

HERITAGE COUNCIL OF NSW

Approvals Committee

MINUTES OF MEETING

2 November 2006

Armidale Dumaresq Council Chambers, Armidale



PRESENT: Michael Collins (Chair), Peter Mould, Chris Johnson, Susan Macdonald, David Logan, Julie Bindon, Janet Dore, Diane Jones, Jacqui Goddard

APOLOGIES:

ALSO PRESENT: Heritage Office: Vincent Sicari, Nikki Ward, Murat Gul, Murray Brown

For Matron Dickson Building: Grant Flannigan (Stockland), Mark Percy (Stockland), Deborah Dearing (Stockland)

For Bloomfield Hospital: Peter Mould (Department of Commerce)

1. Opening – Welcome

The Chair opened the meeting at 9:10 am.

1.2 Confirmation and Timing of Agenda

The agenda was confirmed.

Declarations of Interest

Pecuniary Interests

NIL

Non Pecuniary Interests

NIL

Conflicts of Interest

David Logan

ITEM 5.1 - Godden Mackay Logan has been the Heritage Consultant to Landcom on the Prince Henry site and has provided some advice in relation to the Matron Dickson building.-

Peter Mould

ITEM 6.1 - The Government Architect's Office, Department of Commerce, prepared the Conservation Management Plan, Statement of Heritage Impact & design for Bloomfield Hospital site.

2. Confirmation of Minutes

2.1 Approvals Committee Meeting of 4 October 2006

Members received a copy of the minutes.

Resolved:

that the Minutes of the meeting of 4 October 2006 be adopted.

3. Action Report

Members received a copy of the action report.

Resolved:

that the Action Report of the meeting of 4 October 2006 be adopted.

4. Presentations

4.1 Lot 27, Matron Dickson building, Prince Henry Hospital site – IDA

Deborah Dearing, of Stockland, outlined the design principles behind the internal refurbishment and external works proposed for the Matron Dickson building. Particular attention was drawn to the length of the proposed balconies of north and south facing apartments. The balconies are proposed to be steel framed structures with fine detailing. As the bedroom spaces are to be made larger to suit a more contemporary size, larger windows would be required to meet BCA standards, allowing a greater amount of light into the apartments. In order to make the balconies accessible from the master bedrooms, Stockland proposed that balcony lengths reflect the way the apartment windows will be grouped in sets of three, creating a more aesthetically symmetrical appearance, also providing a larger, more practical, space for residents to use. Balconies of smaller length and greater width would impact on light to windows of ground and first floor apartments. All window frames would be painted white, in accordance with their current appearance.

Major water tanks are located in the roof of the building. Therefore, temporary removal of roof tiles would be required in order to install the water tanks.

4.2 Bloomfield Hospital, Orange – Part 3A Referral

Peter Mould of the Government Architect's Office, Department of Planning, outlined the rationale for selecting the Bloomfield site for consolidation of Orange's regional hospital and mental health facilities. The vision behind this proposal is to integrate hospital care and mental health care on the one site. Options for location included: Orange Base Hospital in the CBD, which offered inadequate space for all facilities; the University site; and the Bloomfield Hospital site. Within

the Bloomfield Hospital (preferred) site, 3 possible locations were considered for construction of hospital buildings: the north east corner, the south east corner, and the playing field (preferred option).

The Bloomfield Hospital site has a strong symmetry and axial layout in terms of buildings and roads. This is more apparent from an aerial view rather than from ground level, where predominant parklands may be appreciated with both structured exotic gardens, unstructured gardens and surrounding bushland.

According to the proposal options suggested Wards 18, 19 and 20, as well as the greenhouse at the end of Canobolas Drive, which forms the east-west axial row of buildings on the site, have the potential to be most effected. The preferred plan, however, maintains wards 18 and 19 for Mental Health Clinical Services and Administration, and clusters buildings in the north-west corner of the site. It was decided that development be centralised in the area close to the road as this area is still used for mental health services, while buildings at the eastern side of the site are mainly used for other health services. A building for Acute Mental Health services would be located north of wards 18 and 19, allowing direct ambulance access, and Secure Mental Health would be located south of wards 18 and 19. The heritage curtilage and garden north of wards 18 and 19 would be maintained. The parkland setting and views to and from wards 18 and 19 would be impacted, changing the character of the site.

Possible future development of the site may extend from the east and west ends of the proposed main three storey hospital building.

5. Integrated Development Applications/Section 60 and 132 Applications/Section 140 Excavation permits

5.1 Lot 27, Matron Dickson building, Prince Henry Hospital site – IDA

The proposed development involves the adaptive reuse of Matron Dickson building to create 42 new residential apartments. The Matron Dickson building is a key landmark at the Prince Henry site and was initially built to provide nurses accommodation. The works consist of conservation works including repairs to internal and external fabric, reconstruction of certain portions, and refurbishment works such as alterations to the internal layouts to accommodate the new apartments, introduction of services and sanitary facilities for each apartment. The design rationale for the proposal is contemporary and generally accords with the provisions and recommendations of the Prince Henry CMP and master plan.

The Approvals Committee determined that there should be further resolution on the design of the balconies, the details of which should be submitted as part of the S60 application. The committee also acknowledged that some roof tiles would need to be temporarily removed in order to install water tanks in the roof of the buildings.

Resolved:

That the Heritage Council advise Randwick City Council in accordance with Section 91A of the Environmental Planning and Assessment Act 1979 that it is prepared to issue an approval in accordance with the following general terms:

- 1. The development is to be in accordance with the following documents:**
 - a) Architectural Drawings: AR/DA/00/A, AR/DA/01/A, AR/DA/02/A, AR/DA/03/A, AR/DA/04/A, AR/DA/05/A, AR/DA/06/A, AR/DA/07/A, AR/DA/08/A, AR/DA/09/A, AR/DA/10/A, AR/DA/11/A dated 16/8/2006, AR/MD/01/P1, AR/MD/02/P1 dated November 2005 prepared by Tanner Architects;**
 - b) Landscape Plans: LA_01/A and LA_02/A dated 15 August 2006 prepared by Oculus;**
 - c) Heritage impact statement dated 11 August 2006 prepared by Tanner Architects;**
 - d) Statement of environmental effects dated August 2006 prepared by Stockland Pty Ltd;**
 - e) Survey dated 25 October 2005 prepared by Wheelans;**
 - f) Geotechnical report dated October 2005 prepared by Douglas Partners;**
 - g) Site audit statement dated 18 April 2006;**
 - h) Draft strata plans dated September 2006 prepared by Wheelans;**
 - i) Traffic and parking report dated August 2006 prepared by Stockland;**
 - j) Sustainable building report dated 16 August 2006 prepared by Cundall;**
 - k) Education package prepared by Stockland;**
 - l) Stormwater concept plan dated 11 August 2006 prepared by Acor Consultants;**
 - m) Access report dated 15 August 2006 prepared by Accessibility Solutions Pty Ltd;**
 - n) Building services certificates dated 18 August 2006 prepared by Acor Consultants;**
 - o) Structural engineer's certificate dated 3 August 2006 prepared by TTW;**
 - p) BCA preliminary assessment dated 17 August 2006 prepared by Hendry Group;**
 - q) Waste management plan prepared by Stockland;**
 - r) Soil and sediment control plan dated 11 August 2006 prepared by Acor Consultants;**
 - s) Section 5A assessment dated July 2006 prepared by Total Erath Care;**
 - t) DCP and Master plan compliance tables prepared by Stockland;**
 - u) Noise impact assessment dated 11 July 2006 prepared by Stockland;**
 - v) Specific elements conservation policy dated 19 May 2006 prepared by Tanner Architects;**
 - w) Crime risk assessment dated August 2006.**

**AND EXCEPT AS AMENDED by the following conditions of this consent:
Design Revisions**

- 2. The following revisions are to be submitted to the Heritage Office and approved prior to the release of the construction certificate:**

Balconies:

- a) The detailed design of all balconies requires further resolution and should be provided with Section 60 application;
- b) The solid enclosure to the underside of the external balconies at ground level shall be removed from the proposal;

Internal Courtyard:

- c) The proposed landscape design for the courtyard is not approved and shall be revised and submitted to Heritage Office for approval with the section 60 application. The works should aim to better comply with the recommendations of the CMP, and enable effective use of the courtyard for the future occupants;
- d) The revised landscape design shall include a reduced number of trees in the courtyard. The trees on the corners of the courtyard shall be removed from the proposal;
- e) The design of the lift towers shall be revised to read as single units and respond better to and integrated with the heritage character of the courtyard. The revised design shall be submitted to and approved by the Heritage Office with the section 60 application; and
- f) The timber louvres proposed for the internal east balconies facing the courtyard shall be retractable and reversible.

Further Information

- 3. A Cyclic Maintenance and Monitoring Plan, to implement the recommendations of the Prince Henry CMP and Lot 27 SECP shall be prepared and submitted to the Heritage Office for approval with the section 60 application. The Strata Management Statements (or any building management documents) for the site are to include By-laws or other measures to implement the Plan's recommendations and ensure that adequate funds are provided in any building maintenance fund for this work.
- 4. A Positive Covenant, to include the By-Laws in relation to the recommendations outlined in the Cyclic Maintenance and Monitoring plan, shall be prepared and registered independent of the section 88B instrument.
- 5. The relocation of the palm trees is approved subject to future survival of the trees as a result of the proposal. An assessment report prepared by a qualified arborist is to be submitted to and approved by the Heritage Office with the section 60 application.

Nominated Heritage Consultant

- 6. A heritage consultant shall be nominated for the works. The consultant shall have appropriate qualifications and experience commensurate with the scope of the works. The name and experience of this consultant shall be submitted to the Heritage Office and approved prior to the release of the construction certificate.
- 7. The consultant shall advise on the detail design resolution of new elements, undertake on site heritage inductions, inspect the demolition and removal works to maximise reuse and protection of salvageable material, construction of new elements, design and installation of services (to minimise impacts on significant fabric and views), and manage the implementation of the conditions of approval.

- 8. Regular monthly reports by the consultant (illustrated by works' photographs) shall be submitted to the Heritage Office for approval prior to the release of the occupation certificate which describes the work, any impacts/damage and remedial works carried out.**

Aboriginal Archaeology

- 9. Any ground disturbance and excavation undertaken as part of the proposed works is to be undertaken in consultation with the La Perouse Local Aboriginal Land Council (LPLALC) and, where requested, be subject to LPLALC and archaeological monitoring.**
- 10. Should Aboriginal objects be found, the Department of Environment and Conservation (DEC) is to be informed (as required by the provisions of the NSW National Parks and Wildlife Act 1974). 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 resumes.**
- 11. Prior to the commencement of the proposed works, all contractors and relevant personnel involved are to be made aware of the existence of Aboriginal archaeological remains at the Prince Henry site by way of an induction process undertaken by the nominated heritage consultant, and of the possibility that more as yet undiscovered Aboriginal cultural material may exist there.**
- 12. Site contractors are to be advised of their obligations under the National Parks and Wildlife Act 1974 (NSW) and notification procedures in the event that any Aboriginal cultural material is disturbed or exposed during site works.**

Historical Archaeology

- 13. If any relics of state significance are uncovered, further excavation must stop and the Heritage Office notified immediately. Further approval will need to be obtained from the NSW Heritage Council as changes to the design and scope of the proposed works may be required depending upon the significance of the relics found.**
- 14. Suitable clauses are to 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.**
- 15. Prior to the commencement of the proposed works, all those involved are to be made aware by way of an induction of the existence of historical archaeological remains at the Prince Henry site.**

Conservation Works

- 16. Information scheduling and describing the proposed conservation works is to be submitted to the Heritage Office and approved prior to the release of the construction certificate:**
 - a) The conservation works are to be implemented in accordance with the Matron Dickson Building Specific Element Conservation Policy (SECP) dated May 2006;**
 - b) The conservation works documents are to be prepared by a qualified practitioner and the work inspected by the nominated heritage consultant;**
 - c) The conservation works are to include proposed painting schedule guided by the historic colour scheme analysis and paint**

- scapes prepared in consultation with the nominated heritage consultant;
- d) The works are to be undertaken by qualified contractors in accordance with the conditions of approval; and
 - e) The conservation works are to be completed by practical completion of the construction works.

Site Protection

17. The construction works and installation of services are to be undertaken in accordance with Matron Dickson Specific Element Conservation Policy (SECP) dated May 2006. In addition:
- a) Significant building elements, features and fragile materials shall be adequately protected during the works from potential damage;
 - b) The demolition and removal of materials is to be carried out in such a manner as to prevent runoff, damage to or removal of significant heritage fabric;
 - c) Significant fabric and features in the vicinity of the development and wherever construction vehicles are used are to be protected during the works;
 - d) The installation of services shall be carried out in such a manner as to minimise damage to or removal of historic fabric and shall not obscure historic features;
 - e) Service runs should be grouped and concealed within the new work;
 - f) Proposed service reticulation is to minimise interface with retained significant fabric. Penetrations through heritage fabric should be minimised; and
 - g) The proposed works shall not involve permanent removal of the roof at any time during construction.

Inductions

18. Prior to the commencement of the proposed works, all involved parties are to be made fully aware, by way of an induction by the nominated heritage consultant, of the location, importance, condition and fragility of all significant natural, landscape, built and archaeological features in the vicinity of the site and access roads. Attendance at the induction is compulsory. The induction is to include a synopsis of the history and importance of the whole site, nature of the work and the care required to prevent damage to significant features.

Interpretation and signage

19. A site specific plan interpretation and signage plan is to be prepared in accordance with the Prince Henry site wide strategy and submitted to the Heritage Office for approval within 3 months prior to the completion of the works.
- a) The plan is to include site specific interpretation and signage to promote an understanding of the significance of the buildings, their history, appearance, nature of the recent changes, former and new use and setting;
 - b) To mitigate the extent of demolition and loss of evidence of the Matron Dickson building's former uses and contribution to the hospital, suitable in depth presentation and interpretation is recommended within the site specific plan to be provided off-site as part of the site wide strategy; and

- c) Site specific signage is to be installed prior to the release of the occupation certificate.**

Landscape

- 20. Disturbance to existing indigenous vegetation and subsurface deposits should be limited by appropriate protection measures and all efforts should be made to define a specific development impact footprint that should be adhered to throughout the course of the site works.**
- 21. Seed stock indigenous to the site and/or locality (the Prince Henry site, being weed affected, may not be able to provide sufficient stock) should also be used to generate the proposed new landscaping. Written confirmation of this requirement is to be submitted to the Heritage Office for approval with the section 60 application.**

Archival Recording

- 22. An archival record for the Matron Dickson building shall be made in accordance with Heritage Office guidelines. The record shall include photographs and measured drawings of all significant fabric affected by the works.**
- 23. The original copy of the archival record shall be deposited with the Heritage Office. Additional copies shall be made and deposited with the NSW State Library and the owner.**

S60 application

- 24. An application under section 60 of the NSW Heritage Act is be submitted and approved by the NSW Heritage Council prior to work commencing.**

6. Development Application Referrals and Major Project Application Referrals Under Part 3A of EP&A Act

6.1 Bloomfield Hospital, Orange – Part 3A Referral

The proposed development seeks approval for the comprehensive redevelopment of health facilities in Orange, and forms part of a State programme to restructure health service provision in the Greater Western Area Health Service and to upgrade existing health facilities. A Major Project Application for Bathurst was lodged in January 2006 and the Heritage Council provided its comments on the proposal.

The proposed development is a Major Project Application under Part 3A of the EP&A Act 1979. It includes the construction of a three storey General Hospital building and a single storey Acute Mental Health block at the Playing Fields site which is located at the Institutional Parklands in the south-west portion of the hospital. The proposal also includes the provision of large car parking facilities along Forest Road and around the proposed buildings. In addition to the above, a single storey Secure Mental Health building is proposed to the south of Wards 18 and 19. The proposed development also includes the demolition of three existing buildings and the adaptive reuse of four existing buildings as part of the proposed Hospital complex. The rest of the site, which forms the majority of the hospital precinct, however, has not been included within the proposed development.

The proposed development will have substantial adverse impacts on the heritage significance of the site. The proposed General Hospital and Acute Mental Health block will change the established symmetrical and axial planning and its relationship with the parklands. The new blocks will obscure important views to and from the site and cut the relation between the various parts of the hospital in its historic parkland context. The proposed large car parking areas will adversely impact on the visual appreciation of the existing buildings. Ward 20, which is one of the few remaining examples of its kind, will be demolished for car parking. The proposed development does not comply with some of the key policies and recommendations contained within the Conservation Management Plan in terms of the retention of significant heritage aspects and the redevelopment of the site.

The Approvals Committee suggested the new buildings could be better placed on the site so as to have less impact, confining development as far as possible to the north western corner of the site, requiring new design options to reflect this. The Approvals Committee was concerned that further future extension of development to the east would erode the symmetrical alignment of buildings on the site and detract from the parklands character of the site. The Committee also wished to maintain a spatial separation between the new buildings and the existing buildings to maintain their landscape setting.

Resolved:

That the Heritage Council:

- 1. Note and support the general principle of the project at Bloomfield Hospital of consolidating a new general hospital with the existing mental health facilities on the site thereby continuing its historic use for psychiatric care.**
- 2. Acknowledges that the proposal will have impacts on the heritage values of the site and strongly recommends that in order to minimise those impacts the following measures be considered for inclusion in the conditions of consent:**
 - a) To maintain sufficient separation between the new buildings and the existing buildings and their landscape setting, there be no new buildings located between the northern alignment of the formal ward gardens of building numbers 40, 41, 46, 47, 48 (as shown on plan ORA_DA01), Forest Road to the west and the above buildings, as shown on the application drawings.**
 - b) Any new or infill buildings and alterations to existing buildings on the site south of the proposed 'Acute Mental Health' building should comply with the Heritage Council's *Design In Context* infill guidelines.**
 - c) To better maintain the visual connection between the historic ward buildings (buildings no. 40, 41, 46, 47, 48, 50, 51, 15 to 19 as shown on plan ORA_DA01) the parklands and the integrity of the landscape setting, further design options should be investigated to relocate the proposed General Hospital and Acute Mental Health buildings to the west of a line being parallel to Forest Road from the intersection of Artisan Way and Canobolas Drive.**

- d) Further project applications should be prepared for building works and for the detailed landscaping for the whole of the site.**
- e) In order to establish a framework for long term management for the heritage values of the whole of the historic Bloomfield site, an effective management strategy should be prepared for the remaining parts of the hospital site. This strategy should include appropriate adaptive re-use options and integration of the remaining buildings into the new hospital in a sympathetic manner and management of the cultural landscape values of the site.**
- f) An interpretation strategy and plan should be prepared in accordance with the Heritage Office's guidelines. The interpretation plan should include all parts of the site and after its approval the plan should be implemented prior to the completion of any building works approved for the site.**
- g) All heritage aspects of the works should be supervised by an appropriately qualified heritage consultant to ensure that the impact on the significant fabric is minimised and appropriate mitigation measures are taken.**
- h) An archaeological monitoring and recording program should be undertaken during the works. If any unexpected archaeological relics are discovered during the construction, the work should be stopped and the Heritage Office, Department of Planning should be notified immediacy.**
- i) Should any Aboriginal objects be uncovered, excavation or disturbance of the area is to stop immediately and the Department of Environment and Conservation is to be informed.**

6.2 St Vincent's Hospital, Darlinghurst – Part 3A Referral

The proposed Concept Plan seeks a combined approval for the redevelopment of two properties which are currently operated by St Vincent's Hospital: 'Caritas' and 'O'Brien'. The Caritas component of the proposal involves a Major Project application for a conceptual design of a mixed use development to replace the existing inadequate facilities of the Caritas Centre which currently accommodates the Mental Health Service of St Vincent's Hospital.

The O'Brien Component of the application involves the conceptual design of a new integrated mental health, drug and alcohol services and community health services units in place of the existing O'Brien building. The Concept Plan includes the demolition of the existing six storey building and the construction of a new seven storey building associated with three basement levels.

The proposed Major Project application for the Caritas site will have substantial adverse impacts on the heritage significance of the site and on a conservation area which surrounds the site. The Approvals Committee found the demolition plans acceptable, but was concerned about the scale of development for the new, replacement buildings. Particular concern was expressed regarding the height of the new building facing Burton Street, which would overshadow the neighbouring

heritage Arts and Crafts building. Further, the Approvals Committee believed that insufficient design documentation was submitted with the application to enable sufficient consideration of the proposal.

The proposed Concept Plan application for the new O'Brien building was considered acceptable in general.

Resolved:

That the Heritage Council advise to the Department of Planning that:

- 1. The proposed Concept Plan for the new O'Brien building is considered acceptable in general. However the later stages of the design development should explore alternatives for a smooth and sympathetic transitional relationship between the proposed development and the existing heritage De Lacy building.**
- 2. The impact of the proposed three basement levels of the new O'Brien building on the potential archaeological relics should be addressed. If the proposed work is likely to have an impact on potential archaeological relics, appropriate assessment should be carried out and adequate mitigation measures should be taken in accordance with the Heritage Office's guidelines.**
- 3. The proposed Concept Plan application for the Caritas site, if approved, would have substantial adverse impact on the significance of the site. In particular, the proposed demolition of some of the components of the site without an adequate level of assessment and the construction of tall buildings up to eleven storeys and their relationship with the surrounding conservation area should be given further consideration. Accordingly the following additional information/documentation should be required:**
 - a) A more detailed heritage assessment of the existing buildings and landscape features of the site should be prepared to allow a more detailed assessment of the potential impacts of the proposed development on the significance of the site.**
 - b) The level of design documentation, especially the lack of a visual analysis of the proposed blocks, is inadequate for a major development of this scale. It is therefore recommended that more detailed design documentation including coloured photomontages and perspectives should accompany the proposed development.**
 - c) An interpretation strategy and plan should be prepared in accordance with the Heritage Office's guidelines.**
 - d) An appropriate management scheme/mechanism should be established to ensure that the heritage items and common open spaces will be properly managed in the future should subdivision be required.**
 - e) All heritage aspects of the works should be supervised by an appropriately qualified heritage consultant to ensure that the impact on the significant fabric is minimised and appropriate mitigation measures are taken.**
 - f) The proposed archaeological management and recommendations contained in the Archaeological Assessment prepared by AHMS**

dated September 2006 for the Caritas site are considered acceptable. Further assessment/actions should be taken in accordance with the subject recommendations at the later stages of this application.

4. The Heritage Council advises that standard of documentation was inadequate to make fully considered recommendations to the Department of Planning. Early consultation in the Part 3A process would assist with assessment.

7.0 Matters for Consideration

NIL

8.0 Matters for Information

NIL

9.0 General Business

NIL

There being no further business the Chair closed the meeting at 11:40 pm.

Michael Collins Chair Approvals Committee Heritage Council of NSW Date:	Next Meeting of the Approvals Committee 6 December 2006 Heritage Office 3 Marist Place Parramatta
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