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NEW SOUTH WALES HEALTH INFRASTRUCTURE

Heritage Impact Assessment

**Prince of Wales Hospital Nelune Comprehensive Cancer
Centre and Australian Advanced Treatment Centre Stage 2
Corner Avoca and High Streets Randwick**

301015-02777

5 September 2013



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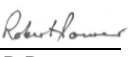
HERITAGE IMPACT ASSESSMENT – PRINCE OF WALES HOSPITAL NCCC & AATCSTAGE 2

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PROJECT 301015-02777 - HERITAGE IMPACT ASSESSMENT

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EXECUTIVE SUMMARY

New South Wales Health Infrastructure (HI) proposes to carry out development for the purposes of establishing the Nelune Comprehensive Cancer Centre and Australian Advanced Treatment Centre (the proposed development) at the Prince of Wales Hospital, to be located at the corner of Avoca and High Streets, Randwick.

The following description of the proposed development is taken from the Director-General's Requirements (DGRs) dated 23 February 2012 which states as follows:

"Staged development of the Comprehensive Cancer Care and Blood Disorder Centre as follows:

Stage 1: Bulk excavation and construction of a new lower ground treatment area, 4 underground radiotherapy bunkers, and a new underground tunnel connecting staff to the Building 3 and the hospital

Stage 2: Development of the remainder of the Comprehensive Cancer Care and Blood Disorder Centre."

This Heritage Impact Assessment (HIA) addresses **Stage 2 Item 7 - Heritage** of the DGRs of the proposed Staged development.

The site of the proposed development is located within what is described in the 1997 Conservation Management Plan for the Prince of Wales Hospital Campus Randwick as the "*Heritage Precinct*". Within the Precinct are items that are on **Schedule 5 Environmental Heritage to Randwick Local Environmental Plan 2012** (the LEP) that are of heritage significance. They are described as the "**Prince of Wales Hospital group (Main Block [Edmund Blacket Building], Catherine Hayes Hospital and Superintendent's residence)**" and "**Prince of Wales Hospital Gates and Fence**". Further, the site is located within the **High Cross Heritage Conservation Area** (the HCA) and within the vicinity of several heritage items and two other HCAs listed in Schedule 5. Finally, the items are also on the **Department of Health's Section 170 Heritage Conservation Register** established under the **NSW Heritage Act, 1977**.

The HIA addresses the relevant legislative and statutory conservation planning controls, including the heritage conservation provisions of the LEP and the requirements of the NSW Heritage Manual's '*Statement of Heritage Impacts*' Guidelines.

The Building Envelope for Stage 2 has been formulated having regard to:

- a) the Design Principles which have been informed by the Conservation Policies of the Conservation Management Plan and the principles of the Burra Charter; and
- b) the form and scale of the Parkes Building on its south western corner and the commercial building on High Street on its northern edge.

Further, the Building Envelope takes into account the spatial relationships of the proposed envelope with the Edmund Blacket Building, the Superintendent's Residence and the open space setting, framed by the heritage fence and gates as well as High Cross Park beyond which constitutes the context and setting for Stage 2. It also has regard to the relationship in its completed form with the



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heritage items and heritage conservation area in the vicinity. An important aspect of the Building Envelope is that it preserves those spatial relationships. It will create an appropriate setting both for the proposed development and its special function as well as its relationship within the HCA. It is considered to be appropriate and is supported.

It is considered that the level of detailed design has resulted in a practical and acceptable resolution of heritage conservation, architectural and landscape design matters. The proposed development is consistent with the relevant policies of the 1997 Conservation Management Plan, in particular the removal of substantial intrusive elements that detract from the heritage significance of the Precinct. The proposed development does not involve any modification to fabric of heritage items. Rather, it will relate to and reveal the significant fabric of the Edmund Blacket Building and Superintendent's Residence by a number of outcomes including matters such as the restoration of view cones, especially between the Superintendent's Residence and the northern entrance to the Edmund Blacket Building, by following of window rhythms and articulation in facades and composition of materials and finishes and colours.

In accordance with the Landscape Plans, the area will be landscaped upon completion of the Stage 2 works. The Landscape Plans have proposed replacement plantings where appropriate to compensate for the removal of trees that occurred as part of the Stage 1 development. The Landscape Plans present a scheme that will provide a framework for an appropriate setting and treatment to the proposed building architecture and surrounding courtyards and open spaces, and create a greater visual unity and identify for the hospital campus and enhance the significance of the context and setting of the heritage buildings.

The Stage 2 works, once completed, will **not** have an adverse impact on either the Edmund Blacket Building or the Superintendent's Residence in relation to their existing setting and spatial relationships, the heritage fence or on the heritage items or heritage conservation area in the vicinity. The proposed development has been sensitively designed to provide a building and landscape that is a form and scale appropriate within its context and setting, with selected materials, finishes, colours and detail, with its constituting elements being defined by the spatial relationships facilitated by the adjacent heritage items and spaces that are of heritage significance.

Interpretation of the history of this section of the Prince of Wales Hospital site is proposed to be achieved through the development of an Interpretative Strategy. Proposed interpretative measures in the Strategy set out in the HIA include:

- Restoration of historical view cones through the site and between the Superintendent's Residence and Edmund Blacket Building
- Naming of places after the prominent architects (John Horbury Hunt and Edmund Blacket) who designed the Superintendent's Residence and Edmund Blacket Building, respectively.
- Installation of information plaques in specific open spaces locations that describes the design and almost 160 years of history and evolving social yet caring institutional functions and uses of the Edmund Blacket Building and the Superintendent's Residence.

The proposed **Stage 2** development is supported on heritage grounds.



1. INTRODUCTION

1.1 Brief

WorleyParsons Services Pty Ltd (WorleyParsons) has been engaged by NSW Health Infrastructure (HI) to provide heritage conservation planning services in relation to the proposed development of the Nelune Comprehensive Cancer Centre and Australian Advanced Treatment Centre (the proposed development) at the Prince of Wales Hospital, to be located in the north eastern section of the site, bounded by Avoca and High Streets, Randwick.

WorleyParsons has prepared this Heritage Impact Assessment (HIA) to accompany an Environmental Impact Statement (EIS) for **Stage 2** of a Staged Development for a State Significant Development application. The HIA has been prepared in accordance with and in response to the Director General's Requirements (DGRs) issued on 23 February 2012.

1.2 Methodology

In preparing the HIA, the following methodology has been used.

- Site Inspections of the heritage items, heritage conservations area (High Cross) as well as heritage items and conservation areas in the vicinity of the proposed development to satisfy the relevant conservation planning controls applicable to the development application as a State Significant Development;
- Review of the Conservation Management Plan 1997, prepared by Graham Brooks and Associates;
- Update review of relevant legislative, regulatory provisions and, State and Local statutory and non-statutory planning controls and Guidelines, including the NSW Heritage Manual;
- Update review of the NSW State Heritage Inventory for Items and Heritage Conservation Areas that may be listed on the State Heritage Register and on **Schedule 5 Environmental Heritage** to Randwick Local Environmental Plan 2012 (the LEP) that may be on the site or in the vicinity of the site;
- Update review of the State Agency's Section 170 Register as per the State Heritage Inventory; Review of the Register of the National Estate and the Commonwealth Heritage List and National Heritage List under the Environmental Protection and Biodiversity Conservation Act, 1999 (EPBC Act);
- Provision of Design Principles to guide the formulation of the design of the proposed development;
- Consultation with the NSW Heritage Council and/or NSW Heritage Branch, including:
 - Meeting on 1 May 2012 with Officers of the NSW Heritage Branch;



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- Meeting, site inspection and presentation on 4 September 2012 with the Chairman of the NSW Heritage Council and Officers of the NSW Heritage Branch;
 - Meeting on 11 March 2013 with Senior Officers of the NSW Heritage Branch; and
 - Meeting and presentation on 1 May 2013 with the NSW Heritage Council and Officers of the NSW Heritage Branch.
- Having regard to the comments provided by the NSW Heritage Branch and the Chairman of the NSW Heritage Council regarding the likely building envelope, spatial relationship of the proposed development to the heritage items, materials, colours and finishes, heritage conservation areas and any archaeological material;
- Review of Preliminary European and Aboriginal Archaeological reports (March 2012); Results of Archaeological Testing for European Remains (May 2012) and Aboriginal Archaeological Test Excavation Report (June 2012);
- Attendance at Design Meetings to formulate the design of the proposed development having regard to the Conservation Principles in relation to heritage items, spaces and places;
- Attendance at Design Co-Ordination Meetings to provide strategic and statutory heritage conservation planning advice for the Stage 2 development;
- Review of and advice on relevant development proposal documentation, including:
 - Architectural Drawings, August 2013, prepared by Rice Daubney;
 - Architectural Design Statement, September 2013, prepared by Rice Daubney;
 - Landscape Plans, August 2013, prepared by Oculus;
 - Landscape Design Statement, September 2013, prepared by Oculus;
 - Traffic and Transport Assessment, April 2013, prepared by Aurecon; and
 - Wind Assessment, April 2013, prepared by Cermak Peterka Peterson.
- Review of the Director-General's Requirements especially Item 7 and Item 3 in so far as those items required consideration of the spatial relationship of the existing and proposed built forms, their design and landscape resolutions of the Stage 1 and Stage 2 works and their context and setting.

1.3 Authorship

The HIA has been prepared by:

- Robert Power, Principal Heritage & Statutory Planning, Dip Law, Sydney University (Solicitor's Admission Board), MPIA CPP; and
- Claire Jones, Environmental Planner, BPlan (Hons 1), UNSW, MPIA.



1.4 Acknowledgments

The authors of the HIA acknowledge the significant contribution of the Project Architects, Rice Daubney in the formulation of the building design that responds to the “*Heritage Precinct*” context and setting. Key design architects involved in this process include: Karsten Bastien, Alan Boswell and Jorge Ortega.



2. BACKGROUND

2.1 Study Area

The Prince of Wales Hospital is located in Randwick, approximately 8km to the southeast of the Sydney CBD. The hospital complex is located on a block bordered by Avoca, High and Barker Streets, and Hospital Road. The complex contains numerous multi-storey buildings, car parks, open spaces and courtyards and the former Children's Cemetery. The complex occupies an area of 13.5 hectares (ha). Refer to **Figure 1**.

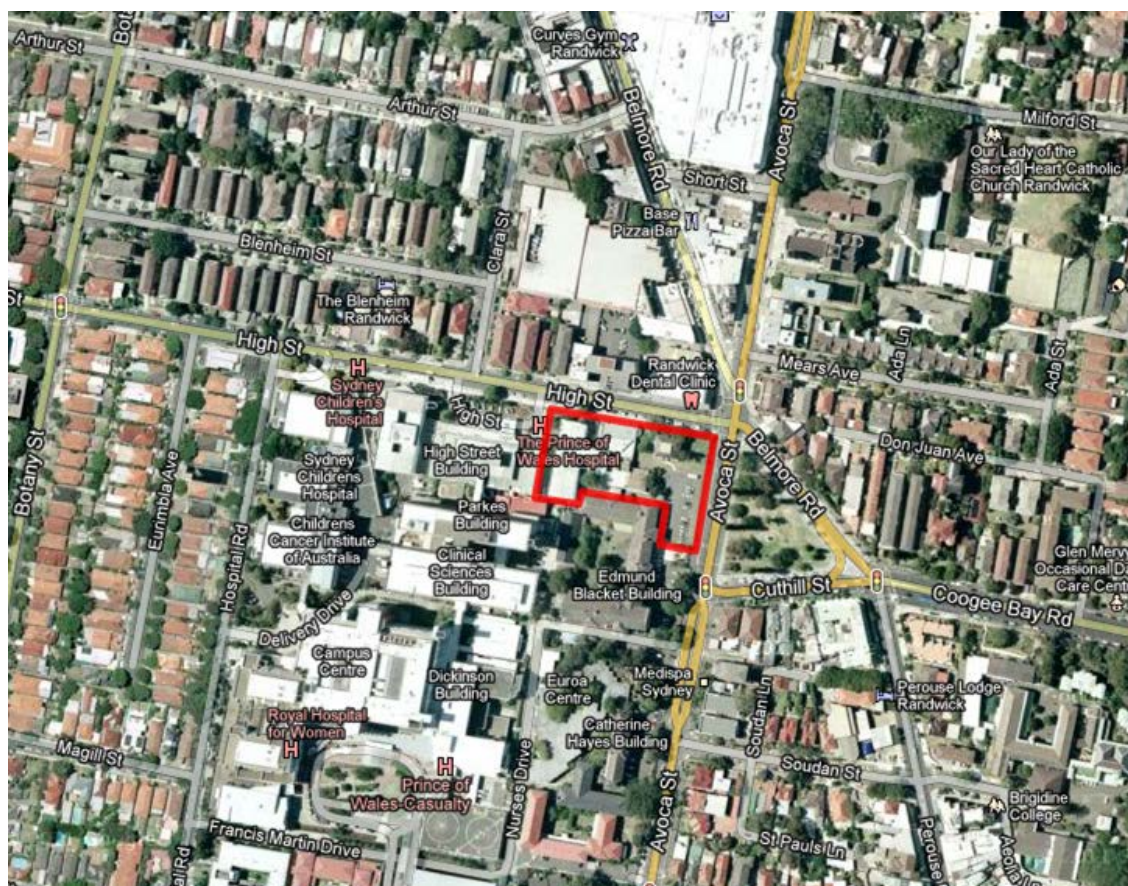


Figure 1: Location of study area as shown in red box (Source: Google Maps).

As shown on **Figure 1** above, the study area is located on the north eastern section of the hospital complex, on the corner of Avoca and High Streets. This part of the hospital complex contains three buildings of outstanding heritage significance. They are: 1) a two-storey sandstone building known as the Superintendent's Residence, constructed in 1867 and reputedly designed by the then young John Horbury Hunt; 2) the two and three storey dressed sandstone Georgian style Edmund Blacket Building, named after its architect and builder, constructed in 1856-1860; and 3) the Catherine Hayes Hospital, circa 1867, initially designed by John Horbury Hunt under the guidance of Edmund Blacket and subsequently amended and erected by Thomas Rowe. These three architects were destined to



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leave an impressive and indelible architectural legacy in both the City and the State. The eastern boundary of the site is marked by an impressive steel picket fence sitting on an ashlar sandstone base with highly decorated sandstone columns and ornamental metal gates to the main entrance to the Edmund Blacket Building. As shown on **Figure 2**, buildings within and in the vicinity of the study area are identified in the 1997 Conservation Management Plan as located in Precinct 1 and Precinct 5.

Located to the west, between the Superintendent's Residence and the Edmund Blacket Building, is the current Nuclear Medicine Department (Building 3), constructed in the 1970s and is identified in the north-east corner of Precinct 5 (see **Figure 2**). In front of the Edmund Blacket Building is a bituminised car park area running south along Avoca Street.



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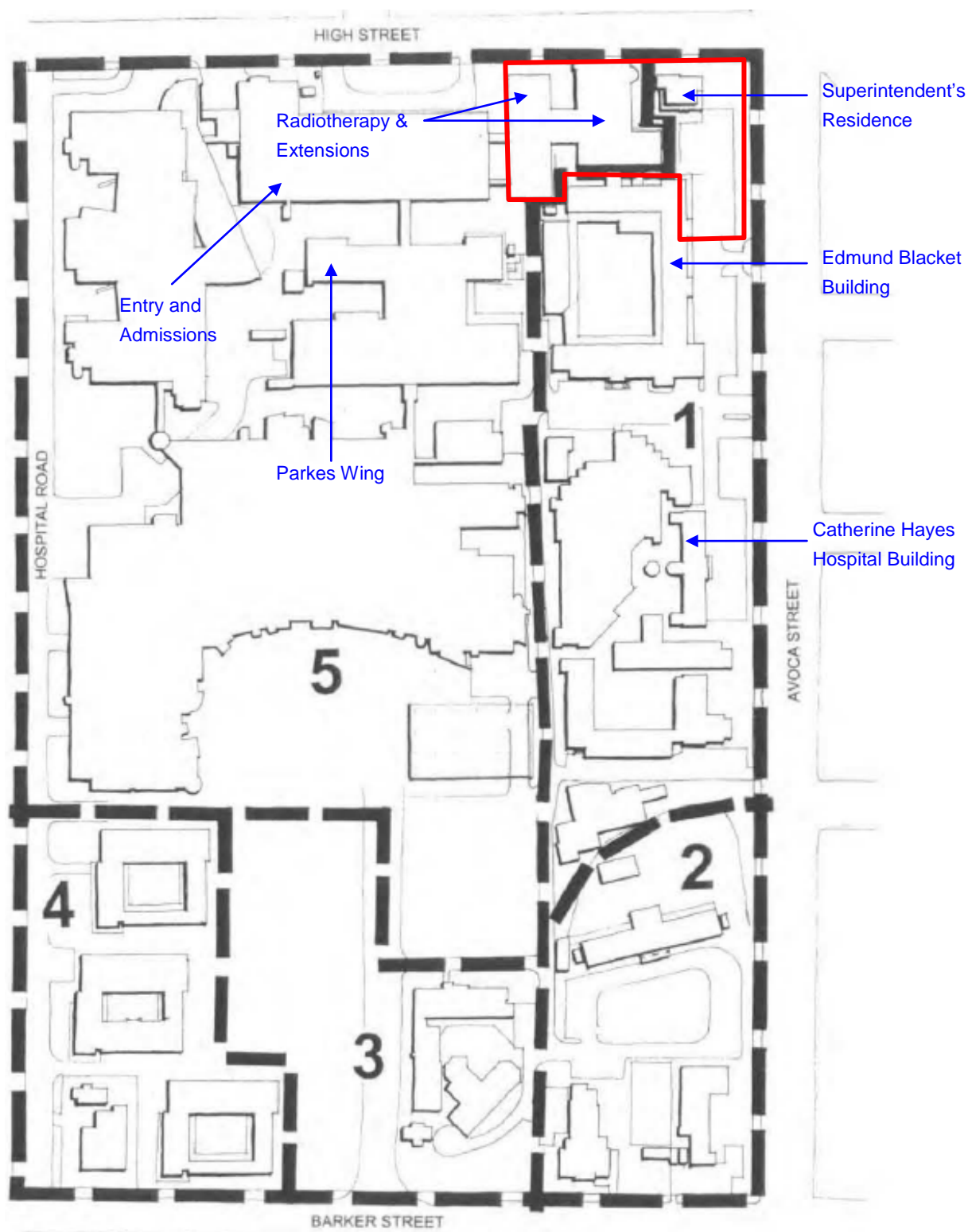


Figure 2: Prince of Wales Hospital Site Precincts (Source: Brooks & Associates, 1997).



2.2 Site Photographs



Figure 3: View of intersection of High and Avoca Streets



Figure 4: Edmund Blacket Building as viewed from High Cross Park



Figure 5: Looking north along the Avoca Street frontage



Figure 6: View north to the Superintendent's Residence.



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Figure 7: The High Street frontage with the Radiotherapy Building and the Parkes Wing in the foreground



Figure 8: The rear of the Superintendent's Residence as viewed from High Street



Figure 9: View west along the northern elevation of the Edmund Blacket Building and the Radiotherapy building



Figure 10: View south across car park from the Superintendent's Residence

2.3 Previous Studies

A Conservation Management Plan (CMP) was prepared for the Prince of Wales Site in 1997 by Graham Brooks & Associates, titled *Conservation Management Plan, The Prince of Wales Hospital Campus*. The CMP provides a detailed history of the site, assessments of significance and provision of general conservation policies for the whole of campus. It is noted that the CMP did not include detailed archaeological assessments. The historical research for the CMP report has been relied upon for the purposes of preparing this HIA. The Conservation Policies of the CMP have guided the formulation of the Design Principles in respect to the proposed development and the relationship of the proposed development to its heritage context and setting. This consideration includes the relationship to the heritage items and the heritage items and conservation areas in the vicinity.



2.4 Consultation with the NSW Heritage Council and NSW Heritage Branch

Since the lodgement of the Stage 1 DA (which included a pre-lodgement consultation with the Director, Assistant Director and Senior Officers of the NSW Heritage Branch) , the following consultation activities were undertaken to guide the formulation of the design of the proposed Stage 2 development:

- Meeting on 1 May 2012 with Officers of the NSW Heritage Branch;
- Meeting, site inspection and presentation on 4 September 2012 with the Chairman of the NSW Heritage Council and Officers of the NSW Heritage Branch;
- Meeting on 11 March 2013 with Senior Officers of the NSW Heritage Branch; and
- Meeting and presentation on 1 May 2013 with the NSW Heritage Council and Officers of the NSW Heritage Branch.

Careful consideration and regard has been given to the matters raised by the Chairman of the NSW Heritage Council and the Officers of the NSW Heritage Branch in relation to the proposed building design, parking and traffic requirements and landscaping scheme. In doing so, those considerations have had regard to the nature of the proposed development as the provider of services for severely ill members of the community who will be attending the site for intensive treatment. Thus, in relation to resolving car parking and traffic matters, it is has been especially important to be responsive to the needs of patients and respond to the requirements of the Cancer Council NSW Parking Policy for Cancer Treatment Centres with regard to car parking and traffic.

Refer to the Architectural Design Statement for a detailed response to the matters raised during the consultation activities.



3. THE SITE

3.1 Aboriginal Occupation and Heritage

The land use history of the study indicates that despite the construction of the adjacent Blacket Building and Superintendent's Cottage in the mid-19th Century, impacts other than initial tree clearance within the study area have been minimal until the construction of a military hospital in the western end of the study area in 1918 and the subsequent construction of a cancer treatment centre in the western half of the study area in 1970. This and the installation of associated services in the eastern portion of the study area are likely to have resulted in substantial disturbance to the original soil horizons in the study area, and this is confirmed locally by geotechnical investigations undertaken at the site (Douglas Partners, 2011).

Aboriginal associations with the general area did not cease after the arrival of European settlers. Although no direct references to the use of the specific study area by Aboriginal people after this time have been located to date, it is likely that, at least until the mid-nineteenth century, Aboriginal people continued to use the resources of the swamp and dunes, though after this time movement became more restricted by advancing European rural settlement and subsequent suburban subdivision.

Doctoral research is currently being undertaken into post-European contact Aboriginal places within the Sydney region. The research database currently contains records for over 300 places, amalgamated from previous and current archival and archaeological research, none of which are within or immediately adjacent to the study area (Irish, 2011). Major post-contact settlements in the area were at La Perouse, Botany and Banksmeadow as well as Bondi, Long Bay and Little Bay. For example, there are records of a major camp near Long Bay for Aboriginal people occupied before and for some time after the arrival of Europeans (MDCA, 2005). A shelter with midden in Long Bay may also have been used by Aboriginal people in the historic period for smallpox victims (MDCA, 2005). It can be assumed an unknown number of Aboriginal prehistoric and historic sites have been destroyed by the intense development across the eastern and south eastern Sydney area.

3.2 European Occupation and Heritage

Yarra Bay, to the south of Randwick, was first visited in 1788 by Captain Arthur Philip. La Perouse set up camp in Yarra Bay in the same year. In February 1859 Randwick became the first municipality in NSW and council elections were held in March. Throughout the 1880s Randwick's population rapidly increased, going from 6236 in 1891 to 9573 in 1901. This growth was largely facilitated by improvements in public transport. In 1900 the tram was extended to the new Kensington racecourse, then onwards to Long Bay by 1901 and La Perouse by 1902.

Randwick continued to grow throughout the early 1900s, with the population doubling in the decade after 1901. This growth seems to have been stimulated by the decreasing popularity of inner city terrace dwelling with bungalow type houses with backyards making the suburbs more popular. This expansion also pushed into surrounding suburbs, such as Kensington. Substantial population growth continued throughout the 1930s, 40s and 50s. Throughout the 1970s the Randwick population reached its peak at 123,665. The construction of residential flat buildings was also popular during this



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period, presumably supporting the large population. In recent times the population has decreased slightly, and Randwick still contains many of these examples of popular building styles.

Avoca Street, bordering the eastern side of the site, was originally known as Frenchman's Road. This was changed in 1859 and the street named after a prominent home in the area, called Avoca. The owner of this home, Judge Callaghan, had named the home after a place in Ireland.

3.3 Destitute Children's Asylum 1857-1916

The history of the Prince of Wales Hospital site has been well documented elsewhere (especially in the 1997 Conservation Management Plan) and this section summarises the history contained in the CMP. Refer to **Section 7** for further detailed discussion on items within the Heritage Precinct.

The current hospital site was contained within the property of Randwick Destitute Children's Asylum between 1852 and 1915. The Destitute Children's Society was formed in 1852 after a public meeting resulted in the formation of a committee. The objectives of the committee were to establish an Asylum and a public appeal was made for donations.

The establishment was originally located at Ormond House, in Paddington, from 1853. Ormond House was not a success due to its inner city location. The Ormond House establishment was crowded and the building itself required major renovations in order to make it fully useable. In 1855 a public inquiry condemned the management and work of the Asylum, making its relocation crucial. Later in that year 60 acres were granted for this purpose in Randwick.

The plan for the site involved two separate blocks designed by Edmund Blacket. One of these would act as the Asylum itself, and the other as a model farm, creating a self-supporting institution designed to 're-educate' the children within it through hard work and separation from the vices of the inner city. Refer to **Figure 11** that shows a layout of the site.

The Asylum was largely completed by February 1857 and occupied by March 1858. During this time the land in the immediate vicinity of the Asylum buildings, with the support of local nursery-men, was planted with trees, ornamental shrubs, and vegetables. Land further to the south was deemed inappropriate for cultivation and abandoned. With the model farm located outside the original grant, to the south, the majority of the property was unused. Part of it was utilised as a cemetery and a quarry was located close to Avoca Street. The Asylum produced its own bread and milk, so presumably a dairy were also located within the grounds.

Throughout the 1860s the Asylum expanded with the support of the government, largely through subsidies, private donations and the money raised from the parents of children housed in the Asylum. This led to the construction of the Superintendent's Residence in 1867 and the commissioning of a hospital. However, accepted standards for the care of children placed in facilities like the Randwick Asylum, were changing. The "work house" ethic was being supplanted by policy that encouraged the placement of children within families. In 1873 a Royal Commission was appointed to inquire into the Randwick Destitute Children's Asylum with particular focus on the large size of the establishment and the absence of a family setting. In 1876 the way the Asylum operated changed dramatically. The dairy herds and large crops were reduced and public schools established. There were further extensions to existing buildings and in 1879 the receiving house was constructed after an outbreak of ophthalmia highlighted the need for an isolation ward.



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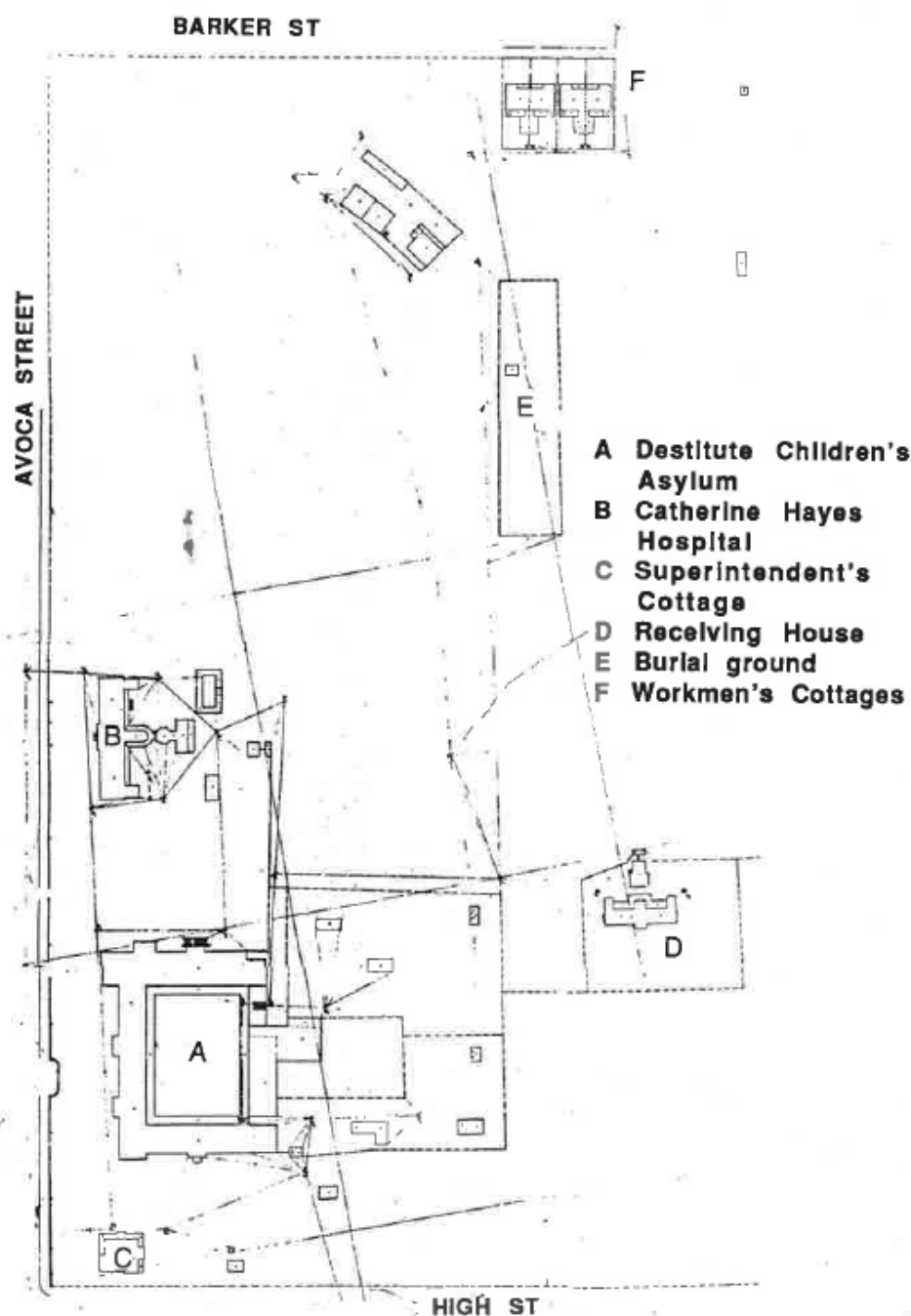


Figure 11: Plan showing the location of original buildings, circa 1893 (Source: Doyle & Storey, 1991).

The Asylum remained under close scrutiny and in 1881 the NSW Government passed the State Children's Relief Act, intended to replace the old barrack system with foster care. Although the Asylum continued to operate as before, constant criticism of methods and facilities led to the withdrawal of approximately 600 children that had been subsidised by the government. This meant that all government funding was removed and the Asylum had to rely on private funding to maintain the Asylum. The removal of such a large number of children required the re-organisation of the whole



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institution within a greatly reduced budget. In the later years of the 19th century, with further reduction in the number of children housed at the Asylum, and the resumption of much of the land used for gardens, an alternative use for the site began to be discussed. Its location within the thriving suburb of Randwick led to the subdivision of much of the original grant.

The hospital buildings underwent regular maintenance throughout the late 1800s and early 1900s despite insecurities over the future of the site. The limited water supply was of particular concern and a deep bore was drilled in 1882 to ensure the water supply, although it was brackish and unusable. With the continued decline in numbers and increasing amounts of vacant space within the Asylum buildings the directors offered the southern portion of the main building for military use after the outbreak of war in 1914. Although some children remained at the Asylum in 1915 it was officially closed in 1916.

3.4 Military and Public Hospital Uses 1916-Current

1915-1924 The 104 Australian General Military Hospital

The Asylum was requisitioned by the federal authorities in late 1915 for use as a military hospital during the First World War.

While the existing buildings provided a substantial basis for establishing the hospital it was inevitable that the demands and needs of increasing numbers of patients would require the construction of new and expanded services, facilities and the expansion of those already existing on the site. The beginning of this period of expansion commenced with quite a small undertaking. A savings and postage facility was established in 1917; orthopaedic and curative workshops were in built in the same year as well as facilities for training disabled men.

By the end of World War One the Institution encompassed several buildings that had been considered ample in 1915 to satisfy all the needs of a post-war recuperative unit. It had a dispensary, x-ray department, operating theatre and laundry. However, owing to increasing demands for post-war care more additions became essential.

The most substantial additions made to the site for the use of the military hospital in the immediate post-war years were the construction of ten general wards. These were located over the area of the former cemetery in what had been the disused southern portion of the main 31 acre block of land. 1918 and 1919 were the two principal years of building activity in the post-war years for the new hospital.

1924-1939 The Repatriation Hospital

Most military hospitals remained under the control of the Department of Defence until 1921, although Randwick remained longer until the Repatriation Department assumed control.

During this interwar period, substantial changes were made to the hospital to accommodate this new period of service – more, in fact, than had been made during its use as an active military hospital. The earliest works, in 1925 and 1926, entailed improvements to the kitchen, alterations to the guard room for its new use as an x-ray department and the conversion of two weatherboard buildings for use as a secretary's residence. A number of minor repairs were also made to a variety of buildings during this period.



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During the later 1920s and early 1930s works at the hospital were generally intended to improve and modernise services and facilities. In addition to the series of repairs and upgrades made to general services, building works during the 1930s addressed better sanitation. The second half of the 1930s saw a large building works programme undertaken to modernize the old hospital.

1939-1954 Renewed Active Service

At the outbreak of World War Two the Randwick Auxiliary Hospital was rejuvenated as an active military hospital, serving both the Army and Navy, in May 1939. A massive programme of works was initiated to modernise and extend the hospital in order to make it ready to cope with this new national emergency.

After cessation of hostilities, the Prince of Wales Hospital again served as a repatriation hospital, in much the same capacity as through World War One. In 1953, the facility was formally renamed The Prince of Wales Hospital, and managed as an annex of Sydney Hospital.

1954-1959 Sydney Hospital Annexe

By the 1950s New South Wales had two parallel hospital systems. As such, the hospital had two distinct and separate parts. The former Military Hospital, now known as the Randwick Hospital, operated as the annexe of Sydney Hospital. The second part had been functioning as the Randwick Auxiliary Hospital for many years, primarily caring for patients suffering from tuberculosis and administered by the Board of Health.

In 1959 the State Government took the decision to establish a second medical school at the University of NSW. The Prince of Wales Hospital was to be developed as a teaching hospital to support that school. It was to operate in close association with the Prince Henry Hospital.

1959-1972 A Teaching Hospital

The later 1960s and early 1970s period experienced the most substantial works programme undertaken in the hospital since the building programme of the 1850s that established the Asylum. At the end of this period of work the nature of the site had changed completely from its later nineteenth-early twentieth century character to a progressive later twentieth century facility.

1972-Current Amalgamation

The pace of work initiated in the preceding years continued throughout the 1970s. While this late twentieth century period was characterised by the construction of major new works, particularly during the 1970s which had an enormous impact on the overall use and character of the campus. The older buildings were subjected to extensive and constant change, renovation and adaptation.

During 1995, an archaeological investigation of the subject site was carried out, principally to identify the exact location of the Destitute Children's Asylum Cemetery. Sixty-five individual burials were revealed during the process, together with a further 216 individual pieces of bone. Also recovered from the excavation site was a range of items associated with the Aboriginal use of the land, the layout of the cemetery and some items relating to the period when the area was used as a military hospital.



4. THE ACTS

The site has been the subject of a number of Acts which reflect the interests of the Parliaments and the Governments of the day. The recitation of the various Acts and their purposes as set out below is a snapshot as it were of the considerable degree of public interest and benefit as reflected in the use and development of the site over the last 160 years.

4.1 The Destitute Children's Society's Incorporation Act 1857

In **1852**, the Society for Destitute Children, a non-government organisation was formed and resolved to establish an institution for abandoned or destitute children. The first such institution was located at Ormond House, Paddington but this was to be a temporary location.

The Society which had been supported by "*voluntary contributions from the public*" to date would significantly benefit from government subsidy. Thus the creation of the legislation was to ensure that "*it is expedient that assistance should be afforded by Legislative enactment for fully carrying out those benevolent intentions*".

The *Destitute Children's Society Incorporation Act* (the Act) was gazetted on **23 February 1857** (Note: this is 155 years to the day before the issuing of the DGRs). It was noted in the Preamble of the Act that construction of the buildings has been commenced on the land and it was now desirable that the land holding be protected. The Society received five thousand pounds to assist with the completion of the buildings.

The Act set out the following key provisions:

- The incorporation of the "The Society of the Relief of Destitute Children" as a constituted body politic with a perpetual succession and common seal;
- Land acquired by the Crown to not be mortgaged or demised without the approval of the Governor and Executive Council;
- Legal and complete control of the infants in the Asylum vested in the Directors of the Society;
- The Directors of the Society to provide for maintenance and care of the children with power to apprentice them either to some trade, agricultural labour or domestic servants only between the ages of 12 and 19;
- Parents to contribute towards their children where appropriate.
- Conditions on which relatives may obtain their children from the Asylum.

4.2 The Destitute Children's Society's Incorporation Act Amendment 1864

An amendment to *The Destitute Children's Society's Incorporation Act* was passed on **22 April 1864** with respect to the provisions relating to the requirements for parents to contribute for the support of



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their children. The key change in words was that the father of the infant/s who were “*voluntarily surrendered*” rather than “*compulsorily placed*” in the Asylum were required to now pay a specified weekly sum of no more than twenty shillings to the Society.

4.3 Destitute Children’s Society Act 1901

The *Destitute Children’s Society Act 1901* was created on 1 November 1901 for the purpose of consolidating the “*Acts relating to the Society for the Relief of Destitute Children*”.

4.4 Destitute Children’s Society Vesting Act 1916

The *Destitute Children’s Society Vesting Act 1916* was assented on 20 December 1916 for the purpose to be:

“An Act to transfer to and vest in the Crown all lands and buildings now held by or on behalf of or vested in the Society for the Relief of Destitute Children; to vest in the Public Trustee upon certain trusts all moneys and securities for moneys held by or on behalf of or vested in the said Society; to repeal the Destitute Children’s Society Act 1901; and for purposes consequent thereon or incidental thereto.”

This Act saw the formal ending of the use of the site as an Asylum under the cover of an Act of Parliament and the re-vesting of the site in the Crown.

This Act was amended in 1957 and was subsequently repealed by Schedule 4 to the *Statute Law (Miscellaneous Provisions) Act 2011 No 27* with effect from 8 July 2011.



5. THE LAND GRANT

In **1855**, sixty of acres of land were secured by Simeon Pearce, Mayor of Randwick and member of the Society for Destitute Children for a site at Avoca Street, Randwick. It was intended that construction of the Asylum for Destitute Children would commence immediately. The land grant was finalised on **20 December 1855**. It comprised two separate but adjoining lots with one area of over thirty acres to be used for the buildings and the second, of twenty-eight acres, a model farm to provide produce and training for the children of the Asylum (**Figure 12**).

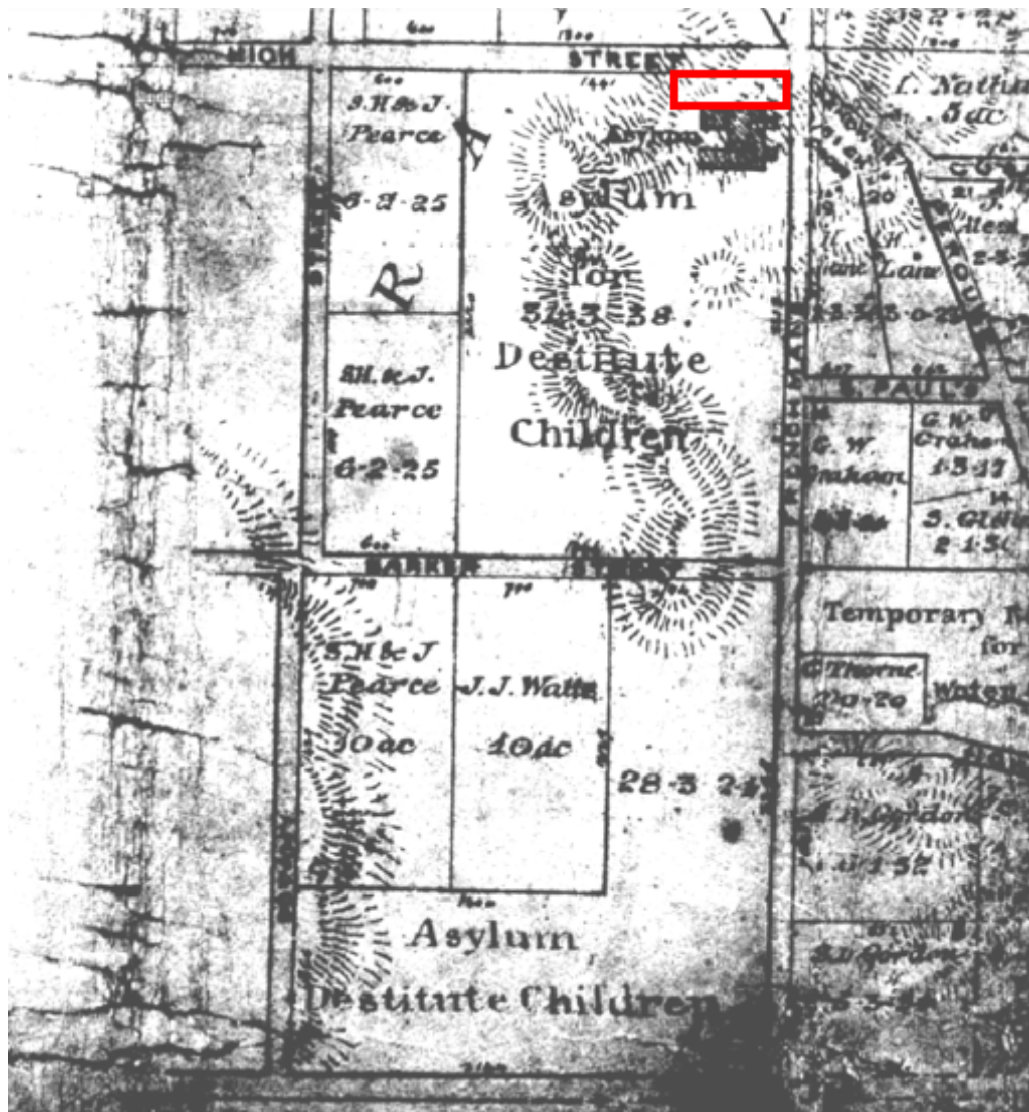


Figure 12: Detail of map of Randwick, Waverley and Coogee from **1858** showing the Asylum for Destitute Children. The approximate study area is outlined in red. Note that this map is not accurately scaled. Source: Map Collection, Mitchell Library, SLNSW.



6. THE HERITAGE PRECINCT

The Randwick Health Campus forms part of the Randwick Health and Education Specialised Centre identified in the Draft East Subregional Strategy. In **2008**, the Randwick Health Campus Master Plan was prepared by Cite Urban Strategies and IN Partnership.

The Master Plan identifies four key activity areas. The “Heritage Precinct” is one of these areas and is described as comprising the following:

“The Edmund Blacket Building, the Medical Superintendent’s Cottage, the Catherine Hayes Building and the associated curtilage form part of this significant heritage precinct. It also supports a range of community health activities, at grade parking and potentially provides the most direct connection to the Randwick town centre and The Spot and direct access to the regional bus network in Belmore Road.

The heritage context will take into account other items such as fences and significant trees contained in the Significant Tree Register produced by RCC and adopted at RCC meeting on 28 August 2007.”

The “Heritage Precinct” identified in the Master Plan generally coincides with Precinct 1 in the CMP which is also described in the CMP as the “Heritage Precinct”.

See **Section 8** below in respect to “significant trees” in the vicinity of the site.



7. THE HERITAGE BUILDINGS AND THEIR ARCHITECTS

7.1 Edmund Blacket Building – 1857 – 1860 (Edmund Blacket)

The Edmund Blacket Building is a two and three storey building of a simple Victorian Georgian design located on and addressing Avoca Street with a fine courtyard enclosed on three sides by building and the fourth side by a single storey block (**Figure 13**). The CMP grades this building to be of **EXCEPTIONALLY HIGH** heritage significance.

The building was designed by Edmund Blacket with major funding provided by a bequest of 12,000 pounds from Dr Alexander Cuthill, original surgeon to the Asylum, legacy of which has been commemorated by a plaque in the entrance. The original design included dining rooms, dormitories and schoolrooms, nursery, office, kitchen, sitting room and washing room. The north and east wings were commenced first in 1857 followed by the south wing completed in 1860 and a later west wing. The Asylum contained a total 800 beds.

The two storey building and later three storey section is built in dressed sandstone with vermiculated quoins and a slate roof. A single storey covered way, located in the courtyard is a timber structure on a sandstone pedestal with timber balustrading and slate and metal roofs. Original shutters have been removed but the southern stair balustrade has been restored. The elegant landscaped courtyard is enhanced by a two and three storey verandah and single storey covered way. The main entrance has a fine hall with a simple Georgian staircase.

After the Asylum closed, it operated as a military hospital from 1916-1923, and again from 1939-45 and a repatriation hospital from 1923-1929 and again from 1946-1953. The building became part of the Prince of Wales Hospital in 1953 and was known as 'The Old Stone Building' until 1983. During the 1960s to 1980s extensive alterations were undertaken, including renovations, new laboratory and office fitouts. The building has played a significant role in providing medical research facilities.

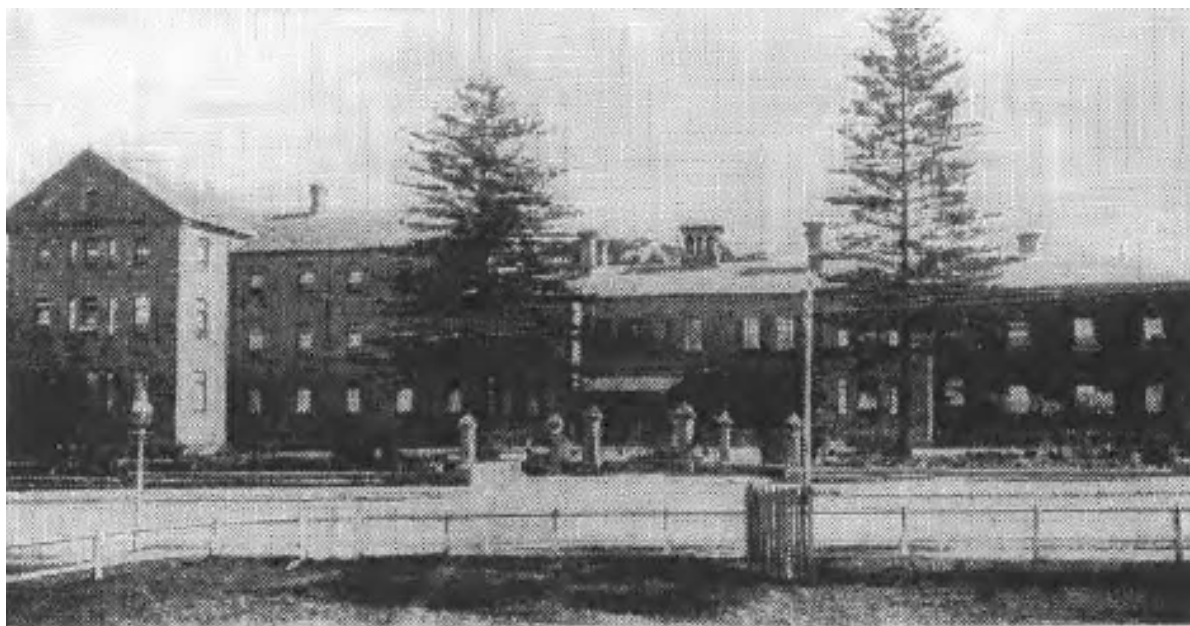


Figure 13: The Edmund Blacket Building during the asylum years, exact year unknown (Source: Brooks & Associates, 1997).

7.2 Superintendent's Residence – 1867 (John Horbury Hunt)

The Superintendent's Residence (**Figure 14**) is located on the north-eastern corner of the site. It is sited on an earlier building with the same use which was demolished in 1860. No additional references to this earlier building have been cited, and a structure is not shown in this location on any maps from the period prior to 1860. The current Superintendent's Residence was constructed during a period of substantial growth for the Destitute Children's Asylum. The building is of simple Victorian design with some Romanesque Revival influences.

The building was designed by J. Horbury Hunt and it was probably the first building he designed in Australia, having arrived in Australia in 1865 and immediately finding employment in Edmund Blacket's architectural office. The CMP grades this building to be of **EXCEPTIONALLY HIGH** heritage significance. In the same year, Hunt was also commissioned to prepare a design for a hospital for the Asylum, Edmund Blacket's design having been rejected. The hospital building, located to the south, is now known as the Catherine Hayes building.

After a period of decline associated with the use of the entire Asylum site associated with changes in community and Government approach to "deinstitutionalisation" of care for neglected children, an injection of money into the site meant that the Superintendent's Residence received new guttering in 1913. Originally, the building is likely to have been surrounded by formal lawns to the east with formal hedges and flowering shrubs. A photograph from 1909 (**Figure 14**) shows tiled garden edging, a lawn sculpture and a large Eucalypt. The plantings and majority of the lawn and edging have since been removed, although a partially mature tree (probably the Casuarina mentioned in the 1997 CMP) is located on the eastern side of the building. The 1997 CMP for the hospital suggests that a garden bed on the eastern side of the building is possibly original. In 1997 the bed was unmaintained and



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contained low-lying exotic shrubs. This area is now fenced off and asphalted and used to locate departmental construction sheds.

The building, as it survives today, is a two-storey structure with some Romanesque Revival influences. The walls are constructed of dressed and picked sandstone, with large sash windows and timber doors. The roof is constructed of slate, with corrugated iron over the verandah. There is intrusive single storey fibre cement lean-to attached to the western side of the building. The building is an important element within the Prince of Wales Hospital complex. It is currently in use as a building for the provision of Mental Health Services. In 1913, the roof and guttering were repaired, internal and external painting, installation of electricity and up-to-date cooking apparatus were provided.



Figure 14: The Superintendent's Residence circa 1909 (Source: Trove).

7.3 Catherine Hayes Hospital Building – 1867 – (Blacket/Horbury Hunt/Rowe)

The Catherine Hayes Building is a two storey sandstone building located on Avoca Street designed in the Victorian Georgian Style (**Figure 15**). It was part of the Randwick Asylum for Destitute Children which operated from 1858 to 1916. The CMP grades this building to be of **EXCEPTIONALLY HIGH** heritage significance.

The design of the building was amended in 1870 by Thomas Rowe, based on an 1867 design by J Horbury Hunt. This is the former Catherine Hayes Hospital, which was built to replace the original hospital as it had become too small. The building was named in honour of the Irish singer who donated 800 pounds towards its construction.

The Catherine Hayes building initially operated as a hospital for the Asylum, where its need was highlighted by a whooping cough epidemic in 1867 which claimed 63 lives. After the closure of the



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Asylum, the Catherine Hayes Building was used as nurses' quarter during the military occupation of the site. The building has been part of the Prince of Wales Hospital since 1953.

The building is octagonal in plan with a strong French stylistic influence. A small building at the rear appears to have originally been linked by a covered way to the building. The building features dressed sandstone with slate roof, narrow paned sash windows with arched heads, timber four panel half glazed doors and timber verandahs. The building today is generally intact and in good condition. The building has however undergone internal alterations including new plasterboard partitions, ceilings and timber floors.



Figure 15: Catherine Hayes Hospital Building, circa unknown (Source: Brooks & Associates, 1997).



8. THE OPEN SPACE AND LANDSCAPING

The CMP describes how the Hospital's landscape has evolved in response to the site's role firstly as a social institution for neglected children and then hospital institution. Identified in the CMP as being of exceptional significance is the curtilage and open space immediately surrounding the Superintendent's Residence, the Edmund Blacket Building and the Catherine Hayes Building. The area "*comprises a large strip of land extending from High Street in the north to the southern side of the Human Resources Building, fronting Avoca Street and including the Edmund Blacket Building courtyard the whole area being indicative of the early efforts to landscape the site as well as the relationship*" (CMP page 88). It is noted that the site of the proposed development is largely confined to the north-west section of the landscaped area described in the CMP.

Randwick City Council adopted on **28 August 2007** a Register of Significant Trees which identifies and recognises the importance of significant trees in the Randwick landscape. On the Prince of Wales Hospital site, the following trees are registered:

Group A: Avoca Street frontage/ entry gates and vehicular access road

34a-b 2 № Moreton Bay Figs (*Ficus macrophylla*)

34c-d 2 № Port Jackson Figs (*Ficus rubiginosa* f. *rubiginosa* and f. *glabrescens*)

34e 1 № Western Juniper (*Juniperus occidentalis*)

These plantings are to the south and beyond the boundary of the site of the proposed Stage 2 development.



9. THE FENCE

The handsome ashlar sandstone base and wrought and cast iron picket fence was constructed to the Avoca Street frontage of the Asylum, circa 1860 (**Figure 16**). Decorative carved sandstone gateposts and wrought iron gates were included which are located opposite the entrance of the Edmund Blacket Building (**Figure 17**). There are also carved pedestrian sandstone pedestrian gates posts and decorative iron gates to the north.



Figure 16: The historic fence looking north along Avoca Street.



Figure 17: The gates and gate posts to the main entrance.



10. BUILDINGS ON THE SITE THAT ARE IN THE VICINITY

10.1 Entry and Admissions 1969

The Entry and Admissions building is a four storey concrete frame building on a sloping site on High Street. To the east is the Radiotherapy annexe, to the west the Children's Emergency annexe, connected by two storey glazed breezeways. To the south are a landscaped courtyard and cafeteria at lower ground level and the Parkes Wing connected by a four storey bridge. The building was completed in June 1969 and occupied by 1970.

The CMP grades this building of **MEDIUM** heritage significance.

10.2 Parkes Wing 1971

The Parkes Wing is a ten storey plus basement concrete frame building with a central location off High Street. It has largely internal access via central bridge and corridor extending from Entry and Admissions Building to the north, and the Old Theatre Block to the south. Second entry is through landscaped courtyard and cafeteria at lower ground level to north east. There is an internal connecting bridge to the Children's Hospital to the west. Located to the east is the Edmund Blacket Building. Construction of the building commenced in 1969 with completion in December 1971 of the Cobden Parkes Ward, Theatre and Pathology Block. The cafeteria, kitchen and staff areas were completed in 1972.

The CMP grades this building of **MEDIUM** heritage significance.

10.3 Old Theatre Block 1970

The Old Theatre Block is a three storey loadbearing brick building plus basement. It has largely internal access via central corridor and bridges extending from the Parkes Wing to the north, and the Dickinson Building to the south. Located to the east is the Edmund Blacket Building and to the west the Children's Hospital. It was constructed at the same time as the Parkes Wing and completed in 1970.

The CMP grades this building of **MEDIUM** heritage significance.

10.4 Radiotherapy 1966

The Radiotherapy building is a three storey concrete frame building adjacent to the central Admissions Building on High Street. To the south is the Edmund Blacket Building, to the east a brick extension of the building. Access is via a two storey glazed breezeway from the Admission Building. The façade features wide painted concrete spandrel panels, horizontal window 'strips' and bronze fluted cladding to exposed face of columns. The original annexe was completed in late 1966, forming part of the Admissions and Polyclinic Building that was completed in 1969.

The CMP grades this building of **MEDIUM** heritage significance.



10.5 Radiotherapy Extensions 1977 and 1982

The original Radiotherapy annexe was extended to the east in 1977. This extension is a single storey concrete frame L-shaped extension. To the east is the Medical Superintendent's Residence and to the south the Edmund Blacket Building. The building extends to the High Street boundary with a brick parapet wall. Access is via the central foyer to the original wing of the Radiotherapy building, or at the eastern end from the car park. At the north-west corner is an in situ concrete Linear Accelerator.

In 1982 major extensions were undertaken to this building to support the services of the Nuclear Medicine Department. This involved the construction of a semi-circular concrete building.

The CMP grades the extensions to be of **INTRUSIVE** heritage significance.

None of the above buildings are listed as heritage items in the LEP or in the Department's Section 170 Register. The proposed development will not impact on their heritage significance as referred to in the CMP. The Radiotherapy Extensions will be removed as part of the Stage 2 development which will have a positive heritage impact to the site through the removal of an intrusive building.



11. HERITAGE ITEMS AND HERITAGE CONSERVATION AREAS IN THE VICINITY

The site is located within the **High Cross Heritage Conservation Area** as shown in the extract of the Randwick City Council Heritage Map in **Figure 18** below. The site is also directly across the road from the **Randwick Junction Heritage Conservation Area** that extends from the northern side of High Street and **The Spot Heritage Conservation Area** which extends east from the other side of Avoca Street. These HCAs are listed in **Schedule 5** to the *Randwick Local Environmental Plan 2012*.

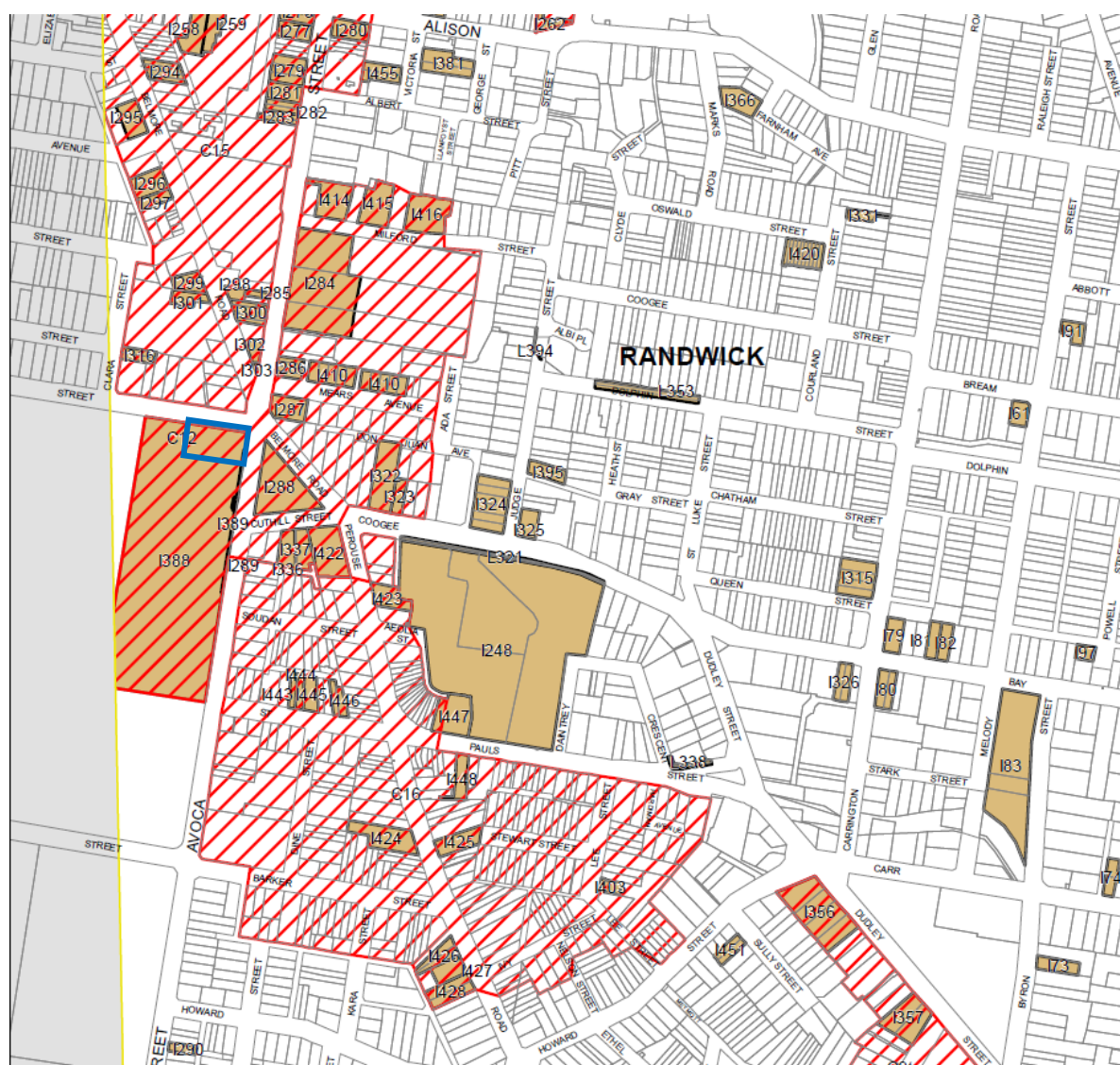


Figure 18: Extract from Randwick City Council's heritage map. The study area is shown in a blue box. Heritage items are coloured brown with black numbering.

Heritage items in the vicinity of the development site are listed below in **Table 1** and also shown on **Figure 18**. Not all heritage items listed below are located in the immediate vicinity of the site however



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they are a matter of consideration under the provisions of Clause 5.10(5) of the *Randwick Local Environmental Plan 2012*. Heritage inventory sheets for the items are available from Council's website.

Table 1 – Heritage Items in the vicinity of the development site

Item No	Item Name	Address	Property Description	Significance
I284	Our Lady of the Sacred Heart Church and "Ventnor", sandstone house	189–193 Avoca Street	Lot B, DP 157005; Part of Lot 1, DP 216223; Part of Lot 1, DP 82225; unknown lot on DP 216223	Local
I285	Late Victorian shop and residence	194 Avoca Street	Lot 1, DP 405712	Local
I286	"Goldring House"	203–209 Avoca Street	Lots 1–4, DP 204750	Local
I287	"Corana" and "Hygeia"	211–215 Avoca Street	Lot 1, DP 854977	State
I288	High Cross Park	217–219R Avoca Street	Lot 1, DP 1122573	Local
I289	Post box	225M Avoca Street	Unknown Lot and DP	Local
I302	The Star and Garter Inn	141–143 Belmore Road	Lot 7, DP 789629	Local
I303	Statue of Captain James Cook	145M Belmore Road	Lot 2, DP 936733	Local
I316	Semi-detached pair	17–19 Clara Street	Lots A and B, DP 409938	Local
I336	"Essex", Victorian house	7–9 Cuthill Street	Lot 1, DP 1099036	Local
I337	"Edith", Victorian house	11 Cuthill Street	Lot 7, DP 1829; Lot 1, DP 100108	Local
I388	Prince of Wales Hospital group (Main Block, Catherine Hayes Hospital and Superintendent's residence)	61 High Street	Lot 1, DP 870720	Local
I389	Prince of Wales Hospital gates and fence	61 High Street	Part of Lot 1, DP 870720	Local
I410	"Brighton Terrace"	2–20 Mears Avenue	Lots 2 and B–E, DP 110106; Lots 51–55, DP 260216	Local
I422	Royal Hotel	2–4 Perouse Road	Lot 1, DP 573912	Local



12. THE PROPOSED DEVELOPMENT

The following description of the proposed development is taken from the Director-General's Requirements dated 23 February 2012 which states as follows:

“Staged development of the Comprehensive Cancer Care and Blood Disorder Centre as follows:

Stage 1: Bulk excavation and construction of a new lower ground treatment area, 4 underground radiotherapy bunkers, and a new underground tunnel connecting staff to the Building 3 and the hospital

Stage 2: Development of the remainder of the Comprehensive Cancer Care and Blood Disorder Centre.”

The HIA addresses Stage 2 of the proposed Staged development. It is noted that Early Works undertaken at the site that were not part of Stage 1 DA, were the subject of a separate Review of Environmental Factors prepared and determined by Health Infrastructure under Part 5 of the EP&A Act 1979.

Stage 2 involves the construction of a 11 level building, with 10 levels above ground including plant/roof level to accommodate the briefed functional clusters including Radiation Oncology, Ambulatory Care, Consulting Suites, Meet + Greet, and Offices. It is proposed to demolish the eastern wing of the existing two to three storey Institute of Oncology building to accommodate the new building.

The proposed building will include an extension to the Level 0 Radiology Oncology, new accommodation on Level 1 Offices, Level 2 Meet+ Greet and Consulting Suite, Level 3 Consulting Suite, Level 4 Ambulatory Care, Level 5 Australian Advanced Treatment Centre (AATC), Level 6 AATC Inpatient, Level 7 Office, Level 8 Office, Level 9 Office and Roof Plant Room.

Courtyards are provided at Levels 0, 1 and 2 for patients and staff. The roof of the Stage 1 development will be landscaped as a vehicular arrival point (drop off and pick up) for the new facility and will re-establish limited on-grade hospital parking accessed via the existing Gate 6 (Avoca Street entry).

It is noted that the Stage 2 site area does not include works to the Edmund Blacket Building or the Superintendent's Residence.

Item 3 Built Form and Height presents as follows:

- *Address the height, bulk and scale of the proposed development within the context of the locality including existing hospital buildings on site and adjoining residential and commercial developments.*
- *Design quality, with specific consideration of the overall site layout, setbacks, axis, vistas and connectivity, open spaces and edges, primary elements, gateways, facade, rooftop, mechanical plant, massing, building articulation, materials, choice of colours, landscaping, safety by design, public domain and compatibility with surrounding development.*



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- *Details demonstrating the relationship with Stage 1 development.*

Item 7 Heritage presents as follows:

- *Address the impact on the heritage significance of any heritage items and / or conservation areas in accordance with the guidelines in the NSW Heritage Manual and relevant Council LEPs and DCPs including consideration of the impact on the existing Blacket Building and nearby Superintendent's Cottage and the existing setting and spatial relationships of these two existing buildings; in regards to the proposed new building envelope the proposed bulk and scales; setback and new landscaping or built fabric elements.*
- *Consideration of the relationship of the new building to adjacent heritage items including the fence along Avoca Street, significant or historic trees, the High Cross reserve nearby and the impact on the setting and views to and from these items and existing heritage precinct of the Prince of Wales Hospital.*
- *Consideration of the archaeological potential of the area and the potential impact of the proposal on the archaeological significance of the site in accordance with the guidelines of the Heritage Council of NSW.*

The Building Envelope for Stage 2 has been formulated having regard to:

- a) the Design Principles (refer **Section 14** below) which have been informed by the Conservation Policies of the Conservation Management Plan and the principles of the Burra Charter; and
- b) the form and scale of the Parkes Building on its south western corner and the commercial building on High Street on its northern edge.

The Building Envelope takes into account the spatial relationships of the proposed envelope with the Edmund Blacket Building, the Superintendent's Residence and the open space setting, framed by the heritage fence and gates as well as High Cross Park which constitutes the context and setting for Stage 2. It also has regard to the relationship in its completed form with the heritage items and heritage conservation area in the vicinity. An important aspect of the Building Envelope is that it preserves those spatial relationships. It is considered to be appropriate and is supported. It will create an appropriate setting both for the proposed development and its special function as well as its relationship within the HCA.



13. THE LEGISLATIVE AND STATUTORY CONSERVATION PLANNING CONTROLS

13.1 Commonwealth Environment Protection Biodiversity Conservation Act 1999

The Prince of Wales Hospital and its significant individual places are not items that are identified on the National Heritage List. However, the following places are listed on the now non-statutory Register of the National Estate including:

- Prince of Wales Hospital Gates and Fence
- Prince of Wales Hospital Group
- Prince of Wales Hospital Main Block (former)
- Prince of Wales Hospital Outpatients Building (former)
- Superintendent's Residence (former)

The Register of the National Estate was closed in 2007 and is no longer a statutory list. It is noted that listing on the Register of the National Estate did not create any legislative or statutory obligations. All references to the Register of the National Estate were removed from the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) on 19 February 2012.

13.2 Environmental Planning & Assessment Act 1979

The *Environmental Planning and Assessment Act 1979* (EP&A) is the principal environmental planning legislation for NSW. It establishes the regime for making of environmental planning instruments and the assessment of development with or without consent.

The proposed development is development that falls under Part 4.1 (State Significant Development) of the EP&A Act. This was determined on the basis that the proposal fell within the criteria identified in Clause 14 of Schedule 1 of State Environmental Planning Policy (State and Regional Development) 2011 (the SEPP). Accordingly, Health Infrastructure formally requested the Department of Planning & Infrastructure issue the DGRs to facilitate the preparation of the EIS to accompany the development application for the proposal.

The proposed development will be assessed by the Department of Planning & Infrastructure against the provisions of Section 79C of the EP&A Act. Being an application by a Government Agency it will be determined by the Minister for Planning and Infrastructure.

13.3 Heritage Act 1977

Natural, cultural and built heritage (non-Aboriginal) is protected in NSW under the Heritage Act 1977. The Act allows for heritage items or places to be listed on the State Heritage Register and for interim heritage orders to be made to protect heritage items or places. As a general principle, approval must be obtained from the Heritage Council or local council before work can be carried out on items or places which may damage the item or place.



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Section 170 requires government instrumentalities to establish and keep a “Heritage and Conservation Register”. Each government instrumentality is responsible for ensuring that the items entered on its Register under Section 170 and items and land to which a listing on the State Heritage Register applies that are under its care, control or management, are maintained with due diligence in accordance with the guidelines, Management of Heritage by NSW Government Agencies .

The NSW Department of Health has listed on its Section 170 Register the following items which are within or within the vicinity of the development site:

- The Prince of Wales Hospital
- Gate and Fence
- Main Block, Former
- Outpatients Buildings, Former
- Superintendent’s Residence

The above items are also listed in Schedule 5 of the Randwick Local Environmental Plan 2012 (see **Section 13.4**).

In relation to the Conservation Management Plan (CMP), it is not a statutory planning instrument. However, it is intended to guide development of the site to which it applies. As stated above, its provisions have guided the formulation of the Design Principles.

13.4 Randwick Local Environmental Plan 2012

Randwick Local Environmental Plan 2012 (the LEP) is the primary environmental planning instrument controlling development on the Hospital Campus. The LEP came into force on 1 February 2013, repealing the Randwick Local Environmental Plan 1998 (Consolidation).

Zoning and Use

Under the LEP, the hospital campus is zoned “SP2 Health Services Facility”. The objectives for the zone are:

- *To provide for infrastructure and related uses.*
- *To prevent development that is not compatible with or that may detract from the provision of infrastructure.*
- *To facilitate development that will not adversely affect the amenity of nearby and adjoining development.*
- *To protect and provide for land used for community purposes.*

A hospital is a permitted use in the zone and is defined as:

...means a building or place used for the purpose of providing professional health care services (such as preventative or convalescent care, diagnosis, medical or surgical treatment, psychiatric care or care for people with disabilities, or counselling services provided by health care professionals) to



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people admitted as in-patients (whether or not out-patients are also cared for or treated there), and includes ancillary facilities for (or that consist of) any of the following:

- (a) day surgery, day procedures or health consulting rooms,*
- (b) accommodation for nurses or other health care workers,*
- (c) accommodation for persons receiving health care or for their visitors,*
- (d) shops, kiosks, restaurants or cafes or take-away food and drink premises,*
- (e) patient transport facilities, including helipads, ambulance facilities and car parking,*
- (f) educational purposes or any other health-related use,*
- (g) research purposes (whether or not carried out by hospital staff or health care workers or for commercial purposes),*
- (h) chapels,*
- (i) hospices,*
- (j) mortuaries.*

Note. Hospitals are a type of **health services facility**.

The proposed development can therefore be described as a building providing professional health services and is therefore permissible with development consent in the zone.

Clause 6.11 of the LEP requires the consent authority to be satisfied that a proposed development that has a height of at least 15 metres exhibits design excellence. Clause 6.11(4) states that the consent authority is to have regard to the following matters:

- (a) whether a high standard of architectural design, materials and detailing appropriate to the building type and location will be achieved,*
- (b) whether the form and external appearance of the development will improve the quality and amenity of the public domain,*
- (c) how the proposed development responds to the environmental and built characteristics of the site and whether it achieves an acceptable relationship with other buildings on the same site and on neighbouring sites,*
- (d) whether the building meets sustainable design principles in terms of sunlight, natural ventilation, wind, reflectivity, visual and acoustic privacy, safety and security and resource, energy and water efficiency,*
- (e) whether the proposed development detrimentally impacts on view corridors and landmarks.*

It is considered that the high level and standard of detailed design has resulted in a practical and acceptable resolution of heritage conservation, architectural and landscape design matters. The proposed development has been sensitively designed to provide a building and landscape that is a form and scale appropriate within its context and setting, with selected materials, finishes, colours and



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detail, with its constituting elements being defined by the spatial relationships facilitated by the adjacent heritage items and spaces that are of heritage significance.

Heritage Conservation

The site of the proposed development is located within what is known as the “Heritage Precinct”. Within the Precinct are items that are on Schedule 5 Environmental Heritage to the LEP that are of heritage significance. They are described as “Prince of Wales Hospital group (Main Block [Edmund Blacket Building], Catherine Hayes Hospital and Superintendent’s residence)” and “Prince of Wales Hospital Gates and Fence”.

The LEP similarly requires the consent authority to consider the effect of the proposed development on the heritage significance of the heritage item or heritage conservation area development within a heritage conservation area or in the vicinity of a heritage item. The part of the Hospital Campus in which the proposed development is to be located is within the **High Cross Heritage Conservation Area**.

Specifically, this HIA addresses in **Section 14.1**, the following relevant provisions of Clause 5.10 of the LEP as follows:

(1) Objectives

The objectives of this clause are as follows:

- (a) to conserve the environmental heritage of Randwick,*
- (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,*
- (c) to conserve archaeological sites,*
- (d) to conserve Aboriginal objects and Aboriginal places of heritage significance.*

(4) Effect of proposed development on heritage significance

The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).

(5) Heritage assessment

The consent authority may, before granting consent to any development:

- (a) on land on which a heritage item is located, or*
- (b) on land that is within a heritage conservation area, or*
- (c) on land that is within the vicinity of land referred to in paragraph (a) or (b),*

require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.



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(7) Archaeological sites

The consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order under the Heritage Act 1977 applies):

- (a) notify the Heritage Council of its intention to grant consent, and*
- (b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.*

(8) Aboriginal places of heritage significance

The consent authority must, before granting consent under this clause to the carrying out of development in an Aboriginal place of heritage significance:

- (a) consider the effect of the proposed development on the heritage significance of the place and any Aboriginal object known or reasonably likely to be located at the place by means of an adequate investigation and assessment (which may involve consideration of a heritage impact statement), and*
- (b) notify the local Aboriginal communities, in writing or in such other manner as may be appropriate, about the application and take into consideration any response received within 28 days after the notice is sent.*

13.5 Development Control Plans

There are no Development Control Plans that are relevant to the study area in relation to heritage conservation.



14. DESIGN PRINCIPLES

The following eight (8) Design Principles were developed to guide the formulation of the design of the proposed development:

1. Heritage significance of Precinct 1 especially the site of the proposed development.
2. Purpose of the proposed development.
3. Location of the proposed development.
4. Relationship to context and setting-provides the Conceptual Building Envelope enabling the creation of an appropriate form and scale of the Infill.
5. The Conservation values that are said to constitute the heritage significance of a PLACE provide the key indicators.
6. The Conservation Values must reflect the social/cultural values of the Society of today. They must be seen as a FACILITATOR and not a PROHIBITOR.
7. Need to have regard to the morphological processes of a PLACE which enables change to occur. In this regard, the proposed development can act as a CATALYST or an edge to further or future development in Precinct 5.
8. Design - Articulation of the Facades - form, scale, materials, finishes and colours.



15. THE ASSESSMENT

This assessment section will address the three issues outlined in the DGRs dated 23 February in relation to Item 3 – Built Form and Height and 7 – Heritage as set out in **Section 12** of the HIA.

15.1 Randwick Local Environmental Plan 2012

A full assessment against the provisions of Clause 5.10 of the LEP is in **Table 2** below.

Table 2 – Clause 5.10 Heritage Conservation

Provision	Response
<p>(1) Objectives</p> <p>The objectives of this clause are as follows:</p> <p>(a) to conserve the environmental heritage of Randwick,</p> <p>(b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,</p> <p>(c) to conserve archaeological sites,</p> <p>(d) to conserve Aboriginal objects and Aboriginal places of heritage significance.</p>	<p>It is considered that Objectives (a) and (b) are satisfied because the proposed development has been designed to provide a building and landscape that is in a form and scale appropriate within its context and setting, with selected materials, finishes, colours and detail. Its constituting elements are defined by the spatial relationships facilitated by the adjacent heritage items and spaces that are of heritage significance. It is considered that the level of detailed design and the chosen materials of the respective elements of the proposed building has resulted in a practical and acceptable resolution of heritage conservation, architectural and landscape design matters. There are no other modifications to the fabric of the heritage items. The proposed development will assist to relate to and reveal the significant fabric of the Edmund Blacket Building and Superintendent's Residence. The design of the proposed building will result in the restoration of original important view cones between the Superintendent's Residence and the northern access to the Edmund Blacket Building.</p> <p>It is considered that the proposed Stage 2 development does not adversely impact on any heritage items or heritage conservations areas, as assessed in this table and Table 3.</p> <p>As to Objectives (c) and (d), a Preliminary European Archaeological Assessment, dated March 2012 and a Preliminary Aboriginal Archaeological Assessment, dated March 2012 were undertaken for the site. The Assessments concluded that the likelihood of finding any substantial archaeological</p>



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Provision	Response
	material on the site is “low”. The Results of the Archaeological Testing for European Remains , dated May 2012 concluded that “no European archaeological structures, cuts, or deposits were found in any of the eight test trenches”. The Aboriginal Archaeological Test Excavation Report , dated June 2012 concluded that the testing “did not result in the identification of any Aboriginal archaeological remains within the study area, nor are such remains expected to occur in areas not tested”.
<p>(4) Effect of proposed development on heritage significance</p> <p>The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).</p>	<p>The HIA has addressed the relevant legislative and statutory conservation planning controls and the requirements of the NSW Heritage Manual’s ‘Statement of Heritage Impacts’ Guidelines. Refer to the response to sub-clause (1) above and Table 3. In addition, the following matters have also been considered in the assessment.</p> <p>The proposed building has an articulated but flat roof form that is consistent with adjoining contemporary buildings within the hospital campus. This also having been established through the building envelope taken from the nearby Parkes Wing to the west and 66 High Street to the north. The proposed roof form is considered appropriate to and in its heritage precinct context.</p> <p>The form and scale of the proposed building has been derived from a direct response to both building use and the local context. The solidity proposed on the precinct block respects the form and proportions outlined by the Edmund Blacket Building and the Superintendent’s Residence, which are powerful architectural statements. The design of the new building has been carefully considered to be respectful of its neighbours. In particular the building has a ‘slim waist’ to its base that identifies a definitive set back between the new building and the adjacent heritage buildings. A simple facade is proposed to the eastern facade as it becomes the backdrop of the Superintendent’s Residence. This will allow the silhouette of the Superintendent’s Residence to be referenced against the local context.</p>



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Provision	Response
	<p>Careful consideration in the design development of the new building refers to the eaves line at Level 4. Below this level the building is stepped back to enhance the spatial connection between the new building and the adjoining heritage buildings. Along High Street the step back provides a significant building line and relationship to the Superintendent's Residence whilst on the southern elevation the building form continues to address a two storey building element that has a direct response to the Edmund Blacket Building.</p> <p>The architecture expressed through secondary elements such as windows are dealt with through a vertical emphasis. This is particular prevalent within the window proportions of the Superintendent's Residence. The proposed new building looks to reference these elements with a vertical window element incorporating vertical sunshade fins. A contemporary double heightened entrance to the building is proposed to the eastern elevation, located where the proposed "drop off" area is situated. The proposed window and door designs are considered to have regard to the existing features of the Edmund Blacket Building and Superintendent's Residence and will have a positive relationship with the window rhythms of these buildings.</p> <p>In relation to the proposed materials palette as set out in the Architectural Design Statement for the new building is limited to 3 key materials, including Ceramic Rainscreen Cladding, Glazed Facade System with horizontal fritting and full height glazed curtain wall. The proposed colour and finishes comprise a range of natural and complementary to the building's context and sensitive to the local environment. The glazed façade system has been chosen to provide a simple backdrop to the Superintendent's Residence, a transparent base which will assist to restore the view cone between the northern entrance to the Edmund Blacket Building and Superintendent's Residence. The use of Ceramic Rainscreen Cladding on the majority of the western</p>



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Provision	Response
	elevation reinforces the solidity and solid to void ratio expressed on the heritage buildings. It is considered that the materials, colours and finishes will complement and not detract from the heritage significance of the Edmund Blacket Building and Superintendent's Residence.
<p>(5) Heritage assessment</p> <p>The consent authority may, before granting consent to any development:</p> <p>(a) on land on which a heritage item is located, or</p> <p>(b) on land that is within a heritage conservation area, or</p> <p>(c) on land that is within the vicinity of land referred to in paragraph (a) or (b),</p> <p>require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.</p>	<p>The HIA has addressed the relevant legislative and statutory conservation planning controls and the requirements of the NSW Heritage Manual's 'Statement of Heritage Impacts' Guidelines.</p> <p>The Building Envelope for Stage 2 has been formulated having regard to: (a) the Design Principles which have been informed by the Conservation Policies of the Conservation Management Plan and the principles of the Burra Charter; and (b) the form and scale of the Parkes Building on its south western corner and the commercial building on 66 High Street on its northern edge.</p> <p>The Building Envelope takes into account the spatial relationships of the proposed envelope with the Edmund Blacket Building, the Superintendent's Residence and the open space setting, framed by the heritage fence and gates as well as High Cross Reserve which constitutes the context and setting for Stage 2. It also has regard to the relationship in its completed form with the heritage items and heritage conservation area in the vicinity. An important aspect of the Building Envelope is that it preserves those spatial relationships. It will create an appropriate setting both for the proposed development and its special function as well as its relationship within the HCA. It is considered to be appropriate and is supported.</p>
<p>(7) Archaeological sites</p> <p>The consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order under the <i>Heritage Act 1977</i> applies):</p>	<p>A Preliminary European Archaeological Assessment, dated March 2012 was undertaken for the site. The Assessment concluded that the likelihood of finding any substantial archaeological material on the site is "low". The Results of the Archaeological Testing for European Remains, dated May 2012 concluded that "<i>no European archaeological structures, cuts, or deposits were</i></p>



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Provision	Response
<p>(a) notify the Heritage Council of its intention to grant consent, and</p> <p>(b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.</p>	<p><i>found in any of the eight test trenches”.</i></p>
<p>(8) Aboriginal places of heritage significance The consent authority must, before granting consent under this clause to the carrying out of development in an Aboriginal place of heritage significance:</p> <p>(a) consider the effect of the proposed development on the heritage significance of the place and any Aboriginal object known or reasonably likely to be located at the place by means of an adequate investigation and assessment (which may involve consideration of a heritage impact statement), and</p> <p>(b) notify the local Aboriginal communities, in writing or in such other manner as may be appropriate, about the application and take into consideration any response received within 28 days after the notice is sent.</p>	<p>A Preliminary Aboriginal Archaeological Assessment, dated March 2012 was undertaken for the site, which concluded that the likelihood of finding any substantial archaeological material on the site is “low”. The Aboriginal Archaeological Test Excavation Report, dated June 2012 concluded that the testing “<i>did not result in the identification of any Aboriginal archaeological remains within the study area, nor are such remains expected to occur in areas not tested</i>”.</p>

15.2 Heritage Branch Assessment Guidelines

The proposed Stage 2 development is assessed below in **Table 3** in relation to the relevant questions outlined in the NSW Heritage Manual’s ‘**Statements of Heritage Impact**’ Guidelines.

Table 3 – Relevant Questions

Question	Response
<p>Demolition of a building or structure</p> <ul style="list-style-type: none"> • Have all options for retention and adaptive re-use been explored? • Can all of the significant elements of the heritage item be kept and any new development be located elsewhere on the site? 	<p>The proposed development involves the demolition of the Radiotherapy Building extensions dating from 1977 and 1982. Under the CMP, these extensions have been graded as an “<i>intrusive element</i>” on the basis that the extensions impact “<i>heavily on the curtilages of the Superintendent’s House and Edmund Blacket Building</i>”. This building is being replaced by the proposed new infill building, designed for the</p>



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Question	Response
<ul style="list-style-type: none"> • Is demolition essential at this time or can it be postponed in case future circumstances make its retention and conservation more feasible? • Has the advice of a heritage consultant been sought? Have the consultant's recommendations been implemented? If not, why not? 	<p>purpose of providing consolidated services for the treatment of Cancer and Blood Disorders. This action is consistent with the CMP Policy 7.3.3.</p>
<p>Major partial demolition (including internal elements)</p> <ul style="list-style-type: none"> • Is the demolition essential for the heritage item to function? • Are particular features of the item affected by the demolition (e.g. fireplaces in buildings)? • Is the detailing of the partial demolition sympathetic to the heritage significance of the item (e.g. creating large square openings in internal walls rather than removing the wall altogether)? • If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired? 	<p>The proposed demolition of the Radiotherapy extensions will result in the removal of an intrusive element that detracts from the heritage significance of adjacent heritage items. The "intrusive" nature of that building is considered to arise from its design and materials both of which are alien to the context and setting. Due to its design and materials, finishes and colours the proposed new building is responsive to and assists to reveal the spatial relationships between the Edmund Blacket Building and Superintendent's Residence.</p>
<p>Major Additions</p> <ul style="list-style-type: none"> • How is the impact of the addition on the heritage significance of the item to be minimised? • Can the additional area be located within an existing structure? If not, why not? • Will the additions tend to visually dominate the heritage item? • Are the additions sited on any known, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered? • Are the additions sympathetic to the heritage item? In what way (e.g. form, proportions, design)? 	<p>The current services associated with the treatment of Cancer and Blood Disorders are spread over a number of locations in the Hospital Campus. This situation is not efficient and does not contribute to good patient care. Further, there is an increase in the need for such services. As well as the additional bunkers for Stage 1, the proposed Stage 2 development facilitates the consolidation of clinical, treatment and offices spaces under one roof.</p> <p>The proposed Stage 2 development is located to the western edge of the north-eastern section of the heritage precinct. The proposed building has been designed to be a key facilitator in the overall connectivity of the campus to the public edges along High Street and Avoca Street. The proposed development will create a new setting that unifies the new building, the below ground Stage 1 development, its bunkers and the adjoining heritage buildings.</p>



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Question	Response
	<p>An important design resolution to the lower levels of the proposed building has enabled the restoration of key view cones through the site including 1) view from High Street through towards the Edmund Blacket Building to the south 2) View from Avoca Street to the Edmund Blacket Building particularly with the earlier removal of the intrusive elements to the northern elevation of this building 3) view from High Street towards the glazed base to reflect local context and 4) the historical view cone relationship from the porch of the Superintendent's Residence to the northern entrance to the Edmund Blacket Building. The latter represents an important interpretation of the historical role of the Superintendent's Residence during the Destitute Children's Asylum period as evidenced by its southern orientation and vista south through the site.</p> <p>The Building Envelope for Stage 2 has been formulated having regard to: (a) the Design Principles which have been informed by the Conservation Policies of the Conservation Management Plan and the principles of the Burra Charter; and (b) the form and scale of the Parkes Building on its south western corner and the commercial building on High Street on its northern edge.</p> <p>The Building Envelope takes into account the spatial relationships of the proposed envelope with the Edmund Blacket Building especially the northern elevation of that building with its finely articulated rhythm and form, the Superintendent's Residence and the open space setting, framed by the heritage fence and gates as well as High Cross Park which constitutes the context and setting for Stage 2. It also has regard to the relationship in its completed form with the heritage items and heritage conservation area in the vicinity. An important aspect of the Building Envelope is that it preserves those spatial relationships. It is considered to be appropriate and is supported. It will create an appropriate setting both for the proposed development and its special function as well as its relationship within the HCA.</p>



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Question	Response
	<p>The Stage 2 works, once completed, will not have an adverse impact on either the Edmund Blacket Building or the Superintendent's Residence in relation to their existing setting and spatial relationships, the heritage fence or on the heritage items or heritage conservation area in the vicinity. It is proposed to widen the existing north-eastern pedestrian gate along the Avoca Street frontage to improve access into the site and align with the hospital street access.</p> <p>The proposed development has been sensitively designed to provide a building and landscape that is a form, scale appropriate within its context and setting, with selected materials, finishes, colours and detail, with its constituting elements being defined by the spatial relationships facilitated by the adjacent heritage items and spaces that are of heritage significance.</p> <p>In accordance with the Landscape Plans and Landscape Design Statement, the area will be landscaped upon completion of the Stage 2 works. The Landscape Plan has proposed replacement plantings where appropriate to compensate for the removal of trees as part of the Stage 1 development. The Landscape Plan presents a scheme that will provide a framework for an appropriate setting and treatment to the proposed building architecture and surrounding courtyards and open spaces, and create a greater visual unity and identity for the hospital campus and enhance the significance of the context and setting of the heritage buildings. Refer to further discussion under 'New landscape works and features' below.</p> <p>A Preliminary European Archaeological Assessment, dated March 2012 and a Preliminary Aboriginal Archaeological Assessment, dated March 2012 were undertaken for the site. The Assessments concluded that the likelihood of finding any substantial archaeological material on the site is "low". The Results of the Archaeological Testing for European Remains, dated May 2012 concluded that "<i>no European archaeological structures, cuts, or</i></p>



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Question	Response
	<p><i>deposits were found in any of the eight test trenches".</i></p> <p>The Aboriginal Archaeological Test Excavation Report, dated June 2012 concluded that the testing <i>"did not result in the identification of any Aboriginal archaeological remains within the study area, nor are such remains expected to occur in areas not tested"</i>.</p>
<p>New development adjacent to a heritage item</p> <ul style="list-style-type: none"> • How is the impact of the new development on the heritage significance of the item or area to be minimised? • Why is the new development required to be adjacent to a heritage item? • How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance? • How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects? • Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected? • Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)? • Will the additions visually dominate the heritage item? How has this been minimised? • Will the public, and users of the item, still be able to view and appreciate its significance? 	<p>The subject site is in the vicinity of several heritage items and two heritage conservation areas identified under the Randwick LEP 2012 as described in Section 11 of this HIA. The reasons for the proposed development are as stated above.</p> <p>The impact of the proposed development on the heritage significance of the Edmund Blacket Building and Superintendent's Residence has been addressed above, especially in 'Major Additions'. It is considered there will no adverse impacts on the heritage listed fence and gate along Avoca Street.</p> <p>The site is located within the High Cross Heritage Conservation Area, which is one of the first parts of the Randwick City area to be developed. It is considered that the proposed development will not have an impact on the aesthetic, historic and social significance of this heritage conservation area with exception of temporary visual impacts when viewed by the public from within and outside the site during construction works.</p> <p>The proposed development will have no impact on the heritage listed Catherine Hayes Hospital, which is located south of the development area.</p> <p>The proposed development will not have any impact to the heritage significance to the adjoining Randwick Junction Heritage Conservation Area, The Spot Heritage Conservation Area, High Cross Park or other heritage items in the vicinity of the proposed development.</p> <p>The likelihood of archaeological deposits outside of the archaeological testing that has been undertaken is considered to be "low" as discussed above and in Table 2.</p>



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Question	Response
<p>New Services</p> <ul style="list-style-type: none">• How has the impact of the new services on the heritage significance of the item been minimised?• Are any of the existing services of heritage significance? In what way? Are they affected by the new work?• Has the advice of a conservation consultant (e.g. architect) been sought? Has the consultant's advice been implemented?• Are any known or potential archaeological deposits (underground and under floor) affected by the proposed new services?	<p>New services will be installed and contained within the new building for the occupation and use of the proposed building. It is considered that the installation of services will not have an impact to the heritage significance to adjacent heritage items.</p> <p>The likelihood of archaeological deposits is considered to be “low” as discussed above.</p>
<p>New landscape works and features</p> <ul style="list-style-type: none">• How has the impact of the new work on the heritage significance of the existing landscape been minimised?• Has evidence (archival and physical) of previous landscape work been investigated? Are previous works being reinstated?• Has the advice of a consultant skilled in the conservation of heritage landscapes been sought? If so, have their recommendations been implemented?• Are any known or potential archaeological deposits affected by the landscape works? If so, what alternatives have been considered?• How does the work impact on views to, and from, adjacent heritage items?	<p>The Stage 1 DA works involved the bulk excavation of the existing bitumen car park and lawn areas adjacent to the Edmund Blacket Building and Superintendent's Residence. The Stage 2 development which presents a new landscaping scheme for the site has the objective to provide a landscape treatment that complements the setting, spatial and visual relationships of the hospital's heritage precinct. Refer to Landscape Plans attached to the EIS for further details. It is considered that the proposed landscaping treatment will provide an important framework for an appropriate setting and response to the proposed building architecture and surrounding courtyards and open spaces. It will create a greater visual unity and identity for this historically important section of the hospital campus. It will enhance the significance of the context and setting of the heritage buildings, the heritage precinct as well as the High Cross Park.</p> <p>The proposed landscape treatment of the heritage curtilages to the Superintendent's Residence and Edmund Blacket Building is simple and restrained, using a palette of complimentary materials such as stone paving and grass, and simple geometries. The Superintendent's Residence will be surrounded by a simple raised lawn and the three existing trees to the north (a Camphor Laurel, a Monterey Cypress and a Cheese Tree) will be retained, with new hedge</p>



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Question	Response
	<p>planting and concrete edge against High Street. This lawn will be slightly higher with a wide concrete seating edge to the main pedestrian path and forecourt plaza to the south, and a thinner wall against the pedestrian paths along the east and west sides. A similar treatment of grass will be adopted for the edges to the Edmund Blacket Building.</p> <p>The landscape scheme will also complement the definition of new places and spaces and provide an opportunity for interpretation of the history of the site for the proposed development. Connections and permeability through the space represent movement, while urban gardens and places acknowledge spaces that can be used for sitting, relaxing or identifying both “meeting places” as well as “places of destination”. In this context it is suggested that consideration be given to the naming and identification of these places associated with the prominent architects who designed the Superintendent’s Residence and Edmund Blacket Building, such as Horbury Hunt Place, Horbury Hunt Walk, Edmund Blacket Square and Edmund Blacket Row. This is considered to be a significant component of an Interpretation Strategy for the site (refer Section 16 below).</p> <p>It is to be noted that the existing hard and soft landscaping areas have been the subject of fundamental modification since the use of the site for the Destitute Children’s Asylum followed by the development of the site for hospital uses from 1915 onwards. As such, while the sentiments and assessment of the Conservation Management Plan are noted, the existing landscape elements themselves have little, if any, heritage significance. It is the spatial relationships that are significant and have been discussed in detail and assessed in the HIA.</p> <p>It is considered that the proposed development will not have any adverse impact on the three “significant” trees referred to in Section 8 above, which are located south of the site of the proposed development.</p>



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Question	Response
	The likelihood of archaeological deposits is considered to be “low” as discussed above and in Table 2 .
Tree removal or replacement <ul style="list-style-type: none">• Does the tree contribute to the heritage significance of the item or landscape?• Why is the tree being removed?• Has the advice of a tree surgeon or horticultural specialist been obtained?• Is the tree being replaced? Why? With the same or a different species?	<p>The removal of trees from the site was approved under the Stage 1 development. No further tree removal is required under the proposed Stage 2 development. The Landscape Plans prepared for the Stage 2 DA propose suitable replacement plantings for trees that have been previously removed from the site.</p> <p>The listed trees on the Randwick City Council Register of Significant Tree Register are located south of the actual site of the proposed development but within the immediate vicinity of the access for the construction traffic. The Arborist Development Assessment Report, dated 26 March 2012 provides an assessment of the impacts of the construction traffic and suggests measures to protect the trees.</p>



16. INTERPRETATION STRATEGY

16.1 Background

In 1997, a Draft Interpretation Plan was prepared by Graham Brooks & Associates in conjunction with the CMP for the Prince of Wales Campus. CMP Conservation Policy 7.2.7 Interpretation states that:

Interpretation at the Prince of Wales Hospital Campus shall reflect all the elements contained in the Interpretation Plan. The linkages between the history of the place, the physical evidence and relevant social issues are to be emphasised. The primary emphasis for interpretation at the Prince of Wales Hospital Campus shall be the layered history of the site for institutional care, including the prehistoric period, the Asylum period, the Military period and the more recent Prince of Wales Hospital period. These layers will be interpreted in appropriate public spaces, both indoors and outdoors, throughout the site or elsewhere.

The overall objectives of the Draft Interpretation Plan were as follows:

- *Among the principal benefits of the conservation of culturally significant places is community access to them and to their significance.*
- *Interpretation is a process that plans and provides for visitors, potential visitors and the public at large, physical, intellectual and effective access to the cultural and ecological significance of places, objects, natural systems and living things. Through appropriate technologies and the responsible stimulation of ideas and opinions, it encourages their protection, preservation and appreciation by and for present and future generations.*
- *The key aspect of the significance of the Prince of Wales Hospital Campus relates primarily to the phased evolution of institutional care on the one site, in accordance with the prevailing needs of the time. The use of the site for institutional care dates back to the years as the Randwick Destitute Children's Asylum as well as the Military and Repatriation Hospitals and more recently the Prince of Wales Hospital. Archaeological evidence has also established the site of prehistoric Aboriginal activity, dating back approximately 8000 years.*

Specifically, interpretative objectives were established for the Campus in terms of a “visitor experience, what we want visitors to know, think, feel and understand about the place and how we want them to behave as a result”.

Major and minor themes established for the Campus as a whole include:

1. Prehistoric Phase (c 8000BP)
2. Philanthropic Phase (1852 -1915)
 - a. Children in the mid-19th Century
 - b. Randwick Destitute Children's Asylum Complex
 - c. Built Elements
3. Military Phase (1915-1954)



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4. Public Health Phase (1954-Present)

Based on the five precincts established in the CMP, a series of Interpretive Units and Messages were outlined, the following of which are relevant to the site of the proposed Stage 1 and Stage 2 development.

Unit 1 – Multiple Access Points

- *The Asylum gates, off Avoca Street (or Superintendent's garden gate, TBD (casual visitors)*

Precinct 1

Unit 2 – Superintendent's House and garden

Messages and illustrations relating to:

- *Intent, establishment and organisation of the Asylum*
- *Prevailing theories – isolation and re-education*
- *Design, facilities, curtilage, notable occupants and subsequent uses of the house*

Unit 3 – Edmund Blacket Building, east front

Messages and illustrations relating to:

- *Children in mid 19th C Sydney*
- *Socio-economic conditions*
- *Child welfare, philanthropy, government institutions*
- *National and local significance of the site*
- *Design and facilities*

Unit 4 – Edmund Blacket building, courtyard

- *Children's life at the Asylum – conditions, activities and training*
- *Changing philosophies of child welfare, 1870s onwards – weaknesses of the Asylum system*
- *Significant plantings and elements*
- *Subsequent uses of the building*

Discussions with the Heritage Branch on 1 May 2012 suggested that appropriate interpretation of the heritage buildings and relationships could also be considered as an outcome arising from Stage 2. Further, in their submission for the Stage 1 development, Randwick City Council recommended that interpretation be installed for the Superintendent's Residence and the Edmund Blacket Building.

16.2 Proposed Strategy for Site

The Proposed Strategy set out below is a response to the suggestion by the Heritage Branch and Randwick City Council. It draws on the objectives and themes established in the Draft Interpretation Plan described above and the Heritage Council's '**Heritage Interpretation Policy**'.



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Key Heritage Values Suggested for Interpretation (refer Section 5.0 of CMP)

Historic Significance

- *It is one of the longest serving continuously used sites of institutional care in Sydney having over one hundred and forty years of service, although not all of this time was devoted solely to medical care.*
- *It contains substantial evidence of one of the most important, well known and best endowed of the privately maintained nineteenth century welfare organisations, the Randwick Asylum.*
- *The development of this site, first as an Asylum and later as a Hospital, reflects the changing status of the district, from one being reasonably remote from the city to that of being in the middle of a rapidly developing suburban area.*
- *The landscape associated with the original sandstone buildings has always been linked to a social or medical institution.*
- *The function of the Blacket Building quadrangle has remained virtually unchanged; it was originally used as an assembly space during the Asylum period, and similarly as a courtyard through the Military Hospital period as currently as part of the Prince of Wales Hospital.*
- *Some trees on the site have historical significance. Remaining in the quadrangle of the Blacket Building are a Norfolk Island Pine planted by the Duke of Edinburgh in 1868 and a Cape Chestnut planted by Prince Charles in 1982.*

Aesthetic Significance

- *Several of the buildings of exceptionally high significance are located prominently along Avoca Street at the northern end of the block, where the site adjoins one of the main commercial strips of Randwick.*
- *The curtilage of the Asylum buildings gives them a strong visual presence in the landscape.*
- *It contains fine and rare examples of Victorian institutional and residential Architecture, including the Edmund Blacket Building (1857-60), the Catherine Hayes Building (1870) and the Superintendent's Residence (1867). These buildings have a strong visual cohesiveness and image due to their age and prominent location.*
- *The Edmund Blacket Building (formerly Destitute Children's Asylum) was designed by and named after the prominent NSW Government Architect, Edmund Blacket.*

Social Significance

- *The hospital site holds a high level of significance for the families of those Children who were accommodated in the Destitute Children's Asylum, some of whom were buried in the Asylum Cemetery.*
- *The quadrangle of the Edmund Blacket Building serves as a recreational retreat within the modern hospital for staff, patients, students and visitors to the hospital.*



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- *The Prince of Wales Hospital Campus contributes to the 'sense of place' of the community of Randwick. Several such large institutional Campuses are an integral part of the cultural landscape of Randwick and contribute greatly to the area's character.*

Technical/Research Significance

- *The Edmund Blacket Building, the Superintendent's House and the Catherine Hayes Building provide fine technical examples of the exterior and interior construction materials and processes of the mid to late nineteenth century. The courtyard of the Edmund Blacket Building has some potential to reveal details about earlier courtyard layouts and plantings.*
- *The above buildings also have the potential to reveal evidence of child care systems and techniques from the nineteenth century.*
- *The available documentary and other moveable heritage provides a record of nineteenth century systems of institutional care, the use of the site as a Military and Repatriation Hospital as well as the late twentieth century use of the site as a public hospital.*

Recommended Interpretative Measures

- Restoration of historical view cones through the site and between the Superintendent's Residence and Edmund Blacket Building
- Naming of places after the prominent architects (John Horbury Hunt and Edmund Blacket) who designed the Superintendent's Residence and Edmund Blacket Building, respectively.
- Installation of information plaques in specific open spaces locations that describes the design and almost 160 years of history and evolving social yet caring institutional functions and uses of the Edmund Blacket Building and the Superintendent's Residence.



17. CONCLUSION

This HIA has assessed the **Stage 2** of the proposed Staged Development of the Centre, specifically the requirements of *Item 7 - Heritage* of the DGRs, dated 23 February 2012.

The site of the proposed Nelune Comprehensive Cancer Centre and Australian Advanced Treatment Centre is located within the **High Cross Heritage Conservation Area** and is in the vicinity of two heritage items identified in the Randwick LEP 2012 that are of heritage significance. They are described as “**Prince of Wales Hospital group (Main Block [Edmund Blacket Building], Catherine Hayes Hospital and Superintendent’s residence)**” and “**Prince of Wales Hospital Gates and Fence**”.

These items are also identified on the Department of Health’s **Section 170 Heritage Conservation Register**. The site is also located within the vicinity of the **Randwick Junction Heritage Conservation Area** and **The Spot Heritage Conservation Area** and a number of other heritage items including the **High Cross Park** as set out in **Section 11** above.

The Building Envelope for Stage 2 has been formulated having regard to:

- a) the Design Principles which have been informed by the Conservation Policies of the Conservation Management Plan and the principles of the Burra Charter; and
- b) the form and scale of the Parkes Building on its south western corner and the commercial building on High Street on its northern edge.

Further, the Building Envelope takes into account the spatial relationships of the proposed envelope with the Edmund Blacket Building, the Superintendent’s Residence and the open space setting, framed by the heritage fence and gates as well as High Cross Park beyond which constitutes the context and setting for Stage 2. It also has regard to the relationship in its completed form with the heritage items and heritage conservation area in the vicinity. An important aspect of the Building Envelope is that it preserves those spatial relationships. It will create an appropriate setting both for the proposed development and its special function as well as its relationship within the HCA. It is considered to be appropriate and is supported.

It is considered that the level of detailed design has resulted in a practical and acceptable resolution of heritage conservation, architectural and landscape design matters. The proposed development is consistent with the relevant policies of the 1997 Conservation Management Plan, in particular the removal of substantial intrusive elements that detract from the heritage significance of the Precinct. The proposed development does not involve any modification to fabric of heritage items. Rather, it will relate to and reveal the significant fabric of the Edmund Blacket Building and Superintendent’s Residence by a number of outcomes including matters such as the restoration of view cones, especially between the Superintendent’s Residence and the northern entrance to the Edmund Blacket Building, by following of window rhythms and articulation in facades and composition of materials and finishes and colours.

In accordance with the Landscape Plans, the area will be landscaped upon completion of the Stage 2 works. The Landscape Plans have proposed replacement plantings where appropriate to compensate



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for the removal of trees that occurred as part of the Stage 1 development. The Landscape Plans present a scheme that will provide a framework for an appropriate setting and treatment to the proposed building architecture and surrounding courtyards and open spaces, and create a greater visual unity and identify for the hospital campus and enhance the significance of the context and setting of the heritage buildings.

The Stage 2 works, once completed, will **not** have an adverse impact on either the Edmund Blacket Building or the Superintendent's Residence in relation to their existing setting and spatial relationships, the heritage fence or on the heritage items or heritage conservation area in the vicinity. The proposed development has been sensitively designed to provide a building and landscape that is a form and scale appropriate within its context and setting, with selected materials, finishes, colours and detail, with its constituting elements being defined by the spatial relationships facilitated by the adjacent heritage items and spaces that are of heritage significance.

Interpretation of the history of this section of the Prince of Wales Hospital site is proposed to be achieved through the development of an Interpretative Strategy. Proposed interpretative measures in the Strategy set out in the HIA include:

- Restoration of historical view cones through the site and between the Superintendent's Residence and Edmund Blacket Building
- Naming of places after the prominent architects (John Horbury Hunt and Edmund Blacket) who designed the Superintendent's Residence and Edmund Blacket Building, respectively.
- Installation of information plaques in specific open spaces locations that describes the design and almost 160 years of history and evolving social yet caring institutional functions and uses of the Edmund Blacket Building and the Superintendents Residence.

The proposed **Stage 2** development is supported on heritage grounds.



18. REFERENCES

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