



**URBIS**

# **DESIGN EXCELLENCE STRATEGY**

28-32 Bourke Road, Alexandria

Prepared for  
**ALEXANDRIA PROPERTY DEVELOPMENT PTY LTD**  
9 June 2022

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DESIGN EXCELLENCE STRATEGY - 28-32 BOURKE ROAD, ALEXANDRIA

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# 1. INTRODUCTION

## 1.1. DESIGN EXCELLENCE STRATEGY

This Design Excellence Strategy (**Strategy**) is submitted to the Government Architect NSW (**GANSW**) in support of the Competitive Design Process for 'Alexandria Health Centre' 28-32 Bourke Road, Alexandria (the **site**) for redevelopment as a hospital and medical centre. The Strategy accompanies a Concept Development Application (DA) XXXXX.

The development will support the intensification of B7 (Business Park) zoned land within the City of Sydney Council's (**Council**) Southern Enterprise Area and will provide a key piece of community infrastructure which will provide critical mental health services to the broader community.

This Strategy has been prepared on behalf of Alexandria Property Development Pty Ltd (the **Proponent**). This Strategy applies to the whole of the site. The parameters of the built form will be informed by the concept envelope addressed as part of the Concept state significant development application (SSD-38600121).

In accordance with Clause 1.2 of the City of Sydney Competitive Design Policy (adopted by Council on 149 December 2020) and section 3.3.2 of the SDCP 2012, this Design Excellence Strategy defines:

- a) *The location and extent of each competitive design process;*
- b) *The type of competitive design process to be undertaken:*
  - i. *an architectural design competition, open or invited; or*
  - ii. *the preparation of design alternatives on a competitive basis.*
- c) *The number of designers involved in the process;*
- d) *How fine grain and contextually varied architectural design variety is to be achieved across large sites;*
- e) *Whether the competitive design process is pursuing additional floor space or height;*
- f) *Options for distributing any additional floor space area or building height which may be granted by the consent authority for demonstrating design excellence through a competitive design process;*
- g) *The target benchmarks for ecologically sustainable development.*

The preparation of this Strategy has also been guided by the Government Architect's Design Excellence Competition Guidelines (Draft), as exhibited in May 2018.

The redevelopment of the site is guided by the aims and objectives of the Sydney Local Environmental Plan (LEP) 2012 and Sydney Development Control Plan (DCP) 2012, as well as the draft LEP and DCP amendments currently being progressed by Council as part of the Southern Enterprise Area Review.

## 1.2. CONCEPT STATE SIGNIFICANT DEVELOPMENT APPLICATION

Development consent is sought for a concept proposal for the 'Alexandria Health Centre' comprising medical centre uses and anchored by a mental health hospital. Specifically, the application seeks concept approval for:

- In principle arrangements for the demolition of existing structures on the site and excavation to accommodate a single level of basement car parking (partially below ground level).
- A building envelope to a maximum height of 45 m (RL 53.41) (including architectural roof features and building plant). The podium will have a maximum height of RL 28.41.
- A maximum gross floor area of 11,442.20 sqm, which equates to a maximum FSR of 3.85:1. The total FSR will comprise a base FSR of 2:1, a community infrastructure bonus FSR of 1.5:1 and a 10% design excellence bonus FSR (subject to a competitive design alternatives process).
- Indicative use of the building as follows:
  - Mental health hospital at levels 5-7.
  - Medical centre occupied by allied health providers at levels 1-4; and

**Commented [COS1]:** The applicable policy is Sydney Competitive Design Policy December 2020 (adopted by Council on 14 December 2020). Update reference throughout this document

- Ground level reception/lobby and pharmacy.
- Principles for future vehicular ingress and egress from Bourke Road along the site's western frontage.
- Subject to agreement on a public benefit offer submitted with this application (**Appendix I**), the proposal includes the indicative dedication of the following land to Council as envisaged by the Draft Sydney Development Control Plan 2012 – Southern Enterprise Area Amendment (Draft DCP):
  - A 2.4m wide strip of land along the site's frontage to Bourke Road for the purpose of footpath widening
  - A 3m wide lane along the site's western boundary contributing towards a 6m wide lane (it is noted that the concept proposal will allocate an additional 3 m strip of land within the site along the western boundary to enable two-way vehicle movement into and out of the site).
  - A 3m wide lane along the site's southern boundary, contributing towards a 9m wide lane.

The proposed mental health hospital and medical centre are likely to cater for:

- Short stay, intensive inpatient hospital admission focused on assessment, treatment initiation and stabilisation or detox, and discharge planning
- Step-down outpatient day group programs delivered either in a group setting or via telehealth
- Case management and in-home care provided by a multidisciplinary team
- Telehealth, digital and peer support programs to provide ongoing support.

The proposal will increase the amount of employment floor space in North Alexandria while also facilitating the dedication of land so that development can be supported by a legible network of laneways and retain the fine-grain built form of north Alexandria.

**Commented [COS2]:** The Concept Development application number should be referenced and this information deleted.

## 2. THE SITE

### 2.1. SITE LOCATION AND LOCAL DESCRIPTION

The site is located at 28 Bourke Road, Alexandria and 30-32 Bourke Road, Alexandria within the Sydney local government area (LGA). The site is legally described as Lot 1-3 in Deposited Plan 324707. The location of the site is illustrated in Figure 1. A photograph of the current site condition is provided in Figure 2.

Figure 1 Aerial Location Map



Source: Urbis

Figure 2 Site Photograph



Source: Urbis

## 2.2. SITE CONTEXT AND SURROUNDING DEVELOPMENT

The subject site is located within the northern Alexandria precinct as identified in the Southern Enterprise Area Review. North Alexandria is located on the northern edge of the southern enterprise area and is close to Sydney CBD and large population centres. The subject site also at the western gateway to the new Green Square town centre and Green Square Railway station.

The surrounding locality is described below:

- **North:** of the site are various light industrial and retail uses. A NSW Fire and Rescue facility is also located north of the site.
- **East:** directly adjoining the site is 26 Bourke Road comprising a single storey warehouse building. Further east is the Green Square Town Centre. The town centre contains critical pieces of infrastructure such as Green Square Railway Station, Green Square Infinity Health and Medical Centre, Green Square Library and various other commercial/ retail uses.
- **South:** of the site are industrial and commercial uses as well as small lot residential properties. To the south east of the site is the new Gunyama Park Aquatic and Recreation centre
- **West:** of the site is 34-42 Bourke Road comprising a two storey warehouse building owned and operated by City of Sydney Council. Further West of the site is Sydney Park which is adjacent to St Peters Station.

**Commented [COS3]:** This section is not necessary to include

## 3. OBJECTIVES

### 3.1. KEY OBJECTIVES

The objectives of the Design Excellence Strategy are to:

- (a) Establish a methodology for the Proponent to implement the "invited" Competitive Design Alternatives Process for the development of the site, prepared in accordance with the City of Sydney's Competitive Design Policy 2013 and in consultation with the GANSW;
- (b) Enable the competitive process to operate within the framework of this Design Excellence Strategy;
- (c) Confirm the type and number of emerging and established architectural practices to participate in the invited competitive design process;
- (d) Set out the approach for establishing a Competitive Design Process Brief that provides for:
  - (i) The Consent Authority's design excellence requirements are balanced with the Proponent's objectives;
  - (ii) Achievement of design excellence and architectural diversity;
  - (iii) Procedural fairness for Competitors participating in the competitive processes.
- (e) Set out the requirements for the proposed competitive design process for the site;
- (f) Consider the approach for the assessment, decision making and dispute resolution within the competitive design process in accordance with the City of Sydney's Policy 2013; and
- (g) Provide that design integrity is continued in the subsequent detailed development, through to the construction phase and to the completion of the project.

**Commented [COS4]:** This section appears unnecessary. Section 1.1 above sets out the requirements of the Design Excellence Strategy



## 4. IMPLEMENTATION OF STRATEGY OBJECTIVES

### 4.1.3.2. TYPE OF COMPETITIVE DESIGN PROCESS

In accordance with Section 1.2(2) of the City of Sydney *Competitive Design Policy 2013* and Section 6.3.19.6 of the SDCP 2012, the Proponent will undertake the following design excellence strategy for the redevelopment of the site:

- Undertake an "invited" Competitive Design Alternatives Process for the site that will inform the future detailed State Significant Development Application (SSDA).
- Invite/Appoint a minimum three (3) competitors to participate.
- Each competitor in a competitive process must be a person, corporation or firm registered as an architect in accordance with the NSW Architects Act 2003 or, in the case of interstate or overseas competitors, eligible for registration with their equivalent association.
- The competitive design process will encourage and facilitate diversity as architects may be include from either, or a combination of both, emerging and established practices.
- Include a majority of competitors as local architectural firms.

Commented [COS5]: update

Commented [COS6]: SSD by its very definition, should be subject to an Architectural Design Competition.

Commented [COS7]: Suggest a minimum of four competitors are appointed to participate to avoid invalidation of the process in the case of one competitor withdrawing.

Commented [COS8]: Recommend the inclusion of emerging and established firms

Commented [COS9]: Recommended

## 5.4. REQUIREMENTS FOR A COMPETITIVE DESIGN PROCESS

In preparing the architectural Competitive Design Process Brief (Brief) for the competitive design process, the Proponent will:

- (a) Specify all details regarding the conduct of the competitive process are contained within the Brief only;
- (b) Submit the Brief and appended documents for review and endorsement in writing by the GANSW prior to distribution to competitors; and
- (c) Prepare the Brief for the competitive design process in accordance with the draft Government Architect NSW Design Excellence Guidelines 2018 and the City of Sydney Competitive Design Policy 2013.

*Note: The Competitive Design Process Brief will be provided to the City of Sydney for review and comment, however final endorsement of the Brief will be by GANSW acting on behalf of the Consent Authority.*

Commented [COS10]: update

## 6.5. ASSESSMENT AND DECISION MAKING SELECTION PANEL

In establishing a Selection Panel (Panel) for the competitive design alternatives process, the Proponent confirms the following:

- (a) The Panel is to comprise a total four (4) members;
  - (i) Two (2) members nominated by the Proponent;
  - (ii) One (1) member nominated by the GANSW (Selection Panel Chair to be a GANSW nominated member); and
  - (iii) One (1) member nominated by the City of Sydney Council.
- (b) Panel members are to:
  - (i) Represent the public interest;
  - (ii) Be appropriate to the type of development proposed;
  - (iii) Include a majority of registered architects with urban design experience;
  - (iv) Include only persons who have expertise and experience in the development, design and construction professions and related industries;
- (c) The Chairperson of the Panel will have expertise in architecture and urban design and be a recognised advocate of design excellence in NSW;
- (d) The consent authority, and the local government will each nominate at least one independent-person-asimpartial observer of the competitive design alternatives selection process to verify that the competitive process has been followed appropriately and fairly;
- ~~(e) The design team is to prepare a Competitive Design Process Brief for endorsement by the GANSW. The Competitive Design Process Brief is to include requirements such as:
  - (i) Compliance with the cost plan contained in the CIV letter
  - (ii) Health Facility guidelines and the required layout for the mental health facility~~
- ~~(e) The Panel decision will be via a majority vote, should a majority vote not be achieved, the Panel Chair will make the casting vote.~~
- ~~(f) The decision of the Panel will not fetter the discretion of the Consent Authority in its determination of any subsequent state significant development applications associated with the development site that is the subject of the competitive process.~~
- ~~(f) Unless stated otherwise herein, clause 4.2 of the City of Sydney Competitive Design Policy will apply with regard the decision making and resolution process and clause 4.3 in relation to the preparation of a Competitive Design Alternatives Report.~~

### 6.1.5.1. DEVELOPMENT INCENTIVES ALLOCATION OF UP TO 10% ADDITIONAL FLOOR SPACE

It is noted that pursuant to Clause 6.21D of the Sydney LEP 2012:

- (3) A building demonstrating design excellence—
  - (a) may have a building height that exceeds the maximum height shown for the land on the Height of Buildings Map by an amount, to be determined by the consent authority, of up to 10% of the amount shown on the map, or
  - (b) is eligible for an amount of additional floor space, to be determined by the consent authority, of up to 10% of—
    - (i) the amount permitted as a result of the floor space ratio shown for the land on the Floor Space Ratio Map, and
    - (ii) any accommodation floor space or community infrastructure floor space for which the building

#### Commented [COS11]:

In recognition of the development's state significance and in addition Cl 3.2 of the City's Competitive Design Policy, the jury is to include the NSW Government Architect or their nominee as Chair. It is recommended XXX of the Design Excellence Strategy be amended to include the following:

The jury is to be comprised of:

- Two members nominated by the consent authority (or the local authority where the consent authority is the Minister or their delegate)\*, one of which must also be a member of the State Design Review Panel; and
- Two members nominated by the proponent; and
- The Government Architect NSW (Jury Chair) or their nominee.

\*The Draft Government Architect's Design Excellence Competition Guidelines (an exhibition May 2018) specifies that the local authority nominate 2 jurors where the consent authority is the Minister or their delegate.

The proponent and consent authority/local authority must provide written acknowledgment of the nominated jurors.

Jury members are to:

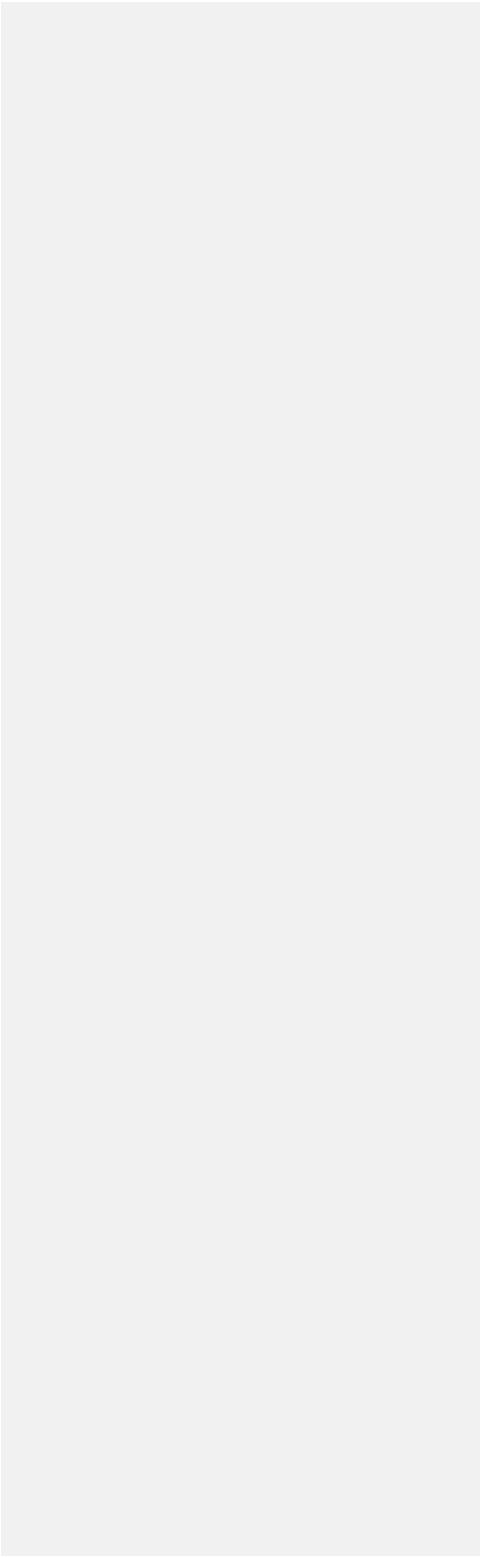
- Represent the public interest;
- Be appropriate to the type of development proposal;
- Have no pecuniary interest in the development proposal or involvement in approval processes;
- Include only persons who have expertise and experience in the design and construction professions and industry; and
- Include a majority of registered architects with urban design expertise.

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*is eligible under Division 1 or 2.*





Through the competitive design alternatives process, the Proponent seeks up to 10% additional floor space for development on the site.

under clause 6.21D(3)(b) of the LEP, the distribution of which will be explored through the design competition -and is to be consistent with the Concept DA consent and relevant provisions of the LEP and DCP.

Any additional floor space pursued under clause 6.21D3(b) of the LEP must not result in a breach of the maximum height control.

Nothing in this document is to be taken as an approval or endorsement of the potential additional floor space available under clause 6.21D(3)(b) of the LEP.

### **Target Benchmarks for Ecologically Sustainable Development**

The brief is to include the ecologically sustainable development (ESD) targets for the development as set out in [condition (X) of the Concept DA consent OR Appendix 1 of this Strategy].

The key ESD targets for the proposal are as follows:

[Note: amend and insert as is relevant to the subject proposal...]

- X.X
- ESD targets and sustainability initiatives will be carried through the design competition, design development and construction stages to completion of the project to deliver the ESD targets.

## 7.6. DESIGN INTEGRITY

The architect of the winning scheme, as selected by the selection panel ~~Winning Architect~~ is to be appointed as the Lead Design Architect. The Lead Design Architect is to maintain a leadership role over design decisions until the completion of the project. Where the winning architect is a consortium, partnership or other joint authorship, each must retain representation and a leadership role in all processes following.

The role of the Lead Design Architect will include at a minimum the following:

- Prepare architectural documentation for a State Significant Development Application (SSDA) for the winning design, including all required information to lodge with the SSDA;
- Prepare the design drawings for the construction certificates for the winning scheme;
- ~~• Present the architectural design in meetings with the community, authorities and stakeholders, as required;~~
- ~~• Provide a lead role in ensuring design integrity is maintained throughout the design development process;~~
- Prepare the design drawings for contract documentation; ~~and~~
- ~~• Maintain continuity during the construction phases to the completion of the project;~~
- ~~• provide any documentation required by the consent authority verifying the design intent has been achieved at completion; and~~
- ~~• attend all marketing meetings and meetings that pertain to design issues with the community, authorities and other stakeholders, as required.~~

The Lead Design Architect may work in association with other architectural practices but is to retain a leadership role over design decisions.

### 7.6.1. DESIGN INTEGRITY PANEL

A Design Integrity Panel (DIP) shall be established by the Proponent prior to the lodgement of any future Development Application(s). The DIP shall comprise the full Competition Selection Panel, or a sub-group of the Selection Panel, to be agreed with the Competition Selection Panel during the competition.

Prior to the establishment of the DIP, a Panel Recommendation shall be prepared and agreed in consultation with GANSW, outlining:

- The role of the DIP to review and advise on the detailed building design to ensure the achievement of design excellence consistent with the winning proposal selected by the Selection Panel;
- That the DIP will review and provide advice prior to the lodgement of any future DA and be retained during the assessment and post approval stages; and
- Governance arrangements including meeting frequency, dispute resolution and deliverables.

The detailed design shall be presented to the DIP both prior to the lodgement of any future Development Application(s) (DA) and if significant design modifications are proposed following lodgement or approval. The DIP must formally endorse the final scheme prior to the lodgement of the DA.

The DA submission must include the endorsed Competitive Design Process Brief, the Competitive Design Alternatives Report including Panel recommendations and evidence of the agreed design integrity process.

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