



Planning &
Environment

**STATE SIGNIFICANT DEVELOPMENT
ASSESSMENT REPORT:
*Gosford Hospital Redevelopment
including Stage 1 of the Health and
Wellbeing Precinct
(SSD 6913)***



Secretary's Assessment Report
Section 79C of the
Environmental Planning and Assessment Act 1979

December 2015

ABBREVIATIONS

Applicant	Health Infrastructure (on behalf of Health Administration Corporation)
ASB	Acute Services Building
CCLHD	Central Coast Local Health District
CIV	Capital Investment Value
Council	Gosford City Council
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
GH	Gosford Hospital
HWP	Health and Wellbeing Precinct
LEP	Local Environmental Plan
LOS	Level of Service
MD SEPP	State Environmental Planning Policy (Major Development) 2005
Minister	Minister for Planning
OEH	Office of Environment and Heritage
PAC	Planning Assessment Commission
Regulation	Environmental Planning and Assessment Regulation 2000
RMS	Roads and Maritime Services
RtS	Response to Submissions
Secretary	Secretary of the Department of Planning and Environment, or her delegate/nominee
SEPP	State Environmental Planning Policy
SEARs	Secretary's Environmental Assessment Requirements
SRD SEPP	State Environmental Planning Policy (State and Regional Development) 2011
SSD	State Significant Development
ST	Sydney Trains
TfNSW	Transport for New South Wales

Cover Photograph: View of the new Health and Wellbeing Precinct from Showground Road
(Source: Applicant's EIS)

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EXECUTIVE SUMMARY

This report is an assessment of a State significant development (SSD) application lodged by Health Infrastructure (the applicant) seeking approval for the redevelopment of the Gosford Hospital (GH), including the establishment of a new Health and Wellbeing Precinct (HWP).

The redevelopment consists of two components: construction of an 11 storey acute services tower building (ASB) linked to the existing hospital within the existing GH campus; and construction of two buildings of five and six storeys above a multi-storey car park, and a new entry hub and public domain works within Stage 1 of a new Health and Wellbeing Precinct (HWP) on the land immediately adjacent to the existing GH campus. The project has a capital investment value (CIV) of approximately \$352 million.

The proposal is SSD 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 facilities with a CIV of more than \$30 million. The Minister for Planning is the consent authority.

The subject site is zoned SP2 Infrastructure (Health Services Facility) and B4 Mixed Use under Gosford Local Environmental Plan 2014 (LEP 2014). The proposal is consistent with a definition of a 'hospital' under LEP 2014 and is permissible with consent in the SP2 Infrastructure zone. However, a 'hospital' or 'health services facility' is prohibited in the B4 zone. Clause 57 of the *State Environmental Planning Policy (Infrastructure) 2007* (ISEPP) states that: "*development for the purposes of health services facilities may be carried out by any person with consent on land in a prescribed zone*". Both the SP2 and B4 zones are listed as "prescribed zones" under the ISEPP.

The proposal was exhibited from 13 August 2015 to 11 September 2015. The Department received submissions from Gosford City Council (Council), Transport for NSW (TfNSW), the Environment Protection Authority (EPA) and the Office of Environment and Heritage (OEH). Four submissions were also received from the public. The matters identified in the public and agency submissions primarily relate to traffic and parking, residential amenity and construction impacts.

The applicant provided a Response to Submissions (RtS), which included additional information in relation to the key issues raised in the submissions.

The Department has assessed the merits of the proposal and considers the key issues associated with the project include traffic and transport impacts, and built form and urban design.

The local road network is currently operating within capacity and would continue to do so following completion of the development in the absence of any change to background traffic growth. The maximum projected traffic generation for the proposal would not occur until 2027 when the project is fully operational, and would result in a minor additional impact on the performance of key intersections. However, when the background traffic growth is factored into the traffic modelling, there are a number of key intersections that will require upgrading by 2019 in order to restore current levels of service, prior to the completion of the project.

TfNSW has established a multi-agency working group involving the applicant and other relevant agencies, including Council, to address the traffic issues associated with the expansion of the hospital and the subsequent need for upgrades to the road network. The Department is therefore satisfied that appropriate mechanisms to fund and program the necessary upgrade of the road network would be addressed by the applicant through the Regional Transport and Traffic Working Group.

The Department's assessment concludes that the built form of the ASB is appropriate given the specific functional requirements of the hospital and the constraints of the site. The ASB would not result in any adverse visual impacts on the surrounding area, and is acceptable in the context of a regional City Centre and the public benefit of the facilities. The HWP is also consistent with the desired future character of the 'hospital support precinct' identified in the Gosford City Centre Masterplan. The Stage 1 buildings within the HWP are sensitively located to minimise residential amenity impacts and exhibit a high standard of design quality resulting in significant improvements to the public domain.

The Department is satisfied that the residual impacts of the proposed development have been addressed in the Environmental Impact Statement (EIS) and RtS, 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), State priorities and *A Plan for Growing Sydney*. The Department is also satisfied that the proposal would provide significant public benefits to the regional and rural communities on the Central Coast through the provision of increased and improved health services, including 153 additional beds and additional surgical facilities. The proposal would also provide 390 new operational jobs and 2,900 construction jobs.

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

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1. BACKGROUND AND PROPOSED DEVELOPMENT

1.1 Background

The applicant proposes to construct and operate a new 11 storey acute services tower building (ASB) linked to the existing hospital building within the Gosford Hospital (GH) campus. The proposal also includes Stage 1 of a new Health and Wellbeing Precinct (HWP), involving construction of two buildings of five and six storeys to be used for hospital related health, administration and government services above a multi-storey car park, and a new entry hub and public domain works.

The proposed development will seek to provide the physical capacity to support the increasing health service demands and new models of care being driven by a growing and aging population, particularly on the NSW Central Coast.

1.2 Site Description

GH campus has an area of approximately 5.5 hectares and is bounded by: Racecourse Road to the north and west; Beane Street West, Cape Street North and Ward Street to the south; and Holden Street to the east. The campus includes a range of hospital buildings, internal roads and car parks and is under the ownership of Health Administration Corporation. The proposed ASB is located on the north-western side of the main hospital building. GH is located within the catchment of the Central Coast Local Health District (CCLHD) and the Gosford local government area. The location of the existing GH campus is shown in **Figure 1**.



Figure 1 – Project Location

(source: SIX Viewer; 1:9,028)

The proposed HWP is located on land adjoining the Holden Street frontage of the existing hospital campus bounded by: Racecourse Road to the north; Showground Road to the east; Faunce Street West to the south; and Holden Street to the west (refer to **Figure 2**).

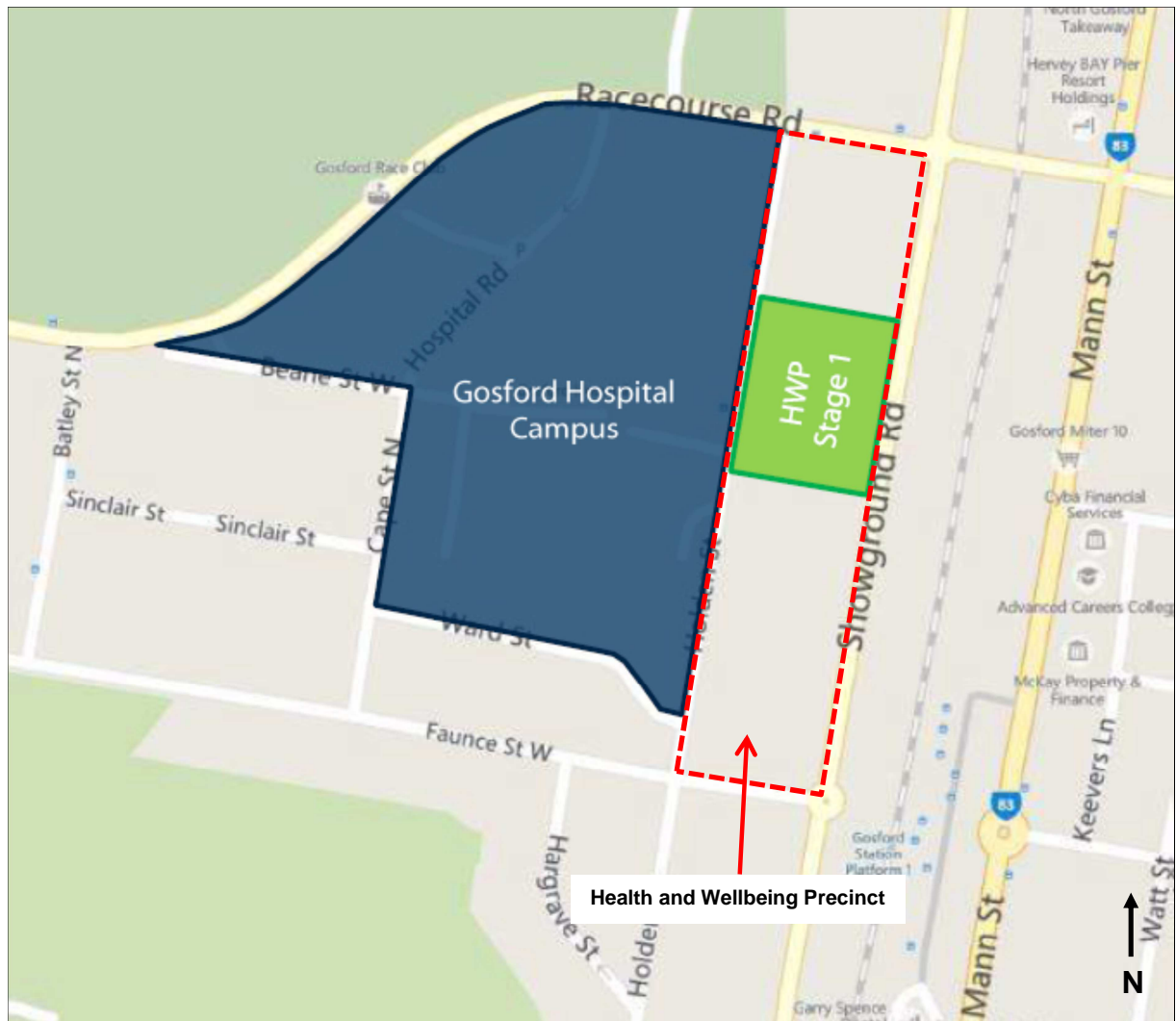


Figure 2 – Location of the Health and Wellbeing Precinct

(source: Applicant's EIS)

The HWP contains a mix of built forms and health related and residential uses. The majority of the properties in the HWP are already owned by the Health Administration Corporation or other government agencies, with the exception of some residential properties currently in private ownership. Stage 1 of the HWP is located opposite the main entrance to the GH on Holden Street. Stage 1 includes the properties at No. 66-78 Showground Road, 33 and 39 Beane Street West, 77-87 Holden Street and the Beane Street West Road Reserve.

The locality is characterised by a mix of uses, including allied health uses, residential uses (public and private), Gosford High School and Gosford Golf Course to the north. The main northern railway line is located to the east of the HWP, and Gosford Railway Station is located approximately 450 m to the south. The site's local context is illustrated in **Figure 3**.



Figure 3 – Local Context

(source: google maps)

1.3 Project Description

Table 1 provides a summary of the development proposal's key components and features. **Figure 4** shows the development layout and **Figure 5** illustrates the key road works. **Figures 6 and 7** provide an indicative perspective of the proposed development.

Table 1: Key Development Components

Development Summary	
	<p>The redevelopment consists of two components:</p> <ul style="list-style-type: none"> • construction of an 11 storey ASB linked to the existing hospital within the GH campus; and • Stage 1 of the HWP involving construction of two buildings (5 and 6 storeys) for hospital related health, administration and government services above a multi-storey car park, and a new entry hub and public domain works.
ASB (Gosford Hospital campus)	
	<ul style="list-style-type: none"> • Construction of an 11 storey ASB of approximately 37,500 sqm gross floor area (GFA) linked to the existing hospital building; • refurbishment works to the main existing hospital building; • relocation of the existing helipad to the top of the new building; • removal of existing trees; • landscaping; • site preparation and bulk earthworks; • infrastructure works; • hospital signage; and • lot consolidation.
Stage 1 - Health and Wellbeing Precinct	
	<ul style="list-style-type: none"> • Construction of a multi-storey car park with 803 car spaces; • construction of two buildings of five and six storeys (plus rooftop plant) of approximately 14,685 sqm GFA above the multi-storey car park for hospital related health, administration and government

	<p>services;</p> <ul style="list-style-type: none"> • construction of an entry node public plaza and associated retail buildings, and an accessible and covered pedestrian connection between the Health and Wellbeing Precinct and the main entrance to Gosford Hospital; • construction of a new entry hub and public domain works in Showground Road; • site preparation and bulk earthworks; • infrastructure works; • hospital signage; and • subdivision.
Other key components	
<i>Key Road Works</i>	<p><i>Gosford Hospital campus</i></p> <ul style="list-style-type: none"> • Mid-block truncation of Hospital Road to accommodate the new ASB creating two cul-de-sacs north and south of the ASB; • new line marking in Racecourse Road to allow two-way traffic to the northern portion of the Hospital Road maintaining access to the existing multi-deck car park; • improvements to the intersection of Racecourse Road/Hospital Road to accommodate all turning movements; and • new internal access road between Holden Street North and the new ambulance bay and emergency drop-off accessed via Racecourse Road to the north. <p><i>Stage 1 HWP</i></p> <ul style="list-style-type: none"> • Holden Street becomes a private road owned by HAC with a mid-block truncation only allowing access for emergency and service vehicles; • closure of Beane Street West from Showground Road to Holden Street; • new driveway access along the Showground Road frontage to allow access to the new car park facility and pick-up/drop-off area; and • streetscape improvements and a new pedestrian crossing in Showground Road.
<i>Project Timing</i>	<p><i>ASB (Gosford Hospital)</i></p> <ul style="list-style-type: none"> • early 2016 (enabling/early works); • March 2016 – 2019 (construction); • early 2019 to mid-2019 (refurbishment existing hospital); • mid 2019 (commence operation); and • 2027 (fully operational). <p><i>Stage 1 HWP</i></p> <ul style="list-style-type: none"> • April 2016 – August 2018 (construction); and • late 2018 (commence operation).
<i>Gross Floor Area</i>	<p><i>ASB (Gosford Hospital)</i></p> <ul style="list-style-type: none"> - 37,500 sqm (approx.) additional GFA <p><i>Stage 1 HWP</i></p> <ul style="list-style-type: none"> - 14,685 sqm GFA
<i>Building Height</i>	<p><i>ASB (Gosford Hospital)</i></p> <ul style="list-style-type: none"> - 11 storeys - maximum RL 72.7 (top of the lift core) <p><i>Stage 1 HWP</i></p> <p><i>Westernmost building</i></p> <ul style="list-style-type: none"> - six storeys + rooftop plant – maximum RL 59 (top of lift core) <p><i>Easternmost building</i></p> <ul style="list-style-type: none"> - five storeys + rooftop plant – maximum RL 55 (top of the lift core)

Services/facilities	<p>ASB (Gosford Hospital)</p> <ul style="list-style-type: none"> - acute services including a new emergency department, intensive care and maternity, cancer and cardiology services and a helipad on the roof. <p>Stage 1 HWP</p> <ul style="list-style-type: none"> - hospital related health and wellbeing, administration and government services, car parking, end-of-trip facilities and ancillary retail uses.
Car Parking	<p>Existing - 1,046 (GH campus)</p> <p>Proposed - 1,587 spaces (803 - Stage 1 HWP + 784 - existing)</p>
Capital Investment Value	\$352 million (approximate)
Number of Jobs	390 full-time operational and 2,916 full-time construction

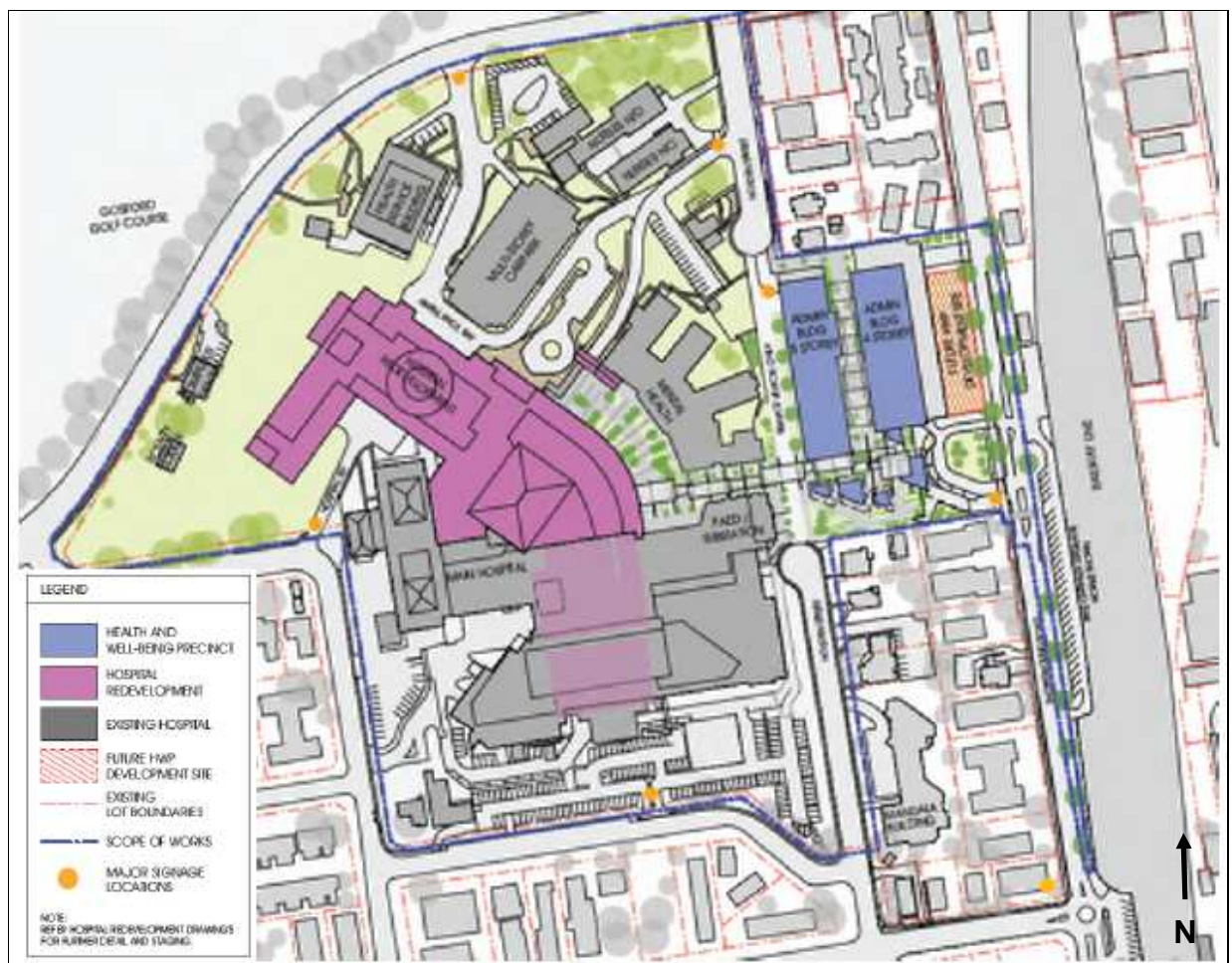


Figure 4 – Development Layout

(source: Applicant's EIS)

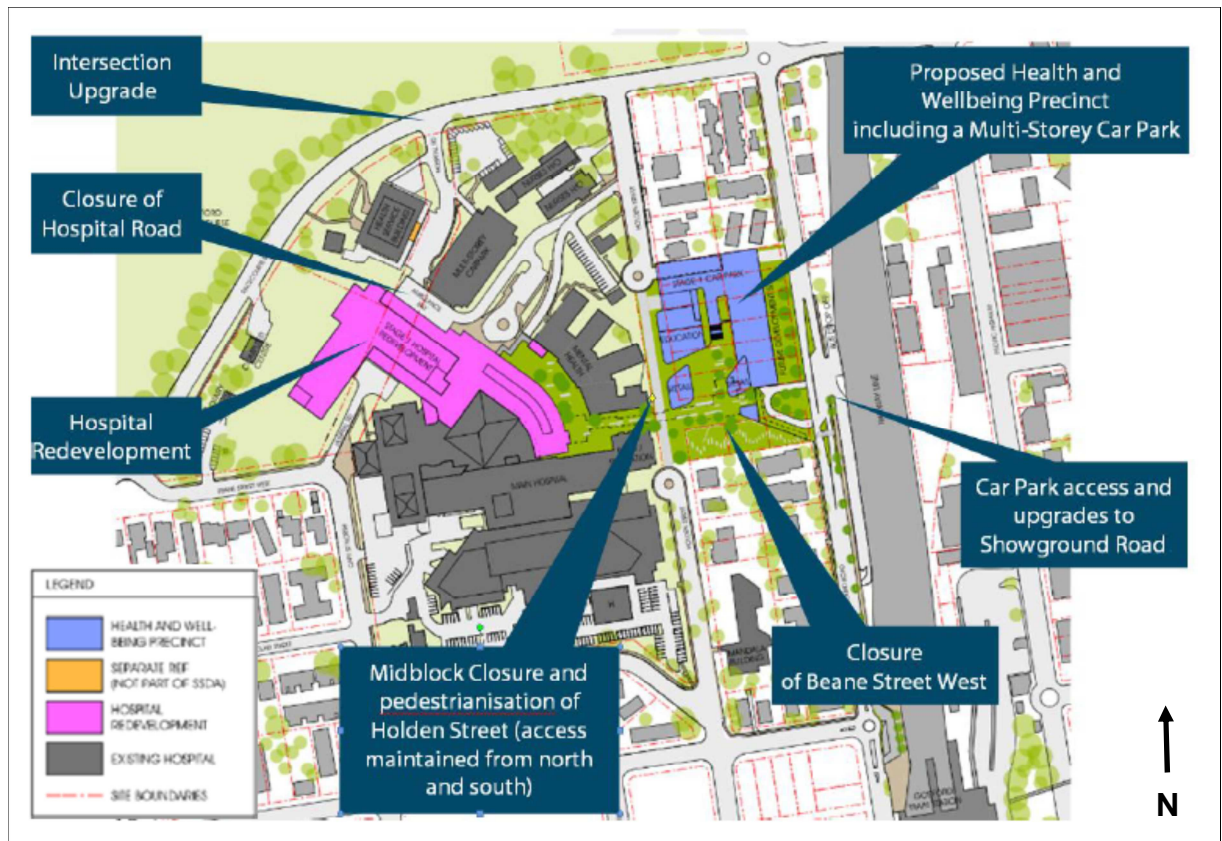


Figure 5 – Key Road Works (ASB – shaded pink; HWP – shaded blue)

(source: Applicant's EIS)



Figure 6 – Aerial perspective view of the new hospital wing from the east

(source: Applicant's EIS)



Figure 7 – New entry hub on Showground Road

(source: Applicant's EIS)

1.4 Project Need and Justification

The Clinical Services Plan (CSP) 2012-2022, prepared by the Central Coast Local Health District (CCLHD) identifies that GH is currently operating at its physical capacity, and additional hospital facilities and community health services are required as a matter of urgency (i.e. one to five years) to meet current demand and allow for some growth. The project is needed because:

- the hospital is operating at an average occupancy level of 95.5 per cent of built capacity, and there is a current shortfall of beds;
- presentations to the emergency department have increased by 14 per cent since 2006/2007 resulting in overcrowded emergency department's with long stretcher times, and poor emergency admission performance;
- there have been significant increases in demand for acute inpatient services and high reliance on public health systems due to: poor access to GPs and allied health providers in the area; a lack of support services for the ageing community; and lower than NSW average private health insurance rates; and
- community based services are functioning at capacity, and unable to meet the growing demand.

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 an hospital with a capital investment value (CIV) in excess of \$30 million in accordance with 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, Priority Projects 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 subject site is zoned SP2 Infrastructure (Health Services Facility) and B4 Mixed Use under Gosford Local Environmental Plan 2014 (LEP 2014) (refer to **Figure 8**).

The proposal is consistent with a definition of a 'hospital' under LEP 2014 and is permissible with consent in the SP2 Infrastructure zone. However, a 'hospital' or 'health services facility' is prohibited in the B4 zone. Clause 5.12 states there is nothing in the LEP 2014 that can restrict or prohibit the carrying out of any development by a public authority that is permitted to be carried out with consent under *State Environmental Planning Policy (Infrastructure) 2007* (ISEPP).

Clause 57 of the ISEPP states that: "development for the purposes of health services facilities may be carried out by any person with consent on land in a prescribed zone". Both the SP2 and B4 zones are listed as "prescribed zones" under the ISEPP. Therefore, LEP 2014 does not operate to 'prohibit' the development on the B4 zoned part of the site because the application is made by a public authority. The proposal is therefore permissible with consent in the B4 zone by virtue of the ISEPP.



Figure 8 – Zoning Plan extract LEP 2014

(source: Applicant's EIS)

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 generally consistent with the relevant requirements of the EPIs. However, it exceeds the maximum height limit of 18 m to 24 m, and the maximum FSR provisions of 2:1 and 3:1 applying to different parts of the site under LEP 2014. Notwithstanding, the development standards restrict development permitted under the ISEPP, and therefore do not apply (refer to **Section 2.3** above). A merit based assessment of the proposed height, bulk and scale is provided in **Section 4.2.2** of this report.

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, and thereby protecting the land for public purposes.

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 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 Magenta Lilly Pilly, which is a threatened plant species, is present on the site. The Office of Environment and Heritage (OEH) advises that the impact on biodiversity values is unlikely to be significant in this circumstance (refer to **Section 4.2.3** of this report).

The proposal would not impact on any other vulnerable species, populations, communities or significant habitats. The site is located on a hill and is not subject to any known effects of flooding. The site would not be impacted by changes in sea level resulting from climate change.

The development incorporates the following sustainability initiatives:

- facade shading to minimise solar heat gain, and reduce reliance on high performance glazing;
- low embodied energy by using concrete as primary structure;
- energy efficient fittings; and
- recyclable construction materials and sustainable timber.

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 NSW State Priorities to build infrastructure to support 31 per cent more households, and to ensure NSW residents have the best health infrastructure;
- is consistent with *A Plan for Growing Sydney*, as it aligns with the key objectives to deliver new infrastructure to support the growing population and priorities for Strategic Centres, which is to support health-related land-uses and infrastructure around Gosford Hospital;
- is consistent with the *State Infrastructure Strategy Update 2014*, as it proposes redesign of clinical facilities to meet best practice health care requirements;
- would provide critical public infrastructure including 153 additional beds to cater for the increased demand for health services required for an ageing population, and inpatient facilities that can deliver the performance requirements and new standards of care mandated by the Federal Government;
- is consistent with the 'hospital precinct' in the *Gosford City Centre Masterplan* and the key initiatives to expand health and wellbeing services to support the hospital close to the

Gosford Railway Station, and infrastructure improvements including roads and pedestrian networks; and

- would provide direct investment in the region of approximately \$352 million, which would support 2,916 construction jobs and 390 new operational jobs.

2.9 Secretary's Environmental Assessment Requirements

The EIS is compliant with the Secretary's Environmental Assessment Requirements (SEARs) 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 application and accompanying information was made publicly available for at least 30 days following the date of first publication, in accordance with the Regulation. The Department publicly exhibited it from 13 August 2015 until 11 September 2015:

- on the Department's website; and
- at the Department's Bridge Street Sydney Information Centre and Gosford City Council.

The Department advertised the public exhibition in the Central Coast Advocate on the 12 August 2015. The Department notified adjoining landholders, and relevant State and local government authorities in writing.

The Department received a total of eight submissions during the exhibition of the application - four submissions from public authorities, including Gosford City Council, and four submissions from the general public.

A summary of the issues raised in submissions is provided in the following sections.

3.2. Public Authority Submissions

No public authority objected to the proposal, however, Council, TfNSW and OEH provided comments for consideration in the Department's assessment of the application. The EPA advised that it had no role to play in the assessment of the application. A summary of the issues raised is provided below.

Council provided the following comments on the EIS:

- the hospital upgrade will increase traffic volumes resulting in congestion on the surrounding road network;
- the proposal will result in additional traffic using the Etna and Donnison Street railway bridges, which need replacement and widening for traffic and pedestrian lanes;
- a 'whole of government' approach should be adopted to achieve funding to replace/upgrade the two railway bridges, and identify and program essential road upgrades in the locality;
- the proposed parking station for 803 spaces is supported, but should not only provide for the increase in parking required for the additional beds and facilities, but also address past car parking deficiency on the site;
- the issue of who is able to park on the site, and cost of parking, needs to be addressed in a car park operational plan;
- the Workplace Travel Plan should include targets and timeframes;
- a modal shift to reduce the reliance on private car usage and increase in walking, cycling and public transport usage should be achieved given its proximity to Gosford Railway Station;
- the changes to on-street parking restrictions for all roads within walking distance of the main entry should be considered by Council's Local Traffic Committee;

- the modelling of traffic intersections should include Racecourse Road and Faunce Street West;
- further analysis is required to determine the traffic impact on the performance of Hospital Road/Racecourse Road intersection due to proximity to the golf club and the high school;
- pedestrians would have to negotiate a steep slope from Holden Street to the hospital entrance, which is unsuitable for elderly/disabled pedestrians. This would result in additional on-street parking congestion as visitors are likely to park at higher levels around Holden Street to avoid the walk up the hill;
- Racecourse Road and Pacific Highway from Etna Street Bridge to the Pemell Street roundabout and Showground Road should be upgraded from Regional Roads to State Roads to reflect critical regional wide support they provide to the Gosford City Centre and the hospital precinct;
- there are no pedestrian facilities proposed along the Racecourse Road frontage;
- an additional lift should be installed to provide access from Holden Street to the main Hospital entry for elderly, people with a disability and people who are unwell;
- section 94A Development Control Plan for the Gosford City Centre applies to the site, and a contribution of 4 per cent of the CIV is payable, prior to the issue of a construction certificate; and
- the proposed new servicing dock accessed off a closed section of Holden Street should be designed to allow forward entry/forward exit to enhance safety.

Council also provided recommended conditions in relation to roadworks, traffic and parking and infrastructure and services.

TfNSW including Roads and Maritime Services (RMS) and Sydney Trains (ST) provided the following comments on the EIS:

- the Traffic and Accessibility Assessment Report does not include justifications for adopted traffic distribution and the traffic modelling should:
 - address why the current performance of the Racecourse Rd and Showground Road intersection is different compared to results of previous modelling;
 - explain the reasons for improvement in the performance of intersections;
 - include the results for the Donnison Street/Showground Road and Central Coast Hwy/Racecourse Road intersections; and
 - provide a sensitivity analysis to determine the impacts of re-distribution of traffic as a result of the upgrades to Showground Road;
- the potential for change in demand associated with paid parking needs to be addressed;
- clarify whether the loss of on-street parking has been considered in the demand calculations for the multi-storey car park;
- the proposed street trees located under the ST power lines along Showground Road are not supported;
- a detailed swept path analysis should be undertaken to confirm the traffic management works do not impact on heavy vehicle movements to and from the ST depot;
- the design of the car park should be reviewed to ensure access to ST property is not affected;
- the implications in relation to traffic and pedestrian safety and efficiency of traffic operations at the commuter car park entrance need to be assessed;
- a road safety audit should be undertaken for works in Showground Road;
- the re-routing of bus routes 70 and 41 is not supported. Consideration should be given to making the northern part of the truncated Holden Street capable of providing 3.5 m wide travel lanes with a bus bay and turning circle for a 12.5 m bus;
- the design of Racecourse Road/Holden Street intersection should include a right turn provision for buses into Holden Street from Racecourse Road, and right-turn

- provision into Racecourse Road from Holden Street to allow routes 70 and 41 to directly serve the hospital;
- information in relation to public bus routes and bus stop locations within the hospital precinct should be provided; and
- details of bicycle parking spaces for staff and visitors, and proposed end of trip facilities should be provided.

OEH recommended a Framework for Biodiversity Assessment (FBA) be undertaken for the threatened species Magenta Lilly Pilly in accordance with the recent NSW Biodiversity Offsets Policy for Major Projects. However, OEH also advises that the consent authority has discretion in how the policy is applied during its transitional status, where its strict application may result in unreasonable outcomes.

3.3. Public Submissions

The Department received four submissions from the general public. Of these, two submissions objected to the proposal and the remaining two submissions did not object to the proposal but provided comments in relation to the use of solar panels and patient access from the car park to the hospital facilities.

The following issues were raised in the submissions objecting to the proposal:

Traffic and Parking

- the closure of Holden Street and Beane Street West is opposed because it would:
 - contribute to traffic chaos and gridlock in Western Gosford;
 - make vehicle access to Showground Road difficult;
 - create additional noise and fumes to nearby residential properties from stationary vehicles in traffic log jams;
- traffic delays on the surrounding road network;
- the proposal will cause adverse noise impacts on adjoining residential properties from vehicles using the car park entry on Showground Road;
- the Etna Road overpass upgrade should be completed before the new hospital works;
- the two proposed bus stops on either side of Showground Road opposite the HWP would generate additional congestion and noise in the street;
- the 'whole of government' approach for upgrades to the surrounding road network would be too costly and is unlikely in the foreseeable future;

Design (built form)

- excessive size and scale;
- adverse visual impacts;
- inconsistent with surrounding single dwelling context;

Amenity Impacts

- overshadowing to adjoining residential properties;
- loss of privacy due to overlooking and installation of CCTV cameras;
- intrusion from car lights;
- noise generated by:
 - car park ventilation plant, electricity generators and transformers;
 - students using the pedestrian crossing;
 - smokers using the pedestrian access along the southern boundary off Showground Road;
 - use of the drop-off zone;

Construction Impacts

- unacceptable noise and vibration levels to adjoining residential properties;
- construction hours are not acceptable;
- the truck construction zones in Showground Road would result in diesel smoke drift on residential properties and a loss of on-street parking and interference with access to rubbish bins;

- the number of truck movements is unacceptable and would have adverse impact on the amenity of surrounding area;
- dust migration;
- concerns with impact on hydrology;
- the sediment control plan would not be effective, especially in heavy rain due to the extreme slope of the site;
- potential damage to adjoining properties;

Interface Treatment

- the boundary fence not suitable to mitigate noise impacts to residential property to the south;
- a 3.5 m to 5 m acoustic wall should be constructed along the common boundary with the adjoining residential property to the south in Showground Road;

Other Issues

- lack of community consultation;
- pedestrian entry and car park drop-off zone would result in smoke drift and cigarette butts being thrown over the fence;
- lack of anti-graffiti measures in the proposal;
- loss of trees;
- the future "HWP Development site" should be retained as vacant, and included in the current development site in order to reconsider the design, particularly the pedestrian and vehicular access points;
- adverse impacts on groundwater due to the extensive excavation, which would alter natural drainage patterns; and
- adverse impact on flooding and Showground Road stormwater system during storms.

3.4. Applicant's Response to Submissions

The applicant has provided a response to the issues raised in submissions, which also includes a response to the Department's request for additional information. There were no changes made to the overall design or the layout of the proposal in the RtS.

The Department made the RtS publicly available on its website. One public submission was received from an original submitter in response to the RtS. In summary, the submission contends the RtS fails to address the issues raised in their original submission in relation to traffic, residential amenity and construction impacts.

The OEH and TfNSW provided the following comments in relation to the applicant's RtS (noting that Council did not provide any further comments):

OEH

OEH reiterated that the proposal is unlikely to have a significant adverse impact on biodiversity values, and that in this particular case, the consent authority has the discretion to waive the strict application of an FBA under the recent NSW Biodiversity Offsets Policy for Major Projects given the transitional status of the policy.

TfNSW

TfNSW raised no further issues in relation to traffic distribution, traffic modelling, parking and public transport, but requests the following:

- the applicant work with TfNSW through the Regional Transport and Traffic Working Group to address traffic, parking and pedestrian issues;
- the works in Showground Road to incorporate ST requirements in relation to landscaping and access to the rail corridor;
- a bus stop on both sides of Showground Road within the immediate vicinity of the new hospital entry; and
- a Construction Traffic and Pedestrian and Management Plan.

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 SEARs 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	Consideration of relevant EPIs has been undertaken in Appendix B . The proposed development satisfactorily complies.
(a)(ii) any proposed instrument	Not applicable.
(a)(iii) any development control plan	Refer to Appendix B*
(a)(iia) any planning agreement	Not applicable.
(a)(iv) the Regulation	The development application satisfactorily meets the relevant requirements of the Regulation, including the procedures relating to development applications (Part 6 of the Regulations), public participation procedures for SSD's and schedule 2 of the Regulation relating to EIS's. Refer to discussion at Section 2.7 .
(a)(v) any coastal zone management plan	Not applicable.
(b) the likely impacts of that development	The Department's assessment has given appropriate consideration to the likely impacts of the proposed development and is satisfied that they can be appropriately mitigated or conditioned (refer to Section 4.2).
(c) the suitability of the site for the development	The site is suitable for the development because it is part of an established hospital precinct, and is accessible to public transport and key road networks (refer to Section 2.8).
(d) any submissions	Consideration has been given to the submissions received during the exhibition in Section 3 of this report. Key issues raised in submissions have been considered further in Section 4.2 of this report.
(e) the public interest	The proposal is in the public interest as it would provide improved hospital facilities and related wellbeing services for the community (refer to Section 4.2.3).
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 considers the key environmental assessment issues for the application to be:

- Traffic, transport and parking impacts;
- built form and urban design; and
- other matters.

4.2.1. Traffic, Transport and Parking Impacts

Traffic Generation

The proposal would involve an increase in traffic activity and a redistribution of vehicle trips due to the removal of at-grade car parking within the existing hospital campus (discussed later in this section of the report), the closure of Beane Street West and the truncation of Holden Street. The proposed car park in Stage 1 of the HWP would become the new origin and destination for the majority of trips to and from the hospital. The traffic impact is therefore a key assessment issue for the project and is assessed as follows.

The applicant submitted a Traffic and Accessibility Assessment (TAA) to assess the impact of traffic activity and determine the extent of upgrade works required to maintain an acceptable level of operation of the local road network. The key inbound vehicle routes to the hospital are from the Central Coast Highway to the west and east, and the Pacific Highway to the north and Brisbane Water Drive to the south (refer to **Figure 9**).

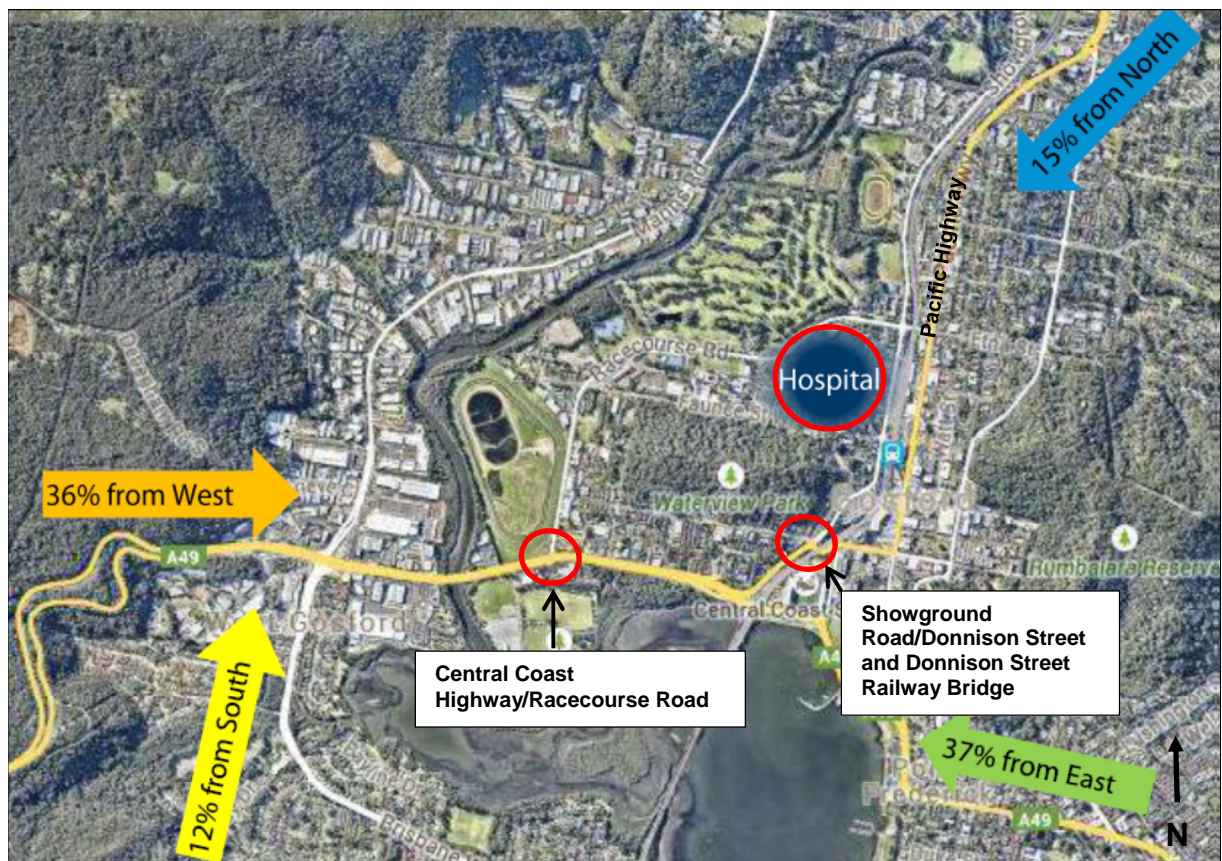


Figure 9 – Inbound Traffic Routes

(source: Applicant's EIS)

The local road network currently serving the hospital includes Racecourse Road, which provides an east-west connection along the northern boundary of the hospital, and is classified as a regional road (administered by Council through delegated authority by RMS). Showground Road is a local road providing a north-south connection along the eastern edge of GH. The existing vehicle access to the hospital is provided from a number of local roads including Holden Street,

Beane Street West and Ward Street at the perimeter of GH. Hospital Road is a local private road providing access through GH.

The projected traffic activity is based on data collected from the existing hospital and takes into account modal split, car occupancy rates and arrival and departure times for staff, outpatients and visitors. The traffic activity associated with the proposed HWP is based on the rate for an office development in the RMS Guide to Traffic Generating Development. Of the proposed 14,850 sqm GFA within the HWP, 6,000 sqm would accommodate facilities associated with the existing hospital, and thus would not generate additional traffic activity. Therefore, the RMS rates have been applied to the remaining 8,850 sqm of GFA. The proposed development (including the HWP) would result in 207 additional vehicle trips during morning peak (7:30 am to 8:30 am) and 238 additional vehicle trips during the afternoon peak period (3 pm to 4 pm).

The construction works are expected to commence in 2016 and finish in early 2019, however, the hospital would not become fully operational until 2027. Following completion of the construction works and commencement in 2019, the number of additional vehicle trips generated by the proposal would equate to approximately 50 per cent. An annual growth rate of 2 per cent has been applied to assess the impact of background traffic growth on the surrounding network between 2019 and 2027.

A detailed road network assessment has been undertaken by the applicant's traffic consultant using the modelling software LINSIG to model the road network under various scenarios. The key intersections in the network traffic model are identified in the Study Area in **Figure 10**. The assessment also includes the Donnison Street/Showground Road intersection, and the Racecourse Road/Central Coast Highway intersection at the request of RMS (refer to **Figure 9**). These intersections were modelled separately using SIDRA software as they are outside the influence of the network model.

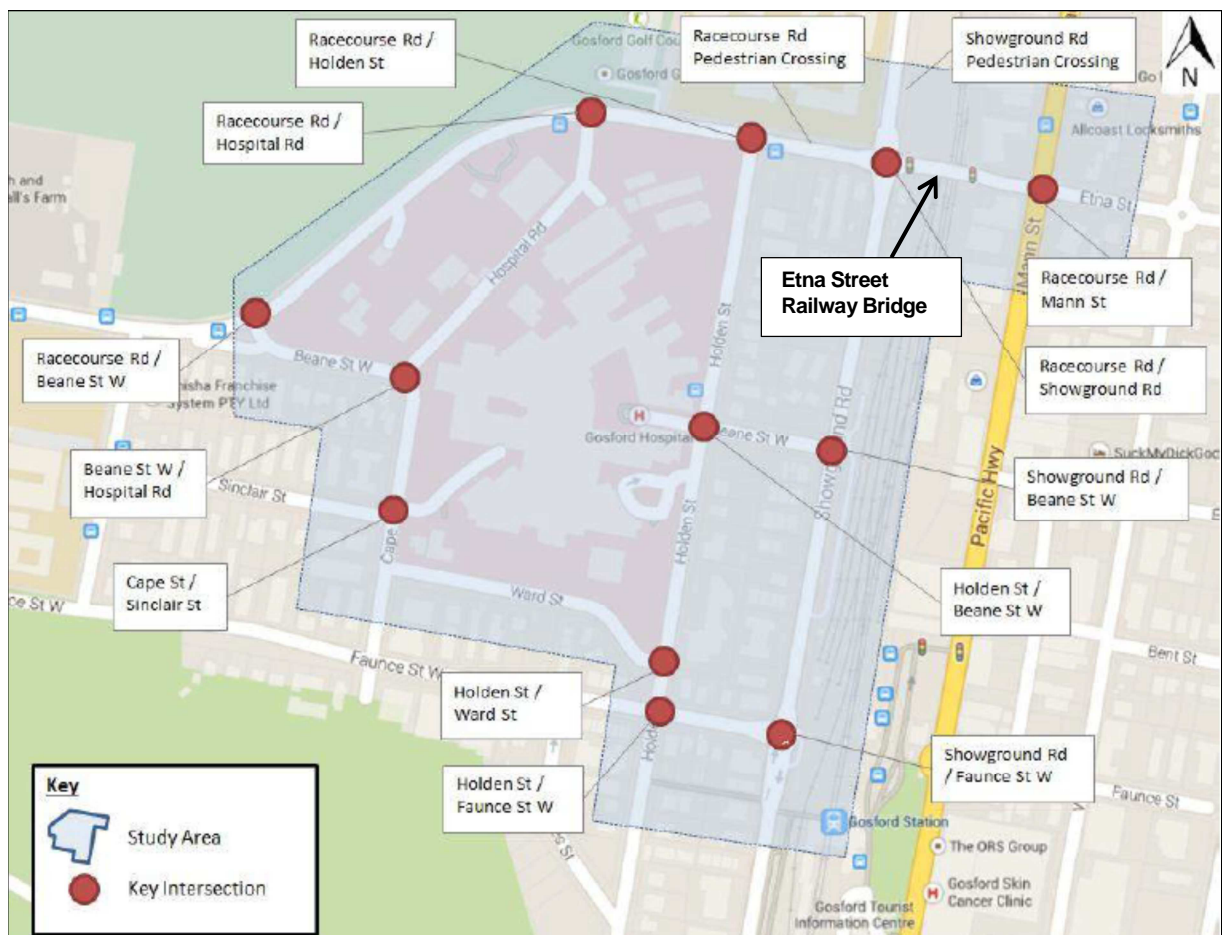


Figure 10 – Key Intersections

(source: Applicant's EIS)

The traffic modelling indicates the road network is currently operating within capacity and would continue to do so following completion of the development having no regard for background traffic growth. All the priority controlled intersections surrounding the hospital would continue to operate at a Level of Service (LOS) A with minimal delays and would not require any upgrade works.

Hospital Road would be subject to a mid-block truncation and the northern section serving the existing multi-storey car park converted to accommodate two-way traffic flow. The traffic modelling shows the intersection would perform at an acceptable capacity by formalising turning lane arrangements in Racecourse Road. The TAA advises this would be undertaken by the applicant through road line marking and signage. The intersection at Hospital Road/Racecourse Road would continue to operate at an acceptable LOS.

The traffic modelling shows that when background growth is included there are two known 'pinch points' on the road network in the vicinity of the hospital at the Etna Street Railway Bridge (between Showground Road and the Pacific Highway) and the Donnison Street Railway Bridge.

The intersection at Racecourse Road/Showground Road exhibits LOS B in morning peak and LOS D in the evening peak in the existing situation. The intersection also exhibits a high degree of saturation (above 80 per cent), which means small increases in demand or interruptions to vehicle flows causes a large increase in delays. The traffic modelling shows that the Showground Road/Racecourse Road intersection is subject to delays during peak periods, which would be exacerbated by background traffic growth. Even with a two per cent growth scenario without the hospital redevelopment, the intersection fails to accommodate traffic demand in 2019. The traffic modelling also shows that it would operate at an LOS F in all future scenarios. The section of Etna Street between Showground Road and the Pacific Highway would need to be widened to accommodate four lanes to achieve acceptable level of performance.

The intersection at Racecourse Road/Pacific Highway exhibits LOS C in the morning peak and LOS C in the evening peak. This intersection also exhibits a high degree of saturation. The traffic modelling also shows it would operate at LOS D in 2027 under the two per cent growth scenario, and the proposal would increase this to LOS F. The Racecourse Road/Pacific Highway intersection would require additional lanes on two approaches to maintain an acceptable level of performance. The applicant's TAA concludes that any upgrades to the nearby Showground Road/Racecourse Road intersection would improve queuing on the western departure (Etna Street Bridge) resulting in a better performance.

The intersection at Donnison Street/Showground Road is currently operating at LOS C during the morning peak and LOS A in the evening peak. However, queuing occurs on the northbound highway approach in the morning peak, and westbound highway approach in the afternoon peak, and it has a degree of saturation above 80 per cent. The intersection performs at LOS F based on background growth, and prior to the completion of the hospital redevelopment. The TAA concludes that the limited amount of road reserve does not make enlargement of the roundabout feasible, and the intersection should be upgraded to include traffic signal controls. The modelling indicates a LOS B can be achieved, subject to a dedicated right-turn lane on the southern approach, and a dedicated left-turn on the eastern approach at the railway bridge.

The intersection of Racecourse Road/Central Coast Highway records a LOS C during morning peak and LOS E during the evening peak. The modelling also indicates the intersection of Racecourse Road/Central Coast Highway fails to accommodate the background growth in 2027, and that extensive queuing on the western approach will occur in 2027 without the proposal.

The applicant's TAA identifies parts of the road network in the vicinity of the site that would need to be upgraded to accommodate current traffic demands without the proposal. The Etna Street Railway Bridge between Showground Road and Pacific Highway is the major constraint in the network, and it would reach capacity by 2027 with or without the hospital redevelopment. On that basis, the TAA concludes a 'whole of government' approach would be required to facilitate the

necessary road upgrade works. Council also recommends a multi-agency approach to address the traffic issues associated with the future growth of Gosford. In that regard TfNSW has established a multi-agency working group involving the applicant and other relevant agencies, including Council to address the traffic issues associated with the expansion of the hospital, and the subsequent need for upgrades to the road network. TfNSW has requested the applicant continue to address the traffic issues through its Regional Transport and Traffic Working Group.

The Department notes that the majority of new vehicle trips on the road network between 2015 and 2027 would be generated by background traffic growth, and the road network would continue to operate within capacity following the completion of the hospital, if background traffic growth is not included. However, when the background traffic growth is factored into the traffic modelling, there are a number of failures at key intersections by 2019, prior to the completion of the project. As a result there are parts of the local road network that would need extensive upgrades to accommodate background traffic growth with or without the proposal. The Department is satisfied that appropriate mechanisms to fund and program the necessary upgrade of the road network would be addressed by the applicant contributing through the Regional Transport and Traffic Working Group.

Car Parking

The existing campus parking provision is a total of 1,046 car spaces (excluding drop-off and pick-up and 15 minute spaces) provided at-grade around the hospital buildings, and in a multi-storey car park in the northern part of the campus accessed from Hospital Road, which accommodates 535 car spaces. The existing parking system involves a payment/permit scheme or lease arrangements. The public parking is dispersed across a number of car parks, although the primary location is the existing multi-storey car park, which provides approximately 80 per cent of the total public parking supply on the hospital campus. The public parking comprises car parks primarily for outpatients and patient visitors, and other visitors to the hospital (e.g. those attending meetings and conferences). The existing multi-storey parking facility will be retained and some of the at-grade parking provision will be displaced by the redevelopment of the hospital. There are also 848 on-street car spaces providing unpaid long stay parking within walking distance of the hospital (i.e. 500 m radius), which contributes to high level of parking congestion. The only areas of free parking to be displaced are the emergency drop-off area and the on-street parking along parts of Holden Street and Beane Street West.

The TAA identifies a current parking demand of 2,239 car spaces based on hospital parking surveys. These spaces are accommodated on the site and in the surrounding local roads (1,046 + 848), and the remaining demand for 345 car spaces is accommodated in areas outside the hospital precinct. Based on the survey results the peak occupancy for staff parking is between 1 pm to 2 pm each day when parking occupancy is effectively 100 per cent. The greatest volume of inbound staff movement occurs during the morning peak between 7 am and 8 am, and the largest outbound staff movement is between 3 pm and 4 pm, which coincides with the shift changeover.

The data collected from the existing hospital provides the basis for the future parking demand associated with the new ASB. Based on mode share and travel characteristics of the existing hospital, the proposal will generate an additional peak demand of 343 car parking spaces. In addition, the road closures and truncations would result in the displacement of 262 at-grade parking spaces. Based on Council's parking requirements for the office and retail components in a B4 zone under LEP 2014, the parking demand generated by Stage 1 of the HWP equates to a total of 165 car spaces. Therefore the proposal would generate a total demand for 770 car spaces on the site. The proposal includes a new multi-storey car park facility in the HWP, which would accommodate 803 car spaces. The proposal therefore provides 33 car spaces in excess of the peak demand.

Council supports the provision of the new car parking facility and considers it should not only provide for the demand generated by the proposal but also address the existing deficiency in parking on the site. The Department considers that the provision of the additional car spaces in excess of the peak demand is sufficient to address the current shortfall. The Department also notes the applicant is currently consulting with Council in relation to the introduction of a resident parking scheme in the hospital precinct. The Department considers that any on-street parking restrictions introduced in the hospital precinct would encourage use of the public car parks on the site, and assist in reducing parking congestion in the surrounding streets. The Department is satisfied the parking issues can be addressed in consultation with Council through the Regional Transport and Traffic Working Group.

Pedestrian Access

There are multiple pedestrian routes from the adjoining streets into specific areas of the hospital campus. However, the steep topography, particularly to the east and south of the hospital, makes walking an unattractive option even for people living close to the hospital. Also, the existing pedestrian access overlaps with vehicular access and there are no direct and safe congregation routes for pedestrians without encountering a vehicle access point. The surveys undertaken by the hospital indicate that walkers are mainly staff, outpatients and visitors, and that staff are less likely to walk in the early morning or late evening for safety reasons, unless they are living close to the hospital.

The proposal includes new lifts providing access between Showground Road and Holden Street, an accessible covered walkway from the entry node plaza to the main entrance of the hospital, and improvements to the footpath connection and streetscape upgrades between the hospital and Gosford Railway Station in Showground Road, including a new pedestrian crossing.

Council has recommended the provision of an additional lift between Holden Street and the main entry to improve access, particularly for elderly people or people with a disability who are unwell. The Department considers there would be significant improvements to the pedestrian environment in terms of amenity, safety and equity of access for less ambulant and elderly people, and the proposed number of lifts is adequate. The Department also considers the improved pedestrian connections and streetscape upgrades would encourage more people to walk to the hospital from Gosford Railway Station, particularly staff and visitors.

Bicycle Access

The travel surveys conducted by the hospital indicate the use of bicycles by staff represents a low proportion (1.2 per cent) mainly due to the steep topography and lack of bicycle facilities on the surrounding road network. The proposal includes an increase in the number of bike racks around the hospital and the provision of an end of trip facility in the HWP.

TfNSW requested further details in relation to the number of bicycle parking spaces proposed in its comments on the EIS. The applicant advises that the number of bicycle parking spaces has not been determined as this would form part of the Travel Plan process currently being undertaken in consultation with Council. Council did not raise any concerns in relation to the provision of bicycle parking spaces. A Workplace Travel Plan would also encourage staff to adopt cycling as a sustainable mode of transport. A condition to this effect is recommended in the consent. The Department is satisfied that the new bicycle facilities and parking spaces would promote cycling as a viable transport option, particularly for staff.

Public Transport

The local public transport network comprises bus and rail services within walking distance of the hospital (i.e. within 500 m). Gosford Railway Station is located 380 m south of the proposed entry hub on Showground Road. According to the hospital's travel surveys, the use of trains is currently three per cent for staff, five per cent for outpatients and four per cent for visitors.

The local bus network includes a shuttle bus operated by *Redbus* known as route 41, which services the hospital every two hours Monday to Friday between Gosford Railway Station and the hospital. The Central Coast Local Health District also provides a free shuttle service between GH and Gosford Railway Station every 15 minutes between 8 am and 11:15 am, and 12 noon and 4 pm Monday to Friday. In addition, bus route 70 from Ettalong services the hospital every hour Monday to Saturday, and every two hours on Sundays. There are four bus stops on Holden Street close to the main entrance and on Hospital Road near Racecourse Road and the existing car park facility.

The proposed internal road network truncates Holden Street requiring the rerouting of routes 70 and 41. The bus stop is proposed to be relocated to Showground Road adjacent to the new entry hub. The closure of Holden Street and the removal of the existing bus stop would only occur following the completion of the proposed bus stop on Showground Road to minimise disruption to the service. TfNSW recommends the provision of a bus stop on both sides of Showground Road in the vicinity of the main entry hub designed in accordance with the local bus operator and TfNSW. A condition to this effect is recommended in the development consent.

The Department is satisfied that the proposed improvements to the public domain, particularly the streetscape upgrade in Showground Road would encourage the use of public transport.

4.2.2. Built Form and Urban Design

Built Form

The built form of proposed buildings is a key assessment issue for the project. This section of the report considers the height, bulk and scale of the development and the associated visual impacts. **Section 4.3** considers other amenity impacts of the height and bulk on adjoining properties. The proposal includes the construction of two built form elements:

- an 11 storey building of approximately 37,500 sqm GFA linked to the existing hospital; and
- two buildings of five and six storeys (excl. rooftop plant) above a multi-storey car park with a GFA of 14,685 sqm.

There are two key development standards relating to building height and floor space ratio (FSR) that apply to the site under LEP 2014. These development standards are outlined in **Appendix B** under 'Gosford Local Environmental Plan 2014', noting that two height controls exist over the HWP for the upper (Holden Street) and lower (Showground Road) portions of the site. However, Clause 5.12 of LEP 2014 operates to preclude development standards which restrict infrastructure development (e.g. hospitals and related uses) undertaken by a Crown Authority. As the application has been lodged on behalf of a Crown Authority, the applicant considers the development standards prescribed for the site are restrictive and therefore not applicable. The Department accepts that the development standards do not apply in this circumstance and that the merit or otherwise of the proposal should be taken into account in assessing whether the built form is appropriate for the site. The Department has carefully considered the height, bulk and scale of the development and the associated visual impacts as follows:

Proposed ASB

The proposed ASB is 11 storeys or generally 46.5 m in height (to the helipad/roof level), which is significantly higher than the existing hospital buildings, which rise up to six storeys. The applicant's EIS justifies the height, bulk and scale on the following grounds:

- the building has a generous setback of 22 m to Beane Street West and 49 m to 55 m to Racecourse Road;
- the variety of materials and finishes articulate the building form providing visual interest, which break down the scale of the building;

- it has a slender form when viewed from the south;
- the existing buildings in the foreground provide a step in the built form;
- it does not result in any adverse amenity impacts in terms of overshadowing, wind, visual privacy or view loss;
- the existing mature tree planting softens the built form; and
- it is consistent with the objectives of the height and FSR development standards as it: represents a high quality built form; does not result in any adverse overshadowing of public domain or adjoining residential properties; responds to the natural topography in relation to view corridors and view impacts; and provides adequate articulation and modulation.

The Department notes the building is located in the lower northern part of the site, which minimises its visual impact from surrounding properties, and the full extent of the building is only visible from the west along Racecourse Road. The building has a generous setback of approximately 50 m to Racecourse Road, which reduces its visual impact from the west (refer to **Figure 11**). The ASB would also be readily visible from Beane Street West and Cape Street North to the south. However, the generous setbacks to the boundaries and its slender built form assist to reduce the visual bulk and maintain an appropriate visual relationship with the existing hospital building (refer to **Figure 12**). The views of the ASB from the east on Showground Road would be interrupted by the proposed built form on the adjacent HWP.



Figure 11 – View south-east from Racecourse Road

(source: Applicant's EIS)



Figure 12 – View north from Beane Street West and Cape Street North

(source: Applicant's EIS)

The built form is not inconsistent with the scale of the wider City Centre, which is characterised by multi-storey residential buildings in prominent locations. The proposal is consistent with the objectives of the LEP 2014 development standards, in that it provides an appropriate visual relationship in the context of the existing hospital and therefore would not result in any unreasonable built form. It also responds to the topography of the site, and would not result in any adverse amenity impacts on the adjoining properties or the public domain.

The existing hospital is zoned SP2 Infrastructure in accordance with LEP 2014. The key objective of the SP2 zone seeks to provide infrastructure and related uses compatible with the desired future character of the zone. The proposal would enable the provision of hospital infrastructure and related uses within the established hospital precinct, and is therefore consistent with the desired future character of the precinct.

The proposal is also consistent with the desired future character of the 'hospital precinct' in the Gosford City Centre Master Plan, which provides a framework for the revitalisation of the City Centre as major regional city on the Central Coast.

The design incorporates a combination of materials and finishes that articulate the various building elements as distinct and sensitively scaled volumes to reduce the apparent bulk and height of the building.

The ASB would not result in any adverse privacy or overshadowing impacts to neighbouring residential areas to the south of the site (refer to **Section 4.2.3**).

The Department is satisfied the height, bulk and scale of the proposed ASB is appropriate for the site.

Stage 1 - Health Wellbeing Precinct

Stage 1 of the HWP is located on land sloping down from Holden Street to Showground Road, representing a relatively steep gradient of 20 per cent. The westernmost building on the higher part of the site (Holden Street frontage) would read as six storeys above street level.

The applicant's EIS justifies the height, bulk and scale on the following grounds:

- the development complies with the height control when viewed from Holden Street and is therefore consistent with the desired future character along Holden Street;
- the car park is not visible from Holden Street;
- the western building is setback 35.5 m from the south and 12 m from the northern boundaries, which reduces the length of the western elevation and its visual impact when viewed from Holden Street;
- the materials and finishes reduce the height, bulk and scale of the development, including glazed facades with vertical perforated screens for buildings above the plaza level;
- the setbacks to Showground Road exceed the minimum setbacks under Council's DCP;
- the proposed street frontage height when viewed from Showground Road is 12 m to 17 m and represents only a minor departure from the maximum 16 m under Council's Development Control Plan;
- the height at the southern end is limited to the plaza level as the buildings are setback in excess of 40 m from the southern side boundary in response to the residential interface at 62-66 Showground Road;
- the southern end of the plaza level is 7 m at Holden Street and 14 m at Showground Road, and therefore less than the 16 m wall height allowed under Council's Development Control Plan;

- the proposed building steps down the land and provides a suitable transition in built form;
- the landscaping along Showground Road would soften the built form;
- the car park design includes two horizontal material types and provides visual interest and breaks up the façade, and the upper level administration buildings use extensive glazing and vertical perforated screens to break up the visual massing; and
- the proposal would result in minimal adverse amenity impacts to adjoining properties.

The Department notes the westernmost building complies with Council's Holden Street frontage height development standard (31 m), while the easternmost building exceeds the Showground Road frontage height development standard (23 m) due to the slope of the land (refer to **Figure 13**). Despite the variation, the easternmost building would not be visible from Holden Street due to its position on the lower level of the site. Also, the easternmost building would be viewed against the backdrop of the westernmost building from the east, reducing any potential adverse visual impacts. The easternmost building also complies with the minimum setbacks to the side boundaries under Gosford Development Control Plan 2013. The built form steps down the site to provide a suitable building transition to Showground Road. The combination of glazed facades with vertical perforated screens would also assist in reducing the apparent bulk and height of the development.

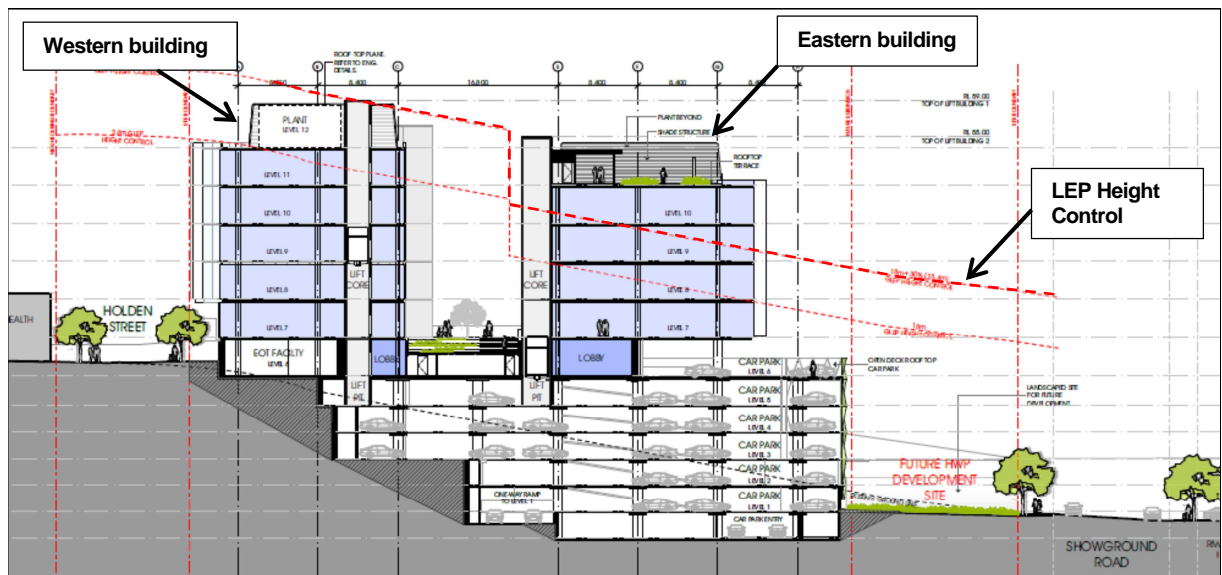


Figure 13 – Section Plan – Stage 1 of HWP

(source: Applicant's EIS)

The car park facility at the lower level is orientated to Showground Road, and its form is expressed as two distinct elements, with varying setbacks, and the façade detailing and materiality assist to breakdown the visual bulk of the element (refer to **Figure 7** on page 7).

The Stage 1 buildings in the HWP would provide a mix of compatible land uses related to the hospital in an accessible location, and it is therefore consistent with the objectives of the B4 zone in LEP 2014. The proposal is also consistent with the key initiatives in the Gosford City Centre Master Plan, which seeks to expand health and wellbeing services, and the built form is generally in accordance with the typical massing envisaged in the Master Plan (refer to **Figure 14**).

The proposed built form is sensitively located in relation to the adjoining residential property by massing the development on the Holden Street frontage. As a result the proposal would not result in any unreasonable amenity impacts to the adjoining residential property to the south (refer to **Section 4.2.3**). The Department considers that the proposal is an appropriate response to the existing institutional character in the surrounding area, and the future anticipated growth of the hospital support precinct.

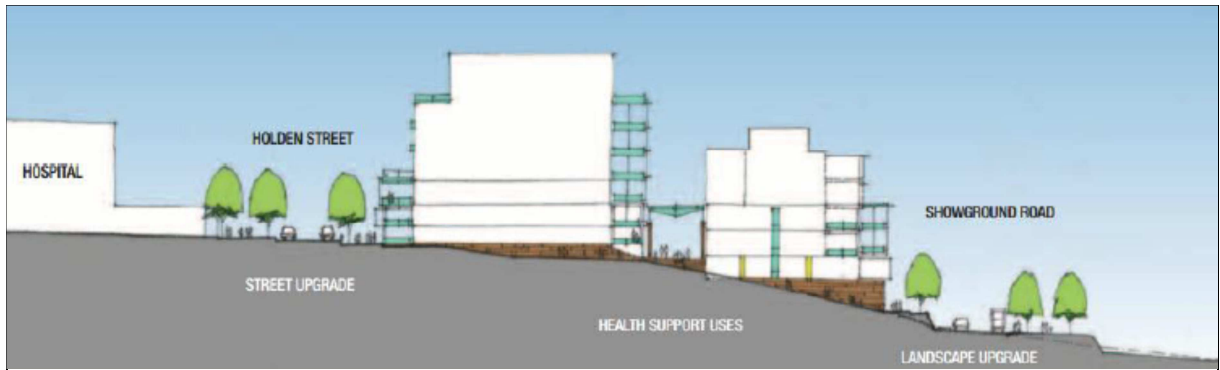


Figure 14 – Master Plan Concept – 'Hospital Support Precinct' (source: Gosford City Centre Master Plan)

The Department is satisfied the height, bulk and scale of buildings in Stage 1 of the HWP buildings is appropriate for the site.

Urban Design and Connectivity

The site is constrained by the steep topography and the existing built infrastructure, including buildings, internal roads and parking areas. The existing hospital campus lacks legibility and a distinguishable landscape character. The architectural form is influenced by the hospital's functional requirements, which include zones of related activity and appropriate segregation and circulation. The siting and design of the proposed ASB provides the opportunity to improve the zoning of acute and non-acute hospital care areas within the hospital, and provide appropriate internal connections between the new building and the existing hospital. The proposed building is higher than the existing hospital buildings because the design is vertically stacked to achieve manageable travel distances and good clinical adjacencies. The vertical character also allows the opportunity to maximise residual space at ground level for future extensions.

The design takes into account the Crime Prevention Through Environmental Design (CPTED) principles, including an internal hospital street that connects the principal destinations in the hospital and public circulation limited to key routes that are overlooked by other activities to increase casual surveillance. The location of staff stations, reception points and visitor services also assists with providing security for the hospital and the surrounding area. Control measures such as video surveillance to main building entrances, and key pedestrian and vehicular pathways would also improve safety of the area.

The proposed new entry hub and pedestrian plaza represents a significant improvement in connectivity and legibility compared to the existing hospital entrance, which is obscured from the street and has poor pedestrian access. The combined vehicle drop-off and pick-up arrangement and car park entry provide a single, visible and identifiable entry to the hospital precinct. The car park will provide convenient, safe, secure parking on the site with good access and connection to the hospital. The plaza level also provides a covered accessible walkway to the main hospital entrance. The closure of Holden Street to public vehicles allows the existing hospital to be integrated with the HWP.

The Department is satisfied the planning and layout of the new buildings and associated pedestrian circulation areas would result in a significant improvement in connectivity and legibility for hospital staff, visitors and the general public.

4.2.3. Other Matters

Residential Amenity

Consideration has been given to the impacts of the proposal on the adjoining properties in terms of solar access, visual privacy and acoustic amenity, as detailed below.

Solar Access

To illustrate the potential overshadowing impact associated with the proposal, the applicant submitted shadow diagrams representing the worst case scenario at the winter solstice. The Department adopts Council's solar access controls as a guide to assess the overshadowing impacts on adjoining properties. Council's DCP requires a minimum of three hours of sunlight between 9 am and 3 pm at the winter solstice to the living spaces and outdoor recreation areas of adjoining residential properties. The overshadowing impacts to the adjoining properties are addressed as follows:

ASB (Gosford Hospital)

At 9 am during the winter solstice the proposal results in additional shadow cast over the properties to the south on Beane Street West. At 12 noon the additional shadow cast falls on Cape Street North and within the hospital campus. At 3 pm the additional shadow cast falls within the hospital campus.

The majority of the additional shadow falls within the hospital campus and therefore would not result in a reduction of solar access of less than three hours to the adjoining properties. The Department is satisfied there would be no adverse overshadowing impacts on neighbouring residential properties to the south of the site.

Health Wellbeing Precinct

At 9 am during the winter solstice the proposal would overshadow the existing hospital campus and the adjoining community mental health centre at No. 75 Holden Street (refer to **Figure 15**).

At 12 noon the shadow cast by the proposal affects the community health centre fronting Holden Street and the north-western corner of the adjoining residential property at No. 62-64 Showground Road (refer to **Figure 16**).

At 3 pm the majority of shadow cast by the proposal affects Showground Road and the railway corridor to the east (refer to **Figure 17**).

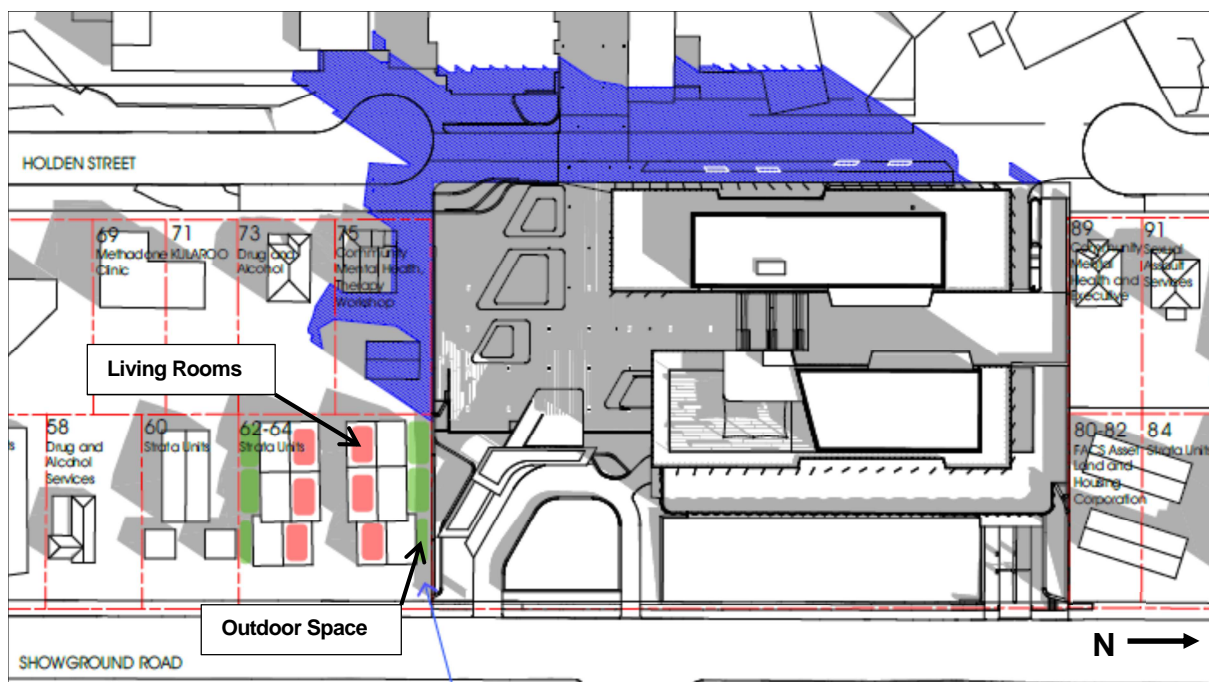


Figure 15 – Shadow impact of HWP at 9 am winter solstice (shown in blue)

(source: Applicant's EIS)

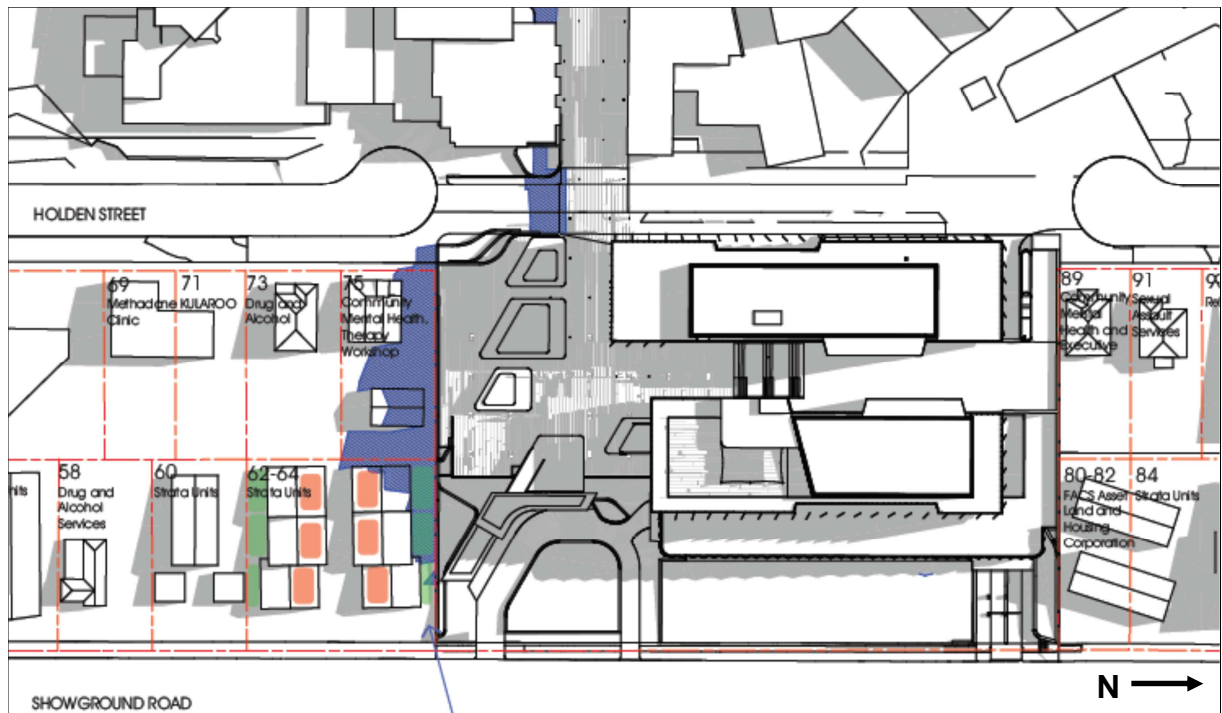


Figure 16 – Shadow impact of HWP at midday winter solstice (shown in blue) (source: Applicant's EIS)

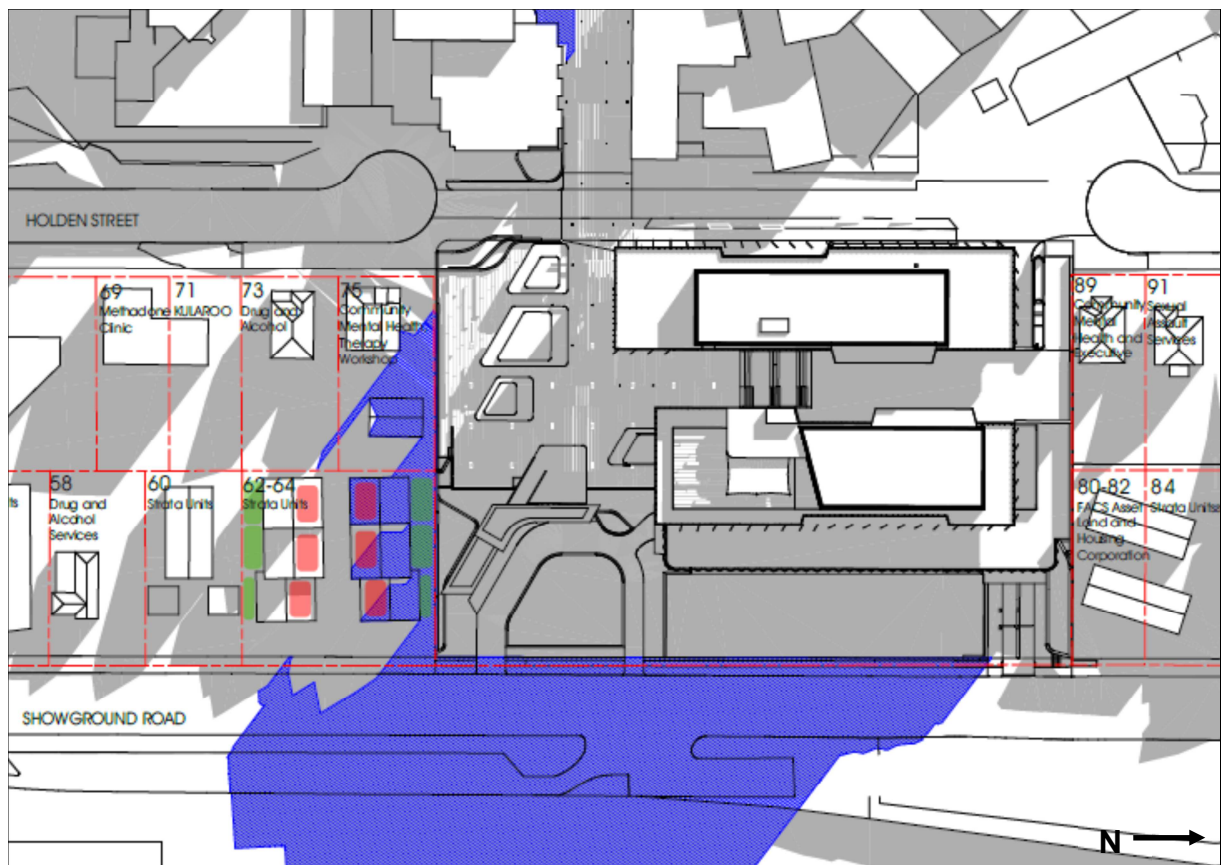


Figure 17 – Shadow impact of HWP at 3 pm winter solstice (shown in blue) (source: Applicant's EIS)

The shadow cast by the proposal on residential properties at No. 62-64 Showground Road is generated by the entry hub and surrounds and the southern end of the car park facility, which extends to the southern property boundary. The shadow impact is minimised in the morning period given the proposed development is massed towards Holden Street and the northern property boundary. At 12 noon the private open space of the two northern units in the westernmost block is affected by additional shadow. The Department notes that these areas

are already partly overshadowed by the existing boundary fence, and the proposed new fence along the common boundary would be of a similar height (refer to **Figure 18**).

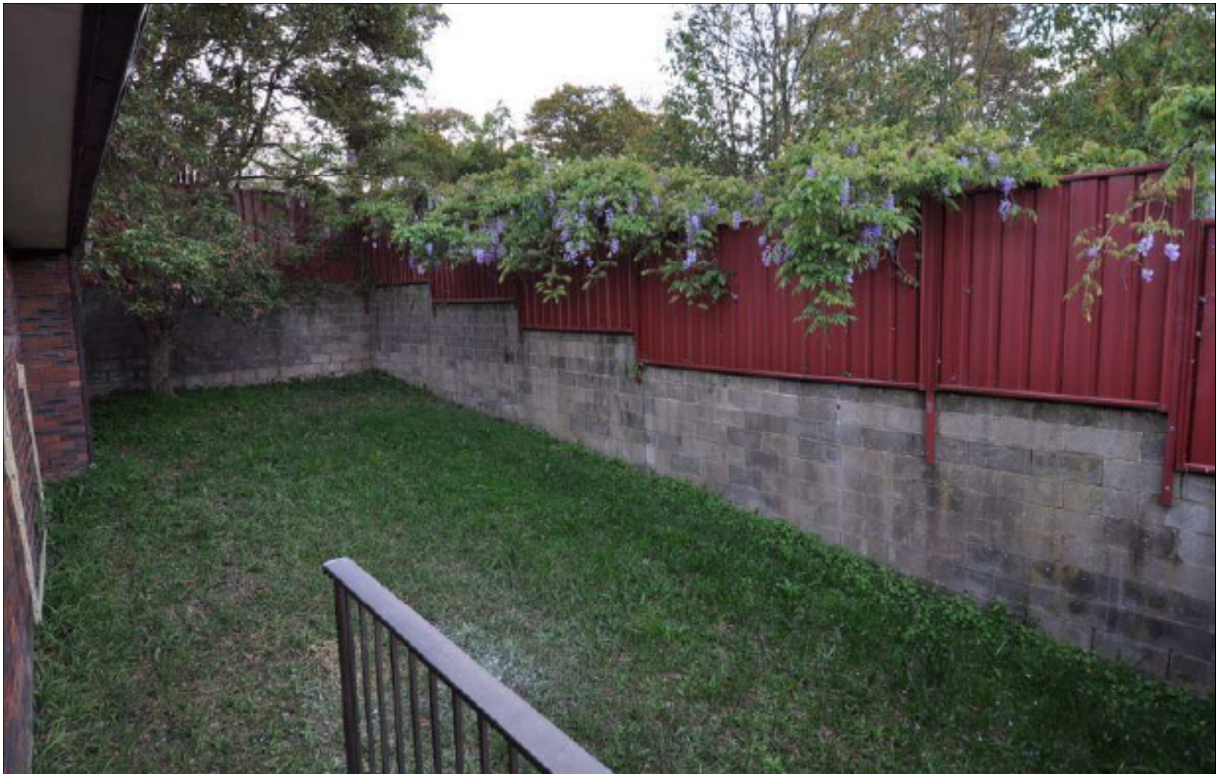


Figure 18 – 4/62 Showground Rd private open space and boundary fence

(source: Applicant's EIS)

The Department received an objection from an owner of one of the affected units at No. 62-64 Showground Road regarding overshadowing impacts. The applicant's shadow analysis shows the living areas on the southern side of the affected dwellings. However, the objection states that there are also living spaces such as dining and kitchen areas on the northern side of the dwelling, which form an extension to the rear (northern) private open space.

The Department notes that the HWP and surrounding properties are located in the B4 Mixed Use zone (refer to **Figure 8**) within the City Centre and the locality is characterised as high density and permits development up to a building height of 30 m. The additional overshadowing on the adjoining property is therefore not unexpected or unreasonable. Also, the design of the Stage 1 HWP locates the car park building on the western portion of the site, with the entry hub and landscape surrounds located adjacent to No 62-64 Showground Road, thereby retaining sunlight to the affected residential properties in the morning at the winter solstice. Furthermore, the HWP site is constrained due to its orientation and overshadowing to the south is inevitable.

The Department also notes the car park facility complies with the building height control under LEP 2014. The car park structure ranges in height between 7 m to 14 m, which is below the 16 m allowed to be built on the boundary under Council's DCP.

The Department has assessed the amenity impacts of the development and considers the public benefit of delivering support services for the hospital, and a parking facility to reduce parking congestion in the surrounding streets for the wider community, outweighs the overshadowing impacts during winter to No. 62-64 Showground Road. The overshadowing impact analysis provided with the EIS demonstrates that the most affected dwellings retain at least 2 to 2 1/2 hours of solar access in the morning to the majority of their private open space, which itself is already partially shadowed by boundary fencing. Given the locality, zoning and applicable planning controls, the Department's assessment concludes the overshadowing by the proposed Stage 1 HWP development to be acceptable.

Visual Privacy

The ASB is located on the northern side of the main hospital building. Part of the southern elevation has openings/terraces orientated towards the front yards of residential properties on the northern side of Beane Street West. The full view of the rear private open space of these properties would be obstructed by the dwelling house. The Department considers there would be no adverse overlooking impacts due to the distance separation of 22 m to Beane Street West.

The HWP adjoins a residential property at No. 62-64 Showground Road to the south. The car park is built on the boundary and located on Holden Street. However, there would be potential oblique views from the south-east corner of the plaza down into the rear of No. 62-64 Showground Road. The Department notes that there is a level difference of 15 m and the viewer's eye is carried to the east. Also, the proposed landscape measures including a planter box along the boundary would prevent persons from accessing the edge of the plaza on the southern side of the lift core. The Department is satisfied there would be no adverse privacy impacts to the adjoining residential property at No. 62-64 Showground Road.

Acoustic Amenity

The proposed ASB has the potential to affect the acoustic amenity of the surrounding area, in particular the nearby residential properties to the south-west. The EIS is accompanied by an Acoustic Assessment Report, which addresses potential noise and vibration impacts of the demolition and construction works and the operation of the proposed new hospital building and related facilities.

Construction Noise and Vibration

Noise will be generated during the demolition of existing buildings and construction of the extension to the main hospital. The nearest noise sensitive receivers to the hospital are residential land uses to the south-west and south along Cape Street North, Beane Street West, Sinclair Street and Ward Street. The Gosford Golf Club and Gosford High School are located to the north and north-east of the hospital. The nearest residential property to Stage 1 of the HWP is No. 62-64 Showground Road adjoining the southern boundary of the site. The acoustic assessment submitted with the EIS does not include a detailed assessment of the individual excavation and construction activities as the exact methods have not been confirmed. However, a preliminary assessment indicates there may be an exceedance of EPA noise targets at the boundary of existing residential properties along Beane Street West and Cape Street North during the construction of the proposed ASB and associated works.

The preliminary assessment also identifies the potential for noise impacts on No. 62-64 Showground Road from rock excavation within 20 m of the common boundary. The acoustic assessment concludes that noise impacts can be minimised by careful planning of noisy activities away from the residential boundaries and the considered location of plant and equipment and construction vehicle access points. A detailed construction noise and vibration management plan is recommended, including a detailed acoustic review of all external plant items following equipment selection to ensure all plant meets noise emission requirements and include screening and acoustic treatment. The EPA raised no objection to the findings or recommendations of the acoustic assessment.

To ensure the amenity of the surrounding residential receivers is protected throughout the excavation and construction phase, the Department has recommended a condition requiring the applicant to prepare a Construction Noise and Vibration Management Plan, which would need to address all relevant requirements contained in the EPA Interim Construction Noise Guideline, including noise sources, residential receivers, mitigation measures and monitoring and reporting procedures. The Department is satisfied that, subject to the recommended conditions, any noise impacts associated with the demolition and construction works can be adequately mitigated and managed.

Operational Noise

Operational noise would be generated by mechanical plant, loading dock/waste collection activities, vehicles (use of car parks, vehicular circulation), additional traffic on the surrounding roads and the helipad.

The primary plant items include cooling towers, air handling plant, chillers and an emergency diesel generator. The acoustic assessment identified that the specific design and selection of mechanical plant equipment has not been finalised, therefore a quantitative noise assessment of predicted operational noise emissions from mechanical plant against the operational noise goals has not been undertaken. However, a preliminary review of major plant indicates that noise levels would comply with established noise criteria with acoustic treatment.

The acoustic assessment identified that once the selection of plant equipment has been finalised, appropriate acoustic attenuation measures could be incorporated to ensure noise emissions comply with the established noise goals. Typical mechanical plant noise attenuation measures may include: construction of acoustic enclosures; acoustic louvers; locating plant away from noise sensitive receivers; and directing extraction systems away from noise sensitive receivers. The acoustic assessment recommends a cumulative assessment of both plant noise and other noise sources (e.g. car parks) when conducting the detailed design of plant items. The acoustic assessment concludes that the proposal can be made to comply with the EPA Industrial Noise Policy acoustic criteria provided that detailed acoustic review is undertaken once plant items have been selected and acoustic treatments are adopted.

There is no change proposed to the hospital loading docks (deliveries or waste removal) and no new parking areas are proposed within the existing hospital campus. The Department therefore considers that these elements would not result in any additional noise impacts to the surrounding area. The proposal would result in closures in Hospital Road and Holden Street resulting in changes to existing access conditions. The traffic on internal roadways (Hospital Road) and the adjoining roadways would reduce as a result of the partial road closures, reduction of at-grade parking spaces and the construction of a new multi-storey car park in the HWP. The traffic access to the existing multi-storey car park would now occur from the northern end of Hospital Road, arriving and departing via Racecourse Road, and removing the traffic on the residential area at Beane Street West and Cape Street North. The acoustic assessment notes the additional traffic during the morning and evening peak period would result in a 1 to 2 dB(A) increase to existing noise on the surrounding roadways, which is not perceivable to the human ear.

A new helipad is proposed on the roof of the hospital building to replace the existing at-grade helipad located on the southern side of the main hospital building, at the corner of Holden and Ward Streets. This allows for two flight paths to be used that avoid the hospital building lift shaft. The helipad is used primarily for emergency arrivals and evacuations to other health facilities. The proposed helipad would be a minimum 110 m from the nearest residential property in Beane Street West and further away from nearest affected residences compared to the existing helipad location (35 m to nearest residential property in Ward Street), and a lower level of noise impact can therefore be expected.

The major noise source associated with the HWP is generated within the car park building and at the pick-up and drop-off zone at the entry hub on Showground Road. The primary noise from the car park is by cars circulating. Noise egress will predominantly occur from the eastern façade (Showground Road), which is designed to be open to enable natural ventilation. The majority of the northern and southern facade (adjoining residential property) is solid concrete with only a few openings. The acoustic assessment recommends construction of a solid fence/retaining wall (500 mm above the openings along the northern elevation of the dwellings) on the common boundary of No. 62-64 Showground Road to control late night noise from the use of the pick-up and drop-off zone. It also recommends

acoustic treatment of the southern façade of the car park closest to the southern boundary of the site and an opening along the northern façade.

To ensure that the on-going amenity of the surrounding residential receivers is protected throughout the operation of the development, the Department has recommended a condition requiring compliance with the EPA noise emission guidelines and the recommendations in the acoustic assessment submitted with the application.

The Department is satisfied that, subject to the recommended conditions, any noise impacts associated with the operation of the proposed development can be adequately mitigated and managed.

Public Domain Works

The proposal includes the following landscape and public domain benefits:

- a streetscape upgrade in Showground Road including: street trees; footpath improvement works; landscaping at the new entry hub; and a new pedestrian crossing;
- an all-weather protection pedestrian link including ramps and wheelchair access to ensure an equitable access for all users between the HWP and the main hospital entrance;
- active retail pods in the entry node plaza above the car park;
- a new hospital forecourt and open space area suitable for passive recreation for patients, visitors and staff;
- pedestrianisation of Holden Street including seating, new street trees and permeable paving to enhance the amenity of the shared zone; and
- a footpath along the Racecourse Road frontage of the site.

The key public domain improvements are illustrated in **Figure 19**.

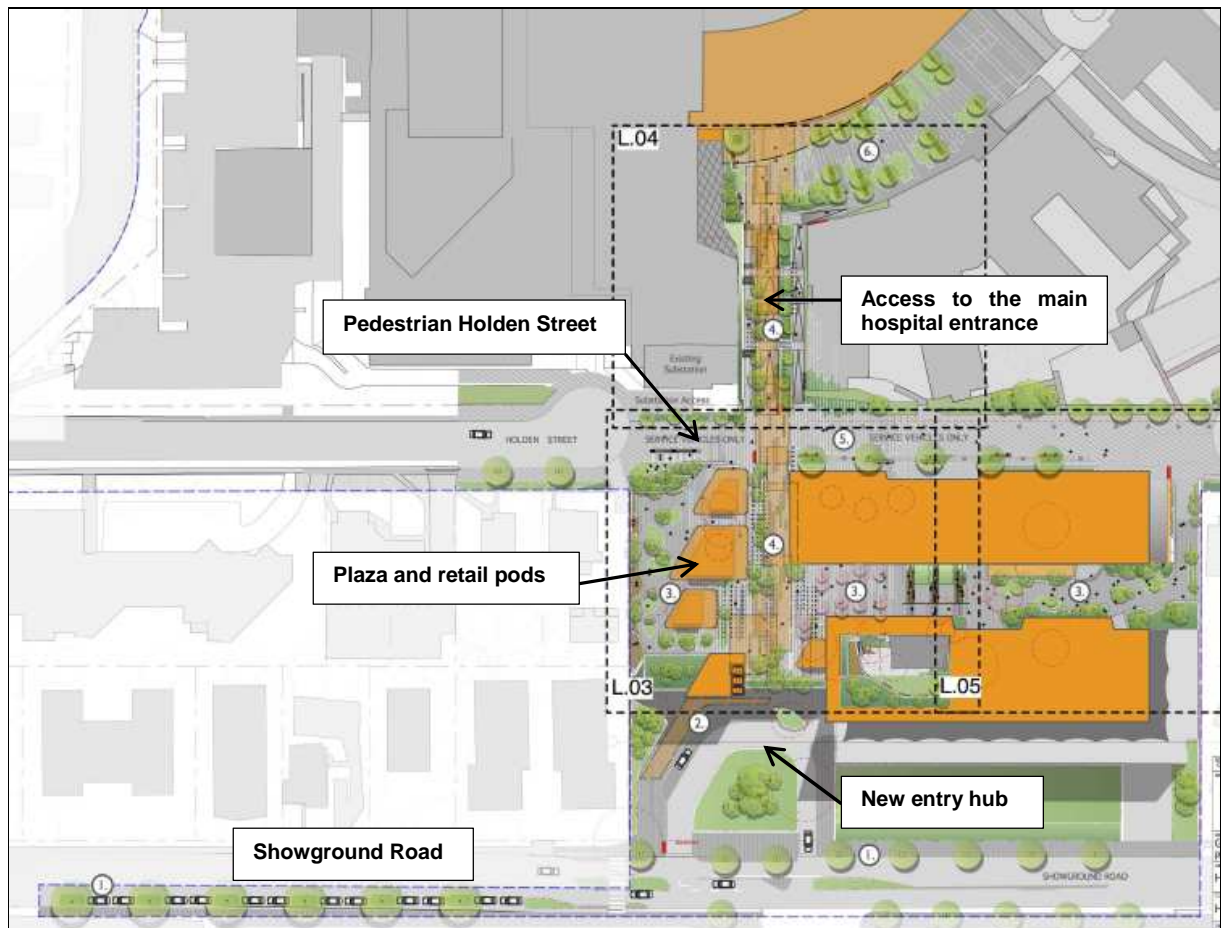


Figure 19 – Key Public Domain Improvements

(source: Applicant's EIS)

The public domain works enhance the pedestrian environment in Showground Road between Gosford Railway Station and the new entry hub to the hospital. The entry node plaza above the car park creates a legible and accessible connection to the main entrance of the hospital. The Department is satisfied the public domain works would have a significant benefit for the variety of hospital users and the local community.

Contamination

A Detailed Site Investigation (DSI) report was submitted with the EIS identified the potential for contamination on the existing hospital campus from imported fill material, leaks/spills of solvents/fuels and past agricultural use at the site or nearby areas. The DSI recommended further works in relation to the decommissioning of underground fuel and oil storage tanks and wastewater interceptor pits. It also recommended investigation and remediation in areas where existing buildings are to be demolished, and an 'unexpected find protocol' to manage asbestos fragments, or other unexpected contamination encountered during the redevelopment of the hospital.

A Preliminary Site Investigation (PSI) report was also submitted with the EIS for the HWP, which identified potential contamination from imported fill material. The investigation locations were limited due to the presence of existing buildings. The PSI indicated the site can be made compatible with the proposed uses, subject to further detailed testing being undertaken as part of a detailed site investigation, prior to or following demolition works.

The applicant subsequently submitted Remedial Action Plans (RAPs) with the RtS for both the existing hospital campus and the HWP identifying a range of remediation options, including treatment of contaminated soil, removal of contaminated material and containment. The RAPs also recommend a validation plan to demonstrate the remedial measures have been successfully implemented and the site is suitable for intended land use.

The Department is satisfied the applicant has adequately addressed the contamination requirements in *State Environmental Planning Policy No. 55 - Remediation of Land* and the site can be made suitable for its intended use.

Tree Removal and Biodiversity Impacts

A total of 99 trees of varying size and species are required to be removed within the existing hospital campus and the future Stage 1 HWP to accommodate the proposed development. Of these trees, only 10 are considered to have significant retention value. To offset the impact of the proposed tree removals, the proposed landscape design for the hospital and the HWP proposes the installation of extensive new tree plantings.

The applicant's RtS confirmed the existence of the threatened plant species Magenta Lilly Pilly on the hospital site. Some of these plant species would need to be removed to make way for the development.

Whilst OEH advises that the biodiversity values impacted by the proposal are unlikely to be significant, a Framework for Biodiversity Assessment (FBA) strictly applies in accordance with the recent NSW Biodiversity Offsets Policy for Major Projects. The RtS concludes there is unlikely to be any impact on the risk of extinction of this species. OEH have advised the Department that flexibility can be afforded to deal with the implementation of the policy during its transitional period, where it would result in an unreasonable outcome.

The Department accepts that the proposal would not place the local occurrence of the species on the site or in the wider locality at risk of extinction given the urban context of the hospital precinct, which no longer supports undisturbed remnant native vegetation. The Department is satisfied that the strict application of the FBA would result in an unreasonable outcome and therefore it is not warranted in this circumstance. The biodiversity impacts of the proposed development are therefore considered to be acceptable.

Public Interest

The proposed development would provide a significant benefit for the Central Coast region by delivering additional hospital facilities, including 153 additional hospital beds and a range of health and wellbeing support services. The proposal would support new operational and construction jobs and provide direct investment into the hospital precinct in Gosford City Centre.

The new facilities would address the State priorities by improving the quality of health care in the State, and strategic planning objectives by enhancing a key asset in the Gosford City Centre, and locating jobs in an area readily accessible by public transport.

The design and layout of the new building and the proposed entry hub and pedestrian plaza would also improve:

- pedestrian accessibility;
- safety and security;
- amenity and landscape character;
- site legibility and wayfinding; and
- parking and vehicular access.

The applicant is also committed to address the traffic issues and upgrades to the surrounding road network through the Regional Transport and Traffic Working Group convened by TfNSW.

The Department therefore concludes that the proposal is in the public interest.

5. CONCLUSION

The Department has reviewed the EIS and considered advice from the public authorities including Council. Issues raised in the submissions have been considered and all environmental issues associated with the proposal have been thoroughly addressed.

The increase in traffic activity generated by the proposal would not occur until 2027 when the project is fully operational. As a result there are parts of the road network in the vicinity of the site that would need to be upgraded to accommodate future background growth regardless of the proposal. In that regard the Department supports a multi-agency approach to address the traffic issues associated with the proposal through the Regional Transport and Traffic Working Group established by TfNSW.

The Department's assessment concludes that the built form is appropriate given the functional requirements of the ASB and the constraints of the site. The ASB would not result in any adverse visual impacts on the surrounding area, and is acceptable in the context of a regional City Centre and the public benefit of the facilities. The HWP is also consistent with the desired future character of the hospital precinct identified in the Gosford City Centre Masterplan.

The public domain works would improve the pedestrian environment in terms of amenity, safety and accessibility to the hospital, and promote public transport as a sustainable mode of travel. The provision of additional car parking on the site would also assist in reducing parking congestion in the surrounding streets.

The Department considers that the application is consistent with the objects of the EP&A Act (including ecologically sustainable development), State priorities and *A Plan for Growing Sydney*. The Department is also satisfied that the proposal would provide significant public benefits to the regional and rural communities on the Central Coast through the provision of increased and improved health services, including 153 additional beds and additional surgical facilities. The proposal would also provide 390 new operational jobs and 2,900 construction jobs.

The proposal is considered to be in the public interest as it would provide significant social, economic and environmental benefits to the Central Coast region of NSW by delivering critical hospital infrastructure and a range of health and wellbeing support services within an accessible major centre.


The Department is satisfied that the proposed development satisfactorily responds to the issues raised and recommends that the SSD application for the redevelopment of the existing hospital including Stage 1 of the HWP be approved, subject to conditions. The Department's recommended conditions of consent would ensure that the construction and future operation of the proposed facilities 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, Priority Projects Assessments, as delegate of the Minister for Planning, grants development consent for the construction and operation of a new building for acute services and Stage 1 of the HWP at Gosford Hospital (SSD 6913).

Prepared by: Thomas Mithen, Consultant Planner

Endorsed by:


Karen Jones 15.12.15
Director
Infrastructure Assessments

Approved by:


David Gainsford 15/12/15
Executive Director
Priority Projects Assessments

APPENDIX A RELEVANT SUPPORTING INFORMATION

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

1. Environmental Assessment
http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=6913
2. Submissions
http://majorprojects.planning.nsw.gov.au/index.pl?action=list_submissions&job_id=6913
3. Applicant's Response to Submissions
http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=6913

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

State Environmental Planning Policy (State and Regional Development) 2011 (SRD SEPP)

The aims of the SRD SEPP are to identify State significant development (SSD) and State significant infrastructure (SSI) and provide the necessary functions to joint regional planning panels to determine development applications.

The proposed development is 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 hospital with a capital investment value (CIV) in excess of \$30 million in accordance with Schedule 1 of State Environmental Planning Policy (State and Regional Development) 2011. Therefore the Minister for Planning is the consent authority.

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

SEPP 33 requires an assessment of hazardous materials, involving screening methods based on the quantities of dangerous goods on the site to assist if the development is likely to be a potentially hazardous industry. The development consists of the consolidation of existing services and no new hazardous activities on the site. Notwithstanding an assessment of the nature and quantity of dangerous goods that will be stored and used at GH and HWP has been undertaken in accordance with the requirements under SEPP 33. The applicant submitted a risk management assessment in accordance with SEPP 33, which given the existing levels of liquid oxygen stored on the site already have approval and there are no other dangerous goods that exceed the levels in SEPP 33. The Department is satisfied the requirements of SEPP have been adequately addressed.

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.

The HWP is prohibited on part of the land zoned B4 Mixed use under LEP 2014. However, the ISEPP prevails over the LEP 2014 and permits the car park, education, retail and health related administration uses in the HWP with consent.

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. 55 – Remediation of Land

State Environmental Planning Policy No. 55 – Remediation of Land (SEPP 55) is the primary environmental planning instrument guiding the remediation of contaminated land in NSW. SEPP 55 aims to:

- provide a state-wide planning approach to the remediation of contaminated land;
- identify when consent is required or not required for a remediation work;
- specify certain considerations that are relevant to applications for consent to carry out remediation work; and
- require that remediation work meet certain standards and notification requirements.

Clause 7 of SEPP 55 identifies that a consent authority must not consent to the carrying out of any development on land unless:

- it has considered whether the land is contaminated;
- if the land is contaminated, it is satisfied that the land is suitable in its contaminated state (or will be suitable, after remediation) for the purpose for which the development is proposed to be carried out; and
- if the land requires remediation to be made suitable for the purpose for which the development is proposed to be carried out, it is satisfied that the land will be remediated before the land is used for that purpose.

SEPP 55 requires a consent authority to consider whether the land is contaminated, and if so, whether the land will be remediated before the land is used for the intended purpose. The applicant submitted a Detailed Site Investigation and RAP with the application. The assessment concludes the site is suitable for the intended use. 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 continued use as an educational establishment.

Gosford Local Environmental Plan 2014

The proposal is consistent with the aims of the LEP 2014, in that it:

- provides improved hospital services to meet the needs of existing and future residents of Gosford, and strengthens the regional position of Gosford City Centre;
- encourages the use of public transport in an accessible location;
- promotes the equitable provision of public hospital services; and
- provides a design which improves safety and equitable access.

Consideration of the relevant clauses of the LEP is provided in **Table 3**.

Table 3: Consideration of WLEP 2012

Criteria	Complies	Department Comment / Assessment
Clause 4.3 Height of buildings	Not Applicable	The height development standard applicable to the site is shown in Table 4 and Figure 2 below. Clause 5.12 operates to preclude the height development standard from applying to the proposed development. Notwithstanding, a merit assessment undertaken by the Department concludes the proposed building height is acceptable and would not result in any adverse visual or amenity impacts on the surrounding area. See Section 4.2.2 of the report for further details.
Clause 4.4 Floor Space Ratio	Not Applicable	The height development standard applicable to the site is shown in Table 4 and Figure 1 below. Clause 5.12 operates to preclude the FSR development standard from applying to the proposed development. Notwithstanding, a merit assessment undertaken by the Department concludes the proposed bulk and scale is acceptable and would not result in any adverse traffic or amenity impacts on the surrounding area. See Section 4.2.2 of the report for further details.
Clause 5.9 Preservation of trees or vegetation	Complies	A total of 159 trees have been identified on the site. Development consent is sought to remove 99 trees. The remaining trees are to be retained on site and would be protected through appropriate tree protection zones and fencing, as recommended by the Arboricultural Impact Assessment submitted with the application. The Department considers the removal of the trees and additional tree planting, including replacement planting for the street trees, as part of the landscaping for the site is acceptable.
Clause 5.10 Heritage conservation	Complies	There are no heritage items located on the site and it is not located in a Heritage Conservation Area (HCA). The site is located in the vicinity of heritage items under LEP 2014 within the railway corridor to the east including a turntable, signal area, the clock at the Gosford Railway Station and railway bridge and viaduct.

		The new buildings in the HWP have been suitably setback and articulated so as not to adversely impact the streetscape. The Heritage Impact Statement submitted with the application concludes that the visual impact from the railway heritage items is mitigated by distance and topography. The Department is satisfied there will be no additional impact on the significant views and vistas of the nearby heritage items.
Clause 5.12 Infrastructure development and Use of existing buildings by the Crown	Complies	GH is a major public hospital administered by a Crown Authority.
Clause 6.10 Earthworks	Complies	Excavation for the redevelopment of the GH will be to a maximum of approximately 4.2 m and generally confined to the area between Hospital Road and the existing main hospital building. Bulk excavation of the HWP would be required to a depth of 12 m. The excavation will be undertaken in accordance with the Geo-technical Investigation prepared by Douglas Partners dated 30 April 2015. The Department has included the recommendations in the conditions of consent where relevant.
Clause 8.4 Minimum Building Street Frontage (applies to B4 Mixed Use Zone)	Complies	The proposal satisfies the objectives by consolidating a number of smaller lots to achieve an efficient development and appropriate building design for the HWP fronting Showground Road.
Clause 8.5 Design Excellence	Complies	The proposed development achieves design excellence by providing: <ul style="list-style-type: none"> • an articulated building design; • a variety of building materials and finishes; • improvements to the public domain (e.g. landscaping and pedestrian access); and • and appropriate bulk and scale, which is consistent with the desired future character of the hospital precinct within the City Centre.

Table 4: Development Standards under LEP 2014

Building Component	FSR (maximum)	Building Height (maximum)
ASB (Gosford Hospital)	3:1	18 m + 30% development incentive pursuant to cl. 8.9 = 23.4 m
Health Wellbeing Precinct	3:1, 2.75:1 and 2:1	<u>Fronting Holden St</u> - 24 m + 30% development incentive pursuant to cl. 8.9 = 31.2 m <u>Fronting Showground Rd</u> - 18 m + 30% development incentive pursuant to cl. 8.9 = 23.4 m

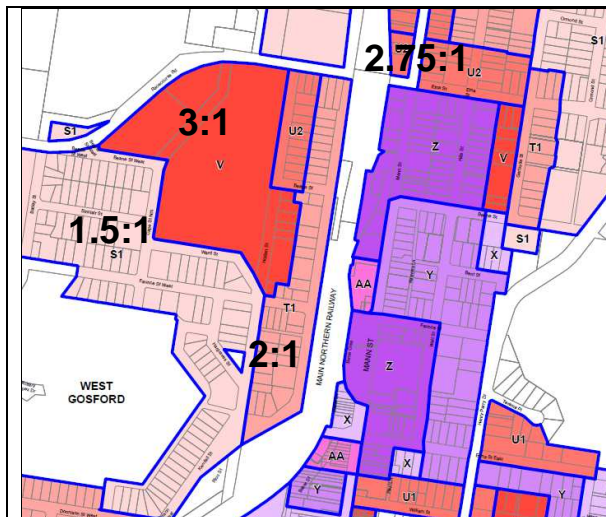


Figure 1 – FSR Control LEP 2014

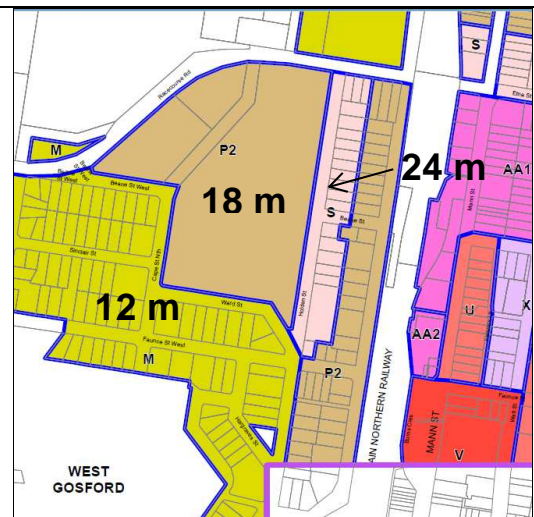


Figure 2 – Height Control LEP 2014 (+30% development incentive pursuant to cl. 8.9 of LEP 2014)

Gosford Development Control Plan 2013

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, the key relevant controls applying to the 'hospital precinct' in the City Centre are addressed in **Table 5**.

Table 5: Consideration of the relevant DCP 2013 controls in Part 4 Centres

Gosford DCP Part 4 Centres	Department's Assessment
Clause 4.1.2.2 Building to Street Alignment and Street Setbacks	A front building setback ranging between 2 to 2.5 m and 8 m above the street wall applies to Showground Road. The development in Stage 1 HWP would be setback between 18-30 m to accommodate a landscaped entry hub and future development site. The proposal enhances the setting and the address of the building on Showground Road and therefore satisfies the objective of the control.
Clause 4.1.2.3 Street Frontage Heights	A street wall frontage height of 10.5 m to 16m applies to Showground Road. The proposed car park facility is 15 m in height and therefore complies with this control.
Clause 4.1.2.5 Boundary Setbacks and Building Separation	Nil side setbacks up to 16 m and 4.5m above 16 m apply to properties in Showground Road. The proposed car park facility ranges in height between 7 m and 14 m on the side boundary.
Clause 4.1.2.8 Landscape Design	The proposal would provide significant landscape benefits for the hospital precinct including: street tree planting along Showground road; native planting structures at the entry hub on Showground Road; a new hospital forecourt and open space area suitable for passive recreation for patients, visitors and staff; equitable space for all uses; and seating, new street trees and paving in Holden Street.
Clause 4.1.2.10 Sun Access Planes and View Corridors	The new pedestrian plaza will achieve adequate solar access and amenity for future users of the hospital precinct.
Clause 4.1.3.1 Pedestrian Amenity	The entry hub at Showground Road and the pedestrian plaza connecting to the main Hospital will provide obvious, safe and equitable pedestrian access for future users.
Clause 4.1.3.5 Safety and Security	The design takes into account the CPTED design principles and provides a greater level of casual surveillance of safety throughout the hospital precinct.
Clause 4.1.3.6 Awnings	A continuous all-weather protection awning will be provided in the pedestrian plaza.

Clause 4.1.3.9 Building Exteriors	The new buildings provide articulated façades and add visual interest. The external walls include high quality and durable materials and finishes.
Clause 4.1.3.12 Advertising and Signage	New hospital signage will be provided to assist in wayfinding. The signage will generally consist of aluminium or composite panels fixed to a steel frame and backlit illuminated. New standing directory signage up to 3 m in height would be provided on Showground Road within the entry hub. The proposed signage is appropriate for the site and would improve safety and access for pedestrians.
Clause 4.1.4.2 Pedestrian Access and Mobility	The main entry points will be clearly visible from Showground Road and Holden Street. Equitable access will be provided throughout the hospital precinct.
Clause 4.1.4.3 Vehicular Driveways and Manoeuvring Areas	Vehicular access and manoeuvring on Holden street for emergency vehicles will be designed to minimise the impact on the streetscape and maximise pedestrian safety
Clause 4.1.5.2 Energy Efficiency and Conservation	The EIS sets out ESD principles incorporated into the design of the buildings.
Clause 4.1.4.4 On-Site Parking	A new parking facility will be provided in the HWP providing 803 car spaces on the site. The proposal is acceptable in terms of car parking
Clause 4.1.5.5 Wind Mitigation	The proposal is acceptable in terms public safety and comfort and would not result in any adverse wind impacts to pedestrians.
Clause 4.1.5.6 Waste and Recycling	A central waste storage area is currently provided on the hospital site.
Clause 4.1.5.7 Noise and Vibration	The Department is satisfied that, subject to the recommended conditions, any noise impacts associated with the operation of the proposed development can be adequately mitigated and managed.

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 Evaluation

(1) Matters for consideration—general

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

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

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

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

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