

# **STATEMENT OF ENVIRONMENTAL EFFECTS**

**APPLICATION SEEKING APPROVAL FOR RESTORATION**

**OF OLD BEGA HOSPITAL**

**LOT 296 DP728021**

**Corkhill Place, Bega.**

**The Old Bega Hospital Reserve Trust on behalf of Crown  
Lands**

<http://www.obh.org.au/reservetrust.htm>

**Garret Barry Planning Services Pty Ltd**

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# 1 INTRODUCTION

## 1.1 The Proposal

This proposal seeks consent for restoration and modification of the historic old Bega Hospital, Corkhill Place, Bega.

Architectural drawings are attached.

In overview the proposal would see a restoration of this major Bega heritage item after it was extensively damaged by fire. The current damaged building sections on the subject land are vacant and, following restoration, the old hospital would be put to the following uses:

Stage 1:

- Multi- purpose community spaces for functions, meetings and similar, including a community kitchen
- Café
- Gift shop
- Gallery.

Stage 2

- Expanded parking
- Further landscaping and additions to decks

The re- establishment of this important community facility has significant community benefits but the Trust managing this facility on behalf of the community has very finite resources in the shorter term. As such Council is asked to allow a first stage with limited requirements for formal parking and similar facilities to ensure a return to a level of facility that existed before the fire, within the available community budget.

In the medium term, improved parking is essential, but it is pointed out the facility prior to the fire was functioning regularly and efficiently with informal parking on the lawn areas for larger events.

## 1.2 Existing Development

### 1.2.1 *Existing development within the lot*

The site (area 1.6 ha) comprised the former, original Bega Hospital that functioned as such from 1888 up until 1957

Following closure of the hospital, the site was used for:

- 1957 to 1976 -Boys hostel
- 1976 to 1989 NSW Dept of Agriculture occupied the site.
- 1989 to the present the site has been used for community facilities

From 1989 until the fire of 2004, the site was used (and the surviving buildings continue to be used) for a range of community purposes.

The fire of 2004 Extensively damaged the core old hospital building but not the 3 outbuildings which continue to be used as artist studios and as the home for the Bega FM radio station

For more background on the site history see: <http://www.obh.org.au/Hospital/history.htm>

The current development on lot 296 comprises:

- Three outbuildings currently used as art studios and a section as the Bega Community FM radio station.
- A community “Men’s Shed” facility.
- An existing cottage
- The damaged and vacant shell of the former main hospital building.
- Surrounding gardens and parking.

Current management of the site is via the Old Bega Hospital Reserve Trust, a trust established under the crown lands legislation and the land remains Crown land

### 1.2.2 *Surrounding development*

The immediately surrounding lands are mostly used for grazing. Slightly further are sited the Bega Town water supply filtration system and storage. There are industrial undertakings to the north including a produce store and a bus company depot.

Most of the near-by lands are proposed for light industrial or industrial purposes. The lands to the south-east are zoned for rural residential development.

## 2 PROPOSED DEVELOPMENT (see attached plans)

The attached plans detail the redevelopment and new works proposed. The following is a summary:

- A two-staged development is envisaged:
- Stage one:
  - The damaged building will be restored so that most of the external appearance closely aligns with the original structure. Much of the façade and sections of verandas and most chimneys survive but will require stabilising to approved structural standards. New roof, flooring and some internal linings will be constructed. A detailed description of the Stage one works is attached.
  - The restored core building will then be put to the uses as defined in the Stage one plan but predominantly community facilities, café and ancillary uses of small gift shop and gallery.
- State two:
  - Addition of decks, improved accessibility, courtyards, gallery expansion and further detailed landscaping.
  - An additional dedicated car park and drop off zone
  - Additional of new entry and exits to the building and the introduction of a new façade skin/ operable glazed panelling to areas around the external skin of the main building to improve the potential uses inside.

## 3 SITE ANALYSIS

### 3.1 Services

#### 3.1.1 *Water*

Reticulated town water is available.

Prior to issue of a construction certificate for the works, it will need to be demonstrated there is sufficient pressure in the reticulated system to meet firefighting requirements and if not a suitable on-site system of storage and pressure pumps provided.

The Trust propose as part of Stage two to establish a 40,000 litre rainwater tank to collect most roof run-off. The tank would be sited along the southern boundary behind the main building.

#### 3.1.2 *Sewer*

The subject land is unsewered and the current uses utilise on site sewerage management.

It is proposed to utilise the surviving sewer infrastructure and improve the disposal area. (see accompanying OSSM report)

#### 3.1.3 *Stormwater Drainage*

The proposed building works drain towards the north where there will be approximately 700 square metres of land still part of the allotment which will be retained / enhanced as landscaped area. This land should readily detain the building run-off. In addition, it is proposed to install a 40,000 litre rainwater tank and utilise this water for toilets and similar.

#### 3.1.4 *Road Access*

The subject land is sited at the eastern end of Corkhill Place which is a 15 metre wide road reserve with a single lane seal of variable width but generally 4 wide with grass shoulders to allow passing.

Corkhill Place intersects with Newton Road approximately 170 metres west of the lot which has a 60kph speed limit. There is a good standard of intersection with sealed widening

### 3.1.5 *Telecommunications*

The site is already cabled and services can be extended to the restored building.

### 3.1.6 *Power*

Power services exist to the site and can be reconnected to the restored building without any need for major system improvements. Some further input on power will be provided at CC stage.

## **3.2 Natural Resources**

### 3.2.1 *Topography and Soils*

The existing remnant building footprint exists and would mostly be retained. The land slopes gently to the north at about 5% in proximity to the building and getting a little steeper in the north of the lot.

### 3.2.2 *Vegetation*

There is minimal native vegetation on site the land having been hospital and community facility grounds for well over a century. The landscaping proposal is to attempt to restore / emulate the style of the original hospital gardens.

### 3.2.3 *Fauna*

The site would not be of high value for native fauna. Little clearing or other action is proposed that may adversely affect the existing habitat and additional landscaping is proposed which could include a range of native nectar species for native bird enhancement.

## **3.3 Asbestos and other hazardous materials**

The original building contained some asbestos. Certificates are included with this application relating to the removal of some asbestos following the fire damage.

The applicant has commissioned a further report as to the current implications of asbestos at the site. The report "Asbestos and Hazardous Materials Audit and Risk Assessment by South Coast Asbestos Consulting dated October 2018, is attached.

The Audit summarises that the current site does contain some non-friable asbestos containing materials but appears to be stable and of no risk requiring urgent action. The report recommends as a primary action at start of building works... *"Any demolition or future works that may involve disturbing ACM's should be undertaken by a licenced asbestos removal contractor in accordance with the 2017 WHS Regulation"*.

The audit also identified minor hazards in the form of some lead-based paints and synthetic mineral fibres. Procedures are recommended for the builder to follow for safe removal of these wastes during construction

Subject to Council conditioning any consent to require implementation of the procedures recommended in the above audit report, it appears the risks posed by the residual hazardous materials can be safely managed.

## 4 COMPLIANCE WITH PLANNING CONTROLS

### 4.1 South East and Tablelands Regional Plan

The proposal has no conflict with this plan. The proposal will see a valued community asset returned to community use and an important local heritage item restored.

### 4.2 State Environmental Planning Policies

#### 4.2.1 *SEPP 55 Remediation of Land*

Under this policy, section 7 requires Council to consider if the land may be contaminated and may need remediation.

The only issue of potential contamination known at this site is the potential for asbestos and this is addressed in 3.3 above.

#### 4.2.2 *SEPP 64 Advertising and signage*

No advertising signs are sought in this application and would be the subject of a subsequent application.

#### 4.2.3 *SEPP Vegetation in Non-Rural Areas 2017*

This SEPP does not apply in this circumstance as the application seeks consent for the minor vegetation modifications and proposes new plantings.

### 4.3 Environmental Planning and Assessment Act 1979

The proposal is considered to be local development with Bega Valley Shire Council the consent authority.

### 4.4 Bega Valley Shire Local Environmental Plan 2013

#### **Zoning and zone objectives**

The subject land is zoned RE2 Private recreation. Community facilities, restaurants and cafes are permissible with consent. The proposed gift shop and gallery are considered ancillary to the community facility use.

**Floor space ratio-** Not applicable

#### **Building height:**

There is a 10 metre building height restriction on the land. The proposal complies (see plan details).

#### **Clause 5.10 Heritage conservation:**

The existing development is specified as local heritage item '1009 "Old Bega Hospital Main Building and Out Buildings" .

As such clause 5.10 applies and requires Council to effect a heritage assessment of any proposed alterations. If Council deems it required, a Heritage Conservation Management Plan may be required. However, following consultation with Council's heritage advisor, it has been resolved that this SEE and the previous work on conservation management should suffice.

## 4.5 Development Control Plan 2013

### 4.5.1 Chapter 2 Commercial and Industrial Development

Several sections of Chapter 2 of the BVS DCP 2013 applies to the proposed development as outlined in the table below.

<b>2.6 General Commercial and Industrial Development</b>	<b>How principles are addressed</b>
<i>2.6.1 – Design</i>	
Roofs	See heritage comment- original roof pitch and style of materials to be reinstated.
Fencing and retaining walls	Nil
<i>2.6.2 – Amenity</i>	
Setbacks	There is adequate setback to neighbouring boundaries. The work in this application is 15 metres from the southern boundary and approximately 3 metres from the eastern. The whole application merely seeks to reinstate the building work and majority of uses in existence before the fire.
Access and Equity	The building works will ensure full accessibility from the accessible car space through the building. Fully accessible toilet facilities are proposed.
Traffic and Access	The use scale on completion of stage 2 will not be appreciably greater than that experienced prior to the fire. Access is via Corkhill road onto Newton Road and is considered adequate for the development stages 1 and 2.
<i>2.6.3 Environment</i>	
Energy conservation and solar access	The development will comply with part J of the BCA.
Landscaping	See attached landscaping plan. Some existing trees close to the building and in the north vista are proposed to be removed. All are exotic and of nominal value. Extensive replacement plantings are proposed on the north perimeter and remodelling of the gardens to match the Victorian / federation period of the hospital.
Waste management	All demolition waste will be appropriately disposed of at an approved facility. A waste management statement should accompany the CC. The development will have normal commercial access to Council garbage collection services.
Potable water and stormwater	Reticulated town water is available and rain water collection is also proposed for ancillary water and some toilet flushing. This will be stored in a metal 40, 000 litre tank near the southern boundary.

<b>2.7 Specific Commercial and Retail Development</b>	<b>How principles are addressed</b>
<i>2.7.1 – Design</i>	
Context and articulation	Reinstates heritage fabric of building damaged by fire
Built form	Fully compatible with heritage significance of the site.
Building heights	No deviation from original heritage heights and well within 10 metre LEP limit

Awnings	Reestablishment of pre-fire awnings and some additional sympathetic deck areas
Corner elements	appropriate
Landmark buildings	The structure is an important heritage item with high cultural significance. The proposal is to restore the building and return it to community use.
Street frontages	
<i>2.6.2 – Amenity</i>	
Views	Removal of the requested trees will re-establish the original hospital vista to Mumbulla Mountain and the Countryside
The public domain	The proposal re-establishes public uses and amenity removed by the fire.
Setbacks	Existing Built form and still reasonable in the circumstances

#### 4.5.2 Clause 5 General Requirements

##### 4.5.2.1 Section 5.1 Aboriginal Heritage

No impact is envisaged in stage 1 given the DA is to restore an existing building and minimal disturbance will be affected to new ground.

However, the second stage involves new parking and landscaping works that will require surface disturbance. While there is no record of items on the subject lot, Council has advised Aboriginal heritage items have been discovered in the vicinity. As such Council advised they would likely condition any consent to require a representative of Bega Local Aboriginal Land Council to be on site during the initial stripping of new areas.

Such a condition is supported and is considered an adequate response to protecting Aboriginal heritage.

##### 4.5.2.2 Section 5.2 Non-Aboriginal Heritage

The Old Bega Hospital is a local heritage item listed in the Bega Valley LEP 2013. Heritage background information forms part of this development application, including the Old Bega Hospital Conservation Management Plan 2012 (copy attached).

Several sections of Clause 5.2 of the BVS DCP 2013 apply to the proposed development as outlined in the table below.

5.2.2.1 - General requirements	Council has indicated a full Heritage Impact Assessment (HIA) is not required.
5.2.2.2 - Heritage inventory information	The attached plan provides a detailed heritage inventory of the site.
5.2.2.3 – Building style and character	Attempts to reinstate the fire damaged heritage item within the scope of reasonable budget and current trade skills
5.2.2.4 – Alterations to significant elevations, and location of additions	Minimal external alterations to the pre-fire building appearance or finishes
5.2.2.5 – Building scale	Same as pre-fire

5.2.2.6 – Height of additions	Same as pre-fire
5.2.2.7 – Roof form, scale and material	Same as pre-fire
5.2.2.8 - Walls	Same as Pre-fire
5.2.2.9 – Chimneys	Retaining and restoring existing.
5.2.2.10 – Window and door openings	Same as pre-fire
5.2.2.11 – Verandas	Re-establish the pre- fire veranda's damaged by the fire but extend deck areas to the south to improve accessibility and general public amenity. As part of Stage 2, the verandas on the north and east would also be extended.
5.2.2.12 – Finishes	As per pre-fire. New additions like deck areas are sympathetic and non-obtrusive to heritage character.
5.2.2.13 – Garages and carport visible from the street	N/A
5.2.2.14 – Fences	No change
5.2.2.15 – Driveways	No significant change- extensions in stage 2 to new car park but will fit the landscaping
5.2.2.16 – Landscaping	See landscaping comment and plan.

#### 4.5.2.3 Section 5.3 Access and Mobility

Building Code of Australia requirements will be met. A fully accessible path of travel from the accessible parking space, is proposed through the renovated building

#### 4.5.2.4 Section 5.4 Social and Economic Impacts

The positive economic and social impacts are seen as:

- Return of popular community facility to active use after a very damaging fire.
- A small increase in employment given the proposed café and gallery and through this facility a means to contribute ongoing funding for building maintenance

There are no significant negative social or economic elements to the proposal.

- Noise: The closest existing residence appears to be 200 metres to the east and at an elevation about 15 metres lower. A second dwelling appears to be approximately 230 metres to the north east at similar elevation. With the industrial uses proposed for most surrounding lands, the prospects of closer dwellings are very low and the likely placement of industrial buildings on these lands will further barrier any noise produced from the development site.
- Daytime noise impacts from use of the facility, should fall well within EPA Noise Manual guidelines. If entertainment / letting of the restored building is proposed for night functions, then a condition might be imposed requiring limited hours for noise generating activity, for

example no external noise 10 pm to 7 am. The proposal will not significantly increase noise generating activities to those existing pre- fire.

- The site is reasonably secure and the Trust employs a security service for added protection.

#### 4.5.2.5 Section 5.5 Sustainable Design Principles

The proposal is a commercial building.

The proposal will need to comply with Section J requirements of the BCA. Compliance can be achieved subject to instillation of appropriate insulations, glazing and lighting.

It should be sufficient for the development assessment phase for Council to condition that the applicant submit a formal Section J report as part of the construction certificate application.

The new development will make good use of sunlight but with associated screening. Reuse of stormwater is proposed in the plans.

#### 4.5.2.6 Section 5.6 Tree and Vegetation Preservation

Approximately 12 trees/ shrubs as mapped on sheet 3 are proposed to be removed as part of the development. The value of these particular trees is not considered high with many being exotic. Their removal will re-establish the hospital's original views towards Mumbulla Mountain.

More than 20 new trees are proposed plus reinstatement of garden beds and shrub clusters as outlined in Sheet 4 and the landscaping plan sheet 102.



**Figure 1** Most of the trees in the foreground would be removed to reinstate the vista from the building to Mumbulla mountain.

#### 4.5.2.7 Section 5.7 On-site Sewerage Management

The building was serviced by an on-site sewerage system prior to the fire. It is proposed to reuse elements of this system but upgrade it as detailed in the attached OSSM report by Technibuild.

There are ample lands in the garden area north of the building to accommodate effluent disposal. As this will be a public facility, the OSSM should be classed as environmentally sensitive and subject to a regular maintenance inspection regime. The OSM report recommends that the existing tank is adequate but further improvement to the absorption areas should be effected to better cater for the occasional shock loads.

#### *4.5.2.8 Section 5.8 Planning for Hazards.*

##### *Section 5.8.1 Flood planning*

No issues envisaged. The site is free draining.

##### *Section 5.8.3 Contaminated land*

The only identified risk is that of residue asbestos. A report should be supplied from a qualified Hygienist as part of the construction certificate application which addresses any perceived risk and measures to assess risk as demolition progresses.

##### *Section 5.8.4 Bushfire prone land*

The subject land is mapped as bushfire prone on the NSW RFS maps. However, the fire risk at the site is low to moderate. The development is not integrated as the use is not defined as a special fire protection purpose. The following general analysis is provided.

- The land slopes are as follows;
  - 1 in 15 fall to the south in the first 60 metres steepening to 1 in 4 beyond.
  - 1 in 20 rise to the west for over 100 metres
  - 1 in 25 fall to the east for over 100 metres
  - 1 in 20 fall to the north for over 100 metres.
- The vegetation type is grasslands.
- The building complex proposed for renovation is set back:
  - 35 m from the south boundary which then adjoins a sealed access road.
  - 17 metres from the east boundary
  - 50 metres from the west boundary.
  - 100 metres from the north boundary.
- The subject land is all mown gardens of kikuyu grass with landscaped tree clumps.
- Water supply:
  - A hydrant service will be installed/ expanded as part of the development as detailed in the BCA report and this should provide adequate volume and pressures for fire protection of the development. There will also be 40,000 litres of rainwater storage on site and 20,000 litres of the storage should be dedicated for fire access.
  - The access from the proposed car parks is between 190 and 220 metres from Newton Road. Given the relatively low level of fire risk, this single egress is considered acceptable and, in an emergency, subject to cutting of fences by emergency personnel, overland access by vehicles to the public road system to the north or east is possible.

##### *Section 5.8.5 Climate change*

There should not be any specific, special impact on the development from climate change that warrants any special conditions or work.

#### *4.5.2.9 Section 5.9 Off-street Car and Bicycle Parking*

##### *Section 5.9.3.1 – Car parking requirements for alterations to and replacement of existing developments*

The analysis of car parking is presented in Section 5.5.

#### 4.5.2.10 Section 5.11 Signage and Advertising

No new signage is proposed as part of this application.

#### 4.5.3 Clause 6 Engineering Requirements

##### 4.5.3.1 Section 6.1 Roads and Easements

The access road exists and is considered adequate so long as the grass verges either side of the 4 metre wide seal are maintained to allow vehicles to pass. The current road was adequate for the development prior to the fire with no know serious accident history. Since that time the intersection with Newton Road has been improved including shoulder widening. There is now excellent sight distance.



**Figure 2** existing access road (Corkhill St) with 4 wide seal and passing shoulders



**Figure 3** Corkhill intersection with Newton Road demonstrating in excess of 200 metres sight distance to the north



**Figure 4** Intersection looking south with ample sight distance

4.5.3.2 Section 6.2 Parking and Driveways

See Section 5.5.

#### 4.5.3.3 Section 6.3 Soil and Stormwater management

The majority of the works complies restoration of the existing building. Sediment fencing should be employed for any areas disturbed during construction. It is noted most runoff from the construction areas will travel through grassed lawns of the site which will be an excellent sediment trap

#### 4.5.3.4 Utility Services

Power is connected to the adjoining buildings and can be reinstated.

Communication cabling exists to the site and can be extended to the restored building.

Town water is connected. The BCA report specifies fire protection requirements. Prior to issue of CC, the applicant will need to effect pressure testing to establish if existing pressures of the town water supply are adequate or as alternative provide on-site storage with pressure pump facilities.

40,000 litres of on site rainwater storage is proposed and this should include a 20, 000 litre reserve for emergency fire supply.

Sewerage management will be on site using the current facility but with some upgrade of the absorption areas as specified in the OSM report.

#### 4.5.4 Clause 8 Notification and Advertising

Table 8.1 of the DCP sets out the types of developments requiring notification and type of notification. This proposal is classified as development that requires notification to affected persons as well as advertising in local papers.

### 4.6 Developer Contribution Plans

Under Council's developer contribution plan, a 1% of value contribution applies. However, Council is asked to waive any contribution on the following grounds:

- The proposal is a community facility of considerable community benefit and needs support to proceed without having to also raise a significant contribution for Council.
- The development actually provides some of the community facilities and services sought by the Contributions Plan and as such actually may justify Council funding input to the proposal from developer contributions collected in the Bega area.

### 4.7 Water and sewer contributions

The development will provide onsite sewerage management.

Reticulated town water is connected to the site. The post development load on water should not exceed or at worst not significantly exceed that existing prior to the fire. In addition, the development is a community facility project and as such no water headworks should be levied.

The applicant also proposes to install a 40,000 litre rainwater storage and reticulate to toilets and other non-potable uses – thus further reducing demand for Council supply.

## **5 FURTHER IMPACT ASSESSMENT (matters not addressed above)**

### **5.1 Outlook**

The original hospital was designed with a prominent presentation towards Mumbulla Mountain and the application proposes to emphasise and restore these vistas to the north.

The building complex itself is not dominant in any public view and to the extent it is, presents well.

### **5.2 Flora and Fauna**

No significant impact is envisaged on native flora and fauna as the site has been long cleared and contains little native vegetation. Approximately 12 mostly exotic trees would be removed but that action more than compensated through planting of replacement trees and Council might condition that a suitable proportion of the new trees, shrubs and garden beds contain nectar and feed plans for native birds.

### **5.3 Earthworks**

The proposed earthworks will be very minor. Almost all the building work relates to reinstatement of the former building footprint and requires very little disturbance of new ground. Material stockpiles should be screened on the low side with sediment fencing and straw bales used at water discharge points of the construction site.

### **5.4 General BCA requirements**

A report has been prepared by Complete Certification relating to the necessary compliance with the Building Code of Australia.

The report lists a number of matters that will need to be addressed in the subsequent construction certificate but importantly concludes, subject to the recommended works, the development should meet all BCA requirements.

### **5.5 Traffic and Parking**

The proposal on completion of Stage 2 will provide 60 formal spaces and capacity on the lawn areas of around 40 overflow for a peak event.

Council's DCP car parking requirements are 1 space per 10 m<sup>2</sup> for community facilities and 1/25 m<sup>2</sup> for commercial uses.

The floor area of the existing buildings that may generate parking needs is 382m<sup>2</sup>. 216 m<sup>2</sup> is office space to do with the community radio = 9 spaces. The remaining space is largely art studios so community facilities might apply at 1/10 metres= 166/10= 17.

Total space needs for existing development = 26

The floor space of the proposed restored building that is usable for community facilities is 342 m<sup>2</sup>. This generates a requirement of a grand total of 34 spaces.

The total floor area of all existing and proposed developments on the site in theory generates a total of 60 spaces needed under the DCP, Council is asked to accept the proposed 60 spaces only become a requirement for stage 2 on the following grounds:

- There is ample grassed area for peak overflow parking beyond the formal spaces proposed.
- It is seldom that the entire site will be in maximum use,
- The Trust will struggle to meet these additional costs in the first stage.

One accessible space is provided in Stage 1 and three accessible parking spaces are to be provided in Stage 2, as detailed on the plans.

## **5.6 Site management**

The site is crown Land and at this stage live in caretaking is not supported by the Department. The Trust will continue to engage security services for a level of after hours protection.

## **6 CONCLUSION**

Prior to the fire, the Old Bega Hospital Building was a well used community facility and this important heritage item is of high importance to not just Bega but the wider community. The cultural significance of what was the Bega hospital for the first half of the 20<sup>th</sup> century is high with many in the community having links to the births, healings and passing away associated with such a facility.

Restoration of the building and its return to community use is important and of considerably community and social benefit. The Trust managing the site are very active and have the competence to manage the project and ensure ongoing site management.

The Trust efforts are directed 100% towards community benefit. As such some relaxation of requirements by Council is warranted for a first stage and an allowance set for servicing upgrades of perhaps 5 years. In other words, the Trust deserves an interim period to achieve building restoration and a return to community uses for perhaps 5 years before having to meet all standards of Council.

Conditional approval is warranted and waiver of all possible Council fees and charges should be considered given the community benefits of the project. Council should consider this project as a possible recipient of income from Council's Contributions plan.

Summary of attachments:

1. Drawing set by Sibling Architects for stage 1 and stage 2
2. Structural Engineering Set
3. 2018 Asbestos report & Asbestos removal certificate 2007.
4. BCA compliance Report. Complete certification 18 October 2018.
5. On site effluent disposal- capability study by Technibuild Consulting 2018
6. Room sizes calculation table