



CITY of PERTH

Lord Mayor and Councillors,

NOTICE IS HEREBY GIVEN that the next meeting of the **Planning Committee** will be held in Committee Room 1, Ninth Floor, Council House, 27 St Georges Terrace, Perth on **Tuesday, 13 September 2016 at 5.30pm.**

Yours faithfully

**MARTIN MILEHAM
CHIEF EXECUTIVE OFFICER**

8 September 2016

Committee Members (appointed 22 October 2015):

Members:

Cr McEvoy (Presiding Member)
Cr Adamos
Cr Yong

1st Deputy:

Cr Green

2nd Deputy:

Cr Limnios

Please convey apologies to Governance on 9461 3250
or email governance@cityofperth.wa.gov.au

EMERGENCY GUIDE

Council House, 27 St Georges Terrace, Perth



CITY of PERTH

The City of Perth values the health and safety of its employees, tenants, contractors and visitors. The guide is designed for all occupants to be aware of the emergency procedures in place to help make an evacuation of the building safe and easy.

BUILDING ALARMS

Alert Alarm and Evacuation Alarm.

ALERT ALARM

beep beep beep

All Wardens to respond.

Other staff and visitors should remain where they are.



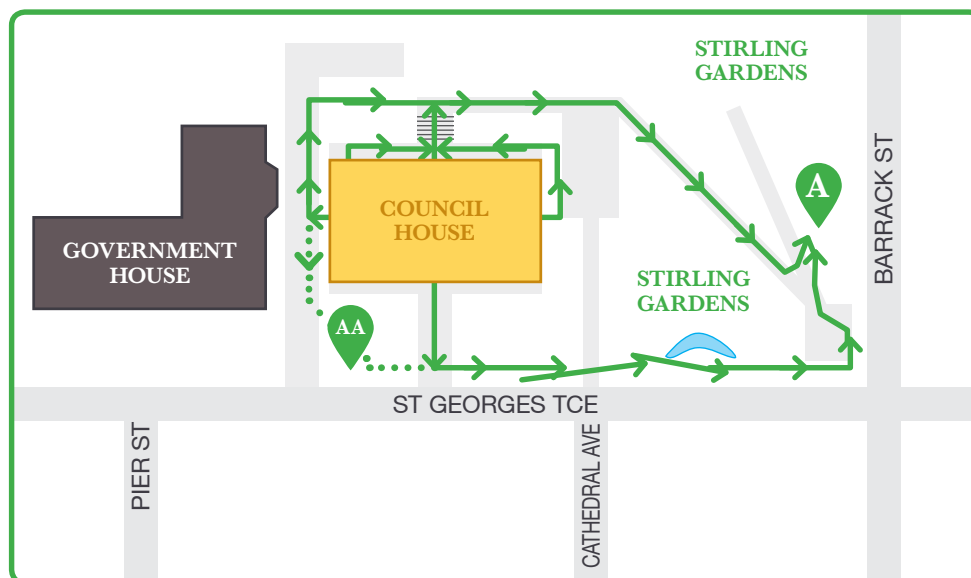
EVACUATION ALARM/PROCEDURES

whoop whoop whoop

On hearing the Evacuation Alarm or on being instructed to evacuate:

1. Move to the floor assembly area as directed by your Warden.
2. People with impaired mobility (those who cannot use the stairs unaided) should report to the Floor Warden who will arrange for their safe evacuation.
3. When instructed to evacuate leave by the emergency exits. **Do not use the lifts.**
4. Remain calm. Move quietly and calmly to the assembly area in **Stirling Gardens** as shown on the map below. Visitors must remain in the company of City of Perth staff members at all times.
5. After hours, evacuate by the nearest emergency exit. **Do not use the lifts.**

EVACUATION ASSEMBLY AREA



Assembly Area

Alternate Assembly Area

PLANNING COMMITTEE

Established: 17 May 2005 (Members appointed 22 October 2015)

Members:	1st Deputy:	2nd Deputy:
Cr McEvoy (Presiding Member)	Cr Green	Cr Limnios
Cr Adamos		
Cr Yong		

Quorum: Two
Terms Expire: October 2017

TERMS OF REFERENCE: [Adopted OCM 24/11/15]

To oversee and make recommendations to the Council on matters related to:

1. development, building, demolition, sign and alfresco dining applications and proposals for subdivision or amalgamation;
2. the City Planning Scheme and planning policies;
3. identification of long term planning opportunities and major projects, including the Perth City Link, Elizabeth Quay and;
4. strategic town planning initiatives and economic development;
5. Heritage, including:
 - 5.1 the City of Perth Municipal Inventory;
 - 5.2 the Register of Places of Cultural Heritage Significance referred to in City Planning Scheme No. 2, and management of same;
 - 5.3 heritage incentive initiatives;
6. transport and traffic network planning issues;
7. environmental improvement strategies including environmental noise management;
8. liquor licensing;
9. land administration issues, such as street names, closures of roads and rights-of-way and vesting of reserves;
10. applications for events held within the City of Perth that require planning approval as a result of excessive noise or traffic management proposals;
11. legislation and compliance in relation to land use planning.

This meeting is open to members of the public.

INFORMATION FOR THE PUBLIC ATTENDING COMMITTEE MEETINGS

Question Time for the Public

- An opportunity is available at all Committee meetings open to members of the public to ask a question about any issue relating to the City. This time is available only for asking questions and not for making statements. Complex questions requiring research should be submitted as early as possible in order to allow the City sufficient time to prepare a response.
- The Presiding Person may nominate a Member or officer to answer the question, and may also determine that any complex question requiring research be answered in writing. No debate or discussion is allowed to take place on any question or answer.
- To ask a question please write it on the white Question Sheet provided at the entrance to the Council Chamber and hand it to a staff member at least an hour before the meeting begins. Alternatively, questions can be forwarded to the City of Perth prior to the meeting, by:-
 - Letter: Addressed to GPO Box C120, Perth, 6839;
 - Email: governance@cityofperth.wa.gov.au.
- Question Sheets are also available on the City's web site: www.perth.wa.gov.au.

Deputations

A deputation wishing to be received by a Committee is to apply in writing to the CEO who will forward the written request to the Presiding Member. The Presiding Member may either approve the request or may instruct the CEO to refer the request to the Committee to decide whether or not to receive the deputation. If the Presiding Member approves the request, the CEO will invite the deputation to attend the meeting.

Please refer to the 'Deputation to Committee' form provided at the entrance to the Council Chamber for further information on the procedures for deputations. These forms are also available on the City's web site: www.perth.wa.gov.au.

Disclaimer

Members of the public should note that in any discussion regarding any planning or other application that any statement or intimation of approval made by any Member or officer of the City during the course of any meeting is not intended to be and is not to be taken as notice of approval from the City. No action should be taken on any item discussed at a Committee meeting prior to written advice on the resolution of the Council being received.

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**PLANNING COMMITTEE
13 SEPTEMBER 2016
ORDER OF BUSINESS**

- 1. Declaration of Opening**
- 2. Apologies and Members on Leave of Absence**
- 3. Question Time for the Public**
- 4. Confirmation of Minutes – 23 August 2016**
- 5. Correspondence**
- 6. Disclosure of Members' Interests**
- 7. Matters for which the Meeting may be Closed**
- 8. Reports**
- 9. Motions of which Previous Notice has been Given**
- 10. General Business**
 - 10.1 Responses to General Business from a Previous Meeting**

Nil
 - 10.2 New General Business**
- 11. Items for Consideration at a Future Meeting**

Outstanding Report:

 - **Alfresco Dining Local Law (raised PL21/06/16, updated 12/07/16, 02/08/16 and 23/08/16).**
- 12. Closure**

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ITEM NO: 1

145 – 151 (LOT 99) BARRACK STREET, PERTH – PROPOSED PARTIAL DEMOLITION OF EXISTING BUILDING AND CONSTRUCTION OF A NINE STOREY HOTEL ('SPECIAL RESIDENTIAL') DEVELOPMENT CONTAINING 77 HOTEL ROOMS, WITH BASEMENT AND GROUND FLOOR DINING USES

RECOMMENDATION:

(APPROVAL)

That Council, in accordance with the provisions of the City Planning Scheme No. 2 and the Metropolitan Region Scheme, Council APPROVES BY AN ABSOLUTE MAJORITY the application for the proposed partial demolition of the existing building and construction of a nine storey hotel ('Special Residential') development containing 77 hotel rooms, with basement and ground floor dining uses, as indicated on the Metropolitan Region Scheme Form One dated 24 May 2016, and as shown on the revised plans received on 1 September 2016, subject to:

- 1. final details of the design and a sample board of the high quality and durable materials, colours and finishes for the proposed building, with particular attention to the ground floor facades, being submitted by the applicant and approved by the City prior to applying for a building permit;*
- 2. final details of the design and use of the roof terrace being submitted by the applicant and approved by the City of Perth prior to applying for a building permit;*
- 3. an archival record of the existing building being prepared and submitted to the City of Perth in A4 format including plans, elevations, sections, a written description and colour photographs of the exterior and interior of the existing building, including all architectural features, prior to applying for a demolition permit;*

(Cont'd)

4. ***the pavement lights to the basement level being restored and retained as identified on the original plans dated 14 July 2016 and thereafter being maintained by the property owner and at the owner's expense;***
5. ***the ground floor internal space being designed to incorporate the interpretation of the former internal layout / shop pattern in the finished floor treatment with details being submitted by the applicant and approved by the City of Perth prior to applying for a building permit;***
6. ***air conditioner condensers and any proposed external building plant, lift overruns, piping, ducting, water tanks, transformers, and fire booster cabinets shall be located so as to minimise any visual and noise impact on the occupants of adjacent properties and being screened from all sides and above, including any such plant or services located within the vehicle entrance of the development, with details of the location and screening of such plant and services being submitted by the applicant and approved by the City of Perth prior to applying for a building permit;***
7. ***a Waste Management Plan, identifying a permanent storage and wash down facility for bins for both recyclables and general waste and including a waste disposal/collection strategy demonstrating how these facilities will be serviced by either the City of Perth or by private contractors, being submitted by the applicant and approved by the City of Perth prior to applying for a building permit;***
8. ***the proposed floor levels of the pedestrian entrances to the building being designed to match the current levels of the immediately adjacent footpaths and laneway to the City of Perth's satisfaction;***
9. ***on-site stormwater disposal/management being to the City of Perth's specifications with details being submitted by the applicant and approved by the City of Perth prior to applying for a building permit;***
10. ***a minimum of 12 secure bicycle parking bays and associated end of trip facilities being provided for hotel staff within the development in accordance with the requirements of the City Planning Scheme No. 2 Policy 5.4 Bicycle Parking and End of Journey Facilities;***

(Cont'd)

11. ***a final Vehicular, Service and Delivery Access Plan, outlining the management strategies to deal with the dropping off and picking up of guests via taxi or other transport; strategies for advising guests upfront of limitations in private car parking in the locality; and including arrangements for on-site servicing of the building, being submitted by the hotel operator and approved by the City of Perth prior to occupation of the hotel with the plan being implemented by the proprietor / manager thereafter to the satisfaction of the City of Perth;***

12. ***in the event that the approved development has not been substantially commenced within six months of the partial demolition of the existing building on site, the site is to be made safe and secure to prevent unauthorised access to the site and to prevent further dilapidation of the building, at the owner's cost, with details of all safety and security measures being submitted by the applicant and approved by the City of Perth prior to installation, in order to preserve the safety and amenity of the area, with the site being maintained in a clean and tidy state to the City of Perth's satisfaction;***

13. ***any signage for the development being integrated with the design of the building and being compatible with the character and significance of the Barrack Street Heritage Area with all signs being subject to a separate application for approval by the City;***

14. ***a construction management plan for the proposal being submitted for approval by the City of Perth prior to applying for a building permit, detailing how it is proposed to manage:***
 - 14.1 ***delivery of materials and equipment to the site;***
 - 14.2 ***storage of materials and equipment on the site;***
 - 14.3 ***removal of any asbestos in accordance with the City of Perth's Health regulations;***
 - 14.4 ***parking arrangements for the contractors and subcontractors;***
 - 14.5 ***any dewatering of the site;***

(Cont'd)

14.6 maintaining access through Grand Lane throughout construction; and

14.7 other matters likely to impact on the surrounding properties; and

15. a staging and program of works plan, including immediate measures to secure the subject building and site prior to the commencement of demolition works, being submitted by the applicant and approved by the City of Perth prior to applying for a demolition permit.

BACKGROUND:

SUBURB/LOCATION:	145 - 151 (Lot 399) Barrack Street, Perth
FILE REFERENCE:	2016/5179
REPORTING UNIT:	Development Approvals
RESPONSIBLE DIRECTORATE:	Planning and Development
DATE:	5 September 2016
MAP / SCHEDULE:	Schedule 1 – Map and coloured perspective for 145 – 151 Barrack Street, Perth Schedule 2 – Servicing Plans for the proposed development
3D MODEL PRESENTATION:	A 3D Model for this application will be available at the Committee meeting.
LANDOWNER:	Mrs L Kakulas
APPLICANT:	Palassis Architects
ZONING:	(MRS Zone) Central City Area (City Planning Scheme Precinct) Citiplace (P5) (City Planning Scheme Use Area) City Centre
APPROXIMATE COST:	\$15 million

SITE HISTORY:

The 536m² site is located on the south western corner of Barrack and Wellington Streets, Perth with Grand Lane adjacent to the southern lot boundary. The site is occupied by the two storey “Stockade Building” that was constructed in 1910. The existing building is located within the Barrack Street Heritage Area under the City Planning Scheme No. 2 (CPS2) where it has been classified as a ‘heritage building’ in terms of its contribution to the cultural heritage significance of the area, however, it is not listed in the State Heritage Register or in the CPS2 Heritage List.

Council, at its meeting held on **19 November 2013**, approved the partial demolition of the existing building and the construction of a six storey office building on the site. This application did not proceed and has since lapsed.

The application was considered at the Planning Committee meeting held on 23 August 2016 where the item was deferred in order for Officers to conduct further discussions with the applicant regarding:

- “1. the servicing of the proposed development;*
- 2. increasing the setbacks of the proposed hotel tower to Barrack Street; and*
- 3. improving the integration of the design of the ground floor shopfronts and canopies with the heritage elements of the proposed development.”*

DETAILS:

Approval is sought to demolish the existing masonry and asbestos clad tower fronting Wellington Street whilst retaining the two storey building fronting Barrack and Wellington Streets and constructing new hotel building with basement and ground floor dining uses.

The applicant has submitted modified plans on 1 September 2016 in response to the concerns raised by the Planning Committee at its meeting held on 23 August 2016. The amendments to the plans include:

- Increasing the setback from Barrack Street above the street building height of 14 metres from a 1.3 metre setback to a 5.1 metre setback;
- reducing the special residential floor plate of levels three to seven from 12 hotel rooms to ten hotel rooms;
- the introduction of an outdoor terrace on level three for hotel patrons with raised planter boxes and seating;
- adding one additional floor level to compensate for the loss of rooms on the lower levels, thus increasing the hotel building from eight storeys to nine storeys while reducing the total hotel rooms to 77 rooms, in lieu of the original application for 79 hotel rooms;
- retaining the wall tiling to the shop fronts whilst sills have been added to the openings with some of the wall render from the upper floor brought down to below the awning canopy to connect the two portions of the façade. Further details showing signage, awnings and the hotel canopy have been included in the ground floor design; and
- the bin store area has been enlarged to accommodate 4, 1,100 litre bins which is double the capacity of the original design.

The applicant has also submitted a servicing plan showing the location of public transport, carparks and servicing of the hotel from Grand Lane.

Details of the proposed revised development are as follows:

Basement Floor Level	This existing basement will be extended and modified to include a 226m ² tenancy with access via a lift and stair case. The new transformer for the site will be located in the modified basement with an escape stair access to the laneway and the lift pit. The remaining basement floor area will be used for back of house and bathroom facilities.
Ground Floor Level	This level includes a 153m ² café tenancy on the Wellington and Barrack Street corner of the site, a 95m ² café tenancy fronting Wellington Street with an alfresco dining area and rear access from the adjoining Grand Lane, hotel lobby and reception, office and luggage room, back of house facilities, end of trip facilities for hotel staff, bathroom facilities, bin store, 12 bicycle parking bays and a loading zone with access off Grand Lane.
First Floor Level	This level includes a 105m ² hotel lounge area, the hotel gymnasium, laundry area, lift and stair access and seven single bedroom hotel rooms ranging in size from 14m ² to 27m ² .
Levels Two	This level contains 10 one bedroom hotel rooms ranging in size from 17m ² to 18m ² , lift lobby, stair access and a store room. A large outdoor terrace area has been added to the Barrack Street frontage.
Levels Three to Seven	These levels contains 10 one bedroom hotel rooms ranging in size from 17m ² to 18m ² , lift lobby, stair access and a store room.
Level Eight	This level contains a service roof terrace, service platform and store, lift and stair access, an open pergola structure with awning and solar panels.

The hotel tower is to be constructed of a concrete column and slab structure clad with decorative precast concrete panels and aluminium framed windows. The existing level one façade will be retained and conserved. All existing signage will be removed and the non-original paint work stripped to expose the original façade. A new awning will be constructed to replace the existing damaged awning.

LEGISLATION / POLICY:

Legislation *Planning and Development Act 2005*
City Planning Scheme No 2

Policy

Policy No and Name: 4.1 – City Development Design Guidelines
 4.4 – Building Heights and Setbacks
 4.5 – Plot Ratio
 4.10 – Heritage
 5.3 – Bicycle Parking and End of Journey Facilities

COMPLIANCE WITH PLANNING SCHEME:

Land Use

The subject property is located in the City Centre use area of the Citiplace Precinct of the City Planning Scheme No. 2 (CPS2). The precinct aims to provide a wide range of general and specialised retail uses as well as a mix of other uses such as entertainment, commercial, medical, service industry, residential and minor office. Uses at street or pedestrian level will mainly be shops, restaurants, taverns and other uses, that have attractive shop fronts and provide activity, interest and direct customer service. Other uses will be established above or below street level and major pedestrian levels. ‘Special Residential’ and ‘Dining’ are both preferred (‘P’) uses within the City Centre use area of the Citiplace Precinct. It is considered that the proposed hotel and dining uses comply with the Statement of Intent for the Precinct.

Development Requirements

The Statement of Intent for the Citiplace Precinct recognises that new development will generally be low rise, reflecting the traditional height and scale of adjacent buildings and allowing sun penetration into the streets in winter. Building facades will incorporate interesting elements thereby contributing to a lively, colourful and stimulating environment.

The proposal’s compliance with the CPS2 development requirements is summarised below:

Development Standard	Proposed	Required / Permitted
Maximum Plot Ratio	4.02:1 (2,151m ²)	5 :1 (2,675m ²)
Building Height:		
- Barrack Street	10.2 metres at street front (heritage building) with level three setback 5.14 metres	14 metres at street frontage with 5 metre setback above 14 metres
- Wellington Street	10.2 metres at street	21 metres at street

Development Standard	Proposed	Required / Permitted
	front (heritage building) with level seven encroaching into 45 degree building height plane	frontage extending within a 45 degree height plane
<p>Setbacks:</p> <ul style="list-style-type: none"> - Front (Barrack Street) <p>Ground Floor – 2nd floor</p> <p>3rd floor – 8th floor</p> <ul style="list-style-type: none"> - Side (Wellington Street) <p>Ground Floor – 6th floor</p> <p>7th floor and above</p> <ul style="list-style-type: none"> - Side (West) - Rear (Grand Lane) 	<p>Nil up to 10.2 metres and 5.1 metre setback above</p> <p>Nil</p> <p>5.1 metres</p> <p>Nil</p> <p>Nil</p> <p>1.9 metres encroaches into 45 degree height plane</p> <p>1.9 metres</p> <p>Nil</p>	<p>Nil permitted up to 14 metres with a 5 metre setback above 14 metres</p> <p>Nil permitted up to 14 metres with a 5 metre setback above 14 metres</p> <p>5 metres</p> <p>Nil Permitted up to 21 metres within a 45 degree height plane</p> <p>Nil Permitted up to 21 metres within a 45 degree height plane</p> <p>Nil Permitted up to 21 metres within a 45 degree height plane</p> <p>Nil permitted</p> <p>Nil permitted</p>
<p>Car Parking:</p> <ul style="list-style-type: none"> - Commercial tenant bays 	<p>1 loading bay</p>	<p>5 bays (maximum)</p>
<p>Bicycle Parking:</p> <p>Special Residential</p>	<p>12 bays</p>	<p>26 bays (minimum)</p>

Variations to the building height, setbacks and bicycle parking provisions applicable to the development can be granted by an absolute majority decision of the Council, in accordance with Clause 47 of the CPS2 and provided Council is satisfied that:

- '47(3)(c)(i) *if approval were to be granted, the development would be consistent with:*
- (A) *the orderly and proper planning of the locality;*
 - (B) *the conservation of the amenities of the locality; and*
 - (C) *the statement of intent set out in the relevant precinct plan; and*
- (ii) *the non-compliance would not have any undue adverse effect on:*
- (A) *the occupiers or users of the development;*
 - (B) *the property in, or the inhabitants of, the locality; or*
 - (C) *the likely future development of the locality'.*

COMMENTS:

Consultation

The proposed development includes variations to the maximum building height, setback and bicycle parking requirements of the CPS2. The original plans were advertised to the owners of potentially affected surrounding properties for a period of 14 days, closing on 3 August 2016. No submissions were received. As the impacts of the revised plans are similar to the original proposal, and noting there were no submissions, the revised plans were not readvertised.

Design Advisory Committee

At its meeting held on 23 June 2016, the Design Advisory Committee (DAC) having considered the original design for the proposed development advised that it supports the development however notes and advises that:

- "1. the proposed height / setback encroachments into the building height plane on Barrack Street is not supported considering the impact on the heritage streetscape and is rather supportive of additional height on the Wellington Street frontage;*
- 2. the proposed design of the ground floor level fronting Grand Lane including the proposed location of the transformer, loading bay and proposed access to the café is not supported. It is considered that café tenancy should be widened and the design achieving maximum transparency, with further consideration being given to materiality to ensure improved integration with the laneway and achieving improved activation and security. The opportunity should be considered to provide stairs to the basement from the southern side of the building as well;*
- 3. the provision of only one lift servicing 79 hotel rooms is questioned in terms of the demands of guests (including disabled), servicing of the hotel and maintenance of the lift;*
- 4. the extent of services including emergency facilities on Wellington Street should be reduced;*

5. *the rooftop design is considered to be unresolved including services which is to be fully enclosed noting that the use of the rooftop may be a lost opportunity;*
6. *the opening in the awning on the Wellington Street is questioned as weather protection is required;*
7. *the absence of any bicycle parking is questioned noting that some provision should be made for staff and guests; and*
8. *further details of the quality materials to the façade is required as this building has an important location at the Barrack Street / Wellington Street intersection.”*

In response to the DAC's recommendation and the comments made by the Planning Committee, the applicant has modified the design and provided the following information in support of the revised application.

In response to item one of the DAC's recommendation and the reasons for the Planning Committee's deferral of the application, the applicant has modified the design of the hotel tower to provide the required 5 metre setback from Barrack Street, which is considered to be a more sympathetic and appropriate design response to the Barrack Street streetscape. The tower element of the development has been setback from the boundary on three sides to give the original Stockade building visual prominence and allowing the tower to recede into the background. The selection of colours, materials and modulated façade will further reduce the visual impact of the new tower on the existing building.

In response to item two, the alfresco dining area and stairs to the ground floor café from Grand Lane has been increased to the full width of the café tenancy by relocating the transformer from the laneway to the basement. The proposed tree located to the rear of the café tenancy adjacent to Grand Lane has been removed as it has been acknowledged that tree is unlikely to grow well on the southern side of the building. The entrance stairs to the café have also been relocated to the west of the alfresco seating area to increase interaction between the café and laneway. Twelve bicycle racks have been incorporated into the rear of the development to provide further activation to Grand Lane. The bin store, loading dock and escape access has also been rearranged with the bins now being accessed from the rear of the loading area. A large window has been added to the southern wall of the corner tenancy number three, opening up to Grand Lane. The redesign of the ground floor will provide improved interaction as well as passive surveillance to Grand Lane. The modifications to the ground floor fronting Grand Lane are considered to satisfactorily address item two of the DAC's comments.

The applicant has advised that the provision of one lift for the hotel development has been calculated based on the number of hotel patrons at an occupancy rate of 80%. A higher speed lift has been selected to meet the demands of the hotel with all maintenance of the lift being undertaken out of hours which is considered and acceptable approach and outcome.

In response to item four, the extent of services and emergency facilities on Wellington Street has been reduced as shown on the revised ground floor plan improving activation to the street. The revised design is considered to address this item raised by the DAC.

The rooftop of the building has been redesigned to accommodate a maximum of 50 people for function purposes. A service toilet is proposed will compliant with disabled access provisions. The pergola structure has been reduced in size and a retractable awning included complimenting the pergola structure. These modifications are supported and resolve the DAC item five matters raised.

In response to item six of the DAC's comments, the awning on Wellington Street will not be open but will feature a transparent material which will allow light to penetrate tenancy one whilst still providing weather protection. This information is considered to address this comment.

Twelve bicycle parking bays have been incorporated into the ground floor of the building fronting Grand Lane. The bicycle bays have been provided for guests of the hotel, hotel staff, visitors and tenants of the building. The bicycle parking bays are undercover will be well lit at night and are well located for easy access. The applicant has advised that the hotel expects to mainly attract guests for short term business purposes. Given the site is close to the main retail malls and is well serviced by public transport, a reduced number of bicycle parking bays is considered acceptable.

The applicant has advised that the building tower façade will be constructed of white / grey precast "off form" decorative concrete panels. The balustrades to the balconies will consist of a brass mesh. The reveals of the balconies will be clad with a decorative tile finish to complement the balustrades. The existing building will be stripped back to bare render and the red brick restored and tuck pointed. At ground level, the wall tiling to the shop fronts will be retained whilst sills have been added to the openings with some of the wall render from the upper floor brought down to below the awning canopy to connect the two portions of the façade. Further details showing signage, awnings and the hotel canopy have been included in the ground floor design.

Building Height and Setbacks

Under the Building Heights and Setbacks Policy 4.4 of the CPS2, the site is identified as having two different maximum street building heights for each of the street frontages. On Barrack Street, a maximum street building height of 14 metres with nil side setbacks is permitted, provided there are no major openings, with any additional building height being setback 5 metres from Barrack Street up to a height of 65 metres. On Wellington Street, a maximum street building height of 21 metres is permitted with any additional height being contained within a 45° height plane measured from Wellington Street to the south (Murray Street Mall). The existing heritage building has a street building height of 10.2 metres with the proposed new development complying with the Barrack Street maximum building height of 14 metres with the required 5 metre setback above 14 metres however encroaching into the Wellington Street angled height plan above level seven of the new development.

Clause 7.1 under the Building Height Standards of the Policy states that the Council may consider variations to maximum street building standards where different maximum street building heights are specified for each of the frontages of a corner lot. In determining an appropriate maximum street building height, the Council shall have particular regard to the functionality of the building, impact on the streetscape and sunlight penetration and wind principles of this Policy.

The proposed new tower element has been setback 1.3 metres from the heritage building on the Wellington Street boundary, with the setback to Barrack Street having been increased from 1.3 metres to 5.1 metres above the 14 metre maximum street building height in response to the Planning Committee's advice at its 23 August 2016 meeting, with a maximum building height of 34 metres. The applicant has advised that by setting the new development back from the original building and not building to the maximum podium envelope the original building is given greater visual prominence, allowing the new tower to recede into the background. The building encroaches into the 45 degree angled height plane above the seventh floor however, the additional height on this portion of the building will not impact on solar access to Wellington or Barrack Streets or adjoining properties. The subject property is located adjacent to Grand Lane, therefore giving an additional 6 metre separation from the adjoining heritage building to the south and reducing any impact on the streetscape.

Given the proposed variation to the Wellington Street building height will not impact on solar access to the street or adjoining properties, and will not negatively impact the streetscape, it is considered that the variation to the Policy provisions can be supported in accordance with Clause 47 of the CPS2.

Building Design, Materials and Finishes

The proposed design of the development was generally supported by the DAC as outlined above, with the new building and structures of the development providing appropriate levels of compatibility and contrast to the retained heritage building within the site. However the DAC did raise some concerns with respect to certain elements of the design and the applicant has modified the development's design to address these matters.

In particular, the ground floor has been redesigned to improve interaction with Grand Lane and provide an active street frontage to the laneway. The applicant has also redesigned the roof terrace to provide an additional outdoor function space, reducing the pergola structure and including a retractable awning.

The applicant is considered to have addressed the DAC's concerns however it is noted that these will be further refined at the detailed design stage. In view of DAC's comments, it is considered appropriate to ensure by way of condition, that the final details of the new development in particular, be submitted and approved prior to applying for a building permit.

Heritage

The subject property is not listed on the State Heritage Register or under the CPS2 Heritage List, however it is located within the Barrack Street Heritage Area and is identified as a Heritage Place within that Area, recognising its contribution to the cultural heritage significance of the Area.

The application is subject to the requirements of Policy 4.10 Heritage that aims to provide protection for places within the boundaries of Heritage Areas that have been identified as contributing to the significance of a Heritage Area; and to ensure that future development, including conservation or adaptation of existing buildings and construction of new buildings, respects and enhances the identified heritage values and character of places of heritage significance. It is recognised that adaptation of heritage buildings for new uses is an important way of ensuring their continued viability. Adaptation will often involve construction of additions to the building or place, as is being proposed. The Council may support such additions or new development where it does not compromise the heritage significance of adjacent buildings or the heritage values of a Heritage Area; and where they are consistent with the orderly and proper planning of the area.

The Council, at its meeting held on **13 November 2013**, approved the demolition of the tower element of the building and the retention of the Barrack and Wellington Street facades and first bay of the building. The current proposal retains more of the existing building along the Wellington Street frontage. It is considered that the extent of demolition of the existing building and the new hotel building satisfy the Heritage Policy. In regard to the hotel tower, the new building is of a contemporary design and the proportions, setback and height of the new building is considered to be appropriate in relation to the heritage building on the site and to the heritage buildings in the locality.

In accordance with the Heritage Policy, any works to a heritage building may be approved subject to the submission of an acceptable archive record of the place or works. Accordingly, the proposal is generally supported subject to an archival record of the existing place being required as a condition of any approval. It is also considered that the new shopfronts should enhance and improve the visual relationship between the ground floor level and the upper floors through means such as form, colour and or materials. The applicant has amended the ground floor shopfronts, introducing window sills to the openings and continuing the render of the upper floor to below the ground floor canopy to improve connection between the two floors. A sample board of proposed materials and colours for the existing and proposed development can be requested as a condition of any approval.

It is considered that internally the ground floor space should interpret the former internal layout / shop pattern and that this can be achieved through the floor treatment. It was also recommended that, in accordance with the Heritage Policy, the pavement basement lights should be restored and retained as identified in the application. Both of these recommendations can be required as a condition of any approval.

Bicycle Parking

A minimum of 26 bicycle parking bays is required under the City's Bicycle Parking and End of Journey Facilities Policy (5.3). Twelve bicycle racks are proposed to be located on the ground level to the rear of the hotel development off Grand Lane. The minimum bicycle parking requirement of 26 bays is considered onerous given the hotel guests and patrons are unlikely to be arriving by bicycle and these facilities will be mainly used by staff of the hotel. Given the anticipated low demand and the availability of alternative transport modes in this location, it is considered that the variation to the Policy provisions can be supported.

Vehicle Servicing

Due to the corner location of the site and the absence of any on-site or immediately adjacent on-street parking or loading facilities, the Planning Committee, at its meeting held on **23 August 2016** deferred the application in order for the City's Officers to conduct further discussions with the applicant regarding, inter alia:

"1. the servicing of the proposed development;"

In response to these concerns, the applicant has submitted a servicing plan showing the location of public transport, carparks and servicing of the hotel from Grand Lane. The plan demonstrates the general servicing arrangements which are proposed to be undertaken consistent with the current arrangements for servicing other properties along Grand Lane/Barrack Street. It is however recommended that a final servicing plan be submitted by the hotel operator and approved by the City prior to occupation of the development.

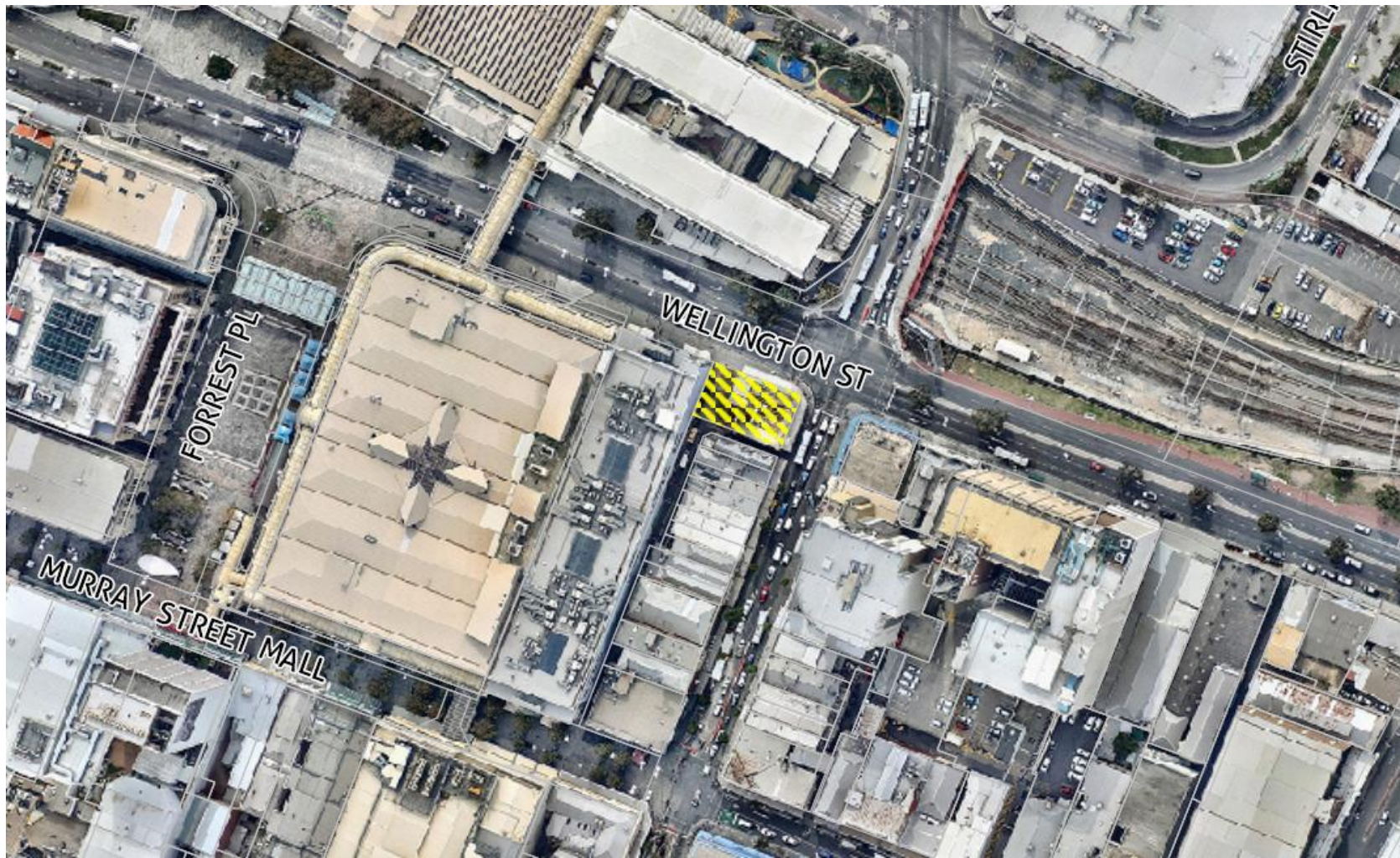
Conclusion

The proposed redevelopment will facilitate the refurbishment of the existing building in the City and provide additional hotel accommodation close the city malls and well serviced by public transport. In response to the concerns of the Design Advisory Committee and the advice of the Planning Committee at its 23 August 2016 meeting, the applicant has provided revised plans and elevations to improve the overall presentation and quality of the design.

The development generally complies with the requirements of the CPS2, with the proposed building height and setbacks and bicycle parking variations being supported in accordance with Clause 47 of the CPS2. Other aspects of the development including materials/finishes can be conditioned to address the Council's requirements.

Given the above, it is recommended that the proposed development be supported subject to relevant conditions.

SCHEDULE 1



2016/5179 145 - 151 (LOT 99) BARRACK STREET, PERTH

SCHEDULE 1



2016/5179 145 - 151 (LOT 99) BARRACK STREET, PERTH – PERSPECTIVES



2016/5179 145 - 151 (LOT 99) BARRACK STREET, PERTH - PERSPECTIVES



2016/5179 145 - 151 (LOT 99) BARRACK STREET, PERTH - PERSPECTIVES



2016/5179 145 - 151 (LOT 99) BARRACK STREET, PERTH - PERSPECTIVES



2016/5179 145 - 151 (LOT 99) BARRACK STREET, PERTH - PERSPECTIVES



2016/5179 145 - 151 (LOT 99) BARRACK STREET, PERTH - PERSPECTIVES



2016/5179 145 - 151 (LOT 99) BARRACK STREET, PERTH – PERSPECTIVES

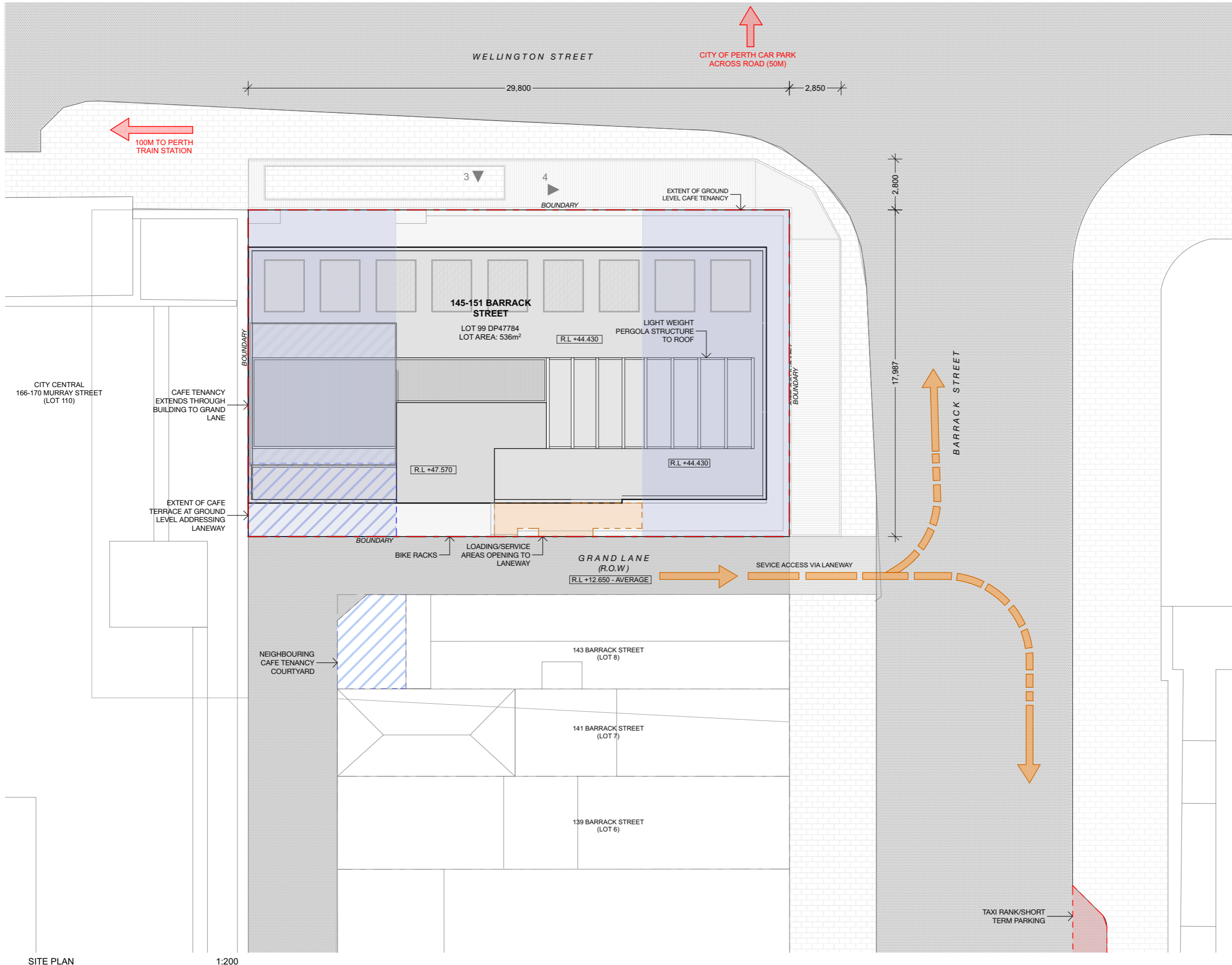


2016/5179 145 - 151 (LOT 99) BARRACK STREET, PERTH - PERSPECTIVES



2016/5179 145 - 151 (LOT 99) BARRACK STREET, PERTH - PERSPECTIVES

SCHEDULE 2



SITE PLAN 1:200

NOTES / LEGEND / MATERIAL

ISSUE	DATE	AMENDMENT	CHECKED
DA.1	05.05.16	DEVELOPMENT APPROVAL	KP
DA.2	13.07.16	AMENDMENT TO DA	KP
DA.3	02.09.16	AMENDMENT TO DA	KP

STATUS
DEVELOPMENT APPROVAL
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PROJECT
BARRACK ST. HOTEL

JOB NUMBER
2016002

ADDRESS
145-151 BARRACK STREET,
PERTH

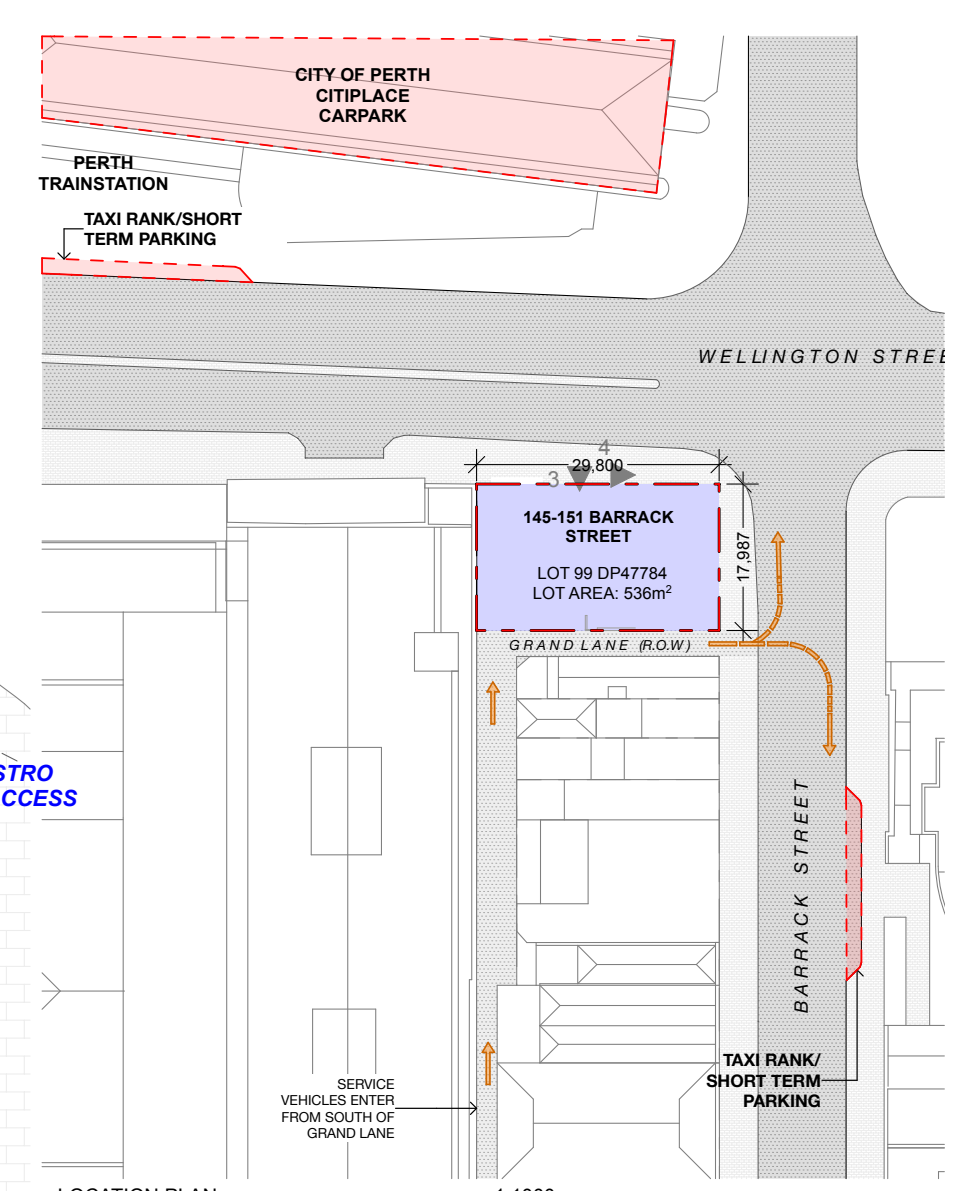
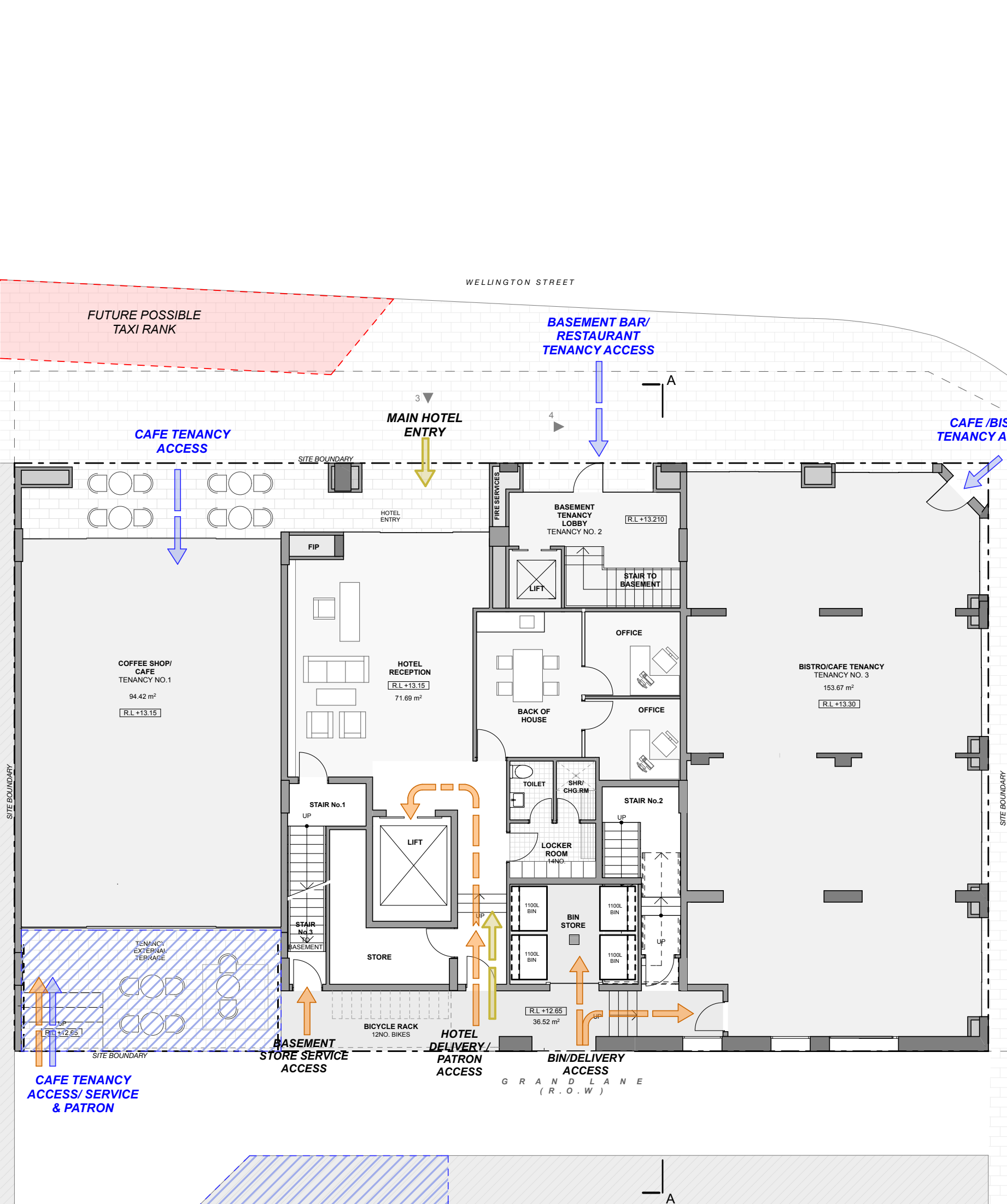
NORTH POINT **SCALE @ A3**
AS SHOWN

DRAWN **APPROVED** **CHECKED**
KE KP KP

DRAWING TITLE
SITE PLAN

DRAWING NUMBER **ISSUE** **ISSUE DATE**
A200 DA.3 02/09/2016

SCHEDULE 2



LOCATION PLAN 1:1000

NOTES / LEGEND / MATERIAL

ISSUE	DATE	AMENDMENT	CHECKED
DA.1	05.05.16	DEVELOPMENT APPROVAL	KP
DA.2	13.07.16	AMENDMENT TO DA	KP
DA.3	02.09.16	AMENDMENT TO DA	KP

STATUS
DEVELOPMENT APPROVAL
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 BARRACK ST. HOTEL

JOB NUMBER
 2016002

ADDRESS
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 PERTH

NORTH POINT | **SCALE @ A3**
 AS SHOWN

DRAWN | **APPROVED** | **CHECKED**
 KE | KP | KP

DRAWING TITLE
 SERVICING DIAGRAMS

DRAWING NUMBER | **ISSUE** | **ISSUE DATE**
 A200A | DA.3 | 02/09/2016

ITEM NO: 2

PROPOSED ENTRY OF GRAND CENTRAL HOTEL – 379 WELLINGTON STREET, PERTH IN THE CITY PLANNING SCHEME NO. 2 HERITAGE LIST

RECOMMENDATION: (APPROVAL)

That Council:

- 1. in accordance with Part 3 Clause 8 of the Planning and Development (Local Planning Scheme) Regulations 2015, proposes to include Grand Central Hotel, 379 Wellington Street, Perth in the City Planning Scheme No. 2 Heritage List and gives the affected owner and occupier a description of the place, the reasons for the proposed entry and 21 days to make a submission on the proposal:***
- 2. instructs Officers to report back to Council with the results of the consultation with owners and occupiers proposed at part 1 above.***

BACKGROUND:

FILE REFERENCE:	P1023133-3
REPORTING UNIT:	Arts, Culture and Heritage
RESPONSIBLE DIRECTORATE:	Economic Development and Activation
DATE:	2 September 2016
MAP / SCHEDULE:	Schedule 3 – State Heritage Office Assessment Schedule 4 – City of Perth Draft Heritage Place Assessment Schedule 5 – Consultant Advice Confidential Schedule 6 – Informal Owner Submission (Distributed to Elected Members under separate cover)

At its meeting on **17 March 2015** Council considered a Planning Committee Recommendation (in part):

“That Council...approves further assessment, and consultation with affected landowners, of those properties detailed in the attached Confidential Schedule 11 for the purposes of possible inclusion in the City Planning Scheme No.2 Register of Places of Cultural Heritage Significance.”

The report proposed that the City investigate a number of places to determine if they were of cultural heritage significance. The names and addresses of the places were presented in a Confidential Schedule and were referred to in the report as Properties A, B(1), B(2), C, D, E, F, G, H, I, J and K.

The further assessments were requested to progress possible inclusion of the places on the City of Perth Planning Scheme No. 2 Register of Places of Cultural Heritage Significance [herein referred to as the Heritage List in accordance with Part 3, Clause 8 of the *Planning and Development (Local Planning Scheme) Regulations 2015*].

Council resolved to refer the report back to the Planning Committee for the following reason:

“Council were concerned that consultation with the people affected or potentially affected had not taken place and therefore agreed that the item should be referred back to the Planning Committee for further consultation.”

As a result, the City engaged with affected landowners of the properties.

At its meeting held on **5 April 2016**, Council considered an amended version of the original report that included results of consultation with the affected owners of the aforementioned properties. In that report the places were grouped according to the action recommended for the progression of the heritage listing process.

At this meeting Council resolved (in part) as follows:

“That Council:

1. In relation to the results of landowner consultation on heritage assessments:

- 1.1 notes that properties A, B, C, D & E are of possible cultural heritage significance as a group and that Officers will report to Council with a draft Heritage Area Planning Policy for the properties;*
- 1.2 notes that property K forms part of a group of properties that are currently being investigated by Officers as a possible Heritage Area;*
- 1.3 notes that further assessment is required to determine if properties H, I and J are of cultural heritage significance and worthy of built heritage conservation, and requests that Officers undertake internal site inspections of the properties to determine their internal condition and authenticity;*
- 1.4 in accordance with Part 3 Clause 8 of the Planning and Development (Local Planning Scheme) Regulations 2015, proposes to include properties F and G in the Heritage List and gives each owner and occupier a description of the place, the reasons for the proposed entry and 21 days to make a submission on the proposal; and...”*

The subject of this report is Grand Central Hotel, 379 Wellington Street, Perth, identified as Property I in previous confidential Council reports considered at the meetings held on **17 March 2015** and **5 April 2016**.

Given that Council has endorsed the further assessment of this place and the owner is fully aware of the proposal to investigate the heritage significance of the place it is no longer considered necessary to present this information in a confidential manner.

As noted in part 1.3 of the Council resolution dated **5 April 2016**, Grand Central Hotel and Properties H (Motor House, 68 Milligan Street, Perth) and J [Kastellorizo (Wiluna) Flats, 1298 Hay Street, West Perth] were considered to require further heritage assessment, including internal site inspections, prior to progressing the heritage listing process.

The results of internal site inspections of Motor House and Kastellorizo (Wiluna) Flats were reported to Council at its meeting held on **19 July 2016**. The Grand Central Hotel was not included in that report pending receipt of additional heritage assessment of the place.

LEGISLATION / STRATEGIC PLAN / POLICY:

Legislation

Planning & Development Act 2005 (WA)
Planning & Development (Local Planning Schemes) Regulations 2015
State Planning Policy 3.5 Historic Heritage Conservation
Town Planning Regulations 1967
Heritage of Western Australia Act 1990
City Planning Scheme No. 2

Integrated Planning and Reporting Framework Implications

Corporate Business Plan

Council Four Year Priorities: Healthy and Active in Perth
S15 Reflect and celebrate the diversity of Perth.

15.3 Review and further develop the City's approach to the conservation, management and celebration of its cultural heritage.

DETAILS:

The subject of this report is the Grand Central Hotel, which has been identified for possible inclusion on the Heritage List.

The City identified a number of places for possible inclusion on the Heritage List based one or more of the following criteria:

- the place has a construction date prior to 1940;
- the place is classified by the National Trust (WA); and/or
- the place has been assessed by the State Heritage Office (SHO) for possible inclusion on the State Register of Heritage Places (State Register) but found by

the Heritage Council of WA (HCWA) to not meet the threshold for State Registration, noting that the SHO deals with places that are deemed to be significant to the development of the State and that properties relevant to local area history are dealt with by local governments under provisions of the *Planning & Development (Local Planning Schemes) Regulations 2015*.

This report provides a recommendation to Council regarding the inclusion of the Grand Central Hotel on the Heritage List based upon the findings of three heritage assessments, being:

1. The SHO heritage assessment of the place (refer to Schedule 3);
2. Draft City of Perth Heritage Assessment including findings of an on-site interior inspection of the place as requested by Council at its meeting held on **5 April 2016** (refer to Schedule 4); and
3. A complete heritage assessment undertaken by an independent heritage consultant (refer to Schedule 5).

The independent heritage report referred above was not undertaken for Motor House and Kastellorizo (Wiluna) Flats that, together with the Grand Central Hotel, constituted the group of places Council requested Officers to assess more fully, including an internal site inspection, prior to reporting back to Council.

The extra heritage assessment was commissioned to ensure that an additional independent and full assessment of the place was obtained given the recent media attention that the possible heritage listing of this place had attracted.

A timeline and summary of the heritage listing process, to date, for the group of three properties Motor House (Property H), Kastellorizo (Wiluna) Flats (Property J) and Grand Central Hotel (Property I), is provided in Table 1 below.

Table 1

Date	Property	Report to Council	Action	Outcome
17 March 2015	A, B(1), B(2), C, D, E, F, G, H, I, J, K	Confidential	Referred to Council to progress heritage listing process.	Referred back to Planning Committee – further owner consultation required
17 March 2015 – 30 July 2015	A, B(1), B(2), C, D, E, F, G, H, I, J, K	N/A	City consulted with affected owners. Preliminary in-house review of existing SHO and National Trust (NT) documentation undertaken to better inform proposed Council report.	Findings: A – E to be progress as part of a Heritage Area F & G Proposed to be included in Heritage List H, I, J – Further onsite assessment

Date	Property	Report to Council	Action	Outcome
				required K – to be progressed as part of a Heritage Area
5 April 2016	H, I, J	Confidential	Amended Council report prepared including owner comments and outcomes of in-house review of SHO and NT documentation. Recommendation to progress heritage listings as follows: A – E to be progress as part of a Heritage Area F & G Proposed to be included in Heritage List H, I, J –Further onsite assessment required K – to be progressed as part of a Heritage Area	Council resolution as per Officer recommendation
5 April 2016 – 19 July 2016	H J	N/A	On-site internal inspections undertaken to inform proposed Council report	Findings included in Draft City of Perth Heritage Assessment
19 July 2016	H, J	Public	Report prepared including findings of on-site inspection. Report recommended: <ul style="list-style-type: none"> • progression of heritage listing for Property H. • not to progress heritage listing for Property J. 	Council resolution as per Officer recommendation
11 July 2016 – 31 July 2016	I	N/A	Independent Heritage Consultant - Phillip Griffiths commissioned to undertake heritage assessment of Property I	Assessment found place worthy of inclusion of Heritage List.
Planning Committee to be held on 13 September 2016 and Council meeting to be held on 20 September 2016	I	Public	Report recommends to progress heritage listing process.	To be determined

Assessment Criteria

As directed by *State Planning Policy 3.5 Historic Heritage Conservation*, all heritage assessments the City has considered in determining the heritage significance of Grand Central Hotel were prepared in accordance with the SHO's *Criteria for the Assessment of Local Heritage Places and Areas* published by the HCWA. These guidelines deem that a place will be of cultural heritage significance to the locality if it meets one or more of the following criteria:

Aesthetic Value	It is significant in exhibiting particular aesthetic characteristics.
Historic Value	It is significant in the evolution of the pattern of the history of the local district.
Research Value	It has demonstrable potential to yield information that will contribute to an understanding of the natural or cultural history of the local district. It is significant in demonstrating a high degree of technical innovation or achievement.
Social Value	It is significant through association with a community or cultural group in the local district for social, cultural, educational or spiritual reasons.
Rarity	It demonstrates rare, uncommon or endangered aspects of the cultural heritage of the local district.
Representativeness	It is significant in demonstrating the characteristics of a class of cultural places or environments in the local district.

Heritage Assessments

The heritage assessments that provide the basis for considering Grand Central Hotel for inclusion on the Heritage List are:

State Heritage Office Heritage Assessment

The City originally considered the Grand Central Hotel for possible inclusion on the Heritage List due to both the early construction date of 1904 and the SHO Assessment (refer to Schedule 3) undertaken as part of the process of considering the place for possible inclusion on the State Register.

The HCWA found that the Grand Central Hotel does not meet the threshold for inclusion on the State Register, however, the SHO assessment showed it to have cultural heritage significance at a local level as one of Perth's last remaining coffee

palaces which, although substantially changed, is still being used for the purposes similar to the original.

City of Perth Draft Heritage Place Assessment

As per the **5 April 2016** Council resolution, Officers undertook an internal site inspection of the Grand Central Hotel in order to further determine the cultural heritage significance of the place. The findings of this inspection, including photographs, have been included in the Draft Heritage Place Assessment for the place (refer to Schedule 4).

This assessment (refer to Schedule 4) demonstrates that the Grand Central Hotel has cultural heritage significance at a local level for its aesthetic and historic values. The place is also considered rare and has a moderate degree of integrity and authenticity. It is considered to meet the threshold for inclusion in the Heritage List.

Independent Heritage Consultant Advice

In addition to the internal site inspections requested by Council at its meeting held on **5 April 2016** to complete the City's heritage assessment of the Grand Central Hotel, the City also commissioned a heritage consultant to undertake an additional, complete and independent assessment of the place.

The advice provided by the independent heritage consultant (refer to Schedule 4) finds that the place has cultural heritage significance at a local level for its aesthetic and historic values. The place is also considered rare and has a moderate degree of integrity and authenticity.

Findings of Heritage Assessments

The findings of all three heritage assessments agree that the Grand Central Hotel meets the threshold for entry on the Heritage List.

Owner Consultation

Following the report considered by Council at its meeting held on **17 March 2015** the owner was invited to comment on the possible heritage listing and on the previous Heritage Assessment prepared by the SHO (refer to Schedule 3).

In response to this communication, the owner wrote to the City stating that they did not support possible Heritage Listing (refer to Schedule 6).

The owner's comments were included in the report considered by Council at its meeting held on **5 April 2016**.

Deemed Provisions – Requirements

In accordance with Part 3, Clause 8 of the *Planning and Development (Local Planning Scheme) Regulations 2015*, the local government must not enter a place in the Heritage List unless the local government:

- “(a) notifies in writing each owner and occupier of the place and provides them with a description of the place and the reasons for the proposed entry;*
- (b) invites each owner and occupier to make a submission on the proposal within 21 days on the day on which the notice is served or with a longer period specified in the notice; and*
- (c) carries out any other consultation the local government considered appropriate; and*
- (d) following any consultation and consideration of the submissions made on the proposal, resolves that the place be entered in the heritage list with or without modification, or that the place be removed from the heritage list.”*

Should Council resolve to propose that the Grand Central Hotel be included on the Heritage List, further consultation will be undertaken with each owner and occupier of the place. A copy of the Draft Heritage Place Assessment will be provided and the owner and occupier will have a period of 21 days to make a submission on the proposal.

Following the close of the submission period Officers will report back to Council. At this time Council may consider the Draft Heritage Place Assessment and any submission received as part of making a final decision on the proposed heritage listing.

FINANCIAL IMPLICATIONS:

If the Grand Central Hotel is included in the CPS2 Heritage List the owner will be eligible to apply for the City's suite of Heritage Incentives. This includes heritage grants, heritage awards, heritage rate concession and transfer of plot ratio and bonus plot ratio.

COMMENTS:

The City of Perth Draft Heritage Place Assessment demonstrates that the Grand Central Hotel warrants entry in the Heritage List. Both the SHO Assessment and the independent heritage consultant's advice reflect this position.

Further consultation will be undertaken with the owner and occupier prior to Council making its final decision on the proposed heritage listing.

REGISTER OF HERITAGE PLACES

Below Threshold

1. **DATA BASE No.** 2135
2. **NAME** *Grand Central Hotel* (c. 1900)
FORMER NAME(s) Grand Central Coffee Palace
Grand Hotel
Grand Central YWCA
3. **LOCATION** 379 Wellington Street, Perth
4. **DESCRIPTION OF PLACE**
Portion of Perth Town Lots Q1 and Q1^{1/2} being part of the land in Diagram 1734, and being the whole of the land comprised in Certificate of Title Volume 1586 Folio 085.
5. **LOCAL GOVERNMENT AREA** City of Perth
6. **OWNER** Wintide (Australia) Pty Ltd
7. **HERITAGE LISTINGS**
 - Register of Heritage Places: Below Threshold 25/08/1995
 - National Trust Classification: -----
 - City of Perth Planning Scheme -----
 - Register of National Estate: -----
8. **CONSERVATION ORDER**

9. **HERITAGE AGREEMENT**

10. **STATEMENT OF SIGNIFICANCE**
Grand Central Hotel has cultural heritage significance at a local level as one of Perth's last remaining coffee palaces which, although substantially changed, is still being used for the purposes similar to the original.

11. ASSESSMENT OF CULTURAL HERITAGE SIGNIFICANCE

The criteria adopted by the Heritage Council in September, 1991 have been used to determine the cultural heritage significance of the place.

11.1 AESTHETIC VALUE

Grand Central Hotel is a landmark when viewed from the northern side of the railway line because of its austere facade. (Criterion 1.3)

11.2. HISTORIC VALUE

Grand Central Hotel is an example of the style of alcohol free hotel built for the Temperance Movement to provide accommodation. (Criterion 2.1)

Grand Central Hotel was constructed at the time of the Goldboom, a significant cultural and development phase in the history of the State, and a period of rapid development of Perth. (Criterion 2.2)

11.3. SCIENTIFIC VALUE

11.4. SOCIAL VALUE

12. DEGREE OF SIGNIFICANCE

12.1. RARITY

Grand Central Hotel is one of the last remaining coffee palaces constructed in the city which, although substantially changed, is still being used for the purposes similar to the original.

12.2 REPRESENTATIVENESS

Grand Central Hotel is representative of the 1930s modernisation of buildings constructed during the Goldboom period. (Criterion 6.1)

12.3 CONDITION

Grand Central Hotel is in good condition.

12.4 INTEGRITY

Substantial alteration to *Grand Central Hotel* has occurred over the years and although the function of many rooms within the building has changed, the layout of the original section of the building is evident. The place is still used for unlicensed accommodation and retains a moderate degree of integrity.

12.5 AUTHENTICITY

Although some original features of the interior of the building remain, substantial refurbishment and alterations to the building fabric has occurred. Original interior fittings and fixtures and those that date from the 1930s refurbishment no longer exist. *Grand Central Hotel* retains a low degree of authenticity.

13. SUPPORTING EVIDENCE

13.1 DOCUMENTARY EVIDENCE

The Grand Central Coffee Palace was constructed as a three-storey building at the turn of the century in Wellington Street, in close proximity to the Perth Railway Station.

The site of *Grand Central Hotel* comprises portion of Perth Town lots Q1 and Q1^{1/2}. In 1884, Perth Town lots Q1, Q2 & Q3 extended the length of Barrack Street from Murray Street in the south, to Wellington Street in the north.¹ Prior to the coffee palace, which was constructed circa 1900, the site was occupied by another building which may have been the premises of the Western Australian Manufacturing Company.²

In 1891, John Besley Veryard purchased the property from Ferguson. In 1898, John Veryard, inherited the property. It seems likely that the coffee palace was constructed after 1898.³

The discovery of gold in the Western Australia led to Goldrushes in the 1890s which quadrupled the colony's population. The increased population and prosperity created a buoyant economy. Hotels and accommodation facilities proliferated throughout Perth to provide for the surging population. From 1890, Western Australia was a self governing colony and Perth developed rapidly after construction of the railway and Perth Central Railway Station in 1894.

The influx of immigrants from throughout Australia and overseas brought political changes with new trade unions, lodges, sporting bodies and women's organisations developing in the community during the 1890s. Influential and outspoken minority groups lobbied their causes with varying degrees of success. One such cause was the Women's Christian Temperance Union, which together with other temperance movements, espoused the evils of liquor.⁴ In response to the temperance movement, coffee palaces were constructed during

1 CT Vol 14 Fol 1.

2 *ibid.*

3 J Veryard was a building contractor, he acquired the property in 1898, CT Vol 14 Fol 1, CT Vol 14 .Fol 1, John Veryard (1851-1924): 5th son of the John Besley Veryard. He worked in *The Inquirer* office(1866-69), was a building contractor, produce merchant, the second Mayor of Leederville(1904/5) and later a MLA for Balcatta(1905-1908) and Leederville(1914-21). Battye Library Biographical Index. In 1901 a state concert took place in the coffee palace. 1897/98 Wise's Postal Directory lists John B Veryard, 335 Wellington Street.

4 Crowley, F. K. *Australia's Western Third* (1960) , pp. 142-145.

the gold rush period in addition to hotels. The coffee palaces offered similar accommodation and facilities to hotels but were unlicensed.

The Grand Central Coffee Palace was one of the many coffee palaces constructed during the late 1890s and into the early 1900s in Perth. It reflected the architecture of the period with its impressive gabled parapet and Victorian filigree verandahs on the first and second floors. The words, 'The Grand Central Coffee Palace' were painted on the west side of the building in large bold lettering, clearly visible in the Wellington Street streetscape from the Perth Central Railway Station.

In 1903, the premises were leased to Elizabeth Ellis and for a period of ten years continued to be under the management of the Ellis's.⁵ During 1907, and 1908, J. H. and Mrs E. Robinson were listed in the postal directory for that establishment.⁶

In 1918 Veryard sold the property to William Padbury, a merchant of Guildford.⁷ Padbury leased the coffee palace to Thomas Kelly and Amelia Cecilia Kelly.⁸ In 1925, Padbury had to sell the property and Albert Harvey and John Olley became the owners.⁹

In 1938, the name of Grand Central Coffee Palace changed to Grand Central Hostel.¹⁰ An extensive refurbishment of the building took place about this time, resulting in a facade bearing little resemblance to that of the original.¹¹ After the death of Albert Olley, in 1941, probate was granted to his widow Lydia Olley.¹²

Mrs Olley owned the property until 1947 when Thomas Deane, a hotel proprietor, and Julia Stack of the Majestic Hotel became equal owners of the property.¹³

In 1956, the Board of Management of Royal Perth Hospital purchased the property. 'The Grand Hostel', as the place was then known, was purchased by Royal Perth Hospital to accommodate the residential requirements of the nursing staff at Royal Perth Hospital. Some alterations were made to the property at that time in response to fire and safety requirements of Perth City Council.¹⁴

⁵ 1905 & 1906 Wise's Postal directory lists A. L. Ellis as the manager of Grand Central Coffee Palace at 335 Wellington Street. CT Vol 41 Fol 285 and CT Vol 41 Fol 285.

⁶ Wise's Postal Directory: 1906 & 1907.

⁷ CT Vol 601 Fol 58 Third generation of Veryards; Nairn, J., *Walter Padbury*, 1986.

⁸ CT Vol 601 Fol 58 Lease from 1918 Wise's Postal Directory 1918 Mrs Amelia C Kelly

⁹ Padbury's Morgator died, and the estate administrator organised a sale of the property. Licensed Victualler of the Shaftesbury Hotel CT Vol 896 Fol 116. With a mortgage in the favour of Walter Clark CT Vol 896 Fol 116.

¹⁰ Wise's Postal Directory 1937 Coffee Palace: 1938 AH Olley Grand Central Hostel.

¹¹ The style of the extensive refurbishment, particularly the facade, indicates an architectural style of the late 1930s, suggesting that the name and image of the place changed.

¹² CT Vol 896 Fol 116.

¹³ Morgator was Lydia Olley CT Vol 1060 Fol 316.

¹⁴ *Servio News* No. 11 Vol 1 30 Oct 1975 also see Conservation Plan for Royal Perth Hospital by Considine & Griffiths Architects Pty Ltd.

In 1971, with the completion of Jewell House, a purpose built residential facility for the nursing staff in Goderich Street, the Grand Hostel was no longer required by the Royal Perth Hospital. Mr Alan Farnham leased it and operated a guest house until the property was sold to 379 Pty Ltd in 1976.¹⁵

For a short period from 1978, Garry and Kerry Hoar owned the property, however a mortgage lapsed, and a power of sale was exercised in March 1981. The property was auctioned and subsequently sold to the highest bidder (undisclosed amount) after being passed in at the auction when bidding reached \$360,000.¹⁶ Valmay Pty Ltd purchased the site at that time.¹⁷ In 1988, Feluga Pty Ltd purchased the property.¹⁸

During the 1980s, the hostel operated as a lodging house with low cost accommodation, in the basement, offered to backpackers, in addition to the regular rooms. Bathrooms were converted to accommodation facilities with boards over the baths providing additional sleeping spaces.¹⁹

The Young Women's Christian Association of Perth (Inc) purchased the property in 1992, with financial assistance from the Lotteries Commission.²⁰ They proposed to provide budget accommodation for up to 80 people as well as provide a base for many of its support programs, thereby enabling an increase in the services offered to young men and women. It was also envisaged that the 'Grand Central YWCA', the new name introduced by YWCA, would become a 'City Safe House' for people of all ages.²¹

They commissioned Architects Bateman Groom & Jones to refurbish the building. The refurbishment involved an upgrade of the first and second floor accommodation rooms and bathroom facilities on those floors. The third floor was converted from a residential function to offices. A new kitchen block was constructed, and the dining room was refurbished. The Wellington Street ground floor rooms were altered and converted to a cafe.²² In September and October 1993, overseas delegates attending the 2nd World Congress on Art Deco: 'Deco Down Under', stayed at the 'Hotel'.

The YWCA were unable to provide a viable return from the place and sold the property to Wintide (Australia) Pty Ltd in May 1995.²³ Wintide (Australia) Pty Ltd have subsequently commissioned Architects Woodhead Firth and Lee to refurbish the third floor which will increase the capacity of the place by converting the third floor from offices to accommodation.²⁴

15 *Servio News* No. 11 Vol 1 30 October, 1975. CT Fol 1440 Fol 849

16 *The West Australian* 22 January 1981, p. 33.

17 CT Vol 1440 Fol 849.

18 Brian Coppin Company *Sunday Times* 28 August 1994.

19 YWCA Oral history.

20 YWCA Media Release 20 July, 1992. CT Vol 1586 Fol 085.

21 YWCA Media Release 20 July, 1992.

22 *Express Magazine*. undated

23 A company registered in Queensland, CT Vol 1586 Fol 085

24 Woodhead Firth & Lee, Tender advertisement *The West Australian* 22 July 1995.

13.2 PHYSICAL EVIDENCE

The four-storey brick building is constructed to the building line of the south side of Wellington Street.²⁵ It is flanked on the west by a two-storey commercial building (now disused), and abuts a multi-storey commercial building on the east that is almost double the height of *Grand Central Hotel*.

A sealed right-of-way to the west of the building continues to a rear court. The rear of the building is now protected by a brick wall that seals the building from the right-of-way and rear court.

The building has an austere 1930s exterior with a flat street facade that is rendered. Evidence of two brick chimneys, corrugated clad pitched roof with dormer windows, and the fenestration treatment on the west elevation, indicate that the street facade, as it stands today, is an edifice to an earlier structure. The street facade has a central vertical section that projects slightly forward of the face of the wall to accentuate the entrance. This central feature projects above the parapet level and finishes in a gable shape - which now bears the name 'Grand Hotel' - and hides the roof behind. The street facade is symmetrical and the facade is divided into three bays.

The fenestration on the building is rectangular in shape and recessed. The end bays on the street facade contain blocks of three separate windows at the first and second floors with two smaller windows on the third floor. The central section comprises glass panelled doors, a small balcony on the first and second floors, and three separate windows on the third floor. The small balconies are protected by a fine metal balustrade.

The street elevation features exposed downpipes that run down the face of the building, and a suspended metal awning that extends the full frontage of the building and over the footpath. The downpipes are angled to provide a decorative element.

The interior of the building comprises twenty-eight rooms that are in the basement and on the first and second floors. The interior comprises: reception, cafe, kitchen and dining room on the ground floor; and, lounges on the first and second floors. The rooms on the second floor contain bathroom facilities. Shared toilet and laundry facilities are to the rear of the corridors in the basement and on the first floor. Three are also offices within the roof space of the third floor.

Circulation routes within the interior of the building are located towards the front of the building. A carved timber stair is at the eastern end of the interior while a lift well (believed to contain the original lift cars) is at the western end. On each floor there is a foyer created between the stair landing and the lift well. In front of the foyer is a wide passage that leads to the balcony (first and second floors), and behind the foyer is the entrance to a large single space that accommodates a lounge (first and second floors), dining room (ground floor) and large office (third floor). Corridors either side of the foyer give access to

²⁵ Originally built as a three-storey building, the roof space was converted to accommodate offices.

offices and rooms and run the length of the 'arms' of the building. A metal external stair links the building at three levels.

The interior of the building is simply detailed with decorative cornices and plain arched openings in the foyer on each floor, and decorative arches in the foyer on the first floor. Remnant anaglypta ceilings are visible in the lobby of the ground and first floors. The main feature of the interior is the dining room. The ceiling is divided by beams that intersect over support columns. The beams are decorated with mouldings and painted in different colours. The columns are grecian inspired but are not classical. In the reception area on the ground floor, more simply detailed columns (not true orders) are featured. The windows in the dining room are semi-circular arches with decorative mouldings. The stairwell, on each level, also contains semi-circular arched windows divided into six lights, all are now sealed in a closed position. Sections of the third floor ceiling are sealed on the rake, reflecting the shape of the roof including the original dormer windows that are no longer extant.

The building is 'U'-shaped in plan, which encloses verandahs. Extensive refurbishment took place in 1938, which included the remodelling of the street facade to that which we see today. Further works were carried out, in 1956, and in the 1980s, when the west 'arm' of the building was extended and some bathrooms were converted to rooms. The interior stair from the basement was relocated and evidence of this remains in the bricked-up arched headed door and window openings on the south and west elevations. Steps in the rear court, that once led to a doorway, are now redundant.

In 1992, the rear balconies off the first and second floor lounge, were enclosed with weatherboard cladding. A paved balcony has been created at the first floor with a criss-cross timber balustrade. Further weatherboard cladding has been fixed to the west wall of the internal court. The roof was re-clad including the plant room roof. Exposed air conditioning ducts and water pipes are evident on the south wall and the walls that form the internal court.

Other works carried out in 1992 included: removing existing window frames and doorway on the street elevation and installing bi-fold windows; the creation of a cafe with a servery access to the dining room behind; reglazing existing stained glass windows; removal of two brick chimneys from the east elevation, at the southern end; removal of the external illuminated sign; new highlight windows; upgrading the bathrooms; new brick screen wall to rear; new downpipes to north elevation; and, new floor coverings and repainting to all levels.²⁶

13.3 REFERENCES

²⁶ See Bateman Grundmann Wilson Jones Architects Drawing Nos 91.16.04 to 91.16.07 incl. and 91.16.11, dated 16 July 1992, for plans and elevations.

Heritage Place Assessment

NAME AND LOCATION DETAILS

Building Name	Grand Central Hotel
Former Name	Ellis's Grand Central Coffee Palace, Grand Hotel, Grand Central YWCA
Street Name and Suburb	Wellington Street, Perth
Street Number	379
Former Location	-
Lot Details	Lot 31 DP26502
Property Key	177100
Location Description	South side of Wellington Street in close proximity to the Perth Railway Station and Barrack Street.

Location Diagram



BUILDING DETAILS

Building Type	Heritage Building
Heritage listings	Below Threshold State Register 25 August 1995
Place Type	Building
Construction Date	c.1900
Date Source	State Heritage Office Place Assessment 25 August 1995 City of Perth Site Inspection 10 May 2016



IMAGES

Current Images (go to www.akarahotels.com for more photos)



Archival Images



State Library of Western Australia

C1900



c.1905



State Library, 1906



State Library, 1927

Grand Central Hostel

Phone B 4200

Phone B 4209

One Minute from Railway Station and Post Office.
Excellent Accommodation . . . Hot and Cold Baths
Electric Lift.
Under New Management.

WELLINGTON STREET :: **PERTH**
(One Door from Barrack Street, Perth.)

1930



State Library of Western Australia

State Library, 1956

STATEMENT OF SIGNIFICANCE

Aesthetic Value

The place is an example of a commercial building constructed during the period of economic affluence and increased development that followed the gold boom.

The place is a landmark when viewed from the northern side of the railway line because of its austere façade.

The place is an example of how Perth was transformed by the Art Deco movement.

Historic Value

The place reflects the way of life of the wealthier residents of Perth in the late nineteenth and early twentieth century.

The place reflects the expansion and development of commerce and trade in the City of Perth in the early years of the twentieth century.

The place is an example of the style of alcohol free hotel built for the Temperance Movement to provide accommodation.

The place was constructed at the time of the Goldboom, a significant cultural and development phase in the history of the State, and a period of rapid development of Perth.

Research Value

-

Social Value

-

Rarity

The place is one of Perth's last remaining coffee palaces which, although substantially changed, it is still being used for the purposes similar to the original.

Representativeness

The place is representative of the 1930s modernisation of buildings constructed during the Goldboom period.

PHYSICAL DESCRIPTION

Materials

Rendered brick and concrete.

External

Four-storey building with original tuck pointed façade, gabled parapet and Victorian filigree verandahs on the first and second floors replaced with a 1930s rendered façade which reflects the original symmetry and fenestration.

Features of the original building behind the 1930s façade are visible from the west including brick chimneys, corrugated clad pitched roof with dormer windows and window fenestration.

Internal

The building has been refurbished multiple times however the original external form, up-shaped plan and internal layout remain evident.

Extant original features include decorative arched openings and decorative glazed panel arched doors, carved timber staircase, semi-circular arched windows, decorative cornices, anaglypta ceilings and columns decorated with mouldings.

Architectural Period	Inter-War Stripped Classical
USE	
Original use	Coffee Palace and Hotel
Present Use	Hotel
Other Use	Hostel, Backpackers, Budget Accommodation
DESCRIPTION NOTES	
Condition	The place is in good condition and is being well maintained.
Integrity	The place is still used for unlicensed accommodation and therefore retains a moderate degree of integrity.
Authenticity	<p>Although substantial refurbishment and alteration has occurred, some original features remain and the layout of the original section of the building is evident.</p> <p>The place retains a moderate degree of authenticity.</p>
HISTORICAL NOTES	
History	<p>The building dates from the period of commercial expansion in Perth following the gold rush of the 1890's, when a large number of hotels or 'pubs' were built in Perth, on the outskirts of the city and in country towns. They provided accommodation and refreshment to travelers and the increasing number of immigrants arriving in the state, including the large proportion of working men from Victoria. Typically a hotel was constructed on a corner with entrance to the public bar addressing the corner and the entrance for residents on one of the streets. There was often a tower or other feature on the corner and a verandah with elaborate cast iron decoration along the street facades. (Extracted from M. Pitt Morrison and J. White in C.T. Stannage, A New History of Western Australia; U.W.A. 1981).</p> <p>In response to the temperance movement, coffee palaces and hotels were constructed during the gold rush period. The coffee palaces offered similar accommodation and facilities to hotels but were unlicensed. The Grand Central Coffee Palace was one of many coffee palaces constructed during the late 1890s and into the early 1900s in Perth.</p> <p>From 1903 – 1913 the premises were leased to Elizabeth Ellis. A newspaper article from the Sunday Times on 15 November 1903 (Trove) announced the new management:</p> <p><i>To residents and visitors alike the want of a first-class coffee palace has been long felt – somewhere to go for those who desire to get away from the ordinary hotel or hash-house life. Many persons, both male and female, ladies especially, object to go to hotels; to many of them the surroundings are objectionable. Then the ordinary boarding houses – well, they need not to be described, as they are too well known to most of us. Dirty kitchens, badly-cooked food, dirty, slovenly owners that make one sick to look at is the usual type. Mrs Ellis has started the Grand Central</i></p>

Coffee Palace in Wellington Street, near Barrack Street. It is a first class four-storey building, quite new and fresh, has splendid accommodation, single rooms, hotel and cold baths, good cuisine, a large and lofty dining room, reading and smoke rooms, ladies' room, drawing room, special verandahs, and everything up to date. The chargers are reasonable, and as there is a rush on for rooms, those who wish to secure first-class accommodation, civility, and comfort should pay Mrs Ellis a visit at once.

During 1907, and 1908 J. H and Mrse E. Robinson were listed in the postal directly for that establishment. In 1938, the name Grant Central Coffees Palace changed to Grand Central Hostel. After the death of Albert Olley, in 1941, probate was granted to his widow Lydia Olley. Mrs Olley owned the property until 1947 when Thomas Dean, a hotel proprietor, and Julian Stack of the Majestic Hotel, became equal owners of the property.

In 1956, the Board of Management of Royal Perth Hospital purchased the property. 'The Grand Hostel as the place was then known was purchased by Royal Perth Hospital to accommodate the residential requirements of the nursing staff at the Royal Perth Hospital. Some alterations were made to the property at the time in response to fire and safety requirements of Perth City Council.

In 1971 Jewell House, a purpose built residential facility for the nursing staff in Goderich Street, was constructed and the Grant Hostel was no longer required by the Royal Perth Hospital. Mr Alan Farnham leased it and operated a guest house until the property was sold to 379 Pty Ltd in 1976.

For a short period from 1987, Garry and Kerry Hoar owned the property however a mortgage lapsed, and a power of sale was exercised in March 1981. The property was auctioned and subsequently sold to the highest bidder (undisclosed amount) after being passed in at the auction when bidding reached \$360,000. VImay Pty Ltd purchased the site at that time. In 1988 Feluga Pty Ltd purchased the property.

During the 1980s, the hostel operated as a lodging house with low cost accommodation in regular rooms and the basement offered to backpackers. Bathrooms were converted to accommodation facilities with boards over the baths providing additional sleeping spaces.

The Yong Women's Christian Association of Perth (Inc) purchased the property in 1992, with financial assistance from the Lotteries Commission. They proposed to provide budget accommodation for up to 80 people as well as a base for many of its support programs, thereby enabling an increase in the services offered to young men and women. It was also envisaged that the Grand Central YWCA the new name introduced by YWCA, would become City Safe House for people of all ages.

They commissioned Architects Bateman Groom & Jones to refurbish the

building. The refurbishment involved an upgrade of the first and second floor accommodation rooms and bathroom facilities. The third floor was converted from a residential function to offices. A new kitchen block was constructed, and the dining room was refurbished. The Wellington Street ground floor rooms were altered and converted to a cafe. In September and October 1993, overseas delegates attending the 2nd World Congress on Art Deco 'Deco Down Under' stayed at the 'Hotel.'

The YWCA was unable to provide a viable return from the Palace and sold the property to Wintide (Australia) Pty Ptd in May 1995. Wintide (Australia) Pty Ltd subsequently commissioned Architects Woodhead Firth and Lee to refurbish the third floor which will increase the capacity of the place by converting the third floor from offices to accommodation.

The building has been owned by Central City Pty Ltd since October 2007 and is now operating as Akara Hotel.

Comparative Evidence - other Coffee Palaces in the City of Perth

Name	Address	Constructi on Date	Place Status
Horseshoe Coffee Palace	corner Murray and Pier Street. Perth	c.1900	Demolished (carpark)
Burnett's Coffee Palace and Temperance Hotel (Perth's first 'Coffee Palace') although the building, constructed, was previously the (licensed) Devonshire Arms, prior to that The Mason's Arms.	corner Hay and Barrack Streets, diagonally opposite Town Hall, Perth WA	c1900	Existing
Continental (Windsor) Coffee Palace	575 Wellington St, Perth	Further research required	
Rechabite Coffee Palace	Wellington St, Perth	c.1900	Demolished (Forest Chase)
Royal Coffee Palace	165-167 Murray St, Perth	c.1900	Demolished (David Jones)
Musson's (Sydney) Coffee Palace (Hotel)	Murray St, Perth	c.1900	Demolished (Forest Chase)
Cornwall Coffee Palace (previously the Yankee Coffee Palace)	239 Murray St (between William and Barrack Sts), Perth	c.1900	Demolished (Piccadilly Arcade)
Prince of Wales Coffee Palace	Murray St, Perth	Further research required	
(Shafto's) Victoria Coffee Palace	Wellington St, Perth	Further research required	
Wilson's Coffee Palace	King St, Perth	Further research required	
Paris Coffee Palace	corner of James and Pier Street, Northbridge	c.1900	Demolished
Metropolitan Coffee Palace	18 Stirling St, Northbridge	c.1900	Existing
Brittania Coffee Palace	245 William St, Northbridge	c.1897	Existing
Perth Coffee Palace (Rechabite Hall)	224 William St, Northbridge	1924	Existing

SCHEDULE 5

31 July 2016
Job Number: 16143
Our Reference:01GCH

Chief Executive Officer
City of Perth
27 St Georges Terrace
Perth WA 6000


Griffiths Architects



GRAND CENTRAL COFFEE PALACE, 379 WELLINGTON STREET, PERTH-HERITAGE VALUE FOR POSSIBLE CPS2 HERITAGE LIST

Thank you for your enquiry with respect to the above premises, and for the opportunity to examine the heritage value of the place. The City seeks independent advice on whether or not the place has sufficient heritage value to meet threshold for entry into City Planning Scheme 2 Heritage List.

Background

This evaluation I based on a review of previous assessments and a site visit in the company of the owner's representative , on 29 July 2016.

Two assessments have been prepared in relation to The Grand Central Coffee Palace.

The first assessment was prepared by the Heritage Council of Western Australia (Heritage Place no 2135) and set out to examine whether or not the place had State Heritage value. Standards applicable to assessment have shifted somewhat since that assessment was prepared. However,

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Architecture
Heritage
Interiors

the assessment was considered by the Heritage Council's Register Committee and in August 1995 it was determined that the place did not meet threshold for entry in the State Register. The committee did conclude that the place had local heritage value.

The second assessment was prepared by the City of Perth, using information from the Heritage Council's assessment and providing additional comparative information, and it concluded that the place is significant for the following reasons:

The place is an example of a commercial building constructed during the period of economic affluence and increased development that followed the gold boom.

The place is a landmark when viewed from the northern side of the railway line because of its austere façade.

The place is an example of how Perth was transformed by the Art Deco movement.

The place reflects the way of life of the wealthier residents of Perth in the late nineteenth and early twentieth century.

The place reflects the expansion and development of commerce and trade in the City of Perth in the early years of the twentieth century.

The place is an example of the style of alcohol free hotel built for the Temperance Movement to provide accommodation.

The place was constructed at the time of the Gold boom, a significant cultural and development phase in the history of the State, and a period of rapid development of Perth.

The place is one of Perth's last remaining coffee palaces which, although substantially changed, it is still being used for the purposes similar to the original.

The place is representative of the 1930s modernisation of buildings constructed during the Gold boom period.

Documentary Evidence

The requirement for documentary evidence for local heritage places only needs to provide a brief history of the place relevant to its significance. Details include the historical evolution of the place, dates of importance, past and current uses, and associated persons or events.

Other than providing a context for the coffee house phenomenon and its importance, the historic background provides an adequate basis for assessment at the City level. The information draws on the Heritage Council's below threshold assessment, as previously noted, and adds historic photographs and a good deal of comparative information.

To get a better understanding of the theme of Coffee Palaces, some further research was undertaken.

Coffee palace was a term used for temperance hotels, which were fairly widespread in Australia commencing in the 1880s. The places included most of the same facilities that were offered in licenced hotels, including accommodation, function rooms, dining rooms, ballrooms and the like. The Australian movement was associated with the gold boom starting in Victoria, as a reaction to the behaviour generated by the boom. Grand and Royal were terms commonly included with place names and styling was frequently lavish. They were designed to appeal to the wealthy.

Moreover, the gold rush also generated a divide in social class and gender; prompting the beginning of a long contest for cultural dominance which, among other factors, led to increasing social unrest surrounding alcohol consumption, particularly public drinking within the 'male world of primary industries'.¹

This divide between the drinking culture and the temperance movement led to a century long struggle for the overriding cultural style in Australia. Temperance activists in Australia mainly

¹ R Room, 'The Long Reaction against the Wowser: The Prehistory of Alcohol Deregulation in *Australia*' *Health Sociology Review*, vol.19, no.2, 2010, p.151

consisted of religious groups directing their cause towards mutual help and persuasion. Part of their solution was the spread of coffee palaces in effort to eventually substitute the tavern.²

Even though the movement's influence in Perth had been somewhat dormant, this changed as the eastern states fell into an economic depression and gold was discovered at Coolgardie and Kalgoorlie in Western Australia in 1892 and 1893.³ Within two years, the west began to emulate the rest of the continent and serving alcohol drinking was limited to the 'six o' clock swill.'⁴ By 1904, 20 ornately detailed Coffee Palaces had been completed in Perth.⁵

As the movement gained traction nationwide in the 1880's, its support broadened and The Women's Christian Temperance Union (WCTU) became a formidable force in the movement as it leaned towards political action. Their influence brought a progression in suburbanisation and increased effort to achieve complete abolition of the liquor trade to counter the high rates of arrest for public drunkenness on the streets of Australian cities and towns. By the 1890's state laws allowed voters to secure a 'local option' of restrictions on alcohol sales in every state except Western Australia. Perth eventually followed suit in 1911.⁶

Even though the coffee palace era was relatively short-lived, the long struggle for cultural dominance 'brought thousands onto the streets in demonstrations, and influenced the outcome of elections'.⁷ Though moves to bring about abolition eventually failed, the temperance movement made a significant mark in Australian history as 'almost one in three

² Ibid. p.154.

³ DC Noyce, 'Coffee Palaces in Australia: A Pub with no Beer' *M/C Journal*, vol.15, no.2, 2012, p.464

⁴ Room, op.cit. p.155.

⁵ Noyce, loc. cit.

⁶ Room, loc. cit.

⁷ Noyce, loc. cit.

Australian voters expressed their support for prohibition of alcohol in their State' prior to the outbreak of World War II.⁸

Ironically, most Coffee Palaces applied for licences in later years, and some, including The Grand Central Coffee Palace, were investigated from time to time for having alcohol on unlicensed premises.

From this one can conclude that the coffee palace was an important historic theme for short duration. A number survive as various forms of short-term accommodation in the City and Northbridge, as the comparative information notes.

Construction date

The actual date of construction is not material to determining significance. However, there has been some conjecture about the construction date and while exhaustive research was not undertaken to establish it, a photograph taken in 1895 from the Barrack Street bridge (BL 009631D) indicates it had not been built and then a further photograph taken in 1900 (BL5323B/122) reproduced in *The History of Perth Electric Tramways* by I Pleydell (p35) shows it complete. So the construction dates can be narrowed to between 1895-1900. A title search may clarify the issue.

The assessment doesn't manage to locate the Art Deco makeover in time. However, photograph from 1935 (BL 041361PD) shows the original design still in place. There was a name change in 1938 and this was also a time when confidence was returning to the West Australian economy which probably puts the re-styling date at around that time. Numerous other buildings were remodelled in the Art Deco style at that time. For example, the State Theatre in Beaufort Street, Mount Lawley underwent a thorough remodelling to re-emerge as

⁸ R Fitzgerald & T Jordan, *Under the Influence: A History of Alcohol in Australia*, Harper Collins, Sydney, 2009, p.145.

the Astor Theatre. The makeover at the Grand Central Coffee Palace was largely confined to restyling the façade.

In addition to the works to adapt the place that were documented in the assessment, plaques in the lobby indicate that works were carried out to design by Cameron Chisholm and Nichol and built by R. J. Davies in 1963, and by Bateman Grundmann Wilson Jones Architects and completed by Cooper and Oxley in 1993. The works include general refurbishment and upgrades to the kitchen, bathrooms and some external upgrades.

Physical Evidence

Exterior

The physical evidence offered is very brief and matter of fact and makes no judgement on design quality. The Art Deco make over is not described, but an examination of the Art Deco elements would indicate that they are fairly perfunctory. There have been other changes to the exterior, including the replacement of windows and café style windows inserted into the frontage.

The building has a full block width frontage and then two wings leading off the south comprising bedrooms and bathrooms. The wings would appear to have been extended. As with many hotels, the main design effort was at the street frontage and in the main rooms on the ground and first floors, including the entrance and stair hall, reception, dining room and lounges.

Interior

The assessment notes that the building has been refurbished multiple times. However, the original external form, 'U'-shaped plan and internal layout remain evident. The bedroom rooms in the two south wings are replicated in numerous hotels of the period and are unremarkable.

However, in the front or northern section of the building, the spatial arrangements and rooms, particularly at ground floor retain some very fine qualities, including the dining room, hall, stairs and first floor lounge. In these areas, the Art Deco makeover barely impacted on the spaces or features. Remaining original features include decorative arched openings with dossierets, and archivols, and decorative glazed panel arched doors, carved timber staircase, semi-circular arched windows to the staircase, decorative cornices, pressed metal ceilings and columns decorated with mouldings. The dining room and stair would be the finest elements in the building.

Comparative

The comparative analysis reveals that the type was once a common one, though the analysis does not distinguish between those with accommodation and those that may simply have provided refreshments. The Britannia Coffee Palace, 245 William Street, designed by Thomas Anthoness would be the largest and most intact surviving of the type in the City of Perth and would be a possible candidate for inclusion in the State Register. By virtue of its inclusion on the State Register, Rechabites Coffee Palace is included as part of Rechabites Hall.

Burnett's Coffee Palace is also listed and noted as existing, however, this was built in 1883 and subsequently acquired by T. Quinlan and demolished in 1891 for the present building that stands on that site.

Of the list of coffee houses noted in the assessment as possibly being extant, those identifiable from digital mapping are modest in scale, generally two storey and of those that it was possible to locate, they would all appear to have been re-purposed.

Threshold for entry

CPS 2 provides guidance on what might be entertained for entry in the Scheme List of Places of Cultural Heritage Significance.

30 Declaration of Places of Cultural Heritage Significance

(1) If, in the opinion of the Council, a place -

(a) is of cultural heritage significance or has special interest related to or associated with the cultural heritage; and

(b) should be conserved or enhanced,

the Council may, by resolution, declare the place to be significant and worthy of conservation.

The clause does not specify criteria by which council might make its judgement.

The State Heritage Office has developed a guide to assist local government assess its heritage in a document titled *Criteria for the assessment of local heritage places and areas; a practical guide to identifying, grading, and documenting places and areas in local government inventories*.

The guide sets out criteria for consideration and notes that a place is only required to meet one criterion to be considered to be of local heritage value. Pages 6-12 of the guide provide the four criteria and then pages 13 -15 provide guidance on degrees of significance.

The City's practice with assessments has been to follow this guide and the recommended criteria and the criteria qualifiers.

Discussion

This section tests the assessed values against the assessment criteria noted above. To be considered for entry, the place need only meet one of the criteria, and this accords with accepted practice.

Aesthetic value.

The assessment has a number of values in the statement of significance that relate to the aesthetic criteria.

The criteria are as follows; -

A place or area included under this criterion will have characteristics of scale, composition materials, texture and colour that are considered to have value for the local district.

This may encompass:

- creative or design excellence
- the contribution of a place to the quality of its setting
- landmark quality
- a contribution to important vistas.

A place will not necessarily need to conform to prevailing 'good taste', or be designed by architects, to display aesthetic qualities. Vernacular buildings that sit well within their cultural landscape due to the use of local materials, form, scale or massing, may also have aesthetic value.

For a place to be considered a local landmark, it will need to be visually prominent and a reference point for the local district.

A number of aesthetic values are included in the City's statement of significance statement of significance

The place is a landmark when viewed from the northern side of the railway line because of its austere façade.

The place is an example of how Perth was transformed by the Art Deco movement.

The place is representative of the 1930s modernisation of buildings constructed during the Gold boom period.

In terms of aesthetic value claims are not made as to design excellence and certainly externally the aesthetic value is not particularly strong. However, it does meet the landmark criteria and is certainly a city entry landmark on the northern approach, particular since Beaufort Street traffic flows were made dual once more.

The interiors of the front portion of the building do, however exhibit some fine aesthetic qualities and could be included as elements of design excellence.

Historic values

A place or area included under this criterion should:

- Be closely associated with events, developments or cultural phases that have played an important part in the locality's history.
- Have a special association with a person, group of people or organisation important in shaping the locality (either as the product or workplace of a person or group, or the site of a particular event connected with them).
- Be an example of technical or creative achievement from a particular period.

Contributions can be made in all walks of life including commerce, community work and local government. Most people are associated with more than one place during their lifetime and it must be demonstrated why one place is more significant than others. The associations should be strong and verified by evidence and, ideally, demonstrated in the fabric of the place.

Several historic values have been brought to the statement

The place is an example of a commercial building constructed during the period of economic affluence and increased development that followed the gold boom.

The place reflects the way of life of the wealthier residents of Perth in the late nineteenth and early twentieth century.

The place is an example of the style of alcohol free hotel built for the Temperance Movement to provide accommodation.

The place was constructed at the time of the Gold boom, a significant cultural and development phase in the history of the State, and a period of rapid development of Perth.

The first, second and fourth values suggest that the building is representative of a significant era of the City's development and the third represents a particular thrust in reaction to the perceived degenerative influence of the Gold Boom. While the first, second and fourth values are a matter of fact and important enough, the value related to the Temperance movement is very strong.

Research and Social values

No claims are made for values under these headings.

Rarity

This criterion encompasses places that either are rare from the time of their construction, or subsequently become rare due to the loss of similar places or areas.

A place or area of rarity value should:

- Provide evidence of a defunct custom, way of life or process; or
- Demonstrate a custom, way of life or process that is in danger of being lost; or
- Demonstrate a building function, design or technique of exceptional interest.

The statement of significance says:

The place is one of Perth's last remaining coffee palaces which, although substantially changed, it is still being used for the purposes similar to the original.

This claim is true to the extent that there are not many left in the City. What is certainly true is that the place represents a lost custom and a very small number of places do that too. Rarity could therefore stand as an indication of the degree of significance.

Representativeness

This qualifier assesses whether a place is significant in demonstrating the characteristics of a class of cultural places or environments in the local district.

- A place included under this criterion should provide a good example of its type.
- A place may be representative of a common building or construction type, a particular period or way of life, the work of a particular builder or architect, or an architectural style.
- To be considered a good representative example, the place should have a high level of authenticity.

The statement of significance notes:

The place is representative of the 1930s modernisation of buildings constructed during the Gold boom period.

This statement makes no claim in respect of quality, but is rather a statement of fact. However, it might also be said that it is representative of temperance hotels.

Condition, Integrity and Authenticity

While Condition and Integrity are considerations in assessing the significance of a place, it is possible for a place of poor condition or poor integrity to be identified as significant on the basis of a value to which Condition and Integrity are relatively unimportant (eg. a ruin with high historic value).

Places identified in an inventory will usually have a Medium to High degree of Authenticity.

However it is possible to include places of low Authenticity if they exhibit evolution of use and change that is harmonious with the original design and materials.

The three terms are defined as follows:

Condition The current state of the place in relation to the values for which that place has been assessed, and is generally graded on the scale of Good, Fair or Poor.

Integrity The extent to which a building retains its original function, generally graded on a scale of High, Medium or Low.

Authenticity The extent to which the fabric is in its original state, generally graded on a scale of High, Medium or Low.

The City's assessment concludes the following:

Condition-The place is in good condition and is being well maintained.

Integrity- The place is still used for unlicensed accommodation and therefore retains a moderate degree of integrity.

Authenticity-Although substantial refurbishment and alteration has occurred, some original features remain and the layout of the original section of the building is evident.

The place retains a moderate degree of authenticity.

We affirm these assessments.

Grading of Significance

For each place that meets one or more of the above criteria, the Degree/Level of Significance section should be applied to assist in determining a level of management that might be appropriate to protect heritage values. Each heritage place can then be graded with one of the following levels of significance.

Level of Significance	Description	Desired Outcome
Exceptional significance	Essential to the heritage of the locality. Rare or outstanding	The place should be retained and conserved.

	example.	Any alterations or extensions should reinforce the significance of the place, and be in accordance with a Conservation Plan (if one exists for the place).
Considerable significance	Very important to the heritage of the locality. High degree of integrity/ authenticity	Conservation of the place is highly desirable. Any alterations or extensions should reinforce the significance of the place
Some/Moderate significance	Contributes to the heritage of the locality. Has some altered or modified elements, not necessarily detracting from the overall significance of the item.	Conservation of the place is desirable. Any alterations or extensions should reinforce the significance of the place, and original fabric should be retained wherever feasible
Little significance	Does not fulfil the criteria for entry in the local Heritage List.	Photographically record prior to major development or demolition. Recognise and interpret the site if possible.

Using these criteria, one would have to conclude that the place has at least some significance.

It is possible for the front section of the building to represent the values and the degree of significance. In other words, the front portion of the building has the highest significance and the remaining sections much less significance.

Conclusion

In our view the place is worthy of inclusion in the CPS2 Heritage List. There is the capacity for a fairly high degree of intervention, as the degree of significance suggests, notably the rear portion of the building. However, the first order issue is for the City to determine whether or not the place is to be included in the list.

Yours sincerely,



PHILIP GRIFFITHS FRAIA RIBA M.ICOMOS
ABWA Reg.No. 1071
for Griffiths Architects

CONFIDENTIAL SCHEDULE 6
ITEM 2 – PROPOSED ENTRY OF GRAND CENTRAL
HOTEL – 379 WELLINGTON STREET, PERTH IN THE CITY
PLANNING SCHEME NO. 2 HERITAGE LIST

FOR THE PLANNING COMMITTEE MEETING

13 SEPTEMBER 2016

DISTRIBUTED TO ELECTED MEMBERS UNDER
SEPARATE COVER

ITEM NO: 3

PERTH LOCAL DEVELOPMENT ASSESSMENT PANEL – NOMINATION OF AN ALTERNATE MEMBER

RECOMMENDATION: (APPROVAL)

That Council nominates _____ for consideration by the Minister for Planning for appointment as an alternate local government member to the Perth Local Development Assessment Panel for a term expiring 26 April 2017.

BACKGROUND:

FILE REFERENCE: P1027201
REPORTING UNIT: Governance
RESPONSIBLE DIRECTORATE: Corporate Services
DATE: 31 August 2016
MAP / SCHEDULE: N/A

At its special meeting held on **22 October 2015**, Cr McEvoy was nominated as the second deputy representative (alternate member) to the Perth Local Development Assessment Panel (LDAP) for a term expiring on 26 April 2017.

Cr McEvoy has now formally resigned from the LDAP and therefore, her position as alternate member is to be replaced with another Elected Member. Accordingly Council is required to provide a replacement nomination to the Minister for Planning, Culture and the Arts for consideration in accordance with the Regulation 23 of the *Planning and Development (Development Assessment Panels) Regulations 2011*.

LEGISLATION / STRATEGIC PLAN / POLICY:

Legislation *Planning and Development Act 2005*
Planning and Development (Development Assessment Panels) Regulations 2011

Integrated Planning and Reporting Framework Implications **Strategic Community Plan**
Council Four Year Priorities: Capable and Responsive Organisation
A capable, flexible and sustainable organisation with a strong and effective governance system to provide leadership as a capital city and deliver efficient and effective community centred services.

DETAILS:

Perth LDAP Local Government Member	Membership Details
<ul style="list-style-type: none"> Lord Mayor Scaffidi – Member 	<ul style="list-style-type: none"> Term expires 26 April 2017 <p>(Lord Mayor Scaffidi was nominated by Council at its meeting held on 3 February 2015. Ministerial confirmation of the appointment is dated 27 July 2015, TRIM 130626/15).</p>
<ul style="list-style-type: none"> Cr Adamos – Member 	<ul style="list-style-type: none"> Term expires 26 April 2017 <p>(Cr Adamos was nominated as an alternate member by Council at its meeting held on 3 February 2015. Ministerial confirmation of the appointment is dated 27 July 2015, TRIM 135551/15.</p> <p>Cr Adamos was then nominated as a member by Council at its special meeting held on 22 October 2015. Ministerial confirmation of the appointment is dated 7 January 2016, TRIM 104158/16).</p>
<ul style="list-style-type: none"> Deputy Lord Mayor Cr Limnios – Alternate Member 	<ul style="list-style-type: none"> Term expires 26 April 2017 <p>(Cr Limnios was nominated as an alternate member by Council at its meeting held on 3 February 2015, Ministerial confirmation is dated 27 July 2015, TRIM 2696/16).</p>
<ul style="list-style-type: none"> Vacant – Alternate Member 	

LDAP Governance and Sitting Fees

The Department of Planning, via the DAP Secretariat, is responsible for the administration of all LDAP meetings and the preparation of agenda and minutes.

The City of Perth is responsible for providing the Perth LDAP with a meeting venue and minute taking services (preparation of draft minutes). As a “Responsible Authority” the City of Perth is also required to prepare and submit to the Department of Planning reports on development applications, inclusive of recommendations for the Perth LDAP’s consideration.

DAP meetings are conducted in accordance with the Development Assessment Panel Practice notes: DAP Standing Orders 2012. The meetings are held at Council House and are open to members of the public. DAP members are also required to comply with the Development Assessment Panel Code of Conduct 2011.

DAP members are paid sitting fees and are entitled to reimbursement of travel expenses in accordance with Regulations, with the exception of DAP members who are either Federal, State or local government employees, active or retired judicial officers or employees of public institutions, although exceptions to this can be approved through the Minister and Cabinet.

FINANCIAL IMPLICATIONS:

There are no direct financial implications related to this report.

COMMENTS:

It is mandatory for a person appointed as a DAP member to satisfactorily complete DAP member training provided by the Department of Planning before acting in the role. A local government representative who has previously completed this training is not required to attend further training.

In accordance with the *Planning and Development (Development Assessment Panels) Regulations 2011*, the quorum for a LDAP meeting is three members (including the Presiding Member, and two others whether they are specialist panel members or local government members). The appointment of an alternate local government member will ensure continuity of local government representation at Perth LDAP meetings.