



Westmead Hospital Central Acute Services Building

*State Significant
Development
Modification Assessment
(SSD 7642 MOD 3)*

August 2019

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Glossary

Provide a clear and succinct list of the terms not commonly used in everyday language (below is a guide only and needs to be customised for the report).

Abbreviation	Definition
AHD	Australian Height Datum
BCA	Building Code of Australia
CIV	Capital Investment Value
Consent	Development Consent
Council	Parramatta City Council
Department	Department of Planning, Industry and Environment
EIS	Environmental Impact Statement
EPA	Environment Protection Authority
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	<i>Environmental Planning and Assessment Regulation 2000</i>
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999</i>
EPI	Environmental Planning Instrument
ESD	Ecologically Sustainable Development
LEP	Local Environmental Plan
Minister	Minister for Planning and Public Spaces
RtS	Response to Submissions
SEARs	Secretary's Environmental Assessment Requirements
Planning Secretary	Secretary of the Department of Planning, Industry and Environment
SEPP	State Environmental Planning Policy
SEPP 64	State Environmental Planning Policy 64 – Advertising and Signage
SRD SEPP	<i>State Environmental Planning Policy (State and Regional Development) 2011</i>
SSD	State Significant Development



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1. Introduction

This report provides an assessment of an application to modify the State significant development consent (SSD) for the Central Acute Services Building (CASB) at Westmead Hospital, Hawkesbury Road, Westmead (SSD 7642 MOD 3).

The modification application seeks approval for include four (4) façade mounted illuminated signs on the approved CASB building.

The application has been lodged by Health Infrastructure on behalf of Health Administration NSW (the Applicant) pursuant to section 4.55(1A) of the *Environmental Planning and Assessment Act 1979 (EP&A Act)*.

1.1 Background

Westmead Hospital is one of Sydney's major hospitals. It is part of the Westmead Health Precinct and is located within the Parramatta local government area.

The proposal is located within the southern portion of the Westmead Health Precinct on Lot 1 DP1194390, Lot 2 DP 1194390 and Lot 101 DP1119583 (



Figure 1). The Westmead Health Precinct comprises Westmead Hospital, The Children's Hospital Westmead, Cumberland Hospital and the Ageing, Disability and Home Care Centre (ADHC). The precinct includes a range of hospital and hospital related buildings varying in height from single storey up to eight storey buildings. The proposal would form part of the facilities of Westmead Hospital.

The proposal is surrounded by hospital buildings of varying heights to the north, east and south. The main Westmead Hospital buildings are immediately to the west and the Children's Hospital is located to the north-east. Three to four storey residential flat buildings are located to the south-east of the site on the southern side of Hawkesbury Road.



Figure 1 | Site Location

The Applicant is seeking to modify the consent to incorporate business identification signage.

1.2 Approval History

On 21 December 2016, development consent was granted by the Executive Director Priority Projects Assessment for the development of the Westmead Hospital CASB (SSD 7642). The development consent permits the construction and use of the following works:

- a part six and part 13 storey building.
- a helipad on the uppermost roof of the building.
- a forecourt area with two levels of underground car parking, drop-off and pick-up areas and landscaping.
- overhead pedestrian links to other hospital buildings.
- a loading dock accessible from Redback Road.

The development consent has been modified on two previous occasions (see **Table 1**).

Table 1 | Summary of Modifications

Mod No.	Summary of Modifications	Approval Authority	Type	Approval Date
MOD 1	Amended façade cladding and internal and forecourt alterations to Level 2	Minister	4.55(1A)	18 October 2018
MOD 2	Extended construction hours for works associated with concrete pours	Department	4.55(1A)	7 August 2018



2. Proposed Modification

The proposed modification seeks to amend the consent to include four (4) façade mounted illuminated signs on the under construction CASB at Westmead Hospital. The proposed signage content is the corporate branding of the Westmead Precinct, and as such constitutes business identification signage. The proposed signage details are provided in **Table 2**.

Table 2 | Proposed signage

Sign No	Location	Signage Wording	Dimensions
SKY 1.1	South West Elevation – Level 13 (facing south)	Westmead Precinct	1800mm high x 21089mm wide
SKY 1.2	South East Elevation – Podium Level 6 (facing east)	Westmead Precinct	5653mm high x 16724mm wide
SKY 1.3	Internal East Elevation – Level 13 and 14 (facing south)	'W' logo	4478mm high x 6940mm wide
SKY 1.4	North West Elevation – Level 1 (facing north)	Westmead Precinct	7800mm high x 2000mm wide

The location of the proposed signage is provided in **Figure 2**.

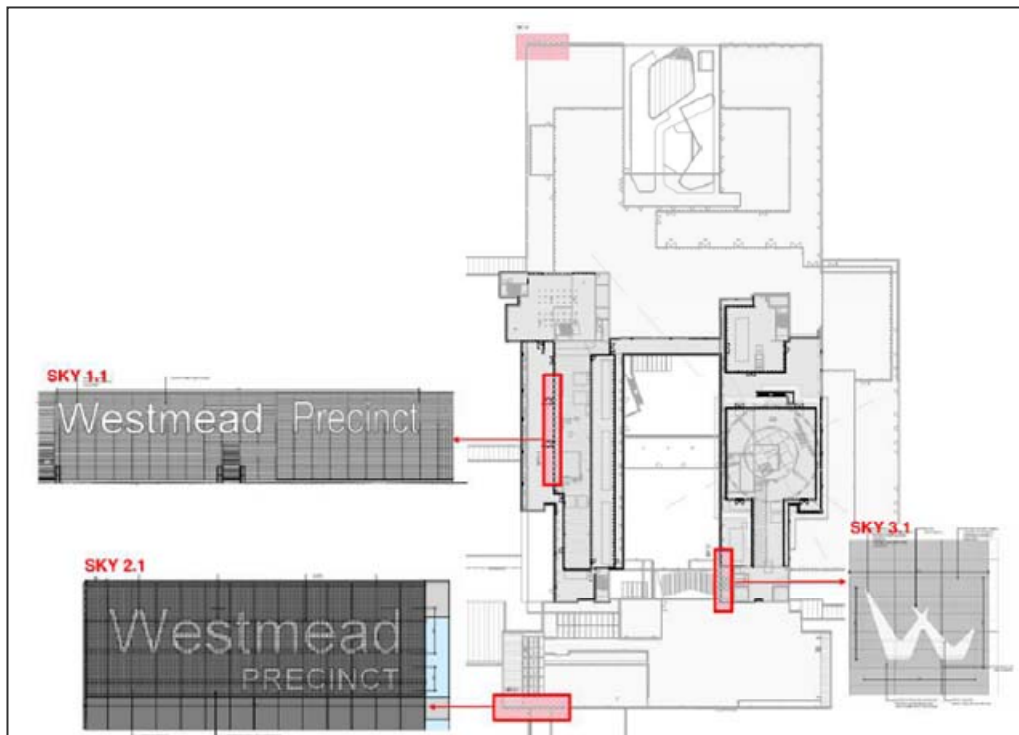


Figure 2 | Proposed signage locations

Photomontages showing the proposed signage are provided in **Figure 3** to **Figure 5**.



Figure 3 | Photomontage looking north from Hawkesbury Road showing signs SKY 1.1 (left), 3.1 (centre) and 2.1 (right)



Figure 4 | Photomontage looking east showing sign SKY 4.1



Figure 5 | Photomontage looking west showing signs SKY 2.1 (left) and 3.1 (right)



3. Strategic Context

The development, as modified, continues to be consistent with:

- State and Premiers Priorities to build infrastructure to support an extra one million people over the next 10 years, to ensure NSW residents have the best health infrastructure, to support regional development, to improve service levels in hospitals by delivering modern facilities and to provide integrate health care services to support an ageing population.
- A Metropolis of Three Cities as it would provide: health facilities to support the future demand generated by the increasing population; contribute to the direction to support infrastructure and health-related uses at Westmead Health Precinct; and deliver an improved interface between Westmead Hospital and Westmead train station through the delivery of a clearly defined main entrance and forecourt for the hospital with improved pedestrian connections.
- the priorities in the Greater Sydney Commission's Central City District Plan to expand health and education activities in the health and education super precinct at Westmead and contribute to the delivery of additional jobs targeted for Greater Parramatta by 2036.
- the State Infrastructure Strategy 2018, as the proposal is the first stage of the redevelopment of Westmead Hospital, which is identified as one of the investment initiatives in the strategy.
- Future Transport Strategy 2056 as it would provide improved facilities in a highly accessible location.



4. Statutory Context

4.1 Scope of Modifications

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

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

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

4.2 Consent Authority

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

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



5. Engagement

Describe the formal and informal engagement activities undertaken by the Department during the assessment process, and how the obligations under the EP&A Act and Regulation for public participation have been met. Details of the applicant's engagement should only be provided if this has been an issue raised in submissions.

5.1 Department's Engagement

Clause 117(3B) of the Environmental Planning and Assessment Regulation 2000 (EP&A Regulation) specifies that the notification requirements of the EP&A Regulation for section 4.55(1A) applications do not apply to State significant development. Accordingly, the application was not notified or advertised. However, it was made publicly available on the Department's website on 19 July 2019 and was referred to Council for comment.

5.2 Summary of Submissions

Council raised no objection to the proposed modifications and no public submissions were received.



6. Assessment

The Department has reviewed the Applicant's modification report and supporting information and considers the key potential impacts of the proposed modification are:

- compatibility with built form and urban design
- amenity and safety.

The Department has considered these on their own merits and in the context of *State Environmental Planning Policy 64 – Advertising and Signage* (SEPP 64). SEPP 64 provides that the consent authority must not grant consent to an application for signage unless it is satisfied the signage is consistent with the objectives of the SEPP and the assessment criteria in Schedule 1 of the SEPP. The Department is satisfied the proposed signage is consistent with applicable SEPP 64 provisions and has completed a detailed review in **Appendix B**.

The proposed signage, and the CASB on which it would be located, is within a hospital precinct containing separate but interrelated hospital and medical institutions. The built form includes buildings of varying sizes and ages. Contemporary buildings within the precinct are institutional style buildings with a bulk and scale that reflects their operational needs. The CASB will be one of these contemporary buildings. It is partly six and partially 13 storeys high and has large building facades.

A medium density residential precinct borders the Westmead Precinct and the CASB on the south-eastern side of Hawkesbury Road. The different scale and architectural language between this residential precinct and the Westmead Precinct results in a clear visual delineation between them.

The Department is satisfied that the proposed signage is compatible with the Westmead Precinct and the CASB in content and form. The signage's institutional branding would reinforce the precinct's coherence and identity across its different functions and built forms. While the Department recognises that the proposed signage is large in scale (varying between 30sqm and 100sqm), this size must be considered in the context of the scale of its host building and its built form environment. The proposed signage has been designed such that its size and location responds appropriately to the scale and articulation of the building's facades. The Department considers the signage is appropriate for the building and its urban design setting.

The proposed signage would be illuminated and has the potential to cause amenity and road safety impacts. The closest sign is located approximately 100 metres from the nearest residential receiver and 80 metres from the nearest public road (Hawkesbury Road), as shown in **Figure 6**.

The signage would be illuminated by lightboxes within each of the letters. The Applicant provided a technical assessment of the proposed illuminated signage that assessed the potential amenity impact of the illumination. It acknowledged that the signage, particularly sign SKY 2.1, would be visible from residential properties on Hawkesbury Road. The assessment found that the proposed lighting is similar in nature and intensity to other lighting around the hospital and recommended a maximum luminance 250cd/sqm and installation of a dimmer to allow the illumination to be adjusted if necessary.

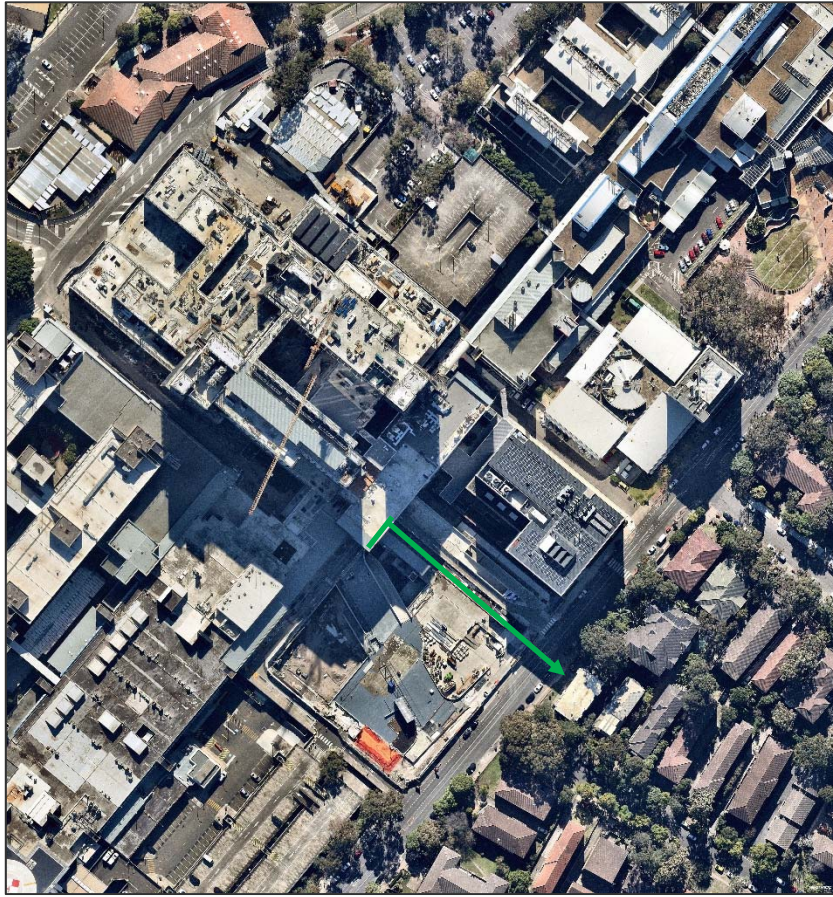


Figure 6 | Separation between residential properties and nearest sign (green arrow)

The Department notes that this is the maximum luminance recommended for suburban areas by Australian Standard AS4282-2019 – Control of the obtrusive effects of outdoor lighting, which is the current and applicable Australian Standard. The Department concurs with the recommended maximum luminance and recommends that it is subject to a condition of consent. The Department is satisfied that the combination of the proposed signage's separation from residential receivers and the proposed limit to its luminance will avoid unacceptable amenity impacts on neighbouring residents.

The proposed signage is located approximately 80 metres from Hawkesbury Road at its closest point and separated from it by hospital buildings and landscaping. It is elevated above ground level. The Department is satisfied that the proposed signage is sufficiently horizontally and vertically separated from the road to avoid causing glare or distraction to road users. The Department is satisfied that the proposal does not cause an unacceptable risk to road safety.

The Applicant has proposed a condition of approval providing for the signage to be changed prior to installation subject to the Planning Secretary's approval. The Department supports this subject to it being limited to a change to the content of the signage, noting that changes to dimensions or locations may require further environmental assessment in the form of a further modification.



7. *Evaluation*

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

The design, dimensions and location of the proposed signage is appropriate for the scale and function of the CASB and the built form environment of the Westmead Precinct. Subject to illuminance limits, the signage will operate without unacceptable impacts to residential amenity or road safety.

The Department considers that the application as modified remains consistent with the objects of the EP&A Act, State priorities, A Metropolis of Three Cities and the Central City District Plan. The Department is also satisfied that the proposal would continue to provide a significant public benefit through the continued provision of improved health care opportunities for the people of NSW.

The Department concludes the impacts of the proposed modification are acceptable, the development continues to be in the public interest, and the modification application should be approved.



8. Recommendation

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

- **considers** the findings and recommendations of this report.
- **determines** that the application SSD 7642 MOD 3 falls within the scope of section 4.55(1A) of the EP&A Act.
- **forms the opinion** under section 7.17(c) of the *Biodiversity Conservation Act 2016* that a biodiversity development assessment report is not required to be submitted with this application as the modification will not increase the impact on biodiversity values of the site.
- **accepts and adopts** all of the findings and recommendations in this report as the reasons for making the decision to grant approval to the modification.
- **modifies** the consent SSD 7642.
- **signs** the attached approval of the modification (**Appendix C**).

Recommended by:

Alexander Scott

Team Leader

Transport Assessments

Recommended by:

David Gibson

Team Leader

Social Infrastructure



9. Determination

The recommendation is: **Adopted** by:

Karen Harragon

Director

Social and Infrastructure Assessments

30/8/2019



Appendices

Appendix A – List of Documents

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

1. Modification Report

<https://www.planningportal.nsw.gov.au/major-projects/project/16496>

Appendix B – Statutory Considerations

State Environmental Planning Policy 64 – Advertising and Signage

Clause 8 of *State Environmental Planning Policy 64 – Advertising and Signage* (SEPP 64) provides that the consent authority must not grant development consent to an application for signage unless it is satisfied the signage is consistent with the objectives of the SEPP and the assessment criteria in Schedule 1 of the SEPP.

The relevant objective of the SEPP is to ensure that signage is compatible with the desired amenity and visual character of the area, provides effective communication in suitable locations and is of high-quality design and finish.

The Department considers the proposed signage is consistent with this objective as it reinforces the coherence and legibility of the Westmead Precinct and provides effective and high-quality identification signage in suitable locations.

Schedule 1 of the SEPP establishes criteria against which to assess the proposed signage. The Department's response to these criteria (excluding those that only apply to advertising) is provided in **Table 3**.

Table 3 | Assessment against SEPP 64 criteria

Criteria	Department's comment
Character of the area	
Is the proposal compatible with the existing or desired future character of the area or locality in which it is proposed to be located?	The proposed signage provides business identification signage to reinforce the legibility and coherence of the Westmead Precinct.
Special areas	
Does the proposal detract from the amenity or visual quality of any environmentally sensitive areas, heritage areas, natural or other conservation areas, open space areas, waterways, rural landscapes or residential areas?	A residential precinct comprised of apartment buildings is on the southern side of Hawkesbury Road. There is a built form differentiation between this area and the Westmead Precinct, and the signage will clearly read as part of the hospital campus.
Views and vistas	
Does the proposal obscure or compromise important views?	The signage would be located on hospital buildings and would not obscure any views or vistas not already obscured by the approved buildings.
Streetscape, setting or landscape	
Is the scale, proportion and form of the proposal appropriate for the streetscape, setting or landscape?	The built form setting is a large hospital campus with a mix of low and high rise buildings with large floorplates, set amongst landscaping and car parking. The proposed scale and form of the signage is appropriate for this setting.
Does the proposal contribute to the visual interest of the streetscape, setting or landscape?	The proposed signage (containing corporate branding) would improve the visual coherence of the Westmead Precinct.
Does the proposal screen unsightliness?	The signage would be integrated into blank areas of the building façade.
Does the proposal protrude above buildings, structures or tree canopies in the area or	The proposed signage is located on building facades below roof height.

locality?

Does the proposal require ongoing vegetation management?	There is a sufficient curtilage around the proposed signage to avoid the need for vegetation management to place and maintain the signage.
Site and building	
Is the proposal compatible with the scale, proportion and other characteristics of the site or building, or both, on which the proposed signage is to be located?	The CASB is part six and part 13 storeys high. While the scale of the signage is large, this is in the context of its location on appropriate façade areas of the large building on which it is located.
Does the proposal respect important features of the site or building, or both?	The signage locations are on clad sections of the building façade and generally located to the top and side edges of the façade. This provides an appropriate integration into the building.
Does the proposal show innovation and imagination in its relationship to the site or building, or both?	
Illumination	
Would illumination result in unacceptable glare?	The proposed maximum illumination level of 250 cd/m ² is consistent with relevant Australian Standards for suburban areas. This would protect nearby residents, pedestrians and vehicle operators from detrimental amenity or safety impacts.
Would illumination affect safety for pedestrians, vehicles or aircraft?	
Would illumination detract from the amenity of any residence or other form of accommodation?	
Can the intensity of the illumination be adjusted, if necessary?	The proposal includes a dimmable lighting driver to allow lighting levels to be reduced due to lighting concerns.
Is the illumination subject to a curfew?	No lighting curfew is proposed, which is acceptable given the location within the hospital campus and separation from sensitive receivers.
Safety	
Would the proposal reduce the safety for any public road?	The proposal is sufficiently distant from public roads to cause significant glare or distraction impacts.
Would the proposal reduce the safety for pedestrians or bicyclists?	The signage is attached to the building façade and elevated above ground level. It would not affect any sightlines.
Would the proposal reduce the safety for pedestrians, particularly children, by obscuring sightlines from public areas?	

Parramatta Local Environment Plan 2011

The Westmead Precinct site is zoned SP2 (Infrastructure) under the Parramatta Local Environment Plan (LEP) 2011. Development is permissible with consent if it is for or ancillary to the infrastructure use identified on the zoning map. The Department is satisfied that the proposed business identification signage is ancillary to the health services facility use as it identifies the Westmead Precinct. The Department is therefore satisfied that the proposed signage is permissible with consent.

The proposed modification does not otherwise affect the Department's previous assessment of the proposal against the Parramatta LEP 2011.

Parramatta Development Control Plan 2011

The Department has also considered the proposed signage in the context of the Parramatta Development Control Plan (DCP) 2011's objectives for signage in Section 5.5 of the Parramatta DCP (**Table 4**). While DCPs do not apply to SSD, the Department considers these objectives are appropriate considerations for the proposal.

Table 4 | Assessment against Parramatta DCP signage objectives

Objective	Department's comment
To encourage signage that provides identification and information about premises in a manner that complements the development on which it is displayed and minimises the visual impact on the surrounding locality	The proposed modification provides business identification signage for the Westmead Precinct of a design and in a location that complements the built form character of the area in which it is located.
To contribute to the appearance of the building, structure or place by encouraging coordinated signage of high-quality design and materials	The proposed signage is of a consistent theme (i.e. the Westmead Precinct's branding) and a high design and materials standard.
To protect residential areas, open space areas and buildings or areas of heritage significance or special character from the adverse impacts of inappropriate signage	The signage is within a clearly identifiable hospital precinct and is consistent with the built form of that precinct.
To ensure that the visual and physical amenity of a locality is not impaired by a proliferation of signs	The proposed signage has coordinated designs and the number and size of signage is appropriate for the scale of its building and wider precinct.
To protect the significant characteristics of buildings, streetscapes, vistas and the Parramatta CBD skyline	N/A – the site does not read as part of the Parramatta CBD skyline.
To require that signs complement the architectural style and use of buildings	The scale and design of the signage complements the contemporary institutional design and use of the building.
To promote signs that will add character to the streetscape and assist with way finding and the pedestrian usability of the Parramatta CBD	N/A – the proposal is not within the Parramatta CBD.
To limit the overall amount of signage through the provision of fewer, more effective signs, to avoid the creation of visual clutter on buildings and streetscapes	The signage is of a consistent theme and of an appropriate number and size for the building and the wider Westmead Precinct.

Appendix C – Recommended Instrument of Approval