



Lismore Base Hospital Redevelopment Stage 3B and Stage 3C

*State Significant
Development
Modification
Assessments*

(SSD 6848 MOD 6)

(SSD 8963 MOD 1)

September 2019

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Glossary

| Abbreviation | Definition |
|-----------------|---|
| AHD | Australian Height Datum |
| BCA | Building Code of Australia |
| CIV | Capital Investment Value |
| Consent | Development Consent |
| Council | Lismore City Council |
| Department | Department of Planning, Industry and Environment |
| EIS | Environmental Impact Statement |
| EPA | Environment Protection Authority |
| EP&A Act | <i>Environmental Planning and Assessment Act 1979</i> |
| EP&A Regulation | Environmental Planning and Assessment Regulation 2000 |
| EPBC Act | <i>Environment Protection and Biodiversity Conservation Act 1999</i> |
| EPI | Environmental Planning Instrument |
| ESD | Ecologically Sustainable Development |
| LLEP | Lismore Local Environmental Plan 2012 |
| Minister | Minister for Planning and Public Spaces |
| RtS | Response to Submissions |
| SEARs | Secretary's Environmental Assessment Requirements |
| Secretary | Secretary of the Department of Planning, Industry and Environment |
| SEPP | State Environmental Planning Policy |
| SRD SEPP | State Environmental Planning Policy (State and Regional Development) 2011 |
| SSD | State significant development |



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1. Introduction

This report is an assessment of applications seeking to modify the State significant development (SSD) approvals (SSD 6848 and SSD 8963) for Lismore Base Hospital Redevelopment Stage 3B and Stage 3C, located at Uralba Street, Lismore within the Lismore Local Government Area (LGA). The approved development applications comprise:

- **Stage 3B:** construction of a five storey addition above Stage 3A, a five storey addition to the north of Stage 3A (including partial closure of Little Uralba Street) and fit-out works for one level of Stage 3A. The proposal also includes the staged construction of a part six part seven level car park and subdivision of the site for the car park.
- **Stage 3C:** construction and operation of a four storey addition above a four storey hospital building with a maximum height of RL 63.4.

The applications have been lodged by Health Infrastructure, on behalf of Health Administration Corporation (the Applicant), pursuant to section 4.55 (1A) of the *Environmental Planning and Assessment Act 1979* (EP&A Act). They seek approval for modifications to design as a result of design development, including to meet engineering standards.

1.1 Background

The development site is located approximately one kilometre east of the Lismore town centre and in the south-east corner of the Lismore Base Hospital. The main hospital campus is bounded by Uralba Street and residential properties 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 land uses surrounding the main hospital campus generally comprise low to medium density residential housing, and medical and health related uses located in low-scale purpose built institutional buildings as well as converted residential dwellings.

The development site, subject to this application, is bounded by the Uralba Street to the south, the mental health facility to the north, Little Uralba Street and residential to the east, and the Block A hospital building to the west (refer to **Figures 1** and **2**). Stages 3B and 3C are currently under construction.

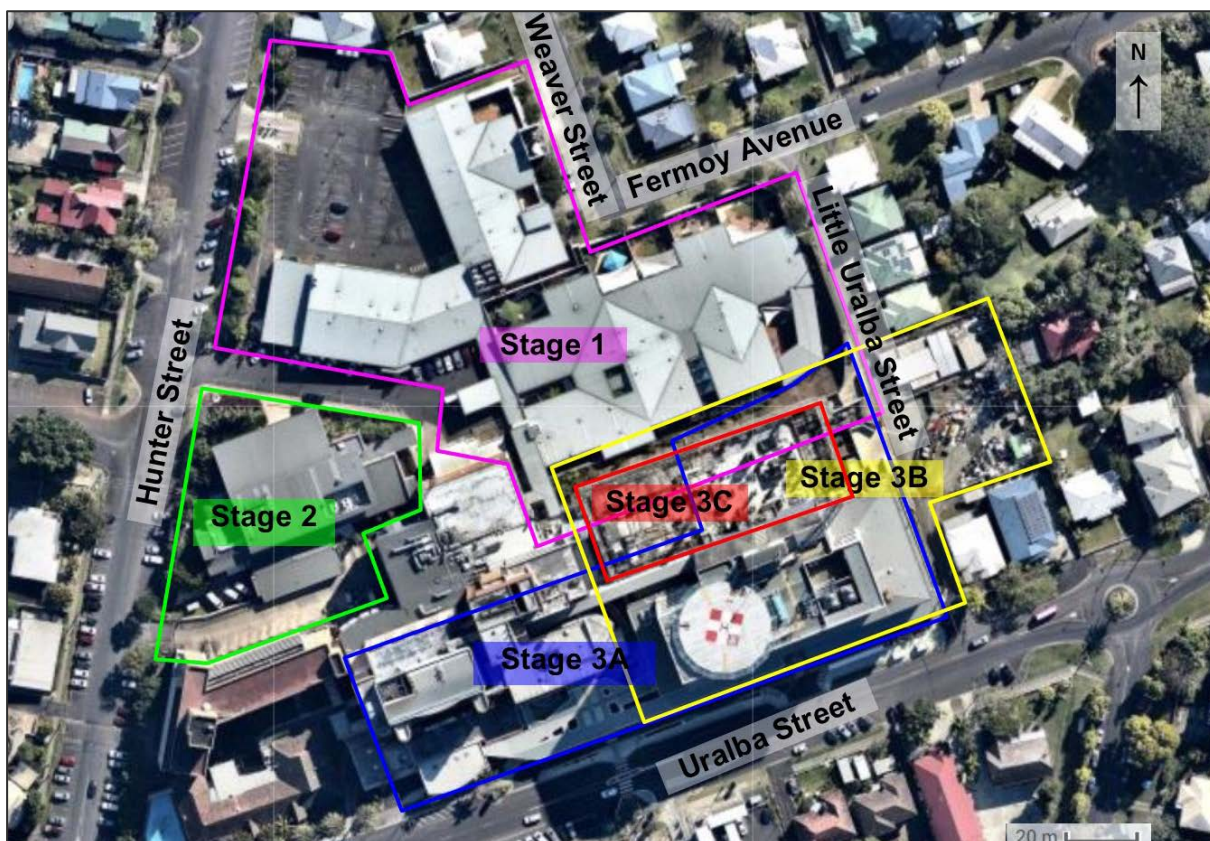


Figure 1 | Stages of the redevelopment of the main hospital campus (Base source: nearmap)

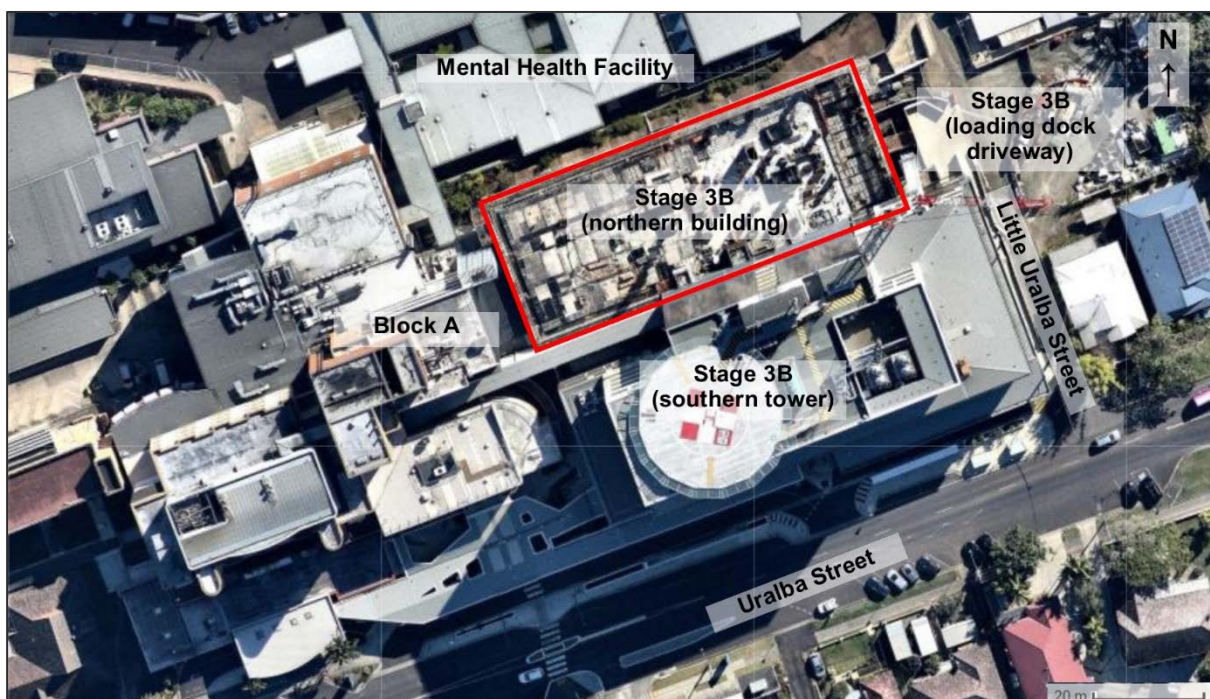


Figure 2 | Aerial view of site under construction (Stage 3B in yellow and Stage 3C in red) (Base source: nearmap)

1.2 Approval History

The redevelopment of the Lismore Base Hospital has been undertaken overall several stages and the approvals issued the Minister or his delegates are detailed in **Table 1**.

Table 1 | Summary of project approvals, development consents and modifications

| Stage | Application No. | Redevelopment Works | Date Approved |
|-------|-----------------|--|-------------------|
| 1 | MP06_0078 | Construction of a three-storey mental health facility with 48 beds in the northern part of the site. | 29 January 2007 |
| 2 | MP 07_0136 | Construction of a three-storey integrated cancer centre in the western part of the site fronting Hunter Street. | 20 October 2008 |
| 3A | SSD 5816 | Construction of a five-storey building with linkages to the existing hospital building to accommodate the Emergency Department and other support facilities in the southern part of the site | 13 March 2014 |
| 3B | SSD 6848 | Construction of a five storey addition above Stage 3A with a rooftop helipad, a five storey addition to the north of Stage 3A (including partial closure of Little Uralba Street) and fit-out works for one level of Stage 3A. The proposal also includes the staged construction of a part six part seven level car park and subdivision of the site for the car park. | 1 May 2015 |
| 3B | SSD 6848 MOD 1 | Amend the façade of the proposed multi-level car park | 24 May 2016 |
| 3B | SSD 6848 MOD 2 | Amend an administrative error correcting two elevations plans | 9 June 2016 |
| 3B | SSD 6848 MOD 3 | Amendments to the façade and building height | 31 August 2016 |
| 3B | SSD 6848 MOD 4 | - | Withdrawn |
| 3B | SSD 6848 MOD 5 | Internal and external reconfigurations of the Stage 3B2 building and removal of the Level 6 pedestrian link | 2 October 2018 |
| 3C | SSD 8963 | Construction and operation of a four storey addition above a four storey hospital building with a maximum height of RL 63.4. | 20 September 2018 |



2. Proposed Modification

On 6 August 2019, the Applicant lodged two modification applications (SSD 6848 MOD 6 and SSD 8963 MOD 1) seeking approval for internal and external amendments to the design of the approved hospital buildings. The modifications are summarised in **Table 1**.

Table 2 | Summary of proposed modifications

| Application No. | Description |
|-----------------------|---|
| SSD 6848 MOD 6 | <i>Internal</i> Modifications to Level 3 layout in relation to plant and services areas. |
| | <i>External</i> Northern Façade: minor adjustments to location of a pipe; new security gate; modified wall alignment and louvres; and a new air duct. Eastern and Western Façades: new mechanical louvres; adjusted pipe design and location. |
| | <i>Internal</i> Modifications to Level 7 to reposition the louvres on the east and west façades to align with Stage 3B below (enclosing the structural columns) and relocation of a set of louvre doors. Modifications to rooftop mechanical plant. |
| | <i>External</i> Northern Façade: illustration of downpipes (previously omitted in error); additional mechanical louvres; relocated louvre doors; and revised mechanical plant design. Eastern and Western Façades: illustration of downpipes (previously omitted in error); additional mechanical louvres; repositioned louvres on Level 7, which enclose the structural columns; and revised mechanical plant design. Southern Façade: revised rooftop mechanical plant design. |
| SSD 8963 MOD 1 | |



3. Strategic Context

The development, as modified, continues to be consistent with the following as the minor design amendments do not alter the key components or outcomes of the proposal:

- North Coast Regional Plan 2036
- the State Infrastructure Strategy 2018 – 2038 Building the Momentum.
- the City of Sydney’s Sustainable Sydney 2030.
- the NSW Future Transport Strategy 2056.

The development, as modified, also continues to provide direct investment in the region of approximately a total of \$146 million, which would support 264 construction jobs and 141 additional operational jobs upon completion.



4. Statutory Context

4.1 Scope of Modifications

The Department has reviewed the scope of the modification application and considers that the application can be characterised as a modification involving minimal environmental impacts as the proposal:

- would not significantly increase the environmental impacts of the project as approved.
- is substantially the same development as originally approved.
- would not involve any further disturbance outside the already approved disturbance areas for the project.

Therefore, the Department is satisfied the proposed modification is within the scope of section 4.55(1A) of the EP&A Act and does not constitute a new development application. Accordingly, the Department considers that the application should be assessed and determined under section 4.55(1A) of the EP&A Act rather than requiring a new development application to be lodged.

4.2 Environmental Assessment Requirements

Section 4.55 of the EP&A Act requires the following matters to be assessed in respect of all applications which seek modifications to approvals:

Table 1: Matters to be considered under section 4.55 of the EP&A Act

| Matter | Consideration |
|--|---|
| Whether the proposed modification is of minimal environmental impact | The proposed modifications seek to make minor design amendments and do not increase the bulk and scale of the development. Accordingly, the proposed amendments would result in minimal environmental impacts. |
| Whether the development to which the consent as modified relates is substantially the same development | The proposed modifications do not seek to significantly amend the development and only seeks to make minor design amendments. The approved developments, as proposed to be modified, will remain substantially the same. |
| Whether notification has occurred and any submissions have been considered | In accordance with the EP&A Act and the EP&A Regulations, the modification requests do not need to be notified. The application was made publicly available on the Department's website. |
| Any submission made concerning the proposed modification has been considered. | No submissions have been made in relation to the modification requests. Details of the consultation are provided in Section 5 of this report. |
| Any relevant provisions of section 4.15(1) of the EP&A Act | The relevant provisions of section 4.15(1) of the EP&A Act are considered in this section and the assessment section of this report. The modification would not alter the development's existing compliance with the relevant planning instruments. |
| Consideration of the reasons for the | The Department has considered the findings and recommendations |

| Matter | Consideration |
|---|--|
| granting of the consent that is sought to be modified | in the Department's Assessment Report for SSD 6848 and SSD 8963, including any key reasons for granting consent outlined in the Notice of Decision for SSD 8963. The Department is satisfied that the key reasons for the granting of consent continue to be applicable to the development, as modified. |

4.3 Consent Authority

The Minister will be the consent authority under s. 4.5(a) of the Act unless the Independent Planning Commission is the consent authority under cl.8A(2) of the SRD SEPP.

Minister's delegate as consent authority

The Minister for Planning and Public Spaces is the consent authority for the applications under section 4.5(a) of the EP&A Act. However, under the Minister's delegation dated 11 October 2017, the Director, Social and Infrastructure Assessments, may determine the applications as:

- the relevant local council has not made an objection.
- a political disclosure statement has not been made.
- there are no public submissions by way of objection.



5. Engagement

5.1 Department's Engagement

Clause 117(3B) of the Environmental Planning and Assessment Regulation 2000 (EP&A Regulation) specifies that the notification requirements of the EP&A Regulation for section 4.55(1A) applications do not apply to State significant development. Accordingly, the applications were not notified or advertised. However, they were made publicly available on the Department's website on 7 August 2019.



6. Assessment

The key consideration is the amenity impacts of the proposed changes. The proposed changes are illustrated in **Figures 3 to 20**

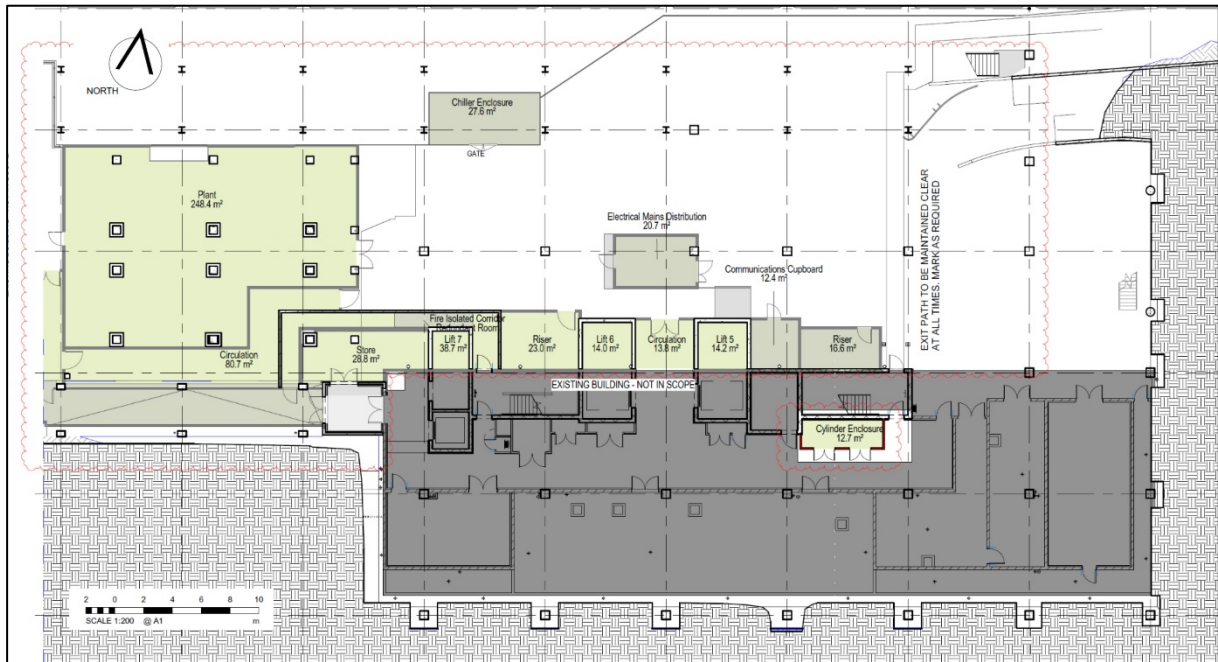


Figure 3 | SSD-6848-Mod-5 Approved level 3 plan (Base source: SSD-6848-Mod-5)

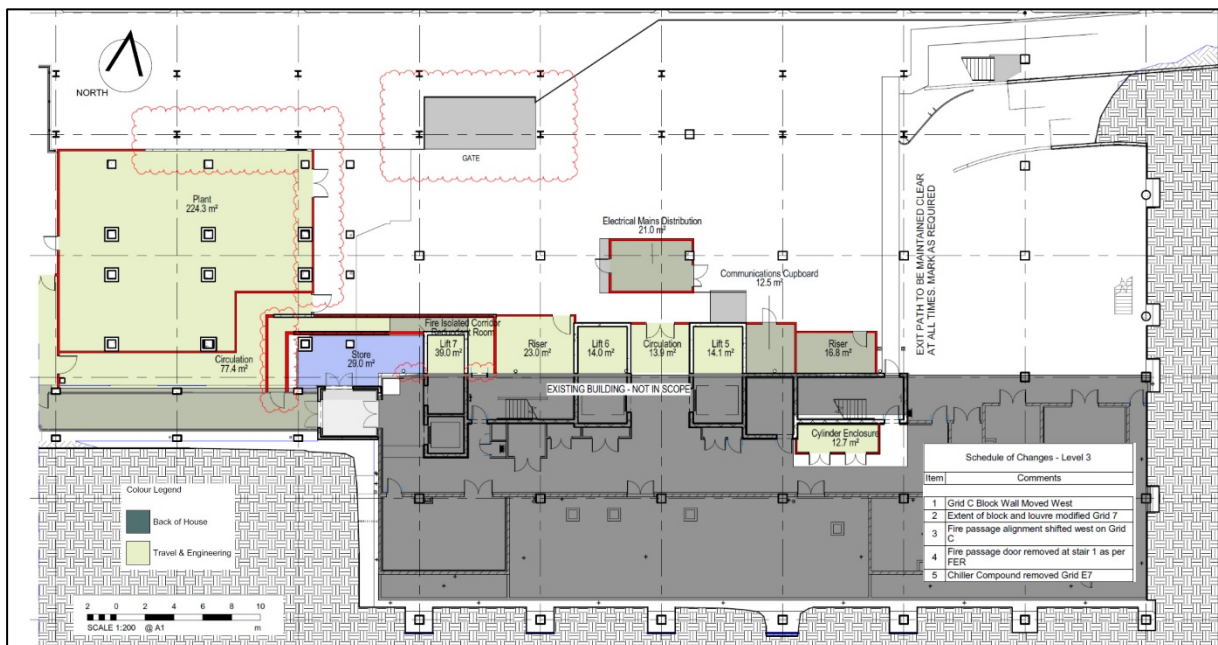


Figure 4 | SSD-6848-Mod-6 Proposed level 3 plan (Base source: SSD-6848-Mod-6)

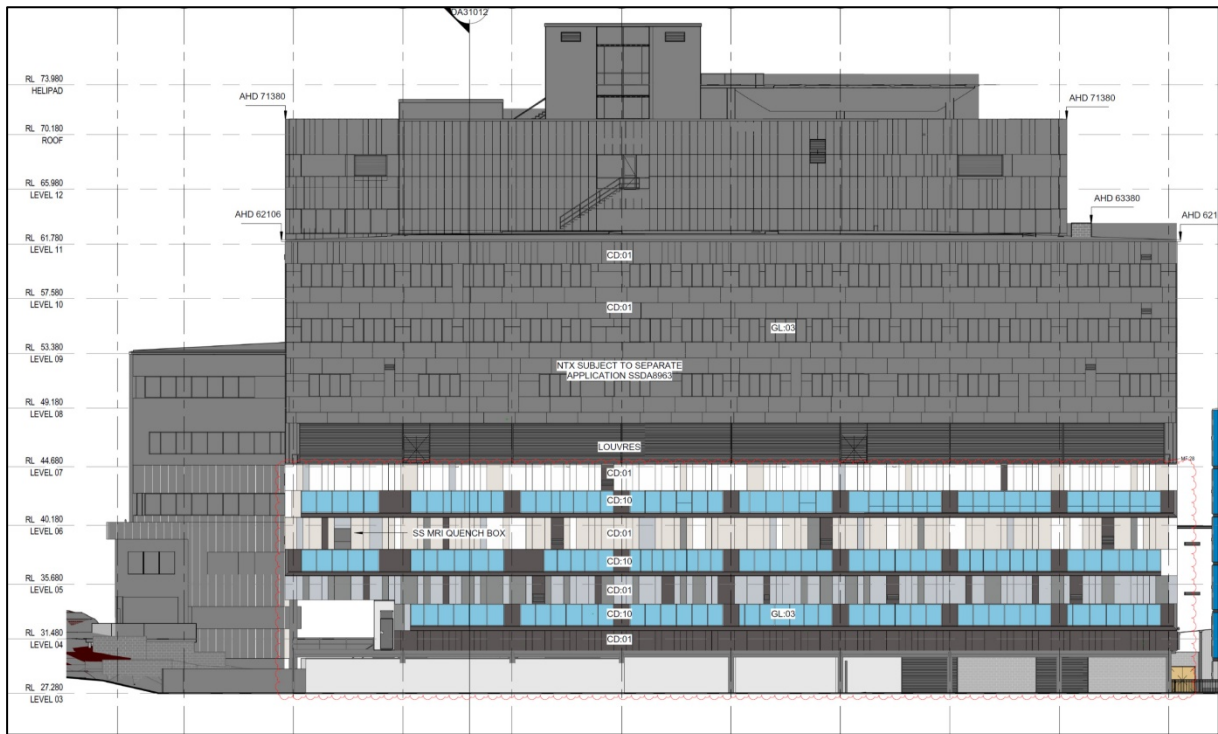


Figure 5 | SSD-6848-Mod-5 Approved north elevation (Base source: SSD-6848-Mod-5)



Figure 6 | SSD-6848-Mod-6 Proposed north elevation (Base source: SSD-6848-Mod-6)

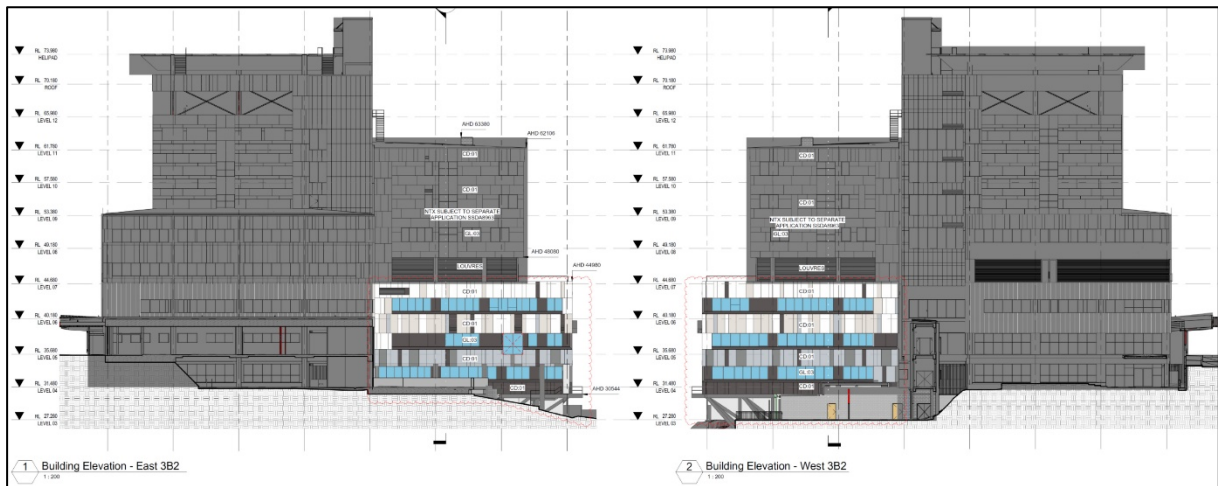


Figure 7 | SSD-6848-Mod-5 Approved east and west elevations (Base source: SSD-6848-Mod-5)

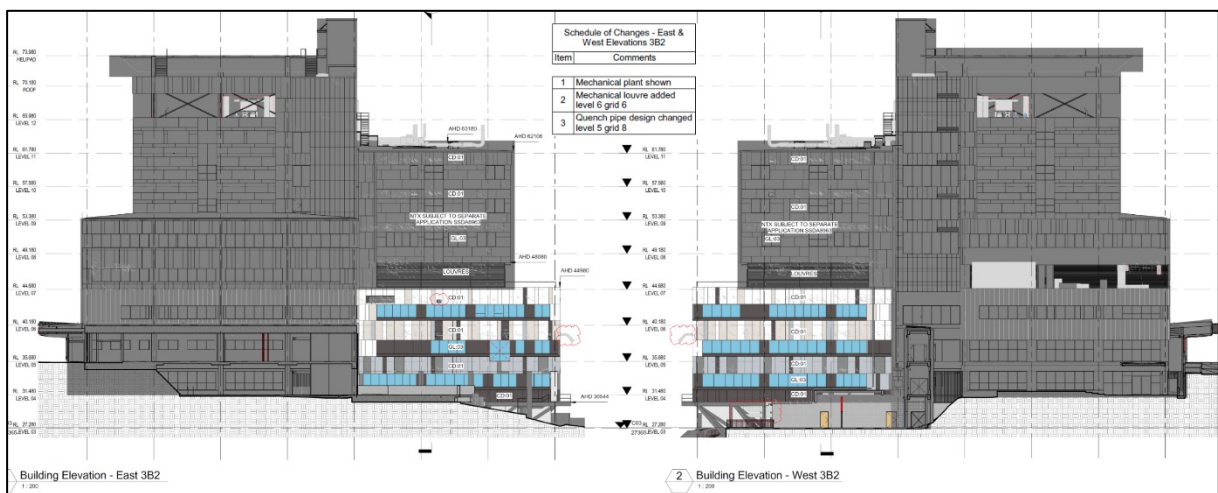


Figure 8 | SSD-6848-Mod-6 Proposed east and west elevations (Base source: SSD-6848-Mod-6)

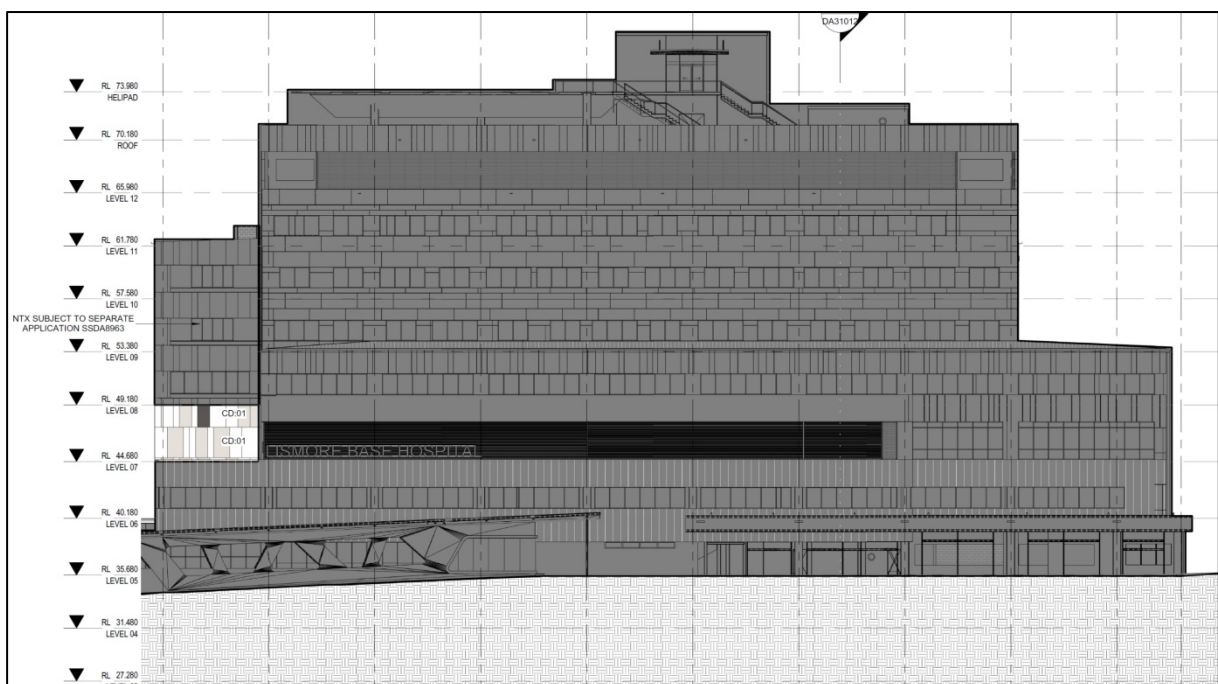


Figure 9 | SSD-6848-Mod-5 Approved south elevation (Base source: SSD-6848-Mod-5)

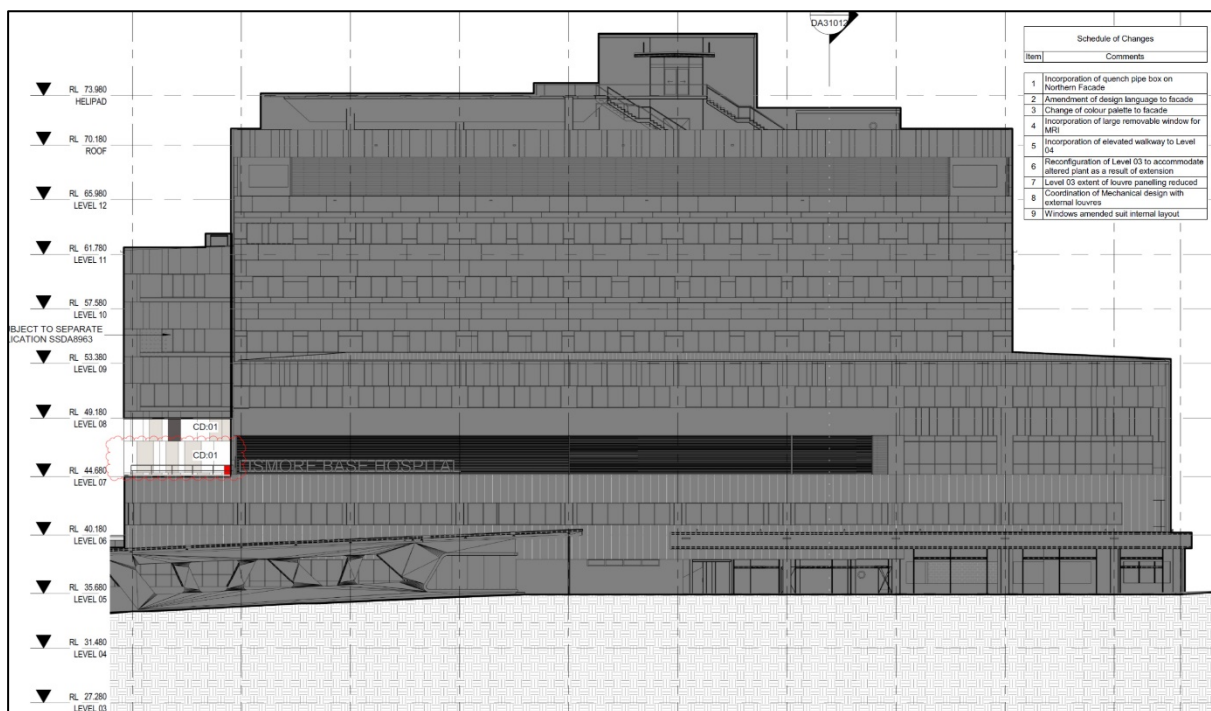


Figure 10 | SSD-6848-Mod-6 Proposed south elevation (Base source: SSD-6848-Mod-6)



Figure 11 | SSD-8963 Approved level 7 plan (Base source: SSD-8963)

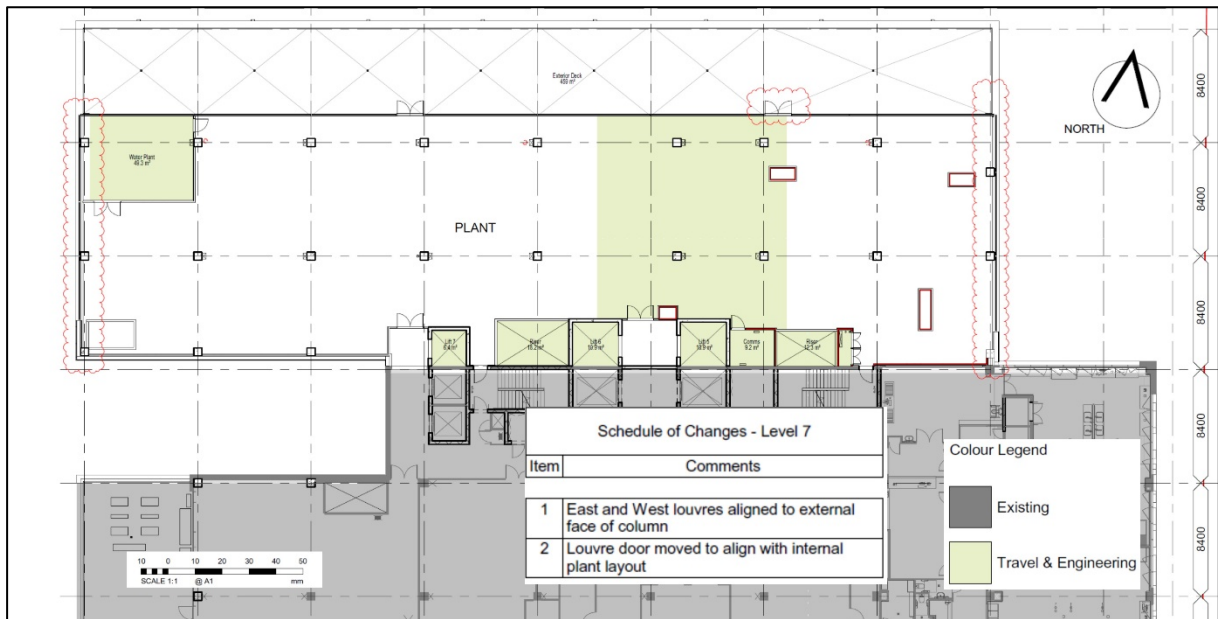


Figure 12 | SSD-8963-Mod-1 Proposed level 7 plan (Base source: SSD-8963-Mod-1)

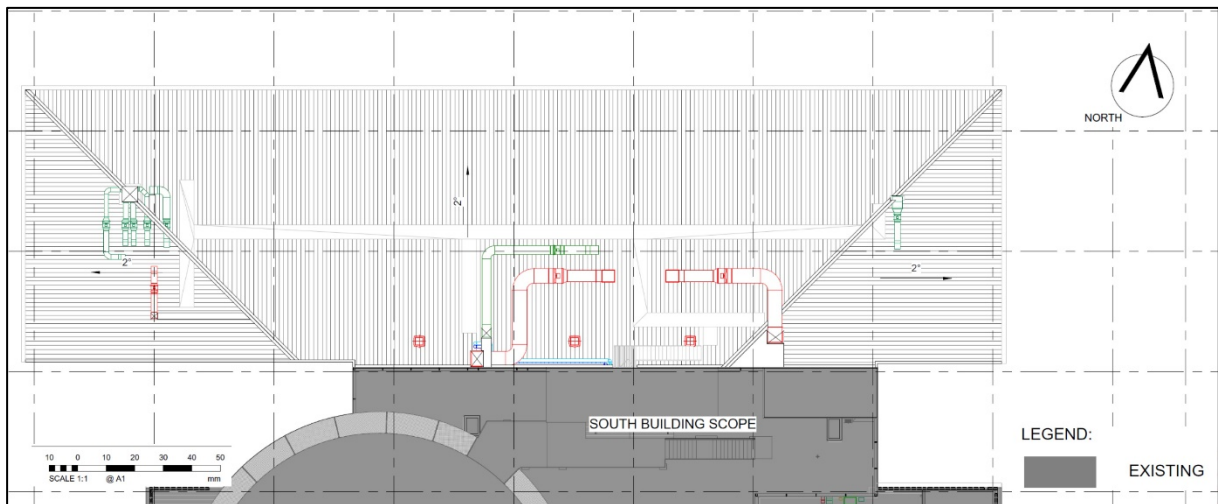


Figure 13 | SSD-8963 Approved roof plan (Base source: SSD-8963)

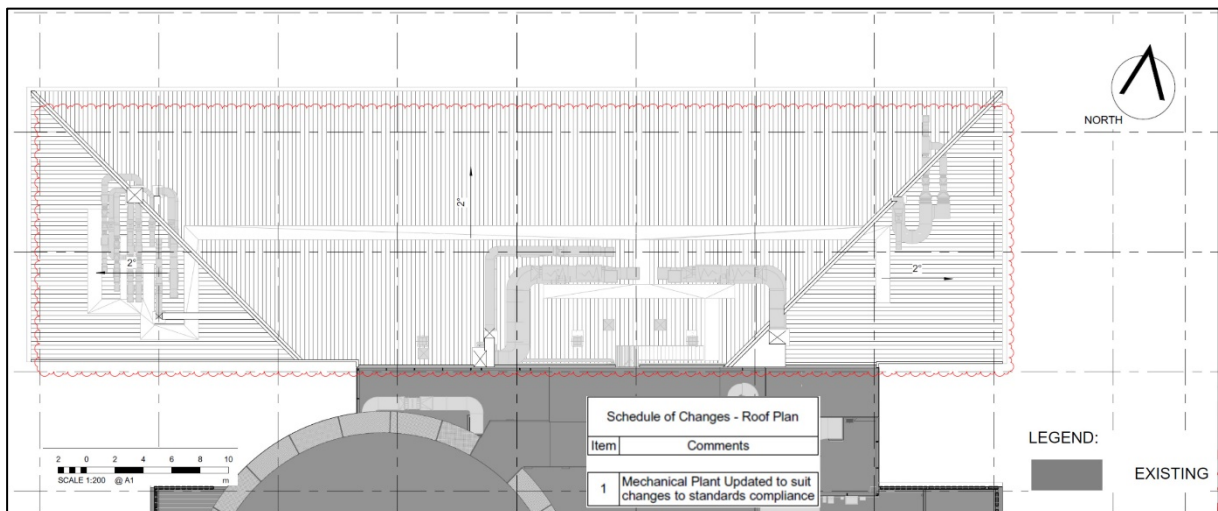


Figure 14 | SSD-8963-Mod-1 Proposed roof plan (Base source: SSD-8963-Mod-1)



Figure 15 | SSD-8963 Approved north elevation (Base source: SSD-8963)

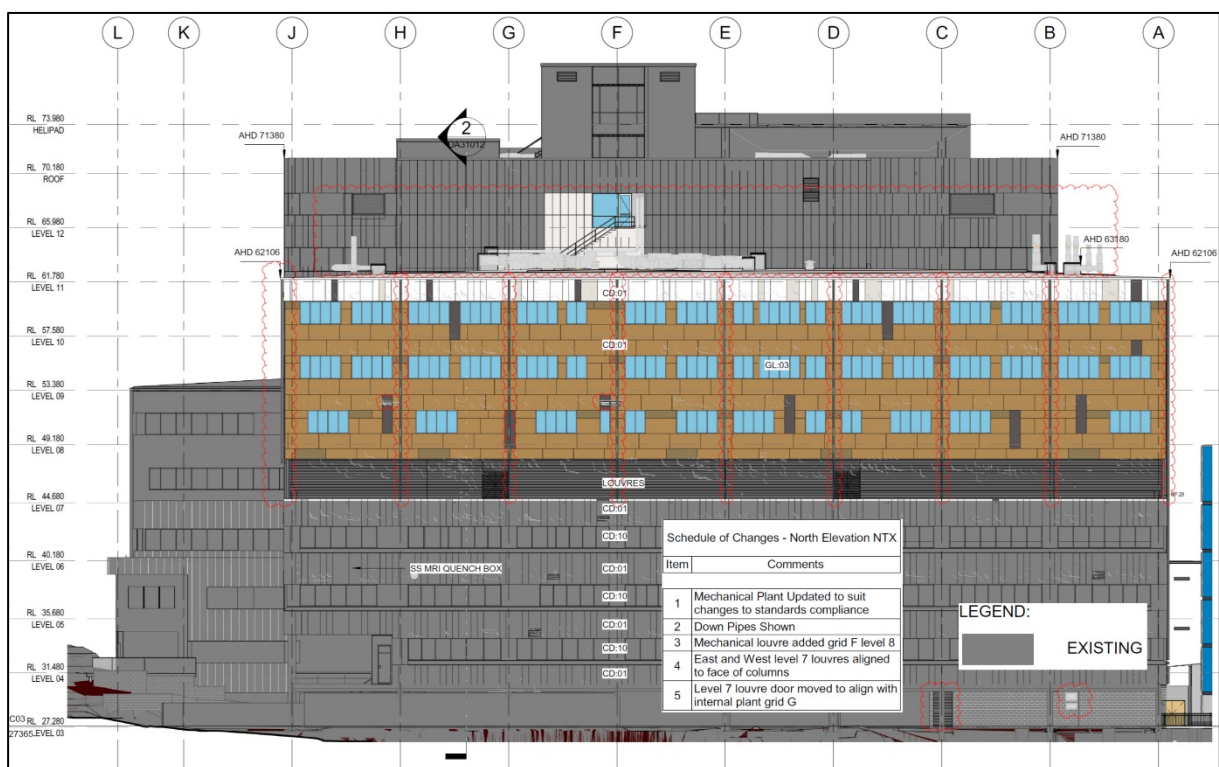


Figure 16 | SSD-8963-Mod-1 Proposed north elevation (Base source: SSD-8963-Mod-1)

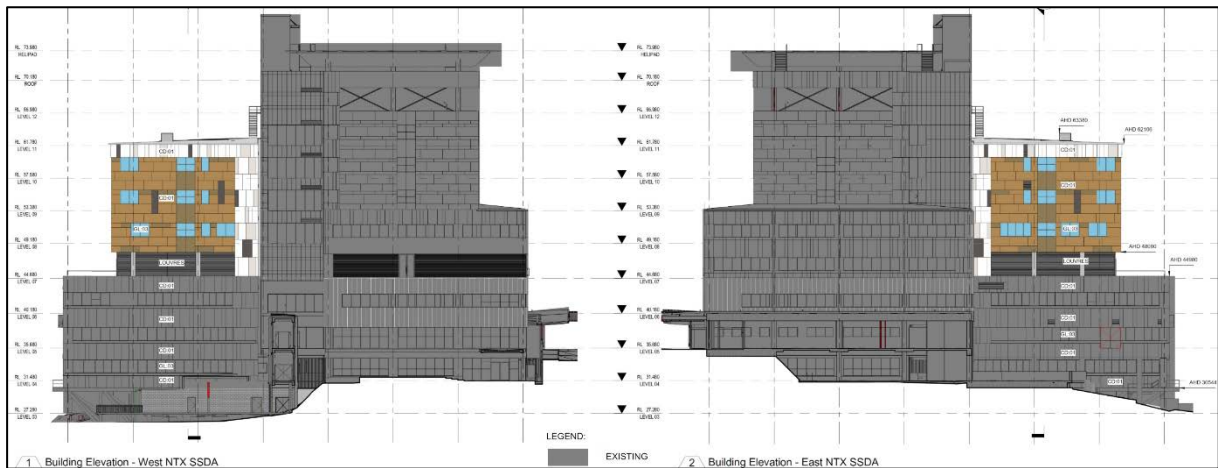


Figure 17 | SSD-8963 Approved east and west elevations (Base source: SSD-8963)

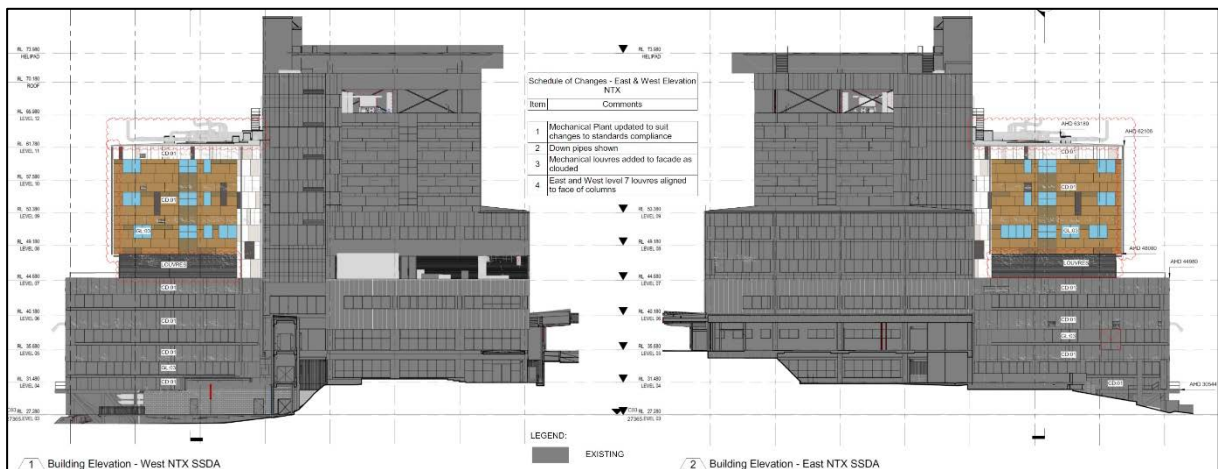


Figure 18 | SSD-8963-Mod-1 Proposed east and west elevations (Base source: SSD-8963-Mod-1)

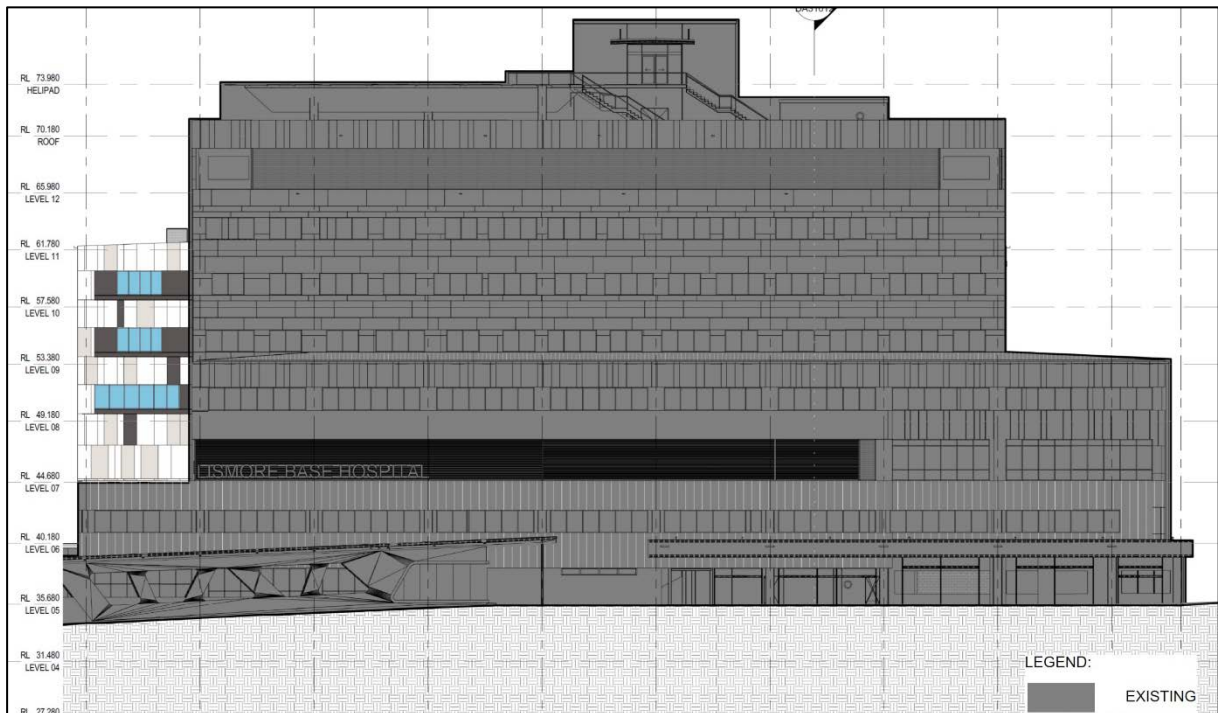


Figure 19 | SSD-8963 Approved south elevation (Base source: SSD-8963)

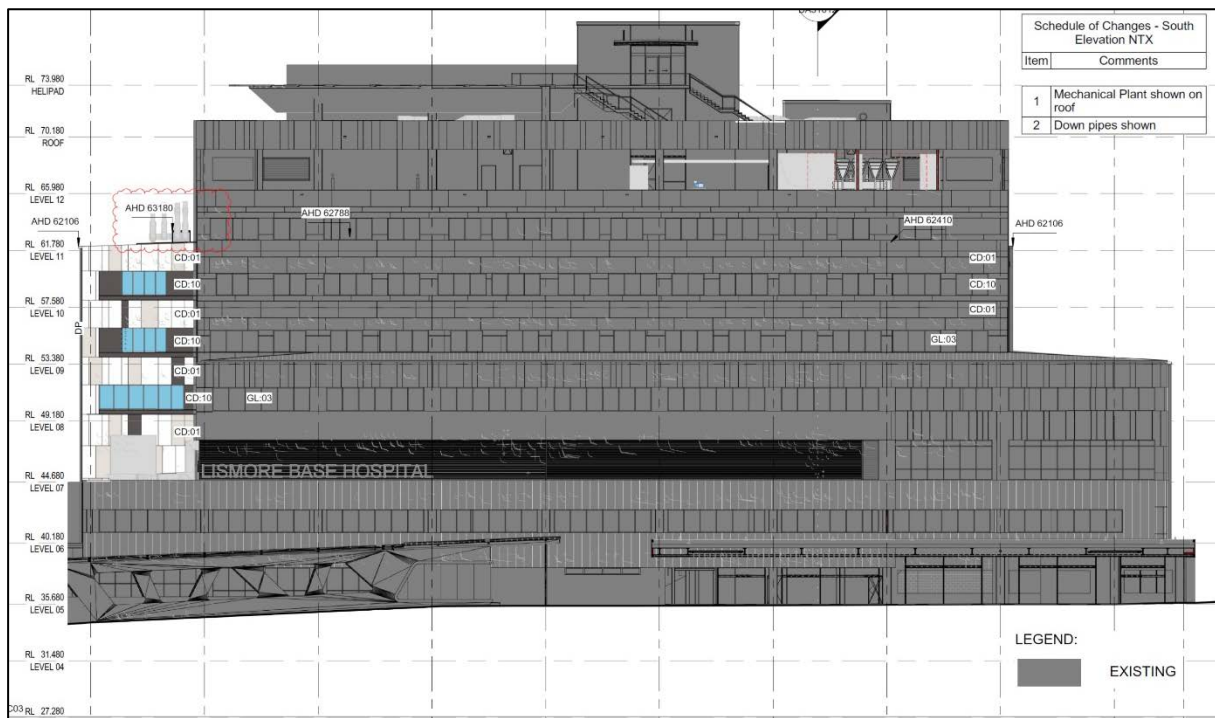


Figure 20 | SSD-8963-Mod-1 Proposed south elevation (Base source: SSD-8963-Mod-1)

The Department's consideration of the design changes is discussed below.

External changes

The proposal seeks approval to make multiple minor amendments to the external façade of the hospital including the additional and relocated louvres, which screen structural columns and modified plant related design.

The Department considers the proposed modifications are acceptable as:

- there are no proposed changes to the approved building envelope or materials and finishes.
- the modifications are minor and in keeping with the approved design scheme.

The Department therefore considers the external design changes are acceptable and would not result in any adverse visual, aesthetic or amenity impacts.

Internal changes

The proposal seeks approval to reconfigure the layout of ground level, plant level and rooftop plant level. These changes are a result of design development and required to respond to engineering requirements in relation to fire stairs, alignment of service areas and reduction in plant size.

The Department considers the proposed changes are acceptable as they would not change the overall gross floor area of the building and patient and staff numbers would stay the same and there would be no reduction in medical services.

The Department also considers the proposed changes are acceptable as they would improve the functionality of the hospital.

Accordingly, the Department considers the amendments would have negligible impacts and recommends that the proposed modifications be approved.



7. *Evaluation*

The Department has reviewed the proposed modifications and assessed the merits of the modified proposals, and all environmental issues associated with the proposals have been thoroughly addressed.

The design modifications will not significantly change the proposals, and the Department's conditions of consent as amended would ensure that the conditions of consent reflect the revised design. The proposed modifications would not impact the environmental amenity of the surrounding area.

The Department considers that the applications are consistent with the objects of the EP&A Act and continues to be consistent with strategic directions for the State.

The Department concludes the impacts of the proposed modifications are acceptable. Consequently, the Department considers the developments are in the public interest and the modification applications should be approved.



8. Recommendation

It is recommended that the Director, Social and Infrastructure Assessments, as delegate of the Minister for Planning:

- **considers** the findings and recommendations of this report.
- **determines** that the applications SSD-6848-Mod-6 and SSD-8963-Mod-1 fall within the scope of section 4.55(1A) of the EP&A Act.
- **forms the opinion** under section 7.17(c) of the *Biodiversity Conservation Act 2016* that a biodiversity development assessment report is not required to be submitted with these applications as the modifications will not increase the impact on biodiversity values of the site.
- **accepts and adopts** all of the findings and recommendations in this report as the reasons for making the decision to grant approval to the applications.
- **modify** the consent SSD-6848 and SSD-8963.
- **signs** the attached approval of the modifications (**Appendix C**).

Recommended by:

Megan Fu

Principal Planner

Social Infrastructure Assessments

Recommended by:

David Gibson

Team Leader

Social Infrastructure



9. Determination

The recommendation is: **Adopted by:**

Karen Harragon

Director

Social and Infrastructure Assessments

4/9/2019



Appendices

Appendix A – List of Documents

SSD-6848-Mod-6: <https://www.planningportal.nsw.gov.au/major-projects/project/19426>

SSD-8963-Mod-1: <https://www.planningportal.nsw.gov.au/major-projects/project/19421>

Appendix B – Environmental Assessment

SSD-6848-Mod-6: <https://www.planningportal.nsw.gov.au/major-projects/project/19426>

SSD-8963-Mod-1: <https://www.planningportal.nsw.gov.au/major-projects/project/19421>

Appendix C – Instruments of Approval