

From: Adrian.Williams@delwp.vic.gov.au
To: [Colin Charman](#); [Robyn Hellman](#)
Subject: Fw: Amendment C258 to the Melbourne Planning Scheme (2844188)[NRF-APAC.FID1820510] - from Norton Rose Fulbright
Date: Monday, 30 July 2018 5:47:20 PM
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[Letter to Planning Panels.PDF](#)
[164-184 Roden Street West Melb C258 Panel Raworth.pdf](#)

Regards,

Adrian Williams | Planning Panels Victoria

Planning | Department of Environment, Land, Water and Planning

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----- Forwarded by Adrian Williams/Person/VICGOV1 on 30/07/2018 05:43 PM -----

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Subject: Amendment C258 to the Melbourne Planning Scheme (2844188)[NRF-APAC.FID1820510]
Sent by: "Budd, Marnie" <marnie.budd@nortonrosefulbright.com>

Dear Panel Coordinator

Please see attached letter and Evidence on behalf of Oliver Hume Property Funds concerning the land at 164 – 184 Roden Street, West Melbourne.

A hard copy has been couriered to you this afternoon.

Kind regards

Tamara Brezzi | Partner

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Your reference:	Our reference:
	2844188

The Planning Coordinator
Planning Panels Victoria
Level 5
1 Spring Street
Melbourne Vic 3000

**Amendment C258 to the Melbourne Planning Scheme
164-184 Roden Street, West Melbourne**

In accordance with the Panel's Directions dated 13 June 2018, we enclose by way of service 4 copies of an expert report prepared by Bryce Raworth, Bryce Raworth Pty Ltd.

Yours faithfully

Tamara Brezzi
Partner
Norton Rose Fulbright Australia

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30 July 2018

 **NORTON ROSE FULBRIGHT**

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164-184 Roden Street
West Melbourne

Expert Witness Statement to Panel
Amendment C258 to the Melbourne Planning Scheme

Bryce Raworth

Conservation Consultant and Architectural Historian

Prepared under instruction from Norton Rose Fulbright

July 2018

Expert Witness Statement to Panel
Amendment C258 to the Melbourne Planning Scheme

July 2018

1.0 Introduction

1. This report was prepared under instruction from Norton Rose Fulbright Lawyers on behalf of the owners of the subject site at 164-184 Roden Street, West Melbourne. I have been asked to provide comment on the heritage considerations associated with Amendment C258 to the *Melbourne Planning Scheme*, which proposes, amongst other changes, to apply new heritage gradings to the subject site and update the heritage policy at Clause 22.05.
2. The Amendment has been prepared by Council and applies to all land within the Melbourne municipal area affected by a Heritage Overlay. The Amendment implements the recommendations of the *'Heritage Policies Review 2016'* and the *West Melbourne Heritage Review 2016*. The Amendment proposes to make the following changes to the Melbourne Planning Scheme:
 - (1) revises the content of the two local heritage policies, Clause 22.04 (Heritage Places within the Capital City Zone) and Clause 22.05 (Heritage Places Outside the Capital City Zone)—both new policies have permit application requirements and provisions relating to demolition, alterations, new buildings, additions, restoration and reconstruction, subdivision, vehicle accommodation, and services and ancillaries;
 - (2) modifies the Schedule to Clause 43.01 Heritage Overlay to introduce 20 new heritage places and revises the descriptions of five existing heritage places in West Melbourne;
 - (3) replaces an existing incorporated document: 'Heritage Places Inventory June 2016' which grades heritage places using the A to D heritage grading system with a new incorporated document 'Melbourne Planning Scheme, Heritage Places Inventory 2017' which grades all heritage places within a heritage overlay using a Significant/Contributory/Non-Contributory grading system;
 - (4) amends the Schedule to Clause 81.01 (Incorporated Documents) to introduce two new incorporated documents:
 - (a) 'Melbourne Planning Scheme Amendment C258: Heritage Precinct Statements of Significance 2017' which comprises the statements of significance currently included within Clause 22.04 (Heritage Places Within the Capital City Zone) and additional statements of significance for the six largest existing heritage precincts outside the Capital City Zone; and
 - (b) 'West Melbourne Heritage Review 2016: Statements of Significance'. The heritage gradings assessed under the 'West Melbourne Heritage Review 2016' are included in the proposed 'Melbourne Planning Scheme, Heritage Places Inventory 2017'.

- (5) amends planning scheme maps 5HO, 7HO and 8HO to introduce 20 new Heritage Overlays and to revise the boundaries of eight existing Heritage Overlays, in West Melbourne.
3. Relevant to the subject site, the Amendment seeks to amend the grading of the buildings on the site.
4. I have previously provided heritage advice in relation to the subject property, when an application to redevelop the site was reviewed by the VCAT in 2017, and with respect to an application currently being considered by Council.
5. This statement has been prepared with assistance from Guy Murphy and Martin Turnor of my office. The views expressed are my own.

2.0 Sources of Information

6. The analysis below draws upon inspections of the subject site, and a review of the relevant Amendment C258 documentation, including the *West Melbourne Heritage Review 2016* by Graeme Butler & Associates. Reference has also been made to the City of Melbourne's *i-Heritage Database*, the *Melbourne Planning Scheme's Heritage Places Inventory* (June 2016 and, more recently, March 2018), the Heritage Overlay provisions in the *Melbourne Planning Scheme* (Clauses 43.01 and 22.05), and the *Practice Note 1: Applying the Heritage Overlay* (July 2015).
7. This report also draws on my statement of evidence to the VCAT in regard to an application for redevelopment of the site, as well as a statement of evidence by Meredith Gould in relation to the same and the relevant Tribunal decision (VCAT Ref. No.s P2374/2016 & P2588/2017).
8. The Amendment C258 documentation, including a corrected version of the *Heritage Places Inventory*, was re-exhibited in November 2017. Council subsequently made a range of changes to the C258 Amendment documentation, including Clause 22.05, as a result of submissions received, and these were adopted as a result of the Future Melbourne Committee Resolution of 20 February 2018. These changes have been reviewed, as has Council's Part A Submission, recently circulated.

3.0 Author Qualifications

9. A statement of my qualifications and experience with respect to urban conservation issues is appended to this report. Note that I have provided expert witness evidence on similar matters before the VCAT, Heritage Council, Planning Panels Victoria and the Building Appeals Board on numerous occasions in the past, and have been retained in such matters variously by municipal councils, developers and objectors to planning proposals.

4.0 Declaration

10. I declare that I have made all the inquiries that I believe are desirable and appropriate, and that no matters of significance which I regard as relevant have to my knowledge been withheld from the Panel.

A handwritten signature in black ink, appearing to read 'B. Raworth', with a stylized flourish and a period at the end.

BRYCE RAWORTH

5.0 History & Description

11. By the late nineteenth century, the area of West Melbourne surrounding the intersection of Hawke and Roden Streets with Adderley Street was largely residential in character, the land subdivided into narrow lots containing terrace housing. An exception to this was the large portion of land on the block on the north side of this intersection, which contained a large brick store.
12. A notice of acceptance of tender for the construction of this building for Briscoe & Co had appeared in the Australasian Builder and Contractor's News on 6 July 1889. The architects were Oakden, Addison and Kemp, and the tenderer was J. Dunton. Briscoe and Company had its origins in Wolverhampton in the eighteenth century, and the branch it established in Melbourne in 1852 developed into successful hardware merchants.¹ After initially focussing on retail activities, by the early 1880s it had turned to wholesale trading, building a commodious new warehouse in Collins Street east, to which the Roden Street warehouse presumably served a secondary role. The 1895 MMBW plan shows the outline of the Briscoe Company's store at that time. In 1925 the store was extended northwards over the adjacent addresses of 166, 168, 170 Roden Street and 137 and 141 Hawke Street, replacing the dwellings that were formerly located there. These works were designed by architects Purchas and Teague.²



Figure 1 (left) 1895 MMBW extract showing the Briscoe & Co building on the south side of the site, with dwellings further north.
Figure 2 (right) recent aerial view showing the northern addition that replaced the adjacent dwellings.

13. In 1937 the Briscoe Company sold its Little Collins Street address, and constructed a major upper level addition to their Roden Street store with the intention of consolidating their activities in one location.³ These works were also designed by

¹ Sydney Morning Herald, 17 December, 1906, p.9.

² Graeme Butler & Associates, West Melbourne Heritage Review, February 2016.

³ Age, 4 November, 1937, p.9.

Purchas and Teague.⁴ The move reflected a broader trend for the industrialisation of West Melbourne in the decades before WW2.

14. The subject property is a large, essentially rectangular portion of land bound by Roden Street to the south-east, Adderley Street to the south-west, and Hawke Street to the north-west. The site is comprised of two allotments, the northern one identified as 164-170 Roden Street (or 135 Hawke Street) and the larger southern as 172-184 Roden Street. The site gradually slopes downhill in a westerly direction by approximately 3 metres.
15. 164-170 Roden Street is occupied by a two-storey industrial building of over painted brick set on bluestone foundations, being the 1925 addition to the main 1889 building. The two street elevations each feature a large arched entrance, with a high plain brick parapet that conceals the sawtooth roof. The Hawke Street elevation includes some non-original window openings on the north side at ground and first floor level. The arched vehicle doors feature bluestone quoins, early double timber doors and a rendered string line and keystone. They are accessed from the street via bluestone cobbled entries.
16. The property at 172-184 Roden Street (also addressed as 182-202 Adderley Street) is a large three-storey industrial brick building of composite origins. The ground floor incorporates the original, presumably single-storey 1889 Briscoe building. The elevations to Hawke and Adderley Street retain their original brick elevations (over-painted), including narrow, regularly spaced window openings with bluestone sills. The remaining first and second floors to these frontages, and also all the Roden Street frontage date from c.1937, and are of a relatively simple Art Deco expression. The pedestrian entrance to Roden Street is marked by decorative detailing including half-columns, glass bricks to the stairwell and fins to the parapet. The metal framed windows at each level are linked by continuous rendered lintels and sills. Modern single-pane showroom windows have been installed on the south end of the Roden Street elevation at street level.
17. Roden Street is a broad, two lane thoroughfare, divided by a central median strip containing car parking and mature tree plantings. Each side features on-street parallel parking, bluestone kerbing and gutters, and a broad, asphalted footpath. Adderley Street to the south is similarly proportioned without a median strip, but including nature strips. Hawke Street has the same general character as Roden Street.
18. The site is located within a surrounding context of predominantly one to four storey residential buildings, including many of the Victorian terraces visible in the 1895 MMBW plan. The adjacent site to the north at 158-160 Roden Street contains a c.1960s brick workshop. The balance of the nearby street contains Victorian terraces and later infill, including a four storey apartment development. The opposite south side of Adderley Street contains a mixture of Victorian terraces and later low rise infill. On the west side of the building, the adjacent sites to the north

⁴ Graeme Butler & Associates, West Melbourne Heritage Review, February 2016.

at 127-133 Hawke Street contain intact double-storey Victorian terraces. The opposite west side of the street contains single and double-storey Victorian houses.

19. Further north along Hawke Street are other large multi-storey pre-WW2 industrial structures, with a recent infill apartment building comprising a four storey frontage, with an additional floor at a setback.



Figure 3 The Hawke Street frontage of the subject site.



Figure 4 View of the subject site (marked with a red arrow) from further north along Hawke Street.



Figure 5 View from the south west across the intersection of Hawke and Adderley Streets, with part of the Hawke Street elevation visible at left, and the southern Adderley Street frontage at centre and right.



Figure 6 Part of the east elevation to Roden Street showing the Moderne detailing above the pedestrian entry bay.



Figure 7 View of the full Roden Street frontage as seen from further north along Roden Street.



Figure 8 View east along Adderley Street past the subject site.

6.0 Heritage Registers and Listings

Victorian Heritage Register

20. The subject site is not included on the *Victorian Heritage Register*.

National Trust

21. The subject site is not classified by the National Trust.

City of Melbourne

22. The site is located on the southern edge of the North and West Melbourne Precinct in the *Melbourne Planning Scheme* (HO3). External paint controls apply under the provisions of this overlay, but not internal controls.

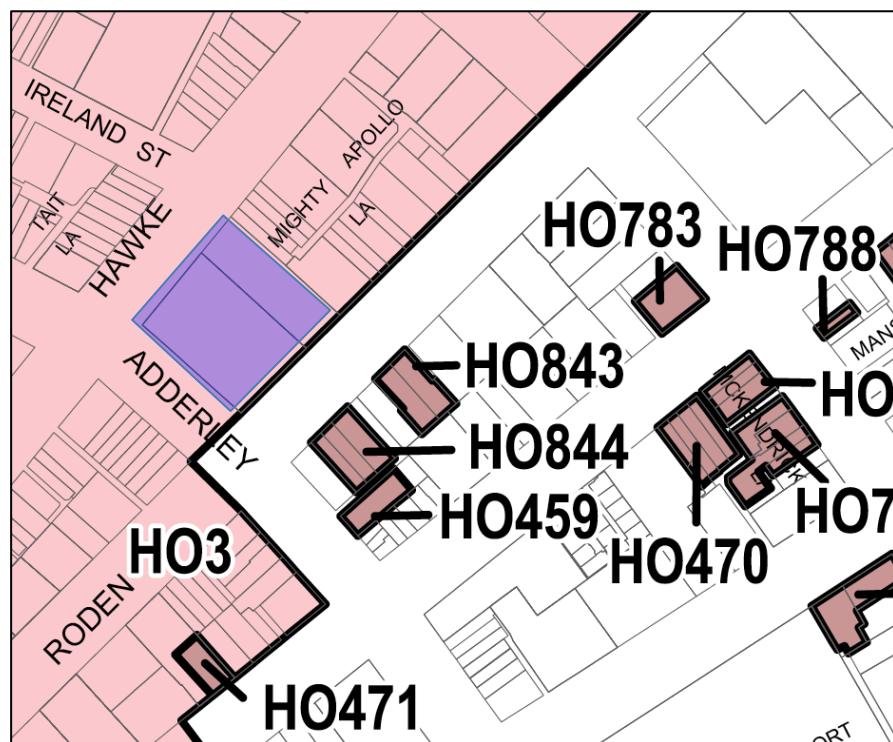


Figure 9 City of Melbourne Heritage Overlay Map showing the subject site shaded blue. It lies within the North and West Melbourne Precinct, HO3.

23. The *Heritage Places Inventory* (March 2018) attributes gradings to buildings and streetscapes within the precinct using the following grading system (as defined in *Clause 22.05*).

'A' Buildings

'A' buildings are of national or state importance, and are irreplaceable parts of Australia's built form heritage. Many will be either already included on, or recommended for inclusion on the Victorian Heritage Register or the Register of the National Estate.

'B' Buildings

'B' buildings are of regional or metropolitan significance, and stand as important milestones in the architectural development of the metropolis. Many will be either already included on, or recommended for inclusion on the Register of the National Estate.

'C' Buildings

'C' buildings. Demonstrate the historical or social development of the local area and /or make an important aesthetic or scientific contribution. These buildings comprise a variety of styles and building types. Architecturally they are substantially intact, but where altered, it is reversible. In some instances, buildings of high individual historic, scientific or social significance may have a greater degree of alteration.

'D' buildings

'D' buildings are representative of the historical, scientific, architectural or social development of the local area. They are often reasonably intact representatives of particular periods, styles or building types. In many instances alterations will be reversible. They may also be altered examples which stand within a group of similar period, style or type or a street which retains much of its original character. Where they stand in a row or street, the collective group will provide a setting which reinforces the value of the individual buildings.

Level 1 Streetscapes

Level 1 streetscapes are collections of buildings outstanding either because they are a particularly well preserved group from a similar period or style, or because they are highly significant buildings in their own right.

Level 2 Streetscapes

Level 2 streetscapes are of significance either because they still retain the predominant character and scale of a similar period or style, or because they contain individually significant buildings.

Level 3 Streetscapes

Level 3 streetscapes may contain significant buildings, but they will be from diverse periods or styles, and of low individual significance or integrity.

24. 172-184 Roden Street and 135-141 Hawke Street (164-170 Roden Street) are identified as D grade buildings in a Level 3 streetscape in the *Heritage Places Inventory March 2018*, an incorporated document to the *Melbourne Planning Scheme*. It is notable for the application of policy at Clause 22.05 that D grade buildings in a Level 3 streetscape are not identified as contributory buildings. Properties adjacent to 164-170 Roden Street include a pair of double-storey Victorian terrace dwellings at 127-133 Hawke Street, graded D in a Level 2 streetscape; and a modern single-storey cream brick commercial building at 160 Roden Street, graded (though perhaps incorrectly) D in a Level 3 streetscape.
25. *Planning Scheme Amendment C258* is currently under exhibition and includes reference to citations for the buildings on the subject land prepared as part of the *West Melbourne Heritage Review*. These citations confirm the phases of physical development established in our analysis, and include statements of significance and gradings. They proposed to upgrade the gradings for each of the buildings from D in a Level 3 streetscape to C in a Level 2 streetscape.
26. The proposed *C258 Heritage Places Inventory 2017* will use a simpler grading system of 'Significant', 'Contributory' and 'Non-contributory' for buildings, and 'significant' or 'not significant' for streetscapes. Rather confusingly, it has three entries relating to the subject development site, which are cited as follows.

<i>Street</i>	<i>Number</i>	<i>Building Grading</i>	<i>Significant Streetscape</i>
<i>Roden Street</i>	<i>164-170, part (Briscoe and Co ironmongers warehouse complex, Hawke Street Wing)</i>	<i>Significant</i>	-
<i>Roden Street</i>	<i>164-170, part (Briscoe and Co ironmongers warehouse complex, Roden Street Wing)</i>	<i>Contributory</i>	-
<i>Roden Street</i>	<i>164-184, Briscoe and Co ironmongers warehouse complex</i>	<i>Significant</i>	-

7.0 Significance

27. Inter alia, *Amendment C258* proposes to introduce a statement of significance for North and West Melbourne Precinct (HO3) as follows:

What is significant?

North and West Melbourne Precinct was developed from the mid-nineteenth century as part of the extension of Melbourne to its north and west during a period of significant population growth. Significant and contributory development in the precinct dates from the mid nineteenth century through to the interwar period, although Victorian development predominates. Some places of heritage value may also be outside this date range. The precinct is mainly residential, but with historic mixed use development, and several commercial streetscapes.

The following are the identified 'key attributes' of the precinct, which support the assessed significance:

- *Typical nineteenth century building characteristics including:*
 - *Use of face brick and rendered masonry building materials, with timber and bluestone indicating earlier buildings.*
 - *Hipped roof forms with chimneys and parapets; verandahs which are simply detailed or have more decorative cast iron work; iron palisade fences on stone plinths; and limited or no front and side setbacks.*
- *Comparatively high number of buildings of the 1850s and 1860s.*
- *Modest workers' cottages as the common housing type, often in consistent and repetitive terrace rows, with simple forms and detailing.*
- *Other development including larger Victorian dwellings and two-storey terrace houses; Edwardian dwellings on the site of the former Benevolent Asylum; and interwar buildings.*
- *Typically low scale character, of one and two-storeys, with some larger three-storey buildings.*
- *Streets of consistent scale, or with greater scale diversity and contrasting modest and larger buildings.*
- *Streets which display historic mixed uses including residential, commercial, manufacturing and industrial uses.*
- *Nineteenth and twentieth century hotel buildings and shops located on corners and within residential street blocks.*
- *Secondary or 'little' streets, including named lanes, with workers cottages, warehouses and workshops, occasional stables and small scale early twentieth century commercial and industrial development.*
- *Importance of Errol, Victoria and Queensberry streets, being some of inner Melbourne's most extensive and intact commercial streetscapes.*

- *Remarkable 1870s-80s civic development at the corner of Errol and Queensberry streets, with the town hall tower being a local landmark.*
- *Views from lanes to historic outbuildings and rears of properties, providing evidence of historic property layouts.*
- *Undulating topography which has allowed for views and vistas of prominent elements such as the town hall tower and church spires.*
- *Important role of religion as demonstrated in the large and prominent ecclesiastical buildings and complexes.*
- *Evidence of change and evolution in the precinct, with streets having buildings from different periods, and historic buildings such as former factories and warehouses adapted and converted to new uses.*
- *Nineteenth century planning and subdivisions as evidenced in:*
 - *Hierarchy of principal streets and secondary streets and lanes.*
 - *Regular grid of straight north-south and east-west streets in the centre of the precinct.*
 - *Contrasting street alignments in the north of the precinct, where streets angle east to meet Flemington Road; and in the south of the precinct, where the CBD streets extend to meet the precinct.*
- *Large and irregular street intersections including three or more streets meeting at oblique angles.*
- *Lanes which provide access to rears of properties and act as important minor thoroughfares.*
- *Principal streets characterised by their width and open character, with vistas available along their length; these are sometimes distinguished by street tree plantings including planes, elms and eucalypts.*
- *Importance of major roads and thoroughfares which border or traverse the precinct including Flemington Road, a grand Victorian boulevard which was historically the route to the goldfields; and Victoria, Peel and Elizabeth streets.*
- *Historic street materials including bluestone kerbs and channels, and lanes with original or relayed bluestone pitchers and central drains.*
- *Vehicle accommodation is generally not visible from principal streets, but more common to rears of properties, with lane access.*

How is it significant?

North and West Melbourne Precinct is of historical, social and aesthetic/architectural significance to the City of Melbourne.

Why is it significant?

North and West Melbourne Precinct is of historical significance, as a predominantly Victorian-era precinct associated with the nineteenth century growth of Melbourne to its north and west. As early as 1852, streets in the centre of the precinct, and north of Victoria Street, were laid down in a rigorous grid. Early development of the 1850s and 1860s also reflects local involvement in servicing the goldfields traffic and migration of people from Melbourne to the gold rush centres to the north-west. Hotham Hill, in the north of the precinct, was a notable development from the 1860s, its elevated position attracting grander residential development. West Melbourne also developed its own identity in the nineteenth century, being an early residential suburb with mixed housing types, which was later largely transformed including through the expansion of industry and manufacturing. Major roads and streets which traverse or border the precinct, including Victoria, Peel and Elizabeth streets, and Flemington Road, were historically important early Melbourne thoroughfares and boulevards. Flemington Road was envisioned by Robert Hoddle as major route out of Melbourne, its status confirmed in the Roads Act of 1853. The working class history of the precinct is particularly significant, demonstrated in the characteristically modest dwellings and historic mixed use development, including the proximity of houses to commercial, manufacturing and industrial buildings, historic corner shops and hotels, and churches and schools. The Catholic Church was a particularly prominent local denomination. Residents of the precinct were employed in some of Melbourne's most important nineteenth and early twentieth century industries, located close to

the precinct, including markets, abattoirs, railways and the port at Victoria Dock. Residents were also politically active, forming various associations in the nineteenth and early twentieth centuries, and being prominent in the women's suffrage and World War I anti-conscription movements.

North and West Melbourne Precinct is of social significance. Residents value its historic streetscapes, its 'walkability', and its notable commercial development and village character centred on Errol, Victoria and Queensberry streets. Proximity to the nearby Victoria Market, Arden Street Oval and the city, is also highly valued.

The aesthetic/architectural significance of the North and West Melbourne Precinct largely rests in its Victorian-era development including workers' cottages, rows of simply detailed modest dwellings, and two-storey terrace houses. These are complemented by larger Victorian dwellings, Edwardian development on the site of the former Benevolent Asylum, and historic mixed use buildings, with the latter often located in residential streets. There is also some variety in building and allotment sizes, and building heights, styles, materials and setbacks. In the Hotham Hill area, residential streets are wide and elevated, and comparatively intact, with larger residences. In the precinct's south, development is finer grained. Large brick warehouses, from the late nineteenth and early twentieth century, are located in the east of the precinct near Victoria Market. The precinct also has some of inner Melbourne's most extensive and intact commercial streetscapes, including significant concentrations on Errol, Victoria and Queensberry streets. Errol Street is particularly distinguished by the remarkable 1870s civic development, with the town hall tower a significant local landmark. Throughout the precinct, principal streets connect with secondary or 'little' streets, reflecting typical nineteenth century planning. These secondary streets reinforce the 'permeable' character and pedestrian nature of the precinct, enhanced by the network of lanes which are demonstrably of nineteenth century origin and function, and continue to provide access to the rears of properties. The lanes were also historically used to access small scale commercial and industrial operations, concentrated in the secondary streets of the precinct. Aesthetically, the precinct also has an open character, and internal views and vistas, deriving from the long and wide streets and several large and sometimes irregular intersections. Principal streets are also distinguished by street plantings of planes, elms and eucalypts.

28. As noted, Amendment C258 proposes to replace the current A-D grading system with a system that utilises 'significant', 'contributory' and 'non-contributory' gradings. 'Significant' and 'contributory' are defined thus:

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.

A 'contributory' heritage place is important for its contribution to a heritage precinct. It is of historic, aesthetic, scientific, social or spiritual significance to the heritage 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 heritage precinct. 'Contributory' places are typically externally intact, but may have visible changes which do not detract from the contribution to the heritage precinct.

29. The West Melbourne Heritage Review includes statements of significance for the buildings at 164-170 Roden Street and for 164-184 Roden Street.

New grading system: Significant and Contributory

Place type: Warehouse

Date(s): 1925

View of place: 2015

Statement of Significance

Part Briscoe and Co ironmongers warehouse complex, 164-184 Roden Street (includes 135-141 Hawke Street), West Melbourne.

What is significant?

Renowned architects Oakden, Addison and Kemp designed the first stage of this large warehouse complex at the corner of Adderley and Roden Streets for successful ironmongers, Briscoe and Co. as part of their iron yard. The MMBW Detail Plans 730, 731 (1895) show Briscoe and Company as occupying 143-159 Hawke Street, 172-180 Roden Street, and 216 Adderley Street, as one large building with three pitched crossings to Adderley and one each to Roden, Hawke Streets.

The 1895 MMBW plan shows 164-170 Roden Street as adjoining houses. However these were replaced in 1925 when Purchas and Teague designed this new warehouse addition to the north of the complex. The company continued to occupy the building into the 1940s. By the 1970s, the building was occupied by Universal Pipelines Pty. Ltd..

Contributory elements include:

- double-storey rendered masonry Interwar industrial building;*
- a corrugated galvanised steel transverse gabled and sawtooth roof concealed behind a parapet;*
- two street frontages, to Hawke Street and Roden Street, each dominated by a distinctive large semi-circular arched entrance linked by an internal roadway; and*
- three wide but shallow piers which stop short of a moulded string course as the sole decoration.*
- There are six non-original windows over two levels on the Hawke Street elevation.*

How is it significant?

The former Briscoe and Co. building at 160-170 Roden Street and 135-141 Hawke Street, West Melbourne, is of contributory significance historically and aesthetically to the Briscoe and Co ironmongers warehouse complex and West Melbourne.

Why is it significant?

The former Briscoe and Co. building at 160-170 Roden Street and 135-141 Hawke Street, West Melbourne, is of contributory significance to the Briscoe and Co ironmongers warehouse complex.

- Historically, the building is representative of the Interwar surge in West Melbourne industrial development, in this case as expansion of an existing large and important late-nineteenth century industrial complex, Briscoe and Company, in West Melbourne; and*
- Aesthetically, as a reasonably intact industrial building which is characterised by its austere facades to Hawke and Roden Streets, both of which incorporate impressive arched openings.*

30. While the citation for 164-170 Roden Street initially suggests a combination of 'significant' and 'contributory' status, the statement of significance identifies 'contributory' status only for this component of the former Briscoe site, including both frontages to this building.

31. The statement of significance for the broader site, 164-184 Roden Street, is as follows. While it notionally makes reference to the smaller, northern portion of the complex, it clearly focusses on the southern, larger portion of the site at 172-184 Roden Street.

Briscoe and Co ironmongers warehouse complex 164-184 Roden Street, West Melbourne
New grading system: Significant and Contributory
Place type: Warehouse
Date(s): 1889, 1937-8
View of place: 2015

Statement of Significance

Briscoe and Co ironmongers warehouse complex, 160-170 Roden Street and 135-141 Hawke Street, West Melbourne [sic]

What is significant?

Renowned architects Oakden, Addison and Kemp designed the first stage or ground floor of this warehouse complex in 1889 for successful ironmongers, Briscoe and Co. as their iron yard. As part of national expansion, Briscoe, Drysdale and Co. had just launched their new six storey office and warehouse building in Sydney, 1886. The MMBW Detail Plans 730, 731 (1895) show Briscoe and Company as 143-159 Hawke Street, 172-180 Roden Street, and 216 Adderley Street, one large building, with three pitched crossings to Adderley and one each to Roden and Hawke Streets. The existing brick building to the north of this wing, at 160-170 Roden Street, is shown as houses on the 1895 MMBW plan and remained so until the mid 1920s when Briscoe expanded north. By 1937-8, two floors were added to the Victorian-era base, for most of the original extent, to the design of Purchas and Teague, as part of the firm's shift out of the City. This addition transformed the Victorian-era warehouse to a Modernistic industrial design, paralleling with the Interwar Gadsden complex nearby. The (now painted) brickwork base, quarry-face basalt footings and regular punched fenestration is expressive of the Victorian-era.

Purchas and Teague had worked on Briscoe's Victorian-era Little Collins Street warehouse back in 1903: this was sold to finance the new Roden Street building. When the Little Collins Street warehouse was erected Briscoe had already been established in England for over 100 years (as William Briscoe and Son), having opened in this colony at Elizabeth Street during 1853. By the late 1880s they had branches in New Zealand and New South Wales. The company continued to occupy the building into the 1940s. By the 1970s, the building was occupied by Universal Pipelines Pty. Ltd..

Contributory elements include:

- Victorian-era brick base with basalt footings and punched segmentally arched fenestration with voussairs with 1930s modifications;*
- Moderne style, two brick Interwar upper levels with parapeted roofline, stepped at one end;*
- Dutch hipped roofs behind the parapet;*
- fenestration set in Modernistic horizontal streamlining strips, delineated by projecting head and sill moulds, grooved and rounded at each end;*
- multi-pane glazing in steel frames as typical on both sections, with hopper sashes;*
- vertical facade elements terminating elevations, with vertical brick panels and ribbing; and*
- contribution to a major industrial complex, that extends over the 19th and 20th centuries.*

Integrity is good despite the bricks and stone footings having been painted over and new openings at ground level.

How is it significant?

Briscoe and Co. ironmongers warehouse complex, part, is significant historically and aesthetically to West Melbourne.

Why is it significant?

Briscoe and Co. ironmongers warehouse complex, part, is significant.

- *Historically, as part of a major industrial complex that extends over two centuries, 19th and 20th, its evolution expressive of the development of West Melbourne as a preferred location for industries moving from the central City, close to transport nodes, also as associated with one of Australia's largest Victorian-era hardware firms; and*
- *Aesthetically, as a successful combination of two major era of the growth of this complex, each one expressive of its creation date, also a major Moderne style design in West Melbourne that parallels with the nearby significant Symington Interwear complex.*

8.0 Discussion

Proposed Heritage Places Inventory

32. As noted, the *Heritage Places Inventory* proposed under Amendment C258 recommends that the buildings at 172-184 Roden Street be variously graded to 'Contributory' and 'Significant'. This represents a grading 'uplift' from the D3 grading that exists at present, which is, under the definitions provided at Clause 22.05, neither an 'outstanding' nor a 'contributory' building within the terms of heritage policy:

Contributory building means a 'C' grade building anywhere in the municipality, or a 'D' grade building in a Level 1 or Level 2 streetscape.

33. Adopting a chronological overview, the first revision to the D3 gradings of the buildings on the land was that of Butler with the *West Melbourne Heritage Study 2016*. In this study Butler has upgraded each and all of the buildings to C2. While further research and assessment was provided to underpin the adjustment in building grading, it is not clear on what basis the streetscape gradings have also been elevated.
34. The proposed *Heritage Places Inventory 2017* will use a simpler grading system of 'Significant', 'Contributory' and 'Non-contributory' for buildings, and 'significant' or 'not significant' for streetscapes.
35. In the *C258 Heritage Inventory 2016*, as exhibited in March-May 2017, the subject sites were listed as follows:

Roden Street, 164-170 – Contributory

Roden Street, 172-184 – Contributory

36. There was no separate reference for 135-141 Hawke Street in this version of the *Heritage Places Inventory*.

37. The *Heritage Places Inventory 2017* was updated and changed with regard to the site when re-exhibited in November 2017. As previously noted, it has three entries relating to the subject site:

<i>Street</i>	<i>Number</i>	<i>Building Grading</i>	<i>Significant Streetscape</i>
<i>Roden Street</i>	<i>164-170, part (Briscoe and Co ironmongers warehouse complex, Hawke Street Wing)</i>	<i>Significant</i>	-
<i>Roden Street</i>	<i>164-170, part (Briscoe and Co ironmongers warehouse complex, Roden Street Wing)</i>	<i>Contributory</i>	-
<i>Roden Street</i>	<i>164-184, Briscoe and Co ironmongers warehouse complex</i>	<i>Significant</i>	-

38. This listing arises from the manner in which the citations in the *West Melbourne Heritage Study 2016* are presented, with one citation dealing with the smaller northern building (two frontages) at 164-172 Roden Street, and the other dealing with the whole of the complex, 164-172 Roden Street, while nonetheless focussing its assessment on the larger, southern building, 172-184 Roden Street.
39. The citation that deals with the larger building on the site, that extends along Addersley Street and has a combination of both Victorian and Moderne interwar fabric, has a statement of significance that seems to indicate that this larger building is significant, rather than contributory, while nonetheless being 'addressed' to include the smaller buildings addressed to either side.
40. The Lovell Chen spreadsheet associated with their original C258 *Heritage Places Inventory* advice includes reference to 164-170 Roden Street and 172-184 Roden Street and notes 'Confirmed' under LC Check and 'Contributory' under LC Recommendation. It is not clear, but might be presumed, that these assessments relate to a translation by Lovell Chen of the *West Melbourne Heritage Study 2016* gradings into the new format.
41. The Lovell Chen *Methodology Report* provides the following commentary that possibly provides some insight to how the upgrade for buildings on the subject land came about:

- *The transfer to 'significant' is a relatively straightforward matter for all A and B properties, for all precincts (there are no A graded properties in Kensington).*
- *In Parkville, the transfer is straightforward for all alphabetical gradings.*
- *C grade properties require review in all precincts except Parkville (total of 2113 properties). Some of these properties appear to warrant a 'significant' grading, although the great majority will likely remain 'contributory'. Issues which warrant review include the C grading being given to a comparatively high number of properties from the early period 1850-75 (e.g. in Carlton, some 425 properties); interwar properties generally (161 properties across all precincts); and the very high proportion of C grade properties relative to other gradings in Carlton and North and West Melbourne. The work undertaken in preparing the precinct statements of significance also highlighted important themes and types*

of places in precincts, which is another consideration in reviewing the relative significance of places.

42. It is possible to summarise the assessments in relation to these buildings across the various reviews as follows.

A – 164-170 Roden Street (135-141 Hawke St)

B – 164-170 Roden Street (Roden Street)

C – 172-184 Roden Street

ABC – 164-184 Roden Street (complex as a whole)

	<i>N&WM 1985 grade</i>	<i>June 2016 Inventory (and March 2018)</i>	<i>WMHR grade 2016</i>	<i>WMHR citations 2016</i>	<i>Lovell Chen spreadsheet</i>	<i>July 2017 Inventory</i>	<i>November 2017 Inventory</i>
A	<i>D3 (Not contributory)</i>	<i>D3</i>	<i>C2</i>	<i>Contributory</i>	<i>(not listed)</i>	<i>(not listed)</i>	<i>Significant</i>
B	<i>D3 (Not contributory)</i>	<i>D3</i>	<i>C2</i>	<i>Contributory</i>	<i>Contributory</i>	<i>Contributory</i>	<i>Contributory</i>
C	<i>D3 (Not contributory)</i>	<i>D3</i>	<i>C2</i>	<i>Significant(?)</i>	<i>Contributory</i>	<i>Contributory</i>	<i>---</i>
ABC	<i>---</i>	<i>---</i>	<i>---</i>	<i>Significant and contributory</i>	<i>---</i>	<i>---</i>	<i>Significant</i>

43. Having regard for all the above, it is my view that the buildings should at best be graded contributory, the most neutral and appropriate translation of the C2 gradings assigned them in the *West Melbourne Heritage Study 2016*, and the confirmed assessment of Lovell Chen in the spreadsheet analysis.
44. It would appear that the listing of 164-170 Roden Street (135-141 Hawke St) as ‘significant’ is an error, as it is not supported by any obvious aspect of the assessments identified above. While the citation for this northern portion of the site initially states it has a mix of ‘significant’ and ‘contributory’ values, this is in conflict with the statement of significance that follows, which clarifies that the northern site is of ‘contributory’ value and which surely has precedence with regard to this issue.
45. It is also this author’s view that the building at 172-184 Roden Street is also at best ‘contributory’ having regard to the above assessments. While a large building, it has reasonably been identified over a long period of time as being of limited architectural and historical significance. The citation for the site fleshes out the history and architectural evolution of the site, but does not make a strong case for local significance.
46. This being said, there would seem little basis upon which to suggest that the complex as a whole (or in part) should be considered ‘significant’.

Proposed Heritage Policy

47. In addition to proposed changes to the grading system, and as already noted, Amendment C258 proposes to change Clause 22.05 of the Melbourne Planning Scheme, Heritage Places outside the Capital City Zone, introducing heritage policy that provides more specific guidance with regards to heritage places and development.
48. The application of the 'significant' grading to the subject site has implications in terms of how development applications would be assessed. Under the existing heritage policy at Clause 22.05, the demolition of the rear parts of a C grade building is generally permitted.
49. Where a C graded building becomes 'significant' under the new grading system there would at face value be a much greater restriction on the permissible extent of demolition. The proposed Clause 22.05 heritage policy (as exhibited) generally seeks to preserve all original external fabric of significant buildings:

Full demolition of significant or contributory buildings will not normally be permitted. Partial demolition will not normally be permitted in the case of significant buildings or the front or principal part of contributory buildings.

50. Council are now proposing further revisions to this aspect of Clause 22.05 in response to submissions:

Full demolition of significant or contributory buildings would only be permitted in exceptional circumstances. Partial demolition will not generally be permitted in the case of significant buildings, and of significant elements or the front or principal part of contributory buildings.

51. It is acknowledged that the VCAT refused a permit for redevelopment of the subject site which would have involved full demolition of the Hawke and Roden Street frontages of the 1925 north building. In doing so the Tribunal nonetheless accepted the demolition of the building at 162-174 Roden Street [both frontages] as an outcome that 'can reasonably be contemplated subject to an acceptable replacement building.' If the proposed 'significant' status of the 135-141 Hawke Street portions of 164-170 Roden Street building were to be confirmed, this would present a substantial policy obstacle for the extent of demolition that was previously acknowledged as acceptable by VCAT.
52. In addition, the application of a 'significant' grading to current D and C graded places has implications in terms of new works, particularly in terms of the visibility of higher rear additions. Under the existing heritage policy at Clause 22.05, the degree of concealment encouraged for upper storey additions was influenced by streetscape levels:

Higher rear parts of a new building, and of an addition to an existing graded building, should be concealed in a Level 1 streetscape, and partly concealed in a Level 2 and 3 streetscape. Also, additions to outstanding buildings ('A' and 'B' graded buildings anywhere in the municipality) should always be concealed. In most instances, setting back a second-storey addition to a single-storey building, at least 8 metres behind the front facade will achieve concealment.

53. The proposed heritage policy as exhibited states that additions to significant or contributory buildings should be concealed in significant streetscapes, and:

In other streetscapes, additions to significant buildings should always be concealed, and to contributory buildings should be partly concealed.

54. The post-exhibition version of the proposed Clause 22.05 remains more or less the same:

In other streetscapes, additions to significant buildings must be concealed. In other streetscapes, additions to contributory buildings should be partly concealed – some of the addition or higher rear part may be visible, provided it does not dominate or reduce the prominence of the building's façade(s) and the streetscape

55. In the present instance, a transition from a requirement for partial concealment to that of full concealment is not warranted. Full concealment is not proposed under the application that is presently being considered by Council.

9.0 Conclusion

56. In summary, the subject buildings at 164-184 Roden Street are of modest architectural interest. While substantial in extent and scale, they make only a limited contribution to the precinct, although it is acknowledged they provide some contribution. They are certainly not significant in any sense that warrants comparison with buildings currently graded A or B, which is the more obvious measure of what might warrant a 'significant' identification under the proposed regime.
57. Having regard for this, it is recommended that the new gradings for these buildings be limited to 'contributory' rather than 'significant', a status that is more directly in keeping with the manner in which they have been graded over the past three decades, including the gradings provided in the *West Melbourne Heritage Review 2016*. This would represent the most reasonable and appropriate translation of status between the old grading system and the new.

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Bryce Raworth has worked with issues relating to heritage and conservation since the mid-1980s, and has specialised in this area since establishing his own consultant practice in 1991. **Bryce Raworth Pty Ltd, Conservation•Urban Design**, provides a range of heritage services, including the assessment of the significance of particular sites, preparation of conservation analyses and management plans, design and/or restoration advice for interventions into significant buildings, and detailed advice regarding the resolution of technical problems relating to deteriorating or damaged building fabric.

From 2004-2011 Raworth was a member of the Official Establishments Trust, which advises on the conservation and improvement of Admiralty House and Kirribilli House in Sydney and Government House and The Lodge in Canberra. As a member of the former Historic Buildings Council in Victoria, sitting on the Council's permit, planning and community relations committees, Raworth has been involved with the registration and permit processes for many registered historic buildings. In 1996 he was appointed an alternate member of the new Heritage Council, the successor the Historic Buildings Council, and in 1998 was made a full member. At present he provides regular advice to architects and private owners on technical, architectural and planning issues relative to the conservation and adaptation of historic buildings, and is occasionally called upon to provide expert advice before the VCAT. He is currently the conservation consultant for the cities of Kingston, Frankston and Stonnington.

Bryce Raworth Pty Ltd has prepared conservation plans for a number of registered historic buildings, including Walter Burley Griffin's Essendon Incinerator. The company's experience with institutional buildings has led to preparation of conservation plans for the Mac.Robertson Girls' High School, Castlemaine Gaol, J Ward, Ararat, the former Russell Street Police Headquarters, Ballarat State Offices, Camberwell Court House, Shepparton Court House and the Mont Park asylum precinct.

With respect to historic precincts, the company has provided detailed advice towards the resolution of heritage issues along the Upfield railway line. The company is currently contributing to redevelopment plans for the former Coburg Prisons Complex (comprising Pentridge Prison and the Metropolitan Prison) and the former Albion Explosives Factory, Maribyrnong. In 1993 Bryce Raworth led a consultant team which reviewed the City of Melbourne's conservation data and controls for the CBD, and in 1997 **Bryce Raworth Pty Ltd** revised the former City of South Melbourne Conservation Study with respect to the area within the present City of Melbourne.

In recent years **Bryce Raworth Pty Ltd** has also provided documentation and advice during construction on the restoration of a number of key registered and heritage overlay buildings, including the Ebenezer Mission church and outbuildings, Antwerp; the former MMTB Building, Bourke Street West, Melbourne; the former Martin & Pleasance Building, 178 Collins Street, Melbourne; the former Uniting Church, Howe Crescent, South Melbourne; Heide I & II, Heide Museum of Modern Art, Bulleen; Melbourne Grammar School, South Yarra; various guard towers and other buildings, Pentridge Prison, Coburg; and Coriyule Homestead, Curlewis.

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Awarded:	<p>Henry and Rachel Ackman Travelling Scholarship in Architecture, 1987-88</p> <p>JG Knight Award, conservation of Heide 1, Royal Australian Institute of Architects, Victorian Chapter, 2003</p> <p>Lachlan Macquarie Award for heritage (commendation), conservation of Heide 1, Royal Australian Institute of Architects National Award program, 2003</p> <p>Award for Heritage Architecture, conservation of Coriule Homestead, Australian Institute of Architects, Victorian Chapter, 2015</p> <p>Award for Heritage Architecture, conservation of Coriule Homestead, Australian Institute of Architects, National Awards, 2015</p>

