

Department of Planning, Housing and Infrastructure

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Griffith Base Hospital Redevelopment Modification 2

State Significant Development Modification Assessment Report (SSD-9838218-Mod-2)

April 2024



Acknowledgement of Country

The Department of Planning, Housing and Infrastructure acknowledges that it stands on Aboriginal land. We acknowledge the Traditional Custodians of the land and show our respect for Elders past, present and emerging through thoughtful and collaborative approaches to our work, seeking to demonstrate our ongoing commitment to providing places in which Aboriginal people are included socially, culturally and economically.

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Griffith Base Hospital Redevelopment – Modification 2 (SSD-9838218-Mod-2) Assessment Report

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Preface

This assessment report provides a record of the Department of Planning, Housing and Infrastructure's (the Department) assessment and evaluation of Modification 2 of the State Significant Development (SSD) application for the Griffith Base Hospital Redevelopment located at 1 Noorebar Avenue, Griffith lodged by NSW Health Infrastructure. The report includes:

- an assessment of the modification against government policy and statutory requirements, including mandatory considerations.
- an explanation of any changes made to the modification during the assessment process.
- an assessment of the likely environmental, social and economic impacts of the modification.
- an evaluation which weighs up the likely impacts and benefits of the modification, having regard to the proposed mitigations, offsets, community views and expert advice; and provides a view on whether the impacts are on balance, acceptable.
- a recommendation to the decision-maker, along with the reasons for the recommendation, to assist them in making an informed decision about whether the consent should be modified and any conditions that should be imposed.

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1 Introduction

1.1 The proposal

On 14 October 2021, Health Administration Corporation (the Applicant) was granted consent for the construction and operation of a three and four storey Clinical Services Building (CSB) at Griffith Base Hospital.

Health Infrastructure (on behalf of Health Administration Corporation) now proposes to further modify the consent to retain Building 35 (which was originally intended for demolition), demolish the ramp and entry way and construct a replacement roofed entry lobby and amend the layout of the approved carpark and landscaping design, to accommodate the retention of Building 35.

The updated project description and mitigation measures provided in the Applicant's Section 4.55(1A) Modification Report are the subject of this report and will form part of the consent if the modification is approved.

1.2 Project location

Griffith is a major regional city in the Riverina area of New South Wales, located approximately 360km north-west of Canberra and 180km north-west of Wagga Wagga.

The site is legally described as Lot 2 in Deposited Plan 1043580 and is located 700m north of Banna Avenue, the main street of Griffith, in a largely suburban residential context (refer to **Figure 1**).



Figure 1 | Hospital campus map (Source: Modification Report)

Griffith Base Hospital (GBH) is located on a D-shaped block with an area of approximately 6.4 hectares, excluding the private lots containing St Vincent's Private Community Hospital (SVPCH)

owned by Council and operated by St Vincent's and the Griffith Medical Centre and Lavery Pathology.

The existing hospital comprises a tightly arranged series of buildings of varying ages and conditions connected by corridors and covered walkways. The buildings are clustered towards the centre of the site and set back from the street frontage along Animoo Avenue, Noorebar Avenue and Warrambool Street. The main public entry and parking area and emergency vehicle access is from Noorebar Avenue to the south. The service and delivery vehicles access is from Animoo Avenue to the north at the rear of the hospital. Separate vehicle entries also exist for staff accommodation and the Children's Ward in Animoo Avenue and the Maternity Ward and Nurses Building in Warrambool Street. The development on the site has occurred in a piece-meal manner over an extended period of time, which has resulted in poor building transition and accessibility, excessive travel distances between clinical services and limits to the efficiency of clinical operations.

The site is located within a predominantly suburban residential context, except for the land to the east, which is occupied by the St Patricks Primary School and the Sacred Heart Church.

The land immediately to the south is characterised by low scale dwellings interspersed with other land uses including, Griffith Uniting Church, St Alban Anglican Church, UNSW Rural Medical School and the Community Kids Childcare Centre. The land immediately to the west is characterised by low scale dwelling houses. Further west, at the westernmost edge of the town centre, is the Charles Sturt University and the TAFE NSW Riverina Institute Griffith Campus. The land immediately to the north is characterised by low scale dwelling houses. Further north, approximately 3km from the site, is Griffith City Airport.

1.3 Approval history

On 14 October 2021, consent was granted by the Director, Social and Infrastructure Assessments under delegation from the then Minister for Planning and Public Spaces for the Griffith Base Hospital Redevelopment (SSD-9838218). The development consent permits the construction and operation of a three and four storey Clinical Services Building (CSB) including inpatient, surgical, ambulatory care and critical care services and the provision of a clinical link to the St Vincents Private Community Hospital (SVPCH) and the Non-Clinical Services (NCS) Building. The site works include demolition of existing buildings, new internal access roads and carpark areas, tree removal, remediation, landscaping, stormwater drainage, utility works and signage.

The consent has been modified on one occasion (see **Table 1**).

Table 1 | Summary of modifications

Modification	Description	Decision-maker	Type	Date
Mod-1	Amendments to the design of the building including plant services and façade articulation and detail, the removal of a eucalyptus tree and the construction of a concrete hardstand for use by fire brigade trucks.	Department	4.55(1A)	28/09/23

2 Proposed modification

2.1 Modification overview

The modification application seeks consent for the following key changes:

- retain Building 35 (previously known as the paediatric building), originally approved for demolition.
- demolish the ramp and entry way to Building 35 and construct a replacement roofed entry lobby.
- amend the approved carpark layout and landscaping design to accommodate the retention of Building 35.

A detailed list of the key project parameters incorporating the proposed modifications is outlined in **Table 2** below.

Table 2 | Project parameters as a result of the proposed modifications

Project element	Original project	Modified project
Project area	64,023sqm	No change proposed
Land use	Hospital	No change proposed
Building height	23.08m	No change proposed
Gross floor area	19,337sqm	19,850sqm (increase in 513sqm GFA due to retention of Building 35)
FSR	0.3:1	0.31:1
Hospital beds	117	No change proposed
Car parking spaces	357 spaces	No change proposed
Landscaped area	35,272sqm (55 per cent of site)	34,759sqm (54 per cent of the site, due to retention of Building 35)

3 Statutory context

3.1 Scope of modification and assessment pathway

Details of the legal pathway under which modification is sought and are provided in **Table 3** below.

Table 3 | Permissibility and assessment pathway

Consideration	Description
Scope of modification	<p>The Department has reviewed the scope of the modification and considers that it can be characterised as a modification involving minimal environmental impact as the proposal:</p> <ul style="list-style-type: none">• would not significantly increase the environmental impacts of the project as approved.• is substantially the same development as originally approved.• would not involve any further disturbance outside the already approved disturbance areas for the project. <p>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.</p>
Consent Authority	<p>The Minister continues to be the consent authority under section 4.5(a) of the EP&A Act and has the capacity to modify the consent of the project.</p>
Decision-maker	<p>Under the Minister's Instrument of Delegation – Development Assessment Functions to DPE Staff dated 9 March 2022, the Team Leader, Social Infrastructure, may determine the application as:</p> <ul style="list-style-type: none">• Griffith City Council (Council) has not made an objection.• a political donation statement has not been made.• no public submissions objecting to the proposal were received.

3.2 Mandatory matters for consideration

3.2.1 Matters of consideration required by the EP&A Act

The Department conducted a comprehensive assessment of the project against the mandatory matters for consideration as part of the original assessment of SSD-9838218.

The Department considers this modification application does not result in significant changes that would alter the mandatory matters for consideration under section 4.5 of the EP&A Act and conclusions made as part of the original assessment.

The Department has considered the findings and recommendations in the Department's Assessment report for SSD-9838218, including the key reasons for granting consent outlined in the Notice of Decision. The Department is satisfied that the key reasons for granting of consent continue to be applicable to the development, as modified.

3.2.2 Objects of the EP&A Act

In determining whether or not to modify the consent, the consent authority should consider whether the modified project is consistent with the relevant objects of the EP&A Act (section 1.3) including the principles of ecologically sustainable development.

The Department is satisfied that the development is consistent with the objectives of the EP&A Act and the principles of ecologically sustainable development (ESD).

3.2.3 Biodiversity development assessment report

Section 7.17(2) of the *Biodiversity Conservation Act 2016* (BC Act) requires all SSD modifications to be accompanied by a Biodiversity Development Assessment Report (BDAR) unless the authority or person determining the application is satisfied that the modification will not increase the impact on biodiversity values (as identified in the BC Act and in the Biodiversity Conservation Regulation 2017).

The Department is satisfied that the modification will not increase the impact on biodiversity values and consequently a BDAR is not required to accompany the modification application.

4 Engagement

4.1 Department's engagement

In accordance with the EP&A Regulation the Department made the modification application publicly available on the Department's website on 26 March 2024 and also forwarded the application to Griffith City Council on for comment.

Council has not provided a response at the time of writing this report.

5 Assessment

5.1 Parking and carpark layout

The proposed retention of Building 35 necessitates design modifications to the approved at-grade carpark located directly south of the approved Clinical Services Building (Building 36), given that Building 35 encroaches into the approved carpark footprint.

Figure 2 below compares the approved car park design with the proposed design.

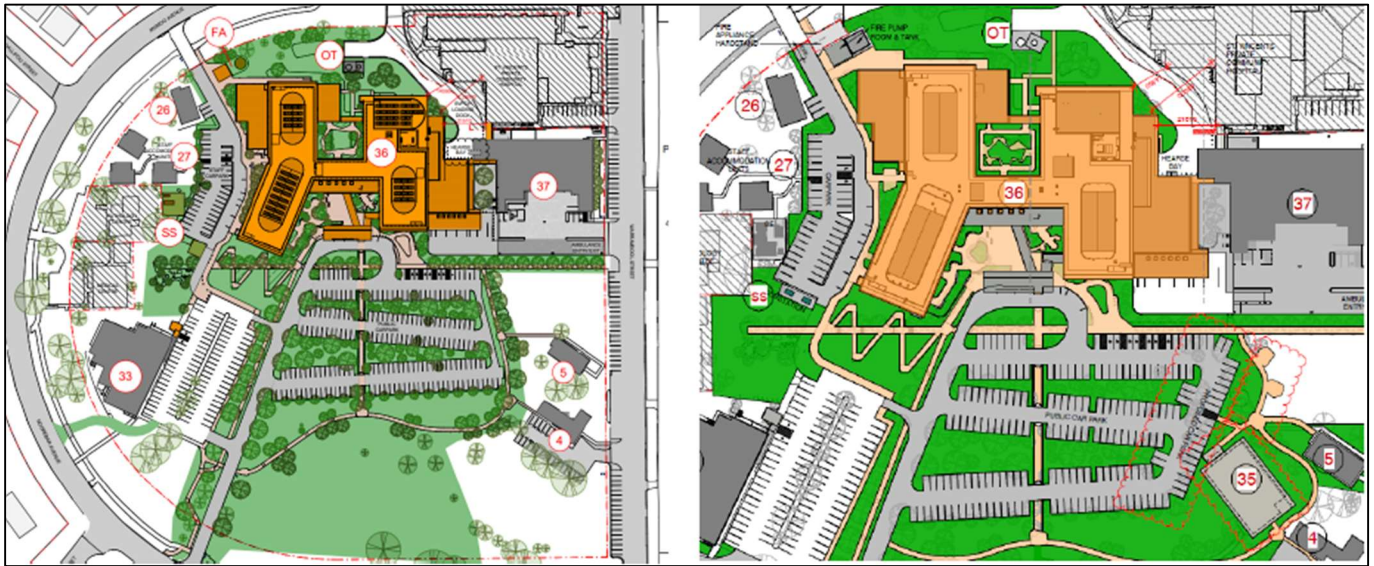


Figure 2 | Comparison of approved and proposed car park layout and design (Source: Modification Report)

A minimum of 357 on-site car parking spaces is required under consent condition B33 as part of the SSDA approval. The Department notes that there are no changes proposed to the number of parking spaces and therefore the proposal maintains compliance with the requirements under condition B33 of the consent.

A Traffic and Parking Statement has been submitted as part of this application, including a swept path assessment. The submitted swept path assessment confirms that the modified carpark design is compliant with the consent conditions and relevant standards, including the requirements of Australian Standard AS2890.1. The Department concurs with the findings of the Swept Path Assessment and acknowledges that the proposed 5.8m parking aisle widths comply with Australian Standard AS2890.1 and considers that suitable vehicle manoeuvrability would be afforded within the aisles and to parking spaces within the modified carpark.

As the proposed number of parking spaces is being retained in the modified carpark layout, the Department considers that the proposal is consistent with the design and parking intent of the approved development and acceptable in this regard.

5.2 Landscaping

The proposed retention of Building 35 and carpark redesign have necessitated modifications to the approved landscaping design. The modifications result in a minor reduction in the landscaped area

on the site, from 35,272sqm (55 per cent of site) to a 34,759sqm (54 per cent of the site). Notwithstanding, it is noted that the proposed landscaping changes would not be noticeable from the public domain.

See **Figure 3** below for a comparison of the approved and proposed landscape schemes.



Figure 3 | Comparison of approved and proposed landscaping layout and design (Source: Modification Report)

The Department is satisfied that the quantity of trees, shrubs and groundcovers on-site would be maintained as a consequence of this modification application, albeit with minor adjustments to the positioning of the vegetation plantings to correlate with the proposed revised site layout. The proposal maintains the quality and quantity of the approved landscape design and is considered acceptable by the Department.

5.3 Other issues

The Department's consideration of other issues is summarised in **Table 4** below.

Table 4 | Assessment of other issues

Issue	Findings and conclusions	Recommended conditions
BCA and accessibility	<p>The application has been supported by a BCA Statement and a Fire Safety Statement and Schedule.</p> <p>The BCA Statement includes a desktop assessment of the deemed-to-satisfy provisions of the BCA and the Disability (Access to Premises – Buildings) Standards 2010 and a review of the modifications against the 100 per cent Design Development BCA Report R10, dated 21 December 2022.</p> <p>The BCA Statement has confirmed that the proposed modifications can comply with conditions of consent A17, A18, and AN4 of the existing Instrument, which require compliance with the National Construction Code</p>	The proposal does not necessitate the modification of any conditions.

Issue	Findings and conclusions	Recommended conditions
	<p>and BCA. The BCA Statement confirms that any necessary minor design amendments required for BCA compliance can be addressed during the preparation of the detailed documentation for the Crown Certificate.</p> <p>The Department has determined that the proposed development is capable of maintaining compliance with the relevant provisions of the BCA through building solutions and/or performance-based design solutions and is considered acceptable.</p>	
Built form and design	<p>The application has been supported by Architectural Plans and Landscape Report.</p> <p>The proposed retention of Building 35 facilitates the adaptive reuse of the building for a future hospital use, whilst providing environmental benefit through the retention of existing functional building stock. The Department considers the proposed external works to be minor and would complement the existing built environment in the vicinity. Further, the proposed amendments to the carpark and landscaping would not create any adverse visual impacts to the public domain.</p> <p>The Department has determined the built form and design of the proposed modifications to be minor and in keeping with the overall design intent of the approved development.</p>	<p>The Department recommends modifications to condition A2 to enable the updating of approved plans.</p>
Stormwater management	<p>The application has been accompanied by a Stormwater Drainage Plan, which seeks minor amendments to the approved stormwater drainage design to facilitate the proposed retention of Building 35 and the reconfigured carpark.</p> <p>The Department has reviewed the Stormwater Drainage Plan and raises no concerns to the modified stormwater design.</p>	<p>The Department recommends the modification of condition C25(b) to include the submitted Stormwater Drainage Plan as part of the approval documents.</p>
Floor Space Ratio	<p>The Floor Space Ratio (FSR) of the approved development is 0.3:1. The proposed retention of Building 35 would increase the FSR to 0.31:1 (513sqm GFA increase).</p> <p>The site is not subject to a FSR control under the Griffith Local Environmental Plan 2014 (GLEP). Notwithstanding, a merit FSR assessment has been undertaken by the Department for the purpose of determining potential</p>	<p>No conditions are recommended to be modified.</p>

Issue	Findings and conclusions	Recommended conditions
	<p>impacts of an increase in FSR on the broader hospital campus.</p> <p>The retention of Building 35 would result in a negligible increase in gross floor area on the site and would not result in changes to other environmental assessment considerations of the development, including visual amenity and the public domain, vegetation planting, stormwater management, BCA, acoustic emissions, accessibility and parking provisions. Building 35 is an existing facility and its proposed retention would not result in an intensification of the hospital use on site.</p> <p>On balance, the Department considers the proposed increase in gross floor area on the site to be minimal and no concerns are raised.</p>	

6 Evaluation

The Department's assessment has considered the relevant matters and objects of the EP&A Act, including the principles of ecologically sustainable development, advice from government agencies, local councils, and strategic government policies and plans. While the proposal would result in a minor increase in gross floor area and a reduction in landscaped area, the proposed alterations to the carpark layout and retention of Building 35 are considered changes that would positively contribute to the effective and orderly function of the hospital. Considerations including traffic, parking, access, noise and vibration, bulk and scale and urban design would not be negatively affected by the proposal.

The Department considers that the application is consistent with the objects of the EP&A Act and continues to be consistent with the strategic directions of the State.

The development as modified would be substantially the same as that originally approved and would deliver a significant public benefit through the provision of improved and expanded health and education facilities. The Department concludes the impacts of the proposed modification are acceptable. Consequently, the Department considers the development is in the public interest and the modification application should be approved.

7 Recommendation

It is recommended that the **Team Leader**, Social Infrastructure, as delegate of the Minister for Planning and Public Spaces:

- **considers** the findings and recommendations of this report.
- **accepts and adopts** the findings and recommendations in this report as the reasons for making the decision to approve the modification.
- **agrees** with the key reasons for approval listed in the notice of decision.
- **modifies the consent** for the Griffith Base Hospital Redevelopment (SSD-9838218, subject to the conditions in the attached instrument of modification.
- **signs** the attached instrument of modification (**Appendix C**).

Recommended by:



Thomas Dales

Senior Planning Officer
Social Infrastructure

8 Determination

The recommendation is **adopted** by:

A handwritten signature in black ink, appearing to read 'David Gibson', with a stylized flourish at the end.

10 April 2024

David Gibson
Team Leader
Social Infrastructure

Glossary

Abbreviation	Definition
Council	Griffith City Council
Department	Department of Planning and Environment
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	Environmental Planning and Assessment Regulation 2021
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999</i>
ESD	Ecologically sustainable development
LGA	Local government area
Minister	Minister for Planning and Public Spaces
NCC	National Construction Code
SSD	State significant development

Appendices

Appendix A – List of referenced documents

<https://www.planningportal.nsw.gov.au/major-projects/projects/modification-2-changes-carpark-retention-building-35>

Appendix B – Consolidated Consent

<https://www.planningportal.nsw.gov.au/major-projects/projects/modification-2-changes-carpark-retention-building-35>

Appendix C – Recommended instrument of modification

<https://www.planningportal.nsw.gov.au/major-projects/projects/modification-2-changes-carpark-retention-building-35>