

# CARLTON HERITAGE REVIEW

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## METHODOLOGY REPORT

November 2021

Prepared for



**CITY OF  
MELBOURNE**

Prepared by

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The City of Melbourne and the authors gratefully acknowledge the involvement of the Elders from the Boon Wurrung Foundation, Bunurong Land Council Aboriginal Corporation, and Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation in the preparation of this document. The authors would also like to acknowledge the assistance of officers from the City of Melbourne's Aboriginal Melbourne and Heritage teams.

The Carlton Heritage Review was undertaken prior to the Victorian Aboriginal Heritage Council decision that from 1 July 2021 the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation is the Registered Aboriginal Party (RAP) for the study area. This decision formally recognises the Wurundjeri Woi Wurrung as the Traditional Owners for the study area. As such the Wurundjeri Woi Wurrung must be consulted as the Traditional Owners going forward. As of 1 July 2021, the Bunurong Land Council Aboriginal Corporation is the RAP for an area adjacent to the Wurundjeri Woi Wurrung RAP area, and the Bunurong have been formally recognised as a neighbouring Traditional Owner group to the Wurundjeri Woi Wurrung. This report refers to City of Melbourne policy that is now out of date, and needs to be read in light of this and the RAP decisions.

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## 1.0 INTRODUCTION

This report documents the methodology and tasks undertaken for the Carlton Heritage Review ('the study').

The heritage study was conducted during 2018 and 2019 for the City of Melbourne, by Lovell Chen Architects and Heritage Consultants in association with Extent Heritage Pty Ltd (respectively referred to below as Lovell Chen and Extent Heritage). Some limited additional work was undertaken by Lovell Chen in 2020-21.

### 1.1 Recognition of Traditional Owners

The project team acknowledges the contributions of the following Traditional Owner organisations, their Elders, members and staff: Bunurong Land Council Aboriginal Corporation and Wurundjeri Woi-wurrung Cultural Heritage Aboriginal Corporation.

The Carlton Heritage Review was undertaken prior to the Victorian Aboriginal Heritage Council decision that from 1 July 2021 the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation is the Registered Aboriginal Party (RAP) for the study area. This decision formally recognises the Wurundjeri Woi Wurrung as the Traditional Owners for the study area.

This project reflects the continuing intention of the City of Melbourne to engage directly with Traditional Owner groups to elevate their histories, stories and experiences in our understanding of the City of Melbourne.

### 1.2 Study area

The study area is shown at Figure 1 and Figure 2, and includes the majority of the suburb of Carlton, incorporating properties and land located south of Princes Street; west of Nicholson Street; east of Swanston Street; and north of Victoria Street. All of the properties and places included in the study area were reviewed for the study.

The study area does not include the main Parkville campus of the University of Melbourne; the part of Carlton which was reviewed in the recent City North Heritage Review; and nor does it incorporate the Royal Exhibition Building and Carlton Gardens. However, the Thematic Environmental History prepared during the course of the study (see 3.5 below), addresses the whole of Carlton, including the excluded study areas. The comparative analysis undertaken for the heritage places assessed in the study (this is explained at Section 3.6 below) also cites places located outside the study area.

One exception to this is that Lincoln Square and University Square, both of which are outside the study area, were considered with the other public squares (Argyle Square, Macarthur Square and Murchison Square) in the study area. This is explained further in sections 3.9 and 3.13.



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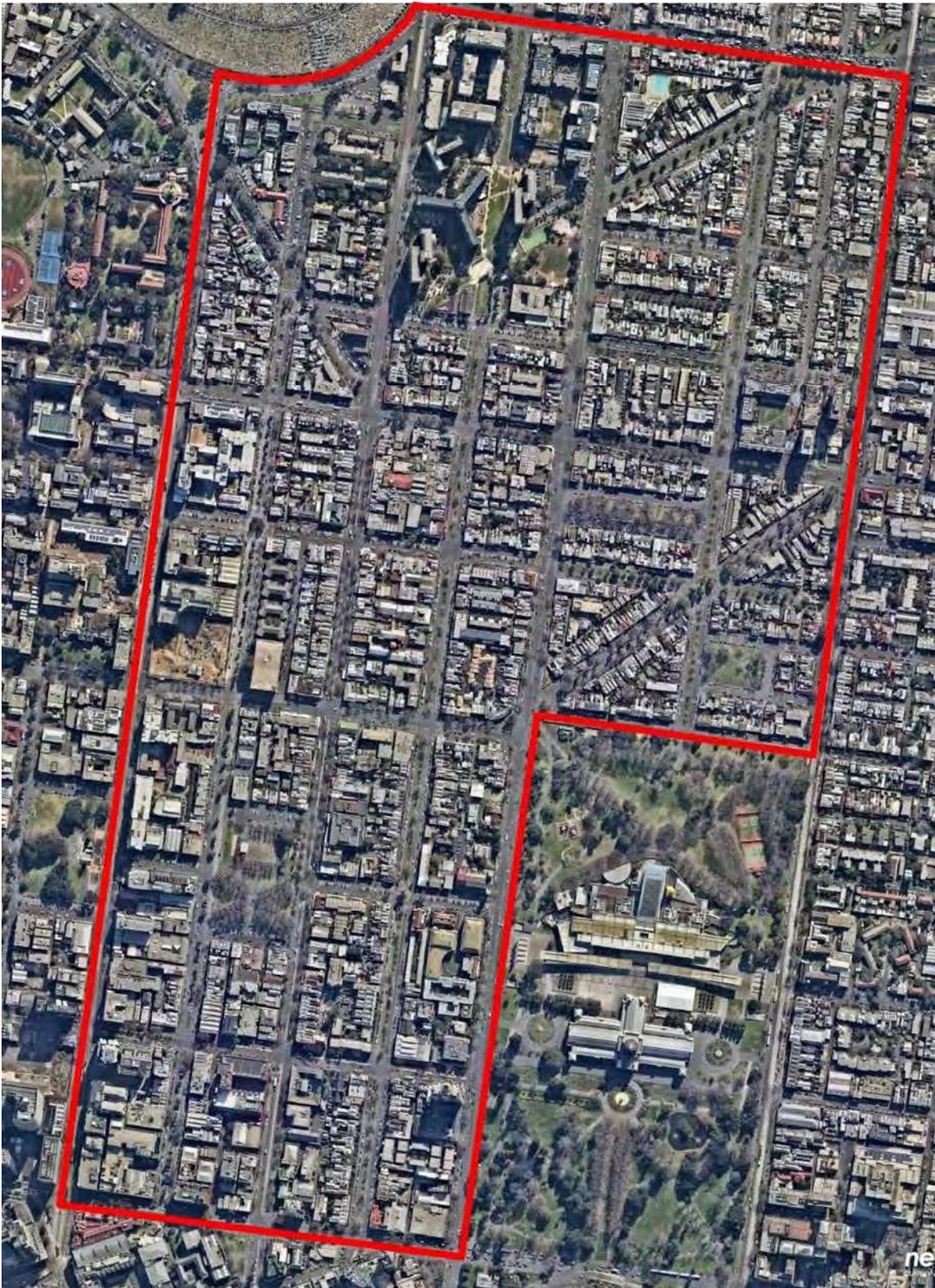


Figure 2 Aerial photograph, August 2018, with the study area outlined in red; the Royal Exhibition Building and Carlton Gardens are outside the boundary, at bottom right  
Source: Nearmap

### 1.3 Existing Heritage Overlay controls

Two large existing Heritage Overlay precincts are included in the study area:

- Carlton Precinct HO1
- World Heritage Environs Precinct HO992

The Heritage Overlay controls in the precincts include external controls over buildings and land, and paint controls, but no internal or tree controls.

There are also Heritage Overlays over single properties or groups and rows of generally related properties in the study area, the majority of which have external controls over buildings and land, and paint controls, but no internal or tree controls. In addition, there are (at the time of writing) 23 places included in the Victorian Heritage Register (VHR).

### 1.4 Background to Carlton

The pre-contact environment of Carlton was first inhabited by the Woiwurrung and Boonwurrung peoples of the Kulin Nation, on alluvial lands to the North of the Yarra River. The continuously changing environmental conditions and sea levels made the study area a harsher and more difficult place to live than it is today.<sup>1</sup> However, Aboriginal people have always lived in close interaction with the surrounding environment, viewing themselves as 'part of the landscape, existing within an interconnected web of its flora and fauna, and being just one dimension of the whole that is Country'.<sup>2</sup> They sustainably cared for and used the land, living in harmony with the environment. This resulted in a mutually beneficial relationship that is likely to have gradually altered the landscape through fire management and other agricultural practices.<sup>3</sup>

The study area was characterised by lightly wooded grassy plains with a mix of eucalypts and she oaks, dipping around the point where the intersection of Victoria and Swanston Streets stands today where a swampy section marked the start of what became known as the Elizabeth Street creek. The adjoining presence of one of the many north to south running tributary creeks adjoining Birrarung (Yarra River) suggests a route through which Aboriginal groups travelled and camped in the pre-contact period.<sup>4</sup> It is also probable that the area was used for transit between a number of notable adjacent Aboriginal places such as the camps and ceremonial grounds surrounding the junction of Birrarung and the Merri Creek, the camp at New Town Hill (Fitzroy) and the Royal Park camping and corroboree ground.<sup>5</sup> The nearby presence of scarred trees at Melbourne Zoo and Princes Park further suggest a strong and vital pre-contact Aboriginal presence in the area.

Following European settlement, Carlton retains considerable evidence of its early town planning and development. Carlton has a very high proportion of pre-1900 buildings, with surviving 1850s and 1860s buildings in particular attesting to the suburb's early development; and by the late nineteenth century some distinction had emerged between development in the northern and southern areas of the suburb. Modest cottages and terrace rows on small allotments were more typical of the north, reflecting the historic working-class demographic of this area of Carlton; while in the south proximity to the city and the prestigious Royal Exhibition Building and Carlton Gardens was reflected in grander residential development. The suburb is also home to important institutions including the University of Melbourne, Royal Melbourne Institute of Technology (RMIT) and Trades Hall.

The pattern of nineteenth century subdivisions and land uses is additionally reflected in the dense residential streetscapes, with commercial buildings in principal streets and sections of streets, and historic shops and hotels to residential street corners. Nineteenth century town planning is also evident



in the regular grid of wide, straight and long north-south and east-west streets, with secondary streets and a network of connecting lanes; and the distinctive small squares located within the residential enclaves.

‘Layers’ of history and culture, including an ongoing connection with migrant groups, are also evident in Carlton. In the 1960s and 1970s, university students moved into Carlton in great numbers, with the suburb becoming synonymous with alternative social and artistic movements. Carlton was also the cradle of modern Australian theatre, and Lygon Street evolved into an iconic inner Melbourne commercial strip, noted for its Italian culture and colour. The suburb was also the focus of early urban conservation movements, including the Carlton Association which was established in the late 1960s as an action group and which fought against the so-called ‘slum clearances’.

## **1.5 Study outputs**

The written outputs of the study were generally issued as first and second drafts to Council for review, followed by issue of final versions. The attachments to this report contain the study outputs.

## 2.0 STUDY SCOPE

The study involved a review of all places in the study area, with and without existing Heritage Overlay controls, including Aboriginal heritage and places of shared values; private and public housing; public buildings and infrastructure; commercial, manufacturing, ecclesiastical, educational, artistic, cultural and recreational places; and landscapes including public squares.

The study did not review places which are included in the Victorian Heritage Register (VHR) or the Victorian Aboriginal Heritage Register (VAHR).

### 2.1 Issues addressed in the study

The study addressed the following issues:

- Are the current heritage controls comprehensive and reflective of contemporary heritage assessments and values?
- Are there additional/new individual Heritage Overlays?
- Are there additional/new heritage precincts?
- Is the boundary and extent of the large Carlton Precinct HO1 still appropriate; could it be reduced or expanded; or could the precinct be broken up into smaller precincts or sub-precincts?
- Are there places with Aboriginal values and associations?

The boundary and extent of HO992 World Heritage Environs Area Precinct was not reviewed. This is the official UNESCO-endorsed Buffer Zone to the World Heritage Listed Royal Exhibition Building and Carlton Gardens. While properties within HO992 were reviewed under the current study, the precinct boundary and extent were approved during a relatively recent and separate process, which identified and protected this area in the context of it surrounding and adjoining the Royal Exhibition Building and Carlton Gardens.

This approach to the study also recognised that parts of Carlton are subject to development and growth pressures, and it is in this context that Council recognises the importance of having greater clarity and understanding of the heritage significance and values of the area.

### 2.2 Amendment C258

Amendment C258 to the Melbourne Planning Scheme was approved by the Minister for Planning in June 2020 and gazetted in July 2020.

In summary, Amendment C258:

- revised Melbourne's local heritage planning policies at Clause 22.04 and Clause 22.05;
- incorporated new statements of significance for Melbourne's heritage precincts outside the Capital City Zone (Carlton, East Melbourne and Jolimont, North Melbourne and West Melbourne, Parkville, South Yarra and Kensington);
- replaced the A to D property grading system with the significant/contributory/non-contributory grading system; and
- implemented the recommendations of the West Melbourne Heritage Review (G Butler, 2016).

The statement of significance for the Carlton Precinct HO1 was reviewed and updated as part of this current study (see Section 4.5). Also, in assessing and documenting places of heritage significance, this study utilises the C258 significant/contributory/non-contributory grading system.

The Heritage Policies Review component of Amendment C258 was undertaken by Lovell Chen, commencing in 2015. In assessing and documenting places of heritage significance, this study adopts the C258 significant/contributory/non-contributory grading system.

Submissions made to Amendment C258, following advertising, identified issues to do with property gradings, mapping and addresses. Where relevant, and within the scope of this current study, these issues have been reviewed and addressed.

## 2.3 Study stages, tasks & chronology

The following table summarises the study stages and related tasks and identifies the approximate date of undertaking/completing the stage/task.

The Methodology at Section 3.0 provides more detail on how the stages and tasks were undertaken, while the outputs from the various stages and tasks, where relevant, are identified and described at Section 4.0.

Table 1 Table of study stages/tasks and dates

Tasks	Date
Prepare a Project Management Plan at the outset of the project, to map out the approach to the staged tasks, in agreement with Council.	Issued July 2018
Review previous work/studies	July-September 2018
<p>Community engagement (managed by City of Melbourne)</p> <p>Three community engagement meetings were held, of which Lovell Chen attended two.</p> <p>Council established a pop-up/installation at the Kathleen Syme Library, providing information on the study and inviting input.</p> <p>Council also utilised the Participate Melbourne platform, whereby the community were invited to share information about places of importance to them, and what they valued about Carlton. An interactive map was used to record this information.</p> <p>A more detailed timeline of the community engagement workshops and meetings is included at Table 2.</p>	<p>Lovell Chen met with Carlton Community History Group on 25 September 2018</p> <p>Council's heritage team held a community open house at the Kathleen Syme Library on 3 October 2018</p> <p>Lovell Chen met with Carlton Residents Association on 15 October 2018</p> <p>The pop-up at the Kathleen Syme Library was open from 30 October to 14 November 2018</p> <p>The interactive map was online from 24 September 2018 until 5 December 2018</p>
Undertake research into the history of Carlton and of places within Carlton.	July 2018-January 2019
	First draft issued April 2019



Tasks	Date
Prepare a Thematic Environmental History (TEH) which addresses the development and evolution of the study area and examines how the distinctive culture of Carlton has influenced this development. This is effectively a local history narrative which builds on and relates to the City of Melbourne's overall municipal thematic history. <sup>6</sup>	Second draft issued June 2019
	Final version issued July 2019
Engage with Traditional Owners, including mapping of identified values, in conjunction with Aboriginal Melbourne.  Four meetings were held; two with Wurundjeri Traditional Owners, and another two with Bunurong Traditional Owners.  The Boon Wurrung Traditional Owners were also contacted via the Boon Wurrung Foundation, but did not confirm their availability for consultation meetings during the project timeframes.	November 2018 through to February 2019  June-July 2019 follow up engagement on project outcomes
Undertake fieldwork	August 2018 through to January 2019
Prepare citations for: <ul style="list-style-type: none"><li>Existing individual Heritage Overlay places (i.e. with existing heritage controls) which were not fully documented in earlier/previous studies (25 places)</li></ul>	First drafts issued from October through to December 2018
	Second drafts issued April 2019
	Final versions issued July 2019
Prepare citations for: <ul style="list-style-type: none"><li>New individual places/properties located outside HO1 or HO992, which were identified and assessed in this study, and recommended for Heritage Overlay controls (6 places).</li><li>New individual places/properties located in HO1 which were identified and assessed in this study, and recommended for new Heritage Overlay controls; these places were ungraded at the outset of the study, and are outside the period of significance of HO1, hence the recommended individual control (2 places).</li><li>New serial listings (related groups of buildings/places) (3 places).</li></ul>	First drafts issued February and May 2019
	Second drafts issued June 2019
	Final versions issued July 2019
Prepare statements of significance (not full citations) for three existing graded places in HO1. Two were assessed to be of a higher level of significance (from contributory to significant) and one was already significant but new information informed a re-assessment of its significance.	First drafts issued February 2019
	Second drafts issued July 2019
	Final versions issued July 2019
Review the existing statement of significance for Carlton Precinct HO1, on the basis of the detailed research, fieldwork and investigation of the precinct as undertaken for this study; and prepare a revised and updated statement.	First draft issued June 2019
	Final version issued July 2019

Tasks	Date
Prepare documentation arising out of the Traditional Owner engagement, for inclusion in the TEH and where relevant citations for places.	First drafts issued March 2019
	Second drafts issued April 2019 (citations) and June 2019 (TEH)
Attend project meetings.	Throughout the course of the study
Update the City of Melbourne property excel spreadsheet to reflect the recommendations relating to places as outlined here, together with some mapping and address anomalies.	Throughout the course of the study, and at its completion.
Prepare a Methodology Report (this report)	First draft issued February 2019
	Second draft issued May 2019
	Final version issued July 2019 (as per this report)
Additional assessments and updated citations	April-July 2020, March-April 2021
Update to study to incorporate additional work	May 2021
Final study issued	November 2021

## 2.4 Previous work

Previous municipal heritage study work was referred to and utilised during the course of the study, and included:

- Carlton Conservation Study 1984, Nigel Lewis & Associates
- City of Melbourne Heritage Review 1999, Allom Lovell & Associates (addressed lowly graded properties in Carlton)
- Property gradings review 2015, Lovell Chen (largely a desk top review of all C and D graded properties in Carlton, as currently subject to Amendment C258)

Previous work referenced in preparation of the briefing research for the Traditional Owners consultation included:

- City of Melbourne Indigenous Heritage Study (2010), Context Pty Ltd
- Southbank Boulevard & Dodds Street, Ecological, Heritage and Cultural Place Assessment (2015), Context Pty Ltd
- Hoddle Grid Heritage Review (Volume 4: Aboriginal history) (2018), Context Pty Ltd with On Country Heritage Consulting, Ochre Imprints and Spatial Vision
- City River Concept Plan (2018), Extent Heritage

## 2.5 Exclusions & qualifications

The study included fieldwork and an inspection of the study area from the public realm, including streets and lanes. Property addresses were taken from Council's data (as extracted from Landata) and included in an excel spreadsheet provided to the consultants. The excel spreadsheet is a project management tool for Council's internal use only. Where an address inconsistency was identified during fieldwork this was recorded in the spreadsheet; it is important to note that this was not the main objective of the fieldwork and it may be that all property address inconsistencies were not identified.

The spreadsheet also records some (generally limited) anomalies between the property address and the historical property grading as attributed in the earlier heritage studies. It is recommended that these anomalies be clarified and updated in the excel spreadsheet by Council. Further, where it was observed during fieldwork that a graded building had been significantly modified, or demolished and replaced with a modern building, then this was also recorded in the spreadsheet.

The study did not include a review of streetscape gradings.

The Thematic Environmental History, while a reasonably comprehensive document, was generally limited to the extent that it was prepared in the context of a heritage study/heritage review, where the aim is to enhance an understanding of the development and evolution of the study area, and from that the significance of places within the study area. Targeted primary research was undertaken (see the Bibliography included in the history report at Attachment A) however, much information was guided by existing secondary sources, particularly Peter Yule et al, *Carlton: A History* 2004.<sup>7</sup> Information obtained during the course of the community engagement, and through Participate Melbourne (see Section 3.10 below) was also utilised in the history.

The Thematic Environmental History identified and explored well-known local historical themes, and others – such as local evolutions in public housing, the importance of RMIT to the suburb, Carlton's multicultural history, and Carlton in the 1970s and 1980s – which were not necessarily documented or associated with previous heritage identification and assessment work in Carlton. While highlighting these themes, there remain some areas of interest and research which could be further explored, and these are identified below at Section 5.0 'Summary of study recommendations'.

The City of Melbourne acknowledges the Woiwurrung (Wurundjeri), Boonwurrung, Taungurong, Dja Dja Wurrung and the Wathaurung groups who form the Kulin Nation as the Traditional Owners of the land (City of Melbourne Reconciliation Action Plan 2015-2018). In following City of Melbourne policy, as per the Reconciliation Action Plan, all of the Traditional Owners groups were contacted for their perspectives on the history of the study area, including more contemporary history. However, only two of the three major Traditional Owners groups (Bunurong and Wurundjeri, but not including Boon Wurrung) were available for consultation.

## 2.6 Places which have been demolished and/or redeveloped

For several of the existing Heritage Overlay places in the study area, it was found that the properties/buildings had been demolished and redeveloped in the period since the heritage controls were put in place, and that these works had significantly diminished or entirely removed the heritage value of the places in question. On that basis, no citations were prepared for these properties; and further, they are recommended to be removed from the Heritage Overlay:

- HO96, 106-108 Queensberry Street, replaced by a 4/5 storey apartment building
- HO70, 16-22 Orr Street, replaced by multi-storey apartment building



- HO811, 630 Swanston Street, replaced by multi-storey apartment building
- HO117, 784-786 Swanston Street, replaced by University of Melbourne development

### 3.0 METHODOLOGY

The following is a brief overview of the heritage study methodology, set out largely in order of how the stages/tasks were undertaken; there was also some crossover between tasks. For example, preparation of the Thematic Environmental History was an iterative process which was undertaken over the course of the project.

#### 3.1 Project Management Plan

The Project Management Plan was prepared near the outset of the project, for endorsement by the City of Melbourne. The Plan included/confirmed the timetable, payment schedule with related milestones, meeting dates, scope and methodology, approach to fieldwork and assessments, and approach to Aboriginal and community engagement.

#### 3.2 Review previous work/studies

As outlined above at Section 2.4, previous City of Melbourne heritage studies, heritage reviews and reports of relevance were accessed and reviewed at the commencement of the project. The overall aim of this task was to identify and extract information of relevance to the study.

#### 3.3 Research

Research was undertaken into primary and secondary sources, for both the Thematic Environmental History and also for research into individual place histories. The sources used and referenced are identified in the endnotes and bibliography to the Thematic Environmental History and the citations.

The research utilised a comprehensive range of sources including but not limited to local histories, archival records, and visual primary sources such as paintings, lithographs, photographs, maps and plans. Council records, data and information from previous work/studies, and existing Heritage Overlay citations were also a source of historical information.

In addition, information was obtained from the Carlton Community History Group (including through their website),<sup>8</sup> through consultation with the Carlton Residents Association, and through Participate Melbourne.<sup>9</sup> The latter is an online community forum operated by the City of Melbourne, where community members are invited to 'have a say' on municipal issues and plans, including providing input (comments and feedback) into heritage studies of this nature. Section 3.10 below provides more information on the assistance provided by the community members and Participate Melbourne, and how it informed the research.

For the research into the Aboriginal and shared themes, primary material was elicited during the Traditional Owner engagement, together with secondary sources (local and regional histories and environmental studies), oral history (published accounts and information gathered during the consultation phase), historic images (maps, plans and sketches), and heritage and environmental reports on the area.

#### 3.4 Fieldwork

The tasks involved in the fieldwork were as follows:

- Fieldwork was confined to the public realm and was undertaken in blocks, with all streets, little streets and public lanes walked
- Council data and GIS mapping informed the fieldwork, with places and properties checked against the data in relation to gradings

- Historical and current aerial photographs informed the fieldwork
- Demolitions and new developments were noted, and again checked against existing information
- Photographs were taken, including for reproduction in the place citations
- Council data in the excel spreadsheet was updated, post the fieldwork

### 3.5 Thematic Environmental History

As noted, preparation of the Thematic Environmental History was an iterative process which was undertaken during the course of the project and, as required, was reviewed and updated following completion of the fieldwork and assessments of places, and completion of the community engagement and the engagement with Traditional Owners.

The significant themes of the study area, and the content and structure of the history, are evident in the table of contents to the Thematic Environmental History.

*The TEH is included at Attachment A to this report.*

### 3.6 Assessment

The Carlton Heritage Review reviewed the current heritage controls in the study area, including assessing potential new places for controls. The assessment was informed by the Victorian Planning Provisions (VPP) Practice Note 'Applying the Heritage Overlay',<sup>10</sup> including reference to the HERCON heritage assessment criteria:

- **Criterion A:** Importance to the course or pattern of our cultural or natural history (historical significance).
- **Criterion B:** Possession of uncommon, rare or endangered aspects of our cultural or natural history (rarity).
- **Criterion C:** Potential to yield information that will contribute to understanding our cultural or natural history (research potential).
- **Criterion D:** Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness).
- **Criterion E:** Importance in exhibiting particular aesthetic characteristics (aesthetic significance).
- **Criterion F:** Importance in demonstrating a high degree of creative or technical achievement at a particular period (technical significance).
- **Criterion G:** Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons. This includes the significance of a place to Indigenous peoples as part of their continuing and developing cultural traditions (social significance).
- **Criterion H:** Special association with the life or works of a person, or group of persons, of importance in our history (associative significance).

Relevant considerations, which specifically informed the assessment against criteria, included:

- understanding the history of the place, and its associations;
- understanding the social significance or values of the place, and its importance to a community; and



- reviewing the physical qualities of the place including the intactness, integrity, architectural or aesthetic merit, and/or other built form qualities or distinctive attributes.

For a place to be assessed as significant, it only needs to meet one of the above criteria, although many places met more than one.

### **Comparative analysis and ‘thresholding’ places**

Comparative analysis was a key part of the assessment methodology. It assisted in identifying whether a place met the threshold for an individual Heritage Overlay control, or a group of places met the threshold for a precinct or serial listing. As per the VPP Practice Note:

To apply a threshold, some comparative analysis will be required to substantiate the significance of each place. The comparative analysis should draw on other similar places within the study area, including those previously included in a heritage register or overlay. Places identified to be of potential state significance should undergo analysis on a broader (statewide) comparative basis.

In undertaking the comparative analysis for this study, similar places were referred to in order to better understand how the place under review compared. Questions asked when comparing similar places included:

- Does the subject place have a more significant history or historical associations?
- Is the subject place more highly valued and regarded by a community?
- Is the subject place more intact?
- Is the subject place more architecturally or aesthetically distinguished?
- Is the subject place typical or does it stand out within the comparative group?

For example, if the place under review is an interwar manufacturing building which is being assessed for an individual HO control, then the analysis examined other generally comparable interwar manufacturing buildings, including those which already have an individual control or are identified as significant. This typically included buildings in the study area, or municipality, but may go beyond these geographical confines if the analysis assisted with understanding the relative significance or importance of the place. For example, the citation for RMIT Building 71, 33-89 Lygon Street, provides an illustration of how the comparative analysis was undertaken for an interwar manufacturing building (see Attachment C).

Comparative analysis also assisted in identifying places of lesser significance or heritage value, which are not recommended for a heritage control. For example, in the south-west of the study area (where RMIT Building 71 is located, in a converted interwar building) the initial assessment work examined several interwar former manufacturing and commercial buildings, concentrated in and around Cardigan Street, to determine if these (as a group of interwar buildings) formed a small precinct. The conclusion, however, was that the group did not retain or display sufficient heritage value and character to justify a precinct control. In comparative terms - save for the individual building at 42 Cardigan Street - the group comprised interwar buildings which were substantially altered, of utilitarian character and/or of limited historical or architectural/aesthetic distinction. Therefore these did not form a precinct which would meet the threshold for a local heritage control.

The comparative analysis also assisted in the assessment of later twentieth century places and developments (from the 1960s through to the 1990s) of potential heritage value in the study area.

These places generally did not have comparable places with existing heritage controls in the study area, largely due to their later dates of construction and the focus of previous heritage studies, including of Carlton, on the Victorian through to the interwar periods. However, in this case, the comparative analysis examined a broader range of similar places, from mostly outside the study area. It also identified the architectural influences and precedents for some of these places, many of which derived from international examples.

It is also noted that places from the later twentieth century are increasingly being identified for heritage controls, through other studies, including places located elsewhere in the City of Melbourne.

### Gradings definitions

As noted in Section 2.2, in assessing and documenting places of heritage significance for this study, the C258 grading system was adopted, with the definitions set out below:

The C258 gradings definitions:

#### Significant

A significant heritage place is individually important at state or local level, and a heritage place in its own right. It is of historic, aesthetic, scientific, social or spiritual significance to the municipality. A 'significant' heritage place may be highly valued by the community; is typically externally intact; and/or has notable features associated with the place type, use, period, method of construction, siting or setting. When located in a heritage precinct a 'significant' heritage place can make an important contribution to the precinct.

#### Contributory

A 'contributory' heritage place is important for its contribution to a precinct. It is of historic, aesthetic, scientific, social or spiritual significance to the precinct. A 'contributory' heritage place may be valued by the community; a representative example of a place type, period or style; and/or combines with other visually or stylistically related places to demonstrate the historic development of a precinct. 'Contributory' places are typically externally intact, but may have visible changes which do not detract from the contribution to the precinct.

#### Non-contributory

Does not make a contribution to the heritage significance or historic character of the heritage precinct.

## 3.7 Citations

Citations were prepared for:

- heritage places with existing Heritage Overlay controls (24 places);
- places without controls and outside the existing heritage precincts (6 places);
- places within Carlton Precinct HO1, but not of the precinct period of significance (3 places, see below); and
- serial listings (2 listings, see below).

The citations were prepared in a format (content and design) as required by the City of Melbourne, and included the following:

- Brief history
- Brief description of the place
- Comparative analysis to assist with understanding the relative significance of the place
- Assessment against recognised heritage criteria (HERCON)
- Statement of significance in the 'What? How? Why?' format
- Grading in the significant, contributory and non-contributory categories
- Recommendations for statutory heritage controls (where new HO places)
- Photographs (current and historic) and a map of the place

The citations include a table of information on the front page. Where relevant, the term 'ungraded' is used in some citations under 'previous grade' to denote places that had not previously been assessed or ascribed a grading. Likewise, where there is an existing grade, the earlier letter grading has been used.

*Place citations are in Attachments B (existing places) and C (new places) to this report*

### Places not of the precinct period of significance

Citations were prepared for three 1980s places in the HO1 precinct, due to the places not being of 'the precinct period of significance' (largely the mid-Victorian through to the interwar period). The places were previously ungraded within the precinct, and well outside the identified significant date range for HO1. On this basis they were recommended for an individual Heritage Overlay control. These places are:

- 207-221 Drummond Street, office building of 1986-7, designed by architects Steve Ashton and Howard Raggatt
- 129-139 Canning Street, postmodern terrace row of 1982-4, designed by architects, Denton Corker Marshall
- Ministry of Housing Infill Public Housing, various addresses, 1980s low-scale infill public housing in Carlton, designed by noted architects (see also serial listings below).

### Serial listings

Two serial listings were identified in this study and recommended for Heritage Overlay controls. Serial listings incorporate related but mostly non-contiguous (or geographically separate) heritage places which typically share a strong historical connection, a unifying historical theme and level of heritage significance, and are recommended to share the same Heritage Overlay number. The single statement of significance included in the serial listing citation applies to all places included in the listing.

This approach is also supported by the VPP Practice Note which states the following regarding 'group, thematic and *serial listings*' (italics added):

Places that share a common history and/or significance, but which do not adjoin each other or form a geographical grouping may be considered for treatment as a single heritage place. Each place that forms part of the group might share a common statement of significance; a single entry in the Heritage Overlay Schedule and a single Heritage Overlay number.<sup>11</sup>

The serial listings identified in this study include:

- Ministry of Housing Infill Public Housing (places which share the 1980s history of the introduction of low-scale infill public housing in Carlton, designed by noted architects).
- RMIT buildings in Victoria, Queensberry and Lygon streets (places which date from the 1970s-80s period of RMIT master planning and expansion into Carlton).

### 3.8 Revised HO1 statement of significance

The precinct statement for Carlton Precinct HO1 was initially prepared for Amendment C258, which required the preparation of statements of significance for all of Melbourne's heritage precincts outside the Capital City Zone. The statement was updated and added to following the detailed research, fieldwork and investigation into the precinct as undertaken for this study, including preparation of the Thematic Environmental History. The updated version of the statement also includes reference to the Aboriginal values and places identified in the engagement with Traditional Owners. The updated Carlton Precinct HO1 statement of significance is included at Attachment E.

### 3.9 Additional statements of significance for select places in HO1

Statements of significance were prepared for a small number of places in the Carlton Precinct HO1, the group of previously ungraded public squares, and for the HO1 precinct itself.

Statements of significance were prepared for the following places:

- Clyde Hotel, 377-391 Cardigan Street
- San Marco Social Club, 149-151 Canning Street
- Victorian villa with a 1980s art gallery extension by Nonda Katsalidis, 64-68 Drummond Street
- The five squares, being Argyle Square, Macarthur Square, Murchison Square, Lincoln Square and University Square. Note, Lincoln Square is not currently included in the HO, and is recommended to be included in HO1.

The places are already in HO1, with the exception of Lincoln Square which is to be brought into the precinct through a localised revision to the precinct boundary. They are all proposed to be graded significant within the context. The statements are not incorporated individually into the planning scheme. They are included at Attachment D to this report and will form part of the Carlton Heritage Review reference document in the planning scheme.

The purpose of the statements is to provide additional information on places where the heritage values may not be as easily understood or may require further explanation, and are intended to be read in conjunction with (in addition to) the HO1 precinct statement of significance. The statements have more limited information than is included in the citations for individual Heritage Overlay places but include some historical and descriptive detail, and a statement in the 'What? How? Why?' format.

By way of background, the Clyde Hotel and San Marco Social Club were previously graded contributory (C graded), however the additional research led to a re-assessment and elevation of their grading to significant. No. 64-68 Drummond Street was already graded significant (upgraded in C258 from C graded), but the additional research into this property, and specifically the 1980s art gallery extension designed by Nonda Katsalidis, shed new light on the significance.

A single statement of significance has been prepared for the five Carlton squares, which outlines their historical, social and aesthetic significance in the Carlton Precinct HO1. The squares provide evidence of early town planning in Carlton, having been conceived as urban spaces in the 1850s and formally

gazetted in the 1860s. Two of the five squares technically fall outside the study area, being Lincoln Square and University Square, but these are addressed together with Murchison Square, Macarthur Square and Argyle Square. Collectively, the squares provide evidence of the early town planning of Carlton, having been conceived as urban spaces in the 1850s and formally gazetted in the 1860s. Because of this strong connection, the study recommends a localised modification of the boundary of HO1 to include Lincoln Square within HO1. Refer to the discussion below at 3.13.

### 3.10 Community engagement and consultation

Community engagement and consultation was an important component of the heritage study and included consultation with the Carlton Community History Group and the Carlton Residents Association. The engagement and consultation provided the opportunity to explain and convey to the community how a heritage study is conducted, what the heritage consultants do, what the anticipated outcomes and outputs are, and the processes. The community provided the consultants with information and insight, sometimes at a high level but also at a detailed level. Council's heritage team also met separately with interested community members, established a pop-up/installation at the Kathleen Syme Library which provided information on the study and invited input, and utilised the Participate Melbourne platform (see below).

More specifically, during the consultation, the consultants were given considerable information and insight into topics such as the importance of Jewish immigration and community in Carlton, which enabled that topic to be researched in more detail than might have originally been intended. Specific places were also identified, for example the Carlton Community History Group identified the San Marco Social Club (former 1880s dance hall/Monash House) at the corner of Kay and Canning streets, in the Carlton Precinct HO1. This is a place of long-standing value to the local community, including the Jewish and later the Italian communities. On the basis of the additional research undertaken, the contributory grading of this place was elevated to significant, and a statement of significance prepared (see Section 3.9).

In other instances, the information provided on places and themes was incorporated into the Thematic Environmental History, with the knowledge and resources of the Carlton Community History Group and the Carlton Residents Association proving particularly valuable. The former, through their published newsletter and website,<sup>12</sup> assisted in documenting a number of themes including the 'urban activism' of Carlton in the later decades of the twentieth century; while the latter group were at the forefront of this activism, or early conservation movement.

The following table summarises the workshops and activities of the community engagement.

Table 2 Table of workshops and activities

Workshop/meeting	Attendees	Activities
Meeting held with the Carlton Community History Group (CCHG) 25 September 2018	Heritage team project officers Two members of the Carlton historical group Anita Brady – Lovell Chen Libby Blamey – Lovell Chen	Anita Brady presented a powerpoint presentation Further discussion and questions Identifying specific places
Carlton Heritage Review community open house	Heritage team project officers	Attendees were invited to mark on a large map with post-it notes and dots



Workshop/meeting	Attendees	Activities
held at Kathleen Syme Library 3 October 2018	Engagement officer from CoM  Approximately a dozen members of the community	what places they feel connected to in Carlton (e.g. special places, places which hold memories, and places of historical significance)  Project officers mingled with attendees to discuss the project, objectives, and places they were interested in.
Meeting held with the Carlton Residents Association 15 October 2018	Heritage team project officers  Councillor Rohan Leppert Anita Brady – Lovell Chen Libby Blamey – Lovell Chen Members of the CRA	Anita Brady provided a general overview of study  Comments, questions and discussion  Any concerns were recorded and looked at further by Lovell Chen in the study
Pop-up at Kathleen Syme library 30 October 2018 – 14 November 2018	Members of the public who use Kathleen Syme library and community hub.	Project officers set up an installation in foyer of Kathleen Syme to garner interest in the Carlton Heritage Review and to invite them use the participate page.  Tablet set up with Participate Melbourne 'Carlton Heritage Review' open where people passing by could drop a pin on the map.  Books on Carlton from the local history collection were on display, in addition to historic photos of the area and leaflets about the project.

### Participate Melbourne

The City of Melbourne Participate Melbourne website was additionally used to engage with a broader cross-section of the community, with participants invited to identify places of meaning to them and to share their valued memories of Carlton. This will assist Council in understanding what people value about Carlton and what qualities need to be protected and maintained as the suburb evolves. The platform is also another important means of receiving and communicating information during the course of a heritage study.

An interactive map was online from 24 September 2018 until 5 December 2018, and 65 people places within the study area were nominated as being important to people and as places which held special meaning.

Examples of identified places, and brief extracts from the information supplied by the community on the places, are included below.

Table 3 Summary of places and extracts from the Participate Melbourne platform

Place type	Place examples	Extracts
Open spaces	<ul style="list-style-type: none"> <li>Argyle Place</li> <li>Murchison Square</li> <li>McArthur Place</li> <li>Neill Street Reserve</li> </ul>	'green spaces to spend time in; spaces for tranquil reflection, fun or recreation; includes Carlton's squares but also nature strips and reserves'
Community spaces – for gathering and meeting	<ul style="list-style-type: none"> <li>Kathleen Syme Library and Community Centre</li> <li>Union House</li> <li>Carlton Neighbourhood Learning Centre</li> <li>Carlton Primary School</li> <li>Carlton Baths</li> <li>Cafes and restaurants</li> </ul>	'[Kathleen Syme Library and Community Centre] a magnificent heritage building saved and given back to Carlton residents' public use; the heart of the community; very busy and full of people; [Carlton Neighbourhood Learning Centre] 'a really special place and important for our community especially immigrants and people who are ESL'.
Places of individual and collective architectural beauty - integral to Carlton's character and sense of place	<ul style="list-style-type: none"> <li>Kathleen Syme Library and Community Centre</li> <li>Former nurses' home Rathdowne Street</li> <li>Jimmy Watson's</li> <li>Princess Mary Pavilion Building</li> <li>Carlton Baths</li> <li>Streetscapes e.g. Drummond, Rathdowne and Carlton streets</li> </ul>	'Please keep existing heritage buildings; so important to our city's history and development'
Iconic or landmark places – recognised as being individually important to Carlton's communities and as landmarks	<ul style="list-style-type: none"> <li>Jimmy Watson's</li> <li>Kathleen Syme Library and Community Centre</li> <li>La Mama Theatre and courtyard</li> <li>Readings Bookshop</li> <li>Drummond Street Terraces</li> <li>Former nurses' home Rathdowne Street</li> </ul>	'[La Mama] a Carlton icon, and the home of alternative and experimental theatre for the past 50 years; [Jimmy Watson's] scene of perhaps the beginning of Melbourne's love affair with wine; [Readings Bookshop] a wonderful Carlton treasure'
Places of personal identity and belonging - evoking a deep sense of connection that may be linked to stages in a person's	<ul style="list-style-type: none"> <li>Specific spaces and areas, streets and buildings</li> <li>Carlton generally</li> </ul>	'my playground was the nature strip on the north side of Park Street'; 'I loved getting a hot chocolate from Brunetti'; 'my

Place type	Place examples	Extracts
life and important to their sense of wellbeing and personal identity today	<ul style="list-style-type: none"> <li>• Brunetti</li> <li>• Mangala Studios</li> </ul>	first week living in (University) college began a love of Carlton that has never left me'; 'the excitement of hearing Italian spoken, exotic food to buy at King and Godfree and just a love of life'.
Open spaces	<ul style="list-style-type: none"> <li>• Argyle Place</li> <li>• Murchison Square</li> <li>• McArthur Place</li> <li>• Neill Street Reserve</li> </ul>	'green spaces to spend time in; spaces for tranquil reflection, fun or recreation; includes Carlton's squares but also nature strips and reserves'
Community spaces – for gathering and meeting	<ul style="list-style-type: none"> <li>• Kathleen Syme Library and Community Centre</li> <li>• Union House</li> <li>• Carlton Neighbourhood Learning Centre</li> <li>• Carlton Primary School</li> <li>• Carlton Baths</li> <li>• Cafes and restaurants</li> </ul>	'[Kathleen Syme Library and Community Centre] a magnificent heritage building saved and given back to Carlton residents' public use; the heart of the community; very busy and full of people; [Carlton Neighbourhood Learning Centre] 'a really special place and important for our community especially immigrants and people who are ESL'

### 3.11 Aboriginal Engagement

As part of providing information concerning Aboriginal cultural heritage within the study area, Extent Heritage engaged in a process of consultation with Traditional Owner (TO) groups. This process began with the development of a briefing document designed to: explain the project and its background, draft connotative themes of anticipated relevance to the TOs, and address historic maps and aerial imagery for information. This briefing document was then distributed to the TO groups upon arrangement of consultation.

Meetings with the TO groups comprised an initial drive through the study area, engaging in conversation and discussion whilst using the briefing document as thematic prompt. Information that arose in meetings with Wurundjeri (5 December 2018, 25 February 2019) and with Bunurong (11 December 2018, 13 February 2019) was then cross-referenced, where possible, with documentary sources. However, with regards to cross-referencing information provided through the consultative process, it should be recognised that Extent Heritage made the decision to include some information that could not be directly corroborated by existing documentation. This is necessary in certain circumstances to adequately reflect Aboriginal experiences absent from past approaches to historical surveys.

A second round of meetings was then organised with the Traditional Owner groups to readdress themes and sites of potential interest.

Whilst ordinarily Extent Heritage would have met with all three Traditional Owner Groups (Bunurong, Boon Wurrung and Wurundjeri) due to extenuating circumstances, organising consultation with Boon Wurrung was not possible.

### 3.12 Project meetings

Project meetings, between the heritage consultants (Lovell Chen and Extent Heritage) and Council's heritage team, were held on an as needs basis. The first meeting assisted in finalising the scope and planning of the study, and subsequent meetings were mostly progress and project update meetings.

### 3.13 Precinct boundary & changes

The consultants examined the boundary and extent of the large Carlton Precinct HO1 and considered if it should be reduced, expanded or broken up into smaller precincts or sub-precincts.

The boundary and extent of HO992 World Heritage Environs Area Precinct was not reviewed. This is the official UNESCO-endorsed buffer zone to the World Heritage Listed Royal Exhibition Building and Carlton Gardens.

A number of matters arise out of the review of the HO1 boundary. Through fieldwork and investigation, the heritage study found that generally the boundary of HO1 remains appropriate, and that the boundary still contains the core of significant historic development in Carlton. Where significant development is located outside the boundary, it is either protected through an existing individual HO control, or recommended for one in this study.

Two localised changes are recommended to the HO1 precinct boundary, and are shown at Figure 3. The first is the inclusion of Lincoln Square, to enable the five historic squares of Carlton to be included in the HO1 precinct.

It is also recommended that the existing HO34 and the adjacent property at 255 Cardigan Street be incorporated into HO1 as contributory places. This recommendation is made as a result of the further work undertaken in mid-2020-early 2021. HO34 comprises three Victorian dwellings at 245-249 Cardigan Street, now in a single property, while the building at 255 Cardigan Street is a three-storey former hotel on a corner site, constructed c. 1860, with later additions. Further detail on this phase of work is at Section 3.16.

The review work revealed that there are some places in the precinct where modern infill development has occurred. These may be on the edge of the precinct boundary or located centrally within the precinct, and are mainly single properties or larger developments comprising sections of streets. While such redeveloped sites and areas could be considered for removal from the precinct – in some cases leaving 'holes' within the precinct – this is not recommended here. These developments have largely been approved under the existing Heritage Overlay considerations, with the precinct's character and significance together with the precinct controls having already influenced and guided the development outcomes. Retaining such sites within the precinct will maintain this framework of assessment and approval into the future, to the benefit of the precinct.

Accepting this, it is recognised that within the extent of HO1, there are areas of Carlton which differ from one another. For instance, the historic commercial/retail development on Lygon and Elgin streets differs substantially to the historic residential development in the southern sections of Drummond and Rathdowne streets. Dividing and reducing HO1 into new precincts, or creating sub-precincts, was considered as a potential means of recognising and managing these different historic character areas. However, it is difficult to put boundaries around these discrete areas, as they tend to 'bleed' into each

other. The beginning and end of potential new precincts or sub-precincts is not always clear in Carlton. It is also the case that these different areas continue to relate to each other and are seen and appreciated within the context of the larger integrated and diverse Carlton Precinct.

On this basis, a breaking up of the large precinct or a reduction into smaller discrete precincts is not recommended. However, in recognition of the different character areas, the statement of significance for HO1 has been amended and strengthened in terms of how it addresses the distinct areas.

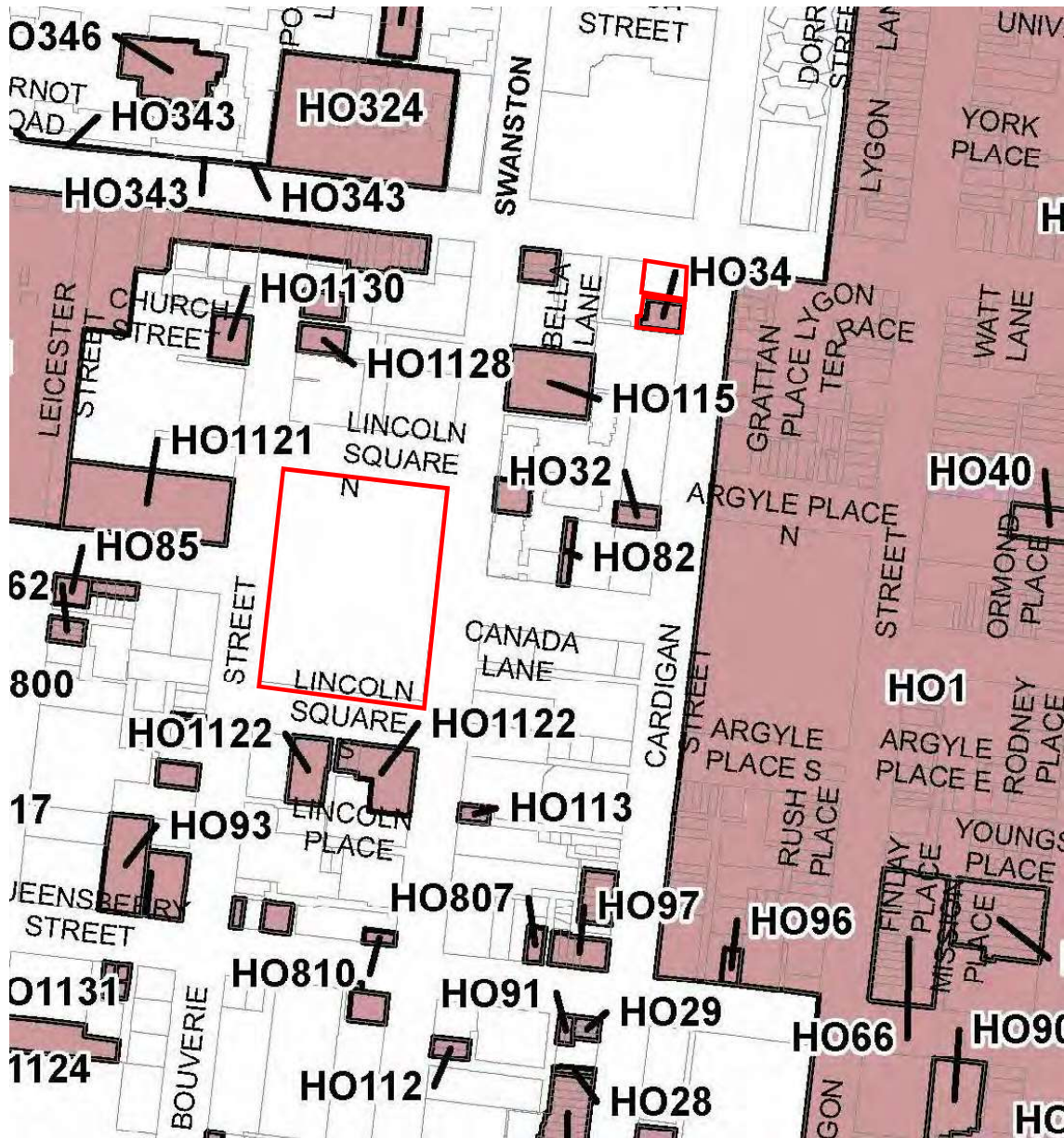


Figure 3 Melbourne 5HO map, showing recommended localised additions to HO1 in red  
Source: Melbourne Planning Scheme

### 3.14 Curtilage

The concept of identifying a ‘curtilage’ around heritage places in Carlton was raised for discussion during consultation with the Carlton Residents Association (CRA), and in a follow-up submission made by the CRA.<sup>13</sup>

A curtilage is an area, typically of land, which adjoins or surrounds, or in part surrounds a heritage building or place, which can be used to manage and protect the heritage significance and values of the place. A curtilage can include the context and/or setting of a heritage place; an area which provides for significant views of a heritage place; or an area which is functionally related to the heritage place. It may or may not fall under the ownership (historic or current) of the subject heritage place.

The VPP Practice Note states this in relation to curtilages:<sup>14</sup>

It is usually important to include land surrounding a building, structure, tree or feature of importance to ensure that any development, including subdivision, does not adversely affect the setting, context or significance of the heritage item. The land surrounding the heritage item is known as a ‘curtilage’ and will be shown as a polygon on the Heritage Overlay map. In many cases, particularly in urban areas and townships, the extent of the curtilage will be the whole of the property (for example, a suburban dwelling and its allotment).

This reference to curtilage is taken to mean the land on which a building stands, i.e. a place or property which includes building(s) and the associated land. The reference notes that in ‘urban areas’ the curtilage will ‘in many cases’ be the ‘whole of the property’.

The Practice Note also states:

The polygon should capture those elements of the place that are significant. If there are multiple elements that are widely dispersed on the property, one option may be to have multiple polygons which share the same Heritage Overlay number.

And:

In addition to capturing the elements that are significant, it is almost always necessary to include a curtilage to:

- retain the setting or context of the significant building, structure, tree or feature
- regulate development (including subdivision) in proximity to the significant building, tree or feature

These references to curtilage emphasise that the curtilage area should include significant elements. ‘In addition’ the curtilage should provide for the retention of ‘setting or context’. One reading of this is that the curtilage may be outside the land area of the heritage place, although the Practice Note further states:

The heritage process leading to the identification of the place needs to clearly justify the significance of the place as a basis for its inclusion in the Heritage Overlay.

Returning to the issues raised by the CRA, these are summarised and paraphrased as follows:<sup>15</sup>

- Heritage Overlays should extend beyond heritage places to provide a meaningful curtilage for the places of heritage value.



- There can be negative consequences of excluding a meaningful curtilage around heritage places; these consequences can include the impact of higher scale buildings on development sites adjoining lower-scale heritage places and streetscapes.
- If properties adjacent to heritage places are excluded from Heritage Overlays, Council's heritage policies will have no impact on the envelope or architectural language of new developments on these properties.
- The appropriate curtilage for terrace rows should not be defined by site boundaries; to do so would be inconsistent with the curtilage guidance included in *Planning Practice Note 1: Applying the Heritage Overlay* [August 2018] which provides strong support for the use of curtilages.
- For the Carlton Precinct (HO1) and for the smaller precincts, the Heritage Overlay should include the contiguous laneways.

In response to the above, the following is noted.

The overall emphasis in the Practice Note is on applying the Heritage Overlay to places of heritage significance. The Practice Note does not necessarily contemplate a control over a curtilage area outside of a heritage precinct or adjoining an individual heritage place, if that area does not contain significant elements associated with the heritage precinct or individual place, or does not have a significant visual relationship ('setting or context') with the heritage place. Being a non-heritage place adjoining a heritage precinct or individual place, in a built up urban area such as Carlton, would not normally justify the introduction of a heritage control in order to protect the heritage values of the precinct or heritage place.

However, properties without heritage value (non-contributory places) are regularly included in Heritage Overlay precincts, but normally only where their location *within a precinct boundary* (emphasis added) warrants such inclusion. They may be located within an otherwise significant or intact heritage streetscape, or in a strategic location such as a corner site or at the 'entrance' to a precinct. These places are typically included in a heritage precinct because of their location, and the need to manage their future development to the advantage of the precinct and to limit or avoid any negative heritage impacts which might arise from their development within the precinct. Planning Panels, in reviewing proposed Heritage Overlay precinct areas and boundaries, accept the inclusion of some non-contributory places, but typically not extensive areas or large numbers of non-contributory places.

The local heritage policies apply to places included in the Heritage Overlay, and are not intended to apply outside the Heritage Overlay. Including non-heritage places in the Heritage Overlay in order to manage them via the heritage policy framework and considerations is not the intent of the policy.

On balance, there does not appear to be support within accepted planning practice to include non-heritage sites and areas outside precinct boundaries in the Heritage Overlay. Moreover, in Carlton, being an intensely developed inner city suburb, and historically so, the broader strategic policy framework also anticipates ongoing development of non-heritage areas in the suburb.

### 3.15 Mapping

Generally, the mapping of heritage places followed the title boundaries of affected properties. For the place citations, City of Melbourne prepared location maps, showing the properties and their boundaries, and capturing the building(s) and area(s) of heritage significance. This is later transferred to the Heritage Overlay mapping system.

Some errors in the mapping of places with existing Heritage Overlay controls were identified in this study and are identified below at Section 4.2.

Heritage Overlay mapping will also be updated where recommendations have been made to include additional places within the Carlton Precinct HO1.

### **3.16 Additional work (2020-2021)**

In April-July 2020, an additional piece of work was undertaken to finalise the study. This addressed a number of places identified through the initial phase of fieldwork in 2019 and which appeared to have grading anomalies, and places where there were potential queries related to the way addresses were recorded.

For these places, the primary task was clarifying the appropriate heritage category, and generally comprised site visit, limited historical research and assessment of significance. Building Identification Forms (BIFs) were provided by Council for the majority of places, where available. Most of the gradings identified on the BIFs were confirmed, and translated to the current significant/contributory/non-contributory system. The assessment of significance followed the methodology outlined at 3.6, and included consideration of the history of the place, its physical qualities of the place including the intactness, integrity, architectural or aesthetic merit, and its importance to a community.

Following this review, the recommendations were discussed with Council in June 2020, and a memorandum issued in March 2021, to enable the update of the Heritage Places Inventory.

This work was undertaken concurrently with the Amendment C396 review which addressed the translation of gradings from letter gradings to significance categories of a number of places that were omitted or incorrectly categorised in Amendment C258. As a consequence of this work, some further recommendations were made to existing HOs in the Carlton Heritage Review study area.

As part of this work, further recommendations were made to amend the form of four existing individual heritage overlays, including a change to their naming to confirm their status as precincts. These are:

- HO64 – 1-31 Lygon Street, Carlton, recommended to become the Carlton Union Hotels Precinct
- HO81 - 5-21 Pelham Street, Carlton, recommended to become the Former Children’s Hospital Precinct
- HO97 – 128-140 Queensberry Street, Carlton and HO807 – 144-146 Queensberry Street, Carlton, recommended to become the Hotel Lincoln and Environs Precinct

The citations for these places have been updated to reflect this change. This change to reference the precinct status will allow for a clearer identification of the relative levels of significance within each heritage place.

Two of the places (HO64 and HO91) have no changes to extent of the overlay and the change is only one of description and identifying relative significance within the place.

A single precinct is recommended to be created by the extension of HO97 to incorporate the existing HO807 and the property at 148-150 Queensberry Street, which does not currently have a heritage control.

A memorandum of the recommendations arising from this work is included at Attachment F. A brief explanation or reason is included for the recommendation for each place. This memorandum also includes places which were addressed through the Amendment C396 review process, to capture all recommended changes within the Carlton Heritage Review study area.

## 4.0 STUDY OUTPUTS

The following is an overview of the study outputs.

### 4.1 Thematic Environmental History

The Thematic Environmental History addresses the important and significant historical themes of Carlton. It documents how the suburb has developed and evolved, and how the culture of the area has influenced and impacted on the natural and built environment, and on the social and urban fabric. Through the engagement with Traditional Owner groups, the Thematic Environmental History also elevates their histories and stories.

The following is an extract from the 'Introduction' to the report:

The suburb [Carlton] and individual places within it have been subject to much historical research, including both published histories and heritage reports. These have been drawn on to delve deeper than the known and established themes, to shed more detailed light on the Carlton specific themes, and its diverse range of land uses and built form. The themes include its nineteenth century subdivision, Carlton's historical working-class identity; the history of immigrants, students, academics and artists remaking the suburb's character; and the varied built form which distinguished the nineteenth and twentieth century demographics and communities of the suburb.

This history draws on the themes set out in *Victoria's Framework of Historical Themes*, produced by the Heritage Council of Victoria, which provides the overarching guide. However, not all themes in the Heritage Council document are addressed; for instance agriculture and transport are not considered major themes in Carlton's development. The document also references Context's *Thematic History – A history of the City of Melbourne's Urban Environment*, 2012 which covered the whole of the municipality. While linked to the development of the municipality, the history of Carlton is distinct, and this is reflected in the themes explored in this document. The history is structured with the main theme as each chapter, and relevant sub-themes drawn from the Heritage Council framework listed below. This is consistent with the typical approach to the structure of a Thematic Environmental History.

And:

The Aboriginal history components of the Thematic Environmental History include information obtained from both primary and secondary sources, including during consultation with Elders from the Wurundjeri (5 December 2018, 25 February 2019) and Bunurong (11 December 2018, 13 February 2019) groups...

There are a number of themes where additional research could support further Aboriginal input; these possible future directions are identified (where relevant) under the themes.

The Thematic Environmental History is illustrated, and the topics covered include:<sup>16</sup>

- Pre-contact environment
- Aboriginal people in Carlton
- Peopling Carlton, including migrant groups

- Carlton's industries and workforce
- Trade unions
- Manufacturing, marketing, retailing
- Entertaining and socialising
- Building Carlton including early development through to the twentieth century
- Public parks and spaces
- Governing Carlton, including government and civil institutions
- Crime
- Carlton heritage action
- Carlton's community
- Sport and recreation
- Welfare
- Health
- Education
- Religion
- Creative and cultural Carlton

The references cited in the endnotes to the report, and the bibliography, also indicate the range of sources used and referred to in preparation of the Thematic Environmental History.

*The TEH is included at Attachment A to this report.*

## 4.2 Citations for places with existing HO controls

The following table lists the heritage places with existing Heritage Overlay controls for which detailed citations were prepared (23 citations). The 'Comment' column indicates where errors in the existing mapping and addresses were identified and corrected, and/or other changes/clarifications made during the course of preparing the citations. The corrections to the Heritage Overlay mapping and addresses in the Schedule to the Heritage Overlay are recommended to be undertaken by Council.

In one case (HO71) extending the Heritage Overlay mapping to cover related adjoining properties is recommended, not due to an error, but on the basis of the adjoining properties having been identified and assessed as significant during this study.

Those with an asterisk '\*' were identified as having Aboriginal values or associations, during the engagement work of Extent Heritage.

Table 4 Places with existing heritage controls for which new citations were prepared (in street alphabetical order)

No	Address	HO number	Comment
1	18-22 Cardigan Street	HO35	Mapping corrected and extended, and significance category clarified.

No	Address	HO number	Comment
			The existing extent of the HO covers 18 and 20 Cardigan Street, and not 22 Cardigan Street, although the latter address is in the HO Schedule. The HO boundary has been extended to the north to cover all three heritage dwellings at 18-22 Cardigan Street. The new citation includes the correct map. HO35 is significant; the individual properties have been graded as contributory.
2	50-56 Cardigan Street	HO36	N/A
3	51-71 Cardigan Street	HO27 & HO28	Combining two HOs: The two HOs adjoin each other and have been combined into one HO, on the basis of the shared heritage character and significance of the Victorian terraces and dwellings. The new citation includes the updated and combined map.
4	83-87 Cardigan Street	HO29	N/A
5	101-111 Cardigan Street	HO30	N/A
6	199-201 Cardigan Street	HO32	Mapping updated to align with property boundaries.
7	272-278 Faraday Street	HO56	Mapping corrected and extended: The existing extent of the HO is shown as a circular area centred some metres to the east of 272-278 Faraday Street. This has been amended to reflect the title boundaries of the subject site (four buildings). The new citation includes the correct map.
8	*1-31 Lygon Street	HO64	Heritage overlay description changed from individual heritage place to precinct ('Carlton Union Hotels Precinct). The relative significance of individual buildings in this precinct has been identified.
9	18-24 Palmerston Street	HO71	Extend HO to include adjoining properties: The existing Schedule address and extent of the HO includes 22-24 Palmerston Street, a historic former hotel. The HO has been extended to the east to include two associated cottages at 18-20 Palmerston Street, which are part of the same historic development and share the heritage significance. The new citation includes the extended map and extended address of 18-24 Palmerston Street.

No	Address	HO number	Comment
10	*5-21 Pelham Street	HO81	Heritage overlay description changed from individual heritage place to precinct ('Former Children's Hospital Precinct'). The relative significance of individual buildings in this precinct has been identified .
11	96-106 Pelham Street	HO82	Mapping corrected and extended: The address in the HO Schedule is 96 Pelham Street. The property is also known as 96-106 Pelham Street. The address includes two building components, with the existing extent of the HO not including the main heritage building at this address. The HO map has been extended to the east to include the latter. The new citation includes the correct map.
12	19 Queensberry Street	HO87	N/A
13	59 Queensberry Street	HO90	N/A
14	91-95 Cardigan Street, 128-140 Queensberry Street 144-146 Queensberry Street	HO97  HO807	Citation updated to reflect the change to heritage precinct ('Hotel Lincoln and Environs Precinct') and the incorporation of the adjacent HO807 and the 1905 Chinese Mission Church at 148-150 Queensberry Street, recommended for a heritage control. The relative significance of individual buildings in this precinct has been identified. The extent of the new precinct has been mapped in the citation. This includes incorporated the rear component of the property at 144-146 Queensberry Street, which was not mapped for HO807.
15	133-135 Queensberry Street	HO91	N/A
16	25-27 Rathdowne Street	HO103	Mapping reduced: The existing extent of the HO includes a large property at 23 Rathdowne Street, to the south of the significant dwelling at 25-27 Rathdowne Street. As the south property has no heritage value, no historical connection with 25-27 Rathdowne Street, and incorporates unrelated mid-twentieth century factory/warehouse development, the mapping has been reduced and 23 Rathdowne Street removed from HO103. The site will remain in HO992 (the World Heritage Environs Areas Precinct). The new citation includes the reduced map.



No	Address	HO number	Comment
17	29-31 Rathdowne Street	HO809	This citation was also included in the documentation for Amendment C396. The new citation includes updated mapping.
18	49 Rathdowne Street	HO104	N/A
19	466 Swanston Street	HO111	N/A
20	508-512 Swanston Street	HO112	N/A
21	554-556 Swanston Street	HO113	N/A
22	676-682 Swanston Street	HO116	N/A
23	68-72 Victoria Street	HO118	Mapping corrected and amended: The existing extent of the HO incorrectly includes a portion of the adjoining property at 9 Lygon Street. The HO map has been amended to exclude the latter. The new citation includes the correct map.

*The citations are included at Attachment B to this report.*

### 4.3 Citations for places recommended for new HO controls

Table 5 Places recommended for new HO controls for which citations were prepared

No	Place/address	Brief description
Places outside the existing heritage precincts		
1	RMIT Building 94, 23-37 Cardigan Street	1996 award-winning tertiary institution building by architect Allan Powell
2	Royal Women's Hospital Carpark, 96 Grattan Street	1970s car park building by architects Mockridge, Stahle and Mitchell
3	Melbourne University Earth Sciences Building, 253-283 Elgin Street (McCoy Building)	1975 tertiary institution building by architects Eggleston, Macdonald and Secomb
4	RMIT Building 71, 33-89 Lygon Street (Building 71)	Former commercial/manufacturing building of c. 1938 in the Moderne style
5	Co-operative Housing (also known as 'Cross Street Co-operative Housing'), 422-432 Cardigan Street	Large early 1970s award-winning development of co-operative housing, located between Cardigan and Lygon streets, with several large building components and a landscaped setting

	Places within Carlton Precinct HO1, but not of the precinct period of significance	
6	Commercial/office building, 207-221 Drummond Street	Mid-1980s office building by architects Ashton Raggatt McDougall
7	Townhouses, 129-135, 137 and 139-141 Canning Street	Early 1980s residential row of townhouses by architects Denton Corker Marshall
	Serial listings	
8	Ministry of Housing Infill Public Housing, 75-79 Kay Street, 78 Kay Street, 43-45 Kay Street/136 Canning Street, 76 and 80 Station Street, 51-53 Station Street, and 56-58 and 60-62 Station Street	1980s programme of low-scale infill public housing constructed in several locations in Carlton (Kay, Canning and Stations streets), and designed by noted architects including Edmond & Corrigan, Greg Burgess and Peter Crone
9	RMIT buildings 51, 56 and 57, 80-92 Victoria Street, 115 Queensberry Street and 53 Lygon Street	Three related tertiary institution buildings – RMIT buildings 51, 56 and 57 – constructed in the 1970s and 1980s as part of an RMIT masterplan and building programme

*The citations are included at Attachment C to this report.*

#### 4.4 Additional statements of significance for select places in HO1

Statements of significance were prepared for the following places in the Carlton Precinct HO1.

Table 6 Places for which statements of significance were prepared

Place/address	Existing grading	New grading
Clyde Hotel, 377-391 Cardigan Street, Carlton, is an interwar hotel which is substantially intact to its 1940 form and detailing.	Contributory	Significant (HO1)
64-68 Drummond Street, 1880s villa with rear 1980s art gallery addition by Nonda Katsalidis; the latter is an additional significant component of the property.	Significant	Significant (HO1)
San Marco Social Club (former 1880s dance hall/Monash House), 149-151 Canning Street, corner of Kay and Canning streets, is a long-standing place of value to the local community, including the Jewish and later the Italian community.	Contributory	Significant (HO1)
Carlton Squares (Argyle Square, Macarthur Square, Murchison Square, Lincoln Square and University Square), provide evidence of early town planning in Carlton, having been conceived as urban spaces in the 1850s and formally gazetted in the 1860s. Carlton Precinct HO1 to be amended to include Lincoln Square in Carlton Precinct HO1	Ungraded	Significant (HO1)

*The statements of significance are included at Attachment D to this report.*

#### 4.5 Revised statement of significance for Carlton Precinct HO1

As noted, the statement of significance for the large Carlton Precinct HO1 was reviewed and updated, as a result of this study.

*The revised statement of significance is reproduced at Attachment E to this report.*

#### 4.6 Documentation of the Aboriginal engagement

As noted at Section 3.11, the study included engagement with the Aboriginal community (Traditional Owners), with the objective being to discover, highlight and document their stories, histories and relationship to places in the study area. Through this, the project seeks to recognise the importance of the area to Aboriginal people. One of the key study outputs is the documentation arising out of this engagement, as prepared by Extent Heritage. This includes:

- Input into the Thematic Environmental History
- Input into select place citations
- Other recommendations for consideration on how to respect and interpret the Aboriginal values and places in the study area

#### 4.7 Summary of report attachments

The attachments to this report are as follows:

- *Attachment A:* Thematic Environmental History
- *Attachment B:* Citations for existing Heritage Overlay places
- *Attachment C:* Citations for places recommended for Heritage Overlay controls
- *Attachment D:* Statements of significance for places in HO1
- *Attachment E:* Revised statement of significance for Carlton Precinct HO1
- *Attachment F:* Additional recommendations memorandum

## 5.0 SUMMARY OF STUDY RECOMMENDATIONS

There are a number of recommendations arising out of this heritage study. Some are already identified above, while additional recommendations are identified and explained below.

### 5.1 Adopt the recommended change of HO places to precincts

It is recommended to change the description of the following places to heritage precinct :

HO number	Place name	Address
HO81	Former Children's Hospital Precinct	110, 112, 114, 116-140, 142-150 Drummond Street, 125-139, 141- 161 Rathdowne Street, Carlton
HO64	Carlton Union Hotels Precinct	1-31 Lygon Street, Carlton

Statements of significance for these places should be incorporated into the planning scheme as per the requirements of PPN01. The schedule at Clause 43.01 should be updated to reflect the new place names.

### 5.2 Adopt the recommended changes to HO97 and HO807 to create Hotel Lincoln and Environs Precinct

It is recommended to expand the existing HO97 heritage precinct to comprise the following places, to be known as HO97- Hotel Lincoln and Environs Precinct:

Current HO	Address	Proposed HO
HO97	91-95 Cardigan Street, 128-140 Queensberry Street	HO97- Hotel Lincoln and Environs Precinct:
HO807	144-146 Queensberry Street	HO97- Hotel Lincoln and Environs Precinct:
-	148-150 Queensberry Street	HO97- Hotel Lincoln and Environs Precinct:

The statement of significance for this place should be incorporated into the planning scheme as per the requirements of PPN01. The schedule at Clause 43.01 should be updated to reflect the new precinct, and the removal of HO807. The HO map should be updated to reflect the single heritage overlay for these properties.

### 5.3 Adopt the revised Heritage Overlay place citations

Detailed revised citations were prepared for the following places with existing Heritage Overlay controls; it is recommended that these be adopted by Council. The statements of significance should be incorporated into the planning scheme as per the requirements of PPN01

Place name/address	HO number
18-22 Cardigan Street	HO35
50-56 Cardigan Street	HO36
51-71 Cardigan Street	HO27 & HO28
83-87 Cardigan Street	HO29
101-111 Cardigan Street	HO30
199-201 Cardigan Street	HO32
272-278 Faraday Street	HO56
1-31 Lygon Street	HO64 *
18-24 Palmerston Street	HO71
5-21 Pelham Street	HO81 *
96-106 Pelham Street	HO82
19 Queensberry Street	HO87
59 Queensberry Street	HO90
128-140 Queensberry Street	HO97 *
133-135 Queensberry Street	HO91
25-27 Rathdowne Street	HO103
29-31 Rathdowne Street	HO809 **
49 Rathdowne Street	HO104
466 Swanston Street	HO111
508-512 Swanston Street	HO112
554-556 Swanston Street	HO113
676-682 Swanston Street	HO116
68-72 Victoria Street	HO118

\* Denotes places that are recommended to be amended as precincts

\*\* Denotes citation was also included Amendment C396

#### 5.4 Adopt the revised Carlton Precinct HO1 citation and statement of significance and amend the precinct boundaries

The citation and statement of significance for HO1 have been amended, with the revised and updated statement recommended to be adopted by Council, and to replace the existing statement. Boundary changes have also been recommended as a result of fieldwork, which comprise the inclusion of the following properties:

Place name/address	Current HO number
245-249 Cardigan Street	HO34
251-257 Cardigan Street	-
Lincoln Square	-

The boundaries to HO1 should be adjusted and the revised statement of significance incorporated into the planning scheme as per the requirements of PPN01.

## 5.5 Adopt the recommendations at Attachment F

The memorandum at Attachment F presents the findings of the additional review work undertaken between May and July 2020 as part of this Heritage Review, including of review of heritage categories/gradings, mapping and addressing issues.

The memorandum includes recommended changes to significance categories for places in the large HO1 Carlton Precinct and other Heritage Overlays. at Attachment F.

## 5.6 Adopt the statements of significance

Statements of significance were prepared for the following graded places included in the Carlton Precinct HO1; it is recommended that these be adopted by Council:

- Clyde Hotel, 377-391 Cardigan St, Carlton
- 64-68 Drummond Street
- San Marco Social Club, 149-151 Canning Street
- Historic squares of Carlton

The following places are also recommended to be upgraded from contributory to significant grading:

- Clyde Hotel, 377-391 Cardigan St, Carlton
- San Marco Social Club, 149-151 Canning Street

The property at 64-68 Drummond Street (Victorian villa) is already graded significant, with the 1980s art gallery extension recommended to be included under the significant grading.

The following squares are to be upgraded to a significant grading: Argyle Square, Lincoln Square, Macarthur Square, Murchison Square.

These statements will be included in the Carlton Heritage Review which will be a reference document in the Melbourne Planning Scheme. The Incorporated Document Heritage Places Inventory should be updated to reflect the recommended significance changes identified in the statements.

## 5.7 Include in the Heritage Overlay

The following individual places are currently not subject to Heritage Overlay controls, and are recommended to be added to the Schedule of the Heritage Overlay as significant places:

- RMIT Building 94, 23-27 Cardigan Street
- Royal Women's Hospital Carpark, 96 Grattan Street



- Melbourne University Earth Sciences Building, with elevated pedestrian bridge, corner of Swanston and Elgin streets
- RMIT Building 71, 33-89 Lygon Street
- Co-operative Housing (also known as 'Cross Street Co-operative Housing')

The following individual places are currently located in the Carlton Precinct HO1, but are recommended for individual Heritage Overlay controls:

- Commercial/office building, 207-221 Drummond Street
- Townhouses at 129-139 Canning Street

The following places are located within and outside the Carlton Precinct HO1, and are recommended to be included in the Heritage Overlay as serial listings:

- Ministry of Housing Infill Public Housing
- RMIT buildings 51, 56 and 57 in Victoria, Queensberry and Lygon streets

## 5.8 Remove from the Heritage Overlay

The following places (existing individual Heritage Overlay places) are recommended to be removed from the Heritage Overlay, due to the original heritage building/property having been demolished and the site redeveloped.

- HO96, 106-108 Queensberry Street
- HO70, 16-22 Orr Street
- HO811, 630 Swanston Street
- HO117, 784-786 Swanston Street

## 5.9 Adopt outcomes of the Traditional Owner engagement

Extent Heritage, during and as a result of the Traditional Owner engagement, and in addition to the inputs into the Thematic Environmental History, identified some places in the study area with existing heritage controls where the heritage documentation (citation) is recommended to be enhanced and updated (i.e. to vary and update the text relating to significance).

The existing places included in the Heritage Overlay, where the citation has been enhanced and updated as part of this study are:

- Carlton Union Hotels Precinct, 1-31 Lygon Street (HO64)
- Former Children's Hospital Precinct, 5-21 Pelham Street (HO81)

The citation for the following place included in the Victorian Heritage Register is recommended to be enhanced and updated by Heritage Victoria:

- La Mama Theatre, 205-207 Faraday Street, on the VHR (H1991). Amend existing citation to recognise an association with Australia's first all-Aboriginal acting company, Nindethana.

New interpretation is also recommended for consideration for the following sites in the study area:

- Site of the demolished Royal Women's Hospital, at the corner of Swanston and Grattan streets. Through consultation with Traditional Owners, and with reference to the Royal Women's Hospital's submission to the Senate Enquiry on forced adoption (Professor Shurlee Swain, 2012)

this is recognised as the birthplace of many Aboriginal people but also as a site of forced child removals; it has dual significance.

- Site of the demolished Pram Factory theatre, at 317-337 Drummond Street. The Pram Factory was the birthplace of Nindethana, Australia's first all-Aboriginal acting company.

Of the places within the Carlton Precinct HO1:

- The historic squares of Carlton, particularly Macarthur Square, were noted as meeting places for Aboriginal people in the second half of the twentieth century.

The statement of significance for HO1 was also amended to include references to the Woiwurrung and Boonwurrung peoples in the pre-contact period, and to the more contemporary involvement and experiences of Aboriginal people in the precinct area.

Further consultation with Traditional Owner groups may be required in order to ensure correct and sensitive cultural heritage interpretation.

## 5.10 Additional research

Some areas of additional research have been identified during the course of this study, including in relation to several of the significant themes identified in the Thematic Environmental History. These include the later twentieth century music scenes and alternative cultural movements in the suburb; and the later work of the Housing Commission of Victoria (Ministry of Housing).

There are also a number of themes which could not all be pursued within the scope of this project, and where additional research could support further Aboriginal input. These include the role of Trades Hall as the site of some of the pivotal early meetings which led to the establishment of pioneering Aboriginal welfare organisations dealing in health, education and legal services, and which might also be linked to the emergence of an Aboriginal rights framework. This was suggested in consultation with the Bunurong Elders but was disputed by some Wurundjeri Elders.<sup>17</sup>

## 5.11 Update mapping/correct addresses

Several of the places (existing individual Heritage Overlay places) identified in Table 4 at Section 4.2 above have incorrect mapping and addresses, or are recommended to be extended to include adjoining places. These recommendations are identified in the table, and also in the place citations. It is recommended that the changes be made and that the errors be rectified in the Heritage Overlay mapping and schedules, where relevant.

During the course of the study research and fieldwork, some errors and inconsistencies were also identified for places located in the HO1 precinct. These errors are identified in an excel spreadsheet, completed as a project management tool for internal use as part of the study.

Heritage Overlay mapping will be updated to reflect the recommendations to amend the boundaries of HO1 to:

- Include Lincoln Square within Carlton Precinct HO1
- Include HO34 (245-249 Cardigan Street) and the adjacent property at 255 Cardigan Street in HO1 as contributory places.

## ENDNOTES

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- 1 Extent Heritage. 2017. Fishermans Bend Cultural Values Assessment. For Fishermans Bend Taskforce, p. 10.
- 2 Extent Heritage. 2016. Moonee Ponds Creek Cultural Values Recording. For City of Moonee Valley, p. 17.
- 3 Pascoe, B. 2014. Dark Emu, Black Seeds: Agriculture or Accident? Magabala Books Aboriginal Corporation: Broome, Western Australia, p. 22; Extent Heritage. 2018. City River Aboriginal Cultural Narrative. For City of Melbourne, p. 14.
- 4 Extent Heritage 2018, p. 17.
- 5 Canning, S and Thiele, F 2010. Indigenous cultural heritage and history within the Metropolitan Melbourne Investigation Area. For the Victorian Environmental Assessment Council, p. 21-2.
- 6 Thematic History: A History of the City of Melbourne's Urban Environment, Context Pty Ltd 2011, published by the City of Melbourne in 2012
- 7 Pam McLean & Malcolm Turnbull, in Peter Yule (ed.), Carlton: A History, Melbourne University Press, Carlton, 2004
- 8 See <http://www.cchg.asn.au/>
- 9 See <https://participate.melbourne.vic.gov.au/>
- 10 Victorian Planning Provisions, Practice Note 1, 'Applying the Heritage Overlay', August 2018, p. 2.
- 11 Victorian Planning Provisions, Practice Note 1, 'Applying the Heritage Overlay', August 2018, p. 2.
- 12 See <http://www.cchg.asn.au/>
- 13 Submitted to Council on 23 October 2018, following consultation with the Carlton heritage team.
- 14 Victorian Planning Provisions, Practice Note 1, 'Applying the Heritage Overlay', August 2018, p. 6.
- 15 Submitted to Council on 23 October 2018, following consultation with the Carlton heritage team.
- 16 The topics draw on the themes set out in Victoria's Framework of Historical Themes, produced by the Heritage Council of Victoria (n.d.).
- 17 Extent Heritage, Traditional Owners engagement, December 2018 to February 2019.

