

Brown Street elevation
Visual comparative analysis

KEY

- Building outline as per final masterplan
- Building outline as per architectural response

7. URBAN DESIGN ASSESSMENT

7.1 Description of Project Application

Development consent on the site was granted by Woollahra Council on 31 January 2001 (DA931/2001) for alteration and additions to the existing facility. The approved development comprised:

- 19 self-care dwellings;
- 182 hostel/nursing care flexible units (providing up to 207 beds); on site support facilities and amenities;
- Parking for 73 vehicles;
- Approximately 17, 229.15m² Gross Floors Area (GFA).

Condition 1 of the consent deferred commencement until the site was remediated by the removal of potentially contaminated soil. Development consent was subsequently granted for this removal and the remediation physically carried out however by this stage development consent for redevelopment of the site had lapsed.

The proposed development:

The proposed development seeks consent for the demolition of the existing nursing home building along the Brown Street frontage, the now disused Stephen Street Wing, all elements of the Dillon Street building as well as some ancillary structure on the site including those around the Brown Street vehicular entrance. In addition, a number of trees assessed as being intrusive or of low conservation value are also proposed for removal.

The construction of a new Residential Aged Care Facility (RACF) accommodating 100 beds as well as 82 Independent Living Units (ILUs) accommodated within 5 different buildings are proposed as part of this scheme. Services provided to residents including a cafe, reading library, gym and hydrotherapy pool, games room, meeting room and 114m² of space allocated for the provision of on-site services.

The proposed buildings consist of the following:

Brown Street ILU - 55 ILUs including ground level facilities spread over 9 levels to a height of 28.4m with 1 level of basement car parking below

Heritage ILU - 9 ILUs situated within the existing 3 storey Scottish Hospital Building

Gatekeeper's Lodge ILU - 4 ILUs over 4 storeys

Stephen Street ILU - 10 ILUs over 5 storeys

Stephen Street RACF and ILU - 4 ILU & 100 beds over 5 storeys

7.2 The intent of the Controls applying to the site

Woollahra Local Environmental Plan (WLEP)

The existing use of the site is to be retained and expanded as Seniors Living/Aged Care as mandated by provisions of SEPP – Housing for Seniors.

Height: There is a 9.5m maximum height limit to this site and its surrounds.

Density: There is no given density on this site. (The surrounding area is predominantly 230m² as the minimum allotment size. The area to the south east zoned 2(b) is 0.75:1 FSR).

Land Adjoining Public Open Space: Council will not grant consent to an application unless the impact of the development on the amenity of the Dillon Street Reserve is assessed and not in conflict with the plan of management for the public open space.

Heritage: The Scottish Hospital – main hospital building, ground, gardens, terracing, 3 Moreton Bay Figs, Port Jackson Fig, Norfolk Island Pine, Weeping Lilli Pilli and Holm Oak are listed as a heritage items under the Woollahra LEP.

The applicable zoning for the site is Special Uses – Hospital as per the Woollahra Local Environment Plan 1995, updated February 2010. Hospitals and incidental and ancillary uses are allowed as per the LEP. Therefore, this proposal complies with the planning instruments.

Paddington Heritage Conservation Area Development Control Plan 2008:

The DCP encourages the removal of intrusive elements and unsympathetic alterations.

Where there is heritage fabric it should be retained.

New development should be designed and located to minimise the impact on existing vistas or view corridors.

The height, bulk and scale of infill development should have regard to its context and should conform to the height, bulk and scale of appropriate adjoining buildings. Conformity with adjoining buildings would not be appropriate in the circumstances where the infill site adjoins a building which is a significantly taller landmark building or a building that is considered to be intrusive due to its excessive height and incompatible design.

Significant gardens or remnants of gardens with original planting schemes and landscape elements such as paving and associated decorative elements are not to be removed.

Significant trees are to be retained. Removal of significant trees can only occur with consent from Council.

Infill development to respond appropriately to relevant aspects of existing overall character of the neighbourhood.

Infill development must relate in terms of built form, materials and character to the existing urban fabric and to the public domain.

Infill development should respond appropriately to relevant aspects of existing context in terms of height, dominant ridge line and building envelope.

Design of infill development should respond to relevant historic built forms including roof forms, 3D modelling of neighbouring buildings, relationships of solid and voids, fenestration pattern and relationship of floor to ceiling heights.



7.3 Assessment against the SEPP 65 Principles and Seniors Living Policy Design Guidelines

SEPP 65 provides 10 design principles against which residential apartment development should be assessed. The Project Application is acknowledged to exceed a number of the current planning controls applicable to the site. Where requirements or guidelines are not met, there is generally improved amenity for seniors and/or people with a disability.

Principle 1. Context

“Good design responds and contributes to its context. Context can be defined as the key natural and built features of an area.

Responding to context involves identifying the desirable elements of a location's current character or, in the case of precincts undergoing a transition, the desired future character as stated in planning and design policies. New buildings will thereby contribute to the quality and identity of the area.”

Comment:

The earlier sections within this report have discussed the desired future character of the locality and areas adjoining the site. The key characteristics of the surrounding existing and future context in relation to this proposal are:

That the heritage fabric of the local area provides an underlying character and identify for the area and must be retained. The existing Scottish Hospital building is one of the more significant contributors to this character within the local context and should be respected by any new development.

The surrounding streets typically comprise terrace style housing the majority of which are 2-3 storeys in height.

The rhythm of development which has established itself along surrounding streets around the existing heritage Scottish Hospital site is not consistent with the present site. The existing development generally presents a fine grain footprint with a narrow face to the street, and limited setbacks with most of the landscape provided as small private rear gardens or as part of the streetscape itself. Various laneways and mid-block links connect streets whereas the Scottish Hospital site is a large land holding remnant of former land grants in the area.

Immediately adjacent to the east and south of the subject site lie two of the tallest and least appealing buildings in the vicinity; 176 Glenmore Road and 40 Stephen Street. Both buildings are 1970s apartments that rise to eight and nine storeys, respectively. They introduce a significant difference in scale in comparison to the predominately 2-3 storeys built form in the surrounding streets.

Height and character of the site and surroundings

Existing vistas are over the site towards the CBD, with associated water glimpses. Existing views/ vistas over the site will not be obscured. A typical characteristic of Paddington as an established inner city suburb are the many significant tree planting and tree lined streets and avenues which create the outlook from private development as well as terminating street vistas at the subject site. The proposal changes the character of these local street vistas by introducing in some cases new built elements and replacing non-retention value vegetation with new native vegetation.

The buildings on the Scottish Hospital site are nestled within a heavy tree canopy on steep topography sloping towards the south. The subject site has very limited visibility from surrounding streets and local public reserves and open space. When viewed from such locations as Rushcutters Bay Park, taller built form beyond the site predominates. The impacts, if any in terms of context are only to the streets in the immediate area and to residential development surrounding the site along Cooper, Stephen and Brown Streets.

Response of the proposed development

The proposal responds to the context by:

Proposing a potential green open space adjacent to the existing Dillon Street Reserve, pending agreement with Council, with the intention of enlarging the existing park. This open space may be privately maintained but can be made publicly accessible 24 hours a day, improving the existing public amenity.



Proposed land dedication to Dillon Reserve

Positioning new development along Cooper Street back and away from the retained Scottish Hospital building and maintaining a building height close to the ridge lines of the existing heritage building. This maintains the existing character of the street, respecting and enhancing the original garden area once commanded by the hospital at the top of the site.

Maintaining the thick tree cover along Brown Street which buffers the new development.

Tucking the bulk of the built form to Brown Street deep into the lower part of the hillside within the existing tree canopy, thereby minimising visibility to surrounding development and maintaining the green character of the street.

The new buildings have an appropriate relationship to adjoining built form and either step down the slope to Stephen or Brown Streets or present a 3 storey frontage to the street with articulated facades that break up building length and provide a relationship that is compatible with the fine grain narrow frontage of residential terrace dwellings on the opposite side of the street.

Taller buildings adjacent to the site have not been used as a precedent for proposed heights and are considered excessive due to their location immediately on the street. In contrast, taller elements on site are tucked into the gully, thereby presenting a built form character of 3 storeys to Cooper Street, 3-5 storeys to Stephen Street while stepping away and hiding the taller 5-6 storeys from Brown Street behind the existing tree canopy.

Providing better address to surrounding streets by retaining and improving the original pedestrian and vehicular entry points and replacing the existing chain link fencing along the street frontage with a more suitably designed fencing. Vehicular traffic enters and leaves the site via Neild Avenue near Dillon Street, thereby minimising impact to Cooper and Stephen Streets.

The significant character and remnants of gardens with original planting schemes have been retained, protected and enhanced within the new landscape scheme. The lower grounds of the site with heritage trees have been maintained with built form concentrated to the southern portion of the site to maximise open space that can potentially supplement Dillon Street Reserve.

The site has operated as a health care facility for seniors for 100 years, and this development continues and expands that use. The addition of independent living units provides a much needed facility allowing people to age in place within the area.

Conclusion:

The development retains and improves the existing seniors facility and provides much needed independent living units in the area. Given the lack of adverse impacts due to the siting of new buildings within the existing tree canopy, respect to the existing heritage building and scale differential of adjoining buildings the proposal is considered acceptable and it meets the intent of this principle. The response is consistent with the Seniors Living Policy objectives in Section 1 - responding to context.

Principle 2. Scale

“Good design provides an appropriate scale in terms of the bulk and height that suits the scale of the street and the surrounding buildings.

Establishing an appropriate scale requires a considered response to the scale of existing development. In precincts undergoing a transition, proposed bulk and height needs to achieve the scale identified for the desired future character of the area.”

Comment:

The scale of the development has been addressed briefly under the previous principle of context, but will be considered in more detail under this principle. It is important to note the key characteristics of the scale of the surrounding context which is as follows:

- The surrounding blocks have more traditional lot sizes with smaller lots and overall block depths to that of the Scottish Hospital site.
- The length and width of the proposed buildings relate to the character of continuous built form effectively created by the surrounding runs of terrace housing.
- The proportions of the existing heritage building have been respected and incorporated into the overall development.
- The bulk of the proposed development is located within the existing building footprint.
- The development has been designed to respond to the topography and original terrace gardens within the site and is stepped down the hillside and to the Reserve to minimise the scale and create a transition into surrounding development.
- The higher of the proposed buildings has been located on the western side of the site to better utilise a lower lying portion of the site that is surrounded by mature trees which helps to minimise scale.

- The 5 storey development along Stephen Street lies well below the height of the tower block on the opposite side of the street however it has been designed to better reflect the lower order built form along this street.
- The built form setback to Stephen Street has been increased in certain locations to accommodate new landscape planting that will ease the relationship between built form facades along the street wall and create an improved street scale.
- The development provides more generous setbacks to the street than that of surrounding residential development and can therefore accommodate slightly taller heights.
- The existing building frontage is maintained along Cooper Street and reinforced by the addition of the Gatekeeper's Lodge which is of a proportionate scale in comparison to the adjoining heritage hospital building, and of comparable scale and grain to the terrace housing across Cooper Street.
- The scale must also be considered relative to where the proposed development is able to be seen. In terms of the public domain the development has a low level of visibility when approached from the north and south along Brown Street as well as along Cooper Street. This is due to the topography and the existing vegetation along Brown Street and the presence of the existing heritage item along Cooper Street. The development may become visible from Rushcutters Bay Park however the buildings have been orientated mainly north south to open up and frame views to and from the Scottish Hospital building which should improve visual amenity.



Gate Keeper's Lodge on Cooper Street

► Building envelopes

GMU has reviewed the proposal's building envelopes and depths taking into consideration the requirements of the Woollahra DCP 2003 and LEP 1995 (updated February 2010), as well as the general requirements of the Residential Flat Design Code:

The height of both proposed new buildings exceeds the maximum allowable height of 9.5m as stated in Woollahra LEP 1995. At its tallest point the proposed building rises approximately 24m above ground level, however this occurs toward the centre of the development. Further, the proposed development responds to the topography to maintain the built form within the height of the existing tree canopy and in context with its surroundings. Maximum street frontage heights are in the order of 19m, however the bulk of this is stepped away from the street and the overall massing follows the contours of the land. Overshadowing occurs for the ground floor of the apartment building immediately to the south on Cooper Street, however this is caused by the existing heritage building and no significant increase in overshadowing results from the proposed additional buildings.

The building depths of 22-25m of the residential buildings have evolved due to the desire to house the building form within the existing tree canopy.

Conclusion:

When considered against the built form pattern and scale of the surrounding area the proposal achieves an appropriate scale to the street and does not create adverse visual impacts when viewed from public areas surrounding the site and therefore satisfies this principle. The proposed development is generally with the Seniors Living Policy objectives in Section 3 - minimising impacts on streetscape.



Looking east on Glenview Street - no visual impact

Principle 3. Built form

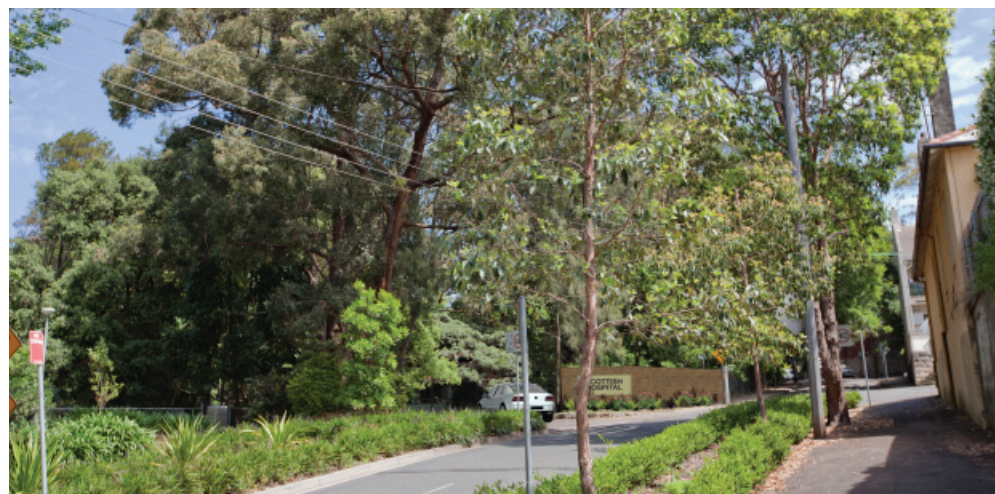
"Good design achieves an appropriate built form for a site and the building's purpose, in terms of building alignments, proportions, building type and the manipulation of building elements.

Appropriate built form defines the public domain, contributes to the character of streetscapes and parks, including their views and vistas, and provides internal amenity and outlook."

Comment

The proposed development offers a good built form outcome for the locality. The new built form will provide an enhanced level of passive surveillance to the street and public domain. Address to surrounding streets is partially achieved, as the development is accessed via a common entry point from Brown Street and addressed from its centre. However, this allows preservation of the existing streetscape and landscape character which is seen as being of greater importance especially along Brown Street where the building sets back from the street edge in order to preserve the vegetation along the edge. A pedestrian entry and bridge is nonetheless provided to address the street. Privacy and amenity have been considered in the positioning of most private terraces and balcony areas as well as within communal open spaces provided to new and existing built form.

The architectural style responds to the built form character of the existing heritage building and compliments that of the surrounding streets. Built form features, materials and character compliment the existing heritage building, surrounding urban fabric and the public domain. Examples include reinstating the main vehicular entry and providing new gates made from sandstone with palisade fencing to Brown Street.



View from Neild Avenue - entry point on Brown Street

The key characteristics of the built form for the surrounding context are as follows:

- Architectural style is typically Victorian
- Fine grain built form character with uniform and minimal setbacks to streets
- There are several aged 1970s apartment buildings in close proximity to the site
- Built form is predominantly masonry/brick character

The proposal has responded to the surrounding built form appropriately by:

- Maintaining the dominant ridge line of the existing Scottish Hospital building
- Providing a reasonable relationship of solids to voids with an appropriate articulation and fenestration pattern to building facades
- Providing floor to ceiling heights appropriate for the context and compliant for apartment use
- Providing a contemporary building character which is appropriate to its era but complements the heritage built form on site.

► Building separation

While the proposal does not face any structures to the north, (Dillon Street Reserve), it faces residential buildings to the east, south and west. Separation distances to neighbouring buildings are in the order of 20m as shown on the Site Plan (DA 101), and comply with the provisions in the Residential Flat Design Code.

Separation distances between the proposed buildings on site (Brown Street, Cooper Street and Stephen Street buildings) do not comply, and minor privacy issues result between the existing Cooper Street building and proposed Stephen Street ward building, and between the existing and new Cooper Street buildings on site. These privacy issues are not considered critical and have been mitigated with appropriate screening devices. The separation distances are a result of locating the built form away from the streets, which preserves the streetscape, the heritage trees and buffers built form from the street.

► Street setbacks

Specific street setbacks applicable to special use zones are not specified in the DCP, however predominant street setbacks have been adhered to and improved upon in the following ways:

Brown Street –The proposed development is set back 7m and exceeds the predominant setbacks on the opposite side, thereby preserving heritage trees and streetscape. The average front setback on the opposite side is approximately 5m, the average side setbacks facing Brown Street on the opposite side is less than 1m.

Cooper Street –The proposed new buildings are set back approximately 3m behind the existing heritage building facing Cooper Street, thereby maintaining the autonomy of the heritage building and preserving the green street character. The setbacks on the opposite side of Cooper Street vary between nil and 10m.

Stephen Street –The setback of the proposed development varies between 2 and 7m and are comparable to the existing setbacks on this part of the site. Setbacks on the opposite side of Stephen Street vary between 0 and 6m, with a predominant setback of 3m.

► Side and Rear Setbacks

Rear or side setbacks are not applicable to the Special Uses – Hospital zone in the Woollahra LEP 1995 (updated February 2010) and the proposal comprises the whole block.

Conclusion:

The built form of this proposal is appropriate to its context and indeed achieves a better design resolution than many of the existing apartment buildings in close proximity to the site. It adds a subtle character to the streetscape behind mature vegetation helped by the articulation of the facade and location of balconies and screens and is able to tie in sympathetically with the existing heritage building. The proposed built form is consistent with the objectives in Section 2 - site planning and design of the Seniors Living Policy.



Stephen Street looking south

Principle 4. Density

“Good design has a density appropriate for a site and its context, in terms of floor space yields (or number of units or residents).

Appropriate densities are sustainable and consistent with the existing density in an area or, in precincts undergoing a transition, are consistent with the stated desired future density. Sustainable densities respond to the regional context, availability of infrastructure, public transport, community facilities and environmental quality.”

Comment

An allowable FSR is not specified for the Special Uses – Hospital zone in the Woollahra LEP 1995 (updated February 2010). The density proposed exceeds that of the predominant built form in the immediate area with the exception of the two adjacent 1970s apartment buildings - 176 Glenmore Road and 40 Stephen Street. However, there is no adverse impact on the surrounding context. As shown by the traffic report, by Halcrow, the traffic impacts are minor and do not create adverse impacts for surrounding streets.

The provision of a large number of independent living units maximises the provision of a much needed service, while having no adverse impact to surrounding areas and responding well to site constraints.

Conclusion

The proposed density is appropriate for the use, placing minimal additional demands on surrounding facilities and infrastructure. Further, it affords a high number of users the possibility of independent living beyond what is possible with conventional residential development, which is a very positive outcome. The development is consistent with the Seniors Living Policy objectives in Section 4 - minimising impacts on neighbours.

Principle 5. Sustainability (refer to Basix Compliance)

“Good design makes efficient use of natural resources, energy and water throughout its full life cycle, including construction.

Sustainability is integral to the design process. Aspects include demolition of existing structures, recycling of materials, selection of appropriate and sustainable materials, adaptability and reuse of buildings, layouts and built form, passive solar design principles, efficient appliances and mechanical services, soil zones for vegetation and reuse of water.”

Comment

Detailed information is not available to fully determine the energy efficiency of the proposed development, however overall it responds well, with a large number of units having a northerly aspect and with horizontal louvered overhangs being provided to top floor units. Flat roofs allow for future solar panel installations. The development is energy efficient as shown by the Basix report. Further, measures are provided for storm water retention as well as detention and this is used to irrigate the landscaped open space adjacent to Dillon Reserve. Green roofs are provided to parts of the development which is an additional positive outcome.

Conclusion

Available information indicates the development responds well to issues of sustainability. With respect to energy efficiency the development satisfies the relevant objectives of the Seniors Living Policy in Section 5, internal site amenity.



Heritage fig showing extent of roots on site

Principle 6. Landscape

“Good design recognises that together landscape and buildings operate as an integrated and sustainable system, resulting in greater aesthetic quality and amenity for both occupants and the adjoining public domain.

Landscape design builds on the existing site's natural and cultural features in responsible and creative ways. It enhances the development's natural environmental performance by co-ordinating water and soil management, solar access, micro-climate, tree canopy and habitat values. It contributes to the positive image and contextual fit of development through respect for streetscape and neighbourhood character, or desired future character.

Landscape design should optimise usability, privacy and social opportunity, equitable access and respect for neighbours' amenity, and provide for practical establishment and long term management.”

Comment

As described in the earlier analysis section the landscape character of the site is one of its most significant features and has a considerable contribution towards the landscape within the local context of Paddington. It contributes to the streetscape setting around the site and provides one of the rare pockets of vegetation in the area. It is imperative that this 'green' character is maintained.

The 'green' character of the site will be maintained and enhanced. The total landscape area is 8,147.47m² which equates to 56.12% of the overall site area and fulfils the Seniors Living objective to maximise deep soil and open space for mature tree planting, water percolation and residential amenity. The dense tree planting which currently buffers the site to streets and surrounding residential development and that includes a number of heritage and other significant trees will be maintained and enhanced with additional and more appropriate tree species particularly along Stephen Street where many weed species are to be replaced by appropriate native species within a greater set back landscaped area.

Communal open space

A range of communal and private landscape spaces have been provided centrally within the development with large north facing terraces and lawn areas that front onto Dillon Street Reserve. It is anticipated that part of the lower garden area can be potentially incorporated into an expansion of Dillon Street Reserve as part of a Voluntary Planning Agreement pending negotiations with Council. This will allow for 24 hour public access of this space however until this agreement is reached the area will function as a communal open space for the hospital with an appropriate palisade fencing along the boundary.

The upper terraces have been kept reasonably free of significant vegetation other than two existing established trees to reinstate the heritage view to the hospital and achieve the Seniors Living requirement for good solar access onto each of the communal spaces. The



Section through terraced landscape



Central communal open space

garden has been designed to read as a cohesive landscape that maintains the features such as sandstone walling which contribute to the site and neighbourhood character.

The landscape concept seeks to retain existing trees on the site wherever possible and allows for the retention of all significant trees on the site. Due to the constraints involved with the retention of such a large number of trees as well as the steep topographic nature of the site there are several locations where existing trees and their tree protection zones (TPZs) conflict with proposed walling, pathway elements or fall within building footprint. Detailed design will document all appropriate tree protection measures required.

A secure 'dementia lawn' has been provided. It is accessed from the retired aged care facility only and is surrounded by a 1.8m fence setback from the terrace walls and screened by planting. This is a sensitive solution and will minimise issues associated with over looking and provide a softened screen that will remain clear of and not detract from the view available from the lower entry area.

The main entry driveway has been softened by planting to its edges and carpark entries have been discreetly positioned as to not detract from views to the heritage building and internal open spaces as desired by the Seniors Living Policy. No planting has been proposed to the interface of main buildings at the lower ground level to maintain a clear path for vehicles and access into buildings however voids and treatment of the lower facade breaks up the wall and helps mitigate this hard interface.

The intent of the proposed materials such as sandstone, palisade fencing as well as ornamental and popular 'period' plants have been incorporated into the landscape design to respect the integrity of the existing heritage building and cultural significance of the site. The landscape design encourages key materials to be salvaged from the site and reincorporated back into the landscape. A full time ground keeper will also be employed to monitor various landscape elements on site.

Private open space

Private open space has been provided on ground level of this development and is mainly located to the top most landscape terrace accessed directly from the Scottish Hospital building. Landscape terraces have been designed to minimise the need for balustrades and maintain views up through the site.

Provision has been made for private open space of above ground apartments with balconies that meet the Residential Flat Design Code requirement and have a depth greater than the 2m.

Deep soil zones

The site contains a total of 7211m² of deep soil area making up 88.51% of the total landscape area. Due to the densely vegetated quality of the site and the various development constraints the deep soil area available easily meets the Residential Flat Design Code requirement of 25% of the total landscape area.

Planting on structures

There are only few locations on the site where the planting of small trees will occur over structure. Small trees have been proposed within the middle link garden and are above the basement carpark. They are located within raised beds set 1m above the surrounding ground level which will provide sufficient soil depth for the growth of these plants.

Conclusion:

The landscape concept provides a scheme which is responsive to the heritage significance of the gardens, the varying topography on the site and the uses in association with senior living. It is considered to demonstrate an appropriate outcome which will enhance the landscape character for the site and the surrounding suburb.

Principle 7. Amenity

'Good design provides amenity through the physical, spatial and environmental quality of a development.

Optimising amenity requires appropriate room dimensions and shapes, access to sunlight, natural ventilation, visual and acoustic privacy, storage, indoor and outdoor space, efficient layouts and service areas, outlook and ease of access for all age groups and degrees of mobility."

Comment

► Building entry

Entry ways to lobbies are generous and well defined where accessed from the central courtyard. The entrance to Brown Street is via a pedestrian bridge that connects to the building at its closest point to the street. The bridge is short and relatively close to the ground, thereby providing a visual connection and a welcoming entry given the steep topography.

► Orientation and unit layout

The majority of independent living units are corner apartments. Less than 15 percent of them face south-west and there are no single-aspect south facing units. This is a positive outcome and as shown by the independent Solar Access report by Steve King, a total of 70% of apartments receive the required minimum of 3 hours sun during complying periods as set out in the RFDC. A further 7% meet the 2 hour minimum recommended for more dense developments, for an overall 77% compliance in excess of the 70% requirement.

Kitchens are conveniently located off unit entrances and while this means most are located toward the back of units, high windows are located at the rear of kitchens. Counter space is generous as a result of accessibility requirements. The recommended distance from glass line to back of kitchen (8m) is not met for most units, however this non-compliance is not considered significant and as shown by the Steve King Report, the required lighting level for kitchen work would anyway not be achievable by a kitchen that fully complies. By locating the kitchens as planned, the trade off is for more generously proportioned units able to be occupied by persons with a disability which is a positive outcome.

► Parking vehicle access:

The proposal's parking provision complies with the parking requirements for SEPP Seniors Living which requires 1 space per every two beds to be provided for Independent Living Units. For the RACF, 1 space per every 10 beds and 1 space per every 2 members of staff on duty is required as well as 1 space suitable for ambulance parking. This equates to a total of 120 spaces required for this proposal distributed across the following areas: 97.5 spaces for the ILUs and 22.3 spaces for the nursing home.

The proposal's parking provision is a total of 124 basement parking spaces and 8 spaces on the Brown Street access driveway; therefore, the proposal more than adequately meets the parking requirement as per SEPP Seniors Living.

► Pedestrian access

The site has been designed to accommodate a continuous accessible path of travel to and between all buildings from site entrances at Brown Street (pedestrian) and Neild Avenue (vehicular) and the corner of Brown and Cooper Streets.

Pedestrian ramps, pathways and accessible lifts have been designed into the buildings and landscape design to ensure all residents are provided access throughout the site as follows:

- Accessible lifts provide access from Level 1 of Brown Street ILU building (ground level) to all levels of that building.

- A pedestrian bridge is proposed to link Level 2 of Brown Street ILU building with the pedestrian footpath on the eastern side of Brown Street. A similar pedestrian bridge is proposed to link the Brown Street ILU building Level 3 to the lowest level of the Gatekeeper's Lodge building.
- A lift at the retail arcade level of the Stephen Street RACF building (Level 1) links a pedestrian way through the heritage building at Level 5, which then links through via a ramp to the community pick up point at the corner of Brown Street and Cooper Street.

The pedestrian bridges are 1.2m wide, less than the recommended width of 1.8m for two self-propelled wheelchairs to pass one direction at a time. However, the bridges are short enough to reasonably be able to avoid this conflict.

An accessible path is provided from the lobby of the RACF building to the lobby of the Brown Street ILU building, contiguous with the vehicular circulation zone to the south.

The dedicated open space on the landscape terraces for dementia care patients has been designed to include accessible paths between each of the terrace levels.

► Visual privacy, fences and walls:

Visual privacy for units near surrounding streets is generally good, with any potential overlooking into units below grade ameliorated by greater setbacks where this occurs on Brown Street.

Provision of a clear threshold defining the boundary between public and private space is achieved by sufficient setbacks. In the case of the heritage building, this may be an issue as it is unclear whether communal or residential uses are located in the portion of the building at ground level close to the Cooper Street boundary.

Conclusion

Unit layouts are deep but a necessary result of providing extra circulation space for wheelchair access, and the amenity of the units is preserved by a well considered overall arrangement of corner units and good internal planning.

Generous and distinct entries are provided toward the centre of the development at the primary access point for pedestrians, and internal access is well considered and equitable given the constraints of a steep site. Therefore, the principles for this section are met. Further, all objectives within section 5 - internal site amenity of the Seniors Living Policy have been well considered and the proposed development responds well to those objectives.

Principle 8. Safety and security

“Good design optimises safety and security, both internal to the development and for the public domain.

This is achieved by maximising overlooking of public and communal spaces while maintaining internal privacy, avoiding dark and non-visible areas, maximising activity on streets, providing clear, safe access points, providing quality public spaces that cater for desired recreational uses, providing lighting appropriate to the location and desired activities, and clear definition between public and private spaces.”

Comments

The development will have new palisade fencing in character with the heritage context. Fencing surrounding the built form provides necessary security that prevents patients wandering off and getting lost, in addition to increased security for residents.

Primary pedestrian and vehicle access is via the central courtyard which is highly visible from nearly every building. This is a very positive outcome from a standpoint of safety and security.

Conclusion

Safety and security are well addressed through centralised access, high visibility to primary entrances and external circulation, and by provision of a continuous boundary fence.

Principle 9. Social dimensions

“Good design responds to the social context and needs of the local community in terms of lifestyles, affordability, and access to social facilities.

New developments should optimise the provision of housing to suit the social mix and needs in the neighbourhood or, in the case of precincts undergoing transition, provide for the desired future community.

New developments should address housing affordability by optimising the provision of economic housing choices and providing a mix of housing types to cater for different budgets and housing needs.”

Comments

The proposed development continues the existing use of the site as a health facility for seniors and introduces independent seniors living. This introduction provides a welcome and much needed facility that addresses the current lack of housing for seniors with

disabilities in a development that can be experienced by the elderly visually and practically as normal living, as opposed to the elderly being relocated to an aged care facility or nursing home.

The provision of residential units with full amenities and generous living spaces enables its future users to continue their lifestyle relatively unchanged, having the ability for example to retain their existing furniture and continue to host family in their home.

Affordability of a portion of Independent Living Units is subsidised by the remaining units, and the overall the proposed renting scheme makes a portion of units financially accessible to persons without funds for a large deposit. This has the advantage of making units constantly available to persons in need of accessible living. The result is a continuing service that allows a larger demographic section to age in place than normally would due to financial restrictions.



Community bus pick up and drop off area - cnr of Brown & Cooper Streets

Conclusion

The proposed development provides a much needed facility and is proposed to function in such a way as to be continually available to aging persons with varying financial backing. The result is a lasting alternative in the one to aged care or dependence on family members - a service that is rare and likely to be in increasingly high demand in future.

Principle 10. Aesthetics

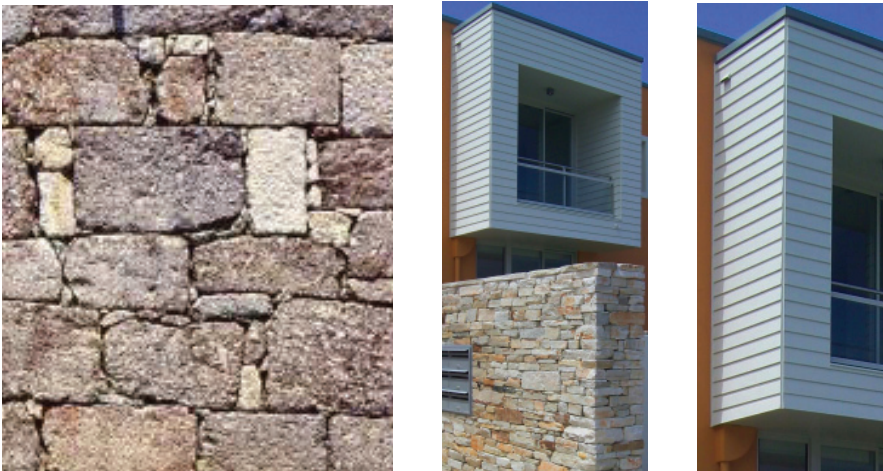
"Quality aesthetics require the appropriate composition of building elements, textures, materials and colours and reflect the use, internal design and structure of the development. Aesthetics should respond to the environment and context, particularly to desirable elements of the existing streetscape or, in precincts undergoing transition, contribute to the desired future character of the area."

Comments

Proposed buildings are of a contemporary design and are designed as to minimise their appearance as institutional facilities and convey a residential character. Building proportions and suggested materials are sympathetic to the existing heritage building on site as well as to existing surrounding residential development.

The siting of buildings away from Brown Street and inside the existing heritage tree canopy minimises the visual impact of new buildings as viewed from the north and west. Proposed setbacks from Cooper Street are comparable to existing setbacks opposite. Generally a 3-storey front is presented to this street and the result is a built form character comparable to the existing lower scale development facing the site from those streets.

Massing of proposed buildings is well considered and the articulation of the facades is achieved through human scale fenestration elements arranged in a regular pattern that step to follow the contours of the site along Cooper and Stephen Streets. This is sympathetic to the building found on the opposite side of that street. Larger setbacks to Brown Street and Stephen Street allow for the buildings to be perceived in context with the existing and proposed landscape



Proposed materials and finishes

Conclusion

The proposed development is contextually, fitting and reinforces as far as possible the residential character of the development and surrounding area. The siting and massing of buildings retains and enhances the lush, green appearance of the existing site as viewed from the north and west.



Stephen Street looking south

7.4 Residential Flat Design Code table of compliance

The following table indicates the topics, objectives or rules of thumb suggested within the design code and the response provided by the design.

Residential Design Flat Code –Topic	Compliance – Y=yes, N=no, NA= not applicable	Comment
Part 01 – Local Context Building types	Y	Special uses (hospital) and incidental / ancillary uses permitted. Heritage buildings retained intact.
Amalgamation and subdivision	NA	No subdivision or further amalgamation proposed
Building envelopes	N	Non-compliance with the height restriction of 9.5m, however proposed buildings are strategically placed to take advantage of the topography and maintain the maximum height within the tree canopy.
Building depth – 10-18m recommended	N	The 18m maximum depth as required by the RFDC is exceeded by the ILU building along Brown Street; however, the building layout ameliorates most light & ventilation issues. Added depth is necessary for 100% accessible units.
Building separation	N	Buildings encroach within the required separation distances as per RFDC at specific corner locations. However, privacy issues are generally well addressed by the position of any conflicting areas and the use of screening devices.
Street setbacks	NA	Special uses zone does not specify setbacks. However, proposed setbacks follow the predominant street setback for Cooper Street and provide a generous setback to Brown and Stephen Street as well as the Dillon Street Reserve.
Side and rear setbacks	NA	Whole block is developed: the lot does not contain side or rear boundaries.
Floor space ratio	NA	Special Uses zone does not specify an FSR.
Part 02 Site Design Deep soil zones –min 25% of the open space should be a deep soil zone.	Y	Exceeds the 25% of site requirement for deep soil planting.
Fences and walls – provide definition between public and private, improve privacy and contribute positively to the public domain	Y	Continuous fencing is provided along all the boundaries of the site which provide adequate separation between the public domain and private areas within the site.
Landscape design –add value to the quality of life by outlook, privacy and views, habitat for native plants and animals, improve microclimate.	Y	Units have outlooks over either heritage trees, surrounding green streets or the quality landscaped internal courtyard. Variety of planting types including wetland areas provides habitat for native species.

Open Space – 25-30% of the site to be communal open space. Minimum areas at ground level are 25sqm, with a minimum dimension of 4m.	Y	The development proposes a large land dedication pending Council's agreement to be used as public open space adjacent to Dillon Street Reserve and retains a portion of the land to be used as communal open space in addition to the central courtyard for the private use of the residents.
Orientation	Y	Optimal building and unit layout given use and site constraints.
Planting on Structures	Y	Planting provided on terraces and on balconies.
Storm water management	Y	Storm water filtered to wetland areas and open spaces (check).
Safety	Y	Separation of public and private spaces is provided as well as natural surveillance to the street and public open spaces.
Visual Privacy	Y	Setbacks from and height above street provide sufficient visual privacy for ground floor units and areas where building separation distances are not met, appropriate screening devices are provided.
Building Entry	Y	Entry lobbies provided from centre of development is amenable and well surveilled, a pedestrian bridge connects to Brown Street and provide access and address to that street. Buildings along Cooper Street address the street directly. A pedestrian link and potential entry point for future use is provided to address Stephen Street.
Parking	Y	The proposal provides more car parking spaces than those required by SEPP Seniors
Pedestrian Access	Y	Pedestrian access is provided at various points along the site boundary.
Vehicle Access	Y	The site is accessed from a single vehicle entry point located off Brown Street which leads to a central courtyard and into the basement car park. A service vehicle entrance only is provided from Stephen Street.
Part 03 Building Design Apartment layout	Y	Generous areas are provided suitable for wheelchair access. Apartments are well laid out and kitchens accessed off main entry/corridor.
Apartment mix	Y	16% of units have 1 or 1.5 bedrooms, 33% have 2 or 2.5 bedrooms and 51% have 3+ bedrooms. No studio apartments.
Balconies – provide all apartments with open space, ensure they are functional and integrated into the overall architectural form, allow for casual overlooking and address.	Y	All independent living units have balconies with a good orientation (North, East or West) and all of them have appropriate room for table and chairs. Generally the main seating area on the balcony is located directly outside a bedroom or study; however all are accessible from living rooms.

8. CONCLUSION AND RECOMMENDATION

The proposed development for the Scottish Hospital heritage site is the result of various stages of consultation with the community, local stake holders and Council. Its outcomes have been informed by the various comments received from the various stages of consultation that have informed the design principles for the site.

The proposal presents a best-place urban design response to Brown, Stephen and Cooper Streets with a sympathetic massing that complements the unique landscape character of the site and surrounding streetscapes. The proposal seeks to provide an opportunity to extend the Dillon Street Reserve as a potential land dedication for public use with the location of the built form generally towards the southern part of the site in order to maximise the retention of heritage trees and take advantage of the site's steep topography to minimise the impact of the built form as perceived from the surrounding streets and residential areas.

The proposal seeks to adaptively reuse the existing heritage building as independent living units which provides a new use to a presently disused heritage item. It also seeks to restore the landscape terraces and opens the possibility for views to Dillon Reserve from the existing heritage building.

In addition, this proposal will provide a much needed service to the community, and through a subsidised renting scheme will make that service available to a wide sector of the community that currently does not have the option to age in place in Paddington.

In light of its social contributions to the area and due to the positive responses in terms of urban form, landscape character and streetscape, this proposal is a positive outcome for the site. Therefore GMU recommends the proposal be considered for approval.

Ceiling Heights	Y	All ceiling heights are at least 2.7m, with the exception of certain bulkheads in wet areas within the care wards.
Flexibility	Y	Generally all rooms are of a generous size, promoting flexibility of furniture layout. Structural walls are kept to a minimum.
Ground floor apartments – optimize ground floor units with separate entries and access to open space as a terrace or garden.	N	Generally all units are accessed directly from communal entry lobbies however most ground floor of units have private open spaces overlooking the communal open spaces and the Dillon Street Reserve beyond.
Internal circulation	Y	Extra wide corridors are provided to the Brown Street building given the length of internal corridors and lifts situated together near the main lobby. There are no tight corners, and corridors have high ceilings.
Mixed Use	N/A	The development is for hospital and incidental / ancillary uses and does not provide any retail uses.
Storage	Y	Internal storage is adequately provided. Storage areas accessible from living areas. Additional storage provided in underground car parks provides flexibility.
Acoustic Privacy	Y	Unit layouts well planned: similar functions adjacent to each other, storage acts as noise buffers between units. Private balconies mostly face quiet streets and large open spaces.
Daylight access – living areas and private open spaces to receive 3 hours direct sunlight between 9am and 3pm in mid winter – in dense urban areas 2 hours may be acceptable. Limit single aspect and south facing units to max 10%	Y	77% overall compliance with 70% units complying with 3 hour requirement and additional 7% complying with 2 hour requirement. Overall layout is optimal given heritage trees and accessibility constraints. Ward building located in most overshadowed portion of site. No single aspect units face due South.
Natural Ventilation	Y	91% units are cross-ventilated which is a positive outcome. Kitchens have limited access to natural ventilation, however mechanical ventilation rectifies this.
Awnings and signage	Y	Weather protection is provided at all entry points.
Facades – promote high quality architecture, ensure new developments have facades which define and enhance the public domain and desired character, ensure building elements are integrated into the form and	Y	Contemporary design with a high level of articulation reinforces residential character and minimises impacts of bulk and scale.

9. APPENDIX 1

Council Ref: 62.74 (4): pk
Your Ref:

15 October 2010



Paul Sadler
Chief Executive Officer
Presbyterian Aged Care NSW and ACT
PO Box 2196
STRAWBERRY HILLS NSW 2012

Dear Mr Sadler

**Scottish Hospital 2 Cooper Street (aka 74 Brown Street),
Paddington
STATEMENT OF PLANNING PRINCIPLES**

Please be advised that the Council, at its meeting on 11/10/10, adopted the attached Statement of Planning Principles for the Scottish Hospital site.

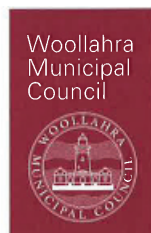
In adopting the Statement of Planning Principles the Council also resolved:

That a copy of the adopted Statement of Planning Principles be provided to Presbyterian Aged Care and to the Department of Planning and that they be advised that the principles should be given significant weight in the design and assessment of the proposed development.

Should you wish to discuss this matter I may be contacted on 9391 7156.

Yours sincerely

Peter Kauter
Executive Planner



ABN 32 218 483 245

Redleaf Council Chambers
536 New South Head Road
Double Bay NSW 2028
Correspondence to
General Manager
PO Box 61
Double Bay NSW 1360
DX 3607 Double Bay
records@woollahra.nsw.gov.au
www.woollahra.nsw.gov.au
Telephone: 61 2 9391 7000
Facsimile: 61 2 9391 7044

**STATEMENT OF PLANNING PRINCIPLES
FOR THE REDEVELOPMENT OF THE SCOTTISH HOSPITAL SITE
2 COOPER STREET (AKA 74 BROWN STREET), PADDINGTON**

HERITAGE

1. The heritage significance of the site, as recognised by its status as a heritage item and its location within the nationally significant Paddington Heritage Conservation Area, is to be conserved.
2. Subject to Planning Principle 4, the heritage significance of existing buildings, vegetation and landscaping, as established by a properly researched and prepared conservation management plan, is to be preserved, enhanced and managed.
3. The use of the property and buildings is to maintain a primary health care, including aged care, component to recognise its historically adaptive usage and land use zoning.
4. Non significant buildings being the operating theatre on the Stephen Street side of the property and the nursing home building on the Brown Street side of the property may be demolished or altered.
5. Restore and adaptively reuse the Scottish Hospital site using the principles established by the Burra Charter.
6. Maintain a visual connection to the restored 1848 heritage building from the surrounding public domain areas, in particular from Cooper Street and Dillon Reserve.

VIEWS AND CONNECTIONS

7. The boundaries of the land, which represent a remaining example of early land grants issued in the area, are not to be changed so that:
 - the proportions of the property, relative to the subdivision pattern of the area are maintained
 - the heritage significance of the place may be properly managed.

[Note: this planning principle is not intended to prevent any change to the title of the land which may be necessary to facilitate the dedication of a portion of the land for public use.]

8. Entry points to the site are to be based on an independent evaluation of vehicular and pedestrian traffic impacts on the local street network. Retention of the principle vehicular entry/exit at the existing location in Brown Street is favoured.
9. Buildings and street fences are to be designed to make the site more visually and physically connected with the surrounding urban context. Street fencing should be of a palisade style.

10. Retain existing views into and over the site.
11. Subject to section 94 of the Environmental Planning and Assessment Act 1979 (the Act) or to a voluntary planning agreement under section 93F of the Act, allow for dedication of land for publicly accessible open space areas to complement existing open space in the locality.

BUILT FORM AND LANDSCAPE

12. New buildings are not to:
 - exceed the density and bulk of the previously approved buildings (refer to DA931/2001 as identified in Council's records) (This does not prevent the redistribution of building mass from its location in the original DA)
 - encroach upon root zones or tree canopies of heritage listed and significant trees
 - encroach upon areas of significant landscaping and in particular the landscaped terraces so that heritage trees and heritage garden terraces on the site are focal points
 - involve excavation which extends beyond the footprint of proposed buildings or which results in adverse hydrogeological impacts

New buildings are to respect the scale of adjoining heritage properties.

13. Respond to the site's topography, and the dramatic change in level between the Cooper Street frontage and the Dillon Street Reserve, by designing new buildings that follow the existing topography and which enable the topography to be perceived.
14. Retain the significant landscaped character of the site particularly as viewed from surrounding public areas.
15. Landscaping is not to be used as a planning solution to justify additional building bulk.
16. Provide a visual connection between the area which formed the terraces of the original estate and the gardens to the north.