



Prepared for
Health Infrastructure

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Section 4.55(1A) Modification to SSD 7024
St George Hospital Stage 2

St George Hospital

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This report is considered a draft unless signed by a Director



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1. Introduction

1.1 Preliminary

On behalf of NSW Health Infrastructure, Architectus has prepared this planning report pursuant to Section 4.55(1A) of the Environmental Planning and Assessment Act 1979 (EP&A Act) to modify State Significant Development Application (SSDA) SSD 7024 for the multi storey car park associated with the St George Hospital Stage 2 Acute Services Building.

This application provides an overview of the original development consent and ensuing modifications, describes the proposed modifications and provides a planning assessment of the relevant matters for consideration in Section 4.55(1A) and 4.15(1) of the EP&A Act.

1.2 Subject site

The St George Hospital is located at Gray Street, Kogarah, within the Local Government Area of Georges River Council. The site subject of the proposed modification relates to the multi storey car park located in the south-western corner of the hospital campus, as shown in **Figure 1** below.

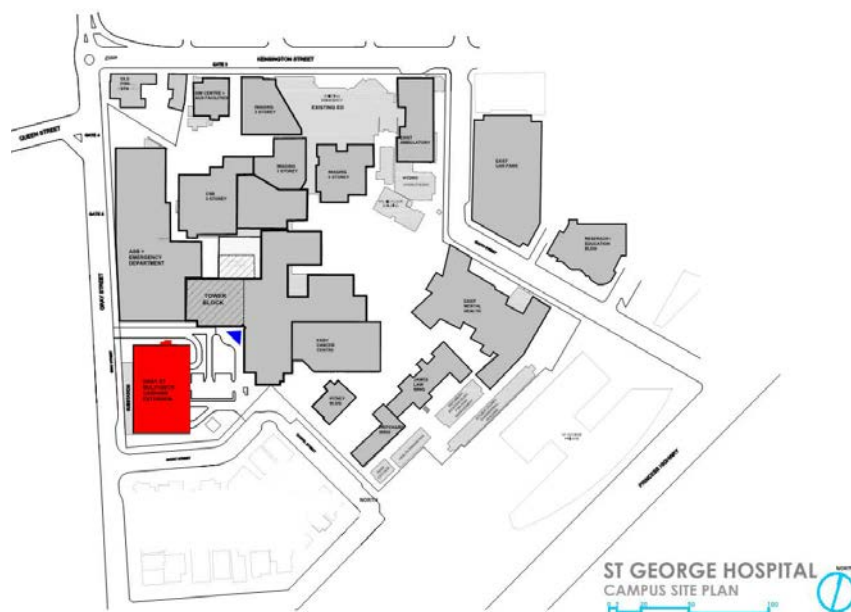


Figure 1.2 Masterplan at ASB stage

Figure 1 Location map of proposal at St George Hospital Campus

This illustrates the location of the proposed modification to the multi storey car park, shown in red.
Source: Jacobs

1.3 Proposal summary

The proposal comprises the addition of a vertical steel screen around the two highest car park levels, Level D and Level E. Specifically the proposed works include:

- Installation of an Armco style crash barrier to replace the previously approved 1.0m masonry balustrade around the perimeter of Level D and Level E;
- Installation of dark grey powder coated aluminium batten screening on each elevation of the car park, from a height of RL 36.0 to RL 42.2.

Refer to the Architectural elevations at **Attachment A**.

1.4 Authorship

This report has been prepared by Matt Kelly, Planner and reviewed by Jane Fielding, Senior Associate, Planning.

2. Background

2.1 Approval History

SSD 7024

On the 13 November 2015, the Executive Director of Priority Projects Assessments approved, as a delegate of the Minister, the Stage 2 Redevelopment of St George Hospital. A description of the works as approved are set out below:

- Construction of eight storeys (incl. plant level) above the ED building (ASB);
- Construction of single storey addition to radiology for magnetic resonance imaging;
- Relocation of the helipad from the Gray Street multi-level car park to the rooftop of the ASB;
- Construction of two additional levels of car-parking above the existing Gray Street multi-level car park;
- Refurbishment works to existing hospital building; and
- Electrical substation works and upgrade works to the existing hospital main entrance.

2.2 Modification 1 to SSD 7024

During this assessment period the design scheme was reviewed to look at ways of improving wayfinding and the experience of people using the facility. Subsequently, on the 17 December 2015, the Acting Director, Regional Assessments approved Modification 1 to the State Significant Development (SSD) 7024 application. A description of the works as approved are set out below:

- Construction of an atrium adjacent to the lift core on the eastern side of the ASB;
- Alterations to the configuration of the plant room on the rooftop of the ASB; and
- An extension to the canopy above the main entrance to the hospital.

2.3 Hospital Car Park Design Guidelines

Health Infrastructure's, 'Hospital Car Park Design Guideline' is used for the design of hospital car park facilities which are being procured under the Sustainable Hospital Car Park Investment Program (SHCPIP). These design guidelines apply to metropolitan and rural hospitals alike. The requirement of the Guideline for a façade screening element has been applied to the car park.

Façades - functionality and efficiency

The Guideline provides the design of the façade elements is to:

- Be modular and panelized for ease of manufacture and installation;
- Be primarily self-supporting from the fixings at the slab edge of each level, spanning slab to slab, without the need for a secondary slab support frame;
- Act as fall protection as per AS/BCA requirements and be non-climbable at all levels. The typical design therefore is a continuous façade enclosure;
- Incorporate a screen at roof level to be non-climbable and impede jumping. Given cars can act as a step, and a compliant balustrade is 1m high, a typical design is for a 2200mm screen height at roof level;
- Provide a non-climbable, secure perimeter at internal slab edges at the split level and ramps;
- Be low maintenance (including ease of cleaning, repair, replacement and durable finishes);
- Deter birds and vermin access (requires consideration of mesh or perforation sizes and purlin spacing);

- Prevent rainwater drainage into the car park (vertical elements to be detailed to drain clear of floors);
- Avoid visual impact by appropriate use of colour and non-reflective finishes.
- Be durable – this includes designing the façade separate to vehicle barriers and curbs to avert impact);

3. Proposal

3.1 Proposed modification to development consent

This Section 4.55(1A) application constitutes the second modification to Development Approval SSD 7024 (granted 13 November 2015). Following Modification 1, the design scheme was further reviewed to look at ways of improving the safe and functional operation of the expanded car park adjacent to Gray Street. As part of this process it was identified that the inclusion of a screen that encompasses the two highest car park levels would be an effective design intervention to support the safe and functional operation of the car park, to comply with a directive of NSW Health Infrastructure new design guidelines, and to complement the appearance of the new acute services building.

The proposed changes involve the removal of the 1.0m masonry balustrade wall and replacing it with an Armco style crash barrier and 2.2m metal screening to a height of 2.2m above the Level E design floor slab. The proposal represents a 1.2m net increase in the approved height of the multi storey car park. The increase in height is limited to the perimeter of the car park. In addition, the original Level D design is also modified, with the existing balustrade wall is replaced by Armco style crash rail and extension of metal screen from Level E above. Refer to the Architectural elevations at **Attachment A** below.

The development, as proposed to be modified, is substantially the same development as that originally approved in that:

- The proposed development retains the approved quantum of car parking spaces;
- Retains the same built form envelope. The installation of the vertical battens will result in an additional 1.2m height over the approved balustrade at the perimeter of Level E, however these will be permeable;
- Retains the same relationship to the public domain and surrounding development;
- The proposed changes considered relative to the scale of the overall development are of a moderate nature;
- Changes to the external appearance of the approved multi storey car park are not significant, are consistent with the envelope of the structure and will result in improved aesthetic appearance; and finally,
- Environmental impacts of the modified development are minimal, related to marginal additional overshadowing and minor visual impact.



Figure 2 Perspective Render

Figure 2 illustrates the installed screen on the multi-storey car park when viewed from Gray Street, looking north.

Source: Jacobs Group

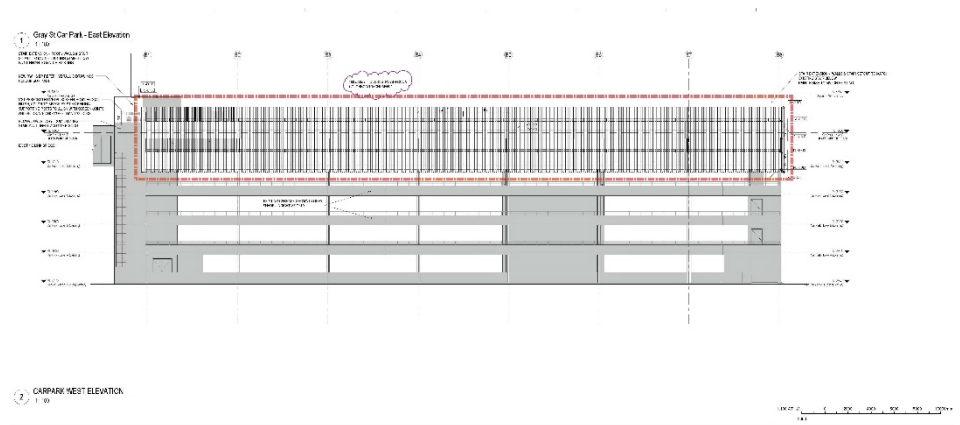


Figure 3 Western Elevation

Figure 3 illustrates the western elevation of the multi storey car park including the screen, bounded by the red box.

Source: Jacobs Group

Table 1 Overview of proposed changes

Component	Summary of key design development changes
Level D	Deletion of 1.0m masonry balustrade wall. Replacement of this balustrade with an Armco style crash barrier and 2.2m metal screening to a height of 2.2m above the Level E design floor slab. The proposal represents a 1.2m net increase to the approved height of the car park. The additional height is limited to the perimeter of the building.
Level E	Deletion of 1.0m balustrade wall. Replacement of this balustrade with an Armco style crash rail and extension of metal screen from Level E above.
Northern facade	The proposed screen extends from 2.2m above the finished floor level of Level E to marginally below the ceiling height of Level C (RL 36.6). The screen extends horizontally across the entire face of the façade, excluding the existing link bridge and circulation core.
Eastern Facade	The proposed screen extends from 2.2m above the finished floor level of Level E to marginally below the ceiling height of Level C (RL 36.6). The screen extends horizontally across the entire face of the eastern façade.
Southern Facade	The proposed screen extends from 2.2m above the finished floor level of Level E to marginally below the ceiling height of Level C (RL 36.6). The screen extends horizontally across the entire face of the southern façade.
Western Facade	The proposed screen extends from 2.2m above the finished floor level of Level E to marginally below the ceiling height of Level C (RL 36.6). The screen extends horizontally across the entire face of the western façade.

3.2 Modifications to Conditions

The proposed modifications described above necessitate amendments to the consent conditions which are identified below. Words proposed to be deleted are shown in **~~bold italic strike through~~** and words to be inserted are shown in ***bold italics***.

The most recent approval (SSDA Mod 1 17 December 2015) is modified as follows:

SCHEDULE 1

Approved Development

Stage 2 of St George Hospital Redevelopment, including:

- Construction of eight storeys (incl. plant level) above the ED building (ASB);
- Construction of single storey addition to radiology for magnetic resonance imaging;
- Relocation of the helipad from the Gray Street multilevel car park to the rooftop of the ASB;

- Construction of two additional levels of car parking above the existing Gray Street multi-level car park, **including the installation of metal façade screening to upper levels;**
- Refurbishment works to existing hospital buildings;
- Electrical substation works and upgrade works to the existing hospital main entrance

CONDITION A2

The applicant shall carry out the project generally in accordance with the:

- A) State significant Development Application SSD 7024;
- B) Environmental Impact Statement except where amended by the Response to Submissions;
- C) The Section 4.55 to Development Consent SSD 7024 dated March 2018;**
- C D) The following drawings, except for:**
 - i) any modifications which are 'Exempt or Complying Development'; and
 - ii) as otherwise provided by the conditions of this consent

Architectural (or Design) Drawings prepared by <i>Jacobs</i>			
Drawing No.	Revision	Name of Plan	Date
ASB DA 0002	9 10	Overall Site Plan – Proposed	23.11.15 20.03.18
ASB DA 0102	6	Ground Floor Plan	23.11.15
ASB DA 0103	6	Level 1	23.11.15
ASB DA 0104	6 7	Level 2	23.11.15 20.03.18
ASB DA 0105	6 7	Level 3	23.11.15 20.03.18
ASB DA 0106	5	Level 4	23.11.15
ASB DA 0107	5	Level 5	23.11.15
ASB DA 0110	5	Level 8	23.11.15
ASB DA 0111	5	Level 9	23.11.15
ASB DA 0112	5	Roof Plan	23.11.15
ASB DA 0201	3 4	Elevations Proposed	23.11.15 20.03.18
ASB DA 0202	3	Elevations Proposed	23.11.15
ASB DA 0203	7 8	Elevations – Proposed	23.11.15 20.03.18

3.3 Section 4.55(1A) of the EP&A Act 1979

The power to amend a development consent is found in Section 4.55(1A) of the EP&A Act. The statutory requirements to be satisfied to modify a development consent are set out in Section 4.55, under subsection (1), (1A) or (2). The modification application to development consent SSD 7024 is made under Section 4.55(1A) of the EP&A Act.

Pursuant to Section 4.55(1A) Modifications involving minimal environmental impact of the EP&A Act, the Minister or his delegate may modify development consent if:

- (a) It is satisfied that the proposed modification is of **minimal environmental impact**, and
- (b) It is satisfied that the development to which the consent as modified relates is **substantially the same development** as the development for which the consent was originally granted and before that consent as originally granted was modified (if at all), and
- (c) It has notified the application in accordance with:
 - (i) the regulations, if the regulations so require, or

- (ii) a development control plan, if the consent authority is a council that has made a development control plan that requires the notification or advertising of applications for modification of a development consent, and
- (d) it has considered any submissions made concerning the proposed modification within any period prescribed by the regulations or provided by the development control plan, as the case may be

Matters pertaining to “substantially the same development” are addressed at **Section 3** above, and “minimal environmental impact”, at **Section 4** below.

3.4 Consent Authority

The modified development continues to meet the threshold for State Significant Development and as such, the Secretary, NSW Department of Planning and Environment is the consent authority (or delegate).

4. Environmental Assessment

This section includes environmental assessment of the proposed modification against the EP&A Act 1979. The assessment finds that the proposed modification is of minimal environmental impact.

4.1 Section 4.15 (1)(a) Matters for consideration – general

The Environmental Impact Statement (EIS) submitted with the original State Significant Development Application (SSDA) addressed the proposed development's level of compliance against the relevant environmental planning instruments, including:

- State Environmental Planning Policy – (State & Regional Development) 2011;
- 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;
- Kogarah Local Environmental Plan 2012.

As evident from **Table 1**, the proposed modifications involve minor external changes to improve the function and appearance of the expanded car park, and to comply with a directive from NSW Health Infrastructure's new design guidelines for car parks. For the purposes of environmental assessment, **Table 2** provides a summary overview of the proposed modified development's compliance with relevant planning instruments.

Table 2 Compliance with relevant environmental planning instruments

Instrument	Comments
SEPP (State & Regional Development)	The modified development continues to meet the threshold for State Significant Development.
SEPP (Infrastructure)	The provision of Infrastructure SEPP has greatest application during the assessment of the original SSDA in relation to requirements and referrals (i.e. not modification applications). Further referral of this modification application to relevant agencies and approval is not considered necessary, given the nature of the changes.
SEPP 33 (Hazardous and Offensive Development)	The site remains suitable for the proposed development. The Hazards report prepared for the original SSDA 7024 concluded that the proposed development is neither a 'potentially hazardous industry' nor a 'potentially offensive' industry. The proposed modification is also consistent with the above assessment. Accordingly, SEPP 33 does not apply to the development.
SEPP 55 (Remediation of land)	The site remains suitable for the proposed development (with no change to the approved uses) subject to the implementation of Remedial Works as originally approved as part of the remedial action plan (RAP). The proposed modifications do not propose additional ground works and nor do they alter the site's suitability.

4.2 Kogarah Local Environmental Plan 2012

Table 3 Compliance with Kogarah LEP 2012

Kogarah Local Environmental Plan	Compliance	Comment
1.2 Aims of Plan	Yes	The proposed works are in accordance with the aims of the plan as they are necessary to the continued operation of the hospital, a facility and services that is necessary to meet the needs of the existing and

Kogarah Local Environmental Plan	Compliance	Comment
		future community in the LGA, and will also contribute towards fostering the physical wellbeing of the community.
2.1 Land use zones Zone SP2 Infrastructure	Yes	The proposed works are consistent with the objectives of the zone and support the modification of infrastructure related to the health services facility (St George Hospital) that is a permissible use in this zone.
4.3 Height of buildings	Yes	There is no height control for the St George Hospital Campus. Notwithstanding, the addition of metal screening to the building will increase the effective perimeter height of the approved car park by 1.2 metres (RL 42.2). The height of the screen is 1.17m below the height of the approved stair extension (RL 43.37).
4.4 Floor space ratio	Yes	There is no FSR control for the St George Hospital Campus.

4.3 Section 4.15 (1)(b) The likely impacts

The EIS submitted with the original SSDA 7024 addressed the likely impacts of the development, including:

- Built form and urban design
- Environmental amenity
- Transport and accessibility
- Ecological sustainable development (ESD)
- Heritage
- Noise and Vibration
- Contamination
- Utilities
- Contributions
- Drainage
- Waste

The proposed modified development requires assessment against built form and urban design (height, bulk/scale, materials and finishes) and environmental amenity (solar access/overshadowing, wind, lighting, visual privacy, view loss). These are addressed below.

Built form and urban design

The SEARs state that the following items must be addressed:

- *Address the height, density, bulk and scale, and setbacks of the proposal in relation to the locality and the surrounding development, topography and streetscape*
- *Address design quality, with specific consideration of the overall site layout, streetscape, open spaces, façade, rooftop, massing, setbacks, building articulation, materials, colours and Crime Prevention Through Environmental Design Principles*
- *Detail how services, including but not limited to waste management, loading zones, and mechanical plant are integrated into the design of the development*

Height

The proposed modifications to the multi storey car park is the result of functional requirements. The proposed metal screen is to be applied to the two new car parking

levels already approved in the original proposal. The screen consists of vertical metal battens secured to the two top levels of the car park. The installation of the screen represents a 1.2m net increase in the proposed finished design height of the building perimeter. In the context of the surrounding development height, and the resulting minor impacts of the proposed development (discussed below), this increase in height is considered acceptable.

Bulk

The proposed modifications to the multi storey car park is the result of functional requirements. The proposed changes will not substantially alter the bulk and scale of the proposed multi storey car park. The vertical slats are installed on the exposed slabs of the car park, resulting in a marginal change to the existing setbacks of the car park. In addition, the slats are spaced apart by approximately 100mm, as such the appearance of a solid wall does not result. The additional height is limited to 1.2m. As a result, the addition of the vertical slats will not noticeably increase the bulk and scale of the proposed car park. The proposed design changes to the multi storey car park will remain consistent with the context of the St George Hospital Campus, and supportive of the high-quality urbanism anticipated for Kogarah city centre's current expansion and densification.

Materials and finishes

The exterior cladding comprises dark grey powder coated aluminium batten screening. The material selection is derived from being highly durable to minimise recurrent costs for NSW Health, ease of installation and speed of assembly to reduce disruption to the fully functioning lower levels of parking, and minimise safety risks associated with working at heights. In addition, the colour has been chosen to connect with the material palette of the new ASB hospital building. The selection of the batten screening allows daylight to effectively enter the car park space as well as permitting vision for security and safety purposes. The addition of the screen will improve the visual character of the car park when viewed from Gray Street, pursuant to St George Hospital Precinct Desired Future Character Principles contained within the Kogarah DCP 2013 (E1 Kogarah Town Centre).

Environmental amenity

The SEARs state that the following items must be addressed:

- *Detail amenity impacts including solar access, acoustic impacts, visual privacy, view loss, overshadowing, lighting impacts and wind impacts. A high level of environmental amenity for any immediately adjacent residential land uses must be demonstrated, or detailed justification provided where significant impacts cannot be avoided.*

Solar Access / Overshadowing

The proposed vertical slats increase the height of the MSCP by 1.2m above the approved height. In addition, the slats are spaced horizontally. Both the height and detailing of the screen is a result of considered architectural articulation to protect solar access to neighbouring properties as per the Kogarah Development Control Plan 2013.

Within the site

Jacobs have prepared a detailed solar access study that analyses the impact of the proposed design changes to the MSCP at **Attachment A** below. Between 9am and 3pm on June 21, the additional height of 1.2m of the multi storey car park does not change overshadowing impacts on the hospital campus.

Gray Street

Jacobs have prepared a detailed solar access study that analyses the impact of the proposed design changes to the MSCP at Appendix B of **Attachment A** below. Between 9am and 3pm on June 21, the additional height of 1.2m of the multi storey car park has the following minor impacts:

- Overshadowing before 10am predominantly falls on residential roofs, is fast moving and does not impact backyards.
- Between 10am and 12pm, overshadowing falls on the public footpath and Gray Street and does not affect private properties.
- Between 12 and 1pm 1.7m – 1.9m of additional shadow falls on the front part of 42 – 46 Short Street where large established trees already shadow this part of the property.
- At 2pm under the existing situation there is already overshadowing of the 42 – 46 Short Street building façade at this time. Additional shadow (2.5m) is cast over the roof.
- At 3pm, the Acute Services Building (ASB) to the north of the MSCP overshadows the car park and adjacent properties.

On average, the proposed changes result in additional shadow of 2.5 linear metres at each time interval.

In summary, overshadowing results in less than 2 hours additional overshadowing of private open space of residential property. The proposed changes result in little to no additional overshadowing impacts and is therefore considered acceptable.

Wind impacts

The proposed screen will not alter the existing wind impacts in the locality. Furthermore, the design of the aluminium batten screen will be engineered to allow for appropriate wind loadings.

Lighting

The addition of the screen should improve lighting impacts on the surrounding properties as it will block some of the lighting.

Visual privacy

The addition of screen to the car park will improve privacy for surrounding residential properties.

View loss

The addition of the screen will raise the perceived height of the building by 1.2m which will largely reduce visibility of sky only marginally. As the screen will improve the overall aesthetic appearance of the MCSP, and tie in with the architectural design and colours of the ASB, this is considered acceptable.

4.4 Section 4.15 (1)(d) Suitability of the site

The site remains suitable for the proposed development for the reasons outlined in the EIS lodged with the original SSDA 7024.

4.5 Section 4.15 (1)(e) Submissions made

Any submission made on this subject modification application will be duly considered and addressed.

4.6 Section 4.15 (1)(f) The Public interest

The proposed modifications to the approved development are considered to be in the public interest, especially given the changes will:

- Will improve the aesthetic appearance of the building, and tie in with the architectural design and colours of the adjacent ASB building;
- The design of the vertical batten screen system will restrict climbing of the screen due to the elimination of horizontal footholds and therefore achieve a high level of safety;
- Improve visual privacy for surrounding residential properties.

5. Conclusion

This Section 4.55(1A) application seeks to facilitate amendments to the multi storey car park associated with the Stage 2 of St George Hospital Redevelopment in order to respond to the need to comply with a directive of NSW Health Infrastructure new design guidelines. The proposed modifications will not alter the environmental impacts assessed and approved as part of the existing development consent.

In accordance with Section 4.55(1A) of the EP&A Act, the Minister or delegate may modify the consent as:

- The consent, as proposed to be modified, is substantially the same development as that originally approved; and
- The proposed modifications will result in only minimal environmental impact.