

21 June 2019

Mr Jim Betts
Secretary
Department of Planning and Environment
GPO Box 39
SYDNEY NSW 2001

Dear Mr Betts

Re: New Tweed Valley Hospital – Scoping Report and Request for Secretary’s Environmental Assessment Requirements for Stage 2 (Main Works and Operation) and Biodiversity Development Assessment Report Waiver

The Concept Plan and Stage 1 early and enabling works were approved for the new Tweed Valley Hospital (SSD 18_9575) by the Minister for Planning and Public Spaces on 11 June 2019.

Secretary’s Environmental Assessment Requirements (SEARs) for the Stage 2 main works and operation are now requested and this Scoping Report outlines the extent of work that approval is being sought for. As the project involves the construction and operation of the “hospital”, the SEARs are sought in accordance with Clause 3 of Schedule 2 of the Environmental Planning and Assessment Regulation 2000 (EP&A Regulation) and Schedule 1 of the State Environmental Planning Policy (State and Regional Development) 2011 (SRD SEPP). Stage 2 has a Capital Investment Value (CIV) greater than \$30 million.

A staged State Significant Development (SSD) application is permissible pursuant to Section 4.22 of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

This Scoping Report provides a preliminary overview of planning and environmental matters related to the proposal, and other supporting documentation to allow for the SEARs to be issued and enable the preparation of an Environmental Impact Statement (EIS) for Stage 2.

Health Infrastructure
ABN 89 600 377 397

In addition to the Scoping Report, a request for a waiver of the requirement to prepare a Biodiversity Development Assessment Report (BDAR) is also attached for the Stage 2 work. Biodiversity was thoroughly considered during the Stage 1 and Concept Plan assessment and therefore further assessment is not considered necessary based on OEH Guidelines.

1. Background

On 11 June 2019, the Minister for Planning and Public Spaces granted Concept Approval and Stage 1 Development Consent to application SSD 18_9575 for the new Tweed Valley Hospital, including:

- The Concept Proposal:
 - a maximum building envelope for a nine-storey hospital with basement, rooftop helipad and plant rooms
 - a maximum building envelope for a building accommodating supporting services
 - a maximum gross floor area of approximately 65,000m² (excluding the helipad)
 - the site layout, internal road layout, site access arrangements and car parking areas
 - a landscape masterplan identifying open areas and concept public domain treatments
 - Tweed Coast Road / Cudgen Road intersection upgrade.
- Stage 1 Early and Enabling Works:
 - construction compound
 - construction of temporary internal roads, laydowns and parking for use during construction
 - augmentation and connection of permanent services for the future hospital
 - tree removal within the footprint of the construction works
 - bulk earthworks and recycling of materials to establish the site levels
 - piling and associated works
 - stormwater infrastructure
 - retaining walls
 - new site access points;
 - intersection improvement works
 - site remediation works.

Stage 2 involves construction and operation of the hospital and proposes the construction of a multi-deck carpark (subject to funding) to service the hospital in conjunction with at-grade parking. Following further demand analysis, design development, and consultation, a combined multi-deck/at-grade car parking solution,

rather than entirely tiered at-grade car parking on the site, is considered the most suitable and efficient solution to cater for the hospital's parking needs and will be pursued subject to available funding.

Further, an additional temporary building - the 'Tweed Valley Skills Centre' - has been included for approval in the Stage 2 works. The Tweed Valley Skills Centre will include:

- Prototype and Simulation Suite, to verify the detailed design of key clinical spaces for the hospital
- Skills and Employment Hub - a drop-in facility for community and local industry, providing information on training and careers in the construction industry, jobs on the Project and support in developing business capability and tendering for subcontract work packages and supply contracts.

The Tweed Valley Skills Centre is proposed to be developed in partnership with NSW TAFE, subject to funding. It is proposed as a modular building capable of being relocated to a suitable location on the NSW TAFE Kingscliff Campus towards the end of the Stage 2 construction period and separate planning approvals will be sought for this relocation.

As the approved Concept Plan did not consider a multi-deck car park, or details of the Skills Centre a modification to the Concept Plan is also sought as part of this application to allow construction of these if funding becomes available.

2. The Site and Locality

The Project Site is a single lot located at 771 Cudgen Road, Cudgen NSW. It is legally described as Lot 11 DP 1246853. It has an area of 19.38ha and is owned by the Health Administration Corporation.

The hospital site fronts Cudgen Road immediately west of the Kingscliff urban area. It has proximal access to Tweed Coast Road, which connects to the Pacific Motorway (M1) in the north. The Project Site is approximately 13.5km south of Tweed Heads.

The Project Site is primarily zoned SP2 Infrastructure (Health Services Facility) and is situated on the immediate urban periphery of Kingscliff. Environmental areas, including mapped Coastal Wetlands, occur along its northern boundary. Other land uses in proximity to the site include urban, rural and environmental uses/zones.

To the east is the main Kingscliff urban and residential area. To the north is vegetated rural land, including environmental protection areas and mapped Coastal Wetlands. Beyond this, further to the north is residential development. To the south, on the opposite side of Cudgen Road, is the NSW TAFE Kingscliff Campus and to the southwest and west is rural/ farmland mapped as State Significant Farmland. The village of Cudgen is located west of the site, on the western side of Tweed Coast Road. **Figure 1** shows the location of the site adjacent to Kingscliff.

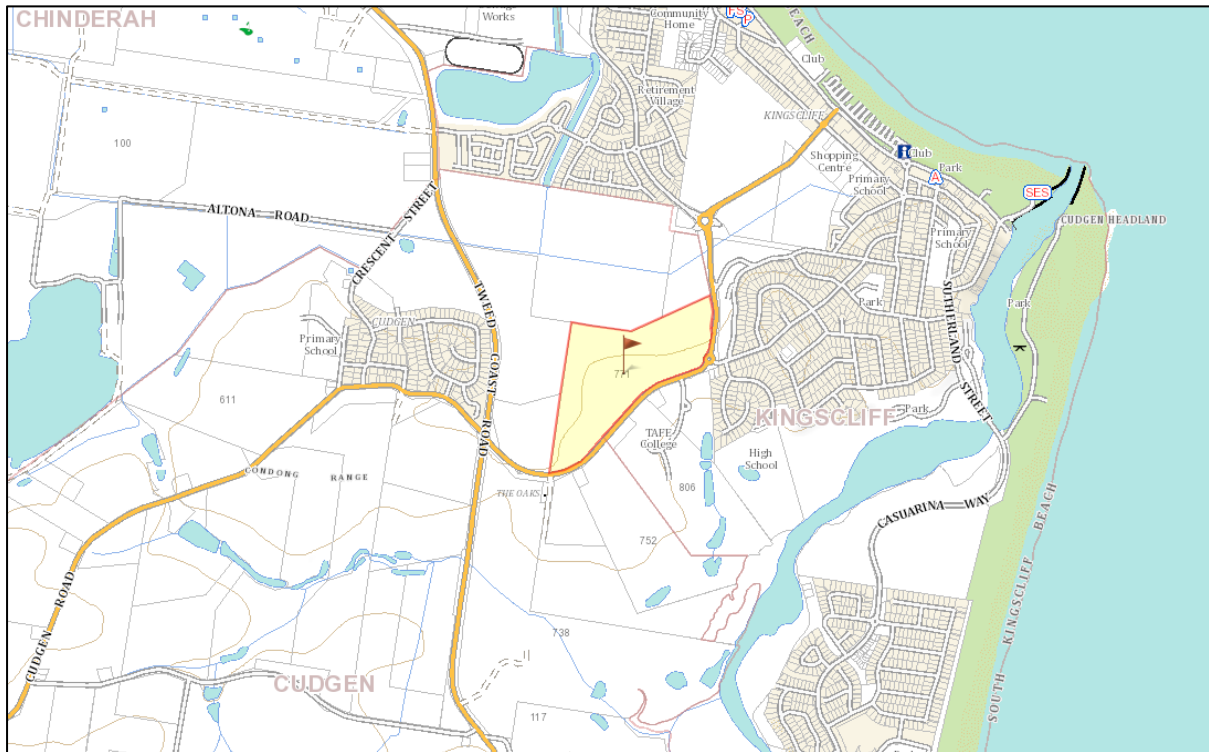


Figure 1: Site locality

3. The Project

Broadly, the Project consists of:

- Delivery of the Tweed Valley Hospital; a new Level 5 major regional referral hospital to provide the health services required to meet the needs of the growing population of the Tweed-Byron region (in conjunction with the other hospitals and community health facilities across the region)
- Delivery of the supporting infrastructure required for the Tweed Valley Hospital, including green space and other amenities, roads and car parking, external road upgrades and connections, utilities connections, and other supporting infrastructure.

This Stage 2 SSD application will seek consent for the main works and operation of the Tweed Valley Hospital, including:

- Construction of the main hospital building, containing:
 - Main entry and retail area
 - Administration
 - Community Health
 - Inpatient units
 - Outpatient clinics and day only units
 - Child and Adolescent Services
 - Intensive Care Unit
 - Mental Health Unit

- Maternity Unit and Birthing Suites
- Renal Dialysis
- Pathology
- Pharmacy
- Radiation Oncology as part of integrated Cancer Care
- Emergency Department
- Perioperative Services
- Interventional Cardiology
- Medical Imaging
- Mortuary
- Education, Training and Research
- Back of House services
- Rooftop Helipad
- Construction of support buildings, referred to as the ‘Health Hub’, containing:
 - Oral Health
 - Community Health
 - Aboriginal Health
 - Administration
 - Education, Training and Research
- Internal roads and car parking, including multi-deck car park, for staff, patients and visitors
- External road infrastructure upgrades (including intersection of Tweed Coast Road and Cudgen Road) and main site access
- Environmental and wetland rehabilitation, including rehabilitation of the existing farm dam as outlined in the Biodiversity Development Assessment Report (BDAR) prepared for the Concept Proposal and Stage 1 works
- Site landscaping
- Signage
- Utility services works.

A site plan prepared by STH | Bates Smart Architects has been provided for information purposes (see **Figure 2**).





Figure 3 Indicative Façade



Figure 4 Indicative Façade

4. Need for the Project

As documented in the Concept Proposal and Stage 1 works application material, driving the case for change is the need to improve and increase the health service delivery capacity for the Tweed-Byron region to meet projected demand.

The Northern NSW Local Health District (NNSW LHD) 2018 Service Statement outlines significant projected growth in the catchment population, with the profile being an aged population as well as a significant group of children aged 0-14 years. The growing catchment population has a relatively low socio-economic status as well as a higher percentage of Aboriginal residents in comparison to the respective NSW averages. There are also high rates of lifestyle risk factors and a high burden of chronic illness.

The existing Tweed Hospital is at capacity, is constrained by existing infrastructure with inadequate space to expand, lacks contemporary facilities and access is impacted by flooding. There are significant gaps between the demand for healthcare services and the supply, accessibility and availability of services locally within the Tweed-Byron region. Investment in these services and models of care aim to increase self-sufficiency and reverse cross-border flows to Queensland.

NNSW LHD recognises that continual examination and implementation of contemporary models of care is required to maintain optimal service delivery and performance and to meet growing community expectations for access to high quality and safe health services locally. This requires facilities compliant with the Australasian Health Facility Guidelines and service provision consistent with the National Safety and Quality HealthCare Standards.

Taking into consideration the health service demand as well as the existing constraints of service delivery at the existing Tweed Hospital, the objectives of the Project are to:

- Deliver the service capacity needed now and into the future for a growing and ageing population, well located to provide equitable access to the broader Tweed-Byron catchment
- Support contemporary models of care to improve health outcomes
- Deliver patient-centred healthcare supported by an environment that fosters integrated service delivery
- Improve self-sufficiency and minimise the complexity and costs associated with cross-border resident flows to services located in Queensland
- Support further development of speciality and sub-specialty clinical services
- Improve utilisation of the workforce and develop an environment that will attract and retain a skilled and motivated workforce
- Support development of increased clinical capability through education, training and research opportunities
- Provide a tiered network clinical service model to support Byron Central Hospital and Murwillumbah District Hospital and community health and other out-of-hospital services across the region.

5. Planning Framework

Strategic Planning Framework

Table 1 - Consistency with Strategic Plans

Strategic Plan	Comment
NSW State and Premier Priorities NSW	<p>The Project would deliver on key priorities by:</p> <ul style="list-style-type: none"> • Building infrastructure • Creating jobs • Improving government services • Improving service levels in hospitals • Encouraging investment • Better services, including cutting wait times for planned surgeries. <p>The Project is consistent with relevant Premier and NSW Government Priorities as it will build infrastructure, add to the creation of construction and long-term operational jobs and will improve health facilities for the residents of the Tweed-Byron region.</p>
North Coast Regional Plan 2036	<p>The Project is consistent with the following relevant Goals and Directions of the NCRP 2036:</p> <ul style="list-style-type: none"> • Goal 2: A thriving, interconnected economy <ul style="list-style-type: none"> – Direction 5: Strengthen communities of interest and cross-regional relationships – Direction 6: Develop successful centres of employment. • Goal 3: Vibrant and engaged communities <ul style="list-style-type: none"> – Direction 14: Provide great places to live and work – Direction 15: Develop healthy, safe, socially engaged and well-connected communities – Direction 16: Collaborate and partner with Aboriginal communities – Direction 18: Respect and protect the North Coast's Aboriginal heritage – Direction 21: Coordinate local infrastructure delivery. <p>The coastal settlements of the Tweed Shire have experienced some of the strongest growth on the North Coast. The popularity of the Tweed Coast is expected to continue. Kingscliff will be an important centre in this regard and will service the growth of the Tweed Coast's network of villages. The Tweed Valley Hospital will support this growing area and the broader Tweed-Byron region with much needed improvements and expansion to health services, with positive flow-on effects to many areas of the community.</p>
Draft Kingscliff Locality Plan (KLP)	<p>Kingscliff plays an important and evolving role in the Tweed region. Such attributes and future growth provide strong strategic planning support for the development of the Tweed Valley Hospital in this locality. This allows health services, including the Tweed Valley Hospital, to be established in the context of an existing and growing</p>

Strategic Plan	Comment
	<p>urban area, supported by existing and planned infrastructure and an urban setting that will deliver more housing, jobs, and services.</p> <p>The Tweed Valley Hospital is also consistent with the 'economy, employment, and infrastructure' key vision statement and strategy of the KLP as it expands employment, delivers health infrastructure and services, including the potential for educational clustering and partnerships, as well as net social and economic benefits. The hospital would effectively integrate into the urban structure and planned land use precincts of Kingscliff, being at the interface of the Kingscliff Hill, West Kingscliff, and Turnock Street precincts. The frontage to Cudgen Road and alternative access roads further support its integration and accessibility.</p> <p>The KLP identifies a number of growth areas and precincts around Kingscliff. The Tweed Valley Hospital site is situated immediately adjacent to existing urban and future growth areas and can be effectively integrated into the strategic direction and future development of the locality and long-term infrastructure coordination.</p>
State Infrastructure Strategy 2018-2038	<p>The Project will deliver on the objective in the Strategy to plan for and deliver world-class health infrastructure that supports a 21st century health system and improved health outcomes for the people of NSW. The proposed Tweed Valley Hospital is consistent with this strategic objective and investment in health infrastructure.</p>
NSW State Health Plan towards 2021	<p>The Project would be consistent with and contribute to the delivery of the following key directions and strategies:</p> <ul style="list-style-type: none"> • Keeping people healthy • Providing world class clinical care • Delivering truly integrated care • Supporting and developing our workforce • Support and harnessing research and innovation • Enabling e-Health • Design and building future-focussed infrastructure.
Future Transport Strategy 2056 and Supporting Plans	<p>A key outcome for the plan is to "support successful places" by creating a transport network across the State that better connects regional cities and centres and will increase access to regional jobs, services and education. Improved transport will broaden the catchment and improve access to services at the Tweed Valley Hospital. The Project will:</p> <ul style="list-style-type: none"> • Facilitate effective movement networks for people and various forms of transport • Ensure the Tweed Valley Hospital includes a clear and interconnected circulation and movement network that supports legible access and the integration of public transport and pedestrian infrastructure

Strategic Plan	Comment
	<ul style="list-style-type: none"> Support a range of transport strategies and measures, including a Sustainable Travel Plan to promote sustainable alternatives and active travel.

Statutory Planning Framework

Environmental Planning and Assessment Act 1979 (EP&A Act)

The EP&A Act establishes the assessment framework for SSD. Section 4.22 of the EP&A Act provides for staged development applications. Section 4.12 (8) requires that a development application for SSD is to be accompanied by an EIS in the form prescribed by the Regulations.

State Environmental Planning Policy (State and Regional Development) 2011

Clause 8 of the SRD SEPP states that development is declared to be SSD for the purposes of the EP&A Act if:

- the development is not permissible without development consent under Part 4 of the EP&A Act; and
- the development is specified in Schedule 1 or 2.

The Project would not meet the requirements of Clause 58 of ISEPP as the development is not within an existing hospital. Therefore, the development would not be permissible without development consent under Part 4 of the EP&A Act.

Clause 14 of Schedule 1 of the SRD SEPP states that:

Development that has a capital investment value of more than \$30 million for any of the following purposes:

- hospitals,*
- medical centres,*
- health, medical or related research facilities (which may also be associated with the facilities or research activities of a NSW local health district board, a University or an independent medical research institute).*

The proposal is for Stage 2 works (main works and operation) of the Tweed Valley Hospital, following the recently approved Concept Proposal and Stage 1 works. Therefore, it meets the requirements for SSD.

Other State Environmental Planning Policies

In addition to the SRD SEPP, the following SEPPs would apply to the Project Site and will be considered as required for the Stage 2 SSD application:

- Coastal Management SEPP 2018
- SEPP 33 – Hazardous and Offensive Development
- SEPP 55 – Remediation of Land
- SEPP (Infrastructure) 2007.

Permissibility and Local Environmental Plan (LEP)

The Project Site is located within the Tweed Shire Council Local Government Area (LGA) and is primarily subject to the Tweed LEP (TLEP) 2014, with a small area along the north being a deferred matter and subject to the TLEP 2000.

The project site was rezoned in February 2019, resulting in most of the site, excluding deferred matter land and environmental protection areas along the northern boundary, being zoned SP2 Infrastructure (Health Services Facility). No height limits, floor space ratios or minimum lot size controls apply.

The development footprint occurs wholly within the SP2 Zone under the TLEP 2014. Health services facilities (which include hospitals) are permissible.

Bush regeneration and revegetation is proposed in the environmental areas, consistent with the Biodiversity Management Plan prepared for the site, along with recreation infrastructure such as walkways and paths as part of the overall landscape plan and wellbeing strategy for staff, patients and visitors.

Other controls under TLEP 2014

As noted above, the proposed Tweed Valley Hospital is located on land which is primarily subject to the TLEP 2014, with a small area subject to the TLEP 2000. The proposed hospital and associated infrastructure is wholly within the SP2 zone under the TLEP 2014. Relevant provisions of the TLEP would be considered during the preparation of the EIS as required.

An overview of clauses contained within the TLEP 2014 and the objectives that would likely require general consideration are summarised in **Table 2**. Any elements, such as environmental and rehabilitation works or walkways as part of the landscape strategy, that fall within the TLEP 2000 would also be addressed in the EIS.

Table 2 - Consideration of Tweed LEP 2014

Key LEP Clauses		
TLEP 2014	Clause 7.1 Acid Sulfate Soils (ASS)	Most ground disturbing works were assessed as part of the Stage 1 works. Disturbance of ASS is unlikely in Stage 2.
	Clause 7.2 Earthworks	The majority of earthworks have been assessed as part of the Stage 1 works. Relevant provisions of this clause would be addressed, and measures proposed to ensure no detrimental impact from any earthworks associated with Stage 2.
	Clause 7.3 Flood Planning	The provisions of this clause have been addressed and the site's suitability with regard to flooding demonstrated in the Concept Proposal and Stage 1 EIS. The proposed location of the new hospital and associated buildings are acceptably above the Probable Maximum Flood (PMF) level.

Key LEP Clauses		
	Clause 7.10 Essential Services	Services are available in the vicinity of the site and the Concept Proposal application demonstrated that the hospital can be serviced. This will be confirmed and supported in the context of detailed design and the Stage 2 SSD application.

6. Consultation and Community Engagement

As outlined previously and in the Concept Proposal and Stage 1 works application material, Health Infrastructure has undertaken an extensive level of consultation and community and agency consultation are continuing throughout all stages of the Project. Community and agency consultation will be documented in the Stage 2 EIS.

The following engagement statistics apply from Project initiation in 2017 to the end of April 2019:

Engagement Activity	Number held
Project User Groups	221 meetings
Community Reference Panel	9 meetings
Council Reference Group	6 meetings
Pop-up Information Sessions	43 sessions
Community Forums	2 major open forums
Project Office Drop-In Sessions	8 sessions
Local Industry Participation	1 open forum, 9 workshops
Written Feedback Received	1,164 written submissions
Community Newsletters	4 newsletters
Website Hits	10,571 website sessions
Website Factsheets	8 factsheets on website
Website Videos	2 website videos
Website Frequently Asked Questions	4 FAQ sheets
Media Releases	10 media releases

7. Overview of Likely Environmental and Planning Issues and Assessment Requirement Identification

A number of environmental impacts and planning issues, such as agricultural impact, contamination and remediation, Aboriginal and non-Aboriginal heritage, flooding, water sources, biodiversity, socio-economic, and geotechnics would usually form part of an EIS. However, these were addressed as part of the Concept Proposal and Stage 1 EIS. Accordingly, most of these matters do not require further detailed assessment as part of the Stage 2 SSD application. Matters that remain applicable

or that are subject to further detailed assessment or design refinement would be addressed in the Stage 2 EIS as required.

In determining the Concept Approval, specific further environmental assessment requirements that apply to future applications on the site were identified. The Stage 2 SSD application will therefore need to address the relevant matters set out in the Concept Approval (SSD 18_9575), including built form and urban design, traffic and parking, amenity impacts, noise and vibration, bushfire, landscaping, and ecologically sustainable development.

The following **Table 3** outlines the key environmental assessment issues that would need to be considered as part of the Stage 2 SSD application. The table also identifies the matters that have been comprehensively addressed as part of the Concept Proposal and Stage 1 EIS and therefore do not require further detailed assessment.

Table 3 – Assessment requirement identification and potential impacts

Matter	Comment
Built form and urban design	Assessment of the built form and urban design response, including integration of the development into the site and overall design quality will be provided in the Stage 2 SSD application.
Environmental amenity and visual Impact	While there is no maximum height or floor space ratio controls within the SP2 zone, the proposed scheme will be the subject of a merit assessment with regard to siting, height, massing and related amenity impacts. The Stage 2 EIS will assess potential amenity related impacts, including the visual impact of the built form's massing and design.
Biodiversity	Biodiversity was comprehensively assessed as part of the Concept Proposal and Stage 1 works application, with a Biodiversity Development Assessment Report (BDAR) having been prepared and approved. Given this, a request for waiver to having to prepare another BDAR for Stage 2 (given the standard requirement for SSD applications) has been prepared by Greencap (ecological consultants) and approval for this waiver is sought from the Department of Planning and Environment and the Office of Environment and Heritage. The Stage 2 EIS will demonstrate that the Project is consistent with the endorsed BDAR.
Agricultural impact and land use conflict	These matters were comprehensively assessed as part of the Concept Proposal and site-specific SEPP/rezoning process. The site has been rezoned to SP2 Infrastructure (Health Services Facility). No further assessment is required, however the recommended measures to minimise the potential for land use conflict would be implemented as part of Stage 2 and the detailed landscape strategy.
Bushfire	Part of the site is mapped as bushfire prone land (category 1 vegetation and associated buffer). The design of the hospital, including asset protection zones and other bushfire protection measures will be reviewed to demonstrate satisfactory compliance with the relevant provisions of Planning for Bushfire Protection 2006.

Matter	Comment
Flooding	Flooding was comprehensively assessed as part of the Concept Proposal and Stage 1 application. The development footprint is above the PMF. No further assessment is required.
Acid Sulfate Soils (ASS)	ASS was considered in the Concept Proposal and Stage 1 Works application as the bulk of ground disturbance is proposed under Stage 1. No disturbance of ASS is expected. A detailed assessment of ASS for Stage 2 is not required and standard management measures for unexpected finds would be employed.
Contamination and remediation	<p>This was comprehensively assessed in the Concept Proposal and Stage 1 application, with the required remediation to occur as part of the Stage 1 works.</p> <p>No further assessment, other than confirming that the site has been remediated in accordance with the Remediation Action Plan and Site Audit Statement, is required for Stage 2.</p>
Drainage and stormwater	<p>The site slopes to low-lying land in the north, where there are also mapped Coastal Wetlands. Drainage and stormwater were assessed as part of the Concept Proposal and Stage 1 application, with a concept stormwater management strategy developed.</p> <p>Stage 2 will further assess drainage and refine/confirm the stormwater management strategy based on the detailed design.</p>
Traffic and transport	A comprehensive traffic assessment supported the Concept Proposal and Stage 1 application. Further traffic analysis will be undertaken for Stage 2 to confirm transport strategies and final access arrangements for the site, including an analysis of parking demand and provision for the hospital.
Noise and vibration	An analysis of noise and vibration associated with the proposal (Stage 2 works and operation) will require careful consideration of the impacts in relation to the amenity of surrounding sensitive receivers and internal amenity for the hospital. A noise and vibration assessment for Stage 2 works and operation of the hospital will be undertaken and outline measures to minimise and mitigate the potential impacts.
Aboriginal heritage	An Aboriginal Cultural Heritage Assessment was completed for the Concept Proposal and Stage 1 works. No further assessment is required for Stage 2 due to no significant findings of the comprehensive assessment prepared for the Concept Proposal and Stage 1 works.
Utilities/services	Services are available in the vicinity. The final capacity and need for augmentation of any essential services will need to be determined and documented as part of the Stage 2 SSD application, demonstrating that the final arrangements will adequately service the hospital.
Socio-economic	The social and economic impact of the hospital development and relocation from Tweed Heads was comprehensively assessed as part of the Concept Proposal and Stage 1 application. Further assessment of this is not required for Stage 2. Potential impacts (mainly construction related) associated with Stage 2 would be considered as required.

Matter	Comment
Waste	A preliminary Stage 2 construction and operational waste management plan will be prepared to accompany the Stage 2 EIS. It will address likely waste streams and describe the principles and measures to be implemented to manage, reuse, recycle and safely dispose of waste.

8. Conclusion and Request for SEARs

The Project meets the criteria identified in Schedule 1 Clause 14 of the SRD SEPP, being a health services facility with a total CIV of more than \$30million. In accordance with Clause 3 of Schedule 2 of the EP&A Regulation and Schedule 1 of the SRD SEPP, Health Infrastructure requests the issue of the SEARs for the main construction and operation of the Tweed Valley Hospital (Stage 2).

Stage 2 of the Project will enable continuation of the development of the new Tweed Valley Hospital and will further support and strengthen much-needed contemporary health service facilities for the Tweed-Byron region.

Yours sincerely



Rebecca Wark
Chief Executive

Att: *Site Plan*
 Request for BDAR Waiver