

Heritage Impact Assessment Letter
Building 28 – Royal Prince Alfred Hospital, Missenden Road

20 February 2024

For Attention: CPB Contractors

HERITAGE IMPACT ASSESSMENT LETTER

BUILDING 28 – ROYAL PRINCE ALFRED HOSPITAL, MISSENDEN ROAD

1. Background

Heritage 21 has been engaged by CPB Contractors in the context of campus infrastructure works under a Review of Environmental Facts (REF) #5 Early Works Package Number 7 for approval by Health Infrastructure. The works pertain to Building 28 – Capital Infrastructure and Engineering (previously referred to as the Boiler House, Engineering and Medical Records Asset).

On 19 February 2024 Heritage 21 received a set of design plans by Jacobs ('the drawings') pertaining to the proposed works at the site. The assessment contained in this letter is based upon those drawings and has been informed by preliminary research.

2. Authors

This Heritage Impact Assessment Letter has been prepared by Emily McSkimming, Senior Heritage Project Manager at Heritage 21.

3. Site Identification

The Royal Prince Alfred (RPA) Hospital campus is located in Sydney's inner west suburb of Camperdown, within the City of Sydney Local Government Area. The campus is situated between the University of Sydney to the east and the residential area of Camperdown to the west. A north-south arterial road (Missenden Road) divides the campus into two distinct portions, known as the East and West Campuses. The northern boundary of the campus is defined by the Queen Elizabeth II Rehabilitation Centre and the southern extent of the campus is defined by Carillon Avenue.

The works are proposed to Building 28, which is located on the Western Campus and within Lot 4 DP880430.

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Figure 1. Aerial view of the site. The RPA Hospital site is outlined in red. The Lot 4 DP880430, which contains the subject building, is outlined in blue. (Source: NSW Land and Property Information, 'SIX Maps', accessed 12 December 2021, annotated by Heritage 21, <http://maps.six.nsw.gov.au/>).

4. Heritage Context

4.1 Heritage Listings

The RPA Hospital precinct contains several heritage items listed under Schedule 5 of the Sydney Local Environmental Plan ('SLEP') 2012. The subject site also contains several items listed on the NSW State Heritage Register, the NSW Health s.170 Register, the National Trust

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Register, the Royal Australian Institute of Architects Register of Significant Architect in NSW and the Former Register of the National Estate.¹

The details of the listings follow:

Statutory List – Legislative Requirements			
Sydney Local Environmental Plan 2012			
Item/HCA Name	Address	Significance	Item Number
Royal Prince Alfred Hospital group including buildings and their interiors, trees and grounds	Missenden Road	State	I68
University of Sydney Heritage Conservation Area	-	Local	C5
State Heritage Register			
Item Name		Address	Item No.
Royal Prince Alfred Hospital Admission Block		Missenden Road, Camperdown	00830
Royal Prince Alfred Hospital – Victoria & Albert Pavilions		Missenden Road	00829
S.170 Register			
Item Name		Address	
1936 Nurses' Home		10 Missenden Road (East Side)	
Accounts, Nutrition, Dietetics and Credit Union		75-81 Missenden Road	
Admission Block		10 Missenden Road (East Side)	
Albert and Victoria Pavilion		10 Missenden Road (East Side)	
Audio Visual Department & Stores		Carillon Avenue	
Boiler House		Carillon Avenue	
Bonds Restaurant Facade, Mallett Street Campus, University of Sydney		97-99 Church Street	
D Block and Gloucester House Drive		10 Missenden Road (East Side)	
Fairfax Institute of Pathology		10 Missenden Road (East Side)	
General Outpatients Buildings		Lucas Street	
Gloucester House		10 Missenden Road (East Side)	
Gloucester House Lawn Gardens		10 Missenden Road (East Side)	
Immunology Building		10 Missenden Road (East Side)	
John Hopkins Drive		10 Missenden Road (East Side)	
King George V Gardens		10 Missenden Road (East Side)	
King George V Memorial Hospital		Missenden Road	

¹ The Register of the National Estate ceased as a statutory heritage list in 2007; however it continues to exist as an inventory of Australian heritage places.

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Medical Records, Social Work and Computer Services	Lucas Street	
Missenden Rd - Main Front Garden	10 Missenden Road (East Side)	
Morgue and Chapel	10 Missenden Road (East Side)	
Page Chest Pavilion	119-143 Missenden Road	
Psychiatry/Anaesthetics Block	10 Missenden Road (East Side)	
Queen Mary Building	75-81 Missenden Road (Queen Mary Building)	
Radiotherapy & Stores	Carillon Avenue	
Resident Medical Officers' Quarters	10 Missenden Road (East Side)	
Salisbury Street	10 Missenden Road (East Side)	
Schlink Block Courtyard	10 Missenden Road (East Side)	
School for Nursing	106-112 Church Street	
The Quadrangle	10 Missenden Road (East Side)	
The Rear Gardens	10 Missenden Road (East Side)	
Two Original Wings to 1876 Hospital	10 Missenden Road (East Side)	
University Boundary	10 Missenden Road (East Side)	
Non Statutory List		
National Trust Register – National Trust of NSW		
Item Name	Address	
Victoria and Albert Pavilions	Missenden Road	
Administration Block RPA	Missenden Road	
Former Nurses Home	Missenden Road	
Gloucester House	Missenden Road	
King George V Memorial Hospital	Missenden Road	
Original Wings to 1876 Hospital	Missenden Road	
RPA Hospital Precinct	Missenden Road	
Former Register of the National Estate		
Item Name	Address	Item No.
King George V Memorial Hospital	83-117 Missenden Road	2373
Royal Prince Alfred Hospital	Missenden Road, Camperdown	2354
RAIA Register of Significant Architecture in NSW		
Item Name	Address	Item No.
Gloucester House	Gloucester House Drive off Missenden Road	4700709
King George V Memorial Hospital	Missenden Road	4700710

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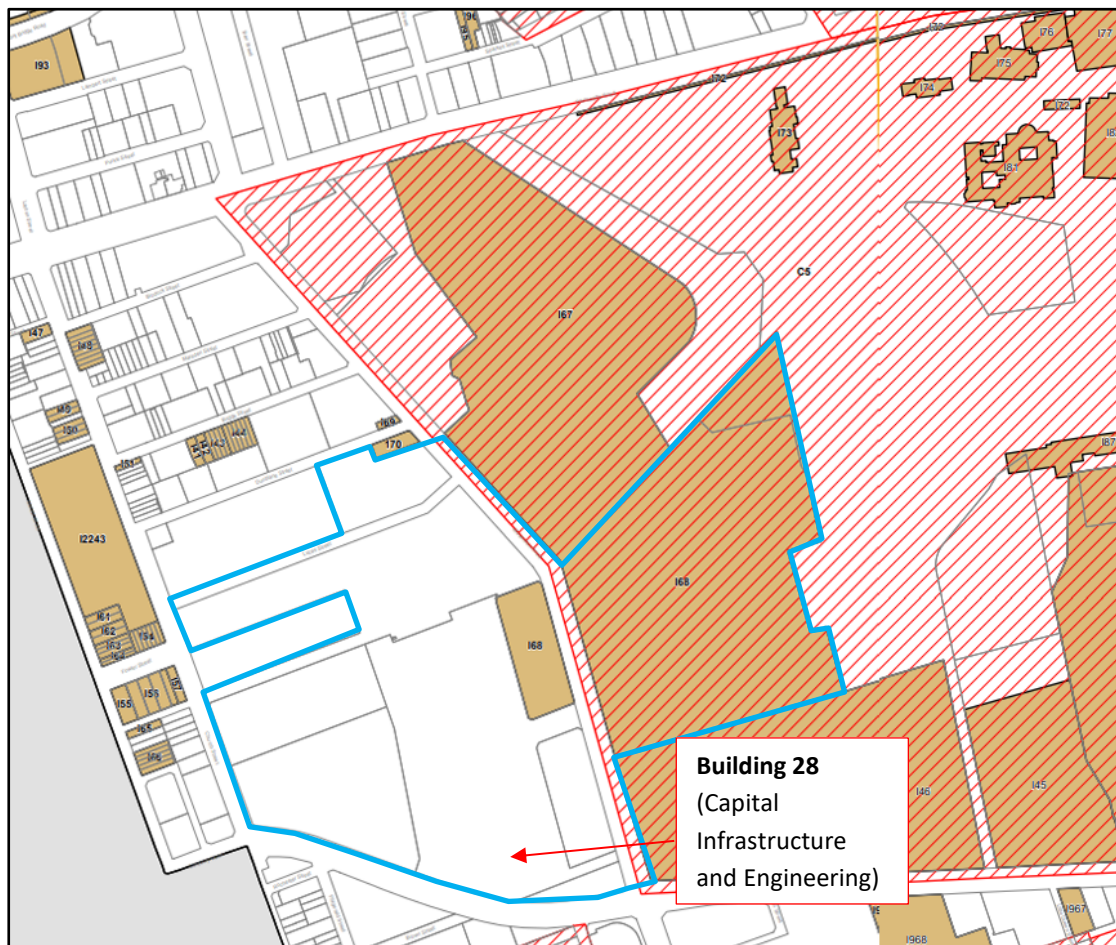


Figure 2. Combined Heritage map HER_002 and HER_009 of SLEP 2012 showing the location of the RPA Hospital outlined in blue, heritage items are in brown and heritage conservation areas are cross hatched red. (Source: City of Sydney Council, 'Sydney Local Environmental Plan', 2012, annotated by Heritage 21).

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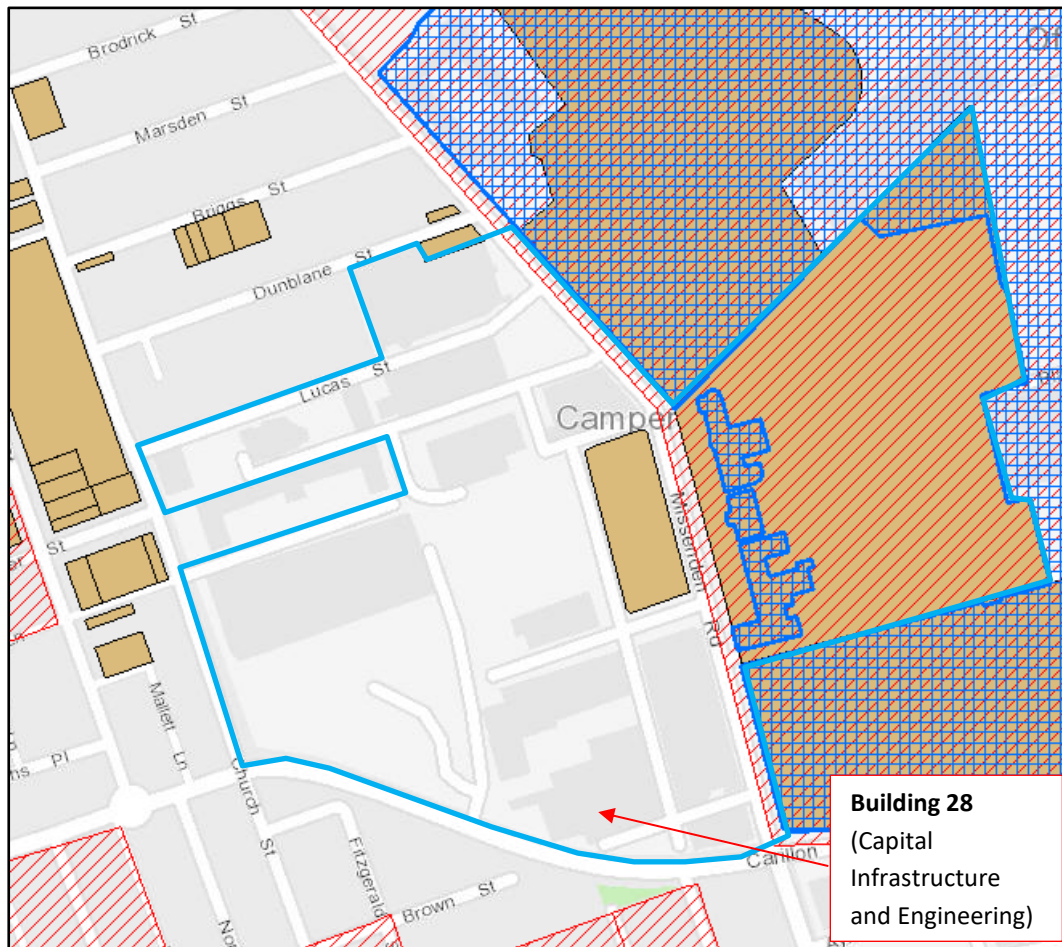


Figure 3. NSW ePlanning map. The location of the RPA Hospital is outlined in light blue, locally listed heritage items are in brown, heritage conservation areas are cross hatched in red, and state listed heritage items are cross hatched in blue. (Source: ePlanning Spatial Viewer, <https://www.planningportal.nsw.gov.au/spatialviewer/#/find-a-property/address>, annotated by Heritage 21).

4.2 Heritage Conservation Areas

As depicted in Figure 2 above, the RPA Hospital site is located within the boundaries of the University of Sydney Heritage Conservation Area ('HCA'), listed under Schedule 5 of the SLEP 2012.

- **Contributory Item** – the property makes an important and significant contribution to the character and heritage significance of the HCA.
- **Neutral Item** – the property does not contribute nor detract from the character and heritage significance of the HCA.
- **Detracting Item** – the property is intrusive to the character and heritage significance of the HCA.

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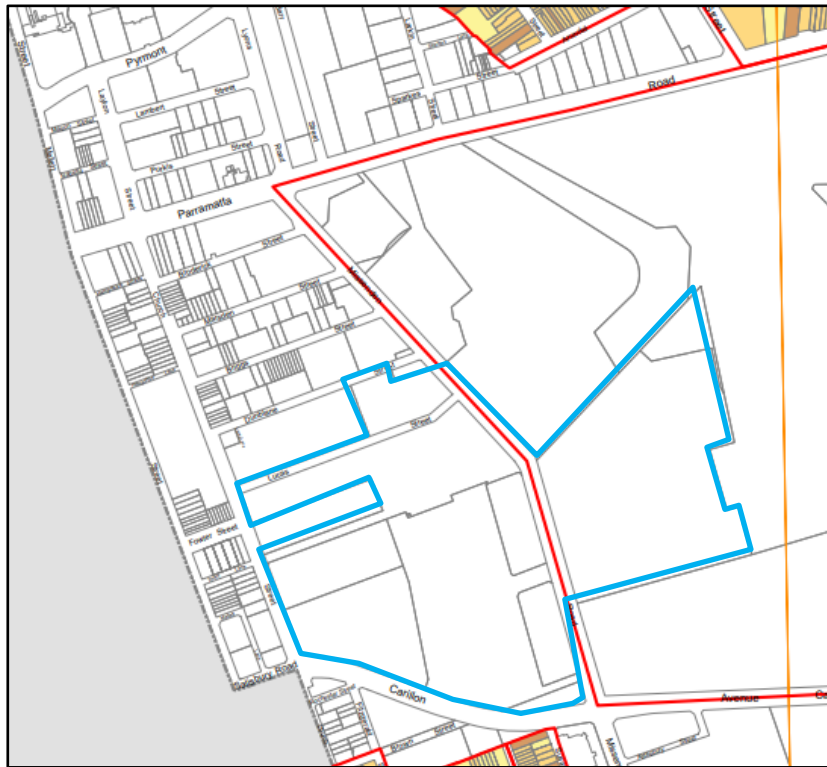


Figure 4. Sydney of City Building Contributions Map 2, the RPA Hospital precinct is outlined in blue. (Source: Sydney DCP 2012, <https://www.cityofsydney.nsw.gov.au/development-control-plans/sydney-dcp-2012>, annotated by Heritage 21).

The subject site is a core part of the University of Sydney Heritage Conservation Area. While the Royal Prince Alfred Hospital contains, contributory, neutral and detracting elements, Heritage 21 believes that the subject site is overall, a contributory item within the HCA.

4.3 Heritage Items in the Vicinity

As depicted in Figure 2 above, the subject site is situated within the general vicinity of the following heritage items and HCA listed under Schedule 5 of the SLEP 2012. The details of the listings follow:

Item/HCA Name	Address	Significance	Item Number
St Andrew's College, University of Sydney including main building and interior, quadrangle and grounds	19 Carillon Avenue, Camperdown	Local	146
Women's College group, University of Sydney including building interiors and grounds	15 Carillon Avenue, Camperdown	State	145
St John's College, University of Sydney including main	8A Missenden Road, Camperdown	Local	167

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building and interior, quadrangle, gate lodge and interior, fence and gate and grounds			
Alfred Hotel including interior	51-55 Missenden Road, Camperdown	Local	170
Shop and residence including interiors	49 and 49A Missenden Road, Camperdown	Local	169
Terrace group including shop front alterations and interiors	89–91 Fowler Street, Camperdown	Local	157
Terrace group including interiors	2–14 Fowler Street, Camperdown	Local	154
Former Bonds Industries complex including building interiors, Electricity Substation No 181, Chesty Bond Mural and former commercial building facade (at 97–99 Church Street) for “Bonds Cafeteria”	64-106 Mallet Street, Camperdown	Local	12243
Bligh and Camperdown Terrace Heritage Conservation Area	Newtown	Local	C38

The subject site is situated within the general vicinity of the following heritage items listed on the State Heritage Register. The details of the listings follow:

Item Name	Address	Significance	Item Number
The University of Sydney, University Colleges, and Victoria Park	Cnr of Parramatta and City Roads, Camperdown	State	01974

Among the above heritage items in the vicinity listed above, the proposed works would not be in the visual catchment to any of these items.

4.4 Building 28 – Capital Infrastructure and Engineering

The subject building **does not** form part of the local or state statutory heritage listings for the subject site. The subject building **is not** located within the University of Sydney HCA. The subject building **is not** located within the visual catchment of any heritage items in the vicinity.

However, as indicated in the table with Section 4.1, the subject building **is** listed under the s.170 Health Register under ‘Boiler House’.

5. Significance Assessment

5.1 Physical Evidence

The following physical description has been extracted from the Conservation Management Plan 1997 for the subject site, under Building 28:

The Boiler House is located off Missenden Road, on the corner of Susan and Rochester Streets. The building is a three level concrete and brick structure with rendered and face brick cladding, brick internal partitions, concrete floor and flat concrete roofs. The laundry and engineering services section steps down the hill to the west and is a steel framed structured with matching rendered brick cladding and concrete floors. The steel trussed roofs have corrugated, asbestos cement roofing and roof lights, all concealed by a parapet to give the appearance of a flat roof. The whole building is approximately 192 feet long by 130 feet wide. A large brick chimney stack is incorporated within the building and goes through the roof between Boilers No. 4 and No. 5. A new steel chimney stack has been added to the serve the new boilers.

The Boiler House is designed in the Modern style with flat roofs with projecting slabs, geometric massing of forms, horizontal and vertical bands of steel windows and plain rendered surfaces. The additions carry on some of the themes but are more austere and have simple pairs of double hung timber windows. There have been various minor additions including across the front of the originally glazed wall to the boiler room, various large vents, banding to the chimney etc. The Boiler House is in poor condition with extensive concrete cancer. The additions are in better condition, the only effect being ruse to the arch bars over the windows.

The buildings are connected at basement level to the rest of the hospital via tunnels. Steam is reticulated via the tunnels for use in kitchens, sanitisers, sterilisers and for heating. The tunnels are also used to transport laundry to this building.²

² Heritage Group State Projects, *Royal Prince Alfred Hospital Conservation Management Plan*, NSW Department of Public Works & Services, 1997.

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Figure 5. External view to Building 28, from Susan Street facing south-west. (Source: Google Maps, accessed on 12 December 2022, www.google.com/maps)



Figure 6. External view to the rear of the building, currently being used as the medical gas storage compound. (Source: Heritage 21, site visit conducted on 19 August 2022)

5.2 Established Significance

5.2.1 Royal Prince Alfred Hospital

The following Statement of Significance has been extracted from the Conservation Management Plan 1997 for the subject site, under Building 28:

Royal Prince Alfred Hospital is of cultural significance:

- for its continuous use as a major Australian medical and surgical hospital since its opening in 1882.*
- as the first hospital, in Australia, to be established as a training hospital, with legislated links to a University Medical School.*
- as a leading medical research institution, both historically and now.*
- for its continued association with Sydney University, primarily in the provision of medical education, with links at the level of the*
- Senate of the University and the Board of the hospital as well as at the medical level.*
- for the continuing development of the hospital's high standard of medical theory and practice, evident in changes to the building fabric.*
- as a memorial, erected by Sydney residents, to the attempted assassination of HRH Prince Alfred. The Royal family continue to be patrons of the hospital.*
- for its establishment as a charity hospital, funded largely by public subscription gathered from Sydney residents.*
- as it contains the remnants of probably the most elaborate pavilion general hospitals in Australia, set in a landscaped garden.*
- for the design of the original pavilion layout, which was based on British and Colonial examples and incorporated the latest innovations in hospital design and layout. It represents the peak of the building type, on a worldwide level, and an early example, in Australia, of a pavilion hospital.*
- as the earliest of the two specifically designed pavilion style ward blocks of general hospitals in inner Sydney.*

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- *for the close contact that Alfred Roberts maintained with Florence Nightingale regarding a suitable layout for the hospital and the design of the Nurses Home. Many of her ideas were embodied in the original hospital layout and in the detailed design of the ward pavilions.*
- *As containing physical evidence, in the original hospital layout and plantings, of mid nineteenth century theory regarding the transmission of disease by 'miasmas'.*
- *As the site of pioneering medical technology including the early introduction of the Listerian techniques of antisepsis and subsequently asepsis.³*

5.2.2 Building 28

The following Statement of Significance has been extracted from the Conservation Management Plan 1997 for the subject site, under Building 28:⁴

The Boiler House is of moderate significance for the following values:

- *It is one of the last “old type” hospital boiler houses left intact in the Sydney Metropolitan area.*
- *It incorporates large scale steam technology, ie coal-fired boilers and associated equipment and steam-operated machinery.*
- *The Boiler House is an exceptional representative example of boilers houses and equipment that served the hospital system of NSW.*
- *The steam system is intact and capable of demonstrating the operation of coal fired steam generation.*
- *The Boiler House was and continues to be an integral part of the hospitals development and operation indicating the on site provision of essential services.*
- *With the modern boilers, it demonstrates the development of steam technology.*
- *The building is an example, and one of the first, “Modern” style buildings by Stephenson, Meldrum and Turner on the site.*

³ Ibid.

⁴ Heritage Group State Projects, *Royal Prince Alfred Hospital Conservation Management Plan*, NSW Department of Public Works & Services, 1997.

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The comparative significance of the boilers is not known. Value should be assessed in relation to other coal fires steam boilers in the hospital system and elsewhere.

The Engineering Services and Laundry buildings are not culturally significant.

6. Proposed works

The proposed activity comprises alterations and additions to the Capital Infrastructure and Engineering (CI & E) building loading dock located off Rochester Street in the RPA Hospital West Campus. Specifically, the works are to establish a reconfigured and expanded West Medical Gases Compound (MGC).

The demolition work includes:

- Existing landscape area to be demolished to 300mm below existing ground level in preparation for new works;
- Existing fences to be removed;
- Existing trees to be removed;
- Existing walls to be removed to extent required for new works;
- Existing diesel tank proposed to be removed;
- Existing fence and door to be removed to extent required for new works; and
- Existing railings to be removed to extent required for new works.

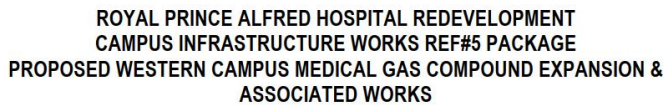
The new construction work includes:

- New vaporisers;
- New 20kL Emergency Tank;
- New 30kL Primary Tank;
- New natural finish RC slab;
- Fire rated walls to be provided for fire rated requirement;
- New ramp;
- New security fencing and access gate to new store area;
- New landing flush with existing storage level; and
- New flamage gas cylinder storage bays.

7. Drawings

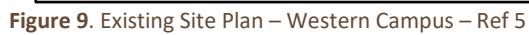
Our assessment of the proposal is based on the following drawings by Jacobs dated 19 February 2024 and received by Heritage 21 on the same date. These are reproduced below for reference only; the full set of drawings accompanying the application should be referred to for any details.

Building 28 – Royal Prince Alfred Hospital, Missenden Road

[illegible]

H21

Building 28 – Royal Prince Alfred Hospital, Missenden Road



Building 28 – Royal Prince Alfred Hospital, Missenden Road



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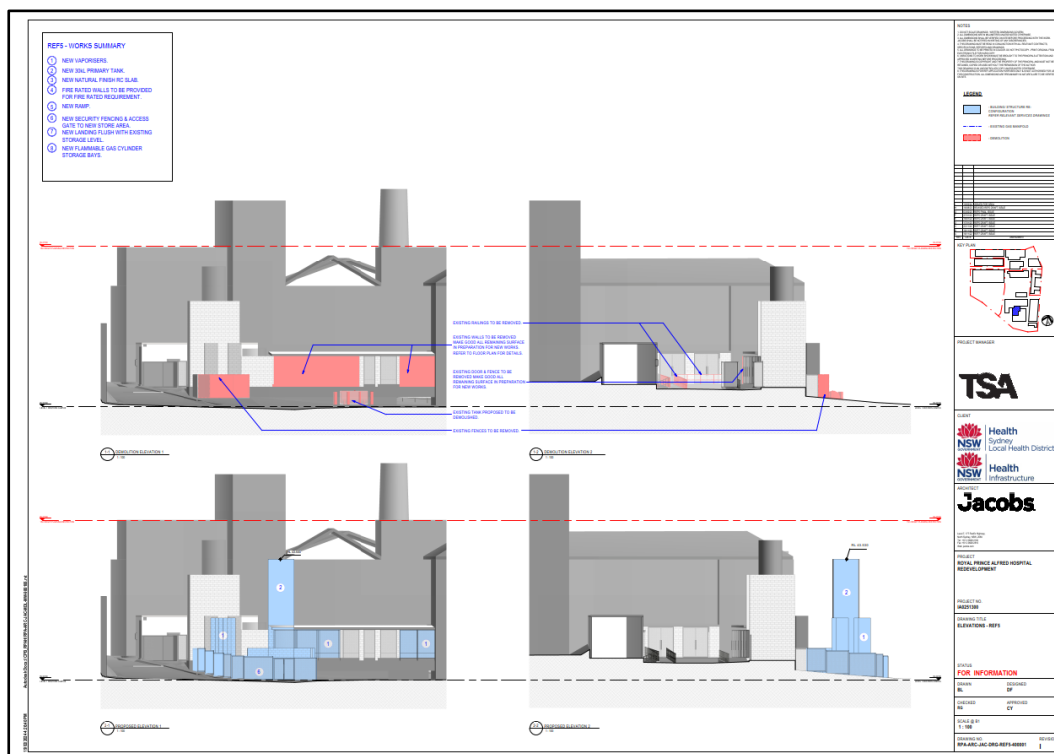


Figure 13. Elevations – REF 5

8. Recommended Conservation Policy

The following Recommended Conservation Policy has been extracted from the Conservation Management Plan 1997 for the subject site, under Building 28:

Boiler House:

- Continue to use the Boiler House for steam generation.
- Preferably retain external fabric and machinery in accordance with the Burra Charter.
- Adapt or remove in part if necessary for function of overall retention.
- Carry out further research on the comparative value of the boilers, etc.
- If retention of machinery is not possible (assuming moderate value) retain samples of each element to allow interpretation of coal fires steam generation and record any elements removed.

Engineering, Services and Laundry:

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*Retain, recycle, remove, modify as required.*⁵

9. Heritage Impact Assessment

The proposed works pertain to Building 28 – Capital Infrastructure and Engineering (previously referred to as the Boiler House, Engineering and Medical Records Asset) located within the RPA Hospital Precinct. The subject building does not form part of the local or state statutory heritage listings for the subject site. The subject building is not located within the University of Sydney HCA and is not located within the visual catchment of any heritage items in the vicinity. However, the subject building is listed under the s.170 Health Register under ‘Boiler House’ and is considered to be of moderate significance within the greater context of the RPA Hospital precinct.

The proposed works are located to the north-western area of Building 28. This area, which is at the rear of the Boiler House structure, is currently being used as a medical gas storage compound. No services or structures within this compound are considered to possess heritage value. As per best heritage management practice, and the Conservation Policies for Building 28 identified in Section 8 of this report, the existing services can be retained, recycled, removed or modified, as required. The proposed scope of works, which involves the removal of some of the existing structures and installation of new services, would not impact upon any identified significant fabric. As such, it would not engender a negative impact upon the Boiler House structure or its heritage significance in the context of the RPA Hospital precinct.

We also note that the proposed new 30kL primary tank would be of considerable scale, compared to the existing infrastructure. However, as this structure would be sited at the rear of the site, it would not impact upon the presentation of the Boiler House structure from the Susan Street or Carillon Street streetscapes.

⁵ Heritage Group State Projects, *Royal Prince Alfred Hospital Conservation Management Plan*, NSW Department of Public Works & Services, 1997.

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10. Conclusion

As discussed above in Section 9, Heritage 21 is of the view that the proposal would engender a neutral impact on the heritage significance of Building 28 and the wider RPA Hospital precinct.

Yours sincerely,



Emily McSkimming
Senior Heritage Project Manager

B.Eng Civil (Hons 1st Class)

Master of Project Management

Master of Structural Analysis of Historical Structures and Monuments

Member of Australia ICOMOS – M. Australia ICOMOS

Member of Engineers Australia MIEAust