

**SCOPING REPORT
SHOALHAVEN HOSPITAL REDEVELOPMENT
REQUEST FOR SEARs**

PART A – MAIN REPORT



(Conrad Gargett)

Prepared on behalf of Health Infrastructure



DECEMBER 2021

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Date: 10 December 2021

SCOPING REPORT PART A – MAIN REPORT

SHOALHAVEN HOSPITAL REDEVELOPMENT SCENIC DRIVE, NOWRA

1.0 INTRODUCTION

1.1 Purpose

Health Infrastructure (HI) is the applicant for the proposed Shoalhaven Hospital Redevelopment project.

The proposal is State Significant Development (SSD) for the purposes of the *Environmental Planning and Assessment Act 1979* (EP&A Act) and clause 14(a) of Schedule 1 of the *State Environmental Planning Policy (State and Regional Development) 2011* (SRD SEPP) as it involves development for the purposes of a hospital with a capital investment value in excess of \$30 million.

The purpose of this Scoping Report is to request the Secretary's Environmental Assessment Requirements (SEARs) in accordance with clause 3(1) of Schedule 2 of the *Environmental Planning and Assessment Regulation 2000* (EP&A Regulation) for the preparation of an Environmental Impact Statement (EIS).

Concept design plans have been prepared by the project architect Conrad Gargett (see **Part B**). The scope, detailed design, construction and operation of the Shoalhaven Hospital Redevelopment as described by this Scoping Report / SEARs request forms part of this application. This Scoping Report / SEARs request is supported by an overview of the proposed development, the strategic and statutory planning context, as well as identifying the key likely environmental and planning issues associated with the proposal.

1.2 The Existing Hospital

Shoalhaven District Memorial Hospital (referred to as Shoalhaven Hospital hereafter) is located in Nowra and is the main acute care hospital for the Shoalhaven region, providing emergency care, medical, surgical and orthopaedic services within the Illawarra Shoalhaven Local Health District (ISLHD). The hospital was opened in May 1951 and provides a comprehensive range of health services to the Shoalhaven population, networked with higher level services at Wollongong Hospital.

The hospital presently provides a total of 206 beds in specialities and health services including:

- Acute medical, Stroke, Cardiology
- Surgical In-Patient Unit
- Surgical and Endoscopy Day Unit
- Intensive Care
- Maternity
- Paediatrics and neo natal special care
- Rehabilitation
- Mental Health
- Renal Dialysis
- Emergency Department

The original and main hospital buildings are generally clustered to the north of the campus as seen in **Figure 1** over.

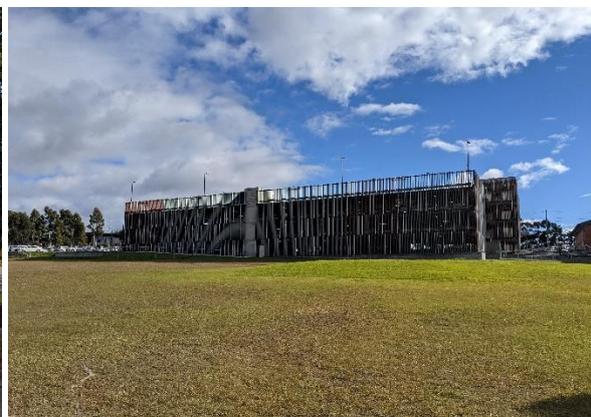
This includes the main hospital building addressing Scenic Drive (Block B – built in 2004) and the original 1951 building addressing Shoalhaven Street (Block A and its 1996 extension). Newer buildings include Mental Health (2014) to the north-east extent of the campus, and the Cancer Care Centre (2013) and the GP Super Clinic (2015) each of which sit south of the original hospital along Scenic Drive. A new multi-deck car park was completed in 2020 and accommodates 220 spaces over three to four split levels. This sits adjacent to a large at-grade car park with access off Scenic Drive. The development of the Cancer Care Centre and GP Super Clinic has involved a progressive transition and expansion to the south of the original campus which has included acquisition of the south-western parts of Nowra Park by the NSW Health Administration Corporation (HAC). See photos below.



Figure 1 – The existing Shoalhaven District Memorial Hospital (Conrad Gargett)



Hospital entrance from Shoalhaven Street



Multi-deck car park viewed from Shoalhaven Street



Block A Extension viewed from Shoalhaven Street



Old Nurses Accommodation and part of Mental Health



Main Entrance for the hospital to Block B at Scenic Drive



Car parking viewed from Scenic Drive



Cancer Care Centre at Scenic Drive



GP Super Clinic on Scenic Drive

1.3 Site Details

The hospital is located at Scenic Drive, Nowra some 160km to the south of Sydney – see **Figure 2**. Within Nowra, the hospital is located north-west of the main business district / town centre and sits in an elevated position adjacent to and overlooking the Shoalhaven River – see **Figure 3**.

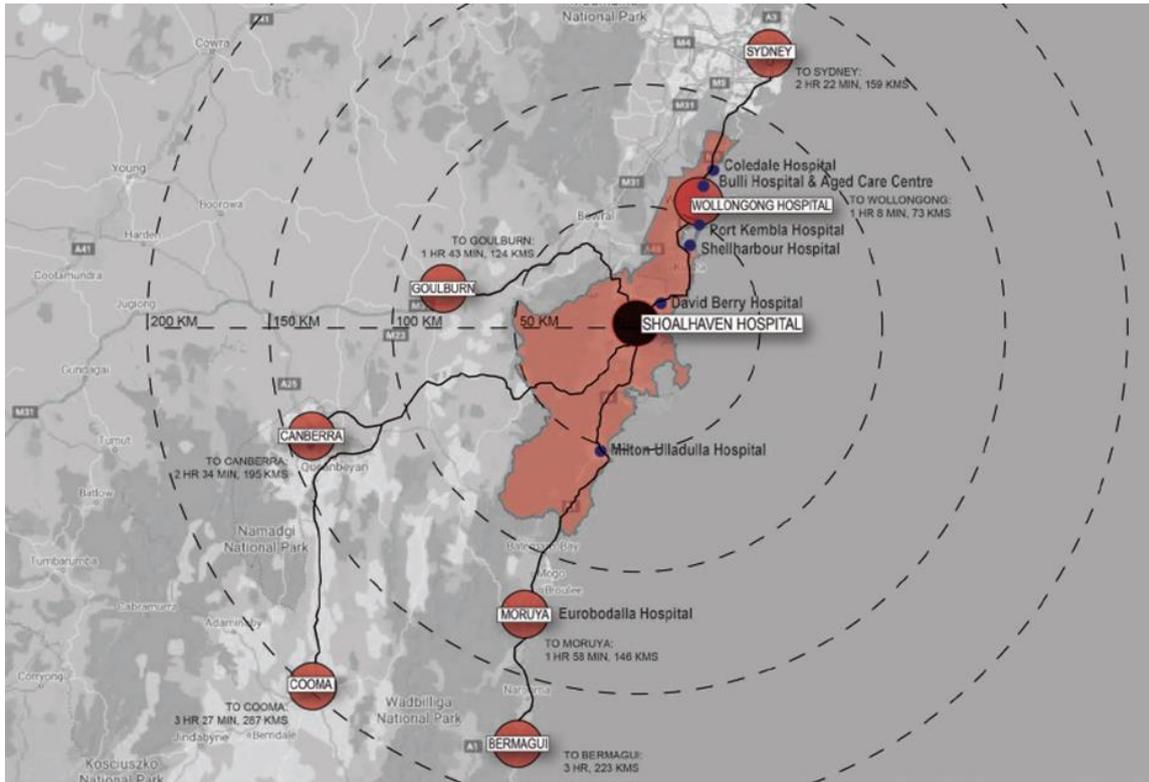


Figure 2 – Regional Locality Plan (Conrad Gargett)



Figure 3 – Locality Plan (Conrad Gargett)

The hospital comprises a number of existing land parcels as seen in **Figure 4**. These include:

- Lot 373 in DP 755952 (main / original hospital site)
- Lot 1 in DP 1043088 (at-grade and multi-deck car park off Scenic Drive)
- Lot 1031 in DP 1208730 (GP Super Clinic)

- Lot 1032 in DP 1208730 (Cancer Care Centre and part multi-deck car park)
- Lot 102 in DP 1165533 (frontage to Scenic Drive)

It is understood that these lots are all owned by the Health Administration Corporation (HAC). Note **Figure 4** is an outdated aerial photograph that omits the multi-deck car park, GP Super Clinic, and Cancer Care Centre.

The adjacent Nowra Park is identified as Lot 104 in DP 1165533. The Shoalhaven Community Pre-School addressing Shoalhaven Street is located on Lot 7034 in DP 1031852.

In early November 2021, Lot 104 DP 1165533 was acquired by compulsory acquisition process for the purposes of the *Health Administration Act 1982* to extend the Shoalhaven Hospital campus and to facilitate the subject redevelopment. The park was previously Crown Land and Crown Reserve. The Shoalhaven Community Pre-School parcel is presently subject to the same acquisition process by HAC.



Figure 4 – Existing lots comprising the hospital campus and adjacent pre-school and Nowra Park (SixMaps)

As described, the topography is such that Scenic Drive and the hospital sit high above, and in part overlook, the Shoalhaven River – see Figures 5 and 6. The hospital site and Nowra Park are generally flat in a north-south direction with a gentle slope to the north, however from Scenic Drive to Shoalhaven Street there is a more pronounced drop from west to east of some 10 or more metres.

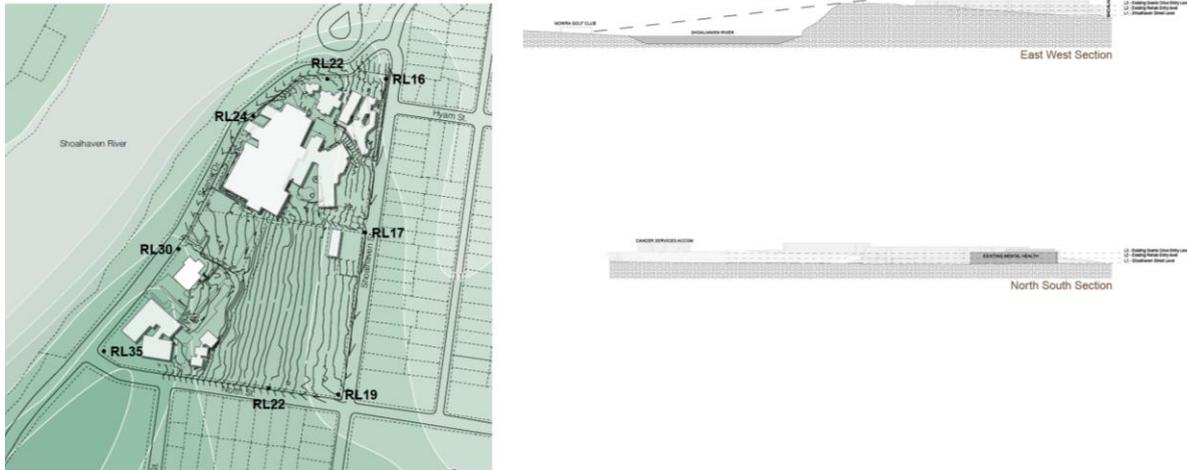


Figure 5 – Contour plan and topographical sections (Conrad Gargett)



Figure 6 – View west from Hanging Rock Lookout – corner of North Street and Scenic Drive SW of the hospital

The hospital site and Nowra Park are both broadly unaffected by a range of physical constraints or impacts such as flooding, terrestrial biodiversity values, groundwater impacts, scenic protection area, or riparian lands and watercourses. The land is mapped as subject to Class 5 Acid Sulfate Soils and in part as bushfire prone along the Scenic Drive frontage only. The lots described above are also not mapped as being subject to any heritage or Aboriginal heritage listings. Further discussion is set out in Section 4.0.

The locality around the hospital includes the escarpment and bushland to the west of Scenic Drive (as shown above in **Figure 6**); the existing extent of Nowra Park to the south (see **Figure 7**); low-rise separate dwellings along Shoalhaven Street opposite the hospital (**Figure 8**) as well as along North Street opposite Nowra Park to the south; and the existing Shoalhaven Community Pre-School adjacent to the hospital to the north of Nowra Park (see **Figure 9**).

Nowra Park also contains a number of significant trees around its general perimeter addressing North Street and Shoalhaven Street. Nowra Park contains a synthetic cricket pitch, however the grade and slope of Nowra Park does not appear to provide for a formal playing surface for any range of sports.



Figure 7 – Nowra Park looking south-west from Shoalhaven Street



Figure 8 – Residential properties on Shoalhaven Street opposite the hospital



Figure 9 – The existing Shoalhaven Community Pre-School (Shoalhaven Street)

1.4 Background to the Proposed Development

The Shoalhaven Hospital Clinical Services Plan (CSP) November 2020 prepared by the ISLHD identified that redevelopment of the hospital was necessary to grow and adjust services to meet changing health needs within the region. The region’s population is growing and ageing, and people are living longer with chronic and complex illnesses. By 2031, the Shoalhaven catchment is forecast to grow 12%, with significantly faster population growth in the 70+ age groups. Health services in the region will need to be more self-sufficient, giving residents access to more locally available services. The CSP effectively determined that the hospital’s bed base would need to grow from some 206 beds to about 415 beds by 2031.

The CSP identified critical population, service, infrastructure and partnership developments required to address the current and future health needs of the Illawarra Shoalhaven to 2031. It is based on the ISLHD five focus areas:

- Focus Area A: Promote, protect and maintain the health of the community
- Focus Area B: Strengthen care in the community
- Focus Area C: Address the cultural and health needs of Aboriginal people
- Focus Area D: Commit to high value care
- Focus Area E: Strengthen partnerships and engagement

Many services, including Emergency, Surgical and Intensive Care are currently delineated as Level 4, which compels patients requiring an increased level of clinical care to travel to Wollongong or Sydney. Support services such as Pathology, Pharmacy and Imaging are also delineated as Level 4 which restricts the extent of clinical services able to be provided. A MRI and Nuclear Medicine service is currently not available at Shoalhaven Hospital with patients needing to travel to Wollongong.

Other constraints at the current Shoalhaven Hospital include:

- The existing four operating theatres restrict the number of day surgeries able to be provided to meet the growing demand in the area. Surgical services are Level 4 with transfers to Wollongong and Sydney as needed. There is no vascular surgery.
- The Emergency Department lacks designated areas for streaming different patient cohorts such as ESSA, Paediatrics, Fast Track, and Safe Assessment. There is also a significant growth in demand currently experienced.
- The Renal service is outpatient only with limited capacity to dialyse inpatients.
- There is restricted space available for the growth in demand for Ambulatory services.
- The Level 5 service Cancer Care Centre is not supported by equivalent cancer related secondary services, relying on Wollongong instead of being self-sufficient.
- Cardiology is currently a sub-specialty service of medicine. Coronary Care beds are located in the Intensive Care Unit. There is no interventional or diagnostic cardiology service.
- Palliative Care and Rehab beds located at David Berry Hospital in Berry with a lack of immediate access to consulting medical specialties at Shoalhaven Hospital. There is an increasing demand for geriatric beds to reflect population growth.
- Maternity services are a level 3 service with complex high risk patients being transferred to Wollongong. Outpatient services are off-site due to insufficient space.
- Special Care Nursery is a level 2 service, requiring mothers and infants to transfer to Wollongong.
- There is no dedicated Paediatric Assessment Unit at Shoalhaven to assist with avoidable admissions.
- The Mental Health service provides a purpose-built sub-acute unit, however: acute mental health patients are transferred to Shellharbour Hospital with no acute service on site.

Accordingly, the overall Vision for the redevelopment project is for:

- The redeveloped Shoalhaven Hospital to be the health hub for the region, providing the majority of emergency, critical care, acute, subacute and non-admitted services locally, reducing the need to transfer patients to Wollongong and Sydney.
- The redeveloped Shoalhaven Hospital to operate at a greater complexity level and will be able to serve the majority of the region's health needs locally.
- Shoalhaven Hospital to continue to be linked with Wollongong and the new Shellharbour Hospital as part of a District-wide network.
- Fewer people to need to be transferred to Wollongong Hospital or to Sydney for services such as cardiology, neurology/stroke and complex surgeries.

The overall Project Objectives are to:

- Provide the infrastructure to meet the growing health care needs of the population in the Shoalhaven LGA and surrounds.
- Provide equitable access to services for the residents of the Shoalhaven LGA and surrounds by increasing the self-sufficiency of the hospital.
- Support contemporary models of care, in particular, non-admitted and day only episodes of care and virtual modalities.
- Provide maximum possible digital hospital scope to enable ISLHD to capitalise on current and future opportunities.

- Improve efficiency to staff and patient flows by providing a zonal approach to clinical services with improved functional adjacencies.
- Design and build a facility that maximises ongoing resource efficiency and enables ISLHD to reduce its carbon footprint.
- Provide culturally appropriate facilities to meet the needs of the First Nations people.

The Project Zonal Master Plan for the Shoalhaven Hospital Redevelopment was prepared in response to the above Vision and Objectives and in consideration of the site constraints to accommodate the delivery of clinical services. It makes use of available land with a focus on adjacency to existing hospital infrastructure. This enables continuity of clinical service delivery with ongoing infrastructure projects on the site, which are able to reference proposed functional capacities and clinical adjacencies. The long term masterplan concentrates clinical development at the centre of the site, which enables the creation of open green space at the north and south ends of the site, which references the adjacent bushland and parks in the area, as well as reinforcing links back into the surrounding urban fabric.

The Project Zonal Master Plan in facilitating the current redevelopment is shown below in **Figure 10**.



Figure 10 – The final Project Zonal Master Plan (Conrad Gargett)

This spatial arrangement:

- Allows the redevelopment to proceed with a precinct-based approach
- Enables acute services to be located at the centre of the campus with superior access and adjacencies and which supports future staged growth
- Supports refurbishment and growth within existing areas and departments of the hospital
- Provides access enhancements and addresses from various road frontages

1.5 Summary of the proposed development

The proposed Shoalhaven Hospital Redevelopment under this SSD relates solely to the development of a new hospital building and its ancillary works. The scope includes a new 7-level building of about 31,000m² GFA, with rooftop plant and helipad, generally accommodating the following:

Level 00	Back of House (BOH), Loading Dock, Kitchen, plant, Pharmacy, Staff amenities, Mortuary, and plant.
Level 01	Front of House (FOH), Emergency Department (ED), Medical Imaging, and Cafe
Level 02	Operating Suites & Endoscopy, Central Sterile Supply Department (CSSD), and linkway to Block B
Level 03	Coronary Care Unit (CCU), Close Observation Unit (COU), Intensive Care Unit (ICU), cultural centre, and plant
Level 04	In-Patient Unit (IPU), Mental Health, and plant
Level 05	In-Patient Unit (IPU)
Level 06	In-Patient Unit (IPU)
Level 07	Rooftop plant
Level 08	Helipad

This generally results in 279 new beds and treatment spaces across a range of departments, eight new operating theatres, and two new endoscopy theatres.



Figure 11 – Render of northern courtyard (Conrad Gargett)

The works include a new ambulance entry from Shoalhaven Street, new public and servicing accessway off North Street, and separate loading dock entry and mortuary parking off Shoalhaven Street.

A range of infrastructure and civil engineering works are proposed as well as demolition of existing structures within the footprint of the new building and/or on the existing hospital campus where the linkway connection is proposed. Earthworks will be necessitated within the building's footprint and immediate environs.

Subdivision of the balance of Lot 104 remaining and consolidation of the existing pre-school lot into the hospital lot is also proposed.

A number of selected trees will require removal. Other significant trees will be retained and protected. Replacement planting at a minimum rate of 1:1 is proposed.

The new works will apply HI's Design Guidance Note (DGN) No.58 – Ecologically Sustainable Development in relation to these new building works to meet a minimum of 45 points to be achieved by the design in accordance with HI's ESD Evaluation Tool. This seeks a target of 4-star Green Star equivalency. Additionally, a minimum 10% improvement in energy efficiency compared to a baseline of National Construction Code (NCC) Section J compliance applicable to the development.

Related development

Refurbishment works outside of this SSD process across the existing parts of the hospital are also proposed in Block A, Block B, Mental Health (Block R), and in the Renal Dialysis Unit (Block D) once the new building has been completed. The scope involves refurbishment and additions and alterations of some 6,500m² GFA. The refurbishment scope and repurposing of existing vacated space will deliver acute, sub-acute and ambulatory care services with approximately 211 beds / treatment spaces across various departments.

As mentioned previously, in early November 2021 Nowra Park's ownership transferred from the Crown to HAC, with the Shoalhaven Community Pre-School site to follow. The park and pre-school sites were previously Crown Land and Crown Reserves but have been (or are in the process of being) acquired to facilitate the Shoalhaven Hospital Redevelopment as set out in the Project Zonal Master Plan and as described by this SEARs Request.

Based on the need to relocate the existing pre-school, a separate development application has been made to Shoalhaven City Council for the pre-school relocation to the southern portion of Lot 104 where it addresses North Street. As the pre-school will need to be operational prior to the commencement of works in relation to the Shoalhaven Hospital Redevelopment, a separate approval process is necessitated. The pre-school relocation cannot form part of the proposed SSD application.

As is common for any number of HI / hospital projects, in order to maintain a suitably operational hospital campus, a number of campus-related works, in this instance focused on in-ground infrastructure within and outside of the campus will be required. One such activity includes the relocation of an existing water main running through Nowra Park on the eastern edge of Lot 104. This will be relocated in advance of SSD-related works to avoid the new building's footprint. Similar gas supply works are also proposed.

These works are proposed ahead of the main redevelopment scope of works and will be undertaken via a Part 5 REF in consultation with Council, Shoalhaven Water, and Jemena. These will therefore also sit outside of the proposed SSD application. Other decanting and relocation works may also arise to maintain hospital functionality.

Permissibility / current zoning

Of relevance to this proposed SSD is the existing zoning of the land subject to the development. As shown in **Figure 15** (p24), the development site is subject to three different land use zones under Shoalhaven LEP 2014. The new building and its ancillary works will be partly located within the SP2

Health Services Facility zone, sit over the whole of the SP2 – Educational Establishment zone, and over part of the RE1 – Public Recreation zone, that is Nowra Park / Lot 104.

As noted, in early November 2021 HAC became the landowner of the RE1 – Public Recreation zone, with transfer of ownership of the SP2 – Educational Establishment zone pending at the time of writing. This signifies the intent to realise this project within this available space. This is also consistent with strategic planning objectives for this precinct, as is discussed in more detail in Section 2.0 of this Scoping Report / SEARs Request.

Based on the above, HI will be relying upon the operation of section 4.38(3) of the EP&A Act which states development consent may be granted despite the development being partly prohibited by an environmental planning instrument. See also further commentary on engagement with Council in this regard.

Further detail is set out in Section 3.0 of this Scoping Report / SEARs Request.

2.0 STRATEGIC CONTEXT

Consistency with relevant strategic plans is broadly set out below.

2.1 NSW State and Premier's Priorities

In June 2019, the then NSW Premier Gladys Berejiklian unveiled 14 Premier's Priorities which represent the NSW Government's commitment to making a significant difference to enhance the quality of life of the people of NSW.

These are founded on the following principles of:

- A strong economy
- The highest quality education
- Well-connected communities with quality local environments
- Putting the customer at the centre of everything we do
- Breaking the cycle of disadvantage

The 14 priorities are:

- Bumping up education result for children
- Increasing the number of Aboriginal young people reaching their learning potential
- Protecting our most vulnerable children
- Increasing permanency for children in out-of-home care
- Reducing domestic violence reoffending
- Reducing recidivism in the prison population
- Reducing homelessness
- Improving service levels in hospitals
- Improving outpatient and community care
- Towards zero suicides
- Greener public spaces
- Greening our city
- Government made easy
- World class public service

The proposal will deliver health infrastructure that will achieve improvement in levels of service within the ISLHD and at Shoalhaven Hospital, improve outpatient and community care (including seeking to reduce hospitalisations), and improve mental health services to the community. Waiting times will be reduced by improving capacity, whilst greater integration of services and greater efficiencies will result by incorporating state of the art facilities and equipment.

With respect to a strong economy, the proposal will create job opportunities in local and regional manufacturing, construction and construction management during the project's construction phase of works, and job opportunities in health and administration at the project's completion.

The proposal will create jobs and apprenticeships for the construction sector through government infrastructure and will facilitate the growth and support of a skilled health-related workforce in the region.

2.2 NSW State Infrastructure Strategy

One of the key objectives of the NSW State Infrastructure Strategy is Investing in our health system, as well as upgrading hospitals and other social infrastructure in regional hubs. Given the recent announcement of the Shoalhaven Hospital Redevelopment, this project is amongst those at the forefront of this objective.

The proposal will deliver on the strategic objective for NSW Health to plan and deliver world-class health infrastructure that supports a 21st century health system and improved health outcomes for the people of NSW and the Illawarra Shoalhaven.

2.3 Future Transport Strategy 2056

The Future Transport Strategy 2056 is an update of the 2012 Long Term Transport Master Plan for NSW. It is a 40-year strategy, supported by plans for regional NSW and for Greater Sydney.

The Future Transport Strategy 2056 provides a framework for delivery of integrated and modern transport systems. The plan acknowledges the vital role transport plays in the land use, tourism, and economic development of towns and cities. It includes issue-specific and place-based supporting plans that shift the focus away from individual modes of transport, toward integrated solutions. The Future Transport Strategy 2056 is the first plan to unpack how we can harness rapid advancements in technology and innovation to transform the customer experience and boost economic performance across NSW.

The Strategy provides a range of six State-wide outcomes to guide investment, policy and reform and service provision. The "six State-wide transport outcomes" identified by the Future Transport Strategy 2056 are extracted below:

- Customer focused;
- Successful places;
- A strong economy;
- Safety and performance;
- Accessible services; and
- Sustainable.

A key outcome for the Future Transport Strategy 2056 is to "support successful places" with a transport network across the State that better connects regional cities and centres and will increase access to regional jobs, services and education. The proposal will be better connected to transport and will support this outcome.

2.4 Better Placed – An Integrated Design Policy for NSW

Better Placed - an integrated design policy for the built environment of NSW (Better Placed) was published by the Government Architect NSW in August 2017 and is described as follows:

Better Placed is a policy for our collective aspirations, needs and expectations in designing NSW. It is about enhancing all aspects of our urban environments, to create better places, spaces and buildings, and thereby better cities, towns and suburbs. To achieve this, good design needs to be at the centre of all development processes from the project definition to concept design and through to construction and maintenance.

Better Placed identifies seven Design Objectives for NSW including, better fit, better performance, better for community, better for people, better working, better value & better look and feel.

The design process for the proposal has so far been extensive and through the involvement of a range of stakeholders the Design Objectives identified in Better Placed are able to be achieved by the proposal. The Shoalhaven Hospital Redevelopment makes a further significant contribution to the hospital campus and will contribute to the creation of a more welcoming and equitable environment where the design focuses on the safety, comfort and requirements of people, as encouraged by the Better Placed Design Objectives. See also Section 5.0 – Engagement below.

2.5 Illawarra Shoalhaven Regional Plan

The Illawarra Shoalhaven Regional Plan sets the strategic framework for the region, aiming to protect and enhance the region's assets and plan for a sustainable future.

It is a 20-year land use plan and applies to the local government areas of Wollongong, Shellharbour, Kiama and Shoalhaven. It informs councils' land use planning, informs the work of infrastructure agencies to plan for growth and change, and informs the private sector and the wider community of the NSW Government's approach to creating a connected, sustainable, innovative and vibrant Illawarra Shoalhaven.

The Regional Plan sets out 30 Objectives grouped under the key aims of:

- A productive and innovative region
- A sustainable and resilient region
- A region that values its people and places
- A smart and connected region

Of the 30 Objectives, the following related most directly to the proposal and Nowra.

- Objective 2: Grow the region's Regional Cities
- Objective 4: Activate regionally significant employment precincts to support new and innovative economic enterprises
- Objective 12: Build resilient places and communities
- Objective 16: Support the development of a circular economy
- Objective 21: Respond to the changing needs of local neighbourhoods

The Regional Plan supports a number of regionally significant centres, and in particular seeks to establish a vision and strategic roadmap to activate Nowra City Centre, which includes the existing health and medical services hub at the hospital. Accordingly, the hospital redevelopment is foreshadowed by the Regional Plan as a significant component of the overall investment in Nowra under Strategy 2.1 to Activate Nowra City Centre with strategic planning that *understands the Shoalhaven District Memorial Hospital's opportunities for expansion or complementary surrounding land uses*.

This is further detailed in the Shoalhaven City Council Local Strategic Planning Statement – as discussed below.

2.6 Local Strategic Planning Statement - Shoalhaven 2040

Council has recently prepared a new Local Strategic Planning Statement (LSPS). Shoalhaven 2040 – Our Strategic Land-use Planning Statement (Shoalhaven 2040) identifies the land-use planning and related work Council needs to do to meet the communities' needs over the next 20 years. It supports the objectives and strategies as set out in the Regional Plan.

The hospital and the proposed development is a significant contributor to a number of Council's strategic planning aims. This includes Planning Priority 3 – Providing jobs close to home where *support of the already designated health hub around the Shoalhaven District Memorial Hospital will ensure it remains a leader in health services and related medical education. There are opportunities for the hospital to expand to a teaching hospital and to grow the number of university delivered medicine and nursing programs*.

Action A3.3 of the LSPS further articulates the need for an immediate review of *planning and development controls around the Shoalhaven District Memorial Hospital and in Shoalhaven's towns and villages to allow medical specialists and support services to easily establish*.

Planning Priority 4 – Nowra City Centre articulates *plans are also in place to continue to grow and improve the Shoalhaven District Memorial Hospital and surrounding medical precinct. We will work with NSW Health to coordinate the implementation of the masterplan for this precinct.*

The corresponding Collaboration Activity CA4.3 reinforces Council will *work with the NSW Health to coordinate the implementation of the masterplan for the Shoalhaven District Memorial Hospital.*

2.7 Justification of the project

The project is justified, as to do nothing would not result in the achievement of the broader State and Regional objectives set out by the NSW Government or Shoalhaven City Council. It would also not achieve the Vision or Objectives of the Shoalhaven Hospital Clinical Services Plan to 2031 which has identified key gaps and key moves to resolve those gaps.

The redevelopment supports strategic planning aims to enhance opportunities for the local community in a number of related ways, whether through the direct benefits of enhanced health services, through to employment opportunities, an activated Nowra City Centre, and the co-related myriad economic and social multipliers that arise through transformation of the precinct as a stronger health hub / medical precinct.

Council's support is recognised through its resolution of 4 August 2020, consistent with the LSPS, which states as follows:

Reaffirm its previous in-principle support for the establishment and staged development of a master planned medical precinct centred on the current Shoalhaven District Memorial Hospital site and adjacent land, including, where required, the further acquisition and development of Nowra Park.

The other indirect contributions arising from the redevelopment is the contribution made by the State in relocating and future-proofing the Shoalhaven Community Pre-School to maintain its connection with the Nowra Park location and allow for seamless transition ahead of the works.

3.0 PROJECT

The proposed development will primarily involve the construction of a new 7-level building at the hospital campus.

The redevelopment will deliver state-of-the-art medical care for residents, including a new emergency department, medical units, dedicated Mental Health unit, cardiology units and double the number of surgical services and operating theatres.

In summary, the development will deliver:

- A new Emergency Department and Emergency short-stay unit to improve patient flow and reduce wait times
- New state-of-the-art intensive care unit
- Theatres and endoscopy procedure rooms which will be doubled in number
- A dedicated cardiology inpatient unit (IPU), Coronary Care Unit and Cardiology team
- A new vascular surgery service and expanded orthopaedic, general surgery and urology services
- Overnight surgical IPUs and a dedicated day surgery unit
- New medical IPUs for specialties including gastroenterology, respiratory, oncology, endocrinology and general medicine
- A new acute and non-acute Mental Health IPU
- A Psychiatric Emergency Care Centre for emergency and crisis response collocated with the Emergency Department
- An acute stroke unit
- A new nuclear medicine department to support expanded clinical services including cancer, cardiology and respiratory care
- A new MRI service to provide improved diagnostic capacity
- Expanded medical imaging including CT, X-ray, ultrasound and mammography to support clinical services
- Significantly increase in aged care beds in a new dedicated ward
- A sub-acute geriatric evaluation and management ward
- A dedicated palliative care ward with significantly increased bed numbers
- Specialist palliative care services for patients and outpatients and expanded community services
- A new maternity day assessment unit, Midwifery Group Practice model introduced
- A new paediatric assessment unit which will provide for short-stays
- A dedicated rehabilitation service for the new acute stroke unit to improve health outcomes and minimise functional loss
- A specialist rehabilitation unit for a range of conditions including stroke, orthopaedics, brain and spine injuries

3.1 New building scope

The new building scope includes a new 7-level building of about 31,000m² GFA, with rooftop plant and helipad, generally accommodating the following:

Level 00	Back of House (BOH), Loading Dock, Kitchen, plant, Pharmacy, Staff amenities, Mortuary, and plant.
Level 01	Front of House (FOH), Emergency Department (ED), Medical Imaging, and Cafe
Level 02	Operating Suites & Endoscopy, Central Sterile Supply Department (CSSD), and linkway to Block B

Level 03	Coronary Care Unit (CCU), Close Observation Unit (COU), Intensive Care Unit (ICU), cultural centre, and plant
Level 04	In-Patient Unit (IPU), Mental Health, and plant
Level 05	In-Patient Unit (IPU)
Level 06	In-Patient Unit (IPU)
Level 07	Rooftop plant
Level 08	Helipad

This generally results in 279 new beds and treatment spaces across a range departments, eight new operating theatres, and two new endoscopy theatres

The location of the new building and its scope is shown in **Figures 12** and **13**. **Figure 14** shows a distant view of the area of the works from the southern extent of Nowra Park / Lot 104.

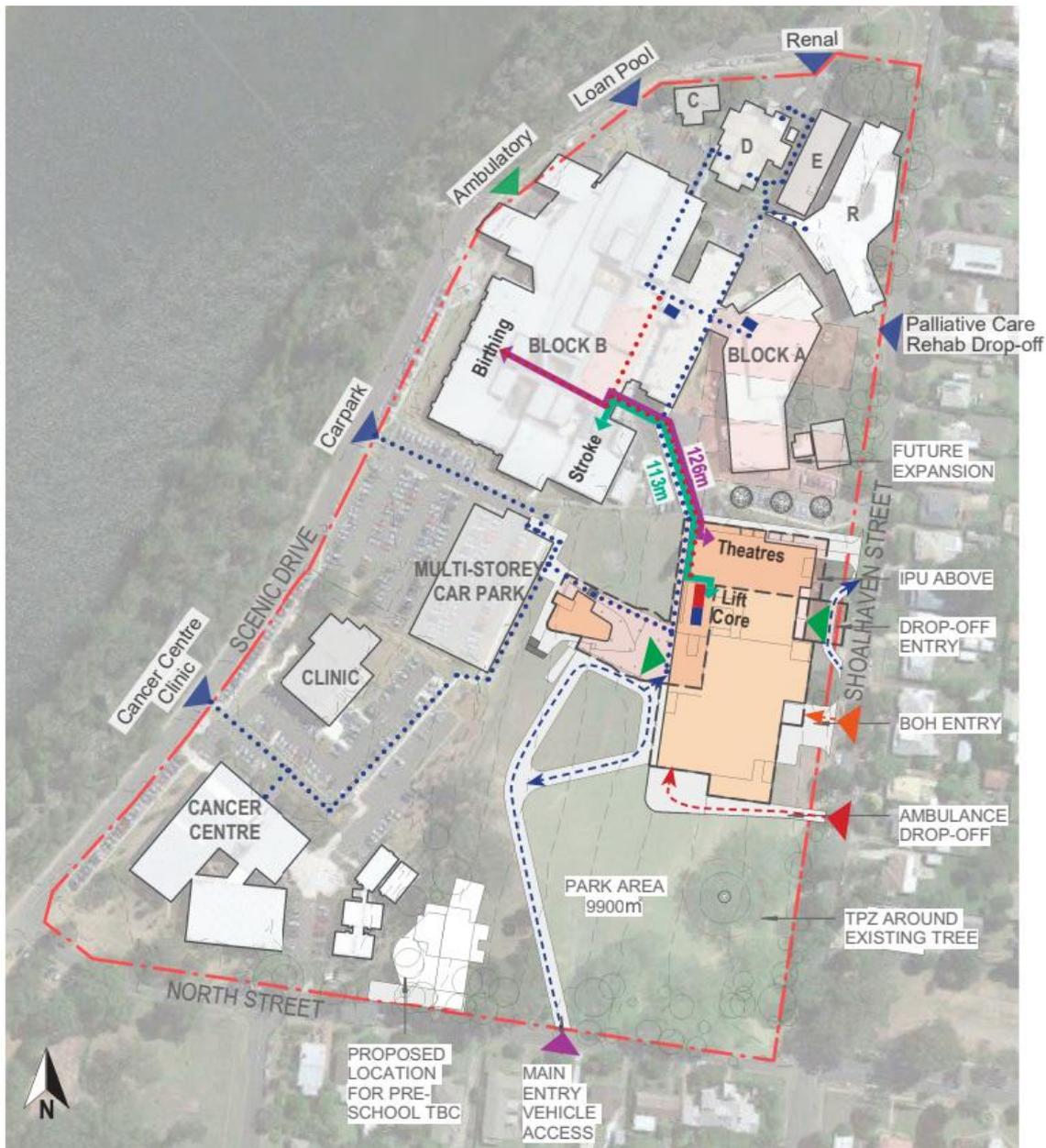


Figure 12 – Location of proposed new building (Conrad Gargett)

Option 06 - Exploded Axonometric Diagram

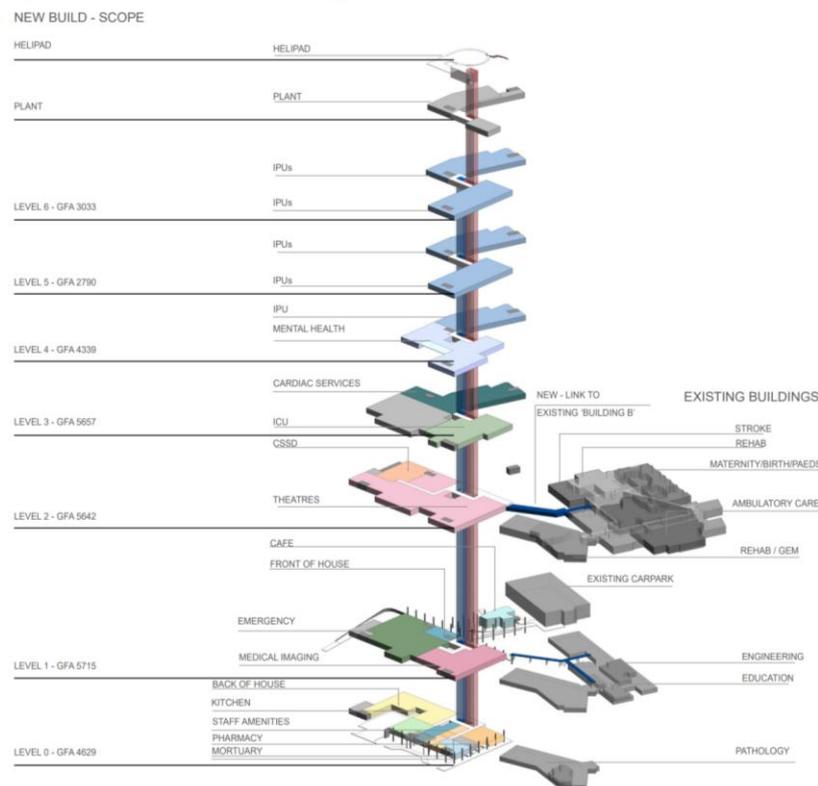


Figure 13 – Level by level functional allocation of floorspace – new building at left (Conrad Gargett)

The works include a new ambulance entry from Shoalhaven Street, new public and servicing accessway off North Street, and separate loading dock entry and mortuary parking off Shoalhaven Street.

A range of infrastructure and civil engineering works are proposed as well as demolition of existing structures within the footprint of the new building and/or on the existing hospital campus where the linkway connect is proposed. Earthworks will be necessitated within the building's footprint and immediate environs.

Subdivision of the balance of the park / Lot 104 remaining and consolidation of pre-school lot into the hospital lot is also proposed.

A number of selected trees will require removal. Other significant trees will be retained and protected. Replacement planting at a minimum rate of 1:1 is proposed.

The new works will apply HI's Design Guidance Note (DGN) No.58 – Ecologically Sustainable Development in relation to these new building works to meet a minimum of 45 points to be achieved by the design in accordance with HI's ESD Evaluation Tool. This seek a target of 4-star Green Star equivalency. Additionally, a minimum 10% improvement in energy efficiency compared to a baseline of National Construction Code (NCC) Section J compliance applicable to the development.



Figure 14 – Distant view across Nowra Park towards the proposed development site of the new building

3.2 Related development

Refurbishment works outside of this SSD process across the existing parts of the hospital are also proposed in Block A, Block B, Mental Health (Block R), and in the Renal Dialysis Unit (Block D) once the new building has been completed. The scope involves refurbishment and additions and alterations of some 6,500m² GFA. The refurbishment scope and repurposing of existing vacated space will deliver acute, sub-acute and ambulatory care services with approximately 211 beds / treatment spaces across various departments.

As mentioned previously, in early November 2021 Nowra Park's ownership transferred from the Crown to HAC, with the Shoalhaven Community Pre-School site to follow. The park and pre-school sites were previously Crown Land and Crown Reserves but have been (or are in the process of being) acquired to facilitate the Shoalhaven Hospital Redevelopment as set out in the Project Zonal Master Plan and as described by this SEARs Request.

Based on the need to relocate the existing pre-school, a separate development application has been made to Shoalhaven City Council for the pre-school relocation to the southern portion of Lot 104 where it addresses North Street. As the pre-school will need to be operational prior to the commencement of works in relation to the Shoalhaven Hospital Redevelopment, a separate approval process is necessitated. The pre-school relocation cannot form part of the proposed SSD application.

As is common for any number of HI / hospital projects, in order to maintain a suitably operational hospital campus, a number of campus-related works, in this instance focused on in-ground infrastructure within and outside of the campus will be required. One such activity includes the relocation of an existing water main running through Nowra Park on the eastern edge of Lot 104. This will be relocated in advance of SSD-related works to avoid the new building's footprint. Similar gas supply works are also proposed.

These works are proposed ahead of the main redevelopment scope of works and will be undertaken via a Part 5 REF in consultation with Council, Shoalhaven Water, and Jemena. These will therefore also sit outside of the proposed SSD application. Other decanting and relocation works may also arise to maintain hospital functionality.

3.3 Permissibility / current zoning

Of relevance to this proposed SSD is the existing zoning of the land subject to the development. As shown in **Figure 15**, the development site is subject to three different land use zones under Shoalhaven LEP 2014. The new building and its ancillary works will be partly located within the SP2 Health Services Facility zone, sit over the whole of the SP2 – Educational Establishment zone, and over part of the RE1 – Public Recreation zone, that is Nowra Park. Accordingly, a significant proportion of the works sit within a SP2 – Infrastructure zone as permitted by the Infrastructure SEPP.



Figure 15 – Aerial photograph and land use zones (ePlanning Spatial Viewer)

As noted, from early November 2021, HAC became the landowner of the RE1 – Public Recreation zone (with the SP2 – Educational Establishment zone in progress at time of writing), signifying the intent to realise this project within this available space. This is also consistent with strategic planning objectives for this precinct, as is discussed in more detail in Section 2 of this Scoping Report / SEARs Request.

Based on the above, HI will be relying upon the operation of section 4.38(3) of the EP&A Act which states development consent may be granted despite the development being partly prohibited by an environmental planning instrument.



Figure 16 – Indicative development footprint and lot boundary diagram (Conrad Gargett)

3.4 Options considered

The spatial arrangement and built form of the proposed new building has been through a rigorous review process involving a wide variety of stakeholders, including internal user groups within the hospital and ISLHD, HI, and the design team. This culminated with the released Master Plan Report which established the preferred siting of the new building immediately south of the existing hospital Blocks A and B to reinforce the clustering of the built form and more relevantly to address the necessary adjacencies and proximity between co-related hospital and clinic functionalities.

Master Plan options including capacity for future expansion were presented at several Master Planning meetings and workshops. A review by the Expert Reference Group at Health Infrastructure was also carried out concurrently and relevant feedback incorporated into the options. An evaluation of the options was carried out in the final workshop after assessing the pros and cons of each option. The preferred option was issued to the primary stakeholders for final review and approval.

Concurrently, the Master Plan and the overall project strategy and commitment to Country and ESD targets was presented to the NSW Government Architect via the NSW State Design Review Panel process with informative feedback. This included the importance to maintain engagement with the local indigenous communities and continue to explore the relationship between the building forms and the surrounding landscape.

2017 Masterplan Report

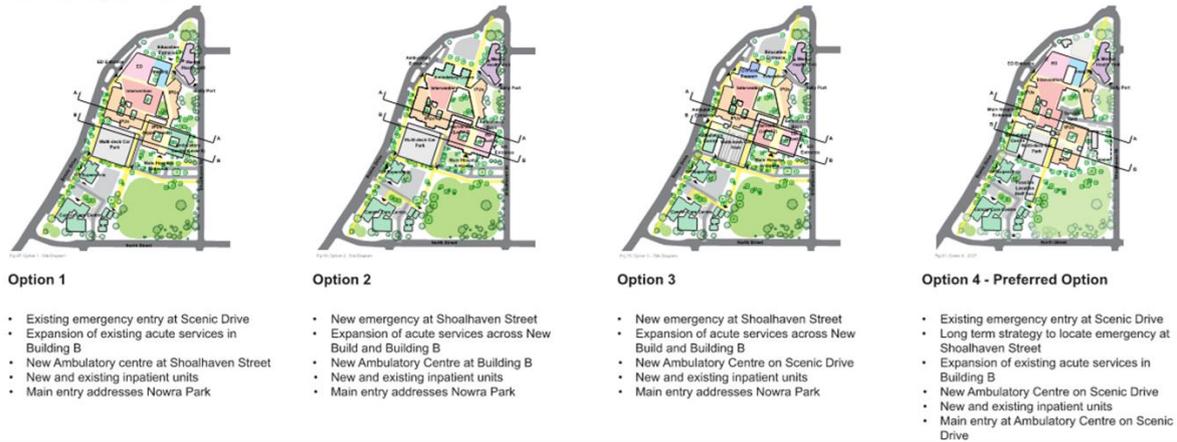


Figure 17 – Workshopped spatial planning options (Conrad Gargett)

The preferred Project Zonal Master Plan option (shown over) enables the project to align with the budget and clinical scope, whilst still achieving the intent of the approved Master Plan. This stage develops Acute services in a new building located near the centre of the site.

Acute Services

- Located at centre of site with good access to existing clinical services to suit staging strategies
- Good street access
- Adjacent to refurbished zone (Ambulatory, Acute & Non-Acute services) in existing building and multi-deck carpark
- Future expansion to North

Refurb Zone (Ambulatory, Acute and Sub-Acute Services)

- Refurbished development will house Ambulatory, Acute and Sub-Acute services
- Good street access
- Adjacent to Acute Services and multi-deck carpark

Parklands

- At south end of site to address town centre

Complimentary Health Functions

- Adjacent to Acute Services and multi-deck carpark
- Dedicated access from Scenic Drive

Cancer Services

- Consolidate existing cancer services location



Figure 18 – Project Zonal Master Plan (Conrad Gargett)

The final siting option has been further developed with the design team and focused on technical and compliance issues in delivering a building to meet the CSP and its capacity and functional objectives.

3.5 CIV and applicant's details

The overall redevelopment is valued at well in excess of \$30 million. Construction is anticipated to commence in 2023. HI is the applicant for the development. HI's address is 1 Reserve Road, St Leonards NSW 2065. HI's ABN is 89 600 377 397.

3.6 Timing / Programme / Staging

At this stage, it is anticipated that the DA be lodged in April 2022 with construction commencing in early 2023. Commencement of operation would be in mid-2024.

It is intended to construct and deliver the redevelopment is a single stage in relation to the new building, with the separate refurbishment works (outside of this SSD) delivered following the commencement of operations in the new building. All the works are anticipated to be complete by mid-2025.

4.0 STATUTORY CONTEXT

The following table sets out a simple reference point to the proposed redevelopment project's statutory planning context. Detailed discussion on key and relevant matters follows.

Permissibility, approvals regime, pre-conditions, and mandatory matters for consideration

Category	Action Required
Power to grant approval	<p>The power for the Minister (or the Minister's delegate) to grant approval / consent variously lies within the provisions of:</p> <ul style="list-style-type: none"> • Shoalhaven LEP 2014 (clause 2.3 and land use table) in relation to permissibility within the SP2 – Health Services Facility zone • Infrastructure SEPP (clause 57(1)) in relation to reinforcing or confirming permissibility under the SP2 – Infrastructure zone (across both the areas shown as Health Services Facility and Educational Establishment under the Shoalhaven LEP 2014). • State & Regional Development SEPP (clause 8(1)(b) and Schedule 1 – clause 14(a)) in relation to designation of the development as SSD • EP&A Act (section 4.38(3) in relation to the granting of consent to a SSD that is partly prohibited.
Permissibility	<p>Under Shoalhaven LEP 2014, the development site spans three zones:</p> <ul style="list-style-type: none"> • SP2 – Health Services Facility (the existing hospital) • SP2 – Education Establishment (the existing Shoalhaven Community Pre-School) • RE1 – Public Recreation (part of the existing Nowra Park) <p>The land use table in the LEP permits with consent a <i>purpose shown on the Land Zoning Map, including any development that is ordinarily incidental or ancillary to development for that purpose</i>. The definition of a <i>health services facility</i> includes a hospital. This applies to the SP2 – Health Services Facility only.</p> <p>The Infrastructure SEPP further reinforces or confirms permissibility at clause 57(1) by stating <i>development for the purpose of health services facilities may be carried out by any person with consent on land in a prescribed zone</i>. Under clause 56, the SP2 - Infrastructure zone is identified as a prescribed zone generically. Note also that the adjacent pre-school site is zoned SP2.</p> <p>The only part of the development that is prohibited is that part within the RE1 – Public Recreation zone which is not a prescribed zone under clause 56 of the Infrastructure SEPP.</p> <p>In this instance, this application would be relying upon section 4.38(3) of the EP&A Act, as set out above, to enable consent to be granted to this part of development.</p>
Other approvals	<p>Consistent approvals: Roadworks may be required under s138 of the <i>Roads Act 1993</i> as they relate to new or upgraded connections from the hospital to local roads around the site.</p> <p>EPBC Act approval: The proposal is not likely to have a significant impact on any Matters of National Environmental Significance (MNES), and as such no referral to the Commonwealth Minister for the Environment is likely to be required. No MNES relate to the site or development.</p> <p>Other approvals: No other approvals apply.</p> <p>In the event the development was not SSD, it is likely the following approval would have been required, however only in relation to any refurbishment scope</p>

	<p>tied to the linkway within the lots / land parcels affected by bushfire prone land designation:</p> <ul style="list-style-type: none"> • A bush fire safety authority under section 100B of the <i>Rural Fires Act 1997</i>. See further below.
Pre-condition to exercising the power to grant approval	See separate table set out further below.
Mandatory matters for consideration	<p>The EIS will address and consider section 4.15 of the EP&A Act which outlines the matters that a consent authority must take into consideration when determining DAs. These matters as relevant to this phase of the assessment process may be summarised as:</p> <ul style="list-style-type: none"> • the provisions of environmental planning instruments (including draft instruments), development control plans, planning agreements, and the <i>Environmental Planning and Assessment Regulation 2000</i> (EP&A Regulation) • the environmental, social and economic impacts of the development • the suitability of the site • the public interest, including the objects in the EP&A Act and the encouragement of ecologically sustainable development (ESD). <p>See the separate table set out below setting out the following:</p> <ul style="list-style-type: none"> • Consideration of the EP&A Act and Regulation • Consideration of environmental planning instruments • Considerations under other legislation • Development Control Plan provisions (as far as is relevant to a SSD)

Pre-Conditions Table

Statutory reference	Pre-condition	Relevance
SEPP 55 Clause 7	A consent authority must not consent to the carrying out of any development on land unless— (a) it has considered whether the land is contaminated, and (b) if the land is contaminated, it is satisfied that the land is suitable in its contaminated state (or will be suitable, after remediation) for the purpose for which the development is proposed to be carried out, and (c) if the land requires remediation to be made suitable for the purpose for which the development is proposed to be carried out, it is satisfied that the land will be remediated before the land is used for that purpose.	Confirmation is to be sought and provided in relation to contamination at the site, and whether the land requires remediation before it is suitable for use.
SEPP 64 Clause 8	A consent authority must not grant development consent to an application to display signage unless the consent authority is satisfied— (a) that the signage is consistent with the objectives of this Policy as set out in clause 3 (1) (a), and (b) that the signage the subject of the application satisfies the assessment criteria specified in Schedule 1.	It is still to be confirmed if the development will involve the display of new (illuminated) building identification signage. In the event it does, it is likely that this provision will apply.
SEPP 33 Clause 2	(e) to ensure that in considering any application to carry out potentially hazardous or offensive development, the consent authority has sufficient information to assess whether the development is hazardous or offensive and to impose conditions to reduce or minimise any adverse impact	It will need to be determined if the development's scale and scope triggers the potentially hazardous or offensive development thresholds.
SEPP 33 Clause 13 Matters for consideration by consent authorities	In determining an application to carry out development to which this Part applies, the consent authority must consider (in addition to any other matters specified in the Act or in an environmental planning instrument applying to the development)—	

	<p>(a) current circulars or guidelines published by the Department of Planning relating to hazardous or offensive development, and</p> <p>(b) whether any public authority should be consulted concerning any environmental and land use safety requirements with which the development should comply, and</p> <p>(c) in the case of development for the purpose of a potentially hazardous industry—a preliminary hazard analysis prepared by or on behalf of the applicant, and</p> <p>(d) any feasible alternatives to the carrying out of the development and the reasons for choosing the development the subject of the application (including any feasible alternatives for the location of the development and the reasons for choosing the location the subject of the application), and</p> <p>(e) any likely future use of the land surrounding the development.</p>	
<p>Infrastructure SEPP Clause 104 (and Schedule 3)</p>	<p>(3) Before determining a development application for development to which this clause applies, the consent authority must—</p> <p>(a) give written notice of the application to TfNSW within 7 days after the application is made, and</p> <p>(b) take into consideration—</p> <p>(i) any submission that RMS provides in response to that notice within 21 days after the notice was given (unless, before the 21 days have passed, TfNSW advises that it will not be making a submission), and</p> <p>(ii) the accessibility of the site concerned, including—</p> <p>(A) the efficiency of movement of people and freight to and from the site and the extent of multi-purpose trips, and</p> <p>(B) the potential to minimise the need for travel by car and to maximise movement of freight in containers or bulk freight by rail, and</p> <p>(iii) any potential traffic safety, road congestion or parking implications of the development.</p>	<p>Consideration of whether the development is traffic-generating development to trigger this requirement.</p>
<p>Coastal Management SEPP Clauses 13 and 14</p>	<p>13 Development on land within the coastal environment area</p> <p>(1) Development consent must not be granted to development on land that is within the coastal environment area unless the consent authority has considered whether the proposed development is likely to cause an adverse impact on the following—</p> <p>(a) the integrity and resilience of the biophysical, hydrological (surface and groundwater) and ecological environment,</p> <p>(b) coastal environmental values and natural coastal processes,</p> <p>(c) the water quality of the marine estate (within the meaning of the Marine Estate Management Act 2014), in particular, the cumulative impacts of the proposed development on any of the sensitive coastal lakes identified in Schedule 1,</p> <p>(d) marine vegetation, native vegetation and fauna and their habitats, undeveloped headlands and rock platforms,</p> <p>(e) existing public open space and safe access to and along the foreshore, beach, headland or rock platform</p>	<p>The site sits wholly within the Coastal Environment Area Map zone to which this SEPP applies. Its impacts will need to be further considered.</p>

	<p>for members of the public, including persons with a disability, (f) Aboriginal cultural heritage, practices and places, (g) the use of the surf zone. (2) Development consent must not be granted to development on land to which this clause applies unless the consent authority is satisfied that— (a) the development is designed, sited and will be managed to avoid an adverse impact referred to in subclause (1), or (b) if that impact cannot be reasonably avoided—the development is designed, sited and will be managed to minimise that impact, or (c) if that impact cannot be minimised—the development will be managed to mitigate that impact.</p>	
	<p>14 Development on land within the coastal use area (1) Development consent must not be granted to development on land that is within the coastal use area unless the consent authority— (a) has considered whether the proposed development is likely to cause an adverse impact on the following— (i) existing, safe access to and along the foreshore, beach, headland or rock platform for members of the public, including persons with a disability, (ii) overshadowing, wind funnelling and the loss of views from public places to foreshores, (iii) the visual amenity and scenic qualities of the coast, including coastal headlands, (iv) Aboriginal cultural heritage, practices and places, (v) cultural and built environment heritage, and (b) is satisfied that— (i) the development is designed, sited and will be managed to avoid an adverse impact referred to in paragraph (a), or (ii) if that impact cannot be reasonably avoided—the development is designed, sited and will be managed to minimise that impact, or (iii) if that impact cannot be minimised—the development will be managed to mitigate that impact, and (c) has taken into account the surrounding coastal and built environment, and the bulk, scale and size of the proposed development.</p>	<p>Conversely, only the existing hospital site predominantly sits within the Coastal Use Area Map zone. Again, the impacts of the scope will need to be further considered.</p>
<p>Shoalhaven LEP 2014 Clause 7.1(3) – Acid Sulfate Soils</p>	<p>(3) Development consent must not be granted under this clause for the carrying out of works unless an acid sulfate soils management plan has been prepared for the proposed works in accordance with the Acid Sulfate Soils Manual and has been provided to the consent authority.</p>	<p>Whilst the site is wholly mapped as Class 5 Acid Sulfate Soils, it is likely that the works is within 500m of Class 1 and Class 2 Acid Sulfate Soils mapped areas. The extent of earthworks and excavation will need to be further considered.</p>
<p>Shoalhaven LEP 2014 Clause 7.8 – Scenic Protection</p>	<p>7.8 Scenic protection (1) The objective of this clause is to protect the natural environmental and scenic amenity of land that is of high scenic value. (2) This clause applies to land identified as “Scenic Protection” on the Scenic Protection Area Map.</p>	<p>The development site is in the vicinity of the mapped Scenic Protection area which follows Scenic Drive and the Shoalhaven River.</p>

	<p>(3) In deciding whether to grant development consent for development on land to which this clause applies, the consent authority must—</p> <p>(a) consider the visual impact of the development when viewed from a public place and be satisfied that the development will involve the taking of measures that will minimise any detrimental visual impact, and</p> <p>(b) consider the number, type and location of existing trees and shrubs that are to be retained and the extent of landscaping to be carried out on the site, and</p> <p>(c) consider the siting of the proposed buildings.</p>	
<p>Shoalhaven LEP 2014 Clause 7.9 - HMAS Albatross airspace operations</p>	<p>7.9 HMAS Albatross airspace operations</p> <p>(1) The objectives of this clause are as follows—</p> <p>(a) to provide for the effective and on-going operation of the HMAS Albatross Military Airfield by ensuring that such operation is not compromised by proposed development that penetrates the Limitation or Operations Surface for that airport,</p> <p>(b) to protect the community from undue risk from that operation.</p> <p>(2) If a development application is received and the consent authority is satisfied that the proposed development will penetrate the Limitation or Operations Surface, the consent authority must not grant development consent unless it has consulted with the relevant Commonwealth body about the application.</p> <p>(3) The consent authority may grant development consent for the development if the relevant Commonwealth body advises that—</p> <p>(a) the development will penetrate the Limitation or Operations Surface but it has no objection to its construction, or</p> <p>(b) the development will not penetrate the Limitation or Operations Surface.</p> <p>(4) The consent authority must not grant development consent for the development if the relevant Commonwealth body advises that the development will penetrate the Limitation or Operations Surface and should not be carried out.</p> <p>(5) In this clause—</p> <p>Limitation or Operations Surface means the Obstacle Limitation Surface or the Procedures for Air Navigation Services Operations Surface as shown on the Obstacle Limitation Surface Map or the Procedures for Air Navigation Services Operations Surface Map for the HMAS Albatross Military Airfield.</p> <p>relevant Commonwealth body means the body, under Commonwealth legislation, that is responsible for development approvals for development that penetrates the Limitation or Operations Surface for the HMAS Albatross Military Airfield.</p>	<p>It is likely that the development sits outside of the OLS area of HMAS Albatross, however, this will require confirmation.</p> <p>Further, the marginal change to the hospital helipad location and its new rooftop position and elevation will likely need consideration.</p>

4.1 Zoning / Permissibility

The existing hospital site is zoned SP2 – Health Services Facility under Shoalhaven LEP 2014. The immediately adjacent Shoalhaven Community Pre-School is zoned SP2 – Educational Establishment. Nowra Park to the south of both the hospital and pre-school is zoned RE1 – Public Recreation – see **Figure 19** below.

Adjacent land across Shoalhaven Street to the east of the hospital is zoned B4 – Mixed Use with land opposite the pre-school and park is zoned R1 – General Residential. The area to the west of the hospital addressing the foreshore of the Shoalhaven River is zoned RE1 – Public Recreation.

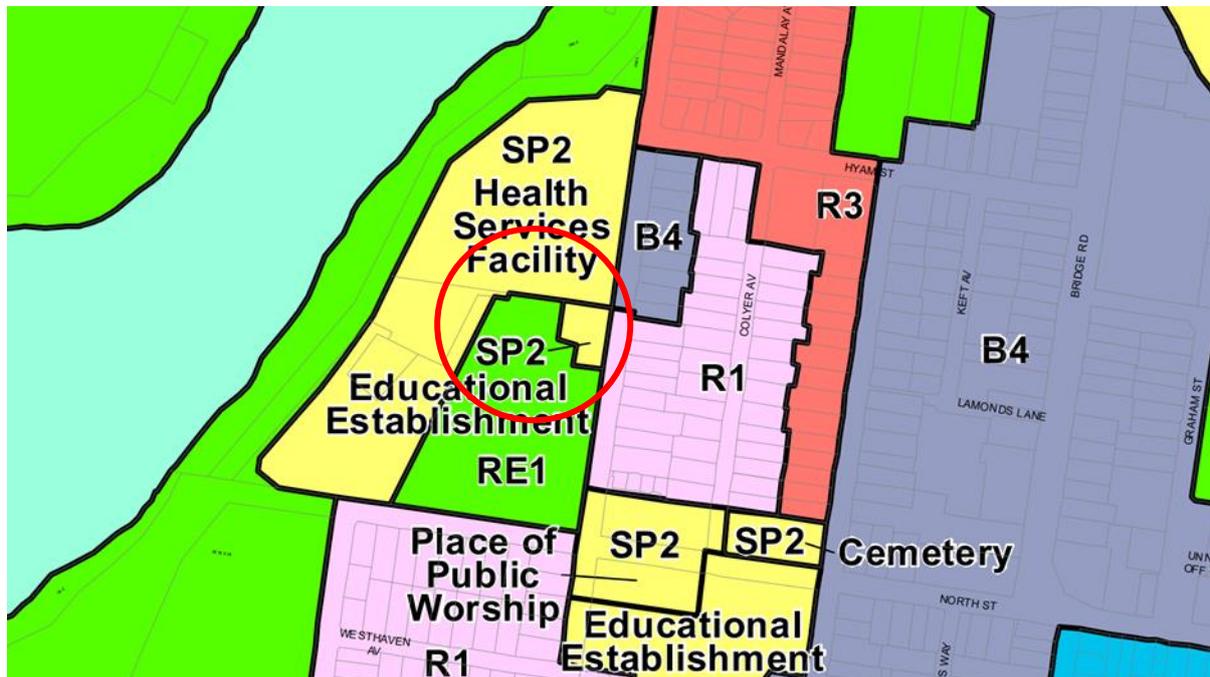


Figure 19 – Land Use Zone map – Shoalhaven LEP 2014

As noted in the table above, the LEP permits with consent a *purpose shown on the Land Zoning Map, including any development that is ordinarily incidental or ancillary to development for that purpose.* The definition of a *health services facility* includes a hospital. This applies to the SP2 – Health Services Facility only.

The Infrastructure SEPP further reinforces or confirms permissibility at clause 57(1) by stating *development for the purpose of health services facilities may be carried out by any person with consent on land in a prescribed zone.* Under clause 56, the SP2 - Infrastructure zone is identified as a prescribed zone generically. Note also that the adjacent pre-school site is zoned SP2.

The only part of the development that is prohibited is that part within the RE1 – Public Recreation zone which is not a prescribed zone under clause 56 of the Infrastructure SEPP.

In this instance, this application would be relying upon section 4.38(3) of the EP&A Act, as set out above, to enable consent to be granted to this part of development.

Figure 20 below shows the footprint of the new building and scope of works as it spans the SP2 and RE1 zoned land parcels.



Figure 20 – Extent of works across the SP2 zoned land parcels (outlined in green)

4.2 Height and Density Controls

The site is not subject to any building height control or any FSR / density control.

Land adjacent to the hospital site is however subject to 7.5m ('H'); 11m ('L'); and 12m ('M') height controls – see **Figure 21** below.

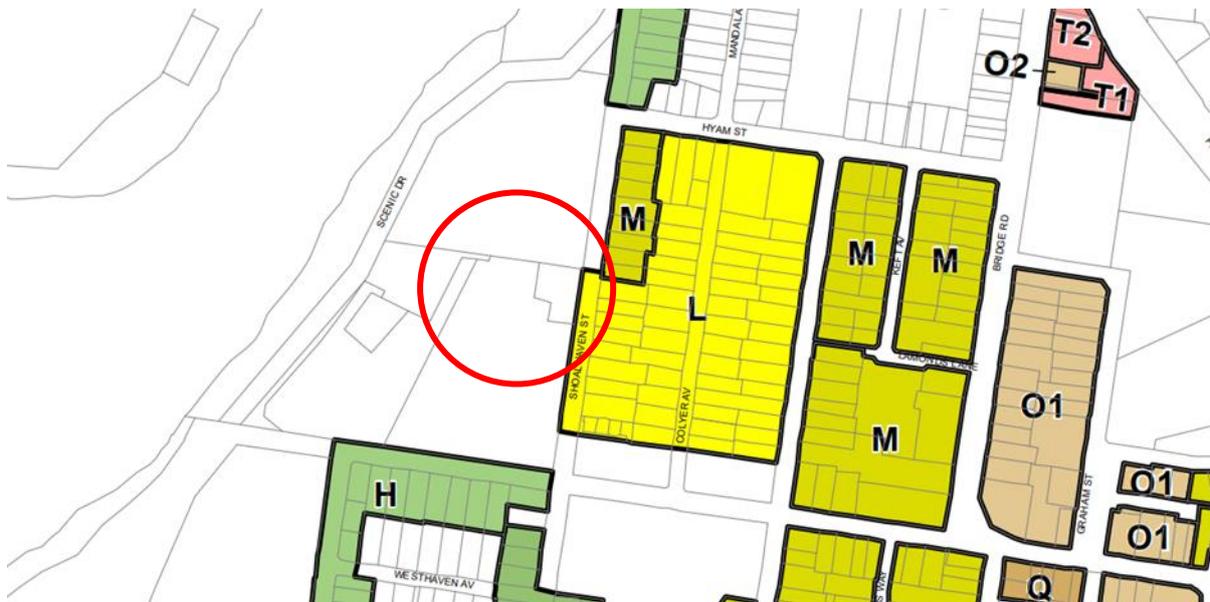


Figure 21 – Height of buildings map – Shoalhaven LEP 2014

4.3 Heritage Considerations

Non-Aboriginal Heritage

The existing hospital, pre-school and park sites are not identified by Shoalhaven LEP 2014 as heritage items or as being located within a heritage conservation area – see **Figure 22** below.

The closest items listed under Schedule 5 of the LEP include:

- 406 Ben’s Walk including Suspension Bridge and Aboriginal Art Sites, West and Worrigee Streets.
- 405 Nowra showground and sportsground complex including Federation brick pavilion, Victorian masonry gate, toilet, former Victorian Masonry Entrance Gate, Hanging Rock Lookout, Inter-war Castellated Sandstone Memorial Gateway and Sculpture, “Monaghan’s”—Victorian Memorial Cast Iron Fountain, West Street.
- 378 St Michael’s Roman Catholic Church including two storey Victorian presbytery and grounds, 20 North Street.
- C5 Nowra CBD Fringe West Heritage Conservation Area

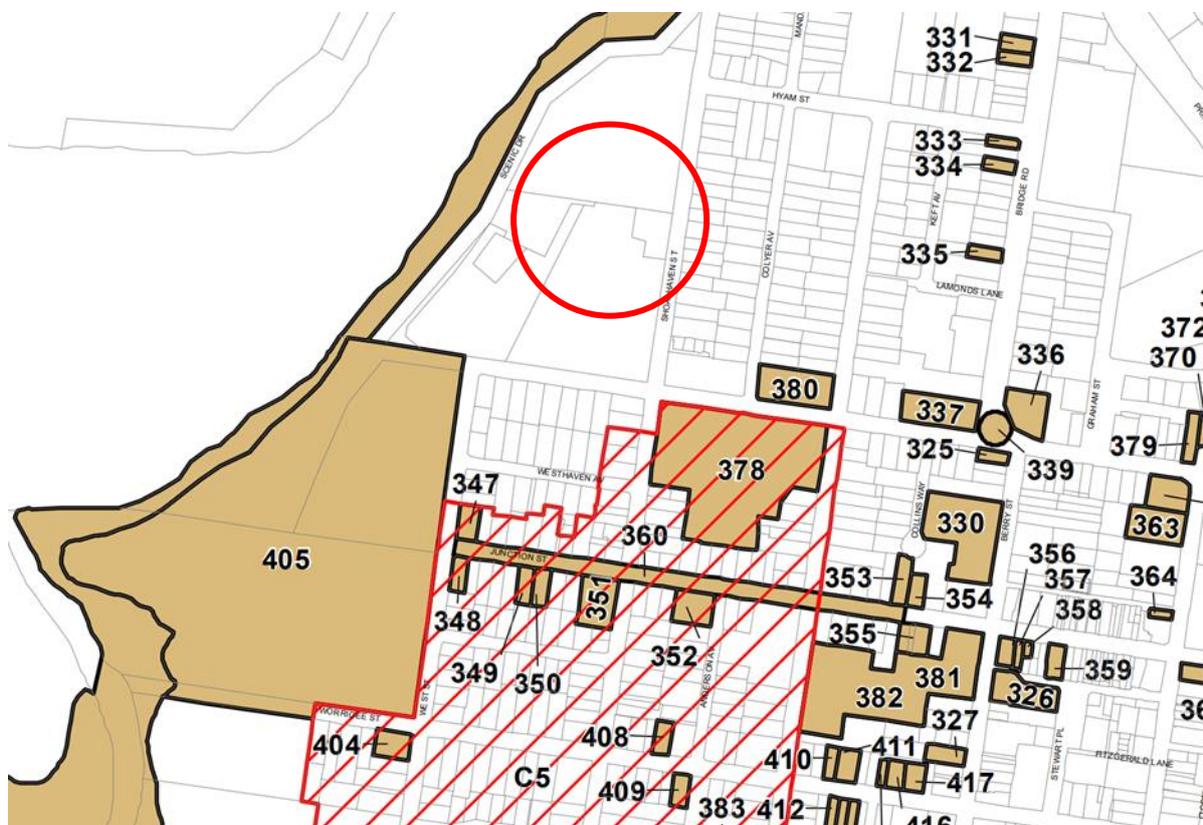


Figure 22 – Heritage map – Shoalhaven LEP 2014

Based on a prior ‘Shoalhaven Hospital Constraints Assessment - Statement of Heritage Impact’ by EcoLogical Australia in November 2019, the hospital (Shoalhaven District Memorial Hospital) is however identified on the NSW Department of Health Section 170 Register under the Heritage Act 1977. The listing rests on the fact that the hospital demonstrates the following national and NSW historic themes:

National	3. Economy-Developing local, regional and national economies
NSW	Health-Activities associated with preparing and providing medical assistance and/or promoting or maintaining the well being of humans

EcoLogical Australia advises the inclusion of the hospital site is not related to a particular building or structure, nor is it associated with a particular historic phase in the development or evolution of the hospital site. Rather that the hospital exists as a functional community service. The proposed redevelopment of the facility will add to the overall complexity of the site's built environment and contribute to its ongoing evolution.

Aboriginal heritage

An 'Aboriginal Due Diligence Assessment – Shoalhaven Hospital Constraints Assessment' was prepared by EcoLogical Australia in November 2019. This identified via an AHIMS search that some 50 recorded Aboriginal sites exist in and around Nowra, however no Aboriginal sites have previously been recorded within the subject site.

Relevantly, the locally listed heritage item (item no. 406 'Ben's Walk including Suspension Bridge and Aboriginal Art Sites') possesses Aboriginal heritage significance for the presence of multiple Aboriginal rock art sites within the rock shelters and outcrops present within the heritage item, but is not identified via the AHIMS search.

Notwithstanding, it would be anticipated that an Aboriginal Cultural Heritage Assessment Report (ACHAR) be prepared in relation to the development.

4.4 Biodiversity

A review of the NSW Government Biodiversity Values Map and Threshold Tool portal shows the site to be unaffected by any mapped biodiversity – see Figure 23 below. Notwithstanding, it is assumed that a Biodiversity Development Assessment Report (BDAR) will be prepared in relation to the development. The site (and its general environs) are also excluded from the LEP's Terrestrial Biodiversity Map.

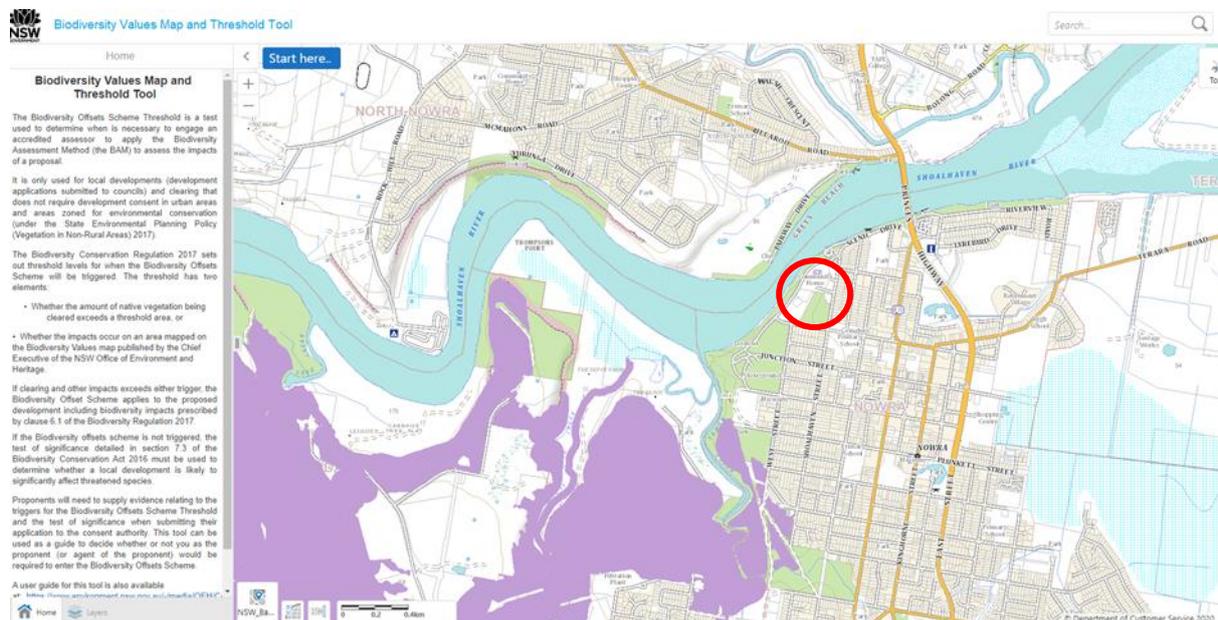


Figure 23 – Biodiversity Values Map (NSW State Government)

4.5 Flooding

The hospital site is not mapped by Shoalhaven LEP 2014 as being subject to flood planning controls – see Figure 24 below.

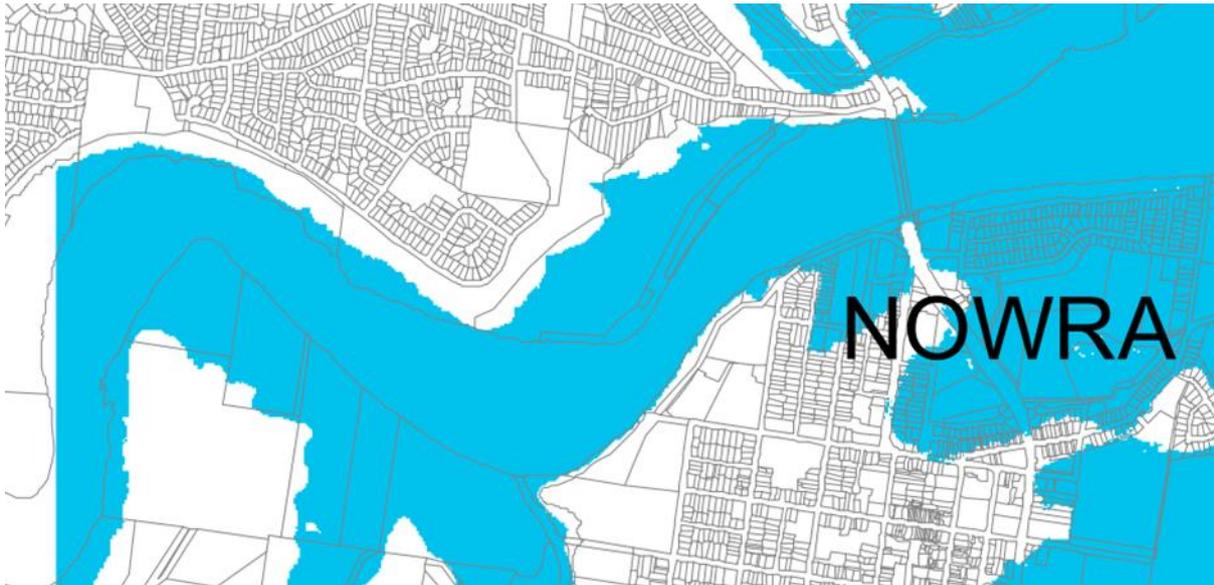


Figure 24 – Flood planning controls map – Shoalhaven LEP 2014

4.6 Bushfire

The western fringes of the existing hospital site are subject to bushfire affectation – see **Figure 25** below. This shows the Scenic Drive frontage to be subject to Vegetation Buffer and Vegetation Category 2 impacts.

The new building and the relevant land parcels are clear of bushfire affectation and are not on bushfire prone land.

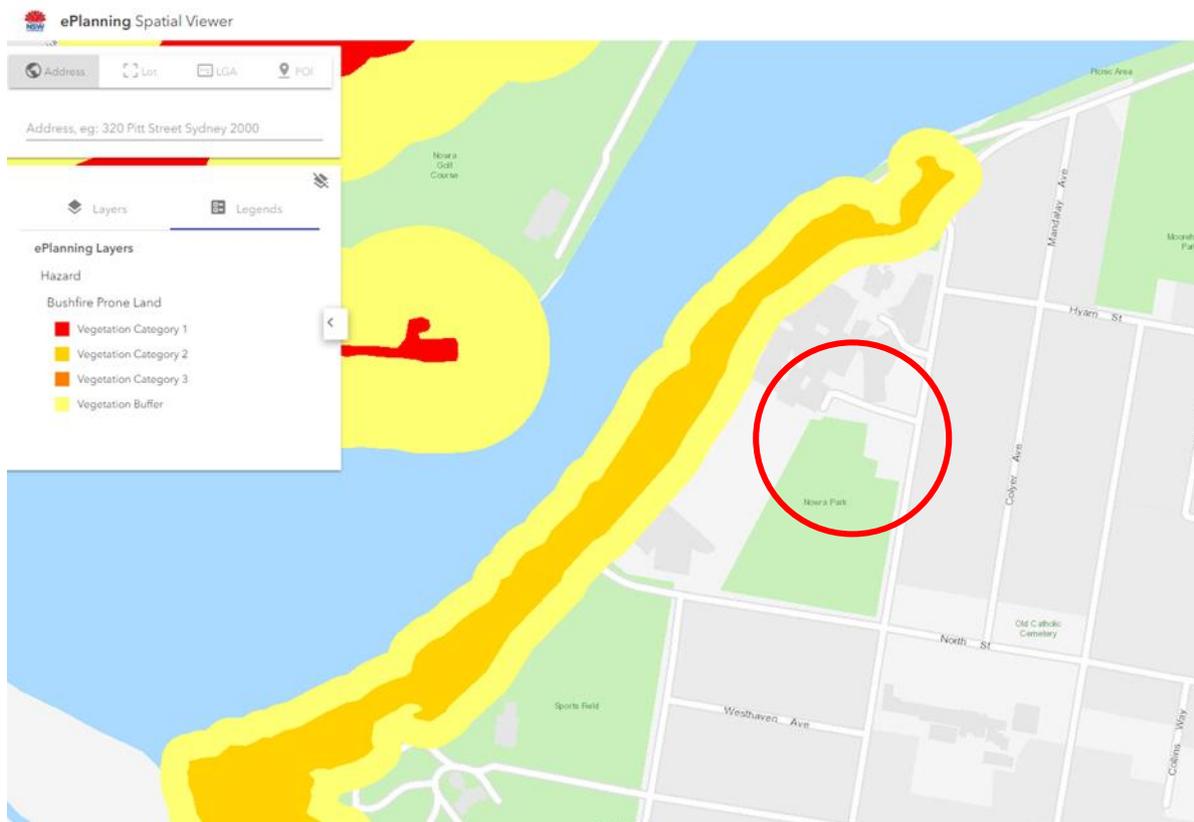


Figure 25 – Bushfire Prone Land map – ePlanning Spatial Viewer

In summary, the development site is broadly clear of any significant environmental or cultural impacts that would prevent or limit the proposed development. Notwithstanding, the proposed EIS for the development will need to assess matters set out in the tables at the head of this section as well as matters identified in Section 6 and Part B to this SEARs Request / Scoping Report.

5.0 ENGAGEMENT

Engagement carried out to this point has been extensive involving the following parties / stakeholders:

- Shoalhaven City Council
- NSW Government Architect / State Design Review Panel
- User and client groups (hospital community)
- Local community
- Aboriginal community-specific engagement
- Transport for NSW
- Shoalhaven Water
- Jemena

A summary of engagement and consultation with each is set out below.

Shoalhaven City Council

Engagement with Council has been ongoing and longstanding in relation to this project. Council's general position is one of support for the redevelopment as seen in various strategic planning documents, including the recent LSPS. Reinforcing this position is Council's resolution of 4 August 2020, which states as follows:

Reaffirm its previous in-principle support for the establishment and staged development of a master planned medical precinct centred on the current Shoalhaven District Memorial Hospital site and adjacent land, including, where required, the further acquisition and development of Nowra Park.

With respect to the immediate next steps of the redevelopment and the SSD process, liaison with Council officers has been made regarding the availability of section 4.38(3) for lodgement of a State Significant Development application to DPIE for the Shoalhaven Hospital Redevelopment.

HI and the project team will continue to liaise with Council and its officers during the planning and development process.

State Design Review Panel

Engagement with, and presentations to, the State Design Review Panel (SDRP) has occurred over three meetings in 2021.

SDRP 01 was held on 5 May 2021. At this meeting the concept masterplan was presented and was generally supported, specifically:

- the provision of green space to the north and south of the precinct, connected by a green corridor;
- increasing permeability of the precinct via the introduction of a north-south corridor and strengthening east-west connections, which allows for future development and enhances connections to existing buildings; and
- engaging early in the design process with local Aboriginal Elders, the Ulladulla Local Aboriginal Land Council and Aboriginal Shoalhaven employees to learn from traditional knowledge holders and gain a deeper understanding of Country.

Further advice and recommendations were provided around a range of design matters, including:

- Masterplan
- Response to Country and landscape
- Architecture

- Design Integrity

Key to these were:

- The precinct structure, with a north-south corridor and east-west links, provides a robust masterplan framework, and the location of built form between park zones to the north and south supports the intention for a 'hospital in the park'. Greening of the corridor, links and public arrival space is recommended to provide respite within the precinct. Further consideration should be given to the proposed vehicle loop, which divides the southern park into two and will result in retaining walls to navigate the significant slope, impacting usability.
- It is understood the existing park within the precinct is owned by the council and will be acquired by the hospital. Despite the land transfer, the precinct should continue to provide publicly accessible green spaces that serve both the hospital and broader community, now and into the future. Further consideration should be given to the program and size of the redeveloped parks to the north and south to ensure they meet multiple user needs. Design development should incorporate visual and physical connections between the built form (existing and new) and parks.
- Shoalhaven Street is the primary link to the town centre and development along this road should connect to existing transport networks including pedestrian, bicycle and bus. Building edges along this road should be activated, with cafes, shops or other public amenities, to serve the broader community. The scale of the built form should respond to existing and future development on the east side of Shoalhaven Street (currently single storey, proposed to permit up to 12m in height).
- Further consideration should be given to locating the Shoalhaven Street ambulance and services entrance under the main building, accessed via a driveway, to ensure this street is not dominated by back of house functions.
- The large Blackbutt tree to the south-east of the precinct is a significant feature of the site. Any issues identified by the arborist affecting its health should be addressed now, as it is unlikely to survive construction given its proximity to the proposed new hospital building. Additionally, the final extent of the building footprint should be determined to ensure the tree's survival. More native trees should be incorporated into the landscape design to ensure the Blackbutt is less lonely, and these could be planted via germination from the existing tree.
- Develop meaningful indoor-outdoor connections by ensuring the proposed footprint of the new hospital building is large enough to accommodate interstitial spaces, both internal and external, and a built form that can be broken down to enable opportunities to connect with the landscape and access to daylight and air.
- The regional architectural character should be reflected in the materiality and form for the new hospital building to ensure the hospital identity responds to its context.

SDRP 02 was held on 14 July 2021. At this meeting the evolution of the masterplan into massing options was discussed, amongst other things, and the following elements of the design of Shoalhaven Hospital Redevelopment were supported, specifically:

- Option three massing strategy with the courtyard facing Shoalhaven Street
- Option three link to the existing hospital buildings
- Initiating the arborist advice now to protect the blackbutt tree, and the plan to germinate future trees from the blackbutt with help from a nursery
- Engaging an Indigenous landscape architect to develop the landscape response.

Further advice and recommendations were provided around a range of design matters, including:

- Masterplan and landscape
- Connecting with Country
- Architecture
- Sustainability

Key to these were:

- The site and clinical briefing constraints are challenging. However, design development should explore options that maximise natural daylight and connection to the landscape and break up the massing by introducing external courtyards and terraces or internal voids, which might relate to gathering spaces or cafés. Consider stretching the building both north and south to ensure generous public arrival, gathering and circulation spaces, natural daylight, and connection to the outdoors.
- Push back the massing of the mental health and inpatient ward facing Shoalhaven Street to reduce the building scale and improve the relationship with the current residential houses and potential future 11m high development.
- The current vehicle entry road cuts through the landscape. Reconsider this road and the proposed pathways to be more sympathetic with the topography and provide a journey through the landscape. Additionally, explore the ability of the entry road to help capture water.
- Consider the neighbouring private medical site as part of the masterplan and establish some siting and interface constraints to help mitigate the potential for future development to overshadow the adjacent green space.
- Include biodiversity within the ESD principles.
- Develop a strategy to ensure Country informs the whole design, including the masterplan, landscape, and built form, materiality, texture and colour of the architecture. The spirit of the place, cultural practices, and identity (tangible and intangible) should be embedded within all design elements. For example, the nearby mountains could inform the narrative and materiality of the architecture.
- Sustainability and Country are interconnected, and principles for both should be developed to inform the project.
- Aiming for a net-zero building is strongly encouraged to reach NSW's Net Zero emissions goal by 2050

SDRP 03 was held on 3 November 2021. At this meeting the further design development towards Schematic Design was presented.

The following elements of the design strategy were supported:

- Option six (preferred option as shown within this SEARs Request) massing approach which reduces overshadowing to the southern green space and provides more space around the significant blackbutt tree
- Addition of the Shoalhaven Street entry (subject to the commentary below)
- Upcoming Yerrabingin Design Jam and commitment to embrace this consultation to inform design decisions
- Proposed response to the narrative of "connection to the earth, connection to the sky"
- Intergenerational interaction between the pre-school and the hospital
- Intention to step the landscape down toward the blackbutt tree
- Provision of large windows to the recovery unit that face the blackbutt tree.

Further advice and commentary was provided in relation to:

- Connecting with Country
- Masterplan and landscape
- Architecture
- Sustainability

Key to these were:

- Demonstrate how the Yarrabingin Design Jam influences an integrated approach to the landscape and architectural design.
- Explore further how the architecture can express “sky” and “mountain” beyond providing views to enable a sense of place through the building form and layout.
- Strengthen the east-west access route and the Shoalhaven Street interface. (A variety of suggestions were included in the advice).
- Develop the massing approach – exploring the articulation, fenestration composition and material choice to simplify and soften the building to make the form more human-scaled and exploring the form and detailing to manage the competing organic and rectilinear shapes.
- Consider using sustainable materials such as recycled brick and sustainably sourced timbers.

User and client groups (hospital community)

To satisfy the CSP and meet functional and operational needs, extensive user and client group meetings and workshops occurred throughout the first half of 2021. These involved HI, a broad ISLHD membership, the project architect, and project management team.

Master Plan options including capacity for future expansion were presented at several Master Planning meetings and workshops. A review by the Executive Review Group at HI was also carried out concurrently and relevant feedback incorporated into the options. An evaluation of the options was carried out in the final workshop after assessing the pros and cons of each option. The preferred option was issued to the primary stakeholders for final review and approval.

Key matters resolved as part of the ongoing design process include:

- Existing functional relationships
- Functional suitability
- Operational efficiency and clinical compliance

Local community

In addition to face-to-face engagement, HI and ISLHD has maintained a live engagement tool through the ISLHD’s Shoalhaven Hospital Redevelopment webpage. This provides updates, newsletters, videos, FAQs, and a “Have your Say” link, which seeks feedback and completion of a survey.

Further, the Chief Executive of the ISLHD gives a community update each quarter in conjunction with milestone events via a paid advertisement in the local South Coast Register newspaper and its online edition.

Aboriginal community-specific engagement

A project-specific Aboriginal Advisory Committee has been established. Consultation has involved face-to-face meetings (when permissible) with local Aboriginal groups, such as the Ancient Spirit Tree People.

A Walk on Country and Design Jam was undertaken on 1 December 2021, facilitated by the indigenous consultancy group, Yerrabingin. This included members of the local Aboriginal community Aboriginal staff of the hospital / ISLHD, the hospital’s Executive, and the project team.

Transport for NSW

Two meetings have been held with TfNSW in relation to the redevelopment project. An initial working group meeting also involving Council and this project’s traffic and transport consultants (TTW) was held on 18 May 2021.

The key discussion points related to:

- Introduction to the scope of the proposed development and its local and regional access context.
- Existing development, vehicular access points into the campus and car parking supply at the campus.
- Traffic and transport issues associated with hospitals generally, the Shoalhaven Hospital and the locality generally.
- The relationship of the development to the Nowra Bridge project.
- Anticipated SSD DA issues and matters for assessment.
- Ongoing meeting structure and meeting frequency.

Shoalhaven Water

A single meeting has been convened with Shoalhaven Water to date (in mid-2021). This addressed the need to relocate an existing active water main and its easement in order avoid conflict with the development site and new building's footprint. The preferred option will be to relocate the active water main to avoid other existing easements as well as limit or prevent tree removal along the perimeter of Nowra Park.

An existing but redundant and unrelated water main within Nowra Park was also discussed.

Shoalhaven Water was generally supportive of further consideration of relocation options in-principle for the active water main, subject to the formal application process. The redundant water main is able to be left on place or removed. This is to be further determined.

These works will likely occur ahead of the SSD-related works to manage existing water supply for the hospital campus.

Jemena

A single meeting has been convened with Jemena to date (in late 2021). This addressed the proposed gas supply and servicing at the site and any necessary connection requirement of the authority. Diversion of Jemena's gas main is likely to be required. The location is still being determined with Jemena.

Again, these works will likely occur ahead of the SSD-related works to manage existing gas supply for the hospital campus.

Engagement is still to continue with each of these stakeholders throughout the planning and design process.

6.0 PROPOSED ASSESSMENT OF IMPACTS

This section identifies the matters requiring further assessment in the EIS and the proposed approach to assessing these matters. This has been based on the 11 broad categories provided by DPIE in its Scoping Report Guidelines.

6.1 Matters requiring further assessment

A scoping summary table is included in Part B of this Scoping Report / SEARs Request setting out the matters requiring further assessment; the level of assessment required (Standard or Detailed); whether the project is likely to generate cumulative impacts with other relevant future projects in the area; the type of engagement warranted; and the relevant government plans, policies or guidelines that may apply.

In summary, the key matters requiring detailed assessment can be summarised as follows:

- Noise and Vibration impacts during construction
- Noise impacts during operation of the hospital
- Visual impacts of the development, including the impacts upon the Scenic Protection Area that includes Scenic Drive and the Shoalhaven River and its foreshores
- Wind impacts of the development upon the hospital and Shoalhaven Street and Nowra Park
- Social impacts (positive and negative) upon the regional and local community, including relocation of the pre-school, and reduction in size and functionality of Nowra Park
- Aboriginal cultural heritage as required by the ACHAR process
- Design quality, built form, landscape design, and Designing with Country as broadly required by or set out through the State Design Review Panel process
- Direct impacts of built form upon adjacent sensitive neighbouring land uses
- ESD through the targets established by HI under DGN No.58
- Water quality management through relevant Council guidelines including MUSIC modelling
- Water quantity management through relevant Council guidelines including DRAINS modelling
- Traffic, transport, and access assessment of both the construction and operational phases of the development and impacts upon parking, performance of intersections, road capacity and operational efficiency
- Biodiversity impacts (whilst negligible in the context) as required by the BDAR process
- Tree removal, protection and replacement measures, particularly as it relates to the existing areas of Nowra Park
- Acid Sulfate Soil assessment to avoid exposure of soils through earthworks, and if relevant, suitable management of those soils during works
- Confirmation that the site is suitable for the proposed use, particularly in light of the re-use of Nowra Park into a hospital

Further, those matters requiring standard assessment can be summarised as follows:

- Overshadowing impacts upon the balance of Lot 104 and Shoalhaven Street neighbours of the hospital
- Non-Aboriginal cultural heritage in relation to heritage items and conservation areas in the general vicinity
- Waste water management
- Hazards and risks associated with the operational hospital's handling of chemicals, gases, and other dangerous materials, and the like
- Construction and Operational Waste Management
- Adequacy of existing and new utilities and services connections to service the expanded hospital

- Bushfire Risk, noting the only partial mapped bushfire prone land status of the existing hospital site and no bushfire impact upon the land subject of the new building
- Aviation-related impacts of, and upon, revised helicopter operations

6.2 Matters requiring no further assessment

Following consideration of the site's context, the scale and scope of the proposed development, and the likely issues arising, the following sets out matters that would not require further assessment or inclusion within the development's SEARs.

Relevant matter	Reason / justification
Flood Risk Assessment	Not proximate to the site given its grades and of a minor scale to not further warrant detailed assessment
Development Contributions	Not applicable / relevant – see clause 25J of <i>Environmental Planning and Assessment Amendment (Infrastructure Contributions) Regulation 2021</i> as likely to be in force at time of assessment.

7.0 REFERENCES

Project Specific Reports / Documents

Masterplan Report - Shoalhaven Hospital Redevelopment, Conrad Gargett for HI - July 2021

Scoping Report / SEARs Request, Conrad Gargett for HI – 2 December 2021

Aboriginal Due Diligence Assessment - Shoalhaven Hospital Constraints Assessment, EcoLogical Australia – 27 November 2019

Shoalhaven Hospital Constraints Assessment - Statement of Heritage Impact, EcoLogical Australia – 27 November 2019

State Design Review Panel Advice (Meeting Notes) Panel Meetings 1 and 2 – 18 May 2021 and 30 July 2021

NSW Legislation

Environmental Planning and Assessment Act 1979

Environmental Planning and Assessment Regulation 2000

State Environmental Planning Policy (Coastal Management) 2018

State Environmental Planning Policy (Infrastructure) 2007

State Environmental Planning Policy No 33—Hazardous and Offensive Development

State Environmental Planning Policy No 55—Remediation of Land

State Environmental Planning Policy (State and Regional Development) 2011

Shoalhaven Local Environmental Plan 2014

Government webpages

<https://www.lmbc.nsw.gov.au/Maps/index.html?viewer=BOSETMap> - Biodiversity Values Map and Threshold Tool

<https://maps.six.nsw.gov.au/> - SixMaps

<https://www.environment.nsw.gov.au/awssapp/Login.aspx?ReturnUrl=%2fawssapp> - Aboriginal Heritage Information Management System (AHIMS) Web Services

<https://www.planningportal.nsw.gov.au/spatialviewer/#/find-a-property/address> - ePlanning Spatial Viewer

<https://www.islhd.health.nsw.gov.au/about-us/hospital-and-facility-upgrades/shoalhaven-hospital-redevelopment> - Shoalhaven Hospital Redevelopment (Illawarra Shoalhaven Local Health District)

<https://www.nsw.gov.au/premiers-priorities> - NSW Government - Premier's Priorities

NSW Government documents

Illawarra Shoalhaven Regional Plan 2041, NSW Department of Planning, Industry & Environment - May 2021

Shoalhaven City Council documents

Shoalhaven 2040 - Our Strategic Land-use Planning Statement, Shoalhaven City Council - September 2020