

6 December 2016

The Secretary
Department of Planning and Environment
GPO Box 39
SYDNEY NSW 2001

Request for Modification of Concept Plan under S75W of the Environmental Planning and Assessment Act 1979 – Royal North Shore Hospital MP06_0051 (Mod 7)

1 Background

In April 2007, The Minister for Planning approved a Concept Plan for the Royal North Shore Hospital redevelopment (MP06_0051) under Part 3A (now repealed) of the *Environmental Planning and Assessment Act 1979*. An extensive portion of the approved Concept Plan has since been redeveloped in accordance with various Project Applications and Section 75W Modifications.

The approved Concept Plan identified various precincts which were intended to be redeveloped for specific purposes, such as residential, commercial, health related and retail uses. To date the redevelopment of the RNS Campus has been exclusively for health related purposes, including the new Acute Hospital Building, Community Health, Mental Health and Research and Education.

The Concept Plan approval stated that Precinct 4 “shall be developed for employment generating land uses and may include residential and temporary accommodation”¹. This Precinct has not yet been redeveloped.

Since that time, NSW Health has identified the need to relocate its administrative support and other health related functions and has sought options that meet both the needs of the Ministry of Health and Government Policy on decentralisation away from the Sydney CBD.

Precinct 4 has been identified as the most suitable location and the proposed uses meet the requirements of the Concept Plan approval.

2 The Locality

The Royal North Shore Hospital is located in St Leonards on the lower north shore within the Willoughby Local Government Area (LGA), approximately 10 km from Sydney CBD. St Leonards has been identified as a ‘Strategic Centre’ in the December 2014, “Plan for Growing Sydney” by the Department of Planning and Environment. This is primarily due to the presence of the RNS Hospital, as well as the scale of office employment and its strategic location along rail and bus networks. St Leonards provides regionally significant concentrations of employment, health, education and lifestyle related activities at a location well serviced by public transport, as well as supporting areas of higher density residential development.

¹ Approval MP06_0051 M2(f)(ii)



Figure 1 Approved Concept Plan



Figure 2 Approved Caption showing Precinct 4

3 The Modification

The proposed modification is restricted to a change in building form in Precinct 4 and the amendment of a number of “Statements of Commitment” and conditions that are no longer relevant given the redevelopment of the hospital campus over the past 10 years, including the new acute services building to the east of Reserve Rd, the clinical services building and community health building developed as part of the PPP. The plan below shows the current buildings on the campus.

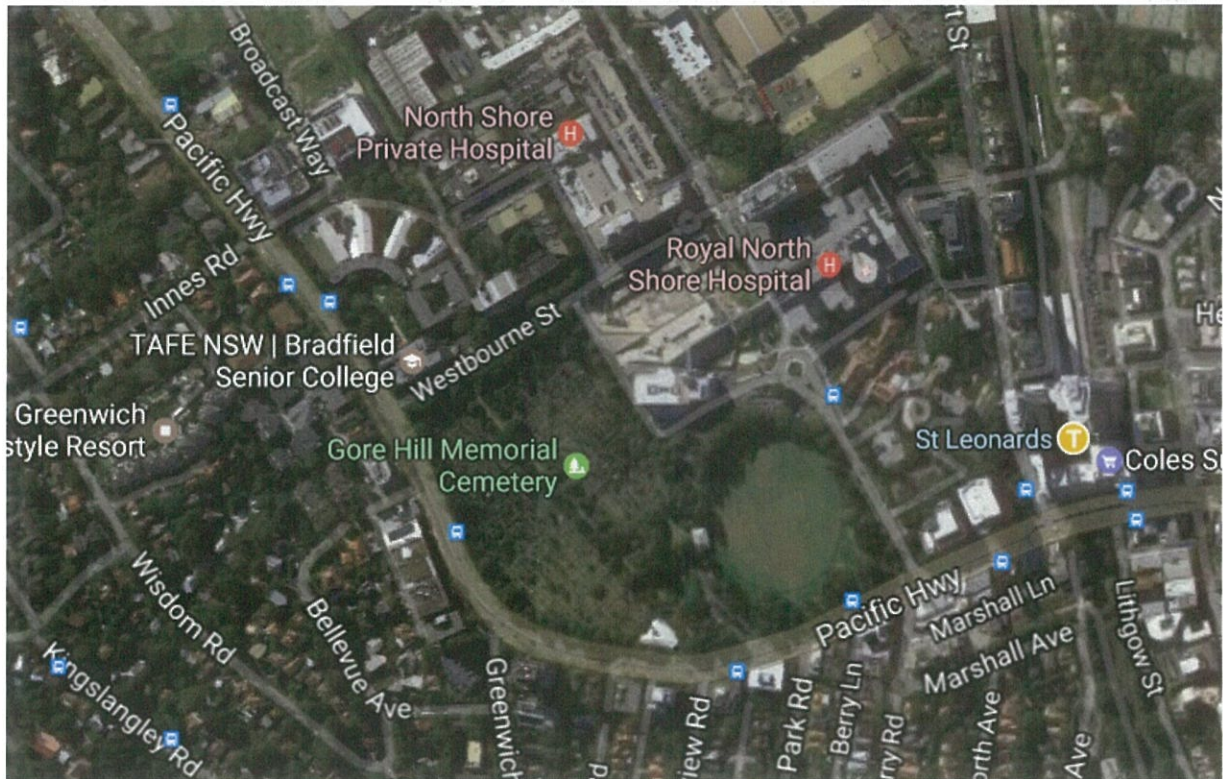


Figure 3 Map showing current arrangement (source Google maps)



Figure 4 Diagram of current development at RNS

A thorough Consistency Analysis has been undertaken to determine whether the proposal for Precinct 4 is consistent with the Concept Plan and while the form of the proposed building is generally consistent with the approved Concept Plan, there are minor changes proposed to the built form to meet the accommodation requirements of the key health related NSW governmental agencies who will occupy the building.

This affects the bulk and footprint of the proposed building. The approved Concept Plan envisaged that two separate buildings be constructed within Precinct 4a. The proposed building is a single structure which has a larger footprint than each one of the buildings on 4A envisaged by the Concept Plan. In addition, the open space identified between the two towers will not be provided in the proposed development, rather the landscaped areas are provided in an alternative arrangement.

The height, floor space and overall scale of the building is consistent with what was proposed for Precinct 4. Setbacks are also generally consistent with the approved Concept Plan, though we seek amendment to Condition M7.1 to clarify the southern boundary setback, noting that the proposal is to setback the entire building at least 8m from the southern boundary. The environmental impact of the proposed building form has been modelled and there is no additional environmental impact on adjacent properties or open space (such as Gore Hill Oval or the commercial buildings on the Pacific Highway) due to the changed form.

In detail, the modification seeks to amend the Concept Plan as follows:

- a) Update Condition M2.1 and M2.2 to include the updated Building form in Precinct 4a;
- b) Delete Condition M7.1 and replace with:
M7.1 The maximum height of envelope in Precinct 4a at the southern extremity shall be to 13 storeys (RL126) with a setback of 8 metres from the property boundary.
- c) Delete Condition M10 Transport Management and Accessibility Plan (TMAP).
- d) Update Conditions C1.4 and C1.5 as per conditions M21. And M2.2 noted above.
- e) Delete the following Statements of Commitment contained within the Preferred Project Report:
 - **Precinct 7 Pocket Park** – Lanceley Cottage has been approved to be demolished and this land will be used as part of major decanting processes as part of the ongoing hospital redevelopment;
 - **Child Care** – Precinct 7 is no longer being developed as a residential precinct and Childcare will be incorporated into the new building proposed for Precinct 4a which is a more appropriate location;

These modifications will allow a development application to be submitted for the erection of a ten (10) storey above ground plus plant configuration with two levels of basement parking, employment generating building which will contain the following entities with direct synergies with the hospital campus comprising:

- a) Nine (9) floors of office floor space will house administrative and other ancillary functions of NSW Health including:
 - Ministry of Health and other entities
 - Health Infrastructure (HI)
 - HealthShare
 - eHealth
 - Agency for Clinical Innovation (ACI)
 - Bureau of Health Information (BHI)
 - Clinical Excellence Commission (CEC)
 - Health Education and Training Institute (HETI)
 - Cancer Institute NSW
 - Ambulance Service NSW
- b) childcare service (internal and external space),
- c) retail (café) and
- d) the entry lobby.

The building itself will contain approximately 41500m² of gross built area plus 115 car spaces contained within two below ground basements accessed from Reserve Road. This provides lettable areas of approximately 29,000m². Of this area, approximately 27,000m² will be dedicated to health related employment generating uses, 635m² to ground floor retail to support the uses within the building and 1275m² to childcare for RNS Hospital staff.

Images of the indicative design for the building are shown below.

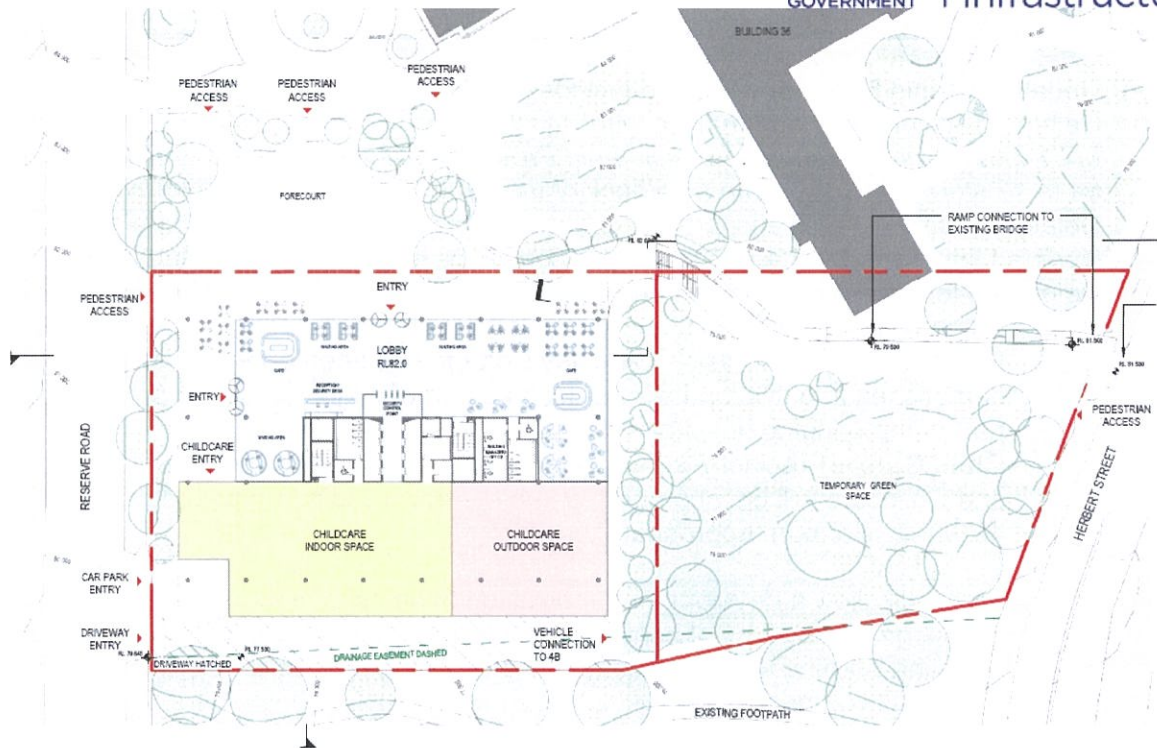


Figure 5 Indicative Plan (Source Architectus)

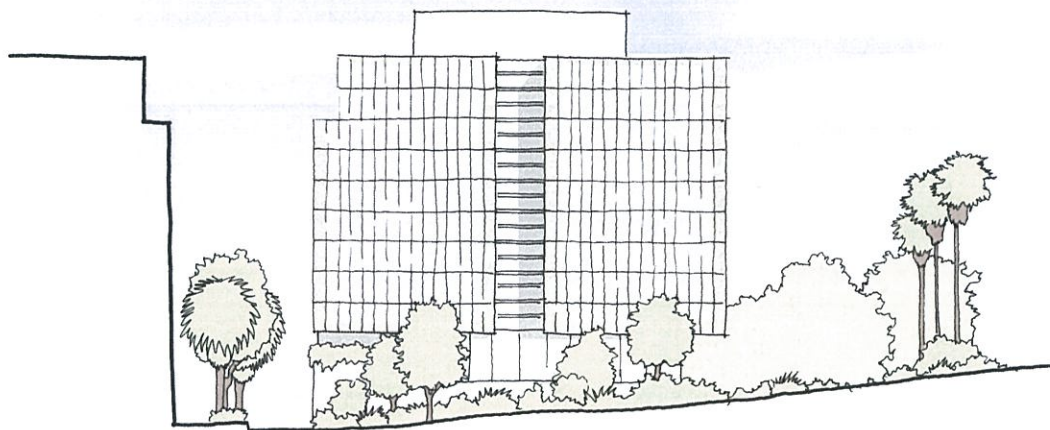


Figure 6 Indicative Elevation (Source Architectus)

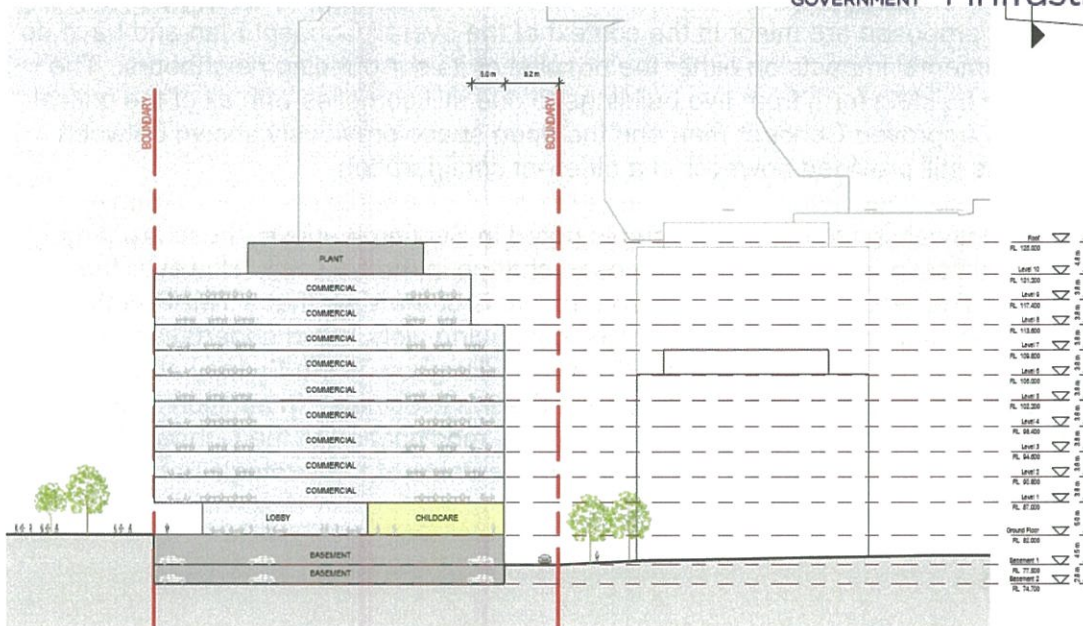


Figure 7 Indicative Section (Source Architectus)

The project would create around 400 construction jobs.

Assessment

The concept plan determined in 2007 gave approval to the following in respect to Precinct 4:

- Subdivision of the site into hospital precincts and other development precincts;
- Consolidated hospital redevelopment within Precinct 1, 2 and 8 (hospital development is permitted in other precincts where an application for development is approved or granted).
- A maximum GFA of 178,370m² across the development precincts (Precincts 3, 4, 5, 6 and 7).
- A maximum GFA in Precinct 4 of 46,345m² (GFA is non-transferable between precincts)
- Minimum and Maximum GFA for each broad land use – including a minimum of 77,500m² for employment generating uses.
- Broad land use distribution across Precinct 4 of employment generating uses and may include residential and temporary accommodation.
- Conceptual road design
- Urban design, landscape, open space and heritage design concepts
- Maximum height of building envelopes specified within Figure 28: Illustrative Masterplan, prepared by Cox Richardson, with the Preferred Project Report;
- Provision of car parking in accordance with Willoughby DCP adopted on 26 June 2006 as in force on 21 August 2006.

The key reason for this S75W modification is to change the form of the building in Precinct 4a which is shown on the Illustrative Master Plan called up in Condition M1(i) of the Concept Plan approval and shown in Figure 1 above.

There are no changes to building height, sun planes, use, GFA or general urban design, other than footprint and bulk.

The modifications proposed are minor in the context of the overall Concept Plan and have no significant environmental impacts on either the hospital or its surrounding neighbours. The amendment to the building form from two buildings to one still complies with all of the critical controls within the approved Concept Plan and the open space previously shown between the two buildings is still provided however in a different configuration.

In terms of the modifications to the commitments noted in Section 3 above, these are largely administrative modifications to reflect the proposed change in the precinct. However the removal of the requirement for a TMAP is important. HI is of the view that a TMAP at this stage would be premature given the major strategic planning work being undertaken by Department of Planning and Environment (DPE) with Willoughby, North Sydney and Lane Cove Councils for the St Leonards and Crows Nest Station Precincts. In addition, the development of a single building on precinct 4A that this modification to the Concept Plan may allow, will not be of a scale to warrant a full TMAP outside of the strategic framework mentioned.

Planning Issues

Strategic Planning Context *NSW State Plan*

The NSW State Plan, 'NSW 2021', identifies a need to "Renovate Infrastructure" as a way of achieving its goals for the State by investing in critical infrastructure. The two key Health goals for the State are:

- "Provide world class clinical services with timely access and effective infrastructure"; and
- "Keep people healthy and out of hospital".

The State Plan states:

"The NSW Government will build the infrastructure that makes a difference to both our economy and people's lives. Infrastructure also underpins improvements in many services, such as roads, rail, hospitals, schools or utilities."

Infrastructure NSW has been established to provide independent expert advice, and ensure projects are strategically planned, coordinated and properly managed to restore community confidence."

A 20 year State Infrastructure Strategy with funded five year plans, will make sure infrastructure is planned and delivered according to strategic economic and community needs."

A clear long-term infrastructure strategy will improve NSW's productivity and competitiveness, deliver sustainable growth and support employment, by matching infrastructure with development to attract people, jobs and investment."

The State Infrastructure Strategy – "First Things First"

The State Infrastructure Strategy "First Things First" is an assessment of priority infrastructure problems and solutions for the next two decades for the NSW Government, the community, business and all who have an interest in the success of NSW. The Strategy builds on the NSW Government's existing public commitments and outlines a forward program of more than 70 urban and regional projects and reforms across a range of portfolios including health.

A Plan for Growing Sydney

The NSW Department of Planning and Environment's "A Plan for Growing Sydney" has the overarching Vision for Sydney to be "a strong global city, a great place to live". It identifies St Leonard's as a Strategic Centre for health related employment and commercial and office uses to grow job creation. This proposal is consistent with and promotes the objectives of the Plan which promotes the following priorities for St Leonard's:

- Retain a commercial core in St Leonard's for long term employment growth.
- Provide capacity for additional mixed use development in St Leonard's including offices, health retail services and housing.
- Support health related land uses and infrastructure around Royal North Shore Hospital.
- Investigate potential future employment and housing opportunities associated with a Sydney Rapid Transit train station at St Leonard's/Crows Nest.

Draft North District Plan

The Draft North District Plan (DNBP) was released by the Greater Sydney Commission in November 2016. The DNBP identifies the Royal North Shore Hospital as an example of health and education assets that accommodate major concentrations of knowledge intensive jobs. This is consistent with the future proposal for the site that can be facilitated through this amendment to the Concept Plan. St Leonard's is further identified as a commercial and health related precinct which confirms the need for clear direction to fulfil this role.

Specific actions within the DNBP include place making, growth and diversification of job opportunities in St Leonards. The Department of Environment and Planning is working with Willoughby, Lane Cove and North Sydney Councils to look into the St Leonards and Crows Nest Station Precinct and a land use and infrastructure Strategy to support future growth.

The proposed modification to the Concept Plan supports the direction of the DNBP to preserve and grow opportunities for employment generating uses within the St Leonards area.

Legislation and Instruments

Commonwealth Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)

The Commonwealth EPBC Act legislates the provisions for the assessment of actions likely to have a significant impact on Matters of National Environmental Significance (MNES) listed under the Act. The proposal will not have a significant impact on any MNES and therefore will not trigger the requirements of the EPBC Act.

Threatened Species Conservation Act 1995

The *Threatened Species Conservation Act 1995* (TSC Act) identifies threatened species, populations and ecological communities in NSW and provides mechanisms for their conservation and recovery. Based on previous work on the site, the provisions of the TSC Act are unlikely to apply.

Contaminated Land Management Act 1997

The subject land is not subject to any declarations, orders, or voluntary management proposals as defined in the *Contaminated Land Management Act 1997*.

Heritage Act 1977

The proposed modification to the Concept Plan will not impact on the heritage values on the site.



State Environmental Planning Policies

Various State Environmental Planning Policies (SEPPs) apply to the site, mostly as a result of being applicable to the State. There are no SEPPs that need to be further considered as part of this modification application.

Consultation Undertaken

Consultation has been undertaken with key Government agencies and Departments in the development of the proposal as well as Willoughby Council and the Department of Planning and Environment. Additional consultation will be undertaken with agencies such as Transport for NSW during the preparation of a future Development Application for the proposal.

Recommendation

HI requests that the Minister approve the proposed modification under s75W as it will result in the efficient economic use of the site without any additional impacts on the surrounding area.

If you require additional information to assist your determination, please contact Leoné McEntee on 99785420 or 0410 432 505

Yours sincerely

Sam Sangster
Chief Executive