RMS advise that the applicant is to lodge a modification request with council should they wish to amend the temporary construction access arrangements as it relates to council's approval of the multi deck car park</li> </ul>	
Sydney Water	<ul style="list-style-type: none"> <li>• advised by Sydney Water that the proposed development has recently been assessed for feasibility and Notice of Requirements provided</li> </ul>	Tag A – recommended conditions
Environment Protection Authority (EPA)	<ul style="list-style-type: none"> <li>• EPA noted that the environmental impacts associated with the proposed development can be mitigated by the implementation of appropriate environmental management measures</li> <li>• EPA commented that the noise impact assessment (NIA) undertaken is very general and provides only a broad overview of impacts associated with the construction and operation of the development <b>with</b> recommended conditions to ensure construction and operational noise management levels would be appropriately established</li> <li>• recommended air quality and erosion and sediment control conditions</li> </ul>	Refer section 4.2.3 – department's assessment on noise and vibration. Tag A – recommended conditions.
Office of Environment and Heritage	<ul style="list-style-type: none"> <li>• raised no objections and noted that it had no further comments</li> </ul>	N/A

### 3.3 Public Submissions

Two submissions were received from the public, one which objected to development, raising concerns about security, privacy, traffic noise, while the second submission commented on ensuring that sufficient on-site car parking was provided. The key issues raised in public submissions are listed in Table 5.

Table 5: Public Submissions

Sub.	Issue	Refer
1	<ul style="list-style-type: none"> <li>• should ensure that the project provides more car parking for staff, as insufficient car parking is currently provided, which becomes a bigger problem at shift change.</li> </ul>	Refer to section 4.4.2 – department's assessment on traffic and transport
2	<ul style="list-style-type: none"> <li>• people using the car park can access our property creating a security issue</li> <li>• once the project is completed, people will be able to look</li> </ul>	Refer to section 4.2.1 – department's assessment on built form and urban



Sub.	Issue	Refer
	<p>into our backyard creating a privacy and security risk</p> <ul style="list-style-type: none"> <li>noise impacts will be created from cars on site</li> <li>we will no longer have any concerns about the project if a six foot aluminium fence is erected on our common boundary at no cost to us</li> </ul>	<p>design.</p> <p>Refer to section 4.2.3 – department's assessment on noise and vibration.</p> <p>Refer to section 4.4.2 – department's assessment on traffic and transport</p>

The department has fully considered the issues raised in submissions in its assessment of the project.

### 3.4 Applicant's Response to Submissions

Health Infrastructure provided a response to the issues raised in submissions on 14 November 2012. No amendments to the proposed development are proposed within the response to submissions. Additional detail and clarification is provided with respect to site contamination, SEPP No.33, signage, landscaping and the new proposed vehicular site access from Blacktown Road.

## 4. ASSESSMENT

### 4.1 Section 79C Evaluation

Table 6 identifies the matters for consideration under s. 79C that apply to State significant development, in accordance with s. 89H of the EP&A Act. The table also represents a summary for which additional information and consideration is provided for in Section 4 (Key and Other Issues) and relevant appendices or other sections of this report and the EIS, referenced in the table. The EIS has been prepared by the proponent to consider these matters and those required to be considered in the DGRs and in accordance with the requirements of s. 78(8A) of the EP&A Act and Schedule 2 of the Regulation.

Table 6: s79C(1) Matters for Consideration

<u>s79C(1) Evaluation</u>	Consideration
(a)(i) any environmental planning instrument	Consideration of relevant EPI's has been undertaken at Appendix B. The proposed development satisfactorily complies.
(a)(ii) any proposed instrument	Not applicable.
(a)(iii) any development control plan	Clause 11 of State Environmental Planning Policy (State and Regional Development) 2011 provides that development control plans do not apply to State significant development. Notwithstanding, consideration of relevant controls has been given at Appendix B.
(a)(iiia) any planning agreement	No section 94 contribution plans apply to the subject site. The proposal itself offers significant public benefit through the provision of improved medical and health services for the sub-region.
(a)(iv) the regulations	The development application satisfactorily meets the relevant requirements of the Regulation, including the procedures relating to development applications (Part 6 of the Regulations), public participation procedures for SSD's and schedule 2 of the Regulation relating to environmental impact statements.
(a)(v) any coastal zone management plan	Not applicable.
(b) the likely impacts of that development	The department's assessment has given consideration to the likely impacts of the proposed development.
(c) the suitability of the site for the development	The subject site is appropriately zoned 5(a) Special Uses – General Zone (Hospital). Further the development is proposed to be integrated into the existing medical and health functions undertaken at the Blacktown campus.
(d) any submissions	Consideration has been given to submissions received during



	the exhibition of the development application. See Tables 4 and 5. Key issues raised include: parking; vehicle access; privacy and security; noise and vibration; and contamination.
(e) the public interest.	Refer to Conclusion
Biodiversity values exempt if:	
(a) On biodiversity certified land?	Not applicable.
(b) Biobanking Statement exists?	Not applicable.

## 4.2 Key and Other Issues

The department considers the key environmental issues for the application to be:

- built form and urban design
- traffic and transport
- noise and vibration
- site contamination.

### 4.2.1 Built form and urban design

Main building works involve the construction of a new eight level (27 m) clinical services building (CSB) adjacent to the existing main Blacktown campus hospital building, and alterations to the existing main hospital building. The proposed 32,000 sqm CSB comprises two basement levels, five clinical services levels above ground and a rooftop plant level, with a proposed atrium providing the physical connection between the proposed CSB and existing hospital building (see Figures 3 and 4).

Figure 3: Western Elevation Photomontage View



Figure 4: Eastern Elevation Photomontage View





**Figure 5: Blacktown Road Photomontage**



The proposed new built form has been appropriately sited centrally within the site, behind the existing main three level hospital building, which provides for better integration with the existing hospital campus and assists in minimising potential off site bulk and scale impacts from the proposal's mass. Figure 5 provides an indicative representation of the proposed new built form and the role the existing main hospital building plays screening the bulk and scale of the development.

The development of the proposed CSB enables services within the existing main hospital building and associated buildings to be upgraded, with a number of internal alterations and refurbishment works forming part of the SSD application. Works include: engineering and maintenance works; construction of new subterranean service tunnels at levels 1 and 2 to connect to the proposed CSB; new psychiatric emergency care centre; remodelling of the ambulance bay drop off; new 12 bed extended day stay; intensive care unit refurbishments; renal/diabetes building refurbishments; and minor extensions to the main loading dock area and medical gas storage.

With regard to concerns raised from an adjoining residential neighbour regarding overlooking, it is noted that the upper levels on the eastern façade of the proposed CSB contain beds associated with the cancer, cardiology and secure aged care unit. Notwithstanding, the residential property is located approximately 100 metres east of the proposed development. The boundary with the hospital is vegetated with existing mature trees. It is further noted that additional landscaping is proposed along the common boundary which will complement the existing mature vegetation and provide a suitable level of screening to ameliorate any privacy impacts.

The department considers that the design and siting of the proposed new CSB has given appropriate consideration to the existing character of the site, while proposing sympathetic materials and finishes that relate both to the existing hospital building and recently completed University of Western Sydney teaching facility. The department is satisfied that the proposed development integrates well with the existing hospital site and that the proposed alterations to the existing main hospital and associated buildings will further improve the services and function provided and not give rise to any additional bulk and scale impacts.

## **4.2.2 Traffic and transport**

### **4.2.2.1 Parking**

A public submission received during the exhibition noted that the current on-site parking provision for staff was inadequate and that more parking was needed. Based on modelling of predicted staffing and visitor/patient population increases following the completion of the stage 1 expansion and adoption of a car mode share split of 88% for day time activates, a peak parking demand of 1469 parking spaces is generated.

Under the proposed development, an additional 28 car parking spaces are to be provided adjacent to the new CSB development. In addition, a separate development application recently approved by council will provide 616 car parking spaces within a new six level, multi-deck hospital car park. Further, existing and new at-grade car parking areas (P5, P7, P8, P10 and P12 - separately approved by the applicant under the provisions of the Infrastructure SEPP 2007) will provide for a total of 1410 car parking spaces on the hospital campus.



The department considers that the proposed total provision of 1410 car parking spaces will satisfactorily cater for the redeveloped campus, with the minor shortfall of the modelled peak demand adequately accommodated by existing on-street parking availability (approximately 200 spaces).

Council's submission made during the exhibition noted concerns in relation to ensuring that, where construction of the proposed CSB coincided with the approved multi-deck car park, adequate off-site and on-site car parking would be provided. Details of construction staging submitted with the application indicate that phase 1 bulk excavation works associated with both the proposed CSB and approved multi-deck car park will impact on approximately between 316 – 449 on-site parking spaces. The discrepancy between impacted on-site parking spaces is associated with the timing of bulk excavation works associated with the proposed CSB, which will not impact on the existing on-site car park P4 (133 spaces) during the initial stages of works.

To cater for the on-site parking loss during the initial stages of bulk earthworks associated with the proposed CSB, 46 new car parking spaces will be constructed prior to the commencement of bulk excavation works, while separate arrangements have also been made with the nearby Blacktown Bowling Club for the temporary use of approximately 216 parking spaces. Following the initial bulk excavation works (closure of P4 car park) an additional 140 new on-site parking spaces will be completed.

The availability of these parking spaces would provide for a total of 984 parking spaces during construction activities, 47 parking spaces less than the 1031 existing spaces. Further, the surrounding local road network has an approximate on-street capacity of 200 vehicles. In addition, the approved multi-deck car park (616 spaces) is proposed to be completed approximately 1 year following the commencement of construction of the proposed CSB, providing for a total parking provision to 1544 spaces whilst construction of the CSB continues.

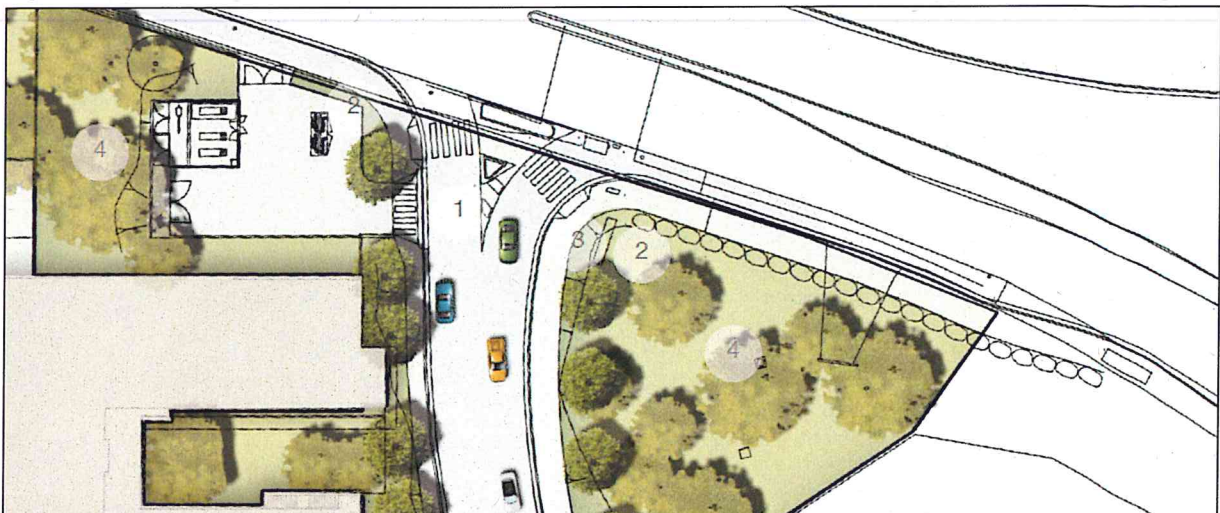
The department considers that the temporary parking arrangements will appropriately cater for hospital and construction parking demands. To ensure that parking is provided commensurate to the demand generated by the proposed development, the department recommends conditions requiring: completion of P5 and P10 car parking arrangements prior to bulk excavation works associated with proposed development commencing; completion of P7 and P12 car parking arrangements prior to closure of existing P4 car park; and that phase 4 parking arrangements are completed prior to the occupation and operation of the approved development.

Subject to the above recommended conditions, the department considers that the proposed car parking arrangements will satisfactorily cater for the proposed development and ensure that off-site parking impacts are minimised.

#### 4.2.2.2 Traffic and Access

To ensure that additional traffic generated by the proposed expansion of the Blacktown Hospital campus is satisfactorily catered for, the proposed development also seeks approval for the establishment of a new site access from Blacktown Road. The proposed new access arrangement was referred to the RMS in accordance with cl. 104 of SEPP Infrastructure for its concurrence, to which the roads authority raised no objection, subject to recommended conditions.

Figure 6: New Blacktown Road Vehicle Access





The proposed new access, as detailed in Figure 6, is to be left in/left out and is proposed to be provided with a deceleration lane of approximately 56 metres and acceleration lane of approximately 100 metres to assist in safe vehicle entry and exit (subject to final design approval by RMS).

The proposed provision of a new vehicle entry to the hospital campus will assist in the distribution of traffic generated by the hospital's expansion and relieve pressure on the existing Marcel Crescent main entry. SIDRA traffic analysis undertaken by the applicant's traffic consultant demonstrated that the proposed stage 1 development works proposed under the subject SSD application will satisfactorily maintain the existing service performance levels of the surrounding intersections, during both the AM and PM peak periods.

It is noted that the intersection analysis also considered the future stage 2 works proposed on the Blacktown Hospital campus, which show some decrease in intersection performance and creation of additional traffic congestion. However, the modelled decrease to the Blacktown Road/Marcel Crescent signalised intersection performance is not significant, and further, would be subject to a separate development application in the future.

#### **4.2.2.3 Public Transport**

The proposed development also seeks to amend an existing bus route, redirecting buses to enter the site via Marcel Crescent and leave the site via the new proposed Blacktown Road access point. As part of the route amendment and to help improve pedestrian access from public transport to the hospital campus, recommendations from Transport for NSW have been provided requesting the provision of a new sheltered bus stop on the northern side of Blacktown Road, within the vicinity west of the Blacktown Road/Marcel Crescent signalised intersection. Accordingly, the department recommends a condition requiring the provision of the new sheltered bus stop prior to the commencement of operation of the CSB.

#### **4.2.3 Noise and vibration**

The submitted noise impact assessment notes that measurements undertaken from noise loggers adjacent to sensitive receivers identified background noise levels ranging from 42dB(A)<sub>L90</sub> – 48dB(A)<sub>L90</sub> during the daytime and evening and between 41dB(A)<sub>L90</sub> – 42dB(A)<sub>L90</sub> during the night.

A submission received from the Environment Protection Authority (EPA) noted that the submitted noise impact assessment was very general and provided only a broad overview of likely impacts of the project during its construction and subsequent operation, and questioned to varying background noise levels measured. Notwithstanding, the EPA recommended that the lower background noise level measurements be adopted in establishing noise emission management levels for residential properties in accordance with the Interim Construction Noise Guidelines, being 52dB(A)<sub>Leq</sub> (42dB(A)<sub>L90</sub> + 10dB(A)).

The applicant's noise impact assessment acknowledges that noise impacts from construction works, typically excavation and piling works, will likely result in noise emissions exceeding acoustic criterion and even potentially exceed 75dB(A), which would be deemed to be "highly noise affected". It is noted that the proposed development is centrally located within the site and that instances of adjoining residential receivers becoming highly noise affected will be limited. However, operations within the existing main hospital building will be affected more so.

In addressing this, the noise impact assessment concludes that noise impacts can be minimised through the selection of appropriate construction equipment, use of screens or enclosures and through the appropriate scheduling of noisy activities and providing respite periods from construction activities. Further, the applicant proposes the preparation of a construction noise and vibration management plan prior to the commencement of works as a mitigation measure, which was similarly recommended by the EPA as a condition of approval.

Operationally, the noise impact assessment notes that the future operation of the new CSB can be satisfactorily attenuated to ensure compliance with the industrial noise policy's amenity criterion. Having regard to the operation of the facility, EPA recommended a condition requiring that compliance with the project specific noise levels are verified within six months of commencement of operation of the new CSB.

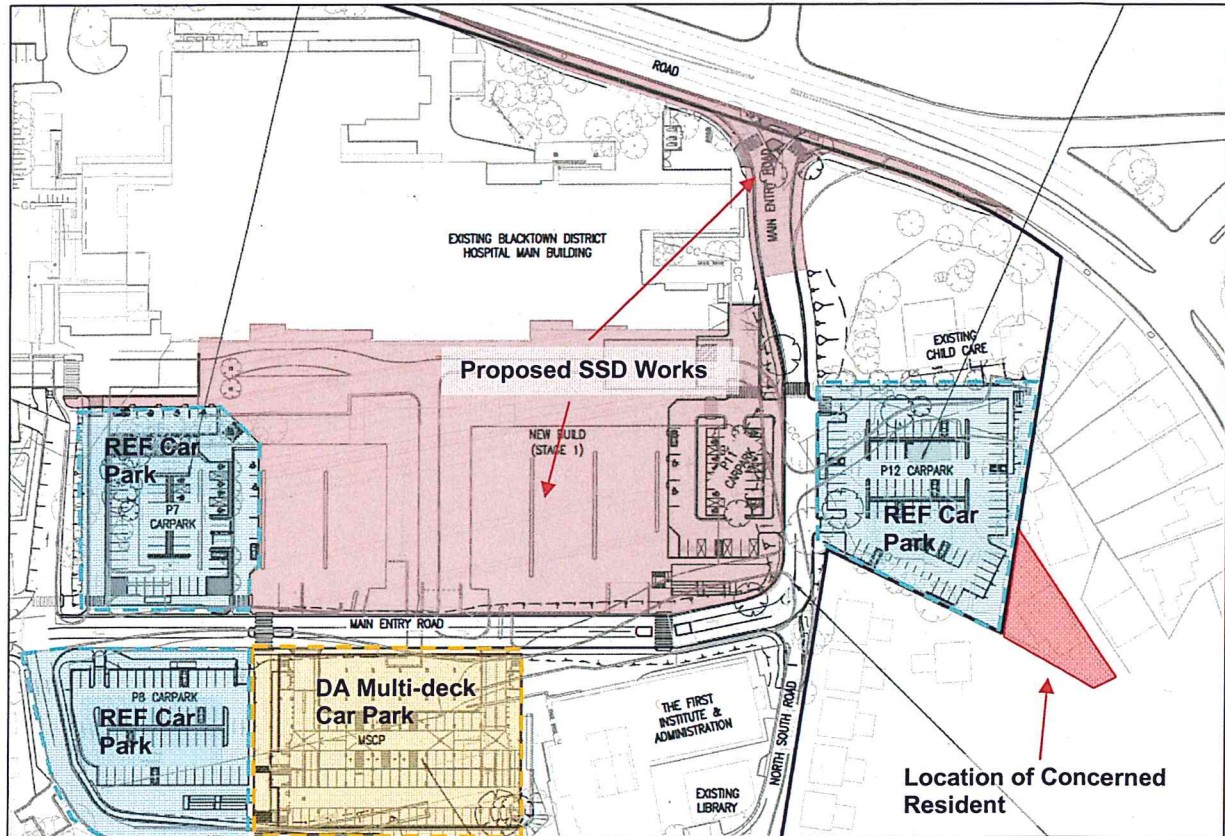
In relation to the concerns raised by an adjoining owner regarding noise impacts associated with passing motor vehicles within the hospital campus, it is noted that the proposed development does not involve the construction of new roads closer to the property boundary of the concerned resident. Further, works approved separate to the subject SSD application by Health Infrastructure under the



Infrastructure SEPP 2007, provides for a new at-grade car park adjacent to the concerned resident (see Figure 7).

Notwithstanding, an existing car park currently exists near this location and the department considers that the new at-grade car park (the subject of a separate approval) would not give rise to significant additional noise impacts.

**Figure 7: Approved DA/REF Works (showing proposed SSD works)**



The department is satisfied that noise emissions associated with the proposed development, controlled through the imposition of appropriate conditions of consent, can be satisfactorily ameliorated and any detrimental impacts on adjoining sensitive receivers can be managed to acceptable levels.

#### 4.2.4 Site Contamination

Test results from borehole investigations within the preliminary contamination assessment revealed the development site was underlain with variable thicknesses of sand and gravel fill overlaying soil and shale and sandstone bedrock. Results of environmental soil testing note that concentrations of potential contaminants were below the laboratory limit of reporting and adopted assessment criteria and that no trace of asbestos was detected in the soil samples tested. Further, it was concluded much of the fill and natural soils could be classified as General Solid Waste and meet the criteria for Virgin Excavated Natural Material (VENM).

It is noted however, that the preliminary contamination assessment identified that historical records indicated that underground fuel storage tanks (USTs) were present on site between 1976 and 1980 and that no evidence is available that the USTs were decommissioned, removed, or are still present on site. Post exhibition correspondence to the applicant from the department requested further investigation of the potential presence and contamination impact of remnant USTs to ensure that the site was suitable for the intend use in accordance with the provision of SEPP 55.

In response, the applicant provided further information noting that soil contamination sampling and laboratory testing, undertaken in June 2012, did not provide any evidence of underground petroleum infrastructure, although bore hole testing was not designed to target potential UST locations.

The applicant's consultant notes that typical installation depths of USTs of 6 metres below the ground's surface would result in detection during excavation works and that through the preparation



and implementation of an unexpected find protocol, presences of any potential USTs can be safely detected and further contamination assessment and/or validation works can be safely undertaken.

As part of the unexpected finds protocol developed for the proposal and submitted by the applicant with its response to submissions, training and induction is proposed to be undertaken on site for all excavation and construction personnel working, to ensure that in the event of any find, works are stopped and the potentially hazardous area is appropriately assessed.

The department is satisfied that the subject development site is safe and clear of any areas of contamination. Further, the implementation of the unexpected finds protocol will enable the proposed development to be undertaken and ensure appropriate safeguards are in place to address any potential detection of remanent USTs infrastructure.

## 5. CONCLUSION AND RECOMMENDATION

### 5.1 Conclusion

The proposed Blacktown-Mt Druitt Hospital, comprising the construction of a new eight level clinical services building, alterations to the existing main hospital building and associated buildings, new internal road network, parking and landscaping works will significantly benefit the local and regional community through the provision of increased and improved health services.

The proposed development is consistent with key objectives of State, local and regional planning strategies, and represents an increased investment in infrastructure that would provide for improved health services and increased employment opportunities. The proposed health infrastructure improvements will also strengthen the importance and function of the locality, supporting the growth and development of Blacktown as a major centre within the North West Subregion. In this regard, the department considers the infrastructure, health and employment benefits generated by the proposed development to be in the public's interest.

The department is satisfied that the proposed development satisfactorily responds to the issues raised and recommends that the SSD application for the proposed Blacktown Mt Druitt Hospital be approved. The department's recommended conditions of approval will ensure that the construction and future operation of the proposed stage 1 expansion will maintain the environmental and residential amenity of the surrounding environment.

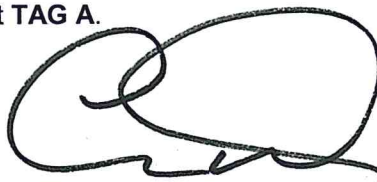
### 5.2 Recommendation

In accordance with s. 89E of the *Environmental Planning and Assessment Act, 1979*, it is recommended that the Executive Director, Major Projects Assessment:

- (a) considers the recommendations of this report for the stage 1 expansion at Blacktown-Mt Druitt Hospital (SSD 5263);
- (b) **approves** the State significant development application, as outlined in the Environmental Impact Statement prepared by BBC Consulting Planners, dated August 2012, as amended by the Response to Submissions report prepared by BBC Consulting Planners, dated November 2012 and subject to the conditions of approval set out in the attached instrument at **TAG A**, under section 89E of the *Environmental Planning and Assessment Act 1979*; and
- (c) **signs** the attached development consent at **TAG A**.



Director  
Metropolitan and Regional Projects North



Executive Director  
Major Projects Assessment

21.12.12



## APPENDIX A RELEVANT SUPPORTING INFORMATION

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The following supporting documents and supporting information to this assessment report can be found on the Department of Planning and Infrastructure website as follows.

1. Environmental Assessment

[http://majorprojects.planning.nsw.gov.au/index.pl?action=view\\_job&job\\_id=5263](http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=5263)

2. Submissions

[http://majorprojects.planning.nsw.gov.au/index.pl?action=view\\_job&job\\_id=5263](http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=5263)

3. Proponent's Response to Submissions

[http://majorprojects.planning.nsw.gov.au/index.pl?action=view\\_job&job\\_id=5263](http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=5263)

## APPENDIX B CONSIDERATION OF ENVIRONMENTAL PLANNING INSTRUMENT(S) (INCLUDING DRAFT) AND DCP(S)

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### **State Environmental Planning Policy (State and Regional Development) 2011**

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

The proposal is for SSD in accordance with s. 89C of the *Environmental Planning and Assessment Act 1979* (EP&A Act) because it is development for the purpose of a hospital with a capital investment value (CIV) in excess of \$30 million, under clause 14 of Schedule 1 of State Environmental Planning Policy (State and Regional Development) 2011.

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

SEPP 33 provides clear definitions of hazardous and offensive industries and aims to facilitate development defined as such and to ensure that in determining developments of this nature, appropriate measures are employed to reduce the impact of the development and require advertisement of applications proposed to carry out such development.

The proposed development predominantly involves the development of the clinical services building. Notwithstanding, the proposed development also involves a change to the type of quantities of dangerous goods currently found on site. The applicant's submitted Waste Management Plan advises that the majority of these substances are stored within small containers that are not near, or do not exceed, the SEPP 33 identified thresholds. In this respect, given that the proposed development does not introduce or increase the quantities of these existing substances, SEPP 33 is not triggered and does not require the preparation of a preliminary hazard analysis assessment.

### **State Environmental Planning Policy No.55 – Remediation of Land**

SEPP 55 aims to provide a state wide approach to the remediation of contaminated land. In particular, SEPP 55 aims to promote the remediation of contaminated land to reduce the risk of harm to human health and the environment by specifying under what circumstances consent is required, specifying certain considerations for consent to carry out remediation work and requiring that remediation works undertaken meet certain standards.

A geotechnical investigation and preliminary contamination assessment report for the proposed development was submitted by the applicant, identifying potential contaminating activities and areas of concern, including: potential existence of underground fuel storage tanks (USTs); fill material; and previous hospital footprint and demolition. Results of laboratory testing from soil samples revealed that concentrations of potential contaminants were found to be below their laboratory detection limits and adopted assessment criteria. Further, asbestos fibres were not detected in samples analysed or observed during investigation.



However, as outlined above within section 4.2.4, historical evidence details the presence of USTs between 1976 to 1980, however no details have been recorded demonstrating their decommissioning, removal or whether they still remain. The applicant's preliminary contamination assessment notes that soil sampling and laboratory test results were below the specified criteria and that no evidence of UST presence was detected in the sampling.

Notwithstanding, the applicant prepared an unexpected finds protocol for the proposed development to establish appropriate safeguards to ensure that in the event a UST is detected during excavation and construction works, that the correct procedure is followed by all construction personnel involved. This includes training and induction for all excavation and construction personnel, to ensure that in the event of any find, works cease and the potentially hazardous area is appropriately assessed.

Accordingly the department is satisfied that the applicant has demonstrated that the concentrations of potential contaminants are below their respective thresholds and that the subject site is considered suitable for the proposed development.

#### State Environmental Planning Policy (Infrastructure) 2007

The aim of the Infrastructure SEPP is to facilitate the effective state wide delivery of infrastructure by providing greater flexibility in the location of infrastructure and service facilities, allowing the development of surplus government land, identifying relevant environmental assessment categories for development and relevant matters to be considered and providing for consultation with relevant public authorities.

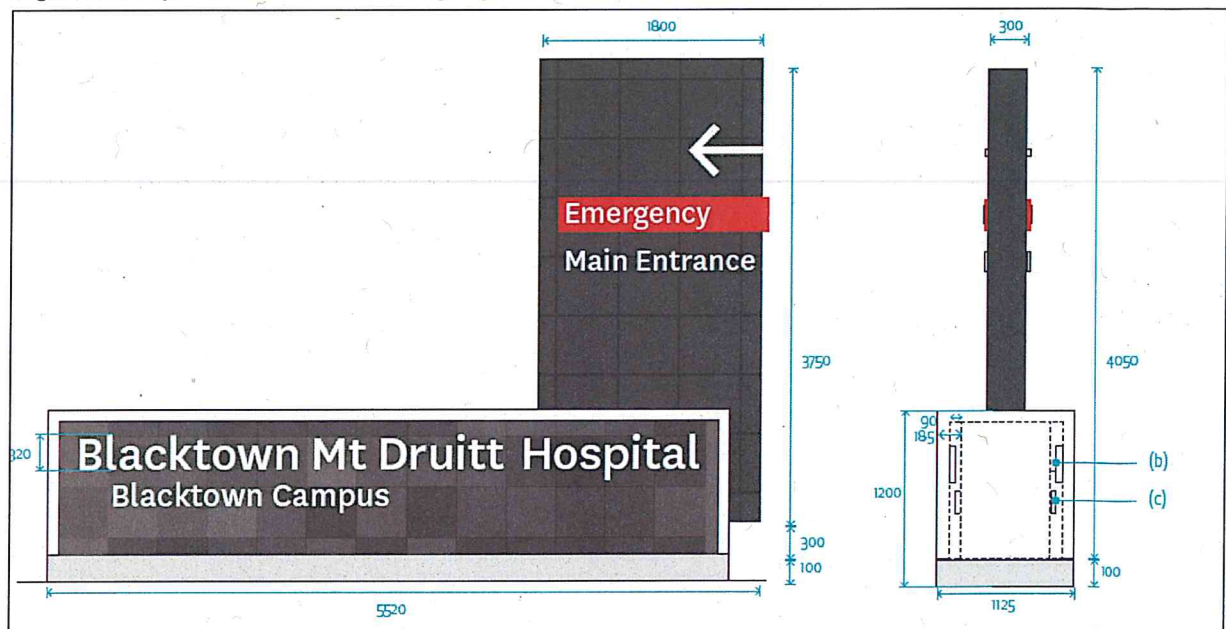
In accordance with Schedule 3 of the Infrastructure SEPP, clause 104 Traffic-generating development applies to the proposed development. In this regard and in accordance with cl. 104(3) of the Infrastructure SEPP, the Roads and Maritime Services was given written notice of the SSD application and due consideration was given to its comments received. Written concurrence was provided by RMS as the roads authority for the establishment of the temporary construction access from Blacktown Road and the construction of permanent site access from Blacktown Road. Refer to section 4.2.2.2 of this report.

#### State Environmental Planning Policy No.64 – Advertising and Signage

The aim of SEPP 64 is to regulate signage and ensure that it is compatible with the desired amenity and visual character of an area, provides effective communication, and is of a high quality design and finish.

The proposed development seeks approval for the construction of a new main entrance signage structure in conjunction with the proposed new permanent entry/exit at Blacktown Road (see Figure 1). Consideration of the proposed signage against the SEPP 64 assessment criteria is provided in table 1.

Figure 1: Proposed Main Entrance Signage





**Table 1: SEPP 64 Schedule 1 Assessment Criteria**

Matter	Comment
Character of the area	<p>The existing character of the area is dominated by the existing Blacktown Hospital, but further characterised by a mixture of low to high density residences, retail/commercial land uses, predominantly motor vehicle sales fronting an existing classified dual carriage way (Blacktown Road/Main Street).</p> <p>Blacktown Hospital's frontage along Blacktown Road is generally free of any existing signage structure, however, two existing advertising signage structures exist immediately opposite the proposed location of the entrance signage. The two advertising signage structures promote motor vehicles for sale for the respective dealerships.</p> <p>In this respect, it is considered that the proposed hospital entrance signage would not be out of character with existing signage in the immediate locality and would not be detrimental to the character of the area and assist in promoting the function of the existing hospital</p>
Special areas	Blacktown Hospital campus is well removed from any known heritage items and/or special areas.
Views and vistas	The proposal will not impact on, or compromise any important views, or impact on the rights of any other advertisers. The design and location of the proposed signage will not protrude significantly into the skyline.
Streetscape, setting or landscape	The scale and design of the signage structure is consistent with other advertising signage located opposite the site. The proposed signage will not result in clutter and will be integrated as part of the landscaping proposed under the stage 1 expansion of the campus.
Site and building	The scale of the proposed signage is in keeping with existing signage.
Associated devices and logos	Associated logos will be satisfactorily integrated into the design of the proposed signage, providing clear directional information to visitors, staff and patients entering the site from Blacktown Road.
Illumination	The proposed signage will be internally illuminated via LEDs. Recommended conditions will ensure the signage will comply with the requirements of the Transport Corridor Outdoor Advertising and Signage Guidelines.
Safety	The minimalist nature of the proposed signage will not give rise to any safety impacts for exiting motorists or pedestrians. Associated with the proposed new entrance are deceleration and acceleration lanes which will enable vehicles to safely manoeuvre into and from the site. Illumination will be conditioned to ensure compliance with the Guidelines.

### Blacktown Local Environmental Plan 1988

**Table 1: Consideration of Blacktown LEP**

Blacktown LEP 1988	Criteria	Department Comment / Assessment	Complies
Clause 9 Zone Objectives	<p>Zone 5(a) (Special Uses – General Zone)</p> <p>(a) to identify land which is currently used by public authorities, organisations and the council to provide certain community facilities and services,</p> <p>(b) to identify land reserved for future acquisition by the council for a range of community</p>	The proposed stage 1 expansion of the Blacktown Hospital campus is consistent with the 5(a) zoning, making provision for community facilities and services.	Yes



	<p>facilities and services,</p> <p>(c) to identify land which has been reserved at the request of certain public authorities for its future acquisition to provide a range of community facilities and services, and</p> <p>(d) in relation to land marked "Corridor" on the map:</p> <p>(i) to set aside land for the development of certain major long-term services and facilities, and special uses carried out by public authorities in an economic, safe and environmentally sensitive manner, and</p> <p>(ii) to allow the identified land to be used for recreational or other purposes where that use does not conflict with the existing or likely future use of the land by public authorities.</p>		
Clause 18 Development of land in Zone 5(a), 5(c), 6(a) or 6(c)	Clause 18(2) requires consent authority to consider development of land will render it unfit for the purpose for which it is zoned.	The proposed stage 1 expansion of the existing hospital campus will improve the existing medical and health facilities and services provided. The proposed development forms part of a larger proposed redevelopment of the campus and will not be detrimental to its future expansion.	Yes
Clause 19 Drainage	Development shall not be carried out unless the land is filled to a level satisfactory to council or that the development is carried out in accordance with council's drainage requirements.	The drainage design of the stage 1 expansion has been reviewed by council and no objections raised. Recommended conditions of consent have been provided by council.	Yes
Clause 22 Land adjoining designated roads	Clause 22(4) provides that council may allow permanent vehicle access from a classified road where council considers alternative access is neither practicable or provided by another road.	The relevant road authority for Blacktown Road is the RMS. In this respect, concurrence under cl. 104 of the Infrastructure SEPP has been provided by RMS for the establishment of the temporary construction access and subsequent permanent vehicle access from Blacktown Road, subject to conditions.  No objections to vehicle access were raised by council.	Yes
Clause 24	Clause 24(4) requires Council to be	The existing hospital	Yes



Services	satisfied that sewage services are provided to the land to be developed.	campus is satisfactorily services by an existing Sydney Water sewage infrastructure.	
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### Blacktown Development Control Plan 2006 – Part A Introduction and General Guidelines

It is noted that clause 11 of State Environmental Planning Policy (State and Regional Development) 2011 provides that development control plans do not apply to SSD. Notwithstanding, consideration of relevant controls has been given in Table 2.

**Table 2: Consideration of Blacktown DCP Part A 2006**

DCP	Department Comment / Assessment	Complies
3.3 Tree Preservation	The proposal will require the removal of some vegetation from the site, however there are limited areas of existing natural vegetation. The stage 1 expansion proposes extensive landscaping that includes replacement with indigenous vegetation.	Yes
3.5 Pollution Control & 3.6 Noise Reduction	Satisfactory measures and conditions are proposed to ameliorate potential noise amenity impacts from the construction and operation of the proposed CSB development.	Yes
4.5 Land Adjoining Arterial or Sub-arterial Roads	RMS concurrence has been provided in relation to the establishment and construction of temporary construction vehicle access and subsequent permanent vehicle access from Blacktown Road.	Yes
5.0 Car Parking	Satisfactory car parking arrangements have been made through separate approvals – DA approved multi-deck car park and REF approved for at-grade car parks. Further, arrangements have been made to make use of off-site car parking to assist in alleviating parking impacts during construction phases.  Servicing arrangements are maintained as per existing operations, subject to minor amendments to the existing loading dock.  Proposed landscaping will satisfactorily embellish approved car parking areas.	Yes
6.0 Services	Satisfactory arrangements have been made by the applicant to ensure that the proposed development requirements are met.	Yes
7.1 Solar Access	The proposed development of the CSB will not generate detrimental overshadowing impacts.	Yes
7.4 CPTED	The proposed design of the CSB ensures that safety and natural surveillance is maintained or enhanced through its centralised siting and integration with the existing main hospital building.	Yes



## APPENDIX C GLOSSARY

### Accredited Assessment under the EPBC Act.

If the project involves a "controlled action" under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act), the project can be assessed as an accredited assessment under the EPBC Act. This means that separate assessment processes are not required under both the EPBC Act and the EP&A Act, and the NSW assessment process has been accredited by the Commonwealth. However, the Commonwealth Minister for the Environment maintains an independent approval role, and the Commonwealth provides input to certain stages of the assessment process

Where a controlled action is involved the Department has consulted with the Commonwealth Department of Sustainability, Environment, Water, Population and Communities (SEWPaC) throughout the assessment process.

**Ecologically Sustainable Development** can be achieved through the implementation of:

- (a) *the precautionary principle - namely, that if there are threats of serious or irreversible environmental damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation. In the application of the precautionary principle, public and private decisions should be guided by:*
  - (i) *careful evaluation to avoid, wherever practicable, serious or irreversible damage to the environment, and*
  - (ii) *an assessment of the risk-weighted consequences of various options,*
- (b) *inter-generational equity—namely, that the present generation should ensure that the health, diversity and productivity of the environment are maintained or enhanced for the benefit of future generations,*
- (c) *conservation of biological diversity and ecological integrity—namely, that conservation of biological diversity and ecological integrity should be a fundamental consideration,*
- (d) *improved valuation, pricing and incentive mechanisms—namely, that environmental factors should be included in the valuation of assets and services, such as:*
  - (i) *polluter pays—that is, those who generate pollution and waste should bear the cost of containment, avoidance or abatement,*
  - (ii) *the users of goods and services should pay prices based on the full life cycle of costs of providing goods and services, including the use of natural resources and assets and the ultimate disposal of any waste,*
  - (iii) *environmental goals, having been established, should be pursued in the most cost effective way, by establishing incentive structures, including market mechanisms, that enable those best placed to maximise benefits or minimise costs to develop their own solutions and responses to environmental problems.(Cl.7(4) Schedule 2 of the Regulation)*

### Objects of the Act

- (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.*



## **Relevant Environmental Planning Instruments.**

These are EPIs that are required to be taken into consideration in the assessment of the project under S79C. A detailed evaluation of each is provided at Appendix B.

## **S79C Evaluation**

### **(1) Matters for consideration—general**

*In determining a development application, a consent authority is to take into consideration such of the following matters as are of relevance to the development the subject of the development application:*

- (a) the provisions of:*
  - (i) any environmental planning instrument, and*
  - (ii) any proposed instrument that is or has been the subject of public consultation under this Act and that has been notified to the consent authority (unless the Director-General has notified the consent authority that the making of the proposed instrument has been deferred indefinitely or has not been approved), and*
  - (iii) any development control plan, and*
  - (iiia) any planning agreement that has been entered into under section 93F, or any draft planning agreement that a developer has offered to enter into under section 93F, and*
  - (iv) the regulations (to the extent that they prescribe matters for the purposes of this paragraph), and*
  - (v) any coastal zone management plan (within the meaning of the Coastal Protection Act 1979), that apply to the land to which the development application relates,*
- (b) the likely impacts of that development, including environmental impacts on both the natural and built environments, and social and economic impacts in the locality,*
- (c) the suitability of the site for the development,*
- (d) any submissions made in accordance with this Act or the regulations,*
- (e) the public interest.*

**Note.** See section 75P (2) (a) for circumstances in which determination of development application to be generally consistent with approved concept plan for a project under Part 3A.

**Note.** The consent authority is not required to take into consideration the likely impact of the development on biodiversity values if:

- (a) the development is to be carried out on biodiversity certified land (within the meaning of Part 7AA of the Threatened Species Conservation Act 1995), or*
- (b) a biobanking statement has been issued in respect of the development under Part 7A of the Threatened Species Conservation Act 1995.*