

ASSESSMENT REPORT

Section 75W Modification Royal North Shore Hospital (MP06_0051 MOD 6)

1. INTRODUCTION

This report is an assessment of a request to modify the Concept Approval MP06_0051 for Royal North Shore Hospital (RNSH) redevelopment. The request has been lodged by NSW Health Infrastructure pursuant to section 75W of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

The application seeks approval to permit demolition of two existing buildings (Building 7 - Diabetic Unit and Building 9 - Lanceley Cottage) to allow for the ongoing development of this part of the RNSH site as a future mental health precinct.

2. SUBJECT SITE

The Royal North Shore Hospital is located on the northern side of the Pacific Highway, adjacent to Gore Hill Park and Memorial Cemetery. The Hospital has frontages to Reserve Road, Herbert Street and Westbourne Street as shown in Figure 1.

The site is located within the Willoughby local government area (LGA).

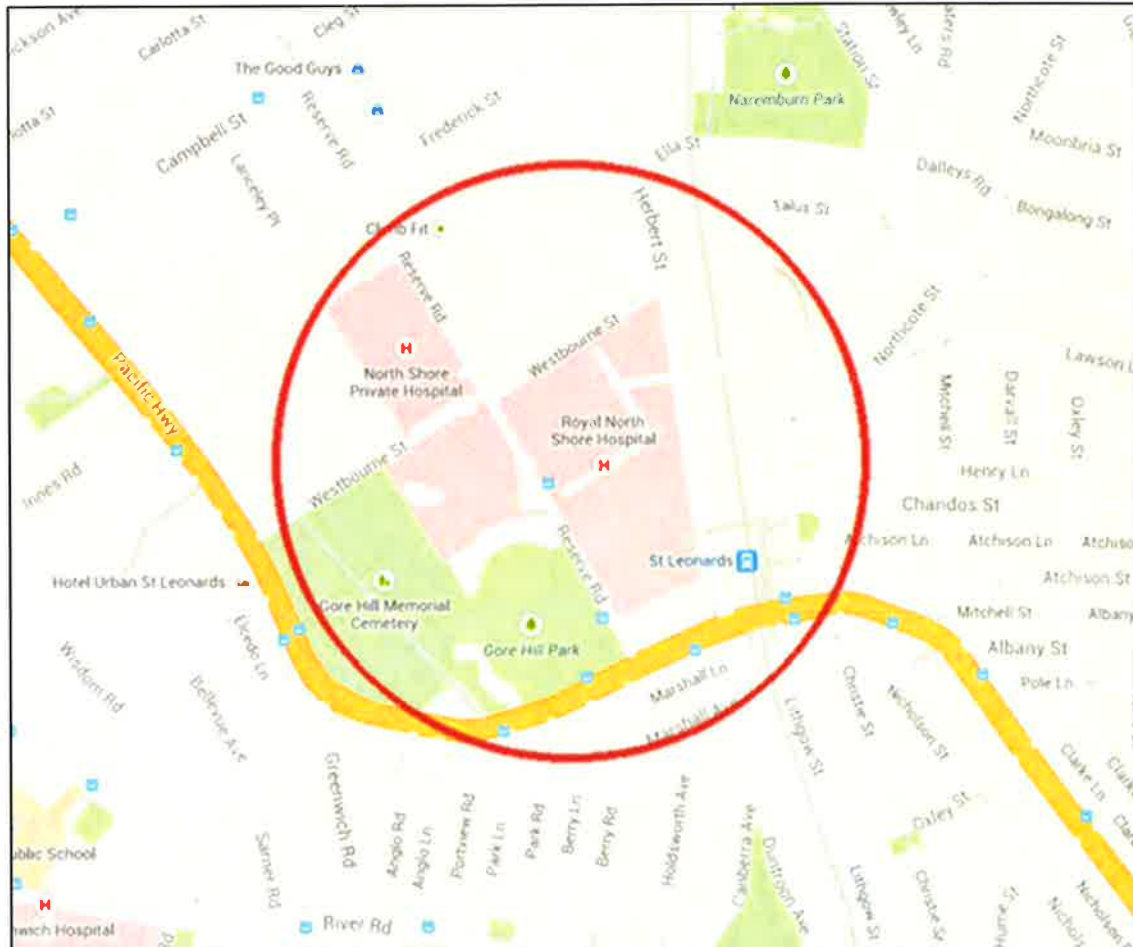


Figure 1: Site Location (Proponent HIS)

Buildings 7 and 9 (subject of this modification application), are located in the north western corner of the RNSH site near the corner of Herbert and Westbourne Streets within part lot 210 DP 1172133 (**Figure 2**).

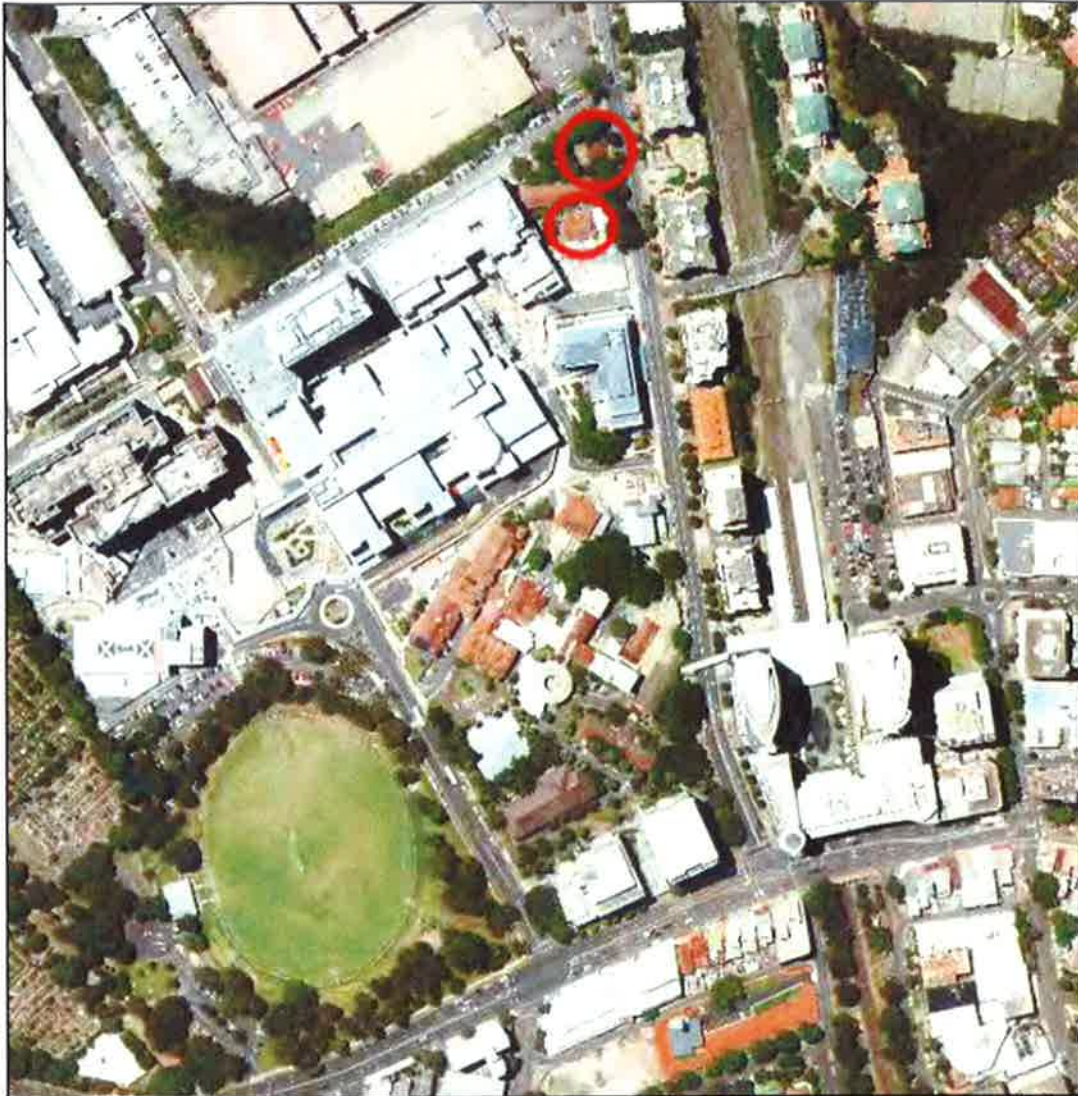


Figure 2: Location of the proposed facilities (Source: Proponent HIS)

3. SITE HISTORY

In April 2007, Concept Plan (MP06_0051) was approved by the Minister for Planning and Environment under Part 3A of the EP&A for the redevelopment of the RNSH site. The Concept Plan identified a number of buildings of moderate or high heritage significance excluded from demolition, including Buildings 7 and 9.

Since the Approval, the site has been subject to redevelopment including a new acute hospital, community health building and a new clinical services building.

The Concept Approval has been modified on four occasions to facilitate the redevelopment of the site including the use of temporary demountable buildings, tree removal and demolition of the Mortuary Building.

A further modification (MOD 5) was submitted in 2010, but subsequently withdrawn.

4. PROPOSED MODIFICATION

On 21 March 2016, the Proponent submitted a section 75W modification request seeking approval to demolish Building 7 (Diabetic Unit) and Building 9 (Lanceley Cottage) (**Figures 3 & 4**), to allow the ongoing development of this part of the RNSH site as a future mental health precinct.

Both buildings are listed on the S170 register of NSW Health, but have no other statutory heritage listing. The modification is accompanied by a Heritage Impact Statement (HIS) prepared by Weir Phillips Heritage.

The Proponent advises that demolition of Buildings 7 and 9 would provide for a temporary childcare centre in the short term and the development of a Mental Health Care Precinct in the long term in accordance with the RNSH Master Plan.

The Proponent proposes a new condition (Condition C2.3) to ensure demolition is undertaken in accordance with the HIS including archival recording, retention of as much fabric as possible from Building 9 and opportunities for interpretation of Buildings 7 and 9 to be considered in any new development.



Figure 3: Building 7(Source: Proponent HIS)



Figure 4: Building 9(Source: Proponent HIS)

5. STATUTORY CONSIDERATION

5.1 Section 75W

The project was originally approved under Part 3A of the EP&A Act. Although Part 3A was repealed on 1 October 2011, the project remains a 'transitional Part 3A project' under Schedule 6A of the EP&A Act, and hence any modification to this approval must be made under the former Section 75W of the Act.

The Department is satisfied that the proposed changes are within the scope of section 75W of the EP&A Act, and do not constitute a new application.

5.2 Approval Authority

The Minister for Planning is the approval authority for the application. However, under delegation dated 16 February 2015, the Acting Director Modification Assessments may determine the application as:

- the local council has not made an objection; and
- a political disclosure statement has not been made; and
- there are no public submissions in the nature of objections.

5.3 Consultation

The Department made the modification request publicly available on its website and referred it to Willoughby City (Council), and the Heritage Council of NSW (Heritage Council). Given the minor nature of the modification request, it was not advertised or notified to any other agencies.

Council raised no objection to the proposal subject to conditions including archival recording of the buildings and where possible, salvage of building fabric.

The Heritage Council did not raise any specific objection to the proposal but recommended that a Conservation Management Plan (CMP) be prepared prior to demolition of the buildings.

No **public** submissions were received in relation to the modification application.

5.4 Response to Submissions

On 9 May 2016, the Proponent submitted a Response to Submissions noting that a CMP is being prepared for the RNSH site, however the CMP would not be finalised prior to the demolition of the buildings.

6. ASSESSMENT

The Proponent seeks to permit demolition of Building 7 (Diabetic Unit) and Building 9 (Lanceley Cottage) to allow for the ongoing development of this part of the RNSH site as a future mental health precinct (**Figures 3 & 4**). Both of the buildings are listed on the S170 register of NSW Health, but have no other statutory heritage listing.

The original approval included a Condition (C2.2) which required every effort to be made to retain a number of buildings on the site including Building 7 and 9. However, the condition also made provision for the future demolition of the buildings should they be unable to be retained within the future redevelopment of the site. The original approval also required a CMP to be prepared for the RNSH site prior to the lodgement of an application within Precinct 3 which was identified as having the highest heritage significance on the site.

The Proponent advised that all options for retaining these buildings has been considered, however the buildings are not suitable for adaptive reuse and the land is required by the Hospital for a future mental health precinct.

The modification is accompanied by a Heritage Impact Statement (HIS) prepared by Weir Phillips Heritage which undertook a full assessment of both buildings and the impact of their demolition on the heritage significance of the site.

In summary, the HIS concludes that the proposed demolition of the buildings is acceptable on the basis that:

- Building 7 has been heavily modified and while it has some heritage significance as a part of its association with the North Sydney Brick and Tile Company, its heritage value can be recorded without retaining the building; and
- Building 9 is a fine example of a Federation period dwelling, however, it cannot be adaptively re-used by the Hospital; is on land required for Hospital purposes; lies within a degraded setting which is dominated by larger scale contemporary hospital buildings; and is of a style well represented throughout Sydney suburbs.

The HIS also recommends that a condition be imposed which would require archival recording of the buildings, excavation permits, the removal of as much fabric as possible for salvage and reuse, and encouraging the interpretation of Building 9 in any new development.

The Heritage Council did not raise any objection towards the proposed demolition. However, it recommended that a CMP be prepared prior to demolition of the buildings or if not before demolition, before further applications are submitted which may impact on the heritage significance of the site. The Proponent advised that it is in the process of preparing a CMP for the RNSH site which will focus on Precinct 3 of the site which has been identified as having high heritage significance. However, the Proponent advised that the CMP would not be completed prior to demolition of the buildings.

The Department notes that the Concept Plan approval currently requires the CMP to be prepared and approved prior to or concurrent with the lodgement of any applications for development within Precinct 3 of the RNSH site. The Department is satisfied that the current timing of the CMP is satisfactory as Precinct 3 has been identified as having the highest heritage significance on the RNSH site. Further, the Department considers that requiring the CMP at an earlier stage would have little additional benefit for the remainder of the site and that the new condition suggested by the Proponent would adequately mitigate and manage the heritage impacts associated with the proposal.

While the Department appreciates that both buildings display some heritage significance (particularly Building 9), the Department is satisfied that the proposal is acceptable for the following reasons:

- neither building is identified as a State or local heritage item;
- the buildings cannot be adaptively re-used by the RNSH as part of the intended future Hospital and related uses;
- the HIS identifies that Building 7 has been heavily modified, limiting its heritage value, and its heritage value can be recorded in other ways than through the retention of the building;
- the HIS identifies that Building 9 lies within a degraded setting and is of a style well represented in other areas of the LGA;
- the buildings are located on land required for the development of a future Mental Health Care Precinct which would provide significant public health benefits; and
- the recommended conditions of approval would appropriately mitigate and manage the heritage impacts associated with the proposal.

The Department also notes that Council raised no objection to the proposal and Council's heritage advisor agreed with the conclusions reached in the HIS. The Department is therefore satisfied that the proposed modification is acceptable subject to the recommended conditions.

7. CONCLUSION

The Department has assessed the modification application and supporting information in accordance with the relevant requirements of the EP&A Act. The Department's assessment concludes that the proposed modification is acceptable as it:

- would allow for the re-development of the site for future hospital and related uses for the benefit of the broader community; and
- is subject to suitable conditions of approval which would appropriately manage and mitigate the heritage impacts associated with the proposal.

Consequently, it is recommended that the modification be approved subject to the recommended conditions.

8. RECOMMENDATION

It is **RECOMMENDED** that the Acting Director, Modification Assessments as delegate of the Minister for Planning:

- considers the findings and recommendations of this report;
- approves the application under section 75W, subject to conditions; and
- signs the notice of modification (**Appendix A**).



Natasha Harras
Team Leader
Modification Assessments



Anthony Witherdin
Acting Director
Modification Assessments

APPENDIX A: NOTICE OF MODIFICATION

The Notice of Modification can be found on the Department of Planning and Environment's website at:

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=7567

APPENDIX B: SUPPORTING INFORMATION

The following supporting documents and supporting information to this assessment report can be found on the Department of Planning and Environment's website as follows:

1. Modification Request

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=7567

2. Submissions

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=7567

3. Response to Submissions

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=7567
