

# ***Bowral & District Hospital Redevelopment***

*State Significant  
Development  
Modification  
Assessment  
(SSD 8980 MOD 1)*

November 2019

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## Glossary

Abbreviation	Definition
BCA	Building Code of Australia
CIV	Capital Investment Value
Consent	Development Consent
Council	Wingecarribee Shire Council
Department	Department of Planning, Industry and Environment
EIS	Environmental Impact Statement
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	<i>Environmental Planning and Assessment Regulation 2000</i>
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999</i>
EPI	Environmental Planning Instrument
ESD	Ecologically Sustainable Development
LEP	Local Environmental Plan
Minister	Minister for Planning and Public Spaces
RtS	Response to Submissions
SEARs	Secretary's Environmental Assessment Requirements
Secretary	Secretary of the Department of Planning, Industry and Environment
SEPP	State Environmental Planning Policy
SRD SEPP	State Environmental Planning Policy (State and Regional Development) 2011
SSD	State Significant Development



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# 1. Introduction

This report provides an assessment of an application to modify the State significant development consent (SSD) for the redevelopment of the Bowral & District Hospital (the Hospital).

The modification application seeks approval for additional floorspace on Levels 2 and 3 to accommodate hospital service rooms and back-of-house facilities, minor changes to cladding and finishes, changes to the layout of the mechanical plant room, and the addition of flues and cowls to the rooftop.

The application was lodged on 15 October 2019, by Health Infrastructure on behalf of the Health Administration Corporation (the Applicant) pursuant to section 4.55(1A) of the *Environmental Planning and Assessment Act 1979 (EP&A Act)*.

## 1.1 Background

The Applicant is redeveloping the Bowral & District Hospital at 97-103 Bowral Street, Bowral, in the Wingecarribee Shire local government area. The site is located approximately 1.3km from Bowral Railway Station and Bowral Town Centre on the current site of the Bowral & District Hospital. The site is bounded by Bowral Street to the north, Mona Road to the east, Ascot Road to the south and Sheffield Road and the Southern Highlands Private Hospital to the west. The surrounding area is characterised by a mix of open spaces and detached residential dwellings.

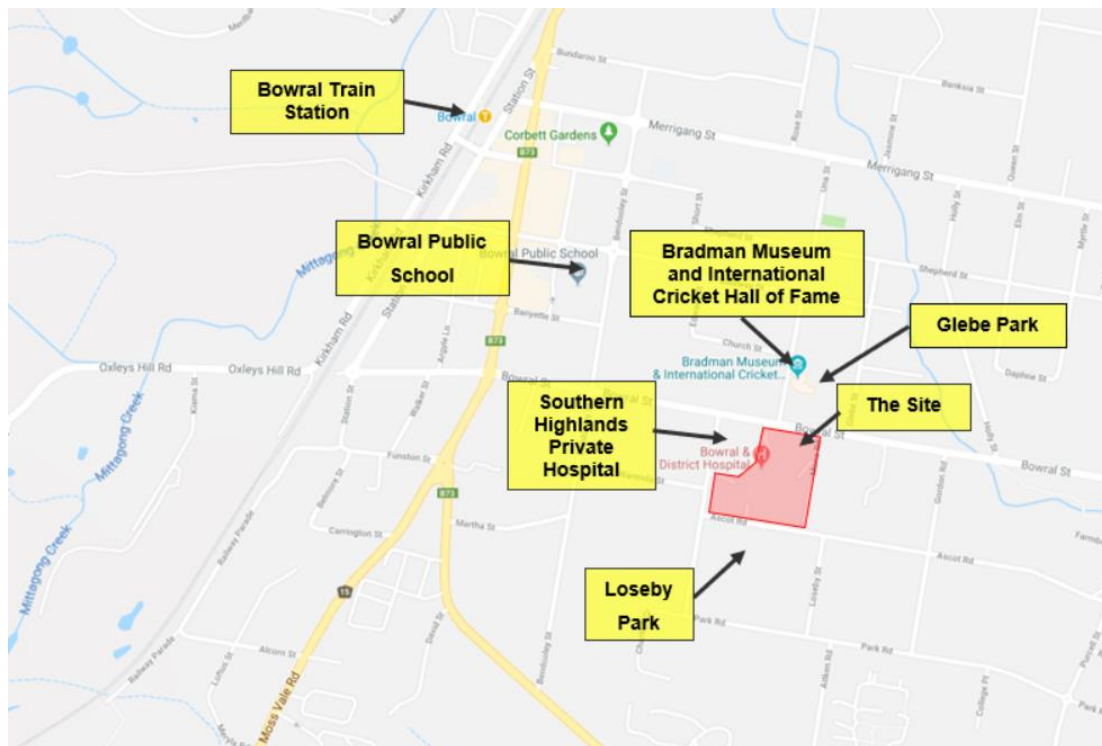


Figure 1 | Site Location

The Applicant is seeking to modify the approval of SSD 8980 in response to design refinements and to ensure the Hospital is able to meet the relevant operational requirements. The proposed modification includes additional floor space on Level 2 and 3 and minor design changes.

## 1.2 Approval History

On 21 February 2019, development consent was granted by the Executive Director, Key Sites and Industry Assessments, for the development of the Bowral & District Hospital Redevelopment. The consent permits the following works:

- a new four-story building including inpatient care and a new Emergency Department
- pedestrian links and connections
- reconfiguration of public and ambulance entry into the Emergency Department
- on-grade car parking and drop-off facilities
- wayfinding signage and building signage
- engineering, services and landscaping



## 2. *Proposed Modification*

On 14 October 2019, the Applicant lodged an application (SSD 8980 MOD 1) seeking approval for design amendments to Levels 2 and 3 of the approved three-story hospital building approved under SSD 8980.

### **Level 2 Modifications**

The proposed modifications for Level 2 are:

- addition of 371.52sqm of floor space for additional hospital service rooms and back-of-house facilities (including the relocation of the approved Central Sterilising Department, pharmacy, and bathrooms).
- minor changes to roof pitch and building elevations.
- minor changes to cladding and façade treatment (including external materials and finishes).

### **Level 3 Modifications**

The proposed modifications to Level 3 include:

- the extension of Level 3 floorspace by 176.4sqm to accommodate plant room and an additional egress point.
- a suspended walkway over the roof for egress.

### **Roof Level Modifications**

The proposed modifications to the Roof are as follows:

- roof flues and cowls on the rooftop level.
- minor changes to external materials and finishes, including additional air-cooled chillers on the north-facing façade.



### 3. Strategic Context

The Department undertook a comprehensive assessment of the application against the Strategic Plans and EPIs, listed below, in Section 3 and Appendix C of its original assessment (SSD 8980). The development, as modified, continues to be consistent with the following as the modifications do not alter the key components or outcomes of the proposal.

The following Strategic Plans are relevant to SSD 8980:

- South East and Tablelands Regional Plan 2036
- NSW State Infrastructure Strategy 2018-2038
- Future Transport Strategy 2056
- Strategic Priorities in Health Care Delivery to 2021, and
- Bowral and District Hospital Clinical Services Plan Redevelopment 2026

The following EPI's and draft EPI's are relevant to SSD 8980:

- SEPP (State & Regional Development) 2011
- SEPP (Infrastructure) 2007
- SEPP No. 64 – Advertising and Signage
- SEPP No. 33 – Hazardous and Offensive Development
- SEPP No. 55 – Remediation of Land
- Draft State Environmental Planning Policy (Remediation of Land)
- SEPP (Sydney Drinking Water Catchment) 2011
- Draft State Environmental Planning Policy (Environment)
- Wingecarribee Local Environmental Plan 2010





## 4. *Statutory Context*

### 4.1 Scope of Modifications

The Department has reviewed the scope of the modification application and considers that the application can be characterised as a modification involving minimal environmental impacts, as the proposal:

- would not significantly increase the environmental impacts of the project as approved.
- is substantially the same development as originally approved.
- would not involve any further disturbance outside the already approved disturbance areas for the project.

Therefore, the Department is satisfied the proposed modification is within the scope of section 4.55(1A) of the EP&A Act and does not constitute a new development application. Accordingly, the Department considers that the application should be assessed and determined under section 4.55(1A) of the EP&A Act rather than requiring a new development application to be lodged.

### 4.2 Consent Authority

The Minister for Planning and Public Spaces is the consent authority for the application under section 4.5(a) of the EP&A Act. However, under the Minister's delegation dated 11 October 2017, the Director, Social and Infrastructure Assessments, may determine the application.



## 5. *Engagement*

### 5.1 Department's Engagement

Clause 117(3B) of the Environmental Planning and Assessment Regulation 2000 (EP&A Regulation) specifies that the notification requirements of the EP&A Regulation do not apply to State significant development. Accordingly, the application was not notified or advertised. However, it was made publicly available on the Department's website on 15 October 2019, and was referred to Council for comment.

### 5.2 Summary of Submissions

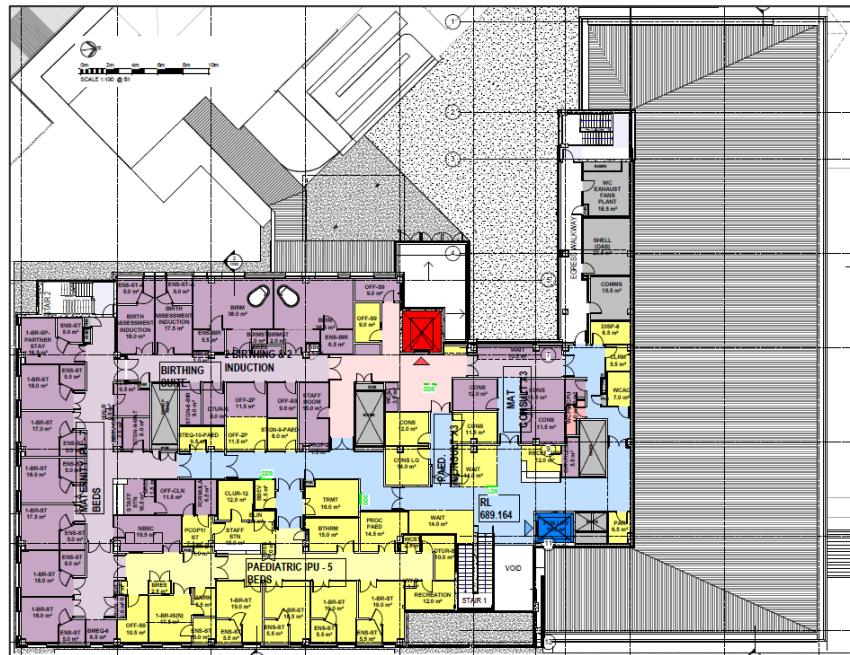
The Department received one submission on the proposal from WaterNSW. WaterNSW did not raise any objections to the modified proposal and identified that the modified proposal would likely achieve a neutral or beneficial effect on water quality.

Council did not make a submission.

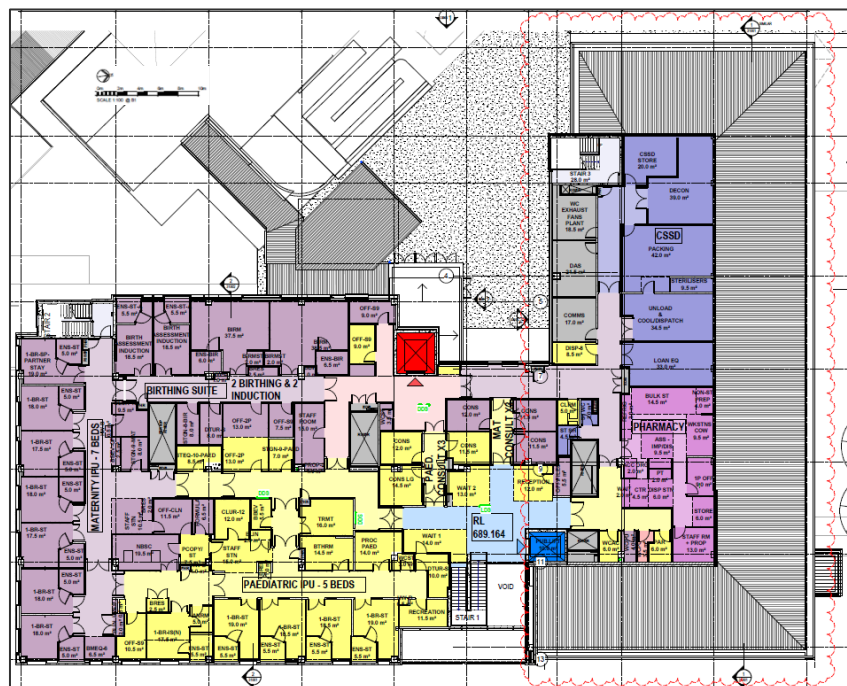


## 6. Assessment

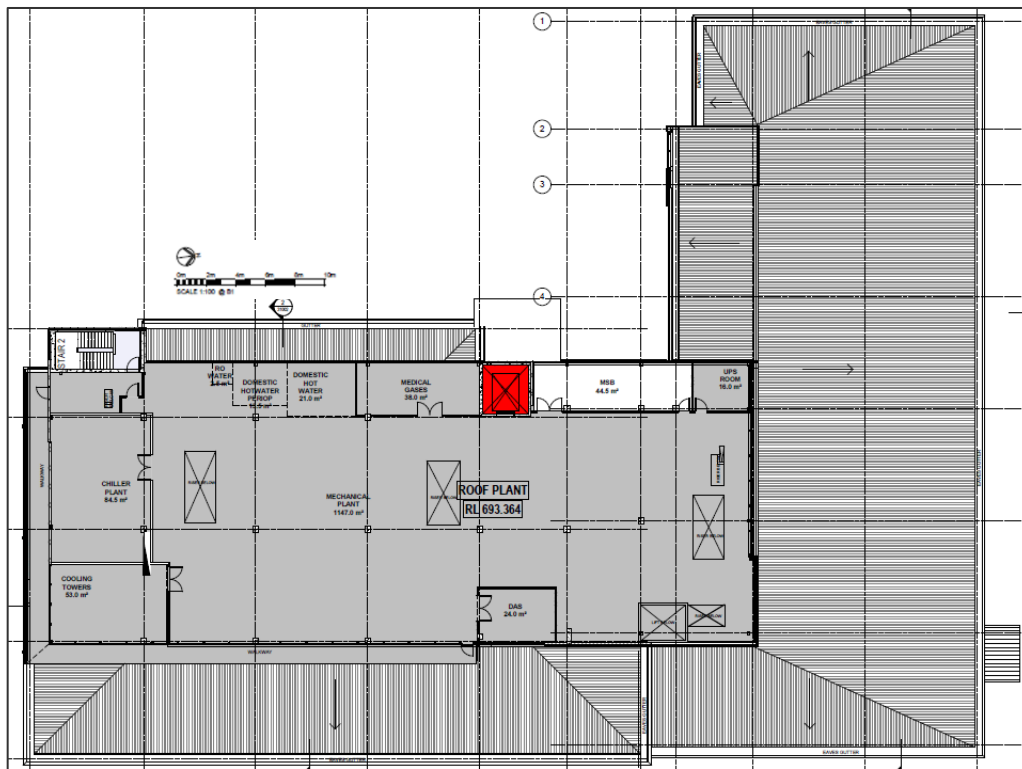
The key considerations from the proposed modifications are the built form changes, visual impacts, and changes to utilities. The proposed changes are illustrated in **Figures 2 to 17**.



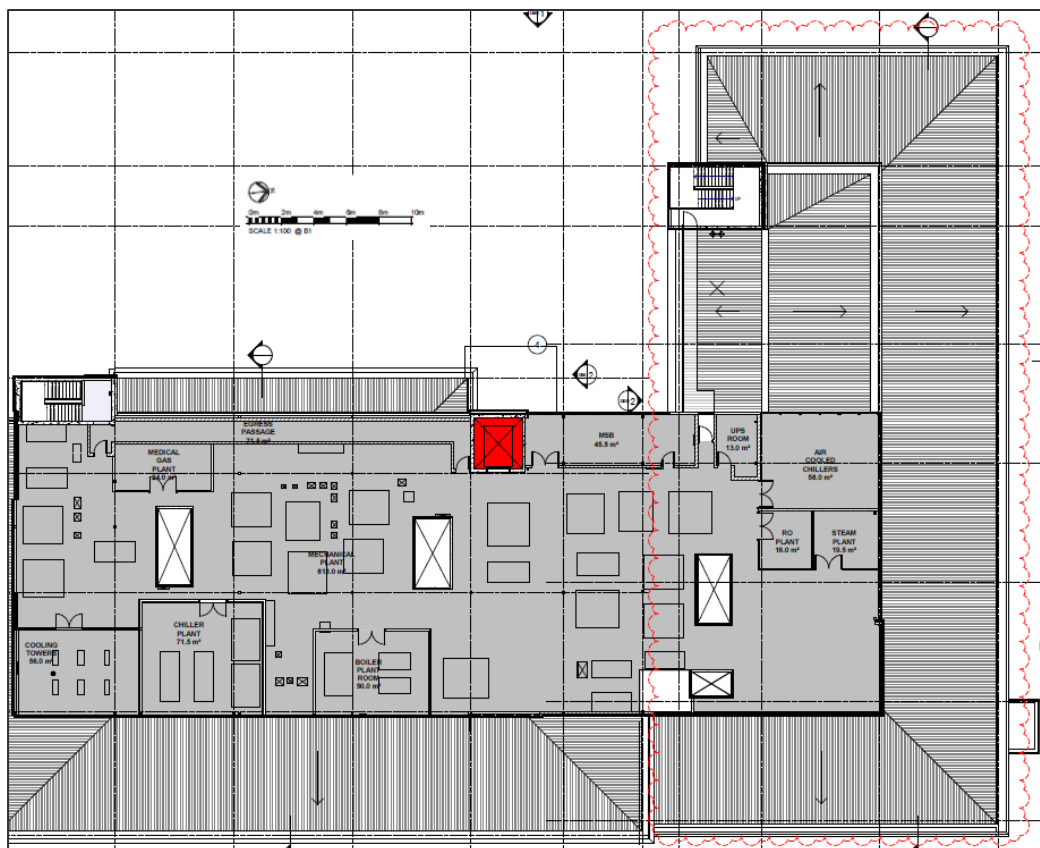
**Figure 2 | Approved Level 2 Plan (SSD 8980)**



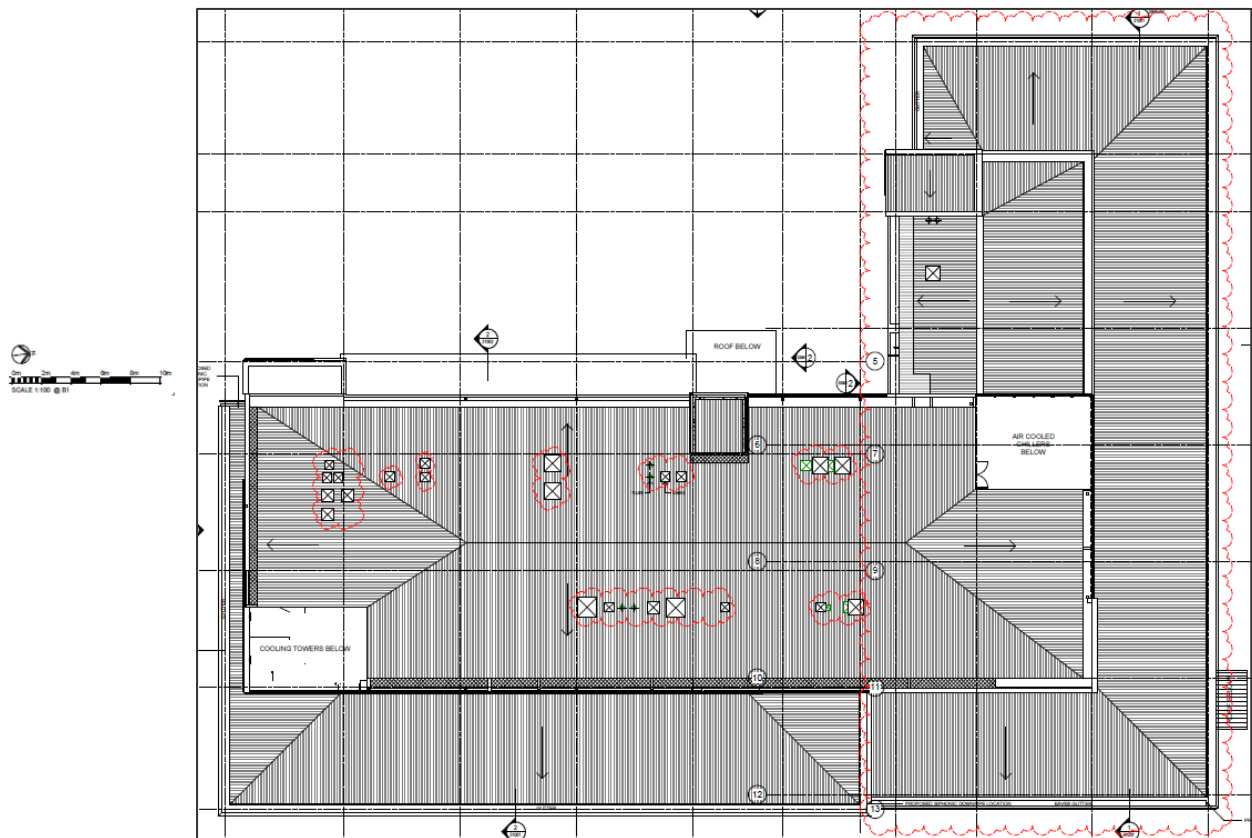
**Figure 3 | Proposed Level 2 Plan (SSD 8980 MOD 1)**



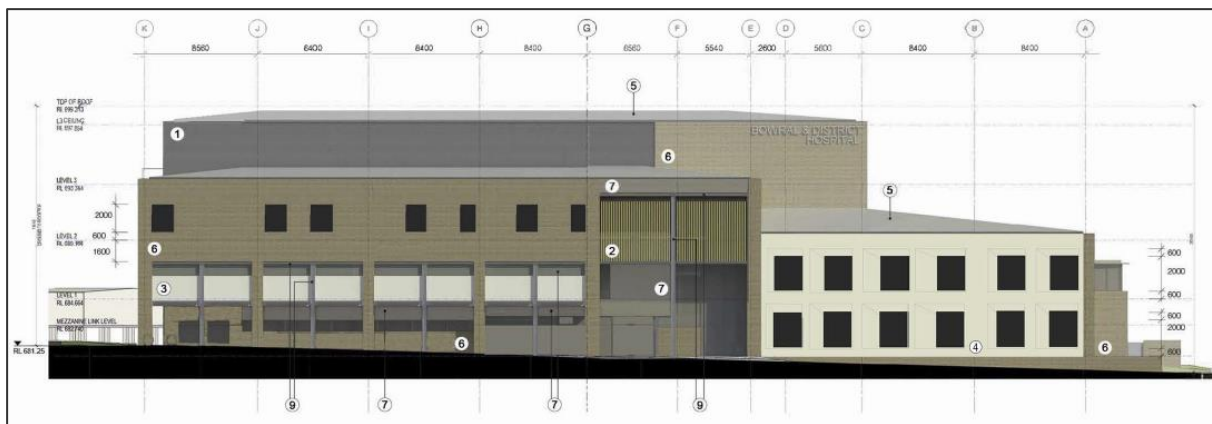
**Figure 4 | Approved Level 3 Plan (SSD 8980)**



**Figure 5 | Proposed Level 3 Plan (SSD 8980 MOD 1)**



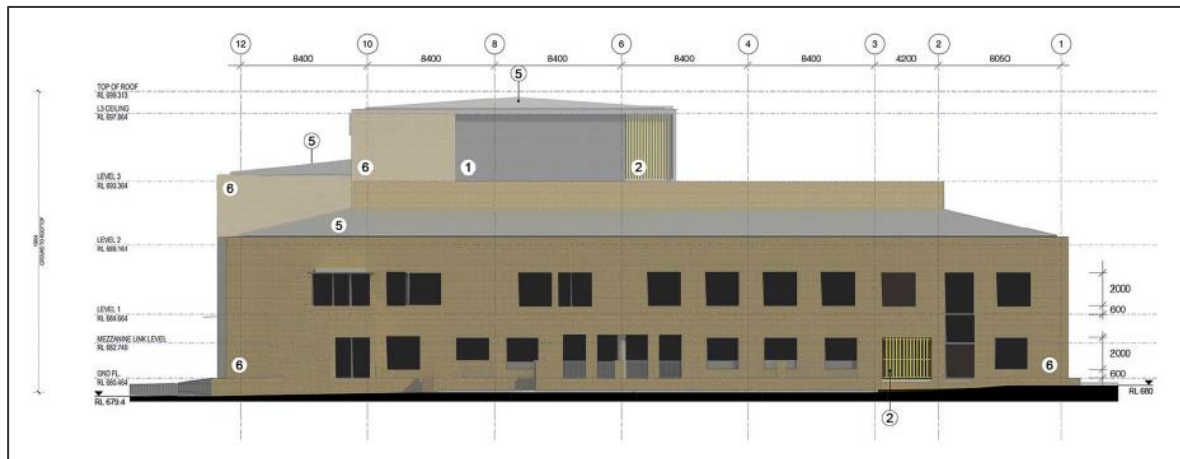
**Figure 6 | Proposed Roof Level Plan (SSD 8980 MOD 1)**



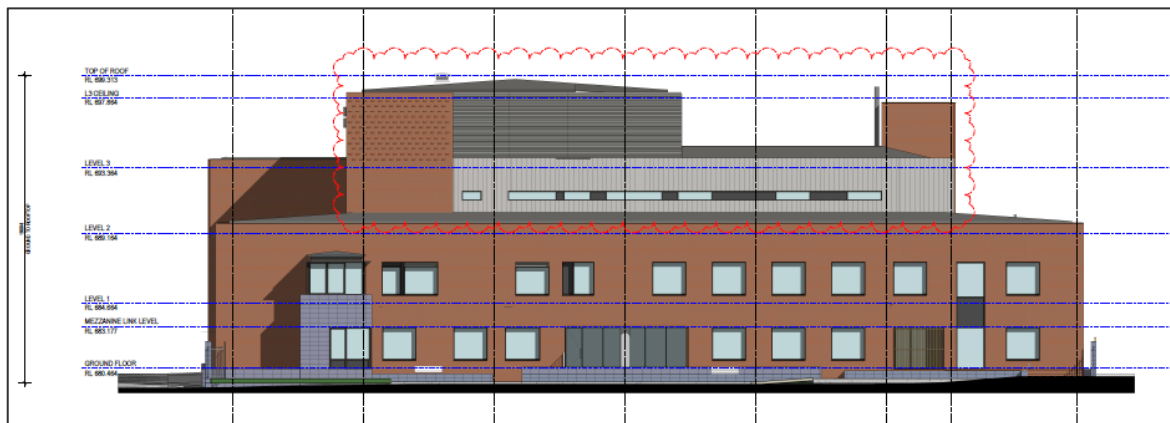
**Figure 7 | East Elevation (SSD 8980)**



**Figure 8 | Proposed East Elevation (SSD 8980 MOD 1)**



**Figure 9 | North Elevation (SSD 8980)**

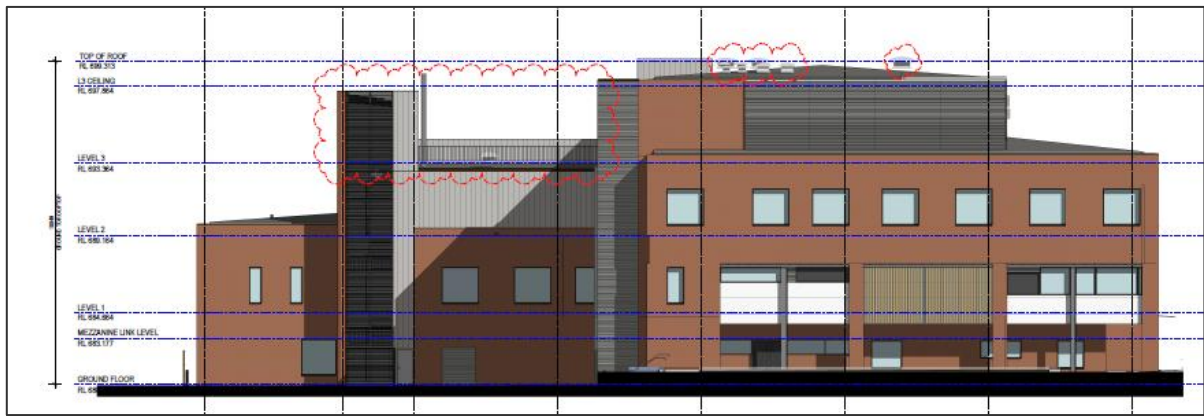


**Figure 10 | Proposed North Elevation (SSD 8980 MOD 1)**



**Figure 11 | South Elevation (SSD 8980)**

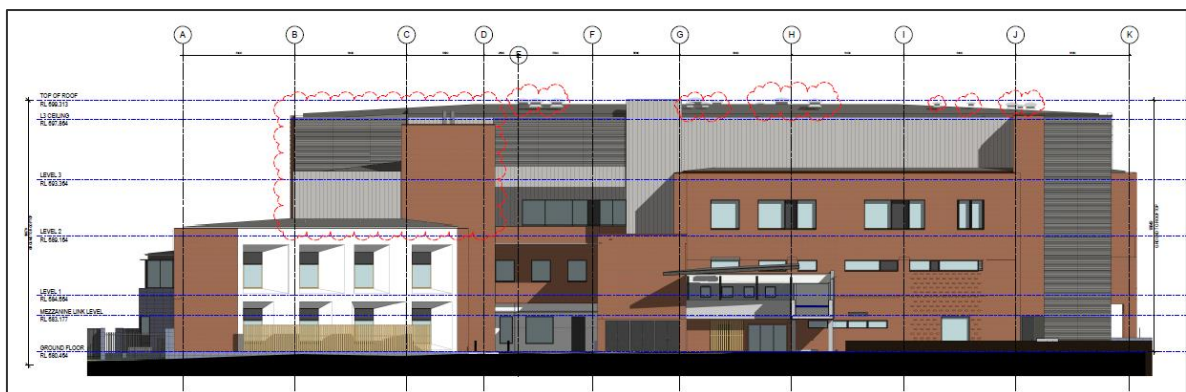




**Figure 12 | Proposed South Elevation (SSD 8980 MOD 1)**



**Figure 13 | West Elevation (SSD 8980)**



**Figure 14 | Proposed West Elevation (SSD 8980 MOD 1)**



**Figure 15 | Proposed North-East Perspective (SSD 8980 MOD 1)**



**Figure 16 | Proposed North-West Perspective (SSD 8980 MOD 1)**



**Figure 17 | Proposed Main Entrance Perspective (SSD 8980 MOD 1)**



## 6.1 Built Form

### Internal Changes

The proposal seeks approval to reconfigure the internal layout of Level 2 and Level 3. These changes include the relocation of the Central Sterilising Department, pharmacy, bathrooms and plant rooms. The reconfiguration is a result of design development and alignment of the Hospital's configuration with NSW Health Infrastructure operational requirements.

The proposed floor space increase will add 493sqm to the development, which represents a 6 per cent increase from the approved total floor space of 8,159sqm. The additional floorspace does not result in a breach of the approved height of 20.3 metres. The Department notes that the site is not subject to a maximum floor space ratio under the Wingecarribee LEP 2010.

The Department considers that the proposed changes are acceptable as they would improve the functionality of the hospital and medical services as the changes would not reduce patient and staff numbers. The Department also considers that the increase in floor space to be minor. Therefore, the Department considers the proposed modifications would have negligible impacts and recommends that the proposed modifications be approved.

















### External Changes

The modification request seek approval for minor changes to the external materials and finishes, roof pitch and building elevations. The Applicant is also seeking approval to add a suspended walkway from Level 3 over the roof, roof flues and cowls to the roof level, and an additional level of fire stair egress from the proposed Level 3.

The Applicant has identified that the revised materials for the façade of Levels 2 and 3 have been chosen to “achieve a lighter aesthetic compared to lower masonry levels” and to “ensure a seamless and unified architecture” across the development. The changes to the materials used on the building are identified in **Figure 18**, **19** and **Table 1**.

1		Aluminum Louvers Powdercoat finish to match Colorbond Colour: Woodland Grey	4		FC Cladding Blue board cladding with polymer render finish with integral acrylic colour equal to Rockcote	7		Metal Cladding Type 2 Aluminium Fire Rated Material Colour: Equal to Alpolic M7817 Light Mid Bronze
2		Timber Look-alike Screen Innwood sections in 'Spotted Gum' colour, sanded finish	5		Roof & Gutters Lysaght Klip-Lok 700 profile roof deck 0.48 BMT. Colorbond Colour: 'Woodland Grey'	8		Zinc Metal Cladding
3		Metal Cladding Type 1 Aluminium Fire Rated Material Colour: Equal to Colorbond 'Galactic' Metallic	6		Masonry Walls CSR/PGH Dry Pressed Extruded 'Copper Glow'	9		Steel Column & Lintels

**Figure 18 | Approved External Materials (SSD 8980)**

	ROOF AND GUTTERS LYSAGHT KLIP-LOK 700 PROFILE ROOF DECK 0.48 BMT COLORBOND COLOUR 'WOODLAND GREY'		METAL CLADDING TYPE 1 ALUMINIUM CASSETTE CLADDING SYSTEM COLOUR: EQUAL TO COLORBOND 'GALACTIC' METALLIC-TBC		CFC CLADDING		BLUESTONE / BASALT TILE CLADDING 600 X 300 X 9mm STACK BOND
	MASONRY WALLS BOWRAL BRICKS DRY PRESSED 'BOWRAL BROWN'		METAL CLADDING TYPE 2 ALUMINIUM CASSETTE CLADDING SYSTEM COLOUR: EQUAL TO ALPOLIC M7817 LIGHT MID BRONZE		STEEL COLUMN AND LINTELS EPOXY ACRYLIC		EXTERNAL COLUMNS EXPOSED FINISHED CONCRETE
	MASONRY WALLS AS ABOVE IN BRICK PATTERN		METAL CLADDING TYPE 3 LYSAGHTS 'LONGLINE 309' CLADDING COLOUR: 'WOODLAND GREY'		ALUMINIUM LOUVRES POWDERCOAT FINISH TO MATCH COLORBOND COLOUR: 'WOODLAND GREY'		ALUMINIUM FRAMED GLAZING POLYESTER POWDERCOAT FINISH COLOUR: TBC
	TIMBER LOOK-ALIKE SCREEN IRONWOOD SECTIONS PREMIUM TEXTURE 'TASMANIAN OAK'		FC CLADDING BLUE BOARD CLADDING WITH POLYMER RENDER FINISH WITH INTEGRAL ACRYLIC COLOUR EQUAL TO ROCKCOTE		ALUMINIUM WINDOWS POWDERCOAT FINISH IN DULUX 'ELECTRO' POWDERCOAT RANGE COLOUR: 'DARK BRONZE' 9088194K		COLORBACK GLASS COLOUR 'WOODLAND GREY'

**Figure 19 | Proposed External Materials (SSD 8980 MOD 2)**

The proposed external materials are as follows:

**Table 1** | External façade material amendments

Approved Material	Proposed Material
2. Timber Look-alike Screen Ironwood sections in “Spotted Gum” colour, sanded finish.	Timber Look-alike Screen Ironwood sections Premium Texture “Tasmanian Oak”
6. Masonry Walls CSR/PGH Dry Pressed Extruded “Copper Glow”	Masonry Walls Bowral Bricks Dry Pressed “Bowral Brown”
8. Zinc Metal Cladding	Bluestone/Basalt Tile Cladding
9. Steel Columns & Lintels	Steel Columns & Lintels Epoxy Acrylic
N/A	Metal Cladding 3 Lysaghts “Longline 305” Cladding Colour: “Woodland Grey”
N/A	Aluminum Windows Powdercoat finish in Dulux “Electro” Powdercoat Range Colour: “Dark Bronze” 9068184K

The changes to roof pitch and building elevations have been proposed to adapt the building to the additional area of Levels 2 and 3. The Applicant has stated that the proposed roof pitch changes have been designed to minimise the overall height of the building.

The proposed roof flues and cowls (as seen in **Figure 6** and **8**) have been added to reflect the modified layout of the plant rooms on Level 3. The Department notes that the flues are excluded from the total building height and that they have been located away from street frontages where possible.

The Applicant has identified that with the addition of floor space on Level 3, a suspended walkway from Level 3 to the fire egress stairs is required to enable safe exit from the building. The proposed walkway extends from the western edge of Level 3 to the approved fire stair egress. The walkway will only be visible from within the site of the hospital and will not significantly increase the built form of the development.

The Department is satisfied that the proposed modifications are acceptable as the modifications are minor in nature and are in keeping with the approved design scheme. The Department, therefore, concludes that the proposed external design modifications are acceptable and would not result in any adverse visual, aesthetic or amenity impacts.

## 6.2 Visual Impacts

### Massing

To accommodate the additional floor space, the modification application proposes to extend Levels 2 and 3 towards Bowral Street. As seen in **Figure 7** and **8**, the proposed extension of floorspace maintains a setback from the northern edge of the Hospital.

The Applicant has stated that the proposed massing of Levels 2 and 3 is setback from the northern edge of the Hospital to reduce the visual impact from Bowral Street. They also noted that the additional floor space on Levels 2 and 3 will be more visually prominent when viewed from Bowral Street than the approved development (as seen in **Figures 15** and **16**).

The Department is satisfied that the additional massing of the proposed modification has minimal visual impact, as the additional floor space maintains a setback from Bowral Street. The Department also notes that the additional floor space will enable the Hospital to operate effectively. As such, the Department considers the proposed massing to be suitable.

### Fire Stairs

The proposal includes the raising of the western fire stair egress to enable evacuation from Level 3, along the proposed walkway. In **Figure 16**, it is evident that the fire stairs for egress extend four metres above Level 2 and is clearly visible from North-Eastern corner of the site (viewed from Bowral Street).

On 4 November 2019, the Department sought further information regarding the proposed height and façade of the fire stair ‘parapet’. The Applicant responded on 8 November 2019, stating that the height of the parapet is level with the roof of Level 3. The Department notes that height of the parapet is also dictated by the section D1.8 of the Building Code of Australia (BCA), which requires external fire stairways to be enclosed for their full height if less than 6m from a window or doorway.

The Applicant stated that the cladding in brickwork was chosen to “ensure consistency with the approved design” and to unify “the expansion portion with the rest of the building”, with the intent to provide “a seamless transition across the building”.

The Department notes that the impact of the protrusion is largely mitigated by the setback from the northern and western sides of the building and by the retained trees that front Bowral Street. The Department therefore concludes that the proposed modification to raise the fire stair egress would result in a low level of visual impact.

## 6.3 Utilities

The proposed modification seeks to increase the size of the standby generator load and bulk storage fuel tank which were approved as part of the initial application. The Applicant has identified that the generator for the site requires 30 per cent spare capacity over the expected load. The approved generator had a standby rating of 350kVA (280kW), however due to the proposed increase in floor space and the extension of the plant room, a generator with a standby rating of 650kVA (617kW) is required to meet the 30 per cent spare capacity.

Due to the increase of the generator standby capacity, the Applicant has proposed to increase the capacity of the inground fuel tank from 2000L to 2940L to ensure 24 hours' worth of fuel for the generator (in accordance with the NSW Health Infrastructure Engineering Services Guideline 2016).

The Department is satisfied that the proposed increases to the size of the generator and inground fuel tank are suitable due to the need to provide an adequate provision of power to the site in the event of a power failure from the sub-station. The Department notes the existing conditions of approval B7 and B8 will manage any additional impacts. Therefore, the Department concludes that the proposed increases to achieve the Hospital's operational requirements is acceptable.

## 6.4 Other Issues

**Table 2** | Department's assessment of other issues

Issue	Findings	Recommended Condition
Ecologically Sustainable Development (ESD)	<ul style="list-style-type: none"> <li>The Applicant states that the proposed modification would meet the NSW Health Infrastructure Engineering Service Guidelines and the design intent of Green Star.</li> <li>WaterNSW in its submission noted that the proposed development would not have any additional impact on water quality.</li> <li>The Department considers that development, including the proposed modification, will incorporate the relevant measures to reach positive environmental outcomes.</li> </ul>	<ul style="list-style-type: none"> <li>No additional conditions or amendments are necessary.</li> </ul>
Heritage	<ul style="list-style-type: none"> <li>In the Department's initial assessment of SSD 8980, it was noted that as the development would be visually removed from the adjacent Bradman Oval and Grandstand. The Department was satisfied that the proposal would not result in any adverse heritage impact on any items identified on the State Heritage Register or the local Conservation Area.</li> <li>A revised Heritage Impact Statement was submitted by the Applicant as part of the modification proposal. The Statement identifies that the proposed works would have a minimal and acceptable impact on the wider setting of the Bowral Conservation Area.</li> <li>On 8 November 2019, the Department queried the heritage impact of the fire stair parapet on the Bowral Heritage Conservation Area. The Applicant noted that the revised Heritage Impact Statement indicated that the proposed modification would not impact on the Area's historical significance.</li> <li>The Department is satisfied that the proposed modification would not have adverse impact on the heritage significance of the site, the adjacent State Heritage items or the local Conservation Area due to the set back of the additional floor space and the retained trees that front Bowral Street.</li> </ul>	<ul style="list-style-type: none"> <li>No additional conditions or amendments are necessary.</li> </ul>

Transport	<ul style="list-style-type: none"> <li>• The Applicant states that the proposed modification will not result in an increase of use or amendments to the approved transport arrangements.</li> <li>• The Department considers that the existing conditions and traffic management measures in the approved development would ensure that the modification would have a negligible impact on the Transport and Access to the development.</li> </ul>	<ul style="list-style-type: none"> <li>• No additional conditions or amendments are necessary.</li> </ul>
Accessibility	<ul style="list-style-type: none"> <li>• The Applicant as appended a <i>Disability Discrimination Act 1992</i> Compliance Statement to the Modification Report. The report states that the modified proposal can achieve the relevant Accessibility provisions of the Building Code of Australia.</li> <li>• The Department is satisfied that the proposed modifications would ensure the project would not adversely impact on the accessibility of the Hospital.</li> </ul>	<ul style="list-style-type: none"> <li>• No additional conditions or amendments are necessary.</li> </ul>



## 7. *Evaluation*

The Department has reviewed the proposed modification and assessed the merits of the application.

The Department is satisfied the modification request is appropriate as the proposed changes to cladding, finishes and location of plant within the plant room of Level 3 are minor in nature. The Department considers that the increase in floor space will enable the operation of the Bowral & District Hospital in accordance with the operational requirements of NSW Health Infrastructure.

The Department concludes that the impacts of the proposed modification are acceptable. Consequently, it is recommended that the modification be approved.



## 8. Recommendation

It is recommended that the Director, Social and Infrastructure Assessments, as delegate of the Minister for Planning and Public Spaces:

- **considers** the findings and recommendations of this report.
- **determines** that the application SSD 8980 MOD 1 falls within the scope of section 4.55(1A).
- **forms the opinion** under section 7.17(c) of the *Biodiversity Conversation Act 2016* that a biodiversity development assessment report is not required to be submitted with these applications as the modifications will not increase the impact on biodiversity values on the site.
- **accepts and adopts** all of the findings and recommendations in this report as the reasons for making the decision to grant approval to the application.
- **modify** the consent SSD 8980.
- **signs** the attached approval of the modification.

Recommended by:

**Jonathan Kerr**  
Planning Officer

Recommended by:

**David Gibson**  
Team Leader  
Social Infrastructure



## 9. *Determination*

The recommendation is **Adopted** by:

**Karen Harragon**

Director

Social and Infrastructure Assessments





# *Appendices*

## **Appendix A – List of Documents**

<https://www.planningportal.nsw.gov.au/major-projects/project/25351>

## **Appendix B – Consolidated Consent**

<https://www.planningportal.nsw.gov.au/major-projects/project/25351>