



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, 12 May 2015 at 5.30pm.**

Yours faithfully

**GARY STEVENSON PSM
CHIEF EXECUTIVE OFFICER**

7 May 2015

Committee Members:

Members:

Cr Butler (Presiding Member)
Cr Harley
Cr McEvoy

1st Deputy:

Cr Adamos

2nd Deputy:

Cr Davidson
OAM JP



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

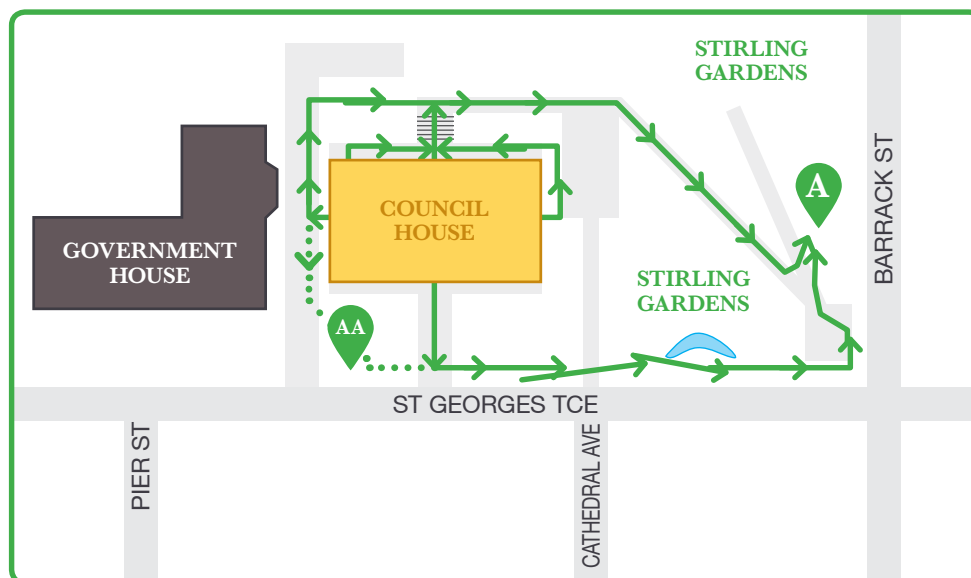
whoop whoop whoop

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 2013)

Members:	1st Deputy:	2nd Deputy:
Cr Butler (Presiding Member)	Cr Adamos	Cr Davidson OAM JP
Cr Harley		
Cr McEvoy		

Quorum: Two
Terms Expire: October 2015

TERMS OF REFERENCE: [Adopted OCM 04/06/13]

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
12 MAY 2015
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 – 31 March 2015**
- 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 Reports:

- **Fire Service Requirements for Development Applications (Raised 06/05/14, Updated 31/03/15)**

At the Planning Committee meeting held on 31 March 2015, the Director City Planning and Development and the City Architect provided a brief update regarding this matter, noting that Officers have investigated this issue and there is indication that further consultation is required between the City and various state agencies.

Given that this is an ongoing issue included as a component of a development application, it is requested that the Committee consider removing this item from the outstanding reports list.

Verbal updates on the issue will be provided to the Committee when available.

- **Recycling Initiative at Events (Raised 17/02/15)**

The Manager Approvals Services advises that an information report will be published on the Elected Members Portal in the near future therefore this item will be removed from the outstanding reports list.

12.Closure

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ITEM NO: 1

22 (LOT 302) DELHI STREET, WEST PERTH – ADDITIONS TO AND REFURBISHMENT OF EXISTING BUILDING

RECOMMENDATION:

(APPROVAL)

That, in accordance with the provisions of the City Planning Scheme No. 2 and the Metropolitan Region Scheme, the Council APPROVES BY AN ABSOLUTE MAJORITY the application for additions to and refurbishment of the existing building at 22 (Lot 302) Delhi Street, West Perth, as indicated on the Metropolitan Region Scheme Form One dated 15 October 2014, and as shown on the plans received on 10 and 24 March 2015, subject to:

- 1. the proposed development being restricted to a total plot ratio of 1.6:1, incorporating 13.5% bonus plot ratio (equivalent to an additional 567.5m² of plot ratio floor area) being granted to the development on the basis of the restoration and conservation of the façade of the existing heritage building on the site in accordance with clause 28 of the City Planning Scheme No. 2;***
- 2. final details, including a sample board, of the materials, colours and finishes for the additions to the building being submitted and approved by the City prior to applying for a building permit;***
- 3. an Interpretation Plan, which is to enhance the public's appreciation of the cultural heritage significance of the place, being prepared by a suitably qualified and experienced heritage professional and being submitted and approved by the City prior to applying for a building permit;***
- 4. the brise-soliel fixings being repaired in the first instance and only being replaced where they are beyond repair, to the City's satisfaction;***

(Cont'd)

5. ***the proposed paint colour for the brise-soliel (sunshades) and surrounding external walls matching the original paint colour for the building based on documentary, photographic and physical evidence (paint scrapes) to the City's satisfaction;***
6. ***a Conservation Management Plan, prepared by a suitably qualified and experienced heritage professional, being submitted and approved by the City prior to applying for a building permit. The plan is to outline the on-going maintenance plan for the building's significant heritage fabric including the brise-soliel (sunshades). The conservation works, as detailed in the approved Conservation Plan, shall be carried out as part of the development, prior to the occupation of the additions to the building;***
7. ***prior to applying for a building permit, the owner entering into a Heritage Agreement with the City under clause 33 of the Scheme to provide for the ongoing conservation, interpretation and maintenance of the place.***
8. ***a detailed works strategy, outlining measures to be taken to ensure the protection of the building from damage due to demolition and construction works on-site, being submitted prior to applying for the relevant demolition and / or building permit;***
9. ***the submission of a construction management plan for the proposal prior to applying for a building permit, detailing how it is proposed to manage:***
 - 9.1 ***the removal and delivery of materials and equipment from and to the site;***
 - 9.2 ***the storage of materials and equipment on the site;***
 - 9.3 ***the parking arrangements for the contractors and subcontractors;***
 - 9.4 ***the protection of services and utilities; and***
 - 9.5 ***other matters likely to impact on surrounding properties.***

BACKGROUND:

SUBURB/LOCATION: 22 Delhi Street, West Perth
FILE REFERENCE: 2014/5332
REPORTING UNIT: Approval Services
RESPONSIBLE DIRECTORATE: City Planning and Development
DATE: 22 April 2015
MAP / SCHEDULE: Schedule 1 – Location Map
Schedule 2 – Coloured Perspectives
3D MODEL PRESENTATION: A 3D Model for this application will be available at the Committee meeting.

LANDOWNER: Warrington 22 Delhi Street Pty Ltd
APPLICANT: TPG Town Planning, Urban Design and Heritage
ZONING: (MRS Zone) Urban Zone
(City Planning Scheme Precinct) West Pert (P10)
(City Planning Scheme Use Area)
Office/Residential
APPROXIMATE COST: \$1.925 million

SITE HISTORY:

The site is 2,102m² in size and currently occupied by the heritage listed Co-operative Bulk Handling building, a six level office building which was completed in 1968. The site has frontage to Delhi Street and Campbell Street and has vehicle access via both streets.

The total plot ratio floor area for the existing building is 2,952m², equating to a plot ratio of 1.40 :1.0 which is 156m² plot ratio floor area in excess of the maximum 1.33:1.0 plot ratio currently permitted under the City Planning Scheme No 2 (CPS2) for use groups other than Residential or Special Residential. The additional plot ratio above the allowable limit currently onsite can largely be attributed to change to plot ratio definitions since the building's construction in 1968 and minor previous internal fit outs.

DETAILS:

An application has been received seeking approval to construct two additional office levels on top of the existing heritage listed office building at 22 Delhi Street, West Perth. The application includes other minor alterations and refurbishment works consistent with the conservation of the heritage building. The proposal seeks 13.5% bonus plot ratio (567.5m² plot ratio floor area) for the conservation of a heritage place, which includes the current 156m² of excess plot ratio floor area. Details of the proposed development are as follows:

Ground Floor Level	The removal of the entry structure constructed in 2005/2006, which is considered to detract from the heritage and architectural values of the building, and the provision of a new entry, designed to complement the existing building. A
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	new elevated walkway at the ground level to provide a new fire escape route from the existing fire stairs located on the eastern side of the building, as necessitated by the proposed rooftop addition.
First to Fifth Floor Level	The refurbishment of the existing concrete brise-soleil (sunshades) to both the southern and northern elevations, which have fallen in to a state of poor structural repair. The scope of works to repair the brise-soleil will also involve repainting the sunshades, along with the rest of the building, to reflect the original colour scheme.
Sixth and Seventh Floor Level	A double height rooftop pavilion addition to the existing building, providing two separate office tenancies, both over two levels, with a shared entry lobby area and toilets. This involves removing the existing rooftop plant room, with this equipment being relocated into the lift/staircase side core structure, within the unused caretakers dwelling.

LEGISLATION / POLICY:

Legislation

City Planning Scheme No. 2
Planning and Development Act 2005
Heritage of Western Australia Act 1990

Policy

Policy No and Name: 4.6 - Bonus Plot Ratio Policy
4.11 – Heritage

COMPLIANCE WITH PLANNING SCHEME:

Land Use

The subject property is located within the Office/ Residential Use Area of the West Perth Precinct (P10) under the City Planning Scheme No. 2. The precinct provides for a wide range of office and residential activities and will establish a secondary business area adjacent to the city centre. Under the Use Group Table for the West Perth Precinct an office use is a preferred ('P') use.

Development Requirements

In the Office/Residential Use Area of the West Perth Precinct, buildings shall be set in landscaped surrounds to create an open spacious character quite distinct from the continuous built edge of the primary office district in the city centre. Buildings shall be well set back from boundaries and evoke a sense of prestige which should be further enhanced by permanent, in-ground landscaping. Buildings having historical, architectural or other significance will be preserved and maintained.

The proposal's compliance with the City Planning Scheme No. 2 development requirements is summarised below:

Development Standard	Proposed	Required
Maximum Plot Ratio:	1.6 :1 (3,363.2m²) including 567.5m² of bonus plot ratio	2.0 : 1 (4,204m ²) (Maximum) with 1.33 : 1.0 (2795.7m ²) maximum for uses other than Residential and Special Residential
Building height:		
Delhi Street (Southern Elevation)	31.8 metres	29 metres
Campbell Street (Western Elevation)	30.8 metres	
Setbacks:		
Front (South):		
- Ground Floor Level	3.64 metres to new canopy (1 metre to canopy from the truncation), 5 metres to remainder of building.	4.5 metres
- 1 st to 5 th storey (existing)	3.7 metres to existing building	
- 6 th storey	3.7 metres to terrace balustrade, 5 metres to new building facade	
- 7 th storey	10.5 metres to new building facade	
Side (East):		
- Ground Floor Level	3.52 metres to new fire stairs walkway, 7.72 metres to remainder of existing building.	4 metres

Development Standard	Proposed	Required
- 1 st to 5 th storey (existing)	5.4 metres to existing building	
- 6 th storey	13.81 metres to new building facade	
- 7 th storey	7.71 metres to new pergola, 13.5 metres to new building facade	
Side (West)		
- Ground Floor Level	3.75 metres to new mesh canopy, 6.1metres to building facade	4 metres
- 1 st to 5 th storey (existing)	2.2 metres to existing building	
- 6 th – 7 th storey	10.43 metres to new building facade	
Rear (North)		
- Ground Floor Level	18.7 metres to new fire stairs walkway	3 metres
- 1 st to 5 th storey (existing)	20.8 metres to existing building	
- 6 th – 7 th storey	20.1 metres to new canopy, 21.2 metres new to building facade	

In accordance with Clause 47(3) of CPS2, the Council cannot grant planning approval for a non-complying application unless -

- (a) if so required by the Council under clause 41(2), the application has been advertised;
- (b) in respect of an application for an increase in plot ratio above the specified maximum plot ratio -
 - (i) the application complies with clause 28;

Variations to the plot ratio, building height and setback provisions applicable to the development can be granted by an absolute majority decision of the Council, in accordance with Clause 47 of the City Planning Scheme and provided the Council is satisfied that:

'47(3)(d)(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'.*

In accordance with the provisions of Clause 28(2) of the CPS2 the Council may permit a bonus plot of up to a maximum of 20% per lot where in the opinion of the Council *"the development would result in the conservation of a place on the lot which under clause 30 has been declared by the Council to be significant and worthy of conservation and the development is located within the area shown on the Heritage Bonus Plot Ratio Plan as being eligible for heritage bonus plot ratio,"*

Furthermore, under 28(5) *"the Council may only permit bonus plot ratio where in addition to the requirements of this clause and clause 47, the Council is satisfied that the development would not –*

- (a) adversely affect the cultural heritage significance of any place declared by the Council under clause 30 or any conservation area; and*
- (b) adversely affect the amenity, streetscape or desired character of the precinct in which the development is located; and*
- (c) have a significant adverse effect on an adjoining property or a property in the general locality."*

COMMENTS:

Consultation

The application was advertised to the owners of adjacent properties for a period of 14 days, due to the non-compliance with plot ratio, setbacks and height provisions as prescribed by the City Planning Scheme No. 2. No submissions were received during this time.

Design Advisory Committee

The proposal was considered by the Design Advisory Committee (DAC) at its meeting held on 2 April 2015 and the DAC advised it:

- "1. supports the awarding of 13.5% bonus plot ratio for the proposed conservation and restoration of the heritage listed building, having regard to the criteria identified under the Bonus Plot Ratio Policy;*
- 2. supports the proposed minor variations to the maximum building height and setbacks, noting the height of the additions in comparison to the existing lift*

overrun, and that the variations will not have any significant impact on the streetscape or local amenity;

- 3. acknowledges the rationale and consideration given to the design of the proposed additions and supports the proposal noting that it is intended that there will be further refinement of the materials and design.”*

Heritage

The property is on the State Heritage Office’s (SHO) assessment program (Place Number – 03550). As such the application was referred to the SHO for their review in regards to the heritage aspects of the development proposal. The Heritage Council considered the proposal and advised that:

- “1. the removal of the existing rooftop plant room and the addition of a double height rooftop pavilion will not dominate or mimic the structure;*
- 2. the refurbishment of the existing brise-soleil to both the southern and northern elevations is a good conservation outcome for the place;*
- 3. the new entrance and refurbished interior are considered to be of little cultural heritage significance, therefore, the proposed new entry structure raises no concerns; and*
- 4. overall, the proposed development is respectful of the existing structure and will not have an adverse impact on the identified significance of the place.”*

As such the SHO unconditionally supported the proposal.

Bonus Plot Ratio:

Under CPS2, developments proposing additional plot ratio above that specified on the Plot Ratio Plan must incorporate one or more of the eligible bonus plot ratio categories identified within Clause 28 of City Planning Scheme No. 2 and detailed within the Bonus Plot Ratio Policy.

Bonus plot ratio of up to 20% may be awarded for development which involves the conservation of a heritage place where it is located within the area indicated as eligible on the Public Facilities and Heritage Bonus Plot Ratio Plans contained within CPS2. The development must also meet the applicable Essential Criteria and adequately address the applicable Performance Requirements identified in the Bonus Plot Ratio Policy.

The applicant is seeking a total of 13.5% bonus plot ratio (567.5m² plot ratio floor area) for conservation works being undertaken to the heritage building and additions to the heritage building in accordance with clause 28 of the CPS2 and the City’s Bonus Plot Ratio Policy 4.6.1.

The proposed façade and brise-soliel works to the building seek to restore the original facade and return it to its original state and therefore the proposed development achieves the essential criteria under the Scheme Policy.

The proposal also addresses the performance requirements of the policy with the retention of heritage fabric, consideration of its setting, retention and enhancement of its original use and the provision of an interpretation strategy. The development retains the existing building and involves conservation works to safeguard the building and halt further deterioration.

The applicant has also advised that an interpretive display is proposed in accordance with the performance criteria of the policy in the lobby area of the building is proposed to enhance the public's appreciation of the cultural heritage significance of the place. It is anticipated that interpretative panels comprising a variety of elements including sculptural, written and photographic components will be on display to tell the story of the building and the significance of its architectural style and features. A condition should be placed on any approval granted imposing that an Interpretive Plan is submitted and approved by the City prior to applying for a building permit.

The applicant has not supplied, nor is there currently a Conservation Management Plan as required under the bonus plot ratio policy. Given this, the applicant has advised that the proposed works will not conflict with a future Conservation Plan as the same methodology has been applied to the design of the proposed development as would have been applied to the development of a Conservation Plan. It is recommended that any approval granted impose that a Conservation Management Plan is submitted and approved by the City prior to applying for a building permit.

The Design Advisory Committee recommended approval of the bonus plot ratio due to the beneficial outcome for the conservation of the Cooperative Bulk Handling building and given the extent of conservation works and the sympathetic design of the proposed additions, it is recommended that the 13.5% bonus lot ratio be supported in accordance with clause 47 and clause 28 of CPS2.

Other Development Standards

Setbacks:

The lobby canopy projects into the front (Delhi Street) setback area and western side setback area (Campbell Street) however the intrusion will be less than the existing canopy. The setback variation is considered to be minor and will add articulation and interest to the front elevation of the building. The canopy will not significantly add to the bulk of the building, and is considered to be appropriate in the context of the streetscape. The proposed reduced setback of the fire stair is also considered to be minor and will not adversely impact on the adjoining property.

The extent of variations to the setback provisions at the upper levels are consistent with the existing building setbacks and are considered to be minor in nature with the additions not resulting in any additional overshadowing of adjoining properties.

Having regard for the above, it is considered that the setback variations can be supported in accordance with Clause 47 of the City Planning Scheme No. 2.

Building Height:

The additions to the building will result in a minor variation to the maximum building height being 31.8 metres to Delhi Street and 30.8 metres to Campbell Street in lieu of a 29 metre maximum. The additional building height however will not result in an increase in the overall height of the existing building as a portion of the building that currently houses the servicing already sits at 30.8 metres in height. The additional height of the building is considered to be minor and will not result in the obstruction of any views or additional significant overshadowing of adjoining properties.

Having regard for the above, it is considered that the setback variations can be supported in accordance with Clause 47 of the City Planning Scheme No. 2.

Conclusion

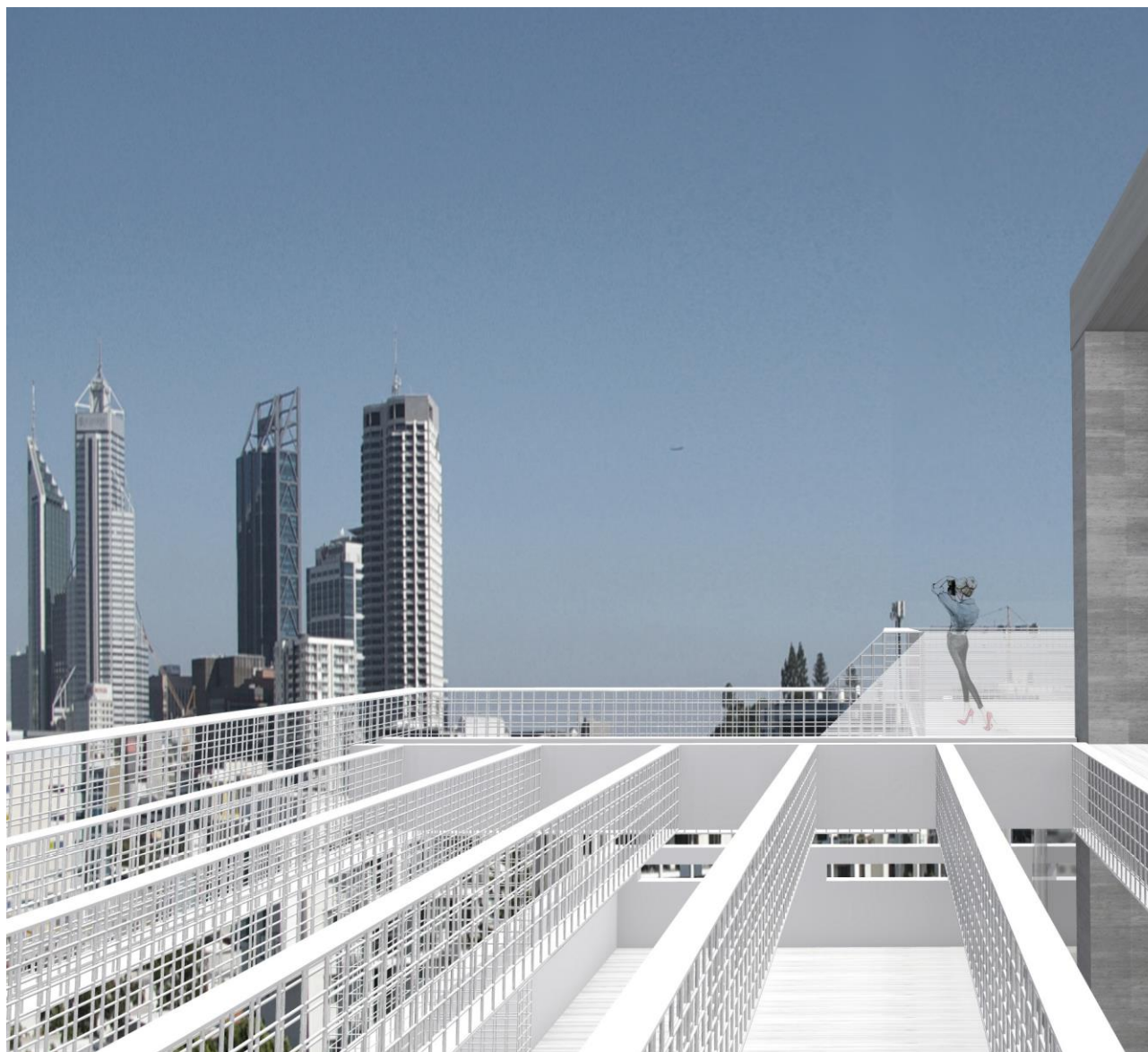
The proposed development is considered to be consistent with the intended character and intent for the locality and will result in beneficial conservation works being undertaken to the heritage building. The bulk and scale of the proposed additions is compatible with the surrounding development and the variations proposed to the prescribed development standards are unlikely to have any adverse impact on the amenity of the locality. It is therefore recommended that the application be approved subject to appropriate conditions.



14/5332; 22 (LOT 302) DELHI STREET, WEST PERTH



14/5332; 22 (LOT 302) DELHI STREET, WEST PERTH



14/5332; 22 (LOT 302) DELHI STREET, WEST PERTH



14/5332; 22 (LOT 302) DELHI STREET, WEST PERTH

ITEM NO: 2

5 (LOTS 9 AND 10 - PROPOSED) THE ESPLANADE, PERTH – PROPOSED 28 STOREY HOTEL AND APARTMENT BUILDINGS PROVIDING FOR 204 HOTEL ROOMS, 379 APARTMENTS AND 581 CAR PARKING BAYS

RECOMMENDATION:

**(ADVICE TO THE
METROPOLITAN
REDEVELOPMENT AUTHORITY)**

That:

- 1. the Metropolitan Redevelopment Authority be advised that the Council supports the proposed 28 storey hotel and apartment buildings providing for 204 hotel rooms, 379 apartments and 581 car parking bays subject to the following conditions:**
 - 1.1 the entrance to the port cochere being redesigned to ensure safe vehicle access is maintained from Riverside Drive and to prevent any vehicles accessing the port cochere from Barrack Street and Riverside Drive in consultation with the City and to the satisfaction of Main Roads WA, with all modifications required to the roads, cycle path, footpaths and pedestrian crossings being undertaken at the cost of the developer;**
 - 1.2 the exit from the port cochere being redesigned to ensure safe vehicle exit from the port cochere in consultation with the City with no vehicles being allowed to turn right from Geoffrey Bolton Avenue into Barrack Street;**
 - 1.3 the landscaping including water features alongside the port cochere on Barrack Street being modified to be fully within the boundary of the Lot 9 and not encroaching into the Barrack Street road reserve;**

(Cont'd)

- 1.4 the vehicle entrance and exit and the port cochere being designed and finished in materials of similar quality as the building lobby including rendering, paving, ceiling and lighting, with no piping, ducting, cabling or other services being visible;**
- 1.5 the fire boosters, switchroom, substation and gas services proposed adjacent to the vehicle entrance fronting Barrack Square being relocated, reduced and re-orientated in consultation with the City to ensure an acceptable aesthetic outcome for the ground level elevation fronting Barrack Square;**
- 1.6 the area accommodating the residential stores on level 2 being redesigned to improve security (perceived or otherwise) by providing permeable screens and natural light in consultation with the City;**
- 1.7 the access to the site and internal manoeuvring areas within the building being designed to provide for vehicles which are required for servicing and waste removal in consultation with the City and to the satisfaction of the Metropolitan Redevelopment Authority;**
- 1.8 art and design details to the façade screening proposed to the car parking levels being prepared in consultation with the City and being submitted to the Metropolitan Redevelopment Authority for approval prior to applying for a building permit;**
- 1.9 final details and a sample board of the high quality and durable materials, colours and finishes for the proposed building being prepared in consultation with the City and being submitted to the Metropolitan Redevelopment Authority for approval prior to applying for a building permit;**
- 1.10 all development and works shown outside of the Lot boundaries including vehicle crossovers and the alfresco areas within the promenade and in Riverside Lane, not forming part of this approval but being the subject of separate applications for approval and lease/licence arrangements where relevant;**

(Cont'd)

- 1.11 easements being registered providing for joint access arrangements, services management and other matters to the Metropolitan Redevelopment Authority's satisfaction prior to occupation of any portion of the development;**
- 1.12 any music or entertainment within the bar tenancies being restricted in volume to background level music over which normal levels of conversation can occur;**
- 1.13 a management plan detailing control of noise, patron behaviour, waste management and hours of operation, being submitted for approval by the Metropolitan Redevelopment Authority prior to any bar/restaurant tenancies commencing operation, with the management plan being implemented by the proprietor / manager of the tenancy on an on-going basis;**
- 1.14 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 view of the street, 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 and approved by the Metropolitan Redevelopment Authority prior to applying for a building permit;**
- 1.15 the proposed floor levels of the pedestrian and vehicle entrances to the building being designed to match the current levels of the immediately adjacent footpaths and promenades, to the City's specifications and to the Metropolitan Redevelopment Authority satisfaction;**
- 1.16 on-site stormwater disposal/management being to the City's specifications with details being submitted to the Metropolitan Redevelopment Authority for approval prior to applying for a building permit;**

(Cont'd)

- 1.17 a maximum of 46 commercial (hotel, restaurant, café, bar) tenant car parking bays provided on site being for the exclusive use of the tenants or occupants of the commercial tenancies within the development and not being leased or otherwise reserved for use of the tenants or occupants of other buildings or sites;**
- 1.18 a maximum of 379 residential car bays being provided on site with all on-site residential car bays being for the exclusive use of the residents of the development or their visitors;**
- 1.19 the dimensions of all car parking bays, aisle widths and circulation areas complying with the Australian Standard AS2890.1, ensuring that vehicles can enter and exit the building in forward gear;**
- 1.20 a Parking Management Plan, identifying the management and maintenance strategies for access to ACROD and other Special Purpose bays and bicycle parking facilities, being submitted and approved by the Metropolitan Redevelopment Authority prior to applying for a building permit;**
- 1.21 a Service and Delivery Access Plan for the hotel, restaurants and bars, outlining the management strategies proposed to coordinate the on-site parking and servicing for all facilities, being submitted and approved by the Metropolitan Redevelopment Authority prior to applying for a building permit;**
- 1.22 a minimum of one residential store being provided for each residential dwelling;**
- 1.23 a detailed landscaping and reticulation plan being submitted and approved prior to the submission of an application for the relevant building permit, with the approved landscaping being installed prior to the occupation of the building and thereafter maintained to a high standard;**

(Cont'd)

1.24 the proposed development being designed and constructed in such a manner so that existing and possible future noise levels associated with:

- a) inner city activities including commercial and entertainment uses and activities,**
- b) traffic impacts,**
- c) the Bell Towers, and**
- d) noise generated from within the development,**

that could potentially affect residents and guests, can be successfully attenuated. Details of such noise attenuation measures shall be prepared by a qualified acoustic consultant and be submitted for approval in consultation with the City prior to the submission of an application for the relevant building permit. The construction specifications detailed in the above acoustic report must be implemented in full to the satisfaction of the Planning authority with the relevant working drawings being certified by an accredited acoustic consultant to confirm compliance with the specifications prior to applying for a building permit;

1.25 a suitably qualified Crime Prevention Through Environmental Design (CPTED) consultant confirming the final design of the development is in accordance with CPTED design principles to the satisfaction of the Metropolitan Redevelopment Authority, prior to applying for a building permit;

1.26 a suitably qualified Wind Impact Consultant confirming that the final design of the development has incorporated the measures required to limit the adverse impact the development has on the adjoining public environment including the Elizabeth Quay promenade, Barrack Square and the adjoining footpaths to acceptable comfort levels for walking and seating where applicable to the satisfaction of the Metropolitan Redevelopment Authority, prior to applying for a building permit;

(Cont'd)

- 1.27 details of all proposed public art on site being submitted for approval by the Metropolitan Redevelopment Authority in consultation with the City prior to the artwork commencing, with the approved art being installed within an agreed period and thereafter maintained by the owners of the building;**
- 1.28 a section 70A notification, pursuant to the Transfer of Lands Act 1893 being placed on the Strata Title of each residential apartment alerting prospective purchasers that the land is located within an inner-city mixed use precinct and may be affected by high levels of activity, light, noise, traffic and late hours of operation within public and private areas;**
- 1.29 the Waste Management Plan being updated to comply with the City's draft Waste Services Guidelines for New Development 2015 and the WALGA Multiple Dwellings Waste Management Plan Guidelines, including the commercial and residential waste volume calculations and the loading and weekly servicing arrangements;**
- 1.30 any signage for the hotel and facilities being designed as an integral component of the development with details of any signage being subject to a separate application for approval by the Metropolitan Redevelopment Authority;**
- 1.31 a construction management plan for the development being prepared in consultation with the City and being submitted and approved by the Metropolitan Redevelopment Authority prior to the submission of an application for the relevant building permit, detailing how it is proposed to manage:-**
- a) delivery of materials and equipment to the site;**
 - b) storage of materials and equipment on the site;**
 - c) parking arrangements for contractors and subcontractors;**
 - d) impacts on the Barrack Square activities and businesses;**
 - e) other matters likely to impact on the surrounding foreshore reserve and properties.**

(Cont'd)

- 2. the MRA be requested to provide the City with an updated Transport Assessment for the Elizabeth Quay project area to assess the impact of this development (which differs from the original design guidelines and vehicle numbers and access / exit configuration within the project area on the surrounding road network (and specifically Barrack Street, Riverside Drive, Barrack Square and the proposed Geoffrey Bolton Avenue));**

- 3. the MRA being requested to advise the applicant to consult with the City in regard to the requirements of the Health Act and Regulations for Public Buildings (which includes the hotel) and may differ from the Building Code of Australia provisions prior to applying for a building permit.**

BACKGROUND:

SUBURB/LOCATION:	Elizabeth Quay, Perth
FILE REFERENCE:	DA 2015/5114
REPORTING UNIT:	Approval Services
RESPONSIBLE DIRECTORATE:	City Planning and Development
DATE:	30 April 2015
MAP / SCHEDULE:	Schedule 3 – Location Plan Schedule 4 – Coloured Perspectives Schedule 5 – Road Diagrams
3D MODEL PRESENTATION:	Committee presentation
LANDOWNER:	Metropolitan Redevelopment Authority
APPLICANT:	Metropolitan Redevelopment Authority
ZONING:	(MRS Zone) N/A (City Planning Scheme Precinct) Civic (P7) (City Planning Scheme Use Area) N/A
APPROXIMATE COST:	\$398.1 million

SITE HISTORY:

At its meeting held on **8 November 2011** the Council granted ‘in-principle’ approval for the acquisition of Lot 79 The Esplanade and Lots 901 and 302 Riverside Drive by the State Government for the Perth Waterfront Project.

The following development applications have been approved for the construction of the public realm at Elizabeth Quay:

Development Application 1 - Forward Works Civil (DA1; Approving Authority: WAPC): Includes external road works, major services, contamination remediation and

demolition/deconstruction within the Esplanade Reserve (conditionally approved February 2012).

Development Application 2 - Inlet and Marine Works (DA2; Approving Authority: WAPC): Includes major earthworks associated with the creation of the inlet and island, jetty demolition, jetty extensions and dredging (conditionally approved April 2012).

Development Application 3 - Infrastructure & Services to support the Public Realm (DA3; Approving Authority: WAPC). This principally covered the remaining servicing and infrastructure to support the public realm at Elizabeth Quay (conditionally approved in March 2014).

Development Application 4 - Final Finishes to Public Realm (DA4; Approving Authority: MRA): Covers all remaining public realm finishes for the completion of the Elizabeth Quay project (conditionally approved in July 2014).

Development Application 6 – 9 (DA6; to DA9 Approving Authority: MRA): These development applications related to the food and beverage outlets (FBOs) within the public realm. Those approved under DA6 to DA8 are currently under construction and include the reconstruction of the Flo Hummerston kiosk. DA9 is currently under consideration.

Subdivision 1 - North (SD1; Approving Authority: WAPC): Consisting of 5 northern lots (conditionally approved February 2012).

Subdivision 2 - South (SD2; Approving Authority: WAPC): Consisting of the balance four lots either side of the inlet, including lots 9 and 10 and public domain (conditionally approved April 2012).

Subdivision 3 – (SD3 Approving Authority; WAPC): Consisting of 3 lots in the public realm to accommodate the three food and beverage kiosks (being those in the above DA6 and DA7 and also the proposed DA9). This included a new road reserve (Riverside Lane) to provide access to one of the FBO lots. This is still to be determined.

Lot 9 has a total land area of 3,438m², whilst Lot 10 is 3,389m². The proposed development includes a shared basement level that will continue under Riverside Lane linking the two Lots. The developer (Far East Consortium) is currently seeking a subterranean title arrangement via the subdivision process (SD3) to allow this to occur. Lot 9 is bound by Geoffrey Bolton Avenue to the north, Barrack Street to the east, Riverside Lane to the south, and the Elizabeth Quay inlet and Eastern Promenade to the west. Lot 10 is bound by Riverside Lane to the north, Barrack Square to the east, Barrack Lane to the south, and the Elizabeth Quay Inlet, Island and Eastern Promenade to the west.

DETAILS:

A development application for a mixed use development, comprising predominantly a hotel and residential land uses, with active ground floor commercial tenancies on Lots 9 and 10 at Elizabeth Quay has been submitted to the Metropolitan Redevelopment Authority (MRA) and has been referred to the City for comment.

Lot 9 is to contain a 6-Star Ritz Carlton Hotel with residential apartments above, whilst Lot 10 will accommodate predominantly residential uses. Both sites include café/restaurant and retail land uses at ground level to promote an active interface with the pedestrian environment. A shared basement will be constructed over the two lots to accommodate car parking and building services.

The applicant states that *“the proposed development will present an architecturally designed landmark of the highest quality, incorporating a striking, contemporary façade design that will contribute positively to the streetscape, skyline and amenity of the locality. The proposal incorporates fine grain podium detailing, providing a high level of visual interest and activation of the public realm.”*

The proposed development has an overall height of 28 storeys (excluding rooftop infrastructure), with a five storey podium level provided for each development site.

A summary of the main features of the proposed development are as follows:

Hotel	The hotel component of the proposed development is to be located at the lower tower levels on Lot 9. A total of 204 hotel rooms of varying sizes are provided, including the Ritz-Carlton suite at level 18. The hotel component also includes a number of high quality guest facilities and event spaces. These include ground floor restaurant and bar tenancies, catering showroom, meeting rooms, main ballroom and junior ballroom, with associated function space and back of house facilities, spa, fitness centre, gym, roof bar, club lounge, swimming pool and landscaped areas. Staff amenities and back of house facilities are also provided at the podium levels, including ancillary offices, meeting rooms, training rooms, cafeteria, uniform store, nursing centre, male and female change rooms, and laundry facilities. A grand triple height foyer and entrance lobby are provided fronting Barrack Street, A valet parking area and porte-cochere are also provided. The port-cochere is accessed from where Barrack Street and Riverside Drive intersect and it will exit north to Geoffrey Bolton Avenue.
Residential	The residential component of the proposed development will be contained in the tower element and podium levels 3 and 4 (for the more affordable dwellings) on Lot 10 and the upper levels of the tower on Lot 9. A total of 379 residential apartments are proposed (inclusive of 38 ‘affordable dwellings’) comprising 110 one-bedroom dwellings, 182 two-bedroom dwellings, 82 three-bedroom dwellings and 5

	<p>four-bedroom dwellings. Of the 379 residential apartments, 104 are provided on Lot 9 and 275 on Lot 10.</p> <p>Communal residential facilities are provided at the podium roof level of both of the proposed buildings, including a gym, lounge and swimming pool, as well as landscaped decked areas in both buildings. A double height entrance foyer is provided on Lot 10, whilst a separate lobby and lifts are provided for the residential component of the proposed development on Lot 9, which is separate from the entrance lobby and lifts for the hotel component.</p>
<p>Commercial</p>	<p>Development on both Lots 9 and 10 incorporates active ground floor commercial tenancies intended for café/restaurant and retail land uses. The café/restaurant tenancies on Lot 9 form part of the Ritz-Carlton Hotel development whilst the tenancies on Lot 10 are to be run by independent café/restaurant operators. Lot 9 also includes a designated specialty retail tenancy at the corner of Barrack Street and Geoffrey Bolton Avenue. Ground floor tenancies are orientated towards the street and include dining areas to the promenade. Awnings are provided at the lot boundaries to afford increased weather protection for pedestrians and allow for the provision of covered alfresco dining areas to the promenade. Glazing is predominantly used at the ground floor facades with limited blank walls generally with double height foyers and tenancies.</p>
<p>Landscaping and Public Art</p>	<p>The applicant advises that the plant selection for the proposed landscaping is chosen for their form, seasonal display, texture and colour. As well as their ability to cope with the strong wind conditions and the microclimates formed by the buildings. The public realm 'water droplet' paving pattern and the material of light and dark granite setts continues in the areas adjacent the buildings, linking the development to its waterfront setting. The applicant advises that Public Art will be incorporated within the public realm, in consultation with the MRA.</p>
<p>Vehicle/Bicycle Parking and Building Services</p>	<p>Car parking for the proposed development is provided within the three shared basement levels proposed and the podium level of the residential tower on Lot 10. A total of 527 car parking bays are proposed along with 99 scooter/motorcycle bays. The hotel has 46 car parking bays whilst 481 car bays are allocated to the residential development.</p> <p>Bicycle parking is provided for both the residential and non-residential component of the proposed development with a total of 180 resident bicycle bays, 91 bays for the Site 10 commercial component and 82 bays for the hotel component. Additional bicycle parking for visitors is provided adjacent to the Geoffrey Bolton Avenue porte-</p>

	<p>cochere exit, at the southern boundary of the site and also between Lots 9 and 10 on Riverside Lane.</p> <p>Building services are located predominantly within the shared basement and podium levels, where these are screened from public view and integrated into the overall design.</p>
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Both building facades will be glazed in a selection of tinted and reflective glass. The applicant advises that the Lot 9 curtain wall is transparent and structurally glazed whilst the Lot 10 curtain wall is more reflective.

The applicant advises that *“both curvaceous forms expand the views from within the apartments. Privacy is maintained between facing apartments with fixed external louvres. In these apartments residents still have a commanding view afforded by the curved building form. While the footprint of each tower slightly encroaches into the 5m setback zone the result of a curved building is that the setbacks on the corners of the building are well within the setback zone. This reduces the visual bulk of the towers and mitigates environmental wind issues by not accelerating wind around the corners of the towers”*.

The applicant further advises that *“the height of the buildings has been increased to transition down from the proposed development on Lot 8 to lift to a heroic height at the southern end of Lot 10. By lowering the building forms either side of Riverside Lane the extent to which they overshadow the northern corner of Barrack Square is reduced to be within the shadow anticipated to be cast by the taller neighbour on Lot 8. Solar access is preserved to the functional open space of Barrack Square.”*

LEGISLATION / POLICY:

Legislation

Metropolitan Redevelopment Act 2011
Metropolitan Redevelopment Regulations 2011
Metropolitan Redevelopment Authority’s Central Perth
Redevelopment Scheme No. 2

The Elizabeth Quay Project Area was added to the MRA Central Perth Redevelopment Area at the time of creation of the MRA under provisions of the *Metropolitan Redevelopment Act 2011* (MRA Act) and associated *Metropolitan Redevelopment Regulations 2011* (MRA Regulations). Following its establishment, the MRA initiated an amendment to the Central Perth Redevelopment Scheme 2, to extend the Scheme over the Elizabeth Quay Project Area. The amendment was effective 1 August 2012 and transferred planning authority for the project area from the Western Australian Planning Commission (WAPC) to the MRA, with the MRA assuming responsibility for determining planning approvals within the project area.

COMPLIANCE WITH PLANNING FRAMEWORK:

The provisions of the City of Perth City Planning Scheme No. 2 do not apply to the subject site.

Under the provisions of the *Metropolitan Redevelopment Authority Act 2011*, the Metropolitan Redevelopment Authority (MRA) is responsible for planning and development control within the Central Perth Redevelopment Area (CPRA). The Elizabeth Quay project area is subject to the Central Perth Redevelopment Scheme No. 2 (CPRS2) and is subject to the Elizabeth Quay Design Guidelines.

The general land use intent of the CPRS2 is to create diverse mixed land use urban environments, including creating high quality spaces for people through an activated and interesting public realm. Commercial, Retail, Residential, and Dining and Entertainment land uses are preferred uses within the Inlet Precinct, whilst Culture and Creative Industry, and Community land uses are contemplated uses within the Precinct.

The Elizabeth Quay Design Guidelines have been prepared to guide the development and use of land within the Elizabeth Quay Project Area. The Guidelines aim to promote high quality and innovative design, whilst recognising and reflecting the heritage significance of the site. The vision of the Elizabeth Quay project under the Guidelines is to: Transform the relationship between the City and the river and enhance the identity of central Perth. Elizabeth Quay will be a highly interactive civic space, accessible to the whole region and within walking distance of all major facilities within central Perth.

The statement of development intent for Lot 9 is as follows:

“Development will be designed to respond to site levels and maximise visual permeability at ground level with multiple ground floor openings at grade to the east and west elevations, activated edges to the north and south elevations and protection from the sun and prevailing winds through continuous awnings.

The tower element above will be of international quality architectural design and positioned to respond to the site context and adjacent buildings, maintaining view lines to and from the Inlet and Riverside Drive and to and from the Landing and the Bell Tower.”

Similarly, the statement of development intent for Site 10 includes the following:

“Development will be designed to respond to site levels and maximise visual permeability and connection between Barrack Square and the Promenade with multiple ground floor openings at grade to the east and west elevations, activated edges to the north and south elevations and protection from the sun and prevailing winds through continuous awnings.

The tower element above will be of international quality architectural design and positioned to respond to the site context and adjacent buildings, maintaining view lines between the Landing and the Bell Tower spire.”

The Central Perth Development Policies set out development approval requirements and performance standards for the development of land in the CPRA. The policies relevant to this development include Green Building Design, Heritage, Sound attenuation, Providing Public Art, Affordable and Divers Housing and Adaptable and Accessible Housing.

COMMENTS

Land Use

The land uses proposed is generally in accordance with the preferred land uses stipulated in the Design Guidelines, with the exception of the bar land use on Lot 9 where two bar tenancies are proposed, one at street level and one at the podium roof level. A bar is considered to be an appropriate use for the site as it promotes activation of the ground floor façade and the podium roofs. Any approval for the bar uses should be supported on the basis of standard conditions regarding management plans for dealing with noise, patrons and waste, to be submitted for approval prior to the use coming into operation.

While the land uses are desirable in this location, it is noted that the potential for land use conflict exists, particularly between the residential apartments and the various entertainment and hospitality uses. The design and management of the development will be critical to its success.

Building Height

Podium Height

The proposed building on Lot 9 is seeking a 0.7 metre variation to the maximum podium height of 20 metres defined under the Design Guidelines. The podium level provided is 5 storeys, which is in accordance with the provisions of the Design Guidelines. The proposed variation is considered minor in nature and will not have any adverse impact on the public domain and can be supported.

Tower Height

The Elizabeth Quay Design Guidelines state that development sites are intended to be flexible. Variations to the prescribed building height may be supported where innovation and design quality can be demonstrated to have a positive impact on the project area and the city skyline as a whole. Having due regard to the above the proposed building height for Lots 9 and 10, being 28 storeys above ground in lieu of the designated 20 storeys under the Design Guidelines, is considered appropriate with respect to the prominent nature of the development site and the creation of two new landmark buildings. Further, the proposed development generally maintains view corridors and solar access as required under the Design Guidelines with no

additional impact to the overshadowing of the public areas of Barrack Square after midday than a development that is compliant with the height provisions.

Setbacks and Building Envelope

Due to the curvilinear design of the proposed built form there are various minor setback variations sought. The towers also exceed the building envelope provision of 60% coverage, occupying 64% on Lot 9 and 65.5% of Lot 10. It is considered that averaging the setback provisions and considering the design in terms of bulk and scale and presentation of the podium and towers, these minor variations can be supported as the design meets the intent of the Elizabeth Quay Design Guidelines if not in absolute terms.

Access and Parking

Access to the basement parking area is to be affected from Barrack Street in accordance with the provisions of the Guidelines. Additionally a porte-cochere is proposed for the hotel component at the frontage of Lot 9 to Barrack Street which is intended to provide for pick-up/drop-off services for the Ritz Carlton Hotel, along with 11 short-term parking spaces for use by hotel guests and the valet parking service. The valet parking area and porte-cochere will operate in a northbound direction only, with access from Barrack Street and egress onto Geoffrey Bolton Avenue.

Barrack Street is being constructed with a continuous central median. The applicant advises that the median within Barrack Street will need to be altered to permit a right turn out onto Geoffrey Bolton Avenue from the porte-cochere and a subsequent right turn out onto Barrack Street, which will allow convenient access from the port-cochere to the basement car parking area. Accessing the basement car park via a longer route will impact on hotel operations and will be *“entirely unsuitable for the operation of a high quality hotel and would severely impact on the feasibility of the proposal.”* Refer to the attached Schedule 5 illustrating the approved road network and the modifications proposed by the applicant.

The City’s officers do not support any change to the median of Barrack Street as this would significantly change the Geoffrey Bolton Avenue intersection with Barrack Street and the traffic circulation within Elizabeth Quay with resulting adverse impact on pedestrian movement and convenience in the precinct. Furthermore, there are concerns regarding the entrance to the port-cochere which will have impacts on pedestrians moving between Barrack Street and the Elizabeth Quay promenade along Riverside Lane. The major concern however, is traffic safety due to vehicles, including coaches, moving in a westerly direction, crossing through the intersection directly to the port-cochere and also moving south down Barrack Street and then trying to illegally enter the port-cochere via the intersection rather than via Barrack Square. It is considered that any approval should be made subject to the access and exit being redesigned to ensure these issues are appropriately addressed.

A maximum of 266 residential car bays are permitted for this development in accordance with the Guidelines. The proposed development provides a total of 481 residential car parking bays representing an average of 1.26 bays per dwelling. The applicant advises that *“whilst it is acknowledged that this is in excess of the 0.7 bays*

per dwelling advocated under the Design Guidelines, the provision of parking is considered appropriate and in line with market demand. The proposed development, in part due to the prominent nature of the development site, will provide a premium residential product that demands a certain level of car parking to be commercially viable. Whilst it is acknowledged that reducing the provision of parking for residential land uses may be desirable from an environmental or traffic congestion point of view, this is simply not feasible when providing residential apartments at the premium end of the market.”

Car parking in the city has always been controlled and managed to address congestion, pedestrian safety and amenity and environmental quality. If left to ‘market demand’ unacceptable levels of traffic congestion would result. In this particular location, in such close proximity to train, bus and ferry transport and in walking distance to the city’s retail core, the significant variation to the amount of parking proposed should not be supported. Given the expected traffic congestion in the Elizabeth Quay precinct, including Barrack Square, this extent of parking variation should only be supported if car parking is reduced elsewhere in the precinct. Nevertheless, it is considered that a provision of one car parking bay per apartment, while still in excess of the requirement, might be acceptable given the luxury nature of the proposal.

A ground level bicycle storage area accommodating 115 bicycles is proposed on Lot 10, which is to be associated with the ground floor commercial tenancies and available to staff, visitors and paying members of the public who require secure bike storage and change facilities. End-of-trip facilities including lockers and male and female change room facilities are provided at first floor level, with direct lift access from the ground floor bicycle parking area.

In addition, an 82 bay bike storage area is provided for the hotel component, along with 180 residential bicycle parking bays across the shared basement levels. The proposed bike parking facilities exceed the minimum acceptable requirements and while the demand for hotel guest bicycle parking is questioned, the bicycle parking and end of trip facilities are supported.

Building and Servicing

A common loading area is proposed within Basement Level 3 which is to be accessed via the main Lot 10 entry ramp. The applicant has advised that the common loading area has been designed to accommodate appropriately sized loading vehicles and garbage collection vehicles and that the loading area will be managed by the building manager/s and will be shared between the Ritz Carlton Hotel, the commercial tenancies and the residential dwellings.

The proposed development will provide four separate bin storage areas to allow for separate collection of residential waste and recycling from both Lots; hotel waste and recycling from Lot 9; and commercial waste and recycling from Lot 10. A dual chute system is proposed for the residential component to allow for the separate disposal of waste and recyclables.

The Waste Servicing needs to be further clarified including the size of trucks which can access the building and therefore conditions in this regard should be included in any approval.

Central Perth Development Policies

In general terms the proposed development is considered to comply with the requirements under the CPDP2 Policies in terms of Green Building Design, Affordable and Diverse Housing and Adaptable and Accessible Housing. In terms of Sound Attenuation and Providing Public Art these aspects can be addressed through appropriate conditions of any approval.

Acoustic Report

The development will be located in a mixed-use precinct incorporating bars and restaurants, some with open rooftop facilities, and it is intended that regular events will be held within the public realm. The Bell Tower is also adjacent to the site. To avoid conflict between these activities and residents/hotel guests of the proposed development, the buildings will need to be designed to ameliorate these noise impacts.

The applicant advised that the proposed development will be designed to ensure compliance with the MRA requirements, the *Environmental Protection (Noise) Regulations 1997* and the National Construction Code. In accordance with the MRA's Policy, a further Acoustic Report will be submitted at the working drawings stage addressing all the relevant considerations. Any approval should include a condition requiring that the building be constructed and certified to comply with the requirements.

Wind Impact

Based on the report findings as submitted, the applicant acknowledges that the Wind Impact Assessment has identified issues regarding the proposed development with respect to wind amelioration. These issues have been discussed with the MRA and it was agreed that wind amelioration needs to be considered on a precinct wide basis, as wind impacts will change with the build out of the Project Area and many of the amelioration strategies are required to be undertaken within the public realm.

Notwithstanding the above, the rounded tower elements of the proposed development have been shown to limit the wind flow induced to ground level with the rounded towers having a relatively small influence on wind speed in the surrounding public realm. In addition, the proponent has provided screening and landscaping, along with modified canopies to further mitigate the wind impacts associated with the proposed development within the site boundaries as far as practical.

It is considered appropriate that any support for the development should be conditional that the buildings be constructed incorporating measures to ensure the adjoining public environment, including the promenade, Barrack Square and the adjoining footpaths, provide acceptable comfort levels for walking and seating where applicable.

Conclusion

The proposed development represents the first development of private lots within Elizabeth Quay. The Ritz Carlton development will be a 6 star hotel including high end apartments, however also providing an acceptable mix of affordable, diverse, adaptable and accessible housing. While the proposal falls short of being 'world class architecture' as intended for this site, extensive design review processes have ensured that the development will be of an acceptable standard in this location.

Based on the above it is recommended that the Metropolitan Redevelopment Authority be advised that the Council supports the proposed development subject to conditions addressing the matters raised in this report.



2015/5114: LOTS 9 AND 10 ELIZABETH QUAY, PERTH



2015/5114: LOTS 9 AND 10 ELIZABETH QUAY, PERTH



2015/5114: LOTS 9 AND 10 ELIZABETH QUAY, PERTH



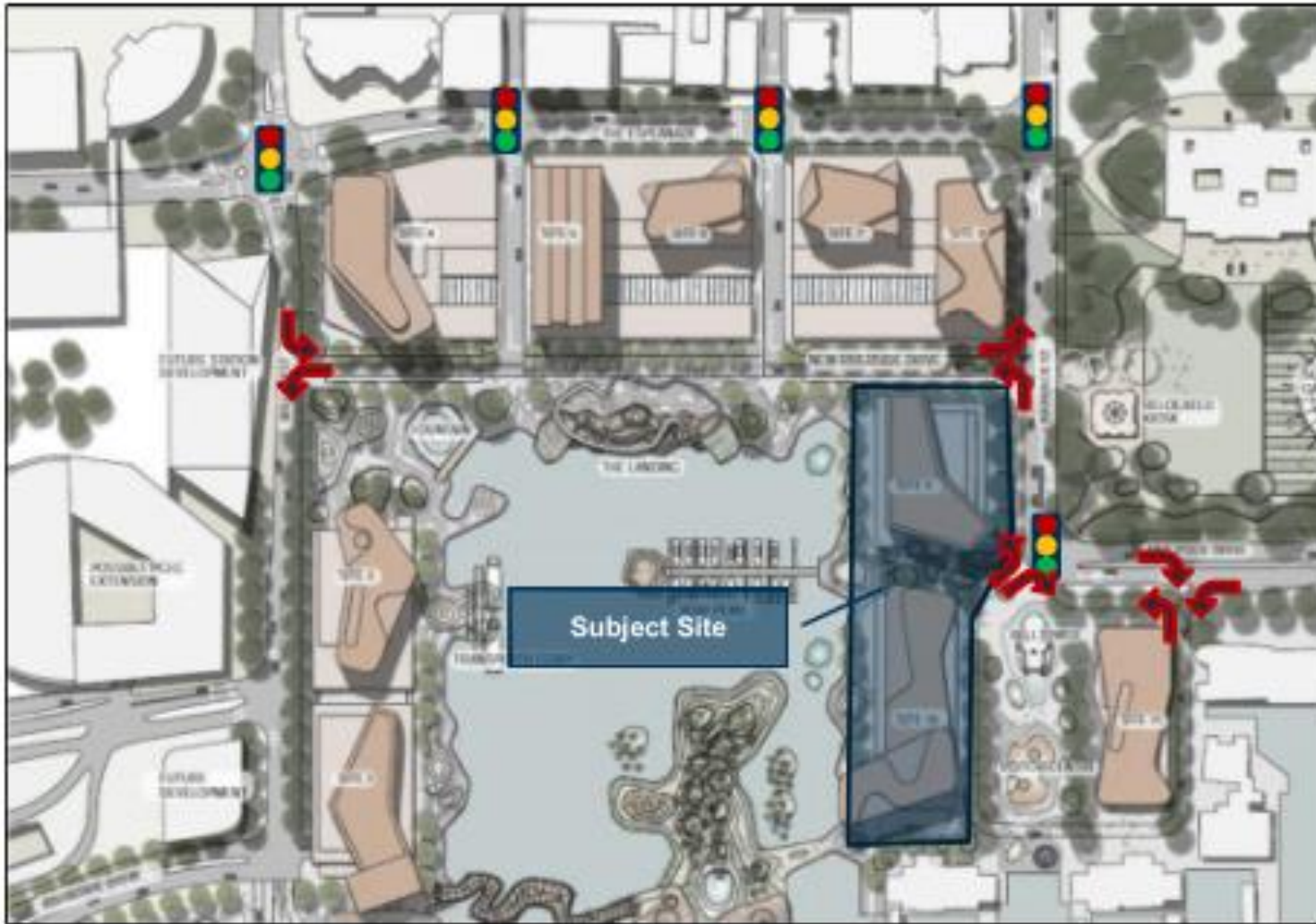
2015/5114: LOTS 9 AND 10 ELIZABETH QUAY, PERTH



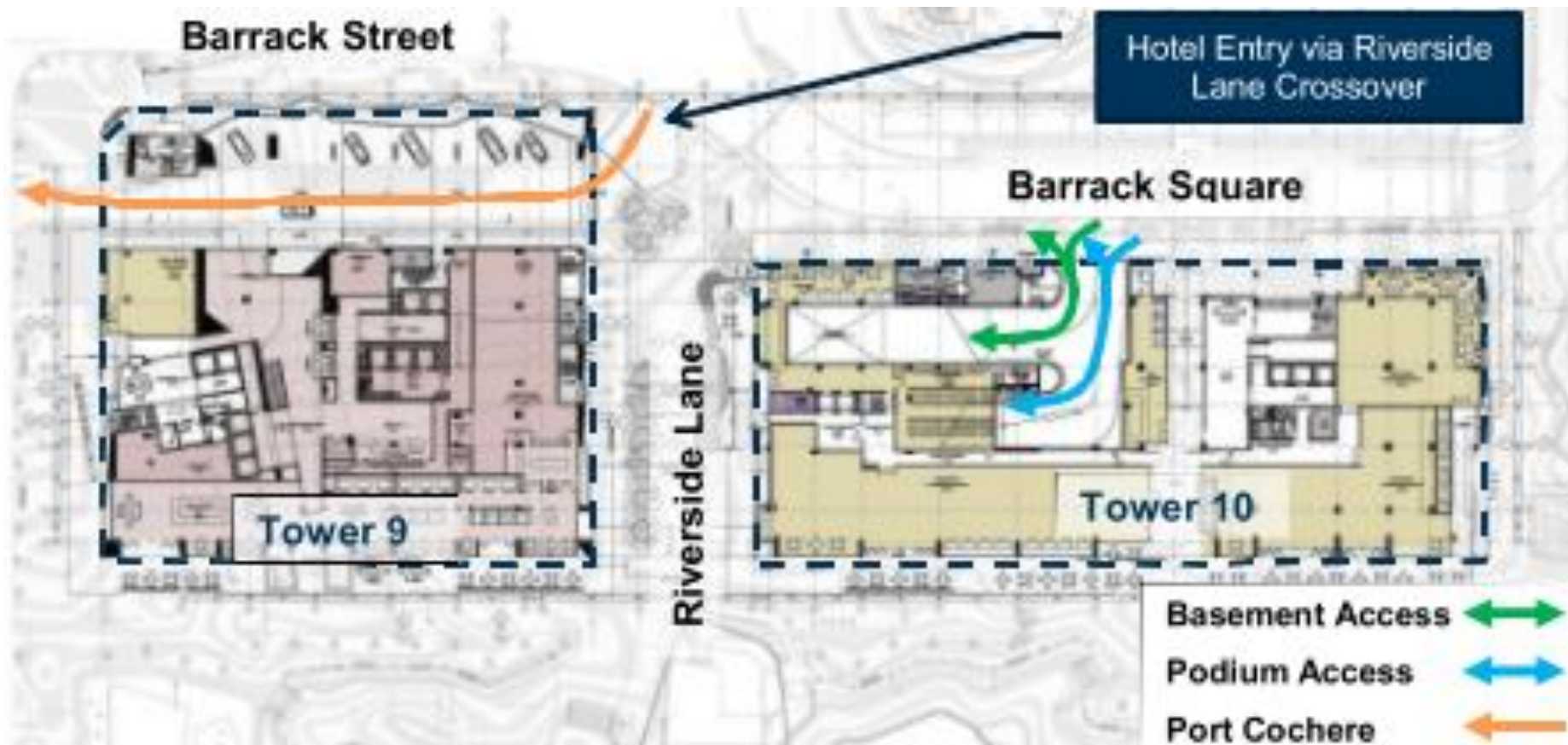
2015/5114: LOTS 9 AND 10 ELIZABETH QUAY, PERTH



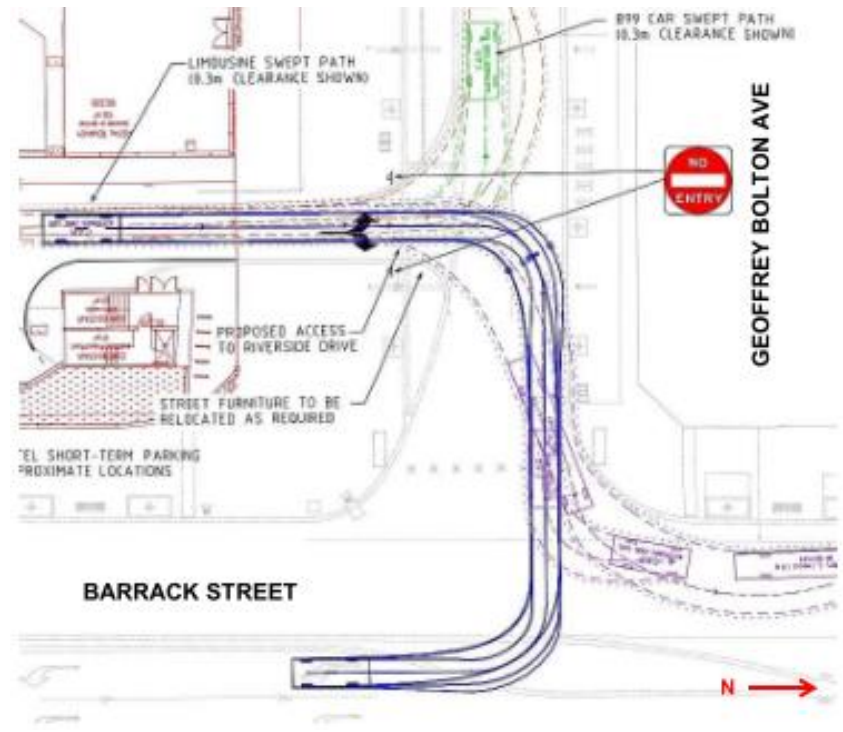
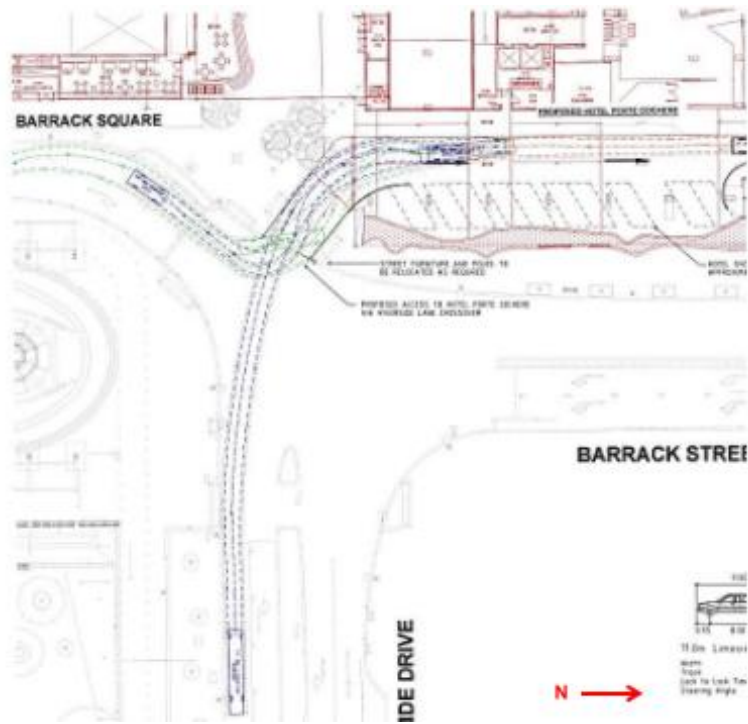
2015/5114: LOTS 9 AND 10 ELIZABETH QUAY, PERTH



2015/5114: LOTS 9 AND 10 ELIZABETH QUAY, PERTH Original Master Plan Road Network (Source Cardno)



2015/5114: LOTS 9 AND 10 ELIZABETH QUAY, PERTH – Proposed entry/exits (Source Cardno)



2015/5114: LOTS 9 AND 10 ELIZABETH QUAY, PERTH Port cochere entry requirements and exit requirements: 1) 24hr and 365dpy exit; 2) right turn (south) from G Bolton Ave t down Barrack St. (Source Cardno)

ITEM NO: 3

5 (LOT 9000) THE ESPLANADE, PERTH – PROPOSED SINGLE STOREY KIOSK BUILDING ON THE NORTH EAST PROMENADE IN THE ELIZABETH QUAY PROJECT AREA

RECOMMENDATION:

**(ADVICE TO THE
METROPOLITAN
REDEVELOPMENT AUTHORITY)**

That the Metropolitan Redevelopment Authority (MRA) be advised that the City supports the application for the proposed single storey kiosk building on the north-east promenade, as indicated on the application form dated 13 March 2015 and as shown on the plans referred to the City on 23 March 2015 by the MRA in its referral letter dated 18 March 2015 subject to:

- 1. final details of the design, high quality finishes and external lighting for the building being prepared in consultation with the City and being submitted and approved prior to applying for a building permit;*
- 2. the development complying with the Crime Prevention Through Environmental Design (CPTED) and universal access requirements consistent with the Elizabeth Quay Design Guidelines;*
- 3. any proposed external building plant, including air conditioner units, piping, ducting and kitchen exhausts being located or screened to ensure they are not visible from the public realm or surrounding properties and to minimise any noise impact on the surrounding locality;*
- 4. a management plan addressing public access and servicing and delivery access arrangements being submitted and approved in consultation with the City prior to the construction of the building;*

(Cont'd)

5. ***a Waste Management Plan, identifying waste storage and collection requirements that comply with the City's draft 'Waste Services Guidelines for New Development 2015', being submitted and approved in consultation with the City prior to occupation of the building;***
6. ***any signage for the building being designed as an integral part of the development with details of any signage being subject to a separate application for approval;***
7. ***the proposed alfresco dining areas surrounding the kiosk being excluded from this application and being subject to a separate application for approval***
8. ***any lease agreements incorporating provisions for the terms to be renegotiated or for the lease to be terminated by the City at the time of the relevant asset handover to the City with the following provisions being considered and included in the terms of any leases:***
 - a) ***the tenancy use complying with the goals and objectives sought for the activation of Elizabeth Quay including daytime catering for families;***
 - b) ***minimum business hours and specific servicing hours being specified;***
 - c) ***access to the site being affected by surrounding events including access closures which may affect servicing, and commercial enterprise;***
 - d) ***advising of unrestricted events taking place in the Elizabeth Quay precinct;***
 - e) ***clear arrangements regarding the conclusion/extension of the lease when asset handover to the City takes place (incorporating advice and comment from the City in this regard);***
9. ***any other matters identified in the on-going negotiations regarding the handover of infrastructure and assets which are to be addressed in the site specific agreement for Elizabeth Quay between the City and the MRA, noting the Council's previous advice that it objects to the creation of separate freehold titles for the food and beverage outlets/kiosks located within the public realm of Elizabeth Quay.***

BACKGROUND:

SUBURB/LOCATION: Elizabeth Quay, Perth
FILE REFERENCE: DA 2015/5105
REPORTING OFFICER: Dewald Gericke
REPORTING UNIT: Approval Services
RESPONSIBLE DIRECTORATE: City Planning and Development
DATE: 29 April 2015
MAP / SCHEDULE: Schedule 6 – Location Plan
Schedule 7 – Coloured Perspectives
3D MODEL PRESENTATION: No presentation

LANDOWNER: Metropolitan Redevelopment Authority
APPLICANT: Metropolitan Redevelopment Authority
ZONING: (MRS Zone) N/A
(City Planning Scheme Precinct) Civic (P7)
(City Planning Scheme Use Area) N/A
APPROXIMATE COST: \$1.8million

SITE HISTORY:

At its meeting held on **8 November 2011** the Council granted ‘in-principle’ approval for the acquisition of Lot 79 The Esplanade and Lots 901 and 302 Riverside Drive by the State Government for the Perth Waterfront Project and also authorised the Chief Executive Officer to sign the application for the approval to commence development and for the application for sub-division approval.

The following development applications are relevant:

Development Application 1 – Forward Works Civil (DA1; Approving Authority: WAPC): Includes external road works, major services, contamination remediation and demolition/deconstruction within the Esplanade Reserve (conditionally approved February 2012).

Development Application 2 – Inlet and Marine Works (DA2; Approving Authority: WAPC): Includes major earthworks associated with the creation of the inlet and island, jetty demolition, jetty extensions and dredging (conditionally approved April 2012).

Development Application 3 – Infrastructure & Services to support the Public Realm (DA3; Approving Authority: WAPC). This principally covered the remaining servicing and infrastructure to support the public realm at Elizabeth Quay (conditionally approved in March 2014).

Development Application 4 – Final Finishes to Public Realm (DA4; Approving Authority: MRA): Covers all remaining public realm finishes for the completion of the Elizabeth Quay project (conditionally approved in July 2014).

Development Application 6 – (DA6; Approving Authority: MRA): This development application related to the food and beverage outlet (FBO) known as Station Park FBO, which was approved on 22 July 2014 and is currently under construction.

Development Application 7 – (DA7; Approving Authority: MRA): This development application related to the FBO known as Eastern Promenade FBO, which was approved on 21 July 2014 and is currently under construction.

Development Application 8 (DA8; Approving Authority: MRA): This development application related to the reconstruction of the heritage Florence Hummerston FBO and was approved on 21 July 2014 and is currently under construction.

The following subdivision applications are relevant:

Subdivision 1 – North (SD1; Approving Authority: WAPC): Consisting of 5 northern lots (conditionally approved February 2012).

Subdivision 2 – South (SD2; Approving Authority: WAPC): Consisting of the balance four lots either side of the inlet and public domain (conditionally approved April 2012).

Subdivision 3 – Total area (SD3 Approving Authority; WAPC): Consisting of 3 lots in the public realm to accommodate the three food and beverage kiosks (being those in the above DA6 and DA7 and also the kiosk the subject of this application (DA9). This is still to be determined.

DETAILS:

A development application for a new kiosk building at Elizabeth Quay has been prepared by the Metropolitan Redevelopment Authority (MRA) and has been referred to the City for comment.

In accordance with the proposed Subdivision 3 application for the Elizabeth Quay project, the lot on which the kiosk is proposed is 136m² and is located in a prominent position within the north-eastern corner of the Elizabeth Quay public realm. It is a key location for pedestrians accessing the precinct from the CBD and from boats entering the inlet from the Swan River.

The proposed kiosk will be a single storey lightweight structure with a floor area of approximately 90m² which has the potential to be removed from site at some future stage but is considered by the applicant to be an important addition to the amenity of the precinct, particularly during the construction phase of the lots surrounding the Quay. It has been designed to house a self-contained food and beverage operation with potential adjoining alfresco areas, however no detail of the alfresco dining has been included on the submitted plans. The intention is to find a high quality operator whose product creates a destination in its own right, attracting people to Elizabeth Quay. The internal fit out and furnishing will be undertaken by the future operator.

According to the applicant the proposal *“takes inspiration from the form, colour and quality of the uncut diamonds from the Argyle region of Western Australia and*

responds to its immediate context and also looks to identify itself as uniquely West Australian. It investigates a number of unique qualities of this precious material and attempts to translate these qualities in an architectural response."

Materials such as coloured glass and anodised aluminium will be used representative of cognac, champagne and pink diamonds from the Argyle mine. The walls will be steel clad, pre-fabricated insulated panels (external) and perforated anodised aluminium (corner walls) with glazed foldaway doors whilst the structure will be covered by perforated anodised aluminium roof cladding.

The applicant advises that during the day *"the kiosk will appear as a translucent coloured object that will reflect, distort and reinterpret its surrounding context. Inside the building, the coloured and patterned glass will transform the internal space and create an environment that will change from day to day and throughout the year, depending on the weather and seasons. At night (even when not open to the public), the lighting will transform the building into a glowing object, throwing light, colour and pattern into the adjacent landscape."*

LEGISLATION / POLICY:

Legislation

Metropolitan Redevelopment Act 2011
Metropolitan Redevelopment Regulations 2011
Metropolitan Redevelopment Authority's Central Perth
Redevelopment Scheme No. 2

The Elizabeth Quay Project Area was added to the MRA Central Perth Redevelopment Area at the time of creation of the MRA under provisions of the *Metropolitan Redevelopment Act 2011* (MRA Act) and associated *Metropolitan Redevelopment Regulations 2011* (MRA Regulations). Following its establishment, the MRA initiated an amendment to the Central Perth Redevelopment Scheme 2, to extend the Scheme over the Elizabeth Quay Project Area. The amendment was effective 1 August 2012 and transferred planning authority for the project area from the Western Australian Planning Commission (WAPC) to the MRA, with the MRA assuming responsibility for determining planning approvals within the project area.

COMPLIANCE WITH PLANNING FRAMEWORK:

The provisions of the City of Perth City Planning Scheme No. 2 do not apply to the subject site.

The application is subject to the provisions of the MRA's Elizabeth Quay Master Plan and Elizabeth Quay Design Guidelines. The previously approved and this proposed Food and Beverage Outlet/Kiosk were late additions to the Elizabeth Quay development and were not included in the Master Plan or Design Guidelines. Therefore, the application is required to be considered on its planning merit without the guidance of adopted design guidelines.

COMMENTS:

The inclusion of the food and beverage outlets was not part of the original master planning for the project area, with the subsequent inclusion of some small scale kiosks. The principle behind these outlets is to provide facilities to assist in activating and adding to the amenity of the precinct, particularly during the construction phase of the surrounding buildings in Elizabeth Quay, which is understood and generally supported. However, the Council has previously expressed some concern about their size and intrusion into the public realm of Elizabeth Quay and has objected to the proposal to create freehold lots for these FBOs. Two approved food and beverage outlets are currently under construction.

The proposed kiosk has the primary function of service to the public as a small café type facility. The kiosk will provide activation while the development of the adjoining lots, including the proposed Chevron office tower, Ritz Carlton Hotel and apartments, is constructed. Once the new buildings have been completed the kiosk will become an alternate option to the multiple cafes and restaurants expected to be provided in the private developments around the inlet.

The proposed use and the design of this kiosk is supported. It is however, important that the kiosk remains in public ownership under leasing arrangements such that it is flexible and acceptable to the City at the time of the relevant asset handover to the City. This would still enable the responsible authority to monitor the performance of the proposed FBO's, public open space and adjoining buildings and make adjustments if necessary. The City therefore previously advised that the permanent privatisation of portions of the public realm is not supported and retention as part of the public open space under fixed term leases, is considered to be the most suitable way to enhance future flexibility as described.

Standard conditions relating to design, lighting, finishes, screening of plant equipment and signage should be included as part of any recommendation as would be the requirement for any new building within the City.

Conclusion

The approved Food and Beverage Outlets were a late addition to the Elizabeth Quay development to assist in providing interim activation of the public realm whilst the private development of the major development Lots is being awaited.

It is therefore recommended that the MRA be advised of the Council's conditional support for the application, however reiterating that the kiosk should not be established on separate title.



2015/5105: NORTH EAST PROMENADE KIOSK, ELIZABETH QUAY, PERTH



2015/5105: NORTH EAST PROMENADE KIOSK, ELIZABETH QUAY, PERTH



2015/5105: NORTH EAST PROMENADE KIOSK, ELIZABETH QUAY, PERTH



2015/5105: NORTH EAST PROMENADE KIOSK, ELIZABETH QUAY, PERTH

ITEM NO: 4

566 (LOT 9005) WELLINGTON STREET, PERTH – 43- 49 STOREY RESIDENTIAL, RETAIL AND CAFÉ/RESTAURANT DEVELOPMENT WITH BASEMENT AND PODIUM LEVEL CAR PARKING ('KS6')

RECOMMENDATION:

(ADVICE TO METROPOLITAN REDEVELOPEMNT AUTHORITY)

That:

- 1. the Metropolitan Redevelopment Authority (MRA) be advised that Council supports the proposed 43-49 storey residential, retail and café/restaurant development with basement and podium level car parking ('KS6'), as indicated on the application form dated 2 April 2015 and as shown on the plans referred to the City on 7 April 2015, subject to the following design review considerations and conditions of approval:**
 - 1.1 the design of the building being modified to increase the height differentiation between the western and eastern towers in order to achieve the visual transition to Wellington Gardens and the variety in building form envisaged under the Perth City Link Design Guidelines for KS6;**
 - 1.2 the design of the upper building levels being revised to improve sunlight access between the towers, reducing the extent of the development's overshadowing impact;**
 - 1.3 the recommendations contained in the Acoustic Report prepared by Gabriels Environmental Design on 26 March 2015 regarding the noise amelioration construction specifications and other noise management measures, being implemented in full and on completion of the building construction a test or inspection report, undertaken at the developer's cost, being submitted and approved verifying that the building complies with the recommendations, standards and objectives contained in the Acoustic Report, prior to the issue of an Occupancy Permit for the development;**

(Cont'd)

- 1.4 a section 70A notification, pursuant to the Transfer of Lands Act 1893 (as amended) being placed on the Strata Title of each residential apartment alerting prospective purchasers that the land is located in close proximity to the city's premier entertainment venue (Perth Arena) and entertainment district (Northbridge) and may be affected by high levels of noise; activity; light; vibration; traffic and late hours of business operations within public and private areas;**
- 1.5 the recommendations contained in the Cundall Wind Assessment CFD report dated 26 March 2015 being incorporated into the detailed design including mitigation measures such as overhead coverings, vertical screens and landscaping between the towers at the level 8 communal outdoor area to extend the periods in which this space can comfortably be used for passive recreational use;**
- 1.6 the Waste Management Plan being updated to comply with the City's draft Waste Services Guidelines for New Development 2015 and the WALGA Multiple Dwellings Waste Management Plan Guidelines, including the commercial and residential waste volume calculations as well as the loading and weekly servicing arrangements;**
- 1.7 the on-site stormwater disposal/management being designed to the City's specifications with details being submitted to the satisfaction of the MRA in consultation with the City, prior to applying for a building permit;**
- 1.8 any temporary or permanent dewatering of the site which is proposed to discharge into the City's stormwater drainage system requiring a separate approval from the City;**
- 1.9 the proposed floor levels of the pedestrian and vehicle entrances to the building being designed to match the immediately adjacent footpath levels to the satisfaction of the MRA and in consultation with the City, prior to applying for a building permit;**

(Cont'd)

- 1.10 the dimensions of all car parking bays, loading bays, vehicle entrance, aisle widths and circulation areas complying with the Australian Standard AS2890.1;**
 - 1.11 a 2m x 2m sightline truncation being provided at the intersection of the crossover and the front boundary with all sightlines being maintained clear of obstructions above a height of 0.75m;**
 - 1.12 the new crossover complying with the City's Design and Construction Notes 5.8a and 5.10 for standard crossovers to the satisfaction of the MRA and in consultation with the City, prior to applying for a building permit;**
 - 1.13 the ground floor commercial tenancies being restricted to 'retail' and 'dining and entertainment' use with any other land uses requiring a separate application for approval; and**
 - 1.14 a construction management plan for the proposal being submitted for approval prior to applying for a building permit, detailing how it is proposed to manage:
 - (a) the delivery of materials and equipment to the site;**
 - (b) the storage of materials and equipment on the site;**
 - (c) the parking arrangements for the contractors and subcontractors;**
 - (d) any dewatering of the site; and**
 - (e) any other matters likely to impact on the surrounding properties.****
- 2. the Metropolitan Redevelopment Authority be advised that the Council requests an updated Transport Assessment for the Perth City Link project area. The Transport Assessment should consider the impacts of KS6 and all other approved developments within the project area on the surrounding road network (that is Wellington Street and Roe Street between Barrack Street and Milligan Street).**

BACKGROUND:

SUBURB/LOCATION: 556 (Lot 9005) Wellington Street, Perth
FILE REFERENCE: DA 2015/5118
REPORTING UNIT: Approval Services
RESPONSIBLE DIRECTORATE: City Planning and Development
DATE: 28 April 2015
MAP / SCHEDULE: Schedule 8 – Location map
Schedule 9 – Coloured perspectives
3D MODEL PRESENTATION: No presentation

LANDOWNER: Seven Entertainment Pty Ltd
APPLICANT: TPG Town Planning, Urban Design and Heritage
ZONING: (MRS Zone) N/A
(MRA Central Perth Redevelopment Scheme
Precinct) King-Lake Street (P34)
APPROXIMATE COST: \$190 million

SITE HISTORY:

The KS6 site is located in the King Square Precinct of Perth City Link. Under the Masterplan the site was intended to be developed as two separate developments and has therefore been referred to as sites KS6 and KS7. There are currently four commercial development sites under construction within the precinct at KS1, KS2, KS3 and KS4 which are due for completion in mid-2015. Given the other sites within the precinct have been developed for commercial purposes the KS6 site has been earmarked for residential use.

DETAILS:

A development application for a new residential, retail and café/restaurant building in the Kings Square Precinct of Perth City Link ('KS6') has been lodged with the Metropolitan Redevelopment Authority (MRA) and has been referred to the City for comments.

The development application proposes a podium element with two towers above of 43 and 49 storeys, comprising of predominately residential apartments with food and beverage and retail uses at the ground floor level. The building at KS6 will be the only residential development within the King Square Precinct, providing a total of 563 residential apartments.

A summary of the main features of the proposed development are as follows:

Residential	A total of 563 residential apartments will be provided at the podium and tower levels. The development will comprise of a mixture of dwelling types including 113 studio apartments, 128 one bedroom apartments, 99 two bedroom one bathroom apartments, 206 two bedroom and two bathroom apartments and 17 three bedroom two bathroom
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	apartments. A storeroom will be provided for each of the residential apartments.
Commercial	Five commercial tenancies for retail or food and beverage uses will be provided at the ground floor level along the southern, eastern and western frontages of the site.
Vehicle Parking	506 car parking bays will be provided at the basement, ground, mezzanine and levels 2 to 7. The car parking levels will be sleeved behind the commercial tenancies to the ground floor and landscaping and apartments to the podium levels above.
Communal Facilities	Landscaped terraces, outdoor seating areas and lounges will be provided at level 6. A landscaped terrace with pool and barbecue area will be provided at level 8. Landscaped areas will be provided to levels 32 and 37.
Other Facilities	Separate mail rooms for each of the towers, end of trip bicycle storage facilities (104 bicycle racks) at the mezzanine floor level. Building service facilities including substations, switch rooms, fan rooms, fire tank and pump rooms, stormwater tanks and pumps, bin storage and wash down areas, fire booster and control rooms will also be provided.

LEGISLATION / POLICY:

Legislation

Metropolitan Redevelopment Act 2011
Metropolitan Redevelopment Regulations 2011
 Metropolitan Redevelopment Authority's Central Perth
 Redevelopment Scheme No. 2

COMPLIANCE WITH PLANNING FRAMEWORK:

Land Use and Development Standards

The provisions of the City of Perth City Planning Scheme No. 2 do not apply to the subject site.

The site is located within the MRA area and is therefore subject to the provisions of the MRA's Central Perth Redevelopment Scheme No. 2 ('CPRS2'). More specifically the site is located within King-Lake Street Precinct of the Link Project Area of CPRS2. The King-Lake Street Precinct will provide an active vibrant mix of land uses which will build on the already well-established retail and commercial uses of the central city area. A mixture of retail and dining opportunities will further support an active connection between the city centre and Northbridge and will provide opportunities for street activation. Above street level, residential development will be home to a permanent residential population which will help bring the critical mass to revitalise the city centre.

The revised Perth City Link Design Guidelines ('guidelines') specifies shops, offices and restaurants/cafes as the preferred land uses at the ground floor level with residential as the preferred use at the upper floor levels at KS6. The proposed

development includes retail and food beverage tenancies at the ground floor level with residential apartments at the podium and upper floor levels. The proposed development is therefore consistent with the statement of intent for the King-Lake Street Precinct.

The revised guidelines also sets out specific development standards including maximum heights and setbacks which will be discussed in further detail under building heights and setbacks section of this report. It is noted that there are no applicable plot ratio controls for KS6 (or any other developments within the Perth City Link project area) to control building scale.

COMMENTS

Building Design

In accordance with CPRS2, buildings within Perth City Link project area will achieve a high standard of architectural design, offering a contemporary aesthetic through a variety of distinctive forms. Buildings should respond positively to the environment, creating a unique sense of place and generating interest in the city skyline. The proposed KS6 development is considered to result in a high quality and distinct landmark building for the precinct. The following elements of the architectural design are to be commended in terms of achieving a high standard of building design as envisaged for the Perth City Link project area:

- The design of the car parking levels which will be discreetly located at the basement level and sleeved behind retail and food and beverage tenancies at the ground floor level and the residential apartments in the podium levels above;
- The high levels of ground floor level activation with five retail and food and beverage tenancies proposed adjacent to Telethon Avenue, Wellington Gardens and Little Milligan Street;
- The internal design and orientation of the residential apartments, particularly in terms of maximising opportunities to solar access, outlook and natural cross ventilation;
- The generously sized and functional private open space balconies at the podium and tower levels;
- The diversity in dwelling types and sizes including studio, one bedroom, two bedroom and three bedroom apartments; and
- The general aesthetic and architectural expression of the building that will add interest and contribute to a unique sense of place within the King Square Precinct.

Building Heights and Setbacks

Under the revised guidelines applicable to this site, the architecture of site KS6 is envisaged to take the form of a podium element with two towers above. The podium element will incorporate a fine grain detail and human scale, with activated podium roofs overlooking Telethon Avenue to the south, 'Wellington Gardens', 'Little Milligan Street' to the west and the access road reserve to the north-east of the site. The tower height is to be designed to step down in height from the western to eastern tower to provide a visual transition towards Wellington Gardens and provide greater variation in built form.

The revised guidelines stipulate a podium height of four storeys to Wellington Gardens and Telethon Avenue and six storeys to the Milligan Bridge Plaza with a nil setback to all lot boundaries. The proposed podium level departs from these requirements, comprising of 9 storeys (including mezzanine level) with varying setbacks resulting from the sculptured form of the building at each level. The upper two levels of the podium (Levels 6 and 7) are recessed from the eastern, western and southern boundaries to reduce the impact of the height variations by giving the appearance of a lower podium to Wellington Gardens, Telethon Avenue and Milligan Street. The sculptured form of the podium together with the recessed upper levels, landscaping and activated frontages are considered to meet the objectives of the revised guidelines in terms of achieving a fine grain detail, activation and human scale. It is noted that the revised guidelines require the northern development site (Site 6) to have a southern façade podium with a closed parapet and nil lot boundary setback to KS6. On this basis the non-activated frontage along the northern boundary of the podium at KS6 can be supported.

In terms of the tower elements, the revised guidelines stipulate a maximum height of 27 storeys for the western tower adjacent to the Milligan Bridge Plaza and 22 storeys height for the eastern tower adjacent to Wellington Gardens. A minimum 6 metre setback of the towers is required to Wellington Gardens, Telethon Avenue and Milligan Street and 1.5 metre to the northern boundary. The proposed tower heights, which are 43 storeys for the eastern tower and 49 storeys for the western tower, are therefore a significant variation from the maximum heights specified in the revised guidelines. As KS6 is the only site earmarked for residential development within the King Square Precinct it is also noted that the building should meet the requirement of the revised guidelines to provide a minimum residential dwelling threshold of 520 dwellings for the Precinct.

The applicant considers that the increased height and slender form of the towers has many design advantages in comparison with the compliant envelope specified in the revised guidelines. The slender tower design, for example, enables the towers to be further setback from the edges of the site, reducing the perception of building bulk from the public realm and the impact of overshadowing to the adjacent Wellington Gardens. The increased height also allows for smaller, well designed tower floor plates, providing more flexibility in terms of dwelling orientation with habitable rooms facing to the north or south, improving the outlook from the apartments as well as winter sunlight and natural ventilation opportunities. The proposed setbacks of the towers are generally compliant with the exception of the reduced setbacks to the

Milligan Bridge (3.5 metres) and the southern corner of the eastern tower to Telethon Avenue (3 metres).

Some concerns however have been raised regarding the transition in height between the two towers. Under the revised guidelines the towers are to be designed to step down in height, providing a visual transition towards Wellington Gardens and variation in built form. Whilst the proposed towers step down in height to Wellington Gardens with the western tower being 49 storeys in height and the eastern tower 43 storeys height, it is considered that there is insufficient height differentiation between the two towers to provide the visual transition and variety in the built form envisaged under the revised guidelines. It is recommended that further consideration be given to increasing the height differentiation between the two towers to achieve the objectives of the revised guidelines.

In terms of solar access the revised guidelines require all developments to be designed to minimise overshadowing impacts on the adjacent public realm and maximise sky views for pedestrians. As mentioned previously, the slender form of the towers enables the towers to be further setback from the edges of the site, reducing the appearance of building bulk from the public realm and the impact of overshadowing to the adjacent Wellington Gardens. Whilst the development will maintain the minimum level of solar access required to the adjacent Wellington Gardens (50% solar access at 12pm 1 September) there are further opportunities to increase solar access between the towers. This could be achieved by redesigning the inner tower corners without impacting on the structural core of the building itself. It is recommended that the design of the upper level towers be reviewed as a condition of any approval to allow for increased solar access opportunities and a reduced overshadowing impact.

In terms of the building's impact on wind conditions the Cundall CFD Wind Assessment Report dated 26 March 2015 notes the development has been designed to mitigate the effects of strong upper levels winds on the pedestrian levels. This includes the incorporation of a podium, overhangs, awnings as well as the sculptured form of the towers, which are considered to represent best practice responses for providing pedestrian level wind comfort. The recommendations contained in the report to improve the comfort and usability of the level 8 entertainment and communal barbecue area between the towers, including landscaping, vertical screens and overhead coverings, should be incorporated into the detailed final design and can be addressed as a condition of any approval.

Car Parking

The revised guidelines requires all new developments to provide a maximum of one car bay per dwelling. The development proposes 506 residential car parking bays however six of the apartments will be allocated with an additional tandem car parking bay. The proposed total numbers of car parking bays across the development will however be less than the maximum requirement of 563 bays and therefore can be supported. No commercial tenant car parking bays are proposed for the development. This complies with the Perth Parking Management Act which does not require any commercial tenant car parking to be provided at the site.

In terms of the traffic impact it is noted that the Council is still awaiting an updated Transport Assessment for the Perth City Link project area. The Transport Assessment should consider the impacts of KS6 and all other approved developments within the project area on the surrounding road network, particularly Wellington and Roe Street between Barrack Street and Milligan Street. This should be requested as an advice note to the MRA.

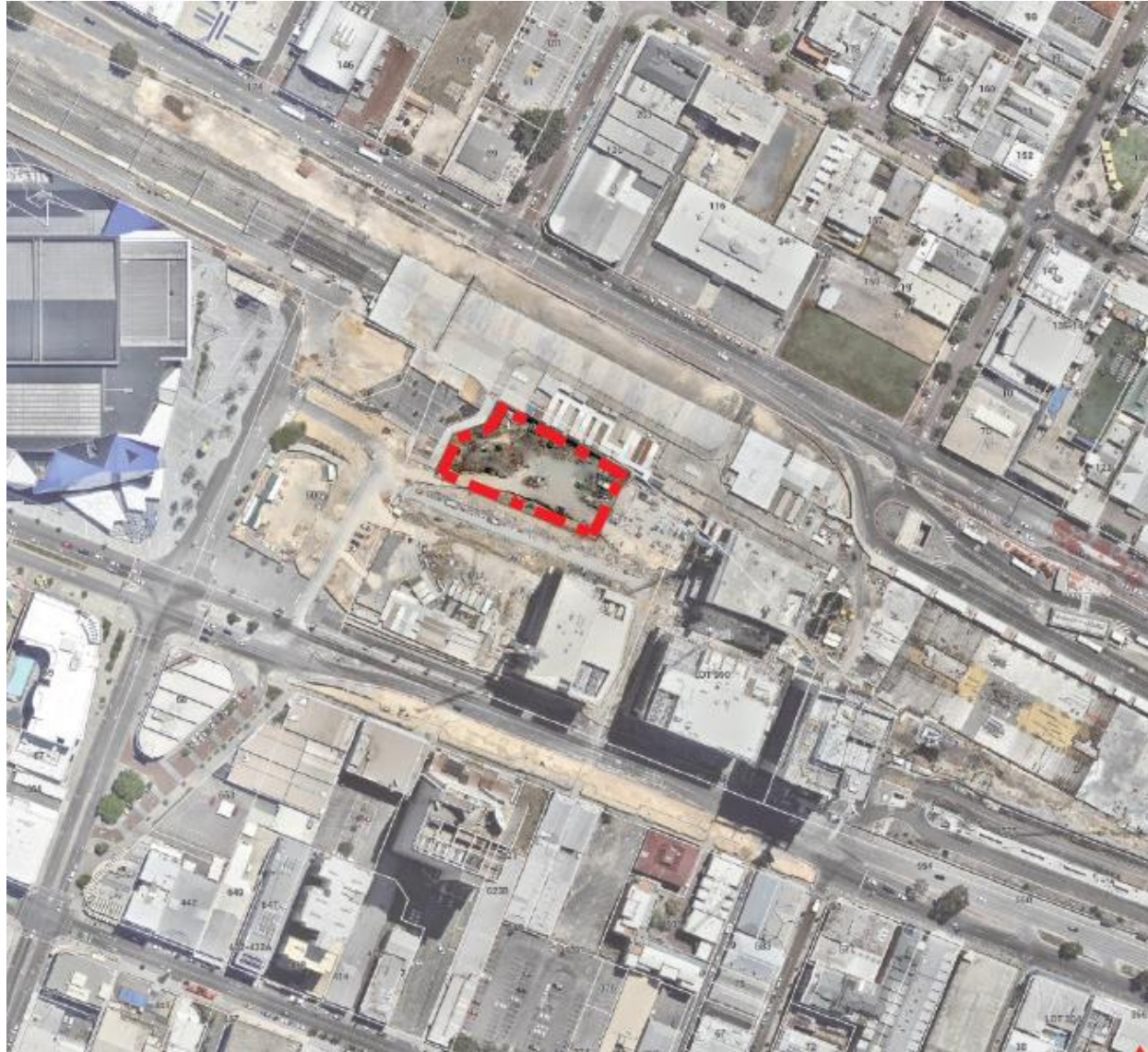
Noise Impacts

The KS6 site is located in close proximity to city's premier entertainment venue, Perth Arena and the Northbridge entertainment district. The site is also in close proximity to significant road and public transport infrastructure including the Perth to Fremantle underground railway line and Wellington Street underground bus port. The application includes the submission of an acoustic report identifying the major acoustic requirements for the project. The assessment concludes that the development can be designed to meet the requirements of the BCA, Environmental Noise Regulations and Australian Standards in terms of Noise Intrusion and Vibration. Notwithstanding the above it is recommended that prospective purchasers be made aware of the developments close proximity to noise generating activities including high levels of noise, activity, light, vibration, traffic and late hours of business operating within public and private areas.

Conclusion

The proposed development will contribute to increasing the number of residents required to add vitality and sustainability to the city centre as envisaged under the MRA's Perth City Link Design Guidelines and CPRS2 Statement of Intent for the King-Lake Street Precinct. The significant variations proposed, particularly in relation to building height, can be supported in this location as the design of the building enables the principles of the revised design guidelines to still be achieved. However, further revisions to the tower elements are recommended to achieve an appropriate level of visual transition and variety in the built form between the towers and to maximise opportunities for solar access to the public realm.

Based on the above it is recommended that the Metropolitan Redevelopment Authority be advised that the Council supports in principle the proposed residential, retail and café/restaurant development subject to further design review considerations and conditions of approval.



2015/5118; KS6, 566 (LOT 9000) WELLINGTON STREET, PERTH



2015/5118: KS6, 566 (LOT 9000) WELLINGTON STREET, PERTH



2015/5118: KS6, 566 (LOT 9000) WELLINGTON STREET, PERTH



2015/5118: KS6, 566 (LOT 9000) WELLINGTON STREET, PERTH

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2015/5118: KS6, 566 (LOT 9000) WELLINGTON STREET, PERTH

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ITEM NO: 5

PROPOSED PERMANENT REGISTRATION OF PHINEAS SEELIGSONS (FMR), 143 BARRACK STREET PERTH, IN THE STATE REGISTER OF HERITAGE PLACES

RECOMMENDATION:

(ADVICE TO HERITAGE COUNCIL OF WESTERN AUSTRALIA)

That Council advises the Heritage Council of Western Australia that it supports the permanent registration of the Phineas Seeligsons (fmr), 143 Barrack Street, Perth [1894], in the State Register of Heritage Places.

BACKGROUND:

FILE REFERENCE: P1021248
REPORTING UNIT: Sustainable City Development
RESPONSIBLE DIRECTORATE: City Planning and Development
DATE: 9 April 2015
MAP / SCHEDULE: Schedule 10 – Map and Photo
Schedule 11 – Heritage Council’s Documentation of Places for Entry in the Register of Heritage Places.’

At its meeting on **29 January 2008** the Council resolved that all nominations for properties to be included in the Heritage Council’s State Register of Heritage Places (State Register) are to be referred to the Council for consideration.

At its meeting on **16 September 2014** the Council considered the Heritage Council’s proposal to include Phineas Seeligson (fmr), 143 Barack Street, Perth [1984] in the State Register on an interim basis. The Council resolved the following:

That the Council advises the Heritage Council of Western Australia that it supports the interim registration of the Phineas Seeligsons (fmr), 143 Barrack Street, Perth, in the State Register of Heritage Places.”

At the Minister’s direction, the place has now been entered in the State Register on an interim basis. After a six week public advertising period, the Minister will decide whether the place will be permanently entered in the State Register. For all practical purposes there is no difference between interim and permanent registration in terms of protecting what the heritage significance of a place.

The State Heritage Office (the SHO), on behalf of the Heritage Council, is now seeking comments from the Council on the proposal to include the place in the State Register on a permanent basis. The SHO has also invited the Council to nominate a person to attend the Heritage Council Register Committee meeting at which proposal

will be considered. On the **22 October 2013** the Council resolved that Councillor Adamos be the Council's nominated representative at all Heritage Council Register Committee meetings.

The subject property is currently included in the City Planning Scheme No. 2 *Register of Places of Cultural Heritage Significance* (CPS2 Heritage Register) both individually (1985) and as part of the Barrack Street Conservation Area (2006). The property is also classified by the National Trust (1988) and included in the Register of the National Estate (1991).

LEGISLATION / STRATEGIC PLAN / POLICY:

Legislation	Part 5, Division 2 and Part 8 of the <i>Heritage Act of Western Australia 1990</i> Clause 30 of the 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 assessment documentation prepared by the SHO largely reflects that previously considered by the Council at its meeting on **16 September 2014**. The only changes are minor in nature and comprise the inclusion of additional historical information in the 'Documentary Evidence' section of the Document (shown as highlighted in the document at Schedule 11).

The assessment documentation includes the following Statement of Significance.

The place is fine example of Federation Romanesque architecture and has a high degree of aesthetic value with its ornamental façade and high pitched gable, a distinctive and striking addition to the eclectic northern end of the Barrack Street streetscape;

The place is the only purpose-built pawnbroker building known to exist in Western Australia;

The place was designed by Henry (Harry) Stirling Trigg, the first architect born and trained in Western Australia;

The place was constructed for pawnbroker Phineas Seeligson, a philanthropist and prominent leader in the Jewish community in Western Australia.

In addition, the place is considered to be rare as a purpose-built pawnbroker in Western Australia. The place is also considered to be a representative example of the flamboyant architectural styles of gold rush era in the Perth CBD. The place is also considered to be in good condition with a moderate to high level of integrity.

Inclusion of a place in the State Heritage Register on an interim and permanent basis has the same effect on development approvals. In accordance with Part 8 of the *Heritage Act of Western Australia 1990*, all applications shall be referred to the State Heritage Office for advice and the determination shall not be inconsistent with the advice received.

FINANCIAL IMPLICATIONS:

Given that the property is currently included in the CPS2 Heritage Register the owner is already eligible to apply for the City's Heritage Incentives. Therefore there are no financial implications associated with this report.

For noting, the owner of the property has received Heritage Rate Concession for six consecutive years since 2008 (total value \$3,288). In 2011 the owner received a City of Perth heritage grant of \$40,000 towards the conservation and restoration of the front façade. In 2013 the owner received an Economic Development Matched Funding grant of \$13,500 for activation of the upper floor as offices.

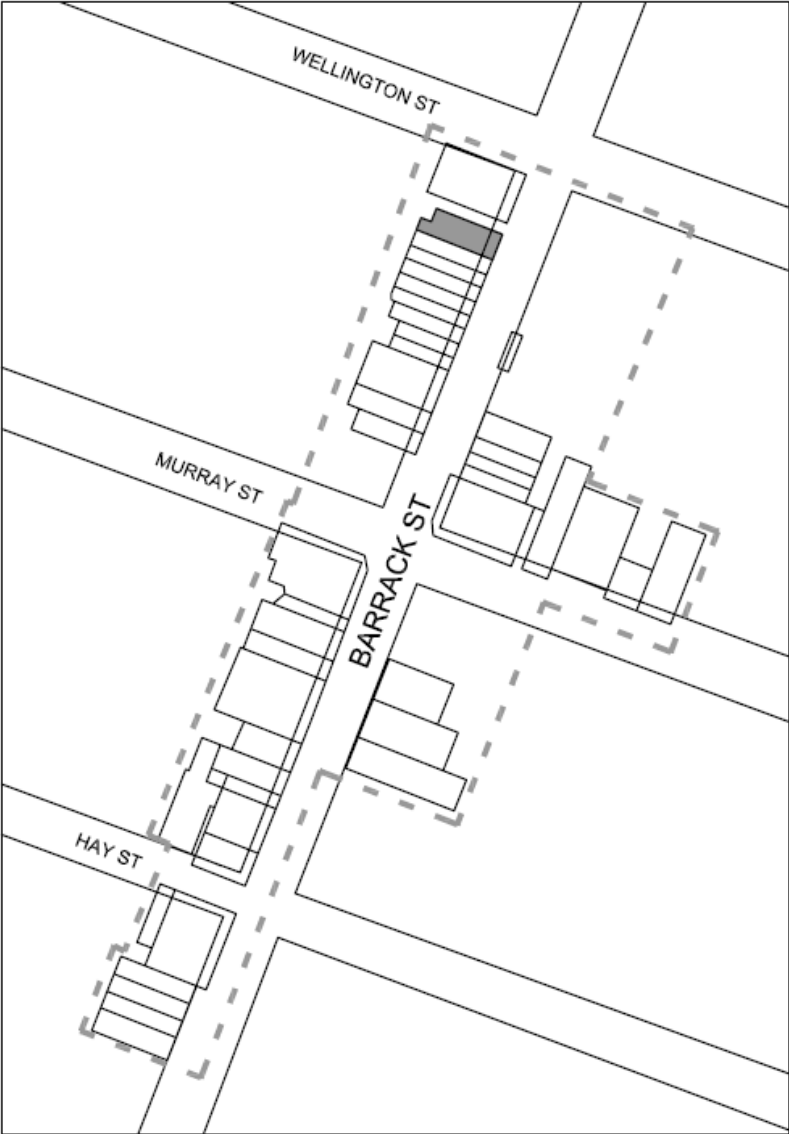
In 2014 the owner of the property received a City of Perth Heritage Award Merit for the conservation and restoration of the heritage building.

COMMENTS:

The Council has previously acknowledged the heritage significance of the place at a local level by way of including it in the CPS2 Heritage Register, and at a State level by previously supporting the proposed interim State registration.

It is noted that interim and permanent State registration provide the same level of protection of a place, and that the permanent State registration has no management implications for the City of Perth.

Schedule X Map and Photograph



**DOCUMENTATION OF PLACES
FOR ENTRY IN THE
REGISTER OF HERITAGE PLACES**

1. **DATA BASE No.** 1961
2. **NAME** Phineas Seeligson's (fmr), Perth [1894]
FORMER NAME (or OTHER NAMES) City Loans Office, Commercial Building
3. **LOCATION** 143 Barrack Street, Perth
4. **DESCRIPTION OF PLACE INCLUDED IN THIS ENTRY**
1. Lot 8 on Deposited Plan 452, being the whole of the land contained in Certificate of Title Volume 1421 Folio 936;
 2. Portion of Barrack Street road reserve, as to the portion labelled "M" on Interest Only Deposited Plan 404045.
5. **LOCAL GOVERNMENT AREA** City of Perth
6. **OWNER AT INTERIM REGISTRATION**
1. Peter Alan Rossdeutscher
 2. State of Western Australia
(Responsible agency: Main Roads Western Australia)
7. **HERITAGE LISTINGS**
- | | | |
|------------------------------------|-----------------------------|-------------------|
| • Register of Heritage Places: | <u>Interim Registration</u> | <u>27/01/2015</u> |
| • National Trust Classification: | Classified | 05/02/1988 |
| • Town Planning Scheme: | Yes | 20/12/1985 |
| • Municipal Inventory: | Category 1 | 13/03/2001 |
| • Register of the National Estate: | Nominated | 17/05/1991 |
8. **ORDERS UNDER SECTION 38 OR 59 OF THE ACT**

9. **HERITAGE AGREEMENT**

10. **STATEMENT OF SIGNIFICANCE**
- Phineas Seeligson's (fmr), Perth* a three storey tuck-pointed brick building with a basement and corrugated iron roof, constructed in the Federation Romanesque architectural style, and displaying an ornamented façade and many of its original internal architectural features, has cultural heritage significance for the following reasons:
- the place is a fine example of Federation Romanesque architecture and has a high degree of aesthetic value with its ornamental façade and high

pitched gable making a distinctive and striking addition to the eclectic northern end of the Barrack Street streetscape;

the place is the only purpose-built pawnbroker building known to exist in Western Australia;

the place was designed by Henry (Harry) Stirling Trigg, the first architect born and trained in Western Australia; and,

the place was constructed for pawnbroker Phineas Seeligson, a philanthropist and prominent leader in the Jewish community in Western Australia.

The modern brick addition to the rear (west end) of the building is of no significance.

11. ASSESSMENT OF CULTURAL HERITAGE SIGNIFICANCE

The criteria adopted by the Heritage Council in November 1996 have been used to determine the cultural heritage significance of the place.

PRINCIPAL AUSTRALIAN HISTORIC THEME(S)

- 2.4.2 Migrating to seek opportunity
- 3.18.2 Banking and lending
- 3.19 Marketing and retailing
- 8.6.3 Founding Australian religious institutions

HERITAGE COUNCIL OF WESTERN AUSTRALIA THEME(S)

- 308 Commercial & service industries
- 404 Community services and utilities
- 603 Local heroes & battlers

11.1 AESTHETIC VALUE*

Phineas Seeligson's (fmr), Perth is a fine example of Federation Romanesque architecture. (Criterion 1.2)

Phineas Seeligson's (fmr), Perth has a high degree of aesthetic value with its ornamental façade and high pitched gable making a distinctive and striking addition to the eclectic northern end of the Barrack Street streetscape. (Criterion 1.3)

Phineas Seeligson's (fmr), Perth has a high degree of aesthetic value internally due to the retention of many of its original fittings including a decorative timber staircase, cast-iron fireplaces, gas light fittings and pressed metal ceilings. (Criterion 1.2)

11.2. HISTORIC VALUE

Phineas Seeligson's (fmr), Perth is the only purpose-built pawnbroker building known to exist in Western Australia. (Criterion 2.2)

Phineas Seeligson's (fmr), Perth was constructed for its namesake, a philanthropist and prominent leader in the Jewish community in Western Australia. (Criterion 2.3)

Phineas Seeligson's (fmr), Perth was designed by Henry (Harry) Stirling Trigg, the first architect born and trained in Western Australia. (Criterion 2.3)

11.3. SCIENTIFIC VALUE

Phineas Seeligson's (fmr), Perth is likely to contain archaeological deposits in its sub-floor spaces with the potential to provide important information about the

* For consistency, all references to architectural style are taken from Apperly, R., Irving, R., Reynolds, P. *A Pictorial Guide to Identifying Australian Architecture. Styles and Terms from 1788 to the Present*, Angus and Robertson, North Ryde, 1989.

For consistency, all references to garden and landscape types and styles are taken from Ramsay, J. *Parks, Gardens and Special Trees: A Classification and Assessment Method for the Register of the National Estate*, Australian Government Publishing Service, Canberra, 1991, with additional reference to Richards, O. *Theoretical Framework for Designed Landscapes in WA*, unpublished report, 1997.

pawnbroker business and the people that plied this trade in the late nineteenth and early twentieth century. (Criterion 3.2)

11. 4. SOCIAL VALUE

Phineas Seeligson's (fmr), Perth contributes to the community's sense of place as a remnant of gold rush era architecture of the Perth CBD. (Criterion 4.2)

12. DEGREE OF SIGNIFICANCE

12. 1. RARITY

Phineas Seeligson's (fmr), Perth is rare as a purpose-built pawnbroker in Western Australia. (Criterion 5.2)

12. 2 REPRESENTATIVENESS

Phineas Seeligson's (fmr), Perth is a representative example of the flamboyant architectural styles of the gold rush era in the Perth CBD. (Criterion 6.1)

12. 3 CONDITION

Phineas Seeligson's (fmr), Perth is in good condition overall. Some deterioration is evident in parts of the building due to it having been vacant at various times over the last century but the conservation works recently undertaken by the current owner have stabilised fabric that was under threat.

12. 4 INTEGRITY

Phineas Seeligson's (fmr), Perth has a moderate to high degree of integrity. Although some fabric has been removed or replaced, the place retains a large proportion of its original fabric.

12. 5 AUTHENTICITY

Phineas Seeligson's (fmr), Perth no longer functions as a pawnbrokers or residence. However, the commercial functions it is currently used for are compatible with its original use.

13. SUPPORTING EVIDENCE

The documentation for this place is based on 'Conservation Plan, 143 Barrack Street, Perth' by Philip Griffiths Architects with Historian Eddie Marcus, completed in February 2009, with amendments and/or additions by the State Heritage Office and the Register Committee.

13.1 DOCUMENTARY EVIDENCE

For a full discussion of the documentary evidence refer to the 'Conservation Plan, 143 Barrack Street, Perth' by Philip Griffiths Architects with Historian Eddie Marcus, completed in February 2009. The following provides a brief summary based on that document, with some additional information added by State Heritage Office staff.

Built in 1894 for pawnbroker Phineas Seeligson the place is a three storey, tuck-pointed brick, stucco and iron building in the Federation Romanesque style located on the west side of Barrack Street in Perth.

Founded in 1829, the Perth townsite steadily grew throughout the early nineteenth-century, consolidating its position in the 1870s. Further development occurred throughout the 1880s, but it was not until the population increases experienced during the gold rush era, which commenced in the 1890s, that the city saw substantial growth. Between 1885 and 1895 Western Australia's non-Aboriginal population increased from 35,000 to 101,000.¹ This massive increase in population was accompanied by increased construction and Barrack Street was amongst those areas developed for commercial purposes.² By 1900 a tramway provided transport between Barrack Street and suburbs to the north of the city and by 1905 the development of Barrack Street was largely complete.³

Phineas Seeligson's father Henry was born in 1829 in a town on the Polish-German border. The family migrated to England in 1845 where Henry married Julia van Weerden c.1851. After the birth of their four children (Phineas was the oldest) the family moved to Sydney Australia, relocating to Fremantle in the 1870s.⁴

Henry Seeligson established a jewellery business and was a prominent individual in the Jewish community, being involved in the foundation of both the Fremantle and Perth Jewish congregations.

In 1887 Phineas Seeligson became a licenced pawnbroker operating his business from Murray Street, and like his father he was a prominent member of the Jewish community.⁵

In Western Australia pawnbroking was regulated by *The Pawnbrokers Act 1860* but the practice of securing cash by pledging belongings remained expensive.⁶ With the increased reliance on a cash based economy seen in the industrialised

1 'Conservation Plan, 143 Barrack Street, Perth' by Philip Griffiths Architects with Historian Eddie Marcus, February 2009, p. 2.

2 *ibid.* p. 3.

3 *ibid.* p. 3.

4 *ibid.* p. 7.

5 *ibid.* p. 8.

6 *ibid.* p. 5.

era, the role of women in particular as 'consumers' in the domestic sphere was solidified. This resulted in working-class women in particular being dependent on credit agencies to perform their role as housewife. It was during this period that the growth of pawnbrokers was seen in England and other urban centres. Although initially associated with criminal activity and working-class drunkenness, the industry modernised during the nineteenth-century becoming more like banks where property was deposited as security for cash loans. The often inadequate resources of working class families during this period made the pawnbroker an essential element for working-class housewives in solving frequent domestic crises.⁷

In 1865 Alfred Davies was operating as a pawnbroker in Fremantle with others plying the trade throughout the 1870s and 1880s.⁸ In 1893 two pawnbrokers are listed in Perth, one of which is Phineas Seeligson, located at 201-03 Murray Street. The number of pawnbrokers increased with the growing population, with five operating in Perth and further pawnbrokers listed in Geraldton and Coolgardie. The number decreased from the inter-war period onwards with the rise of the major banks and State assistance programs.⁹

Phineas opened another branch of his pawnbroker business in Barrack Street c.1894 and it is understood the current building at 143 Barrack Street was purpose built for Phineas around this time.¹⁰ The designer of the place was prominent Western Australian architect Henry (Harry) Stirling Trigg.¹¹

Henry (Harry) Stirling Trigg was the 'first architect born and trained in Western Australia.'¹² Born in Perth in 1860, Henry Trigg trained with convict engineer-architect Thomas Browne.¹³ Receiving further training in the eastern colonies in the 1880s, he returned to Perth in 1884 and became one of a small number of architects practicing in the Colony at this time.¹⁴ Completing a number of prominent works during his career, Harry and his family were forced to leave the Colony after he experienced financial difficulties due to his brother's mismanagement of Harry's business affairs, and alleged embezzlement, during a period of Harry's absence from Western Australia. Harry died in South Australia in 1919.¹⁵

7 *ibid.* p. 4.

8 *ibid.* p. 4-5.

9 *ibid.* p. 5.

10 *ibid.* p. 9.

11 Taylor, John (2010) 'Harry Trigg', Western Australian architect biographies, Australian Institute of Architects, Western Australian architecture. Accessed 15 May 2014 <http://www.architecture.com.au/architecture/state-territory/wa-architecture>

12 Taylor, John (2010) 'Harry Trigg', Western Australian architect biographies, Australian Institute of Architects, Western Australian architecture. Accessed 15 May 2014 <http://www.architecture.com.au/architecture/state-territory/wa-architecture>

13 Taylor, John (2010) 'Harry Trigg', Western Australian architect biographies, Australian Institute of Architects, Western Australian architecture. Accessed 15 May 2014 <http://www.architecture.com.au/architecture/state-territory/wa-architecture>

14 Taylor, John (2010) 'Harry Trigg', Western Australian architect biographies, Australian Institute of Architects, Western Australian architecture. Accessed 15 May 2014 <http://www.architecture.com.au/architecture/state-territory/wa-architecture>

15 Taylor, John (2010) 'Harry Trigg', Western Australian architect biographies, Australian Institute of Architects, Western Australian architecture. Accessed 15 May 2014 <http://www.architecture.com.au/architecture/state-territory/wa-architecture>

By 1898 Phineas Seeligson had sold his business to pawnbroker Albert T. Jones, but continued to own the building at 143 Barrack Street.¹⁶ Jones continued to run the business until 1930 with his brother-in-law Ernest Dyson who lived above the shop with his family.¹⁷ An oral history by a descendant notes that Ernest Reuben Dyson was born in the upstairs residence of *Phineas Seeligson's (fmr), Perth* in 1908.¹⁸

In 1908 Phineas left Western Australia, remaining in England until 1921 he then returned to Perth.¹⁹ Seeligson died in Mount Lawley in 1935²⁰ and the funeral notice does not indicate that Seeligson left any family.²¹ Seeligson left much of his estate to the Jewish community stipulating that it be used for charitable purposes,²² specifically for the 'assistance of poor and indigent members of the Jewish community in Western Australia, and for the fuller education of Jewish graduates of the University of Western Australia whose parents are unable to provide for such education'.²³ *The West Australian* newspaper also reported that 'in addition to providing for the establishment of the charitable fund, Mr. Seeligson made bequests of £250 to the Deaf and Dumb Institution, £150 to the Braille and Advancement Society for the Blind for the library of that society, £350 for the Rest Home for the Aged Blind at Victoria Park, and annuities to the Perth Hebrew Congregation and to several individual beneficiaries'.²⁴

The West Australian further reported the following:

In a clause of the will dealing with the disposition of the property in Perth. Mr. Seeligson directed his trustees (Rabbi D. L. Freedman, Sir Charles Nathan, Mr. Mayer Breckler, and Mr. J. Sharp) not to sell or otherwise dispose of the property for 30 years after his death. 'I give this direction,' the will stated, 'because of my faith in the future of the State and my firm conviction that by holding the land the result will ultimately be more beneficial to the beneficiaries and produce a larger fund to carry out the purpose named in clause II of this will.' After the expiration of the 30 years the trustees may sell the land, or any part of it as they think fit, but the testator expressed the hope that they would then realise the wisdom of retaining the land and would continue to hold it.²⁵

Jones and Dyson moved their business to Beaufort Street c.1930, and in June 1930 a 20ft shop counter at 143 Barrack Street was advertised for sale.²⁶ On Saturday 22 November 1930, the Café Nanking opened at 143 Barrack Street.

16 'Conservation Plan, 143 Barrack Street, Perth' by Philip Griffiths Architects with Historian Eddie Marcus, February 2009, p. 10.

17 *ibid.* p. 11.

18 'Oral History Transcript, Ken Dyson', Grandson of Ernest Reuben Dyson, 4 July 2008. Provided to State Heritage Office staff by current owner of the place, Peter Rossdeutscher, during a site visit on 9 May 2014.

19 'Conservation Plan, 143 Barrack Street, Perth' by Philip Griffiths Architects with Historian Eddie Marcus, February 2009, p. 10-11.

20 *Western Mail*, Thursday 22 August 1935, p. 56.

21 *The West Australian*, Monday 12 August 1935, p. 1.

22 'Conservation Plan, 143 Barrack Street, Perth' by Philip Griffiths Architects with Historian Eddie Marcus, February 2009, p. 10-11.

23 *The West Australian*, Saturday 31 August 1935, p. 21. <http://trove.nla.gov.au/>

24 *The West Australian*, Saturday 31 August 1935, p. 21. <http://trove.nla.gov.au/>

25 *The West Australian*, Saturday 31 August 1935, p. 21. <http://trove.nla.gov.au/>

26 *The West Australian*, Saturday 7 June 1930, p. 19.
<http://trove.nla.gov.au/ndp/del/article/33344874?searchTerm=143+barrack+street&searchLimits=exactPhrase||dateTo=1931-12-31||notWords||anyWords||dateFrom=1929-12-01||requestHandler||sortBy=dateAsc||l-state=Western+Australia||l-decade=193>

advertising up-to-date real Chinese cooking, and private rooms for ladies.²⁷ A write-up on the place a week after opening notes that 'although a novelty in Perth Chinese restaurants are much favoured in the Eastern States'.²⁸ It appears that Café Nanking may have been relatively short-lived with Behn's Ltd advertising a 'Tasty Smallgoods' shop at 143 Barrack Street in March 1931.²⁹ In 1934 a 'Central City Shop' at 143 Barrack Street was advertised for lease so the place appears to have been vacant at this time.³⁰ At some point between 1932-1935 143 Barrack Street also became a clothing shop, returning to function as a pawnbroker c.1935-1939, and then housing a 'self-proclaimed naturopath' in 1940, through to at least c.1944.³¹ Around 1949 the place began operating as a branch of the Bank of Australasia, which became ANZ in 1951, and continued to serve this function until c.1958.³²

From the 1960s to the 1990s the place housed various businesses including a bridal shop, and in 1968-69 it was the Perth address for the World Record Club.³³ In 2008 the place was sold to current owner, Peter Rosse deuter³⁴ who has since undertaken a series of conservation works following the completion of a Conservation Plan for the place in 2009. The works were awarded a Certificate of Merit by the City of Perth in 2014 as part of their biennial Heritage Awards.³⁵

The ground floor shopfront is currently (2014) operating as a barber's shop, while the rear section of the ground floor accommodates the Toastface Café. The first floor is occupied by a start-up web design company while the third floor is largely unoccupied. The basement is used as a makeshift music studio.

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- 27 *The Daily News*, Friday 21 November 1930, p. 7.
<http://trove.nla.gov.au/ndp/del/article/83828222?searchTerm=café+nanking+barrack&searchLimits=exactPhrase||anyWords||notWords||requestHandler||dateFrom=1930-01-01||dateTo=1930-12-31||sortBy>
- 28 *The Daily News*, Friday 28 November 1930, p. 10.
<http://trove.nla.gov.au/ndp/del/article/83826125?searchTerm=café+nanking&searchLimits=exactPhrase||anyWords||notWords||requestHandler||dateFrom=1930-01-01||dateTo=1930-12-31||sortBy>
- 29 *The Daily News*, Thursday 19 March 1931, p. 4.
<http://trove.nla.gov.au/ndp/del/printArticlePdf/85406175/3?print=n>
- 30 *The West Australian*, Thursday 14 June 1934, p. 21.
<http://trove.nla.gov.au/ndp/del/article/32929950?searchTerm=central+city+shop+143+barrack+street&searchLimits=exactPhrase||anyWords||notWords||requestHandler||dateFrom=1932-01-01||dateTo=1935-12-31||sortBy>
- 31 'Conservation Plan, 143 Barrack Street, Perth' by Philip Griffiths Architects with Historian Eddie Marcus, February 2009, p. 16; *The Daily News*, Friday 6 October 1944, p. 11.
<http://trove.nla.gov.au/ndp/del/printArticlePdf/78525720/3?print=n>; *The Daily News*, Friday 30 July 1943, p. 7.
<http://trove.nla.gov.au/ndp/del/printArticlePdf/78449801/3?print=n>
- 32 'Conservation Plan, 143 Barrack Street, Perth' by Philip Griffiths Architects with Historian Eddie Marcus, February 2009, p. 16.
- 33 *The Australian Women's Weekly*, Wednesday 27 August 1969, p. 79.
<http://trove.nla.gov.au/ndp/del/article/43462390?searchTerm=world+record+club+143+barrack&searchLimits=exactPhrase||anyWords||notWords||requestHandler||dateFrom=1967-01-01||dateTo=1969-12-31||sortBy>
- 34 'Conservation Plan, 143 Barrack Street, Perth' by Philip Griffiths Architects with Historian Eddie Marcus, February 2009, p. 20.
- 35 City of Perth Newsroom 'Balconies lead to heritage success', posted on 6 August 2014. Accessed 29 December 2014 <http://www.perth.wa.gov.au/newsroom/featured-news/balconies-lead-heritage-success>

13.2 PHYSICAL EVIDENCE

For a full discussion of the physical evidence refer to the 'Conservation Plan, 143 Barrack Street, Perth' by Philip Griffiths Architects with Historian Eddie Marcus, completed in February 2009. The following provides a brief summary based on that document, with updated information about the conservation works that have been undertaken since the completion of the Conservation Plan added by State Heritage Office staff following a site visit to the place on 9 May 2014.

Phineas Seeligson's (fmr), Perth is situated at 143 Barrack Street Perth, which is on the west side near the corner of Wellington Street. It is situated amongst a streetscape of other one and two storey c.1890-1900 commercial properties.

Phineas Seeligson's (fmr), Perth is a three storey tuck-pointed brick building with a basement and corrugated iron roof, constructed drawing on characteristics of the Federation Romanesque architectural style. The place displays striking architectural features in its high-pitched gable and ornamented stucco work to the facade. In 2009 when the Conservation Plan for the place was completed the façade had had a cream render applied. This has now been removed and the brickwork has been re-pointed. The north side of the building retains its render and the City Loans Office sign can still be discerned in the top left (east) corner.

The original two storey verandah was removed some years ago and replaced with a suspended metal lined awning. The ground floor shopfront, of aluminium framed glass windows, replaced the original shopfront at an unknown date, although photographic evidence in the Conservation Plan indicates that the shopfront had been altered during or prior to the occupation of the place by the ANZ Bank in 1949.³⁶

Externally, the first floor has two sets of French doors which would have led onto the verandah. Segments of the original iron balustrade applied to the exterior of the doors to create Juliette balconies when the Conservation Plan was completed³⁷ have been replaced with painted timber. There is a deep stucco entablature with a simple roundel decorated frieze above the French doors. The top (second) floor has a steeply pitched gable with crockets³⁸ to either side, and a pair of Romanesque arches frames the windows. Clusters of pilasters with capitals line the area beneath. There is a small louvered vent to the apex.³⁹ Windows are largely double hung sash. There are roundel shaped dormer windows to the roof with timber casements. A two storey brick extension has been attached to the rear of the building.

The interior comprises a number of distinct sections:

- basement
- the east facing shopfront (ground floor)
- entrance hall (ground floor)

36 ibid. p. 35.

37 ibid. p. 47.

38 Crocket - a projecting ornament, usually in the form of curved foliage, used to decorate the outer edges of pinnacles, spires and gables.
Ching, Francis (1995) 'A visual dictionary of architecture', John Wiley & Sons, p. 37.

39 'Conservation Plan, 143 Barrack Street, Perth' by Philip Griffiths Architects with Historian Eddie Marcus, February 2009, p. 33.

- the west facing café (ground floor)
- first floor with rooms divided into residential scale spaces
- second floor comprising two long thin rooms

A central timber staircase accessed from the ground floor leads to the first and second floors, while a timber staircase leads from the café at the rear to the basement. There is a staircase leading from the rear external area to the basement which has been enclosed.

Typical detailing to the main rooms of the building include lath and plaster ceilings, moulded cornices, jarrah floorboards, cast iron fireplaces, panelled internal doors, timber skirtings and plaster wall vents. Much of the original detailing remains intact.

Basement

The basement is a single space with a concrete floor. The timber bearers to the floor above have been exposed with the removal of ceiling panels during the recent conservation works.

Shopfront (east facing)

The ground floor east facing shopfront comprises one space, the brick walls of which have been covered with panelling and plaster, and a suspended ceiling inserted. Flooring is linoleum over timber boards. A small roller door leads from the shop into the entrance hall. The place is fitted out simply for use as a barber shop.

Entrance Hall (north side)

The entrance door accessed from the laneway to the north of the building comprises a large non-original timber door which opens onto a small space with timber floor boards, original pressed metal ceilings, and the original central jarrah staircase that leads to the upper floors. The staircase has a jarrah balustrade with turned spindles and a decorative string. Some of the balustrading has been replaced but otherwise the staircase is largely original. There is a door in the west wall that would have once led to the basement.

Café (west facing)

The rear area that was a residential space and car park when the Conservation Plan was completed now houses the Toastface Café (2014). Timber decking has been added to the rear but the large timber original floor lift that was used for lowering goods into the basement has been retained beneath. The mini-orb corrugated iron covering the ceiling to this area, and the pulley mechanism for the floor lift also remain in-situ. The café space has been painted and a ceiling added.

First Floor

The first floor largely retains its original layout with the space divided into bedrooms, and a formal lounge to the eastern end. The majority of the rooms have large timber-framed sash windows and timber fireplace surrounds which have been painted white. Floorboards are largely original throughout albeit with some replacement boards. Light fittings have been replaced with modern fittings, and door hardware has largely been replaced. The front (east) room retains its original cast iron fireplace with decorative tile panels and timber mantle (also

painted white). The French doors that open onto the awning appear to have had some of their glass replaced but retain upper panels of acid etched glass with a distinctive geometric floral design. Plastered walls and lath and plaster ceilings have been repaired throughout.

The rear brick addition comprises a small balcony and modern toilet.

Second Floor

The central timber staircase continues up to the second floor which is essentially a long thin attic space divided into two rooms. Irregular shaped highlight windows to the stairwell provide a light source. The roof follows the steep pitch of the gable, and there are dormer windows with timber casements to the north and south walls. Sash windows to the east and west walls provide ample light. Two brass fittings, on the east and west walls, appear to be from what was likely the original gas lighting system. Electrical light fittings have been replaced with modern fittings. Timber floorboards are largely original albeit with some boards replaced. The lath and plastered walls/ceilings have been repaired throughout. The second floor has been fitted out for office space.

13.3 COMPARATIVE INFORMATION

For a discussion of comparative information refer to the 'Conservation Plan, 143 Barrack Street, Perth' by Philip Griffiths Architects with Historian Eddie Marcus, completed in February 2009. Some additional comparative information is included below.

Architectural Style

A search of the State Heritage Office database for places either designed in, or including elements which have been designed in, the Federation Romanesque architectural style returns 50 places, excluding *Phineas Seeligsons (fmr), Perth*. Of these, 39 places are in the metropolitan area, and 18 are in the City of Perth. Of these 18 places, 9 are entered in the State Register:

- P1962 *Art Gallery & Museum Buildings*
- P1963 *Perth Court of Petty Sessions*
- P1980 *Swan Barracks*
- P2025 *Art Gallery Administration Building*
- P2026 *Hackett Hall*
- P2051 *No 1 Fire Station (fmr)*
- P2166 *The Perth Mint*
- P8783 *Delaney Gallery*
- P16722 *Art Gallery of Western Australia Complex*

A further 5 places are included in the HCWA Assessment Program, though one is P10903 Barrack Street Precinct, and two are within this precinct:

- P1951 Yates Chambers, Barrack Street
- P1952 National Chambers, Barrack Street

The others are:

- A part of P4327 Mercedes College Group, Perth

- P16752 St Margaret's Uniting Church (fmr), North Perth

The above would indicate that P1961 *Phineas Seeligson's (fmr), Perth* is not necessarily rare for its architectural style. However, it is notable as a fine example of Federation Romanesque architecture.

Pawnbrokers

A search of the State Heritage Office database for places associated with pawnbrokers returned only one entry in addition to *Phineas Seeligsons (fmr), Perth*:

- P10001 Attention Curios Collectables/Shop & Dwelling (Maylands Station Pawn Shop) - constructed in 1910 it is unclear from the information available when the place operated as a pawnbrokers or whether it was purpose-built for such a function. The scale and form of the place is not comparable to *Phineas Seeligsons (fmr), Perth*.

The above would indicate that *Phineas Seeligson's (fmr), Perth* is rare as a purpose-built pawnbroker shop in Western Australia. Although a number of the other premises that were used for this purpose may still exist, *Phineas Seeligson's (fmr), Perth* appears to be the only example that was specifically built for its proprietor to serve this function.

Henry (Harry) Stirling Trigg

A search of the State Heritage Office database for other places designed by Henry (Harry) Stirling Trigg returned 6 entries, the majority of which are entered in the State Register or are in the HCWA Assessment Program:

- P487 *Congregational Hall & Congregational Church*, Stirling Highway, Claremont (RHP) – also Federation Romanesque
- P2105 *Trinity Uniting Church Group*, Hay Street Mall, Perth (RHP)
- P2148 *Royal Hotel*, cnr William & Wellington Streets, Perth (RHP)
- P2453 Subiaco Hotel (HCWA Assessment Program)
- A part of P4289 *Royal Perth Hospital Heritage Precinct* (RHP)
- P4321 Freemasons Hotel, Geraldton (Municipal Inventory)

The RAI notes a number of other places that were designed by Henry (Harry) Stirling Trigg.⁴⁰ However, the design of many of these has either not yet been clearly attributed to Trigg, or they have not been entered in the State Heritage Office database as such.

- churches for Leederville and Bunbury
- church hall in North Fremantle
- business premises on Marine Terrace Geraldton for E.H. Wittenoom
- Rechabite Coffee Palace

⁴⁰ Taylor, John (2010) 'Harry Trigg', Western Australian architect biographies, Australian Institute of Architects, Western Australian architecture. Accessed 15 May 2014 <http://www.architecture.com.au/architecture/state-territory/wa-architecture>

- Goldfields Club Hotel
- workshops for furniture dealer William Zimpel
- Trigg's Chambers, Barrack Street, Perth
- numerous shops, showrooms, and domestic projects

The above would indicate that *Phineas Seeligson's (fmr), Perth* is not rare as an example of the work of Henry (Harry) Stirling Trigg. However, it indicates that his smaller-scale commercial projects have not been afforded the level of recognition that his ecclesiastical and large commercial projects have been given and *Phineas Seeligson's (fmr), Perth* is therefore a good example of this category of his work.

Jewish Community in WA

A search of the State Heritage Office database for places associated with the Jewish community in Western Australia returned 6 places:

- P559 *New Coolgardie Pioneer Cemetery*
- P1010 *Fremantle Synagogue (fmr)*
- P2189 Memorial to Jewish Services Personnel, Kings Park
- P6846 New Jerusalem Settlement – Site, Wickepin
- P12870 Jewish Cemetery, East Perth (Assessment Program)
- P25266 Temple David Synagogue, 34 Clifton Crescent, Mt Lawley

The above is unlikely to represent the many places that remain extant in Western Australia which are associated with the Jewish community, but is more likely a result of them not yet having been recognised in local government inventories. *Phineas Seeligson's (fmr), Perth* is a good example of a place associated with a prominent individual in this community, and one who was responsible for a number of philanthropic acts.

13.4 KEY REFERENCES

13.5 FURTHER RESEARCH

Additional research may provide further information about other places used as pawnbrokers in Western Australia, as well as reveal places associated with the Jewish community in Western Australia.

ITEM NO: 6

ENTRY OF METROPOLITAN SEWERAGE VENTS IN BOTH THE STATE REGISTER OF HERITAGE PLACES (PERMANENT) AND THE CITY PLANNING SCHEME NO. 2 REGISTER OF PLACES OF CULTURAL HERITAGE SIGNIFICANCE

RECOMMENDATION: (APPROVAL)

That Council;

1. *notes that the Metropolitan Sewerage Vents have been entered into the State Register of Heritage Places on an interim basis;*
2. *advises the Heritage Council of Western Australia that it supports the entry of the Metropolitan Sewerage Vents in the State Register of Heritage Places on a permanent basis;*
3. *in accordance with sub-clause 30(5) of the City Planning Scheme No. 2 notes that, given Part 1 above, the Metropolitan Sewerage Vents located within the City of Perth boundary (Schedule 12) are deemed the subject of a declaration under sub-clause 30(1) of the City Planning Scheme No. 2;*
4. *in accordance with sub-clause 30(3) of the City Planning Scheme No. 2, gives notice of Part 3 above to the owner, the State Heritage Office and the Western Australian Planning Commission; and*
5. *in accordance with sub-clause 32(1) of the City Planning Scheme No. 2 records the Metropolitan Sewerage Vents in the City Planning Scheme No. 2 Register of Places of Cultural Heritage Significance.*

BACKGROUND:

FILE REFERENCE: P1021248
REPORTING UNIT: Sustainable City Development
RESPONSIBLE DIRECTORATE: City Planning and Development
DATE: 20 April 2015

MAP / SCHEDULE: Schedule 12 – Map and Photos
 Schedule 13 – Heritage Council's 'Documentation of
 Places for Entry in the Register of Heritage Places'

At its meeting on **29 January 2008** the Council resolved that all nominations for properties to be included in the Heritage Council's State Register of Heritage Places (State Register) be referred to the Council for consideration.

The Metropolitan Sewerage Vents (the group) comprises a group of six vents constructed c.1911 and located within metropolitan Perth. The following three vents are located within the City of Perth boundary (Schedule 12):

- Cook Street Vent, Portion of Cook Street Road Reserve, West Perth;
- Arthur Street Vent, Portion of Arthur Street Road Reserve and Portion of Railway Reserve; and
- Royal Street Vent, Portion of Lot 55 and Portion of Lot 9.

The vents located within the City of Perth boundary are the asset of the Water Corporation.

At its meeting on **26 August 2014** the Council considered the Heritage Council's proposal to include the Metropolitan Sewerage Vents in the State Register on an interim basis. At this meeting the Council also considered the City's proposal to include the Metropolitan Sewerage Vents in the City Planning Scheme No. 2 (CPS2) *Register of Places of Cultural Heritage Significance* (CPS2 Heritage Register). The Council resolved the following:

That Council:

1. *advises the State Heritage Office that it supports the Interim listing of the Metropolitan Sewerage Vents referenced as P23992, in the Register of Heritage Places maintained under the Heritage of Western Australia Act 1990;*
2. *in accordance with Clause 30 of the City Planning Scheme*
 - 2.1. *states its intention to declare the three Metropolitan Sewerage Vents located within the City of Perth and identified in Schedule 4 to be of cultural heritage significance and worthy of conservation;*
 - 2.2. *provides the Water Corporation with details of the proposal and a period of 14 days to make a written submission to the Council about the proposal;*
 - 2.3. *requests that the outcome of the above consultation be presented to the Council when it considers the proposal to declare the place to be of cultural heritage significance and worthy of conservation.*

At the Minister for Heritage's direction, the group has now been entered in the State Register on an interim basis. After a six week public advertising period, the Minister will decide whether the place will be permanently entered in the State Register. For

all practical purposes there is no difference between interim and permanent registration in terms of protecting the heritage significance of a place.

In accordance with CPS2 sub-clause 30(5) any place which is included in the State Register is automatically included in the CPS2 Heritage Register. The CPS2 Provisions also require that the Council to give notice of CPS2 Heritage Registrations to the owner and occupier of the place, the Heritage Council of Western Australia and the Western Australian Planning Commission.

The State Heritage Office (SHO), on behalf of the Heritage Council, is now seeking comments from the Council on the proposal to include the group in the State Register on a permanent basis. The SHO has also invited the Council to nominate a person to attend the Heritage Council Register Committee meeting at which proposal will be considered. On the **22 October 2013** the Council resolved that Councillor Adamos be the Council's nominated representative at all Heritage Council Register Committee meetings.

The Water Corporation has advised the City in writing that it has no objection to the proposal to include the Metropolitan Sewerage Vents in both the State and CPS2 Heritage Registers.

LEGISLATION / STRATEGIC PLAN / POLICY:

Legislation Part 5 Division 2 of the *Heritage of Western Australia Act 1990*
Clause 30 of the 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 assessment documentation prepared by the SHO (Schedule 13) reflects that previously considered by the Council at its meeting on **13 August 2014**.

The assessment documentation includes the following Statement of Significance:

The group provides rare evidence of the earliest establishment of a deep sewerage system for Perth (operational from 1911), a significant milestone in the development of Perth as a modern city;

The group is a small sample of a surviving c.1911 – 1930 sewerage ventilation shafts, a once-common piece of infrastructure that appears to have largely been removed and/or forgotten across the country; and,

The group comprises six representative examples of the standard natural ventilation shafts erected for the Perth and Fremantle sewerage systems from 1911 to 1930, when decorative but functional cast iron work was used for these items of public infrastructure

In addition, the group is considered to be rare as and a representative example of the only known surviving evidence of the Perth and Fremantle sewerage scheme. The group is also considered to be in good condition with a moderate degree of integrity and authenticity. The majority of original fabric associated with the vents remains and their function is discernible from the form and appearance of the individual elements.

The Water Corporation has confirmed that the Arthur Street Vent is non-operational, the Cooke Street Vent is operational and that the status of the Royal Street Vent is currently unknown.

Inclusion of a place in the State Heritage Register on an interim and permanent basis has the same effect on development approvals. In accordance with Part 8 of the *Heritage Act of Western Australia 1990*, all applications shall be referred to the State Heritage Office for advice and the determination shall not be inconsistent with the advice received.

As noted above, the Water Corporation has advised the City in writing that it is supportive of the proposal to include the group in both the State and CPS2 Heritage Registers.

Separate to this, the Water Corporation has requested that the City take ownership of the Arthur Street Vent given that it is no longer in use. The request has yet to be considered the City, and will be resolved independent of the heritage registration process.

FINANCIAL IMPLICATIONS:

The group of sewerage vents is not rateable and therefore the Water Corporation is not eligible to apply for any of the City's Heritage Incentives, including Heritage Rate Concession or Heritage Grants.

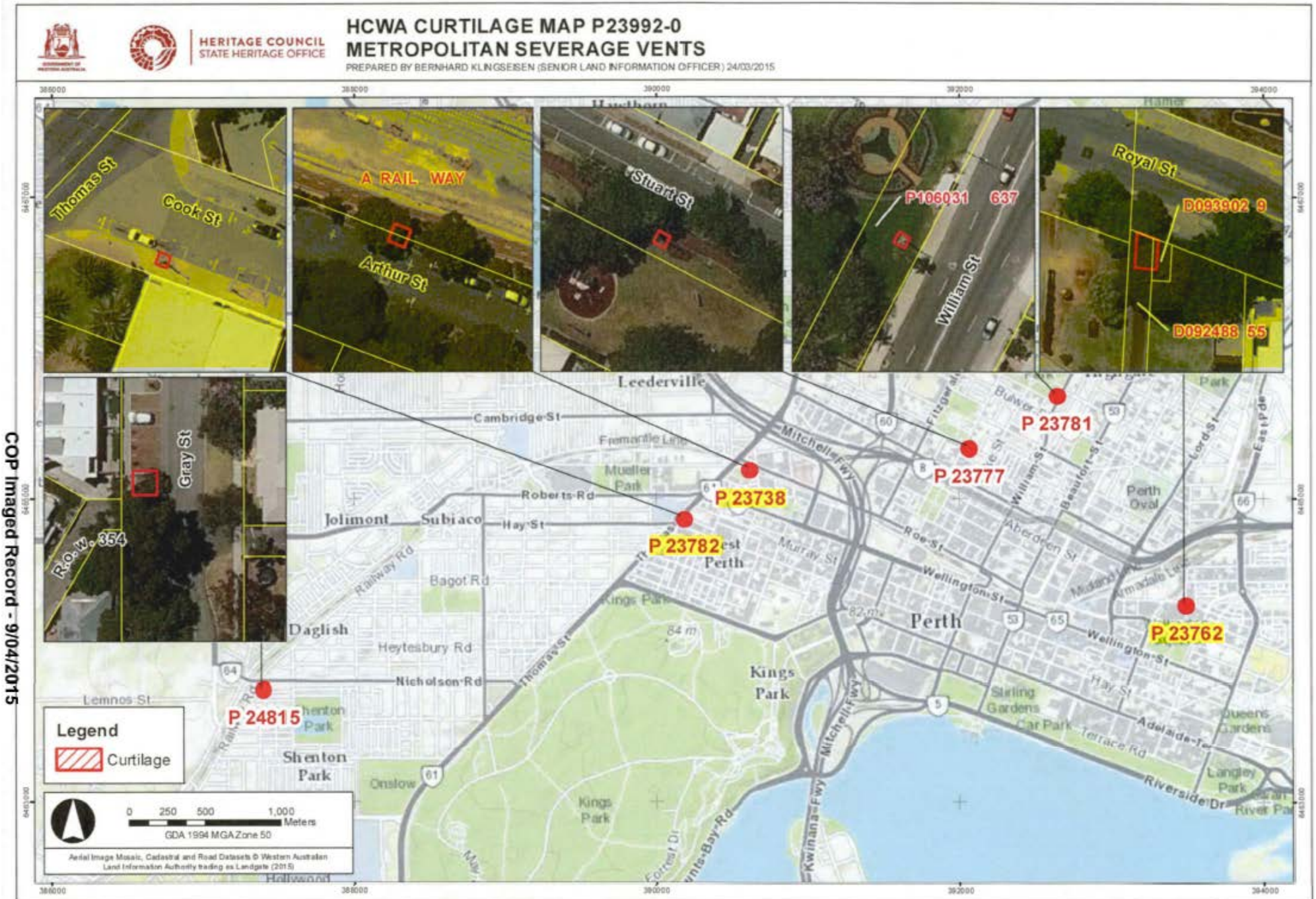
COMMENTS:

The Council has previously acknowledged the State heritage significance of the group by supporting the proposed entry of it in the State Register on an interim basis.

The Minister for Heritage has also acknowledged the State heritage significance of the group by entering it in the State Register on an interim basis. Given this, and in accordance with the CPS2 provisions, the group is automatically included in CPS2 Heritage Register.

It is recommended that the Council advise the Heritage Council that it is supportive of the proposal.

(three vents within City of Perth boundary shown highlighted)



SCHEDULE 12



P23738 Sewerage Vent, West Perth ; View across Arthur Street, looking north ; Karina Williams 07 Feb 2014



P23738 Sewerage Vent, West Perth ; Detail; Cast iron base ; Karina Williams 07 Feb 2014



P23738 Sewerage Vent, West Perth ; Detail; M.S lettering and access panel ; Karina Williams 07 Feb 2014



P23738 Sewerage Vent, West Perth ; Detail; support structure and top of vent ; Karina Williams 07 Feb 2014



P23762 Sewerage Vent, East Perth ; View from Royal Street looking southwest ; Sian Ferraz 06 Feb 2012



P23762 Sewerage Vent, East Perth ; Detail; cast iron base, lettering and access panel ; Karina Williams 06 Feb 2014



P23762 Sewerage Vent, East Perth ; Steel support brace to ventilation pipe ; Karina Williams 06 Feb 2014



P23782 Sewerage Vent, Princess Margaret Hospital, West Perth ; View of Cast Iron base showing 'M.S' lettering ; Sian Ferraz 21 Aug 2013



P23782 Sewerage Vent, Princess Margaret Hospital, West Perth ; View of Cast Iron base showing 'M.S' lettering ; Sian Ferraz 21 Aug 2013



P23782 Sewerage Vent, Princess Margaret Hospital, West Perth ; Detail of Cast Iron base ; Sian Ferraz 21 Aug 2013



P23782 Sewerage Vent, Princess Margaret Hospital, West Perth ; View across Cook Street, looking south ; Sian Ferraz 21 Aug 2013



P23782 Sewerage Vent, Princess Margaret Hospital, West Perth ; View of Cast Iron base and vent pipe ; Sian Ferraz 21 Aug 2013



P23782 Sewerage Vent, Princess Margaret Hospital, West Perth ; View along vent pipe ; Sian Ferraz 21 Aug 2013



REGISTER OF HERITAGE PLACES

INTERIM ENTRY

**HERITAGE
COUNCIL**
OF WESTERN AUSTRALIA

1. **DATA BASE No.** **23992**
2. **NAME** *Metropolitan Sewerage Vents* comprising:
 - Cook Street Vent (1911)
 - Arthur Street Vent (c.1911)
 - Royal Street Vent (c.1911)
 - Stuart Street Vent (c.1913)
 - Hyde Park Vent (c.1918)
 - Gray Street Vent (c.1930)
3. **LOCATION**
 - Cook Street Vent — Cook Street, West Perth
 - Arthur Street Vent — Arthur Street, West Perth
 - Royal Street Vent — Royal Street, East Perth
 - Stuart Street Vent — Stuart Street, Northbridge
 - Hyde Park Vent — Hyde Park, William Street, Highgate
 - Gray Street Vent — Gray Street, Shenton Park
4. **DESCRIPTION OF PLACE INCLUDED IN THIS ENTRY**
 1. Portion of Cook Street;
 2. Portion of Arthur Street;
 3. Portion of Railway Reserve;
 4. Portion of Lot 55 on Diagram 92488 being part of the land contained in Certificate of Title Volume 2147 Folio 95;
 5. Portion of Lot 9 on Diagram 93902 being part of the land contained in Certificate of Title Volume 2135 Folio 317;
 6. Portion of Stuart Street;
 7. Portion of Lot 637 on Deposited Plan 106031 being part of the land contained in Certificate of Title Volume 1452 Folio 383;
 8. Portion of Gray Street.

as is defined in Heritage Council of Western Australia Curtilage Map P23992

The vents located within the City of Perth remain the assets of the Water Corporation.

5. LOCAL GOVERNMENT AREA City of Perth, City of Vincent & City of Subiaco

6. OWNER AT INTERIM REGISTRATION

1. State of Western Australia (Statutory Authority: City of Perth)
2. State of Western Australia (Statutory Authority: City of Perth)
3. Public Transport Authority
4. State of Western Australia (Statutory Authority: Department of Lands)
5. Electricity Networks Corporation (T/A Western Power)
6. State of Western Australia (Statutory Authority: City of Vincent)
7. City of Vincent
8. State of Western Australia (Statutory Authority: City of Subiaco)

The vents located within the City of Perth remain the assets of the Water Corporation.

7. HERITAGE LISTINGS

- Register of Heritage Places: Interim Entry 2/4/2015
- National Trust Classification: -----
- Town Planning Scheme: -----
- Municipal Inventory: -----
- Register of the National Estate: -----

8. ORDERS UNDER SECTION 38 OR 59 OF THE ACT

9. HERITAGE AGREEMENT

10. STATEMENT OF SIGNIFICANCE

*Metropolitan Sewerage Vents*¹, a collection of six circular metal ventilation shafts approximately 9-15 metres (30-50 feet) high, with decorative cast iron bases, has cultural heritage significance for the following reasons:

the group provides rare evidence of the earliest establishment of a deep sewerage system for Perth (operational from 1911), a significant milestone in the development of Perth as a modern city;

the group is a small sample of surviving c.1911-1930 sewerage ventilation shafts, a once-common piece of infrastructure that appears to have largely been removed and/or forgotten across the country; and,

the group comprises six representative examples of the standard natural ventilation shafts erected for the Perth and Fremantle sewerage systems from 1911 to 1930, when decorative but functional cast iron work was used for these items of public infrastructure.

1.....This assessment utilises the following definitions for sewage and sewerage.
 Sewage: water-carried waste in solution or suspension. It primarily refers to human waste, but also includes waste water from washing, food and other domestic or commercial uses, and surface runoff.
 Sewerage: the system or infrastructure, including pipes, sewers, pumps and drains, used to convey sewage from homes and businesses to treatment facilities or other disposal areas.



**HERITAGE
COUNCIL**
OF WESTERN AUSTRALIA

REGISTER OF HERITAGE PLACES ASSESSMENT DOCUMENTATION

11. ASSESSMENT OF CULTURAL HERITAGE SIGNIFICANCE

The criteria adopted by the Heritage Council in November 1996 have been used to determine the cultural heritage significance of the place.

PRINCIPAL AUSTRALIAN HISTORIC THEME(S)

- 3.11 Altering the environment
- 3.26 Providing health services
- 4.1 Planning urban settlements
- 4.2 Supplying urban services (inc sewerage)
- 4.6 Remembering significant phases in the development of settlements, towns and cities
- 7.6 Administering Australia
- 8.13 Living in cities and suburbs

HERITAGE COUNCIL OF WESTERN AUSTRALIA THEME(S)

- 108 Government Policy
- 112 Technology and technological change
- 404 Community services and utilities
- 507 Water, power, major transport routes

11.1 AESTHETIC VALUE*

Metropolitan Sewerage Vents is an example of decorative but functional cast iron work in public infrastructure. (Criterion 1.1)

11.2. HISTORIC VALUE

Metropolitan Sewerage Vents is remnant visible infrastructure from the earliest phase of Perth's deep sewerage system, which was connected to individual properties from February 1911, with one vent (Gray Street Vent) being remnant from the significant extension of the system through Subiaco from 1927. (Criterion 2.1)

* For consistency, all references to architectural style are taken from Apperly, R., Irving, R., Reynolds, P. A *Pictorial Guide to Identifying Australian Architecture. Styles and Terms from 1788 to the Present*, Angus and Robertson, North Ryde, 1989.

For consistency, all references to garden and landscape types and styles are taken from Ramsay, J. *Parks, Gardens and Special Trees: A Classification and Assessment Method for the Register of the National Estate*, Australian Government Publishing Service, Canberra, 1991, with additional reference to Richards, O. *Theoretical Framework for Designed Landscapes in WA*, unpublished report, 1997.

Metropolitan Sewerage Vents provides evidence of the establishment of a deep sewerage system for Perth (operational from 1911), which was the culmination of decades of agitation and over ten years of active consideration and planning in response to concerns at the increasingly unsanitary condition of the State's capital, and was a significant milestone in the development of Perth as a modern city. (Criterion 2.2)

The Perth sewerage system as a whole was primarily designed and its roll-out overseen by PWD engineer Hugh Oldham, and *Metropolitan Sewerage Vents* is one of the few visible elements remaining of the substantial system he implemented. (Criterion 2.3)

11. 3. SCIENTIFIC VALUE

Metropolitan Sewerage Vents are a visible remnant of the deep sewerage scheme implemented in Perth and Fremantle between 1906 and 1930. The *Metropolitan Sewerage Vents*, together with six 1913–16 sewerage pumping stations at Perth and Fremantle¹, demonstrate the technical achievements of the Public Works Department (PWD) and the Metropolitan Water Supply Sewerage and Drainage Department (MWSS&DD) in executing the scheme, a significant milestone in the development of Perth as a modern city (Criterion 3.3)

11. 4. SOCIAL VALUE

Individual elements within *Metropolitan Sewerage Vents* are valued by people who live and work near them as attractive and quirky mementos of the history of Perth. (Criterion 4.2)

12. DEGREE OF SIGNIFICANCE

12. 1. RARITY

Metropolitan Sewerage Vents is a small sample of surviving c.1911–1930 sewerage ventilation shafts, a once-common piece of sewerage infrastructure that appears to have largely been removed and/or forgotten across the country. (Criterion 5.1)

Metropolitan Sewerage Vents, together with six 1913–16 sewerage pumping stations at Perth and Fremantle, provides the only known visible evidence of the sewerage scheme implemented in Perth and Fremantle. (Criterion 5.1)

Metropolitan Sewerage Vents demonstrates the once-common practice of natural ventilation for deep sewerage systems, which is no longer practised in Perth and also appears to have become uncommon elsewhere, due to changing sewer technology. (Criterion 5.2)

12. 2 REPRESENTATIVENESS

¹ P3298 *Low Level Sewage Pumping Stations No.s 1 & 2, Perth* (RHP) (1914); P22775 *Beach Street Pumping Station* (Fremantle MHI) (1916); P22558 *Former Pumping Station* (Fremantle MHI) (1913); P21271 *M.W.S.S. & D.B. [sic] Pumping Station* (Fremantle MHI) (1913); 1914 *pumping station and adjacent toilet facility* located within P17714 *Fremantle Esplanade Reserve* (Fremantle MHI).

Metropolitan Sewerage Vents comprises six representative examples of the standard ventilation shafts erected for the Perth and Fremantle sewerage systems from 1911 to at least the late 1920s. (Criterion 6.1)

12.3 CONDITION

Metropolitan Sewerage Vents is in good condition.

Several examples exhibit some level of corrosion, which has been managed by repainting of the base.

12.4 INTEGRITY

Metropolitan Sewerage Vents comprise six examples of ventilation shafts erected between 1911 and the 1920s. The vents were installed as circumstances required, in response to specific demand. They operated independently of each other and were disconnected from the main sewerage system in the 1970s in response to changing sewer technology. Although it is unlikely that the vents would be redeployed for their original purpose, they have retained their original appearance and the majority of original fabric remains.

The original function of *Metropolitan Sewerage Vents* is clearly discernable from the form and appearance of the individual elements. Collectively, the vents have a moderate degree of integrity.

12.5 AUTHENTICITY

Metropolitan Sewerage Vents has a moderate level of authenticity. Most of the original fabric of the individual vents appears to remain, although the cowl at the apex of the vent appears to have been removed from each vent, with the exception of the Cook Street vent. It is possible that some upper segments of the pipes have also been removed. Some corrosion has been observed, but this has been managed by the repainting of the cast iron bases.

13. SUPPORTING EVIDENCE

The documentation for this place is based on the heritage assessment completed by Clare Menck, historian, in November 2013. The physical evidence, amendments and additions have been undertaken by Karina Williams, Senior Heritage Officer with the State Heritage Office, and the Register Committee.

13.1 DOCUMENTARY EVIDENCE

Metropolitan Sewerage Vents, a collection of six circular metal ventilation shafts approximately 30-50 feet (9-15 metres) high, with decorative cast iron bases, was erected between c.1911 and 1928 to assist in reducing odours associated with the completion of Perth's new sewerage system.

What is now central Perth was established as a townsite in August 1829. It developed through the nineteenth century along the lines of early 1830s plans but without coordinated drainage or sewage disposal systems. By the late 1860s there were reports that this situation was causing illness in the Perth population. The construction of the Claisebrook Drain in the 1870s improved drainage, but sewage continued to be a major problem, with Perth even referred to as a

'dunghill'.² The Perth Board of Health, established in 1886, made minor improvements, but the city's sanitation provisions were entirely unprepared for the population boom brought by the gold rushes of the 1890s.³

Perth City Council finally introduced a pan collection system from 1893, superseding the ad hoc arrangement of cess pits, earth closets and home-solutions that had been in place. Some politicians, including Winthrop Hackett and William Traylen, began to agitate for a deep sewerage system, but it was viewed as generally not desired by the general public and unreasonably expensive. By 1900 the pan collection operated twice weekly.⁴

Typhoid outbreaks in 1895, 1896 and 1897 brought mounting pressure to improve the city's sanitation. Doctors in 1898 petitioned the government for deep sewerage.⁵ However, it was not until 1903 that the government finally gave serious attention to planning deep sewerage for Perth.⁶

Plans were developed from 1903 under Hugh Oldham, the senior engineer for water and sewerage matters with the Public Works Department (PWD) and later the first Principal Engineer of the new Water Supply, Sewerage and Drainage Department, with expert advice from C.S.R. Palmer. They built on earlier work commissioned by Napier Bell in 1897, and further developed by consultant engineer Thomas Cowley Hodgson in 1900, but achieved a much cheaper sewerage solution.⁷

Commenting on the various schemes proposed to manage Perth's sewerage, Palmer in 1903 noted that one of the most challenging matters for dealing with sewerage was its propensity to generate 'noxious gases'. This was particularly a problem in large main sewers where sewerage travelled long lengths while decomposing. The problem was dealt with to some extent by 'ventilating upcast pipes' but it was also proposed to install small scattered processing installations rather than transport waste matter long distances to a single facility.⁸ However, small processing installations do not appear to have ever been installed.

A 1903 plan for the proposed sewerage system shows ventilators alternating with manholes along both the main and reticulation pipes, spaced about 50-100 metres apart. Presumably these were intended as small vents flush with the ground, as they are largely through roadways, but later plans do not show this extensive ventilation system.⁹

From 1906, engineer Frederick Waslington Lawson joined the PWD sewerage team and contributed significantly to the final plans for the Perth and Fremantle

² Stannage, C.T, *The People of Perth*, Perth City Council, Perth, p. 177.

³ HCWA register documentation, P03298 *Low Level Sewage Pumping Stations Nos. 1 & 2, Perth*, 2006, pp.4-5

⁴ *ibid.*, pp.5-6

⁵ *ibid.*

⁶ *ibid.*

⁷ *ibid.*; Annual Report of the Water Supply, Sewerage and Drainage Department, 1912-13

⁸ C.S.R. Palmer, Engineer-in-Chief, 'Report and Recommendations', 10 Sept 1903, in Public Works Department 'Reports on the Sewerage of Perth and its Environs', Government Printer, Perth, 1903, pp.27-31, SROWA Cons 855 Item 1903-04/099

⁹ 'Perth Sewerage: Scheme No.5: General Plan', PWD plan 16 March 1903, SROWA Cons 1647 Item 10724

sewerage systems.¹⁰ The Perth system comprised four septic tanks at treatment works at Claisebrook, which saw the treated waste sent by syphon across the river to filter beds at Burswood Island, before being discharged into the Swan River.¹¹

Work on the Claisebrook treatment plant began in June 1906. The following year the 'Claisebrook Main Sewer' was begun, following the valley between Lake Monger and the Swan River at Claisebrook. Four branch sewers fed into this main, being the Terrace, Parry Street, Hyde Park and Mount Lawley Main Sewers.¹² Once main sewers were laid, 'reticulation' piping was installed to bring the sewerage system to every street. Work began on the Claisebrook Main Drain and Parry Street Branch in August 1907, and the Mt Eliza Main Sewer in January 1908. The Hyde Park drain and sewer had also been commenced by this time.¹³ New filter beds were also constructed south of the Claisebrook treatment works, on firmer ground, with first new bed put into use in June 1913.¹⁴ A new syphon line of Monier concrete pipes was laid across the Swan River to the filters and began operating in May 1915.

Both Parliament and the local newspapers heavily criticised the sewerage works, eventually bringing about a Royal Commission in 1909 to investigate them. The Commission's findings were entirely in favour of the works as being carried out by the PWD.¹⁵

Ventilation shafts do not appear to have been included in the original planning of the sewerage system. In March 1909, the PWD requested that the City Engineer, Mr Haynes, be made available for a committee to consider proposals for ventilation of the Metropolitan sewerage system. The committee was to comprise Mr Hugh Oldham (Engineer for Water Supply & Sewerage), Dr Cumpston and Mr Haynes. The City Engineer was permitted by Perth City Council to participate in the committee, but the Council was clear that it would not accept responsibility for implementing any decisions of the committee.¹⁶

By the end of 1910, all was in order to begin connecting properties to the sewers that had been constructed. House connections began in February 1911.¹⁷ By this time, 291 miles (approximately 468 kilometres) of reticulation piping had been laid, mostly in the previous twelve months. This allowed sewerage connection for 'practically the whole of the residential portion of Perth proper' with 'the main business part of the city' to be covered by impending works for another ten miles (16 km) of such piping. The laying of reticulation piping was completed by day labour.¹⁸ House connection work continued at pace, such that two years later over 2,500 properties were connected to the sewers and the Metropolitan Water

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- 10 HCWA register documentation, P03298 Low Level Sewage Pumping Stations Nos. 1 & 2, Perth, 2006, p.7
 11 Hunt, Su-Jane, *Water: the abiding challenge*, Metropolitan Water Board, Perth WA, 1980, pp.63-66
 12 HCWA register documentation, P03298 Low Level Sewage Pumping Stations Nos. 1 & 2, Perth, 2006, p.7
 13 'Sewerage Scheme – Correspondence from 23 June 1905 to 31 August 1909' (Perth City Council file) SROWA Cons 2920 Item 193C
 14 Dr Sue Graham-Taylor, email to Karina Williams (HCWA), 21 March 2014, 24 May 2014
 15 HCWA register documentation, P03298 Low Level Sewage Pumping Stations Nos. 1 & 2, Perth, 2006, p.7
 16 'Sewerage Scheme – Correspondence from 23 June 1905 to 31 August 1909' (Perth City Council file) SROWA Cons 2920 Item 193C
 Note: Searches of the SROWA and Water Corporation databases to date have found no further material relating to this ventilation committee.
 17 'Sewerage Connections etc' (Perth City Council file) SROWA Cons 2920 Item 193B
 18 *The West Australian*, 10 Feb 1911, p.3, accessed at trove.nla.gov.au, 30 Sept 2013

Supply Sewerage and Drainage Department (MWSS&DD) was connecting around 50 houses each week in the Perth District.¹⁹

Between 1912 and 1914, three Pumping Stations were constructed to pump the sewage from the low level area along the Perth foreshore to the Terrace branch sewer.²⁰ The stations were single storey ornately styled buildings with gentlemen's toilets located at ground level, and underground concrete receiving tanks and machinery room situated below.²¹ Construction of Low Level Sewage Pumping Station No. 3 (demolished 2004) at the foot of Mill Street was completed in April 1913.²² Low Level Sewage Pumping Station No. 2, south of Terrace road near Hill Street, and Low Level Sewage Pumping Station No. 1, on the Causeway north of the line of Terrace Road, were finalised in February and June of 1914 respectively.²³

In 1913, a pumping station of similar design to the Perth stations was established on Fitzgerald Terrace (now Marine Terrace) in Fremantle, as houses in South Fremantle began to be connected to the deep sewerage system.²⁴ Two additional stations were constructed on Market and Essex Streets in 1914, the Essex Street facility including an adjacent, detached toilet block.²⁵

As the sewerage system began processing household sewage, complaints of foul odours began to emerge, particularly in summer. The smell of sewage worried residents not only for its obvious unpleasantness, but because it was believed by some to be a cause of disease.²⁶ Many of these complaints related to the Claisebrook and Burswood treatment works, with the river in the vicinity of the sewerage works reported as foul smelling much of the time.²⁷ The odours related to the excessive growth of algae that resulted from the discharge to the river from the filter beds. Other odours were found to relate to stormwater, which, though it included horse manure washed off roads and some household waste and was

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- 19 'Sewerage Connections etc' (Perth City Council file) SROWA Cons 2920 Item 193B
Note: Construction was managed by the Public Works Department, until June 1912 when the works were taken over by the MWSS&DD.
- 20 Kelly, I & Moulds, T, 'Assessment of Cultural Significance of Perth Low Level Sewerage Pumping Stations (Nos: 1, 2 & 3), July 1992, p. 2
- 21 HCWA register documentation, P03298 Low Level Sewage Pumping Stations Nos. 1 & 2, Perth, 2006, p. 12.
- 22 Kelly & Moulds, T, 'Assessment of Cultural Significance of Perth Low Level Sewerage Pumping Stations (Nos: 1, 2 & 3), July 1992, p. 2
- 23 Kelly, I & Moulds, T, 'Assessment of Cultural Significance of Perth Low Level Sewerage Pumping Stations (Nos: 1, 2 & 3), July 1992, p. 2
- 24 InHerit, Government of Western Australia, 'M.W.S.S. & D.B. Pumping Station, 166 Marine Terrace', accessed at <http://inherit.stateheritage.wa.gov.au/Public/Inventory/>, 18 March 2014
- 25 HCWA register documentation, P03298 Low Level Sewage Pumping Stations Nos. 1 & 2, Perth, 2006, pp. 9-11, 15
Note: The assessment documentation for P03298 Low Level Sewage Pumping Stations Nos. 1 & 2, notes that although the buildings were constructed in 1914, the buildings both bear the date 1913. Similarly, the former pumping station building at 1 Elder Street, Fremantle (corner of Market Street) bears the date 1913, but was also constructed in 1914.
- 26 At least as late as the 1890s, and likely later, medical personnel in Perth are known to have believed typhoid could be caught by smelling night soil. Hunt, Su-Jane *Water: the abiding challenge*, Metropolitan Water Board, Perth WA, 1980, pp.32-33
- 27 *The West Australian*, 27 May 1915, p.6, accessed at trove.nla.gov.au 30 Sept 2013

little different in substance to sewage, was managed by Perth City Council rather than the MWSS&DD.²⁸

Noxious odours in sewerage are predominantly caused by hydrogen sulphide. Hydrogen sulphide is produced when fresh sewage has insufficient oxygen to maintain an aerobic character and begins to go septic. As hydrogen sulphide can be detected by smell with a concentration as low as one thousandth part per million, it very easily creates an odour nuisance. The main source of hydrogen sulphide in sewerage systems is the slime that builds up on sewer walls, not the ongoing flow of fresh sewage.²⁹ As well as being malodorous, hydrogen sulphide is highly corrosive. Ventilating sewerage systems is important for the longevity of the piping itself.³⁰

In December 1911, the MWSS&DD notified Perth City Council that it was about to go ahead with work to erect a ventilating shaft at Cook Street. It was to be 'a cast iron base and the usual standard pattern for streets'. Another such vent was also to be constructed 'at Adelaide Terrace near the corner of Victoria Square easterly there from to just opposite the Loretto Convent'.³¹ The tone of the letter and reference to 'the usual standard pattern' suggests that these two were not the first ventilators constructed. The Adelaide Terrace Vent, which was in operation by February 1912, was erected in response to complaints of noxious odours.³² It is likely the erection of Cook Street Vent was similarly motivated, especially as it was located on reticulation piping rather than above a sewer main.

A consistent rationale for installing ventilating shafts has not been able to be determined. It has been suggested that vent shafts were erected at high points on the sewers, as this is where noxious gases accumulated.³³ However, 'high points' occur only in pressure mains, as gravitational sewers require a constant downward flow to work effectively. High points in pressure mains occur where pipes rise above the level of the final discharge point. These may have 'air release valves' but would not be expected to have ventilation shafts. While the gradient of underground pipes cannot be ascertained from the surface topography,³⁴ the above-ground gradient at Arthur Street, Hyde Park and Gray

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- 28 'Sewerage Connections etc' (Perth City Council file) SROWA Cons 2920 Item 193B; 'Sewerage Scheme – Correspondence from 23 June 1905 to 31 August 1909' (Perth City Council file) SROWA Cons 2920 Item 193C; Various newspaper articles eg *Sunday Times*, 12 Feb 1911, p.11, accessed at trove.nla.gov.au 30 Sept 2013; Hunt, Su-Jane *Water: the abiding challenge*, Metropolitan Water Board, Perth WA, 1980, pp.63-66.
Note: A separate storm water system was developed at the same time as the Perth sewerage system. Stormwater pipes took run off from large open spaces, road and roof run off while sewerage pipes took toilet, bath and kitchen waste. Where possible, stormwater and sewer pipes were laid in the same trench; however this was not always feasible.
- 29 'Control of Odours from Hydrogen Sulphide in Sewage Works', Dr. W. Muller, MWSS&DD, Perth WA, 1956, SROWA Cons 6887 Item 5
- 30 'Sewerage Collection System Research – Perth Main Sewer Diversion Hydrogen Sulphide – Deterioration Investigational Work' (Metropolitan Water Authority file) SROWA Cons 7313 Item 10A05303/8
- 31 MWSS&DD to City Engineer, on 'Sewerage Connections etc' (Perth City Council file) SROWA Cons 2920 Item 193B
- 32 'Sewerage Connections etc' (Perth City Council file) SROWA Cons 2920 Item 193B
- 33 Ted Evans, former Asset Manager, Perth Region, Water Corporation, quoted in email from Simon Maughan (Water Corporation) to Sian Ferraz (HCWA), 9 March 2012
- 34 Charles Sardi, Senior Design Manager – Infill (Water Corporation), conversation with Clare Menck, 6 Nov 2013

Street Vents makes it unlikely they are 'high points', casting doubt on this theory of vent location.

Ventilation shafts would ordinarily be erected in areas of high flow and/ or where the sewage is less fresh – generally along the main sewers. Less sewage passes through reticulation than mains sewers, and what does pass is relatively fresh and unlikely to have developed significant odours.³⁵ However, both Cook Street and Arthur Street Vents appear to be erected above reticulation piping rather than mains, and Gray Street Vent may also have been initially.

Another possible reason for erecting ventilating shafts is where the distance between houses was too great, resulting in a lengthy section of unventilated sewer piping, as house connections provided some ventilation. A 1956 report noted that additional ventilation may be required on small sewers (under two feet [60 centimetres] diameter) if the distance between house vents was greater than 300 feet (91.5 metres). Larger sewers could double or even treble this distance, provided the vent pipes when erected were also larger in diameter.³⁶ Some of the vents within *Metropolitan Sewerage Vents* could conceivably have been on sections of unvented pipe over 300 feet long, but Cook Street Vent is definitely not on a long section and Gray Street Vent is probably not either.

It appears therefore that ventilating shafts may have been installed in an ad hoc manner, probably due to odour complaints within the first year or two of a sewered area being connected. Sewerage systems are known to have ventilation 'problem points' where 'abnormal turbulence' of unknown cause heightens corrosion.³⁷ In early 1912, the MWSS&DD noted in response to smell complaints that 'wherever possible' they were installing ventilators.³⁸

Royal Street Vent and Arthur Street Vent are located in areas that were house-connected during 1911, and it is likely that, like Cook Street Vent, they were also erected around this time.³⁹

In December 1912, Perth City Council gave permission to the MWSS&DD to use the Council Depot at the corner of Stuart and Palmerston Streets as a 'house connection depot' for six months. This is the exact location of the Stuart Street Vent. The December 1912 correspondence makes no mention of a ventilation shaft, suggesting it was erected after this time.⁴⁰ However, it is likely it was put up within the following year as the area was house-connected.

By June 1913, residences in the vicinity of the Stuart Street Vent had been connected to the sewers. In Perth, 3498 houses were already connected to the sewers, with another 361 in Fremantle. Ventilation of the sewerage system was reported to be largely by way of the connections to private premises. All water

35 ibid.

36 Sept 1956 report, pp.24-25, on 'Sewerage Research: Sewerage Design Allowances Review', Water Corporation file, Cons 7398 Item 10A111313

37 'Sewerage Collection System Research – Perth Main Sewer Diversion Hydrogen Sulphide – Deterioration Investigational Work' (Metropolitan Water Authority file) SROWA Cons 7313 Item 10A05303/8

38 'Sewerage Connections etc' (Perth City Council file) SROWA Cons 2920 Item 193B

39 ibid.

40 'Sewerage Connection – Stuart Street – Council's Property' (Perth City Council file) SROWA Cons 3054 Item 1912/435

closets were being installed without a boundary trap, therefore 'simplifying the connection' and 'improving' the ventilation system.⁴¹

Although not noted in the Department's annual report, private premises not only were not to install boundary traps, they were obliged to install approved individual ventilators. A lengthy opinion piece in *The Daily News* in October 1913 argued that sewer ventilation should be entirely through vents on the main sewers. The complainant noted, however, that 'there are some comparatively small ventilators constructed to ventilate the sewers which are not on private property'.⁴²

The initial rush of house connections lasted into 1915. By June 1915, 7730 houses in Perth were connected. In subsequent years the number of new connections per year dropped from around 2000 to several hundred. The annual report for 1914-15 noted that 'the ventilation of the sewers has proved satisfactory, and a further extension of this branch of the system will shortly be introduced'.⁴³

Complaints were raised about what were perceived as high costs for house connections to the sewerage scheme.⁴⁴ Householders were compelled to connect, with most apparently complying by around 1914-15. However, the Council continued to provide a pan collection as many buildings, especially government premises, including schools, and public buildings such as churches, remained unconnected. This was a concern for the Council's Health Committee for both sanitation and budgetary reasons, as requiring a night soil collection for a dwindling number of premises was a cost the Council did not want to bear.⁴⁵

Other ventilation shafts known to have been erected in this early period were at the intersection of Aberdeen and William Street (1912, to ventilate storm water)⁴⁶, at the Claisebrook treatment works (prior to February 1914)⁴⁷, near the caretaker's cottage in the Council's Mulberry Plantation, 58 Trafalgar Road (late 1913)⁴⁸ and outside 241 Murray Street (prior to March 1915)⁴⁹. The latter two were, at least initially, lower than the roof of nearby buildings, earning complaints of 'offensive smell'⁵⁰ in hot weather, when 'the stench at night-time [became] almost intolerable, and at times [woke] up every member of the family'.⁵¹

The area surrounding Hyde Park was house-connected in 1914,⁵² but the Hyde Park Vent does not appear to have been erected until some years later. The Hyde

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- 41 Annual Report of the Water Supply, Sewerage and Drainage Department, 1912-13
42 *The Daily News*, 16 Oct 1913, p.9, accessed at trove.nla.gov.au 30 Sept 2013
43 Annual Report of the Water Supply, Sewerage and Drainage Department, 1914-15, and subsequent years
44 *The Daily News*, 16 Oct 1913, p.9, accessed at trove.nla.gov.au 30 Sept 2013
45 Minutes of the Perth City Council Health Committee, 1912-1920, SROWA Cons 2894 Item 6
46 'Sewerage Connections etc' (Perth City Council file) SROWA Cons 2920 Item 193B
47 'Perth (WA) Sewerage System', in *The Commonwealth Engineer*, 3 Feb 1914, pp.222-25
48 'Sewerage Scheme – General File' (Perth City Council file) SROWA Cons 2920 Item 193A
49 'Sewerage Ventilator 241 Murray Street' (Perth City Council file) SROWA Cons 3054 Item 1915/0585
Note: This street address was probably between William and Barrack Streets, towards the William Street end, in what is now Murray Street mall.
50 *ibid.*
51 'Sewerage Scheme – General File' (Perth City Council file) SROWA Cons 2920 Item 193A
52 Annual Report of the Water Supply, Sewerage and Drainage Department, 1913-14

Park Main Sewer at that time terminated at Hyde Park near the end of Lincoln Street, about forty metres north of where the Hyde Park Vent is located.⁵³

The MWSS&DD's 1915-16 annual report noted that ventilation of the system remained good, except for 'the main sewer and the outfall at Fremantle'. By 1916, an additional pumping station had also been constructed at Beach Street, Fremantle⁵⁴ and at least three ventilation shafts were added in Fremantle in the year, and another two each in 1916-17 and 1917-18. The number of houses connected in Fremantle by mid-1918 was 3798.⁵⁵ It appears that, as in Perth, ventilating shafts were erected as the amount of household sewage the system was handling increased and areas with odour problems were identified. The locations of the Fremantle ventilation shafts were not included in the reports.

In its 1917-18 annual report, the MWSS&DD reported that the sewerage systems of Perth and Fremantle now had a combined number of 27 'main ventilating shafts' in operation, serving a total of 13,441 houses. Most public buildings and all state schools in sewered areas were also connected.⁵⁶

The following year, two new ventilating shafts were erected, one in Perth and one in Fremantle.⁵⁷ A northern extension to the Hyde Park Main Sewer had been completed in 1915-16⁵⁸ and residences in an area north of Hyde Park roughly bounded by Venn Street, Walcott Street and minor roads two or three blocks west of Fitzgerald Street were connected to this main by 1920.⁵⁹ It is likely that the shaft erected in Perth in 1918-19 was Hyde Park Vent, corresponding to both the completion of the Hyde Park Main extension, and the additional house-connections in the area. The location of the Fremantle shaft is not known.

In 1919-20, one ventilation shaft at Fremantle was 're-erected'.⁶⁰ The following year 'the whole of the vent shafts were taken down and retarred, repainted and re-erected'.⁶¹ This is the last mention of ventilation shafts in the annual reports to the end of the 1920s. Items relating to ventilation shafts are listed amongst staff maintenance and construction works, indicating they were erected and maintained by departmental staff.⁶² It is not known where or by whom they were constructed. However, manhole covers and step irons for the system were ordered from the PWD's Fremantle Workshops (later the State Implement and Engineering Works)

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- 53 Surveyor's field book Hyde Park extension – W. Fred Samson, 17 April 1915, SROWA Cons 3464 Item 02128. This field book does not show the Hyde Park Vent.
- 54 InHerit, Government of Western Australia, 'Beach Street Pumping Station', accessed at <http://inherit.stateheritage.wa.gov.au/Public/Inventory/>, 18 March 2014
- 55 Annual Reports of the Water Supply, Sewerage and Drainage Department, 1915-16, 1916-17; 1917-18. From 1918 Department was the *Metropolitan Water Supply, Sewerage and Drainage Department*.
- 56 Annual Reports of the Metropolitan Water Supply, Sewerage and Drainage Department, 1917-18 & 1918-19
- 57 Annual Report of the Metropolitan Water Supply, Sewerage and Drainage Department, 1918-19
- 58 Annual Report of the Water Supply, Sewerage and Drainage Department, 1915-16
- 59 'City and suburbs of Perth: plan showing sewers and stormwater drains constructed and handed over to 30.6.1920', Water Supply, Sewerage & Drainage Department, SLWA 9024.P4N46
- 60 Annual Report of the Metropolitan Water Supply, Sewerage and Drainage Department, 1919-20
- 61 Annual Report of the Metropolitan Water Supply, Sewerage and Drainage Department, 1920-21
- 62 Note: Annual Reports are not available for the years 1930-1935. Ventilation is not mentioned in later reports.

as the sewer system was implemented⁶³ and it seems likely the ventilation shafts may have also been made in these workshops.

Complaints of foul odours from the Claisebrook treatment plant continued through the 1920s, although concern increasingly focussed on the declining condition of the river and its consequent slime and foul smell.⁶⁴

Plans were drawn in 1923 to lay sewerage through Subiaco, including a pump station on Herbert Road near Jualbup Lake, only one block from the location of the later Gray Street ventilation shaft.⁶⁵ Gray Street had only been gazetted in the preceding ten years, as it is not shown on maps of the original sewerage system. The Subiaco system included treatment works to take pressure off the problematic Claisebrook site.⁶⁶

The Subiaco system's particular feature was an ocean outfall pipe, which had been agitated for in Perth since the beginning of sewerage planning. Work began in February 1924. Detailed lists of the elements planned for the Subiaco system, including numbers of manholes, do not list any ventilation shafts. The ocean outfall, mains and reticulation were completed by 1927. House connections began in June 1927, and within a year 1689 of the 3254 houses in the Subiaco reticulated area had been connected. A further 1503 were connected in 1928-29.⁶⁷

It is likely that Gray Street Vent was erected c.1928 as part of these works. However, later plans show a second north-south sewer main leading to the Subiaco works that runs along Gray street to connect with the 1920s east-west main at Nicholson Street, less than fifty metres from Gray Street Vent.⁶⁸ The date this north-south main was laid is not known. It is possible it was laid between 1930 and 1935, for which MWSS&DD annual reports are unavailable. Gray Street Vent may have been erected in response to this sewer main rather than the initial house connection of the area.

Plans in the 1930s to abandon sewerage treatment at Claisebrook altogether required substantial changes to the system. A west-flowing gravitational sewer was installed between Mt Lawley and West Perth.⁶⁹ This main gravitational sewer from Mt Lawley to West Subiaco was begun in 1934 and completed in 1935-36.⁷⁰ From January 1937, the problematic Burswood filter beds were taken completely out of operation as the pumping station at Claisebrook had come on line moving sewerage west to Subiaco.⁷¹

63 'Sewerage Collection System Investigation and Design: Claisebrook Main Sewer', Water Corporation file, Cons 7386 Item 10A10286D

64 Hunt, Su-Jan, op cit., pp.70-75

65 Annual Report of the Metropolitan Water Supply, Sewerage and Drainage Department, 1922-23

66 Hunt, Su-Jane, op cit., pp.70-75

67 Annual Reports of the Metropolitan Water Supply, Sewerage and Drainage Department, 1923-1929

68 'Sewerage Collection System Research – Perth Main Sewer Diversion Hydrogen Sulphide – Deterioration Investigational Work' (Metropolitan Water Authority file) SROWA Cons 7313 Item 10A05303/8 (1949 plan)

69 Hunt, H.E. *Perth's Early Water Supplies*, Australian Heritage Engineering Board, Perth WA, 1984, p.35

70 Annual Report of the Metropolitan Water Supply, Sewerage and Drainage Department, 1935-36

71 Annual Report of the Metropolitan Water Supply, Sewerage and Drainage Department, 1936-37

The pumping station at Claisebrook, required as part of the 1930s works, exacerbated hydrogen sulphide problems in the Perth Main Sewer, and further measures to vent the noxious and corrosive gas were explored.⁷²

A 200-foot (61 metre) circular steel ventilation stack was erected at West Subiaco in 1939, half a mile upstream of the treatment works.⁷³ It was intended as the first of a series of large stacks to be built at three-mile intervals through the system. These vents would remove sewer gases and, when the sewer system was completely enclosed as planned, deaerate the sewerage. The vent included extraction fans. No mention of smaller vent shafts is made in reporting this new approach to ventilation.⁷⁴

In early 1941, a 125-foot (38 metre) masonry sewer ventilation tower building was constructed near the corner of Smith and Lincoln Streets in Highgate. It operated until at least February 1944.⁷⁵ By 1945, however, it appears to have been used only intermittently or not at all.⁷⁶

Plans were drawn in mid-1943 for the installation of 'natural ventilation' along the Main Gravitation Sewer between the Subiaco treatment works and the Lincoln Street ventilation tower. The plans allowed for alternating induct (intake) and educt (extraction) vents at roughly 100 metre intervals, with an estimated cost of around £3180 to install 56 vents. Most of the induct vents were to be slightly tapered three-foot (0.91 metres) high pillars, with five being instead designed as grates inserted into manhole covers. The educt vents were to be welded steel circular towers with a concrete kerbing base. Twenty-six were to be 50 feet (15.24 metres) in height and the remaining two slightly higher at 60 feet (18.29 metres). Although of a scale similar to the earlier cast iron vent towers, these educt vents were designed with none of the detailing or tapering of the earlier structures. Updates to the plans dated July 1944 suggest the 'natural ventilation' system was not erected immediately.⁷⁷ It may not have been erected at all, but the plans indicate the MWSS&DD had moved away from the earlier cast iron ventilators of *Metropolitan Sewerage Vents*.⁷⁸

It appears only two of the planned three-mile-dispersed large stacks were erected, most likely because World War Two interrupted plans, with upward of 250 departmental employees leaving for military service.⁷⁹

Departmental discussions of the problem of hydrogen sulphide corroding the concrete pipes of the sewerage system in 1949 make no mention of ventilation pipes, suggesting they may have already been disconnected from the system by

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- 72 Perry Beor, 'Flowing Back', in *Flowing Forwards*, Water Corporation internal magazine, 24 May 2004, p.3
- 73 'Sewerage T and D Investigation and Design: Ventilation Stack Subiaco Treatment Works', Water Corporation file, Cons 7386 Item 10A042888
- 74 Annual Report of the Metropolitan Water Supply, Sewerage and Drainage Department, 1939-40
- 75 'Sewerage Vents and Masonry Ventilating Stacks' (Perth City Council file) SROWA Cons 3054 Item 1953/0115
For more information see HCWA's register documentation for P03137 *Lincoln Street Ventilation Stack*. Note that this document incorrectly states the stack only operated for four weeks.
- 76 *Sunday Times*, 11 Feb 1945, pp.5 & 6, accessed at trove.nla.gov.au 5 Oct 2013
- 77 'Metropolitan Sewerage – Main Gravitation Sewer – Natural Ventilation', MWSS&DDWA plan series 6717, dated 1943 and 1944
- 78 Charles Sardi believes the natural ventilation system of the 1940s was implanted. No evidence has been located to determine if it was.
- 79 Annual Reports of the Metropolitan Water Supply, Sewerage and Drainage Department, 1940-1962

this time. Ventilation was largely provided by a fan at the Subiaco ventilation stack, which blew upstream or downstream of the stack, alternating direction monthly. However, tests in 1950 showed this had little impact on levels of hydrogen sulphide at any distance from the stack. Additional natural ventilation was suggested at problem points, further indicating the 1940s plans had probably not been implemented. It was recommended in 1950 that pipes be lined with a corrosion-resistant material as the most effective way to address the problem, and noted that ventilation or partial purification, such as by adding lime or chlorine, would probably be insufficient to halt corrosion.⁸⁰

The Subiaco stack had a building added in 1952 to heat the gases so as to ensure hydrogen sulphide did not escape at ground level. In weather 'favourable to smell' fans were shut off and all covers sealed.⁸¹

Most of the metropolitan area was surveyed in 1953-54 for upgrades to the sewerage system. These detailed plans show the Royal Street, Cook Street, Stuart Street and Hyde Park Vents. The Cook Street Vent is in the line of the sewerage pipes, while the other three are connected with a short length of independent piping. Cook Street Vent is notated 'VS' while the others are marked as 'VP'. The Arthur Street Vent is not labelled but an unnotated symbol on the sewer line appears in the location of the vent. At Gray Street, there is neither a vent marked nor even a sewerage pipe shown on the street.⁸² A main sewer is known to have run along Gray Street in 1949, so it is very unusual that this is not shown in 1953-54.

In 1958, Edward Hugh Oldham, son of Hugh Oldham, retired from the Department as Engineer in Charge of the Water Supply Branch after 34 years service, ending nearly sixty years of Oldham family involvement in Perth's water and sewerage systems.⁸³

A new sewerage treatment facility at Subiaco replaced the 1920s and 1930s works from 1961. At this time around three quarters of Perth's sewered areas fed into the Subiaco plant, from as far east as Midland and south to the Canning River.⁸⁴ A sewerage treatment plant continues on the Subiaco (Shenton Park) site to the present.

Current Water Corporation staff members are unclear as to when the elements of *Metropolitan Sewerage Vents* were disconnected from the sewer system. One opinion is that, after World War Two, changes in the operation of the sewerage system did away with the need for ventilation shafts and they were disconnected.⁸⁵ Another is that disconnection occurred following conversion to a closed rather than open sewer system in the 1970s, although some remained

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- 80 'Sewerage Collection System Research – Perth Main Sewer Diversion Hydrogen Sulphide – Deterioration Investigational Work' (Metropolitan Water Authority file) SROWA Cons 7313 Item 10A05303/8
- 81 'Treatment and Disposal – Treatment – Construction – Subiaco Prevention of Smell – Vent Stack & Treatment Works – Working File – Construction' (Metropolitan Water Supply File) SROWA Cons 6733 lte, 1960/701442
- 82 Metropolitan Water Supply, Sewerage and Drainage Dept sewerage plans, Cons 4156 Items 3 (Cook St) 51 (Royal St), 67 (Stuart St), 79 (Arthur St), 92 (Hyde Park) and 201 (Gray St)
- 83 'Oldham – Edward Hugh – Personal File' (Water Supply Sewerage and Drainage Department file) SROWA Cons 1013 Item 1923/1229; Miscellaneous Papers – Mr Oldham', SROWA Cons 6900 Item 15
- 84 Metropolitan Water Supply, Sewerage and Drainage Dept. *Subiaco Sewerage Treatment Works*, Perth WA, 1963
- 85 Perry Beor, 'Flowing Back', in *Flowing Forwards*, Water Corporation internal magazine, 21 June 2004, p.3

connected even into the twenty-first century.⁸⁶ A further influence may have been the shift to plastic piping, which suffers less from the corrosive effects of hydrogen sulphide.⁸⁷

As areas were redeveloped or the tall shafts deemed hazardous, many vents were removed.⁸⁸ It is possible that some may have originally been of galvanised steel and these would have deteriorated quicker than the surviving cast iron vents.⁸⁹

In 1973, the Department of Conservation and Environment received several complaints about sewerage odours near Robertson Park in North Perth. The matter was thoroughly investigated and deemed to be due to processing changes at the Union Maltings plant nearby. None of the discussions of the matter mentioned the nearby ventilation pipe on Stuart Street, indicating it was by this time fully disconnected from the system and quite probably its existence had been forgotten.⁹⁰

In recent years, photographs of some vents within *Metropolitan Sewerage Vents* have been posted in online social-media photographic collections as interesting and unusual examples of public infrastructure.⁹¹

A 2004 photograph shows Arthur Street Vent with rust marks and possible corrosion.⁹² Images from January 2010 indicate the lower sections of the vent had been painted white by this time.⁹³

In 2013, *Metropolitan Sewerage Vents* remains as a collection of street furniture with no current functional use.

13.2 PHYSICAL EVIDENCE

Metropolitan Sewerage Vents comprises a discontinuous group of six sewerage vents located within metropolitan Perth. Three vents are located within the road reserves of Gray Street, Cook Street and Stuart Street. The Arthur Street vent is located between Arthur Street and the railway reserve alongside the Fremantle railway line. The Royal Street vent is situated within a small reserve opposite the ABC Building in East Perth, while the William Street vent is located in Hyde Park.

Each vent is similar in design, comprising an ornate circular cast iron base with fluting and moulding which contains the letters M S (Metropolitan Sewerage) in the lower portion. An access panel, measuring approximately 20cm by 10cm and secured by a bolt in each corner, provides visual access into the vents.

Some bases have been repainted. The Stuart Street and Hyde Street vent bases are painted bronze with black and scarlet lettering, respectively. The Arthur Street

⁸⁶ Ted Evans, former Asset Manager, Perth Region, Water Corporation, quoted in email from Simon Maughan (Water Corporation) to Sian Ferraz (HCWA), 9 March 2012

⁸⁷ Charles Sardi, Senior Design Manager – Infill (Water Corporation), conversation with Clare Menck, 6 Nov 2013

⁸⁸ Perry Beor, op cit., p.3

⁸⁹ Ted Evans, former Asset Manager, Perth Region, Water Corporation, quoted in email from Simon Maughan (Water Corporation) to Sian Ferraz (HCWA), 9 March 2012

⁹⁰ 'Perth City – Objectionable Odour cnr Newcastle and Palmerstone [sic] Street' (Dept of Conservation & Environment file) SROWA Cons 4012 Item 1973/081v1

⁹¹ See <http://www.flickr.com/photos/wyrmworld/sets/72157607942196234/detail/>

⁹² Perry Beor, op cit., p.3

⁹³ Google Street View, January 2010, accessed at <https://maps.google.com.au/maps?hl=en>, 6 Nov 2013.

vent exhibited signs of corrosion and was extensively graffitied in the early 2000s. The base has since been repainted white.

The bases are approximately two metres high, set below a straight circular pipe braced by four metal rods that rise out of the base. The pipe comprises several segments connected together, each approximately a metre in length and between 5–10 cm in diameter. The bottom section of piping is slightly tapered to connect to the base. In some locations the top segments of piping, above the steel brace, have been removed, presumably for safety reasons. The height of the vents varies between the six remaining examples between approximately 9 and 15 metres (30-50 feet).

The Cook Street Vent is the only one of the six to retain the top vent cowl.

The Gray Street vent differs from the other examples in that the top segments of piping extending past the metal brace do not continue in a straight direction but extend out on an angle toward Gray Street, similar to a lamp post. A possible explanation for this is provided in an internal Water Corporation newsletter article. A former employee of the Corporation, suspecting that complaints regarding the odours from the sewerage vents arose from the fact that 'the public know what the vents were and concluded that because they vent a sewer, they must be smelly', reportedly replaced a West Perth vent with a modern structure 'disguised as a real lamp post'.⁹⁴ It is possible that the Gray Street vent was similarly amended to enable it to blend it to the surrounding streetscape.

13.3 COMPARATIVE INFORMATION

As no list of the siting of sewerage ventilation pipes has been located, it has not been possible to determine either how many were erected or how many remain.

Sewerage infrastructure in Western Australia

The 1941 Art Deco style brick ventilation tower in Highgate, P3137 *Lincoln Street Ventilation Stack*, remains extant and is on the State Register of Heritage Places (RHP).

The 1939-40 ventilation stack in Subiaco has been demolished. It is believed to have been of metal construction, approximately 61 metres high.⁹⁵

Two of the three original sewerage pumping stations constructed for the Perth sewerage system remain extant: P3298 *Low Level Sewage Pumping Stations No.s 1 & 2, Perth* (1914). A third pumping station (P4210, the first built, in 1913) has been demolished. Four of the earliest pumping stations in Fremantle also remain, three of which are individually listed on the Fremantle Municipal Inventory (P22775 Beach Street Pumping Station, 1916; P22558 Former Pumping Station, 1 Elder Place, 1913; P21271 M.W.S.S. & D.B. [sic] Pumping Station, 166 Marine Terrace, 1913). The fourth, a 1914 pumping station and adjacent toilet facility at

⁹⁴ Perry Beor, op cit., p.3

⁹⁵ HCWA RHP documentation P3137 *Lincoln Street Ventilation Stack*, December 2007, pp.7, 12; Annual Report of the Metropolitan Water Supply, Sewerage and Drainage Department, 1939-40

the intersection of Essex Street and Marine Terrace (formerly Fitzgerald Terrace) in Fremantle, is located within the Esplanade Reserve. P17714 Fremantle Esplanade Reserve is on the City of Fremantle Municipal Heritage Inventory.⁹⁶

The HCWA database includes no other places associated with sewerage infrastructure in the State.

The original treatment works at Claisebrook and Burswood (constructed from 1906) were removed prior to World War Two. The original Fremantle treatment works (constructed c.1910) and ocean outfall near Robb's Jetty, South Fremantle, was superseded in the 1950s and no physical evidence of its location is known to exist.⁹⁷

Sewerage Infrastructure on other Australian heritage lists

The New South Wales heritage database includes several dozen ventilation stacks, pipes and shafts, along with other sewerage infrastructure. Most of these ventilation shafts are more substantial masonry constructions of brick or concrete, including all eight that are entered into the NSW Heritage Register, and many are from the nineteenth century. Six vents, recognised as having Local heritage significance, are noted as being tubular metal constructions. One is a Victorian-era cast iron shaft (Queenscliff, place number 2610078) and another two have decorative cast-iron pedestals with steel tubing above (Bexley, #4576021 & #4576022). The latter are noted as c1920s or 1930s construction. The other three steel vents are noted as being typical of a common structure throughout the Sydney water system.⁹⁸

The New South Wales Heritage Register also includes extensive infrastructure associated with the Bondi Ocean Outfall Sewer (#5053861), constructed 1880-89, which includes sewers, the construction cavern for the outfall, vent shafts including four large brick vents, and nineteen of the original twenty pumping stations.⁹⁹

A sewerage ventilation stack at Connewarre, Greater Geelong, is listed on the Victorian Heritage database. It is a five metre high circular reinforced concrete structure approximately 800mm across. Several sewerage pumping stations and aquaducts are also noted in the Victorian Heritage database, mostly dating from the nineteenth century.¹⁰⁰

In Queensland, three associated concrete ventilation shafts for the Brisbane stormwater system are entered into the Register (places #601995, #602067 & #602068). They date from c.1904. A search of the Queensland heritage register found only one other place associated with sewerage: P602727 East Gordon

⁹⁶ A preliminary review of the Esplanade Reserve, which included the Essex Street pumping station, was considered by the Register Committee in 2013. The Committee resolved that Esplanade Reserve did not reach the threshold for assessment for the State Register of Heritage Places.

⁹⁷ 'Sewerage: 1896-1987' in *Fremantle Focus*, Oct/Nov 1987, p.10

⁹⁸ Environment and Heritage, NSW Government, Source: <http://www.environment.nsw.gov.au/heritageapp/heritagesearch.aspx>, accessed 23 Oct 2013

⁹⁹ *ibid.*

¹⁰⁰ Heritage Victoria, Victorian Government, Source: http://vhd.heritage.vic.gov.au/vhd/heritagevic#detail_places;15234, accessed 23 Oct 2013

Street Sewerage Works, Mackay, a 1936 premises comprising two main buildings, which does not appear to include ventilation shafts.¹⁰¹

In the ACT three brick vents from the original Canberra sewer system of 1924 are listed on the Register of the National Estate (#19111, #19112, 䪩).

Online heritage lists for South Australia, Northern Territory and Tasmania cannot be searched by 'sewer'.

Sewerage Infrastructure in the United Kingdom

In the United Kingdom, English Heritage manages the identification and protection of heritage buildings and structures. Grade II listed buildings and structures are considered to have special architectural, historical, or cultural significance of special interest, warranting every effort to preserve them. The English Heritage database of heritage buildings includes 44 Grade II listed sewerage ventilation structures.¹⁰²

The various structures include sewer ventilation pipes, sewer gas lamps and sewer vents, and are also known more colloquially as stench or stink pipes.¹⁰³

Sewer gas lamps were invented in the early twentieth century to deal with the potentially explosive and lethal built up of toxic gases in the sewerage system. They were connected to the town gas supply, and coupled directly to the underground sewer.¹⁰⁴ The heat of the lamps drew the air from the sewer through a copper tube inside the column and burned the sewer gas, converting the methane into carbon dioxide.¹⁰⁵ The sewer gas lamps are often decorative elements of street furniture with cast iron bases and decorative columns, with ornate lamp heads.

Some were later converted to the sewer vent columns which superseded them, and simply naturally vented the gas into the atmosphere rather than burning it, a similar function to the *Metropolitan Sewerage Vents*. Sewer vent columns, sewer ventilation pipes, or stink pipes, vary in appearance, ranging from unobtrusive plain utilitarian columns to embellished columns with decorative cast iron bases and cowls, often mistaken at a casual glance for a lamp-post.

Given the relationship between Britain and Australia, particularly in the nineteenth century, it is unsurprising that there are similarities between the *Metropolitan Sewerage Vents* and the sewerage infrastructure in use in the United Kingdom before and during the period in which the *Metropolitan Sewerage Vents* were installed and in operation in Western Australia.

101 Department of Environment and Heritage Protection – Queensland Heritage Register, Queensland Government Source: <https://heritage-register.ehp.qld.gov.au>, accessed 23 Oct 2013

102 English Heritage, 2014, Source: <http://list.english-heritage.org.uk/results.aspx?index=1>, accessed 18 February 2014.

103 English Heritage, 2014, Source: <http://list.english-heritage.org.uk/resultsingle.aspx?uid=1405383>; BlogSpot —London's Stench Pipes <http://stenchpipes.blogspot.com.au/>, Accessed 18 February 2014.

104 Steel, Charlie, 'The History of Monkseaton Village', cited in English Heritage List entry — Sewer gas Lamp, <http://list.english-heritage.org.uk/resultsingle.aspx?uid=1405383>; Accessed 18 February 2014.

105 *ibid.*

Although the technology has become redundant, the sewerage infrastructure relating to this period in the United Kingdom has been recognised as significant for its historical, aesthetic and scientific values, by the relevant heritage authority.¹⁰⁶

Conclusion

Metropolitan Sewerage Vents is a collection of structures that were once common both in greater Perth and elsewhere in the country and Britain. However, changes in sewer technology mean they are no longer used and appear to have largely been removed and/or forgotten across the country.

13.4 KEY REFERENCES

No key references

13.5 FURTHER RESEARCH

Walking or cycling the routes of the main sewer lines in Perth and Fremantle may identify more remaining examples of ventilation shafts (See 1949 maps at SROWA Cons 7313 Item10A05303-8).

Further research may identify the specific reasons the ventilation shafts were erected.

Further research may identify more precise construction dates for the vents.

¹⁰⁶ The positive online discussions regarding 'Stench Pipes' and popularity of blogs such as 'Stinkpipe Explorer' (<http://stinkpipes.blogspot.com.au/>) suggests that they are also held with some degree of interest and affection by the general public.

ITEM NO: 7

DEDICATION OF UNALLOCATED CROWN LANDS AS A PUBLIC ROAD - MALCOLM AND HAY STREETS, PERTH

RECOMMENDATION: (APPROVAL)

That Council:

- 1. in accordance with Section 56 of the Land Administration Act 1997, requests the Minister for Lands to dedicate Lot 1289 Malcolm Street and Lot 1275 Hay Street, West Perth, as a Public Road;***
- 2. advises the Minister that the City indemnifies the Minister against any claim for compensation for all costs and expenses incurred by the Minister in considering and granting the request.***

BACKGROUND:

FILE REFERENCE: P1004984-2
REPORTING UNIT: Approval Services
RESPONSIBLE DIRECTORATE: City Planning and Development
DATE: 4 May 2015
MAP / SCHEDULE: Schedule 14 - Location Map of Lot 1275 & Lot 1289.pdf

LEGISLATION / STRATEGIC PLAN / POLICY:

Legislation Section 56 of *Land Administration Act 1997*

Integrated Planning and Reporting Framework Implications **Organisational Development Plan:**
G6 Asset Management

Policy
Policy No and Name: 9.12 – Asset Management Policy

DETAILS:

The Department of Lands has requested the Council to formally submit a request to the Minister for Lands to dedicate portions of Lot 1289 Malcolm Street and Lot 1275

Hay Street as a public road and include the land within Malcolm and Hay Streets road reserves respectively. Lot 1289 is located within Malcolm Street and is situated at the junction of Elder Street, Malcolm Street and St Georges Terrace. Similarly Lot 1275 is located on the south side of Hay Street, forming truncations at Harvest Terrace and Mitchell Freeway off ramp. Both Lot 1289 and Lot 1275 are currently designated as Unallocated Crown Land.

FINANCIAL IMPLICATIONS:

There are no financial implications related to this report. The Department of Lands has confirmed that there are no expected costs attributable to the City. The City is currently maintaining this land and has done so since this section of the Mitchell Freeway works were completed in 1968.

COMMENTS:

The Department of Lands has identified Lot 1275 in Hay Street and Lot 1289 in Malcolm Street should be under the care and control of the City to rationalise the local tenure in that area. A site inspection and examination of survey plans has concluded that both Lot 1289 and Lot 1275 are currently utilised as a road and footpath.

These parcels of land are remnants from the various acquisitions of land for the construction of the Mitchell Freeway.

Section 56 of the *Land Administration Act 1997*, provides for a local authority to resolve to request the Minister for Lands to dedicate land as a public road. The Act also requires that the Council indemnifies the Minister against any claim for compensation for all costs and expenses incurred by the Minister in considering and granting the request. The Department has now confirmed that there are no expected costs attributable to the City. Nevertheless the Act requires indemnification for the Minister.

These parcels of land are currently being used as either a roadway or footpath and are maintained by the City. It is therefore considered that the lands should be dedicated as public roads.



ITEM NO: 8

SWAN RIVER (PERTH WATER) - PROPOSED SEAPLANE LANDING AREA

RECOMMENDATION:

(ADVICE TO SWAN RIVER TRUST)

That:

- 1. the Swan River Trust be advised that Council does not support the proposed seaplane landing areas on the Swan River, Perth on the basis of the lack of site specific acoustic information provided in relation to the proposal's potential adverse impact on noise sensitive uses within the area;**
- 2. should the Swan River Trust consider approving the seaplane landing area the Council recommends the following be imposed as conditions of any approval:**
 - 2.1 the seaplane only utilising the landing areas labelled "B" and "C" on the plan submitted;**
 - 2.2 the seaplane operator ensuring the safety of all other users of the Perth Water in terms of the seaplane activities;**
 - 2.3 the proposed landing areas are to be marked to be clearly identifiable by all marine traffic and occasional informal river users;**
 - 2.4 the seaplane operations will be restricted to accommodate events and activities (for example Skyworks) from time to time on notice provided by the relevant authorities;**
 - 2.5 operating hours being restricted to 8am to 5pm Monday to Saturday, and 10am to 5pm Sunday and public holidays;**

(Cont'd)

- 2.6 a maximum of 18 flights per day, other than in respect to emergency use of the facility, unless otherwise approved by the relevant authority in consultation with the City;**
- 2.7 the approval being valid for a twenty-four month trial period from the date of commencement of the use of Perth Water as a landing area for the seaplanes, after which the proposed landing areas are to cease being used and the seaplane and any associated structures, are to be removed, unless prior approval is obtained from the relevant planning authority for an extension of the approval period;**
- 2.8 the environmental impacts of the seaplane operations, including the impacts of noise and refuelling, being monitored and a complaints register being maintained by the relevant planning authority over the two year trial period, with this information being made available to the City in the event an application is subsequently made for an extension to the trial period or for a permanent seaplane landing area in this location;**
- 2.9 prior to commencement of seaplane operations, a detailed passenger management plan being prepared in consultation with the City that includes, but is not limited to:**
- a) passenger pick-up and drop-off locations;**
 - b) location of waiting areas and passenger shelter;**
 - c) passenger access to toilet facilities; and**
 - d) any parking and servicing.**
- 2.10 no refuelling of the seaplane being undertaken on the river;**
- 2.11 an acoustic report being undertaken to the City's specifications in accordance with the methodology outlined in Australian Standard 2363-1999, 'Acoustics – Measurement of noise from helicopter operations' and the methodology and criteria in the NSW EPA Environmental Noise Control Manual (with the application of a 5dB(A) reduction) detailing the noise impacts of the seaplane on nearby noise sensitive uses being submitted for consideration of the City with any mitigation measures identified in the report being implemented;**

(Cont'd)

2.12 all flight paths being planned to minimise noise impacts on sensitive uses;

3. the Swan River Trust be advised that a centralised mooring facility providing for seaplane and helicopter activities be considered to address the demand in a coordinated manner.

BACKGROUND:

SUBURB/LOCATION: Swan River abutting Langley Park, Perth
FILE REFERENCE: DA-2015/5134
REPORTING UNIT: Approval Services
RESPONSIBLE DIRECTORATE: City Planning and Development
DATE: 23 April 2015
MAP / SCHEDULE: Schedule 15 – Map of Proposed Seaplane Landing Area
3D MODEL PRESENTATION: N/A

LANDOWNER: The Crown
APPLICANT: Catalina Airlines
ZONING: (MRS Zone) Waterways Reserve
(City Planning Scheme Precinct) P12 Langley
(City Planning Scheme Use Area) No Use Area
Applicable
APPROXIMATE COST: Nil

DETAILS:

The Swan River Trust has referred an application to the City for comment to relocate the landing area for a seaplane from Melville Waters to Perth Waters within the Swan River. It is proposed that two areas within the Swan River be used for take-off and landing which will allow for different approaches dependent on wind directions. An east/west land area running parallel to Riverside Drive is proposed to utilise an existing channel which runs between Barrack Square and the Causeway. This area is currently not utilised for marine traffic and has an average depth of 1.2m and is wider than the current seaplane landing area in Melville Waters (labelled "A" on attached map). The applicant has advised that if this landing location is not acceptable an alternative area further from shore running in an east/west direction parallel to Riverside Drive south of the above stated channel could be used as an alternative (labelled "B" on attached map).

A north/south landing area parallel to the channel between Barrack Street and Mends Street Jetties (South Perth) is proposed to also be utilised to provide an alternative approach dependent on wind direction (labelled "C" on map). By utilising two separate landing areas in these locations it leaves the majority of Perth water open and available for other commercial and private recreation marine craft.

The applicant has requested that in the case of unusual wind conditions the seaplane being able to land outside the above stated areas within Perth waters. This would

only be used at the pilot's discretion to ensure passenger safety and compliance with manufacturer recommendation for safe use of the seaplane in question.

It is not proposed at this stage for the proposed landing areas to be marked with marker buoys as the pilot can clearly identify them by the existing abutting channel markers. It has been suggested by the applicant that commercial vessels such as the "Funcats" sailing craft operating from the South Perth Foreshore are currently not permitted to enter into the channels. The applicant has argued that due to the proximity of the landing areas to the channels in question it should not be an issue for the commercial operators to avoid entering the landing areas. The applicant has advised that if required they are willing to mark the landing areas.

The Swan River Trust has advised that the Department of Transport will be providing a temporary mooring pontoon for the seaplane to provide for transferring passengers to and from the seaplane to a support vessel. The support vessel will transfer passengers to the pontoon from Barrack Street Jetty. The applicant has advised in their submission that a seaplane and pontoon mooring anywhere on Perth water is acceptable as the seaplane will be able to be serviced by a jet boat.

Operating hours are proposed to be 7 days a week between 8:00am and 5:00pm. Jandakot Airport or Perth Airport will be used as bases for refuelling, emptying and cleaning of sullage tanks and disposal of rubbish. No details of the nature of the flights and the type of plane to be used has been provided at this stage.

LEGISLATION / POLICY:

Legislation

Planning and Development Act 2005;
Metropolitan Region Scheme;
City Planning Scheme No 2;
Swan and Canning Rivers Management Act 2006.

COMPLIANCE WITH PLANNING SCHEME:

Proposed Use

Due to the proposal being located within a Waterways reserve under the Metropolitan Region Scheme there is no land use permissibility guidance under the City's Planning Scheme No 2. Given this, the objectives of the Scheme and the precinct statement of intent should be given consideration when providing a recommendation on the proposal.

The provision of a seaplane within the city will assist in meeting the following general objectives of the City's Planning Scheme No 2 by:

- reinforcing the role of Perth as the capital of Western Australia and the administrative, financial and political centre of the State; and
- catering for the diversity of demands, interest and lifestyles by facilitating and encouraging the provision of a wide range of choice in leisure, visitor attractions, transport and access opportunities.

In considering any application any approval granted for the proposal will need to ensure that the proposal:

- protects and enhances the health, safety and general welfare of the City's inhabitants and the social, physical and cultural environment of the City;
- is carried out in an efficient and environmentally responsible manner which respects the natural environment; and
- delivers a high level of amenity within the public realm by minimising adverse impacts due to the potential for the wind and water spray generated by the seaplane.

The subject site adjoins the Langley Precinct (P12) under the City Planning Scheme No. 2. The precinct will be predominantly maintained as an area of expansive public open space providing a dramatic setting for the city. It will continue to develop as a major focus for sporting, recreational and leisure events and activities and be promoted as one of the city's principal visitor and tourist attractions. Passive recreational opportunities in the Precinct should be expanded, and better integrated with surrounding spaces, to take full advantage of this picturesque river bank and parkland setting in close proximity to the city centre.

The City's Planning Scheme No. 2 also states that the use of the water for intensive motor powered leisure craft will be discouraged in favour of manual and wind propelled craft. Given this, the intent of this statement would be considered to relate to water based vehicles rather than air transport and is not considered to be relevant in this assessment.

COMMENTS:

Consultation

The Swan River Trust has overall planning, protection and management responsibility for the Swan and Canning river system under the *Swan and Canning Rivers Management Act 2006*. A permit application has been referred by the Swan River Trust to the City for comment on the proposal.

Issues

Given the proximity of the proposed seaplane landing area to residences within Terrace Road there is concern regarding potential noise impacts of the seaplane. The referral from the Swan River Trust does not include consideration of the potential noise impact that the relocation of the operations may have on noise sensitive premises or businesses within the City of Perth.

Currently no specific legislation exists in Western Australia (WA) for control of seaplane noise. However, as per the Department of Environment Regulation's advice (which advised that there is no other relevant legislation relating to aeroplane noise that can be used for assessment of the proposal), the City currently supports an approach of using the criteria outlined in Australian Standard 2363-1999,

'Acoustics – Measurement of noise from helicopter operations' and the criteria and methodology in the NSW EPA Environmental Noise Control Manual, however applying a further reduction of 5dB(A) to the criteria to reflect the 'quieter' WA conditions. There is no relevant legislation within the state that can be used.

It is suggested that prior to any recommendation for approval being provided to the Swan River Trust the City first be provided with information on the proposed operations including frequency of flights and further detail on the potential noise impacts. Therefore, a detailed acoustic assessment using the appropriate methodology and criteria is required prior to the Council being in a position to make an informed assessment of the proposal.

Whilst commercial operators may be aware of the areas proposed to be used concern is raised in relation to recreational vessels and other river users entering the landing areas. If the Swan River Trust chooses to support the proposal it is recommended a condition be imposed requiring the landing area to be clearly identified.

The potential water spray and noise generated by the seaplane could be detrimental to the use of the dual use paths and the amenity of the reserve within the vicinity. Also the proximity of the landing area to the foreshore could be a safety issue in the unlikely event of a catastrophic landing. Due to the above it is considered that landing area "A" as per Schedule 15 would not produce acceptable amenity outcomes. As such, if the Swan River Trust chooses to support the proposal it is recommended that a condition be imposed requiring only the areas marked as "B" and "C" as per Schedule 15 being utilised by the plane as to reduce any amenity impacts the proposal may have on the use of the reserve.

The visual amenity of the area could also be diminished, especially if a number of seaplane moorings, helipads or similar commercial uses are established along the foreshore. It is considered appropriate in the long term that consideration be given to the establishment of an appropriately located combined facility for all aircraft to operate from to minimise these impacts.

Conclusion

The concept of seaplane access to Perth Water, providing additional transport options and tourist attractions for the capital city is supported. To assess the potential impact the proposal may have to make an informed recommendation on the proposal further details on the acoustic impacts and passenger movement and servicing is required, having regard of the cumulative impacts of the proposed helicopter operations in close proximity to the proposed landing area. However, should the Swan River Trust consider supporting the proposal in its current form the Council should provide recommended conditions of approval to mitigate the potential impacts.



SWAN RIVER (PERTH WATER) - PROPOSED SEAPLANE LANDING AREA (ATTACHMENT 1)