



FINAL REPORT

OLD ROYAL ADELAIDE HOSPITAL SITE – DEMOLITION, INFRASTRUCTURE AND REFURBISHMENT OF RETAINED STATE HERITAGE BUILDINGS PROJECT

4TH REPORT OF THE 54TH PARLIAMENT

PUBLIC WORKS COMMITTEE

Tabled in the House of Assembly and ordered to be published, 2 August 2018

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THE PUBLIC WORKS COMMITTEE

The Public Works Committee is established pursuant to sections 12A, B and C of the *Parliamentary Committees Act 1991*, proclaimed February 1992. The members of the twentieth Public Works Committee are:

- **Mr Dan Cregan MP (Presiding Member)**
- **Mr Steve Murray MP**
- **Mr Stephen Patterson MP**
- **Hon Tom Koutsantonis MP**
- **Hon Tony Piccolo MP**

Staff assisting the Committee are:

Parliamentary Officer:	Mr Patrick Dupont
Research Officer:	Mr Simon Macdonald

THE FUNCTIONS OF THE COMMITTEE

Section 12C of the *Parliamentary Committees Act 1991* defines the functions of the Public Works Committee as:

- (a) to inquire into and report on any public work referred to it by or under this Act, including-
- (i) the stated purpose of the work;
 - (ii) the necessity or advisability of constructing it;
 - (iii) where the work purports to be of a revenue-producing character, the revenue that it might reasonably be expected to produce;
 - (iv) the present and prospective public value of the work;
 - (v) the recurrent or whole-of-life costs associated with the work, including costs arising out of financial arrangements;
 - (vi) the estimated net effect on the Consolidated Account or the funds of a statutory authority of the construction and proposed use of the work;
 - (vii) the efficiency and progress of construction of the work and the reasons for any expenditure beyond the estimated costs of its construction;
- (b) to perform such other functions as are imposed on the Committee under this or any other Act or by resolution of both Houses.

1.1 Terms of Reference

Parliamentary Committees

Parliamentary Committees have the specific task of examining individual initiatives, projects or policies of the government of the day, or issues of importance to society more broadly. Standing Committees are created by an Act of Parliament and charged with the ongoing examination of subject categories such as public works.

Parliamentary Committees are made up of both government and opposition members, with numbers of each determined according to rules which reflect the numbers of seats each group holds in the Parliament. Much of the Committee process is open to the public and completed reports are public documents.

This Project

Renewal SA has referred the Old Royal Adelaide Hospital Site – Demolition, Infrastructure and Refurbishment of Retained State Heritage Buildings Project to the Public Works Committee pursuant to the requirements of the *Parliamentary Committees Act 1991*. Please refer to the "Functions of the Committee" on the previous page for the full description of the Committee's tasks.

1.2 Further Reporting to the Committee

Renewal SA must notify the Committee immediately in writing should there be substantial changes to the nature of the project or the evidence provided to the Committee. To enable appropriate monitoring of the project, Renewal SA must also provide quarterly reports to the Committee on the progress of construction. Pursuant to section 12C (vii) of the Act, these reports must outline the efficiency and progress of construction and provide an explanation of any expenditure beyond the estimated costs quoted in this report. Evidence of any substantial changes to, or the withdrawal of, any approval (provisional or otherwise) must also be relayed to the Committee immediately with an appropriate explanation, and an assessment of the probability of a suitable resolution.

In addition, the Committee requires that it be notified of the proposed date for the commissioning of the works.

The Committee has the authority under Section 16 (1)(c) of the *Parliamentary Committees Act 1991* to re-open investigations into any project for the purposes of further examination and monitoring.

1.3 Scope of This Report

This report examines the history of the proposal and the efficacy of the application of South Australian taxpayer funds to the Old Royal Adelaide Hospital Site – Demolition, Infrastructure and Refurbishment of Retained State Heritage Buildings Project. The report structure is guided by, and largely limited to, the terms of the *Parliamentary Committees Act 1991*. It describes, in summary, the evidence presented to the Committee and concludes with a brief summary incorporating findings and recommendations.

Detailed evidence upon which the Committee's decision is based is held in Parliament and, in most cases, can be examined by making an application to the Committee Parliamentary Officer.

1.4 Project Background

On 31 August 2017, the State Government approved the transfer of the former Royal Adelaide Hospital land to Renewal SA and for Renewal SA to undertake preliminary works on the site which included Stage 1 demolition of the East, Hone and Cobalt Wings and Emergency Block link. These works were the subject of a separate submission to the Public Works Committee on 2 November 2017 (Public Works Committee Report number 588). Stage 1 demolition of the former Royal Adelaide Hospital is now underway and is scheduled for completion in November 2018.

On 14 December 2017, the State Government approved the total expenditure authority of \$340.8 million for Renewal SA to undertake State works on the former Royal Adelaide Hospital site under a Public Sector Delivery Model (this includes \$33.2 million relating to Stage 1 demolition works which are nearing completion).

The current State Government has committed to establishing an Innovation, Incubator, Start-up and Growth Hub on the site, at a cost of \$27.5 million over the first 3 years which will fund the Office of the Chief Entrepreneur and building refurbishment works to create 600 new workplaces spanning the former hospital's heritage buildings fronting North Terrace and Frome Road (refer Figure 1 below).

The Old Royal Adelaide Hospital Site – Demolition, Infrastructure and Refurbishment of Retained State Heritage Buildings Project is for the balance of the public works required to prepare the site for redevelopment and for the refurbishment of the retained buildings to create an Innovation, Incubator, Start-up and Growth Hub.

PART TWO: EXECUTIVE SUMMARY

The redevelopment of the Royal Adelaide Hospital Site presents a unique opportunity to transform Adelaide's CBD.

In August 2017, the State Government approved the transfer of the former Royal Adelaide Hospital land to Renewal SA and for Renewal SA to undertake preliminary demolition works (underway and scheduled for completion later in 2018).

The Old Royal Adelaide Hospital Site – Demolition, Infrastructure and Refurbishment of Retained State Heritage Buildings Project builds upon the earlier demolition works and will involve:

- a range of site preparation and infrastructure works including further demolition works, landscaping and public realm; and
- the adaptive reuse of seven heritage buildings fronting North Terrace and Frome Road (refer Figure 1 below) to create an Innovation, Incubator, Start-up and Growth Hub.

The project vision respects and builds on the site's significant cultural history and location and creates opportunity for people to access, use and enjoy the site in a way they have not been able to in the past:

The establishment of an Innovation, Incubator, Start-up and Growth Hub is a key element of this project. Blended across seven heritage buildings the hub will include integrated shared tenant community and event space for activities such as pitch nights, meetups, workshops and training. The buildings that form the hub will bring together the entire start-up ecosystem including:

- start-ups working to develop new ideas or products - predominantly around digital technology;
- incubators that provide start-ups with the catalyst tools;
- mentoring programs and logistical support;
- business advisers and investors including angel; and
- venture capital firms to help take ideas to the global market.

The design vision is to create a seamless digital and physical environment spanning the repurposed heritage buildings, allowing occupants to move freely and work effectively throughout the hub.

The site will be transformed into a place of innovation and creation and will contribute towards Adelaide's ambition of becoming the world's first carbon neutral city. The redevelopment is expected to have a significant economic benefit to the state predominantly relating to improved employment, branding and tourism.

The total gross costs for the redevelopment is \$418.3 million. Implementation and delivery of the site preparation works, the subject of this report, will commence in 2018 and are expected to be completed in 2021.

3.1 The Current Proposal

This proposal builds on Stage 1 demolition works (nearing completion) on the former Royal Adelaide Hospital site and will see the completion of the following activities:

Site Preparation and Infrastructure

- Mothballing and preparation of existing buildings for demolition or adaptive re-use;
- Demolition and remediation of surplus buildings, including the Emergency Block, Main Entrance, North Wing, NSI Link, Outpatients Block, Residential Wing, Robert Gerard Wing, Theatre Block, Waste Management and Pavements & Tunnels as shown on attached demolition plan (Stage 2 Demolition – Refer Attachment 1);
- Separation of all building services and supporting infrastructure feeding the SA Pathology Frome Road precinct from the balance of the former RAH site;
- Site infrastructure and ground works to prepare super lots for future development;
- Landscaping and public realm;
- Maintenance and activation of the site and buildings; and
- The erection of temporary site fencing and hoardings required during construction.

Adaptive Reuse of Remaining Heritage Buildings to create an Innovation, Incubator, Start-up and Growth Hub

A description of the proposed work for each building follows:

- The upgrade of the **Women's Health Building** (refer building number 3 on Figure 1) for the University of Adelaide's Australian Institute for Machine Learning is due for completion in November 2018 and will house approximately 130 researchers and academics. The scope in the lease agreement for shared costs is as follows:
 - University fit-out allowance: \$5.6M; and
 - Renewal SA base building infrastructure upgrades: \$2.936M.
- A \$10M building refurbishment of the 2500m² (Gross Floor Area or GFA) **Allied Health Building** (refer building number 4 on Figure 1) to deliver smart space for start-ups and entrepreneurs with around 120 work spaces. The design incorporates an entire level dedicated to shared space available to tenants. This space will be available from November 2018 with the balance of the building available from March, 2019. Offering A grade amenity, commercial rates for this building will be approximately \$400/m²;
- The 5000 m² (GFA) **Margaret Graham Building** (refer building number 2 on Figure 1) requires a minor refurbishment of Level 3 (Ground) to allow for commercial tenants to move in from June 2018 and Level 4 and Level 5 of the building to be refurbished and online for tenants in late 2018 and Level 2 (basement) to be refurbished in early 2019. With \$3.5M investment in minor refurbishment to enable immediate tenant activation, the full building upgrade will be considered from 2023. Offering lower level A/B grade amenity, commercial rates for this building will be approximately \$200-\$280/m²;
- The 8500m² (GFA) **Eleanor Harrauld Building** (refer building number 1 on Figure 1) requires \$1.5m of minor refurbishments to provide immediate entry level start-up spaces and affordable commercial space. Tenants will commence moving into level 1 from May 2018 onwards and include 120 innovators into ThinLab Frome (which is located in this building). Level 2 and

Level 3 will be refurbished and tenancies available for tenants from July 2018. Level 4, Level 5 and Level 6 will be scheduled for work in 2019. Commercial rates for this building will be approximately \$150-\$200/m²;

- Renewal SA has engaged a design team to develop the plans to transform the 6900m² (GFA) **McEwin Building** (refer building number 5 on Figure 1) to create a further 400 work spaces within the Innovation, Incubator, Start-up and Growth Hub with the \$17m upgrade works to commence early 2019;
- The 3100m² (GFA) **Bice Building** (refer building number 6 on Figure 1) will be fully upgraded to accommodate additional space for start-ups and entrepreneurs; and
- Work on the **Sheridan Building** (refer building number 7 on Figure 1) has already been completed and no further works are planned.

Figure 1 – Buildings for Adaptive Reuse



The Innovation, Incubator, Start-up and Growth Hub will blend across the seven heritage buildings and include more than 2500m² of integrated shared tenant community and event space for activities such as pitch nights, meetups, workshops and training.

The precinct will adopt the Green Star-Communities framework and embed world leading sustainability and design principles as a 6 Star rated community. The retention and adaptive reuse of the existing heritage buildings will also provide an opportunity to demonstrate low carbon heritage upgrades.

The hub will also require advanced technology to be at the forefront of innovation. Renewal SA is working to confirm a technology partner for the precinct.

3.2 Consultation

Renewal SA's active stakeholder consultation commenced prior to the EOI being released to the market. Numerous representations at industry groups and community forums have occurred to discuss the proposed development, current status and potential opportunities, including with:

- the Department of Planning, Transport and Infrastructure (DPTI);
- Adelaide Botanic Gardens;
- University of Adelaide; and
- University of South Australia.

In addition, Renewal SA:

- has been working closely with SA Health since taking responsibility for the project in 2015. In particular, both agencies have worked together on the program for decommissioning and decant. SA Health understands the impact of the project; and
- meets fortnightly with staff from the City of Adelaide and briefed staff on the proposal prior to lodging the development application. Renewal SA will continue to work with key areas of the council during the site preparation works who will play a key role in updating key stakeholders about the impacts.

3.3 Aboriginal Heritage

There are no registered Aboriginal Heritage sites pursuant to the *Aboriginal Heritage Act 1988*.

3.4 Heritage Buildings

There are two State Heritage register entries that relate to this site. One is the Margaret Graham Building and the other is a precinct which includes the Bice, McEwin, Allied Health, Women's Health Centre and Margaret Graham Buildings, Sheridan Kiosk and two sections of fencing.

Development applications have been lodged for the relevant works which includes a mandatory referral to the State Heritage Unit. To date approvals have been granted for demolition within the Women's Health Centre and Allied Health Services Building and fit-out of the Margaret Graham Building. The State Heritage Unit has confirmed its support for the Women's Health Centre and Allied Health Building adaptive reuse projects and consents on these buildings are imminent.

3.5 Ecological Sustainability

Tenderers for the project will be encouraged to develop products and processes with due regard for environmental and sustainability considerations. Environmental care involves the conservation of resources and raw material, priority to value-added products and services, energy efficiency, production of multiple use products, use of recycled materials, and reduction of both waste and waste disposal costs.

The Principal Contractor/s will be required to develop a Construction Environment Management Plan which must address issues of resource use and sustainability.

Specific measures/targets around reporting of construction and demolition waste are implemented throughout the works so that future sustainability compliance and certification can be met.

4.1 Project Justification

The redevelopment of the Royal Adelaide Hospital Site presents a unique opportunity to transform Adelaide's CBD. The new vision for this site respects and builds on the site's significant cultural history and location and creates opportunity for people to access, use and enjoy the site in a way they have not been able to in the past:

A key objective for the site is to strengthen connections to the North Terrace Boulevard (including educational and cultural institutions) the City's east end, and the Botanic Garden. A key element of this is the establishment of an Innovation, Incubator, Start-up and Growth Hub spanning the repurposed State Heritage-listed buildings fronting North Terrace and Frome Road (refer Figure 1).

Blended across seven heritage buildings the Hub will include more than 2500m² of integrated shared tenant community and event space for activities such as pitch nights, meetups, workshops and training. The buildings that form the hub will bring together the entire start-up ecosystem including:

- start-ups working to develop new ideas or products - predominantly around digital technology;
- incubators that provide start-ups with the catalyst tools;
- mentoring programs and logistical support;
- business advisers and investors including angel; and
- venture capital firms to help take ideas to the global market.

The design vision is to create a seamless digital and physical environment spanning the repurposed heritage buildings, allowing occupants to move freely and work effectively throughout the hub. Each building will have shared work and social spaces as well as collaboration and quiet spaces, complemented by specific features such as a lecture theatre (located in particular buildings). Throughout the site will be event spaces, meeting rooms and gym facilities that tenants will have access to. Over time, the plan is to create 650 flexible work places for the hub.

The former RAH development's technology strategy will ensure the hub is supported by site-wide high-speed internet connections to deliver public and shared area advanced Wi-fi capabilities.

4.2 Public Value of the Proposed Project

This project will bring new life and economic activity to the City's east end and help to improve Adelaide's reputation as a place where people and businesses thrive.

SGS Economics & Planning (SGS) were commissioned by DPTI in 2015 to review project options. The review estimated that the redevelopment of the site will have a significant economic benefit to the state (in-excess of \$600 million) predominantly relating to improved employment, branding and tourism.

The SGS report also noted that an estimated 10,790 visitors were attracted to the former Royal Adelaide Hospital precinct each day, including an estimated 6,550 visitors to the core hospital facilities who will have moved to the city's west end with opening of the new Royal Adelaide Hospital in September 2017. SGS estimated that a redeveloped Old Royal Adelaide Hospital site could attract approximately 9,325 visitors per day once completed.

As the hospital has been an important contributor to economic activity in the east end, the ongoing management of tenantable spaces and activation initiatives to drive continual activity on the site while the full redevelopment occurs over several years is extremely important. Site activation, engagement activities and repurposing buildings will coincide with the staged development of new facilities.

Existing buildings and spaces throughout the site will be activated and repurposed prior to the redevelopment commencing with a focus on delivering creative, innovative and unique experiences for the general-public such as public art and culture, lighting, co-working spaces and markets.

4.3 Whole of Life Costs of the Project

The total gross costs for the redevelopment is \$418.3 million made up of the following components:

- estimated gross cost for Renewal SA of \$400 million which includes gross expenditures of \$341 million previously approved by Cabinet plus additional expenditure of \$59 million required to establish the Innovation, Incubator, Start-up and Growth Hub. The costs associated with the establishment of the hub are indicative only and budget approval is being sought through the 2018-19 State Budget process; and
- The Department of Health will incur costs of \$18.3 million to undertake various utilities/service works to accommodate the IMVS remaining on site.

The dollar values outlined above are inclusive of the \$33.2 million previously noted by the Public Works Committee for preliminary redevelopment works on the site (Public Works Committee Report Number 588).

The net project costs after sale, lease and recovery income is \$228 million over the project term. The project is estimated to improve Renewal SA's profit by \$7.0 million over the project term.

Budget Impact

Over the forward estimate period, the total impact on the General Government Net Lending is \$129.4 million, incorporating Community Service Obligation (CSO) payments for the hub (\$26.3M over the 9 year project life 2017/18 to 2025/26). The total impact over the 9 year project life (including the preliminary works) on the General Government sector Net Lending is \$215.4 million, being:

- the payment of CSOs to Renewal SA of \$234.8 million;
- \$18.3 million to be incurred by SA Health to undertake various utilities/service works to accommodate IMVS remaining on site; and
- offset by payments to the General Government sector by Renewal SA of \$37.7 million for dividends, income tax equivalents, guarantee fees, land tax and council rate equivalents.

Renewal SA

The gross expenditures of \$400 million by Renewal SA comprise:

- \$147.8 million for demolition and site remediation costs;
- \$90.2 million for site infrastructure, roads, landscaping, services and groundworks costs. These works include the cost of developing the open space that will be integrated with the Adelaide Botanic Garden;
- \$43.9 million for building remediation and upgrades including capital works associated with the Start-up Hub;
- \$77.7 million for maintenance of buildings and grounds, mothballing of vacated buildings for demolition, site security, project management costs, site activation and place making, and marketing and communication; and
- \$40.3 million for financing costs.

These costs are detailed below:

	17-18	18-19	19-20	20-21	21-22	22-23	23-24	24-25	25-26	Whole of life total
	\$m	\$m	\$m	\$m	\$m	\$m	\$m	\$m	\$m	\$m
Operating Costs										
Building and grounds maintenance	1.1	6.7	7.9	7.2	5.5	5.4	5.5	0.9	0.9	41.2
Site activation	1.6	3.3	2.8	1.3	-	-	-	-	-	9.0
Marketing	1.0	1.2	0.6	0.6	0.6	0.6	0.3	0.3	-	5.3
Other operating costs (including rates and taxes)	0.4	2.2	2.6	2.7	4.6	3.7	4.2	1.0	1.0	22.3
Total Operating costs	4.0	13.4	13.8	11.9	10.7	9.7	10.0	2.3	1.9	77.7
Capital Costs										
Demolition and site remediation	8.0	82.4	49.3	8.2	-	-	-	-	-	147.8
Building remediation and upgrades	4.5	39.4	-	-	-	-	-	-	-	43.9
Infrastructure works	2.8	13.9	17.1	21.6	0.1	0.2	0.0	-	-	55.8
Building services	3.1	12.1	2.8	2.1	2.2	1.5	0.2	-	-	23.8
Other capital costs (including capitalised land tax)	0.8	2.1	3.3	3.0	1.4	-	-	-	-	10.6
Total Capital costs	19.1	149.9	72.4	34.8	3.8	1.6	0.2	-	-	281.9
Financing costs	(0.1)	3.2	9.4	10.8	8.3	5.0	3.3	0.3	0.1	40.3
Total Expenditure requirement	23.0	166.5	95.6	57.5	22.8	16.4	13.5	2.6	2.0	399.9

To complement Renewal SA's expertise in development projects of this nature, the agency has engaged a number of subject matter experts, including the following with regards to formulating the above demolition and remediation cost estimates:

- cost estimates for demolition works were provided by Rider Levett Bucknall (RLB); and
- cost estimates for the remediation works were prepared internally based on information obtained through preliminary site investigations undertaken in late-2014 by Golder Associates.

Public Realm Expenses

The site works include the cost of developing the open space that will be integrated with the Adelaide Botanic Garden.

Required Resources

To undertake the redevelopment of the former RAH site Renewal SA will require an additional 11.5 full time equivalent (FTE) positions for the first three years of the project (2017-18 to 2019-20), reducing to 7.3FTE in 2020-21 and then progressively to zero by the end of the project in 2026-27.

4.4 Estimated Net Effect of the Work, and Its Use, on Public Funds

As noted above the net project costs after sale, lease and recovery income is \$228 million over the project term.

4.5 Revenue Earning Capacity of Proposed Project

As noted above the project is estimated to improve Renewal SA's profit by \$7.0 million over the project term.

4.6 Project Delivery

Stage 2 Demolition works will commence in June 2018 and is due for completion in 2021.

Implementation and delivery of the site preparation works, the subject of this report, will include:

Milestone	Date
Demolition and remediation Stage 1	2017 – 18
Demolition and remediation Stage 2	2018 – 21
Site Infrastructure Stage 1	2019 – 20
Site Infrastructure Stage 2	2020-21
Site Infrastructure Stage 3	2022
Site Infrastructure Stage 4	2023

Project Procurement

Renewal SA will procure the demolition, infrastructure and refurbishment of retained buildings in accordance with Renewal SA Procurement Framework, including through public Request for Tender (RFT) processes where appropriate for major contracts.

Where required, an external Probity Advisor will be engaged to review and provide advice, ensure that fairness and impartiality is observed throughout the procurement process and ensure that the evaluation criteria are consistently and appropriately applied throughout the entire procurement process. The submissions are typically assessed against the following criteria:

- Industry Participation Plan;
- Project methodology;
- Construction Program and completion date;
- Project resourcing;
- Experience with similar demolition projects in scale;
- Demonstrated safety record; and
- Price (fixed lump sum) with rates for variations, and environmental considerations.

Renewal SA's Tender Panels have a cross section of expertise and experience and are supported by expert third party advisors to ensure a successful assessment. Advice and assistance with respect to contract documentation is provided by the Crown Solicitors Office.

Project Management

The delivery of the works will follow the best practice principles for procurement and management in accordance with Renewal SA's project management framework which will help mitigate potential risks associated with construction timeframes and costs.

The awarded Managing Contractor's for the various projects will also have the responsibility to develop and manage, in line with Renewal SA's project management framework, a risk register for the site preparation works in order to demonstrate the ability to identify and manage relevant project risks.

Additionally, Renewal SA has significant experience in the management of risks associated with construction projects.

4.7 The Efficiency and Progress of the Project and Justification of Any Expenditure Beyond Estimated Costs

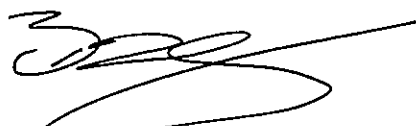
The Committee will monitor the progress of the Old Royal Adelaide Hospital Site – Demolition, Infrastructure and Refurbishment of Retained State Heritage Buildings Project as required by the *Parliamentary Committees Act 1991* through the regular reports Renewal SA is required to provide prior to completion of construction (refer to section 1.2 of this Report - "Further Reporting to the Committee").

The Committee will provide a further statement to Parliament in the event that subsequent information provided renders this report inaccurate or misleading.

PART FIVE: CONCLUSION & RECOMMENDATION

The Public Works Committee has examined written and oral evidence in relation to the Old Royal Adelaide Hospital Site – Demolition, Infrastructure and Refurbishment of Retained State Heritage Buildings Project. It has also been assured by officials from Renewal SA that acquittals have been received from the Department of Treasury and Finance, Premier and Cabinet and the Crown Solicitor that the works and procedures are lawful. The Committee is satisfied that the proposal has been subject to the appropriate agency consultation and meets the criteria for examination of projects as set out in the *Parliamentary Committees Act 1991*.

Based upon the evidence considered, and pursuant to Section 12C of the *Parliamentary Committees Act 1991*, the Public Works Committee reports to Parliament that it recommends the proposed public work.



Mr Dan Cregan MP
PRESIDING MEMBER

2 August 2018

PART SIX: ATTACHMENTS

6.1 List of Witnesses

The following witnesses from Renewal SA appeared before the Committee on 2 August 2018 at Parliament House, North Terrace, Adelaide:

- Mark Devine, General Manager, Property, Renewal SA
- Damien De Luca, General Manager, Corporate Services, Renewal SA

6.2 List of Submissions

Submissions were received from:

- Renewal SA, Old Royal Adelaide Hospital Site – Demolition, Infrastructure and Refurbishment of Retained State Heritage Buildings Project, July 2018

6.3 Other Attachments

Attachment 1: Demolition Plan

Attachment 1: Demolition Plan

