



PLANNING PROPOSAL OPTION ASSESSMENT

BULL & BUSH HOTEL SITE
360 – 378 WINDSOR ROAD
BAULKHAM HILLS NSW

JULY 2016

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EXECUTIVE SUMMARY

This report has been prepared to support a planning proposal for potential redevelopment of the Bull & Bush Hotel site at the junction of Windsor Road and Seven Hills Road, Baulkham Hills.

The proposal to widen Windsor Road and Seven Hills Road Baulkham Hills and create grade separations to improve transport options at this major intersection of arterial roads will result in the necessity for at least the partial demolition of the existing heritage item known as the Bull & Bush Hotel and a substantial reduction of its historic setting.

The owner has previously explored options for partial retention of the existing building within a new building complex in response to the proposed grade separation to the Windsor Road intersection. These options which would have resulted in the truncation of the side wings and removal of later additions have been considered in light of the Council's vision for the local centre and it has been determined that a better built form outcome with improved amenity for future users and occupants of the development would be achieved if the existing building were demolished and a new building located on the site contained a hotel component to continue the historic use.

The report identifies ways in which the demolition of the existing heritage item can be mitigated by the continued presence of a new hotel on the reduced site and the interpretation of the long history of the site as an inn.

The Bull & Bush Hotel is currently identified as an item of Local heritage significance in The Hills LEP 2012.

Major Recommendations

This assessment finds that in the circumstances of substantial partial demolition of the existing heritage item as a result of road widening proposals, the loss of any meaningful setting for the remaining portion of the structure and the identification of the primary significance of the site being its long history with hotel use, rather than the existing configuration, that a proposal for redevelopment that includes a new hotel and provides for appropriate site interpretation is acceptable in heritage terms.

Future development should be preceded by appropriate archaeological investigation, archival photographic recording and the preparation and implementation of an interpretation strategy to identify significant aspects of the site to future users.



ROBERT STAAS
Associate Director / Heritage Consultant
NBRS+PARTNERS

July 2016

THE BULL & BUSH HOTEL REDEVELOPMENT PLANNING PROPOSAL

THE SITE & HERITAGE ITEMS IN THE VICINITY

The subject site occupies a prominent location at the intersection of two historic roads and is associated with the earliest development of the Colony in the connections between the Hawkesbury settlements and Parramatta. The site has been associated with a hotel use for about 195 years with the initial establishment of an inn in the first decades of the 19th century to the erection of a substantial Victorian hotel in 1885 and the construction of the current Inter War building in 1936 /7.

Windsor Road is also listed as a heritage item in the Hills LEP

While there are a number of other built heritage items in the vicinity of the hotel none are in close proximity to the subject site and the impact of any future development on them would be limited by physical distance and minimal visual connectivity.

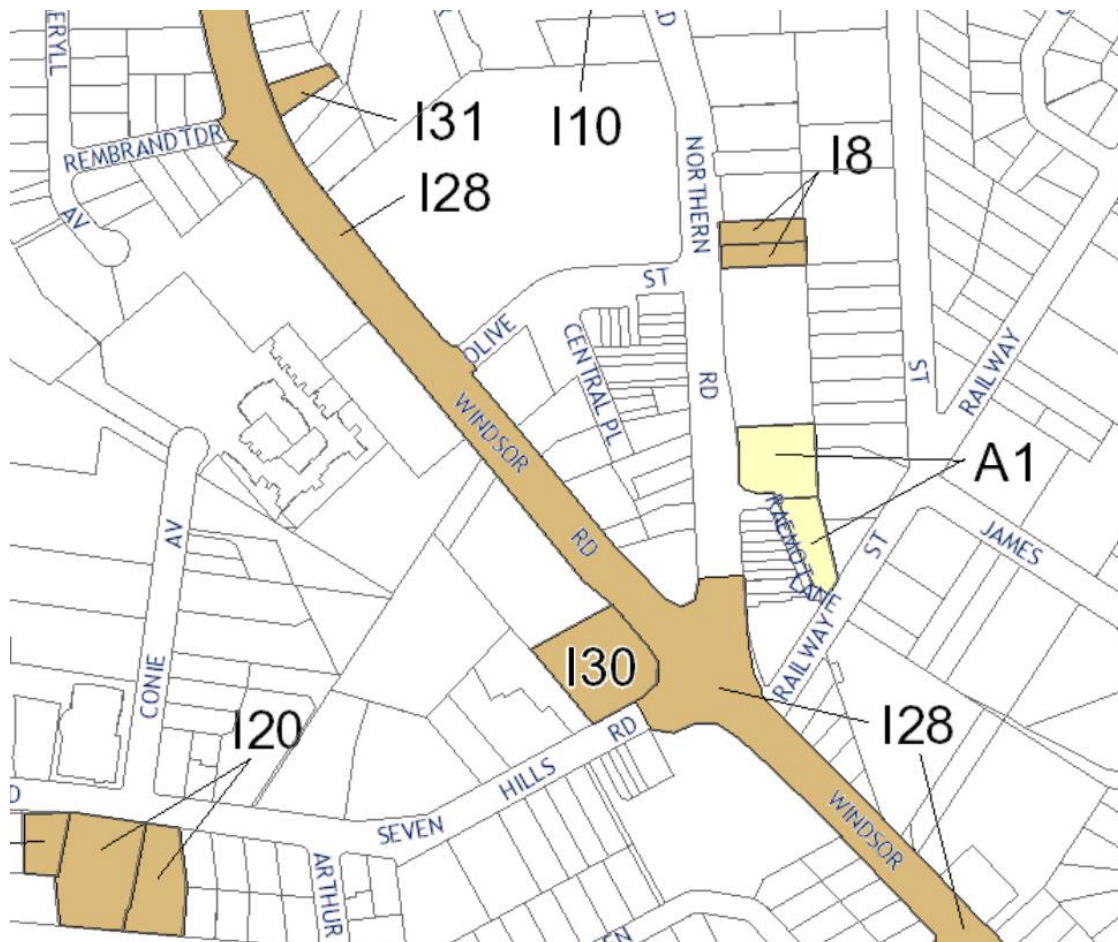


Figure 1 - Extract from The Hills LEP Heritage Map showing the location of heritage items in the vicinity of the Bull & Bush Hotel site and Windsor Road (The Hills LEP)

HERITAGE LISTINGS

Both the Bull & Bush Hotel site and Windsor Road are identified as heritage items in The Hills Local Environmental Plan Schedule 5 – Environmental Heritage.

Part 5.10 of the Hills LEP requires Council to take into consideration the potential impact of development affecting a listed item of environmental heritage. Demolition of a heritage item is permissible under the Hills LEP subject to an assessment by Council of the potential impacts.

The identified significance of the Items of Environmental Heritage are entered on the State Heritage inventory as follows:

I30 Bull & Bush Hotel

Bull and Bush Hotel	360-378 Windsor Road	Lot 2, DP 783941	Local	I30
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“Significance lies in the site and its continuity of use from 1822 to the present as an inn at the junction of the two major roads which opened up the Hawkesbury, the Cumberland Plain and the Hunter to European Settlement.”

The Council’s heritage listing does not mention the existing building as having particular significance but identifies the site as representing the historical continuity of hotel use since early colonial times. This suggests that any future use should include a new hotel use that references the long history of the location.

I28 – Windsor Road

Windsor Road from Baulkham Hills to Box Hill	Windsor Road	Local	I28
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“The best example of a Macquarie period Toll Road located partly on the 1794 line of the earliest track to the Hawkesbury granaries. The inns and inn sites. The suburban growth at Baulkham hills, the village development at Kellyville in the late Victorian period and the larger properties at Rouse Hill and Box Hill evoke historical realities, just as the post and rail fencing at Glenmore evokes the Colonial rural scene.”

The Council listing identifies the location and purpose of the road in connecting Parramatta to Windsor but does not list the present road fabric or alignments as having significance. Future widening that is proposed with the accompanying ramps and service roads will eliminate any potential historic fabric associated with the original road but will maintain the significance of the alignment and connection between Windsor and Parramatta.

SUMMARY SITE HISTORY

Aboriginal Occupation

The land that is now called Baulkham Hills was originally home to the Bidjigal people, who are believed to be a clan of the Darug people who occupied the land immediately west of Sydney. The best known Aboriginal person from the time of initial European settlement is Pemulwuy, a Bidjigal leader who led the indigenous resistance movement against the British forces, including sacking farms in Castle Hill prior to his eventual capture and execution.

The Bidjigal people are today commemorated by Bidjigal Reserve which straddles the suburbs of Castle Hill, Baulkham Hills, North Rocks and West Pennant Hills.

Early European Occupation

The first European settler in the Baulkham Hills Shire was William Joyce. In 1794 he was given a Grant of 30 acres in what was to become Baulkham Hills. Other early settlers included Thomas Bradley, James Bean, John Smith, John Anston and Andrew McDougall who took up grants in 1799 and commenced the process of converting the forested area for agriculture. The name Baulkham Hills was given to the wider area by Andrew McDougall who was a settler from Buckholm Hills in the County of Roxburgh, Scotland who called his grant Roxburgh. The name, which reminded McDougall of his homeland was in use throughout the 19th century but was officially recognised by the Government in 1902.

Orcharding began in the area as early as 1801 when George Suttor was granted land in the area which he named "Chelsea Farm" and where he planted three Orange trees presented to him by Colonel Patterson. Within a short period of time he was not only supplying oranges to Sydney Town but raising young fruit trees for sale.

John Pye's Inn – "The Lamb & The Lark" c1810

On 30 December 1796 a convict named John Pye was granted 20 acres of land in the Toongabbie District. With a further 30 acres granted in 1802, he set about becoming a pioneer in the district, a model citizen, successful farmer and innkeeper. In 1810 Governor Macquarie described Pye as an 'industrious settler' whose farm (was) 'well cultivated in most excellent order with good offices, and comfortable decent dwelling here'.

Fortunately for John Pye, the route of the new road from Parramatta to Windsor crossed the road to Seven Hills on part of his land, cutting off a small triangle in the north-western corner of the property. This plot of land being on the meeting of two of the colonies major thoroughfares offered an ideal position for establishing an inn. The intersection became known as "Pye's Corner" and within a few years an inn known as the "Lamb and Lark" had been established. It was a small timber cottage with a veranda at the front offering welcome hospitality to travellers.

John Pye died on 25 September 1830 aged 63 and left the Lamb and Lark to his son John Pye Junior. 1845 saw John Pye Junior lease the inn to John Williams and Andrew Nash. Nash was a well-known Parramatta publican and entrepreneur who also held the licenses for the famous "Woolpack Inn" and the "Hawkesbury Inn". John Williams, who later became Parramatta's first Mayor was also associated with the Woolpack Inn.

When John Pye Junior died in 31 December 1845 he left the Lamb and Lark to his son John Pye III with his elder daughter Mary Elizabeth, to receive income from the property for life. John Pye III subsequently died on 24 June 1853 at the age of 22, intestate, without children, so the entire estate passed in 1858 to his elder sister and her husband Samuel Jenner.

Mary Elizabeth and Samuel Jenner mortgaged the property in 1854, they and their children continuing to receive rent from the property. In 1884 the surviving children sold their life interest to Daniel Horwood, who had become the mortgagee

The Royal Hotel - Baulkham Hills, 1885

Daniel Horwood was a wheelwright and blacksmith by trade who had purchased the mortgage over the "Lamb and Lark" property in 1867. Horwood renamed it "The Cricketers" sometime during the 1870's and in 1885 he demolished the old building and erected a grand new hotel on the site at a cost of 2000 pounds.



Figure 2 - The Royal Baulkham Hills Hotel looking back along Windsor Road showing the visual prominence of the building at the centre of the village

The new building was a magnificent two storey Victorian structure with a ground floor veranda and a first floor balcony reaching all the way around the building. He named it the "Royal Hotel". Daniel Horwood and his wife occupied and operated the Hotel using the surrounding land as an orchard. Contemporary photographs of the time describe a busy social scene, one in which the "Royal Hotel" played a significant role. As the most prominent building on the most prominent site in the small village community.

Castle Hill was still essentially a rural area, however the traffic on the roads passing the Hotel was growing busy, particularly from the Hills farmers and orchardists taking their goods to markets, the river or the railroad. Most of the traffic was still horse-drawn and this underpinned the financial success of the Hotel and its owner.

Not only was the Hotel perfectly situated to offer a break from a long slow journey, but Daniel Horwood and his brother were blacksmiths and wheelwrights so were able to offer repairs and maintenance to the travellers.

In 1888 the Hotel was leased to a man named O'Malley, who was the first of a number of tenants who ran the establishment right up until 1914 when the property was sold.



Figure 3 – Royal Baulkham Hills Hotel c 1880s. Note that the splayed corner addresses the intersection of Seven Hills Road and Windsor Road.

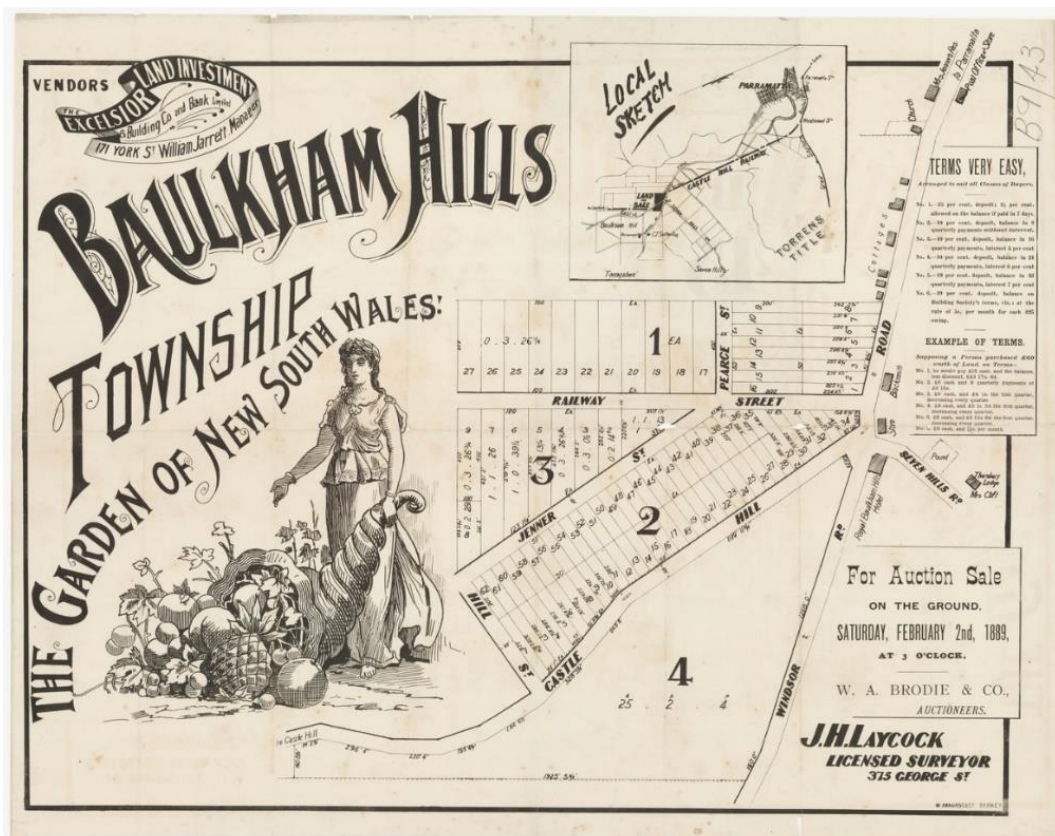


Figure 4 - 1889 Subdivision Plan for the Township of Baulkham Hills showing the Royal Baulkham Hills Hotel located at the centre of a small village that was about to expand as a result of subdivision of earlier land holdings.

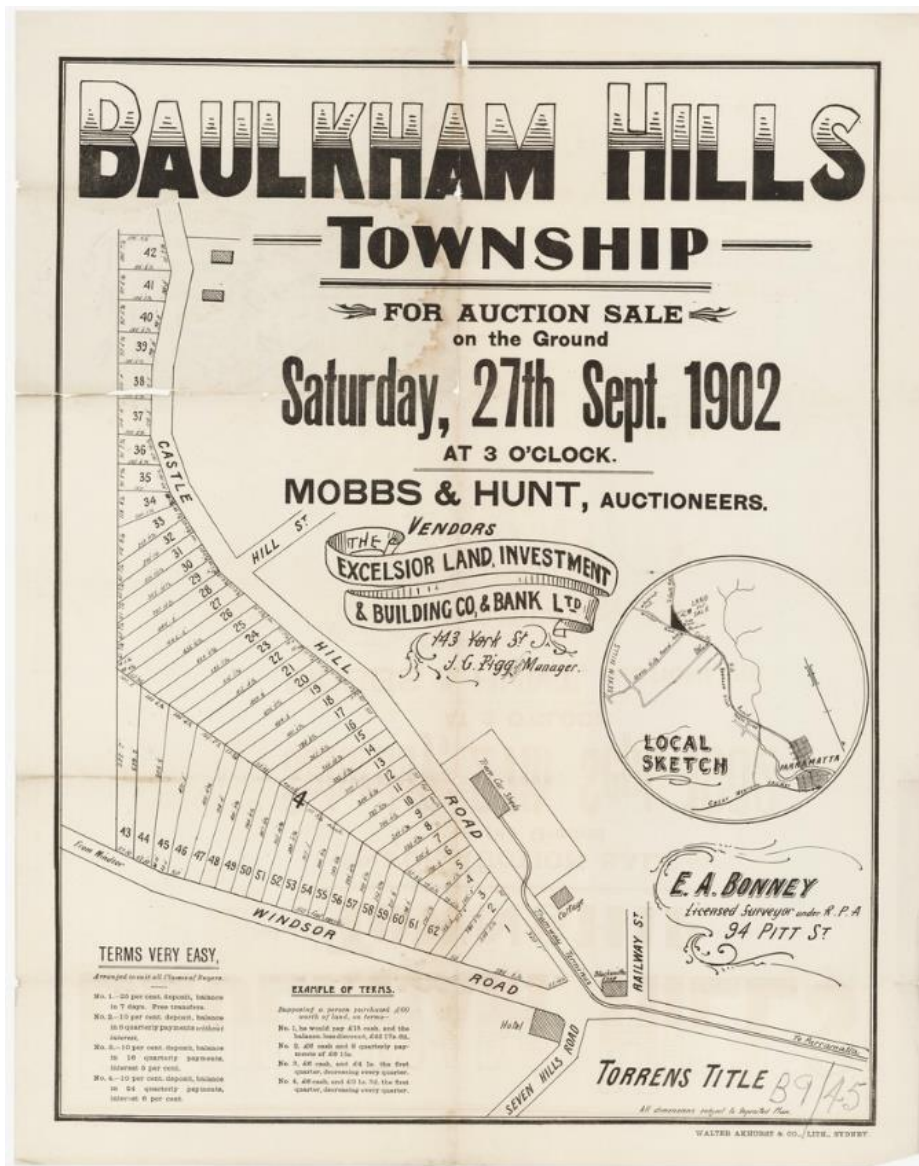


Figure 5 - 1902 Subdivision of land adjoining the Town of Baulkham Hills between Windsor Road and Castle Hill Road which was spurred on by the new tramway from Parramatta



Figure 6 - Extract from Pearce Farm Estate Sale 1919 showing the Royal Baulkham Hills Hotel at the intersection of the two significant road alignments.



Figure 7 - Royal Baulkham hills Hotel located at the cross roads c 1919.

The New Century

In 1910 the tramway from Parramatta was extended to Castle Hill. This introduced a new class of clientele for the Hotel, namely daily carriers and commuters, who could be persuaded to visit the “Royal Hotel” after alighting at the Baulkham Hills tram terminus in Castle Hill Road.

The Hills was growing in population at such a rate that the construction of a private railway promising rapid rail transport from Castle Hill and Dural to Parramatta for people and produce was begun. The first stage of the railway went only as far as Carlingford and after failing to make a profit, closed in 1899 so road transport remained the primary means of moving people and produce.

On 15 December 1914, Daniel Horwood sold the “Royal Hotel” and the land around it to local storekeeper Charles Brown for 2850 pounds, who raised 1800 pounds of the purchase price through a mortgage with Tooth & Co. Limited, signed on the same day. The following day both parties signed a lease agreement with Samuel Edward Wallington, who paid Brown 800 pounds for the lease and agreed to deliver a weekly rental of 169 pounds. Under the agreement, the leasee agreed to pay excess water rates and maintain the interior in good order, painting and papering every three years, or more often if required. The lessor agreed to be responsible for the exterior, insurance, rates and taxes.

With Tooth’s permission, the lease of the Hotel changed hands in 1917 when William Ernest Bucklee paid Wallington 1100 pounds to assume responsibility for it. Soon after the exchange, with the mortgage of 1800 pounds still owing and an additional debt of 148pounds 13 shillings, Charles Brown was forced to convey the property to Tooth & Co. Limited. Tooth’s continued to lease out the premises to a succession of Publicans.

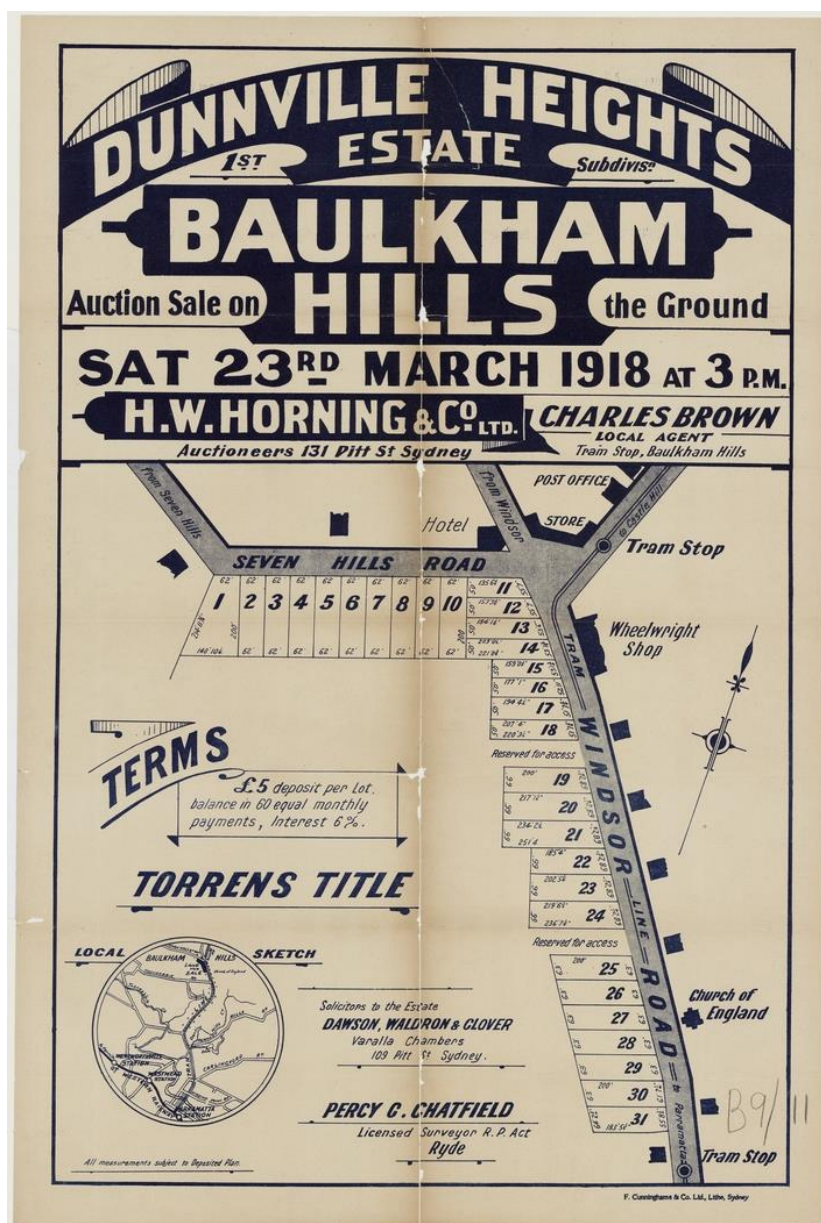


Figure 8 - 1918 subdivision plan for land opposite the Royal Baulkham Hills Hotel fronting Seven Hills Road and Windsor Road.

A New Era – The Bull & Bush Hotel

As business begun to improve after the 1930's depression, Tooth & Co .decided to demolish the old "Royal Baulkham Hills Hotel" and commissioned well-known Hotel architect Cyril C. Ruwald to design a more fashionable alternative, to be known as the "Bull & Bush Inn". The building was designed with driveway access from both Windsor and Seven Hills Roads pointing the way to the automobile age. The builder was Alex Maston Limited. The new building was constructed in its current configuration behind the old hotel so that no business was interrupted in the process. A prominent half-timbered gable feature addressed the intersection.



Figure 9 - Original sketch drawing by Cyril Ruwald of the Bull & Bush Hotel, Power House Museum Collections.

All reference to the “old fashioned” Victorian building was gone. The new structure featured Tudor panelling, a low hanging roof with attic windows, reminiscent of on ‘Olde’ English country pub. The walls were of cream textured brickwork of varying shades with deep raked horizontal joints while the roof was covered in Green terra cotta tiles.



Figure 10 - The old Royal Hotel still operating while the new Bull & Bush Hotel is constructed at the rear in 1937



Figure 11- The Bull & Bush soon after completion. Hood Collection, State Library of NSW



Figure 12 - The Bull & Bush Inn showing later signage added after completion

A newspaper announcement in November 1936 described the new works under the title "ENGLISH TYPE HOTEL"

"English characteristics have been embodied in the design of the Royal Hotel at Baulkham Hills which is being rebuilt.

The new building as shown in the illustration is of early English type with angled forecourt, circular paved drive, gardens and parking space. The walls will be in cream

texture bricks of varying shades with deep horizontal joints. These will harmonise with the large paving tiles on the verandahs and the green tiled steeply pitched roof.

The hotel has a pleasing rural setting in the midst of green hills with the mountains in the distance. An Old English type of wrought iron sign bearing the name Bull & Bush, the new title of the Inn will form an attractive feature on the main corner.

The centre main entrance gives access to a commodious hall with a large fireplace. Off the hall are spacious lounges. The bedrooms are on the second floor. Alex Maston Ltd is carrying out the contract to designs and under the supervision of Cyril C. Ruwald architect, Martin Place, Sydney."

(Sydney Morning Herald Tuesday 3 November 1936 p3)

"Cyril Christian Ruwald (1895-1959) was one of several architects who designed hotels for Tooth & Co during the 1930s and 1940s. Born in Redfern, Sydney, Ruwald attended Sydney Technical College and was indentured to the architects Waterhouse and Lake. In 1917 Ruwald enlisted in the Field Artillery Brigade and sailed for France, where he served during 1918.

During the 1920s Ruwald worked with Reginald Prevost, a noted patron of young architects including Sydney Ancher, before spending time in Europe during the 1930s Depression. On his return Ruwald established his own practice and was instrumental in adapting the streamlined horizontal look of European modernism to hotel design. His Cross Keys Hotel, Newcastle set the pattern for many others including the Canterbury, Vauxhall, Woollahra and Premier hotels. The Beach Hotel, Merewether is perhaps the most intact of Ruwald's numerous 'modern' hotels. Ruwald also designed the Greengate (Killara) and Bull and Bush (Baulkham Hills) hotels, notable exercises in historic pastiche.

As well as hotels, Ruwald's practice encompassed apartment buildings (notably Selsdon, Macleay Street, Potts Point), banks (for the Bank of NSW) and numerous residences. A champion golfer, Ruwald designed club houses for Cammeray Golf Club and other sporting clubs. He also designed alternations to two significant Sydney buildings: the City Mutual Building, Hunter Street and the former Grand Central Hotel, York Street". (PowerHouse Museum collections citation)

Orcharding was still the predominant activity in Baulkham Hills at this time, however Windsor Road had by now become a popular route for touring cars setting out on weekend drives. Although the Castle Hill Tramway had enjoyed a brief life as a full scale railway (with its existing route upgraded in 1923 with an extension to Rogans Hill completed in 1924) this was closed in 1932. With most of the railway track at the same level as the road, it had become more dangerous as the traffic increased.

On 28th February 1941, possibly to accommodate a larger carpark as the Hotel become more popular, Tooth's acquired an additional piece of land adjoining the Hotel site, fronting Windsor Road. Whilst the population of Baulkham Hills doubled between wars, increasing from 5113 in 1921 to 10646 in 1947, it still remained small in comparison with other local government areas and retained its rural character. Although local business contributed, the Hotel still relied on passing trade from the major roads as its main source of clientele.

1955 saw the existing bars made into a saloon bar with a single storey public bar and bottle department added. The Drive-in Bottleshop was constructed in 1972 with major refurbishment being carried out in 1988.



Figure 13 - The Bull & Bush Hotel 1960 from Tooth Collections in Noel Butlin Archive of Business ANU.

On October 1st, 1991 a fire broke out in the public bar causing serious damage to the first floor of the original 1937 building. The Hotel was substantially reconstructed and finally reopened for business on 19th of June 1992.



Figure 14 - Extensive fire damage in 1991 prior to reconstruction

From 1997 to 1999 renovations to various parts of the Hotel took place, including the addition of a new dining room built in front of the original hotel and upgrading of the Windsor Road elevation. These works have tended to obscure the original physical dominance of the central gable and reduce the visual prominence of the hotel at this significant intersection.



Figure 15 - Modern additions made to the front of the hotel to create a new dining room which have reduced visibility of the original hotel from the public domain.

The New Millennium

In November 2002 the Bottleshop became one of the largest Independent Walk In & Drive Through Liquor Barns in the Sydney Metropolitan Area.

An extensive renovation of the Hotel took place in late 2004. A complete makeover of the newly extended Beer Garden, along with a new amusement area built adjacent to the Bottleshop. The Bars now have Brewery feel to them, with Copper Beer Vats installed, complete with pipework.

For people heading northwest, the “Bull & Bush Inn” remains a significant local landmark and is still a favoured “watering hole” for locals and travellers, as it has been since the first hotel opened its doors on the site in 1821, over one hundred and eighty five years ago.



Figure 16 - Current view of the site from across the intersection showing the original form, the impact of the current trees and the later restaurant addition to the front of the building. This is the primary view of the heritage item. The northern wing in this view will be substantially affected by the proposed Road widening of Windsor Road and the grade separations designed to improve traffic flow.



Figure 17 - The northern porch of the original hotel now linked to the later Bar additions. The brick steps and tiles to parts of the terrace are later modifications. It is this section of the hotel that is affected by the road widening works that would result in the demolition of a substantial portion of this northern wing



Figure 18 - View to the hotel across Windsor Road showing the stand alone character of the original building despite later additions to the front forecourt. Truncation of the building would significantly alter the appearance of the building and reduce its architectural character.



Figure 19 - Detail of existing restaurant addition to the front of the original hotel. This currently has permanently degraded the significance of the original building.



Figure 20 - 1943 Aerial photograph of the Bull & Bush site Baulkham Hills showing the defined boundary of the original hotel and its context amongst remaining village development from the early 20th century



Figure 21 - Existing context showing changed character of the surrounding development and extensions of the original heritage building. All development on the site is proposed for demolition as part of this Planning Proposal.

PLANNING PROPOSAL FOR REDEVELOPMENT

A Planning Proposal for the redevelopment of the land including the site of the Bull & Bush Hotel has been prepared by Dyldam for consideration of Council prior to submission to The Department of Planning. This process now includes amendments to the Planning Proposal Concepts to take into consideration the proposed road widening and grade separation of Windsor Road to the northern edge of the site and other matters relating to the upgrading of public facilities.

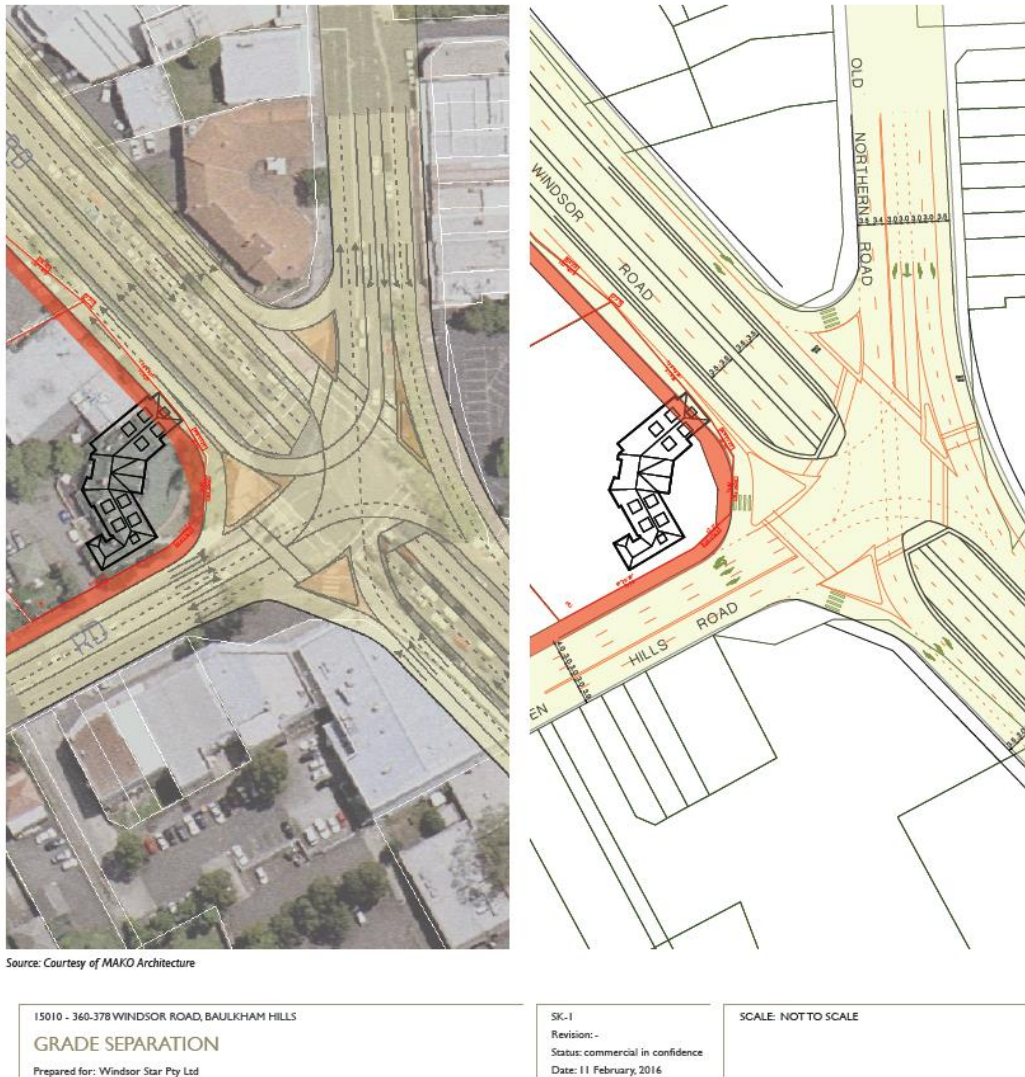


Figure 22 - Plans showing impacts on the site as a result of proposed road widening and grade separation for Windsor Road and Seven Hills Road. This work will result in the partial demolition of the heritage item and the permanent change to its symmetrical design character.

EFFECTS OF PROPOSED ROAD WORKS ON THE HERITAGE ITEMS

The current road widening proposal will have a physical impact on the existing building form and overall setting of the Bull and Bush Hotel as well as impacts on the heritage listed Windsor Road.

The effects on Windsor Road will not affect the historic connection between Parramatta and Windsor that this road represents. The existing road alignment and fabric is not intrinsically significant in this respect though the overall location and connection has historic significance in the evolution of the state. Sites along the alignment of the road including the Bull & Bush Hotel are also significant in historical terms.

The impact of the road works on the hotel site will require the substantial demolition of the northern end of the existing building. This raises the question as to whether it would be more acceptable to demolish the whole complex and interpret the historic

connections in a new development, or to maintain the modified building in a manner that maintains at least some of its original character as part of the larger development of the site.

The significance of the hotel site is not identified to be established by the current built form but rather by the continued historical location of a hotel on the site since early colonial times. The existing building has already once been substantially rebuilt following a fire and the original presentation is currently marred by the later addition to the frontage which obscures its Inter War character.

A strong element of the Inter War design is the symmetry of the building around the central and axial gabled two storey form. The lower wings to the north and south are deliberately subservient to this with their low spreading roofs and use of gables for first floor accommodation. The Road widening works will remove a substantial portion of the northern wing destroying that symmetry and the original design intent of the building addressing the intersection. The question needs to be asked, that given this degree of change, the previous reconstruction of the upper floor level and the current introduction of the unsympathetic dining room, whether full demolition of the building to allow for a new hotel in a purpose designed corner tower building as part of the Planning Proposal would be a preferred outcome to partial retention. This position is in part supported by the existing heritage listing which gives little weight to the existing building fabric in the Statement of Significance.

Alternative solutions were considered but do not result in a better urban design outcome for the site and do not retain any sense of the original design symmetry.

URBAN DESIGN STUDY

As part of these investigations for redevelopment that includes the proposed road widening works, an Urban Design Study has been prepared by GMU and MAKO Architects which addresses The Hills town Master Plan, the local context, the Town Centre characteristics, Views and Vistas, Site Constraints and Opportunities and a set of possible design options for development.

PREFERRED MASTERPLAN FOR REDEVELOPMENT

Given the impacts of the road works on the existing building and its siting, the Masterplan proposes demolition of the Hotel and the construction of a new landmark building for the site with hotel facilities contained within the wider redevelopment.

This option is put forward as the best Urban Design solution offering a positive community outcome through increased public facility works including the extensive upgrading of the parklands and provision of additional community facilities such as a public library.

The option is predicated on the fact that the degree of damage that the proposed road widening will create reduces the remnant heritage values of the physical fabric of the current hotel and that a better design outcome can be achieved by its full demolition.

The existing building is the third on the site and while in its original Inter War condition it would have represented a substantially intact example of its type, it has been modified on several occasions as the result of functional changes and fire damage, and is currently marred by the existing restaurant structure erected in its forecourt and will be further affected by truncation associated with the road widening.

While the loss of the existing building will have some negative impact on public perception of the site as a heritage item the retention of hotel facilities on the site and appropriate interpretation measures will maintain the long association of this land with hotel use and would allow for appropriate interpretation of that history.

MITIGATION WORKS

As part of any works involving the demolition of the existing structures on the site the following mitigation actions should be undertaken:

- Archival photographic recording of the site in accordance with the NSW Heritage Office Guidelines and lodging of the resulting reports in public archives for future research and reference.
- Archaeological assessment and excavation works where warranted. An archaeological excavation research study should be prepared for the site given its long occupation and use and the likelihood of potential archaeological material being recovered during the process of demolition and excavation. This process is covered by the relics provisions of the NSW Heritage Act. Any relics uncovered in the process should be incorporated into the proposed site interpretation or stored on site for future reference and research.
- Interpretation. An appropriate Interpretation Strategy in accordance with the Guidelines of the NSW Heritage Office should be prepared and implemented covering themes and material relating to the long occupation of the site as a hotel and may also deal with the general location as an important intersection on the Windsor Road.
- Any new hotel component of the new development should retain the name Bull & Bush as part of its identification.

CONCLUSIONS

The future widening of Windsor Road would result in the partial demolition of the Bull & Bush Hotel irrespective of any future development of this site. This partial demolition would further erode the architectural character of the building which has been affected by earlier changes.

There are valid considerations for the demolition of the whole building complex as part of a co-ordinated redevelopment that achieves positive social and design outcomes. Some heritage values in this scenario would be lost, however the value of the existing building appears to be less significant in this regard than the continuity of hotel use on the site following historical precedent. This position is reinforced by the obvious need to demolish a substantial part of the building as part of the road widening, the previous extensive reconstruction of its' upper level and roof following a fire and the subsequent construction of the large unsympathetic additions to the front of the site which largely obscure it from public views.

The option adopted for this Planning Proposal is one which is acceptable provided a new hotel is established on the site as part of the new development and appropriate historical interpretation is carried out through public art and other media to ensure that the story of the site's development is clearly stated for future users of the area.

This assessment provides the background of the heritage item and matters relating to its future development and indicates that an acceptable outcome can be achieved that

includes the archival recording of the existing building, recovery of any significant elements of the site and appropriate on site interpretation of the history of its long use as part of a new hotel facility within the redevelopment.

I therefore support the Planning Proposal for favourable consideration.

A handwritten signature in black ink that reads "Robert Staas". The signature is written in a cursive, flowing style with a large 'R' and 'S'.

Robert Staas
Associate Director - NBRS+PARTNERS ARCHITECTS
July 2016