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Attention: Mark Raymundo

ST GEORGE PRIVATE HOSPITAL – HEALTH AND EDUCATION SUPER PRECINT

**ADDENDUM OF INFORMATION TO DA2017/0340
(SYDNEY SOUTH PLANNING PANEL REFERENCE: 2017SSH031 DA)**

PROPERTY AT 131 PRINCES HWY, KOGARAH (LOTS C AND D, DP418072)

Dear Mark,

1.0 INTRODUCTION

Willowtree Planning Pty Ltd (Willowtree) writes this letter on behalf of AME Properties Pty Ltd (Ramsay Health Care) with respect to the planned reconvening of the Sydney South Planning Panel for 25 May 2018 to review the Panel's decision which was made on 13 March 2018 for DA2017/0340. Willowtree respectfully requests that Georges River Council consider and assess this addendum package including its appendices and prepare a report to the Panel to inform its review of the 13 March 2018 decision under Section 8.2 of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

2.0 DA2017/0340 – PROPOSED SPECIALIST CENTRE AND SUPPORTING BRIDGE LINK

DA2017/0340 for the proposed Specialist Centre and supporting Bridge Link was considered by the Sydney South Planning Panel for determination on 13 March 2018. In its Determination and Statement of Reasons, the Panel decided to approve the Specialist Centre with the exclusion of the critical component being the supporting Bridge Link. It is understood that panel member's concerns with the Bridge Link included:

- That the need for the Bridge Link had not been sufficiently demonstrated;
- That the public benefit of the Bridge Link had not been sufficiently demonstrated; and
- Matters of aesthetic and integration with the surrounding built form.

Ramsay Health Care would now like to further clarify the need for, and the clear discernable public benefits of, the proposed Bridge Link. Ramsay Health Care has also provided updated architectural plans and an urban design statement demonstrating how the proposed Bridge Link would integrate with the surrounding built form environment, resulting in a suitable urban design outcome on top of the clear and critical public benefit associated with the bridge link within this State Government identified Health and Education Super Precinct.

3.0 PURPOSE OF PROPOSED BRIDGE LINK

The intention of the proposed Bridge Link is to provide a safe, accessible and seamless link for members of the public and health professionals between the St George Private Hospital Multi-Level Carpark on Hogben Street, the St George Private Hospital and the proposed Specialist Centre. The proposed Bridge Link would also provide the added benefit of making medical practitioners' walking commute between the Specialist Centre and St George Hospital (public) more efficient by removing the requirement to cross South Street at grade. Improved efficiency and outcomes in the provision of health services is central to delivery of timely, acute care to the community and ultimately saves lives. The proposed Bridge Link would also help Ramsay and its tenants better meet the requirements of the *Work Health and Safety Act 2011*, the *Work Health and Safety Regulation 2017*, and the *Disability (Access to Premises – Buildings) Standards 2010* under the Commonwealth *Disability Discrimination Act 1992*. Equitable and safe access for all members of the public and the community is important to Ramsay and their ethos "People, Caring for People."

Through the CEO of St George Private Hospital's board membership of the St George and Sutherland Medical Research Foundation (SSMRF), Ramsay Health Care plans to continue supporting other endeavours within the Kogarah Health and Education Super Precinct (as nominated by the District Plan) including charitable events. By increasing its presence within the Kogarah Health and Education Super Precinct, Ramsay Health Care would also have increased opportunity to further contribute to such endeavours.

Overall, the proposed Bridge Link would provide a functional expansion to the proposed Specialist Centre, allowing the site to meet its full potential within the Kogarah Health and Education Super Precinct. Overall, the Bridge Link presents an opportunity to:

- Provide more efficient, seamless, equitable and safe access to members of the public in seeking healthcare;
- Attract broader doctor talent in various fields of specialist medical practice, drawing visiting medical officers from regional and metropolitan Sydney to South Sydney to establish their practices and remain 'sticky' to the community for the long term; and
- Generate improved and greater access to strata titled consulting suites for doctors who would otherwise buy elsewhere in other LGA's and communities such as North Shore or Darlinghurst.

The key public benefits which would result from the proposed Bridge Link are summarised in **Table 1** below.

Table 1 Public Benefits of Proposed Bridge Link	
Element of Proposed Bridge Link	Associated Public Benefit
<p>RMS has not agreed to the provision of a marked pedestrian crossing to support the existing South Street refuge due to:</p> <ul style="list-style-type: none"> ▪ The proximity of the Princes Highway; ▪ The fact that South Street encompasses multiple traffic lanes (whereas pedestrian crossings are only to be approved where there is a single traffic lane in each direction); and ▪ The queuing circumstances. <p>The proposed Bridge Link would mitigate these risks and provide a safe and equitable transitional node between the buildings for members of the public and staff to safely transition across the campus, from car park to specialist centre to the private hospital.</p>	<p>Provides feasible alternative to the lack of RMS supported options for upgrading the South Street crossing/set down areas.</p> <p>In addition, air bridge links are commonplace in the majority of Health and Education Super Precincts throughout the country as they mitigate time delays and ultimately provide safe and unimpeded pathways for specialists to treat their patients in emergency situations which may ultimately save life.</p>
<p>The proposed Bridge Link would alleviate strain on the South Street pedestrian crossing, which experiences in the vicinity of 59 pedestrian crossings and 523 (AM) vehicle crossings and 465 (PM) vehicle crossings during peak hour.</p>	<p>The proposed Bridge Link would alleviate public access congestion issues along South Street, between Princes Highway and the remaining Kogarah Health and Education Super Precinct. This includes access to St George Hospital (public), St</p>

	<p>George Private Hospital, the proposed Specialist Centre and the Hogben Street multi-deck car park.</p> <p>Again, air bridge links are commonplace in the majority of Health and Education Super Precincts throughout the country as they mitigate time delays and ultimately provide safe and unimpeded pathways for specialists to treat their patients in emergency situations which may ultimately save life.</p>
Meets Ramsay's duties as a Person Conducting a Business or Undertaking under Section 19 of the <i>Work Health and Safety Act 2011</i> to ensure, so far as is reasonably practicable, the safety of workers and other persons by substituting one form of road crossing with another form of road crossing which does not carry inherent risks (therefore following the hierarchy of risk management controls under Clause 36 of the <i>Work Health and Safety Regulation 2017</i> .	Reduced likelihood of workers or other persons being injured at the site. The air bridge link clearly allows the private hospital to provide a safe, secure and expedited path of travel for its users including the public.
Facilitates the movement of patients from the Specialist Centre who are required to access the St George Private Hospital reception area post-consultation if they require surgery. Other services at the St George Private Hospital which outpatients may be required to access include pathology, Cardiac Echo, ECG and Nuclear Medicine, as well as pre-admission clinics.	<p>Removes the need for ambulant or non-ambulant patients or visitors to be required to cross South Street at grade, thus reducing safety risks and removing the need for patients and visitors to be exposed to the elements in the case of a hot day or inclement weather.</p> <p>Further, by taking pedestrian and ambulant users off south street, congestion within the Health and Education Super Precinct is minimised.</p>
Makes good on the intention to enter into a lease agreement for the use of public road reserve airspace to facilitate the proposed Bridge Link, as the proposed Bridge Link has gained the support of Georges River Council, with Councilors voting unanimously in favour of entering into a lease agreement for the proposed use of the airspace above South Street for a period of 50 years with a further five-year option.	This use of the South Street airspace by Ramsay would generate a nominal amount of public revenue by way of lease fees.
<p>The integration that the proposed Bridge Link would provide would help to encourage specialist medical practitioners to become established for the long term in the Kogarah Health and Education Super Precinct.</p> <p>Doctors prefer the locational advantage of having direct access to the St George Private Hospital in order to efficiently visit patients on the ward, conduct surgery, and otherwise collaborate with other health care practitioners in Kogarah. Improved efficiency is important to ensure a productive and integrated health campus.</p> <p>Facilitates the growing demand from medical</p>	<p>Helps Ramsay to attract, retain and develop leading surgical and medical specialists within the precinct for the benefit of the public and private hospitals.</p> <p>Allows greater self-sufficiency of acute health services with the region through public/private health partnerships.</p> <p>Improves collaborative healthcare environment. Facilitates efficient access of health care staff to their Public Hospital Appointments.</p> <p>Helps the Kogarah Health and Education Super precinct attain its job targets and forecasted economic growth under the South District Plan, as</p>

specialist practitioners to have consulting suites located within walking distance of their corresponding Public Hospital Appointments, which improves the quality and access for public patients to medical and surgical doctors.	consulting suites can only be provided on private land.
The proposed Bridge Link ensures the costs of investment and return on the proposed Specialist Centre are viable. Without the proposed Bridge Link, the commercial and professional outcomes provided by the proposed medical suites within the Specialist Centre is significantly diminished.	<p>Ensuring the financial viability of the proposed Specialist Centre, thereby improving patient access to a range of specialist medical practitioners within the Kogarah health and education super precinct.</p> <p>There would be fundamentally less interest in the consulting suites within the Specialist Centre and establishing practices within Kogarah Health and Education Super Precinct without a Bridge Link, this feedback has been received directly from doctors.</p>
The proposed Bridge Link would reduce the need for staff to exit one building, travel to either the signalised or non-signalised South Street crossing and then enter another building. Reducing any perception within the medical community that the Medical Centre has a locational disadvantage by not being physically linked to St George Private Hospital.	<p>Increased efficiencies in use of medical staff's time and reduced public congestion along South Street.</p> <p>Improved public and private patient access to a range of medical specialists.</p>
<p>At least 30 patients per day from the St George Private Hospital (both ambulant and non-ambulant) would be able to access proposed imaging services in the proposed Specialist Centre via the proposed Bridge Link.</p> <p>Furthermore, the new ground floor medical imaging services are expected to be the default option for all inpatients at the St George Private Hospital during any scheduled servicing of the St George Private Hospital.</p>	<p>Removes the need for public and private ambulant patients to travel to the Specialist Centre by ambulance or in a wheelchair.</p> <p>Improved patient experience, increased efficiencies in use of medical staff's time and reduced public congestion along South Street.</p>
The proposed Bridge Link would improve accessibility between the St George Private Hospital Multi-Level Carpark on Hogben Street, the St George Private Hospital and the proposed Specialist Centre by providing a new accessway as is required for a Class 5 building (i.e. the Specialist Centre) under the <i>Disability (Access to Premises – Buildings) Standards 2010</i> and the <i>Disability Discrimination Act 1992</i> .	Improves the site's accessibility for a range of individuals.
Improves the Specialist Centre's ability to attract doctors to the precinct for the long term as doctors consider the proposed Specialist Centre to be substantially less desirable without direct and safe access to St George Private Hospital.	Improved public and private patient experience, as well as and improved public/private patient access to a range of medical specialists within the Kogarah Health and Education Super Precinct.
Improves the long-term viability of the Specialist Centre.	Supports St George Private Hospital in alleviating pressure from the public health care system by increasing capacity to treat patients via the increased provision of specialists.

The clear and discernible public benefits derived through the inclusion and approval of the critical air bridge link within the South District Plans own Kogarah Health and Education Super Precinct are undisputedly apparent and clearly within the public interest.

4.0 TRAFFIC AND TRANSPORT

An *Assessment of Traffic and Parking Implications* was prepared by Transport and Traffic Planning Associates in August 2017 to support of DA2017/0340. That Traffic and Transport Assessment was prepared on the assumption that patients, visitors and staff accessing St George Private Hospital from the St George Private Hospital Multi-Level Carpark on Hogben Street, and those travelling between the St George Private Hospital and the Specialist Centre would have the option of traversing South Street via the Bridge Link. This in turn would help manage unnecessary congestion along South Street and possible also Princes Highway as a result of patients, staff and visitors crossing at both the signalised and non-signalised crossing points of South Street where there is no feasible alternative. It is therefore considered that the traffic and transport outcomes of DA2017/0340 would be superior in the event that the Bridge Link were to be approved by Georges River Council and more over the Planning Panel.

The site plans contained in **Appendix 1** also indicate the path of travel required for a wheelchair bound individual travelling between the St George Private Hospital and the proposed Specialist Centre. These are as follows:

- Travel via the Bridge Link, which involves travel of 46.7m to cross South Street; and
- Travel via the at-grade street network, including the signalised crossing of South Street which is around 120m in length.

Furthermore, the variation of slopes and steps within the landscape that a pedestrian might take between St George Private Hospital and the proposed Specialist Centre is not ideal for less mobile and elderly patients. At times the existing slope is 1:10, extending for approximately 10m. As such, this route does not provide a safe, accessible and easy path of travel. This proposed Bridge Link overcomes these inadequacies. The proposed Bridge Link is therefore a superior accessibility option for patrons who are required to travel between the St George Private Hospital Multi-Level Carpark on Hogben Street, the St George Private Hospital and the proposed Specialist Centre.

A Supporting Traffic Statement was prepared to inform this SEE for the proposed Bridge Link (refer to **Appendix 2**). The Supporting Traffic Statement identifies how the existing pedestrian refuge island and surrounding South Street road reserve poses difficulties for some pedestrians, including as a result of:

- Proximity of the refuge to the intersection of South Street with Princes Highway; and
- The queuing of cars across the pedestrian crossing point.

These matters have been previously brought to the attention of Georges River Council and RMS. However, RMS has not agreed to the provision of a marked pedestrian crossing to support this refuge due to:

- The proximity of the Princes Highway;
- The fact that South Street encompasses multiple traffic lanes (whereas pedestrian crossings are only to be approved where there is a single traffic lane in each direction); and
- The queuing circumstances.

RMS would furthermore not support a signalised crossing at this location, as the RMS Design Guidelines specify a minimum separation between traffic signals of 130m (refer to **Section 5.0**).

Previous traffic surveys have indicated that peak pedestrian crossings of South Street are up to 159pph, whilst peak vehicle movements are 523 (AM) and 465 (PM) respectively. Constant queue lengths are also experienced during peak times, extending across the pedestrian crossing area.

Since the time of those traffic surveys, pedestrian crossing movements have increased due to increased activities at the St George Private Hospital and the increased provision of hospital parking in the St George Private Hospital Multi-Level Carpark on Hogben Street. The proposed Specialist Centre would further

increase these pedestrian crossing movements, due to the significant interactions which will occur between the St George Private Hospital and the Specialist Centre.

Without the proposed Bridge Link, the proposed Specialist Centre would place further strain on the South Street pedestrian crossing due to:

- The need to use St George Private Hospital's setdown/pickup facility for dual use by the Specialist Centre (due to a new setdown area not being supported by RMS at the Specialist Centre – refer to **Section 5.0**);
- The NO STOPPING restriction on the South Street frontage of the Specialist Centre which would prevent informal setdown/pickup activities;
- It is not preferred or safe for ambulant patients to cross South Street at grade; and
- Operation of the Specialist Centre would result in an increased volume of pedestrian movements, including patients, visitors and staff.

It is therefore considered that the proposed Bridge Link provides the only realistic and practical solution to these matters with respect to pedestrians crossing South Street at grade.

Indeed the findings of the traffic assessment have not only reaffirmed the public benefit but have added a layer of practicality as to the need for the air bridge link within the South District Plans defined Health and Education Super Precinct.

4.1 Car Parking

The *Kogarah Development Control Plan 2013* (KDCP 2013) specifies the following car parking rates:

- Ground floor – one space per 40m²; and
- Above ground – one space per 50m².

This would equate to 13.34 spaces required for the ground floor at the proposed development (which is 537.33m²), and 67 spaces required for the above ground levels at the proposed development (which are around 3,351.47m² in total). A total of 81 car parking spaces would therefore be required.

The proposed development would be serviced by the Multi-Level Carpark on Hogben Street, which is being constructed progressively. The Multi-Level Carpark contains 126 spaces. Two additional levels would be added to the Multi-Level Carpark to support the proposed development. This would result in a total of 218 car parking spaces provided at the Multi-Level Carpark. These parking arrangements would therefore adequately cater to the parking needs of the proposed development.

The proposed development would also provide eight bicycle spaces, in accordance with the KDCP 2013 criteria.

The Supporting Parking Statement (refer to **Appendix 4**) supports this stance.

It is therefore requested that Condition 2 of the Draft Determination for this DA be amended as follows:

Construction of Multi level car parking structure at 6, 6A and 12 Hogben Street, Kogarah –

~~Car parking levels (i.e. Level 3 and 4) The remaining car parking levels of the approval D/2014/307/1 granted for a multi-storey car parking structure at 6, 6A and 12 Hogben Street, Kogarah must be constructed prior to the issue of the occupation certificate of 131 Princes Highway and 1A South Street, Kogarah.~~

This proposed amendment to Draft Condition 2 reflects previous discussions with Georges River Council.

5.0 ALTERNATIVE SITE LINKAGES

Alternative methods of linking the proposed Specialist Centre to the St George Private Hospital might include:

- Formalising the non-signalised crossing along South Street; or
- Partially closing South Street; or
- Providing a formalised patient/visitor drop off zone outside the Specialist Centre.

It is noted that RMS does not support a patient/visitor drop off zone outside the Specialist Centre due to the site's proximity to the Princes Highway intersection. Furthermore, the non-signalised crossing of South Street, whilst currently supported by a pedestrian refuge, does not meet current RMS safety standards with respect to the number of road lanes pedestrians are required to cross (three instead of two). RMS has previously indicated to Ramsay that it supports the option of the proposed Bridge Link. The proposed Bridge Link has also gained the support of Georges River Council, with Councilors voting unanimously in favour of entering into a lease agreement for the proposed use of the airspace above South Street (being a local council owned road).

RMS would furthermore not support a signalised crossing at this location, as the RMS Design Guidelines specify a minimum separation between traffic signals of 130m.

The closure or partial closure of South Street is also not preferred, as it currently provides a crucial link to the intersecting Princes Highway. It also provides key access to St George Hospital (public), St George Private Hospital, and the St George Private Hospital Multi-Level Carpark on Hogben Street.

After careful review, the abovementioned alternative means of linking the Specialist Centre with St George Private Hospital were dismissed.

6.0 AESTHETIC AND BUILT FORM INTEGRATION

As demonstrated above, the proposed Bridge Link joining the Specialist Centre and St George Private Hospital is key to improving health care services within the Kogarah Health and Education Super Precinct whilst enhancing users access and movement and in turn saving lives.

Respecting the existing built form context is vital. However, the proposed Bridge Link also serves as an opportunity to explore new forms and materials. Borrowing from the reflective nature of the rectangular glazing façade at St George Private Hospital, the Bridge Link proposes a series of perforated metal triangle panels varying in transparency and depth for a 'glimpse' of the structure beyond. This would not only be obvious during the day as sunlight bounces off the metal panels creating a 'living' three dimensional screen, but also at night through the internal lighting of the bridge. A cluster of columns would create a 'forest' feel blending seamlessly with the existing trees and softening the Bridge Link's connection to the ground.

Based on the previous panels feedback, Ramsay Health Care no longer plans to include signage on the façade of the Bridge Link.

7.0 URBAN DESIGN STATEMENT

Appendix 3 contains an Urban Design Statement setting out the context of the proposed Bridge Link. The proposed Bridge Link would provide safe access between St George Private Hospital and the Specialist Centre, whilst sensitively responding to the surrounding scale, context and amenity. Overall, it is considered to be attractive, functional and tailored to its context. It is noted that pedestrian bridges are commonly used in areas going through urban renewal and transformation. This prioritises pedestrian connectivity without disrupting critical traffic flows, and represents a creative intervention balancing historic car dominated modes of transport with pedestrian friendly outcomes. Examples of such precedent bridge links are provided in **Appendix 3**.

Whilst the proposed Bridge Link would not be an RMS bridge, it would meet many of the criteria for the *RMS Pedestrian Bridge Eligibility and Prioritisation Assessment* as set out in **Table 2**.

Table 2 RMS Pedestrian Bridge Eligibility and Prioritisation Assessment Criteria	
Criteria	Proposed Bridge Link Context
Can the existing pedestrian infrastructure be improved? (e.g. is current pedestrian infrastructure unsafe, OR, is critical infrastructure missing, OR, does current infrastructure meet current standards / guidelines?).	As set out in Sections 4.0 and 5.0 , the existing pedestrian transport network has some constraints.
Are there any specific land uses within a 500m radius that include: schools, hospitals, public transport, passive or active recreational facilities, commercial / retail areas and aged care facilities that support the establishment of a suggested pedestrian bridge in this location?	The proposed Bridge Link would seamlessly link the St George Private Hospital Multi-Level Carpark on Hogben Street, the St George Private Hospital and the proposed Specialist Centre.
Have all alternate traffic and safety management facilities/options been considered and ruled out prior to the proposal of a pedestrian bridge?	Refer to Section 5.0 for a review of alternative designs.
Could a suggested pedestrian bridge be easily established in this location? (e.g. is there enough free space for ramps / stairs / lifts, and no significant environment / heritage issues).	As already demonstrated in the Statement of Environmental Effects prepared in support of DA2017/0340, the proposed development can proceed without significant impacts to the environment or the surrounding locality.

Furthermore, the proposed Bridge Link is aligned with the following urban design principles:

- Retain visual amenity to/from public spaces: the proposed Bridge Link would be constructed from perforated material designed to avoid obstructing and/or impacting views to and from parks frequented by the public and pedestrians. East and west views of the proposed Bridge Link demonstrate the transparency of the Bridge Link and its minimal visual impact and very minor sky obstruction;
- Appropriate scale within the urban context: the design, material, scale and location of the proposed Bridge Link sensitively responds to the height of surrounding buildings and landscape. The narrow, single storey structure is perceived as lightweight and transparent within the sky. The Bridge Link would align with the second storey of the adjoining buildings; providing sufficient clearance whilst minimising impact on sky views and well beneath the height of surrounding buildings (five-six storeys). The columns would soften the connection to ground and reflect the structure of the surrounding trees which exceed the height of the bridge;
- Promote safe access along key desire lines: the proposed Bridge Link would remove the need for ambulant or non-ambulant patients or visitors to cross South Street at grade, thus reducing safety risks and removing the need for patients and visitors to be exposed to the elements in the case of a hot day or inclement weather. Reduced pedestrian traffic at grade would also improve traffic flows and sight distances at Princes Highway and South Street improving overall safety and flow of the Kogarah Town Centre network; and
- Attractive and integrated design - the Bridge Link is designed as an attractive contribution to the public realm of South Street and Princes Highway whilst also being integrated with the built form design, style and language of the proposed Specialist Centre. The perforated triangle panels reflect the vertical rhythm and reflective nature of the St George Private Hospital glazed facade. The transparent material adds depth to the design and provides glimpses of the existing urban and natural context. During the day, the reflective nature of the bridge allows it to reflect and blend into the sky leaving South Street feeling open and inviting. At night, the bridge would sensitively function as a light box improving public safety without creating a distraction to residents or drivers.

8.0 Conclusion

We trust the above sets out the relevant matters for consideration by Council and the Sydney South Planning Panel in reviewing 2017SSH031 DA under Section 8.2 of the EPP&A Act.

This addendum of information more than adequately demonstrates the clear and discernible public benefit attached to the inclusion and need for the critical air bridge link within the identified and nominated Kogarah Health and Education Super Precinct. The addenda of information further consider the practical traffic and transport considerations endorsed by the RMS and further supports the appropriateness and need for the air bridge link as opposed to any viable and safe options. Importantly, the adjustments to the design of the bridge link have also been considered against sound and widely endorsed urban design principles which have determined its appropriateness and positive contribution to the defined and nominated Kogarah Health and Education Super Precinct.

We encourage Georges River Council and the members of the panel to consider the rather clear and definitive justification as to the need for this critical piece of the health infrastructure within a defined Health and Education Super Precinct and identify with the clear public benefit and appropriateness of its approval and necessity.

If you wish to discuss the content of this letter in further detail, please contact Chris Wilson on 0432 472 282 or cwilson@willowtreeplanning.com.au.

Regards,



Chris Wilson
Willowtree Planning Pty Ltd

APPENDIX 1 ARCHITECTURAL AND SITE PLANS

APPENDIX 2 SUPPORTING TRAFFIC STATEMENT

APPENDIX 3 URBAN DESIGN STATEMENT

APPENDIX 4 SUPPORTING PARKING STATEMENT