

ASSESSMENT REPORT

GOSFORD HOSPITAL SSD 6913 MOD 2

1. INTRODUCTION

This report provides an assessment of an application seeking approval to modify a State Significant Development approval (SSD 6913) for the redevelopment of the Gosford Hospital (GH) Campus and Stage 1 of a new Health and Wellbeing Precinct (HWP). The application has been lodged by Health Infrastructure NSW (the Applicant) pursuant to section 96(2) of the Environmental Planning and Assessment Act 1979 (EP&A Act).

The proposal seeks approval for amendments to the design and siting of the car park facility and administration buildings in the Stage 1 HWP. The modifications would result in an increase in gross floor area (GFA) and a minor reduction in building height. The proposal also includes amendments to the entry hub and public plaza, landscape design, subdivision layout, signage and utility and drainage infrastructure in the Stage 1 precinct. The proposed modification does not involve any changes to the existing hospital campus.

2. SUBJECT SITE

GH campus has an area of approximately 5.5 hectares and includes a range of hospital buildings, internal roads and car parks. The land immediately adjoining the eastern boundary of the existing hospital campus contains the HWP.

Stage 1 of the HWP 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 (refer to **Figure 1**).



Figure 1: Site Location

3. APPROVAL HISTORY

On 15 December 2015, the Executive Director, Priority Projects Assessments, granted State Significant Development Approval (SSD 6913) for the redevelopment of the GH campus, including the establishment of a new HWP.

The redevelopment consists of two components:

- construction of an 11 storey acute services building linked to the existing hospital within the GH campus; and
- construction of Stage 1 of the HWP, consisting of two administration buildings of five and six storeys above a multi-storey car park, new entry hub and public domain works.

The approved layout is shown in Figure 2.

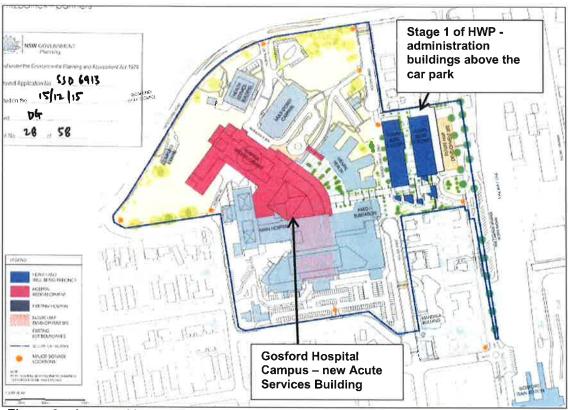


Figure 2: Approved layout

The approval has been modified on one occasion. On 11 August 2016, Modification 1 was approved under delegation to make minor internal and external changes to the new Acute Services Building.

4. PROPOSED MODIFICATION

On 18 August 2016, the Applicant lodged a section 96(2) modification application (SSD 6193 MOD 2) seeking approval for changes to the Stage 1 HWP following a detailed design review of the project. The Applicant advises the amendments to the built form represent cost efficiencies in excavation. It would also allow for the car park to be naturally ventilated.

The key design changes include:

- relocating the multi-storey car park facility to the Showground Road frontage of the site;
- introducing setbacks to the northern and southern side boundaries of the carpark;
- repositioning the administration buildings above the carpark;
- · revising the facade of the administration buildings; and
- revising the configuration and retail layout in the public plaza.

The proposal is summarised in Table 1 below:

Table 1: Summary of Proposed Modifications

Proposed Modifica	tions
Built form	 relocate the multi-storey car park facility 15 m to the east over the 'future development site' fronting Showground Road; introduce side boundary setbacks (north and south) between six to nine metres to allow for natural ventilation of the car park facility;
	 adjust the administration buildings above the carpark; relocate Building A (westernmost tower) three metres to the west; expand the footprint of Building B (easternmost tower) five metres to the east;
Administration building façade changes	 revise the façade details to include: framed projecting hood on the north and south elevations; and mix of glazing, solid panels and vertical sun shading on east and west elevations;
Internal Changes	 Carpark facility reduce floor to floor heights to 2.8 m (except for Level 6); revise layout to include a split level arrangement; Administration buildings revise the floor plate sizes, layout and core design; reduce the floor to floor ceiling heights to 3.8 m; Retail Plaza Level revise the: retail plaza layout and configuration; building lobby layouts; pedestrian walkway canopy; end of trip facilities and public toilet layout; provide new car park management areas including a security room, office and volunteer room;
Vehicular Access and Pedestrian Connections	 revise the drop-off and car park entry configuration on Showground Road; reduce the number of lifts to one at the entry hub;
Public Domain and Landscaping	revise the landscape design and layout
Signage	 include a new signage zone on the eastern facade of Building B; amend the main entry signage within the drop-off area fronting Showground Road;
Subdivision	 consolidate the future development lot on Showground Road into the HWP; move the the western boundary fronting Holden Street 2.2 m west;
Plant/Rooftop	 delete the rooftop garden above Building B; revise the roof plant enclosure size and layout; relocate the fire hydrant booster assembly to north-west corner at Leve 7; delete the chamber substation and replace with three kiosk substation on Levels 6 and 7; delete the ground level plant rooms and relocate to Level 6;
Utility Infrastructure and stormwater drainage	 divert electrical services to occur within the development lot and not the road network; realign the sewer northwards within 89-99 Holden Street; link the water main to a new 150mm water main on western side of Holden Street; remove the gas services link from Holden Street to Showground Road; and divert stormwater diversion from Beane Street West to the southern boundary.

The proposed modifications would result in changes to the following design parameters:

	Approved	Proposed	Change +/-
Site Area	11,526 sqm	11,808 sqm	+282 sqm
Gross Floor Area	14,574 sqm	18,509 sqm	+3,935 sqm
Building Height (Administration	Building A – 23 m (Holden Street)	Building A – 21.75 m	-1.25 m (approx.)
Buildings)	Building B – 30 m (Showground Road)	Building B – 28.75 m	
Car Parks	803	811	+7

A comparison of the approved and proposed external changes to the building design; the layout of the entry hub and public plaza; and the subdivision layout are illustrated in **Figures 3 to 7**.

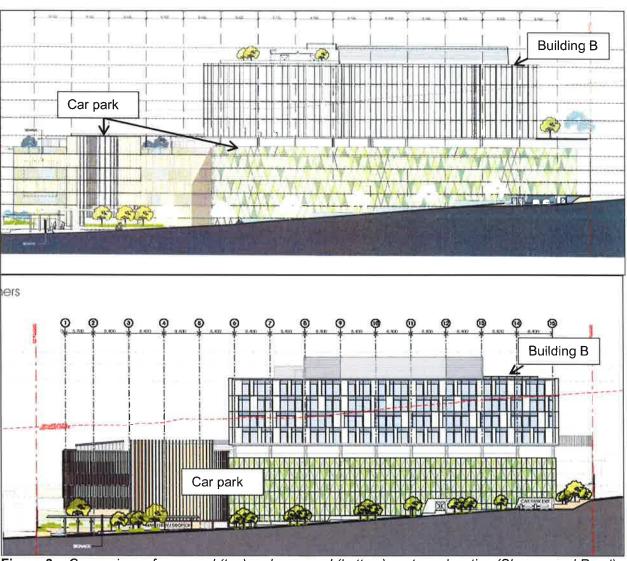
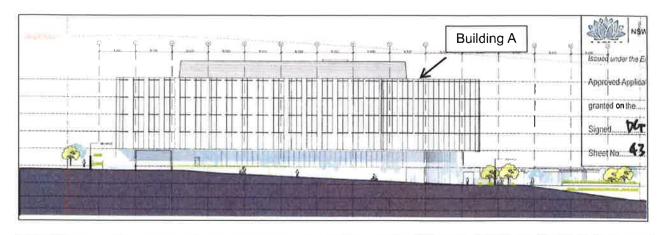


Figure 3 – Comparison of approved (top) and proposed (bottom) eastern elevation (Showground Road)



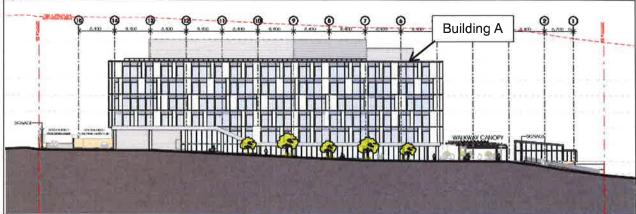
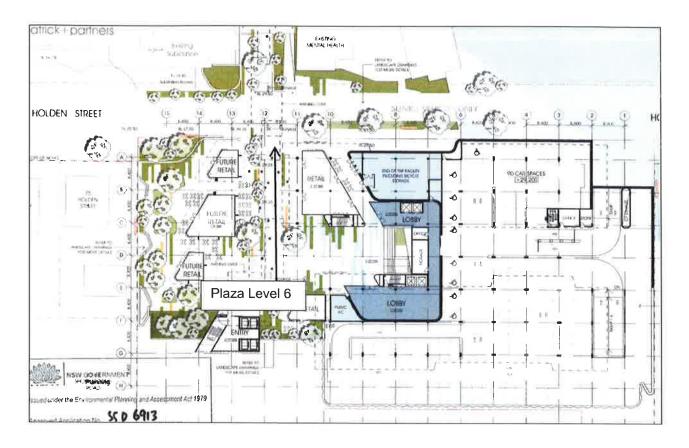


Figure 4 – Comparison of approved (top) and proposed (bottom) western elevation (Holden Street)



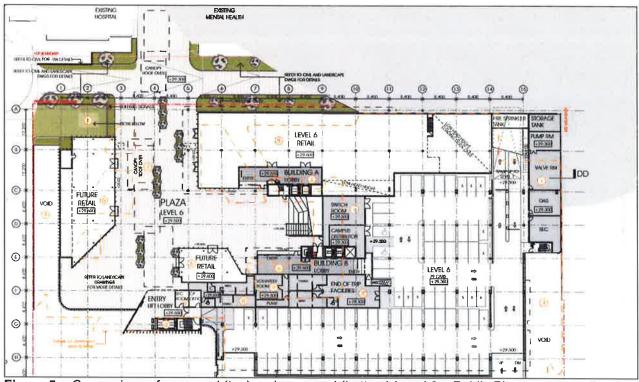


Figure 5 - Comparison of approved (top) and proposed (bottom) Level 6 - Public Plaza

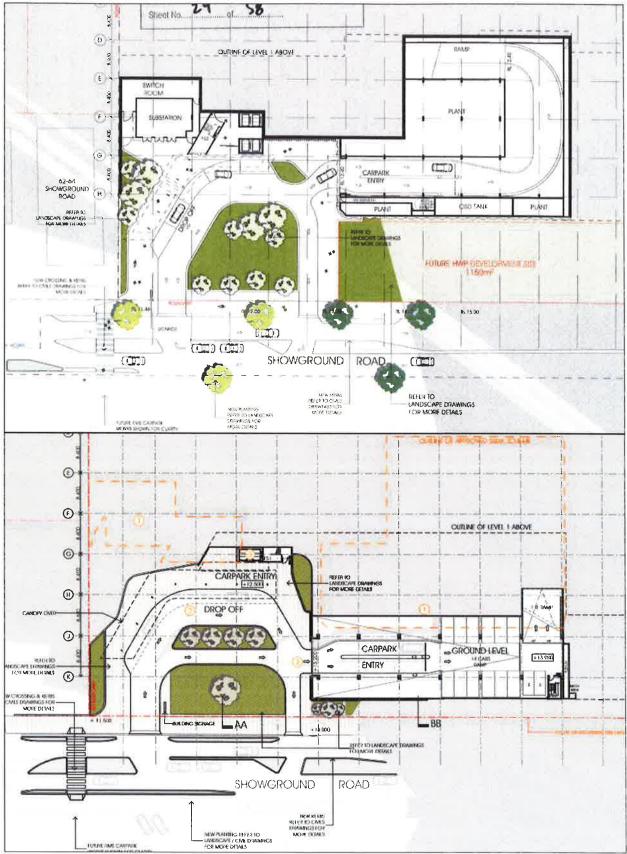


Figure 6 – Comparison of approved (top) and proposed (bottom) entry hub at ground level

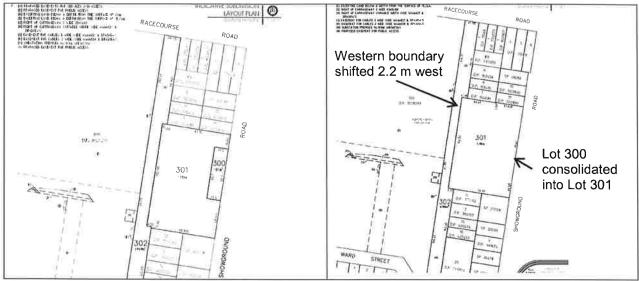


Figure 7: Comparison of approved (left) and proposed (right) subdivision layout

5. STATUTORY CONSIDERATION

5.1 Modification of approval

Section 96(2) of the EP&A Act requires the consent authority to be satisfied the following matters are addressed in respect of all applications that seek modification approval:

Table 1: Section 96(2) matters for consideration

Section 96(2) matters for consideration	Comment
(a) that the development to which the consent as modified relates is substantially the same development as the development for which consent was originally granted and before that consent as originally granted was modified (if at all).	The Department is satisfied the proposal is substantially the same development for which consent was originally granted as; in the context of the overall hospital development, the changes are not significant; the proposed modifications are largely aesthetic, and the overall use of the buildings and functioning of the site as a hospital would remain the same; the key change is an increase in building bulk in one part of the site, however it would be partially offset by a reduction in the footprint of the building at the side setbacks, and a minor reduction in the height of the administration buildings, so there will be no significant change to the overall height and scale of the approved development; other design changes (materials, signage, and landscaping) are all minor and do not substantively alter the approved development; and the proposed modifications would not result in any significant adverse amenity impacts on surrounding properties or the locality.
(b) it has consulted with the relevant Minister, public authority or approval body (within the meaning of Division 5) in respect of a condition imposed as a requirement of a concurrence to the consent or in accordance with the general terms of an approval proposed to be granted by the approval body and that Minister, authority or body has not, within 21 days after being consulted, objected to the modification of that consent.	The modification application does not require concurrence of any Minister, public authority or approval body.

(c) it has notified the application in
accordance with the regulations, if the
regulations so require.
(d) it has considered any submissions

(d) it has considered any submissions made concerning the proposed modification within the period prescribed by the regulations or provided by the development control plan, as the case may be.

The modification application has been notified in accordance with the regulations. Details of the notification are provided in **Section 6** of this report.

The Department received four submissions from public authorities. Three public submissions were also received. Details of the notification are provided in **Section 6** of this report. The Department has considered the issues raseid in the submissions in **Section 7** of this report

5.2 Environmental Planning Instruments

The following environmental planning instruments (EPIs) apply to the site:

- State Environmental Planning Policy (State and Regional Development) 2011;
- State Environmental Planning Policy No. 33 Hazardous and Offensive Development
- State Environmental Planning Policy (Infrastructure);
- State Environmental Planning Policy No 55 Remediation of Land; and
- Gosford Local Environmental Plan 2014.

The Department undertook a comprehensive assessment of the redevelopment against the above EPIs in its original assessment. The Department has considered the above EPIs and is satisfied the modification does not change the development's consistency with the EPIs.

5.3 Approval Authority

The Minister for Planning is the approval authority for the application. However, the Director, Modification Assessments may determine the application under delegation as:

- Council has not objected to the application;
- a political disclosure statement has not been made; and
- no public submissions were received in the nature of objections.

6. CONSULTATION

The Department made the modification request publicly available on its website and consulted with the Central Coast Council (Council) and relevant government agencies about the proposed modification. The adjoining landholders were also notified in writing.

Council raised no objection to the proposed modification. However, it recommended consideration of design measures to reduce the visual impact of the car park and improve pedestrian amenity on Showground Road. Council also provided comments in relation to subdivision, stormwater management and the provision of water and sewer infrastructure.

TfNSW raised no objection to the proposed modification. However, it recommended further consultation regarding the proposed changes along Showground Road and consideration of the impact on public bus services and pedestrians.

Ausgrid raised no objection to the proposed modification, noting that any requirement for upgrade or augmentation of the electricity network would require consultation with Ausgrid.

OEH and **EPA** raised no objection to the proposed modifications.

Three **public** submissions were received on the proposal. The submissions did not object to the proposal but made comments in relation to the design and operation of the existing hospital. Concerns were also raised in relation to parking around the hospital, particularly in regard to:

- congestion in the surrounding streets;
- lack of parking for staff and visitors on the site;
- the need to provide additional parking on the site at no cost to staff; and

 consideration of alternative parking options such as the nearby greyhound racing facility to alleviate parking congestion.

On 4 November 2016, the Applicant submitted a Response to Submissions (RtS) to address the matters raised by Council and in the public submissions.

7. ASSESSMENT

The Department considers the key assessment issue relates to the built form and visual impact of the proposed design changes. All other assessment issues are considered in **Table 2** below.

7.1 Built Form and Visual Impacts

The proposal seeks to modify the built form of the approved carpark facility and modify the two administrative buildings (Building A and B). The Department has assessed the potential built form and visual impacts associated with each component below.

Carpark Facility

The proposal seeks approval to shift the development footprint of the carpark facility forward towards Showground Road as the future development lot currently occupying this space is no longer required. The proposal would also minimise the extent of excavation required for the development. The modified carpark facility would have a three metre setback from Showground Road with a street frontage height of 15 m. The proposal also seeks to increase the side setbacks (currently approved on the common boundary) to between six metres and nine metres. These changes are illustrated in **Figures 8** and **9**.

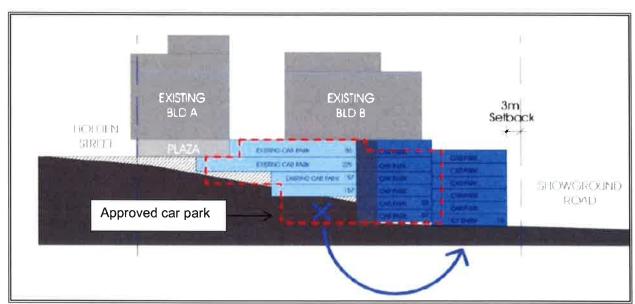


Figure 8: East-west section through the carpark

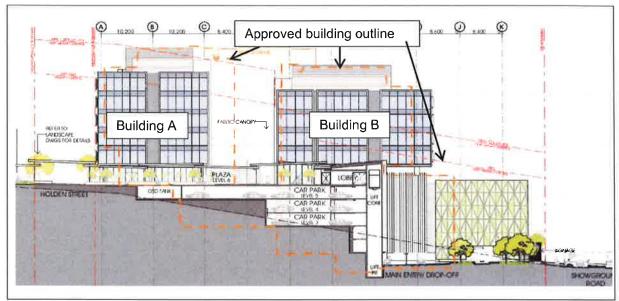


Figure 9: Southern elevation administration buildings

A comparison of the Showground Road frontage between the approved and modified development is illustrated in **Figure 10**.



Figure 10: Perspective View from Showground Road (approved on left and as modified on right)

Council do not object to the proposed changes but recommended the inclusion of design measures such as vertical gardens to assist in reducing the visual impact of the amended carpark facility facing Showground Road.

The Department has carefully considered the potential built form and visual impacts associated with the proposed changes. Despite the increased bulk and scale of the car park facility, the Department is satisfied the proposal does not require the incorporation of vertical gardens, and is acceptable for the following reasons:

- this part of the site was identified as a future development site, and it was always expected that a building would occupy this location in the future;
- the modified building complies with the planning controls which apply to the site. The
 proposed 15 m high building would sit well below the 18 m maximum height control under
 Gosford Local Environmental Plan 2014 (GLEP 2014) and the proposed 3 m setback to
 Showground Road exceeds the minimum setback control of 2 metres under the Gosford
 Development Control Plan 2013 (GDCP 2013);
- the building incorporates perforated and folded metal cladding which provides a high quality architectural design treatment to the façade, providing visual interest and appropriate screening of the car park structure;
- the proposed three metre front setback includes landscaping (tiered planter beds incorporating trees) which would appropriately soften the appearance of the carpark facility and improve the pedestrian amenity at street level;

- street tree planting in the footpath is also proposed which would further soften the appearance of the structure, add to the landscaped appearance of the area and improve pedestrian amenity;
- as viewed from the adjoining premises to the north, the modified car park results in an improved visual outcome, incorporating a nine metre wide landscaped setback, in place of the previously approved nil setback to the boundary; and
- the modified proposal would not lead to any significant amenity impacts on surrounding properties, in terms of overshadowing, privacy or view loss impacts (refer to detailed assessment of shadowing impacts in **Section 7.2**).

Overall, the Department is satisfied the proposed changes to the carpark facility are acceptable and sufficient measures have been incorporated into the modified design to appropriately manage and mitigate the potential built form and visual impacts of the proposal.

Administration Buildings

The key changes to the built form of the administrative buildings include:

- repositioning of the westernmost tower (Building A) three metres to the west;
- expanding the footprint of the easternmost tower (Building B) five metres to the east;
- minor reduction in height of building A of Building A (-900mm) and Building B (-500mm); and
- changes to the materials, colours and finishes of the building facades.

The proposed changes would increase the floor space of the HWP from 14,574sq.m to 18,509sq.m. In considering the increase in floor space, the Department notes Clause 5.12 of GLEP 2014 operates to preclude the consideration of development standards, such as floor space ratio (FSR), where it would 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 Department accepts the development standards (including FSR) do not apply in this circumstance and the merits of the proposal should be taken into account in assessing whether the built form is appropriate for the site.

The Department has undertaken a merit assessment of the proposed changes against the original approval and considers the proposal is acceptable as:

- the majority of the additional building bulk arises from expanding the footprint of Building B towards Showground Road. The change to this part of the building would not be readily perceptible from the surrounding public domain as it will be set back 18 metres behind the building line of the proposed carpark and therefore the dominance of the building when viewed from the street is reduced by the carpark structure;
- the visual impacts of extending the building towards the street would be partially offset by the reduced height of the building, noting the wall height of the building as it presents to Showground Road would reduce by 0.8 metres;
- as viewed from a distance, the additional bulk of the administration buildings would barely be discernible when compared against the original approval as demonstrated in the perspective comparisons at **Figures 10** and **11**;
- part of the additional floor space arises from converting the upper level of the approved car park (which is not calculated as gross floor area(GFA)), to commercial and retail floor space. No material change to the overall built form results from this change;
- the proposed materials, colours and finishes are considered to provide greater visual interest to the buildings and would improve their overall visual appearance;
- the proposal would not result in any significant additional overshadowing, privacy or view loss impacts beyond those already assessed and approved (refer to detailed assessment of shadowing impacts in **Section 7.2**); and
- the additional floor space would not result in any adverse parking or traffic impacts (refer to discussion in Section 7.2).



View North from Gosford Railway Station - (approved on left and as modified on



Figure 11: View North from Faunce Street - (approved on left and as modified on right)

Overall, the Department is satisfied the proposed changes to the built form of the HWP would not result in any significant change to the overall height, bulk and scale of the proposal. Further the Department is satisfied the proposed changes would not result in any significant amenity or visual impacts compared to the original approval. On this basis, the Department's assessment concludes the proposal is acceptable.

7.2 **Assessment of Other Issues**

Issue	Consideration	Recommendation
Overshadowing	 The Applicant submitted shadow diagrams to illustrate the overshadowing impacts associated with the modified proposal. The only residential premises affected by shadowing from the development is a group of six townhouses at 62 – 64 Showground Road, immediately to the south of the site. The shadow diagrams indicate that although some parts of the dwellings and gardens on the site would experience some additional overshadowing at the winter solstice, this would be offset by reduced shadowing to other parts of the dwellings / gardens. Overall, the net amount of solar access to these properties would be slightly improved as a result of the proposed changes. As the modified proposal would not result in any adverse shadowing impacts beyond those already assessed and approved, the Department considers the proposal to be acceptable. 	No additional conditions or amendments necessary.

Issue	Consideration	Recommendation
Acoustic Impacts	 The Applicant submitted an Acoustic Report to assess the potential noise impacts on nearby sensitive receivers as a result of the proposed changes to the car park, including the introduction of natural ventilation. The Applicant's Acoustic Report concludes noise impacts from the operation and use of the proposed carpark would comply with the EPA's relevant noise criteria, subject to incorporating the following mitigation measures including; 	Condition B1 is amended to ensure the recommendations in the Acoustic Report form part of the noise attenuation
9	 acoustic treatment along the common boundary with 62-64 Showground road; acoustic treatment to the open parts of the carpark façades; coatings on floors to minimise tyre squeal; installation of speed humps; and sealing any grated drains. 	measures.
	 The Acoustic Report also concludes the proposal would comply with the EPA's Road Traffic Noise Sleep Disturbance noise criteria. 	
	Based on the findings and recommendations of the Applicant's Acoustic Report, the Department is satisfied the proposal would not result in any significant additional acoustic impacts on surrounding sensitive receivers, subject to conditions.	
	 Concern was raised in public submissions about a lack of car parking for staff and visitors, the need for alternative car parking sites and safety issues for staff using the car park at night time. Based on Council's DCP parking rates, the proposed additional floor space generates the need for 13 additional car parking 	Condition D2 has been modified to include consideration of staff and visitor
	spaces. This would increase the overall parking requirement for the HWP to 783 car spaces.The proposed modification seeks approval to increase the total	safety in the Car park Operational Plan.
	number of car parking spaces from 803 to 811 spaces. The proposal therefore complies with Council's minimum car parking requirement and as such consideration of alternative car parking sites is not required.	
	 Public submissions also raised concern about safety of staff/visitors using the car park at night time. To address this issue the Department has recommended a modified condition requiring safety to be considered as part of the preparation of an Operational Plan required for the car park. 	
	 The Department notes Council and RMS raised no concerns regarding car parking provision. The Department is satisfied the proposal would provide sufficient car parking for the proposal in accordance with Council's car parking requirements. 	
•	 The additional commercial floor space would generate 18 additional vehicle trips during the morning peak and 14 additional trips in the evening peak based on RMS trip generation rates. 	No additional conditions or amendments
	 The Applicant submitted a Traffic Assessment for the proposal which concludes the proposal would not result in any adverse impact on the surrounding road network given the planned road upgrade works and the minor increase in traffic. 	necessary.
	 The Department notes Council considers the proposal would result in minimal impact on the surrounding road network and RMS did not raise any concerns with the proposal. The Department considers the additional traffic generated by the 	
Heritage	 proposed modification is therefore minor and acceptable. The site sits within the vicinity of a number of locally listed heritage items located within the railway corridor opposite the site including: 	No additional conditions or amendments
	 a railway turntable, signal box, water column and tank, and large-faced clock at the Gosford Railway Station, located approximately 200 m south of the site; and 	necessary.

Issue	Consideration	Recommendation
	 the Railway Bridge and viaduct located approximately 130 	
	m to the north of the site. The Applicant submitted a Heritage Impact Statement (HIS) to assess the heritage impacts of the proposed modifications. The HIS concludes the impact to the surrounding area would be essentially the same, and as such the changes are acceptable	
	from a heritage perspective. The Department considers the proposal would not result in any additional heritage impacts given the proposed changes are minor and the site is sufficiently separated from the railway heritage items.	
Signage	 The proposal incorporates some minor changes to the identification signage on the site, including: a new signage zone on the eastern facade of Building B facing Showground Road, and an increase in the size of the main entry signage and slight re-location within the drop-off area fronting Showground Road. 	No additional conditions or amendments necessary.
	 The applicant submitted an assessment of the signage against the relevant provisions of State Environmental Planning Policy No. 64 - Advertising and Signage (SEPP 64) (Appendix B). 	
	 The Department considers the proposed signs would provide appropriate building identification and way finding for the hospital and carpark. 	
	 The Department is also satisfied the proposed changes are minor and would not result in any adverse visual or amenity impacts. 	
Council Infrastructure	 Council advise: a Section 307 Certificate (under the Water Management Act 2000) is required for water and sewer infrastructure; its building over sewer condition should be included on the approval; and the developer may be responsible for the full cost of any relocation of sewer and water mains. 	An additional condition requiring the proponent be responsible for the full cost of relocating Council sewer and water
	 The Department notes there are existing conditions on the approval relating to building over a sewer and requiring a Section 307 Certificate. 	mains is recommended.
	 The Department has recommended the inclusion of an additional condition advising the proponent will be responsible for the full cost of relocating Council's sewer and water mains. Subject to the imposition of this condition, the Department is satisfied there would be no unacceptable impacts to Council infrastructure. 	
Buses	 TfNSW recommended consultation regarding the proposed changes along Showground Road and consideration of the impact on public bus services, bus stops and pedestrian access to bus stops on Showground Road. 	No additional conditions or amendments necessary.
	The Department notes the provision of bus services and bus stops was considered in detail in the assessment of the original application and existing Condition B20 requires the provision of bus stops in Showground Road, designed in consultation with TfNSW.	,.
	 The Department considers the proposed modifications do not affect the future provision of bus stops and existing Condition B20 satisfies the recommendations of TfNSW. 	
Subdivision	 The western boundary fronting Holden Street will be moved 2.2 m west and the 'future development lot' will be removed and incorporated into the HWP development. This would result in an increase in site area from 11,502 sqm to 11,808 sqm. The Department is satisfied the changes to the subdivision layout are minor and acceptable. 	The subdivision Conditions D7 to D9 are modified accordingly.

8. CONCLUSION

The Department has assessed the modification application and supporting information in accordance with the relevant requirements of the EP&A Act. The Department's assessment concludes the proposed modification is appropriate on the basis that:

- the overall use and function of the development remains unchanged;
- in the context of the wider site, there would be no significant change to the overall height, bulk and scale of the development;
- the modifications would not result in any adverse visual impacts from Showground Road; the public domain, or the wider area;
- the additional building bulk on the Showground Road frontage of the site is consistent with Council's planning controls in terms of building height and setbacks;
- the architectural treatment of the building façades would have a positive impact on the design and appearance of the development;
- the additional traffic generated by the proposal is minor and it would have minimal impact on the surrounding road network;
- the additional parking demand generated by the proposal can be accommodated on the site: and
- the internal changes would improve the amenity for future users.

Consequently, it is recommended the modification be approved subject to the recommended conditions.

9. RECOMMENDATION

It is RECOMMENDED the Director, Modification Assessments, as delegate of the Minister for Planning:

- considers the findings and recommendations of this report;
- approves the application under section 96(2), subject to conditions; and
- signs the notice of modification (Appendix A).

Prepared by: Thomas Mithen Consultant Planner

Natasha Harras Team Leader

Modification Assessments

Tatoh A

Anthony Witherdin

Director

Modification Assessments

Suluka: 12/12/16

APPENDIX A: INSTRUMENT OF MODIFICATION

The Instrument of Modification can be found on the Department's website at the following address:

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=6913

APPENDIX B: 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. Modification request

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=view_job&job_id=6913

3. Response to Submissions

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=6913

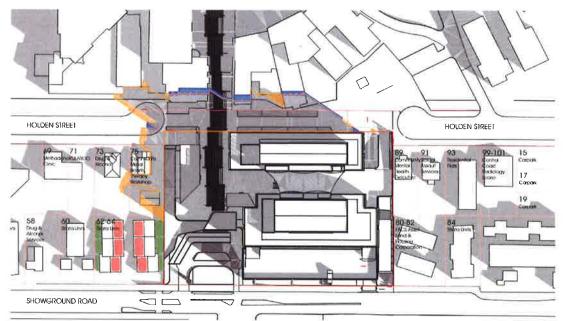


Figure 12: 9:00am

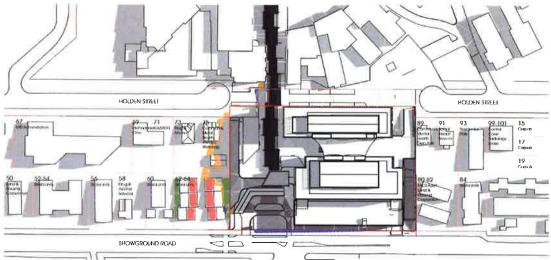


Figure 13: 12 noon

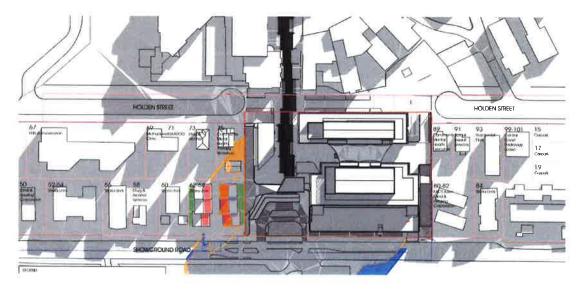


Figure 14: 3:00 pm