

#13111754

Renewal SA

Public Realm (Stage 1)

Lot 14 North Terrace, Adelaide

020/L079/18

TABLE OF CONTENTS

	PAGE NO
AGENDA REPORT	1-18
ATTACHMENTS	
1: APPLICATION DOCUMENTS	
a. Planning Report	19-26
b. Lot Fourteen Stage 1 Public Realm – presentation (Oxigen)	27-59
c. Heritage Impact Statement	60-97
2: AGENCY COMMENTS	
a. Heritage SA	98-101



OVERVIEW

Application No	020/L079/18
Unique ID/KNET ID	APPIAN 3567, Knet 2018/19915/01
Applicant	Renewal SA
Proposal	Stage one development of the public realm at Lot Fourteen, including the removal of the North Terrace section of the State Heritage listed fence.
Subject Land	Lot 14 North Terrace, Adelaide (CT Volume 6203 Folio 582)
Zone/Policy Area	Institutional (University /Hospital) Zone
Relevant Authority	SCAP – State Agency Development in the Parklands
Lodgement Date	11 September 2018
Council	Adelaide City Council
Development Plan	Adelaide (City) Development Plan (consolidated 7 June 2018)
Type of Development	Merit
Public Notification	N/A
Referral Agencies	Heritage SA
Report Author	Sharon Wyatt, Principal Project Officer
RECOMMENDATION	To grant development planning consent subject to conditions

EXECUTIVE SUMMARY

Renewal SA has been appointed by Cabinet to manage the process of redeveloping the former Royal Adelaide Hospital site (now referred to as Lot Fourteen) into a thriving mixed use precinct. The site provides a rare opportunity to create a significant new urban realm in the City of Adelaide.

The Former Royal Adelaide Hospital (FRAH) redevelopment is occurring in multiple stages. This is one of multiple stages to demolish, decommission, rebuild and regenerate the site.

There are a number of State Heritage listed buildings on the site. The South Australian Heritage Council Register Entry – Place No.: 26413 lists the following as items of State Heritage on the site:

- Women's Health Centre (former Outpatient's Department, 1935)
- Allied Health Services Building (former Admissions & Casualty Department, 1934)
- McEwin Building (1946)
- Bice Building (1929)
- Sheridan Building (former Kiosk, 1925))
- Former Margaret Graham Nurses' Home (1911, SHP No 13093)
- Brick boundary wall in front of Margaret Graham Nurses' Home fronting Frome Road (c1911)
- Remnant sections of original nineteenth century iron-railing fence fronting North Terrace (c1860s)

The application seeks approval for the Stage 1 development of the public realm at Lot Fourteen. This is the first stage in multiple stages to create more open space, an attractive public realm and public interface to the site.

The Stage 1 development comprises the area between the Women's Health Centre, the Allied Health Building and the space around the Sheridan Building, extending out to North Terrace.

Stage 1 works include levelling of the forecourt, paving and landscaping. The works aim to be consistent with the existing North Terrace cultural boulevard in terms of pavement and greening/grassed areas, and create activated spaces and adaptive re-use of the site.

A key area of work within the application includes the removal of the North Terrace section of the State Heritage listed remnant fence. It is proposed that this section of the remnant fence be removed to facilitate the upgrade to the building entrances and ensure that levels are consistent to enable seamless entry into the site and remove impediments to move between the buildings. The removal is considered acceptable as it will result in an enhanced public realm setting, improved pedestrian access to the heritage places remaining on site and provide interpretation opportunities for the former Royal Adelaide Hospital site.

The development is expected to result in a positive visual impact, an activated street frontage and increased interest and pedestrian foot traffic to the area. It will provide better linkages to the Adelaide Botanical Gardens, and complement the existing public realm and cultural aspects of North Terrace. It is expected to result in an increased visual prominence to the State Heritage places/buildings on the site

On balance, the Development Application is considered to be supportable, subject to conditions.

ASSESSMENT REPORT

1. BACKGROUND

The Urban Renewal Authority (trading as Renewal SA) has been appointed by the State Government to manage the redevelopment of the FRAH site and transform the site into a thriving mixed use precinct.

The redevelopment of the site is occurring in stages.

On 11 September 2018, Renewal SA lodged a Development Application for the Stage 1 Public Realm development.

2. DESCRIPTION OF PROPOSAL

Application details are contained in the ATTACHMENTS.

The proposal is for Stage 1 Public Realm development of the site between the Women's Health Centre, the Allied Health Building and the space around the Sheridan Building, extending out to North Terrace, including the removal of the North Terrace section of the State Heritage listed fence.

Stage 1 works include levelling of the forecourt to provide easier access to Lot Fourteen from North Terrace and between the existing and new buildings. It will be designed to complement/replicate the existing public realm along North Terrace and provide opportunities for Public Art where appropriate.

A key area of work within the application includes the removal of the North Terrace section of the State Heritage listed remnant fence. The remnant fence is made up of red brick pillars from two eras of the former hospital site. The original low, red brick pillars were constructed with old, low temperature fired pressed bricks including some special shaped

bricks with a plinth, main shaft and moderately decorated top. These are typical of masonry fence pillars seen in the late 18th Century all around Adelaide and the inner suburbs. These pillars, the brick and bluestone plinth and wrought iron railings were constructed well before any of the existing buildings on the site. There is no specific information documenting the history of the fence, however the earliest photograph showing the fence is dated circa 1870.

The original fence was reworked several times before large parts of it were demolished in the 1920's and 1930's. As each new building was added to the hospital and access needs changed, the fence was modified, old gates removed and new gates added. The fence was reworked again in the 1930's and 1980's with some new openings and new pillars constructed either side of these openings.

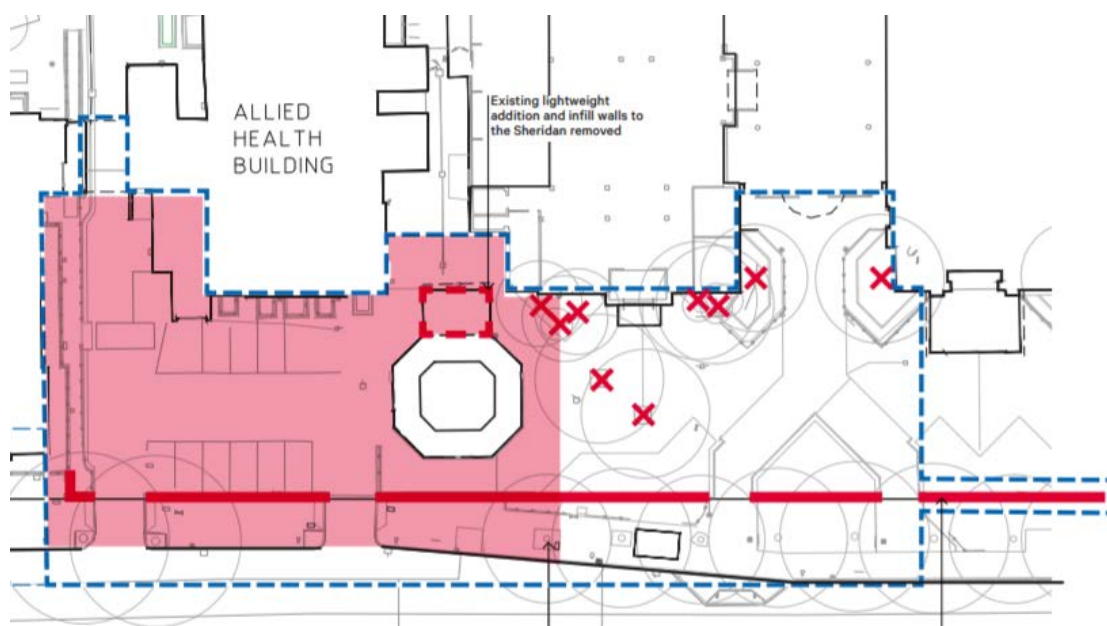
Consistent paving (paving levels will be raised where required), lighting installations, side gardens and public seating/furniture is proposed to help activate the areas, promote adaptive re-use of the space and reveal the heritage value of the State Heritage buildings on the site.

Several trees (nine) are proposed for removal. None have been identified as significant or regulated.

The existing balustrades to the lightwells in the area will be removed (currently non-compliant). It will either be replaced with new compliant balustrades with the wells remaining open and the option to extend them and create sunken courtyards, or the wells covered with glass or mesh enabling views to the sub-structure beneath. A final resolution and design has not yet been determined.

Works related to Stage 1 Public Realm are proposed to be completed late November 2018.

The works are part of a great public realm initiative for the site that includes large tree lined avenues and terraced steps adjoining areas across the FRAH site, shared use areas, and a 'super foyer' in the former outpatients block (not part of the application).



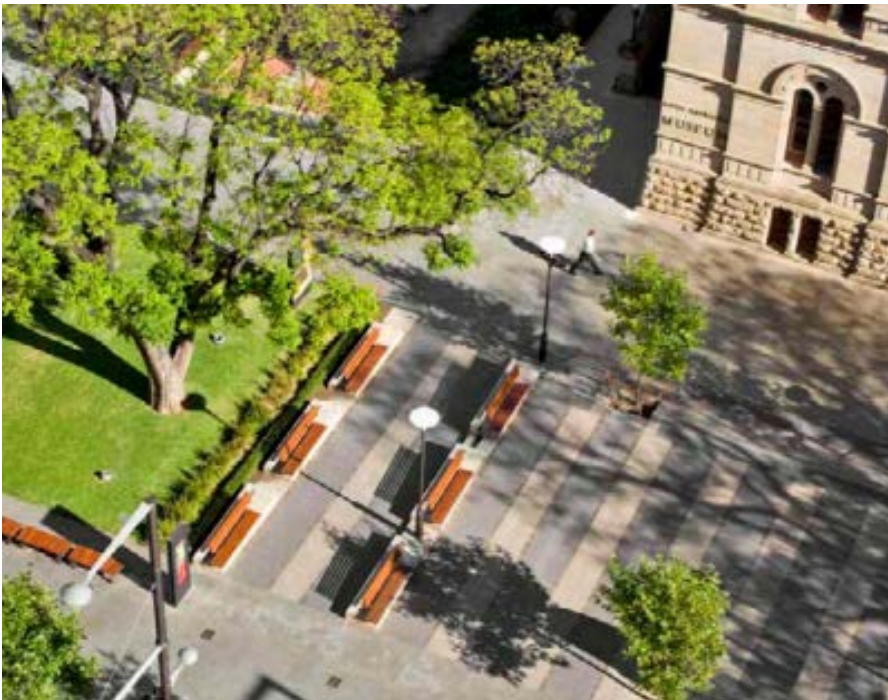
LEGEND



Figure 1: Stage 1 works



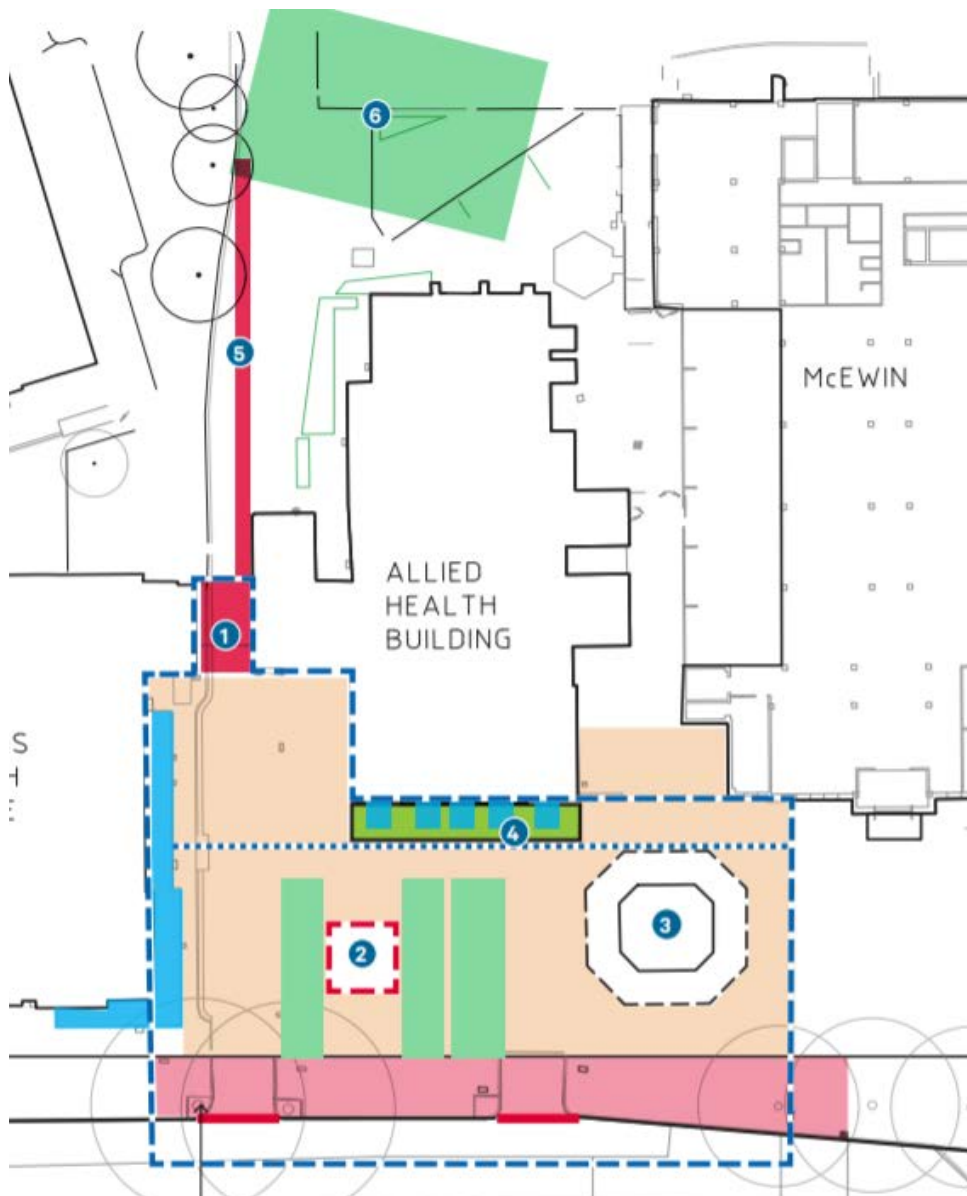
Figure 2 & 3 – images of the part of the heritage listed remnant iron railing fencing proposed for removal.



Figures 4 & 5: Example of existing North Terrace Public Realm to be complemented / replicated



Figure 6: Paving examples



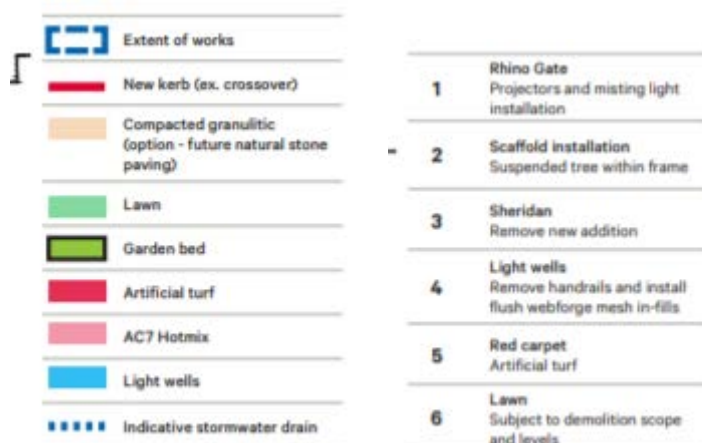


Figure 7: Stage 1 proposed works

3. SITE AND LOCALITY

3.1 Site Description

The site consists of one (1) allotment, described as follows:

Lot/Plan	Road	Suburb	Hundred	Title
D51367 A14	North Terrace	Adelaide	Adelaide	CT 6203/582

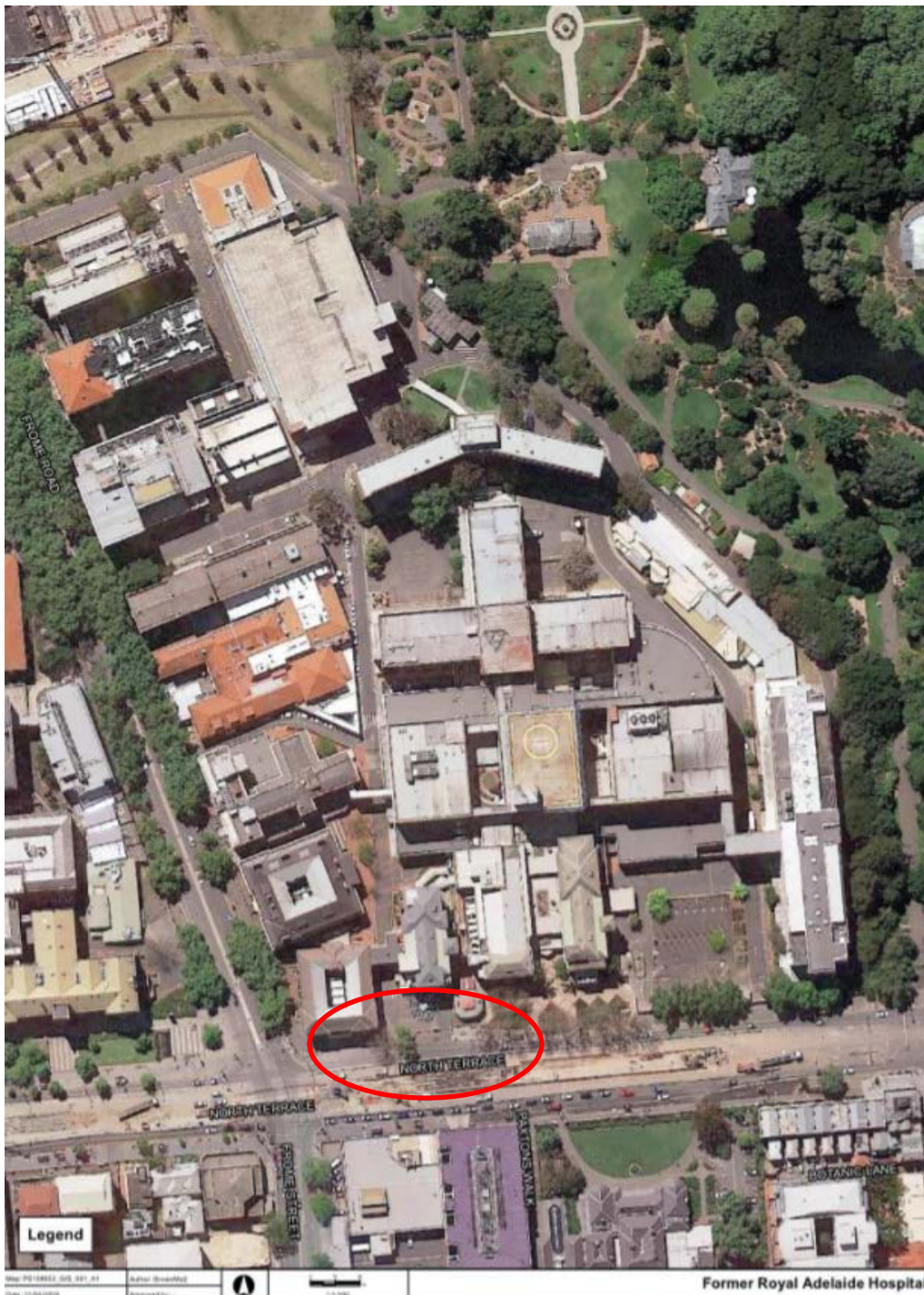
The entire FRAH site is approximately 70,000m² on the north-eastern edge of the Adelaide CBD within the Adelaide Park Lands. The site has primary frontage to North Terrace with further street frontage on Frome Road. It also shares its eastern boundary with the Adelaide Botanic Garden.

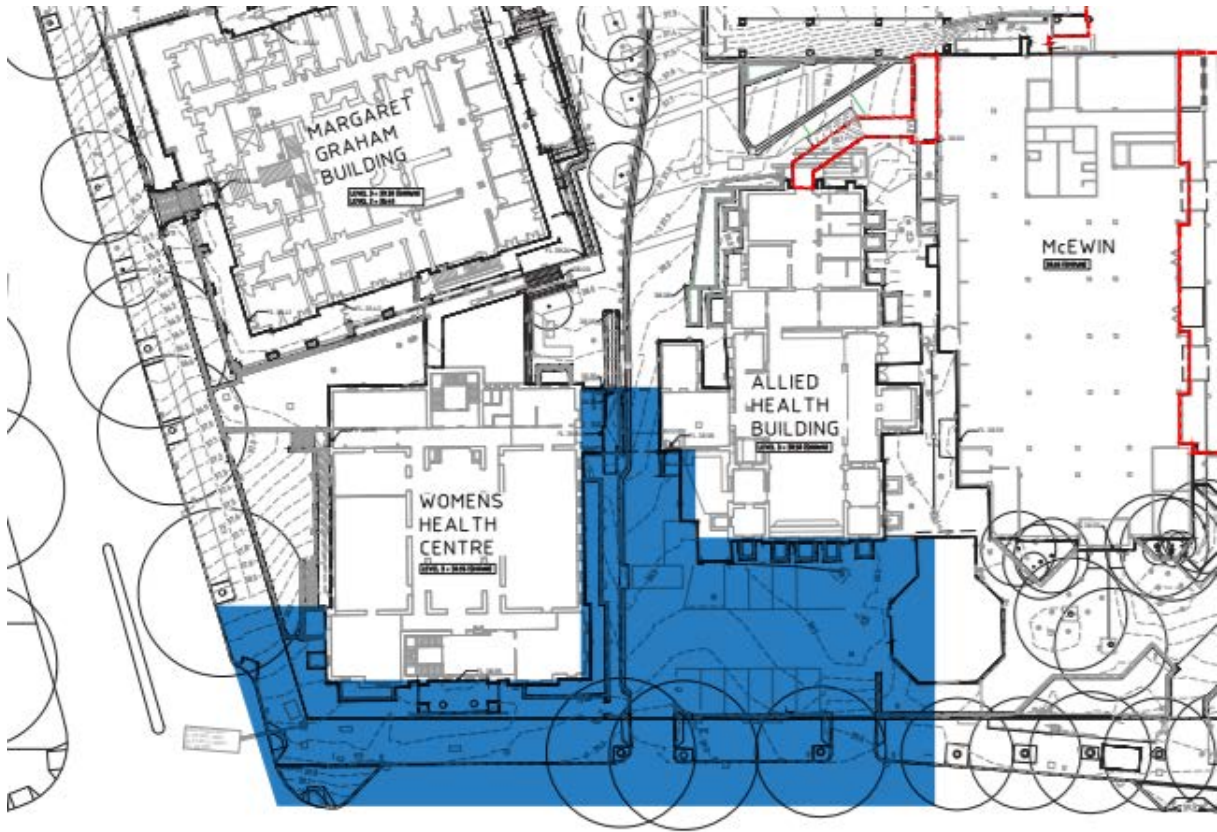
There are several State Heritage Listed buildings and places on the site:

- Sheridan Building (former Kiosk)
- Bice Building
- Women's Health Centre (former Outpatients Department)
- Allied Health Services Building (former Admissions and Casualty Department)
- McEwin Building
- Former Margaret Graham Nurses' Home
- Remnant iron-railing fence to North Terrace
- Brick boundary wall to Frome Road

The State Government, through various Ministers and instrumentalities, is the owner/custodian of the site.

The portion of the site applicable to this application is located adjacent North Terrace.





Figures 8 & 9: Former Royal Adelaide Hospital site & area relevant to the development application for Stage 1 Public Realm)



Figure 10: State Heritage buildings relevant to the application (shown in red)

3.2 Locality

The site is in a key location within the City of Adelaide on the North Terrace Cultural Boulevard. The locality's features include:

- Proximity to major employment centres including Adelaide's CBD and the health and education institutions located along North Terrace.
- Immediate accessibility to major roads and public transport links;
- Located in Adelaide's thriving East End with major investments in open space, retail and dining offerings; and
- Prominent street frontages to North Terrace and Frome Road and eastern boundary abutting the Adelaide Botanic Garden.

4. COUNCIL COMMENTS

4.1 Adelaide City Council

The Council does not object to the proposal.

5. STATUTORY REFERRAL BODY COMMENTS

Referral responses are contained in the ATTACHMENTS.

5.1 Heritage SA

Heritage SA considers the proposed development to be acceptable, subject to Conditions of Approval and Notes to the applicant (included in the recommendations).

The scope of works supported are for the Stage 1 component only.

Removal of early portions of the fencing is only supported if the fencing is retained and reinstated as an interpretation project on site.

6. PUBLIC NOTIFICATION

The application is a Category 1 form of development in accordance with the City Of Adelaide Development Plan and therefore not subject to any form of public notification.

7. POLICY OVERVIEW

The subject site is within the Institutional (University/Hospital) Zone as described within the Adelaide (City) Council Development Plan (consolidated 7 June 2018).

Relevant planning policies are summarised below.

7.1 Institutional (University / Hospital Zone)

OB 1, PDC 1, 2

- The Zone will be maintained and enhanced as the cultural and institutional heart of the City.
- SA's primary centre for tertiary education, research, medical and cultural institutions, and providing significant leisure and tourism opportunities
- Development that strengthens, achieves and is consistent with the desired character for the Zone

7.2 Council Wide

Living Culture: OB 1, 2, 3 PDC 1, **Community Facilities** OB 4, 5, PDC 3; **Active Street Frontages:** OB 50, 51, PDC 196; **Landscaping:** OB 55, PDC 207, 208

Park Lands OB 85, 90; **Heritage** OB 43, 44, PDC 137; **Squares and Public Spaces:** OB 57, 59, PDC 219, 220, 223; **Pedestrian Access:** OB 62, 63; **Public Transport:** PDC 239

- The City of Adelaide as the prime meeting place and cultural focus for the people of metropolitan Adelaide and the State.
- The City of Adelaide as a major focus for tourism, conventions, leisure, entertainment, sport and recreation, education, cultural development and the arts.
- Development that enhances the public environment and provides interest at street level.
- Continued use or adaptive re-use of the land, buildings and structures comprising a heritage place
- Location of appropriate community facilities (e.g. schools, hospitals and other institutions) where they are conveniently accessible to the population they serve
- Development that enhances the public environment and, where appropriate provides activity and interest at street level, reinforcing a locality's desired character
- Development designed to promote pedestrian activity and provide a high quality experience for City residents, workers and visitors
- Development should be designed to create active street frontages that provide activity and interest to passing pedestrians and contribute to the liveliness, vitality and security of the public realm
- Landscaping that enhances the local landscape character and creates a pleasant, safe and attractive living environment
- High quality, readily accessible external and internal open spaces in appropriate locations that form an integral part of the public domain, provide sanctuary, visual pleasure and a range of recreational and leisure opportunities and contribute to the City's pedestrian and bicycle network
- A distinctive Adelaide streetscape identity through the use of street furniture, graphics, public art, signs, lighting and landscaping, recognising existing visually significant buildings and trees
- Squares should be for the relaxation, enjoyment and leisure of the City's workers, residents, students and visitors. The landscaped area of the Squares should where possible, be enlarged to improve visual and functional amenity
- Development that contributes to the quality of the public realm as a safe, secure and attractive environment for pedestrian movement and social interaction
- Development that retains the heritage value and setting of a heritage place and its built form contribution to the locality
- Progressively return alienated land within the Park lands for open space and public recreational use
- Protect and enhance the Adelaide Park Lands
- Development along a high concentration public transport route should be designed to ensure that activity and interest for public transport passengers is maximised through the incorporation of active street frontages

8. PLANNING ASSESSMENT

The application has been assessed against the relevant provisions of the Adelaide (City) Council Development Plan (consolidated 7 June 2018).

8.1 Land Use and Character

The majority of the FRAH site is in various stages of decommissioning, demolition and construction. The General Section of the Adelaide (City) Development Plan promotes continued use or adaptive re-use of the land, buildings and structures that comprise a heritage place, Development should

also retain the heritage value and setting of a heritage place. The redevelopment of the public space will support these principles, notwithstanding the removal of part of the heritage listed fence. The redeveloped area will open up the space and enable greater activation and appreciation of the heritage buildings that otherwise may not be as easily achieved and will provide a more visible and better linkage with the Adelaide Botanic Gardens.

Cultural, educational, research, medical institutions and developments that provide leisure and tourism opportunities are desired s of development within the Zone. The development of the public realm at Lot Fourteen will enhance the cultural heart of the City, which is the desired character for the Zone.

The proposed works support the State Government's initiative to reinvigorate the now mostly vacant site into a hub of activity through a mixed use precinct.

8.2 Design and Appearance

The incorporation of more open spaces, linkages and areas of interest is expected to attract more people to an otherwise underutilised area. The levelling and grading of areas will make the space more accessible for pedestrians.

The proposed landscaping will be consistent with the existing cultural boulevard in terms of pavement, greened and grassed areas. This will provide a natural extension to the existing public realm of North Terrace and provide for greater leisure opportunities for visitors to, and residents of, the City. This is consistent with the policies of the Zone to strengthen and be consistent with the desired character for the Zone. It supports the Council Wide Objectives to provide a distinctive Adelaide streetscape identity through the use of street furniture, graphics, public art, signs, lighting and landscaping, recognising existing visually significant buildings and trees; and the creation of high quality, readily accessible external and internal open spaces that form an integral part of the public domain, provide sanctuary, visual pleasure and a range of recreational and leisure opportunities.

8.3 Heritage

The removal of the front fence has a direct material impact on the heritage fabric of the site. However, the removal of part of the heritage listed fence needs to be considered in the larger context of the North Terrace cultural boulevard upgrade that currently stretches from King William Street, past Government House, the State Library, the Museum, the Art Gallery, the University of Adelaide and the University of South Australia. The general intention of the master plan for the FRAH site is to continue this cultural boulevard along the remaining eastern section of North Terrace.

The removal of the fence is expected to have minimal impact on the heritage value of the site with the retention of the remaining heritage listed buildings. There is an opportunity to use a portion of the removed fence to provide an interpretive /educational feature at the rejuvenated site providing a valuable insight to the history of the site. This has been recommended as condition of approval (refer to Heritage SA conditions).

The balustrades around the light wells are also original fabric, and are elements directly related to and attached to the two State Heritage Listed Buildings (Women's Health and Allied Health buildings) where they are features, however they are not integral to the design of the buildings. The light wells themselves are the more important physical elements. The balustrades are no longer compliant with current building code requirements.

The removal of the balustrades will result in a loss of heritage fabric, however this is considered minor when taking into context the overall site.

8.4 Traffic Impact, Access and Parking

Increased traffic impacts, including congestion may arise during the works, however impacts are expected to be short lived and can be managed through hours of works.

Given the ongoing works across the entire site and surrounds, there is an expectation that traffic will be disrupted for an extended period of time (for the duration of the redevelopment of the entire site). The works associated with Stage 1 Public Realm development are not expected to add to the existing disruption and can be managed through the broader project Traffic Management Plan and Construction Environmental Management Plans.

8.5 Interface between Land Uses

The new forecourt public realm area will provide for multiple pedestrian entries into the site, and will achieve an active edge to the Adelaide Botanic Gardens and the new Tram Stop located at North Terrace.

The development of the public realm will provide an interesting welcome to the redeveloped area and is expected to encourage more people to use and access the site, which will in turn support the surrounding shops, laneways, restaurants, bars and cafes. It will also provide a pleasant recreation space for the new tenancies of the redeveloped site and will complement the State Government's vision to create an innovative neighbourhood for people to work, stay and play.

It is expected that the public realm development will have positive visual impacts on the receiving environment.

Noise impacts will occur during construction, but are considered to be short term and minimal when considered in context to the works occurring at and across the entire FRAH site.

8.6 Landscaping

The proposal includes landscaping to match existing landscaping along other parts of North Terrace, including new footpaths extending towards North Terrace, new tree plantings, stone paving, internal canvas of lawn and gardens and the creation of clean and contemporary forecourts to the existing and new buildings.

The loss of several trees is expected to be offset by the new landscaping and the planned tree lines avenues across the broader site.

8.7 Natural Resources

8.7.1 Stormwater and Water Quality

Post development run off from the site is expected to be slightly lower than as pre-development due to the increased green spaces.

It is expected that all stormwater design and construction shall be in accordance with Australian Standard AS/NZS 3500.3 to ensure that stormwater does not adversely affect any adjoining property or public road.

8.8 Waste Management

Demolition waste from the site is expected to be either re-used on site where possible, taken to the Renewal SA soil and waste recycling depot for re-use on other State Government projects, or otherwise managed appropriately.

Waste generated from the Stage 1 Public Realm development can be successfully managed through the broader site redevelopment project Construction Environmental Management Plan.

8.9 Orderly and Sustainable Development

The FRAH redevelopment is occurring in multiple stages. This is one of multiple stages to demolish, decommission, rebuild and regenerate the site. This is also the first stage in multiple stages to create more open space, an attractive public realm and public interface to the site.

The Stage 1 public realm development adjoining North Terrace is expected to will elevate the profile of the project to the passers-by and public, as well as stimulate and create interest in the area in general.

9. CONCLUSION

Cultural, educational, research, medical institutions and developments that provide leisure and tourism opportunities are desired forms of development within the Zone. The Stage 1 Public Realm development is one stage of a larger State Government Master Plan initiative to reinvigorate the now mostly vacant site into a hub of activity through a mixed use precinct.

The development is expected to result in a positive visual impact, an activated street frontage and increased interest and pedestrian foot traffic to the area. It will provide better linkages to the Adelaide Botanical Gardens, and complement the existing public realm and cultural aspects of North Terrace. It is expected to result in an increased visual prominence to the State Heritage places/buildings on the site.

Notwithstanding the removal of part of the State Heritage listed fence, the proposed works will enhance the public realm setting, improve pedestrian access to the heritage places and provide interpretation opportunities for the former Royal Adelaide Hospital site.

The Stage 1 Public Realm development, and removal of part of the State Heritage listed fence along North Terrace, will not be incompatible with the character of the locality noting that it is a stage of the transformation of the whole site.

Potential impacts during construction are short term and considered to be low and especially minor when taken in context with the ongoing overall works across the entire FRAH site.

Pursuant to Section 35(2) of the *Development Act 1993*, and having undertaken an assessment of the application against the relevant Development Plan, the application is NOT seriously as variance with the provisions of that plan.

10. RECOMMENDATION

It is recommended that the State Commission Assessment Panel:

- 1) RESOLVE that the proposed development is NOT seriously at variance with the policies in the Development Plan.
- 2) RESOLVE that the State Commission Assessment Panel is satisfied that the proposal generally accords with the related Objectives and Principles of Development Control of the Adelaide (City) Council Development Plan.
- 3) RESOLVE to grant Development Plan Consent to Renewal SA to develop Stage 1 Public Realm of Lot Fourteen subject to the following conditions and advisory notes:

PLANNING CONDITIONS

1. That except where minor amendments may be required by other relevant Acts, or by conditions imposed by this application, the development shall be established in strict accordance with the details and following plans submitted in Development Application No 020/L079/18.

Reports and correspondence:

- Planning Report – Development Application: Lot Fourteen Stage One – Public Realm Development, dated 10 September 2018, prepared by Renewal SA
 - Lot Fourteen Stage 1 Public Realm presentation, dated 05 September 2018, prepared by Oxygen / Warren Mahoney
 - FRAH Public Realm Stage 1, 14 North Terrace, Adelaide: Proposed Demolition of Front Fence and Light Well Balustrades: Heritage Impact Statement, dated 14 September 2018, prepared by bb architects
2. Landscaping shall incorporate planting of locally indigenous species where possible.
 3. All external lighting on the site shall be designed and constructed to conform to Australian Standard (AS 4282-1997).
 4. All stormwater design and construction shall be in accordance with Australian Standard AS/NZS 3500.3 to ensure that stormwater does not adversely affect any adjoining property or public road.
 5. No additional signs shall be displayed upon the subject land other than those identifying the parking area, access points and those shown on the approved plans. If any further signs are required, these shall be the subject of a separate application.

Heritage SA conditions:

6. A full photographic record and a measured site plan of the fence is to be prepared prior to the commencement of demolition works, to the satisfaction of SCAP (State Commission Assessment Panel) in consultation with the Department for Environment and Water.

Reason for condition: To retain a public record of heritage fabric to be removed.

7. Cast iron fence panels, gates, posts and other parts are to be carefully dismantled, labelled and stored in a secure location for future reuse. Brick fence pillars from the 1855-69 period are to also be dismantled and the bricks stored for reconstruction into the future, to the satisfaction of SCAP in consultation with the Department for Environment and Water.

Reason for condition: To retain early building fabric for any future interpretation opportunities on the site.

8. A draft concept proposal for the interpretive (public art) reuse of salvaged fence panels and brick pillars on the site is to be provided within three months of Planning Consent, to the satisfaction of SCAP in consultation with the Department for Environment and Water.

Reason for condition: To ensure reuse of significant heritage fabric on site, in support of the public interpretation of the heritage values of the place.

9. Sheridan building - final details of the proposed demolition methodology and intended weatherproofing of remaining openings to be provided prior to commencement of works, to the satisfaction of SCAP in consultation with the Department for Environment and Water.

Reason for condition: To ensure building fabric of significance is not damaged and that the building is suitably secured and weatherproofed, prior to future works to the place.

10. Light well plinth kerbing to remain intact (raised) after the removal of balustrades (to be cut at base) to Allied Health and Women's Health buildings, pending final design of paving/ drainage across the site in a future development application. Details of proposed metal grate covers and fixing method to also be provided, to the satisfaction of SCAP in consultation with the Department for Environment and Water.

Reason for condition: To ensure building fabric of significance is not removed until final site works details are resolved in a future application.

ADVISORY NOTES

- a. The development must be substantially commenced within 12 months of the date of this Notification, unless this period has been extended by the SCAP.
- b. The applicant is also advised that any act or work authorised or required by this Notification must be completed within 3 years of the date of the Notification unless this period is extended by the SCAP.
- c. The applicant will require a fresh consent before commencing or continuing the development if unable to satisfy these requirements.
- d. The applicant has a right of appeal against the conditions which have been imposed on this Development Plan Consent or Development Approval.

Heritage SA notes:

- e. Any changes to the proposal for which planning consent is sought or granted may give rise to heritage impacts requiring further consultation with the Department for Environment and Water, or an additional referral to the Minister for Environment and Water. Such changes would include for example (a) an application to vary the planning consent, or (b) Building Rules documentation that incorporates differences from the proposal as documented in the planning application.
- f. The applicant shall note the following requirements of the *Heritage Places Act 1993*.
 - (a) If an archaeological artefact believed to be of heritage significance is encountered during excavation works, disturbance in the vicinity shall cease and the SA Heritage Council shall be notified.
 - (b) Where it is known in advance (or there is reasonable cause to suspect) that significant archaeological artefacts may be encountered, a permit is required prior to commencing excavation works.

For further information, contact the Department for Environment and Water.

- g. The applicant shall note the following requirements of the *Aboriginal Heritage Act 1988*.
 - (a) If Aboriginal sites, objects or remains are discovered during excavation works, the Aboriginal Heritage Branch of the Aboriginal Affairs and Reconciliation Division of the Department of the Premier and Cabinet (as delegate of the Minister) should be notified under Section 20 of the *Aboriginal Heritage Act 1988*



Sharon Wyatt
PRINCIPAL PROJECT OFFICER – MAJOR AND CROWN DEVELOPMENT
DEVELOPMENT DIVISION
DEPARTMENT OF PLANNING, TRANSPORT and INFRASTRUCTURE

SITE PLAN LEGEND

— Site boundary

- A Eleanor Harrald Building
- B IMVS Buildings
- C Dental School
- D Boiler House
- E Public Car Park
- F IMVS Hanson Institute
- G Residential Wing
- H Cobalt Wing
- I North Wing
- J Hone Wing
- K Theatre Block
- L Outpatients Block
- M Emergency Block
- N East Wing

State Heritage places

- 1 Sheridan Building
- 2 Bice Building
- 3 Women's Health Centre
- 4 Allied Health Services Building
- 5 McEwin Building
- 6 Former Margaret Graham Nurses' Home
- 7 Remnant iron-railing fence to North Terrace
- 8 Brick boundary wall to Frome Road





RenewalSA



Government of
South Australia

PEOPLE PARTICIPATION PROGRESS

PLANNING REPORT

Development Application: Lot Fourteen
Stage One – Public Realm Development

Lot 14, DP 51367
North Terrace, Adelaide SA 5000

10 September 2018



Table of Contents

1	Proposal summary.....	3
1.1	Introduction	4
1.2	Background.....	4
1.3	Description of Proposal	5
2	Subject site & Locality.....	5
2.1	Site Context	5
2.2	Site Description.....	6
3	Conclusion	6
4	Attachments	6

1 PROPOSAL SUMMARY

Categories	Details
Project	Stage One – Public Realm Development
Address of Site	Lot 14, North Terrace ADELAIDE SA 5000
Certificates of Title	CT 6203/582
Frontage (North Terrace)	24.3m approx.
Local Government	City of Adelaide
Relevant Authority	State Commission Assessment Panel (SCAP)
Development Plan	City of Adelaide
Zoning	Institutional (University / Hospital) Zone
Policy Area / Precinct	Not applicable
Existing Use	Public Realm
Proposal Description	Stage One – Public Realm Development
Referrals / Concurrences	City of Adelaide and Heritage South Australia
Public Notification	Not applicable
Applicant	Urban Renewal Authority, trading as Renewal SA
Contact Person	Gorica Krstic – Project Officer Ph: 08 8207 1453 Email: gorica.krstic@sa.gov.au
RSA Reference	A1232941



1.1 Introduction

This report has been prepared by the Urban Renewal Authority, trading as Renewal SA in support of the application for stage one public realm development at Lot Fourteen. This planning report seeks to provide the relevant information about the subject land and locality and describe the nature of the proposed development.

1.2 Background

On behalf of the State Government, Renewal SA are cultivating a culture where creativity, talent and innovation comes together to transform the site into Adelaide's new creation and innovation neighbourhood, attracting high value industries and jobs. The seven hectare site provides a rare opportunity to create a significant new urban realm in the City of Adelaide.

The Government of the day noted that the development of the site has the potential to stimulate social and economic activity through a combination of retail, hotel, commercial, health, education, short term accommodation and cultural facilities, while providing additional land to park lands type use.

Lot Fourteen is approximately 70,000m² of prime land on the north-eastern edge of the Adelaide CBD. The site has its primary frontage to North Terrace with further street frontage on Frome Road. It also shares its eastern boundary with the Adelaide Botanic Garden. The State Government, through various Ministers and instrumentalities is the owner/custodian of the site.

The subject land falls within the Adelaide Park Lands as defined in the Adelaide Park Lands Act 2005.

There are a number of State Heritage listed buildings on the site that must be retained and provide a valuable link to the historical hospital use of the site. The buildings offer the potential to complete Adelaide's cultural boulevard. The South Australian Heritage Council Register Entry – Place No.: 26413 lists the following as items of State Heritage on the site:

- Women's Health Centre (former Outpatient's Department, 1935)
- Allied Health Services Building (former Admissions & Casualty Department, 1934)
- McEwin Building (1946)
- Bice Building (1929)
- Sheridan Building (former Kiosk, 1925))
- Former Margaret Graham Nurses' Home (1911, SHP No 13093)
- Brick boundary wall in front of Margaret Graham Nurses' Home fronting Frome Road (c1911)
- Remnant sections of original nineteenth century iron-railing fence fronting North Terrace (c1860s)

The site plan in attachment one shows the existing buildings on the site.

1.3 Description of Proposal

Adelaide-based Oxigen, will lead stage one of one of the most important urban design projects along North Terrace's cultural boulevard. The underpinning public realm principles include:

- Celebrate the site's heritage building by peeling off the layers of additions to let the buildings and public realm breath.
- Achieve multiple entries into the site by osmosis.
- Consider the site as a meander between levels and linked spaces.
- Achieve a definite active edge to Adelaide Botanic Gardens.
- Figuratively bridge Frome Road and connect across North Terrace.
- Bring people from inside to outside attracted by the labs.
- Establish the Theatre block and Outpatients as super foyers connecting the site.
- Realise development potential by defined sites.

This application seeks approval for stage one development of the public realm at Lot Fourteen. Stage one comprises the area between the Women's Health Centre, the Allied Health Building and the space around the Sheridan, extending out to North Terrace. The upgrade of the public realm aims to be consistent with the existing cultural boulevard in terms pavement and greening/grassed areas.

An overview of the proposed work can be viewed in attachment two; *Stage 1 Public Realm* presentation prepared by Oxigen.

The two key areas of work within this proposal include the removal of the North Terrace section of the State Heritage listed fence and the removal of the balustrades to the light wells. To be able to upgrade the building entrances, these items must be removed to ensure levels are consistent to enable seamless entry into the site. This is in line with the master plan vision to remove impediments to move between the buildings. The fence also faces the opposite way to which the place will function. A Heritage Impact Statement is currently being prepared by BB Architects and will be forwarded to the relevant development assessment as soon as possible.

Further details on the proposed work can be viewed in attachment three; *Stage 1 Demolition and Site Works Plan*.

2 SUBJECT SITE & LOCALITY

2.1 Site Context

The site is in a key location within the City of Adelaide on the North Terrace Cultural Boulevard. The locality's features include:

- Proximity to major employment centres including Adelaide's CBD and the health and education institutions located along North Terrace.
- Immediate accessibility to major roads and public transport links;
- Located in Adelaide's thriving East End with major investments in open space, retail and dining offerings; and
- Prominent street frontages to North Terrace and Frome Road and eastern boundary abutting the Adelaide Botanic Garden.



2.2 Site Description

The site is identified as Lot 14, North Terrace, Adelaide and comprises the following parcels, a copy of which is attached:

- CT 6203/582

Lot Fourteen is in various stages of remediation and decommissioning from its former use:

- the adaptive reuse of heritage building's and contextually responsive buildings that complement each other;
- enhancing the institutional character along North Terrace with additional cultural, health, educational and tourism facilities; and
- creating a sense of place and identity through adaptive reuse and contextual design.

The building's conservation, refurbishment and adaptive reuse for office purposes will ensure that it continues to display a "*dignified*" appearance from both roads and footpaths.

3 CONCLUSION

This report has been prepared by the Urban Renewal Authority, trading as Renewal SA in support of the proposed stage one development of the public realm at Lot Fourteen.

This application is made over land at Lot 14, North Terrace, Adelaide and described as CT 6203/582.

Should you require any clarification of the above proposal, please do not hesitate to contact Gorica Krstic from Renewal SA on 08 8207 1453 or via email gorica.krstic@sa.gov.au.

4 ATTACHMENTS

- Attachment 1: Lot Fourteen Site Plan
- Attachment 2: Stage 1 Public Realm Presentation
- Attachment 3: Stage 1 Demolition and Site Works
- Attachment 4: Certificate of Title
- Note: Heritage Impact Statement pending



RenewalSA

people partnerships progress

Urban Renewal Authority
trading as Renewal SA
Level 9, Riverside Centre
North Terrace, Adelaide SA 5000
GPO Box 698, Adelaide SA 5001
ABN: 86 832 349 553

T 08 8207 1300
F 08 8207 1301
E renewalsa.info@sa.gov.au
W www.renewalsa.sa.gov.au



**Government of
South Australia**

Issue —
Workshop

Date —
05 September 2018

Project —
18-044



Lot Fourteen Stage 1 Public Realm

Workshop

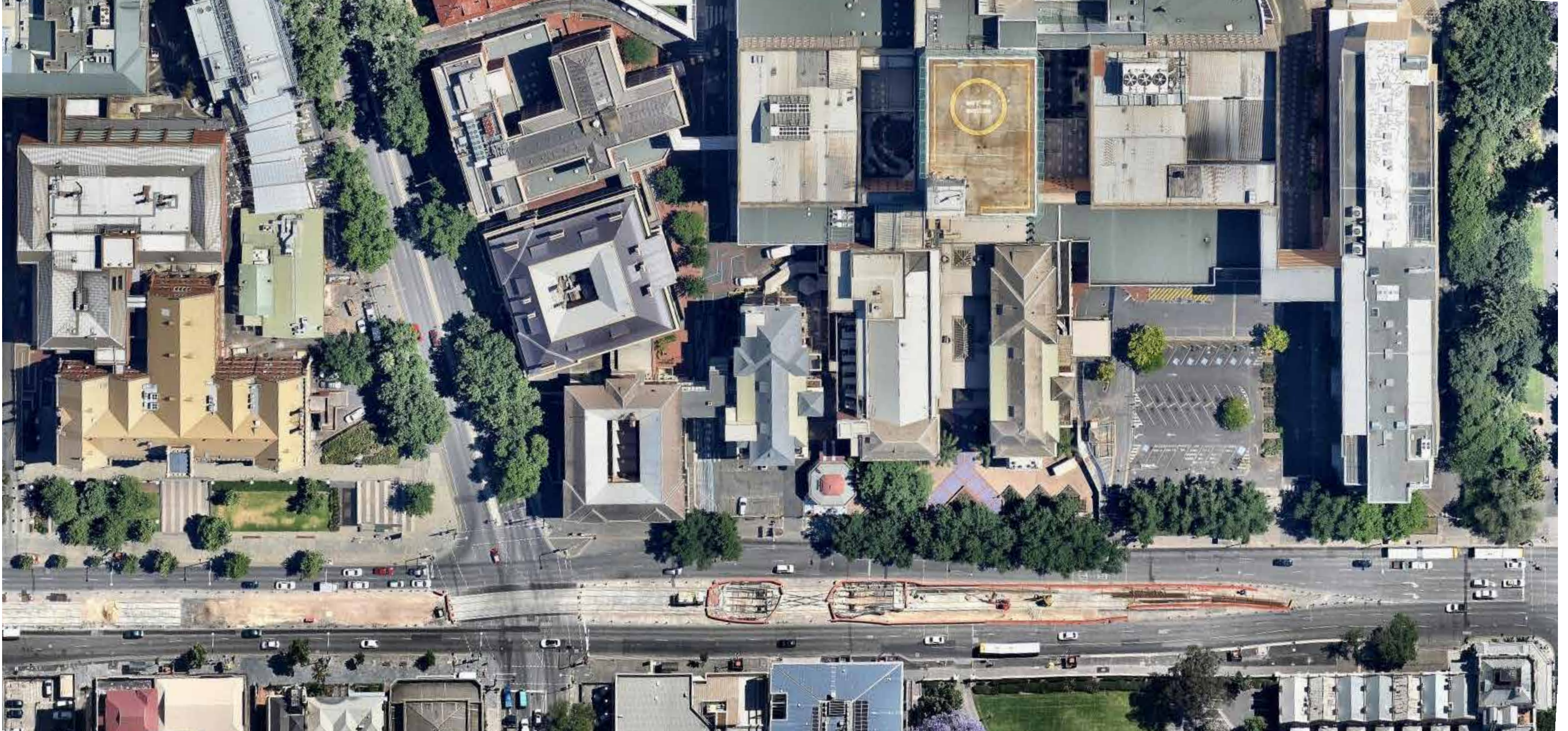
oxygen

WARREN AND
MAHONEY®

Oxygen Pty Ltd
98-100 Halifax Street
Adelaide SA 5000

T +61 (08) 7324 9600
design@oxygen.net.au
oxygen.net.au

Site

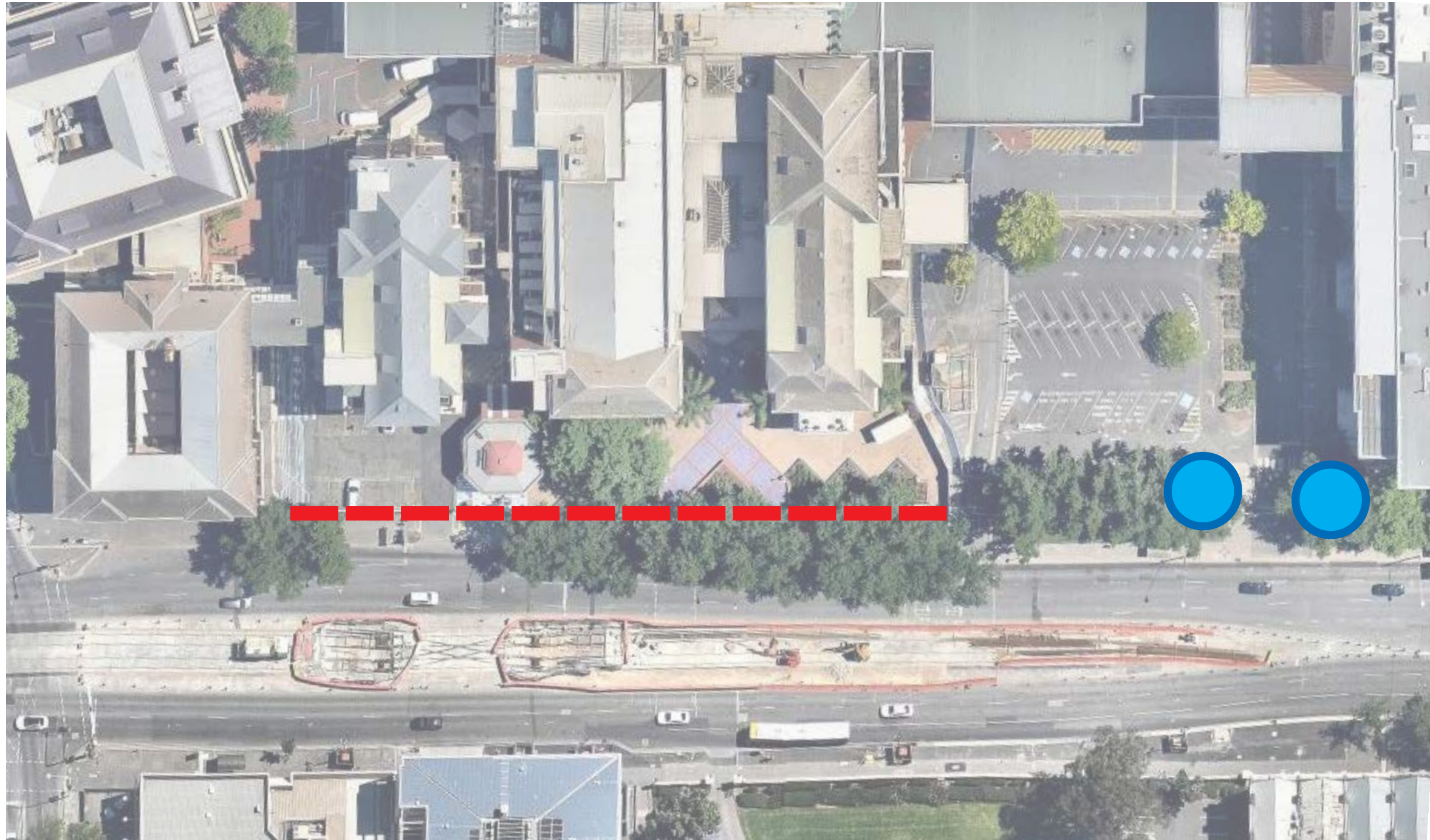


Heritage



Demolition - North Tce

- 1 — 2 regulated trees
- 2 — Non-regulated trees
- 3 — Nth Tce Fence (heritage)
- 4 — Brick Columns
- 5 — Kerbs
- 6 — Garden beds
- 7 — Light well fencing
- 8 — Sheridan infills



View 01

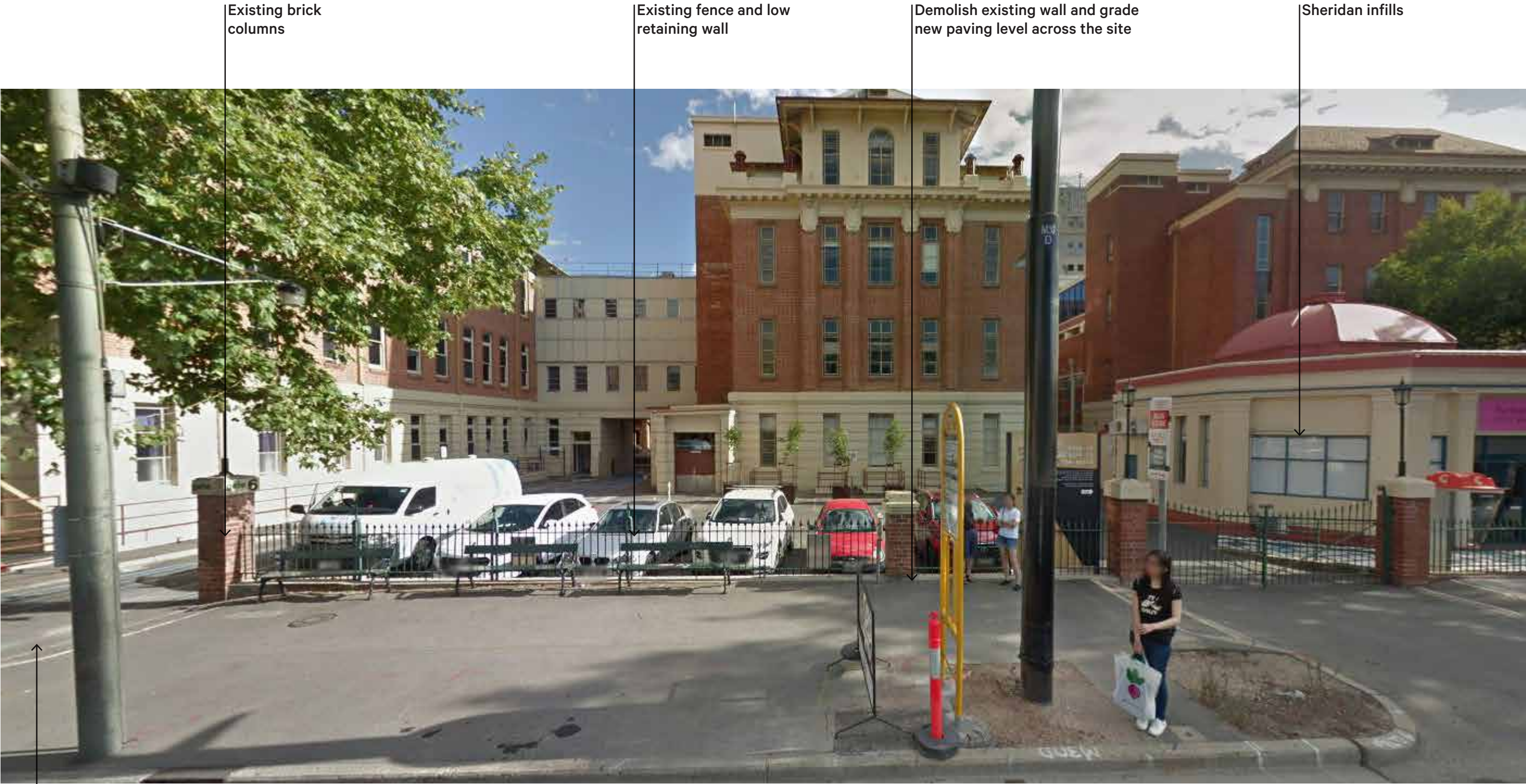
Existing light well, non
complying handrail

Small step



Additional Tram
infrastructure in place

View 02



Existing brick columns

Existing fence and low retaining wall

Demolish existing wall and grade new paving level across the site

Sheridan infills

Remove existing tree

View 03

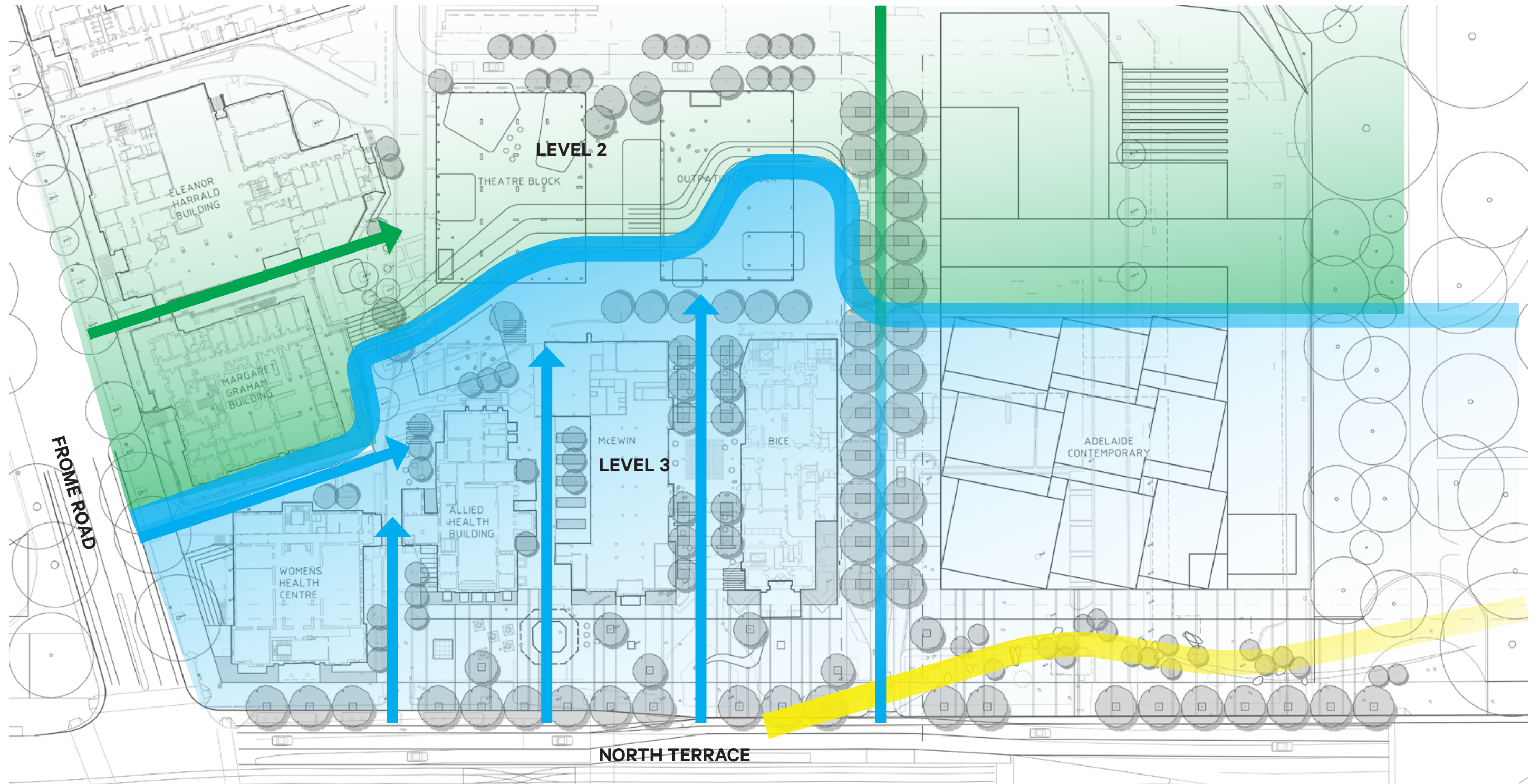
Existing
Elm trees



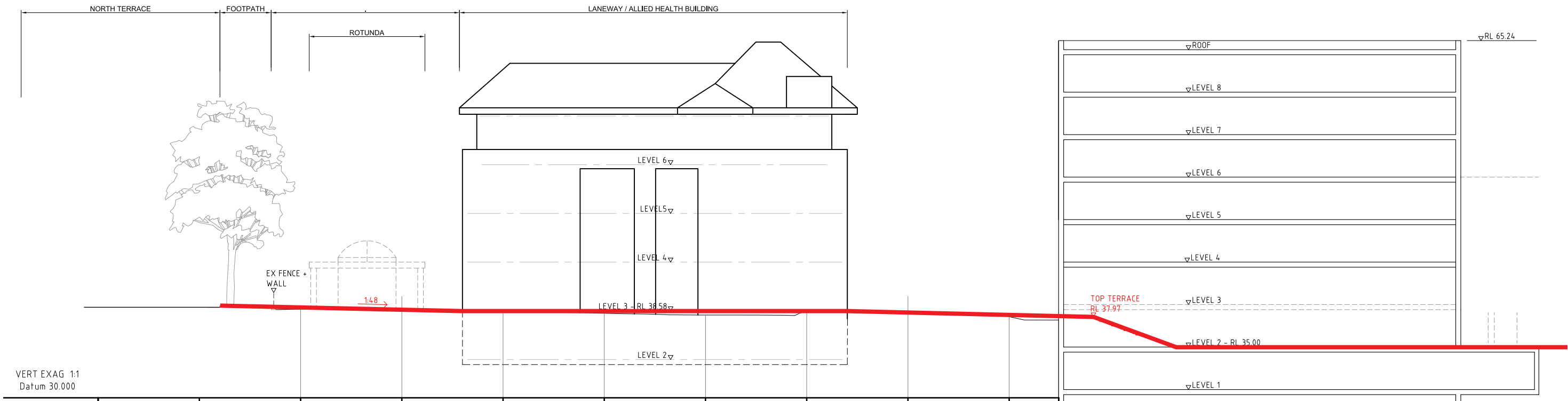
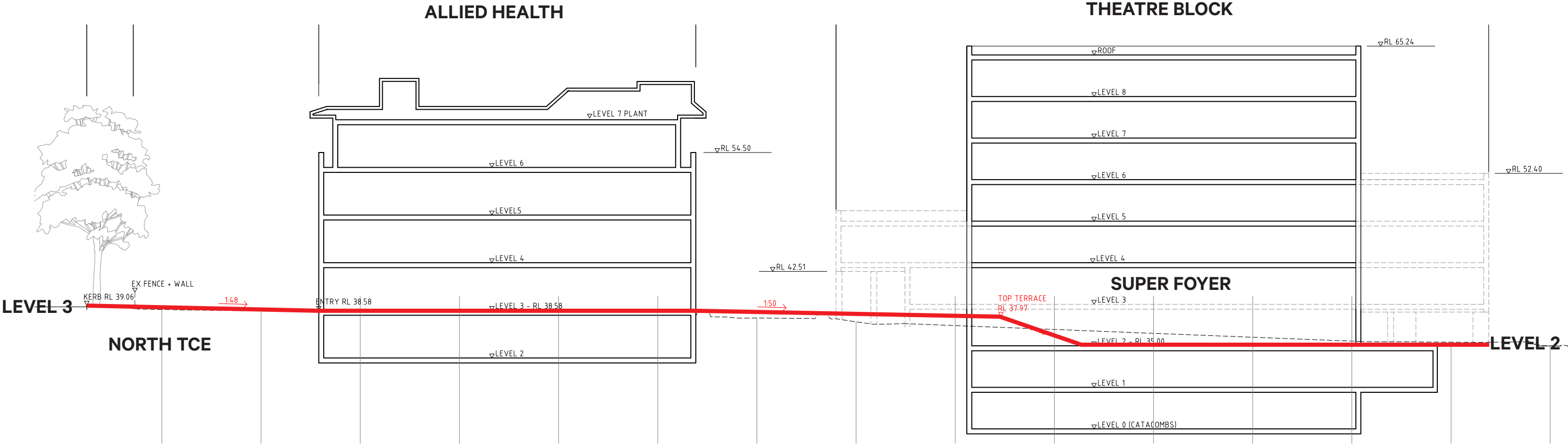
Sketch Plan



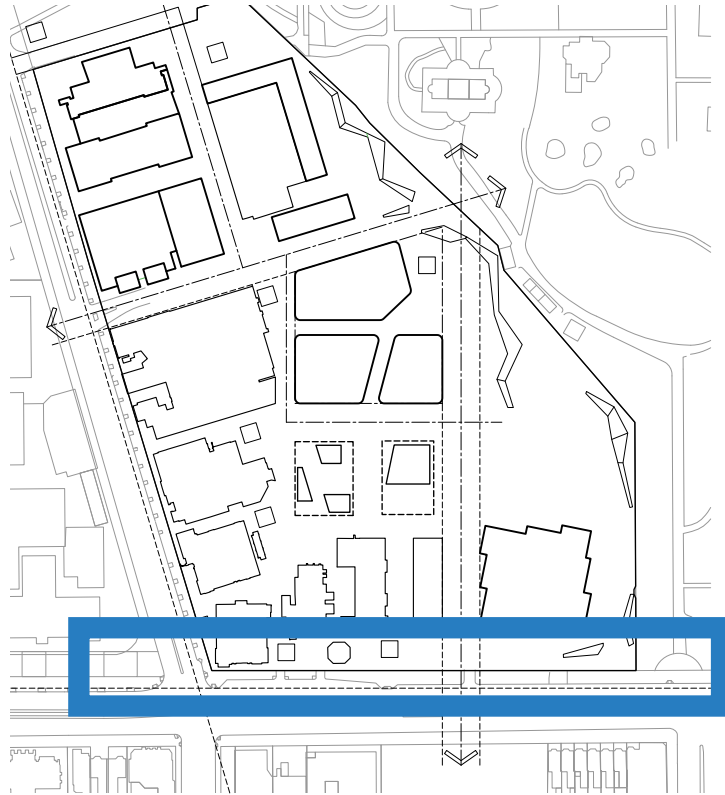
Structure



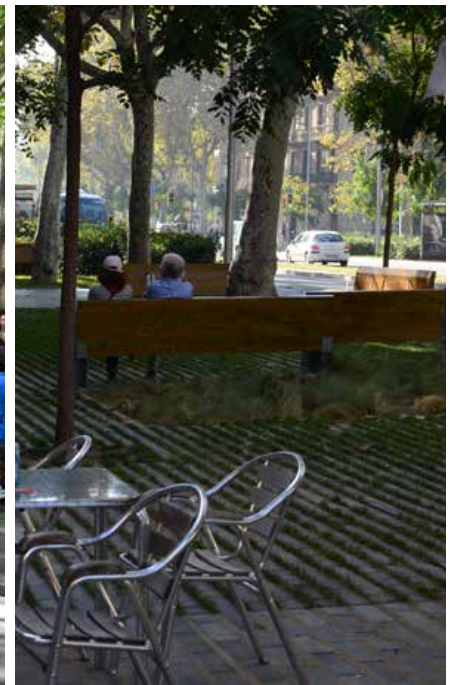
Sections



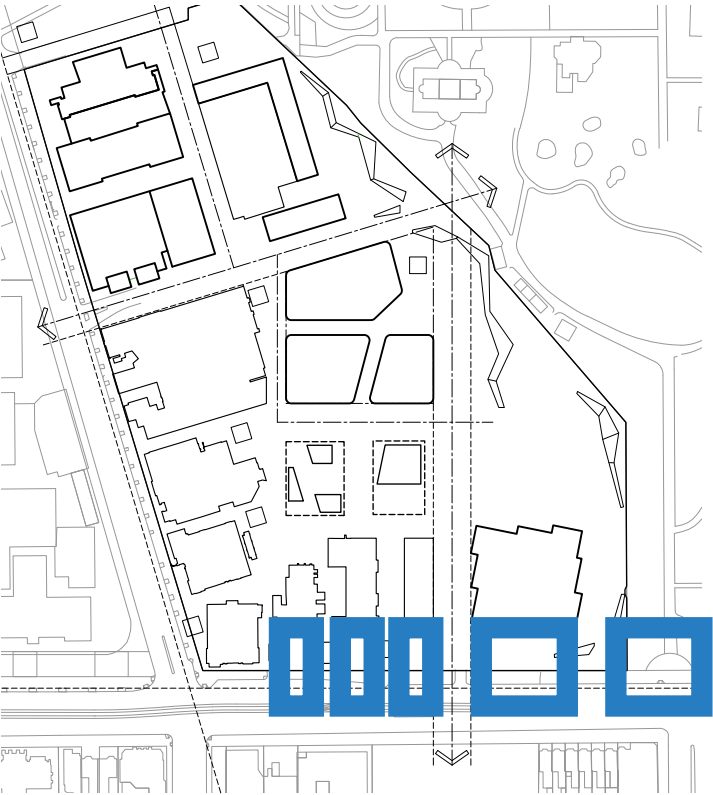
North Terrace



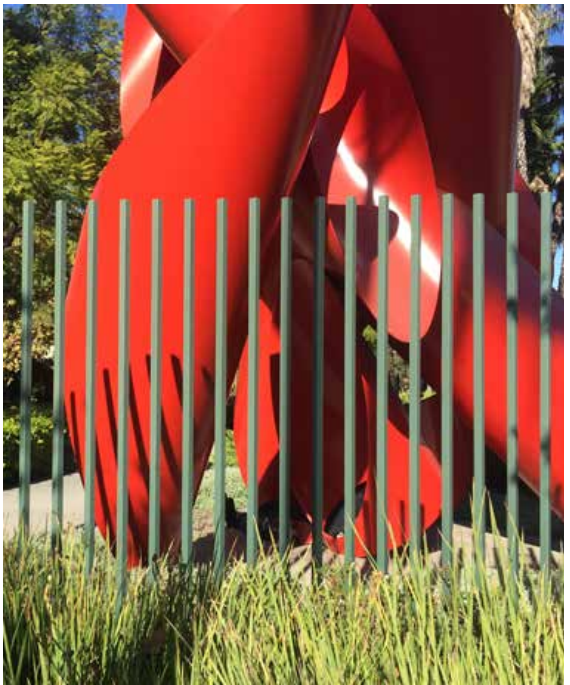
- 1 — Two footpaths, extending North Tce typology
- 2 — New tree planting
- 3 — Stone paving
- 4 — Internal canvas of lawn and gardens
- 5 — Clean and contemporary forecourts to existing and new buildings



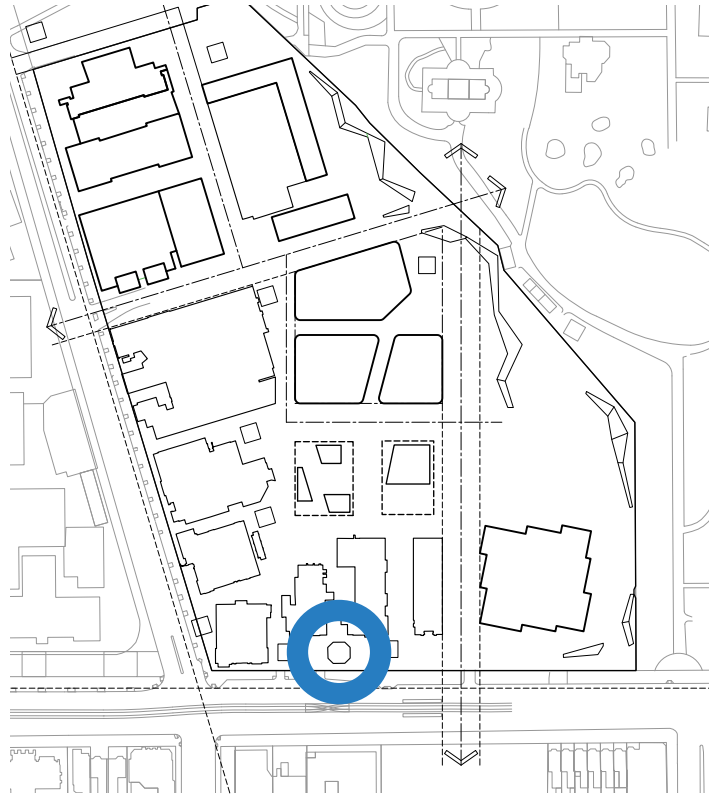
Forecourts



- 1 — North terrace extension
- 2 — Public Art opportunity



Sheridan



- 1 — Original zinc roof
- 2 — Open sides with columns
- 3 — Raised with steps
- 4 — Active edges / spill out
- 5 — Adaptive re-use



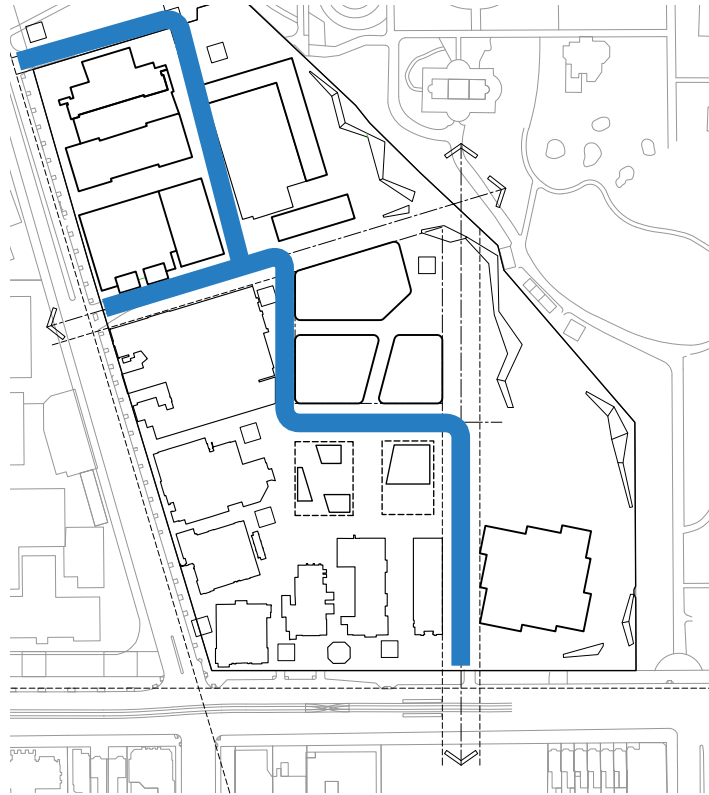
Passages



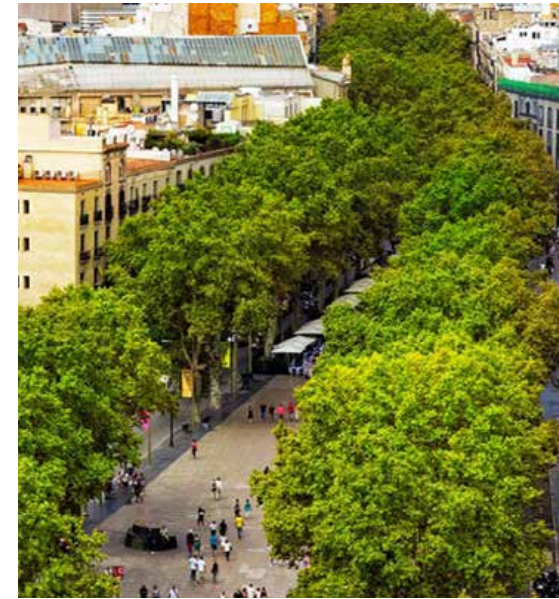
- 1 — Reveal heritage
- 2 — New tree planting
- 3 — Consistent paving
- 4 — Lighting installations
- 5 — Side gardens
- 6 — Furniture



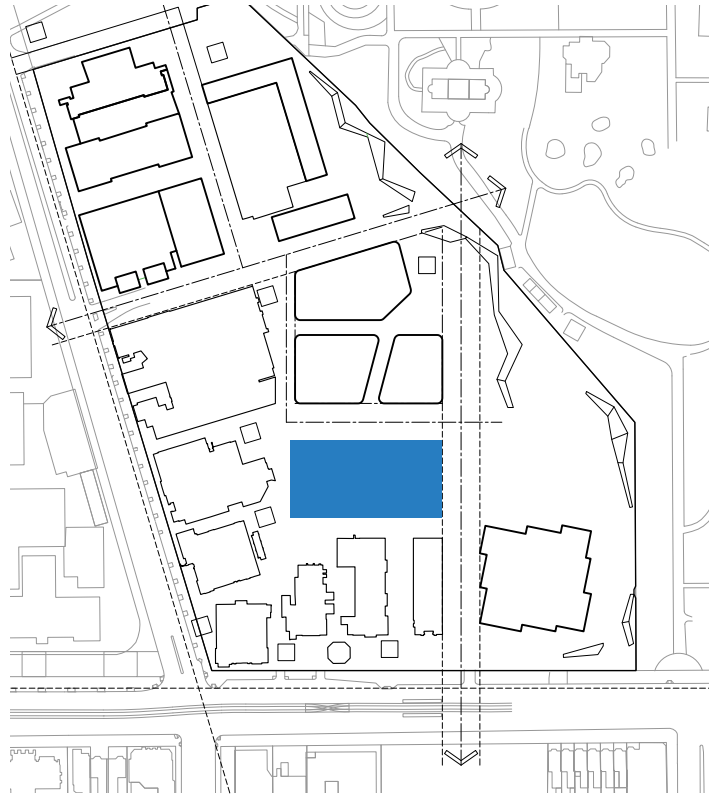
Shared Street



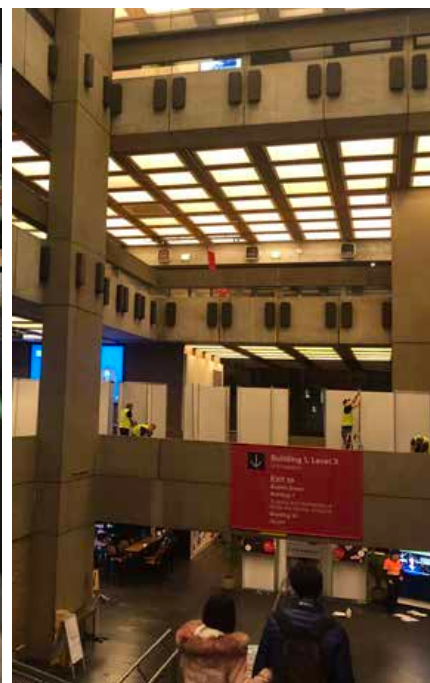
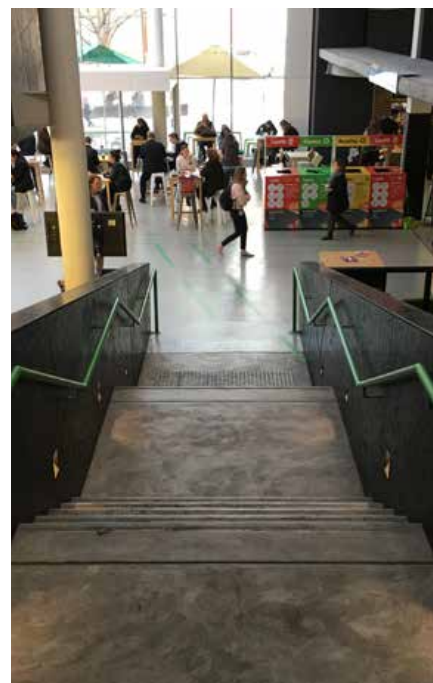
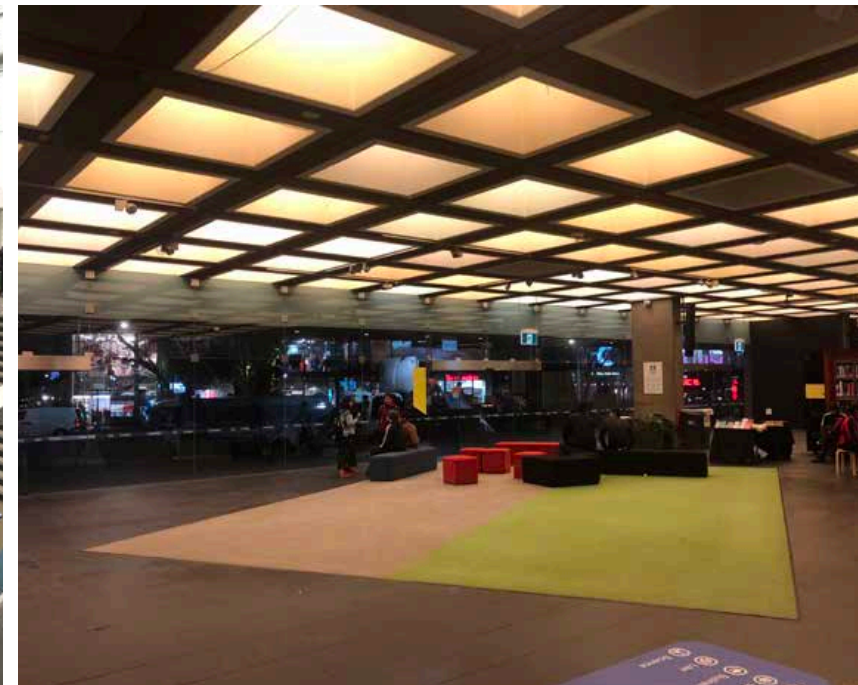
- 1 — Site servicing
- 2 — No kerbs
- 3 — Large tree avenues
- 4 — Shared use
- 5 — One way
- 6 — Drop-off zones



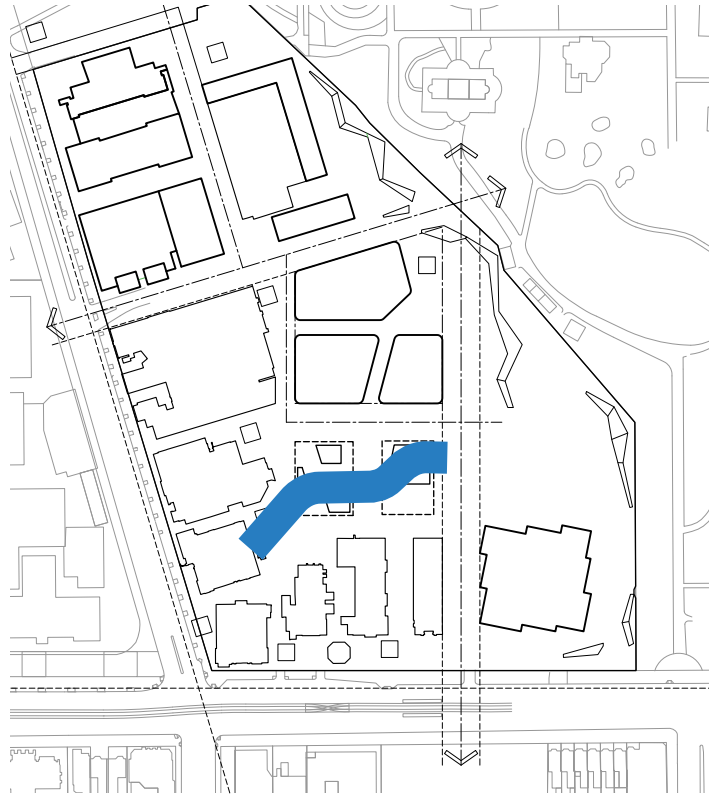
Super Foyer



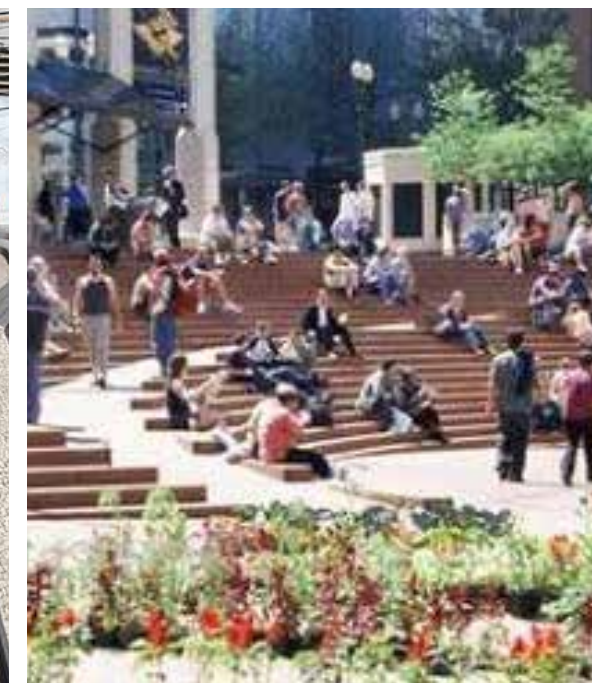
- 1 — Open column structure
- 2 — Connecting Level 3 and 2
- 3 — Terrace steps
- 4 — Central meeting point



Terrace Steps



1 — Level 2 and 3 site contours



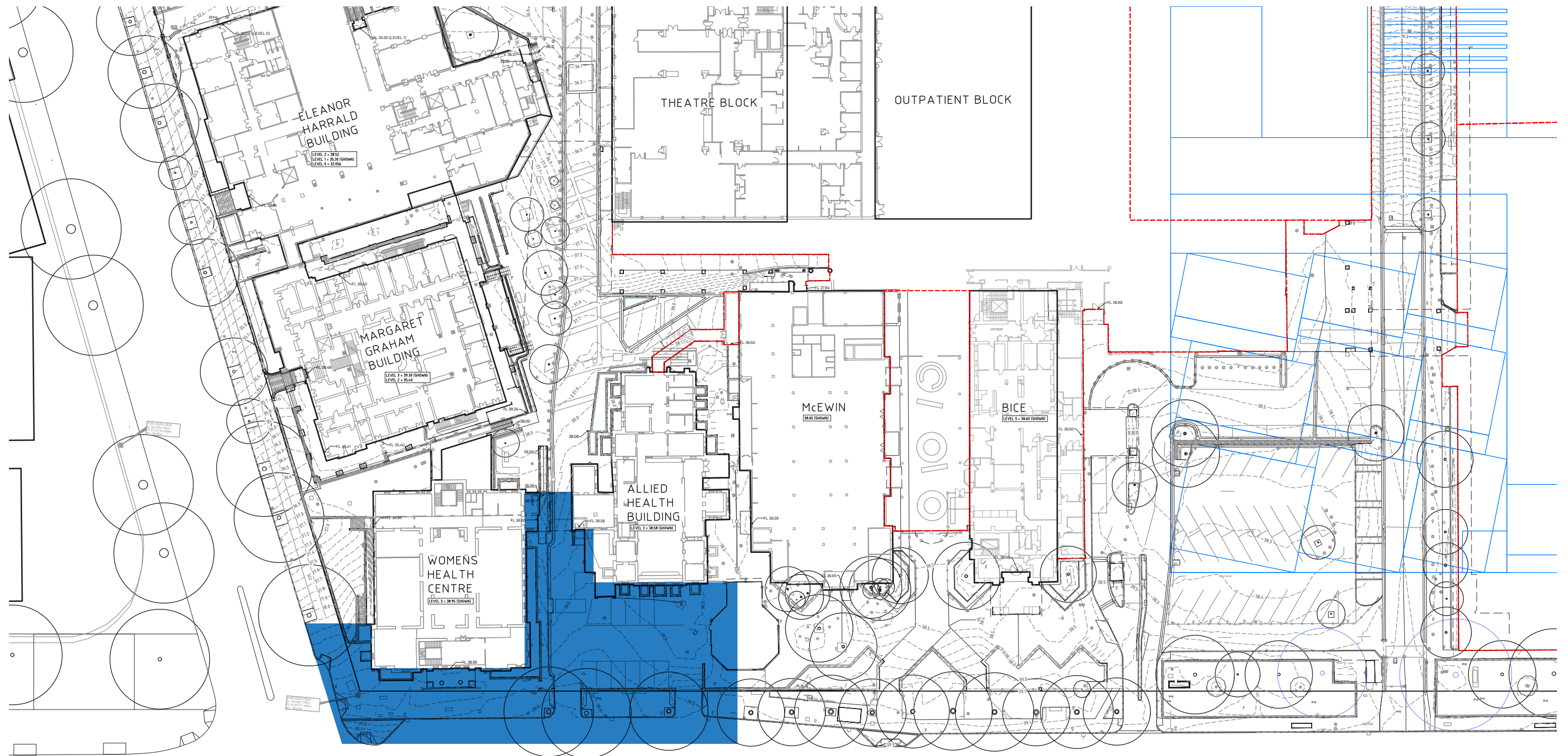
Statue Typology



?

Art

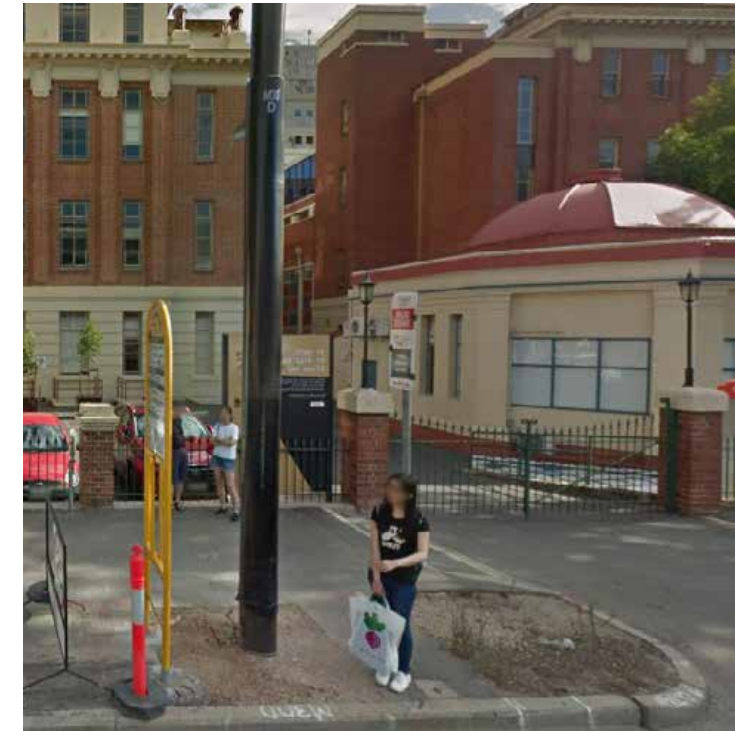
Stage 1 Public Realm



North Tce Fence

Heritage listing

Royal Adelaide Hospital (South-West Precinct) [including Sheridan Building (former Kiosk), Bice Building, Women's Health Centre (former Outpatients' Department), Allied Health Services Building (former Admissions and Casualty Department), McEwin Building, Former Margaret Graham Nurses' Home (State Heritage Place No 13093), **remnant iron-railing fence to North Terrace**, and brick boundary wall to Frome Road]



Light wells

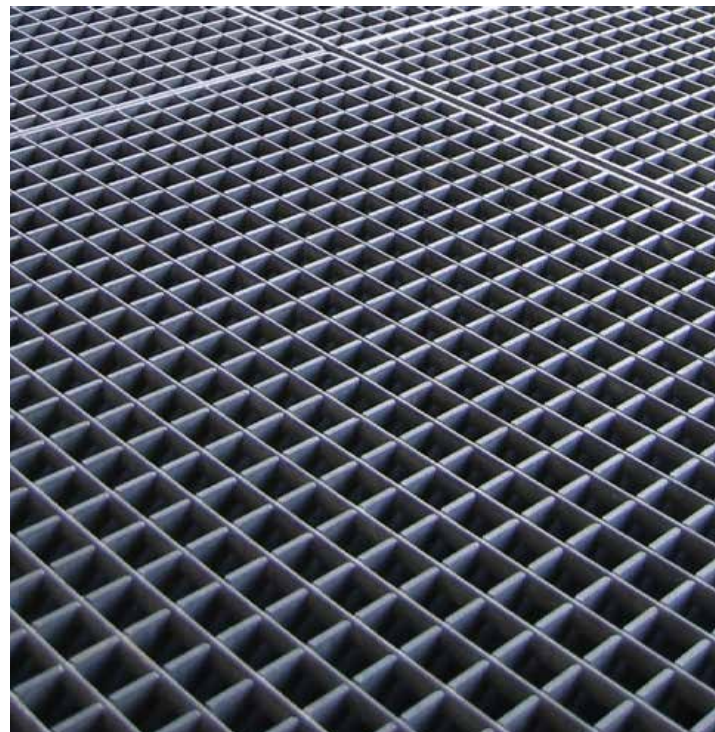


Typology 1

- New paving to meet flush with existing light well edge.
- New open mesh or glass fixed with sub-structure beneath.

Considerations

- Access to void has to be through the mesh.
- Rubbish collection
- Pedestrian / vehicle rated
- Plinth trip hazards
- Reduced light penetration



Typology 2

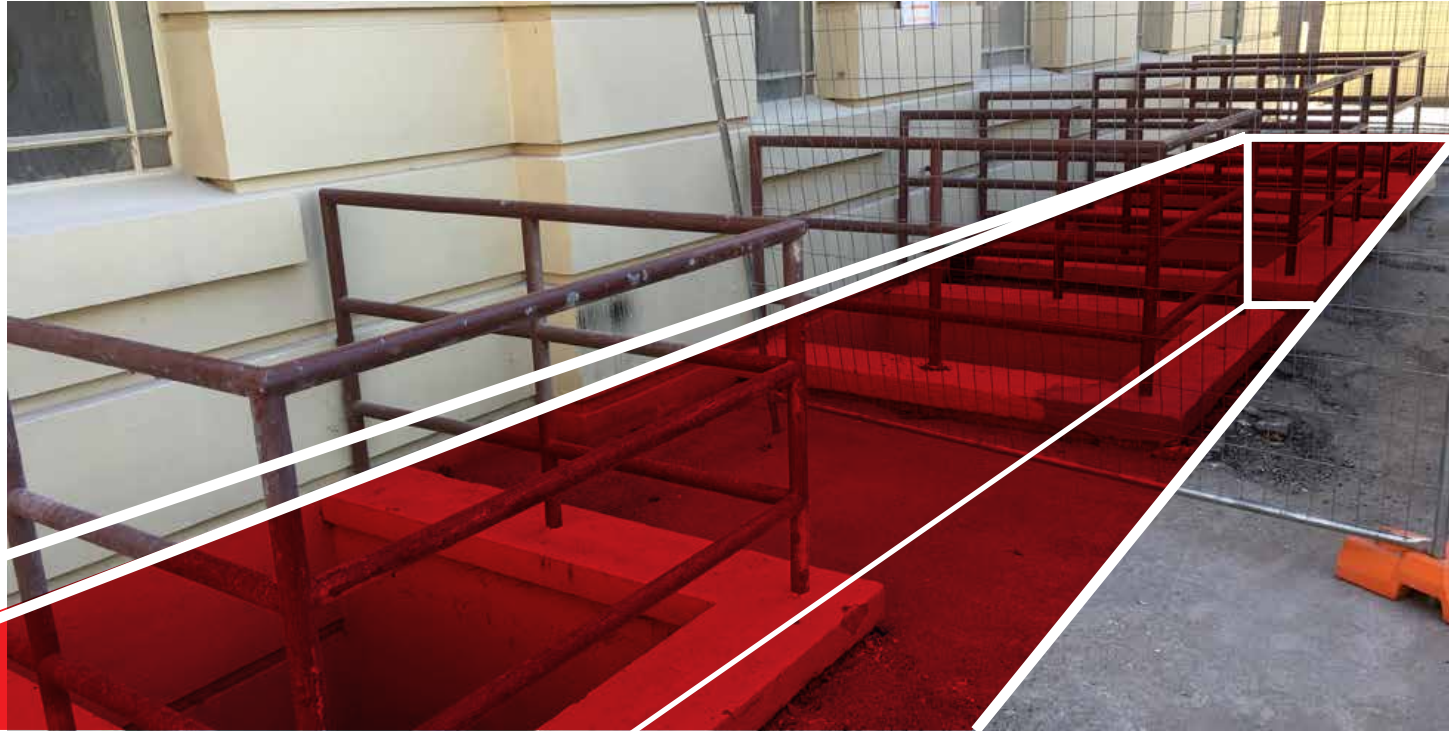
- New compliant balustrade fixed to existing concrete plinth
- Light well remains open

Considerations

- Access to void remains open
- No plinth trip hazards
- Visually more dominant
- Greater flexibility with levels



Light wells

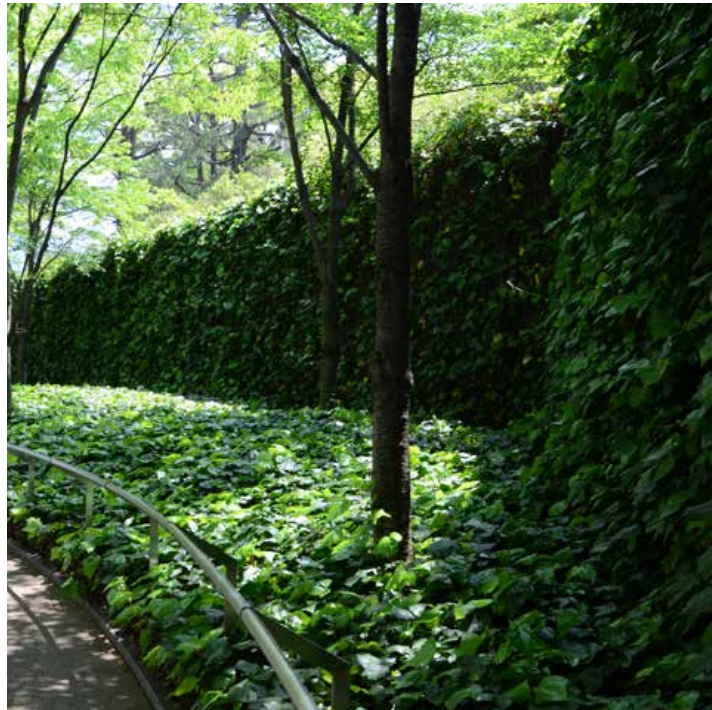


Typology 3

- Expand and combine existing light wells to create sunken courtyards.
- Usable space and ventilation for ground floor tenants.

Considerations

- Size and tenancy use
- Structural implications
- Location



Building Access



Allied Health - North

- Temporary ramp and stairs
- Certificate of occupancy requirement?



Womens Health Gate

- Raise paving levels



Paving

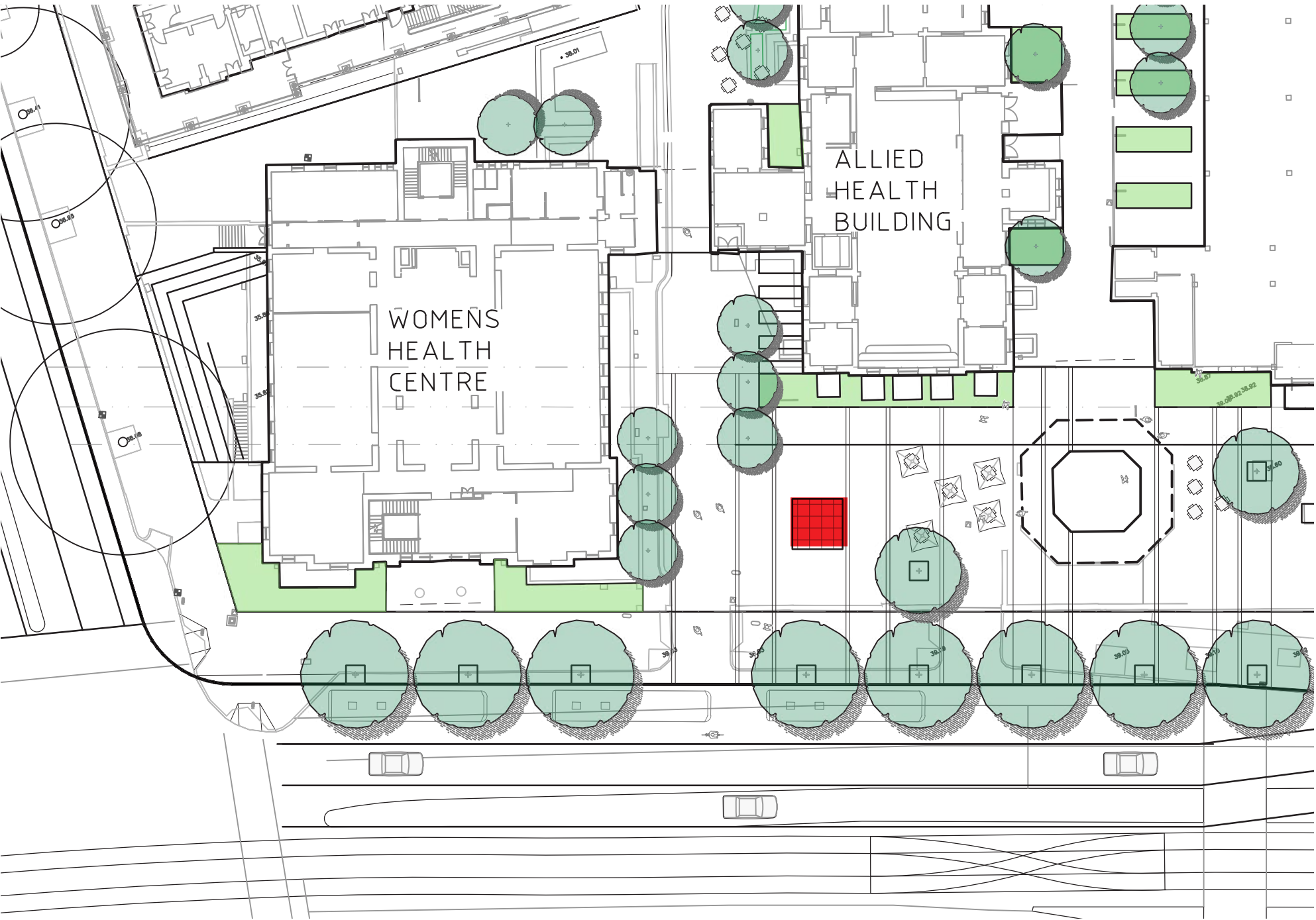
- 1 — Natural stone
- 2 — (South) Australian
- 3 — Supply time

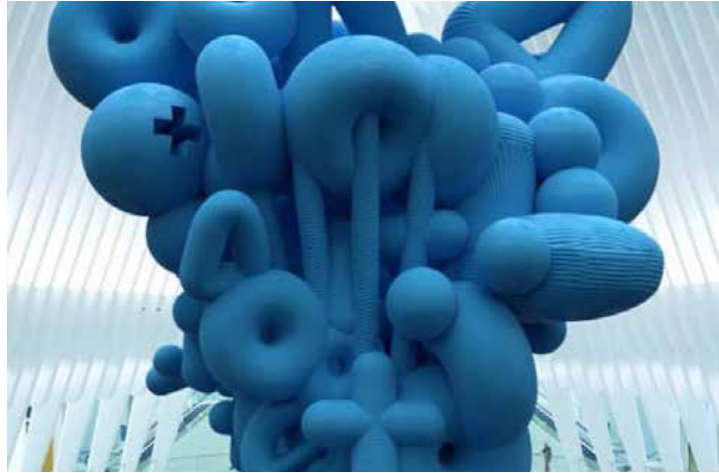


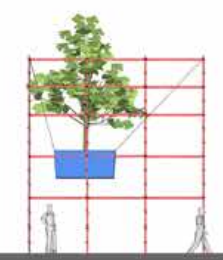
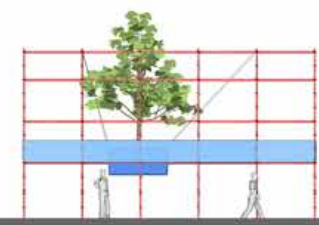
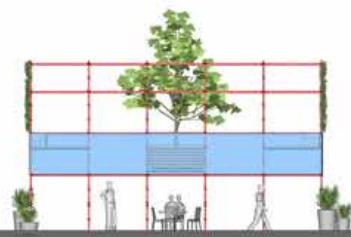
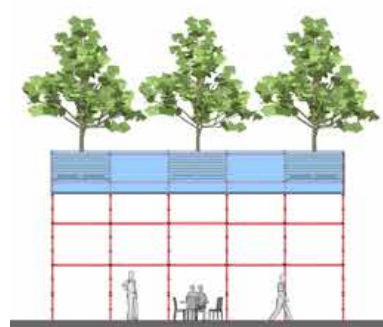
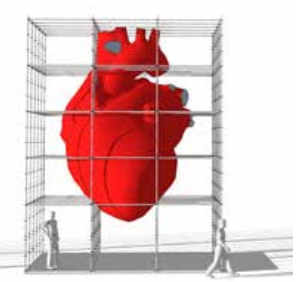
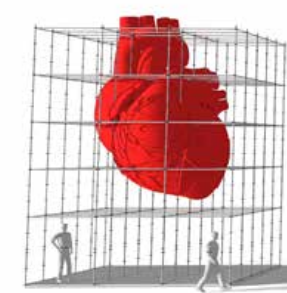
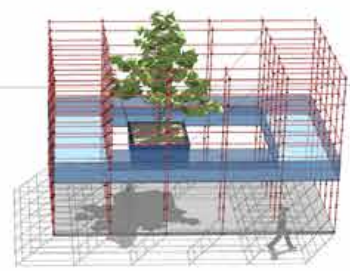
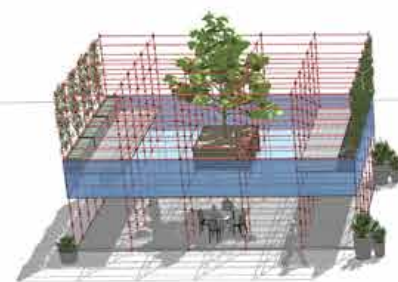
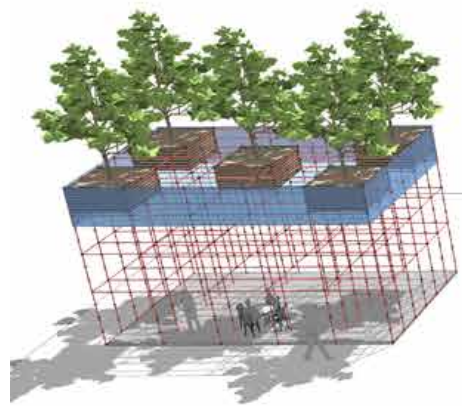
Pavilion 01

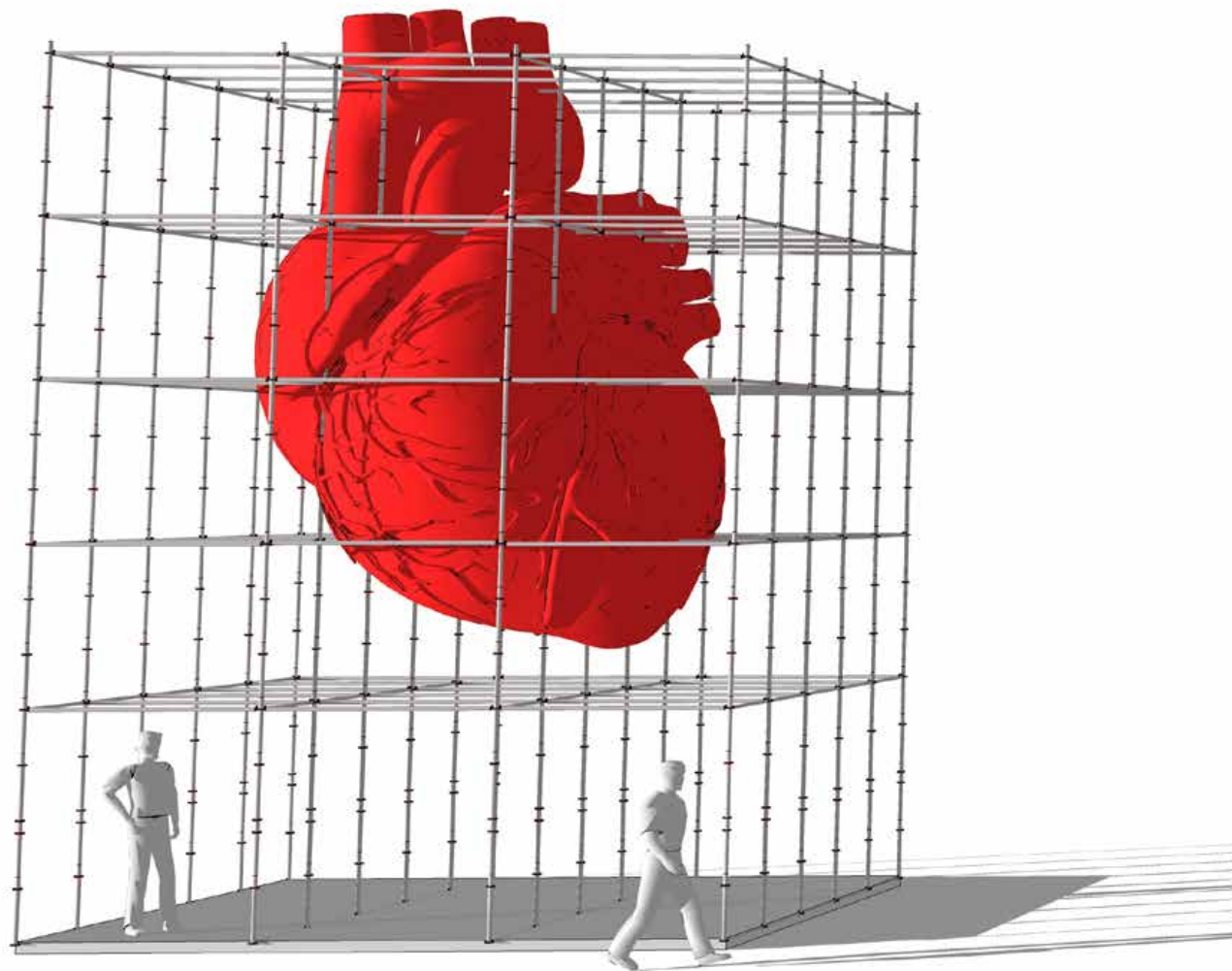
Element	Description
Site	Nth Terrace
Size	XXXm2
Lighting	Yes
Footings / fixings	Mechanical fixed to ground
Weather protection	
Security	
Art / Installation	

Task	Timing
Brief confirmation	August 31
Concept design approval	September 7
Design development	
Planning Approval (CoA)	
Contractor engagement + pricing	
BRC + certification	
Final design approval	
Final cost and contractor approval	
Shop drawings	
Construction + installation	4 weeks
Stage 1 opening	November XX

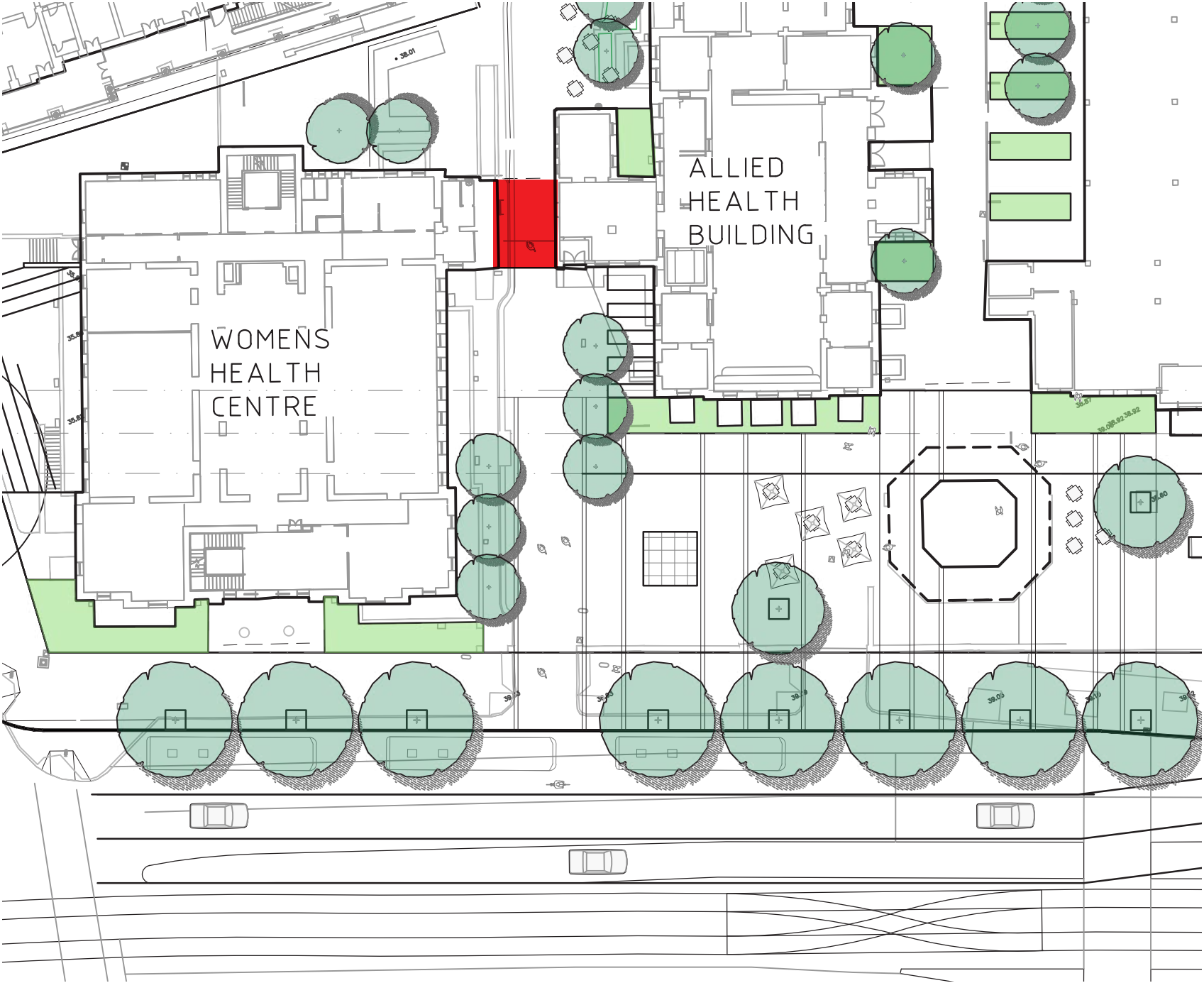
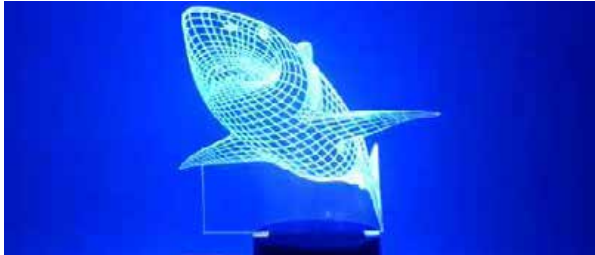
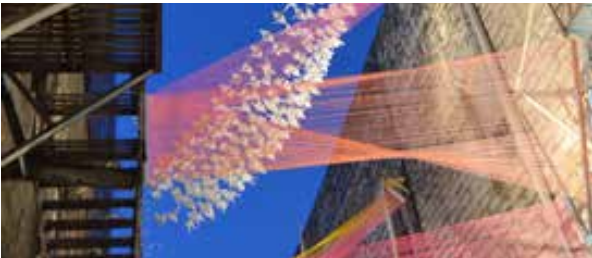








Rhino Gate

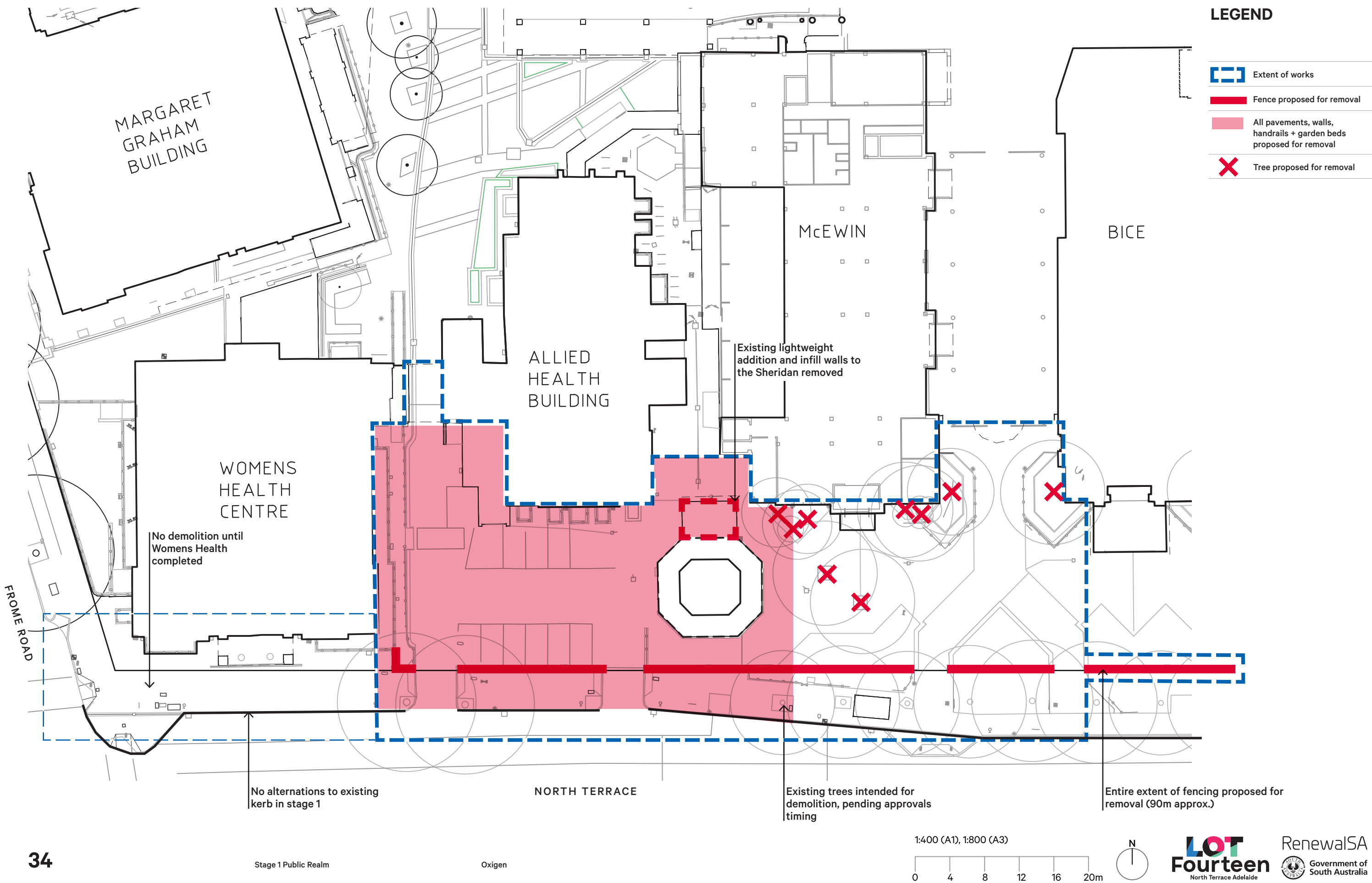


Furniture

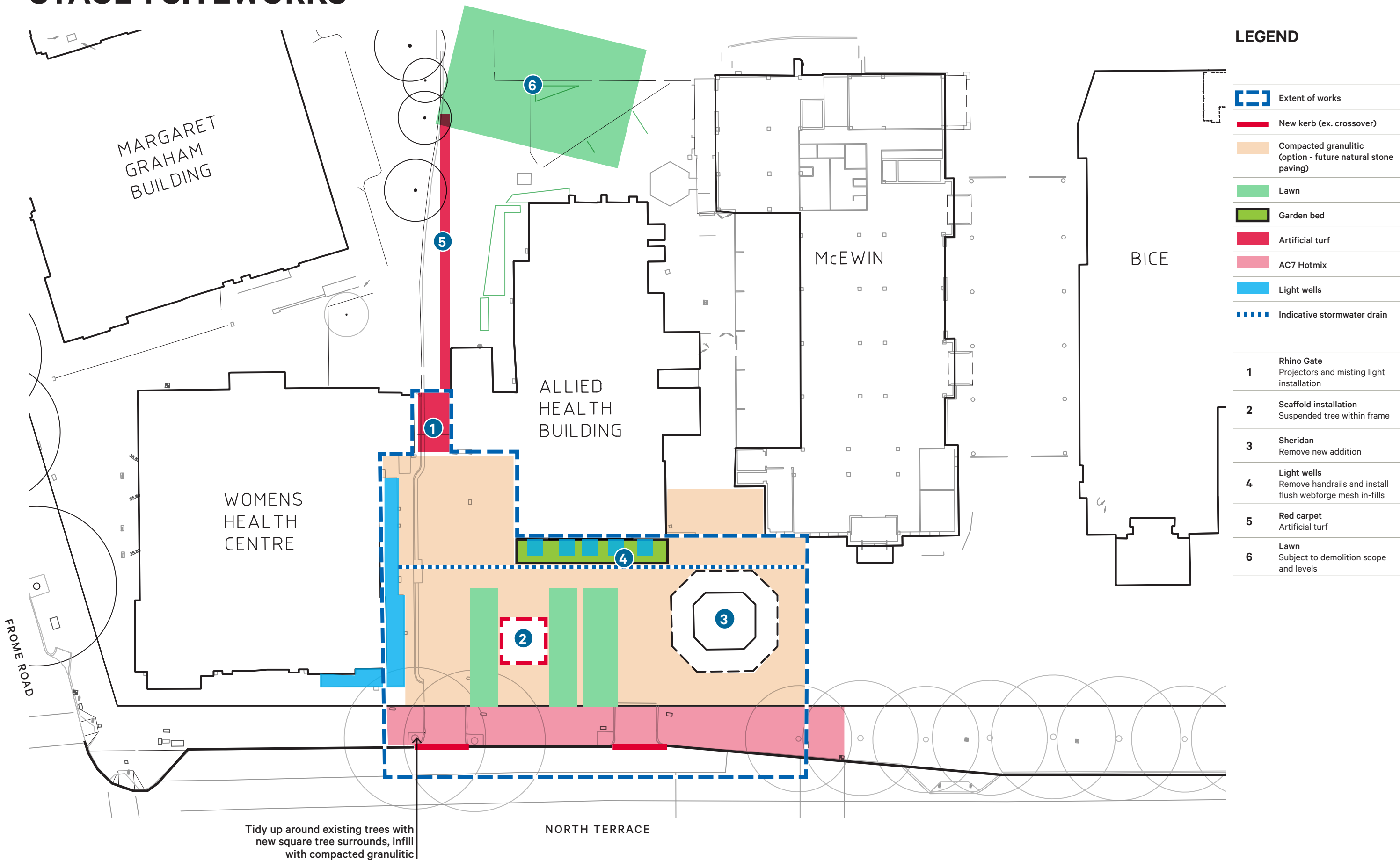




STAGE 1 DEMOLITION



STAGE 1 SITEWORKS



**FRAH PUBLIC REALM STAGE 1,
14 NORTH TERRACE, ADELAIDE**

**PROPOSED DEMOLITION OF FRONT FENCE
AND LIGHT WELL BALUSTRADES**

HERITAGE IMPACT STATEMENT.

14 September 2018



CONTENTS

CONTENTS	2
INTRODUCTION	3
BACKGROUND	3
HERITAGE LISTING	3
EXISTING SITUATION	4
BALUSTRADES TO LIGHT WELLS	10
PROPOSED WORKS	13
DIRECT HERITAGE IMPACT	13
CONCLUSION	14
APPENDIX 1 - STATEMENT OF SIGNIFICANCE	15
APPENDIX 2 – HISTORIC IMAGES OF THE BOUNDARY FENCE	18
APPENDIX 3 – PHOTOGRAPHIC SURVEY OF THE EXISTING REMNANT FENCE	24
APPENDIX 4 – EXISTING SURVEY PLAN	35
APPENDIX 5 – PRELIMINARY PROPOSED SITE PLAN	36



INTRODUCTION

BB Architects have been asked by Renewal SA in conjunction with Oxygen to prepare a heritage impact statement on the proposed removal of the masonry and wrought iron front boundary fence to the Former Royal Adelaide Hospital site on North Terrace, and the removal of the welded tubular steel balustrades around the lightwells to the Allied Health and Women's Health buildings.

BACKGROUND

With the relocation of the Royal Adelaide Hospital to the western end of North Terrace, the Former Royal Adelaide Hospital site is being redeveloped with an emphasis on adaptive reuse. The six State Heritage Listed buildings grouped around the North Terrace and Frome Road intersection are undergoing various levels of refurbishment, restoration and conservation. The latest project in the overall programme is the Public Realm redevelopment by Oxygen and currently is at the master planning stage.

HERITAGE LISTING

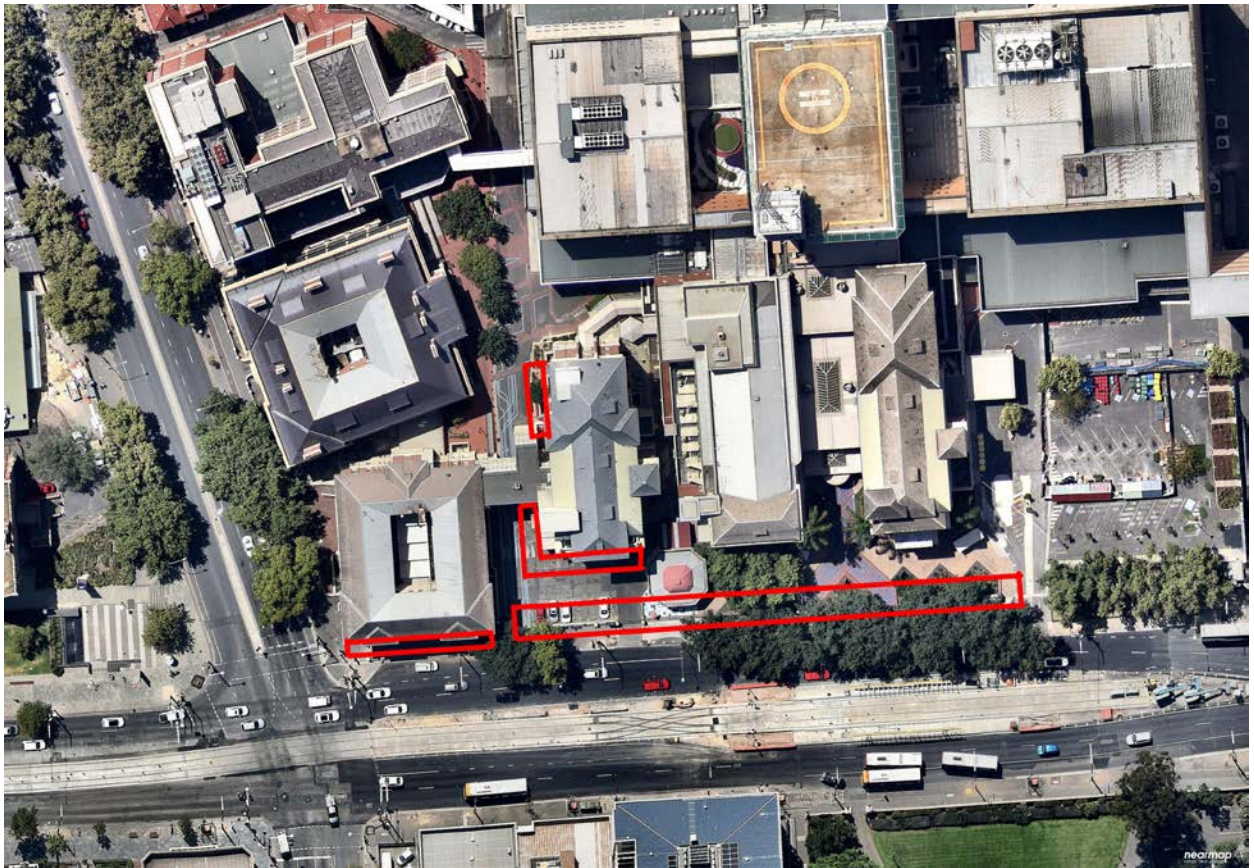
The six buildings in the south west corner of the former hospital site are on the State Heritage register. These are noted below in the official listing. The "remnant iron railing fence to North Terrace" is also noted as part of the extent of listing.

The Heritage Listing for the former hospital site in the Adelaide (City) Development Plan consolidated 7 June 2018 is noted below.

Property Address	Description and/or Extent of Listed Place	Lot No. or Part Sec	Plan No.	Certificate of Title	Section 16 Criteria	SA Heritage Register ID
North Terrace ADELAIDE	Royal Adelaide Hospital (South-West Precinct) [including Sheridan Building (former Kiosk), Bice Building, Women's Health Centre (former Outpatients' Department), Allied Health Services Building (former Admissions and Casualty Department), McEwin Building, Former Margaret Graham Nurses' Home (State Heritage Place No 13093), remnant iron-railing fence to North Terrace, and brick boundary wall to Frome Road]	A14	D51367	CT 6134/112	a d e f	26413

The Statement of Significance and history of these elements are located at the end of this report.

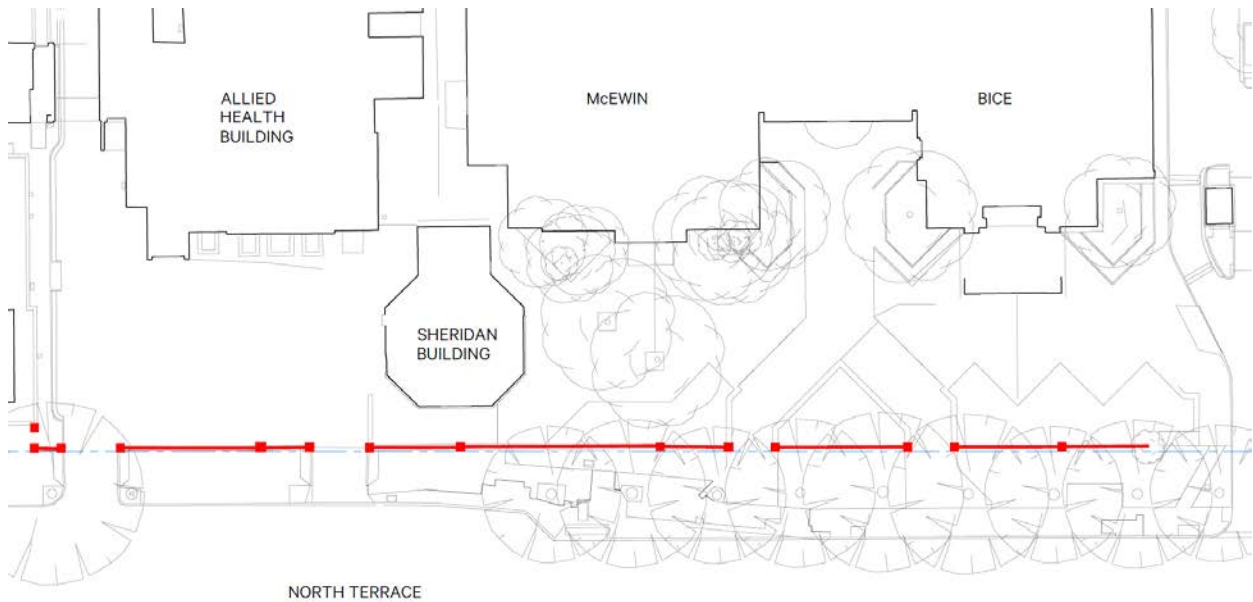




Aerial view of the hospital site and the location of the proposed demolition works highlighted in red. (Nearmap February 2018)

EXISTING SITUATION

The remnant front fence along North Terrace sits in front of the Allied Health Building, Sheraton Building, McEwin Building and the Bice Building. This fence is made up of red brick pillars from two eras of the former hospital site. The original low, simply detailed, red brick pillars were constructed with old, low temperature fired pressed bricks including some special shaped bricks with a plinth, main shaft and moderately decorated top. These are typical of masonry fence pillars seen in the late 18th Century all around Adelaide and the inner suburbs. These pillars, the brick and bluestone plinth and wrought iron railings were constructed well before any of the existing buildings on the site. They are likely to have been built as a part of an expansion of the hospital in the 1860s – 1890s. There is no specific information documenting the history of the fence, with the earliest photograph showing the fence dated circa 1870.



Excerpt from the site survey showing the extent of the remnant front fence (full drawing is included as Appendix 4)



A general view of the front fence in front of the Sheridan, Allied Health and McEwin buildings.



General view of the fence in front of McEwin and Bice buildings. Newer pillars and raised garden beds from more recent times.



Portion of the fence in front of the Bice Building, at its eastern end. The plinth is completely covered by garden plantings.



Portion of fence in front of the Allied Health Building and the western most extent of the fence. This area is now covered by a hoarding. (Image from Google Streetview).



Partial view of the front fence of the hospital taken in 1873. The remnant fence elements on site now were clearly the lower infill parts of a grand entry gate and fence design. (Image from SLSA B-3718 1873)

The original fence was a typical mid-Victorian fence with large brick and render pillars either side of a main carriage gate, with pedestrian gates on either sides, and lower pillars for the general longer stretches of the fence. The hooped iron supports were added between the brick pillars supporting the wrought iron rod and spear infill panels. There appears to have been one set of gates at the eastern end and one at the western end of the hospital site.

The original fence was reworked many times before large parts of it were demolished in the 1920s and 1930s. As each new building was added to the hospital and access needs changed, the fence was modified, old gates removed, and new gates added.

In the 1930s and again in the 1980s the original fence was reworked much more significantly with some new openings where the fence was broken through, and new pillars constructed either side of these openings. These newer pillars are constructed of modern extruded red bricks with a concrete and rendered rectilinear cap. It is likely the 1930s pillars seen in the early images of the Allied Health building were rebuilt as the bricks used are newer than those used on the Interwar buildings.

The plinth to the fence is constructed from relatively low quality bluestone capped with cant red bricks, with the supports built into the capping and the horizontal members built into the pillars in the traditional manner. For a large proportion of its length modern garden beds have been built up to and in some cases completely covering the plinth so that it is no longer visible. The footpath has been raised so that the low plinth wall is barely visible from the southern (North Terrace) side. This constant contact with damp and irrigated soil means the masonry elements are severely salt affected and likely to be unstable in the long term if the garden beds are removed.



A portion of the boundary fence where the newer planter beds are built up to it.

GREATER NORTH TERRACE CONTEXT

The proposed removal of the front fence on the Former Royal Adelaide Hospital site needs to be seen in the larger context of the North Terrace cultural boulevard upgrade that currently stretches from King William Street, past Government House, the State Library, the Museum, the Art Gallery, the University of Adelaide and the University of South Australia, and terminates at the intersection of Frome Road and North Terrace. The general intention of the masterplan for the site is to continue this Cultural Boulevard along this remaining eastern section of North Terrace. Stage one of these works concentrates on the area adjacent to the Women's Health and Allied Health buildings.



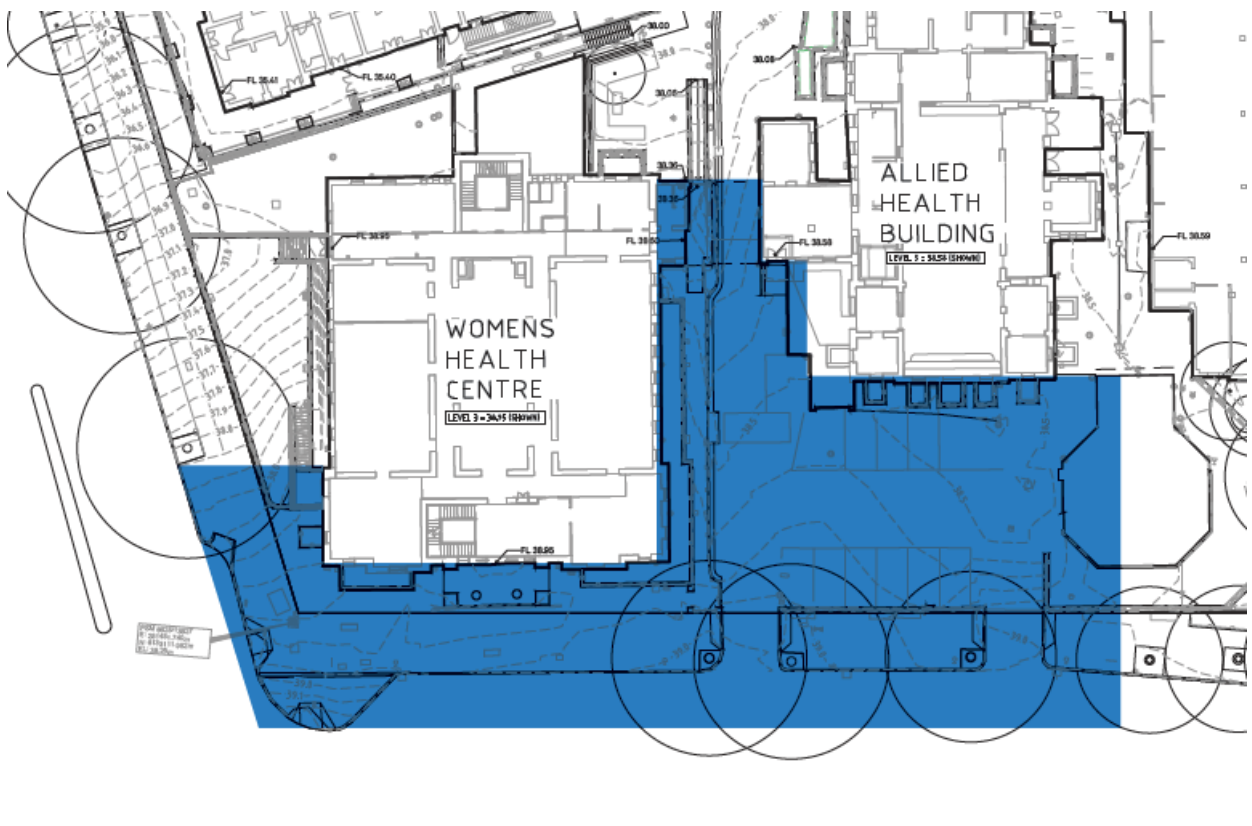
Overall aerial view of North Terrace from Kintore Avenue on the left to the start of the Botanic Gardens on the right. (Nearmap February 2018)



A more detailed view of the immediate context of the eastern end of the cultural boulevard on the left, Frome Road in the centre and the former hospital on the right. (Nearmap February 2018)



Preliminary plan showing the proposed new landscaping along North Terrace. (full drawing is included as Appendix 5)



Area indicating State 1 of the Public Realm project

BALUSTRADES TO LIGHT WELLS

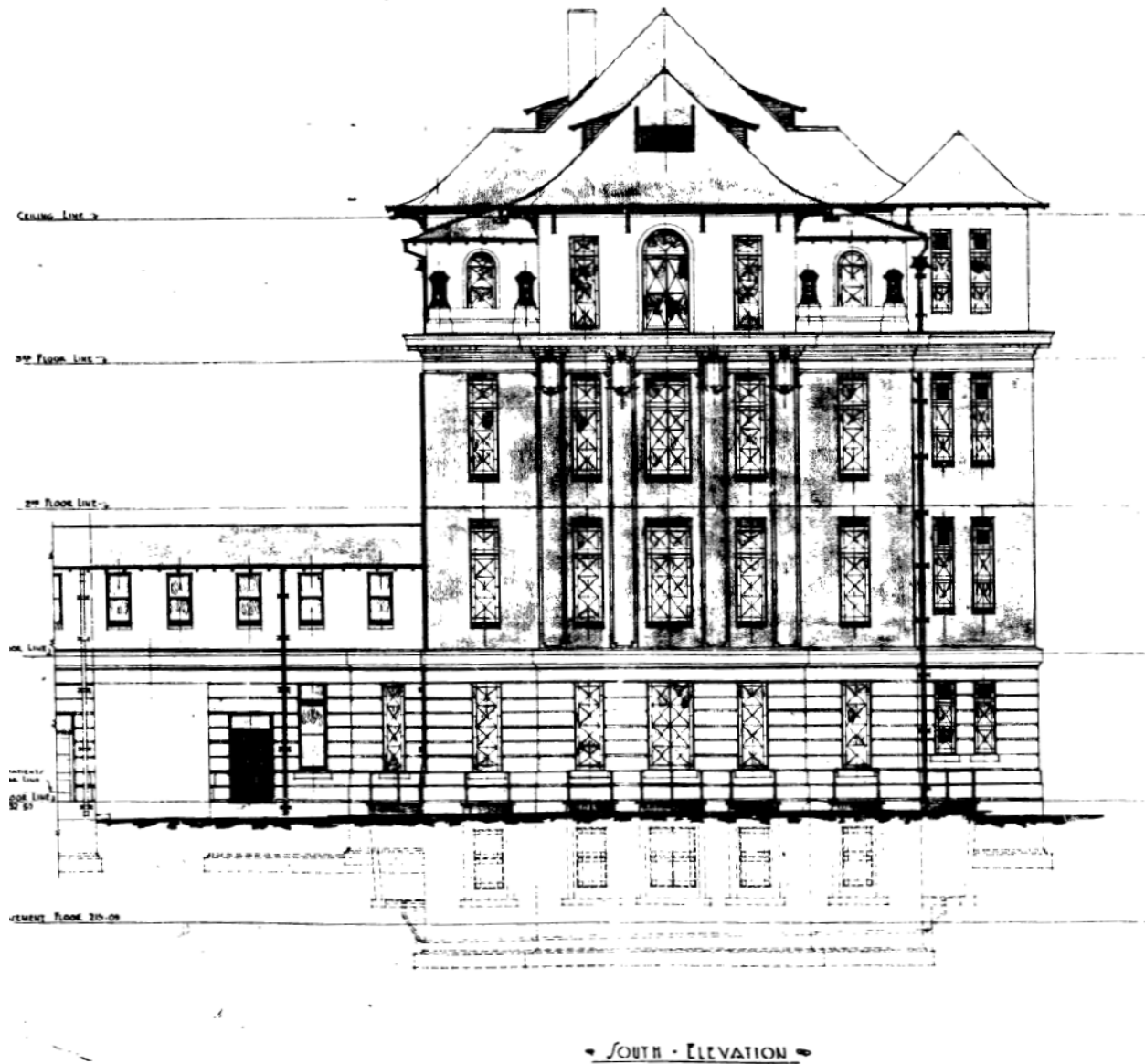
The light wells around the Allied Health building and at the front of the Women's Health building were constructed with a masonry upstand and a safety barrier of welded tubular steel. These elements both appear to be quite utilitarian, and the balustrades no longer comply with the building code. Some of the light wells around the Allied Health building have been filled in, and the balustrade and plinth removed.

The light wells, plinths and balustrades were constructed as a part of the two buildings when they were built, appearing in early photographs and on the original drawings.

The remaining light well surrounds are located in the new North Terrace cultural boulevard area, and are not of sufficient design and construction quality to work with the renewed context. The option of replacing them, covering the light wells, putting a grate over the light wells, have all been discussed. At this stage a final resolution has not been put forward, however, in all cases the existing balustrades need to be removed. The plinth around the opening is then problematic due to forming a trip hazard and is also to be removed.



View of the front (south) façade of the Women's Health building and the two light wells with balustrades.



Original front elevation of the Allied Health building showing the balustrades around the light wells.



The front light wells and balustrades on the Allied Health Building



The western side light wells and balustrades on the Allied Health Building.

PROPOSED WORKS

As a part of the landscape and public realm proposed works, the front fence is to be demolished. There are several reasons the remnant masonry and iron fence is not suitable for the proposed new design:

- ❑ The current fence is not a complete fence and is severely compromised with the major original elements removed during the Interwar expansion of the hospital.
- ❑ The remnant elements of the fence are not in good condition, and a significant amount of reconstruction would be required if they were to remain.
- ❑ The fence acts as a retaining wall in parts, which is no longer desirable for the areas around the buildings. The paving and planting need to be accessible without steps or changes of level.
- ❑ A boundary fence is no longer a desired or required design element in this location with the change of use.

The proposed new works to the public realm in this area include the removal of the balustrades around the light wells in front of the Women's Health building and the Allied Health building. These elements, like the front fence are no longer fit for purpose and are not elements that will integrate well with the new use of the site.

DIRECT HERITAGE IMPACT

The removal of the front fence has a direct material impact on the heritage fabric of the former hospital grounds. It is partly original fabric, and for almost 150 years has formed the North Terrace boundary of the hospital site in some configuration. With the change in use proposed for the entire site and the adaptive reuse of the State Heritage buildings, there is no need for boundary fencing. The closed nature of the former hospital site with fences on all sides is no longer a relevant boundary solution. The desire for the proposed new use for the site is for open public access.

The remnant fence elements are the oldest built form on the site, however their removal will have minimal impact on the heritage value of the site or the six remaining significant buildings. The loss of the hospital use for the site has had the largest impact on the heritage value of the site and buildings. With that now finalised, the remaining buildings are all that is left to interpret the history of the site. The fence alone does not contribute significantly to that understanding of history of the site and the hospital expansion in the Interwar period. The remnant fence dates back to an earlier more formal period of the hospital, where entrances, gates and security were part of a traditional public building design and were a necessary part of its function. The more significant elements of the original fence were demolished almost 100 years ago.

The loss of heritage fabric with the demolition of the fence cannot be negated, however due to the low quality of the remaining elements, and their level of compromise, the loss of heritage value of the remaining buildings by the removal of the heritage fabric will be minimal.

The balustrades and plinths around the lightwells are also original fabric, and are elements directly related to and attached to the two buildings where they are features. The lightwells themselves are the more important physical element when interpreting the build design and construction of these two Interwar buildings. The size and importance of the basement levels, and the size of the lightwells themselves are the significant elements. The plinth and balustrades are functional elements based on construction technology and building safety at the time. With a contemporary understanding of public safety, and a greater number of options to protect the lightwell openings, those earlier more limited solutions are no longer valid in the context of the new public realm design.



As with the fence this does mean a loss of original heritage fabric. However, on balance when seen in the context of the design of the buildings, these elements are relatively minor, and not representative of the overall style and quality of materials seen elsewhere on the buildings.

CONCLUSION

While the demolition of these elements does mean the removal of some original heritage fabric on the former hospital site. These elements are no longer fit for purpose and are not in themselves historically important parts of the Interwar expansion of the hospital. The fence is a vestige of the earlier Victorian era development of the hospital site, with only the minor less detailed elements remaining. The balustrades and plinths to the light wells are not integral to the design of the Women's Health and Allied Health buildings. They are utilitarian elements that served a function at the time, but are no longer required in that form and would require a reasonable level of reworking to make them compliant with current building code requirements. The lightwells themselves are being retained and the buildings restored and adaptively reused, so in terms of preservation of the heritage elements and heritage value of the site, the loss of these minor elements will not impact on the understanding of the site and the interpretation of the history of the site.



APPENDIX 1 - STATEMENT OF SIGNIFICANCE

Below is the statement of significance and associated information from the Heritage Places Database website.

HERITAGE PLACES

Heritage Place Details

LOCATION

Map	Show Map
Address	North Terrace ADELAIDE
Locality	ADELAIDE
Accuracy	H - high level confidence
Development Plan	ADELAIDE Council
Polygon Type	B - Building footprint

DESCRIPTION

Details (Known As) Royal Adelaide Hospital (South-West Precinct) [including Sheridan Building (former Kiosk), Bice Building, Women's Health Centre (former Outpatients' Department), Allied Health Services Building (former Admissions and Casualty Department), McEwin Building, Former Margaret Graham Nurses' Home (State Heritage Place No 13093), remnant iron-railing fence to North Terrace, and brick boundary wall to Frome Road]

Registered Name Royal Adelaide Hospital (South-West Precinct) [inc...(as above)]

Significance The Royal Adelaide Hospital (South-West Precinct) comprises a cohesive group of related buildings occupying a prominent position at the south western corner of the Royal Adelaide Hospital, and is representative of the importance of the Hospital in South Australia's history. Established by the colonial government in 1841, the Hospital is the oldest facility of its kind in the state, and has occupied its present site since 1856. It has functioned as the principal public/teaching hospital for South Australia, and centre for medical research and training for over 170 years. The place demonstrates an important aspect of South Australian history in the development of public health and the growth of centralised services for the community in the first half of the twentieth century. Its location, on the corner of North Terrace and Frome Road, demonstrates the early twentieth century planning for a larger and more efficient hospital. Although the six buildings in the precinct were constructed over a period of more than forty years from 1908 to 1946, the result is a carefully considered complex of structures related by location, scale, aesthetic detail and materials, which demonstrate the expansion of the hospital in response to population growth and advances in medical treatment in the early to mid-twentieth century. A significant quality of these buildings is both their individual and group aesthetic which is quite distinct from other contemporaneous architects' work. The precinct evolved from a Master Plan for the site conceived in 1921-22, and progressively implemented over the following 25 years. The six buildings display a cohesive design aesthetic originating with the design for the Former Margaret Graham Nurses' Home completed in 1911 (State Heritage Place No 13093), and continued in the work of successive architects in the Architect-in-Chief's Department, including the important South Australian architect George Gavin Lawson who was employed for a time in the Department. Their formal design and the aesthetic qualities of the group demonstrate an outstanding and original interpretation of Edwardian/Inter-War Free and Stripped Classical design in South Australia which evolved, with repeated scale and detail, over several decades from the early 1900s to the 1940s. The distinctive and original design vocabulary demonstrated by the buildings in the precinct was first introduced in the Margaret Graham Nurses' Home. As well as distinctive colonnaded



verandahs to all levels the building displays a design vocabulary of bell cast roof forms, broad eaves with brackets, rendered rusticated plinth with face red brick walls above, and entrance porticoes with rusticated columns. The essence of this style is further elaborated in the Bice Building (completed 1927) and repeated in later buildings in the North Terrace group, including the Women's Health Centre and Allied Health Services Building (both completed in 1935) and the McEwin Building (completed in 1946). These four finely-detailed multi-storied buildings are complemented by the simplified tempietto (temple-like) form of the small central Sheridan Building (1925). The exterior integrity of the group is high and together these five buildings present as a unified and readily recognisable precinct at the eastern end of the North Terrace streetscape. As a prominent landmark, and the primary access point to the Royal Adelaide Hospital for most patients and visitors, the precinct has important cultural and social associations for the South Australian community as the focus for public health care and medical research for most of the state. The six buildings are significant both as contributory elements within a cohesive group, and individually. The Former Margaret Graham Nurses' Home, on Frome Road, was listed in 1985 and is State Heritage Place 13093. Refer to the South Australian Heritage Register for details of the listing. The Sheridan Building (former Kiosk) is a small but distinctive octagonal structure located at the main entrance to the Hospital. It was completed in 1925, having been largely funded, under a private bequest from Alice Frances Keith Sheridan, and her sister Violet. It operated for many years as a kiosk and tea-room, staffed by volunteers, and profits were used to purchase extra equipment for the hospital. It demonstrates the importance of philanthropy and volunteers in the provision of public facilities at this time. The building is notable for its formal design and aesthetic qualities, as an interpretation of the classical tempietto form applied to a small public building. It was designed by the Architect-in-Chief's Department along with other buildings in the group. It is an excellent representative of a small well-designed public building. Completed in 1927, the four-storey Bice Building was the first of several multi-storey buildings proposed as part of the new Master Plan for the hospital developed in 1921/22. It comprised administration offices, accommodation for medical staff, and wards with open balconies. Its design reflects the needs of the evolving hospital site and modern theories of hospital design, which included cross ventilation and balconies and north-south orientation, to allow the benefits of sunlight and 'clean air' for patient care and cure. The formal design and aesthetic qualities demonstrate an outstanding and original interpretation of Edwardian/Inter-War Free Classical design. Designed by the Architect-in-Chief's Department it may have been influenced by the work of George Gavin Lawson. This distinctive style is repeated in other iterations in all the buildings in the North Terrace group. The Women's Health Centre and Allied Health Services Building are also derived from the 1921-22 Master Plan for a larger and more efficient hospital, and are essentially intact and capable of demonstrating hospital design theories of the time. Construction of both buildings was delayed due to depressed economic conditions, and they did not open for patients until late 1935. The Women's Health Centre was originally built as the new Outpatients' Department and its design reflects an important change in medical practices, with the separation of outpatients' treatment from admission wards. Similarly, the Allied Health Services Building, originally the Casualty and Admissions Department, reflects contemporary theories of hospital design by incorporating a range of ward and room sizes, to provide patients with accommodation appropriate for their treatment. Both buildings repeat the distinctive style and design vocabulary established in the adjacent Bice Building. Though not completed until 1946 due to the intervention of World War Two, the four-storey McEwin Building also belongs to the suite of multi-storeyed buildings first conceived in the early 1920s. Designed as the new Operating Theatre Block, it incorporated nine up-to-date general and specialised operating theatres, and well-equipped X-Ray department. It also included wards for surgical and medical cases, featuring balconies and sun decks for patient access to fresh air as an aid to recovery. Structurally, the building is a departure from the load-bearing face brick of its neighbours, being of steel-framed construction encased in concrete, with concrete floors and balconies, however the exterior is sheathed in face brickwork to harmonise with other buildings in the group. Its formal design and aesthetic qualities include the use of design details first established in the 1922 design for the adjacent Bice Building. The continuation of the earlier detail (particularly the bell cast roof form, rendered plinth and



face red brick walls) by the architects in the Architect-in-Chief's department when developing the 1930s Stripped Classical design links the buildings together, while allowing the McEwin Building to be assessed as an individually aesthetically significant building in its own right.

Subject Index Health - Hospital
Class State

STATUS

Status Code REG - Confirmed as a State Heritage Place in the SA Heritage Register
Status Date 28-AUG-2014

REFERENCE

LGA Adelaide
State Heritage ID 26413
Heritage Number 27070

SECTION 16 INFORMATION

Section 16 a - it demonstrates important aspects of the evolution or pattern of the State's history
d - it is an outstanding representative of a particular class of place of cultural significance
e - it demonstrates a high degree of creative, aesthetic or technical accomplishment or is an outstanding representative of particular construction techniques or design characteristics
f - it has strong cultural or spiritual associations for the community or a group within it

PLAN PARCEL & TITLE

As listed in the SA Heritage Register

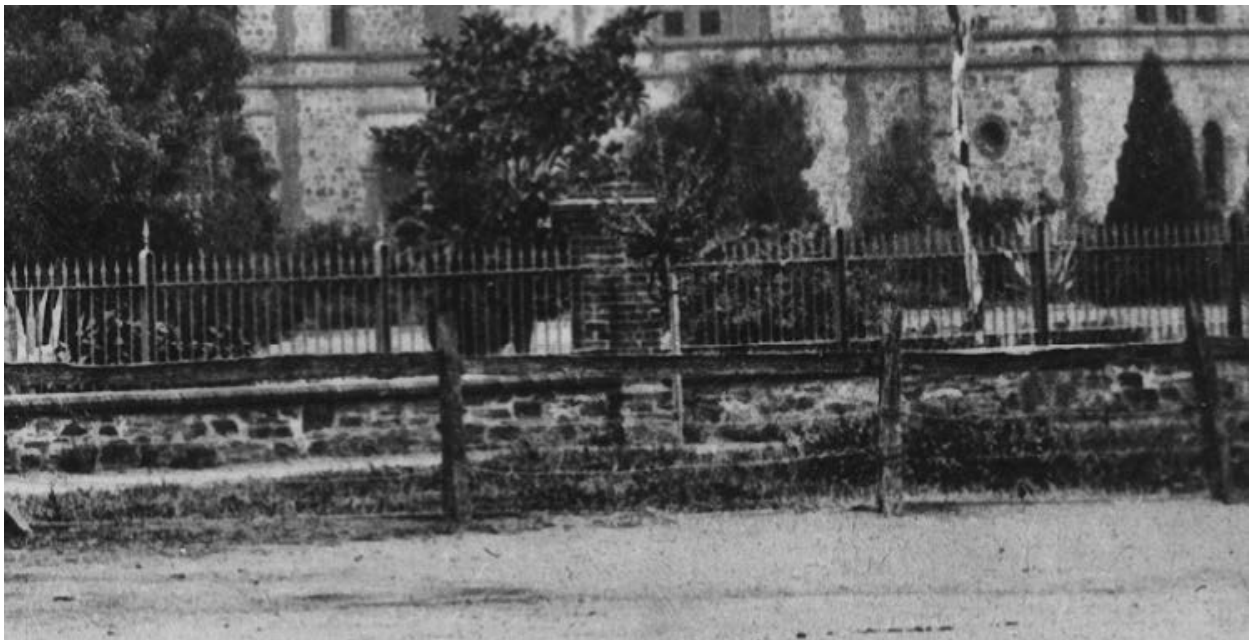
Plan Parcel & Title Information CT 6203/582 D51367 A25



APPENDIX 2 – HISTORIC IMAGES OF THE BOUNDARY FENCE



Earliest view of the front fence at the hospital, taken in 1870. (Image from SLSA B-7680 1870)



Detail of previous image showing the iron railing, a brick pillar, and the bluestone plinth



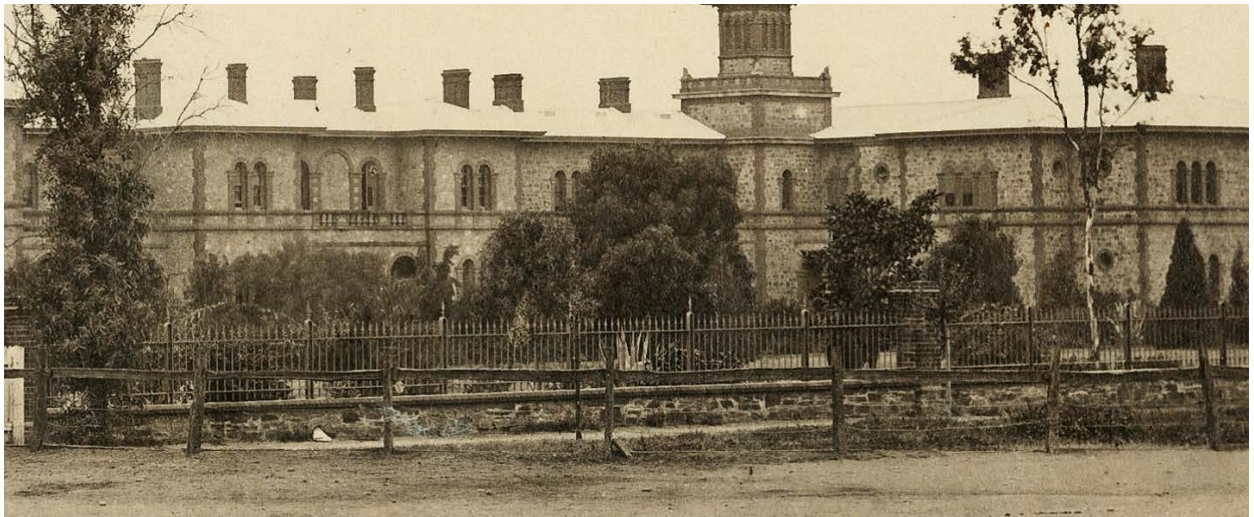
Partial view of the front fence of the hospital taken in 1872. The right hand portion of the fence has the same detailing as the old portions of the remnant front fence. (Image from SLA B-7868 1872)



Partial view of the western end of front fence of the hospital taken in 1873 from the Botanic Hotel. The remnant fence elements on site are clearly the lower infill parts of what was once a grand entry gate and fence design. (Image from SLA B-3718 1873)



A view in 1880 of the eastern gates adjacent to the Frome Road/North Terrace intersection. (Image from SLSA B-3738 1880)



View of the hospital front fence around 1900. Parts of this portion of the fence are likely the remnant fence on site. (Image from SLSA B-392 1900)



1894 image of the newly constructed East Wing. The original fence has already been reworked (compare to image B-3718 above). (Image from SLA PRF 631/2/6211894)



Partial view of the Allied Health building shortly after construction showing the front fence with the newer pillars, but the earlier iron railing. (Image from SLA B-6874 1936)



View of the Women's Health building and the recently completed Allied Health Building with the front fence clearly visible. (Image from SLSA B-6667 1935)



Aerial view of the hospital shortly after the completion of the McEwin building in the late 1940s. The front fence extent at that stage continued east of the Bice Building. (Image from SLSA B-11099 1946)



View of the front of the newly completed McEwin Building in 1946 with the newer modern pillars.
(Image from SLSA B-14019 1946)



APPENDIX 3 – PHOTOGRAPHIC SURVEY OF THE EXISTING REMNANT FENCE



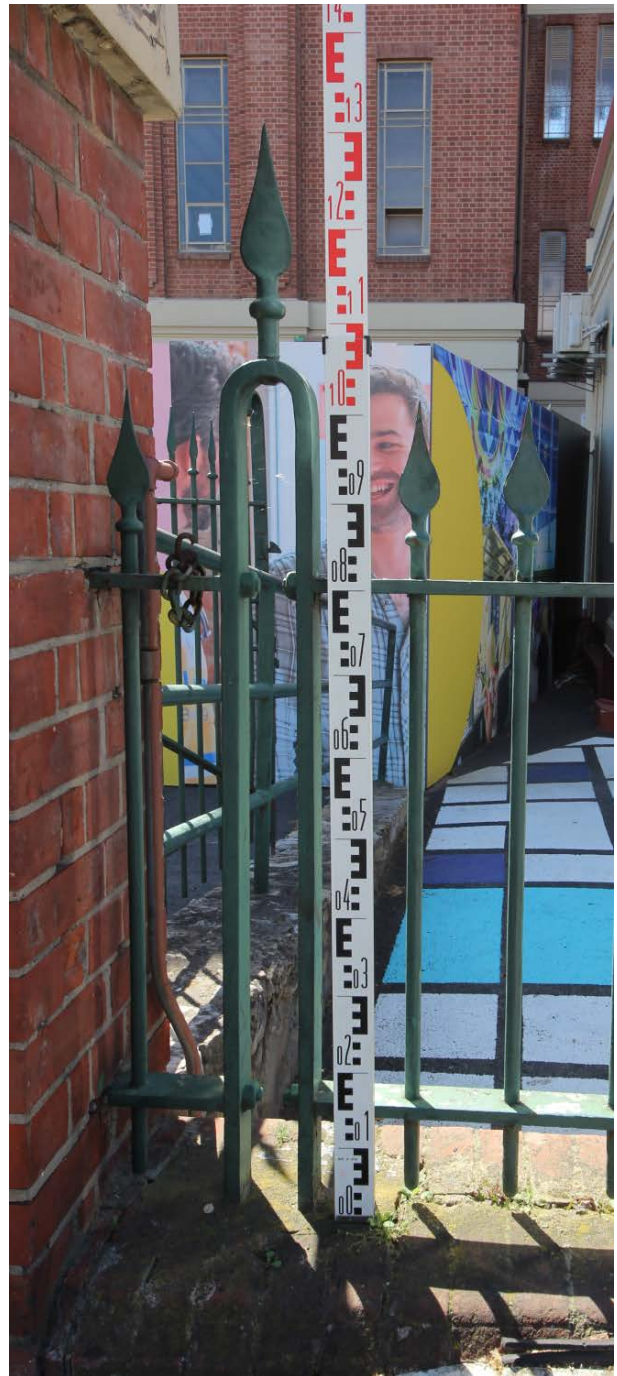
General view of the remnant fence portion in front of the Sheridan Building, viewed from inside the former hospital grounds.



View of the western 1930s pillar and newer garden wall in front of the McEwin Building



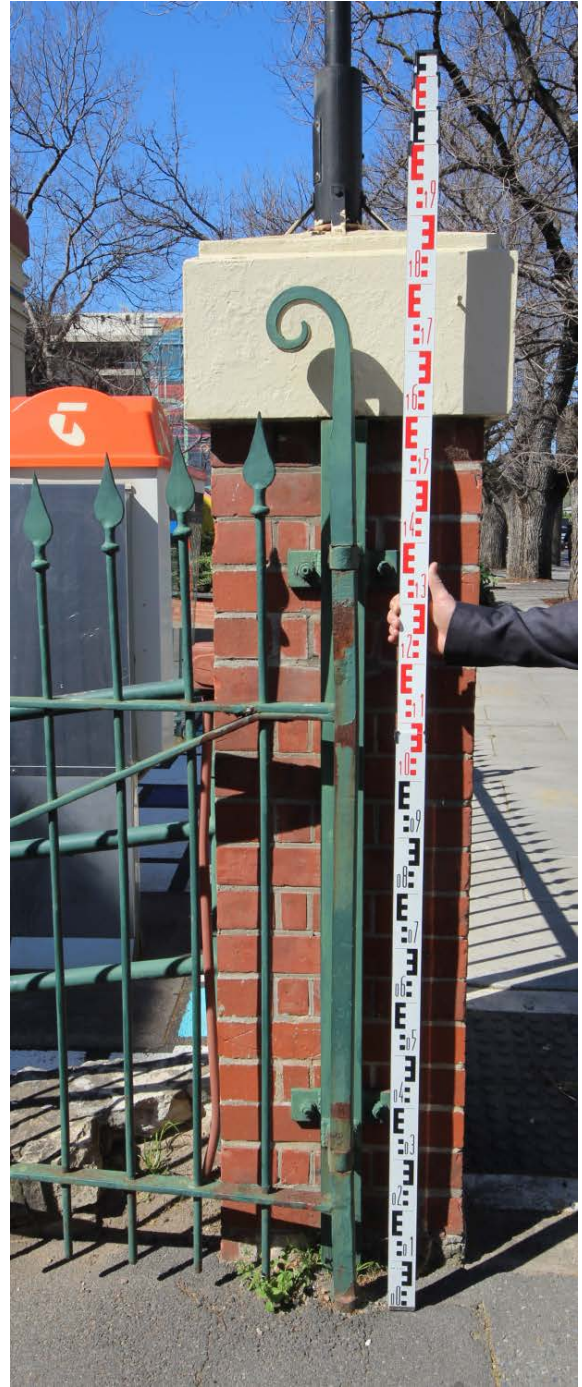
General view of the eastern gate adjacent to the Sheridan Building.



Detail views of the hooped plate iron support from the north and south sides.



Views of the original red brick pillar from the north and south sides.



Two examples of the newer 1930s pillars.



Gate detail adjacent to the Sheridan Building





Gate adjacent to the Sheridan Building



Typical wrought iron infill panel built into the brick pillars.



Detail view of spear on top of the hooped plate supports.



Detail of general spear top to iron railing infill.





Detail view of the bolt connections of the panels to the hooped plate supports.



Detail view of the top of one of the brick pillars.



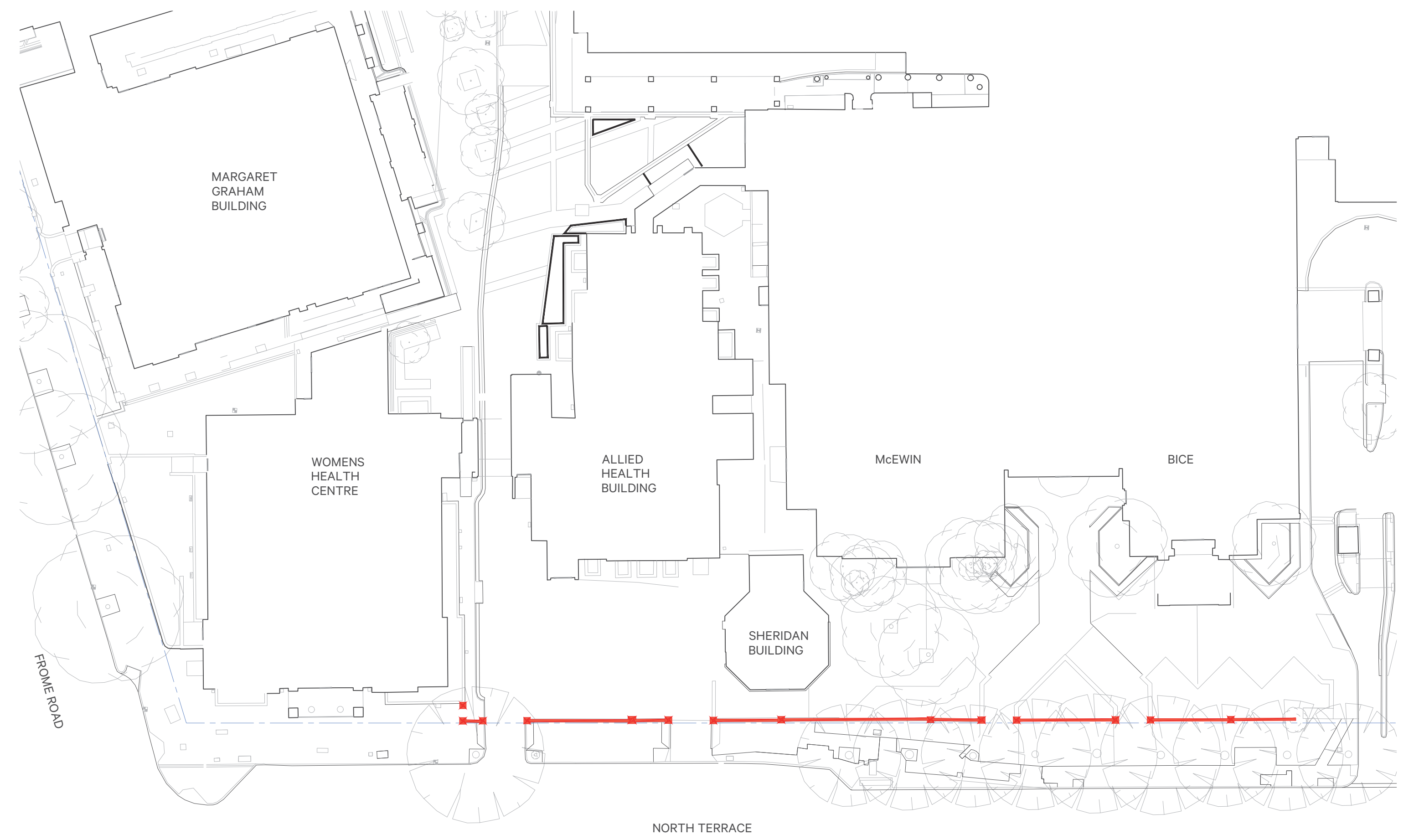
Detail view of the plinth to one of the brick pillars. Note the fretting joints in the bluestone due to the wall now acting as a retaining wall.



Detail view of the gate stile and a wrought spear top adjacent to the Allied Health Building.

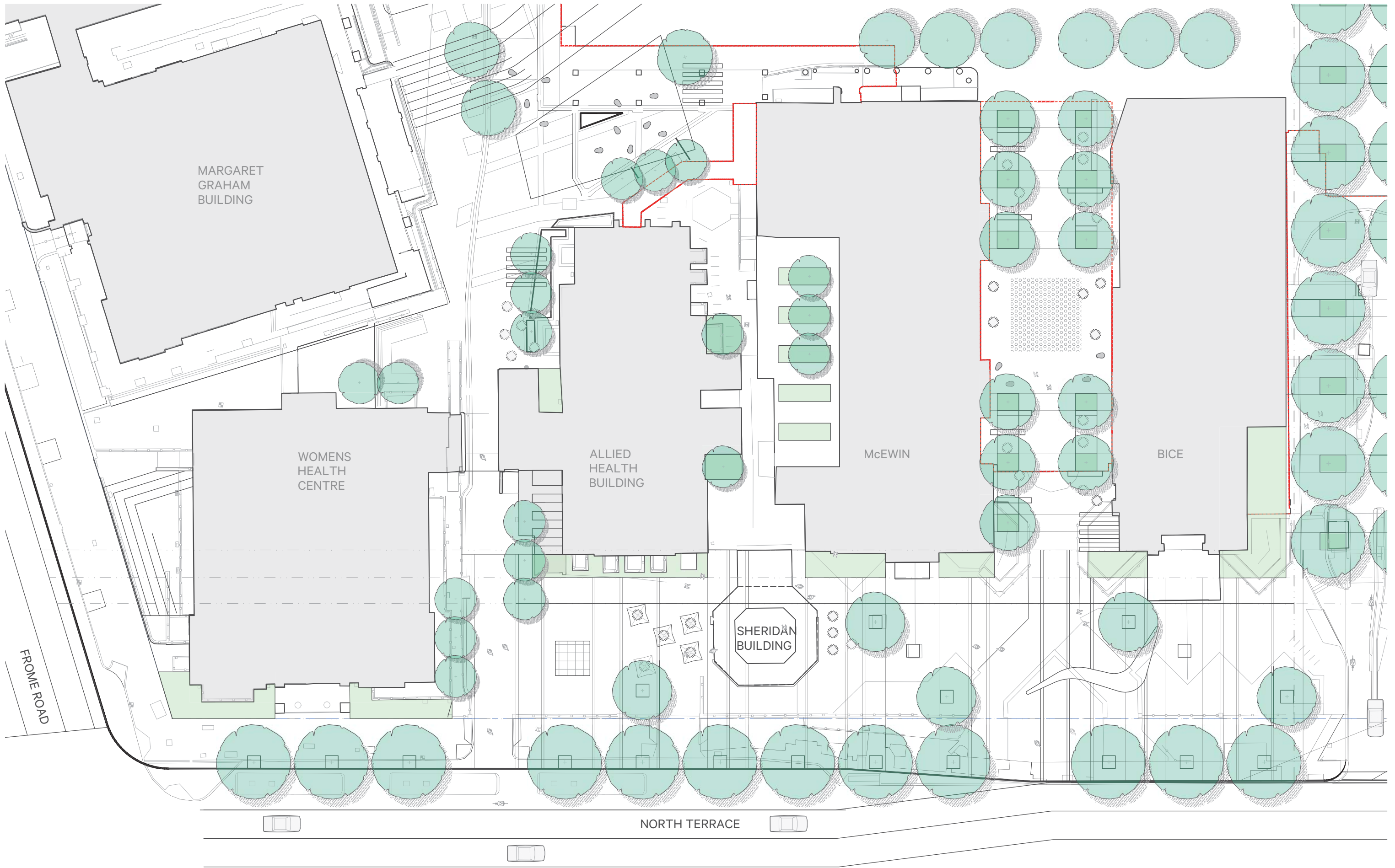
APPENDIX 4 – EXISTING SURVEY PLAN





APPENDIX 5 – PRELIMINARY PROPOSED SITE PLAN







Heritage South Australia

Economic and Sustainable
Development Group

Level 8
81-91 Waymouth Street
Adelaide SA 5000

GPO Box 1047
Adelaide SA 5001
Australia
DX138

Ph: +61 8 8124 4960

Fax: +61 8 8124 4980

www.environment.sa.gov.au

Ref: SH/26413D
Date: 19 September 2018

Secretary - Ms Alison Gill
State Commission Assessment Panel
GPO Box 1815
Adelaide 5001

Attention: Sharon Wyatt

Dear Ms Wyatt

DESCRIPTION: ROYAL ADELAIDE HOSPITAL (SOUTH-WEST PRECINCT) - STAGE 1 PUBLIC REALM DEVELOPMENT - INCLUDING REMOVAL OF REMNANT STATE HERITAGE LISTED FENCE ALONG NORTH TERRACE - FROME ROAD/NORTH TERRACE, ADELAIDE

Application number: 020/L079/18
Referral received: 18/09/2018
State heritage place: Royal Adelaide Hospital (South-West Precinct) [including Sheridan Building (former Kiosk), Bice Building, Women's Health Centre (former Outpatients' Department), Allied Health Services Building (former Admissions and Casualty Department), McEwin Building, Former Margaret Graham Nurses' Home (State Heritage Place No 13093), remnant iron-railing fence to North Terrace, and brick boundary wall to Frome Road], North Terrace ADELAIDE

The above application has been referred to the Minister for Environment and Water in accordance with Section 37 of the *Development Act 1993* as development that directly affects a State heritage place or, in the opinion of the relevant authority, materially affects the context within which a State heritage place is situated.

Subject to the recommendation set out below, the proposed development is considered to be acceptable in relation to the above State heritage place for the following reason/s.

- Proposed works will enhance the public realm setting, improve pedestrian access to the heritage place and provide interpretation opportunities for the former Royal Adelaide Hospital site. The scope of works supported are 'Stage 1' only, as detailed on pages 34 and 36 of the Stage 1 Public Realm submission.
- The front fence (brick and cast iron) is proposed to be demolished in this application. Heritage South Australia has visited the site to inspect the fence. Parts of the fence date from the 1855-69 period of the site, but the condition of this early masonry is very poor and requires substantial conservation work and lowering of ground levels to expose the now buried plinth. Remnant sections of cast iron fencing are in better condition, but require paint protection. Many early pillars and the original semi-circular entrance gates have been removed – either in the 1930s or during the post war development of the site. Approximately half of the early pillars have been removed, or replaced with c1930s and 1980s era pillars. Therefore, while the fence and gates are included in the heritage listing of the place, removal is not contested by Heritage South Australia, as:
 - 1855-69 period early fence elements do not date from the period of significance associated with the State heritage place (identified as early to mid 20th Century period)
 - early fence elements are of considerable heritage significance as building fabric associated with the early development of the site, but are now in very poor

condition and low in integrity, with much of the fencing already removed or rebuilt to match styling of later ward buildings. As a result of substantial changes over time, the siting of the fence is now less important than the remnant early built fabric of the fence and brick pillars.

- Fence removal will allow greater access to the former hospital site and will also allow continuation of the North Terrace boulevard along North Terrace, physically connecting the site to the other heritage listed institutions along the cultural boulevard.
- Later fencing (1930s and 1980s pillars) is of minor importance in the understanding of the heritage values of the place – which is predominantly illustrated in the hospital buildings of the site. Removal of fencing of this era will not alter understanding of the heritage values of the place.
- Removal of early portions of fencing is only supported if the fencing is retained and reinstalled as an interpretation project on site, as per below Condition.
- Proposed removal of the northern additions to the Sheridan Building are supported, as the additions compromise understanding of the original form of the place as a pavilion.
- Tree removals – no heritage issues of concern, as the trees are not considered part of the heritage values of the place – as a hospital site. Further, trees to be removed were established after the period of significance associated with the place.
- Removal of pipe balustrading to light wells of Allied Health and Women's Health Buildings – handrails are utilitarian in nature and while original, are not of particular heritage value in the understanding of the heritage value of the place. Removal is supported, subject to below condition.

Recommendation

A. The following condition/s should be incorporated into any consent or approval.

Condition 1: A full photographic record and a measured site plan of the fence is to be prepared prior to the commencement of demolition works, to the satisfaction of SCAP (State Commission Assessment Panel) in consultation with the Department for Environment and Water.

Reason for condition: To retain a public record of heritage fabric to be removed.

Condition 2: Cast iron fence panels, gates, posts and other parts are to be carefully dismantled, labelled and stored in a secure location for future reuse. Brick fence pillars from the 1855-69 period are to also be dismantled and the bricks stored for reconstruction into the future, to the satisfaction of SCAP in consultation with the Department for Environment and Water.

Reason for condition: To retain early building fabric for any future interpretation opportunities on the site.

Condition 3: A draft concept proposal for the interpretive (public art) reuse of salvaged fence panels and brick pillars on the site is to be provided within three months of Planning Consent, to the satisfaction of SCAP in consultation with the Department for Environment and Water.

Reason for condition: To ensure reuse of significant heritage fabric on site, in support of the public interpretation of the heritage values of the place.

Condition 4: Sheridan building - final details of the proposed demolition methodology and intended weatherproofing of remaining openings to be provided prior to commencement of works, to the satisfaction of SCAP in consultation with the Department for Environment and Water.

Reason for condition: To ensure building fabric of significance is not damaged and that the building is suitably secured and weatherproofed, prior to future works to the place.

Condition 5: Light well plinth kerbing to remain intact (raised) after the removal of balustrades (to be cut at base) to Allied Health and Women's Health buildings, pending final design of paving/ drainage across the site in a future development application. Details of proposed metal grate covers and fixing method to also be provided, to the satisfaction of SCAP in consultation with the Department for Environment and Water.

Reason for condition: To ensure building fabric of significance is not removed until final site works details are resolved in a future application.

General notes

1. Should Council not adopt the above recommendation in full, it will be necessary to obtain the concurrence of the State Commission Assessment Panel before a decision is conveyed to the applicant.
2. Any changes to the proposal for which planning consent is sought or granted may give rise to heritage impacts requiring further consultation with the Department for Environment and Water, or an additional referral to the Minister for Environment and Water. Such changes would include for example (a) an application to vary the planning consent, or (b) Building Rules documentation that incorporates differences from the proposal as documented in the planning application.
3. To ensure a satisfactory heritage outcome, the relevant planning authority is requested to consult the Department for Environment and Water in finalising any conditions or reserved matters above.
4. In accordance with Regulation 43 of the *Development Regulations 2008*, please send the Department for Environment and Water a copy of the Decision Notification.
5. The relevant planning authority is requested to inform the applicant of the following requirements of the *Heritage Places Act 1993*.
 - (a) If an archaeological artefact believed to be of heritage significance is encountered during excavation works, disturbance in the vicinity shall cease and the SA Heritage Council shall be notified.
 - (b) Where it is known in advance (or there is reasonable cause to suspect) that significant archaeological artefacts may be encountered, a permit is required prior to commencing excavation works.

For further information, contact the Department for Environment and Water.

6. The relevant planning authority is requested to inform the applicant of the following requirements of the *Aboriginal Heritage Act 1988*.
 - (a) If Aboriginal sites, objects or remains are discovered during excavation works, the Aboriginal Heritage Branch of the Aboriginal Affairs and Reconciliation Division of the Department of the Premier and Cabinet (as delegate of the Minister) should be notified under Section 20 of the *Aboriginal Heritage Act 1988*.

Any enquiries in relation to this application should be directed to Michael Queale on telephone (08) 8207 7711 or e-mail michael.queale@sa.gov.au.

Yours sincerely

A handwritten signature in black ink, appearing to read 'MQ', followed by a long horizontal flourish and a period.

Michael Queale
Senior Heritage Conservation Architect
Department for Environment and Water
as delegate of the
MINISTER FOR ENVIRONMENT AND WATER