

Preferred Project Report



North West Precinct Redevelopment (MP10_0166)

Royal Prince Alfred Hospital

Submitted to the Department of Planning and Infrastructure
On Behalf of Health Infrastructure

November 2012 ■ 12128

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1.0 Introduction

An Environmental Assessment Report (EAR) for the Project Application for a new building at the Royal Prince Alfred Hospital (RPAH) at Camperdown was publicly exhibited for a period of four weeks between 23 August and 21 September 2012.

In total six (6) submissions were received in response to the public exhibition of the Project Application, four from government authorities and two from members of the public.

The Department of Planning and Infrastructure has also prepared a letter, dated 27 September 2012, setting out additional information or clarification required prior to final assessment of the project.

The proponent, Health Infrastructure, with its specialist team has reviewed and considered the submissions and, in accordance with clause 75H(6) of the *Environmental Planning and Assessment Act 1979* (EP&A Act), has responded to the issues raised. This Preferred Project Report (PPR) sets out the proponent's response to the issues, details revisions to the Project Application and includes the final Statement of Commitments.

This report should be read in conjunction with the Environmental Assessment Report (EAR) dated August 2012 and forms part of the Project Application.

Submissions

In total four submissions were received from public authorities as follows:

- Council of the City of Sydney;
- Transport for NSW;
- Office of Environment and Heritage; and
- Department of Primary Industries.

None of the agency submissions objected to the redevelopment of part of the North West Precinct within RPAH. However, the submission from the Council of the City of Sydney contained detailed comments on elements of the design, street activation, traffic and loading arrangements and landscaping and public domain upgrades.

Health Infrastructure's response to all the issues raised is included at **Attachment 1**.

Changes to the Project Application

In response to issues raised in the submissions and as a result of further design development and responding to functional accommodation requirements, the proponent has revised some elements of the design of the Mental Health and Ambulatory Care Services Hospital Building. These changes are generally consistent with the essential elements of the exhibited project and aim to deliver an improved overall project for future users and visitors as well as an improved design outcome. They include the following:

- Provision of a new secondary building entry off Lucas Street;
- Focusing the main pedestrian entry towards Brodie Street;
- Improving activation and transparency of lower levels towards Brodie Street;

- Rationalisation of planning to mental health levels to achieve functional requirements and improved amenity for patients and staff;
- Rationalisation of building materials and façade design;
- Rationalisation of landscaping;
- Improvements to shared zone design; and
- Reduction in off-street car parking spaces.

The proposed changes are described in Section 3 and shown on the revised architectural drawings prepared by peckvonhartel at **Attachment 2**.

Statement of Commitments

The draft Statement of Commitments has been revised. The final Statement is in Section 4 of this PPR.

2.0 Key Issues and Proponent's Response

This section responds to the key issues raised in the submissions (including the correspondence received from the Department of Planning and Infrastructure).

Attachment 1 provides a detailed response to all the issues raised during the public exhibition period.

Attachment 3 provides a response to the draft conditions recommended by the City of Sydney Council. In responding we note that the Department of Planning and Infrastructure will ultimately determine what it considers as reasonable and relevant conditions to impose on the development, and that many of the conditions suggested by Council may not be adopted.

2.1 Street Activation

The proponent has taken on board the comments raised by Council in relation to improving the activation of, and presentation to, Lucas Street within the building design.

Of particular note the design now incorporates a secondary access point that fronts Lucas Street (refer to the revised Architectural Plans included at **Attachment 2** for further details). The main access point has also been repositioned so that it has a closer relationship to Brodie Street, providing increased activation along this private road frontage.

As illustrated within the revised photomontage at **Figure 1**, there is greatly improved activation and transparency provided to Lucas Street that filters up the building (particularly at the eastern end).

A revision to the Lucas Street frontage façade design and materials provides a more interesting presentation and improves the relationship of solid to void (refer to **Figure 2**).

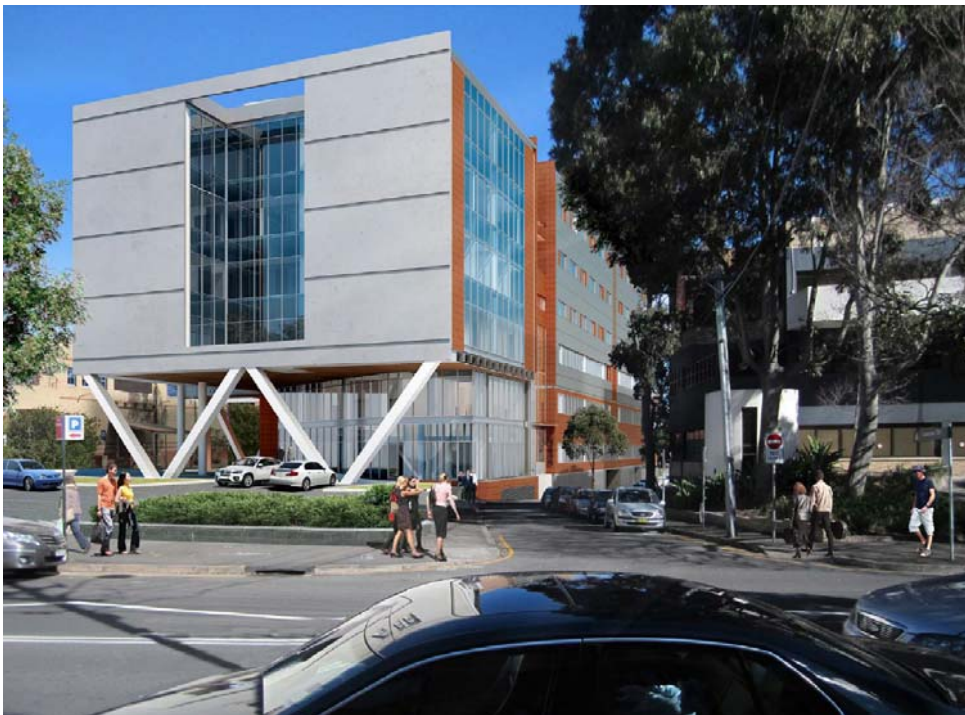


Figure 1 – Photomontage of the proposed building as viewed from Missenden Road

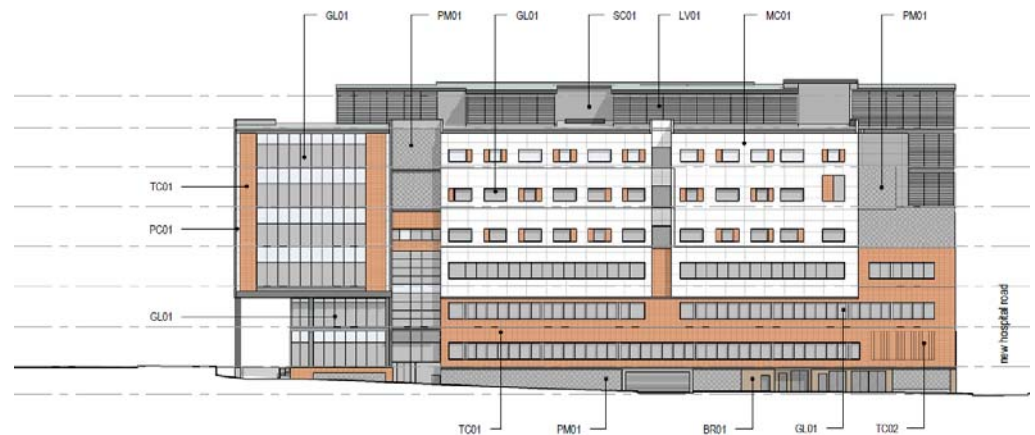


Figure 2 – Lucas Street elevation

2.2 Shared Zone

The proposal includes the provision of a shared zone along the majority of Brodie Street (that is located within the site boundary). A review of the originally proposed shared zone was undertaken by GTA Consultants as part of the design development process. The aim was to improve its operation to ensure an appropriate outcome could be achieved in balancing the needs of vehicles and the safety of pedestrians.

Important in the context of this proposed shared zone is the fact that the existing traffic volumes along Brodie Street are less than 30 vehicles per hour during any peak, with any traffic associated with the proposed development not anticipated to result in volumes being close to 100 vehicles per hour.

Through the further detailing of pavement materials, levels, and signage the proposed shared zone is now considered by GTA Consultants to be in accordance with relevant requirements outlined by Transport for NSW.

Further details regarding the proposed shared zone are included within **Attachment 4**.

2.3 Loading Arrangements

GTA Consultants have reviewed the proposed loading arrangements for the development, including providing revised swept paths (refer to **Attachment 4**).

Due to the constrained nature of the site, options for providing loading within the building are extremely limited and the location illustrated within the Preferred Project design represents the only available and feasible option. In considering the suitability of the proposed loading arrangements, GTA Consultants note that:

- it will occur in a low speed environment;
- traffic volumes are low; and
- the movements will occur on a private road.

This above context is a determining factor that supports the proposed approach to loading.

This said, with a recent review of local traffic and access arrangements within the broader hospital campus occurring, a new exiting option is now available for service vehicles (i.e. via New Hospital Road (south) then through to Grose Street). This new and priority exit will ensure that no-reversing or u-turns will be required on exit.

The shared zone has also been amended in response to Council comments to begin/end adjacent to the eastern alignment of the loading dock, resulting in service vehicles manoeuvring largely within Brodie Street, west of the shared zone and adjacent to New Hospital Road.

Overall, the proposed loading arrangements are considered satisfactory in light of the constrained site, no practical alternatives are available, and that it will occur on a private road with a low speed environment and low traffic volumes.

2.4 Encroachments

Concerns raised by Council with respect to encroachments into the public domain by the development are noted and have been addressed. The Project Application has been amended accordingly to ensure any landscaping, egress doors, access stairs, ramps, service doors etc do not encroach into the public domain. It is noted that fire booster access doors about the site's Lucas Street frontage, as expected and required by NSW Fire Brigade.

2.5 Heritage

The submission provided by the Office of Environment and Heritage (OEH) recommends that the Heritage Impact Statement be amended to consider the potential impact demolition of existing buildings may have on the surrounding heritage character if the area.

As outlined within the EAR in support of the Project Application, no approval is being sought in relation to the demolition of existing buildings and structures. Demolition has been considered as part of a Review of Environmental Factors (REF) process, utilising the provisions of the *State Environmental Planning Policy (Infrastructure) 2007*. The REF has since been approved by Health Infrastructure with demolition currently taking place.

Notwithstanding this, it is noted that a Heritage Impact Statement was prepared by City Plan Heritage in support of the REF works (a copy of which is included at **Attachment 5**). The report addresses the built heritage in accordance with relevant planning instruments as well as adjoining Heritage Conservation Area (CA 47) and heritage listed items within the vicinity of the site.

The report concludes that:

- The buildings on the site are not listed as heritage items within the LEP nor is the site located within a conservation area.
- The proposed demolition of existing buildings and structures will have no adverse impact on the identified and established heritage significance of the RPA Hospital Group, the adjoining heritage listed buildings and the adjoining conservation area, nor the heritage items located on the eastern side of Missenden Road.
- The demolition of the existing buildings is acceptable due to their low heritage significance and neutral impact to the Hospital site. Further, the demolition is permitted under the Conservation Management Plan of the site as noted in the Recommended Conservation Policy for Asset No 11.

In summary, the comments and potential concerns raised by OEH have been duly considered as part of a separate (REF) process.

2.6 Contamination

Since the Project Application was submitted, a Stage 2 Environmental Site Assessment has been prepared by Environmental Investigation Services (EIS) (a copy of which is included at **Attachment 6**). EIS confirm that the site can be made suitable for the proposed development subject to the implementation of nominated recommendations. Included at Section 4.0 is the Final Statement of Commitments for the project, which includes a commitment by the proponent to implement the recommendations outlined within the Stage 2 Environmental Site Assessment.

2.7 Emergency Generator

Acoustic Logic have prepared an Acoustic Design Report (included at **Attachment 7**) which considers and establishes noise and vibration controls/criteria for mechanical services, including the emergency back-up generator. The implementation of the controls outlined by Acoustic Logic will ensure acoustic impacts associated with the infrequent operation of the emergency generator are minimised to acceptable levels.

3.0 Preferred Project

In response to issues raised and as a result of further design development the proponent has amended some elements of the design of the new Mental Health and Ambulatory Care Services Hospital Building at RPAH.

These changes do not materially affect any of the key development particulars of the original Project Application, especially given:

- The function and use of the building remains unchanged;
- The bulk and mass of the building remains generally the same;
- There is no change to the maximum height of the building;
- There is a minor reduction in gross floor area of the building; and
- There is a reduction in the amount of off-street parking spaces to be provided at basement level.

The architectural drawings of the revised development have been prepared by PVH and are provided with lodgement of this PPR (refer to **Attachment 2**). A level by level description of the proposed design development changes is also provided within the Architectural Design Statement prepared by peckvonhartel, included at **Attachment 8**.

For completeness, the following section presents an updated description (where relevant) of the Preferred Project development for which approval is sought.

Overall, the changes do not give rise to any material alteration to the environmental assessment of the potential impacts considered as part of the exhibited Project Application and do not alter the level of compliance with relevant controls. The amendments have come about in response to addressing comments received during the public exhibition period, in response to design development, responding to user requirements and achieving the functional accommodation requirements for the project.

3.1 The Project

3.1.1 Overview

This Project Application seeks approval for:

- Construction of a new seven (7) storey (including plant) hospital building, comprising of 13,174m² of GFA;
- Provision of basement car parking for 32 car spaces;
- Construction of private roads, including establishment of a shared zone; and
- Extension/augmentation of services/utilities to the development.

Contained within the new building will be two key services, being the upgraded, expanded and relocated Missenden Mental Health Unit together with Ambulatory Care Services.

3.1.2 Numeric Overview

A numeric overview of the Preferred Project is provided in **Table 1** below.

Table 1 – Numeric overview of the proposed development

Component	Proposal
Site area	■ 2,794m ²
Gross Floor Areas	■ 13,174m ²
Building Height (maximum from Lucas Street)	■ 32.7m
Number of storeys	■ Seven storeys (including plant)
Car Parking	■ 32 (including two disabled spaces)

3.1.3 Building Description

Once constructed, the development will be a seven (7) storey (including plant) building with one level of car parking. By virtue of the site's topography, the car parking level will not be visible from Brodie Street, however it will protrude above the ground level in part when viewed from Lucas Street.

The floor plates of the Ground Level and Level 1 are generally the same, with enlarged floor plates for Levels 2 – 5 (as a result of the building cantilevering over part of Brodie Street). The plant level has a reduced and recessed profile in order to reduce the bulk and scale of the building.

The cantilever of Levels 2 – 5 over part of Brodie Street is a direct functional response to spatial planning requirements.

The building has been carefully designed to ensure an address is provided to both Brodie Street and Lucas Street. This is achieved through a north-south entry connection that enables access both from Brodie Street (Primary) Lucas Street (Secondary). Regard has also been had to the future development site to the east and the temporary address the subject building will have to Missenden Road until that site is eventually developed.

A level by level breakdown of the various components of the proposed building is provided within **Table 2** below.

Table 2 – Key scheme details

Element	Details / Use	GFA (m ²)
Lower Level/Basement	■ Car and bicycle parking ■ Services and plant ■ Storage ■ Amenities	87
Ground Floor	■ Building entries and forecourt ■ Mental Health Ambulatory Care ■ Mental Health Assessment Unit and Secure Arrival Area ■ Eating disorders day program ■ Physical therapies ■ Mental health short stay unit ■ Loading dock ■ Services and plant	1,604
Level 1	■ Satellite Renal Dialysis Service ■ Services and plant	1,891

Element	Details / Use	GFA (m ²)
Level 2	- Sexual health clinic - Sexual health promotion - Multicultural HIV and Hepatitis C Services - HARP Administration - Community Nutrition - Interpreters and language services - Child and family services - Nutrition and dietetics - Services and plant	2,690
Level 3	- Adult Acute mental health inpatient unit and offices - Department of Psychiatry and Liaison Psychiatry - Services and plant	2,399
Level 4	- Adult High dependency mental health inpatient unit and offices - Education and research - Services and plant	2,283
Level 5	- Specialist mental health inpatient unit and offices - Services and plant	2,220
Level 6 / rooftop	Services and plant	N.A

3.1.4 External Materials and Finishes

The key elements of the proposed external materials and finishes to be used for the proposed building are set out in **Table 3**. Further details regarding the design rationale for the selection of materials and finishes is provided within the PPR Architectural Design Statement, included at **Attachment 8**.

A materials and sample schedule is included within the Architectural Drawings at **Attachment 2**, with a sample board provided under separate cover.

Table 3 – Building materials and facade treatment

Component	Detail
Walls	- Precast concrete (mid grey colour) - Precast concrete (coloured – to match terracotta tiles) - Terracotta Cladding - Brickwork - Metal composite panel (colour: graphite) - Timber composite panels (Red/brown)
Glazing	Glazing (colour: superblue)
Screening	- Perforated metal screen (finish: brushed) - Louvres (colour: mid grey)

3.1.5 Landscaping / Paving

As an urban infill project within the grounds of an existing hospital, landscaping opportunities are limited. The development has therefore focused on ensuring the selection of building and pavement materials at ground floor are of a high quality, in the context of the building's hospital function.

A plan of the proposed pavement is included within the Architectural Drawings prepared by PVH, included within **Attachment 2**.

3.1.6 Pedestrian Access

The main pedestrian entry to the new building for staff, visitors and patients will be from both Lucas Street and Brodie Street.

Brodie Street is planned to operate as a 'shared zone' between the eastern boundary of the site the eastern edge of the loading dock. The design (in accordance with the requirements detailed by Transport for NSW) provides for a minimum 6m wide shared area with a posted 10km/h speed limit over a distance of approximately 70m.

3.1.7 Car Parking

A carpark is located at the lower ground level with at grade access from Lucas Street. This carpark provides approximately 32 car spaces (including 2 disabled car spaces) for patients, staff and hospital vehicles. Police, ambulance and services vehicles access the facility at ground level from Lucas Street or Brodie Street.

4.0 Final Statement of Commitments

In accordance with Part 3A of the *Environmental Planning and Assessment Act 1979*, the following are the commitments made by Health Infrastructure to manage and minimise potential impacts arising from the proposal. These commitments replace the draft commitments included with the EAR.

4.1 Construction Management

The following plans will be implemented during the construction phase:

- Soil and Water Management Plan (prepared by C&M Consulting Engineers, dated July 2012).

The following documents will be prepared and implemented prior to the commencement of works:

- Construction Traffic Management Plan; and
- Construction Waste Management Plan.

4.2 Contamination

The recommendations outlined within the Stage 2 Environmental Site Assessment (July 2012) prepared by Environmental Investigation Services (EIS) will be implemented prior to construction of the new building commencing.

4.3 Ecologically Sustainable Development

- The measures and initiatives outlined within the ESD Statement prepared by ARUP (July 2012) will be investigated.
- The development will comply with the Engineering Services and Sustainable Development Guidelines Technical Series TS11.
- The development will target a 4 Star Green Star rating.

4.4 Transport

- Existing measures to support sustainable means of travel (e.g. the RPAH Transport Access Guide) will be made available to staff and visitors.
- Provision of at grade visitor bicycle parking spaces will be investigated during detailed design.

4.5 Noise

The measures and initiatives outlined within the following reports/plans will be implemented:

- Noise and Vibration Management Plan (prepared by Acoustic Studio, dated July 2012).
- Acoustic Design Report (prepared by Acoustic Studio, dated October 2012).

5.0 Conclusion

During the month long public exhibition of the Project Application for the proposed Mental Health and Ambulatory Care Services Hospital Building at Camperdown, six (6) submissions were received. Of these six, four were received from Council/government agencies, with two submissions received from members of the public.

Health Infrastructure has considered the issues raised by Council and State agencies and made changes to the exhibited Project Application to address these issues along with making changes to reflect design development.

The proposal will result in positive economic, social and public benefit in the form of:

- Strengthening world class health and medical research activities;
- Improving the quality of medical facilities available to the public;
- Strengthening the quality of existing mental health services and expanding the capacity to provide some of the most vulnerable people in the community with the level of support they need; and
- The creation of additional permanent jobs (approximately 70) and over 115 construction jobs per annum.

We trust that the information included within the preceding sections and attachments sufficiently responds to the issues raised within the submissions and appropriately sets out the Preferred Project for the new Hospital Building within the North West Precinct of RPAH to enable the approval of the Project Application.