

Godden Mackay Logan

Heritage Consultants

Godden Mackay Logan is a leading provider of specialist advisory and research services in environmental heritage, planning and archaeology.

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Royal North Shore Hospital— Concept Plan Heritage Impact Statement

Report prepared for Burns Bridge Pty Ltd

May 2006

Report Register

The following report register documents the development and issue of the report entitled Royal North Shore Hospital—Concept Plan—Heritage Impact Statement, undertaken by Godden Mackay Logan Pty Ltd in accordance with its quality management system. Godden Mackay Logan operates under a quality management system which has been certified as complying with the Australian/New Zealand Standard for quality management systems AS/NZS ISO 9001:2000.

The term **Amended** means that specific sections of the report have been altered (and identified in the notes below) but the remainder of the report has not been completely reviewed and updated.

The term **Revised** means that the report has been completely reviewed and updated where necessary and contains information believed to be current as at the date of issue.

Job No./Ref	Issue No.	Notes/Description	Issue Date
06-0095	1	Draft Report	May 2006 by email
06-0095	2	Final Report	29 May 2006

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Executive Summary

Background

Godden Mackay Logan has been engaged to prepare a Heritage Impact Statement (HIS) in relation to a concept plan for the proposed redevelopment of the Royal North Shore Hospital, St Leonards, Sydney.

The proposed development constitutes 'State significant development' within the meaning of Schedule 1 (Group 7) of State Environmental Planning Policy (State Significant Development) 2005.

The concept plan constitutes a 'concept plan' as defined by section 75M(2) of the *Environmental Planning and Assessment Act 1979* (NSW). This Heritage Impact Statement is prepared in satisfaction of the environmental assessment requirements of Part 3A of the EP&A Act.

Proposed Works

The concept plan proposes the following:

- The conservation and adaptation of several buildings of identified heritage significance for retail and commercial uses, within a heritage precinct at the heart of the proposed complex.
- The conservation and adaptation of a small number of buildings of identified heritage significance outside of the heritage precinct.
- The demolition of the balance of the extant buildings, including a number of identified heritage significance.
- The construction of new multi-level hospital buildings (research structures, the hospital itself and nurse/patient accommodation).
- The construction of multi-level buildings along Herbert Street for commercial uses.
- Construction of multi-level buildings in the northeast and south of the site for residential purposes.
- The introduction of new roads and walkways and realignment/adaptation of existing roads and walkways.
- The construction of a new car park.
- The removal of some elements of extant landscaping (trees, palms, plantings) and introduction of new plantings.

Summary of Conclusions

The development proposed by the concept plan is intended to make a significant contribution to the health and welfare of the people of the State through research and other contributions. The heritage impacts on the site must therefore be balanced against these positive benefits.

The concept plan has been prepared with considerable heritage input following the preparation of detailed assessments of the significance of the various elements of the site. One of the key heritage recommendations was that all of the original hospital grouping be kept, including associated landscaping, circular driveway and spacings between buildings. The concept plan enhances the heritage significance of this most significant grouping through the creation of a 'heritage precinct'. The two historic cottages fronting Herbert Street (Buildings 7 and 9) are also conserved within a landscaped setting, as well as the former mortuary, also adjacent to Herbert Street. The existing chapel, which is of undoubted social significance, is also kept. These are excellent heritage outcomes. Steps are also taken within the concept plan to retain as far as possible the alignment of the historically significant Reserve Road. Elements of early and original landscaping would also be retained.

The Boiler House chimney (assessed as being of High significance at the local level) would be demolished under the concept plan. Also, a small number of heritage buildings of Moderate-to-High significance would be demolished under the concept plan. Similarly, many elements and areas of early landscaping would be lost. The removal of these elements is an adverse heritage impact. The degree of impact would be mitigated by a number of measures including archival recording of these elements prior to demolition, and by the opportunities presented by the concept plan for interpretation. Further, it is recognised that the demolition of these heritage buildings (and their replacement with new structures) needs to be balanced with the significant benefits to the public health system resulting from the redevelopment.

For the proposed hospital to be a viable facility it would require structures of a minimum size and in locations determined by matters other than heritage. Alternative forms and locations for the proposed buildings have been considered but determined to be non-viable.

The construction of new buildings of increased scale and bulk in the vicinity of heritage buildings also has the potential to have an adverse heritage impact. This could be mitigated through the massing of the new forms and careful selection of materials and details.

The proposed works also have the potential to disturb or destroy potential archaeological relics. However, these relics have been assessed as not warranting in situ retention should they be exposed. Their archaeological investigation/excavation will, in fact, help to realise their research potential.

Recommendations

The concept plan has been prepared with extensive input from heritage professionals and therefore many of the heritage impacts noted above can be effectively mitigated by following the recommendations provided below:

Built Elements

- The works proposed within the 'Heritage Precinct' should be preceded by the preparation of a Conservation Management Plan for this grouping that considers the historic development of the precinct and its constituent buildings, landscape elements and archaeology, and provides policies for development and conservation appropriate to the significance of the precinct. Future development within the precinct should be consistent with the principles contained within the CMP.
- A CMP should also be prepared for Buildings 7, 9 and 19 to guide the adaptive reuse of these structures and their sites.
- Buildings identified in this HIS as being of Moderate-to-Exceptional significance, which the concept plan envisages would be demolished, should be archivally recorded prior to the commencement of demolition works. The archival records should be prepared using the NSW Heritage Office's guidelines for archival recording.
- New development within the heritage curtilage of the Heritage Precinct, and of Buildings 7 and 9, should be designed to be sympathetic to the heritage values of these elements of the site. A Development Control Plan (DCP) or similar document should be prepared to ensure that appropriate controls are put in place.
- Elements or fabric of potential heritage significance contained within those buildings to be demolished are to be salvaged and stored on site for potential future re-instatement of missing components and/or for interpretation purposes in retained buildings or sections of buildings.
- Appropriate protective measures to ensure that significant built elements and their fabric are not damaged during the demolition or partial demolition of other buildings should be included in the Master Program and Site Co-ordination Plan, to be submitted to the consent authority prior to the commencement of works.
- Archival recording, in accordance with Heritage Council standards, is to be undertaken at the site prior to the commencement of work.

Landscape Elements

- The Conservation Management Plan for the Heritage Precinct and Buildings 7, 9 and 19 should include a consideration of the landscaping in this part of the site, and recommend policies,

actions and strategies to mitigate impacts on landscape elements of the proposed development in this area. These principles should be incorporated into the detailed design at the design development stage.

- A report including landscaping policies and a palette of plant species appropriate to the heritage values of the Heritage Precinct and other retained items should be prepared by a heritage landscape architect prior to the commencement of the proposed works. The report should guide the landscape design during the detailed design development stage.
- A survey of detail elements, such as significant sections of sandstone kerbs and pathways, should be undertaken, and recorded on a keyed plan to ensure that their specific location is identified, and policies can be developed accordingly.
- At a future detailed design stage, potential conflicts between footpaths, road works and other infrastructure works and significant landscape elements should be identified and resolved.
- Appropriate protective measures to ensure that significant landscape elements are not damaged during the demolition or partial demolition of some buildings should be included in the Master Program and Site Co-ordination Plan, to be submitted to the consent authority prior to the commencement of works.

Movable Heritage

- A Conservation Management Plan (CMP) for items of movable heritage at the RNSH site should be prepared to help guide the future conservation management of identified items of potential movable heritage.

Site Interpretation

- An Interpretation Strategy and/or Plan should be prepared for the site by an experienced heritage practitioner to provide detailed information about the ways in which the heritage significance of the site can be interpreted. The Interpretation Plan should include recommendations for interpretation methods, locations of interpretative information and installations, and ongoing maintenance of the interpretation material.
- Existing building and street names should be retained for those buildings and streets to be retained under the concept plan. Names of prominent people associated with the hospital's history and function should be favoured for new buildings, streets, etc.

The Road Network

Historic kerbing/guttering should be identified. Where its removal is unavoidable it should be retained for use in appropriate locations elsewhere on the site.

The Archaeological Resource

The following strategies are recommended for areas of the site identified in Figure 4.2 as having the potential for archaeological relics of significance:

- An excavation permit under Section 140 of the Heritage Act should be obtained for those areas identified as having Medium (or higher) archaeological significance (see Figure 4.2 and Figure 6.1 of the Archaeological Assessment dated May 2006) so that archaeological monitoring, recording and documentation can occur during site works.
- An appropriate on-site investigation strategy for the monitoring (a Research Design) should be prepared and submitted to the NSW Heritage Office as supporting documentation for any excavation permit applications.
- Suitable clauses should be included in all contractor and subcontractor contracts to ensure that on-site personnel are aware of their obligations and requirements in relation to the relics provisions of the Heritage Act.
- In the event that unexpected historical archaeological remains are exposed on the site, they should be appropriately documented according to procedures outlined in the investigation strategy (Research Design) accompanying any application for an excavation permit.
- Wherever subsurface disturbance can be limited or avoided, it is recommended that this be done so as to reduce the impact on archaeological remains at this site.
- Where works might be proposed in close proximity to known or probable archaeological resources of significance, but not actually directly affecting them, strategies should be put in place to ensure that the traffic of heavy machinery not disturb or damage those places.

For all other areas:

- An application for an Exception (Standard and/or Specific) from the need for an excavation permit under Section 140 of the *Heritage Act 1977* (NSW) should be sought for proposed excavation works in areas identified as having No to Low archaeological significance.
- The Exception application and the Excavation Permit application can be lodged together, part of a package of managing the archaeological resources of the site.

Should Aboriginal objects be found during the works envisaged by the concept plan:

- The Department of Environment and Conservation should be informed (as required by the provisions of the National Parks and Wildlife Act 1974 [NSW]). Subject to an assessment of the extent, integrity and significance of any exposed objects, applications under either Section 87 or Section 90 of the National Parks and Wildlife Act may be required before work could resume.

1.0 Introduction

1.1 Background

Godden Mackay Logan has been engaged to prepare a Heritage Impact Statement (HIS) in relation to a concept plan for the proposed redevelopment of the Royal North Shore Hospital, St Leonards, Sydney.

The proposed development constitutes 'State significant development' within the meaning of Schedule 1 (Group 7) of State Environmental Planning Policy (State Significant Development) 2005.

The concept plan constitutes a 'concept plan' as defined by section 75M(2) of the *Environmental Planning and Assessment Act 1979* (NSW). This Heritage Impact Statement is prepared in satisfaction of the environmental assessment requirements of Part 3A of the EP&A Act.

As a basis for the heritage assessments contained in this HIS, Godden Mackay Logan has utilised a number of existing heritage studies. They are:

- Report Addressing Potential Heritage Issues and Constraints in Connection with Proposed Redevelopment of the Site, Rod Howard Heritage Conservation Pty Ltd, February 2004.
- Royal North Shore Hospital, St Leonards Heritage Assessment, City Plan Heritage, February 2005.
- Royal North Shore Hospital, St Leonards Tree Heritage Study, Taylor Brammer Landscape Architects Pty Ltd, 2005.

1.2 The Site

The location of the Royal North Shore Hospital (RNSH) site is shown in Figure 1.1.

The Royal North Shore Hospital has developed over more than a century, and the site as it exists today recalls in its structures and layout the numerous phases of development that it has experienced. The hospital is one of the largest in the country comprising over fifty buildings. Most of the buildings are located in a roughly triangular area bounded by Westbourne Street, Herbert Street, Reserve Road and the Pacific Highway. It is adjacent to Gore Hill Oval and the Gore Hill Memorial Cemetery (itself a heritage site of state significance).

The buildings at the hospital have been assigned building numbers through previous studies and the same numbers are used in this HIS. Figure 1.2 illustrates the buildings at the site by number. The hospital has also formerly been divided into 'precincts' that reflect the historical development of the site and present functional divisions. The precincts are illustrated in Figure 1.3.

1.3 Proposed Works

The concept plan forming the subject of this HIS is reproduced in Figure 1.4. The landscape concept plan is reproduced in Figure 1.5.

The proposed works are described in more detail in Section 6.0 below. However, the principal elements of the concept plan that are of relevance to heritage issues are:

- The conservation and adaptation of several buildings of identified heritage significance for retail and commercial uses, within a heritage precinct at the heart of the proposed complex.
- The conservation and adaptation of a small number of buildings of identified heritage significance outside of the heritage precinct.
- The demolition of the balance of the extant buildings, including a number of identified heritage significance.
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1.5 Listings

The Royal North Shore Hospital site is not included in whole on the State Heritage Register (SHR) established under the *Heritage Act NSW* (1977), or included in whole or part on the heritage schedule of the *Willoughby Local Environmental Plan* (1995) (Willoughby LEP) or any other planning instrument. Two buildings within the Royal North Shore Hospital are listed on the Department of Health State Agency Heritage Register established under Section 170 the Heritage Act. They are:

- Regional Diabetic Services Building, Pacific Highway St Leonards (Building 7); and
- Lanceley Cottage Pacific Highway St Leonards (Building 9).

These buildings are included on the Department of Health's Section 170 Register (and thereby included on the State Heritage Database), because each building:

Forms part of the historical buildings group comprising the Royal North Shore Hospital Precinct.

There are no statutory heritage listings that identify any archaeological relics or archaeological sites within the Royal North Shore Hospital.

1.6 Methodology

This HIS has been prepared following a thorough conservation planning process. It considers built heritage and landscape features and the archaeological resource. The methodology used is based on the guidelines contained in the *NSW Heritage Manual* (DUAP and the Heritage Council of NSW, 1996) and the principles contained in the *Burra Charter* of Australia ICOMOS. The part of the report that considers archaeology follows the *Archaeological Assessments* guidelines of the *NSW Heritage Manual* (DUAP and the Heritage Council of NSW, 1996).

1.7 Author Identification

This HIS has been prepared by Andrew Sneddon (Senior Consultant) of Godden Mackay Logan. Input and review has been provided by David Logan, Director, of Godden Mackay Logan.

1.8 Terminology

The terms relating to heritage conservation are used in accordance with the definitions provided by the *Burra Charter* (the Australia ICOMOS Charter for Places of Cultural Significance, 1999).

1.9 Limitations and Exclusions

As part of the extensive range of development options considered in the concept plan process, consideration was given to alternatives that would have had fewer impacts. While other options might have been better from a purely heritage viewpoint, it is recognised that these would not have met fundamental operational requirements for a major new hospital facility. Therefore, consideration of alternative development footprints was necessarily limited by these basic locational and footprint-size requirements.

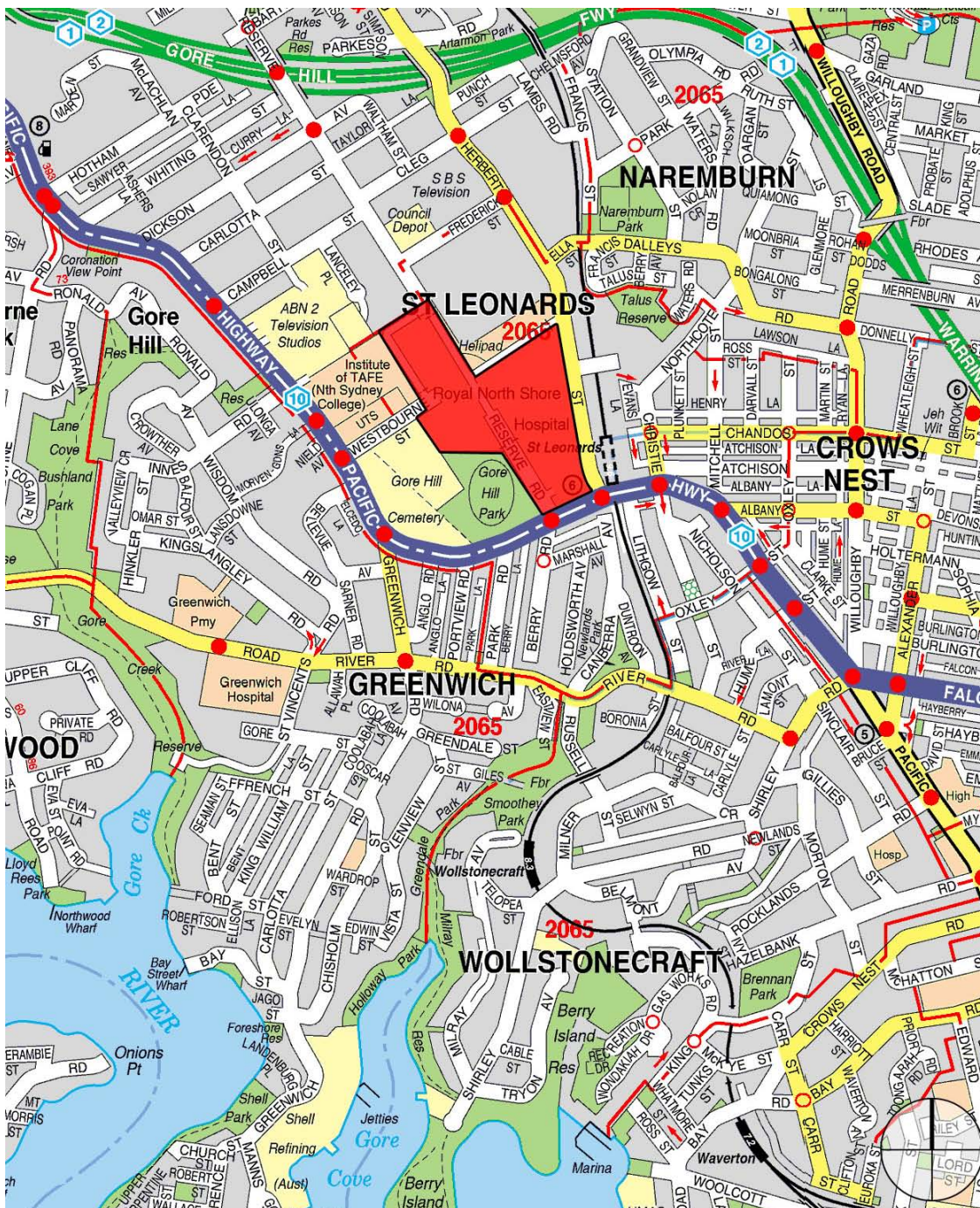


Figure 1.1 Site plan showing the location of Royal North Shore Hospital, St Leonards



Figure 1.2 Site plan showing hospital buildings by number. (Source: City Plan Heritage, 2005)

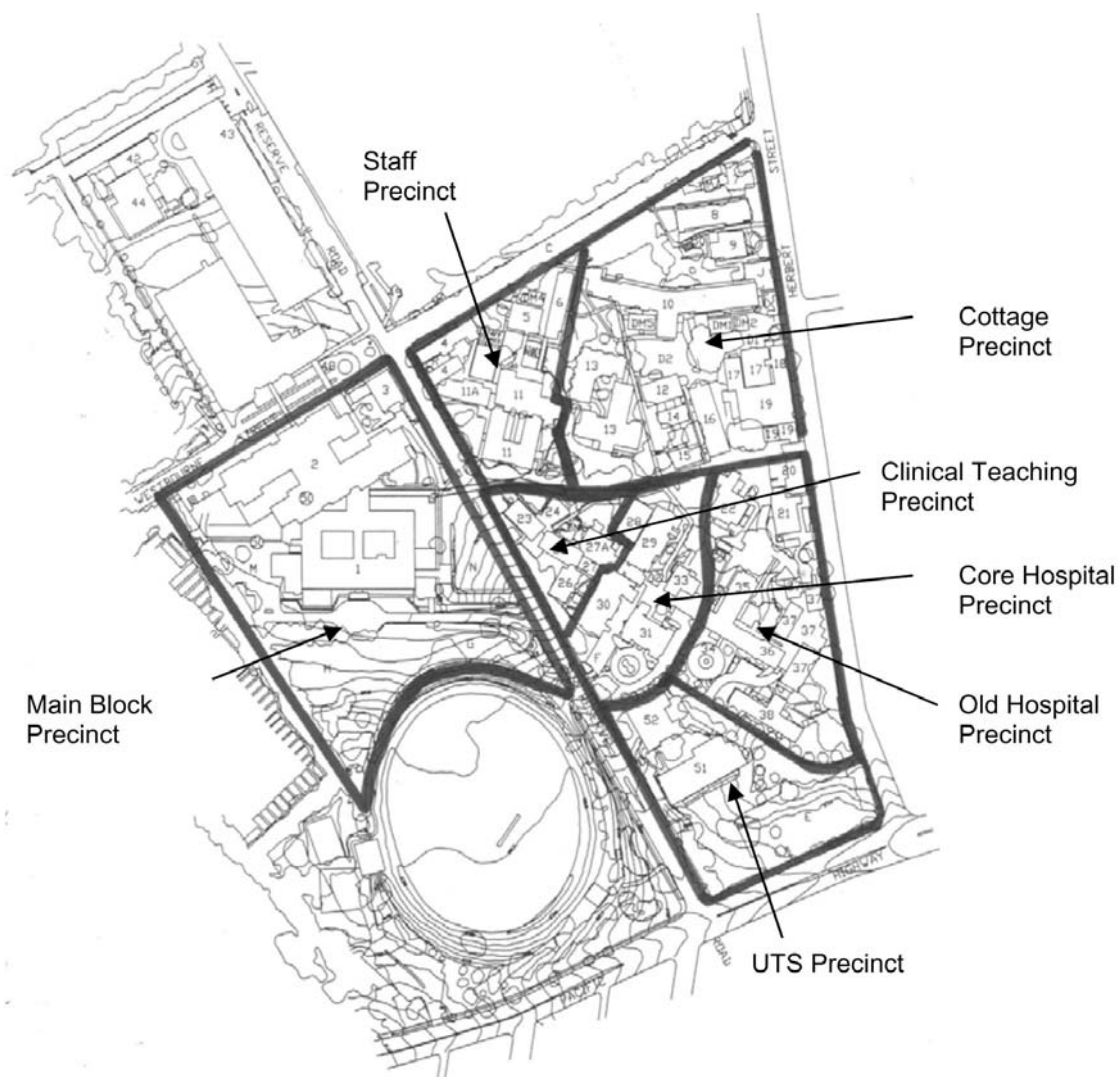


Figure 1.3 Site plan showing the Royal North Shore Hospital precincts. (Source: City Plan Heritage, 2005)





@ SHORE

ILLUSTRATIVE MASTER PLAN

HASSELL

SILVER
THOMAS
HANLEY

COX

BURNS
BRIDGE

NSW HEALTH
Working as a Team

SCALE
1:2000 @ A3
DATE
11.04.2006



Figure 1.4 Royal North Shore Hospital—Concept Plan.





Figure 1.5 Royal North Shore Hospital—Landscape Plan.

