NSW GOVERNMENT | Planning & Environment

STATE SIGNIFICANT DEVELOPMENT ASSESSMENT REPORT: Stage 3B and New Multi-level Car Park, Lismore Base Hospital Redevelopment (SSD 6848)

Secretary's Environmental Assessment Report
Section 89H of the
Environmental Planning and Assessment Act 1979

May 2015

ABBREVIATIONS

Applicant	Health Infrastructure
CIV	Capital Investment Value
Department	Department of Planning and Environment
EIS	Environmental Impact Statement
EP&A Act	*Environmental Planning and Assessment Act 1979*
EP&A Regulation	Environmental Planning and Assessment Regulation 2000
EPI	Environmental Planning Instrument
ISEPP	State Environmental Planning Policy (Infrastructure) 2007
LEP	Local Environmental Plan
Minister	Minister for Planning
PAC	Planning Assessment Commission
Regulation	Environmental Planning and Assessment Regulation 2000
RtS	Response to Submissions
SEARs	Secretary's Environmental Assessment Requirements
Secretary	Secretary of Department of Planning and Environment, or her delegate/nominee
SEPP	State Environmental Planning Policy
SRD SEPP	State Environmental Planning Policy (State and Regional Development) 2011
SSD	State Significant Development

Cover Photograph: Illustrative perspective of Uralba street elevation of the hospital building (*Source: Woods Bagot)*

Published May 2015
NSW Planning and Environment
www.planning.nsw.gov.au

EXECUTIVE SUMMARY

This report is an assessment of a State significant development application lodged by Health Infrastructure seeking approval for the construction and operation of Stage 3B of the Lismore Base Hospital Redevelopment at the corner of Uralba Street and Little Uralba Street, Lismore. A multi-level car park is also proposed to support the redevelopment of Lismore Base Hospital at 61 and 69 Uralba Street and 24, 26 and 28 Dalziell Street.

Stage 3B of the redevelopment consists of construction of five additional storeys above the approved five storey Stage 3A building (resulting in a 10 storey building) and a five storey addition to the north of Stage 3A. The Stage 3B works also include site preparatory works, fit-out and expansion of the upper levels of Stage 3A, partial closure of Little Uralba Street for the new loading dock and driveway and construction of a helipad on the roof of the new hospital building. The project has a capital investment value (CIV) of approximately $114 million.

The proposal is State significant development under clause 14 of Schedule 1 to the State Environmental Planning Policy (State and Regional Development) 2011 (SRD SEPP), as it is development for the purpose of a hospital and ancillary car parking facilities with a CIV of more than $30 million. The Minister for Planning is the consent authority.

The Stage 3B site is zoned SP2 Infrastructure – Health Services Facility and R1 General Residential and the Car Park site is zoned R1 General Residential under the Lismore Local Environmental Plan 2012 (LLEP 2012) and the hospital and ancillary car parking facilities are permissible in the zones.

The proposal was exhibited from 5 February 2015 to 6 March 2015. The Department received submissions from Lismore City Council, Transport for NSW, Roads and Maritime Services, the Office of Environment and Heritage and the Environment Protection Authority. Three submissions were received from the public. The matters identified in the submissions relate to amenity impacts, pedestrian safety and vehicle access arrangements.

The applicant provided a Response to Submissions, which:

- provided further details regarding the car parking management strategy;
- provided further assessment regarding whether the increased pedestrian and traffic would warrant a signalised pedestrian crossing; and
- committed to further consultation with adjoining residents to finalise fencing and landscaping plans as well as further developing measures to manage construction impacts.

The Department has assessed the merits of the proposal and considers the key issues associated with the project include: car parking and traffic impacts; built form; and residential amenity impacts.

The proposal will provide a new car park that would address the demand generated by the hospital redevelopment and demand for car parking generated by the existing facilities. While the Department is satisfied that the proposal provides adequate on-site car parking, the Department has recommended that a Car Parking Management Strategy be prepared and finalised within six months of the commencement of works to ensure adequate time for consultation with the Council and the community regarding the implementation of a car parking fee structure. The Strategy would need to be implemented before the commencement of use of the car park and should also ensure that the fee structure for the new car park applies concession rates to all patients and carers, to ensure demand for on-street car parking is minimised.

Concern was raised about the location of the car park potentially creating vehicle and pedestrian safety issues given the car park for the hospital is proposed to be located on the

opposite side of Uralba Street. The applicant has advised that the pedestrian and vehicular flows required to trigger the installation of a pedestrian traffic signal would not be reached by the proposed development and that the existing marked pedestrian crossing would adequately address pedestrian safety. The Department has recommended that the applicant undertake monitoring post occupation of the car park to confirm this and if pedestrian and vehicle flows do reach the levels required for a traffic signal that the applicant construct a traffic signal or implement alternative measures to manage vehicular and pedestrian flow.

The LLEP 2012 contains a height control of 8.5 metres for the car park site. The proposed car park exceeds this control by 14 metres, however given this control is not intended to be applied for the purpose of a car park, the Department has undertaken a merit assessment of the height, bulk and scale of the proposal. The height is considered to be acceptable given its design seeks to minimise visual and amenity impacts on adjoining residential properties. The car park would have acceptable overshadowing impacts as surrounding residents retain acceptable levels of solar access and privacy impacts are minimised through the use of metal mesh screening on the façades. The car park would also improve the amenity of surrounding streets by reducing on-street car parking. The height of the car park is also considered to be acceptable with the context of the site and the surrounding health and education precinct which is dominated by buildings taller than the 8.5 metre height control. Furthermore, the scale of the car park is required to cater for the additional hospital facilities which will provide significant public benefit to the community.

The Department notes that the operation of the car park is predicted to exceed relevant noise levels in the Industrial Noise Policy (INP). The Department considers that further mitigation measures are required to manage the noise impacts if the operation of the car park exceeds the suburban amenity noise levels. The Department has recommended a noise condition requiring the applicant to monitor the operation of the car park and provide additional attenuation measures for surrounding residential receivers if it exceeds the suburban amenity noise criteria.

The Department is satisfied that the residual impacts of the proposed development have been addressed in the Environmental Impact Statement and Response to Submissions, and can be adequately managed through the recommended conditions of consent.

The Department considers that the application is consistent with the objects of the EP&A Act (including ecologically sustainable development), NSW 2021 and the Far North Coast Regional Strategy. The Department is also satisfied that the proposal would provide significant public benefits to the local and regional community through the provision of increased and improved health services, including 100 additional beds, additional surgical facilities, and additional facilities for clinical, paediatric, maternity and support services. The proposal would also provide 133 new operational jobs and 64 construction jobs.

The Department therefore considers that the development would be in the public interest and recommends that the State significant development application be approved, subject to conditions.

1. PROPOSED DEVELOPMENT AND SITE DESCRIPTION

1.1 Site Description and Surrounding Development

Health Infrastructure (the applicant) proposes to construct and operate Stage 3B of the Lismore Base Hospital Redevelopment, located at 60 Uralba Street and 9, 11, 15 and 15A Little Uralba Street and part of Little Uralba Street, Lismore. Construction and operation of a multi-level car park, located at 61 and 69 Uralba Street and 24, 26 and 28 Dalziell Street, is also proposed.

The proposed development is located on two separate sites known as the Stage 3B site and the Car Park site.

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

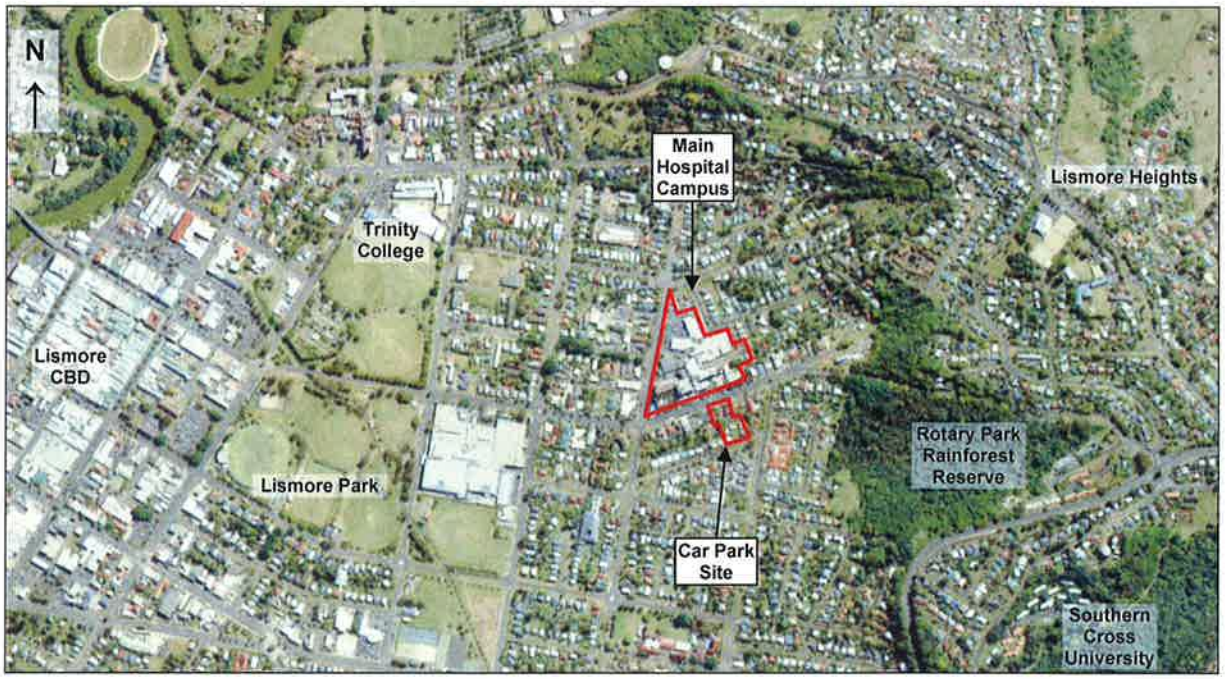

Figure 1: Project Location

Stage 3B site

The Stage 3B development would be located on the southern portion of the main hospital campus, part of Little Uralba Street and 9, 11, 15 and 15A Little Uralba Street, Lismore (see **Figure 2**). The legal description of the site is Lot 1 DP 511444, Lot 21 DP 589890, Lot 22 DP 589890, Lot 267 DP 755718, Lot A and B DP 340182, Lot 3 DP 381334 and Lot 4 DP 18615.

The main hospital campus is bounded by Uralba Street to the south, Hunter Street to the west, Orion Street and Weaver Street to the north and Little Uralba Street and residential properties to the east. The main hospital campus sits on a ridge and falls away to the north. The campus is generally occupied by hospital buildings up to ten storeys high and at-grade car parking. The taller buildings are located on the ridge towards the south of the campus. The site has been used for hospital purposes since 1883.

The redevelopment of the Lismore Base Hospital main campus has been carried out over several stages. The main stages that have supported the delivery of additional services or increased capacity of the hospital are detailed as follows:

- Stage 1 (MP 06_0078) was approved by the then Minister for Planning on 25 January 2007 and delivered a three storey mental health facility with 48 beds and is located towards the northern portion of the campus (see **Figure 2**). The first stage also delivered associated car parking (resulting in a total minimum 416 spaces for the entire hospital

with a minimum 327 off-street spaces), vehicle access and landscaping. This stage of works has been completed.

- Stage 2 (MP 07_0136) was approved by the then Minister for Planning on 29 October 2008 and delivered a three storey integrated cancer centre with linkages to the main clinical hospital buildings (Block A) and associated infrastructure and landscaping. The cancer centre is located centrally along Hunter Street on the western boundary (see **Figure 2**). The second stage also provided associated car parking, resulting in an increase to the total minimum car parking for the entire hospital to 445 spaces, which includes a minimum of 356 off-street car spaces and 89 on-street car spaces. The off-street parking is inclusive of 57 spaces at the Gaggin Lane site. This stage of works has been completed.

- On 4 March 2013, Health Infrastructure approved a Review of Environmental Factors for a program of early works under Part 5 of the EP&A Act and clause 58 of the Infrastructure SEPP for the subject site and the adjoining areas to facilitate future redevelopment stages. The early works included the demolition and relocation of the buildings located within the footprint of Stage 3A and Stage 3B of the hospital redevelopment. This required the demolition of car parking within the undercroft area of the mental health unit building for the relocated pathology unit and removal of at grade car parking surrounding the demolished buildings for the temporary maternity unit, resulting in a total loss of 62 on-site car spaces (partially offset by reconfigured on-street car parking to provide 49 additional on-street spaces) and reduction in total off-street car parking to approximately 294 car spaces. This stage of works has been completed.

- Stage 3A (SSD 5816) was approved by the then Executive Director, Development Assessment Systems and Approvals on 13 March 2014. Stage 3A is currently under construction and comprises a new part three and part five storey hospital building with linkages to the existing hospital building located in the south-eastern portion fronting Uralba Street, refurbishment works to Level 4 of Block C and public domain and road works along Uralba Street (see **Figure 3** and **4**).

The proposed Stage 3B site is located along the southern portion of the main hospital campus and overlaps Stage 3A as it comprises a five storey addition to the new hospital building under construction and a new five storey component between Stage 3A and Stage 1, including the partial demolition of Block A and the temporary maternity unit (see **Figure 4**). Stage 3B also extends into the residential area along Little Uralba Street, requiring the partial closure of Little Uralba Street and demolition of four residential dwellings (undertaken separately by the applicant under a development consent (DA 14/46) issued by Council for demolition of the dwellings.

The land uses surrounding the main hospital campus generally comprise low to medium density residential housing and medical related uses located in low-scale purpose built institutional buildings as well as converted residential dwellings.

The land uses immediately surrounding the new hospital building and associated works include:
- the three storey mental health facility and low-scale residential dwellings to the north;
- low-scale residential dwellings to the east;
- Uralba Street to the south; and
- Block C (including the hospital's main entry) and Block A and B to the west (see **Figure 5**).

Figure 2: Campus Redevelopment Stages *(Source: nearmaps)*

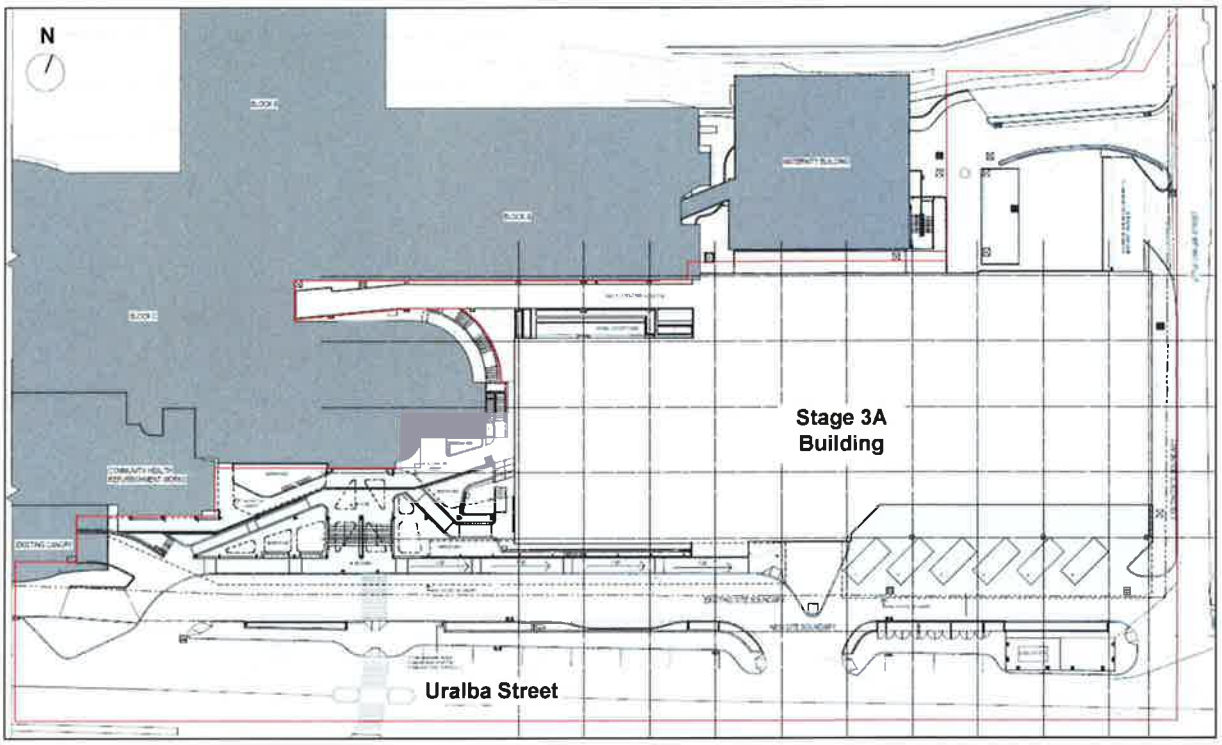

Figure 3: Approved Stage 3A development layout (red line indicating extent of works for Stage 3A)

Figure 4: Aerial View of the Stage 3B Site *(Source: EIS)*

Figure 5: View of the main entrance and Uralba Street

Car Park Site

The 'Car Park Site' (see **Figure 2**) is located to the south of the main hospital campus on the southern side of Uralba Street comprising: part of 61 Uralba Street; 69 Uralba Street; and 24, 26 and 28 Dalziell Street, Lismore. The legal description of the site is Lot 1 DP 1178195, Lot 394 DP 755718 and Lots 14-16 DP 1073227.

The Car Park site is irregular in shape and is bounded by Uralba Street to the north, low-scale residential dwellings (some used for health related purposes) to the east, Dalziell Street to the south and the University Centre for Rural Health to the west comprising single storey and two storey education buildings and single storey cottages. To the south of Dalziell Street is an aged care facility and low-scale residential dwellings. The site has a proposed 38.49 metre frontage to Uralba Street and 54.41 metre frontage to Dalziell Street. The site falls from north to south by approximately ten metres, with a more significant change occurring in the southern portion with a seven metre change in the southern portion of the site (see **Figure 6**). The site is currently occupied by single storey brick, weatherboard and fibro cottages (see **Figures 6** and **7**). A part of the site is currently used by the University Centre for Rural Health, which is no longer required given the recent redevelopment of educational facilities and additional student accommodation at the University campus.

Figure 6: View of Car Park Site along Dalziell Street *(Source: EIS)*

Figure 7: View of the two cottages to be demolished for the car park on the southern side of Uralba Street

1.2 Key Development Components and Features

The proposed works comprise the remainder of the third stage of the redevelopment of Lismore Base Hospital, which would result in the provision of 100 new beds. **Table 1** provides a summary of the development proposal's key components and features. **Figures 8** to **10** show the development layout. **Figure 11** shows the proposed subdivision of the Car Park site. **Figures 12** to **14** provide indicative views of the proposed development.

Table 1: Key Development Components

Development Summary	• Demolition works for Stage 3B and the new multi-level car park, including demolition of part of Block A, temporary maternity building and residential buildings located on the car park site; • bulk excavation and site preparatory works; • construction of five additional storeys above Stage 3A (resulting in a 10 storey building) and a five storey addition to the north of Stage 3A, including a new loading dock and driveway, requiring the partial closure of Little Uralba Street; • fit-out of one level and expansion of the uppermost level of Stage 3A; • construction of a helipad on the roof of the ten storey Stage 3A and Stage 3B development; • the staged construction of a part six part seven level car park; and • subdivision of the Car Park Site.
Max. Height	Stage 3B Hospital Building – RL 79.48 (52.2 metres) Car Park – RL 50.5 (22.5 metres)

Gross Floor Area	15,549 sqm
Beds	100 beds
Facilities/Services	• Pharmacy • Medical Imaging • Operating Theatres • Peri-Operative Unit • Surgical Inpatient Unit • Medical Inpatient Unit • Paediatric Unit • Maternity Unit
Car Parking Spaces	Approximately 562 (Stage 1 – 270 including 26 temporary at-grade spaces to be demolished for Stage 2, Stage 2 – 318)
Capital Investment Value	$113,789,600
Jobs	133 new operational and 64 construction jobs

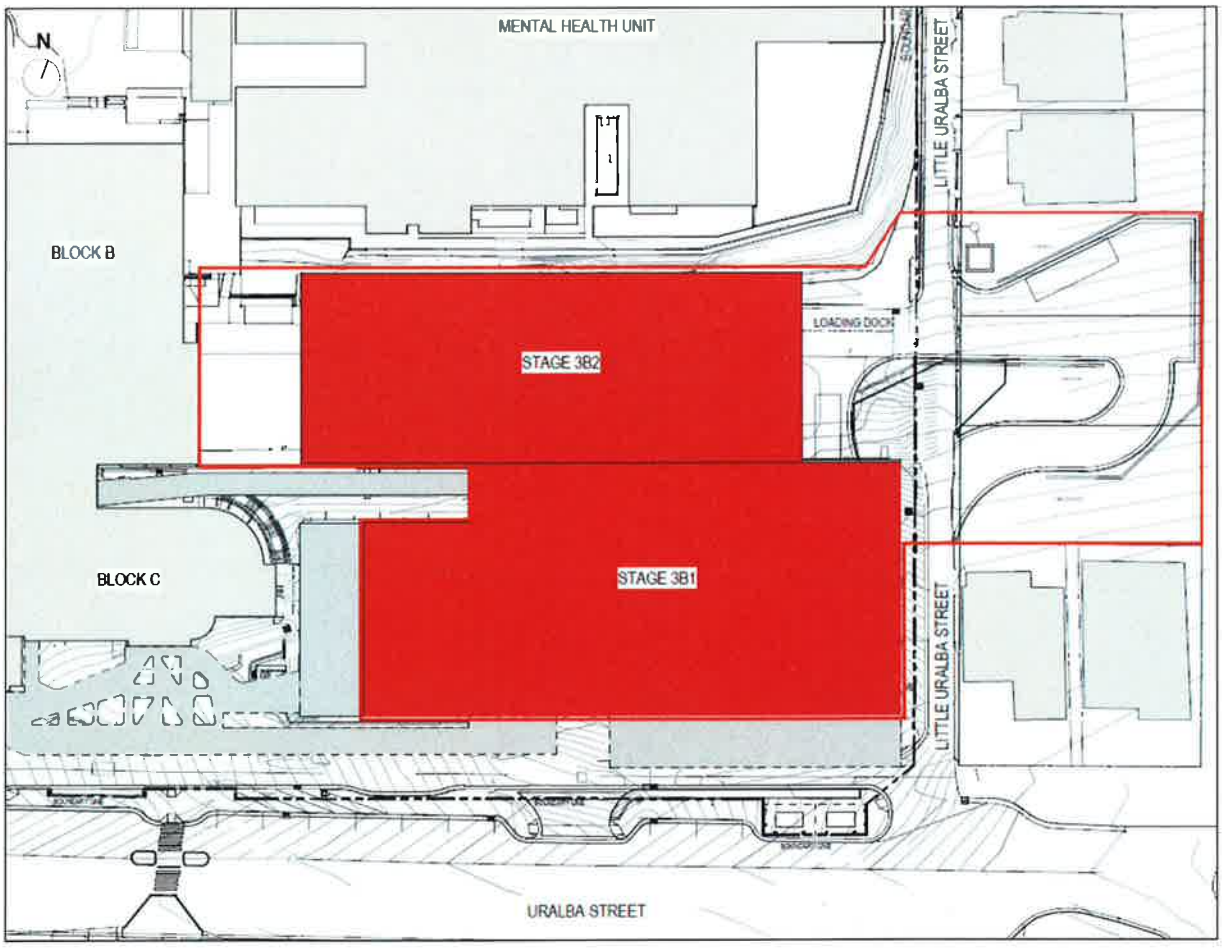

Figure 8: Proposed Stage 3B Development Layout (Stage 3B1 above Stage 3A and Stage 3B2 addition to the north of Stage 3A)

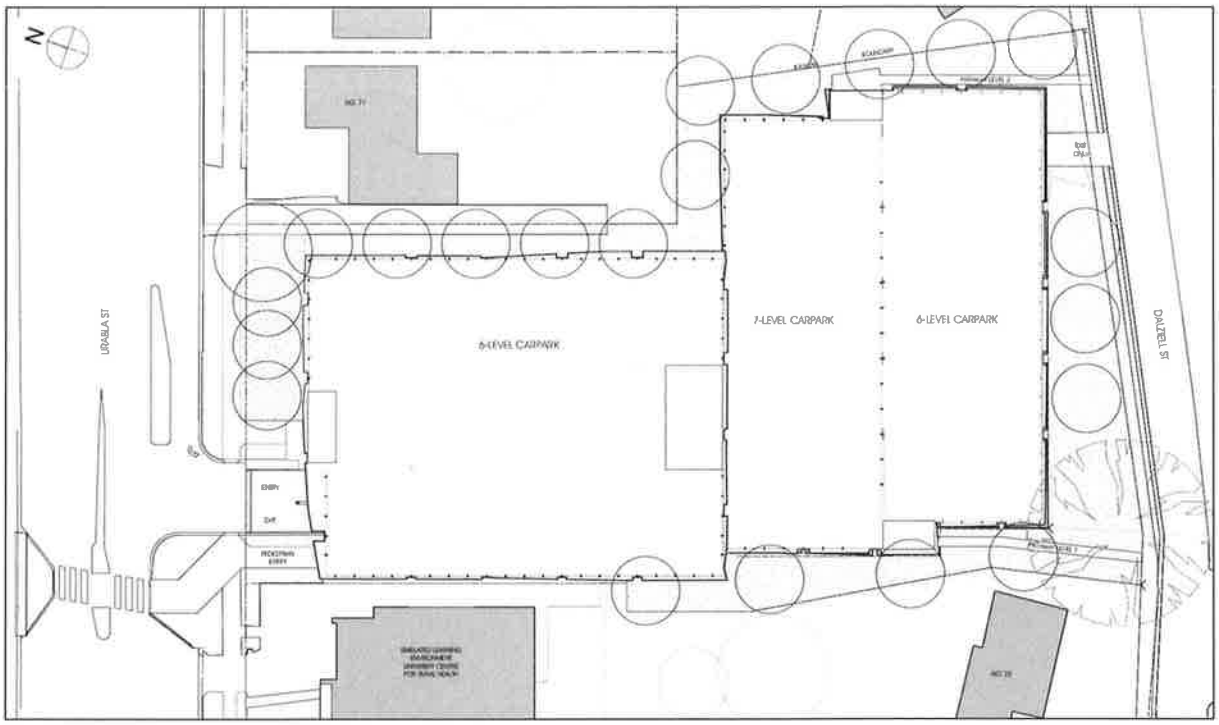

Figure 9: Proposed Car Park Site Development Layout (as completed)

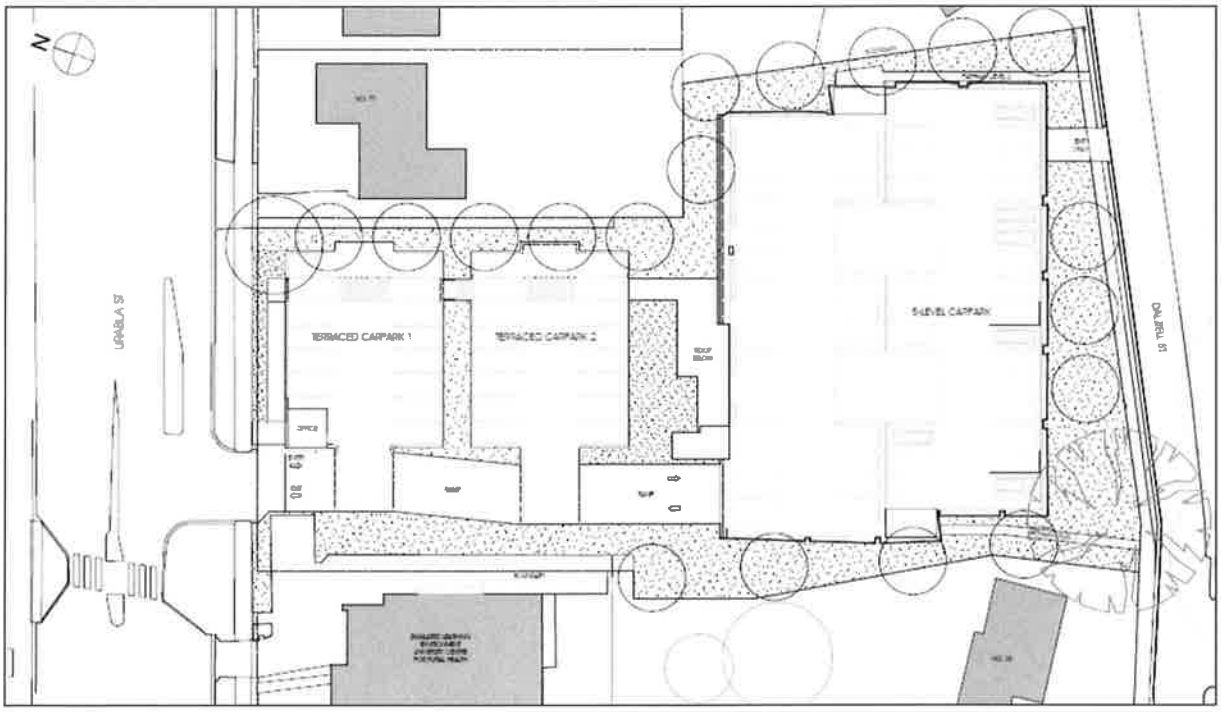

Figure 10: Proposed Car Park Site Development Layout after construction of Stage 1 of the Car Park

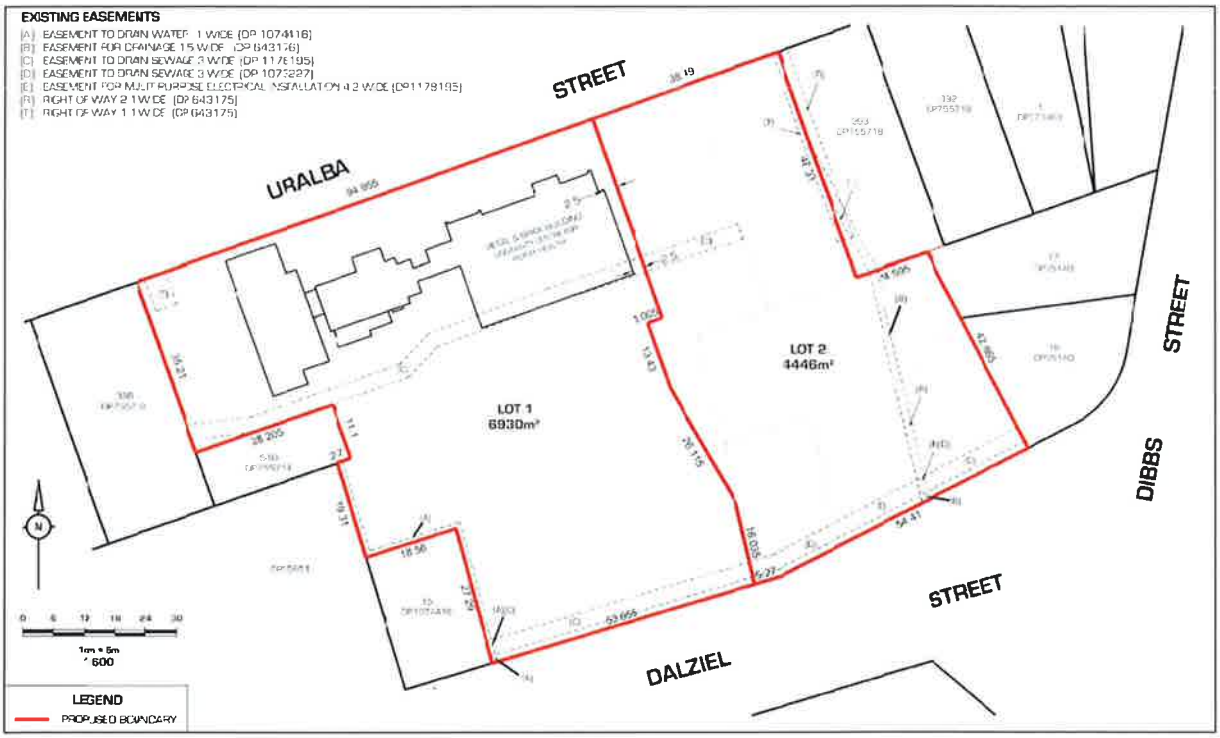

Figure 11: Proposed Subdivision Plan for Car Park Site

Figure 12: Indicative Illustrative View of Stage 3B

Figure 13: Indicative Illustrative View of Multi-Level Car Park (Uralba Street)

Figure 14: Indicative Illustrative View of Multi-Level Car Park (Dalziell Street)

2. STATUTORY AND STRATEGIC CONTEXT

2.1. SEPP (State and Regional Development) 2011

The proposal is classified as 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 (Hospitals, medical centres and health research facilities) of Schedule 1 of State Environmental Planning Policy (State and Regional Development) 2011. Therefore the Minister for Planning is the consent authority.

2.2. Delegated Authority

In accordance with the Minister's delegation dated 16 February 2015, the Executive Director, Infrastructure and Industry Assessments, can determine the subject application as Council has not objected to the proposal, no political disclosure statement has been made and less than 25 public submissions have been received objecting to the proposal.

2.3. Permissibility and Zoning

The Stage 3B site is zoned SP2 Infrastructure – Health Services Facility and R1 General Residential and the Car Park site is zoned R1 General Residential under the Lismore Local Environmental Plan 2012 and the hospital and ancillary car parking facilities are permissible in the zones.

2.4. Environmental Planning Instruments

The Department's consideration of relevant Environmental Planning Instruments (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 Act (see glossary at Appendix C). The proposal complies with the objects of the EP&A Act as it would deliver additional health facilities to promote the social welfare of the State. The proposal also supports the orderly development of land within an existing hospital campus for social infrastructure, thereby protecting the land for public purposes, and ancillary facilities to support the social infrastructure in close proximity to the hospital campus.

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* (see glossary at Appendix C). 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 8.5 of the applicant's EIS, which has been prepared in accordance with the requirements of Schedule 2 of the Regulation.

The proposal would not result in the loss of any threatened or vulnerable species, populations, communities or significant habitats. The site is not subject to any known effects of flooding and is not subject to bushfires. The site would not be impacted by changes in sea level resulting from climate change.

The development incorporates the following sustainability initiatives:

- reduce energy use through optimising natural lighting whilst balancing with appropriate shading to reduce heat gain in summer and promote passive solar heating in winter, zoned lighting control, use of energy efficient fixtures, use of daylight and motion sensors, and the adoption of building systems that can monitor energy usage;
- reduce potable water use through use of water efficient fixtures;
- facilitate the reduction in operational waste and encourage recycling;
- using sustainable materials where possible; and
- supporting sustainable transport by preparing a travel plan and travel access guide.

The Department is satisfied that the proposed sustainability initiatives would encourage ESD, in accordance with the objects of the EP&A Act.

2.7. 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.

2.8. Strategic Context

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

- it is consistent with the priorities of NSW 2021, the State's 10 year plan, to increase investment in health infrastructure and making more hospital beds available, which would provide improved healthcare whilst also supporting economic growth of the health and community services industry in the region;
- it is consistent with the Far North Coast Regional Strategy, which encourages the growth and redevelopment of the major regional centres, as it:
    - would strengthen Lismore's continued role as an employment and service centre;
    - forms one stage of the redevelopment of the Lismore Base Hospital redevelopment, which is identified as one of the major infrastructure projects in the strategy; and
    - would support the increasing population in Lismore given its prescribed role in supporting additional housing in the strategy.
- it would provide critical public infrastructure to cater for the increased demand for health services required for the ageing population; and
- it will provide direct investment in the region of $113.7 million, and would support 64 construction jobs and 133 new operational jobs.

2.9. Secretary's Environmental Assessment Requirements

The EIS is compliant with the Secretary's Environmental Assessment Requirements and is 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 section 89F of the EP&A Act and clause 83 of the EP&A Regulation, the Secretary has made the application and accompanying information publicly available for at least 30 days following the date of first publication, in accordance with the Regulation. The Department publicly exhibited it:

- on the Department's website from 5 February 2015 until 6 March 2015 (30 days); and
- at the Department's Bridge Street Sydney Information Centre and Lismore Council's offices from 5 February 2015 until 6 March 2015 (30 days).

The Department advertised the public exhibition in the Lismore Northern Star on Wednesday 4 February 2015. The Department also notified adjoining landholders and relevant State and local government authorities in writing.

The Department received three submissions from the public, which provided the following comments:

- additional landscaping should be provided within the median and parking strip along the middle of Dalziell Street to soften the visual massing of the car park development, which may also provide acoustic benefits and reduce airborne pollution;
- construction works for Stage 3A have resulted in the loss of vehicle access for residents along Little Uralba Street and litter from construction workers in the yards of nearby residential properties;
- the proposed landscaping around the loading dock driveway would result in further loss of outlook to the north compounding view loss as a result of the hospital buildings;
- acoustic impacts of the helipad have been understated;
- constructions works have disrupted electrical supply and the proposal does not provide details regarding the potential impacts on adjoining residences from the proposed removal of the electricity poles; and
- the height of the retaining wall for the loading dock driveway should be increased to improve visual and acoustic amenity for adjoining residents.

A total of five submissions were received from public authorities. A summary of the issues raised is provided in the following section.

3.2 Public Authority Consultation and Submissions

Lismore City Council raised no objection to the development and provided the following comments for consideration:

- Lismore's Traffic Committee has advised that the proposed car park would result in additional pedestrian traffic crossing Uralba Street and whilst the proposal is not currently identified as meeting the requirements for providing a signalised pedestrian crossing, there has been no assessment of when it may be necessary or whether other traffic management measures may be warranted due to the increased pedestrians crossing from the multi-level car park to the main hospital campus. It is requested that the usage of the Uralba Street crossing be reviewed post occupation and that any remedial actions must be completed by the applicant;
- the car parking management plan, which is proposed to be prepared and implemented prior to the occupation of the new development, and details regarding associated costs need to be understood at least two months prior to occupation of the new facilities; and
- upon closure of the southern section of Little Uralba Street for the loading dock driveway, a turning area will need to be constructed to support the residential properties and the general public for the continued use of the northern section of Little Uralba Street.

Roads and Maritime Services (RMS) provided the following comments:

- Traffic volumes do not warrant the signalising of the Uralba and Little Uralba Street intersection and alternative road safety measures should be further explored;
- efficient traffic flow along Uralba Street should be maintained whilst pedestrian safety should be provided. A signalised pedestrian crossing or an overpass may be required given a desire line from the new car park to the main hospital buildings crossing Uralba Street will be established;
- service vehicle movements entering and leaving Little Uralba Street driveway and loading dock driveway must be undertaken in a forward direction; and
- installation of any regulatory devices will require approval form the local traffic committee.

Transport for NSW provided the following comments:

- A Sustainable Travel Plan should be required as a condition of consent and should be endorsed by the Lismore City Council Traffic Advisory Committee;
- the potential pedestrian and traffic conflict from the additional pedestrian movements across Uralba Street from the 560 space car park and the adequacy of the pedestrian crossing has not been adequately addressed; and
- the potential pedestrian and vehicle conflict at the Uralba Street crossing during peak periods should be assessed and additional mitigation measures should be identified if necessary.

Office of Environment and Heritage (OEH) noted that the site was unlikely to contain any significant Aboriginal sites or Aboriginal archaeological deposits or places of Aboriginal cultural heritage significance. OEH recommended that should any unexpected objects be identified, works should cease until the significance of the uncovered objects have been determined and OEH has advised works may recommence.

The **Environment Protection Authority** (EPA) noted that an Environment Protection Licence is not required and that appropriate conditions should be included to manage water, noise and dust impacts during construction.

The **Civil Aviation Safety Authority** (CASA) noted that the proposal penetrates the obstacle limitation surface for the Lismore Aerodrome, however, advised that it would not impact on the safety of operations at the aerodrome.

The Department has fully considered the issues raised in submissions in its assessment of the development application.

3.3 Applicant's Response to Submissions

The applicant has provided a response to the issues raised in submissions, which:

- provides further details regarding the Car Parking Management Strategy, including that the car park would be operated in accordance with a NSW Health Hospital Car Parking Fees Policy and that the applicant will continue to assist Council with the development and implementation of a Resident Parking Scheme;
- provides further details to demonstrate that the proposal would not meet the warrants required for signalising the existing pedestrian crossing on Uralba Street; and
- commits to further consultation with adjoining residents to finalise fencing and landscaping plans as well as further developing measures to manage construction impacts.

The applicant's response to submissions was forwarded to Council, RMS and Transport for NSW for comment. Council has reviewed the response and raises no further issues. RMS and Transport for NSW raised no further concerns with the redevelopment.

4. ASSESSMENT

4.1. Section 79C Evaluation

Table 2 identifies the matters for consideration under section 79C that apply to State significant development, in accordance with section 89H of the EP&A Act (see glossary at **Appendix C**). The table 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 applicant to consider these matters and those required to be considered in the DGRs and in accordance with the requirements of section 78(8A) of the EP&A Act and Schedule 2 of the EP& A Regulation.

Table 2: Section 79C(1) Matters for Consideration

Section 79C(1) Evaluation	Consideration
(a)(i) any environmental planning instrument	Complies - see Appendix B
(a)(ii) any proposed instrument	Not applicable.
(a)(iii) any development control plan	See Appendix B*
(a)(iiia) any planning agreement	Not applicable
(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 and schedule 2 of the Regulation relating to environmental impact statements. Refer to discussion at Section 2.7.
(a)(v) any coastal zone management plan	Not applicable
(b) the likely impacts of that development	Appropriately mitigated or conditioned - refer to Section 4.2
(c) the suitability of the site for the development	Suitable - Refer to Sections 2.8 and Section 5
(d) any submissions	Refer to Sections 3.2 and 4.2
(e) the public interest	Refer to Section 4.2.4
Biodiversity values exempt if: (a) On biodiversity certified land (b) Biobanking Statement exists	Not applicable

* Under clause 11 of the SRD SEPP, development control plans do not apply to state significant development. Notwithstanding, consideration has been given to relevant Development Control Plans at Appendix B.

4.2. Key and Other Issues

The Department has considered the EIS, the issues raised in submissions and the applicant's response to these issues in its assessment of the development. The Department considers the key issues to be:

- car parking and traffic impacts;
- built form; and
- noise and vibration impacts.

These issues as well as other minor issues are addressed further in sections 4.2.1 to 4.2.4.

4.2.1. Car Parking and Traffic Impacts

Car parking

The RMS Guide to Traffic Generating Development does not provide a rate for car parking for public hospitals. The hospital currently provides a limited number of on-site car parking spaces (approximately 301).

Stage 3B Car Parking

The applicant's traffic assessment calculated parking demand generated by Stage 3B to be 150 additional car spaces based on additional staff numbers, number of outpatients and the number of beds and assumed visitor rates. The Traffic and Parking Report also advises that the construction of the new car park would result in the loss of eight on-street car spaces to provide access. The applicant has also agreed to offset car parking loss for the adjoining University as a result of acquisition of part of the University land for the new multi-level car park (five car spaces). This results in a total requirement for 163 car spaces to address the impacts of the development.

The proposed multi-level car park would provide approximately 562 car spaces. The construction of the car park is proposed to be staged, with delivery of 270 car spaces initially in Stage 1, including 26 temporary at grade spaces (see **Figure 10**) that would be demolished for Stage 2 of the car park.

Council and RMS raised no issues with the assumptions used regarding the car parking demand generated by the new facilities or the proposed car parking provisions.

The Department notes that whilst no details have been provided regarding the timing of delivery of Stage 2 of the car park, Stage 1 will provide a total of 270 car spaces. Accordingly, the proposed development would provide sufficient car parking to meet the car parking demand generated from Stage 3B of the hospital redevelopment. Accordingly, the Department has included a condition requiring a minimum of 150 car spaces to be provided and that Stage 1 of the car park is completed prior to the occupation of the hospital facilities.

Hospital Car Parking

The hospital has traditionally generated a parking demand greater than the existing campus can accommodate (see **Table 3**). The Traffic and Parking Report contends that there is currently sufficient on-street car parking to support the excess demand generated by the hospital, relying on approximately 630 on-street car spaces to support the existing 301 on-site car spaces. The approval of Stage 3A of the hospital redevelopment was subject to the applicant delivering an additional 110 on-site car parking spaces to meet the demand generated by the new facilities prior to occupation of that stage of the development.

Whilst utilising on-street car parking has been appropriate to an extent (89 on-street spaces accepted as part of Stage 1 and 2 of the hospital redevelopment and a further 49 on-street spaces supported as part of early works for Stage 3A), the significant redevelopment of the facilities in Stages 3A and Stage 3B would result in demand for an additional 260 car spaces.

Table 3: Car Parking Demand and Supply

	Hospital Demand	Supply for Entire Hospital (on-site car spaces)	Demand met by utilising on-street car spaces
Existing	820	301	519
Stage 3A	110	0	629
Stage 3B	150	270 (Stage 1 Car Park - incl. 26 temporary spaces)	509
		292 (Stage 2 Car Park)	217
Total	**1080**	**863**	**217**

The proposed car park would provide a total of 562 car spaces after Stage 2 and result in a total 863 on-site car spaces to address the demand generated by the whole hospital. Accordingly, the Department considers the proposed car park appropriate as Stage 1 of the car park would provide sufficient car parking to meet the demand generated from Stage 3A and 3B of the hospital redevelopment and Stage 2 of the car park would address the acknowledged existing reliance on on-street car parking. This would reduce the demand on on-street car parking from 509 to 217 car spaces, which is considered to be acceptable given the constraints of the site.

Car Parking Management

The supply of on-site car parking would be significantly increased as a result of the development. However, the proposal still has the potential to result in adverse impacts on local streets if the car park is not utilised. This would likely be the case as on-street car parking is currently unrestrained and use of the car park would be subject to fees.

The applicant proposes to prepare and implement a Car Parking Management Strategy (the Strategy) in consultation with Council and the community prior to occupation of the car park, which would include a local resident parking scheme prepared in accordance with RMS guidelines for permit parking and the scope set out by Council. The applicant has also advised that the Strategy would establish parking fees for the new car park in accordance with NSW Health's *Hospital Car Parking Fees Policy: Campuses which are subject to car parking development* (Car Park Fee Policy). The fees would be developed from the base rates in the Car Park Fee Policy as outlined in **Table 4**. The Department notes that the concession rates in **Table 5** are applicable to groups of concession card holders, cancer patients, patients and carers that visit more than twice weekly, daily dressing outpatients and other regular cardiac or health promotion class attendees (if applicable).

Table 4: Public parking base schedule of fees (excludes staff parking rates)

Duration	Base Rate (inc. GST)*
First 15 minutes	Free
> ¼ hr – 1 hr	$6.00
> 1 hr – 2 hrs	$9.00
> 2 hrs – 3 hrs	$12.00
> 3 hrs – 4 hrs	$14.00
> 4 hrs – 5 hrs	$16.00
> 5 hrs	$18.00
Maximum daily fee	$18.00

** In addition to the above base rate, local adjustments may apply.*

Table 5: Concession Rates

Duration	Fees (inc. GST)	Notes
0-3 Hours	Free	
1 Exit Only	$5.00	Single visit tickets are valid for one entry and one exit only
3-day ticket	$10.00	Frequent use tickets allow for multiple entries and exits to the Hospital Campus and are issued in 3-day and 7-day tickets
7-day ticket	$20.00	

Council requested the Strategy be prepared and details regarding associated costs to implement the Strategy (i.e. installation of parking meters and/or signage and funding of parking inspectors) be identified at least two months prior to occupation of the new facilities.

The Department considers the implementation of the Strategy is vital to the success of the car park and ensuring that the hospital generated demand for on-street car parking and associated impacts is minimised. The Department therefore considers that the Strategy should be prepared within the first six months of commencing works for the car park to ensure adequate time for consultation and implementation of the Strategy prior to the occupation of any of the facilities (Stage 3B or the car park). In addition to early preparation of the Strategy, the Department also recommends the concession rates (see **Table 5**) in NSW Health's Car Park Fee Policy be applied to all patients and patient carers, regardless of the number of weekly visits to ensure the car park is appropriately utilised and relieves on-street car parking. The Department has included conditions to this affect.

Pedestrian access

The location of the proposed multi-level car park on the southern side of Dalziell Street would result in a uniform pedestrian desire line emerging across Uralba Street, utilising the existing marked pedestrian crossing.

Council, Transport for NSW and RMS advised that the increased pedestrian movements may warrant the installation of traffic signals or an overpass to facilitate safe and efficient pedestrian movements between the car park and the main hospital campus.

The thresholds that need to be met to signalise the pedestrian crossing are as follows:

(a) for each of four one-hour periods of an average day:
    i) the pedestrian flow crossing the road exceeds 250 persons/hour; and
    ii) the vehicle flow exceeds 600 vehicles/hour in each direction or, where there
    iii) is a central medium of at least 1.2 metre wide, 1000 vehicles/hour in each direction; or

(b) for each of eight one-hour periods of an average day:
    i) the pedestrian flow crossing the road exceeds 175 persons/hour; and
    ii) the vehicle flow exceeds 600 vehicles/hour in each direction or, where there is a central medium of at least 1.2 metre wide, 1000 vehicles/hour in each direction; and
    iii) there is no other pedestrian crossing or signalised marked foot crossing within a reasonable distance.

The applicant has provided further analysis from its traffic consultant confirming that the traffic volumes along Uralba Street and pedestrian movements across Uralba Street at the completion of the car park would not meet the thresholds for a signalised mid-block marked footcrossing.

The traffic and transport assessment indicates that peak traffic flows along Uralba Street would be 932 vehicles per hour eastbound and 676 vehicles per hour westbound and pedestrian flow would be a maximum of 540 people during peak hour. The traffic and transport assessment concludes that the pedestrian flow would be unlikely to meet the required 250 or 175 movements over the four one-hour and eight one-hour periods respectively. Furthermore, the traffic volumes also do not meet the 1,000 vehicles per hour threshold. Whilst the above thresholds may also be reduced where the pedestrian flow is predominantly comprised of children, the elderly or people with disabilities, given the peak pedestrian flows would be primarily comprised of staff, the reduced thresholds would not be applicable. The applicant has also argued that as on-street car parking is used within the streets to the south, the pedestrian desire line already exists and therefore the new car park would not be significantly increasing the pedestrian flows.

The Department is satisfied that the proposed additional uses and use of the car park would not generate traffic or pedestrian flows that would warrant the signalisation of the pedestrian crossing. The traffic and transport assessment has demonstrated that the traffic along Uralba Street at its peak does not meet the threshold and therefore even if traffic exceeds the forecast figures, it would be highly unlikely that the traffic would meet the threshold on four or

eight separate occasions as a result of the proposed hospital redevelopment works. Furthermore, based on the car parking demand being largely borne by staff (77 percent) and the dispersed attendance pattern and car parking utilisation by patients and visitors, the Department also accepts that the peak pedestrian flows from the car park would be unlikely to be replicated on four to eight occasions or meet the pedestrian flow thresholds. The peak pedestrian and traffic flows would generally be confined to staff change over periods therefore the signalisation of the pedestrian crossing may impede traffic flow and is therefore considered not warranted.

Notwithstanding, the Department recommends that the applicant monitor pedestrian and traffic flow post completion of the car park and should the pedestrian movements or traffic flow consistently meet the above thresholds then the applicant should investigate the provision of an overpass or reconfiguration of the car park to restrict egress to Uralba Street. Restricting egress to the Uralba Street exit could also reduce traffic flow along Uralba Street to minimise potential pedestrian and vehicle conflict. The Department has included conditions to this affect in the recommended conditions of consent.

Vehicular access

The proposed development of Stage 3B would result in the partial closure of Little Uralba Street, with the southern section to be closed and converted into a driveway for the new loading dock. Council raises no objection to the closure of Little Uralba Street, however has advised that upon closure a turning area will need to be constructed to support the residential properties and the general public for the continued use of the northern section of Little Uralba Street. The applicant has indicated that this would be provided for in the final detailed design. In this regard, the Department considers that the detailed design must be finalised and approved prior to the closure of Little Uralba Street and has included a condition to this affect.

Traffic impacts

The proposal is expected to generate up to 240 additional vehicle movements during peak periods (based on the additional beds and associated visitors and staff). The Traffic and Parking Report concludes that this additional traffic would not result in any deterioration in traffic efficiency as impacted intersections would still operate at good levels of service.

The Traffic and Parking Report has assessed the impacts of the traffic from the proposed new multi-level car park on the performance of the local road network as the facility would direct traffic to a single location where it was previously dispersed. The Traffic and Parking Report has identified that the car park would attract approximately 236 and 424 vehicle trips during the peak periods post Stage 1 and upon completion of the car park, respectively. The Traffic and Parking Report concludes that the impacted intersections would continue to operate at an overall good level of service. Whilst delays may be increased on approach to the Dibbs Street and Uralba Street roundabout during the AM peak period, the level of service would remain satisfactory (Level of Service B post Stage 1 and Level of Service C upon completion of the car park). It is only when Level of Service E is reached that capacity improvements works are required.

RMS and Council raise no issue with traffic generated by the development. The Department is satisfied that the surrounding road network would be able to support the additional traffic generated by the proposal as satisfactory levels of service can be maintained for the operation of the surrounding intersections.

The Department notes that the Council and the applicant were supportive of converting Uralba Street to a High Pedestrian Activity Area, where a speed limit of 40 km/hr would apply, in consideration of Stage 3A. The Department considers that this measure should be further explored and form part of the measures to be addressed in the Car Parking Management Strategy given westbound cars would be exiting onto Uralba Street immediately to the east of the marked pedestrian crossing. The Department has included a condition requiring the Strategy to include details regarding the High Pedestrian Activity Area, including consideration of speed restrictions.

4.2.2. Built Form

Stage 3B building

The proposed Stage 3B works comprise two five storey elements (see **Figure 8**), with Stage 3B1 located on top of the five storey Stage 3A building currently under construction, resulting in an overall ten storey building fronting Uralba Street (see **Figures 15** and **16**). The second element (Stage 3B2) would be a five storey addition to the north of the Stage 3A building, filling in the open space area between Stage 3A and the mental health facilities to the north. The LLEP does not prescribe height or floor space controls for the site. The proposed new hospital building would have an overall height of 52.2 metres and is comparable to the existing hospital buildings located in the southern portion of the hospital campus which extend up to ten storeys.

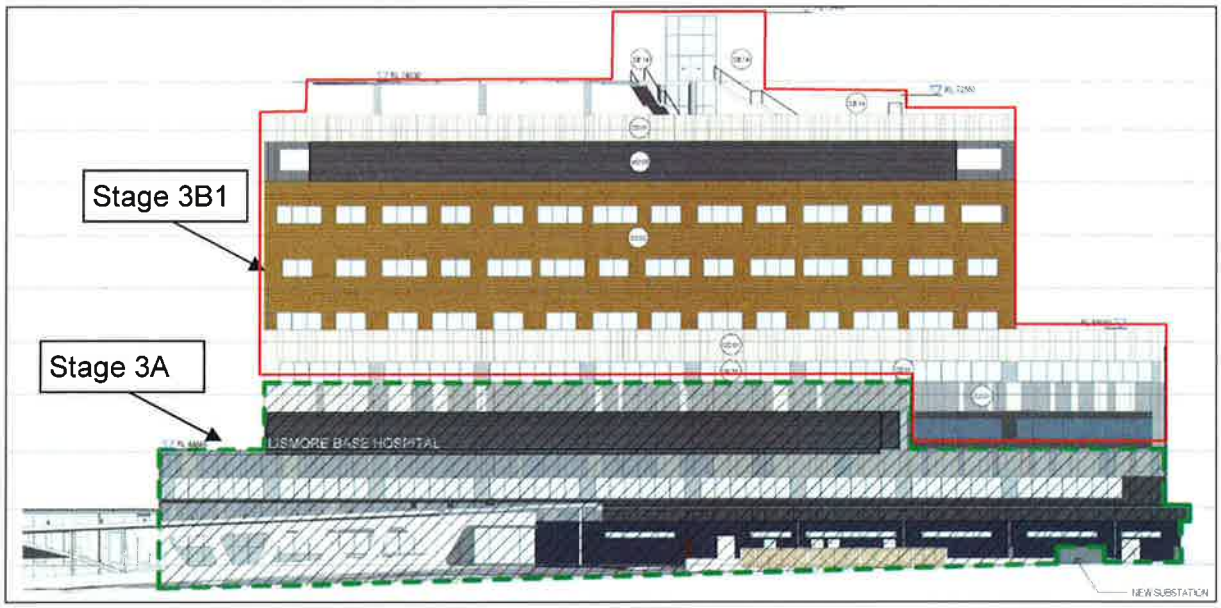

Figure 15: Southern Elevation Stage 3B site (Stage 3A within green outlined hatched area)

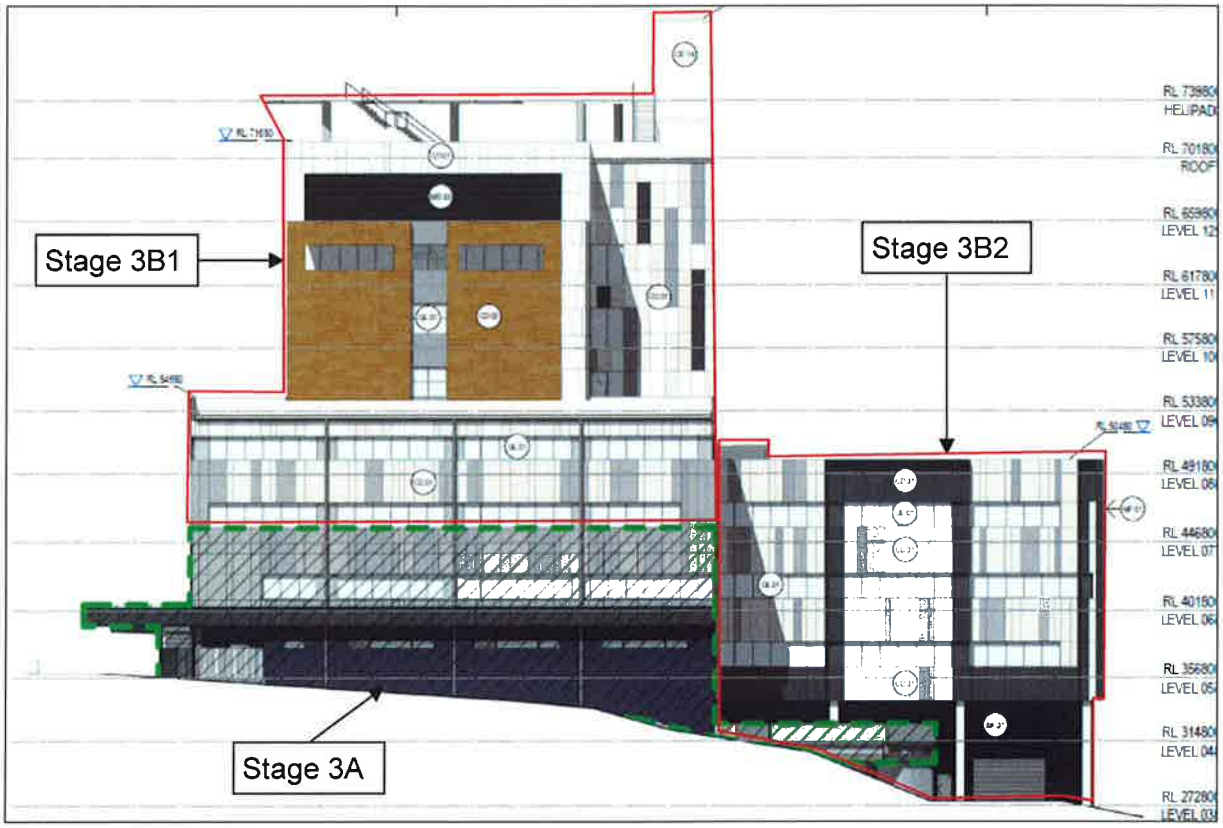

Figure 16: Eastern Elevation Stage 3B site (Stage 3A within green outlined hatched area)

The design of the proposed building raises the podium to the sixth storey and proposes a more slender four storey tower element that is setback from Uralba Street boundary. The podium and tower elements would be modulated to reduce the massing of the development and also articulated to ensure visual interest is provided along the extensive 80 metre southern and northern façades (see **Figures 17** and **18**). The eastern portion of the building is also setback to provide an appropriate transition to the residential development on the eastern side of Little Uralba Street (see **Figure 17**).

Figure 17: Indicative Illustrative View of the Western and Southern Façades

Figure 18: Indicative Illustrative View of the Northern Façade

The Department considers that the proposed design of the building addresses the context of the site by ensuring the proposed building provides a transition between the tower element and the surrounding streetscape with setbacks to the southern and eastern elevations. The proposed Stage 3B development uses different finishes and colours, separating the various elements, which minimises the visual impact of the development. The design and materiality

provides a modern and contemporary building along the main hospital frontage and a revitalised presence along Uralba Street. The location of services along the northern elevation also ensures the privacy of mental health patients to the north are protected whilst patient areas maximise outlook to district wide views to the south given the site's elevated position. The overall height of the building is comparable with the height of the surrounding hospital buildings.

Accordingly, the Department considers that the proposed building satisfactorily responds to the context of the hospital site.

Stage 3B loading dock driveway

A public submission from the resident at 7 Little Uralba Street (located to the north of the loading dock driveway) requested that the height of the retaining wall for the driveway for the Stage 3B loading dock (see **Figure 19**) be raised to 1.8 metres to address visual and noise impacts. The applicant has advised that the wall would be constructed to a height required to address structural requirements, however, a higher fence can be provided to address visual impacts. The Department has included a condition requiring the detailed design be amended to reflect this.

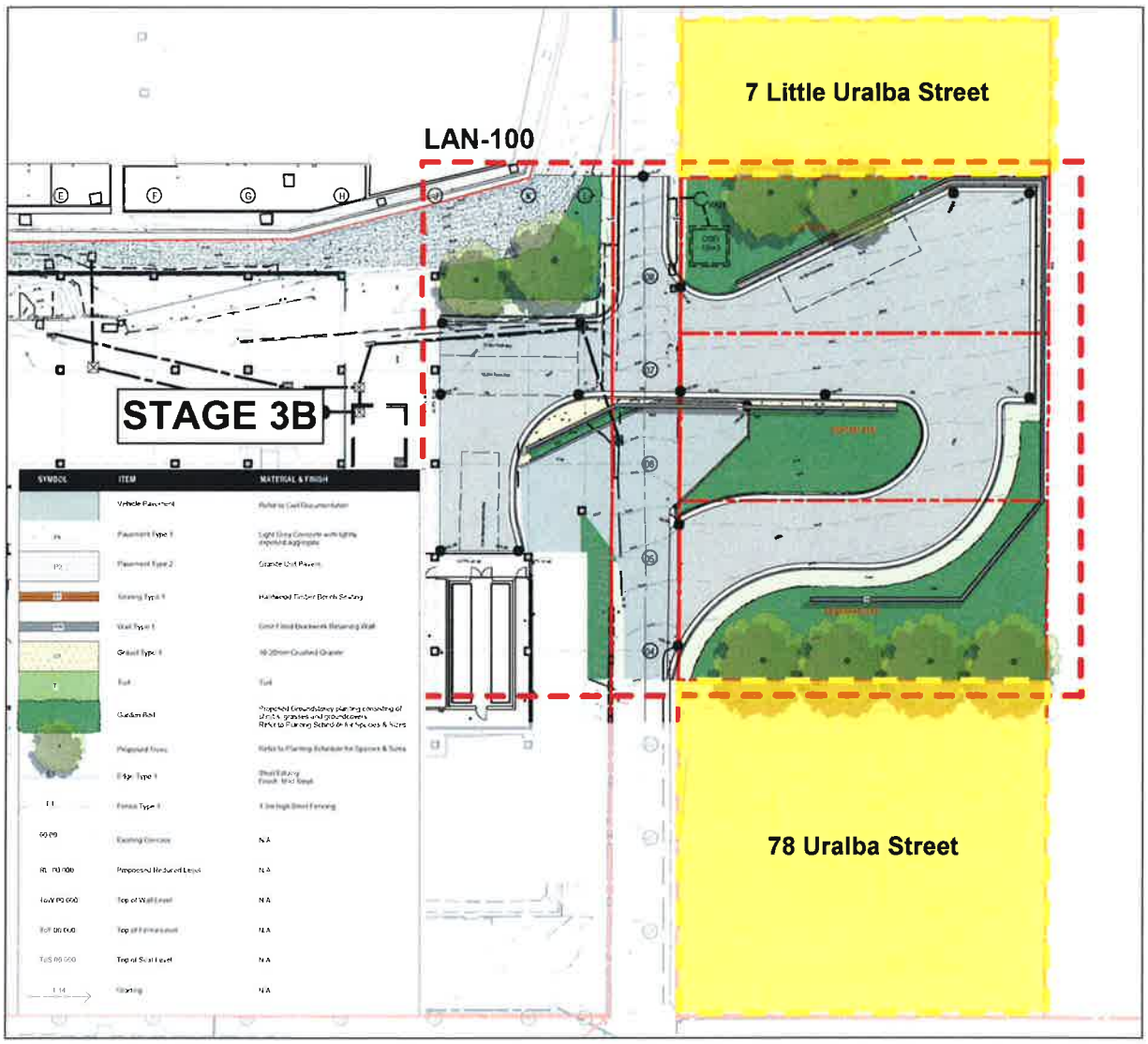

Figure 19: Landscaping proposed for Stage 3B surrounding the loading dock driveway

In regard to concerns raised in the public submission from the resident at 78 Uralba Street (located to the south of the loading dock driveway) relating to loss of outlook as a result of tree planting surrounding the loading dock driveway (see **Figure 19**), the applicant has advised that the outlook does not include views to iconic or significant landmarks and the landscaping has been proposed to screen the services area. The Department recommends that prior to any tree planting along this residential interface, the applicant consult with the adjoining residential property owner regarding the proposed tree planting species and tree planting density to ensure the landscaping minimises impacts on outlook whilst at the same time screens the services area. The Department has included a condition to this affect.

Car park site

The development includes a multi-level car park (part six and part seven) on an irregular shaped site to the south of the main hospital campus, with a primary frontage to Uralba Street and secondary frontage to Dalziell Street (see **Figures 20** to **21**).

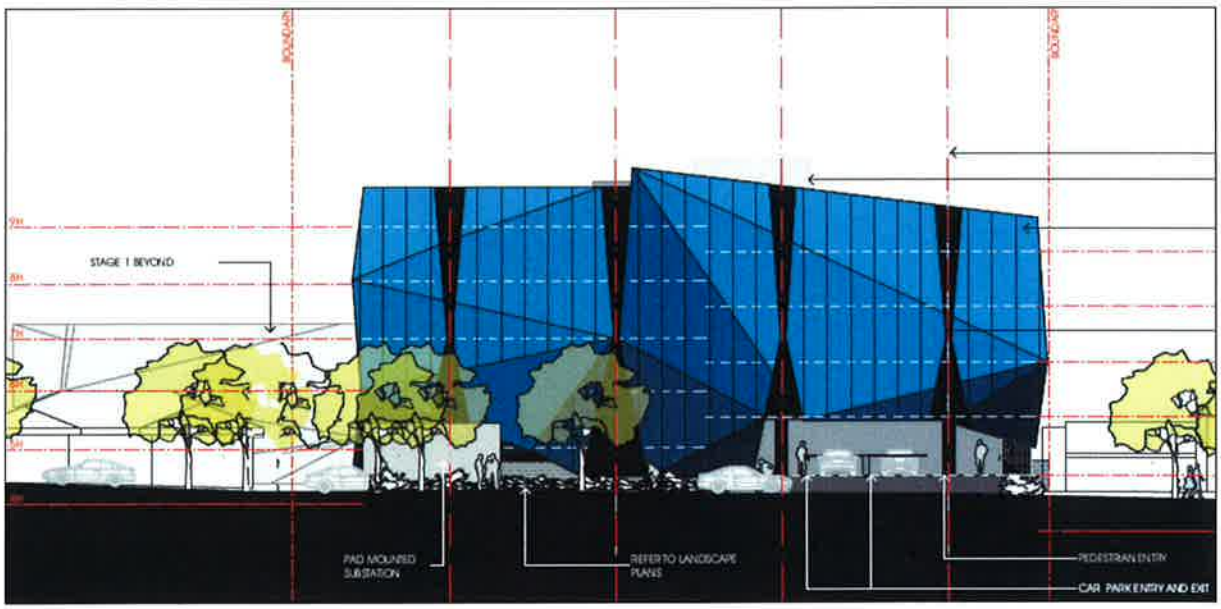

Figure 20: Northern (Uralba Street) Elevation of Car Park (Stage 1 and 2 Completed)

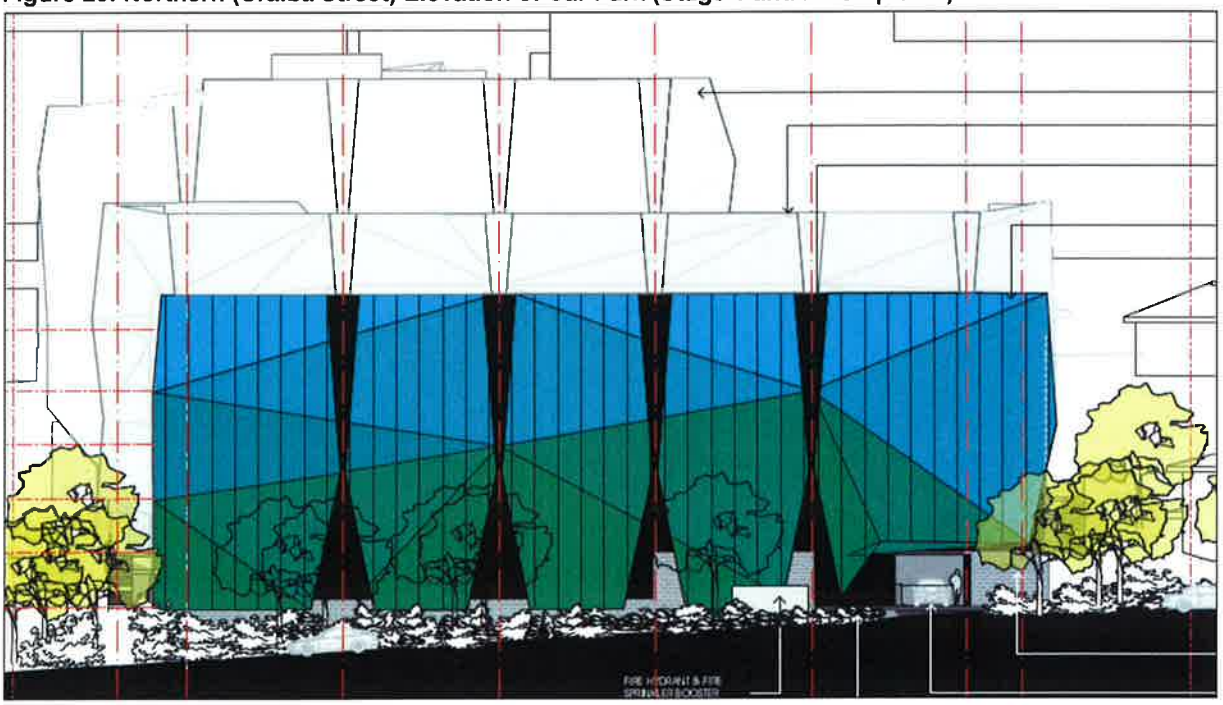

Figure 21: Southern (Dalziell Street) Elevation of Car Park (Stage 1 and 2 Completed)

The applicant proposes to construct the multi-level car park in two stages. Stage 1 would consist of a 244 space five-level car park on the southern portion of the site fronting Dalziell

Street and a temporary 26 space at-grade car park on the northern portion of the site (see **Figure 22**). Stage 2 would comprise the construction of the remaining levels above Stage 1 (levels six and seven) and a six-level northern portion of the car park fronting Uralba Street to accommodate an additional 292 cars. This would result in a six-level car park fronting Uralba Street and Dalziell Street as the seven-level component is centrally located (see **Figure 23**).

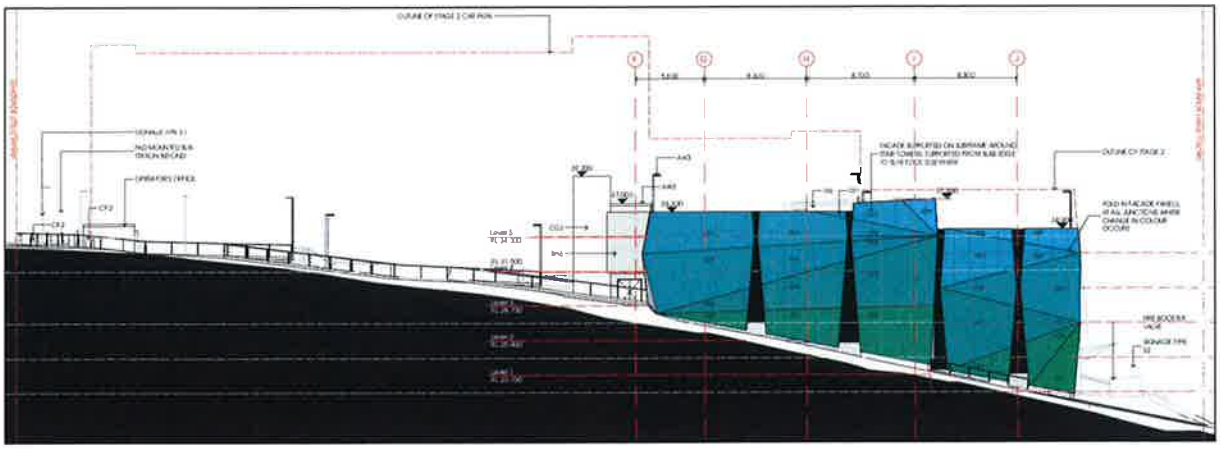

Figure 22: Western Elevation of Car Park (Stage 1)

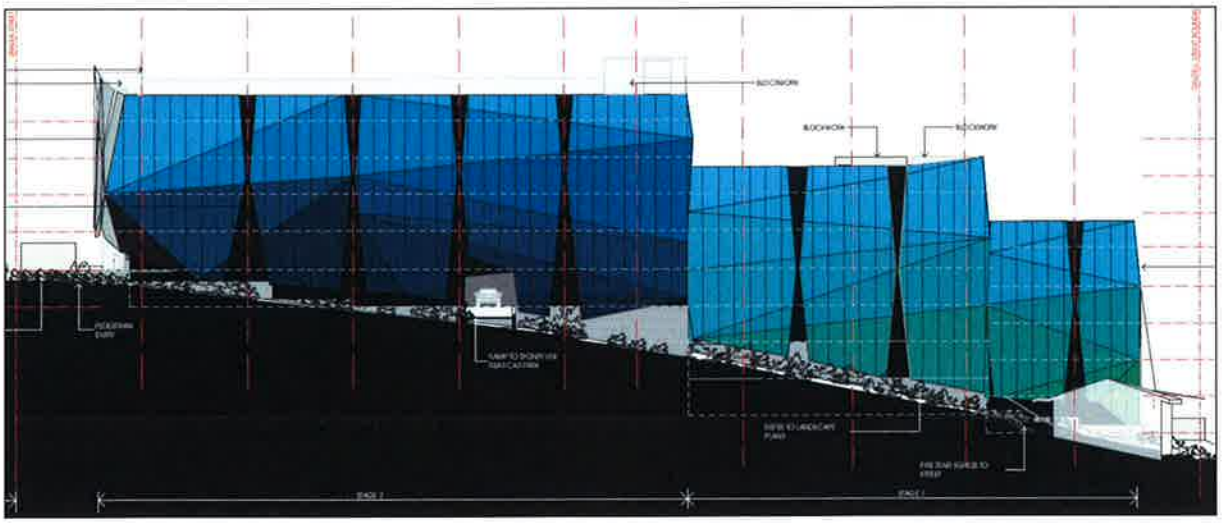

Figure 23: Western Elevation of Car Park (Stage 1 and 2 Completed)

The site would be accessed from Uralba Street with exits to Uralba and Dalziell Street at both stages of the development. The car park would have irregular setbacks to the adjoining lots given the irregular shaped site between 0.1 and three metres. The smallest setback would be located along the proposed boundary with the University site, where a ramp to the University car park would also be provided. A minimum four metre setback from the boundary would be provided at the point of the closest adjoining residential dwelling on Dalziell Street.

The proposed car park has an overall maximum height of 22.5 metres (RL 50.5) and a maximum wall height of 16.3 metres (RL 50.3). The LLEP sets a maximum height of 8.5 metres for the site. Therefore the proposal would exceed the maximum height limit in the LLEP.

The applicant contends that the design of the car park responds to the taller buildings on the main hospital campus and provides a transition on the site that responds to the topography of the land. The design, articulation and fragmentation of the car park's facades (including innovative use of materials, finishes and colours), boundary setbacks and landscaping have all been used to minimise the visual impact of the proposed car park. The applicant also contends that the LLEP height control is also considered unreasonable given the proposed public infrastructure use is not typical of development generally proposed under the

residential zoning and therefore the associated height control is not appropriate for the proposed use.

The Department has considered the objectives of the zone and the design within the context of the surrounding streetscape and considers that the variation to the height standard can be supported in this instance as:

- the height and massing is appropriate within the streetscape character of Uralba Street with the larger building footprints of the university and hospital buildings and taller form of the hospital buildings;
- the proposed height of the car park steps down and responds to the levels of the site to minimise the impacts;
- the car park site has incorporated significant architectural design features to minimise the typical flat and blank façades typical of car park structures;
- the car park would have acceptable amenity impacts (see section 4.2.4 for further details) as surrounding residential properties would retain acceptable levels of solar access during mid-winter when overshadowing is at its greatest. All surrounding properties would receive a minimum of 2 hours 45 minutes of solar access;
- the proposed use would not contravene the objectives of the zone, which support other land uses that provide facilities or services to meet the needs of residents and development that is compatible with the character of the residential area;
- the proposed use would not contravene the objectives of the height control, which seeks to support taller buildings in the city centre and a transition in building height in response to varying urban character or protecting the amenity of neighbouring properties, as the proposed development supports the hospital facilities and is consistent with education and health character of Uralba Street; and
- the height control is unreasonable for institutional buildings and ancillary facilities, including multi-level car parks, which generally require larger floor plates and taller forms to support the facilities and critical mass of services delivered within public infrastructure.

The design of the car park incorporates coloured perforated folded metal panels with gradual changes between green and blue to screen the car parking and provide visual interest to the building. The edges along the folds also seek to give the façade depth instead of a blank and flat façade, to further minimise the visual impact of the structure. Tree planting has also been proposed as part of the landscaping works along the interface with the residential boundaries to further soften the appearance of the car park given the presence of the surrounding low-scale residential dwellings.

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

4.2.3. Noise and Vibration Impacts

Operational – Stage 3B

The applicant has prepared an acoustic assessment which concludes that the operation of the proposed Stage 3B building is not expected to generate any adverse noise impacts on adjoining noise sensitive residences, subject to the adoption of standard noise mitigation measures for the rooftop plant and equipment. The report identifies conventional methods, including lining of ductwork, acoustic silences, variable speed controllers, time switches and acoustic screens, as effective in mitigating the potential noise impacts. The applicant has indicated that further investigation of the mitigation measures is required at the detailed design stage when the selection of plant equipment is finalised.

The applicant has also identified that the use of the loading dock driveway could potentially result in noise impacts on the adjoining residential receivers. The acoustic assessment recommends that the following measures are adopted to ensure that the operations of the loading area meet the noise specific criteria established for the site in accordance with the EPA's Industrial Noise Policy (INP):

- restricting operating times of the loading dock to between 7 am and 2:30 pm for 12.5 metre trucks;

- install acoustic lining to underside of the loading dock roof/slab over;
- trucks to switch off engines when stopped in loading dock;
- broom finish or similar for the loading dock slab to prevent tyre squeal; and
- provision of a 2.5 metre lapped and capped timber, Colorbond or masonry noise screen to the outside edge of the entry ramp and turning path.

The Department has therefore recommended a condition that requires the applicant to identify and adopt the necessary mitigation measures required to ensure that the rooftop plant and equipment complies with relevant noise criteria prior to commencement of works and the design of the loading dock and driveway has adopted the above mitigation measures.

Construction – Stage 3B

The Noise Impact Assessment for Stage 3B concludes that the acoustic construction impacts on the closest sensitive receivers would comply with the noise management levels in the Interim Construction Noise Guideline (ICNG) and does not require acoustic controls. It is noted that the acoustic assessment for Stage 3A predicted that construction noise would exceed the noise management level but would be below the highly noise affected threshold of 75 dB(A) in the ICNG. Components of the proposed works would be located closer to the residential receivers than the Stage 3A works.

Whilst the Noise Impact Assessment predicts that the construction noise levels would comply with the noise criteria and would likely be below the highly noise affected threshold of 75 dB(A) in the ICNG, the Department considers that given the proximity of the works to the noise sensitive receivers and the previously identified exceedances of the noise management levels, the preparation of a construction noise and vibration management plan is appropriate. The Department has recommended conditions to require the preparation of this plan and require that it is implemented during construction. The plan should:

- be prepared in consultation with the noise sensitive receivers where the noise management level is predicted to be exceeded, particularly those on Little Uralba Street;
- identify appropriate measures to mitigate the noise impacts;
- monitor noise impacts; and
- establish a complaints management system.

Operational – Car Park Site

The Car Park Noise Emission Assessment concludes that noise generated from the increase in vehicles associated with the development would not result in road noise exceeding the noise criteria of 55 dB(A) $L_{Aeq\ (1hr)}$ during the day time and 50 dB(A) $L_{Aeq\ (1hr)}$ during the night time period as prescribed in the EPA Road Noise Policy.

The assessment seeks to use the same criteria for the operation of the car park instead of the criteria in the INP as the noise generated by the operation of the car park would exceed the intrusiveness noise criteria as calculated in accordance with the INP given the existing low background noise levels. The noise criteria for the residential receivers was derived to be approximately 39 dB(A) L_{eq}. The acoustic assessment notes that the road noise at 55 dB(A) would result in noise levels of 52 dB(A) at the side boundaries of the adjoining residential premises. Therefore, the operational noise of the car park at approximately 54 dB(A) in peak periods, is only marginally higher than noise that would be acceptable for road traffic noise at the side boundaries.

The Car Park Noise Emission Assessment recommends the following measures be incorporated into the design, construction and operation of the car park to mitigate the noise impacts:

- smooth and level pavement to minimise vertical displacement;
- broom finish or similar for concrete to prevent tyre squeal;
- signage reminding staff and visitors to minimise noise at night;
- traffic calming devices to control vehicle speeds to 20km/hour;
- no speed humps are to be installed within the car park; and
- grates and any cover plates are to be fixed flush and tight.

The applicant has provided further acoustic analysis that indicates that whilst the proposed car park could not meet the intrusiveness criteria, it could meet the amenity criteria if the above measures were implemented in the design of the car park. Furthermore the amenity criteria is a more reasonable and feasible target given the low background noise, an ambient noise level of 54 dB(A) L_{eq} in the surrounding streets and the public benefit of the facility. To comply with the intrusiveness criteria would require the complete enclosure of the car park and mechanical ventilation, which would potentially have more adverse amenity impacts through increased height of the building and potential noise impacts from mechanical ventilation. The applicant has also advised that construction of an enclosed facility would have significant cost implications and affect the viability of the car park as well as resulting in recurring costs to the local health district for maintenance and running costs. The applicant has advised however, that mitigation measures (such as double glazing) for the impacted adjacent residential properties will be further explored.

The Department has considered the predicted noise levels and the reasonableness of requiring the construction of an enclosed car park, which would have both short and long term cost implications for the delivery of critical health infrastructure and services. The Department concludes that the exceedance of the intrusiveness criteria is acceptable in this instance provided that the car park complies with the amenity criteria. It is further noted that the properties surrounding the car park site are transitioning to medical related uses and education/health related uses are becoming the more dominant land use within the vicinity of the car park and therefore strict compliance with the intrusiveness criteria for residential properties would not provide the most reasonable outcome. The applicant has advised that it would explore implementing noise mitigation measures at the affected residential properties (including student housing) if the noise impacts cannot be appropriately mitigated. The Department has included a condition requiring the applicant to demonstrate that the operation of the car park complies with the suburban residential amenity criterion or further consult with the adjacent residential properties to identify appropriate measures to mitigate the operational noise impacts where the suburban amenity noise criteria in the INP is exceeded (such as double glazing or mechanical ventilation to minimise the noise impacts).

Construction – Car Park Site

The Car Park Noise Emission Assessment concludes that the acoustic construction impacts on the closest sensitive receivers would exceed the noise management levels adopted in the Interim Construction Noise Guideline (ICNG) but would be below the highly noise affected threshold of 75 dB(A) in the ICNG.

The Department considers that given the proximity of the works to the noise sensitive residential receivers along Dalziell Street, the preparation of a construction noise and vibration management plan would be appropriate. The Department has recommended conditions to require the preparation of this plan and require that it is implemented during construction. The plan should:

- be prepared in consultation with the noise sensitive receivers on Dalziell Street where the construction noise management level is predicted to be exceeded;
- identify appropriate measures to mitigate the noise impacts;
- monitor noise impacts; and
- establish a complaints management system.

Helicopter Noise

The potential noise impacts on surrounding residential properties associated with helicopter flight paths was identified as an issue in the public submissions. The Noise Impact Assessment identifies that noise events associated with the loudest typical helicopter used for emergency patient retrieval are expected to generate noise levels of up to 101 dB(A) at 15 metres on approach. The Noise Impact Assessment predicts that the noise levels at surrounding residences would be between 70-90 dB(A) L_{max} given the distance between the elevated helipad and the ground level residences and the typical approach procedures for helicopters used for emergency operations, which require a more vertical approach pattern. The Noise Impact Assessment concludes that as the predicted noise levels would comply

with the 95 dB(A) L_{max} recommended in Air Services Australia's Environmental Principles and Procedures for Minimising the Impact of Aircraft Noise and that the noise would be equivalent to the noise level generated by emergency vehicles travelling with siren passing by at a 10 metre distance, the noise generated from the operation of the helipad would be acceptable.

The helipad would be used for emergency flights only, which is likely to occur fewer than twice weekly, and the increased noise levels are expected to transpire over a short duration (one minute on arrival and one minute on departure).

Accordingly, the Department considers the operation of the helipad would have acceptable noise impacts as the noise levels would not exceed the recommended levels by Air Services Australia and would have a similar noise impact on surrounding residences as other emergency vehicles. Whilst the duration of the noise event is longer than other emergency vehicles, the noise impacts are considered satisfactory given the low frequency of the events.

4.2.4. Other matters

Overshadowing – Stage 3B site

The overshadowing from Stage 3B would fall on:

- existing hospital buildings within the campus;
- Uralba Street;
- the Car Park Site;
- the neighbouring property to the east of the site (78A Uralba Street); and
- properties to the south of the development - 71 Uralba Street, 73 Uralba Street, 77 Uralba Street, 79 Uralba Street and 9 Dibbs Street.

The properties along the southern side of Uralba Street are used for medical related commercial premises. Therefore, the overshadowing from Stage 3B only falls on one residential property at 78A Uralba Street and student accommodation at 9 Dibbs Street (see **Figures 24** and **25**).

The overshadowing of 78A Uralba Street occurs in the late afternoon between 2 pm and 3 pm and therefore this residence would retain a minimum of three hours of solar access during mid-winter, which is the generally accepted standard for residential premises. The overshadowing of 9 Dibbs Street would also only occur in the late afternoon between 2 pm and 3 pm and would only overshadow a portion of the property during this period. This additional overshadowing caused by Stage 3B would be minimal given the property is already overshadowed by 77 Uralba Street during this period. The level of solar access to the property would not be impacted throughout the remainder of the day, where the eastern portion of the property would retain solar access in the morning and the western part of the property during the middle of the day.

Accordingly, the Department considers that the proposal would have acceptable solar access impacts and adequate amenity can be retained to the surrounding residential premises.

Figure 24: Stage 3B Shadow Diagram (2 pm mid-winter)

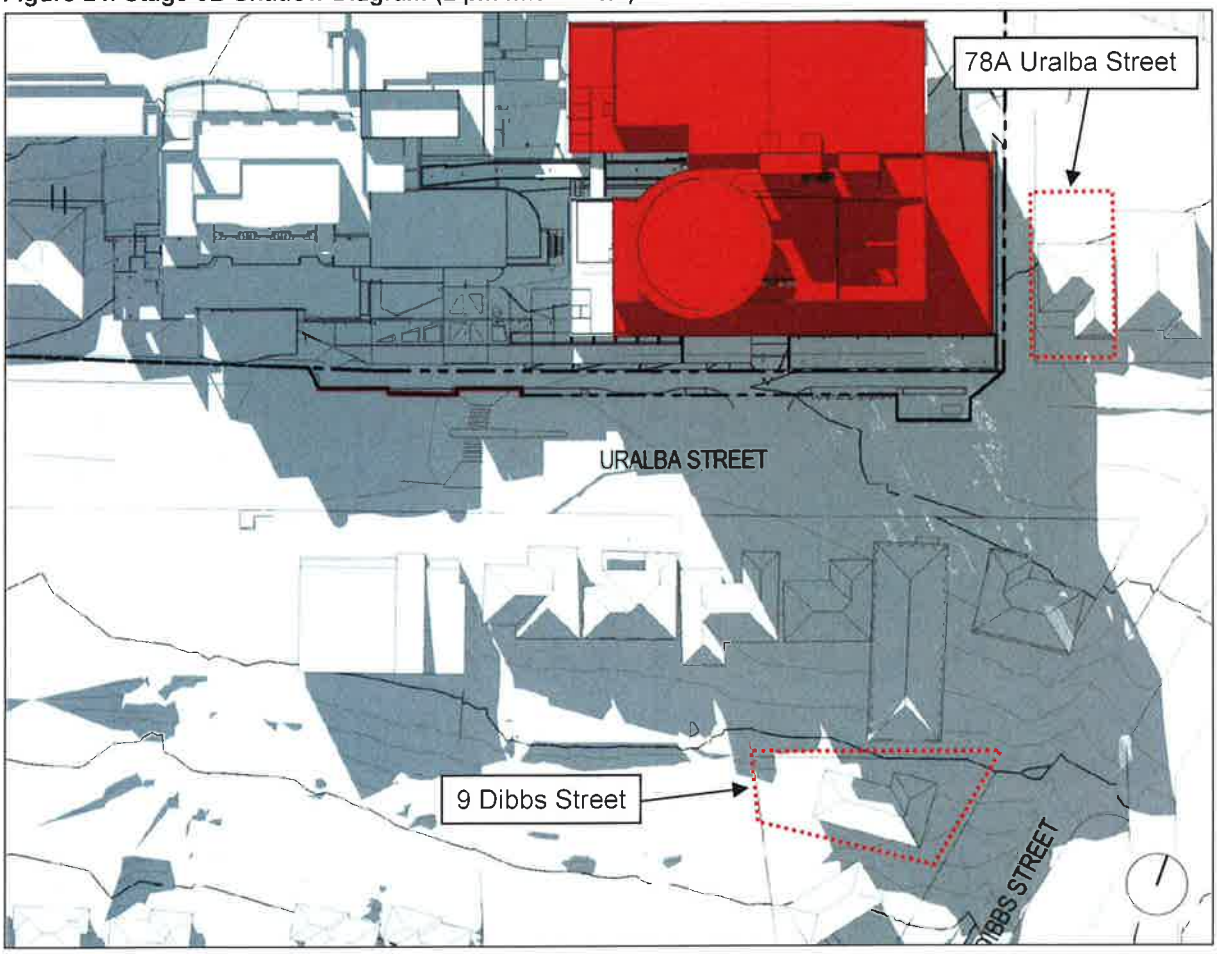

Figure 25: Stage 3B Shadow Diagram (3 pm mid-winter)

Overshadowing – Car park site

The overshadowing from the car park proposal would generally fall on the University property to the west of the site, including student accommodation, and 30 Dalziell Street. The overshadowing of the University site and the student accommodation would be in the morning period during mid-winter until 12:15 pm and the student accommodation would retain solar access in the afternoon during mid-winter. The residential property at 30 Dalziell Street would only encounter overshadowing late in the afternoon and therefore would retain a minimum three hours of solar access (see **Figures 26** to **28**).

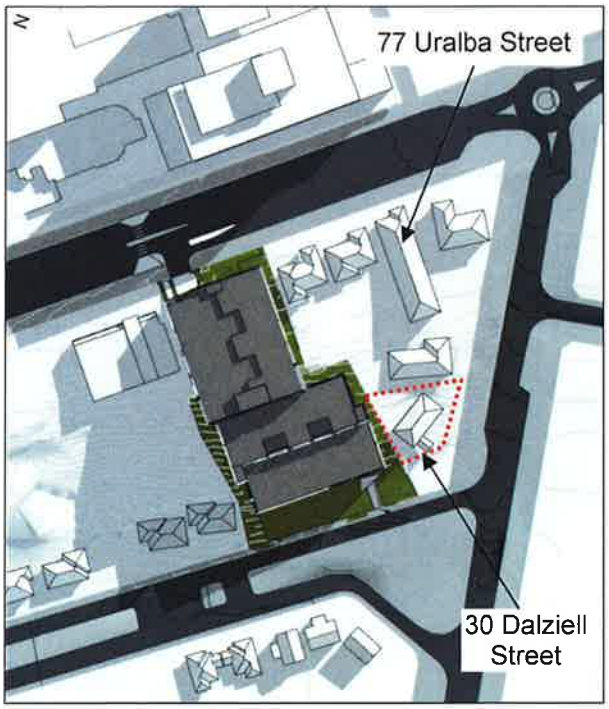

Figure 26: Car Park Shadow Diagram (9 am mid-winter)

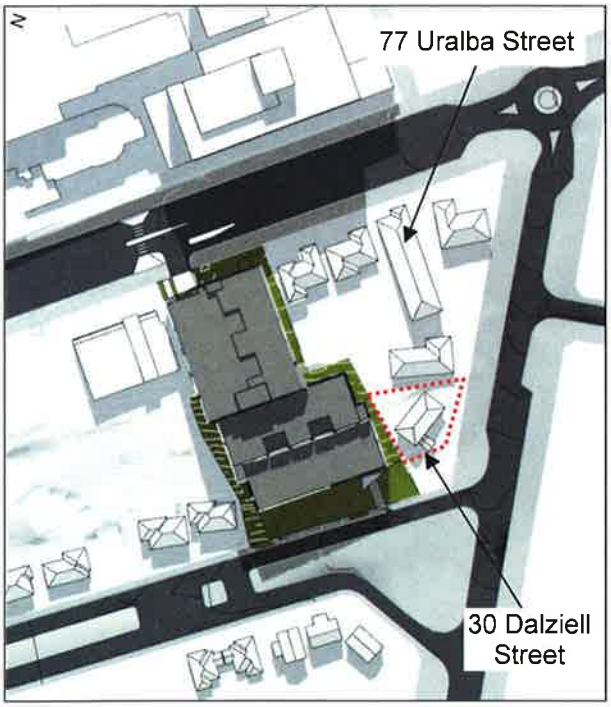

Figure 27: Car Park Shadow Diagram (midday mid-winter)

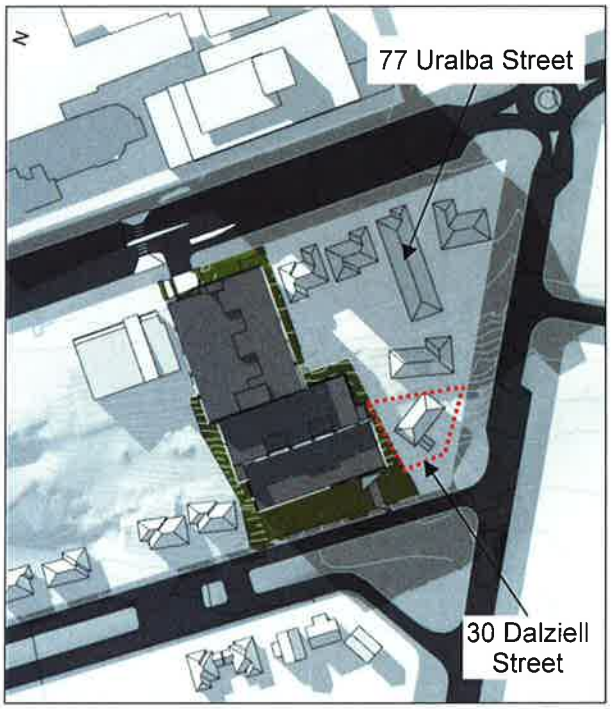

Figure 28: Car Park Shadow Diagram (3 pm mid-winter)

The Department notes that notwithstanding the current commercial use of the former houses along the southern side of Uralba Street, these properties would retain full solar access from 9 am to midday during mid-winter if they were converted back to residential premises. All residential premises affected by overshadowing retain three hours of solar access during mid-winter. Whilst the affected student accommodation premises to the east of the car park retain solar access marginally below the required three hours during mid-winter, the Department considers given the shorter term transient occupation of student accommodation, the level of solar access retained is acceptable in this instance. Accordingly, the Department considers that the proposal would have acceptable solar access impacts and adequate amenity can be retained to the surrounding residential premises.

Public interest

The proposal is considered to be in the public interest as it would have significant benefits including:

- delivering 100 new beds and modern health facilities and ancillary facilities for a major regional centre;
- delivering additional health facilities to meet the growing needs of the region and the ageing population;
- consolidating health infrastructure in an accessible location;
- providing car parking facilities to alleviate the existing demand relying on parking on local streets;
- consolidating and providing further investment in public infrastructure in a major regional centre; and
- supporting the creation of 197 new employment opportunities through the construction and operational stages of the development.

5. CONCLUSION

The Stage 3B redevelopment of the Lismore Base Hospital would provide significant public benefit to the local and regional community through the provision of increased and improved health services for a major regional centre. The proposed development would also provide ancillary car parking facilities to support the new development that has occurred across the main hospital campus and address the car parking impacts on local streets from demand generated from the existing hospital facilities and services.

The proposal is considered to be in the public interest as it would deliver significant social, economic and environmental benefits to the wider community by delivering the last stage of the redevelopment of the Lismore Base Hospital and 100 new hospital beds. The proposal ensures the ongoing delivery investment in public infrastructure as well as supporting the generation of operational and construction jobs.

The Department is satisfied that the proposed development adequately responds to the issues raised in submissions and recommends that the SSD application be approved, subject to conditions. The Department's recommended conditions of consent would ensure that the construction and future operation of the proposed facility would maintain the environmental and residential amenity of the surrounding environment.

6. RECOMMENDATION

In accordance with section 89E of the *Environmental Planning and Assessment Act 1979*, it is recommended that the Executive Director, Development Assessment Systems and Approvals, as delegate of the Minister for Planning, grants development consent for the construction and operation of the Stage 3B of the Lismore Base Hospital Redevelopment (SSD 6848).

Prepared by: Megan Fu, Senior Planner

Approved by:

1 MAY 2015

Chris Wilson
Executive Director
Infrastructure and Industry Assessments

APPENDIX A RELEVANT SUPPORTING INFORMATION

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

1. Environmental Assessment
   http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=6848.

2. Submissions
   http://majorprojects.planning.nsw.gov.au/index.pl?action=list_submissions&job_id=6848.

3. Applicant's Response to Submissions
   http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=6848.

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

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 confer 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 an educational establishment with a capital investment value (CIV) in excess of $30 million, under clause 14 (Hospitals, medical centres and health research facilities) of Schedule 1 of State Environmental Planning Policy (State and Regional Development) 2011.

State Environmental Planning Policy No. 33 – Hazardous and Offensive Development
SEPP 33 provides clear definitions of hazardous and offensive industries and aims to facilitate development defined as such and to ensure that in determining developments of this nature, appropriate measures are employed to reduce the impact of the development and require advertisement of applications proposed to carry out such development.

A preliminary hazard analysis assessment is required if the development is identified as a potentially hazardous or potentially offensive development. The applicant has previously concluded that the dangerous goods that would be handled or stored for the operations of the entire Lismore Base Hospital would be well below the threshold levels and further consolidation of the existing services within the redeveloped areas (Stage 3A and Stage 3B) would not generate new hazardous activities. Consequently, the applicant contends that no further assessment is required. The applicant has also advised that the car park would not involve the storage or handling of any hazardous materials/dangerous goods and is not considered to be an offensive industry. The Department is satisfied that no further preliminary hazard analysis assessment is required.

In regard to disposal and transporting of clinical or radioactive wastes, the hospital has existing procedures in place and the redevelopment is not envisaged to increase the quantities. The Department is therefore satisfied that the storage and disposal of the waste would be appropriately managed.

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.

The preliminary contamination assessment undertaken for the land within the existing main hospital campus indicates that the potential concentrations of contaminants are below the site assessment criteria. The contamination assessment concludes that there are no areas of environmental concern and that the site and the soil conditions are suitable for the continued hospital use. Council has also provided advice that the land at 9, 11, 15 and 15A Little Uralba Street has been historically zoned and used for residential purposes and nothing on its data base would suggest that the land might be contaminated except for any asbestos or lead contamination within the dwellings on this land. The applicant has obtained separate development consent for the demolition of the dwellings, which would include the removal of all building materials, and is subject to conditions requiring the safe removal and disposal of building material.

The preliminary contamination assessment for the Car Park site found that there was a moderate potential for contamination on the site, which is limited to the shallow fill areas across the site and top soil from the previous demolition of dwellings. This would be remediated as part of the development through the bulk earthworks for the future development. The contamination assessment recommends that stormwater and telecommunication pits be inspected for asbestos prior to any removal, all surface areas must be cleared of asbestos and any waste be classified before being removed from the site.

The Department is satisfied that, in accordance with clause 7 of the SEPP, the investigations undertaken of the subject site demonstrate that the site can be made suitable for the use for hospital purposes and for the purposes of a hospital car park. The Department has recommended a condition requiring asbestos clearance certificates be obtained for all parcels of land given the potential for asbestos contamination.

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.

Schedule 3 of the Infrastructure SEPP requires traffic generating development to be referred to the RMS. The proposal was referred to the RMS who raised no objection to the development.

State Environmental Planning Policy No 44 - Koala Habitat Protection
State Environmental Planning Policy No 44 - Koala Habitat Protection applies to land that is potentially koala habitat and requires development to be consistent with an approved koala plan of management if land is identified as core koala habitat. The SEPP aims to encourage the proper conservation and management of areas of natural vegetation that provide habitat for koalas to ensure a permanent free-living population over their present range and to prevent koala population decline.

A Comprehensive Koala Plan of Management for South-east Lismore aims to minimise threats to koalas and their habitat, maintain koala habitat and improve koala habitat. The land is not identified as containing any preferred koala habitat, does not contain any feed trees and has not been identified as being part of a koala movement corridor. Therefore is not subject to the koala management plan and is not inconsistent with the aims of the SEPP, which seek to retain and conserve existing koala habitat. Accordingly, the proposal is not expected to impact on koala habitat and can be approved.

Lismore Local Environmental Plan 2012 (LLEP 2012)
The development is consistent with the aims of the LLEP to stimulate and strengthen the role of Lismore as a regional centre for agriculture, business, education, health, recreation, tourism and the arts, and to encourage a diverse range of housing, and the equitable and appropriate provision of services. The development is consistent with the aims of the SP2 Infrastructure – Health Services Facility zone to provide for infrastructure and related uses and the R1 General Residential zone to enable other land uses that provide facilities or services to meet the day to day needs of residents. Consideration of the relevant clauses of the LEP is provided in **Table 1**.

Table 1: Consideration of LLEP 2012

LLEP 2012	Criteria	Complies	Department Comment / Assessment
Clause 4.1	Minimum lot size	Complies	The proposed subdivision of the site would result in the Car Park site having an area of 4,446 sqm and the residual University site having an area of 6,930 sqm. The LLEP sets a minimum lot size of 400 sqm. The proposal therefore complies with the development standard controlling minimum lot size.
Clause 4.3	Maximum Height	No	The development of the Stage 3B site would comply as no height controls apply to the SP2 Infrastructure – Health Services Facility zone and no building are proposed on the Little Uralba Street part of the site which is subject to the 8.5 metre height limit. The development of the Car Park site would exceed the maximum height limit but is considered to be acceptable (see Section 4.2.2 of the report).
Clause 5.9	Preservation of trees or vegetation	Complies	Tree removal was approved as part of the demolition works for the Little Uralba Street properties. The proposal involves the removal of 11 trees within the Car Park site, eight of which are protected under Council's Tree Preservation Order. Only four of these trees are assessed as being in a good condition. The applicant proposes to plant 18 trees to offset the proposed tree removal as part of Stage 1 of the car park and a further three trees as part of Stage 2. Therefore, the Department considers that the proposed tree planting is adequate to offset the proposed tree removal.
Clause 6.2	Earthworks	Complies	The Department considers the ancillary earthworks would not adversely impact the environment or neighbouring uses as the geotechnical assessments identify design measures and additional geotechnical work required to manage excavation risks, ensure adequate retention and building foundations can be achieved and the applicant has indicated that these will be adopted.
Clause 6.3	Flood planning	Complies	The site is not located within the flood planning area and the proposed development is located above the flood planning level.
Clause 6.4	Drinking water catchments	Complies	The proposed development is not likely to have any adverse impact on the quality and quantity of water entering the drinking water storage as adequate drainage measures are proposed and final drainage plans must be prepared in accordance with Council's requirements.
Clause 6.5	Airspace operations	Complies	The Obstacle Limitation Surface (OLS) is RL 54.5. The maximum height of the proposed development is RL 79.48 and will therefore penetrate the OLS. The Civil Aviation Safety Authority advised that the development would not impact on the safety of operations at the aerodrome. Council also raised no issues with regard to the proposal impacting airspace operations.
Clause 6.9	Essential Services	Complies	The applicant has investigated the requirements for essential services and considers that adequate services are available to the sites and sufficient capacity exists for the proposed development.

Development Control Plans

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

Table 2: Consideration of the relevant DCP

DCP Provisions	Department Comment / Assessment
PART A	
Chapter 8 Flood Prone Land	A small portion of the Stage 3B hospital site in the north-west is identified as having a low flood risk. The proposed Stage 3B building is on the ridge in the south-east and the lowest point of the building at RL 27.28 is well above the probable maximum flood level of RL 15.8. Accordingly, the Department considers that no flood risk is present for the proposed hospital building works or car park development.
Chapter 11 Buffers	The Obstacle Limitation Surface (OLS) is RL 54.5. The maximum height of the proposed development is RL 79.48 and will therefore penetrate the OLS. The Civil Aviation Safety Authority advised that the development would not impact on the safety of operations at the aerodrome. Council also raised no issues with regard to the proposal impacting airspace operations.
Chapter 13 Crime prevention through environmental design	The Department consider the proposal achieves CPTED principles as the proposed new additions to the building would be accessed from the reconfigured and more legible and transparent main entrance to the hospital delivered as part of Stage 3A. The car park development would also provide stronger building alignment along the site boundaries as well improved interface with the public domain. Tree planting along the Uralba Street boundary will be delivered as part of Stage 2 to ensure clear sightline can be maintained to the temporary at-grade car park and entry to the multi-level car park, thereby ensuring passive surveillance can be maintained.
Chapter 15 Waste minimisation	The applicant has considered Council's waste minimisation objectives and addressed in a preliminary construction waste management plans and aims to reuse or recycle 80 per cent of the waste generated during construction.
Chapter 22 Water Sensitive Design	The proposed development incorporates measures to achieve the stormwater quality objectives in the DCP.
PART B	
Chapter 1 Urban area	The development is not restricted by the constraints identified within this section of the DCP and matters identified in this section are considered in the Department's assessment section of this report as well as in this appendix.

APPENDIX C GLOSSARY

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.

Section 79C(1) of the EP&A Act

(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.

APPENDIX D RECOMMENDED CONDITIONS OF CONSENT