

**CM13.2. Development Application 10.2021.38711.1 Alterations & Additions to Albury base Hospital - Redevelopment Council Consideration to make submission to Southern Regional Planning Panel**

<b>DATE</b>	28 January 2022	<b>FIL REFERENCE</b>	AF21/03680
<b>CONFIDENTIAL</b>	No		
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**Summary**

This report is presented to advise Councillors that Council staff have completed an assessment of Development Application (DA) 10.2021.38711.1, which seeks approval for alterations and additions to the Emergency Department (ED) of Albury Base Hospital at Lot 14 in Deposited Plan (DP) 1175382, at 201 Borella Road, East Albury.

The development is a type of health services facility to be carried out by the Crown and has a Capital Investment Value (CIV) greater than \$5 Million. Consequently, the development is "Regionally Significant Development" under the provisions of the State Environmental Planning Policy (State and Regional Development) 2011 (SRD SEPP).

As a result, this matter will be determined by the Southern Regional Planning Panel (Southern RPP) at a yet to be confirmed date, and the purpose of this report is for Councillors to determine whether Council wishes to make a submission to the Southern RPP in regard to the application.

**People**

Habitat Planning on behalf of the Victorian Health and Human Services Building Authority.

**Cost**

\$29,315,000.00.

**Development Description**

This application seeks Development Consent for the redevelopment and extension of the Emergency Department of the Albury Base Hospital. The development includes demolition works and construction of a single storey addition to the south of the existing emergency department and comprises an additional 2,005m<sup>2</sup> of Gross Floor Area (GFA). The Development Application seeks approval for the development to be carried out in two stages.

The first stage of the redevelopment seeks to construct the new ED whilst ensuring the continued safe and responsive health services with the operation of the existing ED. The development will provide a significantly expanded service to meet current and future health demands in the catchment.

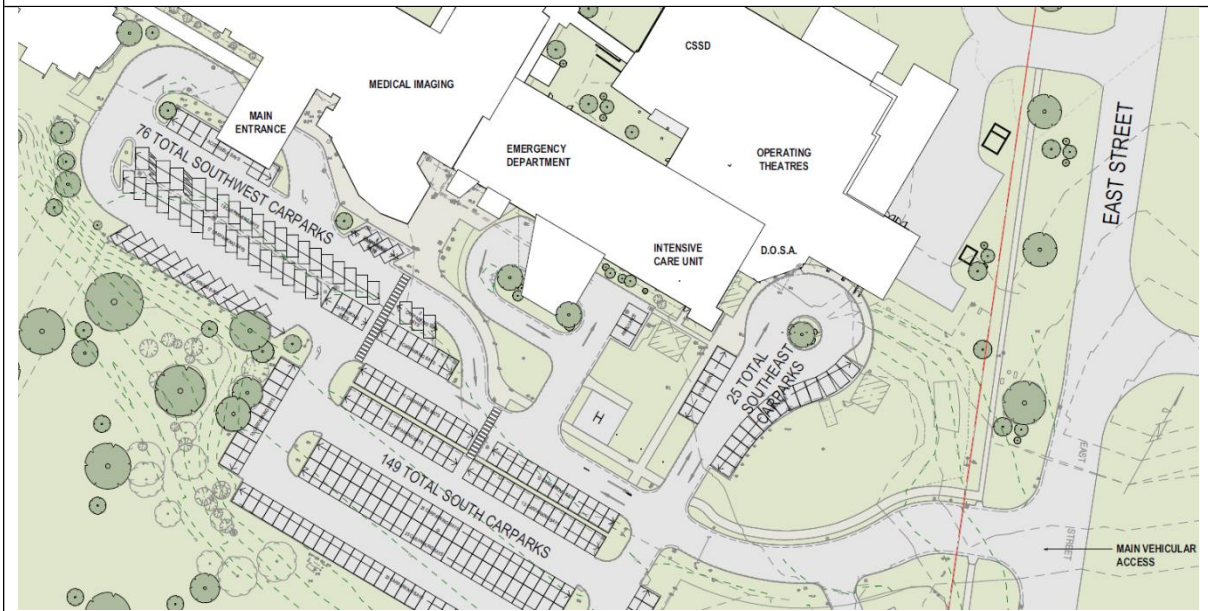
The Stage 1 extension is made up of the following elements:

- new reception, waiting areas and triage rooms;
- new staff offices and amenities;
- new acute treatment rooms;
- resuscitation zone;
- construction of new ambulance and emergency vehicle bays and access areas;
- associated pedestrian and vehicular access upgrades;
- new landscape works;
- service and utility connections and augmentation.

The application seeks to demolish and remove, within the proposed building footprint, all external hardstand areas including bitumen driveways, car parks, kerb and gutter, helipad and canopy cover over existing ambulance bays. The development will also remove all landscaping within the areas located adjacent to the existing ED entrance and frontage of the existing ED. The demolition works will facilitate the new ED extension works with initial working comprising underground service provisioning including plumbing, electrical and drainage and will also prepare the building footprint for building and construction works associated with the ED extension. Extracts from the submitted Site Plans are reproduced in Figure 1 below:

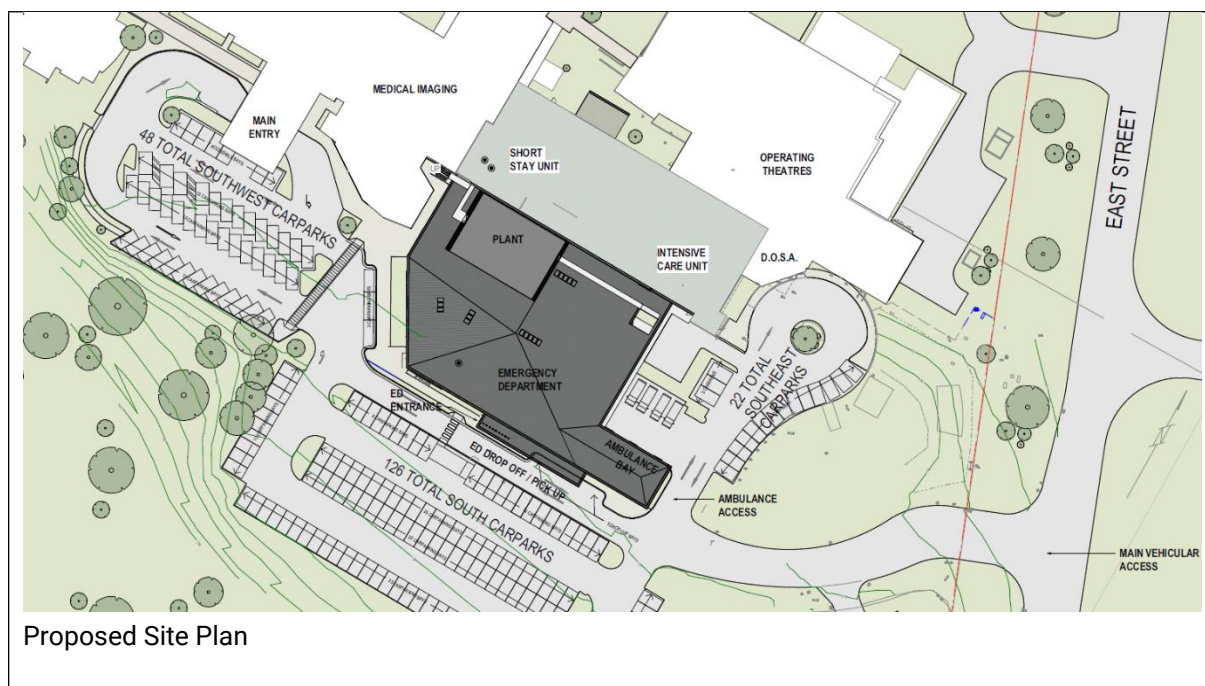


Existing site conditions



Existing Site Plan



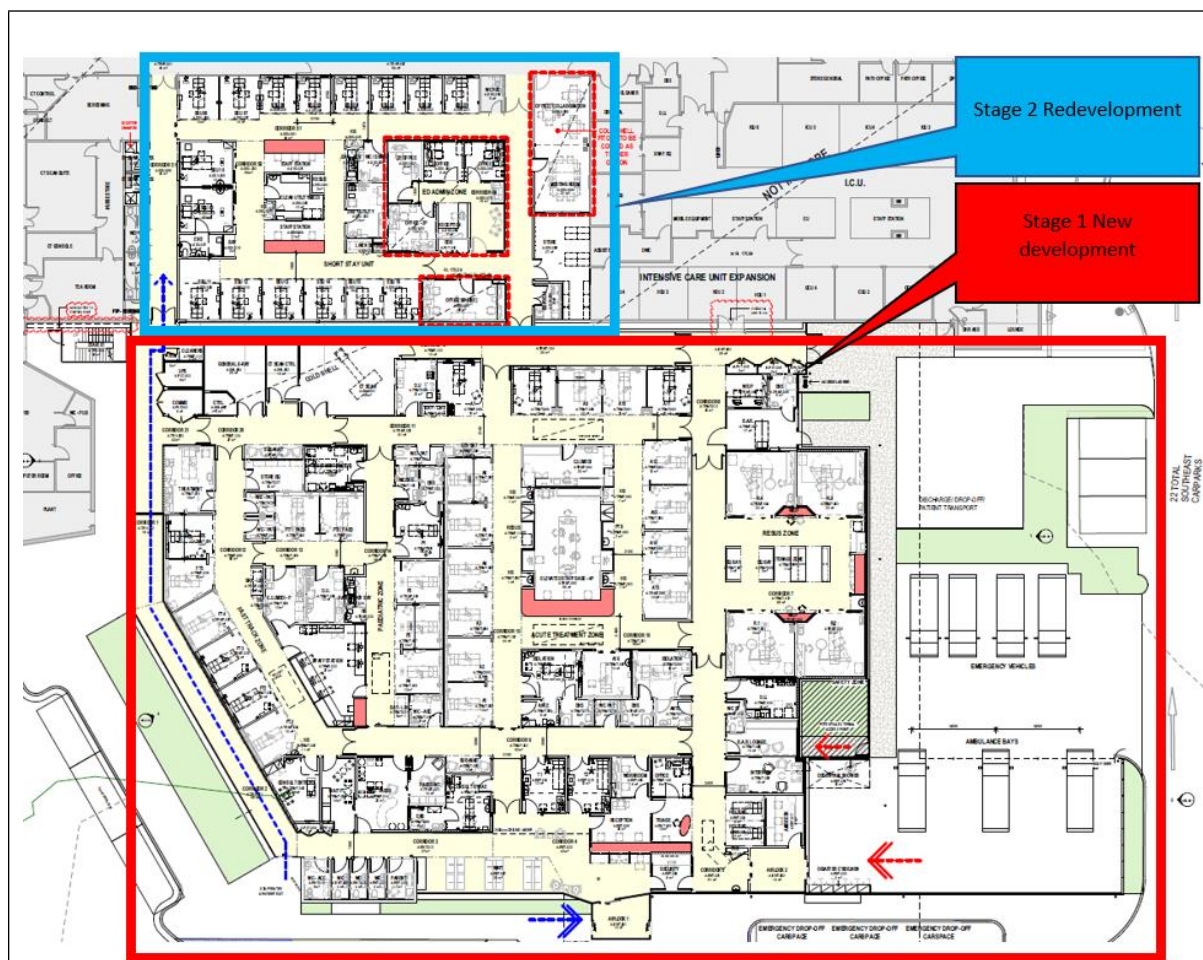


**Figure 1: Site Plans**

Upon the completion and commissioning of the new ED, the old ED will be closed for Stage 2 works of the redevelopment. This staged approach is necessary to enable the orderly transition of the ED operations and the future relocation of critically inter-dependent acute services to the Albury campus within close physical proximity to the redeveloped ED. The staging of the works will ensure service levels are maintained during the construction period. Stage 2 will commence once the first stage is completed and operational and decanting of ED has been finalised.

Stage 2 work includes internal demolition to the existing ED area to facilitate:

- 16 emergency short stay beds;
- new ED administration zone;
- new offices, meeting rooms and collaboration spaces; and
- new equipment storage and designated linen disposal areas.



**Figure 2: proposed floorplan showing new development (Stage 1 – Red) and redevelopment (Stage 2 – Blue)**

Ultimately, the proposed development will result in a new and redeveloped ED comprising:

- 42 new Points of Care;
- 16 emergency short stay beds;
- four new covered Ambulance bays;
- four parking bays in addition to dedicated police vehicle bays;
- discrete access to behavioural assessment rooms;
- additional X-Ray and CT Scanning spaces;
- behavioural assessment rooms;
- private family consult rooms; and
- administration and offices.

The outside of the building will be constructed of compatible materials and finishes which contrast and complement the finishes of the existing facility including the use of terracotta Rainscreen Cladding and custom design perforated sheet metal cladding power-coated with a terracotta finish. Clear glazed panels with a fritted pattern in a vertical arrangement will clad the southern facades of the single storey structure as can be seen in the elevation included in Figure 3 below.





**Figure 3: South elevation and 3D models**

New emergency drop-off car spaces and landscaping will be located adjacent to the frontage with appropriate wayfinding features and signage to the main ED entrance.

Full details of the proposal are shown in the development plans (included in attachment 1) and described in the Statement of Environmental Effects (included as attachment 2).

### **Site and Locality Description**

The subject site is addressed as 201 Borella Road, East Albury and is formally identified as Lot 14 in DP 1175382. The land is owned by the NSW Department of Health and comprises a single parcel with a total area of 8.46 hectares and is occupied by the Albury Base Hospital and the Albury Wodonga Regional Cancer Centre.

The site is bound by Borella Road to the north, Keene Street to the west, East Street to the east and Eastern Hill bushland reserve to the south. The site is located approximately 2 km north-east of the Albury CBD, 2.5km south of the Lavington CBD and 1.7 kilometres south-west of the Albury Airport.

The site is zoned “*SP2 – Infrastructure - Health Services Facility*” under the Albury Local Environmental Plan 2010 (‘the LEP’) in recognition of the current use of the land as a regional hospital. Most of the surrounding land is zoned “*R1 – General Residential*” in recognition of the predominant residential land uses to the east and west which is made up of conventional single and multi-dwelling residential housing.

The site has significant landscape backdrops comprising of native woodland to the south, extending to the Murray River to the south-east. The site adjoins the Eastern Hill Reserve to the south which is zoned “*C2 Environmental Conservation*”. This land comprises native woodland vegetation and on steep upsloping land to the south and is identified as Bushfire Prone Land in the Albury Bushfire Prone Land Map (Vegetation 1).

The hospital is sited centrally to the land and is tiered over three levels with the fall of the land and incorporates at-grade car parking within the northern and southern boundary setbacks of the hospital. The hospital’s built form has a predominant northerly aspect and incorporates significant street front setbacks with a combination of car parking, mounded landscape feature gardens and maintained grass verges.

The site contains 607 carparks across two main car park areas, one within the primary setback to Borella Road to the north (northern car park) and the other within the rear setback to Eastern Hill Reserve (southern car park). The car parks are accessed via three independent points of entry and exit, two on East Street and one on Keene Street. By virtue of the location of these access points, along with access and the main entrances to the hospital and operational management, the car parks typically accommodate staff and visitors separately in the northern and southern car parks, respectively.

Borella Road at the north of the site is a significant transport link to Albury Railway Station and Albury Airport, enhancing the connectivity of the site. Apart from the Albury Base Hospital and supporting accommodation development, the area is characterised by a variety of single and medium density style dwellings and is noted as an area of transition in residential densities. There are also a number of commercial land uses located to the north along Borella Road which forms part of the local neighbourhood centre precinct.



**Figure 4: Site locality**

## **Key Issues**

### Parking

The proposed development increases the capacity of the hospital and therefore increases the demand on car parking within the site. For the purposes of calculating car parking for a hospital, the Albury Development Control Plan requires the following:

- *1 space per 4 beds plus 1 per 2 employees.*

This development proposes 42 additional beds, and the expansion will also result in an increase in average shift staffing of 71 (from 26 to 97). Therefore, the parking required by the development is (42 beds/4 = 10.5 spaces) + (71 additional staff/2 = 35.5 spaces) = 46 additional spaces.

However, extending the building and associated civil works will also result in a reduction of 47 spaces from the existing carpark. Therefore, the result of the proposed development will be a parking shortfall of 93 spaces.

A Traffic Impact Assessment Report (TIAR) prepared by Spotto Consulting was submitted with the application and included in Attachment 2 to this report. According to the TIAR nearby intersections and all access points to site currently operate at an excellent Level of Service (LOS A, the highest level) and:

- the midblock level of service on all roads surrounding the site is satisfactory (LOS C) or better;
- parking surveys carried out on a typical weekday show that there is a high level of demand for off-street parking at the site, with vehicles using on-street parking in the surrounding streets to meet demand;
- the proposed development is anticipated to generate 36 vehicle trips per hour in the AM and PM peak hour, which will not have a significant impact on the performance of the road network



in the immediate vicinity of the site (including nearby intersections, midblock sections of road and site accesses);

- the proposed development is anticipated to require an additional 93 off-street parking spaces, consisting of 46 spaces to meet additional staff/patient requirements and 47 spaces to offset those lost through expansion of the building; and
- adequate provision has been made for ambulances and service and delivery vehicles.

However, it should be noted that the TIAR also confirmed pre-existing deficiencies that are currently being met by on-street parking availability in the surrounding street network. It is estimated that the existing shortfall in off-street parking at the site is in the order of 82 spaces. According to the TIAR, the projected parking demand shortfall cannot be fully met by this same on-street parking supply. Consequently, it is likely the increased parking deficiencies will place additional pressure upon the surrounding neighbourhood road network and on-street parking facilities. Further, the increased on-street parking will likely result in visual impacts of parked vehicles on the street and noise impacts relating to traffic movements at various times of the day especially during the peak periods.

Noting that the on-street parking availability in the immediately surrounding road networks of East Street and Keene Street are nearing capacity, the anticipated parking demands will likely extend and disperse further into the surrounding residential areas of East Albury and Eastern View Estate.

These impacts were communicated with the applicant during assessment. In response, a separate Development Application (DA 10.2021.39058.1) was lodged proposing a car park providing 103 spaces on adjacent land at the Borella Road/East Street intersection (165 & 169 Borella Road, 610 & 614 East Street and 166 Bilba Street). That Development Application has been assessed and is presented to Council under separate cover. It should be noted that following the assessment, some modification to the layout was recommended and the car park will ultimately provide 105 spaces. For the purposes of this report, it is assumed that Development Consent will be granted prior to consideration of this application. If that is the case, it is considered that sufficient provision for car parking has been made to address the issues raised relating to car parking deficiencies in the short term. It is acknowledged that the temporary car park is only supported for a maximum period of 10 years (or as Council determined). To ensure the security and flexibility of available parking spaces in the short to medium term, it is proposed that the temporary use be permitted by the Section 88B instrument for 10 years. This timeframe will ensure urgency in the implementation of an on-site solution (such as a multi-deck car park building) and will reduce the likelihood of the car park use becoming ingrained in the urban fabric, which is contradictory to the objectives of that site's residential zoning as well as the *Borella Road and Riverina Highway Corridor Strategy*. Once the car park becomes redundant within this time, the site shall be reverted back to land suitable for permissible uses in the R1 zone.

The proposed car park is a temporary use whilst alternate options for additional parking on the Hospital site are explored by Albury Wodonga Health (AWH) with the development of a Masterplan. Works on the Masterplan have significantly advanced and is currently under review by AWH Executive. The Masterplan places a high priority on on-site, multi-storey car parking and the need for consolidated single site facility into the future. Whilst the proposal largely relies upon future studies and a master-planning process to develop a solution to the car parking deficiencies, the TIAR has confirmed that any impact upon the road network and intersections are within an acceptable range.

The development of the Masterplan is critical to a holistic and long-term solution to address the current constraints, including car parking and the short-term impacts on the surrounding residential neighbourhood. Importantly, this development is critical community infrastructure that the regional community desperately needs, and the Master planning process has commenced providing public confidence that these matters are recognised, and a long-term solution is being sought in the immediate term.

It was however noted that the temporary car park included four accessible spaces for people with disabilities. As was noted in the assessment of DA 10.2021.39058.1, these spaces are not required in this location, and disabled persons will be much better served with these spaces provided near hospital entrances. As a result, it will be required through a condition of consent that an additional four accessible spaces be provided on-site, in lieu of additional standard spaces being provided in the temporary car park.

Despite the on-site car parking numerical deficiency, the proposed car parking spaces are designed consistent with Australian Standards and Guidelines and are expected to operate satisfactorily. Adequate provision is also made for ambulances, and emergency service vehicles. Delivery, waste and service vehicles will continue to operate under existing conditions and utilise a separate East Street access point and service area. Regarding the design of the on-site car parking and access arrangements, certain technical modifications are proposed by Council, which will be discussed further under 'Traffic flow and access'.

The existing public transport networks in the area also extend to the site with buses operating through Albury, Wodonga and Thurgoona. The site is also interconnected with the surrounding network of shared footpaths and cycleways providing access to and from bus stops to the main entrances of the hospital where end-of-trip facilities are available. Whilst reliance upon public transport accounts for a small number of visitors, it is a service that is readily available on weekdays, and its use should be promoted and encouraged. The surrounding street network also supports shared pedestrian linkages to the hospital encouraging a variety of alternate transport modes.

#### Traffic flow and access

It is acknowledged that the on-site car park design, including hold lines, internal pavement markings and wheel stop provisions are to be provided where appropriate and in accordance with the Australian Standard 2890.1. Similarly, all new and revised parking spaces are designed to accord with AS2890.1 with minimum dimensions 5.4m x 2.6m and aisle widths of minimum 5.8m. This will be reinforced with appropriate conditions of the consent should the SRPP approve the development.

Channelised Right turn lanes (CHR) are to be provided at both entrances to the site from East Street. The CHR for the southern car parks is to be designed in conjunction with Council, to enable the provision of a CHR into Benyon Street. The TIAR prepared by Spotto Consulting, 2021 also notes channelised right turn treatments are warranted for both site accesses on East Street. However, no dedicated turning lanes are warranted for left turns.

Pedestrian priority is to be given where any path crosses an access road, and Tactile Ground Surface Indicators (TGSIs) are to be installed. All new paths should be designed to be DDA compliant. All road crossing points must be designed to be perpendicular to the kerb.

### **Submissions**

The proposal was notified in accordance with Council's Community Participation Plan from 21 August 2021 until 29 September 2021. One submission has been received. A redacted copy of the submission is included in attachment 3 to this report. In summary, the submission raised the following concerns:

#### Parking

*Obviously, the solution to lack of parking is to build a multi-deck car park. In our area there are always vehicles parked in front of houses. Some belong to hospital staff as they are there all day. To gauge a more accurate count of vehicles here, a survey needs to be conducted more comprehensively as some hours and days are worse than others. Unfortunately, it is not a good time to conduct such a survey due to less traffic congestion because of lockdowns and COVID in general.*

*People often park along Grandview Terrace when they cannot find a park anywhere else. This can cause congestion as it is not a wide street and as a result the local bus does have issues at times trying to dodge the parked vehicles.*

#### Pedestrian Access

*It is a concern that pedestrian access around this area is not ideal either as there is no Pedestrian Refuge on Palm Drive and Palm Drive is a wide street. There will be more vehicle and pedestrian traffic after completion of the development as more people will be parking in the surrounding streets in front of homes.*

*Because of the location of a concrete footpath on the north side of Palm Drive (near East Street) pedestrians cross East Street there which is very dangerous as vehicles are turning left into Palm Drive from East Street. There is a crossing down further towards Borella Road, but people love taking very dangerous shortcuts.*

*There needs to be another Pedestrian Refuge located on East Street to the left of Palm Drive (facing the Rural Medical School) where the visibility is excellent. It would also slow down the traffic racing down the East Street hill.*

*Generally, residents are sympathetic when it comes to people parking in front of their homes, but they don't like their driveways to be partially obstructed which sometimes is the case. Perhaps line marking would help in Palm Drive.*

**Planning comment:** A Traffic Impact Assessment Report (TIAR) was submitted with the application which confirmed, with traffic surveys and modelling, that the nearby intersections, including access points to site, currently operate at an excellent Level of Service (LOS 'A', the highest level).



Notwithstanding, line marking changes were recommended which will be enforced through conditions of consent, for the creation of Channelised Right Turn lanes at all access points from East Street.

The proposed development is not considered to significantly increase the demand for pedestrian access infrastructure to warrant the construction of additional footpaths or pedestrian refuges. The existing infrastructure is adequate for that purpose.

A separate Development Application was lodged for the provision of a car park opposite East Street from the Hospital. This car park will provide 105 car parking spaces for the exclusive use of hospital staff for a period of 10 years whilst an on-site solution is considered through an ongoing master planning process. This arrangement will free up on-site car parking for the use of patients and visitors to the ED and reduce the need for on-street car parking in the area, especially side streets. It is anticipated that the construction of the additional car park will reduce occurrence of car parking in Palm Drive, Grandview Terrace, etc.

### **Options**

This report is provided for the information of Councillors. Council has the option to make a separate submission to the Southern Regional Planning Panel, or note the report and make no further submission. Should Council wish to make a submission, then this needs to be provided in writing to the Regional Planning Panel.

### **Conclusion**

Council staff have assessed the proposed development with regard to the submitted information, issues raised during public notification, and planning controls and requirements contained within Albury LEP 2010, Albury DCP 2010 and relevant State and, where applicable, Federal legislation. It is the role of Council staff to objectively weigh and consider the submitted information, as well as any issues raised during public notification. This involves balancing the issues identified by all parties and will not always result in agreement with the noted opinion of any of these parties.

Overall, it is concluded that the impacts of the proposed development on the environment and neighbouring properties are reasonable and satisfy the requirements of this consideration subject to the construction of a car park on neighbouring land as described in the report.

The development is considered appropriate to the context and setting of the site. The proposed development is considered consistent with the objectives of the "SP2 Infrastructure" Zone and the Borella Road and Riverina Highway Corridor Strategy 2020 - 2060, and the assessment has concluded that the proposed development provides a suitable and satisfactory planning outcome.

### **Recommendation**

That Council:

- a. Receives and notes the report; and
- b. Determines if Council is to make a separate submission to the Southern Regional Planning Panel in relation to Development Application (DA) 10.2021.38711.1, which seeks approval for alterations and additions to the Emergency Department of Albury Base Hospital at Lot 14 in Deposited Plan (DP) 1175382, at 201 Borella Road, East Albury.

### **Attachments**

1. Development Plans (DOC22/25974).
2. Statement of Environmental Effects (Executive Summary) (DOC22/25975).
3. Submissions (DOC22/26022).
4. RFS General Terms of Approval (DOC21/220512).
5. TfNSW response (DOC22/25977).
6. Draft Determination (DOC22/18303).
7. Southern Regional Planning Panel Report (DOC22/26190).