

JOINT REGIONAL PLANNING PANEL (Hunter and Central Coast)

JRPP No	2014HCC020
DA Number	1250/2014
Local Government Area	Lake Macquarie City Council
Proposed Development	Health Service Facility – additions to existing hospital
Street Address	3 Sydney and 12 O’Brien Streets, Gateshead
Applicant/Owner	Akalan Projects/Ramsey Health Care Australia Pty Ltd
Number of Submissions	One
Regional Development Criteria (Schedule 4A of the Act)	Private infrastructure and community facilities over \$5 million (schedule 4A s6 of EP & A Act 1979)
List of All Relevant s79C(1)(a) Matters	<ul style="list-style-type: none"> • State Environmental Planning Policy (Infrastructure) 2007; Lake Macquarie Local Environment Plan 2004: s79C(1)(a)(i) • Lake Macquarie Local Environmental Plan 2014: s79C(1)(a)(ii) • Lake Macquarie Development Control Plan No.1 – Principles of Development: s79C(1)(a)(iii)
List all documents submitted with this report for the panel’s consideration	Officer’s Assessment Report Conditions of Consent Plans of the proposal (seven pages)
Recommendation	Approval subject to conditions of Consent
Report by	David Lovell, Senior Development Planner

DEVELOPMENT ASSESSMENT REPORT

DA/1235/2014

Proposal: Health Service Facility – additions to existing hospital

Address: 3 Sydney and 12 O'Brien Streets Gateshead

Applicant: Akalan Projects

Owner: Ramsay Health Care Australia Pty Ltd

Capital Investment Value: \$8.5 million

Lodged: 12 August 2014

Precise

Lake Macquarie Private Hospital a specialist surgery hospital providing specialist care in oncology, palliative and coronary care.

The hospital site has an area of 9890.95m² and is located with the southern portion of the precinct bounded by Sydney and O'Brien Streets and the Pacific Highway, Gateshead.



Figure 1 – aerial photo of existing hospital site.

The proposed redevelopment of the hospital is to accommodate a new emergency department and extension of the Williamson Ward and the Critical Care Unit (CCU) to overcome a chronic shortage of these services at the hospital.

The changes to the Lake Macquarie Private Hospital include:

- Conversion of the existing CCU to house an emergency department, Cath Labs and staff amenities;
- Construction of a new enclosed pedestrian link bridge on-site with an on-site connection to the existing hospital-medical centre enclosed pedestrian link that traverses Sydney Street;
- Re-construction of the existing port-cochere to cater for a covered emergency department drop-off area accessed off Sydney Street;
- extension of the existing executive area to create a 10 bed CCU (178m²); and,
- extension of the existing Williamson Ward (374m²) to create an additional 10 beds.

In total, the proposed works will result in an additional 713m² gross floor area on-site.

With staff and bed rationalisation overall six additional staff are required.

An additional nine car parking spaces are required to support the proposed changes.

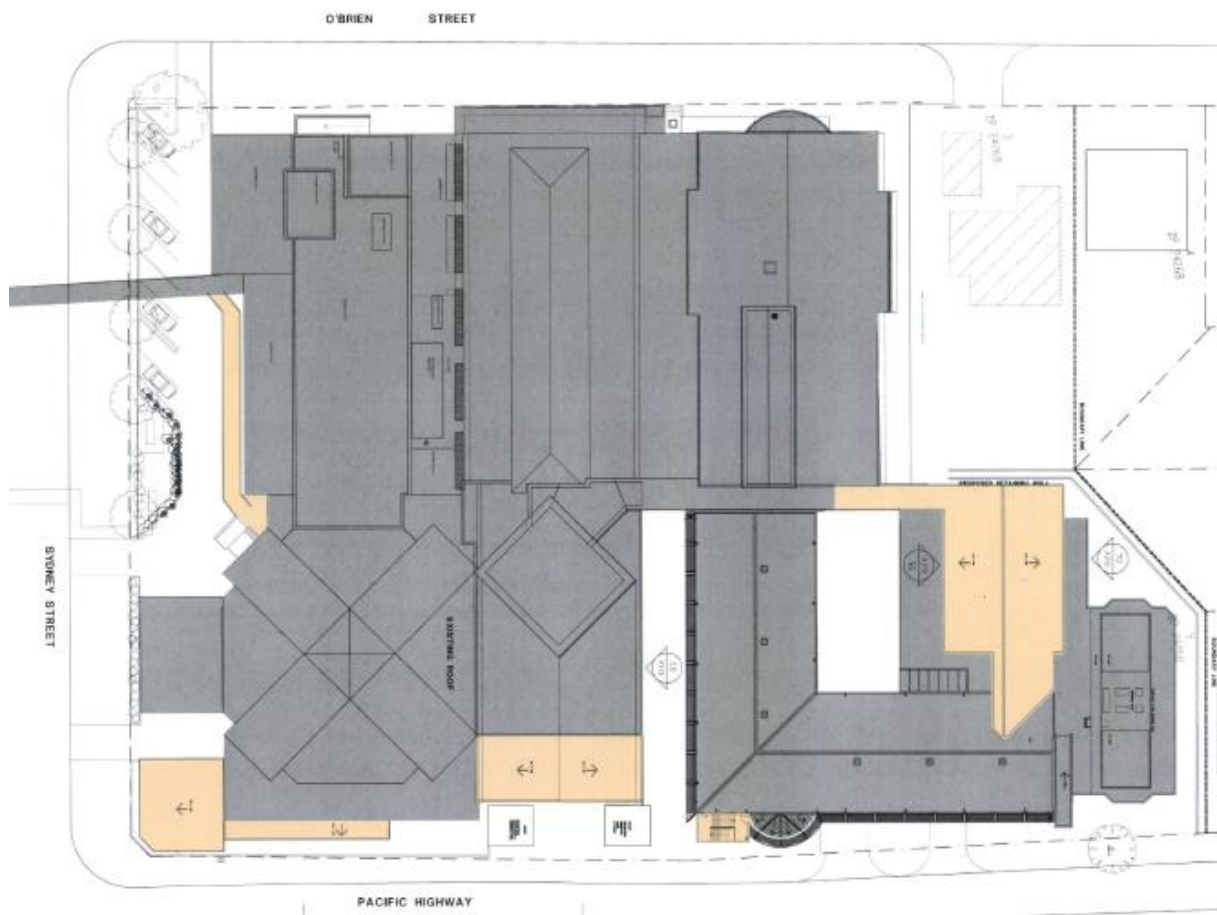


Figure 2 – location of additional works on-site shown as yellow.

The proposed development being a *health service facility* as defined under State Environmental Planning Policy (Infrastructure) 2007 as a Regional Development, due to the capital investment value of the project.

The application is also integrated development requiring the approval of the NSW Mine Subsidence Board.

Section 79C: Potential Matters for Consideration

79C (1)(a)(i) the provisions of any Environment Planning Instrument (EPI)

State Environmental Planning Policy (Infrastructure) 2007

The application has been lodged for assessment pursuant to SEPPI as a *health service facility*.

Under the policy, a *health service facility* is permissible in the prescribed zone and sets aside local planning controls to support the effective delivery of this type of infrastructure across the state. Notwithstanding this, where relevant, the provisions of Lake Macquarie Local Environmental Plan 2004 and Lake Macquarie Development Control Plan No.1- Principles of Development (LMDCP1) have been taken into consideration. Albeit, as discussed below within LMDCP1 there are no specific controls that apply to the proposed development.

Lake Macquarie Local Environmental Plan 2004 (LMLEP)

As discussed above, permissibility is conferred by SEPPI.

The other relevant clauses of the plan that apply have been taken into consideration inclusive of: clause 17-provision of essential infrastructure; clause 29 – building heights; clause 30 – control of pollution; and clause 31 erosion and sedimentation control.

The proposal is not considered to conflict with the relevant clauses of the plan.

The proposal is considered to comply with the relevant zone objectives and the aims and objectives of the plan. The proposed design of the development maintains the liveability and amenity of the locality whilst proposing a development that provides for sustainable water cycle management, is of a good design, and provides for the ongoing orderly and economic development of the City in a sustainable way.

The proposal is considered to comply with the vision, values and aims of Lifestyle 2020. The proposal is considered to propose a development that is sustainable, equitable, efficient and maintains the liveability of the locality.

79C (1)(a)(ii) the provisions of any draft EPI

At the time of lodgement of the development application draft Lake Macquarie Local Environmental Plan 2014 was not gazetted and in this regard has no determining weight.

Notwithstanding this, the proposal is considered to generally comply with the aims and objectives of the draft plan.

The hospital under the 2004 Plan is partly zoned 3(2) Urban Centre and 2(2) Medium density development. Under the draft 2014 plan, the whole of site is zoned R3.

Pursuant to the 2004 plan, there are no prescribed building height restrictions.

Whereas under the draft 2014 plan there is a height restriction of 10 metres.

Much of the building on-site already exceeds this height.

The height of the proposed additional buildings are at 9.10 metres at the highest point.

In this regard, whilst the draft Plan does not have determining weight, the height of the proposed additions will not conflict with the draft Plan for the locality.

79C (1)(a)(iii) the provisions of any Development Control Plan (DCP)

As discussed above the proposal is submitted pursuant to SEPPI that allows local planning controls to be set aside to affect the delivery of infrastructure across the state.

Notwithstanding this, where relevant, development controls have been taken into consideration.

Development Control Plan No. 1 – Principles of Development

Section 1.8 – Development Notification Requirements

The proposal was placed on public notification.

One written objection submission was received to the proposed development.

The submission was concerned that the development proposes unsafe traffic conditions to the locality.

The additions to the hospital are mainly within the existing footprint of the hospital and do not propose significantly additional floor space or significantly require more staff. In total, with floor space and staff rationalisation nine additional car parking spaces are required. Currently the hospital has a total supply of 268 off-street car parks. Current approvals require 253 off-street car parks. With the new development a total of 262 off-street car parks are required. In this regard, there is a surplus of six off-street car parks.

The development was considered by Council's Traffic and Transportation Management officer who supports the proposed development and is satisfied that the development is unlikely to introduce any adverse traffic impacts and will positively contribute to the pedestrian activity in the locality with the additional connection provided on-site to the existing pedestrian overpass.

Section 2.1 – Environmental Responsibility and Land Capability

2.1.1 Ecological Values -2.1.2 Ecological Corridors

No vegetation is proposed to be removed. The site is not positioned within an ecological corridor.

2.1.3 Scenic Values

The proposal is not located in a place of high scenic value. The proposed additions in contrast to the existing scale of the development on-site are considered to be minor. The additions are not considered likely to affect any place of scenic value and or introduce any adverse visual impacts to the locality.

2.1.5 Bushfire Risk

The land is not bushfire prone.

2.1.6 Water Bodies, Waterways and Wetlands

The proposal is not adjacent to any water bodies, waterways or wetlands.

2.1.7 Flood Management

The land is not low lying.

2.1.9 Sloping Land and Soils

The site has been identified as being within a T4 and T5 zone on Council's Geotechnical Maps.

A geotechnical report has been submitted by Douglas Partners, which is satisfactory for the proposed additions.

The slope of the site is suitable for the proposed development.

2.1.10 Acid Sulfate Soils

The land is not affected by acid sulphate soils.

2.1.11 Erosion Prevention and Sediment Control

Subject to conditions of consent, Council is satisfied that the proposal will meet the intent of the plan.

2.1.12 Mine Subsidence

The NSW Mine Subsidence Board has endorsed the proposed plans.

2.1.13 Contaminated Land

The land is not known to be contaminated.

2.1.14 Energy Efficiency

Part J of the BCA applies. Subject to conditions of consent, Council is satisfied that the proposal meets the intent of the plan.

2.1.15 Noise and Vibration

The proposal is supported by an acoustic report.

Council is satisfied that subject to conditions of consent the proposal will meet the intent of the plan and ensure that the amenity of the locality is not adversely affected.

2.1.16 Air Quality and Odour

The application does not propose a hazardous or offensive development.

2.1.17 Building Waste Management

Subject to conditions of consent, Council is satisfied that the proposal will meet the intent of the plan.

Section 2.2 – Social Impact

2.2.1 Social Impact Assessment

The project is identified as a category 2 project under the plan, which requires a social impact statement. However, in this case, it is considered that a formal social impact statement is not warranted. In contrast to the existing hospital on-site the proposed additions are not considered likely to introduce any adverse social impacts. On the contrary, the proposal is considered likely to positively contribute to the fabric of the local community through the provision of additional facilities and services in the area of health and wellbeing.

Section 2.3 – Economic Impact

2.3.1 Economic Impact Assessment

The proposal is considered likely to positively contribute to the ongoing and orderly economic development of the City and the provision of services and facilities to the community.

Section 2.5 – Stormwater Management, Infrastructure and On-site Services

2.5.1 Essential Infrastructure

The development site is located in a part of the City that is well-serviced with essential infrastructure.

2.5.3 Stormwater Management (Drainage System Design)

A suitable Stormwater Management Plan by Health Projects International has been submitted with the application. There are only minor adjustments required to the existing stormwater system.

Section 2.6 – Transport, Parking, Access and Servicing

2.6.1 Movement System

The proposal is located off the existing local road network. The proposal does not require the construction of, or contribution to, any additional road infrastructure.

2.6.2 Traffic Generating Development

The proposal is not defined as a traffic generating development.

2.6.3 Road Design

The existing public road system is adequate to cater for the proposed development.

2.6.4 Pedestrian and Cycle Paths

The development is already serviced with an existing pedestrian network which has been improved under previous development consents.

The application also proposes to add on-site an additional covered pedestrian link to improve connectivity between the hospital and the existing medical centre. This link is proposed on-site and is located adjacent to the existing southern building façade of the hospital.

The scale of the proposed changes do not warrant the construction of or contribution to additional pedestrian or cycle path construction.

2.6.5 Public Transport

There is adequate existing pedestrian pavement servicing the development located in the public domain. The proposed additions to the hospital do not warrant the construction of or contribution to additional public transport infrastructure. The development is already well-served by existing public transport.

2.6.6 Vehicle Parking Provision

Currently the development has access to a car parking supply of 268 off-street spaces.

The current demand on-site equates to 253 spaces.

Through the rationalisation of existing floor space, bed numbers and staff, an additional nine car parking spaces are required.

Taking into consideration the new development ($253+9 = 262$) the development overall shall retain a surplus of six car parks.

The required car parking shall be provided within the existing car park south of the hospital off O'Brien Street.

It is recommended by a condition of consent that an additional disability car space be provided within the existing supply.

2.6.7 Car Parking Areas and Structures

No additional car parking infrastructure is required to be constructed to support the proposed development.

2.6.10 Servicing Areas

The development has an existing service area located on the slip road that runs north-south and parallel to the Pacific highway. The air space above this location is proposed to be redeveloped with floor space to support the new CCU. The under-croft area is to be retained as the loading dock and servicing area.

2.6.11 On-Site Bicycle Facilities

There are adequate areas on-site for bicycle storage. It is recommended, subject to a condition of consent, that additional bicycle parking is provided on-site in a central location.

2.6.12 Non-Discriminatory Access and Use

Subject to conditions of consent, Council is satisfied that the proposal will meet the intent of the plan.

Section 2.7 – Streetscape and the Public Realm

2.7.1 Streetscape and Local Character

The proposal is not considered to be out of character with the existing streetscape and local character of the precinct. The additions to the building will be sympathetic to the existing character of the hospital and will be finished with sympathetic materials and colours. The additions will not be overtly disenable against the backdrop of the existing form and scale of the hospital.

This matter is further discussed below at section 3.3.1.

2.7.2 Landscape

The proposal is not supported by a landscaping plan. The works are proposed largely within the existing footprint of the development on-site. Existing landscaping is already in place. In this case, additional landscaping is not warranted.

2.7.4 Pedestrian Networks and Places

See discussion at section 2.6.4 and 1.8.

2.7.5 Light, Glare and Reflection

The proposal is considered unlikely to introduce any light, glare or reflection to the locality.

2.7.6 Views

The proposal is not of a type that will unreasonably impede on any public or private views to a place of visual or scenic significance.

2.7.7 Signs

No signage is proposed.

2.7.8 Fences

No fencing is proposed.

2.7.9 Safety and Security

The proposal is not considered likely to introduce adverse safety or security issues to the locality. The hospital is already serviced by electronic, static and dynamic security that operates 24hrs per day.

Section 3.3 - Urban Centre Development

3.3.1 Centre – Design of Buildings and Places

Some of the works are proposed within the part of the hospital that is zoned 3(2) Urban Centre (support) zone. In this regard, the intent of this section is to ensure that the urban design in the City's Centres includes well-designed buildings and public spaces. The proposed additions to the hospital are considered to be acceptable and are not considered to adversely affect the character of the support centre. The additions shall be constructed of similar materials and colours to the existing hospital and will add further articulation and modulation to the existing forms that make up the architectural structure of the hospital. The

additions will not dominate the existing form of the hospital but will add to the evolving shape of the hospital architectural form. In this way, the overall development is further articulated, in turn, tempering the overall bulk and mass of the development. Generally, the proposal is considered to meet the intent of the plan.

3.3.2 Centre – Amenity and Performance

The proposal is not considered likely to adversely affect the amenity of the locality.

The proposal has been comprehensively assessed with regard, to the acoustic and traffic environments of the locality, geotechnical engineering and BCA compliance and building performance.

The proposal is not considered likely to affect the amenity of the existing support centre or adjoining or nearby residential development.

79C(1)(a)(iia) 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

N/A.

79C (1)(a)(iv) any matters prescribed by the regulations

Those relevant to this development application has been taken into consideration.

79C (1)(b) the likely impacts of the development

The following matters were considered and, where applicable, have been addressed elsewhere in this report.

Context & Setting	Waste
Access, transport & traffic	Energy
Public domain	Noise & vibration
Utilities	Natural hazards
Heritage	Technological hazards
Other land resources	Safety, security & crime prevention
Water	Social impact on the locality
Soils	Economic impact on the locality
Air & microclimate	Site design & internal design
Flora & fauna	Construction

The proposal is not considered likely to introduce any adverse impacts to the receiving environments.

79C (1)(c) the suitability of the site for development

The development site is considered to be suitable for the proposed development.

79C (1)(d) any submissions made in accordance with this Act or the Regulations?

Public submissions:

The development application was publically notified to adjoining development. During the notification period one written objection submission was received.

The submission is discussed above at section 1.8.

Submissions from public authorities:

The submission from the NSW Mine Subsidence Board has been taken into consideration. The board has approved the proposed plans.

79C (1)(e) the public interest

Approval of the proposal, subject to conditions of consent is considered to be in the public interest.

In the public interest, the relevant environmental planning instruments and the relevant sections of draft Lake Macquarie Development Control Plan 2013 has been taken into consideration.

Similarly to the existing LMDCP1, there are no specific controls that apply to the proposed development. Where controls may be relevant these have been taken into consideration.

Whilst Local Environmental Plan 2014 has no determining weight, the proposal is not considered to conflict with the draft plan.