



SCOTTISH HOSPITAL

PREFERRED PROJECT REPORT



two cooper street paddington nsw

June 2011



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We acknowledge the contribution of JPR Architects, Aspect Studios (Landscape Architects) and photomontages.

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1. INTRODUCTION

GM Urban Design & Architecture (GMU) has been appointed by CERNO Management Pty Ltd to provide an Urban Design Report for the proposed Project Application (PA) for the Scottish Hospital redevelopment in Paddington, Sydney. The proposed development falls under Part 3 of the Environmental Planning and Assessment Act, 1979 and addresses the Director General's Environmental Assessment Requirements. This report presents the changes to the proposal which was lodged to satisfy concerns raised by the DoP as part of the Preferred Project Report.

The Scottish Hospital site is situated in the Sydney inner city suburb of Paddington and occupies an area of approximately 1.46 ha. It is surrounded by Cooper, Brown and Stephen Streets with Dillon Street public reserve along its northern boundary. The site remains a symbol of subdivision of the early land grants that occurred in Sydney and the early suburbanisation of the suburb of Paddington. It is listed in the NSW State Heritage inventory and is identified for its heritage significance in the Woollahra LEP 1995.

In considering this Preferred Project Application it is relevant to consider also the development history of this site. The site is currently used for Seniors Living and is occupied by an existing nursing home of questionable architectural value, a disused operating theatre on Stephen Street that is an aggressive and unattractive built form and a historic dwelling – The Terraces, which is the old house built originally on the site and currently in a state of disrepair.

The site is also occupied by numerous heritage listed trees of a venerable age that contribute a strong landscape character to the site and to the local area. The application seeks to adaptively reuse and upgrade the existing heritage houses in a manner that is sensitive to its significance, to retain the heritage trees on the site wherever the health of the trees allows and to replace the existing obsolete buildings with a new nursing home and independent living units.

The application seeks consent for:

- The construction of a new Residential Aged Care Facility (RACF) accommodating 100 beds.
- 79 Independent Living Units (ILUs) accommodated within 5 different buildings including the heritage item, The Terraces.
- Other new services proposed for residents use include a cafe, reading library, gym and hydrotherapy pool as well as games room, meeting room and on site car parking.

The site has been subject of a previous Development Approval. This approval has lapsed due to the requirement for an additional Development Application (DA) consent for the remediation of potentially contaminated soil on the site. This previous approval granted development of 19 self-care dwellings, 182 hostel/nursing care flexible units (providing up to 207 beds), on site support facilities and amenities, parking for 73 cars which amounted to an approximately Gross Floor Area (GFA) of 17, 229.15m². The consent also approved the removal of one heritage listed Norfolk Island Pine at the southern end of the site which has been proposed for retention within the new PA.

To date GMU has been involved in a consultative design process for this project working within the project team as well as at various community open day and workshop events. GMU was appointed to undertake an initial context and site specific analysis. Inclusive of information provided by other expert consultants GMU then determined a set of urban design related constraints and opportunities for the Scottish Hospital site. The analysis work was integrated into a number of design options which were developed in association with the project team and refined throughout an on-going community consultation process. This lead on to inform the final master plan which designated an appropriate location, height and scale for new built form within the constraints and opportunities of the site.

2. PURPOSE OF THE REPORT

The purpose of Preferred Project Report is to consider the urban design qualities of this proposal and its likely impact on the surrounding neighbourhood. This report will address the Director General's Environmental Assessment Requirements in relation to Urban Design issues for this Part 3A Application and it also addresses all issues raised during the submissions and comments by the Department of Planning. In addition, this report also considers the compliance of the proposal with SEPP 65 and Seniors Living Design Policy Urban Design Guidelines for infill development.

As part of this assessment GMU have reviewed the following documents:

Project Application drawings (dated 07/10/10) by JPR Architects including:

- PA drawings 101 - 463
- Photomontages images
- Solar Analysis drawings
- Shadow Analysis diagrams
- Master plan GFA calculations
- Unit Area Schedule



Aerial view showing Scottish Hospital and surrounds

Draft Landscape Plan & Landscape Statement by Aspect Studios September 2010

Draft Environmental Assessment Report prepared by Urbis August 2010

Conservation Management Plan by Noel Bell Ridley Smith & Partners Pty Ltd June 2006

Draft Landscape Assessment Report prepared by Musecape Pty Ltd August 2000

Preliminary Arboricultural Advice prepared by Tree Wise Men Australia, November 2009

State Environmental Planning Policy 65

Seniors Living Design Policy Urban Design Guidelines for infill development

Utility Services Infrastructure Due Diligence Report (dated June 2010) by Cardno ITC

Woollahra Local Environmental Plan 1995

Paddington Heritage Conservation Area DCP 2008

Woollahra Residential DCP 2003

Amended reports from other consultants reviewed as part of the Preferred Project Report are:

Amended Project Application drawings Option 1 - (dated 06/06/11) by JPR Architects

Amended Project Application drawings Option 2 - (dated 06/06/11) by JPR Architects

Aboricultural Impact Assessment (dated Sept 2010) by Tree Wise Men

Tree Protection Plan (dated 29/09/10) by Tree Wise Men

Landscape Architects Design Statement (dated 16/06/10) by ASPECT Studios

Preferred Project Report Environmental Assessment (PPR EA) dated June 2011

Final Landscape Heritage Impact Assessment (dated 5/10/10) by Musecape Pty Ltd.

3. DIRECTOR GENERAL'S REQUIREMENTS

The requirements from the Director General for this proposal that are urban design based concerns are as follows:

- Height, bulk and scale of the proposed development within the context of the locality and the visual impact on heritage buildings and elements on and in the vicinity of the site and the conservation area
- Comparable height study to demonstrate how the proposed height relates to the height of the existing/approved developments surrounding the site
- View analysis to and from the site from key vantage points
- Options for siting and layout of the building envelopes
- Topography of the site and height relation of the buildings to the natural ground levels of the site and surrounding land
- Design quality of the development – facades, massing, setbacks, articulation, colours, materials, landscape and public domain
- Environmental and residential amenity including solar access, privacy, view loss including the siting of the development in relation to the existing significant landscaping

These requirements are dealt with through the response to context and analysis that underpinned the development of the master plan for the site and through consideration of the Project Application against the principles of SEPP 65 and the Seniors Living Design Guidelines.

4. DEPARTMENT OF PLANNING KEY ISSUES

A number of issues have been raised by the Department of Planning in its letter dated March 15, 2011. These issues raised have been addressed by the various reports from the consultants to this project; however, this report concentrates on Urban Design issues and the interface to the public domain. The issues covered in this report are as follows:

1. Building height and heritage impact
 - A reduction in the height of the Brown Street ILU building
 - The scale and massing of the RACF building (Stephen Street elevation)
2. Residential amenity
 - The option of relocating the loading dock (as per option B discussed later in the report)
3. Updated SEPP 65 Report.

5. RESPONSE TO CONTEXT

5.1 Regional Context



The site is located within the Woollahra Local Government area in the suburb of Paddington. Paddington is a highly sought after location that is characterised by high density residential living in the form of terraces, semi-detached dwellings, apartments and some detached dwellings. The suburb is located between Darlinghurst, Woollahra and Double Bay. The suburb is generally serviced by bus routes which travel to the city and Bondi Junction. The closest railway station to the area is Edgecliff Railway Station but that is approximately 1 km to the east.

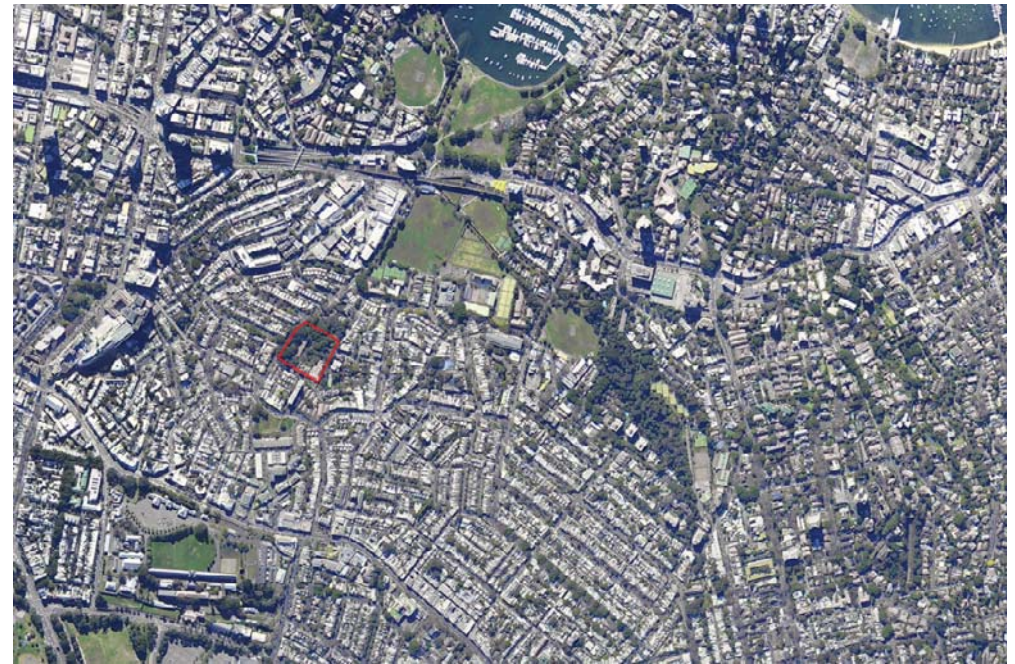
Paddington was developed in the latter part of the 19th century and reflects this era in its housing and street pattern. Generally the area has narrow small lots which are occupied by terrace housing up to 3-4 storeys in scale with smaller cottages and single storey detached houses intermingled. The streets are narrow and often heavily constrained by resident parking. Few lots have on site parking so the streets are often congested with cars. The street pattern through the area is generally a simple grid skewed occasionally to a different orientation mainly due the topography of the area which is generally sloping down towards the harbour with a number of ridges which run to the south of the area.

5.2 Local Context

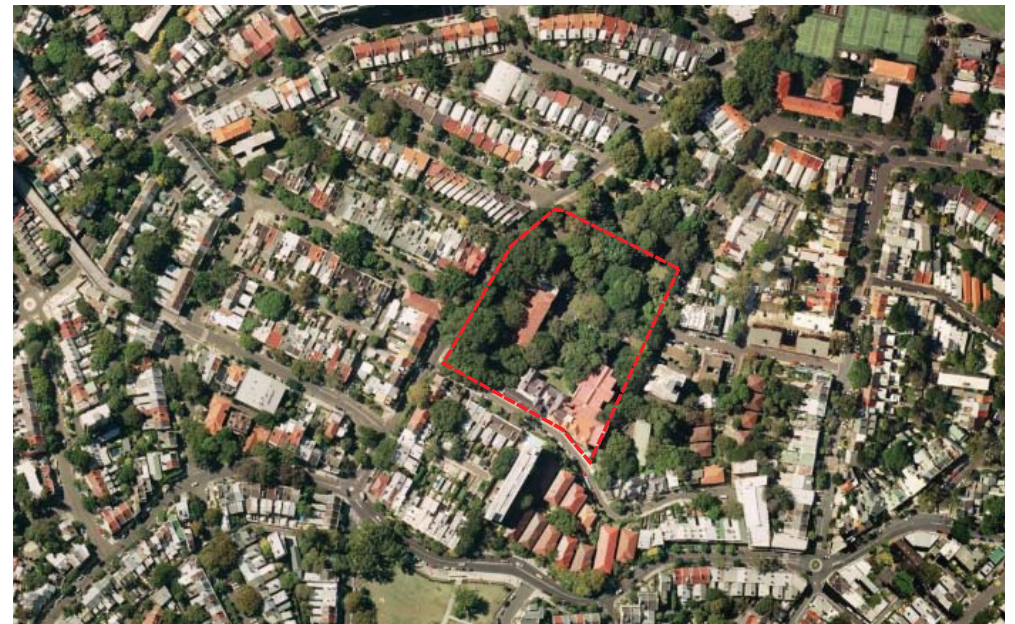
The site itself is bounded by Brown, Cooper and Stephen Streets. It is quite close to White City and to Paddington Green. The site sits within an area of small lots, narrow streets and laneways.

Surrounding the site to the south is the residential suburb of Paddington which extends up to Oxford Street. The local Five Ways Shopping Village on Glenmore Road provides the closest retail facilities. These are within walking distance from the site. The built form along Cooper Street is characterised by a mix of terrace houses and apartments. The scale ranges from 2 storeys to 4 storeys.

There are a number of much taller apartment buildings in close vicinity to the site including along Cooper Street which introduces a different scale of 9-10 storeys. These buildings jut up into the skyline, well above the tree canopy and are an aggressive form due to their impact on the silhouette of the area.



Aerial showing fine grain character in Paddington



Local context

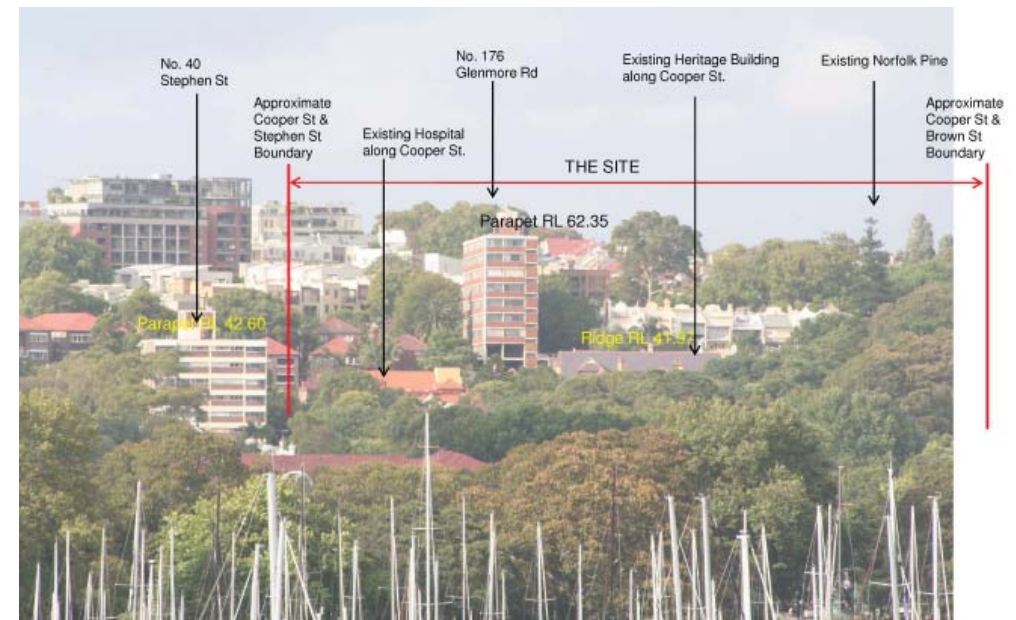
The land slopes up from the site towards the south so the backdrop behind the site is comprised of terraces along Cooper Street and larger new development along Glenmore Road. This can be seen in the view on the adjacent picture.

To the west of the site is a more even built form. It comprises a range of terrace houses of varying scale from 2 storeys to 4 storeys. Immediately adjacent to the site are terraces up to 3 storeys with an effective 4 storey scale which address Brown Street and the side walls of other terraces that address the east west streets and laneways.

To the east is a mixture of scale and development types. There are the taller 1960s apartment buildings at some 48 metres in height down to single storey cottages on narrow lots which face onto Stephen Street. The taller development tends to be located towards the southern end of the street where the topography rises towards Cooper Street. The grain changes noticeably once past Glen Street towards the north where the fine grain terraces and cottages are located.

To the north of the site is a public open space called Dillon Street Reserve. It is a narrow park that extends between Brown and Stephen Streets containing a small playground, some vegetation and seating. Beyond the site are more fine grain low scale residential lots which vary in height between 1-3 storeys. This playground park is a valued community asset and is well used by residents.

To fully understand the local context around the site GMU carried out a site analysis and mapped the key characteristics of the locality. These characteristics are documented and discussed in the following subsections.



Looking across water towards site (courtesy of JPR Architects)



Development along Brown Street



Tall '60s development on Cooper Street



Images of Brown Street



Built form on Cooper Street

5.2.1 Existing Built Form, Height and Figure Ground

As discussed above, the existing built form has a predominant 3 - 4 storey fine grain scale to the western side of the site along Cooper and Brown Streets. The lower scale development of cottages and terraces tends to be located further to the north once past Glen Street and Dillon Reserve. The lot pattern to the north exhibits shorter and narrower lots and a generally tighter street pattern with laneway systems. To the south, the development pattern changes with the more recent developments occupying larger footprints and in some instances amalgamating land parcels. This introduces a different grain from the north to the south with the south as a mixture of narrow lot frontages, deeper lots and then wider lots and larger buildings to the south.

The building typology also changes with the smaller terraces and cottages to the north giving way to larger apartment buildings from a number of different eras. This occurs to the south of Stephen Street and along Cooper Street particularly to the eastern end of the street and the site.

The most recent apartment developments have introduced a very different scale from 8 - 9 storeys at the street and are elongated along the lot.

The development on the site itself contrasts sharply with that of the surrounding area. The character is of buildings within a landscape setting where the site is viewed from Brown, Stephen Streets and Dillon Reserve with a low scale but almost continuous frontage to Cooper Street. The heritage hospital and house on Cooper Street are located very close to the street boundary and present quite a dominant built form in contrast to the terrace dwellings on the southern side of the street.



Figure ground relationships



Apartments along the Eastern side of Cooper Street



Site and buildings as seen from Brown and Stephen Streets



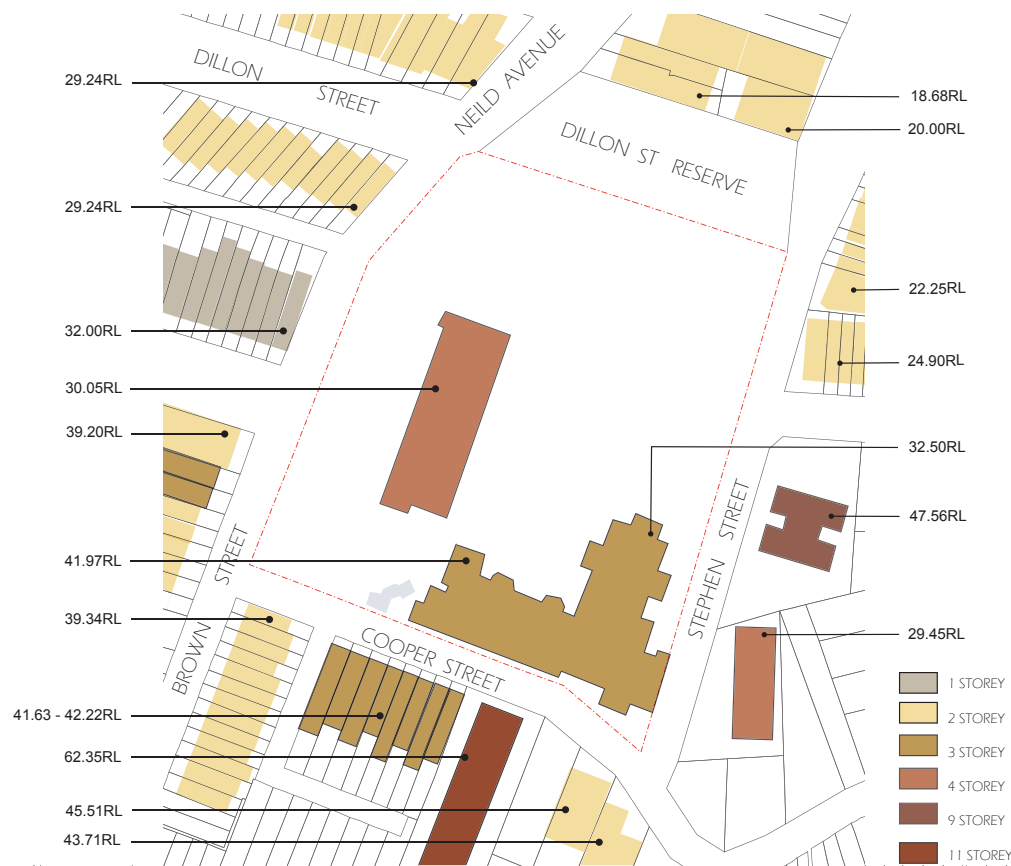
Site and buildings as seen from Cooper Street and Dillon Reserve



In terms of the height of existing built form in the surrounding context the diagram below illustrates these heights.

It can be seen that the existing development on the site ranges from the lower scale hospital and house at 2-3 storeys to the 4 storey nursing home and the 6 storey operating wing. The bulk and footprint of these buildings is more in character with the more recent development where lots have been amalgamated. Even the footprint of the heritage items is quite considerable when compared with the fine grain of the area around it.

The scale of the site itself also contrasts with the small lot character of much of Paddington. The site is a considerable landholding and provides a visual 'relief' to the more intense lot pattern around it. Therefore, it has an existing and historic built form that was appropriate to its larger land holding and contrasted with the fine grain and character of the terrace housing around it.



Existing built form heights

5.2.2 Connectivity

The topography of the site and the area creates issues for connectivity. The site has development cut into the slope and therefore there is a significant grade change from Stephen Street through the site and across to Cooper Street. This change in topography on the site fragments the street pattern and pedestrian connectivity within the site.

The surrounding street pattern follows a simple grid with changes in alignment. Close to the site the predominant pattern is east-west streets that provide local access and laneway access to the narrow lots linked by wider connector streets which run down the slope. The street pattern to the west is closely spaced due to the lot dimensions but this changes to the east of the site where the streets are further apart and there are far less east-west streets. There the depth of the lots increase with linked laneways for vehicle access. Therefore the connectivity is excellent to the west of the site using the local street systems although pedestrian movement is somewhat hampered by the steep slope from near the reserve rising up to Glenmore Road. To the east the connectivity is reduced in an east-west and north-south direction for vehicles but pedestrian connections are maintained through stairs where the topography changes.

The local retail facilities to service the site are to the south east at the Five Ways Shopping Centre which is within 400m of the site, however, the access is via a pedestrian laneway off Cooper Street.

Public transport is available to the south west of the site along Macdonald Street which links passengers to the city and Bondi Beach via Bondi Junction. The Holdsworth Community bus provides a drop off/pick up on demand point at the corner of Brown and Cooper Streets.

For the site the vehicular access is limited to a single driveway entry along Brown Street in the north western corner of the site. This driveway location appears to be in the original location for the house. There is also possible evidence of a vehicle entry point from the southern end of Stephen Street that has since, been blocked off.

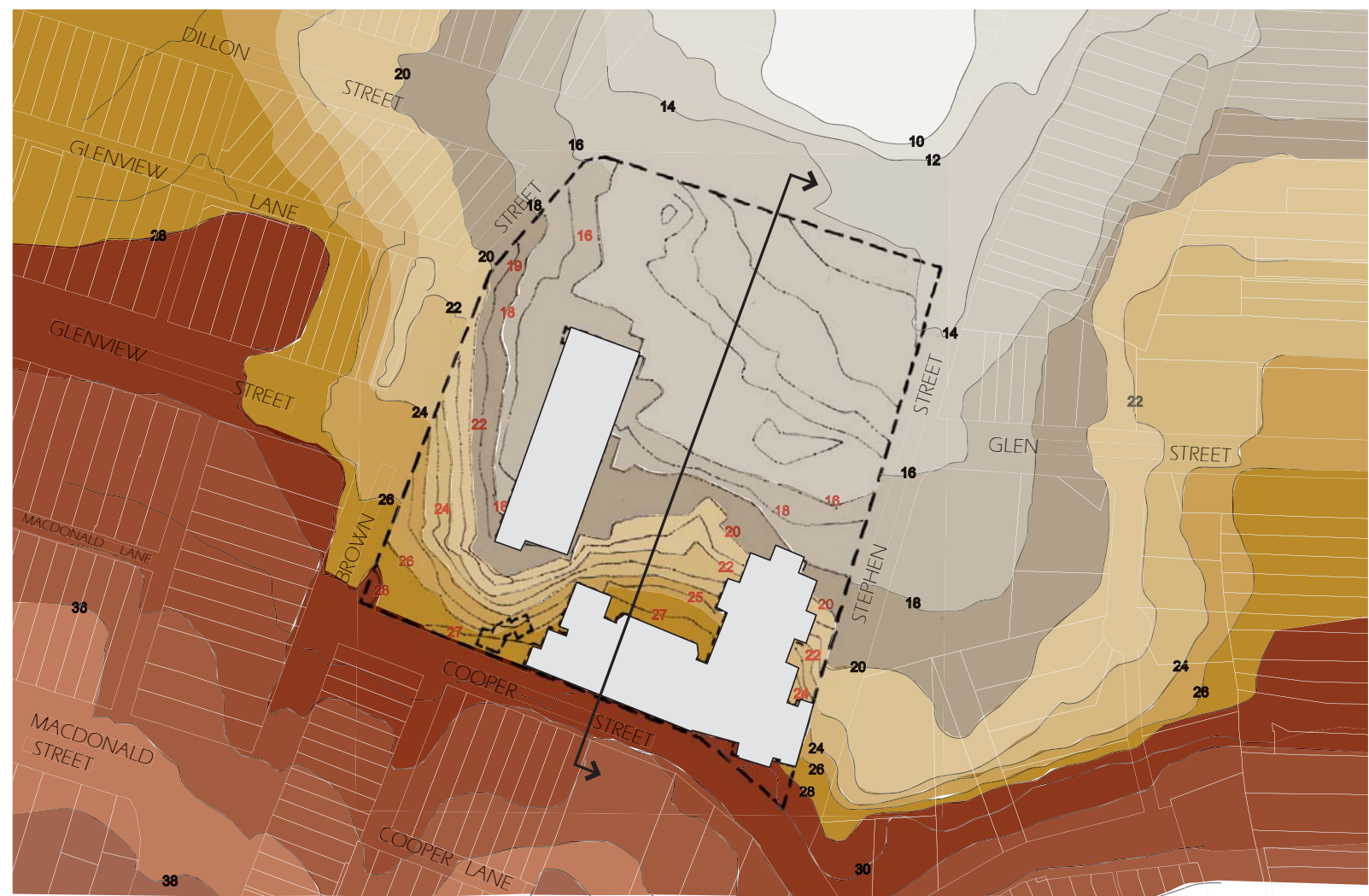
On-road bicycle lanes are provided along Lawson Street, Macdonald Street & Glenmore Road north and south of the site.



Connectivity

5.2.3 Topography

The site falls dramatically away from Cooper Street with the fall becoming more gradual and levelling out toward Dillon Reserve, approximately 14m difference in level overall.



Topography



The existing Scottish Hospital building has been positioned on the highest land on the site sitting proud within the surrounding tree canopy with its address and frontage to Cooper Street. The operating theatre straddles both the higher land to Cooper Street and the gully cut into the site on Stephen Street. This results in large columns which are visible supporting the built form above and severely compromising the amenity of Stephen Street.

The existing nursing home is located to the west of the site behind the existing trees, set down in the gully. Consequently, its location within the gully reduces its apparent height relative to the streets around the site.

The site benefits from considerable landscape which was established, it is believed, as part of the planting for the original dwelling. These trees are mature and rise out of the gully presenting their canopies to the streets and breaking up the scale and visual connection from the streets to the buildings. Landscape terraces have been formed in front of the Scottish Hospital building to absorb the level change and fall toward the Dillon Reserve to the north.

Along Brown Street is a variety of mature trees including figs, Camphor Laurel and pine trees that start on the gully floor near Cooper Street and continue to the flatter ground on the site near the Dillon Reserve.

The grade difference from Cooper Street to the base of the gully is from RL 30 at Cooper Street down to RL 20 roughly one third of the way into the site. A stone retaining wall runs along the western boundary and maintains Brown Street at a higher level to the site. There is a more significant level change toward the intersection with Cooper Street where paved terracing has been constructed. The streets around the site do not have a similar gully and sudden change in level. Both Brown and Stephen Streets follow the topography and fall more gradually to the north. Brown changes from approximately RL 23 close to the site at Cooper Street down to RL 16 at the north west corner of the site as a gradual grade. Stephen Street falls from RL 30 at Cooper Street to RL 14 at the north east corner with a quick grade change to the south accommodated by stairs and then a gradual grade change from RL 22 to RL 14.



Gully on site



Gully on site



Landscape terraces as seen from within the site



Trees as seen from Brown Street



Operating theatre on Stephen Street



Nursing home looking in from Brown Street



Brown Street looking due south

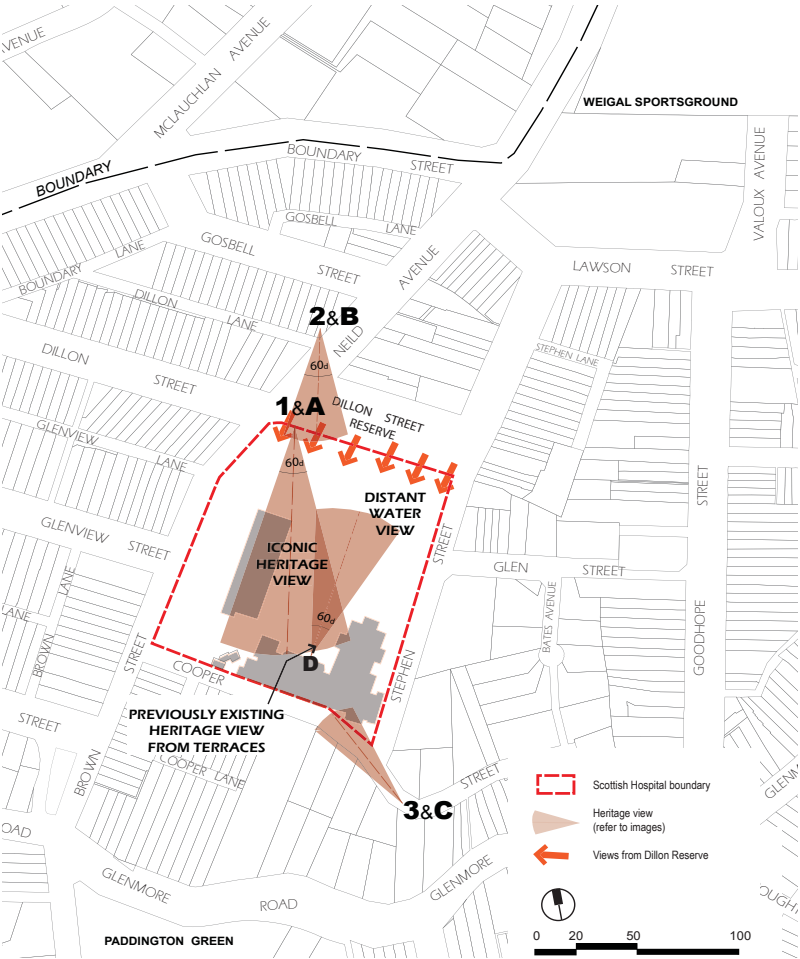


Stephen Street looking due north

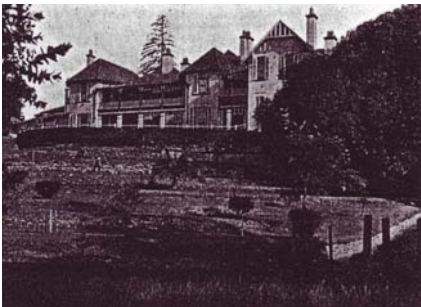
The streets around the site generally run along the contour to the west but Glen Street to the east runs up the slope away from the site. This gives a view corridor down into the site from the top of the street.

A natural gully running under low scale residential development to the north of Dillon Reserve is used as a drainage corridor which exits into Sydney Harbour via an open channel at Rushcutters Bay Reserve. The land is noticeably flatter to the north than around the site and to the south. The topography to the south rises at a similar grade to the grade around the site, with the ridge line located approximately at Oxford Street.

5.2.4 Heritage Views



Heritage views



1



2



3



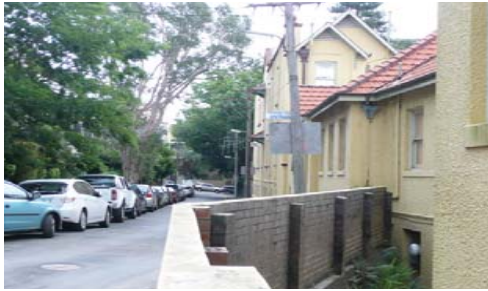
4



A



B



C



D

In accordance with a Conservation Plan prepared by David Semple Kerr, the significance of the various elements has been ranked by Noel Bell, Ridley Smith & Partners in their Conservation Management Plan dated June 2006. This ranking is based on their significance for the purpose of assisting future decision making for conservation and development of the site and includes a number of heritage views.

These views are shown in the diagram above and have been categorised into the following:

Exceptional significance:

- the view to the Scottish Hospital from the northern grassed terrace

High significance:

- partial views to and from the Scottish Hospital building from the lower north grassed area
- views to mature trees, garden stairs and lawn terrace from the Scottish Hospital building
- views of the Scottish Hospital building from Cooper Street

Moderate significance:

- views to the roof of the Scottish Hospital from Cooper and Brown Streets

Little significance:

- view to the eastern wings of the Scottish Hospital

The diagram on the previous page and the photographs demonstrate the location of the historic views and show that none of these views are still available in its original form on the site. The vegetation has grown up significantly in the intervening years and has obscured views up to the house and from the house down to Dillon Reserve and beyond.

5.2.5 Views and Vistas

The site itself is actually part of the outlook for much of the existing development around the site. The majority of the existing buildings are lower than the tree canopy that has grown up on the site and has no views beyond it. The dwellings along Cooper Street and along Stephen Street where the tall newer development is positioned does benefit from views across the tree canopy on the site with some water glimpses and district views available from apartments and upper floors of terrace housing over the site particularly from the southern side of Cooper Street.

The photographs adjacent illustrate these views and are taken from the following locations within the actual dwellings themselves.

Green, heavily vegetated edges characterise the view looking down Stephen Street to the north. In terms of street views there are views looking west down Glen Street that terminate at existing vegetation mid way along the sites eastern boundary. There is also an axial view looking up Glen Street away from the site which is clear and legible right to the top of the street.

It is important to appreciate that the majority of the outlooks of the houses around the site are into the trees. There are no long vistas available apart from the taller development on Cooper Street and Stephen Street. For the apartment building on Stephen Street the operating theatre is a significant and visible massing that offers no passive surveillance and is very poor in its design quality. The Cooper Street outlook is into the existing operating theatre or over its roof or into the existing heritage buildings unless the view is from the west of the site. For Brown Street the views are into the figs along the western side of the site. From the lower end of Stephen Street the vistas are into the under storey of the existing vegetation.



Neighbouring views



1 Views looking from 176 Glenmore Road



2 Views looking from 19 Cooper Street



3 Views looking towards heritage building from 40 Stephen Street



3 Views looking towards city from 40 Stephen Street



The locality's green leafy character is evident when looking down Neild Avenue away from the site and green mature vegetation terminates views towards the site along Dillon and Glenview Streets. Vegetation and fine grain building form frames the view down Brown Street along the site's western boundary.

Views looking into the site from the Brown Street entry are heavily constrained by mature trees situated within the grounds to the front of the Scottish Hospital building. Quality intermediate views looking onto the Scottish Hospital lower grounds are available from Dillon Reserve.



Existing street views



5.2.6 Existing Site Vegetation

Vegetation on the site comprises a large range of plant species including remnants of early cultivation of the site for utilitarian and ornamental purposes from the 1840s. Planting in more recent times has been carried out for amenity purposes only resulting in a confusion of the original Victorian garden and the later institutional garden created during the use of the site as a hospital. There are also a significant number of local native species and plant species located on the site.

An arborist report by Tree Wise Men Australia Pty Ltd has been prepared as part of the master planning for the site in preparation of the Project Application. A further report has been prepared by qualified botanist and heritage consultant, Musecape Pty Ltd to guide the management of the heritage trees. The key findings of these reports have been summarised in the points and diagram below:

- The cultural landscape at the Scottish Hospital is historically significant at a state level and plays an important role in the provision of green space for its part of Paddington.
- Retention Index ratings have been allocated to each tree on site and incorporate Safe Useful Life Expectancy (SULE) ratings and Significance Ratings. There are 7 heritage listed trees on the site. Heritage tree locations are illustrated as dark green circles on the diagram. Other trees of lower significance are also illustrated. The findings of the report were that all heritage trees and other trees on site should to be retained where practical.
- TPZ (Tree Protection Zone) values have been located on the diagram and are based on the preliminary arboriculture advice dated November 2009. These zones demonstrate an area where new development within the radial offset measurement would be restricted.
- Trees approved for removal as part of the 2002 DA have been hatched on the drawing on page 20. This includes the removal of 1 heritage tree at the southern end of the site which is required to be removed due to extreme ill health which has made this tree dangerous.
- Mainly mature tree species including a large, heritage listed Moreton Bay Fig and Kauri Pine are located on and against the slope adjacent the existing hospital building along Brown Street. There is also some under-storey vegetation consisting mainly of shade loving species of which several are weed species.
- Dense tree planting characterises the south western corner of the site around the main pedestrian entry and includes 3 heritage listed trees; a Holm Oak, Norfolk Island Pine and Moreton Bay Fig.
- The area originally constructed as terrace gardens remains relatively free of any significant vegetation.

- The northern part of the site consists of scattered mature tree planting including 2 heritage listed trees a Port Jackson Fig and a Weeping Lilly Pilly set within a predominantly gassy understory.

- Vegetation along the eastern edge of the site is mostly made up of woody weed species such as Camphor Laurel, African Olive, Hackberry and Coral trees.

The landscape character of the site is one of its most significant features. 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. To Cooper Street there is little landscape other than near Brown Street where the gully figs are visible. To Stephen Street the plantings are of low quality but do provide some screening to the operating theatre building although it is a highly visible massing even through the trees. To Brown Street the heritage trees create the street edge and the sense of enclosure and reduce the visible impact of the existing development.

So the existing character of the site is very much of a large built form seen through a screening of trees to Brown Street, large development partially screened by thin planting to Stephen Street and mainly low scale built form to Cooper Street other than to the west where the figs are a major street element and trees in parkland from the Dillon Reserve.

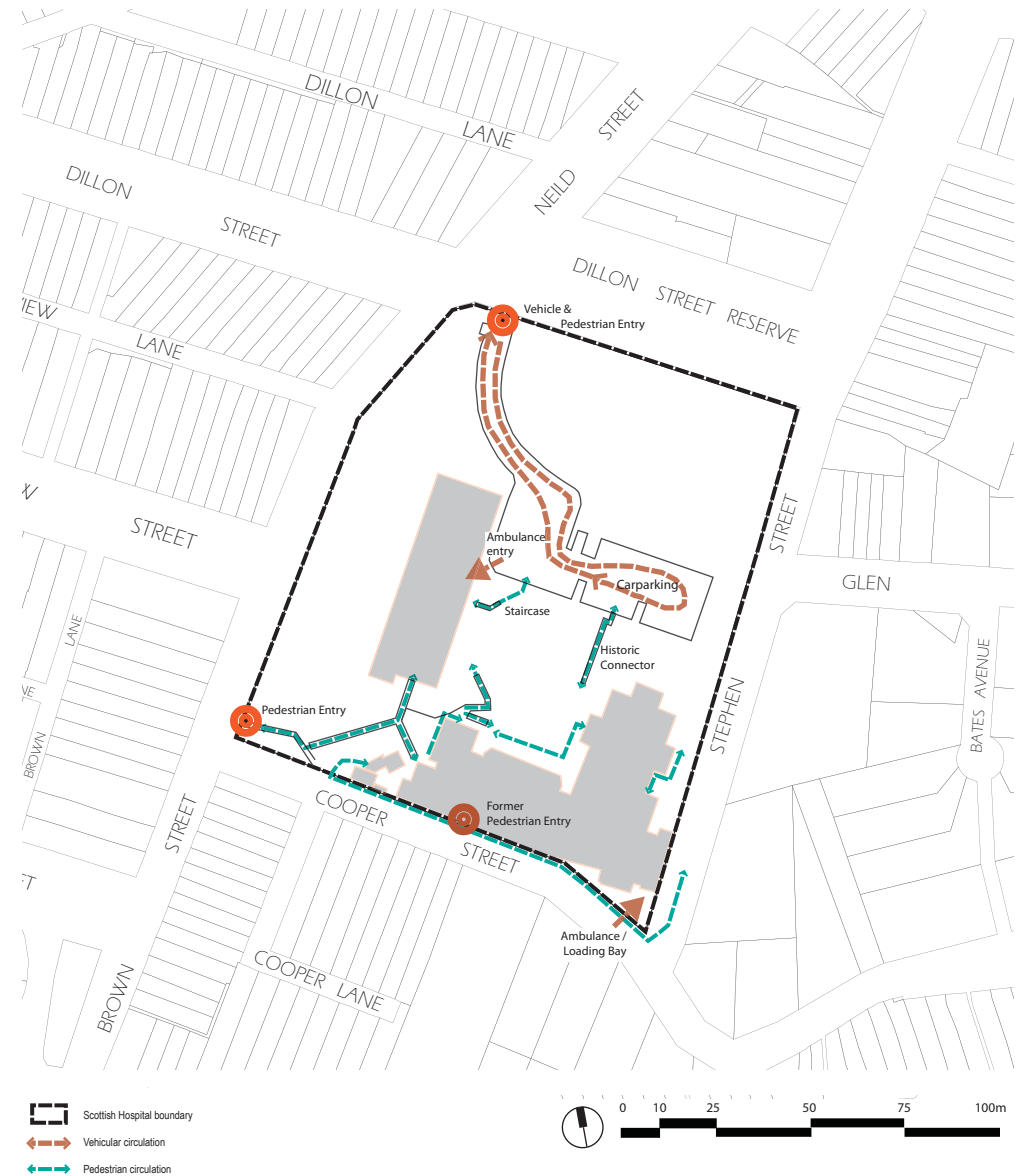


Tree protection zones

5.2.7 Pedestrian and Vehicular Movement through the site

Pedestrian and vehicular movement is heavily restricted on the Scottish Hospital site due to the topography, location of existing footpaths, stairways and landscape terracing, as well site uses and limited entry and access points. The main issues identified which relate to pedestrian and vehicular movement are:

- There is only one currently used vehicle entry/exit point on the site. It is located on Brown Street near the intersection with Dillon Street and provides a shared entry point for visitor and staff car parking as well as ambulance and service vehicles. There is possible evidence of a now disused secondary entry for the site from Stephen Street; it is assumed that it has been blocked off since the operating wing was shut down.
- An ambulance loading bay also exists from Cooper Street which previously facilitated patient transfer when the hospital building was in use.
- The existing overgrown and untended terrace gardens restrict movement to upper levels of the site above the surface car park area.
- Pedestrian access to the existing aged care facility is possible at the southern end of the site; however it is poorly sign posted and requires negotiating a series of pedestrian bridges to gain entry into the building.
- Pedestrian movement along Cooper Street is compromised due to a narrow footpath on the northern side of the street and the location of the existing Scottish Hospital building hard along the street boundary.
- In terms of pedestrian access around the site, Brown, Cooper and Stephen Streets, all have footpaths to both sides of the street and a pathway is provided that allows access through the reserve to the north of the site. There is currently no public access available across the site due to the existing fencing or walling which restricts public access into the grounds.
- The only access between Cooper and Stephen Streets is via a steep set of stairs which forms part of a public reserve located at the south eastern corner of the site. While surveillance around this small reserve is poor, this stair forms an important link between the lower residential neighbourhood and local shops and is heavily utilised by the general public.



Pedestrian and vehicular movement

5.2.8 Analysis Sections through the site

Sections through the site have been produced to illustrate a number of points in relation to the site character and context. The sections show:

- The topography of the site relative to the surrounding streets and the positioning of the existing buildings within the site.
- The heights of prominent and relevant development on the adjacent streets i.e. the section from Cooper Street to Dillon Street Reserve is shown with the heights and massing of the buildings along Stephen Street shown below to illustrate the adjacent scale and grain. Maximum RLs of these buildings are also shown.

Consideration of the sections illustrates a number of key points as follows:

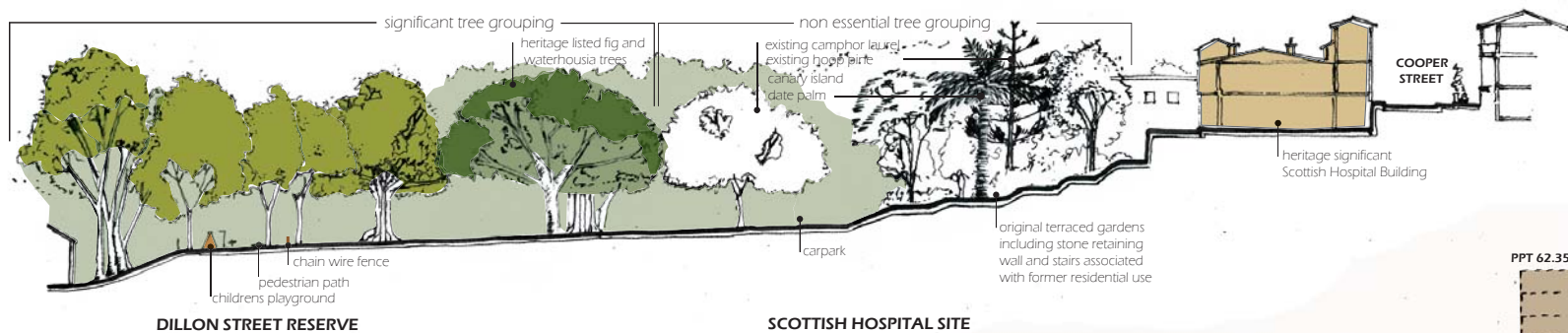
The significant site features include:

- Heritage significant Scottish Hospital Building seen on Cooper Street with the cascading terraces to the north of the house.
- Heritage listed Fig and Waterhousia trees within a significant tree grouping to the northern end of the site; this creates the character of the site to the Dillon Reserve and also to the northern part of Stephen and Brown Streets.
- Original terraced gardens including stone retaining wall and stairs associated with former residential use absorbed the grade change and are an important part of the history and character of the site.
- Existing car park and mixed exotic non-essential tree grouping does not add to the amenity or character of the site and also detracts from the view from Dillon Reserve.
- Children's playground within Dillon Reserve at the north end of the site is well frequented and is at a lower elevation. The narrow confines of this park give it an intimate quality but much of its setting is actually created by the major plantings and trees on the Scottish Hospital Site.
- The major grade change tucks the larger buildings into the gully to the south of the site. This mitigates against their scale and keeps them within the surrounding landscaping and within the tree canopy.
- Much of the existing tree cover is located in the gully along Brown Street, to the west and north edging Dillon Reserve with little landscape character to Cooper Street and low value planting along the Stephen Street edge of the site.

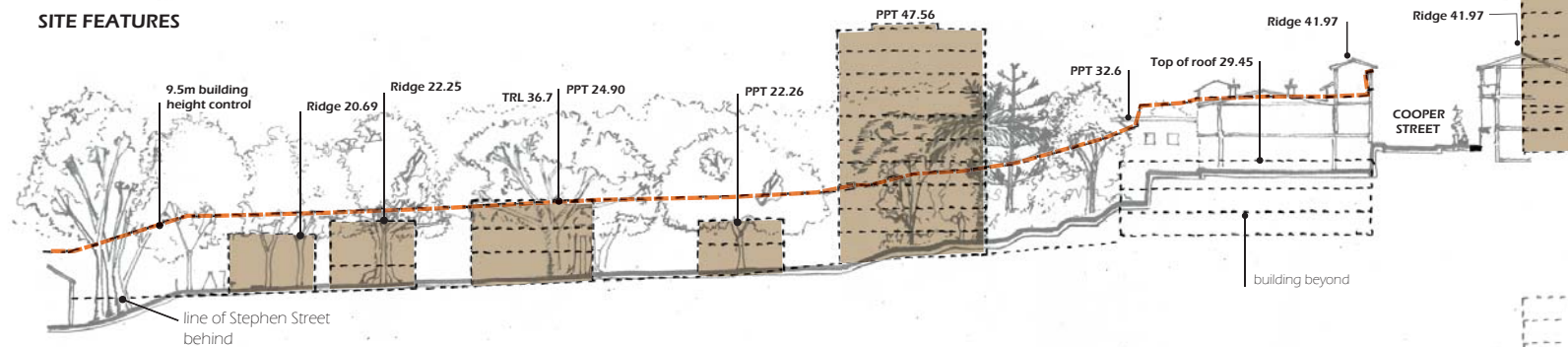
- The extensive existing landscape creates a 'green edge' to the site that is important to the street setting particularly to Brown Street and the Dillon Reserve.

The scale of development which varies considerably from:

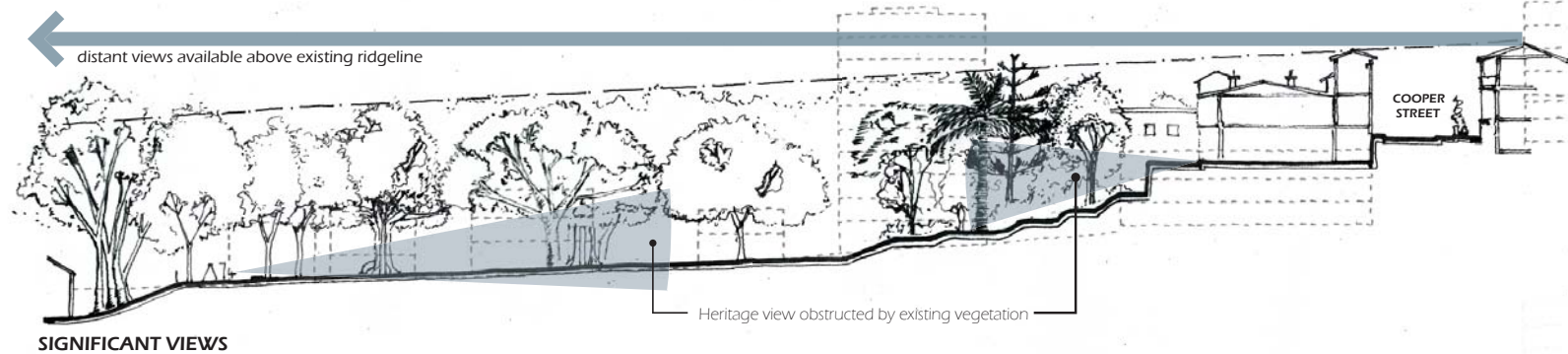
- Generally 2-3 storey built form to the north with RLs of 20 - 25m interspersed with larger 9 - 11 storey apartment buildings (along Stephen and Cooper Streets) up to RL 47.56 and RL 62.35 to the sites' eastern and southern edges.
- The significant views within and across the site are also illustrated.
- Distant harbour views are available above the ridge line of the existing heritage hospital building.
- Heritage views once enjoyed from the top of the terrace gardens as well as the view looking up toward the Scottish Hospital building from the Brown Street vehicular entry have become obstructed by existing vegetation.



SITE FEATURES



ADJACENT BUILDING HEIGHTS



Sections cutting through the site from Dillon Reserve to Cooper Street

5.3 Site Constraints

The analysis work in the previous sections identify a number of key issues facing any development of this site. These issues are illustrated on the constraints diagram and include:

- The heritage views particularly from the heritage terraces towards Dillon Reserve which are heavily screened by existing vegetation.
- The extensive area of the site occupied by heritage trees, their impact on the location of built form and the potential amenity and solar access of any development as well as the overshadowing impact on development and any external open space.
- The constrained access for residents from the site to the bus stop at Brown Street due to its existing topography although it must be remembered that the site is currently used for Seniors Living and residents manage this issue at present.
- The heritage listing on the historic hospital/dwelling and its current dilapidated state.
- The heritage listing of the landscaped terraces and stairs and their dilapidated state.
- The steep topography to the north of the site which drops the site levels well below Cooper, Brown and Stephen Streets as a gully (this is both a constraint and an opportunity as the grade difference reduces the apparent bulk of any development within the site when seen from the street elevation).
- The axial vistas down east west streets that terminate at the site which currently offers a 'green view' and the view from Dillon Street Reserve towards the site which is also a landscape vista.
- The shutting down of the hospital which has changed perceptions of the site from that of a busy operational facility and has seen the site become quite overgrown.

5.4 Opportunities

The analysis has also identified a number of key opportunities for any development of the site. These include:

- The exceptional landscape character of the site and its heritage value which means that any development must seek to retain as many trees as possible to maintain landscape edges to the site, screen future development and retain the significance of the site. This will dictate the location of building footprints to avoid damage or impact on the trees which at the same time constrains their location.
- The existing landscape and heritage views provide the opportunity to reinterpret the heritage terraces view through the extension of the landscape from Dillon

Street Reserve up to the heritage house by keeping the existing trees, reinstating the terraces and providing appropriate landscape on the terraces as well as thinning the existing vegetation which is not of value to open up the views from the reserve to the heritage house.

- The mature plantings and significant drop within the site provides the opportunity to achieve taller buildings within the site if they are located to sit within the tree canopy and contained by the trees away from the street edges. This will follow the existing approach to the site.
- The northern portion of the site already contributes to the 'openness' of the reserve and visually extends the public reserve. The previously approved DA located buildings close to this reserve which would have changed its character significantly. There is an opportunity to expand the park through a VPA or other mechanism to provide a wider and more extensive park that also maintains the heritage and significant trees within public ownership and keeps the current landscape setting of the site to the north in perpetuity.
- There are a number of views down to the site from adjacent streets, most particularly Glen Street. This vista needs to be balanced with the importance of the landscape setting of the Reserve as it is only a short street and is not a major connector. However the development should respond to this vista either through landscaping or termination by appropriate built form.
- The location and extent of trees limits the open ground for building on the site. New development should seek to locate the building footprints in similar positions to the existing buildings and between trees.
- The existing heritage buildings on the site are a major built form element in the character of the site. Redevelopment provides the opportunity for adaptive reuse of the heritage hospital and ensure any new development adjacent to it on Cooper Street responds to its scale whilst also allowing views into the site's landscape.
- To minimise disruption to the surrounding street network and amenity impact the existing entry points should be maintained with the vehicle entry for cars and visitors from the existing entry on Brown Street. Servicing could occur from either Stephen Street or Brown Street subject to impacts on Stephen Street vehicle movements and the building's interface to the park.
- There is the opportunity for widening Stephen Street at the northern end of the site to provide easier access along the street given its very constrained nature.





Opportunities

5.5 Design Principles and Master Plan Options

Based on the constraints and opportunities and the analysis for the Scottish Hospital site the following design principles and design actions have been developed for the site. These principles and the suggested Master Plan Options have been tested and discussed at length with the community and through that process have been further refined. This is discussed in later sections. The design principles originally were:

1. Locate building form and massing to minimize its visual impact to the public domain and distance views –
 - a. Buildings should sit within the existing tree canopy with no building to exceed the current maximum canopy height for northern trees on the site
 - b. Locate taller development to the south of the site within the existing gullies to minimise its height to the surrounding streets
2. Maintain and enhance the landscape and topographic character of the site –
 - a. Retain all healthy heritage trees and significant other trees on the site
 - b. Retain as many other trees as possible particularly to the site edges and to the north adjacent to Dillon Street Reserve
 - c. Reveal the topography of the site through building design transitioning from the higher land form of Cooper Street to the lower lying land at Dillon Street Reserve
3. Minimise impacts of new buildings on the landscape and heritage character of the site –
 - a. Position new built form in similar locations to existing buildings or to minimize impact on the existing heritage trees, landscape elements and heritage buildings
 - b. Provide a low scale built form and fine grain design for any new buildings located to the north of the site with frontage to public open space or Stephen Street (past Glen Street) to respond to the existing narrow lot character
4. Respect the original view from the heritage landscape terraces of the hospital –
 - a. Reinterpret the heritage view from the landscape terraces to the north by maintaining a viewing corridor between the landscape terraces and Dillon Street Reserve
5. Maximise the public open space for the community –

- a. Concentrate building massing to the south of the site where possible set amongst the larger trees to enable dedication of the northern heavily treed portion of the site as an expansion of Dillon Street Reserve
6. Celebrate the heritage significance of the site –
 - a. Adaptively reuse the heritage buildings on site for residential uses and ensure any new development along Cooper Street responds to the scale and grain of the heritage buildings
7. Achieve design excellence
8. Achieve a high quality public and private domain that is safe and active –
 - a. Provide entries to new buildings straight from surrounding streets wherever possible
 - b. Design buildings to provide passive surveillance to the streets and the Dillon Street Reserve
9. Minimise vehicle impacts on the surrounding street system –
 - a. Reuse existing vehicle entry points into the site particularly the original gateway to Brown Street
 - b. Minimise the impact of vehicle driveways on the landscaped area of the site
 - c. Sleeve any private car parking within building forms

These principles and actions have been interpreted into a number of design outcomes as part of an envelope study which is illustrated below. Two options have been developed with common elements. The two options investigate differences in height for the taller elements and the extent of built form to Stephen Street as there is concern regarding height within the community. These two approaches were tested with the community through consultation.

The options presented did not investigate other locations of built form on the site as the original DA had really considered the only other sensible position of buildings to be close to Dillon Reserve. The location of massing in the DA was not supported by the analysis as it detracted from the visual setting of the Reserve and potentially compromised the heritage trees by locating built form close to the root zones.

The analysis demonstrates that the options for the location of built form are very constrained if they are to be sensitive to the setting of the existing heritage items including the trees and

to mitigate the impact of built form on the streetscape. At the same time the positioning of built form also needs to allow for a reasonable development potential to ensure the long term preservation of these important heritage items whilst achieving a communal benefit through the ongoing provision of high quality care for seniors in the Paddington community.

Therefore both options are driven by the principles above to minimize massing impact i.e. to ensure that the building height does not exceed the top of the tree canopy to the south of the site.

The differences between the two are that one option provides a lower height to the south of the site (amongst the tree canopy) with massing along the edge of Stephen Street. The other option is one storey taller to the south amongst the trees and allows for the expansion of Dillon Reserve to the south through a VPA including the retention of all the major existing trees.

5.5.1 Urban Design Layout Option 1

The urban design layout for Option 1 seeks to provide the maximum opportunity to expand the Dillon Street Reserve as a land dedication for public use (subject to a Voluntary Planning Agreement with Council or provision of the land by the Presbyterian Church as privately owned but publicly accessible). The built form would be located as far to the south of the site as possible whilst still respecting the other design principles. This approach locates the significant building massing to the south which responds to the change in built form seen in the existing area – greater built form and more apartment development with larger building footprints to the south.

If a land dedication is pursued through a VPA, this delivers a generous public open space that has only the main entry driveway for the Scottish Hospital development adjacent to Brown Street within it. This approach will approximately double the size of the Dillon Street Reserve and will capture the majority of the large existing trees within that new public land dedication for enjoyment and use by the local residents. This approach maintains the northern portion of the site where the finer grain and lower scale development exists surrounding the site as a 'green landscaped space' actually making this portion of the site permanently public if agreement can be reached with Council. This response is sensitive to the change in scale and grain and it ensures no negative impacts to the more 'delicate' built form character north of Glen Street.

The proposed maximum heights in RLs (raised levels above sea level) proposed for the site and storeys above street level are shown on the plan. It can be seen that the tallest massing is positioned in amongst the trees, setback roughly a similar distance to the existing nursing home block. A small lower scale portion of the built form could extend towards Brown Street to provide some much needed surveillance of the street and allow some activity through an entry point to the site in this location. This built form would be

set in amongst the trees and would not exceed the current tree canopy height to ensure it did not detract from the silhouette of the area.

The building footprints are located from the mid portion of the site to the south, positioning built form generally where the existing operating theatre building is located and where the existing aged care building is currently situated with some additional building potential between the large figs to link to Brown Street at grade. The master plan seeks to adaptively reuse the existing heritage building for residential aged care uses and to provide for a finer grain 'gate house' type building adjacent to the existing hospital to the west which will allow for a pedestrian connection into the development and its communal open space from Cooper Street.

There is an opportunity to create a new public space node on the corner of Brown and Cooper Streets which could include a small shelter for residents waiting for the community bus and a sitting area looking out over the gully and tree canopy on the site. To Stephen Street the height of any new development would be generally equivalent to the height of the existing operating theatre block, stepping down to the north. This form would be setback from Stephen Street to allow some street tree planting but will still be visible to the street as is the current operating theatre. The new development should offer an interesting and well designed building form rather than the existing unsightly void and blank walls of the operating theatre.

To Dillon Street Reserve and the potential new public land dedication the development would present a low scale edge with a maximum of 3 storeys to the park and a maximum of 5 storeys immediately behind. The development scale will then respond to the topography and step up the slope to the south towards the heritage hospital building.

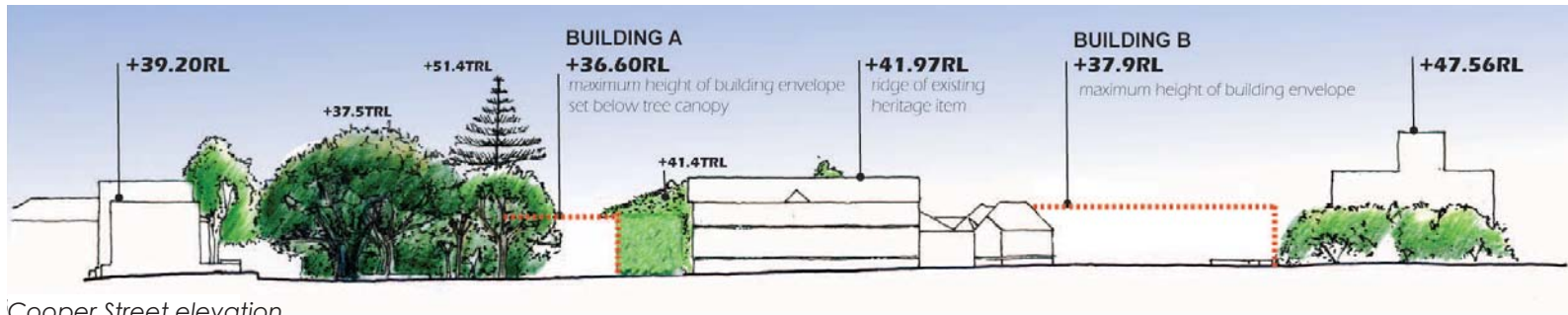
The central portion of the site will be a landscaped space that reinterprets and reinstates the heritage landscape terraces with a central communal open space that creates and maintains the heritage vista to the north. This space will cascade down to the north to link with the new park dedication and create a green corridor through the site.

All heritage trees will be retained with as many other existing trees as possible. The elevation drawings shown below indicate through the coloured dotted lines the maximum height of the building forms under this option. Note the Brown and Stephen Streets elevations do not show street and edge trees where the buildings are potentially located so that the maximum height can be easily understood relative to the existing street level.

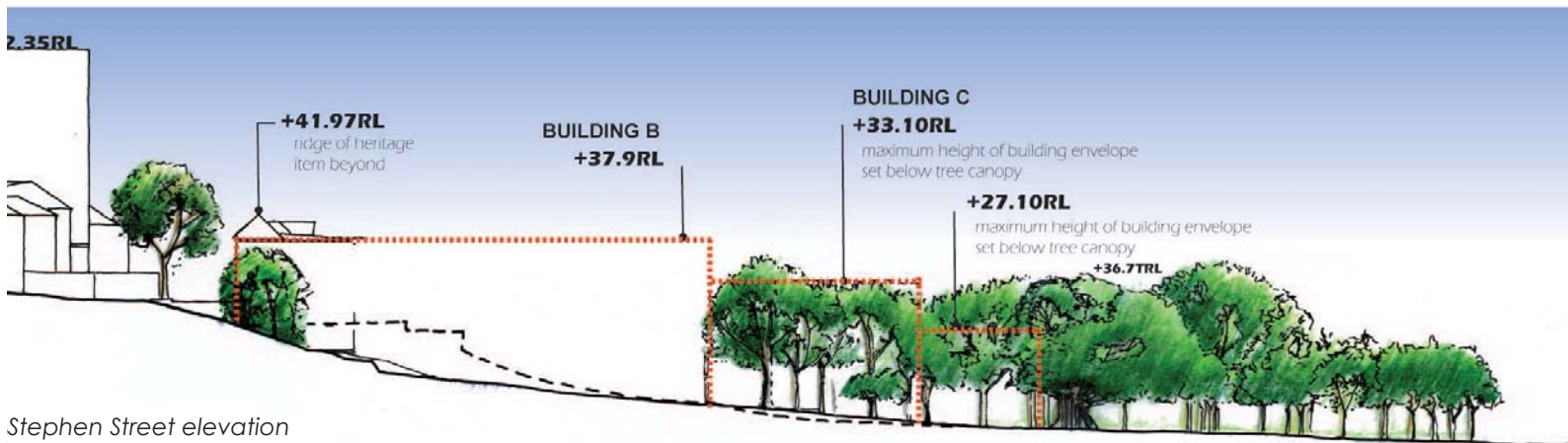


OPTION 1

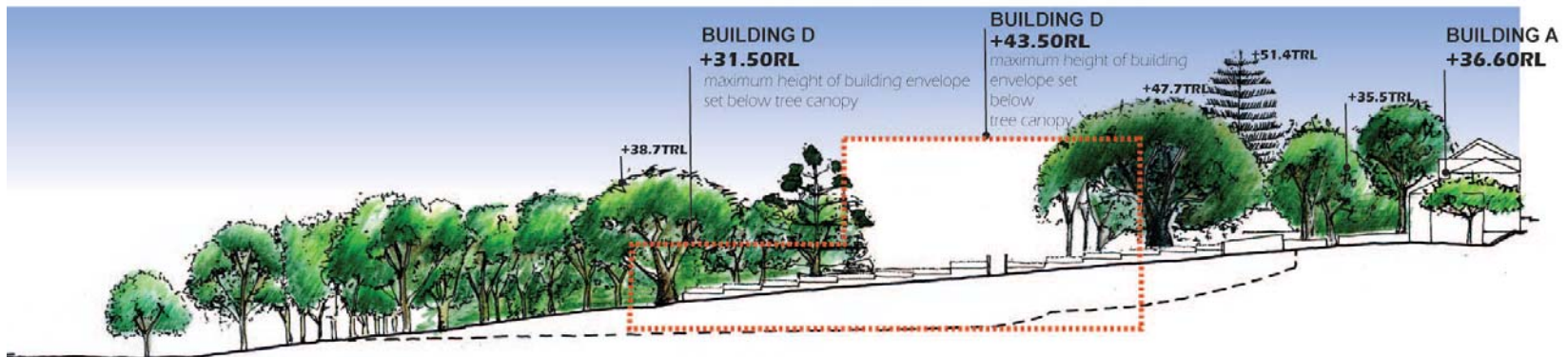




Cooper Street elevation



Stephen Street elevation



Brown Street elevation

5.5.2 Urban Design Layout Option 2

Option 2 layout investigates a lower height for the site by reducing the tallest massing by roughly one storey of height and introducing a greater stepping in the massing with smaller building footprints at upper levels. The difference with the first option is that the massing is relocated to the edge of Stephen Street towards the east boundary and would be provided as lower scale – 2 - 3 storey forms that edge the street and would be designed to respond to the fine grain narrow lot character evident in the northern part of Stephen Street.

It should be noted that both options allow for sufficient massing to allow the development to meet the needs of the Church in their ministry – providing low cost accommodation and nursing home beds to local residents.

This option cannot deliver the same amount of potential public open space dedication as seen in Option 1 due to the relocation of the massing to Stephen Street but it provides the remainder of the space to the west of the proposed low scale form as public park dedication.

As with Option 1 the remainder of the new buildings are similar and have been located as far to the south of the site as possible whilst still respecting the other design principles. The proposed maximum heights in RLs (raised levels above sea level) and storeys above street level are shown on the plan.

The majority of the building footprints are located from the mid portion of the site to the south, as with Option 1 the built form has been positioned generally where the existing operating theatre building is located and where the existing aged care building is currently situated with some additional building potential between the large figs to link to Brown Street at grade. This master plan option also seeks to adaptively reuse the existing heritage building for residential aged care uses and to provide for a fine grain 'gate house' type building adjacent to the existing hospital to the west which will allow for a pedestrian connection into the development and its communal open space from Cooper Street.

As with Option 1 there is an opportunity to create a new public space node on the corner of Brown and Cooper Streets which could include a small shelter for residents waiting for the community bus and a sitting area looking out over the gully and tree canopy on the site. Greatest height is still to be concentrated to the west and setback from both Brown and Cooper Streets a considerable distance and tucked within the western third of the site amongst the existing trees. The height of this taller portion will be in the order of a storey less than Option 1 and will sit further within the tree canopy around it to the west and south.

To Stephen Street the height of any new development would be generally equivalent to the height of the existing operating theatre block but it will extend to street level with

interesting and well design building form rather than the existing unsightly void and blank walls as with Option 1.

To Dillon Street Reserve and the new potential public land dedication the southern development would present a low scale edge with a maximum of 3 Storeys to the park and a maximum of 5 storeys behind. The development scale will then respond to the topography as with Option 1 and step up the slope to the south towards the heritage hospital.

The central portion of the site will be a landscaped space that reinterprets and reinstates the heritage terraces with a central communal open space that creates and maintains the heritage vista to the north. This space will cascade down to the north to link with the new park dedication and create a green corridor through the site.

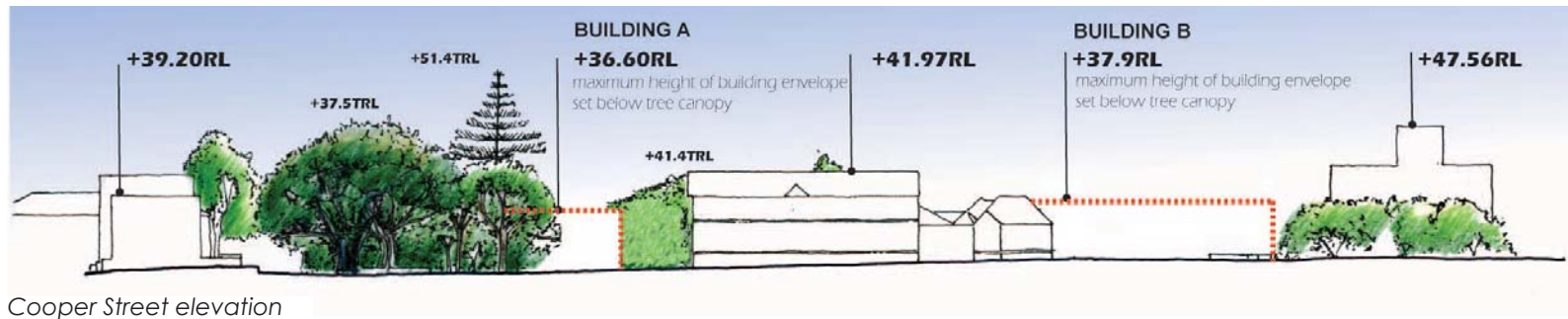
All heritage trees will be retained with as many other existing trees as possible. The elevations below indicate through the coloured dotted lines the maximum height of the building forms under this Option. Note the Brown and Stephen Streets elevations do not show street and edge trees where the buildings are potentially located so that the maximum height can be easily understood relative to the existing street level.

The key difference between Option 1 and Option 2 is that Option 1 seeks to add value to the community by providing an opportunity for a larger land dedication through the location of part of the development as additional height on built form D. This is considered acceptable as the form is located within the existing tree canopy, is well setback from Brown Street and will have little visual impact on any nearby dwelling due to that separation and the height of the trees. The benefit of the larger public park is considerable in such a dense area. Option 2 keeps the proposed heights lower by extending the proposal along Stephen Street and closer to Dillon Reserve.

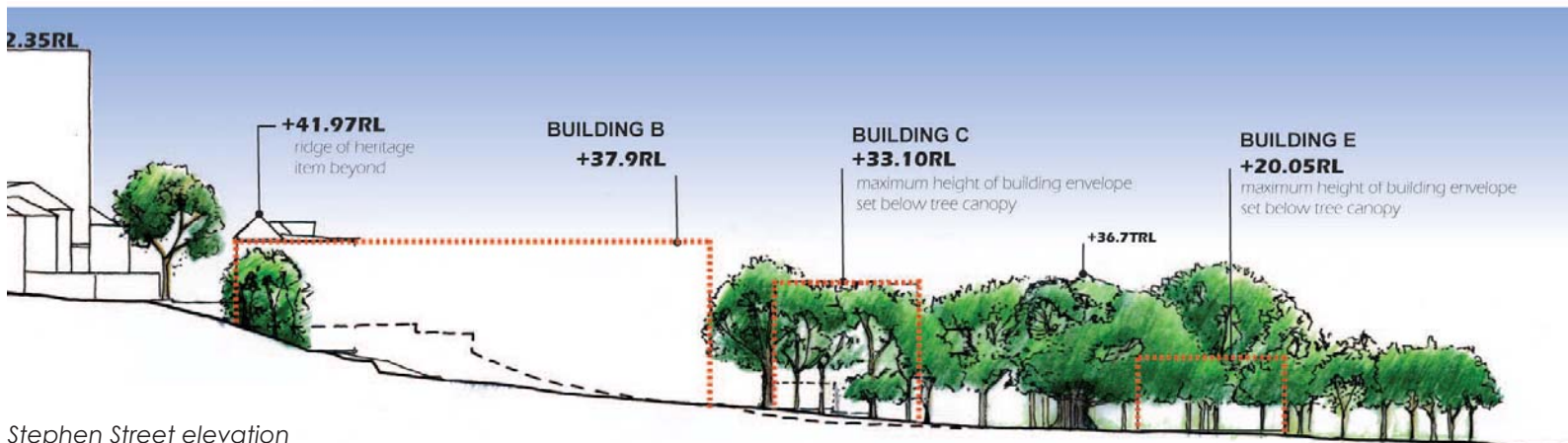
Both Options 1 and 2 were put forward for consideration to the community during the various community consultation events. The comments and suggestions received during these events helped inform the design team. These comments identified issues and benefits from both options but there was a slight preference for Option 1.

From this consultation the design principles and urban design layout were refined based on Option 1 to respond where possible to the community concerns and preferences. The amended master plan from here will be referred to as the Final Master plan and it is discussed in the following section.

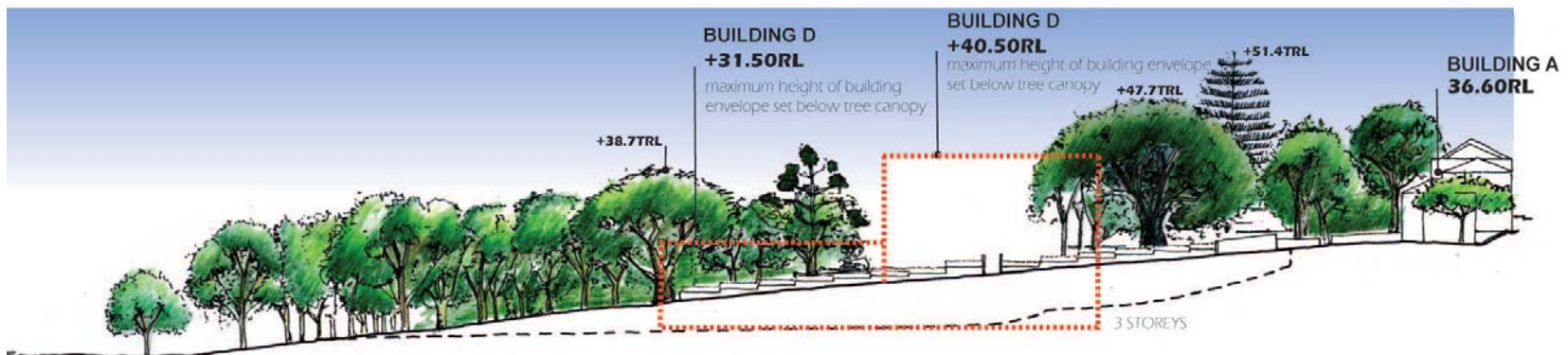




Cooper Street elevation



Stephen Street elevation



Brown Street elevation

6. AMENDMENTS TO URBAN DESIGN LAYOUT OPTIONS IN RESPONSE TO CONSULTATION

In response to the Stage 1 consultation process, the Final Master Plan for the site has been developed. Its outcomes are a direct response to the various comments received from the community which included a marked preference for a potentially larger land dedication to extend and form a link to Dillon Reserve. The Final Masterplan was largely based on the previous Option 1, but it was further modified to incorporate a better response to Brown, Stephen and Cooper Streets as well as a significant transformation to the proposed massing along Stephen Street.

The key features of the Final Masterplan are:

- The Final Master Plan seeks to provide the maximum opportunity to expand the Dillon Street Reserve as a potential land dedication for public use, delivering a generous public open space that opens up an improved visual and physical connection from Stephen Street to Brown Street. The Final Masterplan will significantly increase the size of the Dillon Street Reserve (subject to reaching agreement with Council) while ensuring the proposed maximum heights (Building D) stay within the existing tree canopy heights and provide a considerable setback from both Brown and Cooper Streets.
- The height of new development to Dillon Street Reserve and the potential land dedication presents a low scale edge with a maximum of 3 – 4 storeys with a maximum of 5 storeys immediately behind.
- Location of the built form generally close to the footprint of the existing Operating Theatre and the existing aged care buildings (note the building form is longer than the existing buildings to accommodate the requirements for the Church).
- The built form to replace the existing aged care facility (referred to as Building D) will have additional built form to transition down to streetscape and link to Brown Street to provide an address to that street.
- The proposed smaller and finer grain built form to Cooper Street has been repositioned to ensure a view line from the existing terrace housing to the heritage tree located near the existing heritage hospital.
- The Master Plan continues to adaptively reuse the existing heritage buildings for independent living units and all heritage trees will be retained (where recommended by the Arborist Report) with as many other existing trees as possible.
- The central portion of the site will be reinterpreted back to a landscaped space including the heritage landscaped terraces with a central communal open space

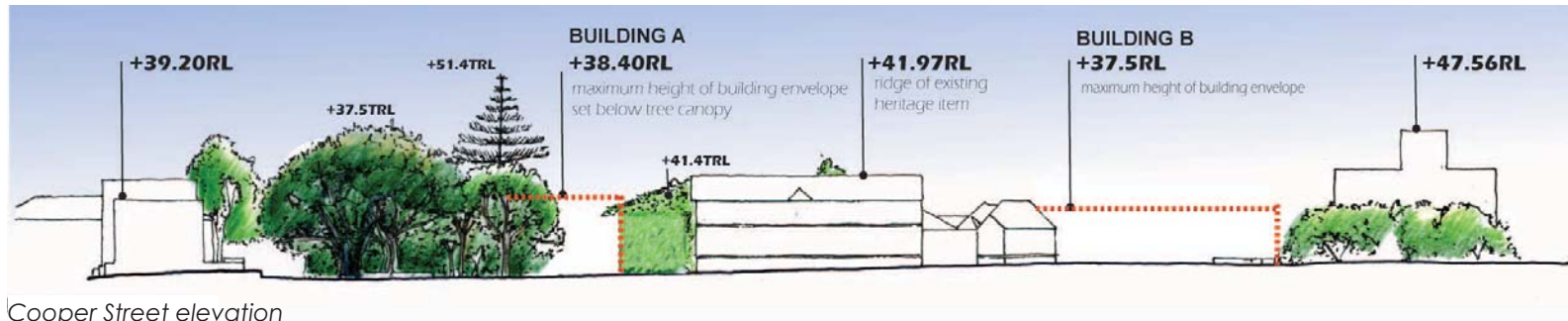
that creates and maintains the heritage vista to the north. This space will cascade down to the north to link with the potential new park dedication and create a green corridor through the site.

Some of the most significant changes generated in response to the consultation process which differ from Option 1 are:

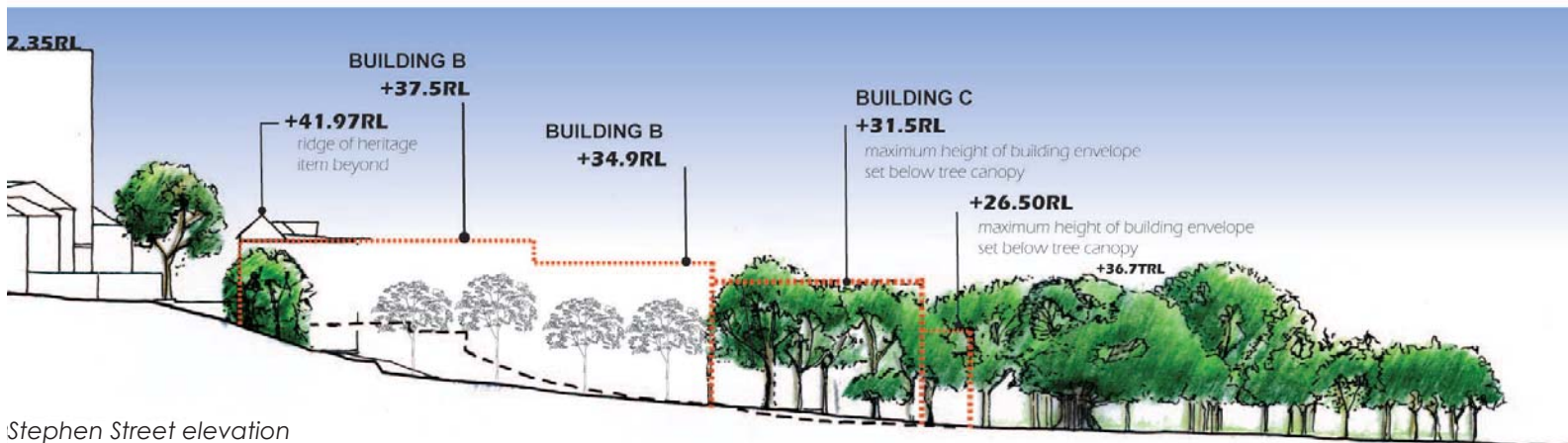
- Changes to proposed built form B along Stephen Street which will step back gradually from the edge of the street to provide greater landscape buffer and reduce visual bulk.
- The height of the new development would be generally equivalent to the height of the existing operating theatre block but it will cascade down towards the open space and land dedication following the topography of the site.
- Deletion of the potential for a residential vehicle entrance from Stephen Street to serve only as service entry, reinstating the previous service use to Stephen Street.
- Consideration of street widening to Stephen Street to allow for some additional on street parking interspersed with trees and easing of the tight dimensions to that portion of the street. This is being considered in response to community concerns with regards the existing constrained nature of the street when residents park on both sides of the street effectively creating a one way system for the street. This change would allow two way movements with parking for that part of the street north of Glen Street. This is currently still under negotiations with Council as part of the VPA, yet to be finalized, but can be provided outside of the VPA discussion, if deemed appropriate by the Department of Planning.
- The existing vehicular entrance from Brown Street is now proposed as the only main vehicular entrance for the whole of the site.
- As part of the consultation process the design team also reviewed the proposed design principles. Both the Council and the Paddington Society created their own sets of principles for the site as part of feedback to the consultation process. The design team reviewed both the Council's draft planning principles and the Paddington Society's principles, in an attempt to inform and rationalise the team's initial Design Principles.
- This review enabled the team to draw out the common issues between the three sets of principles and amend the Church's initial Design Principles to incorporate those which were considered to contribute to the planning analysis for the site.



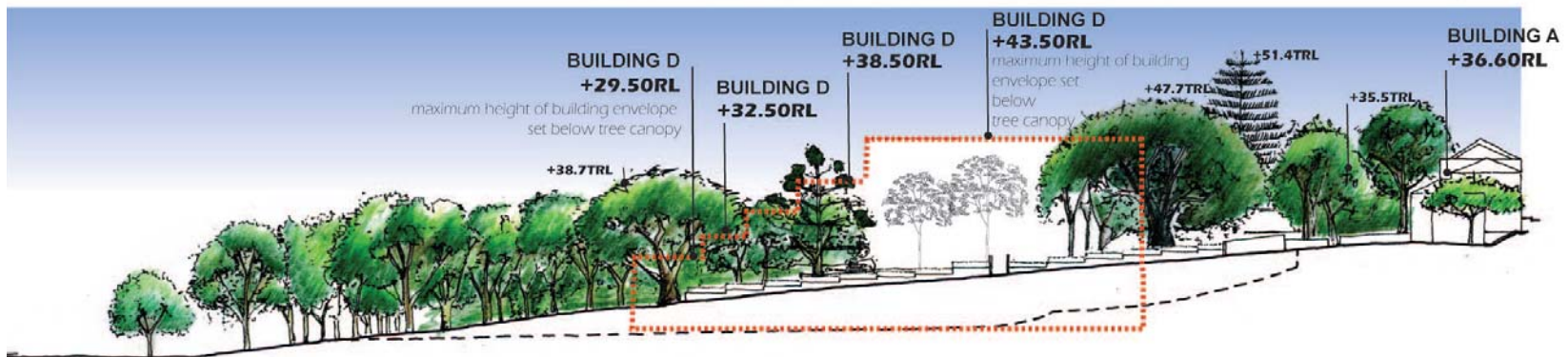
Amended master plan in response to consultation



Cooper Street elevation



Stephen Street elevation



Brown Street elevation

The combined design principles that apply to the final urban design layout for the site are:

► **Public Domain and Urban Context**

1. Connect the site visually and physically with the surrounding urban context
2. Recognise and resolve the multiple edge conditions that the site presents with regard to the surrounding built form and streetscapes
3. Maximise publicly accessible open space areas to complement and supplement existing open space in the locality
4. Achieve a high quality public and private domain that is safe and active

► **Built Form and Design Excellence**

5. Locate building form and massing to minimise its visual impact on the public domain and distance views
6. Achieve design excellence
7. Integrate new buildings within the landscape and heritage character of the site
8. Limit the impact of new development on the heritage landscape streetscapes of Brown Street and Dillon Reserve
9. Remove all existing intrusive non-heritage fabric from the site

► **Topography and Landscape**

10. Maintain, respond and enhance the landscape and topographic character of the site
11. Locate new buildings away from root zones or canopies of heritage listed trees
12. Preserve significant landscaping and heritage garden terraces as focal points

► **Views and Vistas**

13. Reinterpret and respond to the original view (now lost) from the heritage landscape terraces towards Dillon Street Reserve.
14. Preserve views deep into the gardens from Glenview Street, Dillon Street, Stephen Street and Glen Street

15. Maintain a visual connection to the restored heritage building from the surrounding public domain areas

► **Heritage**

16. Recognise and celebrate the heritage significance of the site
17. Limit the impact of the development on the heritage streetscape of Cooper Street

► **Vehicular Access and Parking**

18. Minimise vehicle impacts on the surrounding street system
19. Limit vehicular site access to the existing entry point to the site
20. Limit all construction access to the existing entry point to the site
21. Minimise the impact of vehicles within the site

► **Use and zoning**

22. Maintain a dominant health and aged care component to recognise the historically adaptive use and zoning of the land

Whilst the majority of the principles were incorporated, it is noted that some of the principles presented by both Council and the Paddington Society were either considered to be inappropriate as planning principles, or better addressed as work to be undertaken as part of the actual design of buildings. The suggestions that were considered to be more appropriate as future actions are as follows:

1. Identify solar access controls for public open space, private open space and neighbouring residential property
2. Identify proper built form controls for setbacks and heights set by surrounding heritage buildings and the existing tree canopies
3. Ensure SEPP 65 compliance with regard to solar access, amenity and separation
4. Identify appropriate controls for building materials and colours
5. Undertake a heritage vegetation management plan for the site to identify landscape design principles
6. Apply the Burra Chapter principles in the adaptive reuse of the Scottish Hospital
7. Prepare a Conservation Management Plan (CMP) to guide any design proposals
8. Evaluate vehicular and pedestrian traffic impacts on the local street network

7. RESPONSE TO COUNCIL'S DESIGN PRINCIPLES

Since the conclusion of the consultation process, Woollahra Council has undertaken further work on their Design Principles for the Scottish Hospital site. A 'Statement of Planning Principles' for the redevelopment of the Scottish Hospital site was adopted by Council on 11 October, 2010 (see Appendix 1).

The principles put forward to the Committee are listed below and discussed. Please note that the principles that are essentially already embodied in the principles proposed as part of the final urban design layout are shown in **bold**. Those not shown in bold are not currently included in the proposal's principles. A number of the principles as proposed are acceptable to the design team and can be included into the design principles – these are shown in *italics*. Those that are not in italics or bold are not supported and the reasons why are discussed below. The proposed principles are:

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 building 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 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 in 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 fence 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 a 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 hydro geological 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 landscape 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 terrace of the original estate and garden to the north.*

The proposed principles that are not supported propose to restrict the built form on the site to that established by a previously approved Project Application and through limiting the location of the excavation to under the buildings. These principles are not supported for the following reasons:

- The previous DA has no statutory weight and has lapsed. The Council at no time has sought to prepare a DCP or guidelines for the site that constrain the potential of the site to that of the previous DA.
- The developable area of the previous approval is not economic and would not allow the social and community benefits proposed by the Church as part of this development (refer to the planning report).
- Constraining the site to the arbitrary numbers in the previous DA is not necessary as an acceptable and quality outcome can be achieved for the site by following the principles and footprints developed as part of the urban design analysis.

- The previous DA did not offer any potential for additional open space and located massing very close to Dillon Reserve. The proposed layout keeps all the built form well back from the reserve to the portion of the site that is created by the gully and where it has no significant visual impact.
- The proposal to limit excavation does not take into account the need to shore up the existing retaining structure to Cooper Street or allow for a linked car park under the buildings to the northern end of the site. A linked car park actually reduces the extent of car park excavation required, reduces the number of vehicle entry points under buildings and minimises the visual impact of the car park entry points.
- The principle regarding landscape and building bulk is not justified. The site's landscape is the most prominent heritage and amenity element on this unique site. There is significant cost in reinstating and adapting the existing heritage items including the landscape terraces. This imperative combined with the community outcomes intended for this site for housing seniors and those less able to afford this accommodation requires a certain outcome for the site. Locating the built form between the trees to enable the maximum retention of vegetation is a positive outcome as it maintains the current landscape character around the site, mitigates the visual impact of any development and continues the visual and heritage contribution of the site to the surrounding area.

The Final Master Plan for the site which was informed by the consultation process and the Church's Final Design Principles was then subsequently developed into an architectural response and proposal for the site designed by JPR Architects. The proposal's architectural response to the Master Plan is briefly discussed in the following section with regards to its performance in terms of built form and scale against the principles set out in the Master Plan and their relation to the surrounding context.

8. MODIFICATIONS TO DEVELOPMENT APPLICATION IN RESPONSE TO DOP COMMENTS

8.1 Amendments in response to Department of Planning's Key Issues

As part of the response to Schedule 1 – Department of Planning Key Issues, a number of amendments have been introduced to the project application as lodged in response to the DoP's key issues. The resulting scheme is now being referred to as the preferred project application. The changes with regards to urban design issues covered within this report are as follows:

Building Height and Heritage Impact

- A reduction in the height of the Brown Street ILU building. A number of modifications to the upper levels of the Brown Street building have been amended to reduce the previous height to stay below the ridge of the heritage building. Therefore, the former height (RL44.90) has been reduced to RL 41.740 which is equivalent to the heritage item's maximum ridge height at RL 41.740.
- Greater articulation to the scale and massing of the Stephen Street RACF building has been introduced to the eastern elevation in order to articulate the elevation further. This is a better response in terms of scale and a more sympathetic volume to Stephen Street.
- A further modification to the RACF building is evident at the corner of Stephen Street as seen on the Cooper Street elevation drawings with the addition of a planter in order to increase privacy and screening to the residential unit to the east of the RACF.

These changes described above have been illustrated in the comparative diagrams and photographic montages on the following pages. The comparative analysis on page 43 demonstrates the outline (in red) for the amended preferred project application (Option A) against the former proposed elevation drawings as lodged.

Residential Amenity

- For further shadow analysis and environmental impacts please refer to Steve King's Report and JPR's shadow analysis.
- Consideration has been given to the relocation of the loading dock on Stephen Street as shown on JPR's Option 2 drawings. However, this modification leads to a number of negative impacts to the amenity of the park in order to accommodate the access ramp, required height and clearance for the access of service vehicles

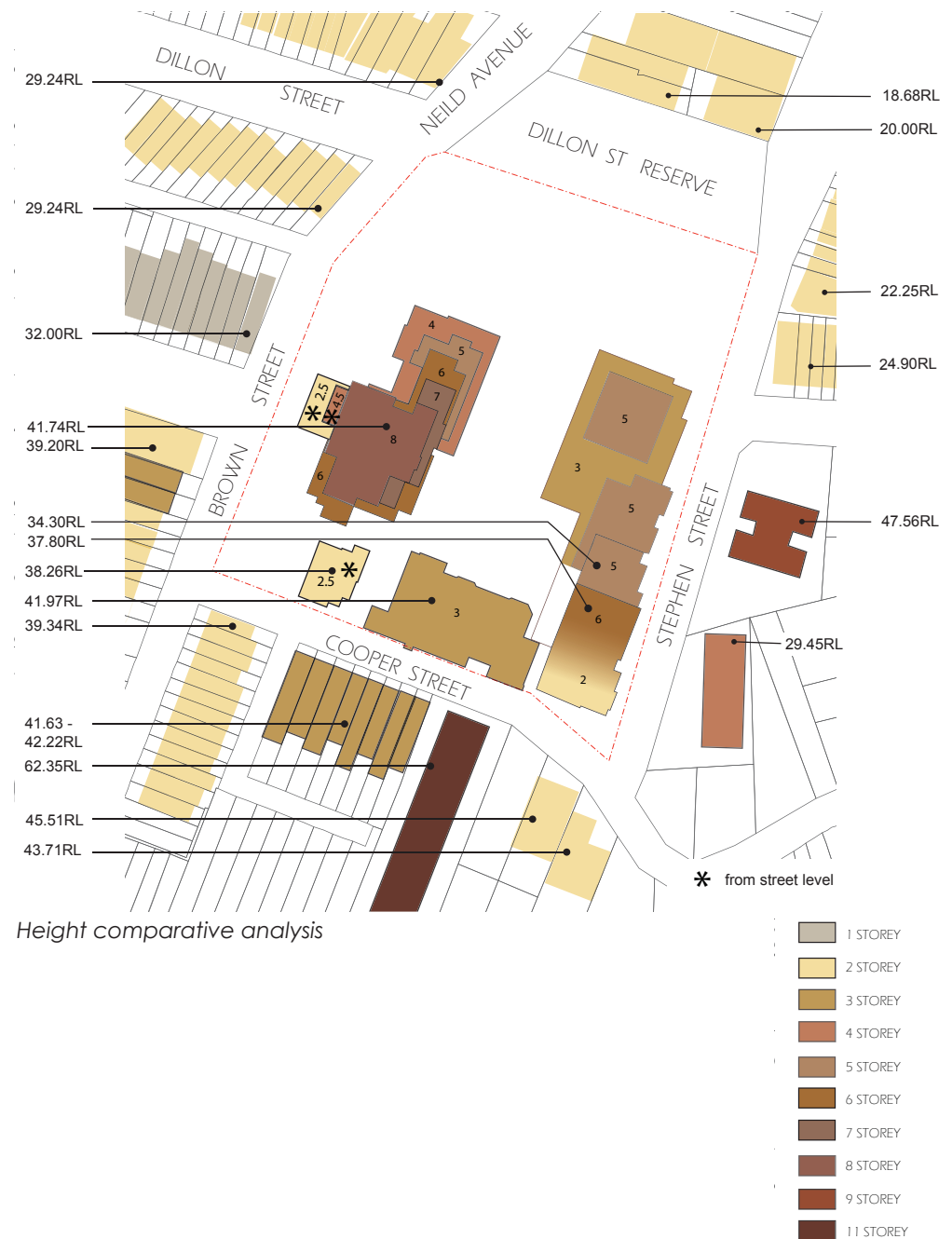
from within the site into the lower level car parking areas. The basic differences between the two options are as follows:

- Option 1 allows servicing directly from Stephen Street thus allowing the interface to the park at northern end of the ground level of the RACF building to be occupied by common facilities which is a better interface to the park. This option dedicates the Brown Street entrance for private vehicles only. It is expected that the number of service vehicles travelling along Stephen Street will not represent a negative impact onto the street network.
- Option 2 allows both servicing and resident vehicular access from the Brown Street entrance only. This option consolidates the access to this point by relocating the loading facilities to the lower level of the car park. In order to accommodate the required clearance and distance for the access ramp down to that level, the access ramp has to be located at the edge of the park where therefore eliminating the common facilities area in this location and presenting an inactive edge to the park. For this reason, Option 1 is the Applicant's preferred project application; however, Option 2 is still presented as part of this application to demonstrate that consideration has been given to an alternative arrangement for the site's loading facilities.

8.2 Preferred project response to surrounding heights

The preferred project application proposes a low scale edge to Dillon Reserve (3 storeys at the Brown Street Building). It also proposes for the built form replacing the existing operating theatre to transition down and gradually set back from the boundary to the park with a 4 storey edge. Further amendments to the northern portion of the built form along Stephen Street ensure a seamless transition between the RACF and the ILUs at the edge of the park. In addition, it maintains a separation between the smaller Gatekeeper's Lodge and the existing Scottish Hospital building to respect the prominence of the heritage item and to promote views to the heritage Northfolk Pine. The preferred project application also proposes for the ILU main building heights to be equivalent to those of the ridge of the heritage item (RL41.740) and to transition down to the Brown Street boundary and the park's edge. Only the lift over run and plant rise above this height to a maximum of RL 42.590, but these are volumes located at the centre of the roof plane and hidden by the tree canopy, and therefore not visible from the street or any other vantage point.

As shown on the Height Comparative Diagram on page 43, the outline of the amended elevations for Option A (the preferred option) against the background of the lodged elevations, the maximum height for the proposed ILU building is RL 41.740. This is equivalent to approximately 8 storeys but the portion of the building that reaches this height is well setback from the edges of the site and is well screened by the tree canopy. The bulk of the building sets back considerably from the street edges and the lower portion of the building that cascades down to Brown Street contains only 4 levels. This is



perceived as a two and a half storey building when viewed from the street. It is important to have some built form closer to the street to provide passive surveillance to the street and allow some activity through the new building entry point. The overall building form relates better to the built form across Brown Street which consists of fine grain terraces with maximum roof heights ranging from RL 32.00 up to RL 39.20.

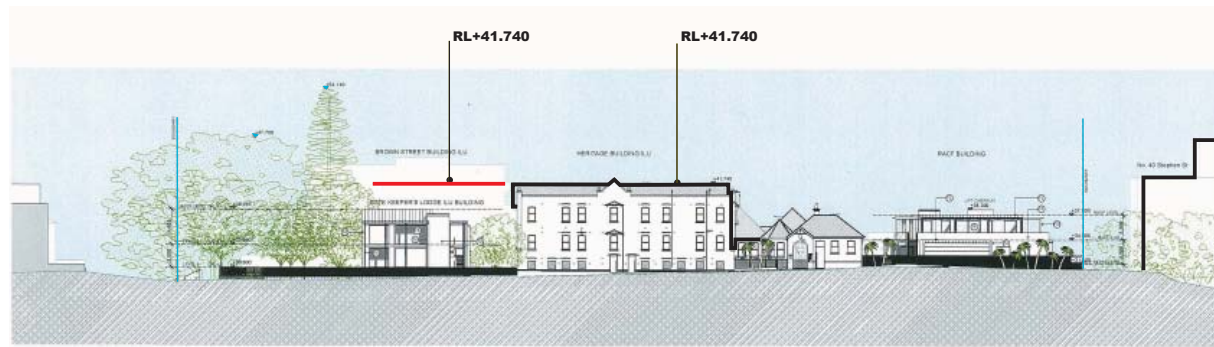
The proposed Gatekeeper's Lodge to the western end of Cooper Street and the portion of the RACF at the eastern end, both present heights equivalent to 2 to 2.5 storeys (as seen from the street). This is well within the heights of the majority of fine grain buildings across Cooper Street and is below the height of the heritage item and far below the height of the building located at 176 Glenmore Road (RL 62.35).

The height of the new Residential Aged Care Facility (RACF) which generally replaces the footprint of the former operating theatre is equivalent to the height of the existing theatre block. It cascades down towards the open space and the potential land dedication following the topography of the site. This building in its tallest portion is equivalent to approximately 6 storeys (RL 37.80) which is an average height compared to the maximum heights of the buildings across Stephen Street. These range between RL 29.45 and RL 47.56. The northern portion of the RACF building has been further articulated to respond better to the street scale as seen at the bottom of the slope. In addition, this building sets back from the edge of the boundary to allow some street tree planting which will further reduce its bulk and scale as perceived from the street. The edge building at the northern end of the RACF facing the potential land dedication next to Dillon Street Reserve presents a low scale edge of 3-4 storeys with a maximum of 5 storeys immediately behind. In the preferred project application - Option A, this provides an activated edge at the ground floor which promotes natural surveillance to an otherwise deep expanse of non surveilled park land. In Option B, the ground level activation is lost due to the need to accommodate the ramp access to the service/ loading area below.

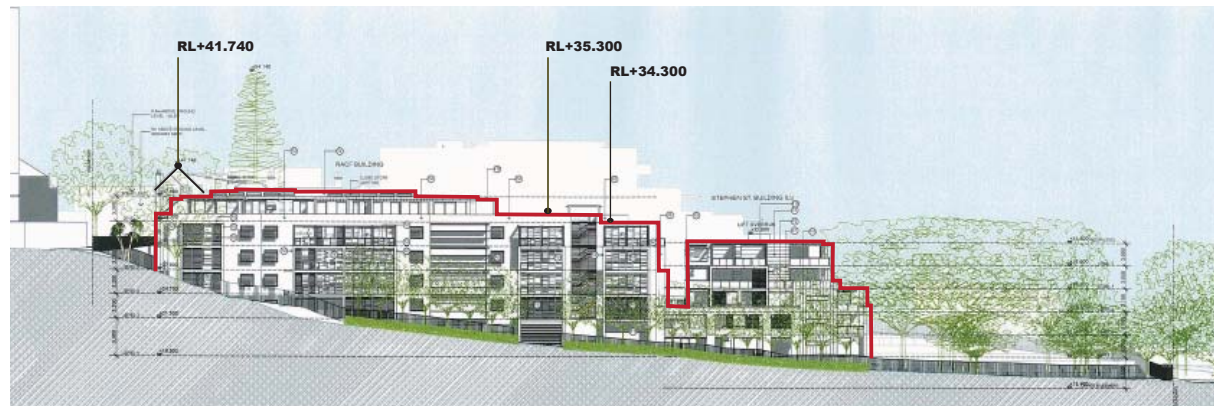
As shown on the Visual Comparative Analysis Diagram on page 42, the preferred project application heights show a significant reduction in height for the ILU building along Brown Street compared to that of the lodged application. The Stephen Street elevation shows that the height of the northern end has been articulated and a separation provided between the RACF building and the ILU building to the north which helps to reduce the bulk and length of the built form along this street. In conclusion, the architectural response addresses all the principles put forward by the Final Master Plan as well as addressing the comments put forward by the Department of Planning with the creation of an appropriate relationship to the height of the heritage item, transitioning down and creating a better response to all street edges and to Dillon Reserve. Both responses including the lowering of the ILU height and the further articulation to the RACF Stephen Street elevation are very positive outcomes for the site which help improve the proposal's overall response to its surroundings, minimise any potential visual impacts from the above and across the site, and help to create a better street scale response to the public domain.



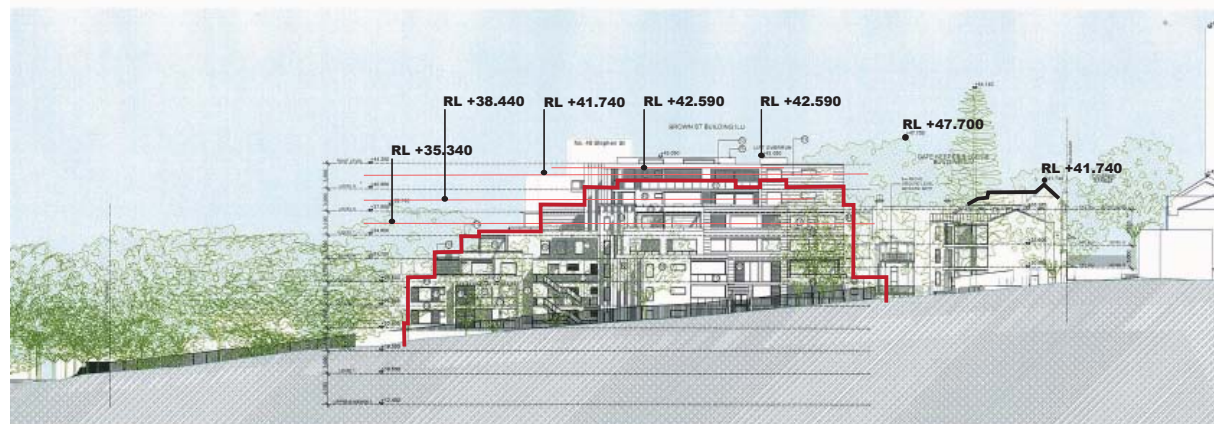
Comparison view from Stephen Street - BEFORE (as lodged 07/10/10) and AFTER (PPR)



Cooper Street elevation



Stephen Street elevation



Brown Street elevation

Visual comparative analysis

KEY	
—	Option 1 building outline
—	Outline of existing buildings

9. URBAN DESIGN ASSESSMENT

9.1 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 79 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 for Option 1. All the facilities described above are provided for Option 2, except for the area of the common facilities which gets reduced in order to accommodate the access ramp to the service area below.

The proposed buildings consist of the following:

Brown Street ILU - 52 ILUs including ground level facilities spread over 7 levels to a height of 25.240m 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

9.2 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.



9.3 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 identity 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 to stay below the ridge of the heritage item minimises visibility to surrounding development and helps to maintain 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 2.5 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. In Option 1 (the preferred option) Vehicular traffic enters and leaves the site via Neild Avenue near Dillon Street, while limiting service vehicle access from Stephen Street, thereby minimising impact to Cooper and Stephen Streets.

In Option 2, both resident and service vehicles enter the site via the Brown Street entrance. 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 it steps 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. Further amendments as

part of the preferred project application have added additional articulation to the facades by breaking the volume of the northern end of the building.

- 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.



Gatekeeper'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 25.270m 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 15m, however the bulk of this is stepped away from the street and the overall massing follows the contours of the land. This in fact perceived as a two and a half storey edge when viewed from Brown Street. 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



Looking east on Glenview Street - no visual impact

principle. The proposed development is generally with the Seniors Living Policy objectives in Section 3 - minimising impacts on streetscape.

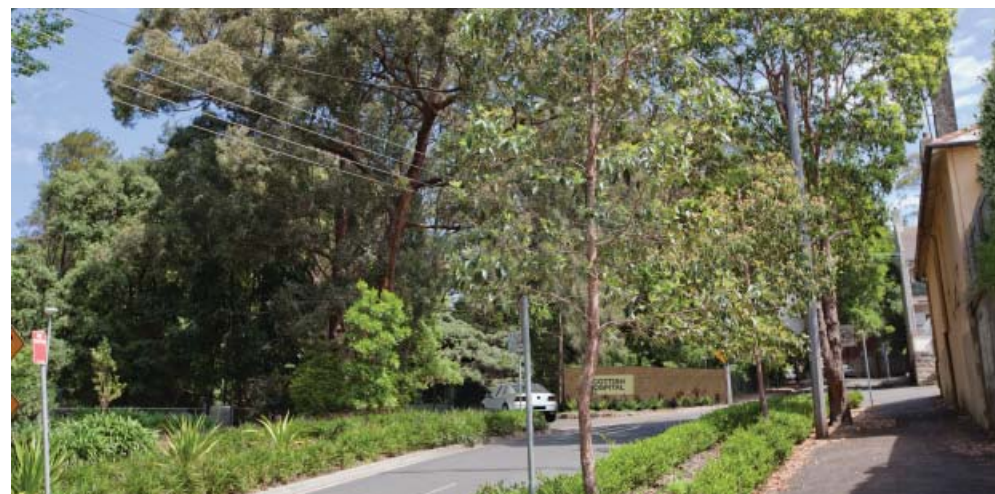
Principle 3. Built form

"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



View from Neild Avenue - entry point on Brown Street

public domain. Examples include reinstating the main vehicular entry and providing new gates made from sandstone with palisade fencing to 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 (Please refer to the Stormwater Management Report and WSUD statement). 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 (Option B)

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 on level 4. 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 invisible 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 - corner 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 two and a half 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

9.4 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 below the ridge height of the heritage building.
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	Y	Exceeds the 25% of site requirement for deep soil planting.
Deep soil zones –min 25% of the open space should be a deep soil zone.		
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 (please refer to Assessment of the impact of a Storm water runoff).
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 as part of Option A. Option B considers both, the service vehicle and residential entry point from single entry point located at the Brown Street entrance.
Part 03 Building Design	Y	Generous areas are provided suitable for wheelchair access. Apartments are well laid out and kitchens accessed off main entry/corridor.
Apartment layout		
Apartment mix	Y	16.46% of units have 1 or 1.5 bedrooms, 37.97% have 2 or 2.5 bedrooms and 45.57% 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.
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	73.4% overall compliance with 63% units complying with 3 hour requirement and additional 10.4% 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	91.1% of 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 design.	Y	Contemporary design with a high level of articulation reinforces residential character and minimises impacts of bulk and scale.
Roof design – contribute to the overall quality of the building, integrate it into the design of the building composition and contextual response	Y	For the ILU Building, the roof design cascades down from its upper levels down to the park edge and Brown Street. Roof RLs have been dropped from those of the lodged application to match the heights of the heritage item which helps to further integrate the overall building composition with its surroundings. Green roofs to be provided for any flat roof areas, especially on the RACF building, which has also been further articulated to respond better to the street scale by following the topography along Stephen Street.
Energy efficiency – reduces the requirement for heating and cooling, reliance on fossil fuels and minimise green house emissions, support renewable energy initiatives.	Y	Large number of units with Northerly aspect. Horizontal louvered overhangs to top floor units. Flat roofs allow for future solar panel installations.
Maintenance	Y	Many windows able to be cleaned from balconies and from internal areas. Landscape maintained by fulltime grounds-keeper.
Waste Management	Y	Waste facility in basement car park. Please refer to JRP drawings. Waste to be removed from the Nield Avenue and Brown Street entrance.
Water Conservation	Y	Water retention and detention provided as well as stormwater reuse in green open space. Please see Stormwater Management Report and WSUD statement.

10. 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.

As part of the preferred project application further amendments have been introduced to the heights and building envelope of the ILU on Brown Street as well as further articulation to the Stephen Streets buildings. This is a response to comments received from submissions and the Department of Planning which have ensured a more responsive built form to its surroundings.

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.

11. 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.

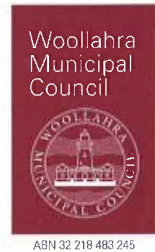
In adopting the Statement of Planning Principles the Council also resolved:

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



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**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.

12. APPENDIX 2



Mr Paul Sadler
Chief Executive Officer
Presbyterian Aged Care NSW & ACT
PO Box 2196
Strawberry Hills NSW 2012

Our ref: MP10_0016

Dear Mr Sadler,

Project Application for the Scottish Hospital Seniors Living Development, 2 Cooper Street, Paddington (MP10_0016)

I refer to your Environmental Assessment (EA) for the proposed redevelopment of the above site. As you are aware, the Department has exhibited the application and a copy of all submissions received have been forwarded for consideration. In this regard, in accordance with Section 75H of the *Environmental Planning and Assessment Act 1979*, you are required to respond to the issues raised in these submissions.

In addition, the Department has reviewed the submissions and considered the proposal as detailed in the EA. The Department has identified a number of issues with the proposal principally relating to building height and its relationship to the existing heritage item and conservation area, and residential amenity. These issues are outlined in **Schedule 1**. The Department will also give careful consideration in its assessment to other matters, including carparking provision, excavation, preservation of existing trees, stormwater management and landscaping.

The Department will also require additional information to complete its assessment as outlined in **Schedule 2**.

It is considered that a Preferred Project Report (PPR) should be prepared identifying how you have addressed issues raised by the submissions and the Department. The PPR must also demonstrate measures to minimise any environmental impacts of the proposal. A revised Statement of Commitments is also to be provided incorporating any amendments following your response to the submissions and should be submitted as a separate document.

The Department is available to meet on site to discuss the issues raised in the public submissions and this letter. In this regard, please contact Andrew Smith, Team Leader, Metropolitan & Regional Projects South on (02) 9228 6369 or email andrew.smith@planning.nsw.gov.au

Yours sincerely


Michael Woodland
Director
Metropolitan & Regional Projects South

NSW Department of Planning – Development Assessment & Systems Performance – Metropolitan Projects
23-33 Bridge Street, Sydney NSW 2000 - GPO Box 39, Sydney NSW 2001
Telephone: (02) 9228 6111 Fax: (02) 9228 6455 www.planning.nsw.gov.au

SCHEDULE 1 - DEPARTMENT OF PLANNING KEY ISSUES

1. Building Height and Heritage Impact

- A reduction in the height of the Brown Street ILU building is required. The subject building should be amended to be no greater in height than the maximum roof ridge level of the main Heritage Building on Cooper Street. In this regard, amended envelope options for the revised building should be provided which maintain the existing footprint and the principle of stepping the building down to the north. Any re-distribution of floorspace is unlikely given the proposed site layout and existing site constraints.
- The scale and massing of the eastern (Stephen Street) elevation of the Stephen Street RACF requires further consideration and options should be provided demonstrating greater articulation in the façade and stepping down/breakup of the main parapet line, particularly towards the northern end of the building.

2. Residential Amenity

- A further shadow analysis is required for mid – winter and equinoxes at hourly intervals between 9.00AM and 3.00PM at a more legible scale of 1:250 to clearly demonstrate the areas of open space impacted. The shadow analysis should include a consideration of the impact upon the western (internal elevations) of the Stephen Street RACF and ILU buildings.
- Consideration should be given to the relocation of the loading dock on Stephen Street having regard to the proximity to residential properties.
- Further to consideration of Item 1 above, an amended View Impact Assessment should be submitted in relation to the properties located to the south and west in Cooper Street and Brown Street respectively.

SCHEDULE 2 - ADDITIONAL INFORMATION REQUIRED

In addition to any revised plans and supporting documentation, including analysis of options and designs reflecting the issues raised in **Schedule 1**, the following additional information is required:

- A Contamination Assessment in accordance with the requirements of *SEPP 55 – Remediation of Land* (The Department understands that several reports may have been undertaken, however requires a recent site contamination assessment to confirm the site suitability for residential development).
- An updated SEPP 65 Report including a numerical assessment against the *Residential Flat Design Code* "Rules of Thumb".
- Details of loading and unloading activities, including the type of vehicles servicing the development alternate design to allow vehicles to enter and exit the site in a forward direction.
- Justification for the car parking provision exceeding the Seniors Housing SEPP requirements.
- Further details of any areas on-site which may accommodate grassed swales, rain-gardens or other Water Sensitive Urban Design measures.
- An assessment of the impact of stormwater runoff on the land adjacent to the site and mitigation solutions.
- Measures to reduce any possible noise impacts to adjacent residents from noise sources such as loading/unloading operations, plant, mechanical ventilation and air-conditioning units.
- Further documentation outlining the progress of any Voluntary Planning Agreement (VPA) with Woollahra Council including details on the dedication of land adjoining Dillon Reserve and clarification whether any works are proposed on Council land, including evidence of owner's consent. The PPR should clearly indicate those aspects of the proposal which are reliant upon the VPA being executed between the parties.