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Subject: Fw: Amendment C258 to the Melbourne Planning Scheme (2851191)[NRF-APAC.FID1915362] - Norton Rose Fulbright #2
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Regards,

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Subject: Amendment C258 to the Melbourne Planning Scheme (2851191)[NRF-APAC.FID1915362]

Dear Panel Coordinator

Please see attached correspondence on behalf of The University of Melbourne.

The reports are available at this link:

<https://www.dropbox.com/sh/0yqmq1rp932betn/AABTMs0jINacMA92d-H0bAy-a?dl=0>

Please let me know if you have any trouble accessing the documents.

Kind regards

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30 July 2018



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Your reference:	Our reference:
	2851191

Dear Panel Coordinator

Amendment C258 to the Melbourne Planning Scheme

We continue to act for The University of Melbourne.

In accordance with the Panel Directions dated 13 June 2018, we enclose by way of service 4 copies of expert reports prepared by:

- 1 Michael Barlow, Urbis – Planning; and
- 2 Bryce Raworth, Bryce Raworth Pty Ltd – Heritage.

As foreshadowed at the directions hearing we also propose to provide a lay witness statement prepared by Professor Glyn Davis AC, Vice Chancellor of The University of Melbourne. This will be provided to the Panel and all parties as soon as possible.

Please contact Sally Macindoe on 8686 6227 or Victoria Vilagosh on 8686 6901 if you have any queries.

Yours faithfully

A handwritten signature in blue ink, appearing to read 'Victoria Vilagosh'.

Victoria Vilagosh
Associate
Norton Rose Fulbright Australia
Executive Counsel: Sally Macindoe

APAC-#72426670-v1

30 July 2018

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PLANNING ASSESSMENT REPORT TO INDEPENDENT PANEL

AMENDMENT C258 MELBOURNE PLANNING SCHEME

URBIS STAFF RESPONSIBLE FOR THIS REPORT WERE:

Director	Michael Barlow
Project Code	University of Melbourne
Report Number	Final Report

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Appendix A The University of Melbourne Parkville Campus Map

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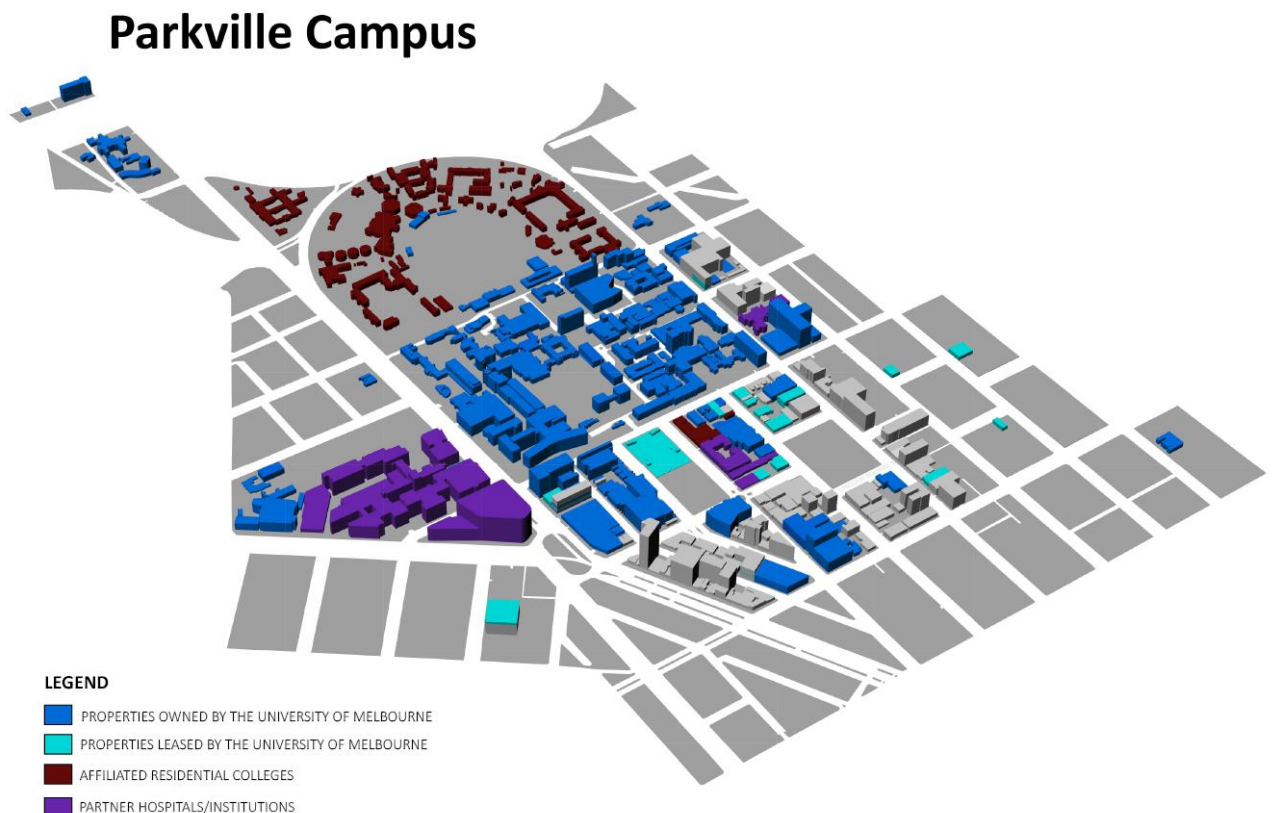
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1. INTRODUCTION

1. This statement of evidence has been prepared regarding The University of Melbourne Parkville Campus and the extensive property holdings of the University in the nearby suburbs of Carlton and Parkville.
2. The University of Melbourne also has a large campus in Southbank centred on the former Victorian College of the Arts complex located on land between St Kilda Road (eastern boundary) and Sturt Street (western boundary). I have not specifically examined the heritage gradings of the Southbank campus, however, my assessment of the proposed heritage policy settings of Clause 22.05 are also applicable to that campus.

1.1. THE UNIVERSITY OF MELBOURNE

3. The property holdings of The University of Melbourne Parkville Campus are significant and diverse, ranging from:
 - The original campus bounded by Royal Parade, Grattan Street, Swanston Street and the residential colleges to the north.
 - A number of 'schools' and other educational facilities located in the City North area south of Grattan Street.
 - A science precinct, including the School of Veterinary Science and the Bio 21 Institute at Park Street and Flemington Road, Parkville.
 - The recently approved Carlton Connect Initiative development on the former Royal Women's Hospital Site in Grattan Street.
4. The residential colleges in Royal Parade are not owned but associated with the University.



Prepared by Space Management, Infrastructure Services.
The University of Melbourne 28th June 2016.

Figure 1 – The University of Melbourne Parkville Campus and affiliated and partner entities

5. Many of these properties are currently affected by heritage controls, be it site specific Heritage Overlays or forming part of a broader heritage precinct, under the Melbourne Planning Scheme.

1.2. AMENDMENT C258 - MELBOURNE PLANNING SCHEME

6. Amendment C258 (the Amendment) to the Melbourne Planning Scheme has been prepared by the City of Melbourne who is the planning authority. The Amendment proposes to:
- Introduce a new 'grading' system for all heritage places by replacing the current alphabetic grading system with the new heritage significance/value system.
 - Modify the provisions of Clause 22.04 (Heritage Places within the Capital City Zone) and Clause 22.05 (Heritage Places Outside the Capital City Zone) to align with the new grading systems and other consequential changes.
 - Introduce a new incorporated document '*Melbourne Planning Scheme, Heritage Places Inventory 2017*' with updated gradings which seek to 'convert' the alphabetic grades to the new heritage significance/value system.
 - Introduce a further two incorporated documents one of which is '*Melbourne Planning Scheme Amendment C258: Heritage Precinct Statements of Significance 2017*' which will include additional statements of significance for the six largest existing heritage precincts outside the Capital City Zone.

1.3. GUIDE TO EXPERT EVIDENCE

7. I acknowledge that I have read and complied with the *Guide to Expert Evidence* prepared by Planning Panels Victoria. In accordance with this guide, I provide the following information.

1.3.1. Name and Address

Michael Bruce Barlow
Urbis Pty Ltd
Level 12, 120 Collins Street,
Melbourne VIC 3000

1.3.2. Qualifications and Experience

8. I am a Director of Urbis Pty Ltd. I am a qualified town planner and have practised as a town planner for over 37 years (including 33 as a consultant planner) and hold a Diploma of Applied Science (Town Planning) from Royal Melbourne Institute of Technology for which I qualified in 1981.
9. My experience includes:
- 2011 to present: Director of Planning, Urbis Pty Ltd
 - 2002 to 2010: Managing Director, Urbis Pty Ltd
 - 1990 – 2001: Director of Urbis Pty Ltd (and its predecessors including A.T. Cocks)
 - 1985 – 1990: Senior Planner, A.T. Cocks Consulting
 - 1982 – 1985: Planning Officer and Appeals Officer, City of Melbourne
 - 1981 – 1982: Planning Officer, Shire of Eltham
 - 1977 – 1980: Planning Officer, City of Doncaster and Templestowe
10. I advise on the development of cities; their principal activities and land uses and have extensive experience in strategic and development planning. I have been engaged on a wide range of projects throughout Australia, China and the Middle East. I have particular project experience involving major urban development projects across a range of localities and activities including:

- The analysis of drivers of change in cities and their impacts and influence on industry, employment and economic development, retail and activity centres, residential development strategies and policy, metropolitan growth and urban management.
- The preparation of master plans for institutional and educational establishments, airports and new urban development.
- A wide range of international urban development projects including the planning of the new port city serving Shanghai and major city and new town strategies for a number of cities within the Yangtze River corridor, China.
- Leadership of the development of a comprehensive Framework Plan for the Emirate of Dubai. This project created a Vision to guide the economic development of the Emirate, an Urban Framework Plan and an Urban Management System for the government of Dubai.
- Advice on new and specialist land uses and development concepts including the ongoing development of major Australian airports, the introduction and impacts of new retail concepts and standalone megaplex cinemas and the introduction of the casino into central Melbourne.
- Major retail developments comprising central city centres, super-regional centres and mixed-use developments.
- Major commercial and residential developments in the Melbourne central city area including the CBD, Docklands and Southbank and throughout metropolitan Melbourne.

I provide expert evidence at various forums including the Supreme Court of Victoria, Federal Court of Australia, Land and Environment Court (NSW), the Victorian Civil and Administrative Tribunal and independent planning panels regarding the planning implications and impacts of development.

1.3.3. Expertise to make the report

11. I have advised on and assessed the introduction of new planning controls across Victoria ranging from the introduction of the new format schemes, new urban development controls to site-specific development controls.

1.3.4. Instructions

12. On 24 May 2018, I was briefed by Norton Rose Fulbright, on behalf The University of Melbourne regarding proposed Amendment C258 to the Melbourne Planning Scheme with instructions to:
 - *Review the exhibited Amendment document, the submission and the background materials in your brief;*
 - *Confer with instructing solicitors and counsel where necessary;*
 - *Prepare an expert report considering town planning matters arising from the Amendment; and*
 - *Appear before the Panel to give evidence at the hearing commencing in the week of 6 August 2018.*
13. I confirm that I am the author of this report.

1.3.5. The Facts, Matters and Assumptions on which the Opinions are Expressed in this Report

14. In undertaking my assessment, I have familiarised myself with the University precinct and I have had regard to the following documents:
 - The Melbourne Planning Scheme and its current heritage controls and other provisions relating to development of the University Campus, and other properties owned by the University in the City North, Carlton and Parkville areas.
 - The detailed provisions of proposed Amendment C258 to the Melbourne Planning Scheme.

- The background reports accompanying the exhibition of Amendment C258.
 - The submissions made on behalf of University of Melbourne regarding the provisions of Amendment C258.
 - Earlier studies of the heritage character of the buildings and places within the Carlton and Parkville areas.
 - Submissions made by Council regarding Amendment C258.
 - Planning Practice Note 1 - Applying the Heritage Overlay, January 2018
 - Planning Practice Note 46 - Strategic Assessment Guidelines for preparing and evaluating planning scheme amendments, May 2017
 - The University of Melbourne - Strategic Plan 2015-2020: Growing Esteem, June 2015
 - University of Melbourne – Campus Development Framework Parkville 2017 Concept Plan.
15. The matters addressed within this report fall within my planning expertise. I note in the body of my report where I have specifically relied on supporting documentation prepared by others to assist my assessment of a particular matter.

1.3.6. Declaration

16. I declare that in preparing the material contained in this report I have made all inquiries that I believe are desirable and appropriate and no matters of significance which I regard as relevant have to my knowledge been withheld from the Panel.

1.3.7. Findings

17. In summary, my conclusions and recommendations are:
- The University of Melbourne and the City North precinct form a vital part of the Parkville National Employment and Innovation Cluster (NEIC). This City North Precinct is now expected to accommodate a nearly 100% increase in employment over the period 2015 to 2031. The two most significant areas of employment growth are Education and Training and Health Care (which will account for approx. 69% of all employment).
 - The University of Melbourne and the associated research institutes are a world class economic and educational asset that is expected to significantly grow and require new 'fit for purpose' facilities. It will be necessary for some existing buildings to be replaced to accommodate this growth.
 - It is not apparent whether any detailed assessment of potential economic impacts was undertaken by the planning authority with respect to the potential for the modified heritage policies to constrain or prevent the development of critical precincts such as Parkville.
 - Given the desire to reduce the number of descriptors for heritage buildings or places the proposed change from four alphabetic gradings to two significance gradings will by necessity either reduce the finer grained nature of the definitions (given that there are fewer) and/or broaden the definitions to become a 'catch-all'. This creates the possibility that buildings which are of limited heritage value are classified as *significant* given the breadth of the definition.
 - The proposed Clause 22.04 and 22.05 provide a modified approach to the consideration of the full or partial demolition of a heritage building. The current controls allow the responsible authority to consider *whether the demolition or removal is justified for the development of land or the alteration of, or addition to, a building*. This is to be deleted in the new control.
 - It is considered that with the introduction of the new control system, and the implicit lack of discretion, it is highly likely that in all circumstances the Responsible Authority will consider itself compelled to refuse an application for full demolition.
 - It is considered that it is appropriate to retain a 'test' that enables the responsible authority to consider the future development and use of the land as part of its considerations. It recommended that Clause 22.04-5 and Clause 22.05-5 be modified by either:

- Retain the current discretion in Clause 22.05
Whether the demolition or removal is justified for the development of land or the alteration of, or addition to, a building.
or
- Introduce a new matter for consideration by the Responsible Authority in Clause 22.05-5 Demolition stating:
Whether the demolition or removal provides a net community benefit having regard to the significance of the building and heritage place.
- The proposed modifications to Clause 22.05 Heritage Places outside the Capital City Zone to that part of the City North precinct within Capital City Zone 5 re-introduces the policy tension between the desire to enable redevelopment of the precinct to accommodate Melbourne's growth and the control of building development of heritage places.
- The proposed modified controls for additions and new buildings in Clause 22.05-7 and 22.05-8:
 - Have not sought to address the issues raised by the Panels when considering the introduction of the City North Structure Plan and the associated heritage controls.
 - Removes the 'interim' solution that excluded the Capital City Zone (City North) areas from the heritage controls pertaining to concealment of rear parts and additions and façade heights and setbacks.
 - Re-introduces controls for the concealment of additions and parts of new buildings.
thus countering) the intentions of the DDO and the broader policies encouraging the redevelopment of City North and creating a new policy tension.
- It is recommended that Clause 22.04 (with the modifications suggested above) be applied to the Capital City Zone 5 instead of Clause 22.05. The detailed controls within that policy better reflect the emerging and future character of the precinct and enable a balanced assessment of future development proposals.
- It is recommended that Clause 22.05 (with the modifications suggested above) be amended so that the original University of Melbourne campus is exempt from the policy statements pertaining to concealment of additions (Clause 22.05-8) and parts of new buildings (Clause 22.05-7).

2. CURRENT PLANNING CONTEXT

2.1. THE UNIVERSITY PRECINCT

18. The property holdings of The University of Melbourne are significant and diverse, ranging from:
- The original campus bounded by Royal Parade, Grattan Street, Swanston Street and the residential colleges to the north.
 - A number of 'schools' and other educational facilities located in the City North area south of Grattan Street.
 - A science precinct, including the School of Veterinary Science and the Bio 21 Institute at Park Street and Flemington Road, Parkville.
 - A science precinct including Earth Sciences at the south-east corner of Swanston and Elgin Streets, Carlton
 - The recently approved Carlton Connect Initiative development on the former Royal Women's Hospital Site in Grattan Street.
19. The University of Melbourne is a world class major research and educational institution that was initially established on the what is now the principal campus in 1853. Several buildings on the main campus and in south-west Carlton (now known as City North) were constructed in the mid 19th century as the city expanded beyond the Hoddle Grid. Both locations feature buildings from all periods of Melbourne's development (including the 21st century) with a true mixed character across both precincts. The general extent of the University campus is shown in Figure 2 on the following page.

2.2. PLANNING POLICIES

20. Heritage and development matters for The University of Melbourne's Parkville campus and the immediately surrounding areas are guided by a series of State and Local policies including:
- **Clause 15.01 Urban Environment** includes a series of urban design principles addressing (inter alia) public realm, landmarks views and vistas, heritage, light and shade etc.
 - **Clause 15.03 Heritage** seeks to ensure the conservation of places of heritage significance.
 - **Clause 21.06-1 Urban Design** includes a series of objectives to guide new development within the distinctive urban structure of Melbourne.
 - **Clause 21.14 Proposed Urban Renewal Areas** includes City North (21.14-1). It recognises that City North is an area in transition and change is already underway. *The University of Melbourne, RMIT University, hospitals and research institutions are investing in expansions and renewal of their facilities... Further potential for urban renewal exists between the existing Central City and the world renowned knowledge precinct in the south area of Parkville.*
 - **Clause 21.16 Other Local Areas includes Carlton (21.16-3) and Parkville (21.16-4)** that provide a series of spatial and built form directions for those neighbourhoods. The University properties in Swanston Street fall within the Carlton neighbourhood. The Parkville neighbourhood includes the residential colleges affiliated with the University located in north Parkville.
 - **Clause 22.01 Urban Design within the Capital City Zone** provides a series of detailed policies guiding new development that address matters including; building envelopes, building design, pedestrian permeability and connectivity, facades etc.
 - **Clause 22.05 Heritage Places outside the Capital City Zone** includes the objective to conserve and enhance all heritage places, and ensure that alterations or extensions to them are undertaken in accordance with accepted conservation standards. It is noted that this policy applies to the City North area notwithstanding the fact it is in a Capital City zone.



Figure 2 – University of Melbourne Parkville Campus – Existing Conditions 2017

- **Clause 22.17 Urban Design outside the Capital City Zone** also provides detailed policies guiding new development that address matters including; context, building height, building bulk, large sites, pedestrian permeability and connectivity, front elevations and facades etc.

21. In addition to the various heritage and development controls the continuing role of the University is strongly supported in planning policy. *Plan Melbourne 2017-2050: Metropolitan Planning Strategy* and the associated State policies seek to support the central city (which includes The University of Melbourne) to become Australia's largest commercial and residential centre by 2050. This in part will be achieved by facilitating the development of a series of national employment and innovation clusters one of which is the Parkville cluster.
22. The Metropolitan Planning Strategy is supported by a series of updated State policies that include:
 - **Clause 11.01-1 Settlement Networks** that seeks to focus investment and growth in places of state significance, including the following locations:

- Metropolitan Melbourne Central City
- National Employment and Innovation Clusters.
- ...
- **Clause 11.06-1 Jobs and investment** has the objective to create a city structure that drives productivity, attracts investment, supports innovation and creates jobs. This will be achieved through a number of strategies including facilitating the development of National Employment and Innovation Clusters by ensuring they:
 - have a high level of amenity to attract businesses and workers.
 - are supported by good public transport services and integrated walking and cycling paths.
 - maximise investment opportunities for the location of knowledge intensive firms and jobs.
- **Clause 17 Economic Development** requires that *planning is to contribute to the economic well-being of communities and the State as a whole by supporting and fostering economic growth and development by providing land, facilitating decisions, and resolving land use conflicts, so that each district may build on its strengths and achieve its economic potential.* (my underlining)

23. The Local policy also acknowledges the importance of the 'knowledge industries', that includes the Universities, in the central city at **Clause 21.08 Economic Development**.
24. Plan Melbourne also seeks to *respect Melbourne's heritage as we build for the future¹* with the expectation that *heritage will continue to be one of Melbourne's competitive strengths, contributing to its distinctiveness and liveability and attracting visitors, new residents and investors²*. The accompanying policies are reflected in Clause 15.03 of the SPPF referred to above.

2.3. PLANNING CONTROLS

2.3.1. Main Campus and 30 Flemington Road Precinct

25. The main campus is subject to several specific development controls and a suite of local policies and guidelines as set out below.
- **Public Use Zone – 2 Education** where all educational uses are a Section 1 - Permit not required use provided the use is carried out by or on behalf of the public land manager. Further a permit is not to construct a building or construct or carry out works for Section 1 uses.
 - **Design and Development Overlays 65 and 66** that protect the helicopter flights paths to and from the Royal Melbourne Hospital.
 - A series of individual **Heritage Overlays** applying to specific buildings, fences or spaces. In all there are 27 individual heritage places currently specified for the Main Campus (excluding the nearby residential colleges) and one heritage place (a set of fences) for the 30 Flemington Road precinct.
 - An **Environmental Significance Overlay - Schedule 2** that applies to the entire main campus and all of the 30 Flemington Road precinct. The ESO seeks to protect and preserve Exceptional Trees as identified in the *City of Melbourne's Exceptional Tree Register 2012* (amended in 2014).

2.3.2. City North Precinct (south of Grattan Street)

26. The University's properties in the City North Precinct south of Grattan Street are subject to a different set of controls given the mixed-use character of the location and the fact that sites in the precinct are

¹ DELWP - Plan Melbourne 2017-2050: Metropolitan Planning Strategy - page 85 (Direction 4.4)

² ibid - page 85 (Direction 4.4)

in many different ownerships. Controls vary across the precinct, the key controls that apply to most of the University properties are set out below.

- **Capital City Zone – Schedule 5** where a permit is required for buildings and works and the demolition of existing buildings. A wide range of uses can be established without the need for a permit including cafes, shops, restaurants, bars residences and offices. One of the purposes of the zone is *to provide for a range of educational, research and medical uses as part of an internationally renowned knowledge district*.
- **Design and Development Overlays 65 and 66** that protect the helicopter flights paths to and from the Royal Melbourne Hospital.
- **Design and Development Overlay 61** this control applies to the majority of the City North precinct and provides detailed guidance on building height. The controls specify:
 - The largest sub-precinct (Area 4.1) of the DDO provides for a preferred maximum building height of 40 metres with a street wall height ranging from 24-40 metres depending on the street address with a minimum upper level setback of 6 metres.
 - A series of design objectives, design elements, requirements and built form outcomes
- A series of individual **Heritage Overlays** applying to individual buildings and a several heritage precincts covering two or more sites or spaces.

3. PLANNING ASSESSMENT

3.1. OVERVIEW

27. Whilst the current amendment to the Melbourne Planning Scheme is specifically focussed on the introduction of a new significance/value system and amended local heritage policies it is appropriate to have regard to the current and future context of The University of Melbourne given that a significant part of its holdings is directly affected by the proposed planning controls.
28. The University of Melbourne forms a significant part of the Parkville National Employment and Innovation Cluster (NEIC) and the 'proposed urban renewal area' of the City North precinct³. This locality is expected to accommodate significant change to create:
- ... places with a concentration of linked businesses and institutions providing a major contribution to the Victorian economy, with excellent transport links and potential to accommodate significant future growth in jobs and in some instances housing⁴.*
29. The continuing role of The University of Melbourne as a pre-eminent place of world class research and higher education is important for the future success of Melbourne.
30. Amendment C258 to the Melbourne Planning Scheme gives effect to the findings of the *City of Melbourne Heritage Review: Local Heritage Policies and Precinct Statements of Significance* prepared by Lovell Chen in 2015 (updated in May 2016) and proposes to:
- Introduce a new 'grading' system for all heritage places by replacing the current alphabetic grading system with the new heritage significance/value system.
 - Modify the provisions of Clause 22.04 (Heritage Places within the Capital City Zone) and Clause 22.05 (Heritage Places Outside the Capital City Zone) to align with the new grading systems and other consequential changes.
 - Introduce a new incorporated document '*Melbourne Planning Scheme, Heritage Places Inventory 2017*' with updated gradings which seek to 'convert' the alphabetic grades to the new heritage significance/value system.
 - Introduce a further two incorporated documents one of which is '*Melbourne Planning Scheme Amendment C258: Heritage Precinct Statements of Significance 2017*' which will include additional statements of significance for the six largest existing heritage precincts outside the Capital City Zone.
31. It is readily apparent that the main University campus and the surrounding areas contain buildings and places that form part of Melbourne's heritage. The relative significance of each heritage building or place has generally informed whether a building or place can be modified or in some instances demolished to create 'fit for purpose' facilities supporting the University's ongoing role.
32. There is an undeniable 'tension' between the aspirations accommodating Melbourne's ongoing growth, particularly in the central city area, and the desire to ensure the conservation of places of heritage significance. This has existed for many years where development and conservation outcomes have been achieved.
33. When a new planning control, such as the new heritage settings, is proposed to be introduced it is important to understand if the current balance between 'competing' policies could change and if so what are the potential impacts on the achievement of other major policy settings?
34. In this instance I understand that several properties owned by The University of Melbourne are proposed to be defined as *significant* whereas they are currently either graded C or D under the alphabetic system. The 'simple' change in status may appear to be a minor matter, however when

³ Melbourne Planning Scheme - Clause 21.14 Proposed Urban Renewal Areas includes City North (21.14-1).

⁴ DELWP - Plan Melbourne 2017-2050: Metropolitan Planning Strategy - page 14 (NEICs)

combined with the proposed changes to the local heritage policies the ability of the University to provide the right facilities to meet future requirements may be significantly constrained.

35. To understand the appropriateness of the impacts of the proposed heritage controls as they may affect The University of Melbourne I have considered the following matters:
- The current policy settings for the growth of the Parkville NEIC and the City North Precinct.
 - The future needs of the University to provide new and relevant spaces for research and teaching and continue to improve the student experience through new spaces, better access etc.
 - The potential impacts of the new heritage policies and the modified grading system on future development applications and achieving the aspirations for the Parkville NEIC.
36. I address these matters in the following section of my report.

3.2. THE FUTURE GROWTH OF THE CITY NORTH PRECINCT AND PARKVILLE NEIC

37. The City North precinct and the Parkville NEIC affect much of the same areas of land located north of the Melbourne CBD (see maps on following pages). In both instances The University of Melbourne and associated research institutes lie at the heart.
38. *Plan Melbourne 2017-2050* identified a series of national employment and innovation clusters (NEIC) as places of state significance due to their purpose of improving *the growth and clustering of business activity of national significance, particularly in knowledge-based industries*⁵. The NEICs are ranked next in line behind only the central city. The Parkville precinct is both an NEIC and part of the central city. The description of the Parkville NEIC in *Plan Melbourne* describes the cluster as follows:

Strengths: *The cluster has education, research, health, professional and technical industries as well as significant parkland.*

Jobs: *The cluster is an established, internationally renowned research centre on the doorstep of the CBD. It is centrally located, has access to a wide catchment of workers across metropolitan Melbourne and employs 40,100 people.ⁱ*

Key attributes: *The cluster has a critical mass of leading institutions and organisations, including Australia's highest ranking university (the University of Melbourne), Victoria's second-largest university (RMIT University), Monash University's Faculty of Pharmacy and Pharmaceutical Sciences, the Walter and Eliza Hall Institute of Medical Research, global biotherapy industry leader CSL Limited, the Royal Melbourne Hospital, the Royal Children's Hospital, the Royal Women's Hospital, the Victorian Comprehensive Cancer Centre, the Australian Medical Association and the Bio21 Institute.*

Many of Parkville's institutions and organisations are expanding, or plan to expand. Melbourne University and RMIT are also expanding their facilities to incorporate greater collaboration and joint projects with industry. This will drive innovation, research and business development.

The cluster has a high level of public transport access, with tram routes via Swanston and Elizabeth streets. Accessibility will be improved with the establishment of a new, state-of-the-art train station as part of the Metro Tunnel. The frequency and capacity of this service will make it possible for more people to access Parkville.

...

39. A review of the projected job growth for metropolitan Melbourne shows that the inner metro region (comprising the municipalities of Melbourne, Port Phillip and Yarra) will gain 233,000 additional jobs between 2015 to 2031. This is twice as much as the next nearest region (western region with 113,000 jobs). The majority of these additional jobs will be located in the CBD, Southbank,

⁵ DELWP - Plan Melbourne 2017-2050: Metropolitan Planning Strategy - page 14 (NEICs)

Docklands and Parkville. It is forecast⁶ that jobs in the Parkville NEIC will grow to 60,000 plus by 2031 - provided there is sufficient accommodation.

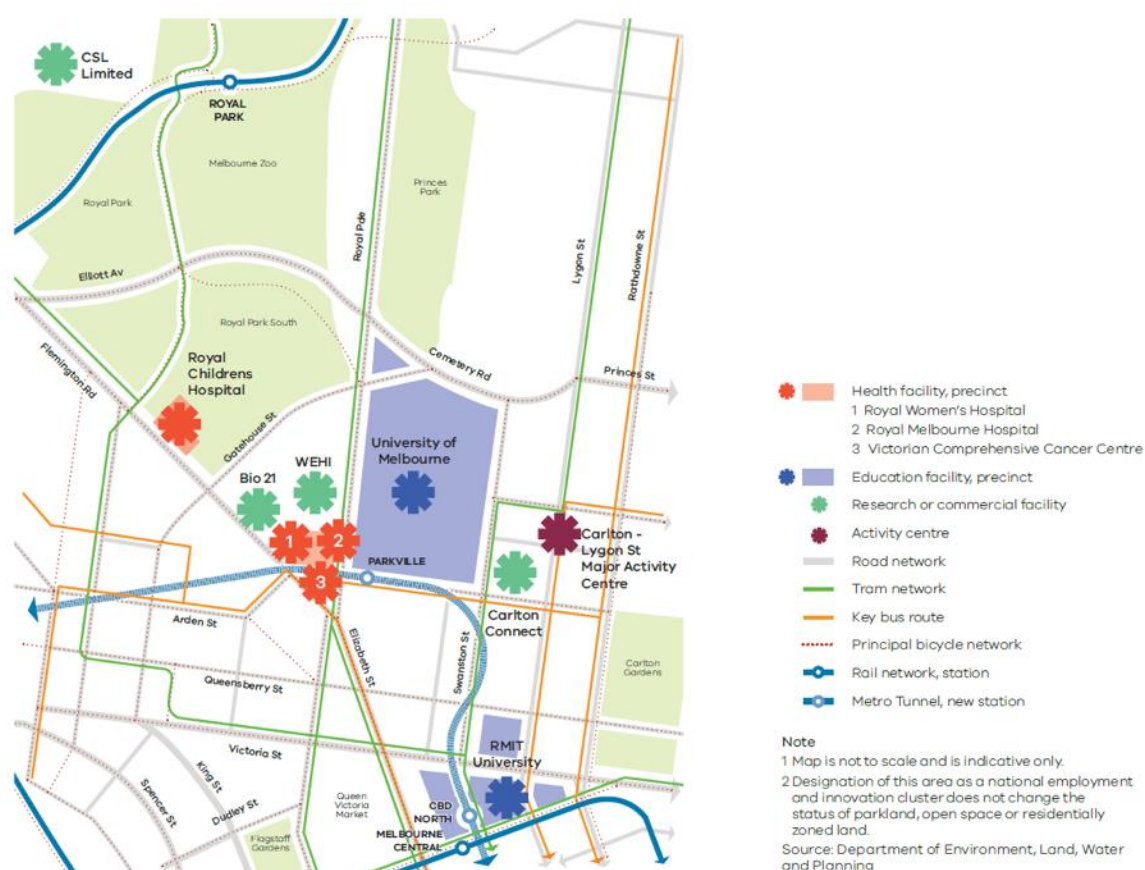


Figure 3 - Plan of the Parkville National Employment and Innovation Cluster - Plan Melbourne 2017-2050

40. The City North precinct comprises part of the Parkville NEIC (excepting the Carlton area east of Swanston Street) and those parts of the central city between the Hoddle grid and Victoria Street. The *City North Structure Plan 2012* was prepared prior to Plan Melbourne and the introduction of the NEIC concept but also recognises the importance⁷ of the precinct as follows:

City North, like metropolitan Melbourne, has experienced a shift from a manufacturing economy to a knowledge economy. ... The opening of the City Loop underground rail line and the associated development of Melbourne Central as a retail complex in the 1980s has seen Central City development expand north of Victoria Street. Alongside this residential and commercial expansion, the University of Melbourne has been expanding its campus south of Grattan Street and RMIT has been expanding north, positioning Victoria Street at the centre of its campus.

City North is undergoing a transition to a high intensity mixed use area of residential, commercial, educational, research, industrial and retail activities. The large areas of land in light and small scale industry and business can be expected to relocate to more appropriate sites over time, freeing land for redevelopment.

...

Parkville bio-medical precinct

City North is home to a globally recognised bio-medical knowledge cluster. Here, collaboration between the University of Melbourne, the hospitals and independent research institutes has led to significant advances in the medical field. The cluster's newest additions

⁶ Urbis forecast utilising CLUE and census data

⁷ City of Melbourne - City North Structure Plan, March 2012 - page 18

will be the Peter Dougherty Research Centre and the Victorian Comprehensive Cancer Centre.

Universities

The University of Melbourne is developing as an open campus integrated as part of the city between Grattan and Queensberry Streets. RMIT University is continuing the expansion of its campus northwards. The Design Hub on the Carlton and United Brewery site will bring together advanced research and development in all of the design disciplines. The teaching and research activities in City North are of state and national significance and have become a defining characteristic of City North.

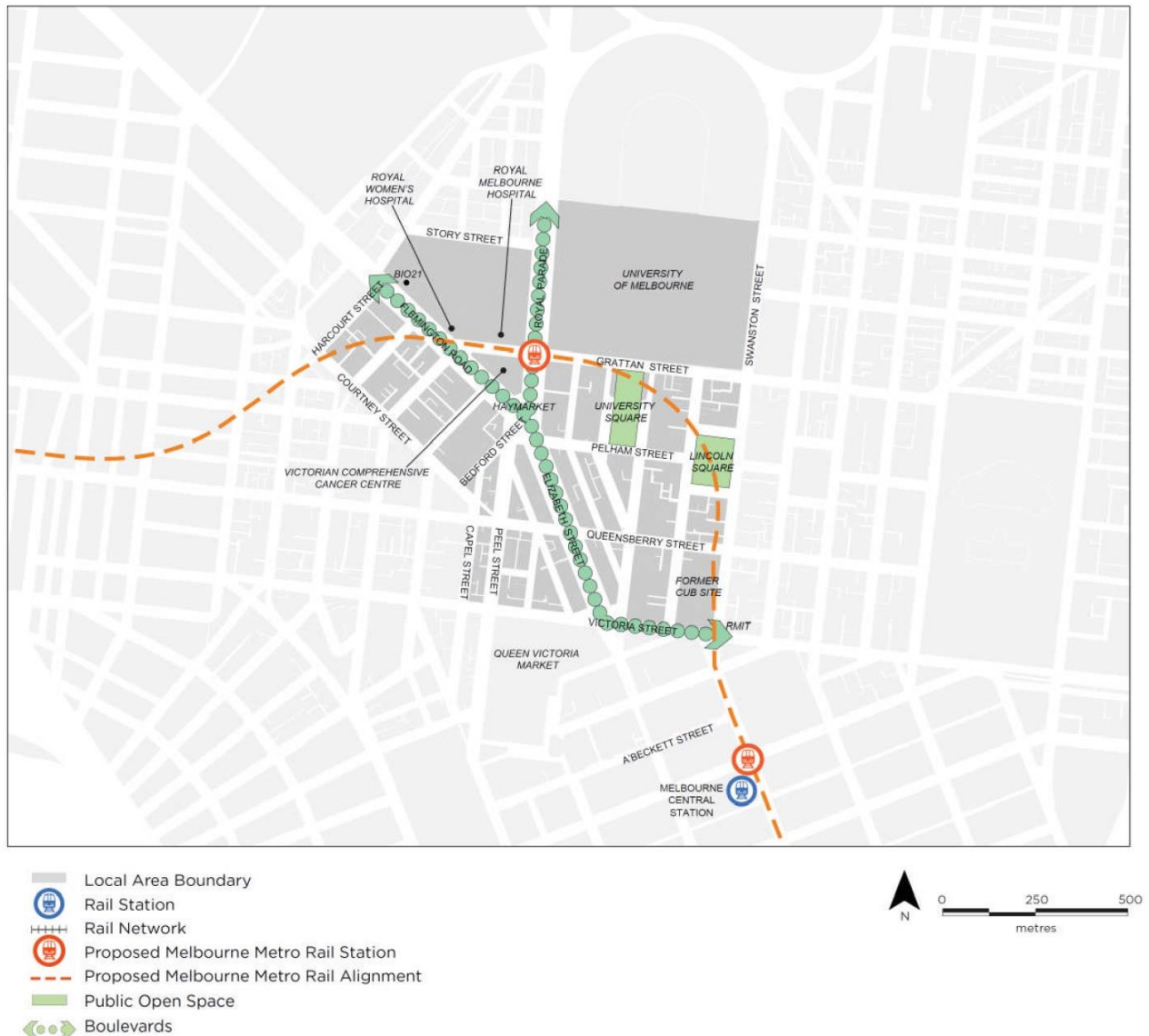


Figure 4 - Plan of City North Precinct - extracted from Clause 21.14 Melbourne Planning Scheme

41. The Structure Plan provides a comprehensive review of land use, urban structure and built form together with supporting transport, public realm and infrastructure. The Structure Plan was given effect with the introduction of new planning controls via Amendments C196 and C198 that:

- Provided a new zone, Capital City Zone - Schedule 5 that allowed for a broader range of uses than previously permitted.
- Introduced a new Design and Development Overlay that guided development and urban scale through a series of specific controls tailored to various locations within the precinct.

- Updated the heritage controls and included additional heritage places utilising the alphabetic grading system. The Amendment also left the City North area under the control of Clause 22.05 Heritage Places outside the Capital City Zone notwithstanding the introduction of the Capital City zone over the precinct.

42. When the Structure Plan was prepared in 2011 it was estimated that the precinct accommodated 20,119 jobs and 12,399 residents. It was forecast⁸ that by 2031 these numbers would increase to 25,557 jobs and 19,161 residents. These numbers (compared to those in para. 38) reflect the smaller area as compared to the Parkville NEIC. However, much of this area hosts the most intensive uses (e.g. hospitals, research laboratories and universities) and the largest buildings.
43. More recently the City of Melbourne has prepared a series of forecasts⁹ for the key suburbs and renewal areas that anticipate that the City North precinct (including the hospital area north of Grattan Street) will need to accommodate 42,519 jobs by 2031. This does not include the likely increase in the resident population, especially students associated with the University.
44. In summary, the City North Precinct is now expected to accommodate a nearly 100% increase in employment over the period 2015 to 2031. The two most significant areas of employment growth are Education and Training and Health Care (which will account for approx. 69% of all employment). This significant growth in employment is being driven by several factors including:
 - The significant improvement in accessibility provided by the Melbourne metro station in Grattan Street that will open in 2026. This station will make the location highly accessible to anyone in metropolitan Melbourne with access to the train network.
 - The expected increase in demand for tertiary education services by both Australian and international students. Australia is the third largest destination for international students after the US and Britain. In 2015¹⁰ 31.2% of the student cohort of The University of Melbourne were international students.
 - The established global reputation of the various research institutes both within and adjacent to The University of Melbourne (the Melbourne Biomedical Precinct¹¹) that attracts the considerable competitive biomedical research funding in Australia. The Victorian Government has identified medical technologies and pharmaceuticals as one of six priority sectors with potential to create high-skill jobs and drive economic growth.
45. It may be considered that the above matters whilst part of the overall context for the Parkville area are not directly relevant to the consideration of specific heritage controls that are directed at a specific purpose. In my opinion these matters are directly relevant and must be considered as part of the review of the Amendment and its detailed provisions.
46. When a proposed Amendment to the planning controls is undertaken the Planning Authority must have regard to a number of matters¹² including; does the amendment implement the objectives of planning and address any environmental, social and economic effects? *Planning Practice Note 46 - Strategic Assessment Guidelines for preparing and evaluating planning scheme amendments* provides guidance¹³ on this matter as follows:

The types of environmental, social and economic issues that need to be considered are dependent on the nature and scale of the amendment. Issues may include:

 - ...
 - *the likely effect on sites with significant historic, architectural, aesthetic, scientific and cultural values*
 - *the likely effect on the economic well-being of the community*

⁸ City of Melbourne - City North Structure Plan, March 2012 - page 5

⁹ <https://data.melbourne.vic.gov.au/Economy/Employment-and-floor-space-forecasts-by-urban-rene/rsje-n6de/data> - accessed 23.07.18

¹⁰ The Department of Education and Training, Higher Education Student Statistics Full Year 2015

¹¹ Victorian Government - Melbourne Biomedical Precinct Strategy, April 2018 - page 4

¹² Planning and Environment Act 1987 (as amended) - Clauses 4(1), 12(1)(a) and 12(2)

¹³ DELWP - Planning Practice Note 46 - Strategic Assessment Guidelines, May 2017 - page 3

- *potential changes to the economic and social life of the existing community*
- ...
- *the likely effect on future public and private sector investment in the immediate and surrounding areas*
- *the likely effect on potential capacity for growth of the immediate and surrounding areas, including the likely effect on the opportunities for expansion, improvement or redevelopment*
- *the impact on employment in the area*
- *the likely effect on public infrastructure in the immediate and surrounding areas*
- *potential changes to the attractiveness and physical condition of the immediate and surrounding areas*
- *the achievement of high quality urban design and architecture.*

(not all matters are included in quote)

47. The Explanatory Report accompanying the Amendment summarises the economic and social impacts as follows:

Social Effects

The Amendment aims to protect the City's heritage, which is an integral part of its social fabric. It supports the community expectation that the City's heritage assets will be protected.

The Amendment also identifies places that contribute to an understanding of the social, architectural and economic history of West Melbourne. In this way the Amendment protects the urban qualities that make West Melbourne distinctive as a local neighbourhood for both its local population and visitors to the area.

Economic Effects

Improving protection for the City's heritage places is expected to have positive economic effects by reinforcing the City's identity and its role as a destination for tourists. It is also expected to have further positive economic effects by facilitating decision making and minimising time delays.

48. It is not apparent whether any assessment was undertaken by the Planning Authority with respect to the potential for the modified heritage policies to constrain or prevent the development of critical precincts such as Parkville. It is highly unlikely that the consideration of the potential impact of the proposed policy on several of the issues outlined in the Practice Note was considered. This includes:
- The significant further growth of the City North/Parkville area as Melbourne's premier research, health and education precinct
 - The significant forecast employment growth.
 - The increased public investment in high capacity transport to serve the area and support the anticipated growth.
49. Whilst it is difficult to quantify the precise economic impact of the heritage controls on the growth of the precinct, it is apparent that any significant constraint on the future development of the precinct will likely create an adverse economic impact over future years.
50. The significant forecast in employment growth will generate a demand for additional floorspace. For example, an increase of approx. 10,000 jobs will create a demand for approx. 150,000 sq.m based on an average rate of 15 sq. m per person¹⁴. This in turn equates to approx. 150 floors of 1,000sq.m each. It is apparent that the economic growth of Parkville is inextricably linked to its ability to physically accommodate the new employment demand.

¹⁴ Adopted rate for office/research functions. This rate is smaller than the current rate found in the Parkville precinct.

3.3. THE ROLE OF THE UNIVERSITY OF MELBOURNE

51. The University of Melbourne is the heart of the Parkville precinct established in 1853 with the first buildings erected in 1854-7, being the quad. It is understood that the original reserve for the University was extended on a number occasions to accommodate the rapid development of the University¹⁵. Today the University has outgrown its original campus and is a key land owner and major user of the area bounded by Grattan, Elizabeth, Queensberry and Swanston Streets. Several key schools and research institutes of the University are now found in this area (see University Map - Appendix A).
52. Today, The University of Melbourne is home to approx. 45,000 students and 7,000 staff, the clear majority of which are located at the Parkville campus. Given the highly competitive environment of higher education and research it is understood that the University intends to increase in scale to achieve several key strategic aims¹⁶ including:
 - Being consistently ranked among the top 40 universities globally.
 - Enabling investment in large-scale research platforms.
 - Growth in academic capability through achieving the optimal number and mix of staff in key disciplines.
 - An enhanced student experience through the provision of a greater range of learning and recreation facilities.
53. This increase in scale will be accompanied by a significant investment in new buildings and infrastructure focused around several precincts covering both the original campus and the area south of Grattan Street.

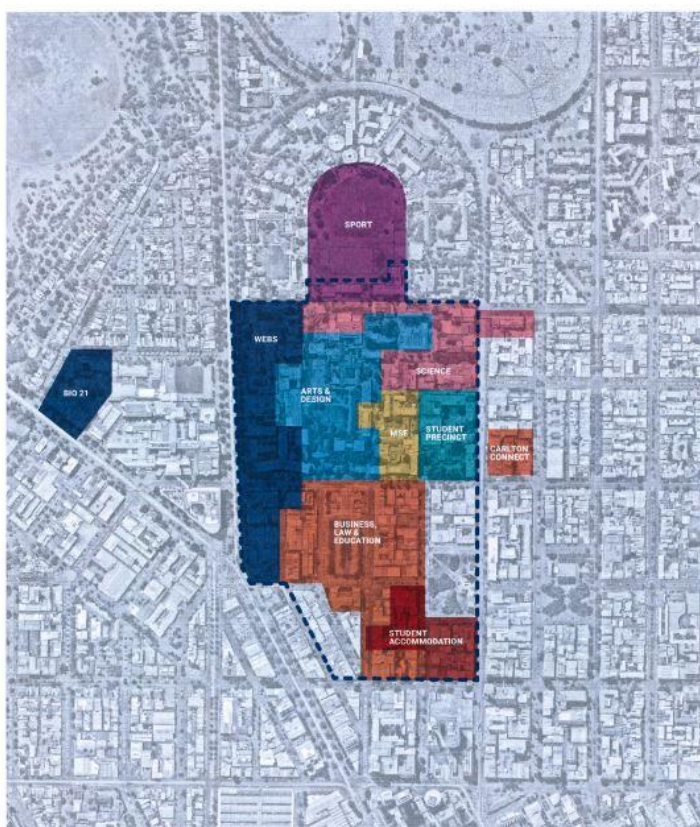


Figure 5 – The University of Melbourne’s Parkville Campus Precincts

¹⁵ City of Melbourne - Carlton, North Carlton, and Princes Hill Conservation Study, 1984 - page 23

¹⁶ The University of Melbourne - Strategic Plan 2015-2020: Growing Esteem, June 2015

3.4. POTENTIAL IMPACTS OF THE PROPOSED CHANGES TO THE HERITAGE CONTROLS

3.4.1. Proposed new Gradings

54. The *City of Melbourne Heritage Review: Local Heritage Policies and Precinct Statements of Significance* prepared by Lovell Chen in 2015 (updated in May 2016)¹⁷ undertook the review of the former heritage alphabetical grading system to ascribe the relative level of heritage significance/value for each property using the 'significant', 'contributory' or 'non-contributory' categories. The report notes that:

A review of other municipal planning schemes in Victoria was undertaken to identify the various definitions used for significant, contributory and non-contributory places. ...

With reference to this review, and understanding that the definitions should distinguish between significant and contributory heritage places, it was apparent that the definition of significant should use 'higher level' language and descriptors to emphasise the importance of significant places, and conversely the definition of contributory should be more inclusive and wide-ranging and deliberately set below significant.

3.7.1 'Significant' places

A 'significant' heritage place:

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.

3.7.2 'Contributory' places:

A 'contributory' heritage place:

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.

3.7.3 'Non-contributory' places:

A 'non-contributory' place does not make a contribution to the heritage significance or historic character of the precinct.

55. I agree with the need to undertake a comprehensive review of the various heritage gradings across the City of Melbourne given the relative age of the some of the original studies. However, the path of change is never easy, particularly where over 8,000 places are involved.
56. I have not reviewed the individual gradings of buildings and the proposed changes arising from the Lovell Chen review but the general approach (as expressed above) gives rise to several observations:
- Given the desire to reduce the number of descriptors for heritage buildings or places the proposed change from four alphabetic gradings to two significance gradings will by necessity either reduce the finer grained nature of the definitions (given that there are fewer) and/or broaden the definitions to become a 'catch-all'.

¹⁷ Lovell Chen - City of Melbourne Heritage Review: Local Heritage Policies and Precinct Statements of Significance - Methodology Report (May 2015) - pages 12 and 13

- The definition of a *significant heritage place* captures places that are of State, metropolitan or local significance - a broad range. In the absence of a detailed supporting significance statement it could be unclear as to what is important whereas the level of importance is inherent in the current gradings. This is not to suggest the current gradings remain rather the proposed definition could be refined or even split into two.
- The word *significant* itself conveys a high level of importance yet the definition infers that some significant heritage places may not make an important contribution to a heritage precinct. If that is the case then it is difficult to reconcile why the individual heritage place is in fact significant and not contributory.

3.4.2. Changes to the Local Heritage Policy

57. The City North precinct including the original University campus are currently subject to the policy directions of Clause 22.05 Heritage Places outside the Capital City Zone. At the time the City North controls were introduced (Amendment C198 - October 2015), which included placing most of the location (excepting the original campus) in a Capital City Zone - Schedule 5, there was significant debate about the appropriateness of maintaining this policy over the City North precinct.
58. A principal concern was the policy tension between the intention for the City North precinct to accommodate significant change (indeed the location is referred to in policy as an urban renewal precinct) and the introduction of further heritage controls. The final form of the planning controls resulted in the retention of Clause 22.05 across the City North precinct (including the area in the Capital City zone) with controls aimed at concealing modern additions behind existing heritage fabric - regardless that the new DDO controls permitted much taller buildings than the existing building stock.
59. It is proposed to continue using Clause 22.05 for the City North Precinct notwithstanding the opportunity to use Clause 22.04 which applies to most of the Capital City zones. The post-exhibition modified Clause 22.05 (attached at Appendix A) includes:
 - The introduction of performance standards by which heritage aspects of planning applications will be assessed.
 - Under the performance standards for demolition the proposed control states that:
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.
 ...
The poor condition of a significant or contributory building will not be considered justification for permitting demolition.
Before deciding on an application for full or partial demolition, the responsible authority will consider, as appropriate:
 - *The assessed significance of the heritage place or building.*
 - *The character and appearance of the building or works and its contribution to the historic, social and architectural values, character and appearance of the heritage place.*
 - *The significance of the fabric or part of the building, and the degree to which it contributes to the three-dimensional form of the building, regardless of whether it is visible.*
 - *Whether the demolition or removal of any part of the building contributes to the long-term conservation of the significant fabric of the building.*
 - *Whether the demolition is detrimental to the conservation of the heritage place*
 - Under the definitions section of the clause the term *Assessed Significance* is defined as:
The assessed significance of an individual heritage place or heritage precinct is identified in the relevant statement of significance, as contained in the place citation. This normally identifies what is significant, how it is significant, and why it is significant.

- Under the performance standards for additions the proposed control includes controls regarding concealment of additions that require:

Additions to a significant or contributory building must be concealed in significant streetscapes.

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:

- *For a second-storey addition to a single storey building, concealment is often achieved by setting back the addition at least 8 metres behind the front facade.*
- *A ground level addition to the side of a building should be set back behind the front or principal part of the building.*

Additions to corner properties may be visible, but should be respectful of the significant or contributory building in terms of scale and placement, and not dominate or diminish the prominence of the building or adjoining contributory or significant building.

60. One of the matters the responsible authority is directed to consider when assessing a demolition proposal in the current version of Clause 22.05 is proposed to be removed as part of this Amendment. The current criterion requires consideration of:

Whether the demolition or removal is justified for the development of land or the alteration of, or addition to, a building.

61. The following sections of the report consider the potential impacts of the new local policy.

3.4.3. Do the Demolition Controls provide appropriate guidance for decision makers?

62. The effect of the changes noted in paragraph 58, if approved, will be to mandatorily require the current assessment of the heritage significance/value to be used in judging whether to permit demolition or alteration. Whilst accurate information is always desired the proposed changes to the supporting local policy, Clause 22.05 in this case, leaves no margin for error in the consideration of an application to modify or otherwise change the heritage place. It is not clear what would happen where it was subsequently found that the application of a particular significance/value was incorrect or outdated. In any event, where there may be legitimate debate about the heritage significance of a heritage place that would be removed in future applications.

63. The proposed modifications for Clause 22.05 will also considerably strengthen the 'default' position of the retention of the heritage fabric or place above any other solution - given that the responsible authority is no longer enjoined to consider whether the demolition or removal is justified for the development of land or the alteration of, or addition to, a building.

64. The purpose of the Heritage Overlay is to conserve and enhance heritage places and ensure that development does not adversely affect the significance of a heritage place. Therefore, the starting point when reviewing the development opportunities of a heritage place is that of retention and conservation. The matters the Responsible Authority is directed to consider under Clause 25.05-5 are all directed at the heritage place's significance and its conservation. The last dot point requires the Responsible Authority to consider:

Whether the demolition is detrimental to the conservation of the heritage place

65. Where a building has been individually identified and has its own standalone heritage overlay separate to others there can only be one answer- yes. For the building will no longer exist. It cannot be said, as with a broader heritage place, that it can withstand the loss given the remaining stock and other exemplars.
66. Furthermore, if any significant heritage place, regardless of whether it is of State or local significance is accorded the same level of significance by the heritage grading system it is highly likely that in all circumstances the Responsible Authority will believe itself compelled to refuse an application for full demolition.

67. Proposed Clause 22.05-5 does not contain a specific 'test' specified in the matters to be considered relating to the future development or use of the land. Rather the future Responsible Authority is told that full demolition will only occur in exceptional circumstances. The clause is silent on what other matters the Responsible Authority could consider in determining whether the proposed demolition falls into the 'exceptional circumstances' basket.
68. It is apparent that institutions such as The University of Melbourne will require additional fit for purpose buildings to accommodate the increase of scale of operations at Parkville over future years and it will be necessary to redevelop existing building stock - given the scarcity of land in the precinct. This scenario has arisen with the need to create the Peter Doherty Institute on the former Ampol Headquarters building at the corner of Elizabeth and Grattan Streets - a C graded heritage place.
69. In that instance the matter was determined by VCAT. A key part of the Tribunal's decision was whether the existing heritage place could be demolished. The key considerations for the Tribunal were:
- Support for research and education facilities such as the Peter Doherty Institute;
 - Public health;
 - Economic development;
 - The heritage significance of the former Ampol House and its demolition;
 - The architectural quality of the replacement building, including whether it should be permitted to exceed the maximum building height in DDO44.
70. The Tribunal when considering the matter of economic development¹⁸ made the following finding with respect to the Parkville precinct:
- We accept the proposition that to thrive, economically and creatively, cities compete with one another. Benefits flow to successful cities from clusters of specialised activities and their capacity to capture and retain the intellectual capital developed by institutions within those clusters. We find that the Parkville Precinct is an example of the type of cluster or specialised land use precinct that is important to the economic and creative wellbeing of Melbourne. The precinct adds significantly to Melbourne's competitive advantage as a city. We consider that the establishment of the Peter Doherty Institute will reinforce the strength and competitive advantages of the Parkville Precinct, which in turn will support the policy objective to support and foster economic growth and development for Melbourne.*
71. This circumstance has only become even more important since the Tribunal's decision for the reasons set out in Section 3.2 of this report with the continuing change in Melbourne's economy and an increasing reliance on knowledge industries. The continued growth of the University and its various research and teaching functions are vital to the continuing success of Melbourne.
72. This is not to suggest that an updating of heritage controls should not occur rather it highlights the need to ensure effective guidance be provided for times when demolition is acceptable or necessary. For example, when considering demolition or major alterations to heritage places in areas where change is expected to occur to achieve major economic and social benefits.
73. It can be said that the statutory approval process for considering equally valid but conflicting planning controls and policy settings to arrive at an integrated decision is generally known and would be used in the right circumstances. Yet the example of the Peter Doherty Institute matter demonstrates the importance of retaining a criterion in the demolition control that anticipates circumstances where full demolition may be warranted notwithstanding the heritage significance of the heritage place.
74. In that instance the Council opposed the proposal based on the heritage significance of the existing building and a view that the proposed institute could be accommodated elsewhere. The Tribunal noted that the local policy *acknowledges that demolition of all or parts of buildings will be acceptable*

¹⁸ The University of Melbourne v Minister for Planning (2011) VCAT 469 - para. 32

*in certain circumstances*¹⁹. Whilst it was only one factor in the overall decision it did provide a pathway towards an integrated assessment of the overall proposal to ascertain whether there was a net community benefit.

75. The lack of such acknowledgement in the proposed clause potentially constrains the Responsible Authority's decision process. Whilst the lack of such a test will not prevent consideration or approval of demolition in the future but may make the approval process longer and more convoluted than it should be.
76. Applications for demolition and development in the City North precinct within the Capital City zone will be assessed under many controls where a broad ranging and holistic assessment of any application is to be expected. This may not be the case with the original campus of The University of Melbourne which is located within a Public Use Zone - 2. If it were not for the existing heritage overlays no planning permission is required to demolish and/or build a building provided it is used for Education purposes (itself a broad range of activities).
77. The consideration of the application without reasonable guidance may follow a course such as follows. The University finds itself wishing to replace one of the lesser heritage buildings on the campus with a new teaching or research space. The purpose of the zone simply states: *To provide for associated uses that are consistent with the intent of the public land reservation or purpose*. The University might explain that the space is essential to the future of a program or its overall educational aspirations.
78. The questions that arise from this scenario include: Is the replacement of one older teaching or research space with another, albeit fit for purpose, sufficient to be defined as an exceptional circumstance? In my opinion, the proposed local policy is silent on the matter and by that silence creates an inference that the matter of demolition is unacceptable in all circumstances.
79. There will always be uncertainty surrounding any future planning approval outcome and it is not expected that the new local heritage policy can or should seek to remove all uncertainty. Rather the policy should provide, as it has in the past, a simple pathway for the consideration of full or partial demolition having regard to the future purpose and development of the site in question.
80. It is suggested that there are two means by which the concerns raised in this analysis could be addressed, being:
 - Retain the current matter for consideration for demolition from Clause 22.05 that states:
Whether the demolition or removal is justified for the development of land or the alteration of, or addition to, a building.
 - Introduce a new matter for consideration by the Responsible Authority in Clause 22.05-5 Demolition stating:
Whether the demolition or removal provides a net community benefit having regard to the significance of the building and heritage place.

3.4.4. Do the Additions requirements fit with the future direction of the City North Precinct?

81. The current controls guiding additions to existing heritage buildings under Clause 22.05 are outdated and inappropriate for the City North precinct. The matter was considered by the Panels appointed to review Amendment C196 (City North Structure Plan) and C198 (City North Heritage Review). The principal concern was with the requirements of the heritage control (Clause 22.05) for the concealment of new buildings or works or additions to existing buildings. The degree of concealment depended on the graded level of the streetscape.
82. The Panel²⁰ for Amendment C196 when assessing the differences between the proposed design and development overlay and the heritage controls commented:

¹⁹ The University of Melbourne v Minister for Planning (2011) VCAT 469 - para. 40

²⁰ Planning Panels Victoria - Panel Report - Melbourne Planning Scheme Amendment C196 City North Structure Plan, 18 October 2013 - pages 64 and 65

The Panel however considers that the tension between properties with Heritage Overlays in addition to DDO61 has not been adequately addressed by Council, and that Clause 22.05 Heritage Places is inadequate to provide policy guidance when decisions makers are required to resolve this tension. Ideally, this tension should have been addressed as part of the City North Heritage Review by reviewing the application of Clause 22.05 Heritage Places outside the Capital City Zone and its 'fit' with DDO61. However, it appears that the horse may have bolted for this to occur given the exhibition of Amendment C198.

The Panel sees there is a need to provide decision makers with some guidance in relation to the development of heritage buildings in the City North area. Given that Clause 22.05 currently exists, the Panel supports this policy continuing to apply to the City North area. It does however, agree with Mr Pitt and others that a number of the requirements for the design of new buildings are inconsistent and at odds with DDO61. The sections in Clause 22.05 which deal with the concealment of higher rear parts, as well as façade height and setbacks are problematic, and the Panel believes these requirements should be expressly excluded from applying in the City North precinct.

83. The Panel considering Amendment C198 a few months later reviewed the strategic and policy tension between the proposed heritage controls and the proposed new design and development overlays and recommended²¹:

With regard to Local Policy:

a) Amend the provisions of Clause 22.04 so that they apply to the C196 adopted CCZ5 land and DDO61A1 as an interim measure until Council implements revised heritage policies: or alternatively.

b) Amend the provisions of Clause 22.05 so that land within the adopted CCZ5 and DDO61A1 are exempt from the policy statements pertaining to 'Concealment of Higher Rear Parts (including Additions)', 'Façade height and Setback (New Buildings)' and 'Building Heights'.

c) Following the adoption of the Amendment, the Council prepare a heritage policy for the City North area which reflects the Structure Plan's aim to integrate the area's heritage into urban renewal in the City North area.

84. Council decided to maintain the use of Clause 22.05 with the use of exemptions for the Capital City Zone (City North) area regarding the provisions applying to the concealment of higher rear parts and façade height and setback as follows:

Concealment Of Higher Rear Parts (Including Additions)

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.

These provisions do not apply to land within Schedule 5 to the Capital City Zone (City North).

Facade Height and Setback (New Buildings)

The facade height and position should not dominate an adjoining outstanding building in any streetscape, or an adjoining contributory building in a Level 1 or 2 streetscape. Generally, this means that the building should neither exceed in height, nor be positioned forward of, the specified adjoining building. Conversely, the height of the facade should not be significantly lower than typical heights in the streetscape. The facade should also not be set back significantly behind typical building lines in the streetscape.

²¹ Planning Panels Victoria - Panel Report - Melbourne Planning Scheme Amendment C198 City North Heritage Review, 11 July 2014 - pages 41

These provisions do not apply to land within Schedule 5 to the Capital City Zone (City North). (My underlining)

85. It is proposed that the new Clause 22.05 will continue to apply to the City North precinct and the original campus of the University notwithstanding the expectation that the area will undergo significant change from the previous low-rise character to an area more in keeping with parts of the CBD.
86. The policy will also re-introduce the policy tension identified by the previous Panels with the requirement that additions to existing buildings be fully concealed in the case of significant streetscapes and partly (so as not to dominate the prominence of the original building) in other streetscapes. This requirement is included in Clause 22.05-7 New Buildings and Clause 22.05-8 Additions. There is no exclusion provided for the Capital City Zone (City North) zoned area.
87. The proposed controls for additions (as modified in the Part A submission) will require:
- Concealment of additions:*
- Additions to a significant or contributory building must be concealed in significant streetscapes.
- 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:*
- *For a second-storey addition to a single storey building, concealment is often achieved by setting back the addition at least 8 metres behind the front facade.*
 - *A ground level addition to the side of a building should be set back behind the front or principal part of the building.*
- Additions to corner properties may be visible, but should be respectful of the significant or contributory building in terms of scale and placement, and not dominate or diminish the prominence of the building or adjoining contributory or significant building.* (My underlining)
88. For new buildings in a heritage place the requirements are equally stringent requiring:
- In significant streetscapes, higher rear parts of a new building should be concealed.
- In other streetscapes, higher rear parts of a new building 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. (My underlining)
89. The City North precinct is mainly covered by a series of development controls (DDO 61) that permit buildings of up to 40 metres in height (or greater). The desired built form outcomes for the precinct includes development that:
- ...
 - *Creates stronger definition to the streetscape.*
 - *Complements the existing character established by the university, research and medical buildings.*
 - *Ensures sunlight reaches the lower floors of new developments.*
 - ...
 - *Delivers a scale of development that provides street definition and a high level of pedestrian amenity, having regard to access to sunlight, sky views and a pedestrian friendly scale.*
 - *Provides a street edge height that integrates new development with lower scale heritage buildings.* (My underlining)
90. It is apparent that the desired future character is one that responds to the existing character established by the larger and taller university, research and medical buildings whilst providing a

street edge that integrates with lower scale heritage buildings. Yet the proposed heritage controls will seek to ensure that new buildings beyond the street edge should be concealed in a significant streetscape. The wording of the control is imprecise but it is taken that the control seeks full concealment on the basis that for lesser streetscapes buildings are required only to be *partly concealed*.

91. In the case of an addition to an existing heritage building it is possible that very little or no additional building could be achieved due to the requirement for concealment. Such an approach does not assist in seeking the adaptive reuse of buildings that are no longer fit for purpose. A well-considered (albeit visible) addition could make the difference between a viable use of a heritage place that supports the growth of the precinct and one that does not.
92. In summary the proposed modified controls for additions and new buildings in Clause 22.05:
 - Have not sought to address the issues raised by the Panels when considering the introduction of the City North Structure Plan and the associated heritage controls.
 - Removes the 'interim' solution that excluded the Capital City Zone (City North) areas from the heritage controls pertaining to concealment of rear parts and additions and façade heights and setbacks.
 - Re-introduces controls for the concealment of additions and parts of new buildings.
thus countering) the intentions of the DDO and the broader policies encouraging the redevelopment of City North and creating a new policy tension.
93. A similar issue arises on The University Melbourne's original campus where all the buildings currently in a heritage overlay are to be 'automatically' graded as a significant heritage place with most also being placed in significant streetscapes. Thereby effectively limiting or negating the opportunity for adaptation and re-use of these buildings through additions to the fabric.
94. The allocation of the streetscape designations within the University context is unclear. It is not apparent from the review of the Lovell Chen methodology report whether the streetscape designations reflect the current grading system or are an 'update'. It is also unclear as to which façade of a building is on the streetscape given the multitude of accessways and paths throughout the University that enable many buildings to 'read in the round', unlike the circumstances in a traditional street setting.
95. The proposed updating of Clause 22.05 has not maintained the status quo achieved by the interim solution rather it has stepped back to a position originally advanced with Amendment C198 that was found wanting.
96. It is understood that concern has been expressed that parts of City North have a 'low-rise' heritage character that requires the forms of controls now proposed in the new Clause 22.05. I note that parts of the central city (e.g. Guildford Lane and Hardware Lane Precinct and parts of the central retail core) also contain lower rise heritage buildings that are provided with appropriate protection using Clause 22.04 (heritage policy applying to capital city zones) and specific DDOs that limit heights and require specific design outcomes.
97. In short, the matters required to be addressed by the C196 and C198 Panels are not adequately addressed by the proposed amendment. It is considered that there are three potential approaches to address this concern, being:
 - Apply Clause 22.04 to that part of City North precinct located within the Capital City Zone 5. Clause 22.04 provides clarity as how additions and new buildings are expected to sit with and contribute to the heritage building or place in an area where change is anticipated. Also modify Clause 22.04 to add an additional matter for consideration concerning demolition as suggested in paragraph 77 of this report.
 - Prepare a specific heritage policy for the City North precinct that takes into account and balances the competing policy drivers of urban renewal and heritage protection.
 - Maintain the current exemption for the Capital City Zone (City North) area from those parts of Clause 22.05 applying to concealment of both additions and new buildings.

98. Given that it will take some time to prepare a new policy for the City North precinct I recommend that Clause 22.04 (with the suggested modifications) be applied to the Capital City Zone 5 instead of Clause 22.05. This will better reflect the emerging and future character of the precinct and enable a balanced assessment of future development proposals.
99. It is also recommended that Clause 22.05 (with the modifications suggested above) be amended so that the original University of Melbourne campus is exempt from the policy statements pertaining to concealment of additions (Clause 22.05-8) and parts of new buildings (Clause 22.05-7) given that the 'streetscape' character of the University is significantly different to that found in more traditional streets.

APPENDIX A THE UNIVERSITY OF MELBOURNE PARKVILLE CAMPUS MAP

Academic Services

- 199 **K21** Stop 1 (Student Services)
- 385 **O25** Health Service (138 Cardigan St)
- 128 **F15** Murrup Barak, Melbourne Institute for Indigenous Development

Campus Libraries

- 133 **F18** Architecture, Building & Planning Library
- 177 **I13** Baillieu Library (Humanities)
- 182 **J13** Brownless Biomedical Library
- 171 **J19** Eastern Resource Centre (ERC) Library including Louise Hanson-Dyer Music Library (L2) and Lenton Parr Music, Visual and Performing Arts Library (L2)
- 105 **P14** Giblin Eunson Library (Business & Education)
- 106 **R15** Law Library

Museums

- 140 **G11** Grainger Museum
- 181 **K12** Harry Brookes Allen Museum of Anatomy & Pathology
- 702 **J22** Henry Forman Atkinson Dental Museum
- 136 **F21** Ian Potter Museum of Art
- 182 **J13** Medical History Museum
- 147 **G12** Ties Zoology Museum

Performance Venues

- 130 **E15** Guild Theatre (Union House)
- 141 **H11** Melba Hall (Melbourne Conservatorium of Music)
- 199 **K21** Open Stage Theatre (757 Swanston St)
- 130 **E15** Union Theatre (Union House)
- 151 **H16** Wilson Hall

Services - General

- 161 **H18** Australia Post (PO Boxes and Parcel Locker)
- 143 **F14** Commonwealth Bank
- 104 **M13** Co-op Bookshop
- 348 **N21** Melbourne Dental Clinic
- 143 **F14** National Australia Bank
- 244 **G22** University of Melbourne EyeCare
- 130 **E15** University of Melbourne Student Union (UMSU)

Teaching Venues

- 173 **K17** A1 Theatre (Old Engineering Building)
- 147 **G12** Agar Theatre (Biosciences 4)
- 133 **F18** B117 Theatre (MSD Building)
- 113 **D17** Baldwin Spencer Building Theatre
- 102 **J3** Bio21 Theatre (David Penington Building)
- 158 **I21** Carrillo Gantner Theatre (Sidney Myer Asia Centre)
- 110 **Q13** Copland Theatre (The Spot)
- 153 **G17** Cumming Theatre (Chemistry Building)
- 106 **R15** David P. Derham Lecture Theatre (Law Building)
- 181 **L12** ESJ King Theatre (Theatre 4, Medical Building)
- 148 **H13** Forum Theatre (Arts West Building)
- 181 **L12** Frederic Wood Jones Theatre (Medical Building)
- 200 **E23** Fritz Loewe Theatre (McCoy Building)
- 184 **J11** Harold Woodruff Theatre (Old Microbiology Building)
- 192 **E20** Hercus Theatre (Physics South Building)
- 160 **G20** J.H. Michell Theatre (Peter Hall Building)
- 148 **G13** Kathleen Fitzpatrick Theatre (Arts West Building)
- 192 **E20** Laby Theatre (Physics Building)
- 115 **E18** Latham Theatre (Redmond Barry Building)
- 260 **O13** Level 1 Theatre (200 Berkeley Street)
- 115 **E18** Lowe Theatre (Redmond Barry Building)
- 115 **E18** Lyle Theatre (Redmond Barry Building)
- 133 **F18** Malaysian Theatre (MSD Building)
- 153 **G17** Masson Theatre (Chemistry Building)
- 115 **E18** Medley Theatre (Redmond Barry Building)
- 105 **P14** Prest Theatre (Business & Economics Building)
- 149 **G14** Public Lecture Theatre (PLT) (Old Arts Building)
- 263 **U17** Q219 Theatre (Kwong Lee Dow Building)
- 263 **U17** Q227 Theatre (Kwong Lee Dow Building)
- 263 **U17** Q230 Theatre (Kwong Lee Dow Building)
- 181 **L12** Rand Theatre (Medical Building)
- 115 **E18** Rivett Theatre (Redmond Barry Building)
- 160 **G20** Russell Love Theatre (Peter Hall Building)
- 153 **G17** Senior Theatre (Chemistry Building)
- 133 **F18** Singapore Theatre (MSD Building)
- 181 **L12** Sunderland Theatre (Medical Building)
- 379 **O18** Theatre 1 (207 Bouverie St)
- 155 **G19** Theatre 1 (Old Geology Building)
- 379 **O18** Theatre 2 (207 Bouverie St)
- 156 **H19** Theatre 2 (Old Geology South Building)
- 122 **E13** Turner Theatre (Biosciences 2)
- 149 **G14** William Macmahon Ball Theatre (Old Arts Building)
- 181 **L12** Wright Theatre (Medical Building)

Car Parking

- 333 **F24** Eastern Precinct Car Park (Underground)
- 107 **N15** University Square Car Park (Underground)

Taxi

D15 Taxi Pick Up Point

Buildings

- 198 **K20** 1888 Building
- 104 **M13** Alan Gilbert Building
- 162 **I19** Alice Hoy Building
- 148 **H13** Arts West Building
- 139 **F13** Babel Building
- 113 **D16** Baldwin Spencer Building
- 404 **H4** Bio21 Institute Incubator
- 102 **J3** Bio21 Institute (30 Flemington Rd)
- 123 **D12** Biosciences 1
- 122 **E13** Biosciences 2
- 143 **F14** Biosciences 3
- 147 **G12** Biosciences 4
- 194 **H12** Biosciences 5
- 105 **P14** Business & Economics Building
- 165 **I18** Chemical & Biomolecular Engineering 1
- 167 **J18** Chemical & Biomolecular Engineering 2
- 154 **G18** Chemistry Building
- 154 **G18** Chemistry East Wing Building
- 192 **E20** David Caro Building
- 102 **J3** David Penington Building
- 248 **M11** Doherty Institute
- 168 **J19** Doug McDonnell Building

- 193 **I16** Electrical & Electronic Engineering Building
- 134 **F20** Elisabeth Murdoch Building
- 169 **J18** Engineering Workshops

- 187 **L15** Gatekeeper's Cottage
- 176 **L18** Infrastructure Engineering Building
- 191 **J15** John Medley Building
- 197 **J21** John Smyth Building

- 144 **I11** Kenneth Myer Building
- 263 **U17** Kwong Lee Dow Building
- 106 **R15** Law Building

- 200 **E23** McCoy Building
- 170 **L18** Mechanical Engineering Building
- 181 **K12** Medical Building
- 133 **F18** Melbourne School of Design Building
- 401 **H4** Nancy Millis Building

- 149 **G14** Old Arts Building
- 173 **K17** Old Engineering Building
- 155 **G19** Old Geology Building
- 156 **H19** Old Geology South Building
- 166 **J17** Old Metallurgy Building
- 184 **J11** Old Microbiology Building
- 128 **F15** Old Physics Building
- 150 **G15** Old Quadrangle Building

- 160 **G20** Peter Hall Building
- 344 **H23** Peter McPhee Centre
- 192 **E20** Physics South Building

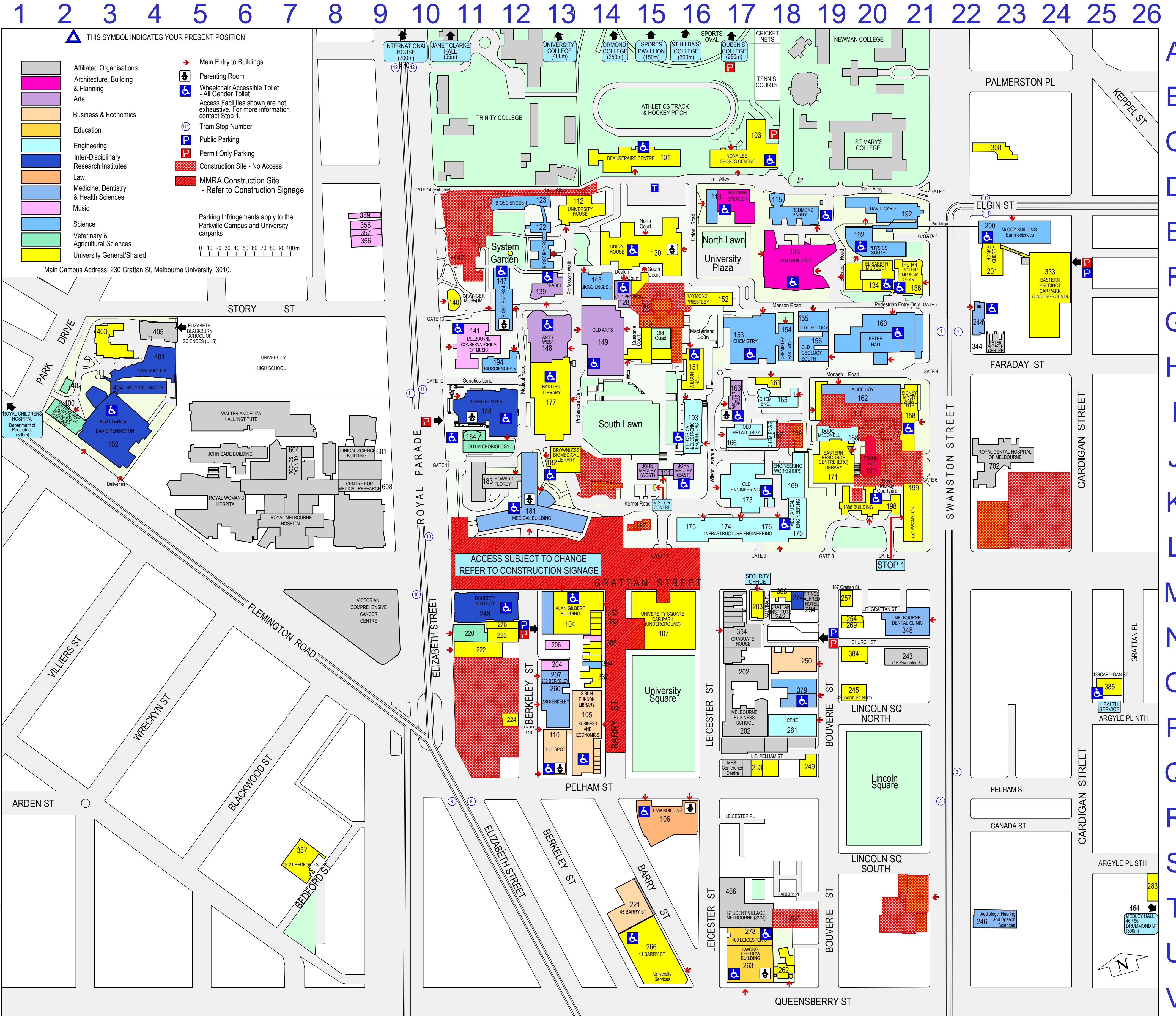
- 152 **F16** Raymond Priestley Building
- 115 **E18** Redmond Barry Building
- 158 **I21** Sidney Myer Asia Centre

- 110 **Q13** The Spot (Faculty of Business & Economics)
- 201 **F23** Thomas Cherry Building
- 400 **I2** Veterinary Preclinical Sciences Building
- 163 **I17** Walter Boas Building

University Schools

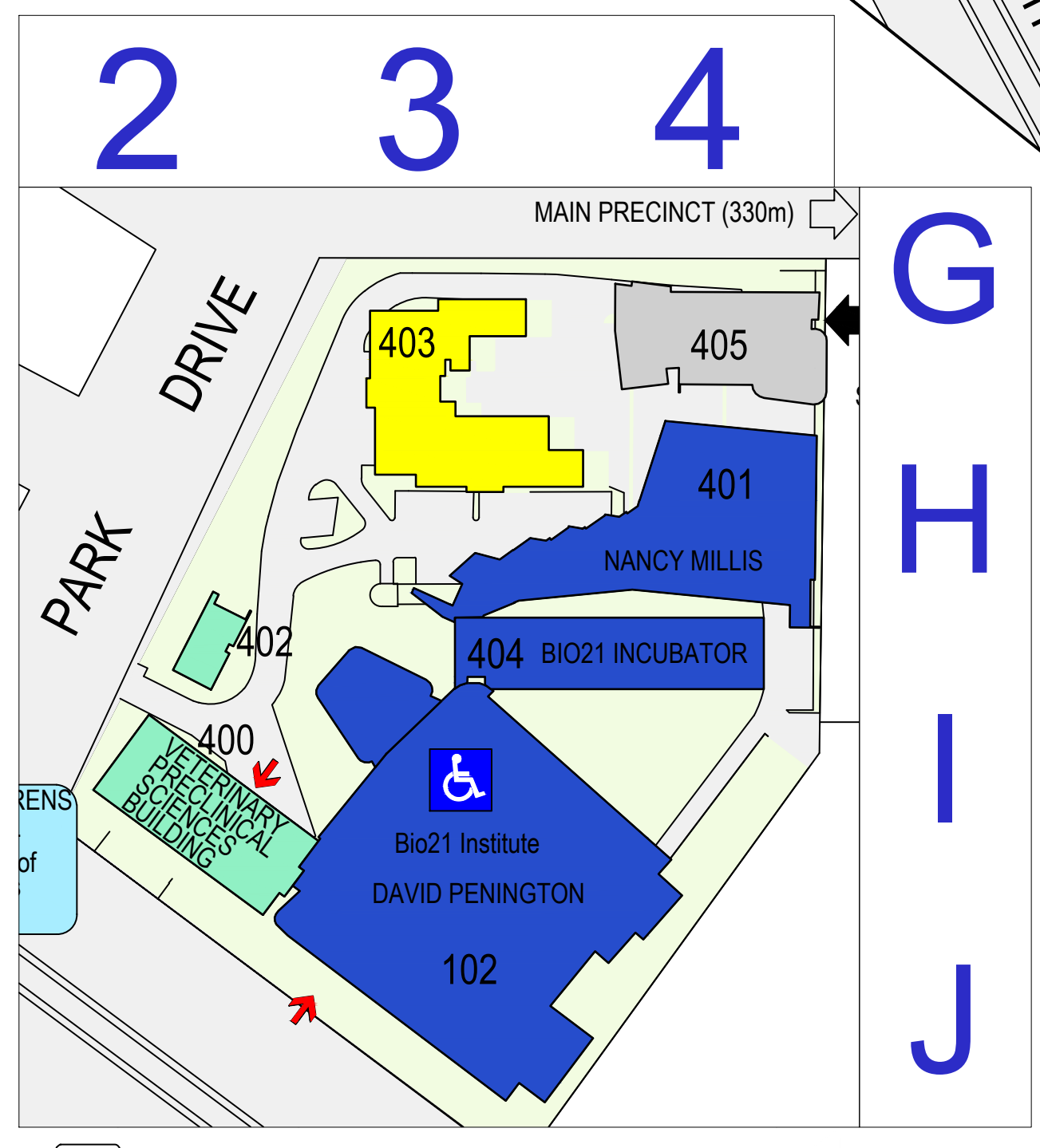
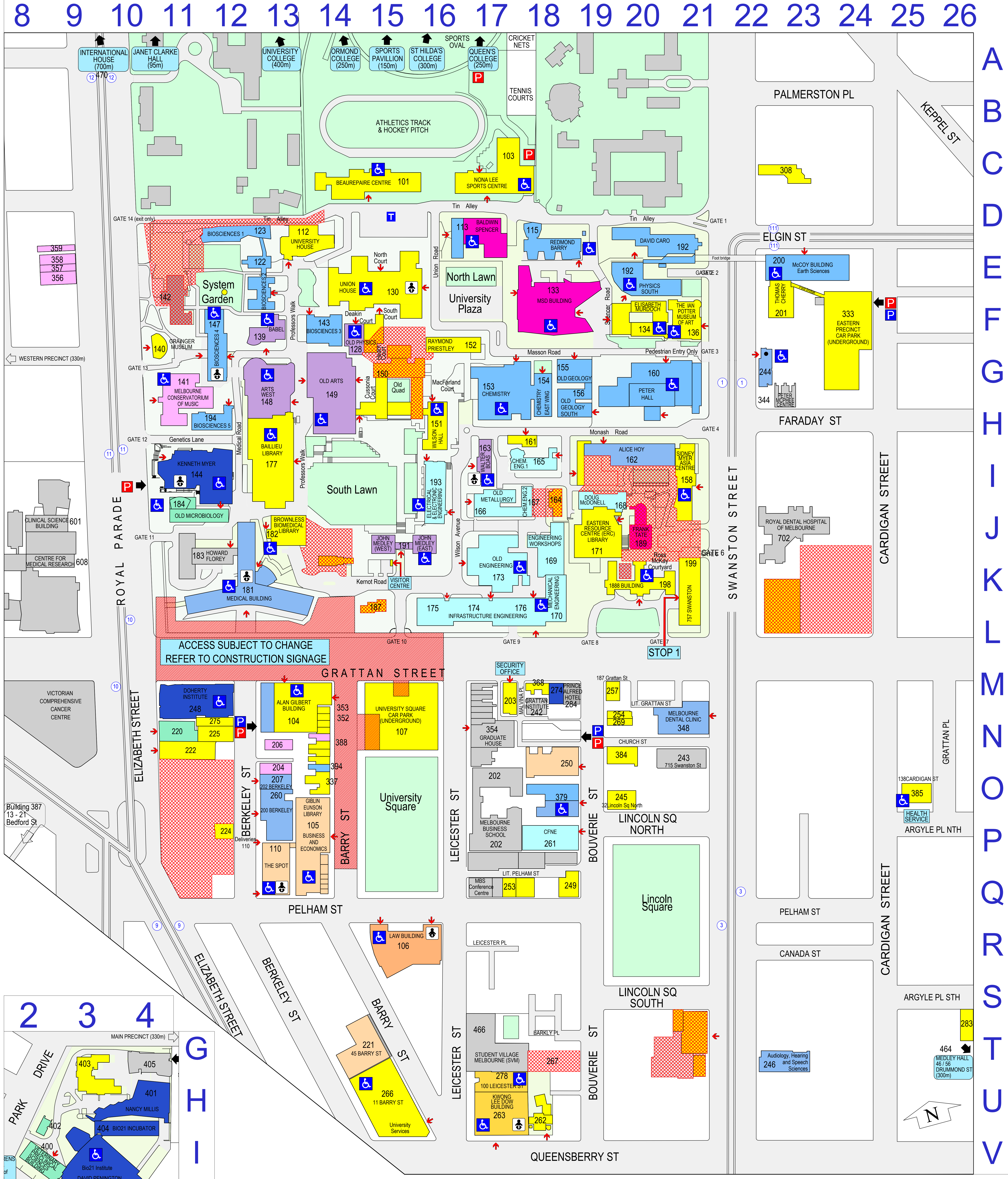
- 158 **I21** Asia Institute
- 149 **G14** Graduate School of Humanities & Social Sciences
- 141 **H11** Melbourne Conservatorium of Music
- 702 **J22** Melbourne Dental School
- 263 **U17** Melbourne Graduate School of Education
- 278 **U17** Melbourne Graduate School of Education
- 106 **R15** Melbourne Law School
- 181 **K12** Melbourne Medical School
- 181 **K12** Melbourne School of Biomedical Sciences
- 173 **K17** Melbourne School of Engineering
- 163 **I17** Melbourne School of Government
- 104 **M13** Melbourne School of Health Sciences
- 379 **O18** Melbourne School of Population & Global Health
- 115 **E18** Melbourne School of Psychological Sciences

- 184 **J11** School of Agriculture & Food Systems
- 168 **J19** School of Computing & Information Systems
- 191 **J15** School of Culture & Communications
- 200 **E23** School of Earth Sciences
- 379 **O18** School of Geography
- 113 **D16** School of Ecosystem & Forest Sciences
- 148 **K21** School of Historical & Philosophical Studies
- 139 **F13** School of Languages & Linguistics
- 160 **G20** School of Mathematics & Statistics
- 192 **E20** School of Physics
- 191 **J15** School of Social & Political Sciences
- 400 **I2** School of Veterinary Science



The University of Melbourne Acknowledges the Wurundjeri people as the Traditional Custodians of the Land on which this Campus is situated.





- Parenting Room
- Wheelchair Accessible Toilet - All Gender Toilet
- Access Facilities shown are not exhaustive. For more information contact Stop 1.
- Tram Stop Number
- Public Parking
- Permit Only Parking
- Construction Site - No Access
- MMRA Construction Site - Refer to Construction Signage

Parking Infringements apply to the Parkville Campus and University carparks

0 10 20 30 40 50 60 70 80 90 100m

Main Campus Address: 230 Grattan St, Melbourne University, 3010.

- Affiliated Organisations
- Architecture, Building & Planning
- Arts
- Business & Economics
- Education
- Engineering
- Inter-Disciplinary Research Institutes
- Law
- Medicine, Dentistry & Health Sciences
- Music
- Science
- Veterinary & Agricultural Sciences
- University General/Shared



The University of Melbourne Acknowledges the Wurundjeri people as the Traditional Custodians of the Land on which this Campus is situated.

Map created by Infrastructure Services - 2nd March 2018



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The University of Melbourne
Parkville/Carlton

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 on behalf of The University of 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 update the heritage policy at Clause 22.05 and apply new heritage gradings to properties occupied by The University of Melbourne, both on the main campus and in surrounding parts of Carlton and Parkville.
2. This statement has been prepared with assistance from Martin Turnor of my office. The views expressed are my own.

2.0 Sources of Information

3. The analysis below draws upon inspections of the subject site, and a review of the relevant Amendment C258 documentation, including the *City of Melbourne Heritage Review: Local Heritage Policies and Precincts Statements of Significance Methodology Report* (Lovell Chen, Updated May 2016). Reference has also been made to the City of Melbourne's *i-Heritage Database*, the *Melbourne Planning Scheme's Heritage Places Inventory* (March 2018), the Heritage Overlay provisions in the *Melbourne Planning Scheme* (Clauses 43.01 and 22.05) and the Panel report in relation to Amendment C198 to the *Melbourne Planning Scheme*. Past heritage studies relevant to The University of Melbourne and its environs have also been reviewed, including the *City North Heritage Review 2013 Statements of Significance (Revised June 2015)*, *Carlton, North Carlton and Princes Hill Conservation Study*, (Nigel Lewis et al, 1984), *The University of Melbourne Heritage Documentation - Main Campus Building Data Sheets* (Lovell Chen, 2010), *The University of Melbourne Heritage Management Strategy* (Allom Lovell & Associates, 2005) and *The University of Melbourne Conservation Study* (Andrew Ward & Associates, 1986).
4. The Amendment C258 documentation, including a corrected version of the *Heritage Places Inventory*, was re-exhibited in November 2017. Council 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

5. 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

6. 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', followed by a period.

BRYCE RAWORTH

5.0 Current Heritage Listings

Victorian Heritage Register

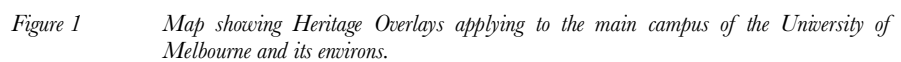
7. The University of Melbourne and affiliated colleges occupy a number of sites on the Victorian Heritage Register as follows:

- 1888 Building, Part of Former Melbourne Teachers College (VHR H1508).
- Beaurepaire Centre (VHR H1045).
- Conservatorium of Music & Melba Hall (VHR 925).
- Gatekeepers Cottage (excluding 1962 extension) (VHR H919).
- Grainger Museum (VHR H875).
- Law School Building & Old Quadrangle (VHR H920).
- Old Arts Building (VHR H924).
- Old Physics Conference Room & Gallery (VHR H923).
- Underground Car Park (VHR H1004).
- Main Entrance Gates (Gate 6), Pillars & Fence (VHR H918)
- Old Pathology Building (excluding the Physics annex) (VHR H922)
- Baldwin Spencer Building, (Old Zoology) (VHR H921)
- Wilson Hall (VHR H1012)
- Vice Chancellor's House (VHR H1003)
- Newman College, 871-945 Swanston Street, Parkville (VHR H21)
- Ormond College, 29-55 College Cres (VHR H728).
- Clarke Building, Trinity College, Royal Parade (VHR H100).
- Janet Clarke Hall, 57-63 Royal Parade, Parkville (VHR H2334).
- Northern Market Reserve Wall, Storey St & Flemington Rd & Park Drive, (VHR H1920)
- Former Primary School No. 2365, 224 Queensberry St, Carlton (VHR H970).
- Medley Hall (Rosaville) 46 Drummond St, Carlton (VHR H408).
- Medley Hall (Benvenuta) 48 Drummond St, Carlton (VHR H409).

City of Melbourne

8. The following sites within the main campus of the University and colleges have site specific Heritage Overlay controls (excluding VHR sites listed above):

- Part of Former Melbourne Teachers College (HO988)
- Behan Building, Trinity College, Royal Parade, Parkville (HO327)
- Botany Building (Excluding North Wing) (HO329)
- Chemistry Building (Excluding East Wing) (HO330)
- Colonial Bank Door (HO331)
- Cricket Pavilion & Scoreboard (HO333)
- Walter Boas Building, (Former CSIRO Science Building) (HO334)
- Former Bank Facade (Old Commerce Building) (HO335)
- Former National Museum (Student Union Building) (HO336)
- Natural Philosophy Building (HO341)
- Old Engineering Building (1899 section only) (HO346)
- Old Geology Building (northern section only) (HO347)
- Queens College Main Wings, (HO352)
- Squash Courts, Trinity College, Royal Parade, Parkville (HO354)
- Systems Garden Tower (HO355)
- Trinity Chapel & College (HO357)
- University House (HO360)
- Richard Berry Building (HO820)
- Agriculture and Forestry Building (HO872)



- Bryce Raworth Pty Ltd** Conservation Urban Design

10. It is noted that there are some errors and anomalies in the Heritage Overlay mapping/schedule relating to the University that have carried over into the C258 documentation. For example, the planning scheme map shows HO316 applying to a building in the vicinity of the University's sports centre. However, HO316 relates to a different site outside of the University, listed on the Heritage Overlay Schedule as '*Former Police State Complex, 155 Royal Parade, Parkville*'. The University oval grandstand is mapped as HO333 but the written schedule lists HO333 as 'Cricket Pavilion & Scoreboard'. The pavilion and grandstand are separately listed on the current *Heritage Places Inventory* as C grade places but only the pavilion is graded on the C258 *Heritage Places Inventory*.
11. The current Heritage Overlay map and schedule also warrant review in relation to Trinity College in that they omit some College buildings that, *prima facie*, might warrant heritage listing (eg Bishops, Dining Hall and Leeper Buildings). The college's squash courts (listed as HO354) have been demolished under permit and the site redeveloped.

National Trust of Australia (Victoria)

12. The following buildings within the main campus of The University of Melbourne are listed on the Register of the National Trust (identified levels of significance are shown in *italics*):
- Leeper Building (former Warden's House) Trinity College - *Regional* (File B0629).
 - Old Law Quadrangle - *State* (File B0161)
 - Western Doorway from former Colonial Bank - *Regional* (File B0163)
 - Façade former Bank of New South Wales - *State* (File B0164)
 - Union House - *File only* (B1019)
 - Ada & Elise statues - *File only* (B3405)
 - Grainger Museum - *State* (File B4062)
 - Trinity College Chapel - *National* (File B5149)
 - Beaurepaire Building - *State* (File No B613)
 - Chemistry Building - *State* (File No B6755)
 - Conservatorium of Music, Melba Hall - *State* (File No B3105)
 - Wilson Hall & Fincham Organ - *State* (File No B6478)
 - Underground Carpark - *State* (File No B6479)
 - Baillieu Library - *State* (File No B6480)
 - University House - *State* (File No B6481)
 - Former Melbourne Teacher's College - *State* (File No B2990)
 - Ormond College - *State* (File No B4768)
13. Additionally, a number of buildings external to the main campus are included on the Trust's register, including:
- 147-151 Barry Street - *National* (File B2373)
 - 93-109 Barry Street - *Local* (File B2375)
 - University Square (includes 131-159 Barry Street) – *Regional* (File B2376)

6.0

Amendment C258

14. As part of Amendment C258 (which went on exhibition 30 March 2017) the City of Melbourne are proposing to replace the current A-D heritage grading system with a system that utilises ‘significant’, ‘contributory’ and ‘non-contributory’ gradings. Gradings proposed for The University of Melbourne sites are summarised in Attachment 1 to this statement.
15. The current gradings system at Clause 22.05 is defined as follows:

‘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.

16. The three-tier grading system proposed to be defined at Clause 22.05 is as follows:

‘Significant’ heritage place:

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' heritage place:

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.

'Non-contributory' place:

A 'non-contributory' place does not make a contribution to the cultural significance or historic character of the heritage precinct.

17. Further to the change in gradings system, existing numerical streetscape levels would be reclassified as either significant or not significant.
18. Amendment C258 also proposes to revise the existing heritage policy for sites outside the capital city zone (Clause 22.05).
19. I support the general intent of the Amendment in replacing the existing alphabetic gradings system, noting that this approach is recommended in the VPP Practice Note *Applying the Heritage Overlay* (January 2018). However, the Amendment has given rise to some areas of concern in respect to a number of The University of Melbourne buildings being re-graded in a manner that suggests their significance is greater than can readily be justified. There are also some errors in the proposed gradings that need to be addressed.
20. The implications of some aspects of the proposed new heritage policy at Clause 22.05 also give rise to concern. As discussed below, Amendment C258 unreasonably 'raises the bar' with regard to heritage status and the difficulty of developing or adapting some of The University of Melbourne buildings, including sites external to the main campus. That is to say, aspects of the revised Clause 22.05 heritage policy in relation to both demolition and development are countenanced that may be prejudicial to the future development of The University of Melbourne.
21. I have not discussed University buildings currently listed on the Victorian Heritage Register. Permit applications for these sites are assessed under the *Heritage Act* (although consideration is given to local heritage policy).

7.0 Analysis

Gradings

22. The C258 gradings review has resulted in all buildings on the Victorian Heritage Register, and those with an individual heritage overlay control, automatically defaulting to a 'significant' grading, regardless of whether they were originally graded A, B C or D.

23. The method adopted by Lovell Chen of automatically migrating individual Heritage Overlay places to a 'significant' grading (without review) is a flawed approach that fails to take into account the varying degrees of significance of individual HO sites, and/or alterations that may have been made to these sites since the introduction of the Heritage Overlay and/or evolving approaches to heritage planning (noting that some of the HO listings at The University of Melbourne are longstanding).
24. There are circumstances where it would be entirely reasonable for an individual Heritage Overlay site to be graded 'contributory'. This situation has recently arisen in respect to the D3 graded Lost Dogs Home, 2-52 Gracie Street, North Melbourne. An individual Heritage Overlay currently applies to that site (HO869). In response to submissions on behalf of the Lost Dogs' Home, the officer report found within the *Future Melbourne Committee Agenda Item 6.4, Planning Scheme Amendment C258 Heritage Policies Review & West Melbourne Heritage Review*, dated 20 February 2018, noted that:

The Statement of Significance for 2-52 Gracie Street, which is incorporated into the Planning Scheme at pg 50 of the 'Arden Macaulay Heritage Review 2012 Statements of Significance' states that it is the administration building and residence of 1934-5 that are the significant fabric on the site. This is a large site with many other buildings so it is recommended that this site be referred to as a precinct, rather than an individual heritage place and that the admin building and the residence of 1934-5 are listed in the inventory as the contributory heritage places.

25. The proposed *Heritage Places Inventory* has been updated in line with this recommendation. The Lost Dogs' Home 'Administration Building and Residence of 1934-5' is now identified as 'contributory' in an ungraded streetscape in the revised *Heritage Places Inventory*. Notwithstanding that the Lost Dogs' Home does not form a heritage precinct in the normal sense of the term, Council's recent change of position on this site at least acknowledges that a contributory grading can sensibly be applied to an individual Heritage Overlay place.
26. In respect to The University of Melbourne, the Agricultural and Forestry Building (Building No. 142) presents a good case for a contributory grading. It has an individual Heritage Overlay (HO872) but was only considered significant enough to attract a D2 grading, ie 'contributory' in terms of the current Clause 22.05 definitions. Allom Lovell and Associates identified this building as being of 'little or no' heritage value in their 2005 *The University of Melbourne Heritage Management Strategy* (but no site-specific information was provided to explain this assessment). The 2005 report defined buildings of little or no heritage value as follows:

Buildings of little or no heritage value includes buildings which are considered to be of relatively minor heritage value and make only a limited contribution to an understanding of the history of the place, buildings which are of no heritage value, and buildings which are intrusive in their siting.

27. As constructed 1920-22, the Agricultural and Forestry Building was a double-storey red-brick Georgian revival style building with a symmetrical façade to Royal Parade. Substantial double-storey additions (of mediocre design quality) were made to the south end of the building in the postwar period, and a new projecting entry bay constructed to the front, erasing the original symmetrical character. The interior is currently being refurbished and a very large building with a modern architectural expression has been built to the north side. Considering the diminished integrity of the Agriculture and Forestry building as originally built, and the limited architectural interest of the postwar additions, a contributory grading would be appropriate for this site.



Figure 2 *A c1930 photograph of the Agriculture and Forestry Building viewed from Royal Parade. Source: University of Melbourne Archives.*



Figure 3 *Recent photograph of the façade of the Agriculture and Forestry Building.*

28. There is also the example of the former National Museum (Union House). Union House is a modern building incorporating fragments of the 1863 National Museum. It is a C graded place with an individual Heritage Overlay applying only to the remnant parts of the museum (HO336). The 2005 Allom Lovell *Heritage Management Strategy* identified this building as a site of ‘moderate heritage value’ with the following comment on its significance:

The Union Complex has been substantially rebuilt. The remnants however, of the former National Museum make an interesting contribution to the visible history of the campus, are a crucial part of the history of the National Museum, and are a reminder of the founding work of Prof Frederick McCoy ...

29. Only a small fragment of the 1860s museum building is extant, enveloped by a large modern building. The 1860s fabric is of limited architectural value and has limited ability to illustrate the historical evolution of the University. On this basis, a contributory grading would be more appropriate for the former National Museum.



Figure 4 The east elevation of the National Museum, 1875. Source: State Library of Victoria.



Figure 5 Recent photograph of the east elevation of Union House. The red line marks the approximate extent of the remains of the National Museum's east elevation.

30. Other individual Heritage Overlay buildings at the University that could just as readily be graded contributory are: the Richard Berry Building (now Peter Hall Building) [HO820, graded D 2/3]; the grandstand and cricket pavilion [HO333, graded C1]; and the Walter Boas Building [HO334, graded C3].



Figure 6 *The (former) Richard Berry Building, now Peter Hall Building (HO820). D 2/3 graded, proposed for significant grading.*



Figure 7 *The grandstand. Current grading: C1. Mapped as HO333 but not included in the C258 Heritage Places Inventory.*



Figure 8 *The cricket pavilion. Current grading: C1. Listed on the HO schedule as HO333. Proposed for significant grading.*



Figure 9 *The Walter Boas Building (HO334). Current grading: C3. Proposed for significant grading.*

31. I would also question why a 'significant' streetscape grading has been applied to Heritage Overlay buildings on the main campus of the University. Away from the core early buildings grouped around the main quadrangle, Heritage Overlay buildings at the University typically exist within a mixed built form setting with large non-contributory development in close proximity. Generally speaking, the Heritage Overlay buildings do not form what might be termed a heritage 'streetscape'. The streetscape gradings are of limited relevance in the context of the University's heavily developed institutional character. Peter Lovell put forward similar views to the Amendment C198 Panel in relation to the usefulness of streetscape gradings for individual Heritage Overlay sites:

Mr Lovell further considered that the streetscape gradings are "almost a redundant concept" especially in relation to single individual places and typically they are more appropriately used in the context of lengths of streets. (p.25)

32. Outside of the main campus, there are individual Heritage Overlay buildings owned or leased by the University which were recently graded C as part of the *City North Heritage Review* and for which a contributory grading could reasonably be applied – ie 158 Bouverie Street, 233 Bouverie Street and 213-221 Berkeley Street, Carlton. That these building were only considered worthy of a C grading (ie the second lowest grading) in the first instance is demonstrative of a contributory status – it is clear that the author of that review would have understood that their grading implied 'contributory' status under the current Clause 22.05 definitions.



Figure 10 158 Bouverie Street, Carlton (HO1128). Current grading: C3. C258 grading: significant.



Figure 11 223 Bouverie Street, Carlton (HO1130). Current grading: C3. C258 grading: significant.



Figure 12 213-221 Berkeley Street, Carlton (HO1149). Current grading: C3. C258 grading: significant.

33. Taking the example of 213-221 Berkeley Street, the proposed significant grading is contrary to Peter Lovell's expert witness statement to the C198 Panel (as quoted in the C198 Panel report):

... while the buildings (including 197-199 Berkeley Street) may be considered to be contributory within a precinct, in their modified state they do not warrant individual inclusion in the Heritage Overlay.

34. Accepting that the significant grading now proposed by Lovell Chen arises from the individual Heritage Overlay listing rather than any site-specific review, it is instructive to further interrogate the building's level of significance. The adopted statement of significance for this site does not point to aspects of the place history or architectural design that could be said to be individually noteworthy:

What is Significant?
The extant building and land.

How is it Significant?
The former Gladstone Motors building is of historic and aesthetic significance to the City of Melbourne.

Why is it Significant?

The former Gladstone Motors building, built in 1952, is historically significant as it is indicative of the commercial development that was undertaken in this part of Melbourne/Carlton during the early to mid-20th century. In this case however, no land consolidation or demolition occurred, as was common elsewhere in the area. (AHC Criterion A4)

The former Gladstone Motors building is of aesthetic significance for being a good example of the Functionalist style dating to the mid-20th century. Although the façade has been painted and obscures most of the original bi-chrome brickwork and some of the horizontal emphasis, it otherwise is remarkably intact as the original steel-framed windows have been retained. (AHC Criterion E2)

35. Notwithstanding that the site might better be described as industrial rather than commercial in character, the statement of significance makes the case that the building is of historical significance as evidence of a pattern of development (or historical theme) that is far too broadly drawn and imprecise – ie it is said to be representative of commercial development in South Carlton in the early to mid-20th century. Gladstone Motors does not seem to have been a notable or important commercial enterprise and the place's historical association with the automotive trade is not demonstrated in any meaningful sense in the external fabric. The statement of significance does not suggest that the history of the site has other unique or special attributes, other than the noting that the building was erected on a vacant site, whereas contemporary factory developments in the area more commonly replaced dwellings. This is little more than a point of historical interest.
36. In terms of its architectural significance, the building at 213-221 Berkeley Street is not a stylistically innovative or notably accomplished design. Rather, it adopts a fairly retrograde Moderne expression characteristic of the late 1930s. The level of intactness is not especially remarkable for an industrial/commercial building of the post war era, and many other buildings of this type/era retain steel frame windows (the windows themselves being of a generic design).
37. There are other instances of individual Heritage Overlay sites in Carlton that warranted review, but which instead have been subject to the automatic migration to a significant grading.
38. For example, the University has a property at 245 Cardigan Street, Carlton which is occupied by a C3 graded single-storey Victorian terrace, listed as HO34 along with the adjoining double-storey Victorian terraces at 247 and 249 Cardigan Street. The site at 245 Cardigan Street has been substantially redeveloped, leaving an unremarkable terrace façade standing in front of a modern glazed three level addition at minimal setback. The integrity of the façade has been further diminished by the enlargement of the door and window to create a shopfront. The buildings at 247 and 249 Cardigan Street are typical examples of Victorian terrace houses with no individually distinctive elements. They are also of diminished integrity; the rear parts having been demolished and replaced by a large three storey addition (which is visible above the original roofline).

39. In my view the buildings at 245-249 Cardigan Street could reasonably be removed from the Heritage Overlay. If it is determined that they should remain on the Heritage Overlay, 247 and 249 should be graded contributory. 245 should be non-contributory on the basis of its heavily altered state.



Figure 13 245, 247 and 249 Cardigan Street.

40. Having regard for instances in the City of Melbourne where an individual Heritage Overlay has been applied to a lowly graded place of contributory value (ie C or D grading) it would be appropriate to further amend the proposed C258 Clause 22.05 heritage policy to specifically recognise that individual Heritage Overlay sites include places that are contributory to the heritage values of an area. That is to say, the definition of ‘contributory’ places should note that some such places may be subject to a site-specific Heritage Overlay. A revised definition that addresses this issue might be something like the following (with the added text underlined):

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. Some ‘contributory’ buildings have site specific Heritage Overlays on the basis that they make a particular or identified contribution to the local area or municipality. ‘Contributory’ places are typically externally intact, but may have visible changes which do not detract from the contribution to the heritage precinct.

41. An alternate approach would be to apply a serial Heritage Overlay to individually listed contributory sites in Carlton/South Carlton (ie isolated contributory buildings grouped together under a common HO number). The concept of serial listing is explained in further detail in Planning Practice Note 1: Applying the Heritage Overlay (January 2018):

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.

This approach has been taken to the listing of Chicory Kilns on Phillip Island in the Bass Coast Planning Scheme. The kilns are dispersed across the island but share a common significance. Group listing of the kilns also draws attention to the fact that the kilns are not just important on an individual basis, but are collectively significant as a group.

42. A serial heritage listing could also be applied to Heritage Overlay buildings on the main campus of the University identifying significant or contributory gradings as appropriate. A similar approach was recently taken by the City of Boroondara in respect to the Heritage Overlays applying to Scotch College.
43. In the case of buildings within an existing heritage overlay precinct, C and D gradings have typically been translated into a contributory grading. There are exceptions to this with some C and D places upgraded to 'significant' (refer Attachment 1 to this statement).
44. No specific justification was provided in the exhibited Amendment C258 documentation in instances where C/D graded buildings in precincts were upgraded to significant. The Lovell Chen gradings *Methodology Report* (updated May 2016) mentions an Excel spreadsheet of gradings with a brief explanation where properties were reclassified as 'significant'. The spreadsheet, recently made available, does not include properties in recently reviewed areas. Consequently, University buildings in South Carlton assessed as part of the *City North Heritage Review* are not listed on the spreadsheet.
45. The Lovell Chen *Methodology Report* (updated May 2016), page 11, provides the following commentary that possibly provides some insight to how the upgrading of some properties 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.*
46. That is to say, The University of Melbourne properties *may* include some of the C grade places and/or interwar properties that were deemed by Lovell Chen to warrant review in terms of the third dot point above. If that is the case, the analysis and justification for the apparent uplift in status of the relevant University of Melbourne places has not been made available – as noted, the relevant justification is not to be found in the spreadsheet annotated by Lovell Chen for the benefit of Council.

47. Another aspect of the grading methodology that is questionable is the apparent reliance on statistical analysis of existing gradings in Melbourne's heritage precincts showing a higher proportion of C graded buildings in Carlton relative to other parts of the municipality. This seems to have been taken as evidence that some C graded buildings were undervalued in past assessments. However, the disparities in the number of C and D grade places across different suburbs is not necessarily indicative of flaws or irregularities in past assessments and could reasonably be explained by particular built form characteristics, historical patterns of growth and developmental pressures that are specific to each suburb. In the present instance, if this was the basis of an upgrade, it would seem arbitrary and questionable in the face of some of the earlier assessments, including those made in the relatively recent past by Roger Beeston for the *City North Heritage Review*, and also some early heritage studies, including those prepared by Allom Lovell/Lovell Chen for The University of Melbourne. Notably, there are instances where a building was identified as place of moderate or little/no heritage value in the Allom Lovell 2005 *University of Melbourne Heritage Management Strategy* but is now proposed for a significant grading (refer Attachment 1).
48. Instances where C or D graded University buildings (in a HO precinct) have been unreasonably reclassified 'significant' include 205-211 and 213 Grattan Street. The latter is an entirely unremarkable D2 graded late-Victorian terrace house with overpainted brickwork, missing parapet finials, a non-original front ground floor window, and verandah posts and first floor balustrade removed. The double-storey C2 graded terrace houses at 205-211 Grattan Street (Malvina Terrace) have had their ground floor double-hung sash windows replaced with wider tripartite style windows, and the slate roof has been reclad in corrugated metal with all chimneys demolished. The building otherwise presents as a representative (ie typical example) of a Victorian terrace with no distinguishing features.
49. Lovell Chen's 2010 assessment of University buildings attributes significance to Malvina Terrace in part on the basis that it is 'relatively early'. The terrace is described as 'newly erected' in a June 1870 newspaper advertisement.¹ An 1870 construction date is not particularly early for this part of Carlton.
50. The terrace houses at 205-211 and 213 Grattan Street do not meet the criteria for a significant place. That is to say, they are not individually noteworthy, they are not intact externally and they have no notable features. Nor do these buildings form part of a streetscape with any special heritage character that might somehow justify a high grading. Contrary to the assessment of the Grattan Street buildings prepared by Lovell Chen for the University in 2010, the streetscape does not retain a 'strong heritage character'. It is instructive that similar but more intact C grade Victorian terrace houses in more intact streetscapes elsewhere in HO1 are graded contributory (eg 870-874 and 876-882 Swanston Street, Carlton).

¹ *Argus*, 29 June 1870, p.3.



Figure 14 A c1901 photograph of 205-11 Grattan Street (left) and 213 Grattan Street (far right).
Source: University of Melbourne Archives.



Figure 15 (left) 205-11 Grattan Street. Currently a C2 grade building. C258 grading: Significant.



Figure 16 (right) 213 Grattan Street. Currently a D2 grade building. C258 grading: Significant.



Figure 17 (left) Terrace house at 874 Swanston Street. Currently a C1 grade building. C258 grading: Contributory. Note that this example is more intact and more ornate than 213 Grattan Street.



Figure 18 (right) Terrace row at 876-882 Swanston Street. Currently a C1 grade building. C258 grading: Contributory.

51. The building at 11-13 Lincoln Square South is a C grade place in the Lincoln Square South Precinct (HO1122). It is proposed to be graded significant, but this does not seem warranted for a generally plain industrial building with a fairly conservative (if not backward looking) design for its time of construction (1953 according to the *City North Heritage Review*). The façade appears to be largely intact, but it has no individually noteworthy elements. A contributory grading would be more appropriate. Allom Lovell's 2005 study of University buildings identified this site as having 'moderate' heritage value with the comment that it was of '*local historical and architectural interest*' [my emphasis – noting that the term interest is commonly applied to buildings that have some historic or architectural value but otherwise fall below the threshold of significance for a Heritage Overlay].
52. Another example of a C building upgraded to significant is the dwelling at 11 Palmerston Place, Carlton. This building retains the front wall and part of the side wall of an early (c1850s?) bluestone cottage with substantial Edwardian era remodelling creating a new roof upon walls extended upward in brick, a new verandah, and extensions in red brick. The timber picket front fence appears to be relatively recent. A contributory grading could reasonably be applied to this building having regard for the much-diminished integrity of the original bluestone cottage. Lovell Chen's spreadsheet provides the following commentary on 11 Palmerston Place:
- Early Victorian single-storey double fronted bluestone (overpainted) cottage with brick party walls and chimneys. The building retains its slate cladding to the hipped roof form. The timber verandah was added in the early twentieth-century. The building is one of a number of early Victorian dwellings in Palmerston Place.*
53. This is effectively a description of 11 Palmerston Street, not a rationale for upgrading to 'significant'. It is also noted that the 'retained' roof is not original on the basis that the walls above the original bluestone has been raised in height in red-brick.



Figure 19 (left) 11-13 Lincoln Square South, Carlton. Currently a C2 grade building. C258 grading: Significant.



Figure 20 (right) 11 Palmerston Street, Carlton. Currently a C2 grade building. C258 grading: Significant.

54. Other errors and anomalies in the Amendment C258 *Heritage Places Inventory* (corrected for re-exhibition, November 2017) are as follows:

- The University owned building at 623-629 Swanston Street is listed on the inventory as ‘significant’ but it has no Heritage Overlay control. The site was formerly listed as HO110 and was to be transferred to the Lincoln Square South Precinct as part of Amendment C198. However, the site was excluded from the precinct on the recommendation of the C198 Panel (on the basis of the building’s very low integrity). 623-629 Swanston Street should therefore be deleted from the inventory.
- The property at 784-786 Swanston Street is identified as a significant place on the inventory. This site has an individual Heritage Overlay control (HO117) but this listing applied to a pair of Victorian terrace houses that were demolished as part of the College Square redevelopment. Consequently, this property should be deleted from the inventory and the Heritage Overlay.
- Accepting that it is at the centre of a sequence of terraces that are heritage places, the relatively recent Graduate House building at 220 Leicester Street is omitted from the inventory. It should be listed as a non-contributory place in HO1 (subject to confirmation of the address).
- The inventory lists ‘213-215 Grattan Street’ [Carlton] as a significant place. These properties are occupied by two very different buildings (a Victorian terrace at 213 Grattan Street and a 1960s office building at 215-217 Grattan Street). Notwithstanding that 213 Grattan Street only warrants a contributory grading, it should be listed on the inventory separately from 215-217 Grattan Street.
- The inventory lists ‘21-27 Royal Parade’ [Parkville] as contributory. The terrace pair at no.s 21-23 apart, these properties do not have built form characteristics in common to suggest they should be listed together on the inventory under a single address. The properties at 21 and 23 Royal Parade are occupied by a pair of highly ornate boom era terrace houses, currently graded A1. This should have translated to a significant grading. The neighbouring Victorian terrace house and Edwardian dwelling at 25 and 27 Royal Parade are less architecturally interesting and warrant a contributory grading as proposed.
- There is no expressed intent to correct the mapping error in relation to HO316 in the Amendment C258 documentation. As noted, the current planning scheme map shows HO316 applying to a building on the University campus near the sports centre (south-east of the main oval). However, HO316 relates to a different site outside of the University, listed on the Heritage Overlay Schedule as ‘*Former Police State Complex, 155 Royal Parade, Parkville*’.
- The Amendment does not resolve anomalies in the Heritage Overlay listings pertaining to the University’s cricket pavilion and grandstand. The current *Heritage Places Inventory* has separate entries for the pavilion and grandstand (both C graded). The planning scheme maps show HO333 applying to the grandstand but not the pavilion whereas HO333 is identified on the Schedule to the Heritage Overlay as ‘Cricket Pavilion & Scoreboard’. It is not clear if

Amendment C258 intends for the Heritage Overlay to only be applied to the pavilion or to both, as the grandstand is not listed within the C258 Inventory.



Figure 21 *The Victorian terrace house at 213 Grattan Street (far left) and 1962 former architect's office at 215-217 Grattan Street.*



Figure 22 *Former residences occupied by the University of Melbourne. Left to right: 21-23 Royal Parade, 25 Royal Parade and 27 Royal Parade.*

Heritage Policy

55. 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* introducing heritage policy that provides more specific guidance with regards to heritage places and development.
56. The application of the 'significant' grading to buildings that were previously graded C or D 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 C grade building is generally permitted.

57. Where a C or D 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. As originally exhibited, the proposed Clause 22.05 heritage policy 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.

58. It is noted that 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.

59. It is not clear how discretion might be exercised in relation to 'significant elements' of contributory buildings, given there is no current definition of 'significant elements' either in policy or in the i-heritage database entries. This seems likely to be problematic and subject to debate, and runs contrary to the relative clarity provided around the definitions relating to 'the front or principal parts'. 'Significant elements' could just as readily be interpreted as fabric that is visible at the rear, but not previously considered important – for example, rear chimneys? Moreover, the manner in which it is drafted, with an apparent emphasis upon 'significant elements' ahead of 'the front or principal part' is such as to suggest a relatively profound departure from precedent in relation to the weight or interest ascribed to elements that may not be part of the 'the front or principal part' of a 'contributory' building. In the interests of clarity, the policy might be well served by deleting this concept. Alternatively, the policy could be modified to provide a less emphatic departure from the existing policy settings.

60. The application of a significant grading to C or D graded places also has implications in terms of new works, particularly in terms of the visibility of 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.

61. 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.

62. 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

63. It is important to note that the policies in relation to the concealment of higher rear parts (including additions) and of facade height and setback (new buildings) are not currently applicable to land covered by Schedule 5 to the Capital City Zone (CCZ5) – this being an area in which many University buildings are found and where future expansion of University facilities is specifically anticipated. The current wording of Clause 22.05 in relation to these matters is as follows:

Concealment Of Higher Rear Parts (Including Additions)

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.

These provisions do not apply to land within Schedule 5 to the Capital City Zone (City North).

Facade Height and Setback (New Buildings)

The facade height and position should not dominate an adjoining outstanding building in any streetscape, or an adjoining contributory building in a Level 1 or 2 streetscape. Generally, this means that the building should neither exceed in height, nor be positioned forward of, the specified adjoining building. Conversely, the height of the facade should not be significantly lower than typical heights in the streetscape. The facade should also not be set back significantly behind typical building lines in the streetscape.

These provisions do not apply to land within Schedule 5 to the Capital City Zone (City North).

64. The exclusions in Clause 22.05 for heritage sites in CCZ5 resulted from suggestions by the C196 Panel and were then introduced in the relatively recent past on the recommendation of the C198 Panel. These provisions have not been translated to Clause 22.05 as currently proposed under Amendment C258.
65. The current heritage policies at Clause 22.05 appropriately recognise that visible upper level additions, and visually dominant tall built form, are reasonably anticipated and encouraged by other aspects of Council policy relating to CCZ5. The main campus of the University also has a built form character distinct from surrounding fine grain areas of Carlton and Parkville, and as such would warrant heritage policy exclusions currently applying to CCZ5.
66. Further to the issue of planning policy conflicts potentially arising from C258, Council have previously submitted to the C198 Panel that decision makers at the permit stage are quite capable of balancing the competing demands of the various provisions of the Planning Scheme for the City North area, to which the Panel made the following remark:

The Panel acknowledges that Clause 22.05 currently applies to the bulk of the City North area – in fact in areas where tall buildings exist and where Design and Development Overlay

controls which facilitate tall buildings have been in place for some time. Decision makers clearly use the provisions of Clause 22.05 in this built form context, and presumably ignore the requirements for concealment of additions when assessing heritage buildings. The Panel questions the point of having provisions in a policy if they are simply to be ignored because they do not fit the site context. Although this might be a practical approach at the permit stage, it is not good practice when implementing new strategic directions (p.40).

67. The C198 Panel recommended that Council prepare a heritage policy for the City North area which reflects the City North Structure Plan's aim to integrate the area's heritage into urban renewal.
68. Contrary to the C198 Panel recommendation, the heritage policy proposed under Amendment C258 does not sufficiently recognise the specific circumstances relating to the redevelopment potential of heritage sites in the City North area. This has the potential to create conflicts between the heritage policy and broader non-heritage planning objectives in CCZ5, conflicts that were largely resolved through previous changes to Clause 22.05 resulting from Amendment C198. The C198 Panel were of the view that it was '*not good practice to propose changes to a Planning Scheme which perpetuate policy conflicts or tensions*' (p.40).
69. Amendment C258 can also be seen to be prejudicial to future development on the University's main and external campus sites in respect to requirements for setbacks above heritage buildings. Under the proposed Clause 22.05 it would be policy to:

Not build over or extend into the air space above the front or principal part of the significant or contributory building.

70. For non-residential sites, the 'front or principal part' is defined as 'one full structural bay in depth' complete with roof cladding. This is a fairly imprecise measure given that the depths of structural bays might vary considerably from building to building according to the method of construction, and these depths would not necessarily fall within the 8-10 metres range of setbacks generally considered acceptable under the proposed policy. This aspect of the proposed policy fails to recognise that there are built and approved precedents in South Carlton, and the City of Melbourne more generally, to demonstrate that upper level additions at lesser setbacks from the heritage façade can be acceptable with regard to heritage considerations.
71. As adopted post-exhibition in the *Report to the Future Melbourne (Planning) Committee* (20 February 2018), the C258 Clause 22.05 also introduces a new emphasis against facadism. A definition of facadism is provided in the definitions section of the Clause, and a sweeping policy against facadism is included in the Policy Objectives at Clause 22.05-2:

Term & Definition

Facadism: The retention of the exterior face/faces of a building without the three-dimensional built form providing for its/their structural support, and, without retention of an understanding of the function of the three-dimensional building form.

Policy Objective

- *To encourage retention of the three dimensional fabric and form of a building and to discourage facadism.*

72. Facadism is also specifically discouraged at Clause 22.05-5, in relation to demolition:

Retention of the three dimensional form is encouraged; facadism is discouraged.

73. While it is accepted that facadism is not always an appropriate outcome for heritage places, it has been found to be appropriate in many instances, both with respect to buildings subject to the Heritage Overlay and those subject to the Heritage Act. Having regard for this, it is not appropriate to include such sweeping discouragement of facadism within policy.

74. Another aspect of Amendment C258 that is of concern is the proposal to delete the provision from the current heritage policy at Clause 22.05 which requires the responsible authority to consider:

Whether the demolition or removal is justified for the development of land or the alteration of, or addition to, a building.

75. This provision is of particular relevance where an argument is to be made in favour of an application to partially or fully demolish a graded building to allow for a form of development that could be said to offer appreciable benefits to the wider community – such as the future growth anticipated for The University of Melbourne.
76. The issue of net community benefit arose in relation to the development of the Peter Doherty Institute for Infection and Immunity at 792 Elizabeth Street (which is located on the corner of Grattan Street, opposite The University of Melbourne). This involved the demolition of a C graded building with a site-specific Heritage Overlay. Melbourne City Council objected to this development. In granting a permit for demolition, the VCAT determined that a greater community benefit for present and future generations would ensue from the establishment of the Peter Doherty Institute than from retention of the heritage building (VCAT Ref. No. P3374/2010).
77. The Tribunal recognised that when a conflict arose between heritage planning objectives and other planning objectives, they must balance those conflicting objectives in favour of net community benefit and sustainable development for the benefit of present and future generations.
78. Having consideration for the far reaching implications arising from this issue, it is appropriate that Clause 22.05 retain the provision which requires Council to consider whether demolition or major change to a Heritage Overlay site is justified for the development of the land – this is especially pertinent for The University of Melbourne, and also parts of South Carlton identified as a knowledge hub where future growth in educational uses is strongly encouraged by state planning policies.

8.0 Conclusion

79. As discussed above, some grading changes and policy changes as proposed by Amendment C258 have the potential to be prejudicial to future changes on sites by The University of Melbourne in a manner that is not justified by any site-specific analysis or judgement in relation to significance.
80. Having regard for these matters, it would be appropriate for some of the 'significant' gradings proposed under Amendment C258 for the University of Melbourne buildings to be amended to 'contributory', and for the proposed heritage policy to be amended to provide more appropriate policy provisions, including in relation to the redevelopment of heritage buildings in Schedule 5 to the Capital City Zone.
81. There are also errors and anomalies in the C258 *Heritage Places Inventory* that need to be addressed as well as some pre-existing errors in the Heritage Overlay mapping applying to the University.

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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 Coriule Homestead, Curlewis.

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STATEMENT OF EXPERIENCE

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BRYCE RAWORTH

Professional Status:	Conservation Consultant and Architectural Historian
Current Positions:	Conservation consultant to the cities of Kingston, Frankston and Stonnington
Organisation Membership:	Australian Institute of Architects
Professional Experience:	<p>independent practice as conservation consultant and architectural historian from January 1991 (ongoing). Services include: identification and assessment of the significance of sites and complexes; preparation of guidelines regarding the safeguarding of significant sites; provision of technical, design and planning advice to architects, owners and government on issues relating to the conservation of sites of cultural significance; expert witness advice on conservation issues before the VCAT</p> <p>member, Historic Buildings Council (architectural historian's chair) 1993-1996; member, Heritage Council (architect's chair) 1998-2002</p> <p>conservation consultant to the cities of Brighton, Northcote and Sandringham (1989 only), Essendon, Hawthorn and Kew (1989-1994), Melbourne (1992-2009) and Prahran (1992-1994)</p> <p>established the Metropolitan Heritage Advisory Service on behalf of the Ministry for Planning & Environment - this service was offered to the cities of Brighton, Essendon, Hawthorn, Kew, Northcote and Sandringham in 1989-90</p>
Studies:	<p>Certificate of Architectural Conservation, ICCROM (International Centre for the Study of the Preservation and the Restoration of Cultural Property at Rome), 1994</p> <p>Master of Architecture by thesis, University of Melbourne, 1993 (thesis: <i>A Question of Style: Domestic Architecture in Melbourne, 1919-1942</i>)</p> <p>B. Architecture (First Class Honours), University of Melbourne, 1986</p> <p>B. Arts (Second Class Honours, Division A), University of Melbourne, 1986</p>
Committee Membership:	<p>Twentieth Century Buildings Committee, National Trust of Australia (Victoria), 1990-1994 (Chairman 1992-1993)</p> <p>RAIA Jury, Conservation Category, 1995, 1996, 1998 and 2001 Awards (Chairman 1996 & 1998)</p>
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>

Attachment 1: University of Melbourne Schedule of Buildings

The following reports/publications are referenced in this attachment:

Allom Lovell and Associates, *The University of Melbourne Heritage Management Strategy* (April 2005)
Lovell Chen, *The University of Melbourne Heritage Documentation Main Campus Building Data Sheets* (August 2010)
Philip Goad and George Tibbits, *Architecture on Campus: A Guide to the University of Melbourne and its Colleges* (2003)
Nigel Lewis & Associates, *Carlton, North Carlton and Princes Hill Conservation Study* (1984)
Andrew Ward & Associates, *The University of Melbourne Conservation Study* (1986).
RBA Architects & Conservation Consultants, *City North Heritage Review* (2013)

Main Campus & Colleges

(excludes buildings on the Victorian Heritage Register)

Building Number (UoM)	Building Name	Heritage Overlay	Current Grading	Proposed Grading	Proposed Streetscape	Past Heritage Study Assessments	Comment
112	University House	HO360	B2	Significant	-	Ward (1986) Recommended for planning scheme protection. Allom Lovell (2005) - High Heritage Value.	No change to C258 grading
122	Botany Building (excluding North Wing)	HO329	C 1/2	Significant	Significant	Ward (1986) Recommended for planning scheme protection. Allom Lovell (2005) - High Heritage Value.	No change to C258 building grading but a significant streetscape grading does not seem appropriate for this site.
122A	Systems Garden Tower	HO355	A1	Significant	Significant	Ward (1986): Recommended for Historic Buildings Register and planning scheme protection. Allom Lovell (2005) - High Heritage Value.	No change to C258 building grading but a significant streetscape grading does not seem appropriate for this site.
130	Former National Museum (Student Union Bldg)	HO336	C2	Significant	-	Ward (1986): Recommended for Historic Buildings Register (remains of museum) and planning scheme protection (remains of Collegiate Gothic style façade - ie 1930s fabric). Extract from 1986 statement of significance: <i>‘The Union complex has been substantially recently rebuilt. The remnants, however, of the former National Museum make an interesting contribution to the visible history of the campus...’</i> Allom Lovell (2005) - Moderate Heritage Value.	Contributory grading recommended. Only a small fragment of the original 1863 museum remains, enveloped by a modern building (refer statement of evidence for further discussion on this site).
133	Former Bank Façade	HO335	A2	Significant	-	Ward (1986) Recommended for planning scheme protection. Allom Lovell (2005) - High Heritage Value.	No change to C258 grading.
142	Agriculture and Forestry Building	HO872	D2	Significant	-	Ward (1986) ‘Historic Interest’ - Not recommended for planning scheme protection. Allom Lovell (2005) – Little or No Heritage Value.	Contributory grading would be more appropriate in recognition that the original 1920-22 building was substantially altered with mediocre postwar additions to the front (refer statement of evidence for further discussion on this site).

Building Number (UoM)	Building Name	Heritage Overlay	Current Grading	Proposed Grading	Proposed Streetscape	Past Heritage Study Assessments	Comment
143	Natural Philosophy Building	HO341	B1 (?)	Significant	Significant	Ward (1986) 'Historic Interest' - Not recommended for planning scheme protection. Allom Lovell (2005) - High Heritage Value	No change to C258 building grading but the significant streetscape grading does not seem appropriate for this site.
153	Chemistry Building	HO330	B2	Significant	-	Ward (1986): Recommended for Historic Buildings Register and planning scheme protection. Allom Lovell (2005) - High Heritage Value	No change to C258 grading
155	Old Geology Building (Northern section only)	HO347	C2	Significant	-	Allom Lovell & Associates (2005) - High Heritage Value	No change to C258 grading
160	Richard Berry Building (renamed Peter Hall Building)	HO820	D 2/3	Significant	-	Ward (1986) 'Historic Interest' - Not recommended for planning scheme protection Allom Lovell & Associates (2005) - Moderate Heritage Value. Extract from 2005 statement of significance: <i>'the application of stylistic detail is superficial, being concentrated around the window and main entrance.'</i> Allom Lovell 2005 recommendation: <i>'this building should desirably [my emphasis] be retained and conserved'</i> . Goad & Tibbitts (2003): <i>'The appearance of the building has had few if any admirers'</i> (p.37).	The existing D grading recognises that this is not a building of high architectural quality. It could as readily be graded contributory. The C258 inventory should be amended to list the current building name. The planning scheme map should be checked to confirm the HO curtilage is appropriate.
163	Walter Boas Building (Former CSIRO Science Building)	HO334	C3	Significant	-	D 3 graded in the <i>Carlton, North, Carlton and Princes Hill Conservation Study</i> (1984). Ward (1986) 'Historic Interest' - Not recommended for planning scheme protection. Significance: <i>'This building is of architectural interest for the manner in which it echoes the design of the chemistry school...'</i> Allom Lovell & Associates (2005) - High Heritage Value. 2005 statement of significance extract: <i>'of architectural interest for the manner in which it echoes the design of the Chemistry School.'</i>	Could as readily be identified as contributory. A fairly derivative, somewhat backward-looking design for its period of construction (1953). It has a mansard roof addition. Not on par with contemporary postwar modernist buildings on the campus. It contributes to the historic character of the campus with a design that is sympathetic to the nearby 1930s Chemistry Building.

Building Number (UoM)	Building Name	Heritage Overlay	Current Grading	Proposed Grading	Proposed Streetscape	Past Heritage Study Assessments	Comment
173	Old Engineering Building (1899 section only)	HO346	C3	Significant	-	Ward (1986): Recommended for Historic Buildings Register and planning scheme protection. Allom Lovell & Associates (2005) - High Heritage Value	No change to C258 grading.
189	Part of Former Melbourne Teachers College (Frank Tate Building)	HO988	C2	Significant	Significant	Allom Lovell & Associates (2005) - High Heritage Value	No change to C258 building grading but the application of significant streetscape grading does not seem appropriate.
234	Grandstand	HO333	C1	Not listed		Ward (1986) 'Historic Interest' - Not recommended for planning scheme protection. Allom Lovell (2005) - Moderate Heritage Value. Extract Allom Lovell statement of significance: <i>'the grandstand and clubrooms are of <u>contributory</u> [my emphasis] historical, social and some architectural significance to the University of Melbourne.'</i>	A contributory grading would be appropriate. Confirm whether HO333 is meant to apply to the grandstand as well as the pavilion.
235	Cricket Pavilion & Scoreboard	HO333	C1	Significant	Significant	Ward (1986) 'Historic Interest' - Not recommended for planning scheme protection: <i>'This building is of importance for its association with campus sporting activities, since its construction in 1906. Its picturesque conical tower is of architectural interest. It forms a group with the grandstand.'</i> Allom Lovell (2005) - Moderate Heritage Value. Extract from Allom Lovell (2005) statement of significance: <i>'the grandstand and clubrooms are of <u>contributory</u> [my emphasis] historical, social and some architectural significance to the University of Melbourne.'</i>	This building has recently been part demolished and a new sports pavilion built adjoining the original 1906 wing. A contributory grading would be appropriate given the extent of recent demolition works and development and the otherwise modest built form character of the retained 1906 wing. The application of a significant streetscape grading to an isolated heritage building does not seem appropriate. The HO map should be corrected to show HO333 applying to the pavilion (to the extent of 1906 fabric).

Building Number (UoM)	Building Name	Heritage Overlay	Current Grading	Proposed Grading	Proposed Streetscape	Past Heritage Study Assessments	Comment
	Queens College Main Wings	HO352	A1	Significant	Significant	Ward (1986): Recommended for Historic Buildings Register and planning scheme protection.	<p>No change to C258 grading for the graded buildings. The planning scheme maps shows a postwar wing at the rear of the building within the curtilage of HO352 - confirm whether this is a mapping error.</p> <p>The former laboratory at Queens College is omitted from the Heritage Overlay. It is potentially of local significance as a distinctive building type within the College and was recommended for planning scheme protection by Ward (1986). The Principal's Residence is also worthy of further investigation as a potential Heritage Overlay building.</p> <p>The streetscape grading for a college such as this is of questionable value.</p>
	Behan Building, Trinity College	HO327	C1	Significant	Significant		No change to C258 grading although Trinity College as a whole could be reassessed to correct errors and anomalies in the HO mapping and schedule.
	Squash Courts, Trinity College	HO354	C1	Significant	Significant		The Squash Courts have been demolished and the site redeveloped. HO354 should be deleted.
	Trinity Chapel & College	HO357	A1	Significant	Significant		As per Behan Building.

External Campus

(excludes buildings on the Victorian Heritage Register)

Address	Heritage Overlay	Current Grading	Proposed Grading	Proposed Streetscape Grading	Past Heritage Study Assessments	Comment
11-15 Argyle Place South, Carlton	HO1 (Carlton Precinct)	Ungraded	Non-contributory			No change to C258 grading
11 Barry Street, Carlton (alternate address 258-274 Queensberry Street)	HO17	C2	Significant	-	Allom Lovell & Associates (2005) - High Heritage Value	A reasonable case can be made for significant grading. This is a substantial, prominent and largely intact warehouse. No change to C258 grading
45 Barry Street, Carlton (alternate address 31-47 Barry Street)	HO17	B2	Significant	-	Allom Lovell & Associates (2005) – Moderate Heritage Value	No change to C258 grading
95 Barry Street, Carlton	HO1	C2	Significant	-	Allom Lovell & Associates (2005) - High Heritage Value Lovell Chen (2010): <i>‘though the rear section of the building has been demolished, 95 Barry Street is of local significance as an intact (to the extent of the remaining section) example of a two-storey Victorian residence. The building also makes an important contribution to the significance of University Square’</i>	Could as readily be given a contributory grading. A representative example of a late Victorian terrace. The significant grading is difficult to justify given that the building has been demolished at the rear and incorporated into a multi-storey development.
97 Barry Street, Carlton	HO1	C2	Significant	-	Allom Lovell & Associates (2005) - High Heritage Value Lovell Chen (2010): <i>‘though the rear section of the building has been demolished, 97 Barry Street remains of local historical and architectural significance and is an important element in the Barry Street streetscape ... features a rinceau frieze [to the verandah], unusually made of wood, rather than cast iron ...’</i>	As above.

Address	Heritage Overlay	Current Grading	Proposed Grading	Proposed Streetscape Grading	Past Heritage Study Assessments	Comment
99 Barry Street, Carlton	HO1	C2	Significant	-	<p>Allom Lovell & Associates (2005) - High Heritage Value</p> <p>Lovell Chen (2010): <i>'though the rear section of the building has been demolished, 99 Barry Street remains of local historical and architectural significance and is an important element in the Barry Street streetscape ... features a rinceau frieze [to the verandah], unusually made of wood, rather than cast iron ...'</i></p>	As per 97. Could as readily be given a contributory grading.
101 Barry Street, Carlton	HO1	C2	Significant	-	<p>Allom Lovell & Associates (2005) - High Heritage Value</p> <p>Lovell Chen (2010): <i>'101 Barry Street is of local significance as a fine and intact (to the extent of the retained section) example of a two-storey Victorian residence. The building also makes an important contribution to the significance of University Square'</i></p>	As above. Could as readily be given a contributory grading.
103-105 Barry Street, Carlton	HO1	C2	Significant	-	<p>Allom Lovell & Associates (2005) - High Heritage Value</p> <p>Lovell Chen (2010): <i>'though truncated by the removal of the rear wings, this pair of terrace houses is of local significance as representative example of their type ... The buildings also make an important contribution to the significance of University Square, one of Melbourne's few residential squares.'</i></p>	As above. Note that the verandahs are not original. Could readily be given a contributory grading.
107-9 Barry Street, Carlton	HO1	C2	Significant	-	<p>Allom Lovell & Associates (2005) - High Heritage Value</p> <p>Lovell Chen (2010): <i>'Although the rear sections have been demolished, the pair of terraces at 107-109 Barry Street is of local significance. The buildings also make an important contribution to the significance of University Square'</i></p>	As above. Note that the verandah and front fence are not original. Could as readily be given a contributory grading.

Address	Heritage Overlay	Current Grading	Proposed Grading	Proposed Streetscape Grading	Past Heritage Study Assessments	Comment
131 Barry Street, Carlton	HO1	C2	Significant	Significant.	<p>Allom Lovell & Associates (2005) - High Heritage Value</p> <p>Lovell Chen (2010): <i>135-137 Barry Street is of local significance as relatively intact Victorian residences. The southern most of the two, 131 Barry Street, is of particular interest for its incorporation of a carriageway ... The buildings also make an important contribution to the significance of University Square</i></p>	Within the heritage precinct, HO1. Modern replica front fence. Could reasonably be given a contributory grading.
135 Barry Street, Carlton	HO1	D2	Contributory	-	Allom Lovell & Associates (2005) - High Heritage Value	No change to C258 grading.
137 Barry Street, Carlton	HO1	D2	Contributory	-	Allom Lovell & Associates (2005) - Moderate Heritage Value	No change to C258 grading.
139 Barry Street, Carlton	HO1	C2	Significant	-	<p>Allom Lovell & Associates (2005) - High Heritage Value</p> <p>Lovell Chen (2010): <i>of local significance as a relatively intact and unusual example of a two storey Victorian terrace house, featuring a distinctive gabled parapet.</i></p> <p>RBA (2013): <i>Unusual example with Dutch gable, stained glass.</i></p>	139-141 Barry Street are a distinctive pair but could reasonably be given a contributory grading.
141 Barry Street, Carlton	HO1	C2	Significant	-	<p>Allom Lovell & Associates (2005) - High Heritage Value</p> <p>National Trust citation: <i>‘constructed 1865, of national significance for architectural and historical reasons ... of extreme distinction, especially for their cast iron work.</i></p>	As above.
147-151 Barry Street, Carlton	HO1	A1	Significant	-	<p>Allom Lovell & Associates (2005) - High Heritage Value</p> <p>RBA (2013): <i>Unusual group of three in the Regency Style.</i></p>	No change to C258 grading.

Address	Heritage Overlay	Current Grading	Proposed Grading	Proposed Streetscape Grading	Past Heritage Study Assessments	Comment
153-159 Barry Street, Carlton	HO1	C2	Significant	-	Allom Lovell & Associates (2005) - High Heritage Value. Lovell Chen (2010): <i>'though the rear section of the building has been demolished, 153 Barry Street remains of local historical and architectural significance and is an important element in the Barry Street streetscape'</i>	While of greater significance prior to redevelopment, the significant grading is difficult to justify given that the building has been demolished at the rear and incorporated into a large-scale modern development.
213-221 Berkeley Street, Carlton	HO1149	C3	Significant	-	<i>City North Heritage Review.</i>	Defaulted to a significant grading on the basis of the existing individual HO. Could as readily be given a contributory grading.
180-200 Berkeley Street	HO1120 (precinct)	C	Significant	-	<i>City North Heritage Review.</i>	These buildings are within a 'precinct' and could as readily be given a contributory grading.
158 Bouverie Street, Carlton	HO1128	C3	Significant	-	Allom Lovell (2005) – No Heritage Value	Defaulted to a significant grading on account of the existing individual HO. Could as readily be given a contributory grading.
233 Bouverie Street, Carlton	HO1130	C3	Significant	-	Allom Lovell (2005) – Moderate Heritage Value Lovell Chen (2010): <i>of local historical and architectural interest</i> [my emphasis] <i>as a relatively externally intact example of a free kindergarten of the early interwar period.</i>	Defaulted to a significant grading on account of the existing individual HO. Could as readily be given a contributory grading.
138-146 Cardigan Street, Carlton	HO1	D3	Non-contributory		Allom Lovell (2005) – No Heritage Value	No change to C258 grading
245 Cardigan Street, Carlton	HO34	C3	Significant	-	Allom Lovell (2005) – Moderate Heritage Value : <i>'while of local significance, this single-storey Victorian residence has been compromised by the extent of alterations of the building and the redevelopment of the site'</i>	Refer statement of evidence. Delete from the HO or apply a contributory grading to 247 and 249 Cardigan Street and non-contributory grading to 245 Cardigan Street.
427-429 Cardigan Street, Carlton	HO1	C2	Contributory	Significant	Allom Lovell & Associates (2005) - High Heritage Value	No change to C258 grading.
56 Drummond Street, Carlton	HO1	C1	Significant	Significant	Allom Lovell & Associates (2005) - High Heritage Value	A representative terrace building that has been developed to its rear. Could as reasonably be classified contributory, but is important in a highly significant streetscape.

Address	Heritage Overlay	Current Grading	Proposed Grading	Proposed Streetscape Grading	Past Heritage Study Assessments	Comment
272-278 Faraday St Carlton	HO56	C2	Significant	-	Allom Lovell & Associates (2005) - High Heritage Value: <i>'local significance as a representative and relatively intact example of a substantial two-storey Victorian terrace'</i>	Royal Terrace. An impressive and distinctive terrace row. No change to C258 grading.
157-159 Flemington Road North Melbourne	HO3 (North & West Melb Precinct)	C2	Contributory			No change to C258 grading.
187 Grattan Street, Carlton	HO1	Ungraded	Non-contributory			No change to C258 grading.
201 Grattan Street, Carlton	HO1	Ungraded	Non-contributory			No change to C258 grading.
205-211 Grattan Street, Carlton	HO1	C2	Significant	-	Allom Lovell (2005) - High Heritage Value Lovell Chen (2010): <i>'of local significance as an elegant and relatively early and intact Victorian terrace grouping. The row makes an important contribution to the predominately nineteenth century character of this section of Grattan Street'</i>	A representative Victorian terrace in a streetscape of diminished integrity. A contributory grading would be more appropriate (refer statement of evidence for further discussion on this site).
213-215 Grattan Street, Carlton	HO1	C2	Significant	-	Allom Lovell & Associates (2005) - High Heritage Value	Listed in the inventory with joint address 213-215 Grattan Street. 213 and 215-217 Grattan Street are two separate and distinct buildings of different eras and should be listed separately. Suggest contributory grading to 213 and significant to 215-217.
67 Keppel Street, Carlton	HO1	C1	Contributory	Significant		No change to C258 grading
69 Keppel Street, Carlton	HO1	D1	Contributory	Significant		No change to C258 grading
Graduate House, 220 Leicester Street, Carlton	HO1	D2	Not listed			The site is occupied by a modern building. It should be listed in the inventory as a non-contributory place in HO1 (confirm address)

Address	Heritage Overlay	Current Grading	Proposed Grading	Proposed Streetscape Grading	Past Heritage Study Assessments	Comment
11-13 Lincoln Square Sth, Carlton	HO1122 (Lincoln Sq South Precinct)	C2	Significant	-	Allom Lovell & Associates (2005) – Moderate Heritage Value: ‘ Lovell Chen (2010): <i>of local historical and architectural interest as an eternally intact example of a modest interwar factory/warehouse.</i>	A utilitarian, if not backward looking, design for the 1950s with no notable architectural features. Could readily be graded contributory. Refer statement of evidence for further discussion.
2/2A/3/4 Painsdale Place, Carlton	HO1	Ungraded	Contributory (No. 4 only)		Allom Lovell & Associates (2005) – Moderate Heritage Value	Not inspected.
11 Palmerston Place, Carlton	HO1	C2	Significant	-	Allom Lovell & Associates (2005) - High Heritage Value: ‘ <i>early stone cottage substantially remodelled</i> ’	Contributory grading would be more appropriate given the heavily modified state of the original bluestone cottage on the site. Refer statement of evidence for further discussion on this site.
21-23 Royal Parade, Parkville	HO4 (Parkville Precinct)	A1	Contributory	Significant	Allom Lovell & Associates (2005) - High Heritage Value: ‘ <i>flamboyant intact boom style terrace ... forms part of an intact Victorian/Edwardian streetscape of considerable interest</i> ’	A significant grading would be more appropriate.
25 Royal Parade, Parkville	HO4	C1	Contributory	Significant		No change to C258 grading
27 Royal Parade, Parkville	HO4	C1	Contributory	Significant		No change to C258 grading
625-629 Swanston St, Carlton	Not Applicable	C2	Significant	-		Lincoln House. The site is not on the Heritage Overlay and should be removed from the inventory (refer statement of evidence for further discussion on this site).
631 Swanston Street, Carlton	HO1122 (Lincoln Sq South Precinct)	D2	Contributory	-		No change to C258 grading
784-786 Swanston St, Carlton	HO117	C3	Significant			HO117 related to a pair of Victorian terrace houses which were demolished as part of the College Square development. The site should be deleted from the Heritage Overlay.

Address	Heritage Overlay	Current Grading	Proposed Grading	Proposed Streetscape Grading	Past Heritage Study Assessments	Comment
856-858 Swanston Street, Carlton	HO1	Ungraded	Non-contributory	-		No change to C258 grading
870 Swanston Street, Carlton	HO1	C1	Contributory	Significant		No change to C258 grading