



Amendment C320
160 Leicester Street, Carlton

Heritage Report

January 2018

RBA ARCHITECTS +
CONSERVATION CONSULTANTS PTY LTD
FITZROY STREET 4C/171
ST KILDA VIC AUSTRALIA 3182
613 9525 5666 TEL
613 9525 4906 FAX
rba@rbaarchitects.com.au EMAIL
www.rbaarchitects.com.au WEB



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1 INTRODUCTION

1.1 Purpose

This document has been prepared by RBA Architects + Conservation Consultants and provides a discussion of the heritage issues relating to the former Carlton Inn/Corkman Hotel (subject site) as part of Amendment C320 (City of Melbourne), which is in the course of being prepared. Amendment C320 is being developed to provide specific requirements for the subject site within DDO61 in light of the site specific DDO68 expiring later in the year.

The building on the subject site was largely demolished without a permit on 15 and 16 October 2016. Currently the party wall (parts of the late 19th century and 1936 sections) on the east side survives *in situ* and some of the displaced building fabric also remains protected at the site.

1.2 Location

The subject site is located on the south-east corner of Leicester and Pelham streets, Carlton.



Aerial with subject site indicated
(Source: Nearmap, 23 November 2017)

1.3 Statement of Significance

The Carlton Inn, at 154-160 Leicester Street (also 175 Pelham Street) is protected by an individual heritage overlay (HO85) in the Melbourne Planning Scheme and is graded C. As such, it has been attributed with local significance as outlined in the existing statement of significance.¹

What is Significant?

The original front section of the Carlton Inn, excluding the rear additions.

How is it Significant?

The Carlton Inn is of historic and aesthetic significance to the City of Melbourne.

Why is it Significant?

The Carlton Inn is historically significant as one of the earliest extant buildings in this part of Carlton, which has undergone substantial change since the time of its initial phase of construction in 1857.
(AHC Criterion A4)

¹ RBA Architects 'City North Heritage Review 2013: Statements of Significance' (Revised June 2015)

The Carlton Inn is of aesthetic significance as a good example of the Victorian period. The façade is relatively plain and generally indicative of the early to mid-Victorian period, though the parapet may date to the later Victorian period. The façade has a stucco finish but the original corner section may be partly stone.
(AHC Criterion E2)

2 SITE DETAILS

2.1 Citation

The following history and description is reproduced from the citation for the *Carlton Inn* prepared by the authors for the 'City North Heritage Review' 2013 (vol. 2), a reference document in the planning scheme.

History

The quarter acre block the corner of Pelham and Leicester Street was purchased in 1853 by R. Hepburn, who also bought the adjacent allotment to the east on Pelham Street and three others opposite.² Hepburn's holdings were subdivided soon after and the land, on which the subject site is located, comprised a single lot.³

An application for a Publicans' Licence by George Edwards of the Carlton Inn was postponed on 22 April 1856 but granted a month later.⁴ In the following year, the Carlton Hotel was listed in the Sands & Kenny Directory with an unnumbered address to Leicester Street. In 1860, it was listed in the rate books list as a stone building and the licensee was John Cozens.⁵ By 1862 it appeared in rate books as having 12 rooms.⁶

By 1896, according to the MMBW plans, the main section that fronts Pelham Street had been constructed, probably to two storeys, and a cellar was identified at the north-west corner. To the rear were two timber buildings: substantial stables (to the southern boundary) and a smaller fowl house (to the east boundary).⁷

Over the course of the 20th century several additions have been made to the rear, from the 1920s onwards. In 1923, the architects Thomas Watts & Sons designed a small addition to the rear to the value of £500, which included a new kitchen to the ground floor and bathroom above. The front bar was also altered at this stage and the builder was G. J. Edwards of North Brighton.⁸ In 1936, a new two storey section on the eastern boundary was constructed, costing £700. The kitchen was relocated to the ground floor (next to the dining room, which had previously been a billiard room) and additional bedrooms above. Harry J. Johnson was the architect and J. A. Trencher of Caulfield was the builder. The outbuildings to the southern boundary still existed at this time.⁹

In 1954, the architect Harry J. Little designed further alterations to the rear, being two separate single storey sections with laundry and toilets. The outbuildings were demolished to make way for a garage and fuel store. The builder was R. J. Johnstone of Mitcham.¹⁰

Later single storey sections were added to the south-east corner.¹¹ The locations of doorways to the middle of the Pelham Street elevation have been altered since the mid-20th century.¹² Extensive alterations were also undertaken in 1972 and 1989.¹³

The hotel remained in the Noble family for about a century. In 1863, Mrs Noble is listed as the owner in the rate books, the first year owners were noted. In 1923, William K. Noble of Mirboo owned the site, and retained the ownership in 1936. By 1954, the proprietor was the Estate of W. K. Noble.

Description

The original section of the Carlton Inn located on the south-east corner of Pelham and Leicester Streets is possibly a mostly stone construction. It was extended to the east (that is along Pelham Street) during the latter part of the 19th century, when the extant parapet may have been added. Subsequently, a series of additions have been constructed to the rear, both single and two storey.

² Township Plan, Melbourne M314(14), allotment 10 and 11, section 25

³ Vale Collection (SLV), vol.3, p37. 'Subdivision of allotments no. 18, 19 & 20 section 30 and allotments 10 & 11 of section 25 – North Melbourne at Carlton', no date. The square lot was 70 by 70 feet

⁴ The *Argus*, 23 April 1856, p.6 and 7 May 1856, p.4

⁵ City of Melbourne rate book 1860, Smith Ward, entry no 748. The correct spelling of the surname is uncertain.

⁶ City of Melbourne rate book 1862, Smith Ward, entry no 203.

⁷ MMBW detail plan, no 1177 (1896)

⁸ Application 5304: VPRS 11200/P2/Unit 107 and VPRS 11201/P1/Unit 66

⁹ Application 17,100: VPRS 11200/P1/Unit 1941 and VPRS 11201/P1/Unit 204

¹⁰ Application 27,992: VPRS 11200/P7/Unit 711 and VPRS 11201/P1/Unit 351

¹¹ Building Application Index, VPRS11202 and Mahlstedt Fire Insurance Plan, map 21A (cf 1923-28 series, section 2 north, versions 1+ 4 and 1962 series)

¹² Refer c.1957 photograph by Lyle Fowler (SLV: image no. a42872)

¹³ Building Application Index, VPRS11202

The front part of the Victorian period hotel is double storey with a painted stucco façade above a stone plinth, also painted. The hipped roof, clad in corrugated sheet metal, is hidden by a parapet, which includes the name of the building at the corner and elsewhere has a bottled balustrade with urns above. There is an unusually plain cornice, similar to that above the pair of corner entries, however these may be later alterations. There is a subtle trabeation expression (post and lintel) evident in the stucco work, which may have been more prominent previously, as it is possible that the stucco has been built up over the years. The lower part of the walls are tiled (possibly during the Interwar period) but have been painted over.

To the first floor, the window settings of the original corner section differ from those at the east end of the Pelham Street elevation. The lintels of the latter group sit directly below the cornice and have a panelled section below the sills. All the windows have timber-framed double hung sashes.

2.2 Development Overview

It is known that the front part of the hotel was constructed in two principal stages during the 19th century, and so dates to the Victorian period:

- 1856/57 - the larger western corner.
- by 1895, though possibly as early as 1860¹⁴ – the smaller eastern part. The difference in the window detailing between the two parts along the northern elevation (Pelham Street) suggests that a larger time frame may have ensued than a mere 3 years.



Aerial showing key phases of development (site boundary dashed)

Phase 1 – red, 1856

Phase 2 – yellow, later 19th century, possibly 1860

Phase 3 – dark blue, 1923

Phase 4 – light blue, 1936

Note rear parts, post 1954

(Source: Nearmap, 13 September 2015)

¹⁴

The *Argus*, 13 April 1860, p8. A tender notice as follows 'Wanted, Tenders for building six rooms of brick. Apply at Carlton Inn, Leicester-street, North Melbourne'. The notice does not specify that the tender relates to the subject site and there are other tender notices at this time relating to other sites, where an application was to be made at the Carlton Inn.

The next major development phase was during the Interwar Period when two storey sections were built to the central and eastern part to the rear. These sections had survived prior to the demolition and there are original drawings (and so are well documented). The tiled dado to the exterior, which survived but had been overpainted, was likely introduced at this stage. A section of this dado has survived intact on the eastern party wall.

- 1923 – small central section, kitchen and bathroom. Internal alterations to the earlier parts also undertaken. It is likely that the entry at the western end of the north elevation was introduced at this time.
- 1936 – larger eastern section, kitchen and bedrooms. Some internal changes to the original sections. The eastern party wall survives *in situ*.

Subsequently, post-1954, various single storey additions were constructed to the rear/southern part of the site.

2.3 Intactness

Externally, the front part of the building had remained largely intact prior to its substantial demolition. The primary changes had been some modifications to the pattern of openings and the introduction of the tiled dado (during the Interwar period, a common alteration to hotels at that time).



Earliest photograph of Carlton Inn, circa 1940s
(Source: *Herald Sun*, 23 October 2016, np)



Carlton Inn, mid-2011
Comparison with the earlier photograph shows that it was largely intact to its earlier 20th century appearance
NB the tiled dado had been painted over
(Source: RBA)

3 RECONSTRUCTION

3.1 Introduction

Given that the Carlton Inn/Corkman Hotel was identified as a significant building and was protected by an individual heritage overlay in the Melbourne Planning Scheme (HO85), it is highly unlikely that, had an application for the full demolition of the building been submitted, a planning permit would have been approved. On this basis, the reconstruction of the significant parts of the building can be considered an appropriate action.

As such, this section of the report addresses the potential reconstruction of the hotel building on the subject site and includes discussion about the appropriateness of such an action in light of the *Burra Charter*, etc., an appropriate extent of reconstruction, and guidelines for reconstruction (methodology, extent and components).

3.2 Compliance with the Burra Charter and other Charters

The Burra Charter (2013 edition)

or *The Australia ICOMOS Charter for Places of Cultural Significance*

Reconstruction is addressed in the *Burra Charter* in article 1 (definitions) and article 20 (Conservation Processes) as follows:

Article 1. Definitions

1.8 Reconstruction means returning a place to a known earlier state and is distinguished from restoration by the introduction of new material.

1.15 Associations mean the connections that exist between people and a place.

1.16 Meanings denote what a place signifies, indicates, evokes or expresses to people.

Article 20. Reconstruction

20.1 Reconstruction is appropriate only where a place is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the fabric. In some cases, reconstruction may also be appropriate as part of a use or practice that retains the cultural significance of the place.

20.2 Reconstruction should be identifiable on close inspection or through additional interpretation.

In regards to article 20, further information is provided in the 'Explanatory Notes' as follows:

Places with social or spiritual value may warrant reconstruction, even though very little may remain (e.g. only building footings or tree stumps following fire, flood or storm).

The requirement for sufficient evidence to reproduce an earlier state still applies.

Article 24. Retaining associations and meanings

24.1 Significant associations between people and a place should be respected, retained and not obscured. Opportunities for the interpretation, commemoration and celebration of these associations should be investigated and implemented.

24.2 Significant meanings, including spiritual values, of a place should be respected. Opportunities for the continuation or revival of these meanings should be investigated and implemented.

In regards to article 24, further information is provided in the 'Explanatory Notes' as follows:

For many places associations will be linked to aspects of use, including activities and practices.

Other Charters

Other international charters provide a similar basis for an authentic reconstruction if a significant site has been lost through disaster, etc. and for which there are strong social/symbolic/emotional associations such as the 'Nara (Japan) Document on Authenticity' (ICOMOS 1994), the 'Riga (Latvia) Charter' (ICCROM 2000), and the 'Principles for the Conservation of Heritage Sites in China' (China ICOMOS 2002).

The recent charters noted have grappled with the primacy that had been given to authentic/original fabric in earlier charters (such as the Venice Charter 1964) to develop a more pluralistic approach (that is a non-Eurocentric approach).

This subtle shift in heritage philosophy is outlined in the final three articles in the 'Nara Document on Authenticity'.

11. All judgements about values attributed to cultural properties as well as the credibility of related information sources may differ from culture to culture, and even within the same culture. It is thus not possible to base judgements of values and authenticity within fixed criteria. On the contrary, the respect due to all cultures requires that heritage properties must be considered and judged within the cultural contexts to which they belong.

12. Therefore, it is of the highest importance and urgency that, within each culture, recognition be accorded to the specific nature of its heritage values and the credibility and truthfulness of related information sources.

13. Depending on the nature of the cultural heritage, its cultural context, and its evolution through time, authenticity judgements may be linked to the worth of a great variety of sources of information. Aspects of the sources may include form and design, materials and substance, use and function, traditions and techniques, location and setting, and spirit and feeling, and other internal and external factors. The use of these sources permits elaboration of the specific artistic, historic, social, and scientific dimensions of the cultural heritage being examined.

Discussion

It is evident from the extract relating to Article 20 in the *Burra Charter* that there are instances where it can be appropriate to reconstruct the significant portions of the building, that is, especially if the site had considerable social significance and sufficient documentation survives to allow for an accurate reconstruction.

In this case, although RBA (the authors of the Statement of Significance) did not attribute the site with social significance in the current statement (only historic and aesthetic significance were attributed to the site), this was not to the exclusion of its potential. This was in part a circumspect analysis as it can be difficult to substantiate social significance, especially within the limited time frames available to undertake heritage studies. It has however become clear through the level of indignation at the loss of the Carlton Inn as expressed through traditional printed media, social media, etc. that this site had personal significance for many people. In recent years there has been a growing awareness about social significance and there have been some strong community campaigns to save historic hotels from demolition that have been important community hubs but which had not been subject to heritage protection (partly because they had been altered over time and so their architectural significance was deemed to be compromised).¹⁵ As such, social significance can be retrospectively attributed to the Carlton Inn through its continuous use as a hotel for over a century and a half, its associations and meanings, as well as the response to its loss.

In addition, there was broad community exasperation expressed that it was possible for a protected heritage building to be so readily demolished and that the owners would likely bear relatively limited financial hardship from such action. As such, the demolition of the Carlton Inn has taken on another facet of cultural significance as a seminal test case in regards to heritage protection, in particular issues of penalties and enforcement.

Therefore given the significance of the site, especially in light of its evident social significance, there is a sound basis in both the *Burra Charter* (and other internationally recognised heritage charters) to warrant reconstruction on the presumption that it can be reliably undertaken (addressed below). This approach would largely reclaim the significance of the site – primarily its aesthetic and social significance – though less so its historic significance.

Potential options, other than reconstruction, for the site could include an interpretive design adopting the same building envelope to the front section however this approach would have less capacity to reclaim the significance of the site as the significance was integrally related to its design and fabric, which was evocative of its period of construction. Alternately, allowing the construction of another type of building that was unrelated to the Victorian period building would limit the former significance associated with the site and there would probably be no need to retain a heritage overlay as it would become largely redundant. These other options would provide a poor heritage outcome compared to reconstruction.

¹⁵

Examples include the Stork Hotel in Melbourne, the London Hotel in Port Melbourne, and the Greyhound Hotel in St Kilda.

3.3 Documentary Evidence

In the case of the Carlton Inn, no original drawings have come to light however there are various documents which provide considerable detail, especially about the plan and location of external openings, during the late 19th and early 20th centuries. The most useful sources are outlined in the following table. Recent aerals (available on Googleearth, Nearmap, etc.), but prior to demolition, are also useful in providing details of the roof plan and location of chimneys.

Resource	Date	Details/Comments
MMBW (Melbourne Metropolitan Board of Works)	1895 1896	Plan no. 30 (1 inch – 160 feet) – footprint Detail plan no. 1177 (1 inch – 40 feet)
Mahlstedt Fire Insurance Plans - map 21A, section 2 North	1923-28/Version 1 (unaltered) 1923-28/Version 4 (altered) 1962	Has same footprint as in MMBW, timber stables to rear Post 1936, showing various 2 and single storey sections Shows several single storey sections to the rear
City of Melbourne Applications (held at PROV), both files and drawings	1923 1936 1954	Application 5304 – 2 storey rear additions, central, incl. new kitchen and bathroom (above) Application 17,100 – 2 storey rear additions, east end, incl. new kitchen, 2 bedrooms (above) Application 27,992 – single storey rear additions, west end, M + F toilets, laundry; garage to south boundary
Historic photographs	Ca 1957	Lyle Fowler, SLV - H92.20/6162 (NB in poor condition, and not possible to procure a high resolution copy).
	Ca 1940s	Reproduced in the <i>Herald Sun</i> , 23 October 2016 (Justin Smith, 'Corkman Irish Pub demolition and the Western Bulldogs unite our city').
Historic Aerials (in background)	Mid-20 th century	Provide limited detail but external tiled dado is evident in both. SLV - H91.160/471 – 1946 (C Pratt) SLV - H91.160/519 – ca 1930-48 (C Pratt)
Recent photographs	Post-2000	RBA City of Melbourne Others

3.4 Precedents for Reconstruction

There are instances in recent years in Victoria where buildings or parts of buildings have been reconstructed as outlined below, the most well-known being the St Kilda Pier kiosk.

Kiosk at the St Kilda Pier

The St Kilda Pier kiosk was destroyed by fire in late 2003. It was reconstructed using salvaged fragments and based on documentary sources. There was a similar extensive outcry about the loss of this iconic site and broad public support for its reconstruction though less enthusiastically by members of the architectural community.

The site was managed by Parks Victoria and the reconstruction was not subject to an enforcement order. A Conservation Management Plan (CMP) was prepared to determine whether the significance might be recovered in a replacement structure.

142-46 Queens Parade, North Fitzroy

City of Yarra, Application No. PLN11/0906

The redevelopment of a former industrial site for multi-storey residential building had been approved at VCAT with the retention of the front part of the circa 1881, two storey building. Subsequently the original building was completely demolished and Yarra Council sought for the façade to be reconstructed.

Permit condition/recommendations from the Heritage Adviser (2015):

1. That a suitably qualified and experienced heritage architect must be engaged to prepare a comprehensive report addressing the method for reconstruction, including fully scaled computer generated drawings from previous photographs of the building, the extent of original and new materials, finishes and detailing for the facade of the former foundry building. The works must include the results of investigations into the original external finish of the building, the original fenestration and the original window configurations.
2. That details on an interpretive display relating to the history of use and redevelopment of the building must be submitted and approved. The display must be positioned in a location that is visible from the public realm.

The façade has been reconstructed and RBA prepared drawings and assisted with the development of an interpretation panel.

7 Newry Street, Richmond

A developer was forced to reconstruct a brick wall to the side of a factory, which had been approved for residential development. An enforcement order was issued by Yarra City Council and was upheld at VCAT (P360/2012) as follows:

In relation to the enforcement application by the Responsible Authority (P360/2012), I find that the land at 7 Newry Street Richmond was developed in contravention of condition 1(a) of the Planning Permit PL/09/0954 in that the removal of the south, east and west walls was not in accordance with the plans endorsed under the permit and I order, pursuant to section 119B of the Planning and Environment Act 1987 that the walls, which planning permit PL/09/0954 were required to be retained be reinstated to the satisfaction of the Responsible Authority to as near as practicable to the condition prior to such demolition (excluding the reinstatement of any structural defects that may have existed prior to such demolition) using the same bricks that formed part of the original walls, such reinstatement to be achieved on or before 6 August 2012.

664-666 Riversdale Road, Camberwell

Robin Boyd House I, (VHR – H879). The roof was removed from the second phase of the house (1952) and was ordered to be replaced according to a Supreme Court order.

Others

There have also been examples where a building has been partly destroyed by fire and full demolition was not approved, although there was no requirement to reconstruct the building:

- St Josephs Catholic Church. Collingwood – Full demolition sought after fire but refused. VCAT P3700/2011
- Building at 64 Geelong Road, Footscray – Full demolition sought after fire but refused. VCAT P3462/2006

3.5 Heritage Issues**Presentation**

There would be opportunities to better present the exterior of a reconstructed building than it had been prior to demolition, for instance:

- The tiled dado (of which some sections survive at east end) could be revealed rather than being painted over.
- More sympathetic pattern of openings to the ground floor (that is, an earlier configuration) as there had been changes to openings during the late 20th or early 21st century.

Review of significance

Given the additional research that has been undertaken, and it is likely that further work will be undertaken if reconstruction proceeds, it would be an opportune time to review the statement of significance for the site.

3.6 Recommended Methodology

A preliminary methodology is provided which should be adopted during the reconstruction process, but may not be limited to the following:

- An appropriately experienced heritage architect should be engaged to document and oversee the reconstruction of the building.
- Reconstruction will rely upon a detailed analysis of surviving documentation (drawings, images) and the existing fabric to develop a set of drawings and a specification.
- Carefully document location of any *in situ* fabric.
- Carefully separate displaced/demolished building fabric and determine viability of reusing fragments.
- Reuse remnant fabric where ever possible.
- Remnant fabric will provide a basis for suitable matching to the original type for individual components and finishes.
- Use salvaged/second-hand materials especially for the basalt and/or other wall components.
- Provide interpretation at the site, including explanation of the reconstruction process.

3.7 Recommended Extent of Reconstruction

In order to best reclaim the significance of the site as an early example of a relatively intact 19th century hotel, the first phase of which was constructed in about 1856, the fabric that primarily relates to the significance should be reinstated. The significant fabric related to the front 19th century/Victorian period two storey sections of the building. The key elements of the external fabric that should be reinstated includes the following:

- Hipped roof form, clad in corrugated sheet metal (the roof had a green finish – painted or powdered coated)
- Chimneys with moulded cappings, 3 to perimeter and 2 penetrating
- Parapet – bottle balustrade, with signage to west corner and orbs surmounted by finials
- Walls
 - rendered finish – substrate may have been a combination of stone/likely basalt (western part) and brick (eastern part),
 - cornice – possibly basalt – simple profile, with narrow projecting capping,
 - subtle trabeation (post and lintel) to western part to both levels (possibly basalt), and eastern part,
 - platband,
 - (basalt) plinth with a draft margin,
 - Tiled dado – probably dating to Interwar period (a section survives at east end),
- Windows – different detailing to western and eastern parts, double-hung sash timber windows
 - Original western – (probably) basalt projecting sill (first floor only); lintel, jambs and lower bracket-like element (latter components flush with wall); 2 at ground floor had later glass bricks (north elevation).
 - Later eastern – uncertain materials, wider sills, higher in wall (at first floor)
- Doorways – narrow moulding above corner doorways and that to western elevation, original doors had been replaced and locations altered over time.

In addition, consideration could be given to reinstating the form of the 1936 section constructed during the Interwar period to the east end (the party wall of this section survives *in situ*). When built, this section included a kitchen to the ground floor and bedrooms to the first floor.

There is no heritage imperative to reinstate the smaller 1923 additions to the central rear, which were of a secondary nature and seemed to have been considerably altered. In addition, the single storey sections to the rear dated to the 1950s onwards and were not of significance.



Subject site dashed
19th century section – should be reconstructed
1936 section – could be reconstructed
(Source: Nearmap, 13 September 2015)

4 REDEVELOPMENT POTENTIAL

4.1 Introduction

The following discussion of redevelopment potential is based upon the front/19th century sections being reconstructed such that the site would reclaim heritage significance.

The following overlays and clauses apply to the site:

- HO85 (at Clause 43.02) - Heritage Overlay Schedule, and the associated Clause 22.05 (which is undergoing review as part of Amendment C258)
- DDO61 (at Clause 43.02) – City North (a defined area immediately north of the CBD/CAD in the planning scheme)
- DDO68 (at Clause 43.02) – 160 Leicester Place [sic], Carlton

The heritage overlay has been long established at the site (at least since the current/new format planning schemes were introduced during the late 1990s)¹⁶ and the specific local policy at Clause 22.05 (Heritage Places outside the Capital City Zone) applies.

In regards to the DDOs, DDO61, with a broad purview, was introduced in 2015 (Amendment C196) and the DDO68, which is site specific, was introduced on 27/10/2016 (Amendment C299). The latter is a temporary DDO and is due to expire after 31 October 2018.

It is understood that consideration is being given to creating a site specific DDO area within DDO61 to guide future change at the subject site after the current DDO68 expires.

4.2 DDO61

The subject site was located within Area 4.1, which allows for 40 metre (approx. 10-12 storey development) as part of the 'Preferred Built Form Outcomes for Specific Areas' (table 1). In addition, due to its specific location, there is a 24 metre street edge height requirement with upper parts to be set back 6 metres from the street.

Within the built form outcomes, the following is noted:

- Provides a street edge height that integrates new development with lower scale heritage buildings.

Within DDO61, the key relevant objectives include:

- To encourage City North to develop as a central city precinct characterised by university, research and medical buildings.
- To establish a mid-rise scale of buildings (6 to 15 storeys) that is distinct from the tall built form in the Hoddle Grid area to the south, which steps down at the interface to the lower scale surrounding established neighbourhoods in North and West Melbourne.
- To ensure development responds appropriately with suitable building scale, heights and setbacks to the existing character, context, and interfaces with established residential areas, and immediate amenity.
- To ensure that new buildings respect the rich heritage fabric of the area and that new buildings that adjoin the heritage buildings respect their height, scale, character and proportions.

¹⁶

The exact date of the site's introduction into the Melbourne Planning Scheme has not been confirmed but the site was graded 'C' in the Carlton North Carlton and Princess Hill Conservation Study (Nigel Lewis & Assoc., 1984). As it has a relatively low number (HO85), it presumably was included in the Schedule (or its equivalent in the pre-1999 version) at a relatively early stage in the city's protection of heritage sites.

Table 2 - Design Requirements for all DDO areas

Relevant aspects are noted below

Design Objective	Design Requirement
Building Heights, Scale and Setbacks	
To ensure that the height of new buildings reinforces the built form character of specific areas as defined in Table 1 in this Schedule.	Deliver a scale of development at the street edge in accordance with Table 1 in this Schedule.
To ensure appropriate building scale, height and setbacks at interfaces with established residential areas having regard to existing character, context and amenity.	Buildings should be constructed to the street boundary of the site.
To ensure appropriate building scale on the side and rear boundaries of new buildings and works that respects the scale of existing adjoining buildings.	Upper levels above the maximum street wall heights should be visually recessive and more diminutive than the building's base.
...	On corner sites where two different street edge heights are nominated, buildings should "turn the corner" and apply the higher street edge and transition to the lower nominated street edge height.
To establish a generally consistent built form to the street edge that creates a strong sense of definition and place.	Buildings should have a minimum ground floor to floor height of 4 metres at ground floor and a minimum floor to floor height of 3.2 metres in levels above the ground floor.
...	
To ensure that new buildings and works adjoining heritage buildings or heritage precincts respects the character, form, massing and scale of the heritage buildings.	The design of new buildings should respect the character, height, scale, rhythm and proportions of the heritage buildings.
	New buildings should step down in height to adjoining lower scale heritage buildings.
Building Facades and Street Frontages	
To ensure that buildings are well designed and enhance the amenity of City North.	Addressing the Street
To deliver a fine grain built form with architectural variety and interest.	The articulation of building facades should express a fine grain. Expressing the vertical elements is encouraged to minimise the dominance of wide building frontages.
To encourage high quality facade and architectural detailing.	Multiple doors/entrances to buildings and windows should be provided off the street to improve activation of the street.
	The facades of buildings should maintain the continuity, and traditional characteristic vertical rhythm of streetscapes.
	All visible sides of a building should be fully designed and appropriately articulated and provide visual interest.
	Blank building walls that are visible from streets and public spaces should be avoided.
	Buildings on corner sites should address both street frontages.



4.3 DDO68

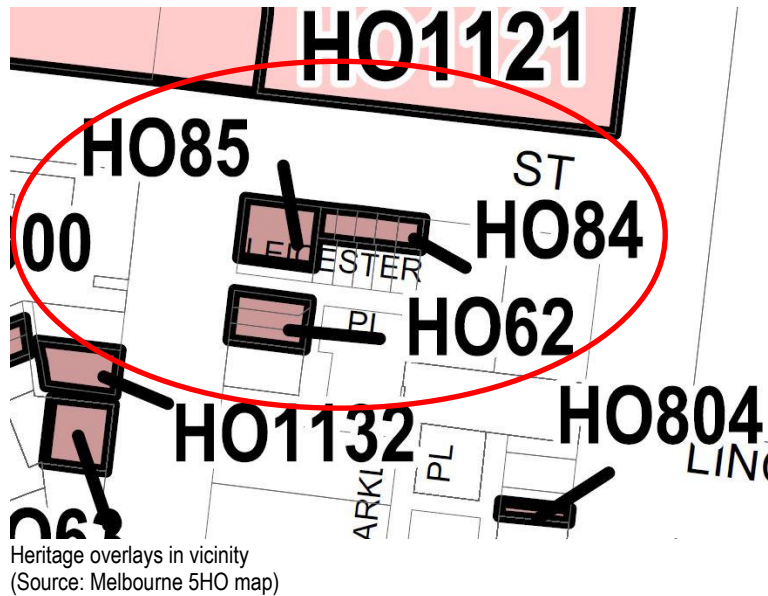
The site specific DDO68 primarily relates to the potential restoration and reconstruction of the hotel building that formerly stood on the land.

This DDO is due to expire on 31 October 2018.

4.4 Adjacent Heritage Overlays

The subject site is adjacent to two existing heritage overlays - HO84 and HO62 – details of which are outlined in the following table.

HO	Location	Details
HO84	To the east 157-163 Pelham St	<p>Former C Huppert & Co. Factory 1940s – two storey, Moderne style, brick building with part third storey additions (post-1962).</p> 
HO62	To the south, across Leicester Place 148-152 Leicester St	<p>Pattison Terrace Circa 1860, two storey terrace group of three houses with expressed pitched roof, clad in slate (to the front), face brick walls, and timber verandahs.</p> 



Corner of Pelham and Leicester streets, showing relationship to adjacent HOs to the Carlton Inn
(Source: City of Melbourne Interactive Map, circa 2016)

In addition, there are two other broader heritage overlays in the immediate vicinity on Pelham Street - HO1121 (Little Pelham Precinct) and HO1 (Carlton Precinct). Whilst HO1121 is directly opposite, its significance relates to the industrial development of the early to mid-20th century and its character is different to that of the 19th century building that had stood on the subject site. The 19th century building stock in the nearby section of HO1 is some distance away and has already undergone substantial change to the rear (e.g. west side of Barry Street). As such, there are limited further contextual heritage considerations generated by these two heritage overlays.

4.5 Discussion

Assuming the original 19th century, two storey sections are reinstated in form and appearance, approximately half the site or so could be redeveloped to the rear. The total site area is 458.29 m².

According to the existing requirements in DDO61 (clause 43.02), there would be considerable potential for redevelopment to the rear of a reconstructed building on the site. This potential however would need to be balanced with the heritage provisions at Clauses 22.05 and 43.01, which would remain relevant and a trigger on the basis that the existing heritage overlay was retained, in order to ensure an appropriate outcome. Within DDO61, there are also objectives and requirements that the potential negative impacts on adjacent heritage buildings are considered.

The immediate context is varied and a range of architectural periods are represented in the existing building stock. There is a mixture of traditional low scale buildings, mainly single and two storey, several of which are included within heritage overlays, juxtaposed with more recent multi-storey development. An example of the latter stands opposite on the block to the west - an eleven storey building (University of Melbourne, building C) constructed in 2002 and for which there is strategic basis for in the City North Structure Plan.

As noted above, there is an existing heritage overlay adjacent to the subject site on both sides. Of particular importance is Pattison Terrace to the south, separated by a laneway, which was built at a commensurate time to the Carlton Inn, that is, circa 1860. Although a disparate pair in terms of building typology, they formed a distinct group in terms of being fabric from the earliest phase of development in this part of Carlton, of which there are few remnants.

As such, any infill development fronting the Leicester Street part of the site (assuming a reconstructed original section of the Carlton Inn) needs to be sympathetically introduced so as not to overwhelm these significant heritage assets. Careful consideration would need to be given to the articulation of an infill section so that it complements, or relates to, that evident in the adjacent buildings (typical of the mid-19th century).



Leicester Street, south of Pelham Street - Carlton Inn (left) and Pattison Terrace (right)
(Source: Googleearth, October 2016)

Other heritage considerations relate to the interface of a reconstructed original section and any additions. In this case, the rear edge of the original section, including the prominent chimneys, was widely visible along Leicester Street and the rear laneway, Leicester Place. It would be appropriate for some visibility of these chimneys (if reconstructed) to be ensured.



Carlton Inn, rear along Leicester Street, showing visibility of original chimneys
(Source: City of Melbourne Interactive Map, circa 2015)



Carlton Inn, rear along Leicester Place, showing visibility of original chimneys
(Source: RBA, 2011)

In regards to the development to the south-east part of the site (that is, behind the original sections and a low scale infill section on Leicester Street), the preferred height limit of 40 metres applies to this part of Carlton (area 4.1). This potential however may not be appropriate at the subject site, that is, a less intensive level of development may be required, in order to comply with the heritage provisions and the relevant design objective in DDO61 as follows:

- To ensure that new buildings respect the rich heritage fabric of the area and that new buildings that adjoin the heritage buildings respect their height, scale, character and proportions.

4.6 Recommendations

If the original 19th century/front sections building were reconstructed, it would follow that the (rear) parts of the site could be developed as if the building had not been demolished and a future planning application should be assessed on that basis. This would ensure that the reclaimed/reinstated significance of the original section is respected and not overwhelmed by inappropriate development.

As such, the following recommendations are provided to ensure a sympathetic relationship between the recommended extent of reconstructed 19th century sections and any future additions in light of the objectives and policies in both the heritage provisions and DDO61.

Recommendations for appropriate development to the rear of the site:

- Additions should be located behind reconstructed 19th century sections.
- Higher rear parts should not cantilever over the reconstructed sections.
- Limit the height of the façade on Leicester Street (south end of site) to 2 storeys so as to form a consistent street wall between the Carlton Inn (HO84) and Pattison Terrace (HO62).
- 2 storey additions to the south of the reconstructed section should be to a similar depth as the original extent, about 9 metres.
- The additions, immediately adjacent, should be located below the eaves gutter of the south wall of the reconstructed 1856 section of the building and relate to the façade parapet.
- Retain some views of the two chimneys to the south wall of the 1856 section.
- Create a sympathetic relationship between the reconstructed and infill sections along Leicester Street.
- The extant crossover on Leicester Street could be deployed or vehicular access could be relocated to Leicester Place.