

**Melbourne Planning Scheme Amendment C405melb
Carlton Heritage Review & Punt Road Oval Heritage Review**

Panel Report

Planning and Environment Act 1987

29 November 2022

How will this report be used?

This is a brief description of how this report will be used for the benefit of people unfamiliar with the planning system. If you have concerns about a specific issue you should seek independent advice.

The planning authority must consider this report before deciding whether or not to adopt the Amendment.

[section 27(1) of the *Planning and Environment Act 1987* (the PE Act)]

For the Amendment to proceed, it must be adopted by the planning authority and then sent to the Minister for Planning for approval.

The planning authority is not obliged to follow the recommendations of the Panel, but it must give its reasons if it does not follow the recommendations. [section 31 (1) of the PE Act, and section 9 of the *Planning and Environment Regulations 2015*]

If approved by the Minister for Planning a formal change will be made to the planning scheme. Notice of approval of the Amendment will be published in the Government Gazette. [section 37 of the PE Act]

Planning and Environment Act 1987

Panel Report pursuant to section 25 of the PE Act

Melbourne Planning Scheme Amendment C405melb

29 November 2022



Annabel Paul, Chair



John Roney, Member

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Glossary and abbreviations

Burra Charter	Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013
Council	Melbourne City Council
CRA	Carlton Residents Association
DELWP	Department of Environment, Land, Water and Planning
Heritage Review	Carlton Heritage Review
HO1	'PS Map ref' 1 in the Heritage Overlay Schedule
MPS	Municipal Planning Strategy
NEIC	National Employment and Innovation Cluster
PE Act	<i>Planning and Environment Act 1987</i>
Planning Scheme	Melbourne Planning Scheme
PPF	Planning Policy Framework
PPN01	Planning Practice Note 1 – Applying the Heritage Overlay
Punt Road Oval Heritage Review	Punt Road Oval (Richmond Cricket Ground) Heritage Review
RMIT	Royal Melbourne Institute of Technology
VAHR	Victorian Aboriginal Heritage Register
VHR	Victorian Heritage Register
VPP	Victoria Planning Provisions

Overview

Amendment summary

The Amendment	Melbourne Planning Scheme Amendment C405melb
Common name	Carlton Heritage Review and Punt Road Oval Heritage Review
Brief description	Proposes to implement the recommendations of the Carlton Heritage Review 2021 by applying new individual Heritage Overlays; amending existing Heritage Overlays; introducing Statements of Significance for new and existing Heritage Overlays; deleting existing individual Heritage Overlays; and amending Heritage Overlay mapping Proposes to implement the Punt Road Oval (Richmond Cricket Ground) Heritage Review to provide a new Heritage Overlay and Statement of Significance
Subject land	Carlton and Punt Road Oval (Figure 1)
The Proponent	Melbourne City Council
Planning Authority	Melbourne City Council
Authorisation	14 January 2022
Exhibition	24 February to 31 March 2022
Submissions	Number of Submissions: 12 Opposed: 10

Panel process

The Panel	Annabel Paul (Chair), John Roney
Directions Hearing	By video conference, 9 September 2022
Panel Hearing	By video conference, 3, 4, 5, 6 and 7 October 2022
Site inspections	Unaccompanied, 30 September 2022
Parties to the Hearing	Appendix B
Citation	Melbourne PSA C405melb [2022] PPV
Date of this report	29 November 2022

Executive summary

Melbourne Planning Scheme Amendment C405melb seeks to implement the findings of the *'Carlton Heritage Review, November 2021'* and the *'Punt Road Oval (Richmond Cricket Ground) Heritage Review, October 2021'*.

Carlton Heritage Review, November 2021

The Amendment forms part of Melbourne City Council's ongoing review of heritage in the municipality and builds on previous heritage studies and associated amendments. Heritage is recognised as being central to Melbourne's identity and distinctiveness and provides the city with a competitive advantage over other capital cities as a place to live, work and visit.

The Victorian and Edwardian era architecture has been the focus of previous heritage studies and is widely recognised throughout Carlton by the application of Heritage Overlays, including the municipalities oldest and largest Heritage Overlay: HO1. This Review has also sought to include the assessment of interwar, postwar and postmodern buildings, that together reflect the diverse urban character of Carlton and the patterns of development over time. The Review has also identified new historical themes, including the importance of universities to Carlton, its multicultural history and Carlton in the 1970s and 1980s.

In implementing the findings of the Carlton Heritage Review, the Amendment seeks to include new places in the Heritage Overlay and remove some places where buildings have been demolished; update levels of significance; and introduce Statements of Significance for new and some existing individual Heritage Overlays.

Punt Road Oval (Richmond Cricket Ground) Heritage review, October 2021

The Amendment also seeks to implement the findings of the *'Punt Road Oval Heritage Review'*. The Punt Road Oval Heritage Review provided a comprehensive heritage assessment of Punt Road Oval after being inadvertently deleted from the Heritage Places Inventory in Amendment C258melb. While the former heritage grading in Heritage Overlay Schedule 2, East Melbourne Jolimont Precinct (HO2) was reinstated with Amendment C414, the Amendment now seeks to include Punt Road Oval as a 'significant' heritage place and include it in an individual Heritage Overlay. It also seeks to provide a Statement of Significance as an incorporated document to the Melbourne Planning Scheme.

Submissions

The Amendment was exhibited from 24 February to 31 March 2022 and received 12 submissions (including three late submissions). Two supported the Amendment and 10 opposed certain aspects of the Amendment.

Key issues raised in submissions include:

- whether the Heritage Overlay is justified
- whether the level of heritage significance applied to a heritage place is appropriate (for example, significant, contributory)
- whether the Statement of Significance accurately reflects the significance of a place and whether the heritage criteria applied is appropriate (for example Criterion A, B, C, D, E, F, G, H)
- whether the methodology of the Carlton Heritage Review is acceptable
- the impact of a Heritage Overlay on the development potential of sites.

Strategic justification

The Carlton Heritage Review and Punt Road Oval Heritage Review generally provides sound justification for the Amendment, including the provision of new Heritage Overlays and associated Statements of Significance. The Amendment is supported by and implements the relevant sections of the Planning Policy Framework and is consistent with the relevant Ministerial Directions and Planning Practice Note 1 – Applying the Heritage Overlay.

Overall, the Amendment is strategically justified and should proceed subject to the issues discussed in this Report.

Amendment C396melb – Heritage Grading corrections

Amendment C396melb included a number of changes to heritage gradings that were also included in the exhibited Amendment. As a result of gazettal of Amendment C396melb after exhibition of the Amendment, changes are now required to remove duplication between the Amendments.

Content of Statements of Significance

Many submitters raised matters of detail within Statements of Significance for individual properties relating to the accuracy of the information; the heritage criteria applied; and in some cases, suggested clarifications or additional wording. Council made post-exhibition changes in response to submissions and further changes to Statements of Significance were made at the end of the Hearing.

Changes included deleting the criteria of social significance (Criterion G) for the Chinese Mission Church and adding social significance as a criteria for the John Curtin Hotel within the Hotel Lincoln and Environs Precinct. The Panel agrees that there is no longer social significance associated with the Chinese Mission Church but does not consider that the appropriate justification was provided to include Criterion G for the John Curtin Hotel and that further work is required to justify this inclusion.

The University of Melbourne requested that the Earth Sciences Statement of Significance be updated to clarify that the elevated pedestrian bridge and Thomas Cherry building are not significant and Council agrees to this inclusion.

The Punt Road Oval Statement of Significance required clarification of what is significant and what parts of the ground were not significant and while the Richmond Football Club questioned whether aesthetic (Criterion E) and associative (Criterion H) should be applied, ultimately the Panel is satisfied that these heritage values had been appropriately demonstrated.

Comparative analysis

Submissions were critical of the comparative analysis for particular properties, including the RMIT buildings and the former Royal Women's Hospital Car Park. The Carlton Heritage Review noted that comparative analysis of later twentieth century places that included brutalist buildings did not have comparable places in existing Heritage Overlays in the study area. This was largely because the buildings were constructed after the Victorian through to interwar periods which was the focus of previous heritage studies. Instead, examples from outside the study area including international examples were used.

The Panel is satisfied that the requirements for comparative analysis of PPN01 were met, notwithstanding that some examples contained only partial similarities and they were not from within the study area.

Inventory listing

The Amendment included a number of corrections or updates to the Heritage Places Inventory. The Panel notes that some property addresses in the Inventory are confusing. This includes references to a street address where only part of the address has heritage significance, or addresses such as '1-13 Elgin Street' and '16 Barkly Street' that refer to the same property, yet only the building fronting Barkly Street is significant. Ultimately the Panel accepts Council's standardised format of entries in the Inventory that references back to Council's database.

Recommendations

Based on the reasons set out in this Report, the Panel recommends that Melbourne Planning Scheme Amendment C405melb be adopted as exhibited subject to the following:

1. Amend the Heritage Places Inventory February 2020 Part A, as shown in Appendix D, to show the 'Building category' for:
 - a) 38 Dorrit Street, Carlton and 153 Drummond Street, Carlton as 'contributory'
 - b) 374-386 Cardigan Street, Carlton including only 378, 380 and 382 Cardigan Street, 242 Palmerston Street and 21 and 23 Waterloo Street as 'contributory'
 - c) 89-109 Grattan Street, Carlton including only 101-103, 105 and 107-109 Grattan Street (including 40-44 Grattan Street) as 'significant'.
2. Amend the Statement of Significance for the Hotel Lincoln and Environs Precinct (HO97), as shown in Appendix E1, to:
 - a) Delete all references to the Chinese Mission Church at 148-150 Queensberry Street, Carlton having social significance (Criterion G)
 - b) Re-categorise the Chinese Mission Church at 148-150 Queensberry Street, Carlton from significant to contributory.
3. Amend the Heritage Places Inventory February 2020 Part A, as shown in Appendix D, to show the 'Building category' for 148-150 Queensberry Street, Carlton as 'contributory'.
4. Amend the Statement of Significance for RMIT Buildings 51, 56 and 57, 80-92 Victoria Street and 33-89 Lygon Street, Carlton (HO1398), as shown in Appendix E2, as follows:
 - a) Under the heading 'What is significant?' amend the construction dates of the buildings
 - b) Under the heading 'Why is it significant?' in the discussion regarding Criterion A:
 - Amend the text to clarify the association of the buildings with the masterplan
 - Delete reference to the association of RMIT with Trades Hall.
5. Amend the Statement of Significance for 96 Grattan Street, Carlton (HO1391), as shown in Appendix E3, as follows:
 - a) Under the heading 'What is significant?' and 'How is it significant?' delete the words 'constructed in 1974 and'
 - b) Under the heading 'Why is it significant?' modify the second sentence to state the building was designed in 1971-1972 and constructed in 1973-1974
 - c) Amend the title of the Statement of Significance to 'Cardigan House Carpark (former Royal Women's Hospital Carpark), 96 Grattan Street, Carlton (November 2022)'.
6. Amend the name of the heritage place in the Schedule to Clause 43.01 (HO1391) and the Schedule to Clause 72.04 to 'Cardigan House Carpark (former Royal Women's Hospital Carpark), 96 Grattan Street, Carlton (November 2022)'.

- 7. Amend the Statement of Significance for the Earth Sciences Building (HO1392), as shown in Appendix D4.**
- 8. Adopt the Incorporated document shown in Appendix F and make reference to this Incorporated document at the Schedule to Clause 43.01 for HO1392 and in the Schedule at Clause 72.04 of the Melbourne Planning Scheme.**
- 9. Amend the Statement of Significance for 'Office building, 207-221 Drummond Street, Carlton' (HO1395), as shown in Appendix E5, as follows:**
 - a) Under the heading 'What is significant?' and 'Why is it significant?' amend the date of construction to '1986'**
 - b) Under the heading 'Why is it significant?' include additional references to citations in publications, awards and concrete tilt slab construction features.**
- 10. Amend the Statement of Significance for the Punt Road Oval (HO1400), as shown in Appendix E6 to:**
 - a) Update the elements that contribute to the significance of the place under 'What is Significant'**
 - b) Update the discussion in 'Why is it significant?' to reference that cricket ceased being played at the ground in 2011; and clarify its social and aesthetic significance.**
 - c) Remove reference to significance in association with Thomas Wentworth Wills**
- 11. Amend the Heritage Overlay Schedule 1400 to provide for external paint controls only for the Jack Dyer Stand 1913-14 and 1927 wing.**
- 12. Delete proposals in Amendment C405melb that have been implemented in Amendment C396melb.**
- 13. Amend the address for HO27 in the schedule to Clause 43.01 to state 'Terrace Row, George's Terrace and Clare House 51-71 Cardigan Street, Carlton'.**
- 14. Amend the title of the Statement of Significance for HO1393 to 'Statement of Significance: RMIT Building 71, 33-89 Lygon Street, Carlton (also known as 42-48 Cardigan Street, Carlton) (November 2022) and make similar changes to other instances in the Statement of Significance where the address is referenced.**
- 15. Review the names and addresses of all heritage places in the Amendment to ensure they are applied consistently, where relevant, in the Statement of Significance, Schedule to Clause 43.01, Schedule to Clause 72.04 and the Heritage Places Inventory Part A.**

1 Introduction

1.1 The Amendment

(i) Amendment description

The purpose of the Amendment is to introduce the recommendations of the Carlton Heritage Review November 2021 and the Punt Road Oval (Richmond Cricket Ground) Heritage Review, October 2021.

Broadly, the Amendment proposes to:

- apply individual Heritage Overlays to seven places and introduce new Statements of Significance for each heritage place
- apply two serial listing Heritage Overlays to multiple sites and introduce new Statements of Significance for each heritage place
- amend three existing Heritage Overlays by converting them into three heritage precincts and introduce new Statements of Significance for each heritage place
- introduce Statements of Significance for 20 existing individual Heritage Overlays
- delete seven existing individual Heritage Overlays
- amend the existing incorporated document titled *Heritage Places Inventory February 2020 Part A* (Amended May 2021) and *Heritage Places Inventory Part B* to reflect a heritage category change for 59 properties (in addition to the new properties outlined above)
- amend the boundary and Statement of Significance for the HO1 Carlton Precinct Heritage Overlay.
- amend the existing Heritage Overlay maps for nine properties to correct mapping anomalies.

Specifically, the Amendment proposes to:

- amend Clause 22.05 (Heritage Places outside the Capital City Zone) to include reference to the *Carlton Heritage Review November 2021* for Part A of the policy
- amend the Schedule to Clause 43.01 (Heritage Overlay) by including seven new individual Heritage Overlays and Statements of Significance:
 - HO1390 – Building 94, Royal Melbourne Institute of Technology (RMIT) (23-37 Cardigan Street, Carlton)
 - HO1391 – Royal Women’s Hospital Carpark (96 Grattan Street, Carlton)
 - HO1392 – Earth Sciences Building, University of Melbourne (253-283 Elgin Street, Carlton)
 - HO1393 – Building 71, Royal Melbourne Institute of Technology (RMIT) (33-89 Lygon Street, Carlton – Building 71 only)
 - HO1394 – Cross Street Co-operative Housing (422-432 Cardigan Street, Carlton)
 - HO1395 – Commercial/office building (207-221 Drummond Street, Carlton)
 - HO1396 – Townhouses (129-141 Canning Street, Carlton)
- include two new serial listing Heritage Overlays and Statements of Significance:
 - HO1397 – Ministry of Housing Infill Public Housing (78 Kay Street, 43-45 Kay Street, 75-79 Kay Street, 136 Canning Street, 56-58 Station Street, 60-62 Station Street, 76 Station Street, 80 Station Street, 51 Station Street, 53 Station Street, Carlton).

- HO1398 – Buildings 51, 56 and 57, Royal Melbourne Institute of Technology (RMIT); Building 51 (80-92 Victoria Street, Carlton), Building 56 (33-89 Lygon Street, Building 56 only) and Building 57 (33-89 Lygon Street, Building 57 only).
- revise three existing individual Heritage Overlays to form new heritage precincts and introduce Statements of Significance for each place:
 - HO64 – 1-31 Lygon Street with new precinct name ‘Former Carlton Union Hotels Precinct’
 - HO81 – 5-21 Pelham Street with new precinct name ‘Former Children’s Hospital Precinct’
 - HO97 -128-140 Queensberry Street with new expanded precinct named ‘Hotel Lincoln and Environs Precinct’
- delete seven existing individual Heritage Overlays:
 - HO28 – 71 Cardigan Street, Carlton (due to incorrect mapping)
 - HO34 – 245-257 Cardigan Street, Carlton (incorporate into HO1)
 - HO70 – 16-22 Orr Street, Carlton (due to demolition)
 - HO96 – 106-108 Queensberry Street, Carlton (incorporate into HO97)
 - HO807 – 144-146 Queensberry Street, Carlton (incorporate into HO97)
 - HO811 – 630 Swanston Street and 253-275 Elgin Street, Carlton (due to demolition)
 - HO117 – 784-786 Swanston Street and 253-275 Elgin Street, Carlton (due to demolition)
- revise the addresses of seven existing individual heritage places:
 - HO27 – 51-65 Cardigan Street, Carlton to Terrace Row, George’s Terrace, Clare House 51-71 Cardigan Street, Carlton
 - HO71 -22-24 Palmerston Street, Carlton to Hotel and Residences 18-24 Palmerston Street, Carlton
 - HO82 – 96 Pelham Street, Carlton to Factory / Warehouse 96-106 Pelham Street, Carlton
 - HO90 – 59 Queensberry Street, Carlton to Former Catholic Apostolic Church now known as Romanian Orthodox Church of St Peter and Paul 53-63 Queensberry Street, Carlton
 - HO111 – 466 Swanston Street, Carlton to Pair of Shops and Residences 462-468 Swanston Street, Carlton
 - HO57 – from Kathleen Syme Education Centre (Former Primary School No. 112) 251 Faraday Street, Carlton to Kathleen Syme Education Centre (Former Primary School No. 112) 249-263 Faraday Street, Carlton
 - HO68 – from Trades Hall 2 Lygon Street & 172 Victoria Street, Carlton to Trades Hall 2-40 Lygon Street, Carlton
- amend the *Heritage Precincts Statements of Significance February 2020* by changing the date to November 2021 and removing the Carlton Precinct Statement of Significance
- introduce a revised HO1 Carlton Precinct Statement of Significance November 2021 incorporated document
- introduce separate Statements of Significance for the following 20 existing individual Heritage Overlay places:
 - HO35 – 18-22 Cardigan Street, Carlton
 - HO36 – 50-56 Cardigan Street, Carlton
 - HO27 – 51-71 Cardigan Street, Carlton
 - HO29 – 83-87 Cardigan Street, Carlton

- HO30 – 101-111 Cardigan Street, Carlton
- HO32 – 199-201 Cardigan Street, Carlton
- HO56 – 272-278 Faraday Street, Carlton
- HO71 – 18-24 Palmerston Street, Carlton
- HO82 – 96-106 Pelham Street, Carlton
- HO87 – 19 Queensberry Street, Carlton
- HO90 – 59 Queensberry Street, Carlton
- HO91 – 133-135 Queensberry Street, Carlton
- HO103 – 25-27 Rathdowne Street, Carlton
- HO809 – 29-31 Rathdowne Street, Carlton
- HO104 – 49 Rathdowne Street, Carlton
- HO111 – 466 Swanston Street, Carlton
- HO112 – 508-512 Swanston Street, Carlton
- HO113 – 554-556 Swanston Street, Carlton
- HO116 – 676-682 Swanston Street, Carlton
- HO118 – 68-72 Victoria Street, Carlton
- amend Melbourne Planning Scheme Maps 5HO and 8HO to:
 - introduce seven new individual Heritage Overlays, two new serial listing Heritage Overlays, and delete seven individual Heritage Overlays to reflect the changes as described above
 - amend the boundary of three existing individual Heritage Overlays, including extend HO35 to include 22 Cardigan Street, Carlton; extend HO71 to include 18 Palmerston Street and 20 Palmerston Street, Carlton (delete HO1); and extend HO97 to apply to 144-146 Queensberry Street (delete HO807) and to apply to 148-150 Queensberry Street (currently no Heritage Overlay)
- amend boundaries due to mapping errors relating to nine existing individual Heritage Overlays:
 - HO32 – 199 Cardigan Street and 201 Cardigan Street to reflect the existing titles
 - HO57 – incorrectly applied to 112 Faraday Street. Delete HO57 and apply HO1 to 112 Faraday Street, Carlton
 - HO56 – 272-278 Faraday Street to reflect the existing title
 - HO82 – 96 Pelham Street to reflect the existing title
 - HO97- 138 Queensberry Street and 140 Queensberry Street to reflect the existing titles
 - HO90 – 53-63 Queensberry Street to reflect the existing title
 - HO103- incorrectly applied at 23 Rathdowne Street. Delete HO103 from 23 Rathdowne Street and apply HO992
 - HO809 – incorrectly applied to 35 Rathdowne Street. Remove HO809 from 35 Rathdowne Street and apply HO992
 - HO118 – 68-72 Victoria Street to remove 9 Lygon Street.
- amend the HO1 Carlton Precinct Heritage Overlay boundary to cover three (3) additional places:
 - 245-257 Cardigan Street (delete existing HO34)
 - 251-257 Cardigan Street – currently no Heritage Overlay
 - 138-142 Bouverie Street (Lincoln Square) – currently no Heritage Overlay
- amend the Schedule to Clause 72.04 (Incorporated documents) by:
 - introducing thirty-two (32) Statements of Significance

- amending the *Heritage Precincts Statements of Significance February 2020* by changing the date to November 2021 and removing the Carlton Precinct Statement of Significance
- introducing a revised HO1 Carlton Precinct Statement of Significance November 2021
- amending the Heritage Places Inventory February 2020 Part A (Amended May 2021) to:
 - change the date amended to November 2021
 - change the heritage category of 82 places
 - correct addressing and other anomalies
- amending the Incorporated document titled Heritage Places Inventory February 2020 Part B to add the date amended of November 2021 and to remove 24 properties
- amend the Schedule to Clause 72.08 Background documents by adding the Carlton Heritage Review November 2021 as a Background document.

The Amendment also implements the recommendations of the Punt Road Oval (Richmond Cricket Ground) Heritage Review October 2021. The Amendment makes the following changes on a permanent basis:

- amends Clause 22.05 (Heritage Places outside the Capital City Zone) to add the Punt Road Oval (Richmond Cricket Ground) Heritage Review October 2021 as a policy reference at Part A
- amends the Schedule to Clause 43.01 (Heritage Overlay) by including one (1) new individual Heritage Overlay (HO1400 Punt Road Oval (Richmond Cricket Ground) and Statement of Significance
- amends Melbourne Planning Scheme Map 9HO by deleting the part of HO2 East Melbourne and Jolimont Precinct that currently applies to Punt Road Oval and a small section of Yarra Park to the southeast and applying HO1400 to Punt Road Oval and a small section of Yarra Park to the southeast
- amends the Schedule to Clause 72.04 (Incorporated documents) by:
 - introducing a Statement of Significance for the Punt Road Oval (Richmond Cricket Ground)
 - amending the Incorporated document titled Heritage Places Inventory February 2020 Part A (Amended May 2021) to change the date amended to November 2021 to include the Punt Road Oval (Richmond Cricket Ground) with a building category of 'Significant' and a streetscape category of '—'
- amends the Schedule to Clause 72.08 Background documents by adding the Punt Road Oval (Richmond Cricket Ground) Heritage Review, October 2021 as a Background document.

(ii) The subject land

The Amendment applies to the area of Carlton shown in Figure 1, and to the Punt Road Oval and a small section of Yarra Park to the southeast of the Punt Road Oval in East Melbourne.

Figure 1 Carlton Heritage Review Study Area, Explanatory Report

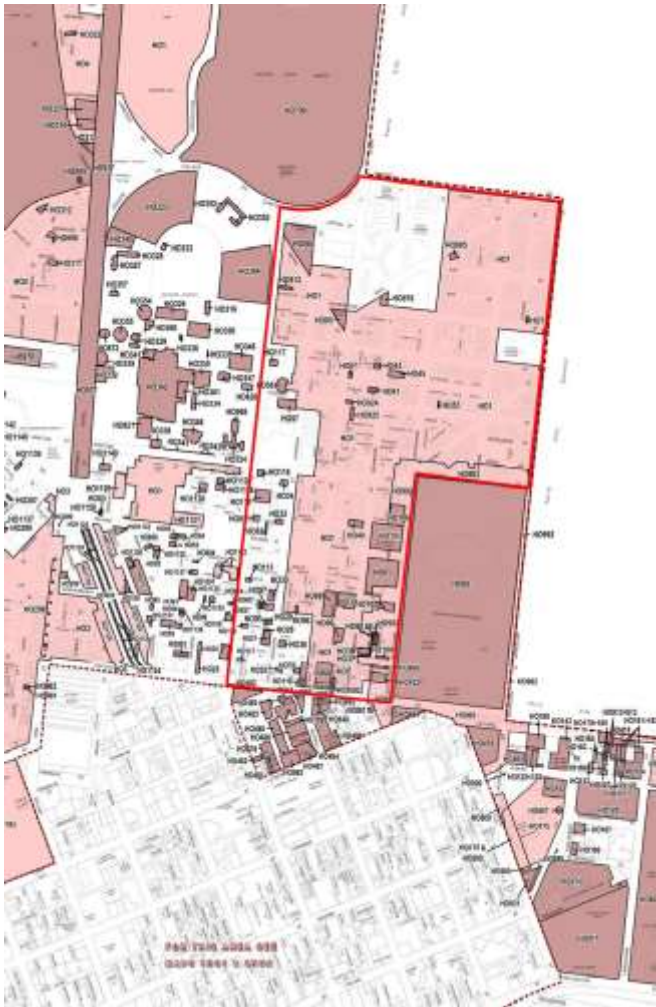
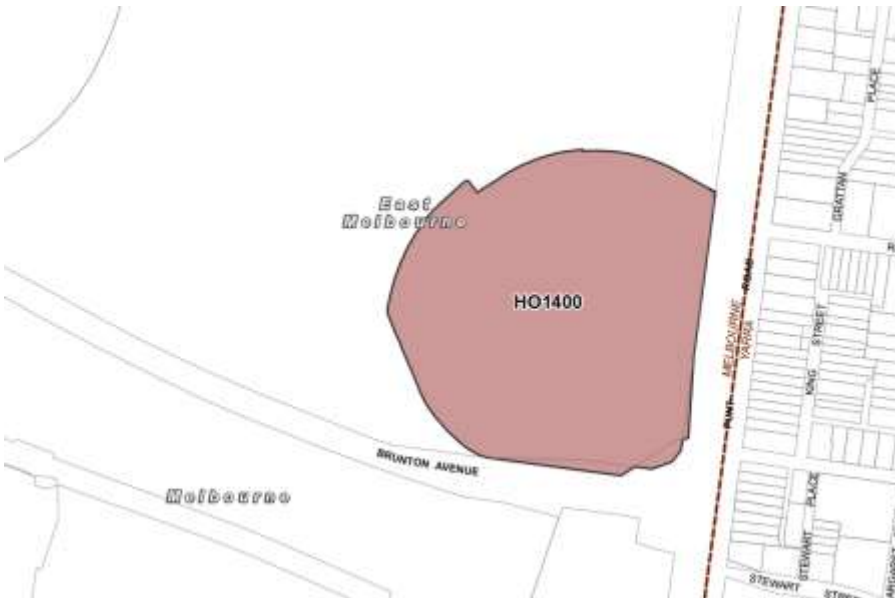


Figure 2 Punt Road Oval, Proposed Heritage Overlay 1400, Exhibited map



1.2 Background

The following amendments and earlier heritage studies provide background to the Amendment:

Table 1 Background to the Amendment

Date	Document	
1983	East Melbourne and Jolimont Conservation Study, Meredith Gould	Included the Punt Road Oval, and consolidated earlier conservation studies prepared in 1975, 1978 and 1979
1984	Carlton, North Carlton and Princes Hill Conservation Study, Nigel Lewis & Associates, 1984	Original conservation study for Carlton
“	The Lygon Street Action Plan Study	Separately reviewed the Lygon Street area of Carlton
“	Building Identification Forms	For assessed buildings in the study area
“	A and B Grade Building Citations	In a second volume to the Study
1985	East Melbourne and Jolimont Conservation Study	Previous assessment of the Punt Road Oval through this study, listing the ‘Richmond Cricket Ground and Pavilion’ with a C grading
2013	City of Melbourne Heritage Strategy, 2013	Council’s heritage strategy for the municipality for the following 15 years
2013	City North Heritage Review, prepared by RBA Architects and Conservation Consultants	Review of places in the south-western area of Carlton (south of Grattan Street and west of Swanston Street) within the City North renewal area
15 October 2015	Amendment C198 implemented the City North Heritage review	
10 July 2020	Amendment C258melb – City of Melbourne Heritage Policies Review and Heritage Gradings Conversion	Converted the previous A-D grading system to a significant, contributory and non-contributory category system and revised the previous heritage policies in clauses 22.04 and 22.05. Approximately 400 C and D graded buildings were excluded from the Amendment given methodological issues
“	Heritage Places Inventory February 2020 Part A	Listed the majority of heritage buildings in the municipality with their corresponding heritage categories
“	Heritage Places Inventory February 2020 Part B	Retained listing for buildings yet to be converted to the new heritage system
“	Updated Clause 22.04 Heritage Places in the Capital City Zone and	

	Clause 22.05 Heritage Places outside the Capital City Zone	
11 November 2021	Amendment C414melb, Heritage Places Inventory Correction	Corrected obvious errors in the incorporated document, Heritage Places Inventory, February 2020 Part B, by restoring the grading for the 'Richmond Cricket Ground & Pavilion' also known as Punt Road Oval which was omitted from Amendment C258melb
19 November 2021 Amendment requested	Amendment C404melb, Carlton Heritage Review – Interim Controls	Provided interim Heritage Overlays (under 20(4) of the Planning and Environment Act) for 53 places while permanent controls were pursued through Amendment C405melb
28 March 2022 Amendment requested	Amendment C427melb – Interim Controls for Punt Road Oval	Proposed interim controls for the Punt Road Oval, however the amendment was not pursued as an alternative approach has been taken to retain the C grading through C414melb described above
30 June 2022	Amendment C421melb – Punt Road Oval Redevelopment	Introduced a Specific Controls Overlay to facilitate the redevelopment of the Punt Road Oval, including the demolition of the Jack Dyer Stand
7 July 2022	Amendment C396melb – Heritage Grading Corrections	<p>Finalised the conversion of the outstanding places from Amendment C258melb that required further review or were incorrectly converted. Punt Road Oval was inadvertently excluded from C396melb. The Heritage Places Inventory February 2020 Part B now only contains one entry for Punt Road Oval (listed as Richmond Cricket Ground & Pavilion).</p> <p>Changes now approved in Amendment C396melb were also included in the exhibited Amendment C405melb to make it clear that they had been considered and were implemented in the event that Amendment C396melb did not proceed. Changes are now required to remove duplication between the Amendments</p>
9 September 2022	Amendment C387melb, Hoddle Grid Heritage Review	Implemented the findings of the Hoddle Grid Heritage Review 2020 on a permanent basis. Consequential

		changes will be required to reflect the gazettal of Amendment C387melb
21 September 2022	Amendment C409melb, Planning Policy Framework (PPF) Translation	This translated the LPPF content into the new integrated PPF and Municipal Planning Strategy (MPS), consistent with the structure introduced by VC148

1.3 Procedural issues

Following the appointment of the Panel on the 18 August 2022, two late submissions were received, from:

- Queensberry Street Pty Ltd, the purchaser of the property at 148-150 Queensberry Street, Carlton.
- Australian Churches of Christ Global Missions Partners, the owner of 148-150 Queensberry Street, Carlton.

Council referred the submissions to the Panel and submissions were made by both parties at the Panel Hearing.

The letter of Authorisation for the Amendment from the Minister of Planning was subject to the following conditions:

Prior to identifying Punt Road Oval as an 'Aboriginal heritage place' in the schedule to the Heritage Overlay:

- Undertake further consultation with the Registered Aboriginal Party; and
- Determine whether the Punt Road Oval is included on the Victorian Aboriginal Heritage Register and subject to the requirement of the Aboriginal Heritage Act 2006, consistent with Clause 43.01-10 which provides 'A heritage place specified in this overlay as an Aboriginal heritage place is also subject to the requirements of the Aboriginal Heritage Act 2006'; and
- Make any consequential changes to the amendment in consultation with DELWP officers.

Council received advice that the Punt Road Oval is included on the Victorian Aboriginal Heritage register (VAHR 7822 – 2504).

Council wrote to the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation (the registered Aboriginal Party) seeking their feedback. Council officers advised DELWP that they were unable to properly consult with the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation and therefore as they could not satisfy the conditions of authorisation, they would not proceed with identifying Punt Road Oval as an Aboriginal heritage place in the schedule to the HO. They advised of their intent to consult with the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation and if the corporation supported identifying the Punt Road Oval as a heritage place, Council would progress this as a future planning scheme amendment.

1.4 Summary of issues raised in submissions

Council received 12 submissions, of which two generally supported the Amendment and the remaining raised objections to part of the Amendment.

Issues were raised in relation to the overall methodology of the Carlton Heritage Review and concerns that there was a lack of Statements of Significance for significant building within HO1.

Issues raised in relation to individual places proposed to be included in a Heritage Overlay include:

- place did not meet the threshold for heritage protection and therefore a Heritage Overlay should not be applied
- criterion applied that was not considered applicable
- accuracy or details in the Statement of Significance

Some submitters raised concerns with the property identification / address listing in the Heritage Overlay Schedule and incorporated document.

One submitter requested that an incorporated document be applied to allow for exemptions for minor buildings and works.

Other issues raised included that there was too much heritage protection in Carlton; impact on development potential by the application of a Heritage Overlay; and the impacts of a Heritage Overlay in preventing the development of affordable or medium density housing.

1.5 Post-exhibition changes proposed by Council

Following its review of submissions, Council proposed to make the following changes to the Amendment:

- Recategorise several buildings in HO1 in the Heritage Places Inventory Part A
- Amend the Statement of Significance for the former Carlton Union Hotels Precinct to reflect the social significance of the John Curtin Hotel
- Amend the Statement of Significance for the Punt Road Oval
- Correct the Heritage Places Inventory for a number of properties.

Council also noted some of the exhibited changes in the Amendment have already been made to the Planning Scheme as part of the gazettal of Amendment C396melb. Details regarding these matters is addressed in Chapter 8.

1.6 The Panel's approach

The Panel has assessed the Amendment against the principles of net community benefit and sustainable development, as set out in Clause 71.02-3 (Integrated decision making) of the Planning Scheme.

The Panel considered all written submissions made in response to the exhibition of the Amendment, observations from site visits, and submissions, evidence and other material presented to it during the Hearing. All submissions and materials have been considered by the Panel in reaching its conclusions, regardless of whether they are specifically mentioned in the Report.

This Report deals with the issues under the following headings:

- Planning context
- Strategic justification
- General issues
- Heritage precincts
- Serial Listing – RMIT University Buildings 51, 56 and 57 (HO1398)
- Individual heritage places
- Other matters

1.7 Limitations

The Panel has not addressed submissions supporting the Amendment or issues relating to citations, as these do not form part of the Amendment documentation.

The Panel has also not addressed the new Heritage Overlay and Statement of Significance for RMIT Building 71 (33-69 Lygon Street, Carlton) or the extension of the HO35 boundary to include RMIT Building 92 (22 Cardigan Street, Carlton). While RMIT initially objected to these aspects of the Amendment, RMIT did not pursue this at the Hearing.

The Panel has not made any recommendations to update or modify the Heritage Review Background Reports, however Council may choose to do this for consistency.

2 Planning context

2.1 Planning Policy Framework

Council submitted that the Amendment is supported by various clauses in the Planning Policy Framework, which the Panel has summarised below.

Victorian planning objectives

The Amendment will implement section 4(1)(d) of the *Planning and Environment Act 1987* (the Act) to:

- conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value
- balance the present and future interests of all Victorians.

Planning Policy Framework

The Amendment supports:

- **Clause 2.03-4** (Built Environment and Heritage) that seeks to protect and enhance the City's distinctive physical character and heritage and maintain the importance of identified places and precincts of heritage significance.
- **Clause 15** (Built Environment and Heritage) which provides that: Planning should protect places and sites with significant heritage, architectural, aesthetic and cultural value.
- **Clause 15.01-1R** (Urban design – Metropolitan Melbourne) which seeks to create a distinctive and liveable city with quality design and amenity.
- **Clause 15.03-1S** (Heritage conservation) which seeks to ensure the conservation of places of heritage significance. Relevant strategies are:
 - Identify, assess and document places of natural and cultural heritage significance as a basis for their inclusion in the planning scheme.
 - Provide for the conservation and enhancement of those places which are of, aesthetic, archaeological, architectural, cultural, scientific, or social significance.
 - Retain those elements that contribute to the importance of the heritage place. Encourage the conservation and restoration of contributory elements.
 - Ensure an appropriate setting and context for heritage places is maintained or enhanced.
 - Support adaptive reuse of heritage buildings where their use has become redundant.
 - Consider whether it is appropriate to require the restoration or reconstruction of a heritage building in a Heritage Overlay that has been unlawfully or unintentionally demolished in order to retain or interpret the cultural heritage significance of the building, streetscape or area.

2.2 Other relevant planning strategies and policies

(i) Plan Melbourne

Plan Melbourne 2017-2050 sets out strategic directions to guide Melbourne's development to 2050 to ensure it becomes more sustainable, productive and liveable as its population approaches 8 million. It is accompanied by a separate implementation plan that is regularly updated and refreshed every five years.

Plan Melbourne is structured around seven Outcomes, which set out the aims of the plan. The Outcomes are supported by Directions and Policies, which outline how the Outcomes will be achieved. The following are relevant to the Amendment:

- **Principle 1, ‘A Distinctive Melbourne’:** To ensure Melbourne remains distinctive, its strengths will be protected and heritage preserved while the next generation of growth is planning to complement existing communities and create attractive new neighbourhoods.
- **Outcome 4:** Melbourne is a distinctive and liveable city with quality design and amenity
 - **Direction 4.4:** Respect Melbourne’s heritage as we build for the future
 - **Policy 4.4.1:** Recognise the value of heritage when managing growth and change
 - **Policy 4.4.2:** Respect and protect Melbourne’s Aboriginal cultural heritage
 - **Policy 4.4.3:** Stimulate economic growth through heritage conservation
 - **Policy 4.4.4:** Protect Melbourne’s heritage through telling its stories.

At Policy 4.4.1 Plan Melbourne states that there will need to be a continuous identification and review of currently unprotected heritage sites and targeted assessments of heritage sites in areas identified as likely to be subject to substantial change.

2.3 Planning scheme provisions

Heritage Overlay

The Heritage Overlay purposes are:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- To conserve and enhance heritage places of natural or cultural significance.
- To conserve and enhance those elements which contribute to the significance of heritage places.
- To ensure that development does not adversely affect the significance of heritage places.
- To conserve specifically identified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.

The Heritage Overlay requires a planning permit to demolish, subdivide, build or carry out works. The Heritage Overlay enables its Schedule to specify additional controls for specific trees, painting previously unpainted surfaces, internal alterations and an incorporated plan (which may exempt buildings and works and other changes from requiring a planning permit). The Schedule may also identify if a place can be considered for uses that are otherwise prohibited, subject to a planning permit.

2.4 Ministerial Directions and Practice Notes

Ministerial Directions

The Explanatory Report discusses how the Amendment meets the relevant requirements of:

- Ministerial Direction 11 (Strategic Assessment of Amendments)
- Ministerial Direction (The Form and Content of Planning Schemes pursuant to section 7(5) of The Act) – referred to as Ministerial Directions 7(5) in this Report.

That discussion is not repeated here.

Planning Practice Note 1 – Applying the Heritage Overlay (August 2018)

Planning Practice Note 1 provides guidance about using the Heritage Overlay. It states that the Heritage Overlay should be applied to, among other places:

Places identified in a local heritage study, provided the significance of the place can be shown to justify the application of the overlay.

Planning Practice Note 1 specifies that documentation for each heritage place needs to include a statement of significance that clearly establishes the importance of the place and addresses the heritage criteria. It recognises the following model criteria (the Hercon criteria) that have been adopted for assessing the value of a heritage place:

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

3 Strategic justification

3.1 Carlton Heritage Review November 2021

The Carlton Heritage Review, November 2021 prepared by Lovell Chen Architects and Heritage Consultants in association with Extent Heritage Pty Ltd provided the strategic justification for the proposed heritage places in Carlton.

The study area included the majority of the suburb of Carlton, incorporating properties and land located south of Princes Street, west of Nicholson Street; east of Swanston Street; and north of Victoria Street. The study area did not include the main Parkville campus of the University of Melbourne; the part of Carlton that was reviewed in the recent City North Heritage review; nor did it incorporate the Royal Exhibition Building and Carlton Gardens.

The study involved a review of all places in the study area, with and without existing Heritage Overlay controls, including Aboriginal heritage and places of shared values; private and public housing; public buildings and infrastructure; commercial, manufacturing, ecclesiastical, educational, artistic, cultural and recreational places; and landscapes including public squares. The study did not review places on the Victorian Heritage Register (VHR) or the Victorian Aboriginal Heritage Register (VAHR).

The study addressed the following issues:

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

The boundary and extent of HO992 World Heritage Environs Area Precinct was not reviewed, being the buffer zone to the World Heritage listed Royal Exhibition Building and Carlton Gardens.

The methodology included the following:

- review of previous work and studies
- community engagement including community engagement meetings and interactive map online
- research into the history of Carlton and of places within Carlton
- preparation of a Thematic Environmental History
- engagement with Traditional Owners
- fieldwork
- comparative analysis and 'thresholding' places
- preparation of citations for existing and places recommend for new heritage controls
- preparation of Statements of Significance for three existing graded places in HO1
- review and updating of the existing Statement of Significance for Carlton precinct HO1.

3.2 Carlton Heritage Review – Peer Review, Built Heritage 2021

Council commissioned a peer review of five citations for post-World War 2 places included in the Carlton Heritage Review. The *Carlton Heritage Review – Peer Review of Five Citations for Post World War 2 Places, Built Heritage Pty Ltd, June 2021* (Peer Review) was authored by Simon Reeves from Built Heritage Pty Ltd and related to:

- Cardigan House Carpark / Consulting Suites, 96 Grattan Street, Carlton
- University of Melbourne Earth Sciences Building, 253-275 Elgin Street, Carlton
- Office building, 221 Drummond Street, Carlton
- RMIT Buildings 51, 56 and 57 located at 80-92 Victoria Street, 115 Queensberry Street and 53 Lygon Street, Carlton
- RMIT Building 94, 23-27 Cardigan Street, Carlton.

The Peer Review included a review of the citations; site visit; literature review; additional historical research as deemed appropriate; additional comparative analysis as deemed appropriate and a consolidation of the findings, with a detailed response to each component of the citation to evaluate the basis for the Heritage Overlay.

The Peer Review concluded that all five places reached the threshold for local significance and are appropriate for inclusion within a Heritage Overlay. The report concluded that the citations were generally well researched and written and provide an adequate argument for significance at the local level. A few minor shortcomings were noted and the report made some recommendations in relation to the inclusion of additional or slightly different information. The Peer Review process concluded that the citations tended to understate the significance of the places, with the author considering the places having an even stronger basis for local significance.

The author of the Peer Review was not called to give evidence at the Hearing.

3.3 Punt Road Oval (Richmond Cricket Ground) Heritage Review, October 2021

Council commissioned Context to carry out a heritage review of the Punt Road Oval (Richmond Cricket Ground) in June 2021.

The review was undertaken in accordance with the Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013 (the Burra Charter) and Planning Practice Note 1. 'Applying the Heritage Overlay' (DELWP, August 2018) (PPN01).

The tasks set out in the brief were:

- clarify the place name
- undertake a full heritage review of the Richmond Cricket Ground and Jack Dyer Stand
- prepare a full citation
- recommend changes if any to the Schedule to Clause 43.01 (Heritage Overlay)
- review the Statement of Significance for HO2 East Melbourne and Jolimont Precinct and review the Statement of Significance if required
- recommend a heritage category using the current significant, contributory, non-contributory system.

The review included:

- review of the East Melbourne and Jolimont Conservation Study, 1983

- historical research, using accessible primary and secondary resources
- a site inspection (external areas only)
- comparative analysis against key themes identified through the historical research
- assessment of the heritage value of the place using the recognised heritage criteria in PPN01
- preparation of a citation for the place
- review of the precinct citation for the East Melbourne and Jolimont Precinct (HO2) in Heritage Precincts Statements of Significance February 2020 (incorporated document, Schedule to Clause 72.04)
- assigning a building category and streetscape grading

3.4 Evidence and submissions

Council submitted that the Amendment was underpinned by clear strategic support for heritage protection in the Planning Scheme and by a body of detailed and rigorous work. It submitted that the Amendment is consistent with the relevant Ministerial Directions, Plan Melbourne and State Planning Policy Framework that seeks to recognise Melbourne as a distinctive city and protect places of identified heritage. It also submitted that the Amendment supported the planning policies to conserve and enhance places and precincts of identified cultural heritage significance as a defining characteristic of the municipality.

Ms Gray's evidence on behalf of Council, was that the Carlton Heritage Review had been prepared using sound methodology consistent with accepted heritage practice and the requirements of PPN01. New places recommended for inclusion within a Heritage Overlay had been assessed against relevant criteria, and the Amendment had been prepared having regard to the existing heritage policy frameworks in the Melbourne Planning Scheme.

This was supported by the Peer Review of five properties within the Carlton Heritage Review that found the citations were generally well researched and well written and provided appropriate justification for heritage significance at the local level.

RMIT submitted that the research supporting the inclusion of the RMIT buildings was not thorough, and in part not accurate, and did not consider that the buildings met the requisite threshold of significance.

Ms Riddett, giving heritage evidence on behalf of RMIT was critical of aspects of the thematic history in relation to RMIT and considered that some examples used in the comparative analysis did not have commonalities with RMIT buildings 51, 56 and 57. This is further discussed in Chapter 6.

In relation to the Punt Road Oval Heritage Review, Dr Dyson's evidence was that the methodology, analysis and assessment of significance appropriately supported the identified significance of Punt Road Oval as of local significance to the City of Melbourne. The Richmond Football Club (RFC) while supporting the continued heritage recognition of the place, objected to the criterion of aesthetic significance (Criterion E) and associative significance (Criterion H).

The Carlton Residents Association raised a number of concerns with the methodology, including the high proportion of properties given a 'contributory' status, and the lack of individual Statements of Significance for significant properties within HO1. This is discussed further in Chapter 5.

3.5 Discussion and conclusion

The Panel is satisfied that the Carlton Heritage Review and the Punt Road Oval (Richmond Cricket Ground) Heritage Review are both consistent with PPN01 and follow the principles of the Burra Charter. There has been appropriate historical research of both primary and secondary sources, comparative analysis and review of previous heritage studies. The writing of the Statements of Significance and the mapping of places have followed the protocols outlined in PPN01.

While some submitters criticised the comparative analysis in relation to particular properties, the Panel is satisfied that the requirements of PPN01 are satisfied and while other comparators may be appropriate, this assessment does not need to be exhaustive. This is discussed further in individual property chapters.

The Peer Review provided an informative and useful contribution to the preparation of the Amendment. Review of the five buildings/groups of buildings prior to exhibition was an appropriate and prudent response to the recommendations of the Carlton Heritage Review having regard to the typology of the buildings. That said, the author of the Peer Review was not called to give evidence and the report was not tested at the Hearing. On this basis, the Panel has given the Peer Review limited weight and it was not determinative in the Panel's assessment.

For the reasons set out in the following chapters, the Panel concludes that the Amendment is supported by, and implements, the relevant sections of the PPF, and is consistent with the relevant Ministerial Directions and Practice Notes. The Amendment is well founded and strategically justified, and the Amendment should proceed subject to addressing the more specific issues raised in submissions as discussed in the following chapters.

4 General issues

This Chapter refers to issues which apply across more than one individual place or precinct. Where a submission raised only general issues, it is not referred to in subsequent chapters.

4.1 Development opportunity

(i) The issue

The issue is whether development opportunity is relevant when assessing the heritage significance of an individual place or a precinct.

(ii) Submissions

Queensberry Street Pty Ltd (Submitter 11), the purchaser of the land at 148-150 Queensberry Street (Chinese Mission Church) submitted that the Heritage Overlay would have ‘an outsized’ impact on the land’s development potential. It highlighted that the Design and Development Overlay, Schedule 45 (DDO45) that applies to the site has a preferred maximum building height of nine storeys, and being a discretionary control and based on the heights of surrounding developments, the site may have a greater development potential, particularly if consolidated with the adjoining site.

The submission also noted that the Heritage Overlay generally does not permit full demolition, and if the building is needed to be retained, the opportunity for consolidated basement car parking is lost and any new development would be limited by being setting back to not dominate the heritage place.

The Australian Churches of Christ Global Missions Partners Ltd (Submitter 12), being the registered owners of the Chinese Mission Church, submitted that the building on the property was not the type of building that can be used for a community, given that the toilets are located outside; no works have been done on the property for a considerable period of time; and the property has no car parking.

Submitter 10 raised issues of housing affordability and the impact of heritage controls in preventing more medium-scale development that serves families. An example of the property at 47-49 Canning Street was provided, being a 1950s dwelling owned by Council. The submitter stated that the land is the size of at least six terrace houses and until recently had no heritage protection. The submitter suggests that ideally Council would build affordable housing on the site, or alternatively allow someone else to develop it.

A second example provided was 207-221 Drummond Street, Carlton. The submitter stated that this was a large site that could be developed into houses, but heritage controls will limit what is possible. The existing building is a modern office building and it was submitted that it was not something that the community values.

RMIT submitted that the RMIT buildings subject to the Amendment are large buildings on large lots in a constrained central city university campus, that is also part of the National Employment and Innovation Cluster (NEIC). It submitted that the application of a Heritage Overlay is a decision that the current values outweigh possible future values. It stated:

To impose a requirement that these large assets must be retained, as is, in perpetuity is a very significant intervention and a very weighty decision to arrive at.

Council submitted that it was incorrect to say that the Panel is being asked to make a decision that the current value of the heritage place outweighs any future value, stating that there was no evidence about what the future value of the places would be. No economic or planning assessment was provided and no information from RMIT was provided about future plans for the buildings or land. Council submitted that in any event, the proper time to engage with such assessments is at the permit stage. It stated the only task the Panel has before it is to assess whether the place has reached the threshold for local significance.

(iii) Discussion

The Panel agrees with Council that its task is to assess whether the places nominated for a Heritage Overlay have demonstrated that they meet one or more of the criteria for local significance as outlined in PPN01. It is not to make a judgement about whether or not the existing buildings value outweighs a potential future redevelopment of a site. The Panel has no information before it to make such a judgement. As concluded by many previous Panels, it is at the planning permit application stage that detailed considerations will be made about whether or not to allow part or full demolition of a building; the extent and design of new development; and the overall net community benefit of any proposed changes to the site. This will be guided by the planning policy context for the site including heritage and other policies in the Planning Scheme, the zoning of the land, other applicable overlays and planning controls, and site features.

The Panel notes that economic impacts may be considered if they translate into broader social or economic effects to the community, but this is different than financial impacts to a particular land owner or occupier. While the inclusion of a Heritage Overlay on a particular property may reduce the potential yield for future redevelopment, or limit the ability to provide for a certain development outcome, there was no evidence that the Amendment would result in unacceptable economic impacts to the community.

(iv) Conclusion

The Panel concludes that development opportunity is not relevant when assessing heritage significance or when deciding whether to apply the Heritage Overlay.

5 Heritage precincts

5.1 Carlton Precinct (HO1)

The Carlton Precinct (HO1) is an existing heritage place in the Planning Scheme. The existing Statement of Significance for the Carlton Precinct is an incorporated document to the Planning Scheme and includes background and context and the Statement of Significance, including 'What is significant?', 'How is it significant?' and 'Why is it significant?'.

The Amendment proposes to make various changes to the Statement of Significance. The changes relating to 'What is significant?', 'How is it significant?' and 'Why is it significant?' from the exhibited Statement of Significance are reproduced below.

Exhibited Statement of Significance

What is significant?

Carlton Precinct was developed from the mid-nineteenth century as part of the extension of Melbourne to its north during a period of significant population growth. Significant and contributory development in the precinct dates from the mid nineteenth century through to the interwar period, although Victorian development predominates. ~~Some places of heritage value may also be outside this date range. Some individual places of heritage value are also outside this date range. The precinct is mainly residential, with some commercial streetscapes and commercial buildings scattered throughout; institutional development; and limited small scale former manufacturing and industrial development, mostly dating from the early twentieth century.~~

The precinct is mainly residential, with some commercial streetscapes and buildings scattered throughout. There is some institutional development, and some small scale former manufacturing and industrial development. Various parks, gardens and squares, and mature street plantings and rows, are also components of significant development in the precinct.

There are areas in the precinct which display different built form characteristics. For example, commercial/retail development on Lygon and Elgin streets differs to the nearby fine-grained residential cottages and smaller terrace rows, and these in turn differ to the grander Boom style terraces and villas in the south of the suburb. It is also difficult to put clear boundaries around these different historic character areas, as the beginning and end of such development is not always evident. This is due to different periods and forms of development occurring in geographical proximity in the precinct. The different development is also historically integrated and related, and all part of the large and diverse Carlton Precinct.

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

- Typical nineteenth century building characteristics including:
 - Use of face brick and rendered masonry building materials, with timber and bluestone indicating earlier buildings.
 - Hipped roof forms with chimneys and parapets; verandahs with decorative cast iron work and tiled floors; iron palisade fences on stone plinths; and limited or no front and side setbacks.
- Later development as evidenced in Edwardian and interwar buildings.
- Typically low scale character, of one and two-storeys, with some larger three-storey buildings.
- Streets of consistent scale, or with greater scale diversity incorporating modest and larger buildings.
- Streets of consistent historic character, contrasting with those of more diverse character.
- ~~Streets which are predominantly residential and others which are predominantly commercial; with historic shops and hotels including corner hotels distributed across the precinct.~~

- [Streets which are predominantly residential and others which are predominantly commercial.](#)
- [Historic shops and hotels distributed across the precinct, including prominently located corner hotels in residential streets.](#)
- Importance of Lygon Street, one of inner Melbourne's most iconic commercial streets.
- Views from lanes to historic outbuildings and rears of properties, providing evidence of historic property layouts.
- Buildings which diverge from the norm in their form and siting, constructed to irregular street intersections with sharp corners, and on asymmetrical allotments.
- ~~Early twentieth century small scale manufacturing and industry in some residential streets.~~
- [Nineteenth and early twentieth small-scale workshops in some residential streets, and to the rears of streets and accessed via ROWs.](#)
- [Limited in number but larger manufacturing buildings dating from the nineteenth through to the early twentieth century.](#)
- 'Layers' of change associated with phases of new residents and arrivals, including Eastern Europeans, [Jewish and](#) Italian immigrants, and students of the 1960s and 1970s.
- Nineteenth century planning and subdivisions as evidenced in:
 - Hierarchy of principal streets and lanes.
 - Generally regular grid of wide, straight and long north-south and east-west streets, with secondary streets and a network of lanes.
 - Pattern of finer grain allotment sizes to residential streets, with coarser grain to principal streets and roads.
 - Lanes which provide access to rears of properties and act as important minor thoroughfares.
 - Distinctive small public squares, influenced by London-style development, [including Macarthur Square, Murchison Square, Argyle Square, Lincoln Square and University Square.](#)
- Importance of Princes Park as one of La Trobe's historic ring of parks and gardens surrounding Melbourne.
- [Mature street plantings and tree rows.](#)
- Principal streets characterised by their width and open character, with vistas available along their length; these are sometimes distinguished by later central medians and street tree plantings.
- Views of the Royal Exhibition Building and Carlton Gardens from the west on Queensberry Street, and from other streets west of Rathdowne Street and south of Grattan Street.
- Historic street materials including bluestone kerbs and channels, and lanes with original or relayed bluestone pitches and central drains.
- Vehicle accommodation which is generally not visible from principal streets, but more common to rears of properties, with rear lane access.

How is it significant?

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

Why is it significant?

Carlton Precinct is of **historical significance**, as a predominantly Victorian-era precinct which reflects the early establishment and development of Carlton, on the northern fringe of the city. It was planned on the basis of early 1850s surveys undertaken during Robert Hoddle's tenure as Surveyor General, with the first residential allotments located to the north of Victoria Street. The precinct retains a comparatively high level of intactness, and a very high proportion of pre-1900 buildings, including terrace (row) housing, complemented by historic shops, [former mainly small scale manufacturing and industrial buildings](#), institutions and public buildings. Surviving 1850s and 1860s buildings in particular attest to the precinct's early development. Parks and squares, including University Square, Macarthur [Square](#), Murchison Square, [Lincoln Square](#) and Argyle Square, also provide evidence of early planning. Princes Park is of historical significance, having been reserved in the 1840s by Superintendent of the Port Phillip District, Charles La Trobe. This visionary action resulted in a ring of parks and gardens surrounding inner Melbourne, of which Princes Park is a

stand out example. Part of the park, and later specifically Princes Oval, has been the home of the Carlton Football Club since the late 1870s. By the late nineteenth century, some distinction had emerged between development in the north and south of the precinct. Modest cottages and terrace rows on small allotments were more typical of the north, reflecting the historic working class demographic of this area of Carlton. The suburb is also home to a number of important institutions, namely Trades Hall, the first Royal Children's Hospital and the Queen Elizabeth Maternal Health centre. In the south, the proximity to the city and, notably, the prestige associated with the Royal Exhibition Building (REB) and Carlton Gardens, and the International Exhibitions of the 1880s was reflected in grander residential development. The World Heritage Listing of the REB and Carlton Gardens in 2004 was in recognition of the outstanding universal values associated with this site and its role in the international exhibition movement of the nineteenth and early twentieth centuries. [In the later twentieth century, Carlton was the focus of early conservation activism and campaigns to save historic buildings and streetscapes, many of which survive in the precinct but were being impacted by the Housing Commission of Victoria's slum clearance work and public housing construction programme. The precinct is also significant for its historical and ongoing association with the Woiwurrung \(Wurundjeri\) and Boonwurrung groups of the Kulin Nation, the Traditional Owners of the land, as well as other Aboriginal groups whose members have links to the area. Former generations of Aboriginal people inhabited the precinct area in the pre-contact period, while later generations continue to live, meet and re-connect in Carlton as part of the continuing 'internal migration' of Aboriginal people across Australia.](#)

Carlton Precinct is of **historical and social significance** for its later 'layers' of history and culture, including an ongoing connection with migrant groups. The arrival of people from Eastern Europe in the early twentieth century, followed by Italian immigrants, wrought significant change to the precinct. Lygon Street evolved into an iconic inner Melbourne commercial strip, [historically](#) valued by Melburnians for its Italian culture and colour. In the 1960s and 1970s, students also moved into Carlton in great numbers, with the suburb becoming synonymous with new and alternative social and artistic movements. This cultural awakening had wider ranging impacts on Australian arts, including literature and theatre. Carlton, in turn, has been well documented in popular culture, and featured in film and television. Princes Park is also of social significance, being highly valued by the community for providing opportunities for passive recreation and more formal sporting activities; and as the home of the Carlton Football Club.

The **aesthetic/architectural significance** of the Carlton Precinct [predominantly largely](#) rests in its Victorian-era development, including terrace and row housing, [commercial and manufacturing buildings](#), complemented by more limited Edwardian and interwar development. [There are also some notable modern developments by contemporary architects.](#) The pattern of nineteenth century subdivisions and land uses is reflected in the dense residential streetscapes, with commercial buildings in principal streets and sections of streets, and historic shops and hotels to residential street corners. Nineteenth century planning is also evident in the regular grid of wide, straight and long north-south and east-west streets, with secondary streets and a network of connecting lanes. The latter are demonstrably of nineteenth century origin and function, and continue to provide access to the rears of properties, as well as performing the important role of minor thoroughfares through dense residential blocks. This reinforces the 'permeable' character and pedestrian nature of the precinct. Residential development in the precinct is also significant for its diversity, with a variety of building and allotment sizes, and dwelling heights, styles, materials and setbacks. Streetscapes can have consistent heritage character, or more diverse character, reflecting stop-start bursts of building activity, changing styles and dwelling preferences, and later re-subdivision. Aesthetically, the principal streets are distinguished by central medians and tree plantings, with a sense of openness due to their width, and vistas available along their length. The parks and smaller squares, influenced by London-style development, also enhance the aesthetic significance.

(i) The issues

The Carlton Precinct covers a large part of Carlton. The current Statement of Significance for the precinct forms part of an incorporated document '*Heritage Precincts of Significance, February 2020*'. This document includes Statements of Significance for multiple heritage precincts in the City of Melbourne.

The Amendment proposes to:

- remove the Carlton Precinct Statement of Significance from the incorporated document *Heritage Precincts Statement of Significance February 2020*
- introduce a revised Statement of Significance for the Carlton Precinct as a new incorporated document *HO1 Carlton Precinct Statement of Significance*
- amend the extent of HO1
- update the *Heritage Places Inventory February 2020 Part A, (Amended November 2021¹)* (Heritage Places Inventory) regarding the categorisation of various properties within the Carlton Precinct.

The issues are whether:

- the extent of the Carlton Precinct (HO1) is appropriate or whether it should be broken into small precincts
- the Statement of Significance is appropriate
- there should be multiple Statements of Significance for the precinct and whether they should be Incorporated or Background documents
- the categorisation of significant, contributory and non-contributory buildings in the Heritage Places Inventory are appropriate.

(ii) Evidence and submissions

Boundary and extent of HO1

Council submitted that the Carlton Heritage Review considered whether the current boundary and extent of HO1 is appropriate or whether it should be reduced, expanded or broken up into smaller precincts or sub-precincts. It concluded that the large Carlton Precinct was best understood as a single heritage place and the patterns of development, built form character and significance were not sufficiently divergent in the precinct to warrant amending the boundaries or formally separating HO1 into smaller precincts.

Ms Kate Gray, giving heritage evidence on behalf of Council agreed with this assessment and said while there are differences in the built form in the north and south of HO1, there was no clear boundary between these areas which supported its division into smaller precincts. Additionally, she considered that such a change would undermine an appreciation of the significance of Carlton.

The Carlton Heritage Review recommended the inclusion of three additional properties within HO1:

- 245-249 Cardigan Street (deleted from HO34)
- 251-257 Cardigan Street
- Lincoln Square.

The Carlton Residents Association (CRA) submitted that HO1 was too large and should be segmented into smaller precincts. It submitted the current size of HO1 meant the Statement of Significance for the precinct was very broad in scope and this would make it difficult to use when assessing applications for demolition, alterations and new buildings for a particular property. The CRA submitted by segmenting HO1 into smaller precincts, it would enable the Statements of Significance for each precinct to be more specific to a smaller group of places.

¹ At the Hearing, Council advised this document had been updated by other amendments since the exhibition of Amendment C405melb and was now '(Amended August 2022)'

For example, the CRA submitted there should be a serial listing of the 'Carlton squares' (Argyle Square, Macarthur Square, Murchison Square, Lincoln Square and University Square) which would enable a Statement of Significance that is directed specifically to these places.

In response, Ms Gray's evidence was that the Carlton squares are a key structural and landscape element within HO1 and reflect early urban planning ideas for the area. She said these attributes are acknowledged in the exhibited Statement of Significance for HO1 and further detail on the squares is included in a stand-alone Statement of Significance in the Carlton Heritage Review. This separate Statement of Significance is proposed to have Background Document status.

Council supported the recommendations of the Carlton Heritage Review and the evidence of Ms Gray. It considered the large Carlton Precinct is best understood as a single heritage place.

Statement of Significance

Council submitted the changes to the existing HO1 Carlton Precinct Statement of Significance reflect the research and findings of the Carlton Heritage Review. It said the changes are an 'update' to the existing Statement of Significance rather than a full re-write.

Council said the excision of the Carlton Precinct Statement of Significance from the incorporated document *Heritage Precincts Statements of Significance, February 2020* was based on advice from DELWP. The new version of the Statement of Significance is a 'stand-alone' incorporated document.

No party objected to the specific content of the exhibited Statement of Significance.

The CRA expressed concern that no Statements of Significance were provided for places on the VHR, World Heritage Environs Area or significant and contributory places within HO1. It was also concerned that Statements of Significance for new significant heritage places within HO1 were not incorporated documents.

In response, Council said during the preparation of the Amendment, DELWP advised that Statements of Significance cannot be incorporated for significant places within a precinct unless a Statement of Significance is provided for every significant place. Council submitted that HO1 comprises approximately 580 significant places and it was not within the resources available for the Carlton Heritage Review to undertake that task.

Council noted that Statements of Significance were prepared for a small number of places within HO1 – the Carlton squares, the Clyde Hotel, 64-68 Drummond Street and the San Marco Social Club as part of this Amendment but those Statements of Significance are not proposed to be incorporated documents within the Scheme. Only the Statement of Significance for HO1 is proposed to be an incorporated document. The four additional Statements of Significance are proposed to be included in the Carlton Heritage Review as a Background document. Council submitted the four supplementary Statements of Significance are intended to provide additional information to the Statement of Significance for HO1.

In response to the issues raised by the CRA, Ms Gray's evidence was that:

- the study excluded State, national and world heritage listed places because these places are subject to other controls under the *Heritage Act 2017* and the *Environment Protection and Biodiversity Conservation Act 1999*
- the Royal Exhibition Building and Carlton Gardens (which are included in the World and National heritage lists) and its Management Plan documentation (including the Strategy

Plan) is subject to separate review processes (including processes that are currently in progress)

- Statements of Significance were generally not prepared for significant or contributory heritage places within the Carlton Precinct (or any other precincts) because this was outside the scope of the study
- appreciation of the heritage values of significant and contributory places within the precinct is supported by the relevant updated Statement of Significance for the Carlton Precinct.

Ms Gray said the additional Statements of Significance for the four select places in HO1 are all significant places. She noted section 3.9 of the Carlton Heritage Review states:

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

In her evidence statement, Ms Gray concluded:

The revised Statement of Significance for HO1 identifies key attributes which describe the built form characteristics which support the assessed significance of HO1. While individual heritage places within the precinct are not described/assessed in detail in the statement there is sufficient detail to understand the heritage value of significant and contributory places.

Categorisation of places in the Heritage Places Inventory

The CRA raised a number of concerns with respect to the categorisation of heritage places in the Carlton Precinct in the Heritage Places Inventory including:

- the gradings conversion process completed as part of Amendment C258melb
- the need for a more detailed review of the significance of each property
- the high percentage of places that are categorised as contributory rather than significant
- the categorising of places as contributory will afford less heritage protection.

The CRA identified a number of specific examples where it considered properties should be re-categorised. For example:

- 153-157 Drummond Street – categorised as non-contributory (153 Drummond) and contributory (155-157 Drummond) but all should be categorised as significant
- 38 Dorrit Street – categorised as non-contributory but should be categorised as at least contributory
- 138 Queensberry Street – categorised as contributory but should be categorised as significant
- various properties in Charles, David and Dorrit Streets – categorised as contributory but should be significant.

The CRA also identified a number of properties listed on the Victorian Heritage Register (VHR) that should be more clearly described in the Heritage Places Inventory.

Submission 10 queried the categorisation of 47-49 Canning Street as contributory, stating there was no justification for this categorisation and that it had similar characteristics to 89-91 Kay Street, which is non-contributory. On this basis, it submitted 47-49 Canning Street should be non-contributory. The property is owned by Council.

In response to the general issues of the categories applied to places in the Carlton Precinct, Ms Gray noted:

- the scope of the Carlton Heritage Review did not include a first principles assessment of significant, contributory and non-contributory listings in the Heritage Places Inventory
- confirmation of the categories in the Heritage Places Inventory had been a key focus of Amendment C258melb (completed and gazetted on 10 July 2020) and the conversion from the earlier alphabetical grading systems to the significant, contributory and non-contributory system occurred in that amendment
- no change is proposed to the significant, contributory and non-contributory system implemented under Amendment C258melb
- the place categories in the study area were reviewed in the Carlton Heritage Review, but the approach was to check and confirm the existing categories during fieldwork and identify any anomalies for further review
- as a consequence of anomalies identified in the fieldwork, some changes were recommended to the Heritage Places Inventory
- there were also other category reviews undertaken and changes recommended in response to specific queries referred by the City of Melbourne
- changes to the category of a place have been detailed in the study documentation
- the vast majority of places have retained their significant or contributory categories and additional heritage places are identified and recommended for heritage protection
- contributory and significant heritage places are acknowledged (whether collectively or individually) in precinct or individual Statements of Significance, in the Heritage Places Inventory and in the supporting citations
- the identification of significant and contributory heritage places is not based on achieving a particular proportion of these categories within the study area or a particular heritage precinct
- along with the significant heritage places, contributory heritage places make a fundamental contribution to the values for which the precincts are recognised
- significant and contributory places are subject to the relevant heritage provisions and policies included in the Planning Scheme
- there will be no reduction in heritage protection in the study area as a result of the Carlton Heritage Review.

Ms Gray reviewed each of the specific properties referred to by the CRA and submitter 10. A detailed response to each property was provided in her evidence statement and she concluded:

- 153 Drummond Street should be re-categorised as contributory as there was an error in the documentation arising from a mis-numbering of the property address
- 38 Dorrit Street should be re-categorised as contributory due to recent sympathetic alterations to the façade of the dwelling that have improved the presentation and its contribution to the heritage character of the precinct
- properties on the VHR were beyond the scope of the Amendment and are matters for Heritage Victoria
- no further changes to the categorisation of the other specified properties were warranted.

At the Hearing, the CRA accepted the further research completed by Ms Gray with respect to 46-48 Dorrit Street and acknowledged that these dwellings appear to have replaced an earlier residential pair at this address.

Council agreed with the conclusions of Ms Gray. It noted this advice was provided to Council by Lovell Chen as part of its consideration of submissions. On 23 June 2020, Council issued an informal notice to the property owners of 153 Drummond Street and 38 Dorrit Street advising of the intention to recategorise both of these properties and gave them an opportunity to make a submission regarding these changes. No submissions were received from the owners or occupiers of these properties.

Addresses in the Heritage Places Inventory

The CRA noted that 81-109 Grattan Street is categorised as significant, however the property includes multiple buildings and some of these are non-contributory. It said the Heritage Places Inventory should be modified to make it clearer which buildings are significant and which are non-contributory.

Ms Gray confirmed that 81-109 Grattan Street combines a series of buildings which were previously graded and listed separately. She said the site includes a mix of significant late nineteenth century buildings as well as non-contributory late twentieth century buildings and it was appropriate for these to be more clearly expressed in the Heritage Places Inventory.

Council supported these changes.

As the Heritage Places Inventory only identifies significant and contributory buildings (not non-contributory places), Council proposed to amend the Heritage Places Inventory to show the following significant places as part of 81-109 Grattan Street:

- 101-103 Grattan Street
- 105 Grattan Street
- 107-109 Grattan Street (including 40-44 Grattan Place).

The CRA made similar observations regarding 374-386 Cardigan Street (Australian College of Optometry), which is identified in the Heritage Places Inventory as contributory but includes some non-contributory buildings.

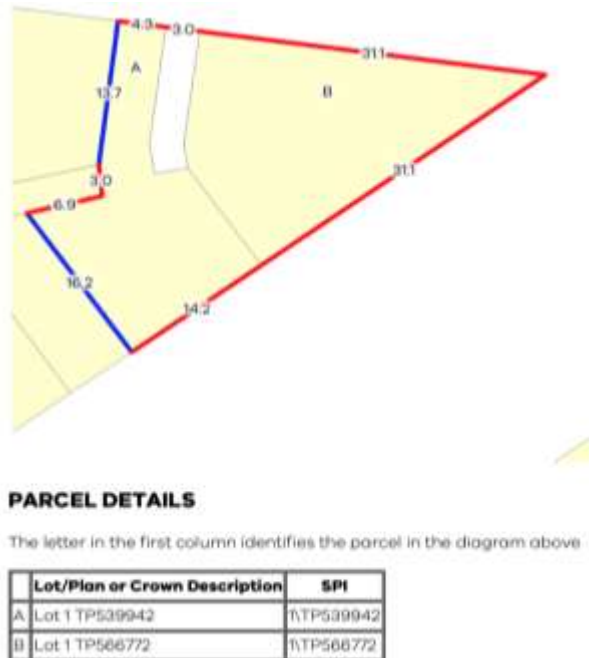
Ms Gray and Council agreed the Heritage Places Inventory should be modified to more clearly identify the contributory buildings at 374-386 Cardigan Street as including:

- 378 Cardigan Street
- 380 Cardigan Street
- 382 Cardigan Street
- 242 Palmerston Street
- 21 Waterloo Street
- 23 Waterloo Street.

Twelfth Red Tape Pty Ltd (TRT) are the owners of 1-13 Elgin Street and 16 Barkly Street, Carlton. The properties adjoin each other but are on separate titles (1-13 Elgin St, Lot 1 Plan TP 539942 and 16-18 Barkly Street, Lot 1 Plan TP 566772). There are separate but adjoining buildings on each title. The building at 1-13 Elgin Street is an industrial building/motor garage. The building at 16 Barkly Street is a nineteenth century cottage.

The properties have however been combined into one holding and a property search under either 1-13 Elgin Street, Carlton or 16-18 Barkly Street, Carlton reveals the same land. Council also submitted its property data base records both properties as a single address (1-13 Elgin Street).

Figure 3 Property Report 16-18 Barkly Street, Carlton



The Carlton Heritage Review states:

Contributory grading applies to the single storey C19 cottage at this address which faces Barkly Street and not the adjoining industrial building/motor garage which appears to be part of this address.²

As exhibited, the Heritage Places Inventory shows the following.

Table 2 Exhibited Heritage Places Inventory extract, 1-3 Elgin Street, Carlton

Street	Number	Building Category	Significant Streetscape
Elgin Street	1-13, includes:	Contributory	-
	• 16 Barkly Street	Contributory	-

TRT submitted the properties were identified in Amendment C396melb as 1-13 Elgin Street, with the sub-address of 16 Barkly Street having a category of contributory. The exhibited Amendment proposes 1-13 Elgin Street as contributory, effectively upgrading the classification of the building from its current classification of non-contributory.

Council and Ms Gray accepted that the motor garage building at 1-13 Elgin Street is non-contributory and the entry referring to it as contributory is an error. They said only the building at 16 Barkly Street should be categorised as contributory.

Council submitted the Heritage Places Inventory should state:

² Carlton Heritage Review, Attachment F

Table 3 Council Preferred Heritage places Inventory extract, 1-3 Elgin Street, Carlton

Street	Number	Building Category	Significant Streetscape
Elgin Street	1-13, includes:	Contributory	-
	• 16 Barkly Street	Contributory	-

Council submitted the Heritage Places Inventory introduced through Amendment C396melb properly reflects that the contributory building category applies to 16 Barkly Street within 1-13 Elgin Street but does not apply to the whole of 1-13 Elgin Street. It said no further change was needed to this entry because this change has already been made as a result of the approval of Amendment C396melb.

At the Hearing, TRT sought clarification in relation to how the Amendment affected their property, and suggested the matter remained unresolved despite the recent gazettal of Amendment C396melb.

Council submitted that Amendment C396melb has appropriately addressed the submitter's concern. It said there was no further work for Amendment C405melb to do in respect to this matter and the change to the Heritage Places Inventory in the exhibited version of C405melb, which includes the error described above, should be removed from the Amendment.

The Panel questioned Council regarding the potential to delete reference to 1-13 Elgin Street in the Heritage Places Inventory and only refer to 16 Barkly Street given that it is only the property fronting Barkly Street that has heritage significance. In response, Council said the format of the entry shown in the Council preferred version (above) is used throughout the inventory to designate specific heritage buildings within a property. In this case, the property is identified in Council's property database as 1-13 Elgin Street and the specific heritage building is 16 Barkly Street. Council submitted it was appropriate to retain the Inventory listing as introduced through Amendment C396melb because it uses the standardised format used throughout the Inventory. It noted the format is based on the approach outlined at the panel hearing for Amendment C258melb.

(iii) Discussion

Boundary and extent of HO1

The Panel accepts the findings of the Carlton Heritage Review and the evidence of Ms Gray that the Carlton Precinct should remain as a single precinct. The Statement of Significance and the associated documentation is sufficiently detailed to understand the significance of the place and this will assist in the application of heritage controls and policies when considering permit applications in accordance with the Heritage Overlay.

Although it may have been possible to identify some smaller precincts within HO1, on balance, the approach proposed by Council is acceptable in the circumstances.

The Panel supports the three modifications to the extent of HO1, noting that no submissions objected to these changes.

Statement of Significance

The Panel considers the updated Statement of Significance is appropriate. It is based on the findings of the Carlton Heritage Review and improves the clarity of various parts of the document. The Panel agrees with Ms Gray that the Statement of Significance identifies the key attributes and

built form characteristics that support the heritage significance of the place and there is sufficient detail to understand the heritage value of identified significant and contributory places.

The Panel accepts the rationale for excising the Carlton Precinct Statement of Significance from the *Heritage Precincts Statements of Significance* document and supports this approach. A stand-alone Statement of Significance is generally more 'user-friendly' and facilitates any further updates more efficiently.

The format of the Statement of Significance is generally acceptable and includes content that is consistent with PPN01. The Panel notes, however, it also includes some content beyond the scope of contemporary practice and PPN01, such as the History and Description.

It is acknowledged the proposed Statement of Significance reflects an editing of an existing version already incorporated in the Planning Scheme. In this context, the proposed version is an update rather than a new Statement of Significance and on this basis the Panel accepts the additional content as reasonable. In the circumstances of such a large precinct, the additional content also assists to provide useful background and context. The Panel notes there were no submissions objecting to the format of the Statement of Significance or its content.

Having concluded that a single precinct is appropriate, it follows it is appropriate for a single Statement of Significance for the Carlton Precinct to be incorporated into the Planning Scheme. The Panel accepts it is unrealistic to prepare hundreds of separate Statements of Significance for each significant building or place within HO1. Further, it is not necessary to produce Statements of Significance for places included on the VHR as these places have separate Statements of Significance administered by Heritage Victoria.

As there were no submissions regarding the content of the additional Statements of Significance for the Carlton squares, the Clyde Hotel, 64-68 Drummond Street and the San Marco Social Club the Panel has not reviewed these documents in detail, however they are appropriate to form part of the Carlton Heritage Review as a Background document.

Categorisation of places in the Heritage Places Inventory

The Panel accepts that the Carlton Heritage Review was not a first principles assessment of all significant, contributory and non-contributory listings in the Heritage Places Inventory. Conversion from the previous alphabetical grading system has been completed though other amendments.

It is not necessary for a heritage precinct to include a particular proportion of significant versus contributory properties. The ultimate ratio of significant to contributory (and non-contributory) places should be based on the circumstances of each precinct.

The Carlton Heritage Review identified anomalies and inconsistencies and recommended changes to the categories of a number of heritage places based on research and appropriate heritage considerations. While there is always potential to complete more detailed research into some properties, the Panel accepts the extent of investigations to substantiate the categorisation for each property is satisfactory.

The Panel does not accept the Amendment will reduce heritage protection within the Carlton Precinct. It agrees with Ms Gray that both significant and contributory places play important roles in identifying the heritage values of the precinct and the heritage provisions and policies in the Planning Scheme control both significant and contributory places.

The Panel accepts the recommendations of Ms Gray and Council that 153 Drummond Street and 38 Dorrit Street should be re-categorised from non-contributory to contributory. These are sensible changes based on new information and correct a minor error. The Panel notes no submissions were received from the owners of these properties following informal notice regarding the proposed changes.

The Panel considers there is no compelling justification to change the categories of any other properties identified by the CRA or submitter 10. The analysis of these properties by Ms Gray was thorough and comprehensive and the Panel supports her recommendations to retain the exhibited categories for all other properties.

Addresses in the Heritage Places Inventory

The Panel accepts the Council proposed changes to the exhibited Heritage Places Inventory for properties at:

- 81-109 Grattan Street
- 374-376 Cardigan Street
- 1-13 Elgin Street.

These changes are necessary to clearly indicate which buildings at these addresses are significant, contributory or non-contributory. The changes are administrative and do not alter the findings of the Carlton Heritage Review.

The Panel considers the current Council property data base descriptions in the Heritage Places Inventory has the potential to cause confusion and misunderstanding. It has reluctantly accepted the format proposed by Council on the basis that this format has been applied in other recent amendments to the Heritage Places Inventory. The Panel acknowledges the adoption of a different format for only these three properties has potential to cause additional confusion and has therefore accepted the current format to ensure a consistent approach. The Panel however encourages Council to consider a more holistic review of the format of the Heritage Places Inventory as part of a separate process.

The Panel accepts Amendment C396melb has already 'corrected' the issue with respect to 1-13 Elgin Street. The Panel is, however, required to make recommendations having regard to the exhibited Amendment. For completeness, it is necessary for the Panel to make a recommendation with respect to this address, otherwise the exhibited (incorrect) categorisation in the Amendment could inadvertently be applied.

Council has asked the Panel to recommend removing reference to 1-13 Elgin Street in the Amendment because Amendment C396melb has already done this work. The Panel agrees with this approach and recommendations to this effect are included in Chapter 8 among a range of similar matters.

(iv) Conclusions and recommendations

The Panel concludes:

- The boundary and extent of the Carlton Precinct (HO1) is appropriate.
- The updated Statement of Significance for the Carlton Precinct is based on the findings of the Carlton Heritage Review, identifies the key attributes and built form characteristics that support the heritage significance of the place and provides sufficient detail to understand the heritage value of identified significant and contributory places.

- The format of the Statement of Significance is acceptable.
- It is not necessary to prepare separate Statements of Significance as Incorporated documents for each significant building or place or for places included on the VHR.
- It is acceptable for the additional Statements of Significance for the Carlton squares, the Clyde Hotel, 64-68 Drummond Street and the San Marco Social Club to form part of the Carlton Heritage Review as a Background document.
- The Carlton Heritage Review identified anomalies and inconsistencies and recommended changes to the categories of a number of heritage places in the Carlton Precinct based on thorough research and appropriate heritage considerations.
- The Amendment will not reduce heritage protection within the Carlton Precinct.
- Significant and contributory places play important roles in identifying the heritage values of the Carlton Precinct.
- 153 Drummond Street and 38 Dorrit Street should be re-categorised from non-contributory to contributory in the Heritage Places Inventory.
- At 1-13 Elgin Street only the building at 16 Barkly Street is contributory.
- The Heritage Places Inventory should be modified to designate the 'Building category' for:
 - 374-386 Cardigan Street to show only the buildings at 378, 380 and 382 Cardigan Street, 242 Palmerston Street, 21 and 23 Waterloo Street are contributory
 - 81-109 Grattan Street to show only the buildings at 101-103, 105 and 107-109 Grattan Street (including 40-44 Grattan Place) are significant.

The Panel recommends:

- 1. Amend the Heritage Places Inventory February 2020 Part A, as shown in Appendix D, to show the 'Building category' for:**
 - a) 38 Dorrit Street, Carlton and 153 Drummond Street, Carlton as 'contributory'**
 - b) 374-386 Cardigan Street, Carlton including only 378, 380 and 382 Cardigan Street, 242 Palmerston Street and 21 and 23 Waterloo Street as 'contributory'**
 - c) 89-109 Grattan Street, Carlton including only 101-103, 105 and 107-109 Grattan Street (including 40-44 Grattan Street) as 'significant'.**

5.2 Former Carlton Union Hotels Precinct (HO64)

Exhibited Statement of Significance



What is significant?

The Carlton Union Hotels Precinct (HO64), 1-31 Lygon Street is significant. Within the precinct, the significance categories are as follows (Figure 15):

- Former Dover Hotel at 1-7 Lygon Street is contributory
- Shop at 9 Lygon Street is significant
- Former BLF Office at 11 Lygon Street is non-contributory
- Shop at 13-15 Lygon Street is significant
- Former ACTU offices at 17-25 Lygon Street is non-contributory
- John Curtin Hotel at 27 Lygon Street is significant

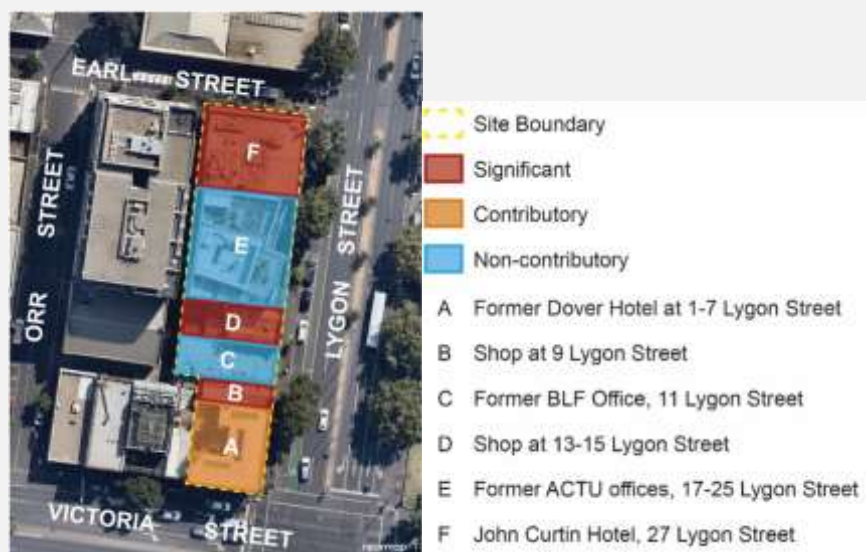


Figure 15 Significance categories in Carlton Union Hotels Precinct Source: Nearmap (basemap)

How is it significant?

The Carlton Union Hotels Precinct (HO64) is of historical and aesthetic significance.

Why is it significant?

The Carlton Union Hotels Precinct (HO64) is of historical significance (Criterion A). Lygon Street is one of the principal streets of the suburb, and this section at the southern end of Carlton, and on the edge of the CBD, was one of the early parts of the suburb to be developed. The historical mixed use character of the street is typical of development to the original main streets of Carlton, where houses and hotels, and commercial and residential building types, were often co-located. The survival of the two hotel buildings at the northern and southern ends of the precinct, at a relatively short distance apart, is indicative of the historical importance of hotels and the social roles of 'corner pubs' in the

suburb. The precinct is also significant for its long and important association with the trade union movement, reflecting the precinct's proximity to Trades Hall on the opposite side of Lygon Street. Union-related businesses, or businesses attractive to the unions, flourished in this part of Lygon Street, including the two hotels frequented by factions of the union movement, with the 'left' favouring the Dover Hotel and the 'right' the Lygon Hotel, later the John Curtin Hotel. This particular history of the street distinguishes the precinct in the Carlton context and in the context of the broader municipality.

The Carlton Union Hotels Precinct (HO64) is also of aesthetic significance (Criterion E). While the precinct overall is not an intact historical streetscape, it comprises significant buildings from different periods which retain a high level of intactness and architectural distinction. These contribute to a diverse streetscape character in the precinct. Buildings of note include the two-storey shop at 9 Lygon Street, constructed to a design by architect George de Lacey Evans in 1892; and notable for its flamboyant facade illustrating the extravagance of Boom period architecture. The two-storey shop at 13-15 Lygon Street was constructed in 1896 to a design by architects as Reed, Smart & Tappin. It is distinguished by its unusual, often curving, ornament to its rendered façade at ground and first floor levels, with the design suggesting the resurgence of interest in Baroque architectural forms that would reach its apogee in the Edwardian Baroque of the 1910s. The John Curtin Hotel, constructed in 1915 to a design by Billing Peck & Kempster, replaced the earlier Lygon Hotel of c. 1859-60. While a competent Arts and Crafts design, the hotel is distinguished by its history including its long association with the trade union and labour movement, emphasised by its renaming as the John Curtin Hotel in c. 1970.

(i) The issues

The Former Carlton Union Hotels Precinct is an existing heritage place (HO64). The Amendment updates the name of the precinct, incorporates a new Statement of Significance and changes the categories for some properties in the Heritage Places Inventory Part A. No change is proposed to the boundary of existing HO64.

Submissions related only to the John Curtin Hotel at 27 Lygon Street, Carlton, which was identified in the Carlton Heritage Review as significant.

The issues are whether:

- it is appropriate for the John Curtin Hotel to form part of a precinct or whether it should be an individual heritage place
- the Statement of Significance for HO64 should include additional heritage criteria for the John Curtin Hotel.

(ii) Evidence and submissions

The National Trust supported the proposed Former Carlton Union Hotels Precinct and said it was *"an important cultural landscape which embodies the history of the labour movement in Victoria"*.

It agreed the John Curtin Hotel (the former Lygon Hotel) is a significant building within the precinct and submitted it should have its own Statement of Significance incorporated in the Planning Scheme.

The National Trust nominated the John Curtin Hotel to the VHR under Criteria A (historical significance), G (social significance), and H (associative significance), for its significance to the course of Victorian history, strong association with the labour movement, its continuing role as a music venue and its special association with numerous significant people in Victorian history, including the Australian Labor Party's longest serving Prime Minister, Bob Hawke.

The National Trust submitted its research found the John Curtin Hotel satisfied Criterion G at the State level and it should also be recognised under Criterion G in the Statement of Significance for HO64. It also advocated for the John Curtin Hotel's social significance as a live music venue to be recognised.

Music Victoria submitted HO64 failed to appropriately acknowledge the cultural, social and economic significance of the John Curtin Hotel as an historical and contemporary live music venue. It said the John Curtin Hotel is significant for its role as a live music venue from the late twentieth century to the present day and was also significant for its associations with Victoria's First Peoples, as an important venue for Aboriginal and Torres Strait Islander musicians and communities from at least the 1970s to the 1990s, at a time when First Peoples were routinely excluded from pubs, bars and music venues on the basis of race.

Music Victoria submitted the Statement of Significance should recognise:

- an association with live music under Criterion A
- rarity under Criterion B
- association with Melbourne's live music fans and artists, in particular Aboriginal people, under Criterion G.

The CRA supported the categorisation of the John Curtin Hotel as significant in the Heritage Places Inventory and agreed it was of social significance. It said the hotel should be recognised as an individually significant place and have its own Statement of Significance.

Council and Ms Gray said the individual buildings within the precinct are better understood as a group with shared values that are interrelated and reinforced by the group designation. On this basis, they said the precinct designation was appropriate.

In response to submissions regarding the social significance of the John Curtin Hotel, Council proposed to modify the Statement of Significance by:

- under 'How is it significant?' including an additional sentence that states "*Within this precinct, the John Curtin Hotel is also of social value*".
- under the heading 'Why is it significant?' adding an additional paragraph at the end of this section that states:

While no detailed investigation of contemporary social value has been undertaken as part of this assessment, the John Curtin Hotel's enduring association with the labour movement, including the trade union movement and the Australian Labor Party, together with the ongoing hotel operation and more recent use as a live music venue, suggests the hotel is also of social value (Criterion G). The intensity of the John Curtin's connection to the labour movement is distinctive and of particular note.

In response to questions from the Panel, Ms Gray said this additional text was provided to Council by Lovell Chen. She said no detailed assessment of the local social significance of the John Curtin Hotel had been completed as part of the Carlton Heritage Review and she agreed the heritage citation for the precinct did not provide justification to include Criterion G at the local level. Ms Gray said the inclusion of Criterion G was in response to the public submissions rather than the result of a formal analysis of 'social value'. In her opinion the revised text regarding Criterion G was acceptable.

Ms Gray said historical significance (Criterion A) was already addressed in the Statement of Significance and she did not consider Criterion B to be relevant.

On 23 June 2022, Council issued an informal notice to the owners and occupiers of the John Curtin Hotel advising of its intention to include Criterion G in the Statement of Significance for the site

and provided an opportunity to make a submission regarding this change. No submissions were received from the owner or occupier of the John Curtin Hotel.

At the Hearing, the National Trust supported the proposed changes to the exhibited Statement of Significance.

Council submitted the John Curtin Hotel is subject to a recommendation (published 22 July 2022) by the Executive Director, Heritage Victoria to include the property in the Victorian Heritage Register. This recommendation found the John Curtin Hotel is of State historical and social significance. Council advised the Panel at the end of the Hearing that no decision had been made by Heritage Victoria regarding the recommendation of the Executive Director or whether submissions will be considered at a Heritage Council hearing.

(iii) Discussion

The Panel considers the extent of the precinct is reasonable and justified based on relevant and comprehensive research in the Carlton Heritage Review, including the heritage citation for the precinct. The Panel notes the boundary of existing HO64 is not proposed to be modified by the Amendment.

The Panel agrees with Council and Ms Gray that heritage significance of the John Curtin Hotel is best understood within the context of other buildings within the Former Carlton Union Hotels Precinct. The Statement of Significance adequately distinguishes between the other buildings within the precinct and identifies the John Curtin Hotel as significant. Half of the properties in the precinct are categorised as significant and other buildings are categorised as contributory and non-contributory.

Although the precinct does not demonstrate an intact historical streetscape, it comprises significant buildings from different periods which retain a high level of architectural distinction. The hotels at the northern and southern end of the precinct are important 'bookends' and help in understanding the historical significance of the area, particularly the relationship of different factions in the union movement to each hotel. Within this context, it is appropriate for the John Curtin Hotel to form part of the Former Carlton Union Hotels Precinct rather than a stand-alone individual heritage place.

The Panel accepts the precinct is of historical and aesthetic significance, however considers there is insufficient evidence to warrant the addition of Criterion G (social significance) for the John Curtin Hotel as part of this Amendment. That is not to say the John Curtin Hotel does not have social significance, only that at this stage there has not been sufficient justification to substantiate that claim at the local level. Further research and analysis may provide appropriate justification for the addition of Criterion G.

In addition, the Panel has a number of concerns with the wording of the additional paragraph in the Statement of Significance regarding social value proposed by Lovell Chen and supported by Council, which states:

While no detailed investigation of contemporary social value has been undertaken as part of this assessment, the John Curtin Hotel's enduring association with ... suggests the hotel is also of social value (Criterion G)."

First, it is inappropriate to conclude that a place is of local social significance without a detailed investigation of whether the place has local social significance. The justification for inclusion of Criterion G should be subject to analysis and consideration of PPN01. The Panel acknowledges

that some research has been completed by various parties since the exhibition of the Amendment regarding the potential social significance of the hotel at the State level. This has yet to be tested and relates to State significance rather than local significance and so is of limited utility to the Panel. No research has been completed by Council or its consultants as part of this Amendment to substantiate local social significance for the hotel.

Second, the Statement of Significance states that even though no detailed investigation has been completed, the hotel's association with a range of groups *suggests* the hotel is also of social value. The Panel considers the bar for the application of this criterion should be higher than a *suggestion* of social significance. The Statement of Significance should clearly express why the place has social significance rather than an expression of possible significance.

For these reasons, the Panel considers it is premature to apply Criterion G to the John Curtin Hotel as part of the Amendment. If Council wishes to pursue Criterion G for the John Curtin Hotel then it should complete additional research to justify the local social significance of the place as part of a separate amendment process. This work should include revised wording to the Statement of Significance to provide a more appropriate explanation of why the John Curtin Hotel is of social significance.

The Panel agrees with Ms Gray and Council that there is no justification for the application of Criterion B (rarity) to the John Curtin Hotel.

Finally, the Panel notes the name of the precinct is used inconsistently in various Amendment documents. This issue is discussed more broadly in Chapter 8.

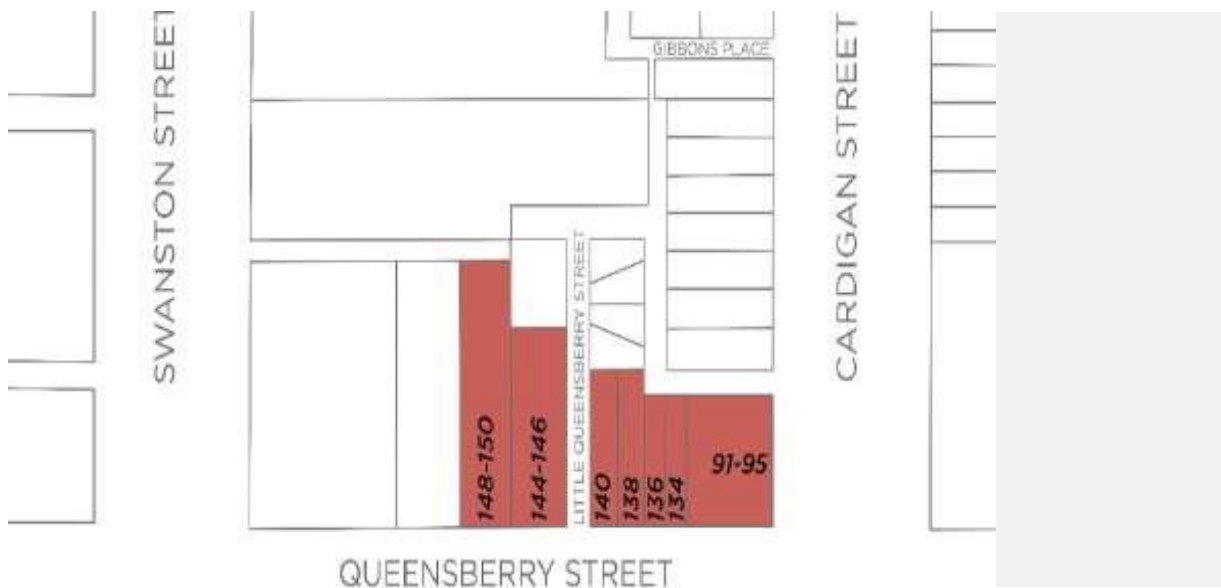
(iv) Conclusions

The Panel concludes:

- The extent of the Former Carlton Union Hotels Precinct (HO64) is appropriate and is based on relevant and comprehensive research in the Carlton Heritage Review, including the heritage citation for the precinct.
- It is appropriate for the John Curtin Hotel to form part of the Former Carlton Union Hotels Precinct because the significance of the hotel is understood within the context of the other buildings within the precinct.
- The Panel accepts the precinct is of historical and aesthetic significance, however it considers there is insufficient evidence to warrant the addition of Criterion G (social significance) for the John Curtin Hotel as part of this Amendment.
- The exhibited Statement of Significance for the precinct is adequate.
- Further work is needed to justify the application of Criterion G to the John Curtin Hotel at the local level.

5.3 Lincoln Hotel and Environs Precinct (HO97)

Exhibited Statement of Significance



What is significant?

The Hotel Lincoln and Environs Precinct at 91-95 Cardigan Street and 128-150 Queensberry Street, Carlton, is significant at a local level to the City of Melbourne.

Within this group, the significance categories are as follows (Figure 31):

- The two-storey shop pair of 1877 at 134-136 Queensberry Street is significant
- The two-storey shop pair of 1894 at 138-140 Queensberry Street is contributory
- The former manufacturing building of 1927, 144-146 Queensberry Street is contributory
- The c. 1905 Chinese Mission Church, 148-150 Queensberry Street is significant



Figure 31 Significance categories in Hotel Lincoln and Environs Precinct Source: Nearmap (basemap)

How is it significant?

The Hotel Lincoln and Environs Precinct is of local historical, representative, aesthetic and social significance at a local level to the City of Melbourne.

Why is it significant?

The Hotel Lincoln and Environs Precinct is of local historical significance for its demonstration of the diversity of building types which typified development in Carlton through the nineteenth century and into the twentieth century (Criterion A). The individual buildings within the precinct are also of historical significance.

The Hotel Lincoln is of historical significance as a very early hotel of 1854-5 (Criterion A). It played an important role in early Carlton, as the site of community gatherings and protest meetings. Its early date is reinforced by its inclusion in the 1855 Kearney plan of Melbourne suburbs; it was also known in the early 1860s as the Old Lincoln Hotel or Inn, due to another newer hotel of the same

name having opened on the corner of Faraday and Rathdowne streets. Another indication of its early date, and also its role as a hotel on a main street was the historical inclusion of stabling within the pitched rear yard; the latter is indicative of a hotel which attracted patrons from further afield than the local suburb. When the hotel underwent significant alterations and extensions in the later interwar period, this was in line with the more stringent liquor licensing laws of the period whereby hotel proprietors, in order to maintain their licences, were required to update and refurbish their buildings. Remarkably, the Lincoln Hotel, despite several name changes and the fluctuating fortunes of licensed premises, is still operating as a hotel, some 160 years after it first opened. The adjoining shops to Queensberry Street also have a significant association with the hotel, having been developed in stages by the then hotel owner, Mrs Downing, in the period of the mid-1870s to the 1890s. These, together with the hotel, illustrate the typical mixed use pattern of development to the historic main streets of Carlton.

The Chinese Mission Church at 148-150 Queensberry Street, Carlton, is of historical significance (Criterion A). It was constructed in 1905 by the Church of Christ as part of its 'outreach' missionary activities, for the purpose of converting members of the Chinese community to Christianity, and then servicing their conversion through missionary programmes. The Church of Christ was involved in missionary work in India, China, Hong Kong and the New Hebrides and had branches throughout Australia, including Victoria. The church was one of a number of denominations conducting these missionary activities in the community, activities which date back to at least the arrival of Chinese people to the Victorian goldfields in the early 1850s. While Chinatown was a focus of this work, the Chinese Mission Church in Carlton provides evidence of the reach of the missions. The Carlton building is a slightly later, and more modest example of a Chinese mission building, than those constructed earlier in Little Bourke Street. Prominent architects were typically involved in the city buildings, which in turn were consequently more architecturally distinguished than the subject church building. While the Chinese Mission Church in Carlton is an 'outlier' to this group, it has historically performed the same function and is located in an area where the Chinese community were in residence in the early part of the twentieth century. As with the other mission buildings, it was also purpose-built and maintains its original historical use and function.

The former manufacturing building at 144-146 Queensberry Street, Carlton, is of historical significance (Criterion A). It was constructed in 1927 for coppersmith Alfred S Miles, who had earlier relocated his business to the site in 1900, having previously occupied premises near the corner of Queensberry and Madeline (Swanston) streets in Carlton. While Miles died in 1940, his firm continued to operate at the site until the early 1960s, representing over 60 years of ongoing occupation. Typical of many of Carlton's former manufacturing or light industrial buildings, the subject building has been adapted to a different use.

The Hotel Lincoln and Environs Precinct is representative of the diversity of activity co-located within small areas of Carlton (Criterion D). It demonstrates the typically low scale development of the suburb from the mid- nineteenth century and into the twentieth century. A number of individual buildings in the Hotel Lincoln and Environs Precinct are of local representative significance.

The Hotel Lincoln retains representative characteristics of early hotels, such as the two-storey form and splayed corner entrance (Criterion D). It also displays typical characteristics of the makeovers given to numerous Melbourne hotels in the interwar period, including the tiling to dado level, changes to openings at ground floor level, and construction of an additional accommodation wing.

The former manufacturing building at 144-146 Queensberry Street, is also of representative significance for its historical manufacturing use (Criterion D). It is demonstrative of small scale manufacturing and light industry as established in Carlton in the early twentieth century and interwar period (Criterion D). It reflected the trend in the suburb of comparatively small scale buildings of this type being constructed on generally limited footprints. The building is broadly similar to other modest former manufacturing buildings in Carlton of generally utilitarian appearance, with typically stripped back or unadorned face brick expressions. It incorporates chamfered corner form which gives the building an asymmetrical appearance; and high brick parapet which turns with the chamfered corner and has capped piers and a raked gable end. The profile of the sawtooth-roofed northern bay, as it presents to Little Queensberry Street, is also of interest.

A number of individual buildings in the Hotel Lincoln and Environs Precinct are of local aesthetic significance (Criterion E). The Hotel Lincoln and associated nineteenth century shops, are of aesthetic significance. The c. 1940 works also gave the hotel building its current understated

Moderne expression, incorporating plain rendered walls, modest horizontal detailing, and applied signage with the name 'Hotel Lincoln' at first floor level. The rendered masonry shops to Queensberry Street currently read as separate building components to the hotel, although they may have been more consistent in appearance prior to the hotel's late interwar makeover. They are however substantially intact to their original states, with the two building programmes sharing a similar scale, architectural expression, and detailing, and presenting as a continuous row of four shops. The earlier pair at nos 134-136 substantially, and unusually, retain original shopfronts and offset recessed entries. The later pair at nos 138-140 were built to reflect the design of the earlier shops and while they are diminished by changes to the shopfront at no. 140, they generally retain their original appearance.

The Chinese Mission Church is also of social significance for servicing the Chinese Christian community of Carlton, and Melbourne, for over 110 years, and continuing to fulfil this role (Criterion G).

(i) The issues

The Hotel Lincoln and Environs Precinct (HO97) combines two existing heritage places at 128-140 Queensberry Street, Carlton (HO97) and 144-146 Queensberry Street, Carlton (HO807). It also includes a new property at 148-150 Queensberry Street known as the Chinese Mission Church.

The Amendment deletes HO807, updates the name of the precinct, incorporates a new Statement of Significance, changes the categories for some properties in the Heritage Places Inventory Part A and includes some minor mapping changes to the boundary of 138 and 140 Queensberry Street.

This small precinct is a mixed, non-residential streetscape with buildings dating from the nineteenth and twentieth centuries. Heritage values apply to the precinct as a whole and to specific elements within the precinct.

Submissions related only to the Chinese Mission Church at 148-150 Queensberry Street. This building was constructed in 1905 and was identified in the Carlton Heritage Review as significant. As well as having precinct-wide historical and representative values, the Chinese Mission Church was specifically identified having historical (Criterion A) and social (Criterion G) significance.

The issues are whether:

- it is appropriate to apply HO97 to the Chinese Mission Church
- the heritage values given to the Chinese Mission Church in the Statement of Significance for HO97 are appropriate.

(ii) Evidence and submissions

The Chinese Mission Church is owned by Australian Churches of Christ Global Missions Partners Ltd (Churches of Christ). It objected to the application of HO97 to the Chinese Mission Church and submitted:

- the property is in the process of being sold and the new owners do not intend to use the building as a church
- the current congregation using the church has a lease that expires in July 2023 and at that point it will cease to function as a church
- the original congregation left the building approximately 15 years ago and the current congregation has no historical connection to the building
- the current congregation is very small (approximately 70 people), come from the eastern suburbs and plan to relocate its place of worship to that region

- the property is not of significance to the Chinese Christian community and is not a sacred building to the Churches of Christ
- the building is in poor condition, has no car parking and is unsuitable for its current use.

The Churches of Christ said it was inappropriate to attribute social significance to the Chinese Mission Church because:

- it is factually incorrect to say the building maintains its original historical use and function
- the current congregation are not local residents and have no association with the original users of the church
- when the current congregation vacate the premises, the building will not serve any church community
- the building does not maintain its historical use and function of any missionary work.

Queensberry Street Pty Ltd (Queensberry) is the purchaser of the Chinese Mission Church and it objected to the application of the Heritage Overlay and the proposed Statement of Significance. Queensberry own an adjoining vacant parcel of land to the west of the Chinese Mission Church at 152-154 Queensberry Street and intends to consolidate the sites. It has a planning permit for a 13 storey development at 152-154 Queensberry Street.

Queensberry supported the submission of the Churches of Christ and said:

- the building is a modest example, does not contain any notable features and is not of architectural distinction
- there is so little heritage fabric that it is difficult to understand the building was used as a church
- there are superior examples of other Chinese churches elsewhere and the comparative analysis does not properly consider the merit of the building
- the place was not the first of its kind and it does not form part of a cohesive collection of churches
- not every Chinese mission building is important in demonstrating missionary activities to convert the Chinese community to Christianity in Melbourne
- the suite of Chinese mission buildings on Little Bourke Street adequately represent the historical significance of Chinese missionary activities
- application of the Heritage Overlay would have “*an outsized impact*” on the development potential of the land
- the place is not valued by the community
- the building is not significant
- the legibility of the precinct would not be diminished with the deletion of the Chinese Mission Church from HO97.

Queensberry submitted that the land was recognised in the 1984 Carlton, North Carlton and Princess Hill Conservation Study as a C graded building in a Level 3 streetscape, but was not included within a Heritage Overlay. In 2020, Amendment C258melb removed the site from the Heritage Places Inventory.

In response to this issue, Council stated:

- it agreed the Chinese Mission Church was recognised in the Carlton, North Carlton and Princess Hill Conservation Study 1984 as a C graded building

- in what may have been an error, the place was included in the City of Melbourne Conservation Schedule 1991 but was not mapped as part of the Heritage Overlay when the new format Planning Scheme was introduced in 1999
- the City of Melbourne Conservation Schedule 1991 was converted into the Heritage Places Inventory through Amendment C19 in the early 2000s and 148-150 Queensberry Street was included in the Heritage Places Inventory (but was still not mapped in a Heritage Overlay)
- 148-150 Queensberry Street remained in the Heritage Places Inventory until the gazettal of Amendment C258melb in July 2020
- Amendment C258melb was not a heritage review, it was a gradings conversion exercise and except for some properties in West Melbourne, no new places were considered for protection in the Heritage Overlay
- the Amendment C258melb process identified that 148-150 Queensberry Street was included in the Heritage Places Inventory without application of a Heritage Overlay and it was removed from the Inventory.
- the place was not removed from the Inventory because a heritage assessment concluded the place was not of heritage significance.

Council also submitted:

- the heritage citation and Statement of Significance does not claim the Chinese Mission Church is of aesthetic significance and so it is irrelevant the building is not of architectural distinction
- the fabric of the building does communicate the place was used as a church but, in any case, historical association of a place may be evident in the physical fabric or contained within documentary resources
- PPN01 states that Criterion A requires the place be of importance to the course or pattern of our cultural or natural history – it doesn't require the full history of the place be immediately apparent from building fabric alone
- modest buildings can be of heritage value
- the fact the place was not the first of its kind has no relevance to the threshold of local significance, and would set the threshold too high
- the Carlton Heritage Review involved appropriate comparative analysis
- the assertion 'there are other superior examples' relate to architectural merit – which has no relationship with historical significance
- the definition of 'Significant heritage place' in Clause 22.04 does not act as a qualifier for a place to be identified as having local heritage significance
- the development potential of the site is irrelevant in determining whether the place is of heritage significance.

Council said it was incorrect to say the place is not valued by the community. It tabled a letter from the Museum of Chinese Australian History³ to the Future Melbourne Committee dated 12 November 2021 (before the exhibition of the Amendment) regarding 148 Queensberry Street. The letter stated:

³ Document 19

The Museum of Chinese Australian History makes this submission on behalf of a large number of the Chinese population and their descendants who have lived in Carlton with their families from the late 1800s through to the mid-1900s.

The Carlton environs is inextricably linked to Melbourne's Chinatown, North Melbourne's Victoria Market and the neighbourhood of North Melbourne where Chinese people also resided. These four locations are the neighbourhoods where the Chinese Community lived and worked and became the nucleus of Melbourne's post-gold rush Chinese Community for the better part of a century.

Built in the 1900s, the Chinese Church of Christ building is, to our knowledge, the only purpose-built city building remaining that was built for the Chinese Community outside Chinatown.

As a Church serving the community for over 120 years, the location and the community congregation was central to the social fabric of Melbourne's Chinese Community spanning over four generations and still remains in the community's living memory of this ... era.

We implore that the City of Melbourne recognises this building's significance and built form so that it continues to provide the tangible recognition of the City's 170-year continuous history of the Chinese Community in Melbourne.

The National Trust supported the inclusion of the Chinese Mission Church in the precinct.

In response to submissions from the Churches of Christ and Queensberry noting the discontinuance of use as a church and the impact on the social significance of the place, Ms Gray stated:

Social value and a social attachment to place is dynamic and prone to change. It can ebb and flow and it can become obsolete. While it was not unreasonable to assume social value based on the history of the place, the longevity of its operation, and its continuing use, in the context of the sale of the site, the impending discontinuation of use and submissions made on behalf of the church community, it is accepted that this connection has been or will be lost. Essentially, if they exist, those values may become historical in nature.

There may be families with connections to the church over generations, but this has not been investigated. In any event this may not constitute a community or cultural group for the purpose of assessment against the criteria.

On this basis it is recommended that the citation and Statement of Significance for the Hotel Lincoln and Environs Precinct be revised to remove reference to social value.

Ms Gray said discontinuation of the use of the building as a church would not impact on identified historical values. She said there are many examples of places with heritage value where significance is related to a particular use, and where the use has changed or been discontinued. In these circumstances the historical values and associations of the building remain in the documentary record and in the building fabric.

Council agreed with the evidence of Ms Gray and supported the removal of reference to social value in the Statement of Significance. It provided amended versions of the Statement of Significance for HO97 reflecting the changes.⁴

The National Trust supported the proposal to remove reference to Criterion G but submitted the place still reached the threshold for Criterion A at a local level. It stated:

... we note that a full assessment of social value has not been undertaken and recognise that there may be enduring social values associated with the place with the current congregation and other community members which have not been documented.

⁴ Documents 27 and 43

(iii) Discussion

The Carlton Heritage Review provides suitable justification for the Hotel Lincoln and Environs Precinct including the Chinese Mission Church within the precinct. The Panel considers it is appropriate to apply HO97 to the Chinese Mission Church.

The Panel notes the explanation from Council regarding the unusual history of heritage listings for 148-150 Queensberry Street.

The history of this matter was not determinative in the Panel's consideration of whether to apply the Heritage Overlay to the Chinese Mission Church. It has assessed the significance of the place based on the exhibited Amendment, submissions and extensive documentation and evidence presented at the Hearing.

The Panel accepts the Chinese Mission Church is of historical significance and meets the threshold for Criterion A. The Chinese community has had a long and important connection to the Chinese Mission Church and the surrounding area and this is reflected in the research documented in the heritage citation and the Statement of Significance. It is also supported by the letter from the Museum of Chinese Australian History to the Future Melbourne Committee.

The Chinese Mission Church is a purpose-built building and provides evidence of the history of outreach or mission activities in the community, relates to earlier and more elaborate examples in Little Bourke Street and provides a historical reference to the presence of a Chinese Australian community in the area, outside Chinatown. The Panel considers the place has been important to the course and pattern of the cultural history of the area.

The Panel is satisfied that:

- it is not necessary for the place to have elaborate architectural features for historical significance to be substantiated
- the historical significance of the place is evident in the physical fabric of the building and contained within documentary resources
- the Statement of Significance is not claiming the Chinese Mission Church is of aesthetic significance
- acceptable comparative assessment has been completed
- a place need not be the first of its kind to meet the threshold of local significance
- the historical significance of the place is not diminished by the current or future use.

The impact of the application of a Heritage Overlay on the future development potential of a site is discussed in Chapter 4 and is not repeated here.

The Panel agrees with all parties and the evidence of Ms Gray that the Chinese Mission Church is not of social significance. While the Chinese Mission Church may have once had social value, it is clear this is no longer the case. The Panel considers the lack of social value does not diminish the historical significance of the place.

The Statement of Significance should be amended as follows:

- under the heading 'How is it significant?' state:
The Hotel Lincoln and Environs Precinct is of local historical, representative, ~~and~~ aesthetic ~~and social~~ significance at a local level to the City of Melbourne.
- under the heading 'why is it significant?':
 - modify the last sentence of the third paragraph to state:
As with the other mission buildings, it was also purpose-built, ~~and maintains its original historical use and function.~~

- delete the last paragraph:

~~The Chinese Mission Church is also of social significance for servicing the Chinese Christian community of Carlton, and Melbourne, for over 110 years, and continuing to fulfil this role (Criterion G).~~

These changes are consistent with the final version of the Statement of Significance presented by Council in Document 43.

While the Panel accepts that the place is of local historical value, it considers the Chinese Mission Church should be re-categorised from significant to contributory. Having regard to the extensive material presented at the Hearing, a detailed site inspection, the fabric of the building, the heritage citation and the final version of the Statement of Significance, the Panel considers the place is more appropriately categorised as a contributory building.

The re-categorisation of the Chinese Mission Church to contributory will have no material impact on the balance of the precinct. Contributory buildings adjoin the Chinese Mission Church to the east (144-146 Queensberry Street) and on the east side of Little Queensberry Street (138-140 Queensberry Street). The properties at 91-95 Cardigan Street and 134-136 Queensberry Street should remain as significant.

Under the heading 'what is significant?' the Statement of Significance should be modified to state:

The c. 1905 Chinese Mission Church, 148-150 Queensberry Street is ~~significant~~ contributory

The graphic in this section should also be amended to reflect the change from significant to contributory.

The Heritage Places Inventory February 2020 Part A should also be amended to change the 'Building category' for 148-150 Queensberry Street from significant to contributory.

(iv) Conclusions and recommendations

The Panel concludes:

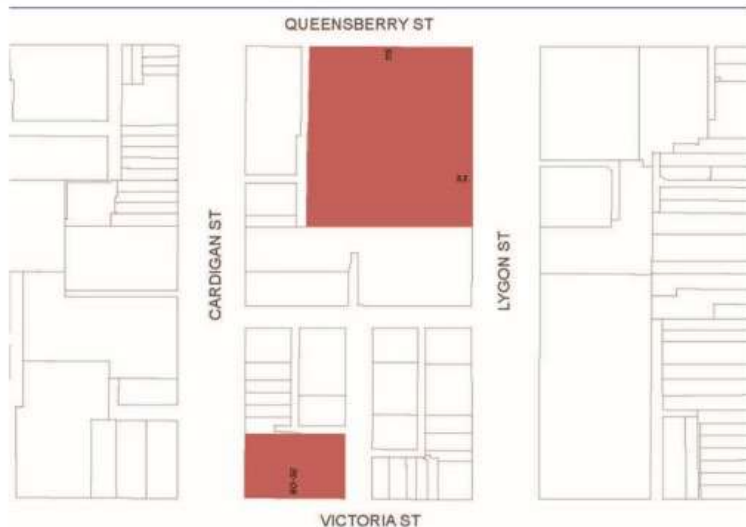
- The Carlton Heritage Review provides suitable justification for the Hotel Lincoln and Environs Precinct and for including the Chinese Mission Church within the precinct.
- It is appropriate to apply HO97 to the Chinese Mission Church.
- The Chinese Mission Church is of historical significance (Criterion A) but is not of social significance (Criterion G).
- The Chinese Mission Church (148-150 Queensberry Street, Carlton) should be re-categorised from significant to contributory.

The Panel recommends:

- 2. Amend the Statement of Significance for the Hotel Lincoln and Environs Precinct (HO97), as shown in Appendix E1, to:**
 - a) Delete all references to the Chinese Mission Church at 148-150 Queensberry Street, Carlton having social significance (Criterion G)**
 - b) Recategorise the Chinese Mission Church at 148-150 Queensberry Street, Carlton from significant to contributory.**
- 3. Amend the Heritage Places Inventory February 2020 Part A, as shown in Appendix D, to show the 'Building category' for 148-150 Queensberry Street, Carlton as 'contributory'.**

6 Serial Listing – RMIT University Buildings 51, 56 and 57 (HO1398)

Exhibited Statement of Significance



What is significant?

The three RMIT buildings, located in a complex of RMIT (Royal Melbourne Institute of Technology) buildings in the south of Carlton, are significant. The subject buildings are:

- Building 51 at 80-92 Victoria Street (1972)
- Building 56 at 33-89 Lygon Street also known as 115 Queensberry Street (1976)
- Building 57 at 33-89 Lygon Street also known as 53 Lygon Street (1983)

How is it significant?

RMIT Buildings 51, 56 and 57, located in a block bounded by Queensberry, Lygon, Victoria and Cardigan Streets, Carlton, are of local historical and aesthetic significance.

Why is it significant?

Royal Melbourne Institute of Technology (RMIT) Buildings 51, 56 and 57 are of historical significance (Criterion A). The buildings were constructed between 1972 and 1983 to designs by the architectural practice of Demaine Russell Trundle Armstrong and Orton (later Demaine Partnership), with specific input from architect Dominic Kelly. The practice had earlier, in 1971, prepared a master plan for RMIT's expansion into Carlton, at a time when the institute was experiencing significant growth in student numbers and course offerings. RMIT embarked on its Carlton building plan from 1970, after the Victorian government set aside properties for the institute's development at the southern end of the suburb. The block in which the subject buildings are located was situated immediately to the north of the city campus, and also in close proximity to Trades Hall with which the institute, originally the Working Men's College founded in 1887, had long had an association.

RMIT Buildings 51, 56 and 57 are also of aesthetic significance (Criterion E). The architects, Demaine, are a highly regarded Melbourne-based architectural practice, with a comprehensive and diverse portfolio of work including hospital, institutional, corporate and educational projects. Although their master plan for the Carlton campus was never fully realised, the three subject

buildings, and their tertiary uses, were largely anticipated in the plan. This included their substantial footprints and overall massing, and notably their distinctive and monumental brick service shafts to the rear elevations. Aesthetically, the three buildings form a largely cohesive group, unified in the use of large-scale (monumental) red brick volumes; huge expanses of plain redbrick walling; recessed vertical window bays or, alternatively in the earlier building, regular arrangements of concrete window grilles; concrete detailing often expressed as a rough pebble-textured finish; and the striking service shafts with their corbelled forms.

While they are of a group, the three buildings are also individually distinguished, with each demonstrating different architectural references and specific influences, including some Brutalist influences. Building 51 shares commonalities with other Demaine tertiary buildings of the general period, including the rough surfaced pebble-textured window panels bracketed between brick end walls and service towers; and the 'cellular' form of the window grilles which recalls Le Corbusier's earlier work. Building 56 on its north façade employs a thick red brick rectangular frame, reflective of the 'solidity' which marked Demaine projects from the 1960s onwards, which was in turn a reaction to the earlier predominance of curtain walling. Building 56 is also distinguished by its incorporation of a basement level and lightwell to the north side, which is largely concealed from Queensberry Street; and by its innovative continuous window framing system. Building 57 is the more overtly Brutalist of the three, seen in the angled ('jagged') form of the east façade to Lygon Street, and its sudden central break which reveals a 'scooped' vertical window bay. The tiered concrete form and concrete entrance ramp of the south elevation also draw strongly on Brutalist influences.

More broadly, the buildings are of aesthetic significance for being reflective of the built form changes in Carlton in the later twentieth century, when contemporary architects were responsible for some celebrated new developments which, in turn, challenged the typical building form and character of the suburb. The three buildings are also significant as large and robust forms, which dominate their contexts, and draw attention to RMIT's presence in this area of Carlton.

(i) The issue

The issue is whether the Heritage Overlay (HO1398) should be applied to RMIT Buildings 51, 56 and 57 at 80-92 Victoria Street and 33-89 Lygon Street, Carlton.

(ii) Serial listing

PPN01 states:

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

HO1398 is a serial listing and includes three separate but related properties within a single heritage place and share a common Statement of Significance.

(iii) Evidence and submissions

RMIT University (RMIT) objected to the application of the Heritage Overlay on all three buildings. It relied on the evidence of Ms Riddett, who criticised the depth of research associated with the heritage citation and the Statement of Significance. Her evidence was that:

- the association between RMIT, Trades Hall and the union movement expressed in the citation and the Statement of Significance appears to be based on geographic proximity rather than a strong working relationship and this is insufficient to justify any heritage significance
- only three of the seven buildings in the Demaine Partnership masterplan were constructed and there was no clear explanation why the masterplan was not fully executed

- it is questionable as to whether a masterplan in which less than half the proposed buildings were constructed is of any heritage significance
- the expansion of RMIT was “*utterly obvious*” but is not of heritage significance to Carlton
- the Statement of Significance does not adequately explain why the buildings are of historical significance
- aesthetic significance is based on a series of facts and there is no analysis of why these matters are significant
- the comparative analysis:
 - refers to some buildings that do not appear to have any commonalities with Buildings 51, 56 and 57
 - includes some buildings that are considered precedents rather than comparators
 - does not include some buildings that are more appropriate comparators
 - does not include illustrations of all comparators
 - fails to make a convincing case for significance.

Ms Riddett accepted the buildings are “*...significant as large and robust forms, which dominate their context, and draw attention to RMIT’s presence in this area of Carlton*”. She said in considering whether the heritage criteria had been met at the local level she used the Heritage Council of Victoria publication *Assessing the Cultural Heritage Significance of Places and Objects for Possible State Heritage Listing: The Victorian Heritage Register Criteria and Threshold Guidelines* (the VHR guidelines) as a guide. This was because PPN01 only states:

The thresholds to be applied in the assessment of significance shall be ‘State Significance’ and ‘Local Significance’. ‘Local Significance’ includes those places that are important to a particular community or locality.

Ms Riddett said the VHR guidelines are “*more explanatory*” and applied them with respect to the assessment of Criteria A (historical significance) and concluded:

In respect of Criterion A, the establishment of the Working Men’s College as an institution was a significant event in the course of Melbourne’s, even Victoria’s, cultural history. Such a claim has not been made in the Statement of Significance. Instead claims for significance in relation to Criterion A are based on the master plan, Demaine’s and Dominic Kelly’s input and the site’s proximity to Trades Hall. These claims are variously incorrect or in the above discussion have been found not to be significant. In my opinion Criterion A has not been met in respect of Buildings 51, 56 and 57.

Ms Riddett referred to the VHR guidelines ‘Reference Tool E: What is meant by aesthetic characteristics?’, which states:

Aesthetic characteristics are the visual qualities of a place or object that invite judgement against the ideals of beauty, picturesqueness, evocativeness, expressiveness, grotesqueness, sublimeness and other descriptors of aesthetic judgement. The visual qualities of a place or object lie in the form, scale, setting, unity, contrast, colour, texture and material of the fabric of a place or object.

When applied to the assessment of Criterion E (aesthetic significance) for the RMIT buildings, she concluded:

Buildings 51, 56 and 57 are distinctive. To date the aesthetic qualities of these buildings have only received limited recognition, possibly in part due to the fact that heritage studies are moving forward in time and places previously not included by virtue of age are now being included in heritage studies. The aesthetic characteristics of Buildings 51, 56 and 57 have not changed in any appreciable or major way since they were constructed. The aesthetic characteristics that is Brutalist style executed in red brick have been clearly defined. While these buildings cannot be excluded based on the above guidelines they equally cannot be included on the basis of beauty. The Statement of Significance advances the following:

Aesthetically, the three buildings form a largely cohesive group, unified in the use of large-scale (monumental) red brick volumes, huge expanses of plain red brick walling; recessed vertical window bays or, alternatively in the earlier building, regular arrangements of concrete window grilles; concrete detailing often expressed as a rough pebble-textured finish, and the striking service shafts with their corbelled forms.

The above is a statement of fact and while this accords with “The visual qualities of a place or object lie in the form, scale, setting, unity, contrast, colour, texture and material of the fabric of a place or object” in my opinion this does not elevate the facts to a level of significance which might be acceptable or justified.

RMIT submitted:

- the three large buildings are on large sites and are strategically important to the university campus, which forms part of the NEIC
- application of the Heritage Overlay to the RMIT buildings is a “*significant legal intervention*” and the level of justification required should be commensurate with the significance of the intervention
- the buildings should not have been included within the Carlton Heritage Review
- the research supporting the inclusions is not thorough and, in part, not accurate
- the grounds of significance do not reach the requisite threshold of value for individually significant heritage places
- aesthetic significance (Criterion E) is not adequately explained or justified in the Statement of Significance
- the 1970s Demaine Partnership masterplan is not significant in its own right, was not fully implemented and is not legible on the ground
- there is almost no useful comparative analysis in the Heritage Review and little engagement with the concept of ‘value’
- cultural significance should be objectively present and embody value for the community “*rather than merely subjective interest or appreciation for a limited range of architectural aficionados or closely interested persons*”
- the expansion of RMIT into Carlton was happening before the 1970s masterplan and the Carlton Heritage Review provides little analysis to explain its significance on the development of Carlton
- none of the buildings are connected to Trades Hall and the Statement of Significance overstates the association between RMIT generally (and the three buildings in particular), Trades Hall and the union movement
- if historical significance (Criterion A) is accepted then the Statement of Significance should be re-written to more clearly express the ‘northern expansion’, the relationship to the Demaine Partnership masterplan and the association with Trades Hall.

Ms Gray gave evidence on behalf of Council that:

- the heritage citation provides a sound basis to justify the application of heritage Criteria A and E
- it is appropriate to apply a serial listing to the three buildings because they are all linked by common historical and aesthetic values
- the buildings are “*strong and powerful*” and contrast to the character and scale of the surrounding area
- the VHR guidelines need to be used with caution as they are for matters of State significance and are not intended to be used to assess local significance.

Ms Gray said the connection with Trades Hall is not a weak association but is nuanced. She agreed the buildings do not have a functional relationship with the union movement, however historically Trades Hall had some members on the original board of what was then the Working Men's College.

With respect to the Demaine Partnership masterplan, she said:

- despite not being fully realised, it was clearly expressed in the construction of the three buildings and is evident even within the context of other eclectic development in the block
- it was an important moment for Carlton because it signalled a strong push into the area by RMIT, although accepting that it had established some presence in the area before the masterplan
- it was not a "*famous*" plan but was "*of its time*" and represented a design philosophy that was different to what had preceded it and what came after it
- agreed that the expression in the Statement of Significance could be refined to clarify some aspects of Criterion A with respect to the masterplan and the association of RMIT with Trades Hall.

Ms Gray said the comparative analysis was completed in accordance with acceptable practice and referred to the explanation in the Carlton Heritage review which states:

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

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

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

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

For example, if the place under review is an interwar manufacturing building which is being assessed for an individual HO control, then the analysis examined other generally comparable interwar manufacturing buildings, including those which already have an individual control or are identified as significant. This typically included buildings in the study area, or municipality, but may go beyond these geographical confines if the analysis assisted with understanding the relative significance or importance of the place...

Comparative analysis also assisted in identifying places of lesser significance or heritage value, which are not recommended for a heritage control...

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

These places generally did not have comparable places with existing heritage controls in the study area, largely due to their later dates of construction and the focus of previous heritage studies, including of Carlton, on the Victorian through to the interwar periods. However, in

this case, the comparative analysis examined a broader range of similar places, from mostly outside the study area. It also identified the architectural influences and precedents for some of these places, many of which derived from international examples.

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

Ms Gray said Brutalist buildings were not common in Melbourne so it was necessary to consider examples more broadly. She acknowledged that more comparative analysis could be completed and that other examples could have been researched, however she said that was the case for comparative analysis associated with any heritage review. She concluded that the comparative analysis was acceptable and appropriate in the circumstances.

Council referred to the *Carlton Heritage Review Peer Review of Five Citations for Post-WW Places, 25 June 2021* (the Peer Review) prepared for Melbourne City Council by Simon Reeves of Built Heritage Pty Ltd. The Peer Review considered RMIT Buildings 51, 56 and 57 and concluded all three buildings met the threshold of local significance and supported application of the Heritage Overlay.

The Peer Review included extensive additional research and made a number of recommendations regarding further detail to be added to the citation, additional comparative analysis and minor corrections to the construction dates – Building 51 (1971-72), Building 56 (1973-74) and Building 57 (1980-82).

The Peer Review concluded with respect to Criterion A:

The citation is considered to provide a firm basis for historical significance to be ascribed under Criterion A, for associations with RMIT's significant phase of expansion after 1970, and specifically in accordance with the ambitious (if only partially realised) masterplan of 1971.

The report agreed the buildings were of aesthetic significance and recommended discussion in the Statement of Significance regarding Criterion E should specifically describe buildings as a sub-type of Brutalism associated with the work of James Stirling. It noted the final paragraph of the Statement of Significance is a generic observation.

Ms Gray accepted the dates of construction should be modified in accordance with the recommendations in the Peer Review. She said although some aspects of the citation could be amended to reflect the additional research in the Peer Review, the reference and acknowledgement of James Stirling in the citation is sufficient and there was no need to include further detail in the Statement of Significance.

Ms Gray said the final paragraph in the Statement of Significance (Criterion E) reflects on the dramatic contrast of new design in the Carlton context in the later phase of the twentieth century and the imposing scale, form and visual presence of the buildings as a marker for RMIT's occupation of this part of Carlton.

Ms Riddett made no comment about the Peer Review in her evidence statement or evidence-in-chief. In response to questions from the Panel, she said she had not reviewed the document before the preparation of her evidence, but she read it before the Hearing. Ms Riddett said it included "*some information of interest*" and was "*useful and informative*" but disagreed with the conclusions.

RMIT did not comment on the Peer Review.

In response to submissions, evidence and the Peer Review, Council submitted:

- it was appropriate for the scope of the Carlton Heritage Review to include RMIT Buildings 51, 56 and 57
- the Carlton Heritage Review accords with best practice heritage review
- the only relevant assessment is related to whether the heritage places reach the threshold for local significance
- the Statement of Significance references the masterplan and RMIT's expansion into Carlton as an element of historical significance, but the historical significance of the place is related to Buildings 51, 56 and 57 and not the masterplan itself
- although Ms Riddett and the Peer Review identified additional research and information, this does not demonstrate that the Carlton Heritage Review was not sufficiently comprehensive
- Ms Riddett's evidence:
 - asserted a number of facts were implied in the citation and Statement of Significance that are not supported by the text of either document, for example, that:
 - the Working Men's College was governed by Francis Ormond and the unions only
 - Trades Hall and the unions were the only two parties involved in the establishment of the Working Men's College
 - accepted in cross-examination that all elements noted in the citation and Statement of Significance in relation to Criterion E were valid
 - contained an analysis of a number of factors that do not dictate the threshold of the local heritage significance of the place and inappropriately elevated the threshold of local significance by using the VHR guidelines for State significance
 - demonstrated a lack of clarity with regard to application of the VHR guidelines and failed to temper their use in the context of the consideration of local significance.
 - acknowledged in cross-examination that the approach to comparative analysis in the Carlton Heritage Review was reasonable
- it was appropriate to amend the construction dates of the buildings in accordance with the recommendations of the Peer Review
- it did not support any other changes to the Statement of Significance in response to the Peer Review, although some minor changes to the citation could be made.

Council provided an updated version of the Statement of Significance (Document 32) including the changes it supported. These changes include:

What is significant?

The three RMIT buildings, located in a complex of RMIT (Royal Melbourne Institute of Technology) buildings in the south of Carlton, are significant. The subject buildings are:

Building 51 at 80-92 Victoria Street (~~1972~~ [1971-1972](#))

Building 56 at 33-89 Lygon Street also known as 115 Queensberry Street (~~1976~~ [1973-1974](#))

Building 57 at 33-89 Lygon Street also known as 53 Lygon Street (~~1983~~ [c. 1982-1983](#))

...

Why is it significant?

Royal Melbourne Institute of Technology (RMIT) Buildings 51, 56 and 57 are of historical significance (Criterion A), [for their association with and the ability to demonstrate the significant expansion of RMIT into Carlton from 1970](#). The buildings were constructed between 1972 and 1983 to designs by the architectural practice of Demaine Russell Trundle

Armstrong and Orton (later Demaine Partnership), with specific input from architect Dominic Kelly. The practice had earlier, in 1971, prepared a master plan for RMIT's expansion into Carlton, at a time when the institute was experiencing significant growth in student numbers and course offerings, and Buildings 51, 56 & 57 are significant in demonstrating the partial implementation of that master plan. RMIT embarked on its Carlton building plan in earnest from 1970, after the Victorian government set aside properties for the institute's development at the southern end of the suburb. The block in which the subject buildings are located was situated ~~immediately to the north of the city campus, and also~~ in close proximity to Trades Hall; of interest, when the Working Men's College was established in 1887 at the impetus of Melbourne philanthropist and grazier, Francis Ormond, the trade unions (amongst others) made a significant contribution to fundraising. ~~with which the institute, originally the Working Men's College had long had an association.~~

....

(iv) Discussion

The Panel considers it is appropriate for Buildings 51, 56 and 57 to have been included in the Carlton Heritage Review. It accepts the buildings are not typical of the many heritage properties in Carlton, but post-World War 2 buildings in general are becoming the focus of many heritage studies in Victoria. Brutalist buildings are uncommon in Melbourne and even less common in Carlton. This is not a reason to exclude their heritage assessment – it can be a factor in their significance.

It is appropriate for Buildings 51, 56 and 57 to be identified with a single Heritage Overlay number and a single entry in the Heritage Overlay Schedule with each place in the group sharing a common Statement of Significance. The buildings share common features, were designed by the same architectural firm and formed part of a masterplan for RMIT and the Statement of Significance identifies historical and aesthetic significance to all three buildings.

The Panel accepts the sites are of strategic importance to RMIT and that RMIT plays an important part in the 'knowledge economy' in Victoria. The Amendment does not seek to change the role and function of RMIT or the NEIC. The focus of the Amendment is the consideration of the heritage values of the properties and the focus for the Panel is whether these buildings reach the threshold for local significance. The threshold for local significance should be no greater (or lesser) for these buildings than other buildings with less strategic importance.

The depth of research and analysis in the Carlton Heritage Review is acceptable and it provides a generally sound foundation and strong justification for the application of a Heritage Overlay to the three buildings. Research associated with the Peer Review and the evidence of Ms Riddett showed that further investigations can reveal additional information. Although some of this additional information is of interest, the Panel considers the original research is satisfactory and demonstrates the rigour required to justify heritage significance.

The comparative analysis in the Carlton Heritage Review is generally acceptable. Brutalist buildings of this type present some challenges with respect to comparable places of heritage significance in Melbourne. PPN01 states that some comparative analysis is required to substantiate the significance of each place but it is not prescriptive. It is always possible to find different comparators, however it is not necessary to research every comparator to demonstrate sufficient comparative analysis. The approach adopted in the Carlton Heritage Review is an appropriate response in the circumstances.

The Panel accepts the recommendations in the Peer Review regarding revised construction dates for the buildings but agrees with Council that the further changes to the Statement of Significance specified in the report are not necessary.

The Panel notes the construction date for 'Building 57 at 33-89 Lygon Street also known as 53 Lygon Street' in Council's modified version of the Statement of Significance (Document 32) is stated as '(c. 1982-1983)'. The Peer Review stated this date should be '(1980-1982)'⁵. Ms Gray accepted "*it is appropriate to update the construction dates of the buildings as suggested in the Peer Review...*"⁶, however she then went on to state the construction date for Building 57 should be '(c.1982-3)'. The Panel considers this is a typographical slip from Ms Gray which has unfortunately been transferred into Document 32. The Panel has assumed the correct date should be '(1980-1982)' in accordance with the dates specified in the Peer Review.

The Panel has concerns with the use of the VHR guidelines by Ms Riddett in her assessment of local heritage significance. The VHR guidelines are intended to apply to the assessment of places of State significance and any use of them to assess local significance needs to be measured and carefully applied. The Panel considers Ms Riddett did not demonstrate she had utilised the VHR guidelines with sufficient care and this inappropriately raised the threshold of local significance.

The Panel accepts the buildings are important to the course or pattern of Carlton's cultural history and are of historical significance (Criterion A). The buildings demonstrate partial implementation of a masterplan that heralded the significant expansion of RMIT into Carlton from 1970. Although the masterplan was not fully implemented, Buildings 51, 56 and 57 represent striking examples of its intent that are clearly evident. As a manifestation of the masterplan, the buildings are of historical significance, not the masterplan itself. In this context, it is not necessary for the masterplan to have been fully implemented.

The Panel agrees the wording in the Statement of Significance regarding the association between the buildings and the masterplan should be modified to improve the clarity and intent of the expression. The changes proposed by Council to the Statement of Significance regarding the masterplan (Document 32) are supported.

The Panel considers the association of RMIT and Trades Hall to be interesting, but with respect to the three buildings, it is not of historical significance. The text in the exhibited and modified Statement of Significance (Document 32) does not explain why Trades Hall is significant to Buildings 51, 56 and 57. It more generally refers to the block in which the buildings are located is in close proximity to Trades Hall and, *of interest*, when RMIT was established in 1887 the trade unions (amongst others) made a significant contribution to fundraising. This historical association applies to RMIT in general and is not directly relevant to Buildings 51, 56 and 57. Reference to the historical association between RMIT and Trades Hall is *of interest* and is appropriately discussed in the heritage citation. The Panel considers references to Trades Hall in the Statement of Significance with respect to Criterion A should be deleted.

The Panel accepts the buildings are of importance in demonstrating particular aesthetic characteristics and are of aesthetic significance (Criterion E). The Statement of Significance clearly describes the aesthetic significance of the buildings and they represent highly intact examples of an important design period. The Panel acknowledges the buildings display confronting designs

⁵ Document 5, Attachment 1, Page 27

⁶ Document 6, paragraph 260

that are not readily appreciated in the same way as Victorian heritage architecture in Carlton. Aesthetic significance is not the same as 'beauty' and the application of Criterion E does not indicate that a building is 'beautiful'. The Panel is satisfied that sufficient research and documentation, including appropriate comparative analysis, has been completed to justify the application of Criterion E.

(v) Conclusions and recommendations

The Panel concludes:

- It is appropriate for Buildings 51, 56 and 57 to have been included in the Carlton Heritage Review.
- There is sufficient justification for the application of a Heritage Overlay to Buildings 51, 56 and 57 and it is appropriate to apply a serial listing to the buildings.
- Although the sites containing the buildings are of strategic importance to RMIT and to Melbourne more broadly as part of the NEIC, the threshold for local heritage significance is no greater than other buildings with less strategic importance in planning terms.
- The comparative analysis in the Carlton Heritage Review is generally acceptable and the approach is appropriate having regard to the typology of the buildings.
- The construction dates for the buildings in the Statement of Significance should be amended in accordance with the recommendations in the Peer Review.
- The buildings are important to the course or pattern of Carlton's cultural history and are of historical significance (Criterion A).
- The text regarding Criterion A in the Statement of Significance should be modified in accordance with the wording provided by Council in Document 32 to improve the clarity and intent of the association between the buildings with the masterplan.
- References to Trades Hall in the Statement of Significance with respect to Criterion A should be deleted.
- The buildings are of aesthetic significance (Criterion E).

The Panel recommends:

- 4. Amend the Statement of Significance for RMIT Buildings 51, 56 and 57, 80-92 Victoria Street and 33-89 Lygon Street, Carlton (HO1398), as shown in Appendix E2, as follows:**
 - a) Under the heading 'What is significant?' amend the construction dates of the buildings**
 - b) Under the heading 'Why is it significant?' in the discussion regarding Criterion A:**
 - **Amend the text to clarify the association of the buildings with the masterplan**
 - **Delete reference to the association of RMIT with Trades Hall.**

7 Individual heritage places

7.1 RMIT University Building 94, 23-37 Cardigan Street, Carlton (HO1390)

Exhibited Statement of Significance



What is significant?

RMIT Building 94, at 23-27 Cardigan Street, Carlton, constructed in 1994-6, is significant.

How is it significant?

RMIT Building 94, at 23-27 Cardigan Street, Carlton, is of local aesthetic significance.

Why is it significant?

RMIT Building 94, at 23-27 Cardigan Street, Carlton, is of aesthetic significance (Criterion E). The building was designed by architect Allan Powell in association with Pels Innes Nielson Kosloff, and was constructed in 1994- 96 to accommodate RMIT's School of Design. It was one of the first wave of new and architecturally distinguished buildings commissioned by the (then) Dean of Architecture at RMIT, Leon Van Schaik. The Dean, in the early 1990s, was influential in the appointment of architects for new buildings at RMIT, and particularly championed progressive architects whose projects, and award-winning buildings, helped to transform the institute's campuses. Building 94 was one such building, winning the Royal Australian Institute of Architects Victorian Chapter Merit Award in the Institutional Buildings (New) category in 1996.

The building is significant for its compositionally diverse façade, and for Powell's skilful use of striking materials and colour and deft treatment of the four principal masses of the building which front Cardigan Street. The latter include the 'hovering' mosaic tiled forms, separated by the intersecting stair which rises up into the building; the bold blue-green cube at the southern end, elegantly poised on a single cylindrical column; the angling northern bay, supported by tilted black glass columns; and the blue-green glass main horizontal volume bisected by long strip windows and concrete sun visors. Powell's fondness for mass, colour and shadow is clearly on display in Building 94, a project which allowed the architect to explore these interests at a large scale.

More broadly, the building is also of aesthetic significance for being reflective of the built form changes in Carlton in the later twentieth century, when contemporary architects were responsible for some celebrated new developments which, in turn, challenged the typical building form and character of the suburb.

(i) The issue

The issue is whether the Heritage Overlay (HO94) should be applied to RMIT Building 94 at 23-37 Cardigan Street, Carlton.

(ii) Evidence and submissions

RMIT University (RMIT) objected to the application of the Heritage Overlay to Building 94. It relied on the evidence of Ms Riddett, who criticised the depth of research associated with the heritage citation and the Statement of Significance. Her evidence was that:

- the documentation associated with the Amendment *“raises some fundamental questions, throws up inconsistencies and is silent on some aspects which I would consider to be fundamental to know in order to make a critical judgement about any heritage merits which Building 94 might have”*
- further research needs to be completed to *“fill in the blanks and to sort out inconsistencies in the information”*
- the comparative analysis is inadequate and not in accordance with PPN01
- Leo Von Schaik’s program of commissioning progressive architects to design RMIT’s buildings is not justification for the application of a Heritage Overlay
- Building 94 was the work of Allan Powell in association with Pels Innes Neilson Kosloff, however there is no information as to the roles which they played and this should be researched and clarified
- although the building won a RIAA Victorian Chapter Award of Merit in 1996, there is some doubt about how objective award juries have been and winning an award does not automatically signify that a building is of heritage significance
- in her opinion the design composition of the building is unresolved, however this should be clarified with further research – noting the RIAA award citation refers to *“contemporary impossibility of an architecture of resolution”* and clever resolution, but other authors state the design was intentionally unresolved
- in 2002 the building was not nominated in the list of the 30 (finally 35) best buildings in Victoria
- the building has not been widely written up or studied in depth and not enough is known to objectively claim any level of significance
- the building was constructed only 24–26 years ago and *“it is generally accepted that approximately 50 years is the minimum effluxion of time in order to make an objective assessment of the heritage significance of a place”*.

Ms Riddett concluded:

...no case has been made to include Building 94 in a Heritage Overlay at this time.

RMIT made submissions for Building 94 that were similar to the general objections to inclusion of Buildings 51, 56 and 57 in a Heritage Overlay, discussed in Chapter 6. These issues are not repeated here. It also submitted:

- the key question is whether the aesthetics of this building are of sufficient value to the community to warrant regulatory intervention
- the documented objective basis of recognition in the heritage citation is a 1996 RIAA merit award within the institutional category and this does not provide strong evidence of heritage value
- published references to Building 94 are by persons associated with Powel and RMIT and not wider scholarship
- attributing aesthetic significance to Building 94 on the basis that it reflects built form changes in Carlton is an indirect way of characterising the subject building as individually significant.

Ms Gray on behalf of Council gave evidence that:

- the heritage citation provides a very sound basis to justify the application of heritage Criteria E
- the building is a unique structure that includes complex massing and use of materials to produce a style that is difficult to categorise and in her opinion the design of the building is intentionally unresolved
- the unique qualities of the building make it difficult to apply conventional comparative analysis, however the approach adopted in the Carlton Heritage Review is acceptable and appropriate in the circumstances
- the building is recognised in a variety of publications and is extensively cited
- the VHR guidelines state that a generation or 25-30 years is a reasonable timeframe before a place should be considered of heritage value rather than 50 years as stated by Ms Riddett
- the RAlA award is not the basis for the application of Criterion E, however it does demonstrate design merit
- the Statement of Significance explains the heritage significance of the place in sufficient detail, noting the middle paragraph under the heading 'Why is it significant?' is most important.

The Peer Review considered Building 94 and concluded it met the threshold of local significance and supported application of the Heritage Overlay. It included extensive additional research and made a number of recommendations regarding further information that could be added to the heritage citation, such as:

- reference to the name of the builder
- detail in relation to scholarly attention
- further detail regarding RMIT's building program
- additional comparisons from University of Melbourne and Allan Powell's broader oeuvre.

The Peer Review supported the application of Criterion E and noted the Statement of Significance *"should make more explicit reference to the architect's theoretical position, referred to as 'Facture', to underpin the 'particular aesthetic qualities' inherent in the building's exuberant expression of contrasting forms and finishes"*.

The Peer Review concluded there was also a case to apply Criterion F (technical significance) and H (associative significance):

Criterion F

It is considered the Criterion F should also be invoked in the Statement of Significance. The building, which won a major architectural award and has otherwise been subject to discussion and/or illustration in a range of books and articles (including overseas publication in at least one British journal) is demonstrably testament to "a high degree of creative achievement".

Criterion H

The building can be considered as a highly significant breakthrough project for leading Melbourne architect Allan Powell, who was previously highly regarded for relatively small scale residential work and restaurant fit-outs. Completion of this project, evidently his first large-scale commission, paved the way for a number of subsequent high-profile projects of similar scale. As such, it occupies a highly significant place in the architect's body of work.⁷

⁷ Document 5, Attachment 1, page 38

Ms Gray accepted some minor changes could be made to the heritage citation, such as the addition of the builder's name. She considered the comparative analysis suitable to support the assessment of significance and the issues relevant to Criterion F and H (professional and peer recognition including awards and the association with Powell and relevance to his design ethos and interests) are both addressed appropriately under Criterion E. As a result, Ms Gray did not see the need to make any changes to the Statement of Significance.

Ms Riddett made no comment about the Peer Review in her evidence statement or evidence-in-chief. RMIT did not comment on the Peer Review.

In response to submissions, evidence and the Peer Review, Council submitted:

- the aesthetics of Building 94 are of sufficient value to warrant application of a Heritage Overlay
- the evidence of Ms Riddett should not be accepted because:
 - she inappropriately focused on the reference in the citation and Statement of Significance to the fact the building has won an award, without appropriately conceding this was not claimed to be an element of significance
 - her personal views about the objectivity of architectural awards generally were unrelated to the award won by Building 94
 - she agreed in response to questions asked in cross-examination that critical recognition can be an appropriate indicator of significance
 - whether the composition of the building is resolved or unresolved is unrelated to the threshold of local significance pursuant to Criterion E
 - assertions that Building 94 had not been widely written up or studied were made in the absence of knowledge of a number of instances in which the building had been noted or discussed in relevant publications (such as provided in Documents 22-26 and referred to in the Peer Review)
 - reference to the 2002 Best Buildings in Victoria has no relevance to the threshold of local significance (or indeed State significance)
 - her assertion that 50 years is the minimum effluxion of time for a place to be included in the Heritage Overlay was made without any ability to reference an appropriate source for that time threshold, other than it was her understanding it was 'common practice'
 - the VHR guidelines note a time period of 25-30 years is an acceptable time period
- for the reasons expressed by Ms Gray, it did not seek to include Criteria F or H in the Statement of Significance
- no changes to the Statement of Significance were necessary.

(iii) Discussion

The Panel is satisfied that the depth of research and analysis in the Carlton Heritage Review is acceptable and provides a sound foundation and strong justification for the application of the Heritage Overlay to Building 94. As noted with regard to Buildings 51, 56 and 57, research associated with the Peer Review and some of the evidence of Ms Riddett showed that further investigations can reveal additional information, however the Panel considers the original research is satisfactory and demonstrates the rigour required to justify heritage significance.

The Panel agrees with RMIT the key question is whether the aesthetics of this building are of sufficient heritage value to warrant application of the Heritage Overlay. Again the test is aesthetic

significance, rather than beauty or universal affection for a building, and the Panel accepts that there will be differing views. This is common with varying styles of architecture, and affection for certain buildings or periods of architecture often varies across time. However, the Panel considers that the research demonstrates that Building 94 is a significant building of the late twentieth century, for its massing, diverse façade, use of materials and colour that justify application of Criterion E and is therefore of heritage significance.

The building is widely cited in various publications and demonstrates a high level of design achievement. The RAIA award is an indicator of peer regard, although is not of itself determinative of aesthetic significance. Furthermore, it is not necessary for buildings to win an award to substantiate heritage significance and most places in a Heritage Overlay in Victoria have not won awards. The Panel also considers it is irrelevant to the consideration of local heritage significance that the building was not in a list of the top buildings in Victoria. Inclusion on such a list would elevate the bar for local heritage consideration to an inappropriate level and the Panel notes that some buildings of State heritage significance would fail to meet this benchmark.

The comparative analysis in the Carlton Heritage Review is generally acceptable. The Panel agrees with Ms Gray that the unique qualities of the building presented some challenges with respect to comparable places of heritage significance in Melbourne. As previously noted, PPN01 states that some comparative analysis is required to substantiate the significance of each place but it is not prescriptive. It is always possible to find different comparators, however it is not necessary to research every comparator to demonstrate sufficient comparative analysis. The approach adopted in the Carlton Heritage Review is an appropriate response in the circumstances.

The Panel accepts that the Statement of Significance includes sufficient explanation regarding professional and peer recognition including awards, and the association with Powell and his design ethos and interests within the context of Criterion E. Further work would be needed to justify Criteria F and H.

Although the building is relatively young, it is within the time period generally accepted appropriate for heritage consideration and consistent with the VHR guidelines. The Panel does not accept that a period of 50 years is necessary before a place may have heritage significance.

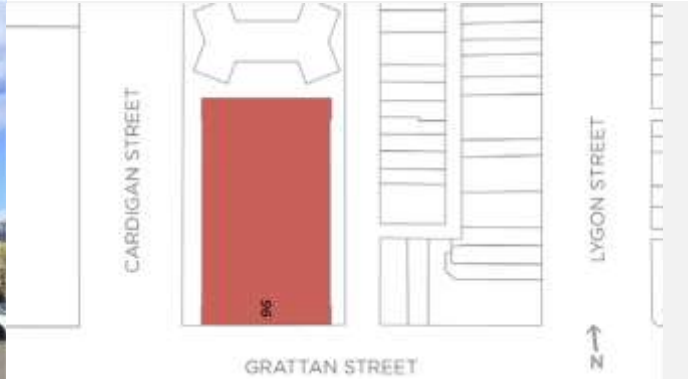
(iv) Conclusions

The Panel concludes:

- There is sufficient justification for the application of a Heritage Overlay to Building 94.
- The building demonstrates massing, use of materials and colour that elevate the design qualities of the building to justify application of Criterion E.
- The building is widely cited in various publications and demonstrates a high level of design achievement.
- The comparative analysis is generally acceptable and the approach is appropriate having regard to the unique qualities of the building.
- The Statement of Significance includes sufficient explanation regarding professional and peer recognition including awards, and the association with Powell and his design ethos and interests within the context of Criterion E.
- Further work would be needed to justify technical significance (Criterion F) and associative significance (Criterion H).
- The building is within the time period generally accepted appropriate for heritage consideration and consistent with the VHR guidelines.

7.2 Royal Women's Hospital Carpark, 96 Grattan Street, Carlton (HO1391)

Exhibited Statement of Significance



What is significant?

The Cardigan House Carpark, formerly the Royal Women's Hospital Carpark, constructed in 1974 and located at the corner of Grattan and Cardigan streets, Carlton, is significant.

How is it significant?

The Cardigan House Carpark constructed in 1974 and located at the corner of Grattan and Cardigan streets, Carlton, is of local aesthetic significance and of representative value.

Why is it significant?

The Cardigan House Carpark, formerly the Royal Women's Hospital Carpark, is of aesthetic significance (Criterion E). It was constructed in 1974 to a design by noted architects Mockridge, Stahle and Mitchell, in the Brutalist style. The architectural practice were highly regarded for their comprehensive body of work, which ranged across ecclesiastical, institutional, educational, commercial and residential projects. The carpark was constructed at a time when the Royal Women's Hospital was significantly expanding its local services and facilities in response to the post-war population boom. The subject building, a substantial steel-framed brick and concrete building of seven carpark levels with an additional office level, remains highly externally intact to its 1970s design. It is distinguished by the heavy off-form concrete balustrades to the angled carpark ramps, as expressed to the two long west and east elevations. The ramps act as a visual counterfoil to the building's solid brick service block volumes at either end of the facades, and read as spans 'slung' between brick 'pylons'. Stylistically, the building draws on a number of mostly earlier international and local examples of both Brutalist buildings, and the carpark typology. As a carpark, it is striking, robust and bold, with a powerful presence to its Grattan and Cardigan streets corner. Mockridge, Stahle and Mitchell also achieved with this building, as they did with others of their broadly contemporary designs, a monumental building which is both strong and simple in its form and expression.

The Cardigan House Carpark is also of representative value (Criterion D). It demonstrates some of the principal characteristics of a multi-storey carpark, as evolved internationally from the 1920s, and as seen in earlier examples in Melbourne. These include the clearly expressed open carpark levels or ramped decks with balustrades, in this case of heavy off-form concrete with a curved form; the ground floor vehicle entry and exits; and the integrated commercial/office spaces, here located to the top of the building.

(i) The issue

The issue is whether the Heritage Overlay (HO1391) should be applied to the Cardigan House Carpark (formerly the Royal Women's Hospital Carpark) at 96 Grattan Street, Carlton.

(ii) Evidence and submissions

The CRA submitted the former Royal Women's Hospital Carpark is surrounded by fine grain heritage properties in Dorrit Street to the east and Grattan Street to the south. It said although the multilevel carpark building was constructed well before key heritage and built form controls were introduced, *"it is difficult to comprehend how any striking, robust and bold architecture, which is so disrespectful of its immediate heritage context, should now be accorded heritage significance"*. The CRA said application of the Heritage Overlay to the carpark would *"set a most unfortunate precedent for any valued heritage environment"*.

Submitter 10 said *"it is a struggle to understand how we can heritage-protect a modern car park"* and noted the building:

- is not valued by the community
- encourages car usage which contributes to pollution
- is not adaptable and heritage protection will restrict its future development for more sustainable land uses
- has a *"terrible street interface"*.

No objections were submitted from the owners of 96 Grattan Street.

Ms Gray noted the assessment and recognition of places from the post-World War 2 period is now an accepted part of heritage practice and said the building:

- was designed by architects Mockridge, Stahle and Mitchell in the Brutalist style and is a substantial steel-framed brick and concrete structure of seven carpark levels with an additional office level
- draws on a number of mostly earlier international and local examples of Brutalist buildings and evolving carpark typology
- contrasts in scale, form and design when compared with traditional nineteenth and early twentieth century building stock in Carlton
- has aesthetic and representative significance unrelated to the values of the surrounding HO1, other than for the historical connection with the former hospital site opposite
- satisfies Criteria D and E and the proposed individual Heritage Overlay is warranted and supported.

The Peer Review considered the former Royal Women's Hospital Carpark and concluded it met the threshold of local significance and supported application of the Heritage Overlay. It included extensive additional research and made a number of recommendations regarding further information that could be added to the heritage citation, such as:

- reference to the name of the builder
- the 'date of the building' should be more correctly identified as 1971-1974, noting that it was designed at time when the Brutalist style was *"somewhat nascent"* in Melbourne
- additional historical content on the Royal Women's Hospital's development of residential accommodation in addition to the carpark and consulting suites should be included
- descriptive content, additional analysis of remnant landscaping and consideration of whether these relate to an original scheme by Beryl Mann should be provided
- the comparative analysis could be expanded.

With respect to Criterion D (representativeness) the Peer Review concluded:

While the subject building may well demonstrate the principal characteristics of a class of cultural places (that is, multi-storey carpark), it should really be considered as an outstanding

example rather than merely a representative one. The additional research and comparative analysis undertaken for this peer review demonstrates that the subject building is an exceptional example of its type:

- as one of the last manifestations of the initial post-WW2 boom of multi-storey city car parks from the mid-1950s to the early 1970s
- as one of the first of a subsequent generation of multi-storey car parks provided specifically for specific facilities such as hospitals, which continued from the early 1970s onwards
- as a seven-storey building with parking space for 600 cars, it was one of the largest multi-storey car parks yet erected in Melbourne
- as one of the first multi-storey car parks built outside the Melbourne CBD, and the first to be expressed as a wholly freestanding building (with three street frontages)
- as the most architecturally distinguished multi-storey car park building to have been erected in Melbourne since Total House in Russell Street (1962-65)

As such it is considered that Criterion F, for demonstration of creative and technical achievement, should therefore be invoked, rather than Criterion D, for representativeness.

The Peer Review supported application of Criterion E and noted:

The discussion of aesthetic significance under Criterion E should clarify that the building is an outstanding exemplar of Japanese Brutalism, rather than Brutalism in a general sense. Attention should be drawn to the fact that the building makes explicit allusions to the work of a specific Japanese architect, Kunio Mayekawa, whose leitmotif of overscaled bulging beam-like elements culminated in his design for the Kinokuniya Bookstore in Tokyo (1964), the most likely precedent for the subject building. While a number of buildings in Melbourne of the later 1960s and '70s display the pervasive influence of Japanese Brutalism, these specific allusions to Mayekawa's work are rare and exceptional (and perhaps unique) at the local level, and probably on a broader scale. As such, they need to be acknowledged for their "particular aesthetic significance" (Criterion E).

The Peer Review also considered the place meets Criterion H (special associations with the life or works of a person, or group of persons of importance in our history) for its association with Mockridge Stahle and Mitchell.

In response to the Peer Review, Ms Gray stated:

- it would be appropriate to recognise the date of the design (1971-1972) as well as that of construction (1973-1974)
- the name of the builder, the Lewis Construction Company, should be added to the citation
- the development of flats by the hospital is already noted in the citation and no change is necessary
- the remnants of the original landscaping scheme on site do not warrant recognition and no tree controls are recommended
- while the expanded comparative analysis and additional information in the Peer Review is of interest, the analysis in the Carlton Heritage Review is considered appropriate and sufficient to establish local significance.

Ms Gray said the place meets Criteria D (representative) and E (aesthetic) significance and there is no requirement to reference the additional Criteria F (high degree of creative or technical achievement at a particular period) or H (associational significance). She concluded:

Essentially, the difference is one of emphasis and how the values are recognised in the statement and citation. The high design qualities of the building and the skill and achievement of the architects, Mockridge Stahle and Mitchell in executing this design are recognised in the response against Criterion E in the statement of significance and there is no need to reference Criteria F or H. Similarly, the building clearly does demonstrate the key characteristics of the typology and is a fine example, satisfying Criterion E.

Council supported the recommendations of Ms Gray and submitted no further changes to the Statement of Significance were necessary except for the change of date of construction from '1974' to '1971-1974', as shown in Document 28.

(iii) Discussion

The Panel acknowledges the former Royal Women's Hospital Carpark is different in scale and typology to the surrounding fine grain heritage places, however, this is not a reason to disqualify it from heritage assessment. While car parking structures of this form and scale may not accord with contemporary planning and urban design principles, they are representative of a period in Melbourne's history. It is legitimate to consider whether a Brutalist building of this type has heritage significance and, as Ms Gray noted, the assessment and recognition of places from the post-World War 2 period is now an accepted part of heritage practice.

The Amendment seeks to apply the Heritage Overlay to the carpark as an individually significant place and is separate to the surrounding heritage values expressed in HO1. This is an appropriate approach and distinguishes the unique heritage values of the carpark from the surrounding area.

The research and analysis in the Carlton Heritage Review is acceptable and it provides a sound foundation and strong justification for the application of a Heritage Overlay to the place. The research associated with the Peer Review considered that the Statement of Significance could be further expanded to include additional information. Although this additional information is of interest, the Panel considers the original research is satisfactory and demonstrates the rigour required to justify heritage significance.

The comparative analysis in the Carlton Heritage Review is generally acceptable and the Peer Review provided further comparative assessment. The Panel accepts that the extent of analysis completed as part of the Amendment is appropriate.

The content of the Statement of Significance is generally acceptable and the Panel agrees with Ms Gray that the building is of aesthetic significance (Criterion E) and is of representative value (Criterion D). The additional recommendations in the Peer Review are not considered necessary as the essence of these matters are included within the explanation of Criterion E and the heritage citation. Further work would be needed to justify Criteria F and H.

The Panel agrees the date of construction should be amended. The Statement of Significance should also differentiate the design and the construction periods. It is incorrect to say the building was constructed between 1971-1974. The design of the building occurred between 1971-1972 and construction occurred between 1973-1974. The Panel considers it unnecessary to repeat the design and construction dates under all three headings in the Statement of Significance and this information is best located under the heading 'Why is it significant?'.

The title of the Statement of Significance for the place should also be amended from 'Royal Women's Hospital Carpark, 96 Grattan Street, Carlton ...' to 'Cardigan House Carpark (former Royal Women's Hospital Carpark) ...' to be consistent with the references throughout the Statement of Significance. This change should be reflected in the corresponding places in the Schedule to Clause 43.01 (Heritage Overlay) with respect to HO1391 and the Schedule to Clause 72.04 (Documents incorporated in this Planning Scheme).

(iv) Conclusions and recommendations

The Panel concludes:

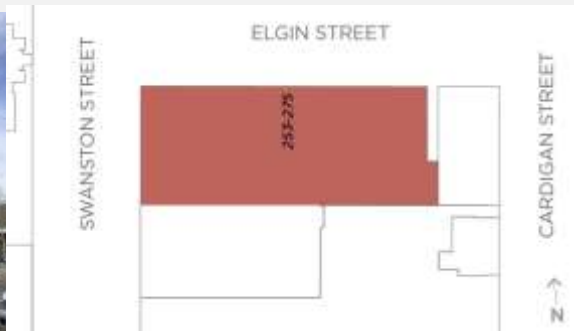
- The assessment and recognition of places from the post-World War 2 period is now an accepted part of heritage practice and it is legitimate to consider whether a Brutalist building of this type has heritage significance.
- There is sufficient justification for the application of a Heritage Overlay (HO1391) to 96 Grattan Street, Carlton.
- The comparative analysis is generally acceptable.
- HO1391 distinguishes the unique heritage values of the carpark from the surrounding area.
- The building is of aesthetic significance (Criterion E) and is of representative value (Criterion D).
- Further work would be needed to justify technical significance (Criterion F) and associative significance (Criterion H).
- The content of the Statement of Significance is generally acceptable but the date of construction should be amended.
- The Statement of Significance should differentiate the design period (1971-1972) and the construction period (1973-1974).
- The title of the Statement of Significance should be amended to be consistent with the references throughout the Statement of Significance.

The Panel recommends:

- 5. Amend the Statement of Significance for 96 Grattan Street, Carlton (HO1391), as shown in Appendix E3, as follows:**
 - a) Under the heading 'What is significant?' and 'How is it significant?' delete the words 'constructed in 1974 and'**
 - b) Under the heading 'Why is it significant?' modify the second sentence to state the building was designed in 1971-1972 and constructed in 1973-1974**
 - c) Amend the title of the Statement of Significance to 'Cardigan House Carpark (former Royal Women's Hospital Carpark), 96 Grattan Street, Carlton (November 2022)'.**
- 6. Amend the name of the heritage place in the Schedule to Clause 43.01 (HO1391) and the Schedule to Clause 72.04 to 'Cardigan House Carpark (former Royal Women's Hospital Carpark), 96 Grattan Street, Carlton (November 2022)'.**

7.3 University of Melbourne Earth Sciences Building (HO1392)

Exhibited Statement of Significance



What is significant?

The University of Melbourne's Earth Sciences Building at 253-283 Elgin Street, Carlton was constructed in 1975-77 and is significant.

How is it significant?

The University of Melbourne's Earth Sciences Building at 253-283 Elgin Street, Carlton, is of local aesthetic significance.

Why is it significant?

The University of Melbourne's Earth Sciences Building, also known as the McCoy Building after Sir Frederick McCoy the university's first Professor of Geology, is of aesthetic significance (Criterion E). It was constructed in 1975-77 to a design by architects Eggleston, Macdonald and Secomb (EMS), which was heavily influenced by Brutalism. EMS commenced their design work for the University of Melbourne with the much celebrated Beaurepaire Swimming Centre, of 1954-57, and following its success went on to design numerous buildings for the University and for other tertiary institutions in Victoria and elsewhere, over a thirty year period. The commission for the subject building also occurred at a time when the University was expanding beyond its original campus landholding, and in the context of a 1970 campus masterplan by architects Ancher Mortlock Murray and Woolley. The subject building is highly externally intact to its 1970s design, with Brutalist influences evident in the extensive use of off-form concrete, in this instance accentuated by using sandblasted timber plank formwork to highlight the grain and heighten the textural effect; in the visually arresting arrangement on the north side of the building of long concrete pedestrian ramp set within the double-height colonnaded loggia, concrete stairs at the west end, and concrete pedestrian bridge over Swanston Street which all converge on the entrance landing at second floor level; and the large mass of the building which is seen to visually rest on narrow concrete columns to Elgin Street.

Aesthetically, the subject building is on a design trajectory which was followed by EMS in the 1960s through to the 1970s, whereby they increasingly used subdued colour and concrete in their work, including earlier work for the University of Melbourne. It also follows other slightly earlier Brutalist buildings for the University, by other architects. The subject building is additionally a robust building with a powerful presence to its Elgin and Swanston streets corner, and is particularly distinguished to Elgin Street through the exhaustive use of off-form concrete, and the double-height loggia which contains the interacting concrete 'entry' elements (ramp, stairs, east end of pedestrian bridge).

(i) The issues

The issues are:

- Whether the Statement of Significance for the Earth Sciences Building is appropriate

- Whether it is appropriate for an incorporated document to provide permit exemptions for particular works to the building, and if so, what should be included in the incorporated document.

(ii) Relevant policies, strategies and studies

253-283 Elgin Street, Carlton, known as the Earth Sciences Building within the University of Melbourne, was identified as significant within the Carlton Heritage Review, which recommended a Heritage Overlay on the basis of its aesthetic significance (Criterion E).

The Peer Review suggested some additional changes be made to the citation for the Earth Sciences Building:

- update the date to 1973-77 rather than 1975-77 to recognise that the design was resolved in 1973
- reference a relief sculpture by the Czech sculptor George Friml, provided as a gift to the Australian people by the Australian Polish community, located on the Swanston Street wall of the building (albeit largely concealed by vegetation)
- recognise the place as being of historical significance (Criterion A) for its association with the planned post-war expansion of the university beyond its campus, and in association with a 1970 masterplan.

(iii) Evidence and submissions

Ms Gray agreed the construction date in the Statement of Significance should be changed in accordance with the recommendations in the Peer Review. She also supported making reference to the relief sculpture under the 'Site description' in the citation, noting that it did not contribute to the aesthetic values for which the place is recommended for heritage listing.

Ms Gray also highlighted that a recent site inspection revealed a sequence of geological specimens in chronological order with associated plaques along the Elgin Street frontage, being of interest in reflecting the buildings associations with the School of Earth Sciences. She supported reference to this geological installation in the site description of the citation.

Ms Gray did not however support the additional criteria of local historical significance (Criterion A). While she considered that the relationship of the building with the 1970s masterplan is of interest, she noted that the masterplan for the block to the east of Swanston Street was not implemented in any meaningful way, and in that context, did not meet Criterion A.

Hansen Partnership on behalf of the University of Melbourne made a submission to the Amendment (Submissions 1 and 1a). The University submitted that following a review by a heritage expert engaged by the University, that it did not oppose the inclusion of the Earth Sciences Building within an individual Heritage Overlay (HO1392).

The University of Melbourne submitted that while the Statement of Significance was generally clear, robust and well researched, that a number of changes should be made. The requested changes were to add a statement that the elevated pedestrian bridge from the Earth Sciences Building across Swanston Street and the adjoining Thomas Cherry building are not significant. Council agreed to this request and provided an updated Statement of Significance with this change.

The University of Melbourne also submitted that to allow for the ongoing management of the Earth Sciences Building, that an incorporated document that exempts certain works from requiring

a planning permit should be implemented into the Planning Scheme as part of the Amendment. This would relate to matters such as:

- the ability to install external lighting
- security system
- construct or display signage connected to university purposes provided each sign did not exceed 1.5 square metres and is not located above the building
- install a solar energy facility not visible from the intersection of Swanston and Elgin Streets
- install mechanical equipment
- install fire safety equipment
- construct a rainwater tank of no more than 10,000 litres that is not visible from the opposite side of Swanston or Elgin Street
- replace glazing to a similar tint
- carry out soft landscaping and paving works etc.

The University of Melbourne submitted that the implementation of an Incorporated Plan would not represent a transformation of the Amendment, despite not forming part of the exhibited material. Council agreed that the inclusion of an incorporated document was not transformative and would not warrant re-exhibition. Council noted that the potential heritage value of the Earth Sciences Building was subject of extensive notice, and a person of interest would have viewed the University of Melbourne's submission, including the request for an incorporated document. Council also noted other circumstances where Panels considering heritage amendments have accepted incorporated documents to exempt minor buildings and works where the proposed document was not exhibited as part of the process, citing Amendments C207melb and C258melb.

At the Hearing a draft version of the incorporated document prepared by the University of Melbourne was provided together with preliminary comments from Council. Council's preliminary comments sought to delete any exemptions for signage and extend the test of visibility of roof structures from anywhere along Elgin Street, rather than just from the intersection with Swanston Street. They also added a qualifier to the ability to carry out soft landscaping and paving works to exclude the removal of the exposed aggregate paving adjacent to the Earth Sciences Building.

The University of Melbourne submitted that some signage should be exempt from requiring a permit, if it was associated with the university purposes and limited to no more than 1.5 square metres in area. They also submitted that Elgin Street is a very long street and visibility at a long distance away should be accepted.

In its Part C submission Council provided an October 2022 version of the incorporated document that accepted all parts of the document with the exception of the following:

- Construct or display a **direction** signage. ~~connected to university purposes, including but not limited to directional signage or signage that identifies the University, provided that no individual sign exceeds 1.5m² in area, and is not located above the building.~~
- Erect a roof top solar energy facility that is not visible from ~~the intersection of Swanston Street and~~ Elgin Street **up to the intersection of Elgin and Lygon Streets.**
- Install services normal to the building including chimneys, fume cupboard extracts, flues and mechanical (heating, cooling and ventilation) systems **that are not visible from Elgin Street up to the intersection of Elgin and Lygon Streets.**

- Construct a rainwater tank with a capacity not exceeding 10,000 litres, that is not visible from the opposite side of Swanston Street or ~~opposite side of~~ Elgin Street **up to the intersection of Elgin and Lygon Streets.**

These changes sought to limit the signage exemptions to direction signage only, consistent with the current exemptions under the zone. Council also amended the criteria of visibility for various roof top works from Elgon Street, to the intersection of Elgin Street and Lygon Street.

Council accepted that soft landscaping and paving works could be exempt from requiring a permit and this would include the removal of the original exposed aggregate concrete paving adjacent to the building, on the basis that it was not readily visible from the public realm.

(iv) Discussion

The University of Melbourne's Earth Sciences Building is highly externally intact to its 1970s design, with Brutalist influences, including extensive use of off-form concrete. The Heritage Overlay will recognise the aesthetic heritage significance of this building at the intersection of Elgin and Swanston Streets.

The Panel accepts the evidence of Ms Gray that Criteria A should not be applied. The Panel also accepts the inclusion of words to recognise that the pedestrian bridge and Thomas Cherry building are not significant.

On this basis, the Panel supports the amended Statement of Significance.

The Panel agrees with the University of Melbourne and Council that the inclusion of the incorporated document to allow exemptions for minor works will not transform the Amendment. It will allow for the continued exemption for a number of minor works that are currently provided for at Clause 62.02-1 of the Planning Scheme, that would otherwise require a permit under the Heritage Overlay. The use of an incorporated document to provide permit exemptions where a Heritage Overlay is applied is a tool that is used elsewhere for sites within the Melbourne Planning Scheme and elsewhere across Melbourne, and reduces the administrative burden for Council for minor matters and allows for the efficient operational needs of the University.

The Panel considers that the final version of the incorporated document as provided for in Council's Part C submission, dated October 2022 strikes the right balance in allowing for some exemptions while still requiring a permit where there may be implications for the heritage significance of the building. The test of whether works such as solar systems or water tanks are visible from Elgin Street at the intersection with Lygon Street provides a sensible compromise between views anywhere along Elgin Street and restricted to just the intersection with Swanston Street. Allowing for direction signage is consistent with the current exemptions that apply to the site and other parts of the university.

(v) Conclusions and recommendations

The Panel concludes:

- That the University of Melbourne's Earth Sciences Building at 253-283 Elgin Street, Carlton is of local aesthetic significance and HO1392 is appropriate.
- That the updated Statement of Significance dated October 2022 should be adopted.
- That the incorporated document allowing for exemptions for minor works is appropriate and that Council's Part C version should be adopted.

The Panel recommends:

7. **Amend the Statement of Significance for the Earth Sciences Building (HO1392), as shown in Appendix E4.**
8. **Adopt the Incorporated document shown in Appendix F and make reference to this Incorporated document at the Schedule to Clause 43.01 for HO1392 and in the Schedule at Clause 72.04 of the Melbourne Planning Scheme.**

7.4 207-221 Drummond Street, Carlton (HO1395)

Exhibited Statement of Significance



What is significant?

The office building at 207-221 Drummond Street, Carlton, constructed in 1986-7 to a design by architects Steve Ashton and Howard Raggatt, is significant.

How is it significant?

The office building at 207-221 Drummond Street, Carlton, is of local aesthetic significance.

Why is it significant?

The office building at 207-221 Drummond Street, Carlton is of aesthetic significance (Criterion E). It was designed by architects Steve Ashton and Howard Raggatt (soon to be Ashton Raggatt McDougall Pty Ltd, or ARM) for the Church of England and constructed by PDA Projects in 1986-7. The design was shaped by budgetary constraints and the Church's wish for easily rentable spaces and financial returns. It is aesthetically significant, as a substantially externally intact early work of Ashton and Raggatt, just before Ian McDougall joined the partnership, and although relatively modest in scale, it was a precursor to their later and often grander celebrated work. ARM, in the period following completion of 207-221 Drummond Street, went on to become one of Australia's premier architectural practices.

Prominently located to the corner of Drummond and Grattan streets, the exterior of the building, with its contrasting façade treatments, is noted for its panels of overlapping yet commonplace materials (brickwork, concrete panels with exposed aggregate, rendered panels, aluminium framed openings) cleverly arranged so as to suggest the various components are in transition and breaking or sliding apart. At the centre of the composition – the corner to Drummond and Grattan streets – the brick and contrasting panels cleverly part to reveal an inner skin of glass, while also angling up in height to emphasise the corner. Added to this is the elevated entrance to Drummond Street, which appears to sit behind another break in the façade; and the cross bracing and steel tie plates to the same façade which (visually if not structurally) suggest a counter to the expansion of the building and bring it into a tense equilibrium.

More broadly, the building is also of aesthetic significance for being reflective of the built form changes in Carlton in the later twentieth century, including the 1980s, when contemporary architects were responsible for some celebrated new developments which, in turn, challenged the typical building form and character of the suburb.

(i) The issue

The issue is whether the Heritage Overlay (HO1395) should be applied to the office building at 207-221 Drummond Street, Carlton.

(ii) Evidence and submissions

Submitter 10 objected to the application of a Heritage Overlay (HO1395) to 207-221 Drummond Street and noted:

- the building is a modern office and is not valued by the community
- heritage merit seems to be based on what architects like, not Carlton residents
- consultants *“have designated their pet projects as pieces in a modern museum”* – but streets should not become *“exhibits for outsiders”*
- the building is on a huge site that could be developed for homes in the future, but heritage protection will severely limit what is possible and the building is not adaptable for future uses post-Covid.

No objections were submitted from the owners of 207-221 Drummond Street.

Ms Gray gave evidence that the building:

- is a two-storey office building constructed in 1986-7
- satisfies Criterion E (aesthetic significance)
- is significant as a substantially externally intact early work of Ashton and Raggatt, for its clever composition with contrasting facade treatments, and more broadly for being reflective of the built form changes in Carlton in the later twentieth century, when contemporary architects were responsible for some celebrated new developments which challenged the typical building form and character of the suburb.

The Peer Review considered the building and concluded it met the threshold of local significance and supported application of the Heritage Overlay. It included extensive additional research and made a number of recommendations regarding further information that could be added to the heritage citation and the Statement of Significance, such as:

- amending the date of construction and likely year of design to 1986 rather than 1986-87
- including discussion of conservation guidelines and heritage advisors in the planning process as a key influence on the design of the building
- adding more detail around the evolution of the design
- adding detail on the ‘flurry of publicity and prizes’ associated with the building
- reference to the tilt slab concrete construction in the descriptive material
- correcting the date for the Housing Commission Victoria Holland Court development (should be 1992 not 1988)
- potential to expand the comparative analysis.

The Peer Review agreed the building was of aesthetic significance and said the Statement of Significance should be expanded to refer more explicitly to the theoretical underpinnings of its design (fragmentation and collage). It also considered additional criteria is met, including Criterion F (technical significance) based on the high degree of creative achievement and Criterion H (associative significance) based on its status as an early ‘breakout’ project for Ashton and Raggatt (later ARM).

In response to the Peer review, Ms Gray said the citation and Statement of Significance were generally sound and consistent with the level of assessment under PPN01. She said although

further work and analysis could be undertaken, this was not required for an assessment of local heritage significance and to define the relevant values.

Ms Gray acknowledged the heritage citation could be updated to include additional information about the context of urban conservation controls and heritage advisory services. She said the citation and Statement of Significance could be amended to:

- clarify of the construction date (1986 rather than 1986-87)
- include additional detail of journal coverage and awards
- include reference to the tilt slab construction.

Ms Gray said the description of Criterion E in the Statement of Significance adequately addresses the key values, including the association with the early phase of Ashton and Raggatt as a precursor to the later success of ARM, the building's distinctive design characteristics, and the design response to the Carlton context. She did not consider the building to meet Criterion H given the wide and celebrated body of work produced by ARM over the life of that practice and said the association is appropriately recognised in the response under Criterion E.

Council supported the recommendations of Ms Gray and submitted a revised version of the Statement of Significance (Document 28) that varied the date of construction to 1986 and modified 'Why is it significant?' to state:

The office building at 207-221 Drummond Street, Carlton is of aesthetic significance (Criterion E). It was designed by architects Steve Ashton and Howard Raggatt (soon to be Ashton Raggatt McDougall Pty Ltd, or ARM) for the Church of England and constructed by PDA Projects in 1986-7. The design was shaped by budgetary constraints and the Church's wish for easily rentable spaces and financial returns. It is aesthetically significant, as a substantially externally intact early work of Ashton and Raggatt, just before Ian McDougall joined the partnership, and although relatively modest in scale, it was a precursor to their later and often grander celebrated work. ARM, in the period following completion of 207-221 Drummond Street, went on to become one of Australia's premier architectural practices. Following its completion, the building received attention in both the architectural and mainstream press and was the recipient of at least two architectural awards.

Prominently located to the corner of Drummond and Grattan streets, the building is constructed of 150mm load bearing concrete tilt slabs which are variously left exposed or 'dressed' to achieve a layered effect, some plain, some with an exposed aggregate finish, others with brick cladding or concrete blockwork. The design also features banks of aluminium framed windows, steel and metal details, and expressed steel framing. The exterior of the building, with its contrasting façade treatments, is noted for ~~its~~ these panels of overlapping yet commonplace materials (brickwork, concrete panels with exposed aggregate, rendered panels, aluminium framed openings) cleverly arranged so as to suggest the various components are in transition and breaking or sliding apart. ...

....

(iii) Discussion

The Carlton Heritage Review has appropriately and objectively considered the heritage significance of 207-221 Drummond Street, Carlton. The Panel does not agree with submissions that the heritage assessment was based on 'what architects like'. Detailed analysis completed by qualified and experienced heritage experts has clearly established the heritage significance of the place.

The impact of the application of a Heritage Overlay on future development potential is discussed in Chapter 4 and is not repeated here.

Based on the information in the heritage citation and the Statement of Significance, the Panel accepts the building is of aesthetic significance (Criterion E). It considers the revised Statement of

Significance presented by Council (Document 31) improves understanding of the significance of the place and addresses relevant deficiencies identified in the Peer Review. The description of Criterion E in the revised Statement of Significance adequately addresses the key heritage values. Additional detail is included in the heritage citation, which provides helpful context and background information. Further work would be required to apply technical significance (Criterion F) and associative significance (Criterion H).

(iv) Conclusions and recommendations

The Panel concludes:

- There is sufficient justification for the application of a Heritage Overlay (HO1395) to 207-221 Drummond Street, Carlton.
- The building is of aesthetic significance (Criterion E).
- Further work would be needed to justify technical significance (Criterion F) and associative significance (Criterion H).
- The content of the Statement of Significance is acceptable subject to the changes suggested by Council (in Document 31).

The Panel recommends:

- 9. Amend the Statement of Significance for 'Office building, 207-221 Drummond Street, Carlton' (HO1395), as shown in Appendix E5, as follows:**
 - a) Under the heading 'What is significant?' and 'Why is it significant?' amend the date of construction to '1986'**
 - b) Under the heading 'Why is it significant?' include additional references to citations in publications, awards and concrete tilt slab construction features.**

7.5 Punt Road Oval, Richmond (HO1400)

(i) What the amendment proposes

The Amendment seeks to remove the Punt Road Oval from the East Melbourne and Jolimont Precinct (HO2) and apply a new site-specific Heritage listing (HO1400). It also seeks to provide a Statement of Significance to be an Incorporated document at Clause 72.04 and for the Punt Road Oval (Richmond Cricket Ground) Heritage Review 2021 to be a policy reference at Clause 22.05- Heritage Places Outside the Capital City Zone.

The exhibited Statement of Significance is as follows:

Exhibited Statement of Significance



What is significant?

The Punt Road Oval (Richmond Cricket Ground) at Punt Road, East Melbourne, which was cleared, levelled and fenced in 1856 and used for the first time as a cricket ground in November 1856, is significant.

Elements that contribute to the significance of the place include (but are not limited to):

- the oval
- grassed embankments on the south and east sides and at the southeast corner of the ground
- the restriction of built form to the west and north boundaries of the ground
- open sides to the ground and transparent perimeter fencing on the east (Punt Road)
- south (Brunton Avenue and railway line) boundaries
- the landmark qualities of Punt Road Oval
- the Jack Dyer Stand (1913–14) and 1927 west wing addition.

Elements that contribute to the significance of the Jack Dyer Stand include (but are not limited to):

- the building's original curved plan form, materials and detailing, built to the design of architects Thomas Watts & Son
- the 1927 west wing addition built to the design of architect Frank Stapley
- the building's relatively high integrity to its early design to all elevations
- the hip and gabled roof form
- the pattern and size of original fenestration
- slender cast iron and timber columns, decorative timber brackets and timber fretwork frieze;
- and
- other decorative details.

More recent buildings, including the administration building, the David Mandie Building, and the remnant red brick building, are not significant. The fabric of recent landscaping such as the cyclone wire fencing and gates around the perimeter of the ground, the pipe rail fencing around the oval, and

the northeast corner wall and the Spotted Gum in the southeast corner of the ground are not significant.

More recent alterations and additions to the Jack Dyer Stand, including changes at podium level, modern external stairs, new openings in the curved north elevation, and commentary box within the stadium seating area are not significant.

How is it significant?

Punt Road Oval (Richmond Cricket Ground) at Punt Road, East Melbourne, is of local historical, representative, aesthetic, social, and associative significance to the City of Melbourne.

Why is it significant?

The Punt Road Oval, occupying the Traditional Country of the Wurundjeri Woiwurrung people of the East Kulin Nation, is of historical significance as part of the former Richmond Paddock (Yarra Park), which was used as an East Kulin living area, ngarrga and ceremonial ground, both prior to the British colonisation of Port Phillip and during the early settlement period in the 1830s and 1840s. It was used as a ngarrga and ceremonial ground in the 1840s. (Criterion A)

The Punt Road Oval, as part of the former Richmond Paddock (Yarra Park) that was set aside in 1837, is of historical significance for its use for the policing and administrative purposes of the colonial government of the Port Phillip District. From 1837, the wider area was used by Police Magistrate William Lonsdale, by the Mounted Police and the Native Police, and by officers of the Port Phillip Aboriginal Protectorate. (Criterion A)

The Punt Road Oval is of historical significance as an early cricket ground in Melbourne that was established in 1853 and used by the Richmond Cricket Club from 1856. It was used as a cricket ground for over 150 years and was the venue for significant events including interstate matches and as a training ground for the Aboriginal Cricket Team in 1867–68. (Criterion A)

The Punt Road Oval, established as the Richmond Cricket Ground in 1853, is of historical significance for its use as an early football ground from 1860 and its association with the early Richmond football team from that time, and for its earlier role in the development of the code of Australian Rules football in 1858; as the home ground for the present Richmond Football Club from 1885 to 1964 and for its use (up until the present time) as the club's training ground and administrative centre. The development of the ground from 1907 when the club was accepted into the Victorian Football League, and through the early and mid-twentieth century, reflects the significant growth in membership of the Richmond Football Club over this time and the growing spectator base for Richmond home games. This period saw the construction of a large Edwardian grandstand in 1913–14 (named the Jack Dyer Stand in 1998), built to a design by architects Thomas Watts & Son and extended in 1927 to a design by architect Frank Stapley; a second grandstand, the Members Stand (later named the EM King Stand), erected in 1937–38 and since demolished; and other changes to the ground over time. (Criterion A)

The brick Edwardian era Jack Dyer Stand is of representative significance as an example of the larger and more elaborate football stands that emerged in the late nineteenth century and early twentieth century. It retains key distinguishing features of its original 1913 design by Thomas Watts & Son and the matching 1927 extension designed by architect Frank Stapley. The stand is distinguished from the earliest known grandstand designed by Thomas Watts which is at Maryborough (1895) by its curved plan. The curved plan form is not typical for grandstands of this era. An earlier example is the 1909 Ald Gardiner Stand, Princes Park. (Criterion D)

The Punt Road Oval, as part of the former Richmond Paddock (Yarra Park) set aside in 1837, is of social significance for its important associations with the Aboriginal history of Melbourne; this includes being part of the wider Richmond Paddock that was a traditional East Kulin living area, and ngarrga and ceremonial ground that continued to be used as such into the 1840s, and being occupied by the Native Police Corps as a site for police training and police barracks. The Punt Road Oval, formerly the Richmond Cricket Ground, is also significant for its use as a training venue in 1867–68 for the Aboriginal Cricket Team made up of men from different parts of Victoria, and its current use as a training centre for Indigenous youth. (Criterion G)

The Punt Road Oval is of social significance for its long association with the Richmond Football Club, which used the oval as its home ground from 1884 until 1965; for its use by Richmond Football Club as a training ground and administrative centre from 1965 until the present day; and for its association with earlier Richmond football teams that also used the ground from 1860. The community for whom the place is significant includes members and supporters of the Richmond Football Club; past and present players, coaches and staff of the Richmond Football Club; residents of Richmond; and Melburnians more broadly. This community has had a strong attachment to the place for over 130 years. This attachment is strengthened by the strong and distinctive community identity of Richmond through much of the twentieth century. This was heavily anchored in local working class politics that promoted fierce loyalty and physical toughness, which translated easily to football—for many Richmond supporters, ‘Tigerland’ is another name for Richmond. The social significance of the place as the former home ground of the Richmond Football Club resonates in the continued use of the ground for training; as the site of post-grand final premiership celebrations; and its powerful symbolic meaning to Richmond residents and followers of the Richmond football team who regard the ground as the spiritual home of the club. Its resonance is strengthened by the ground’s presence and visibility from major transport corridors (Punt Road, Brunton Avenue, the multi-track railway line and Richmond Railway Station) and within Yarra Park, making it a prominent landmark in the local area. The Richmond Cricket Ground is also of potential social significance to players, coaches and other staff, members and supporters of the Richmond Cricket Club, which was based at the ground for over 150 years—from 1854 until relocating to Waverley Park in 2011. (Criteria E and G)

The Punt Road Oval is of significance for its association with champion Richmond footballer John (‘Jack’) Raymond Dyer (1913–2003). Nicknamed Captain Blood, Dyer was captain–coach of Richmond in the 1930s and 1940s and one of the greats of the game, recognised for his strategic play, fine marking and straight kicking. He was selected numerous times for the Victorian team and was inducted into the Australian Football Hall of Fame. A bronze statue of Dyer was erected outside the ground in 2003 and the 1913–14 grandstand was named in his honour in 1998. (Criterion H)

The Punt Road Oval is of significance for its association with Thomas Wentworth Wills (1835–1880), first-class cricketer and co-founder of Australian Rules football. Wills was a member of the Richmond Cricket Club and one of its leading players in the 1850s and 1860s; he was also selected for intercolonial matches. In 1858–59 he was a co-founder of a new code of football suitable for conditions in the Colony of Victoria. Initially known as Melbourne rules football and later as ‘Australian rules’, this was the first game of football in the world to be formally codified. (Criterion H)

Primary source

Punt Road Oval (Richmond Cricket Ground) Heritage Review (Context, 2021)

(ii) The issues

The issues are:

- whether the Punt Road Oval should be removed from HO1 and listed individually
- whether the extent of the Heritage Overlay boundary is appropriate
- whether the Statement of Significance should be changed.

(iii) Relevant background, amendment and studies

The land formerly known as the ‘Richmond Cricket Ground and Pavilion’ has historically been included in Council’s heritage inventory and graded C in the East Melbourne and Jolimont Precinct (HO2). Amendment C258melb sought to convert heritage gradings from the previous A to D system to a contemporary Significant, Contributory and Non-Contributory category system. The Richmond Cricket Ground and Pavilion was recommended to be identified as ‘significant’. However, as a result of an error, the conversion did not occur.

A follow up Amendment, C396melb Finalisation of the Heritage Places Inventory, again omitted to include the Richmond Cricket Ground and Pavilion in error. The C grading was restored in Amendment C414melb (gazetted 11 Nov 21).

The Punt Road Oval (Richmond Cricket Ground) Heritage Review, 27 October 2021 (Heritage Review), prepared by Context (now GML Heritage) undertook a full heritage review of the Richmond Cricket Ground and Pavilion and formed the basis of the Amendment. This included the name change to the Punt Road Oval (Richmond Cricket Ground).

In addition to the heritage amendments, Planning Scheme Amendment C421melb (gazetted 30 Jun 2022) introduced the Specific Controls Overlay to the Punt Road Oval to facilitate the redevelopment and refurbishment of the facility. This included allowing for the demolition of the existing Jack Dyer Stand and replacement with a new grandstand; expansion and realignment of the existing oval; and the construction of a new facility to foster community and cultural organisations.

(iv) Evidence and submissions

Dr Christina Dyson, gave heritage evidence on behalf of Council. Dr Dyson was one of the authors of the Heritage Review.

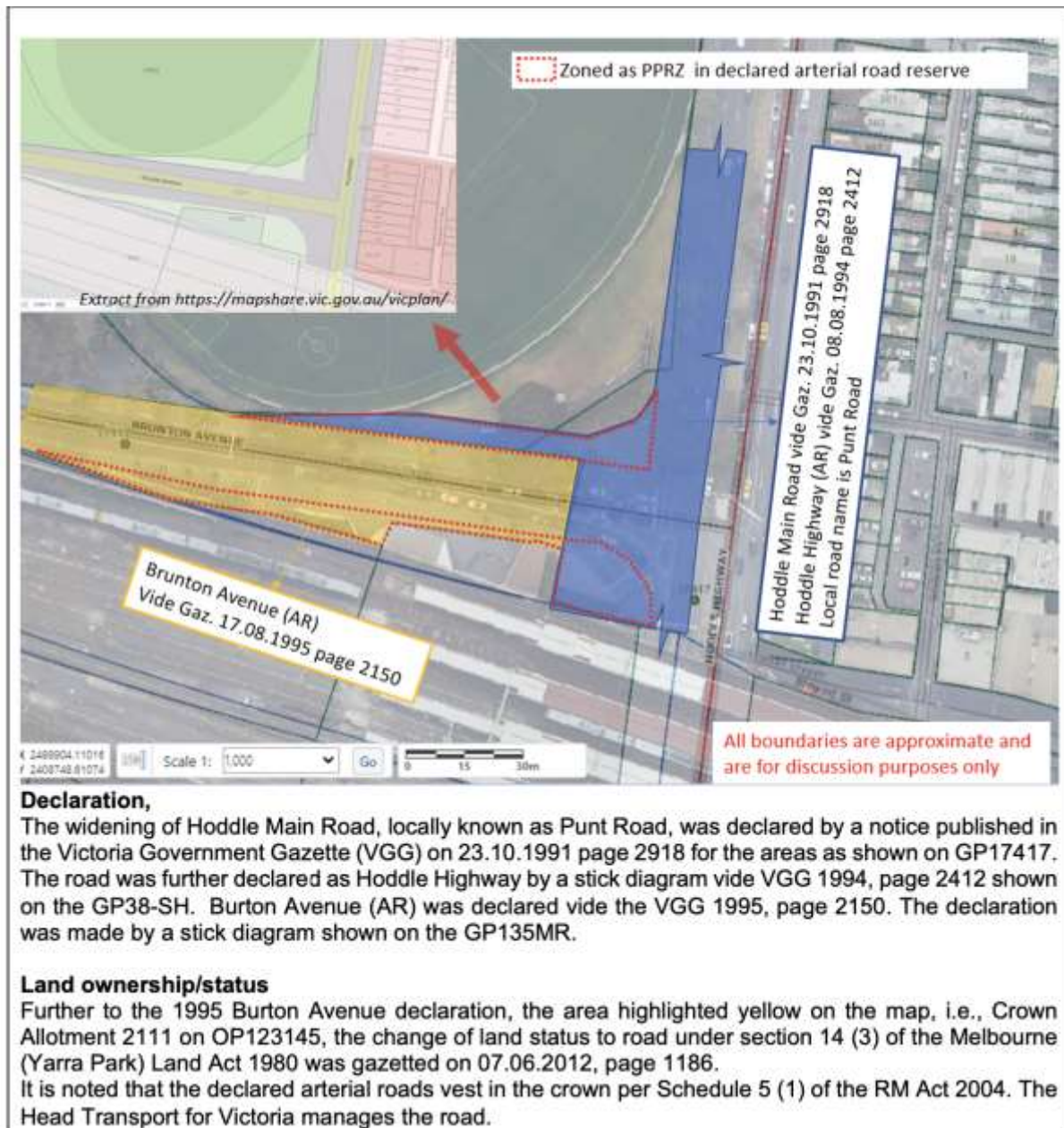
Dr Dyson supported the Heritage Review's findings that Punt Road Oval (Richmond Cricket Ground) had historical (Criterion A), representative (Criterion D), aesthetic (Criterion E), social (Criterion G) and associative significance (Criterion H) to the City of Melbourne.

Dr Dyson's evidence was that the Punt Road Oval could have appropriately remained in the HO2 given the historical connections with Yarra Park. However, DELWP advised that the place would not be able to have its own Statement of Significance, because that would not be consistent with other significant places within HO2. Accordingly, Dr Dyson supported the removal of the Punt Road Oval from HO2, and be made an individual listing in the Heritage Overlay.

The Heritage Review recommended that the extent of the Heritage Overlay should extend to the Punt Road 'property boundary', including some small areas in the southeast corner currently not included within the HO2, on the basis that it provides appropriate curtilage to the heritage place. It considered that this would ensure that its landmark qualities are retained and protected. Dr Dyson noted that given Yarra Park is included in HO194 and registered on the VHR (H2251), the curtilage did not extend into Yarra Park.

The Department of Transport (Submission 9) submitted that the proposed extent of the overlay now includes land currently declared as an arterial road, but incorrectly zoned on the Planning Scheme map as Public Park and Recreation Zone (PPRZ). See Figure 4 below.

The submission requested that the Planning Scheme maps be amended to show the land as a Transport Zone 2. While noting that this rezoning did not form part of the exhibited Amendment, it submitted that it would be consistent with direction 22 in Ministerial Direction – The Form and Content of Planning Schemes that requires a road which is declared as an arterial road under the Road Management Act to be shown as Transport 2 Zone and that this Amendment would be an efficient time to correct this anomaly.

Figure 4 **Extent of declared arterial road reserve, Department of Transport submission**

Despite the above, the Department of Transport supported the Amendment and was prepared to accept the proposed Heritage Overlay modifications given that there are planning permit exemptions to certain uses, buildings and works at Clauses 36.04, 43.01, 62.01 and 62.02 of the Planning Scheme.

Council's Part C submission noted it had sought clarification from its GIS team in relation to the site boundary. The boundary that the proposed overlay is to be applied to is the 'Building Boundary' or lease boundary, that defines the occupation by the Richmond Football Club rather than a property boundary. It follows the outer fencing line on the southern and eastern sides of Punt Road Oval. Council's final position was that there should be no change to the extent of the overlay as exhibited, however that the Heritage Review should reference 'building boundary' rather than property boundary.

Council submitted that the rezoning of the land as requested by the Department of Transport is not within the scope of the Amendment.

The Richmond Football Club (RFC) (Submission 5) made a submission to the Amendment in relation to changes to the Punt Road Oval heritage controls.

The RFC have used the Punt Road Oval facility as their training and administrative facility since the Club's establishment in 1885. RFC supported the continued recognition of Punt Road Oval as a place of local heritage significance, however submitted that the Statement of Significance should be amended to more appropriately reflect the heritage of the site. The club raised the following issues:

- Concerns with the citation referring to Richmond Cricket Ground, given that the Richmond Cricket Club now plays in Glen Waverley, although accepting the historical relationship of cricket in this location.
- Under What is Significant?
 - Queried the reference to the significance of the oval given that the fabric and configuration has varied over time.
 - Lack of detail to why the grassed embankments on the south and east sides of the ground are given significance.
 - Insufficient detail of the significance of the lack of built form to the west and north boundaries of the site, considering this to be a way the site has evolved rather than an element or physical feature.
 - Lack of clarity with reference to open sides to the ground and transparent fencing on the east (Punt Road) and south (Brunton Avenue and railway line) boundaries. The cyclone wire fencing is elsewhere identified as not being significant.
 - Lack of clarity around what 'landmark qualities' of the Punt Road Oval mean.
 - Lack of detail around 'other decorative details' of the Jack Dyer Stand (1913-14) and the 1927 west wing addition.
- Disagreed that the site has associative significance. While agreeing that Jack Dyer was a champion of the club and his status has been recognised in the naming of the grandstand, questioned whether an individual player is appropriate criterion for associational significance. Also questioned the attribution of local significance for an association with Thomas Wills.
- Accepts that the site is of social significance, however considered the reference to 'Melbournians more broadly' too strong and should be removed.
- Questioned why the heritage place is being given aesthetic significance, noting that while it may be visible from a range of locations, that does not necessarily equate with landmark status or aesthetic significance.

The National Trust (Submission 7) strongly supported the proposed upgrading of the significance of Punt Road Oval, for its historically significant long-standing associations with the Richmond Cricket Club and Richmond Football Club, and the assessment of significance under Criteria A, D, G and H.

In response to Submissions 5, 7 and 9, Dr Dyson's evidence was as follows:

- The Citation reference to Richmond Cricket Club recognises its early use and is the place name recorded in historical records, including the Public Building file held at the Public Records Office of Victoria. Dr Dyson stated that it is appropriate and common practice to include an original and long historical use of a place in the citation. However she

considered that the Statement of Significance should be updated to reference that cricket stopped being played at the ground in 2011.

- Agreed that elements of long-standing do not necessarily make an element significant, however that the approach in determining significance was based on the Burra Charter, and were determined because of their ability to demonstrate the history of a place, the historic and long-standing activities associated with the place or for their particular aesthetic qualities.
- The restriction of built form contributes to the landmark quality of the place, and PPN01 recognises that an absence of built form can be the basis for heritage significance.
- That landmark generally refers to a feature that becomes a reference point in a landscape. The oval is a large visual reference point along Punt Road and adjacent to the railway. It is a social and cultural reference point, and this justification should be added to the citation.
- Clarified that the *“slender cast iron and timber columns, decorative timber brackets and timber fretwork frieze, gable end details, and vents”* are the decorative elements that are significant in the Jack Dyer Stand.
- Agreed that the reference to social values in the Statement of Significance could be amended to refer to *“members and supporters of the Richmond Football Club; past and present players coaches and staff of the Richmond football Club”*, and the reference to landmark qualities could refer to *“for residents of Richmond and Melbournians more broadly”*.
- Considered that the aesthetic criterion was appropriate, noting that the Burra Charter requires consideration of *“is the space distinctive within the setting or prominent visual landmark?”* in assessing aesthetic significance.
- Considered that Criterion H was appropriate given that the association with Jack Dyer was direct and enduring, however agreed that the connection with Thomas Wills was possibly not sufficiently sustained to warrant Criterion H. Therefore recommends reference to Thomas Wills be removed.

A post-exhibition version of the Statement of Significance was provided reflecting the above changes.

The RFC supported the changes proposed in the evidence of Dr Dyson and the post-exhibition version of the Statement of Significance, however considered that they did not go far enough. The submission stated that it would be appropriate for the City of Melbourne to commit to a revised Statement of Significance after the demolition of the existing Jack Dyer stand (expected to be early in 2023) associated with the redevelopment of the site.

The submission was that the social and associated sporting significance of the Punt Road Oval is more important than the built form aspects of the facility.

In relation to the post-exhibition changes to the Statement of Significance, RFC advised:

- It supported the qualifier words that the fabric and configuration of the oval are not significant
- Did not agree that the grassed embankments on the south and east sides of the ground are significant, and although the amended version confirms that the fabric and configuration is not of significance, still consider that this element should be removed
- Consider that the revised words referencing the open sides to the ground and transparent perimeter fencing on the east (Punt Road) and south (Brunton Avenue and

railway line) boundaries to be a description rather than something of significance and remain confusing

- Questions the views into the ground from the public domain as being something of significance
- Questions whether Punt Road Oval as separate to Yarra Park is a landmark
- Considers that references to the Jack Dyer stand will need to be removed once demolition has occurred and mentions the red bricks that are elements that are being re-purposed with the construction of the new stand
- Requested that the Panel recommend that the Heritage Review be updated to be consistent with the revised Statement of Significance.

Council did not agree with suggestions that the Statement of Significance should remove references to the Jack Dyer Stand on the basis that demolition has been approved, given that existing permissions may not be acted on. In that circumstance, future planning decisions should have regard to the present heritage values. Council did however agree that if the stand is removed, that a further amendment could be undertaken to review the heritage significance of the site.

During the evidence of Dr Dyson, the Panel asked several questions relating to:

- the views into the ground, noting that from its site inspection, there were no views to the oval from Brunton Avenue given the mounding, vegetation and level changes
- whether the mounding in the south/east corner of the site itself was significant, or whether it had changed over time
- highlighted the confusion with references to fencing not being significant, yet stating that transparent perimeter fencing is significant
- questioned whether the paint controls were intended to relate to the entire site (including newer buildings) or just the existing Jack Dyer stand.

As a result of these discussions, Council circulated an Updated Statement of Significance dated October 2022, in addition to the post-exhibition changes in response to submissions.

(v) Discussion

There was general agreement among parties that the Punt Road Oval has heritage significance and at least criteria A (historical), D (representative), and G (social) should apply. The RFC questioned whether Criterion E (aesthetic) and Criterion H (associative) were applicable, and the National Trust did not mention Criterion E in their supporting submission.

Generally the Panel is satisfied that the changes in the Updated Statement of Significance dated October 2022 are appropriate and address the inconsistencies identified and make further clarification where needed. These together with the post post-exhibition changes also address a number of the RFC submissions.

In relation to Criterion E the Statement of Significance includes limited discussion around aesthetic significance, grouping this with a paragraph on social significance. While the RFC did not consider the site being aesthetically significant beyond being part of Yarra Park, the Panel accepts that it is a landmark of Melbourne, sited at a visually prominent position at the intersection of Punt Road and Brunton Avenue, opposite the Richmond train station. This has been a long-standing part of Melbourne's urban fabric with the oval itself visible from the key transport corridors. On this basis, the Panel accepts Criteria E should apply.

The Panel also accepts that Criteria H is appropriate, with Jack Dyer being a prominent Richmond footballer. While there is no doubt many other 'greats' of the game, he is a significant associative figure in the places history.

Council confirmed that the schedule to HO1400 should note that external paint controls apply to the Jack Dyer Stand only, rather than more broadly across the site. The Panel also notes that on advice that the proposed new stand to is also to be called the Jack Dyer stand, it may be prudent to reference the dates 1913-14 and 1927 in the external paint control.

In relation to the boundary line of the proposed Heritage Overlay, the Panel considers it somewhat unusual that Council is pursuing the overlay on land that is a declared arterial road, and that has a different extent to the recently approved Specific Controls Overlay that applies to the site. It also does not consider that the additional land beyond the current extent of the Heritage Overlay would provide further meaningful curtilage to the Punt Road Oval, this seeming to be the basis for the boundary alignment. However, on the basis that Dr Dyson supported this boundary alignment; that DoT were content with the exemptions in the Planning Scheme for roadworks; and that the RFC did not object, the Panel does not make any recommendations to amend the alignment from what was exhibited. It is noted however, that with any amendment to rezone this land to the Transport 2 Zone, it may be appropriate to also realign the Heritage Overlay.

Finally, the Panel questioned why the Statement of Significance did not include the word 'former' Richmond Cricket Ground in its title, given that it ceased operating as this use over 10 years ago. While Dr Dyson stated that it was common to use the historic name, the Panel notes that there are many other instances of where the words 'former' are used in Statements of Significance within the Melbourne Planning Scheme, such as the Former Coles and Garret Building (HO1306); Former Exhibition Towers (HO1333); Former AMP Building (HO1321).

(vi) Conclusions and recommendations

The Panel concludes:

- That the Punt Road Oval has historical (Criterion A), representative (Criterion D), aesthetic (Criterion E), social (Criterion G) and associative significance (Criterion H) to the City of Melbourne.
- That it is appropriate that the Punt Road Oval be taken out of HO2 and included in its own Heritage Overlay listing.
- That the updated Statement of Significance dated October 2022, incorporating post-exhibition and other changes made during the Panel Hearing should be adopted.
- That the paint controls in the schedule to the overlay should identify that external paint controls only apply to the Jack Dyer Stand 1913-14 and 1927.

The Panel recommends:

- 10. Amend the Statement of Significance for the Punt Road Oval (HO1400), as shown in Appendix E6 to:**
 - a) Update the elements that contribute to the significance of the place under 'What is Significant'**
 - b) Update the discussion in 'Why is it significant?' to reference that cricket ceased being played at the ground in 2011; and clarify its social and aesthetic significance**
 - c) Remove reference to significance in association with Thomas Wentworth Wills**

- 11. Amend the Heritage Overlay Schedule 1400 to provide for external paint controls only for the Jack Dyer Stand 1913-14 and 1927 wing.**

8 Other matters

8.1 Amendment C396melb

Council submitted a number of proposed changes in the Amendment have already been made through the finalisation of Amendment C396melb, that was a Heritage Grading Corrections Amendment, gazetted on 7 July 2022. Amendment C396melb finalised the conversion of places that required further review or had been incorrectly graded as part of Amendment C258melb. This included changes to 32 properties within the Carlton Heritage Review study area, converting heritage gradings from the previous A-D system to significant/contributory/non-contributory.

This Amendment included some of the changes now approved through Amendment C396melb, in the event that C396melb did not proceed, and also to include the corrections as part of the Carlton Heritage Review.

Council submitted the following changes to the Amendment are now required as a consequence of the gazettal of Amendment C396melb, to remove duplication between the amendments.

Table 4 Changes to the Amendment as a consequence of Gazettal of Amendment C396melb

Heritage Overlay Number	Proposed change	Affected parts of the Planning Scheme
HO70	Remove the proposed deletion of HO70 from 16-22 Orr Street, Carlton (due to demolition)	Schedule to 43.01 Map 8HO
HO96	Remove the proposed deletion of HO96 from 106-108 Queensberry Street, Carlton (due to demolition)	Schedule to 43.01 Map 5HO
HO117	Remove the proposed deletion of HO117 from 784-786 Swanston Street and 253-275 Elgin Street, Carlton (due to demolition)	Schedule to 43.01 Map 5HO
HO90	Remove the proposed amendment to the address for HO90 – 59 Queensberry Street, Carlton to 53-63 Queensberry Street, Carlton in Schedule to Clause 43.01 The Amendment will retain: <ul style="list-style-type: none"> the proposed inclusion of the place name for HO90 'Former Catholic Apostolic Church' in the Schedule to Clause 43.01 the proposed Statement of Significance for this place listed in the Schedule to Clause 43.01 and the Schedule to Clause 72.04 	Schedule to 43.01
HO57	Remove the proposed amendment to the address for HO57 – Kathleen Syme Education Centre (former Primary School Number 112) 251 Faraday Street, Carlton to Kathleen Syme Education Centre (former Primary School Number 112) 249-263 Faraday Street, Carlton	Schedule to 43.01

HO68	Remove the proposed amendment to the address for HO68 – from Trades Hall 2 Lygon Street and 172 Victoria Street, Carlton to Trades Hall 2-40 Lygon Street, Carlton	Schedule to 43.01
HO809	Remove proposed mapping change to: <ul style="list-style-type: none"> • apply HO809 (29-31 Rathdowne Street, Carlton) to 29-31 Rathdowne Street, Carlton and remove HO992 (World Heritage Environs Area Precinct) • remove HO809 from 35 Rathdowne Street and apply HO992 	Map 8HO
HO35	Remove the changes to the Planning Scheme maps to extend HO35 to include 22 Cardigan Street, Carlton	Map 8HO
HO57	Remove proposed change to delete HO57 from 112 Faraday Street, Carlton and apply HO1	Map 5HO
Various	Remove the proposed changes to the heritage category in the Heritage Places Inventory Part A for the following properties: <ul style="list-style-type: none"> • 18 Cardigan Street (HO35) • 20 Cardigan Street (HO35) • 22 Cardigan Street (HO35) • 92-94 Drummond Street (HO1) • 96 Drummond Street (HO1) • 334-344 Drummond Street (HO45) • 16 Barkly Street within 1-13 Elgin Street (HO1) • 249-263 Faraday Street (HO57) • 2-40 Lygon Street (HO68) • 98-126 Lygon Street (HO66) • 320 Lygon Street (HO1) • 331-335 Lygon Street (HO1) • 414-422 Lygon Street (HO1) • 180 Palmerston Street and 180A-204 Palmerston Street within 178-204 Palmerston Street (HO976/HO1) • 221-239 Palmerston Street (HO65) • 144-146 Queensberry Street (HO807/HO97) • 19 Queensberry Street (HO87) • 21 Queensberry Street (HO88) • 23 Queensberry Street (HO89) • 53-63 Queensberry Street (HO90) • 29-31 Rathdowne Street (HO809) • 97-105 Rathdowne Street (HO105) • 107 Rathdowne Street and 109 Rathdowne Street within 107-123 Rathdowne Street (HO992) • Victorian Art Statue Store, 25 Victoria Place (HO1) 	Incorporated document

Various	Remove the proposed changes to remove entries in the Heritage Places Inventory Part B for properties that have already had their heritage grade converted from the A-D grading system to the Significant/Contributory/Non-contributory category system	Incorporated document
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Source: Document 5 – Council Part A submission, Attachment 5

The Panel agrees that proposed changes to the Planning Scheme in the Amendment that have already been implemented in Amendment C396melb should be deleted from the Amendment (but not the Planning Scheme). Council should carefully check that all of the places listed by Council in Document 5 (Attachment 5) have been amended correctly by Amendment C396melb.

The Panel recommends:

- 12. Delete proposals in Amendment C405melb that have been implemented in Amendment C396melb.**

8.2 Minor corrections

At the Hearing, Council identified two minor corrections to the Amendment documentation.

First, in the Schedule to Clause 43.01 the address for HO27 should be changed from ‘Terrace Row, George’s Terrace and Clare House 51-65 Cardigan Street, Carlton’ to ‘Terrace Row, George’s Terrace and Clare House 51-71 Cardigan Street, Carlton’.

Second, the title of the Statement of Significance for HO1393 should read: ‘Statement of Significance: RMIT Building 71, 33-89 Lygon Street, Carlton (also known as 42-48 Cardigan Street, Carlton) (November 2022)’. Although the property has a Lygon Street address in the Council data base, its frontage and ‘practical address’ is Cardigan Street. The proposed change helps this understanding. Council submitted similar modifications should be made to other instances in the Statement of Significance where the address is referenced.

The Panel supports these changes.

The Panel recommends:

- 13. Amend the address for HO27 in the schedule to Clause 43.01 to state ‘Terrace Row, George’s Terrace and Clare House 51-71 Cardigan Street, Carlton’.**
- 14. Amend the title of the Statement of Significance for HO1393 to ‘Statement of Significance: RMIT Building 71, 33-89 Lygon Street, Carlton (also known as 42-48 Cardigan Street, Carlton) (November 2022) and make similar changes to other instances in the Statement of Significance where the address is referenced.**

8.3 Consistency check

The Panel notes there are minor inconsistencies in references to some heritage places in the Amendment documentation.

For example, the exhibited title of the Statement of Significance for HO64 is ‘Former Carlton United Hotels Precinct ...’, however in the body of the Statement of Significance the word ‘former’ is deleted and the word ‘united’ is changed to ‘union’ (‘Carlton Union Hotels Precinct’).

The Schedules to Clause 43.01 (HO64) and 72.04 refer to the ‘Former Carlton Union Hotels Precinct’, which is a further variation on the place name.

The Panel has not reviewed the name and address of every heritage place in all of the Amendment documentation. That is a matter for Council.

The finalisation of the Amendment documentation should ensure the names and addresses of heritage places are consistently applied, where relevant, in:

- Statements of Significance (title and body)
- the Schedule to Clause 43.01 (Heritage Overlay)
- the Schedule to Clause 72.04 (Documents incorporated in this Planning Scheme)
- the Heritage Places Inventory Part A.

Further, where changes to the exhibited versions of Statements of Significance are proposed, Council should ensure the changes (including the date) are also made to the title of the Statement of Significance in the Schedules to Clause 43.01 (Heritage Overlay) and Clause 72.04 (Documents incorporated in this Planning Scheme). This includes the Panel preferred versions of the Statements of Significance.

The Panel recommends:

- 15. Review the names and addresses of all heritage places in the Amendment to ensure they are applied consistently, where relevant, in the Statement of Significance, Schedule to Clause 43.01, Schedule to Clause 72.04 and the Heritage Places Inventory Part A.**

Appendix A Submitters to the Amendment

No.	Submitter
1	University of Melbourne
2	Royal Melbourne Institute of Technology University
3	Carlton Residents Association
4	Music Victoria
5	Richmond Football Club
6	Twelfth Red Tape Pty Ltd
7	National Trust
8	Jonathan Nolan
9	Department of Transport
10	Katie Roberts
11	Queensberry Street Pty Ltd
12	Australian Churches of Christ Global Missions Partners Ltd (Churches of Christ)

Appendix B Parties to the Panel Hearing

Submitter	Represented by
Melbourne City Council	Carly Robertson of Counsel instructed by Ann-Maree Drakos, City of Melbourne, who called expert evidence on: <ul style="list-style-type: none"> - Heritage (Carlton Heritage Review) from Kate Gray of Lovell Chen - Heritage (Punt Road Oval) from Christina Dyson of GML Heritage
University of Melbourne	David Barnes, Hansen Partnership
RMIT University	Sean McArdle of Counsel instructed by Matt Hughes of Hall & Wilcox, who called the following expert evidence: <ul style="list-style-type: none"> - Heritage from Robyn Riddett, Anthemion Group Pty Ltd
Carlton Residents Association	Ewan Ogilvy
National Trust of Australia (Victoria)	Felicity Watson
Katie Roberts	
Twelfth Red Tape Pty Ltd	Pippa Sampson of GE Lawyers
Queensberry Street Pty Ltd	Matthew Townsend of Counsel, instructed by Alex Gelber of HWL Ebsworth Lawyers
Australian Churches of Christ Global Missions	Rutendo Muchinguri of Counsel instructed by Rob Oxley of Tisher Liner FC Law
Richmond Football Club	Laura Thomas of Urbis

Appendix C Document list

No.	Date	Description	Provided by
1	26/8/22	Letter – from Panel to submitters advising of Directions Hearing	Planning Panels Victoria (PPV)
2	29/8/22	Letter – updated version of Document 1	“
3	9/9/22	Email – from Council to Panel referring late submissions regarding 148-150 Queensberry Street, Carlton: <ul style="list-style-type: none"> a) from HWL Ebsworth Lawyers on behalf of Queensberry Street Pty Ltd (Submission 11) b) from Tisher Liner FC Law on behalf of Australian Churches of Christ Global Missions Partners Ltd (Submission 12) 	Council
4	12/9/22	Letter – from Panel to parties regarding Directions, Distribution list and Hearing Timetable (version 1)	PPV
5	26/9/22	Council Part A submission, including Attachments: <ul style="list-style-type: none"> 1 – Carlton Heritage Review – Peer Review, Built Heritage, 25 June 2021 2 – Authorisation documentation 3 – Chronology of events 4 – Table of places and precincts where the Heritage Overlay is proposed 5 – Table of proposed changes to Amendment C405melb 6 – Proposed Amendment C405melb documents in response to submissions 7 – Exhibited HO1 Statement of Significance with tracked changes 	Council
6	“	Expert evidence statement – Kate Gray (Carlton Heritage Review)	“
7	“	Expert evidence statement – Christina Dyson (Punt Road Oval Heritage Review)	“
8	27/9/22	Expert evidence statement – Robyn Riddett	Hall and Wilcox
9	28/9/22	Email – from PPV to all parties including version 2 of Document List and Timetable	PPV
10	30/9/22	Council Part B submission, including Appendices: <ul style="list-style-type: none"> A – List of planning permits for Amendment submitter sites B – Planning Policy Framework translation (Amendment C409melb) of relevant heritage related provisions C – Council preferred version of University of Melbourne Incorporated Plan – Earth Sciences Building D – Notice of recommendation for VHR for John Curtin Hotel, letter from Heritage Victoria dated 18 July 2022 	Council

No.	Date	Description	Provided by
		E – Council submission to Heritage Victoria regarding Notice of recommendation for VHR for John Curtin Hotel, letter from City of Melbourne dated 20 September 2022	
11	“	PowerPoint presentation – Kate Gray	“
12	“	PowerPoint presentation – Christina Dyson	“
13	4/10/22	Submission – RMIT University	Hall and Wilcox
14	“	Extract from ‘Argus’, 17 May 1882 regarding ‘The proposed Working Men’s College’	“
15	“	Extract from ‘A skilled hand and cultivated mind, A guide to the architecture and art of RMIT University’, Edquist and Grierson, Second edition	“
16	“	Submission – University of Melbourne	Hansen Partnership
17	“	Submission – Carlton Residents Association	Ewan Ogilvy
18	“	Email – advising of counsel representing Australian Churches of Christ Global Missions Partners Ltd	Tisher Liner FC Law
19	5/10/22	Submission from Chinese Museum to Future Melbourne Committee (Melbourne City Council), 16/11/2021	Council
20	“	Submission – National Trust of Australia (Victoria)	Felicity Watson
21	“	Submission – Queensberry Street Pty Ltd	HWL Ebsworth
22	6/10/22	Extract from ‘Australian Architecture Now’, page 40	Council
23	“	Extract from ‘Design City Melbourne’, pages 228-229	“
24	“	Extract from ‘Poetics in Architecture’, pages 50-51	“
25	“	Extract from ‘Mastering Architecture’, page 145	“
26	“	Extract from ‘Architecture AU’, Allan Powell Valley, 5/4/2022	“
27	“	Updated Statement of Significance – HO97 – Lincoln Hotel and Environs Precinct, October 2022	“
28	“	Updated Statement of Significance – HO1391 – Royal Women’s Hospital Carpark, October 2022	“
29	“	Updated Statement of Significance – HO1392 – Earth Sciences Building (McCoy Building), October 2022	“
30	“	Updated Statement of Significance – HO1393 – RMIT Building 71, October 2022	“
31	“	Updated Statement of Significance – HO1395 – Office Building 207-221 Drummond Street, October 2022	“
32	“	Updated Statement of Significance – HO1398 – RMIT Buildings 51, 56 and 57, October 2022	“

No.	Date	Description	Provided by
33	“	Updated Statement of Significance – HO1400 – Punt Road Oval (Richmond Cricket Ground), October 2022	“
34	“	PowerPoint presentation – Katie Roberts	Katie Roberts
35	“	Submission – Richmond Football Club	Urbis
36	“	PowerPoint presentation – Richmond Football Club	“
37	7/10/22	Letter – from Panel regarding Directions for comments on updated Statements of Significance	PPV
38	“	PowerPoint presentation – Richmond Football Club, version 2	Urbis
39	“	Council Part C Submission including attachments: A – Memorandum tabled at Amendment C258melb Panel hearing regarding proposed approach to Inventory listings B – Part C version of University of Melbourne Earth Sciences Building Incorporated Document C – Part A Council submission to Amendment C396melb Panel hearing D – Part C Council submission to Amendment C387melb Panel hearing	Council
40	“	Email from Council regarding correct versions of Documents 27-33 on OneDrive (versions loaded at 4.20pm 6/10/22)	Council
41	11/10/22	Letter on behalf of Queensberry Street Pty Ltd in response to Part C updated HO97 Statement of Significance (Document 27)	HWL Ebsworth
42	14/10/22	Letter from Council in response to Document 41	Council
43	“	Updated version of Document 27 (Statement of Significance for HO97) in response to Document 41	“

Appendix D Panel preferred version of the Heritage Places Inventory

Extract of Panel preferred version of Heritage Places Inventory February 2020 Part A (Amended November ~~2020~~ 2022) for:

- 374-386 Cardigan Street
- 38 Dorrit Street
- 153 Drummond Street
- 81-109 Grattan Street
- 148-150 Queensberry Street

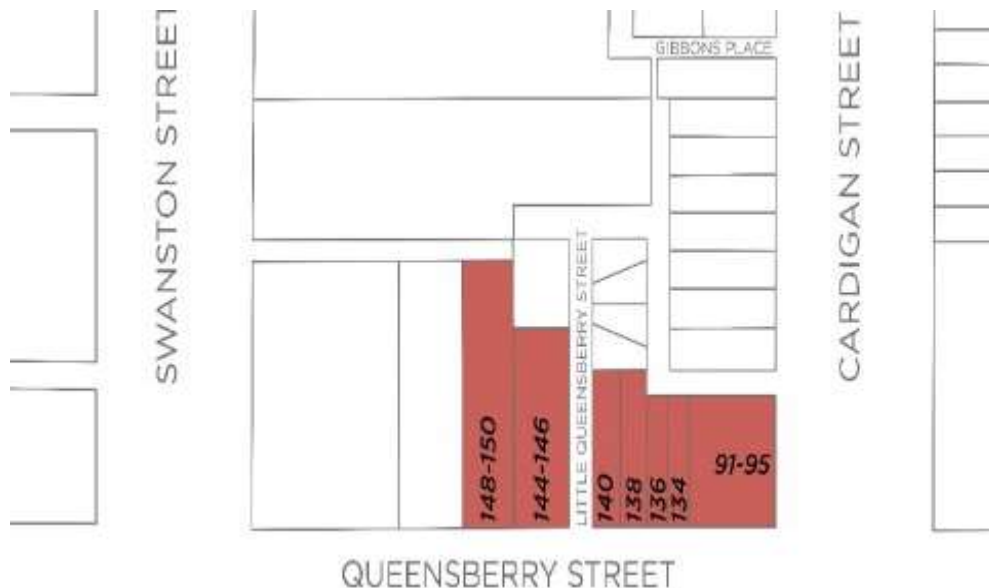
Street	Number	Building Category	Significant Streetscape
Cardigan Street	374-386, includes:	Contributory	-
	<ul style="list-style-type: none"> • 378 Cardigan Street • 380 Cardigan Street • 382 Cardigan Street • 242 Palmerston Street • 21 Waterloo Street • 23 Waterloo Street 	Contributory Contributory Contributory Contributory Contributory Contributory	- - - - - -
Dorrit Street	38	-Contributory	Significant
Drummond Street	153	-Contributory	Significant
Grattan Street	81-109, includes:	Significant	-
	<ul style="list-style-type: none"> • 101-103 Grattan Street • 105 Grattan Street • 107-109 Grattan Street (including 40-44 Grattan Place) 	Significant Significant Significant	- - -
Queensberry Street	148-150	Contributory Significant	-

Appendix E Panel preferred version of the Statements of Significance

E1 HO97 – Hotel Lincoln and Environs Precinct

Statement of Significance: Hotel Lincoln and Environs Precinct, 91-95 Cardigan Street and 134-150 Queensberry Street, Carlton (November, 202¹₂)

Heritage Place:	Hotel Lincoln and Environs Precinct	PS ref no:	HO97
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What is significant?

The Hotel Lincoln and Environs Precinct at 91-95 Cardigan Street and 128-150 Queensberry Street, Carlton, is significant at a local level to the City of Melbourne.

Within this group, the significance categories are as follows (Figure 31):

- The two-storey shop pair of 1877 at 134-136 Queensberry Street is significant
- The two-storey shop pair of 1894 at 138-140 Queensberry Street is contributory
- The former manufacturing building of 1927, 144-146 Queensberry Street is contributory
- The c. 1905 Chinese Mission Church, 148-150 Queensberry Street is ~~significant~~ contributory



 Site Boundary

 Significant

 Contributory

- A Hotel Lincoln, 91-95 Cardigan Street
- B Two-storey shop (1877), 134-136 Queensberry Street
- C Two-storey shop (1894), 138-140 Queensberry Street
- D Former manufacturing building, 144-146 Queensberry Street
- E The Chinese Mission Church, 148-150 Queensberry Street

Figure 31 Significance categories in Hotel Lincoln and Environs Precinct Source: Nearmap (basemap)

How is it significant?

The Hotel Lincoln and Environs Precinct is of local historical, representative, ~~and~~ aesthetic ~~and social~~ significance at a local level to the City of Melbourne.

Why is it significant?

The Hotel Lincoln and Environs Precinct is of local historical significance for its demonstration of the diversity of building types which typified development in Carlton through the nineteenth century and into the twentieth century (Criterion A). The individual buildings within the precinct are also of historical significance.

The Hotel Lincoln is of historical significance as a very early hotel of 1854-5 (Criterion A). It played an important role in early Carlton, as the site of community gatherings and protest meetings. Its early date is reinforced by its inclusion in the 1855 Kearney plan of Melbourne suburbs; it was also known in the early 1860s as the Old Lincoln Hotel or Inn, due to another newer hotel of the same name having opened on the corner of Faraday and Rathdowne streets. Another indication of its early date, and also its role as a hotel on a main street was the historical inclusion of stabling within the pitched rear yard; the latter is indicative of a hotel which attracted patrons from further afield than the local suburb. When the hotel underwent significant alterations and extensions in the later interwar period, this was in line with the more stringent liquor licensing laws of the period whereby hotel proprietors, in order to maintain their licences, were required to update and refurbish their buildings. Remarkably, the Lincoln Hotel, despite several name changes and the fluctuating fortunes of licensed premises, is still operating as a hotel, some 160 years after it first opened. The adjoining shops to Queensberry Street also have a significant association with the hotel, having been developed in stages by the then hotel owner, Mrs Downing, in the period of the mid-1870s to the 1890s. These, together with the hotel, illustrate the typical mixed use pattern of development to the historic main streets of Carlton.

The Chinese Mission Church at 148-150 Queensberry Street, Carlton, is of historical significance (Criterion A). It was constructed in 1905 by the Church of Christ as part of its 'outreach' missionary activities, for the purpose of converting members of the Chinese community to Christianity, and then servicing their conversion through missionary programmes. The Church of Christ was involved in missionary work in India, China, Hong Kong and the New Hebrides and had branches throughout Australia, including Victoria. The church was one of a number of denominations conducting these missionary activities in the community, activities which date back to at least the arrival of Chinese people to the Victorian goldfields in the early 1850s. While Chinatown was a focus of this work, the Chinese Mission Church in Carlton provides evidence of the reach of the missions. The Carlton building is a slightly later, and more modest example of a Chinese mission building, than those constructed earlier in Little Bourke Street. Prominent architects were typically involved in the city buildings, which in turn were consequently more architecturally distinguished than the subject church building. While the Chinese Mission Church in Carlton is an 'outlier' to this group, it has historically performed the same function and is located in an area where the Chinese community were in

residence in the early part of the twentieth century. As with the other mission buildings, it was also purpose-built ~~and maintains its original historical use and function.~~

The former manufacturing building at 144-146 Queensberry Street, Carlton, is of historical significance (Criterion A). It was constructed in 1927 for coppersmith Alfred S Miles, who had earlier relocated his business to the site in 1900, having previously occupied premises near the corner of Queensberry and Madeline (Swanston) streets in Carlton. While Miles died in 1940, his firm continued to operate at the site until the early 1960s, representing over 60 years of ongoing occupation. Typical of many of Carlton's former manufacturing or light industrial buildings, the subject building has been adapted to a different use.

The Hotel Lincoln and Environs Precinct is representative of the diversity of activity co-located within small areas of Carlton (Criterion D). It demonstrates the typically low-scale development of the suburb from the mid- nineteenth century and into the twentieth century. A number of individual buildings in the Hotel Lincoln and Environs Precinct are of local representative significance.

The Hotel Lincoln retains representative characteristics of early hotels, such as the two-storey form and splayed corner entrance (Criterion D). It also displays typical characteristics of the makeovers given to numerous Melbourne hotels in the interwar period, including the tiling to dado level, changes to openings at ground floor level, and construction of an additional accommodation wing.

The former manufacturing building at 144-146 Queensberry Street, is also of representative significance for its historical manufacturing use (Criterion D). It is demonstrative of small scale manufacturing and light industry as established in Carlton in the early twentieth century and interwar period (Criterion D). It reflected the trend in the suburb of comparatively small-scale buildings of this type being constructed on generally limited footprints. The building is broadly similar to other modest former manufacturing buildings in Carlton of generally utilitarian appearance, with typically stripped back or unadorned face brick expressions. It incorporates chamfered corner form which gives the building an asymmetrical appearance; and high brick parapet which turns with the chamfered corner and has capped piers and a raked gable end. The profile of the sawtooth-roofed northern bay, as it presents to Little Queensberry Street, is also of interest.

A number of individual buildings in the Hotel Lincoln and Environs Precinct are of local aesthetic significance (Criterion E). The Hotel Lincoln and associated nineteenth century shops, are of aesthetic significance. The c. 1940 works also gave the hotel building its current understated Moderne expression, incorporating plain rendered walls, modest horizontal detailing, and applied signage with the name 'Hotel Lincoln' at first floor level. The rendered masonry shops to Queensberry Street currently read as separate building components to the hotel, although they may have been more consistent in appearance prior to the hotel's late interwar makeover. They are however substantially intact to their original states, with the two building programmes sharing a similar scale, architectural expression, and detailing, and presenting as a continuous row of four shops. The earlier pair at nos 134-136 substantially, and unusually, retain original shopfronts and offset recessed entries. The later

pair at nos 138-140 were built to reflect the design of the earlier shops and while they are diminished by changes to the shopfront at no. 140, they generally retain their original appearance.

~~The Chinese Mission Church is also of social significance for servicing the Chinese Christian community of Carlton, and Melbourne, for over 110 years, and continuing to fulfil this role (Criterion G).~~

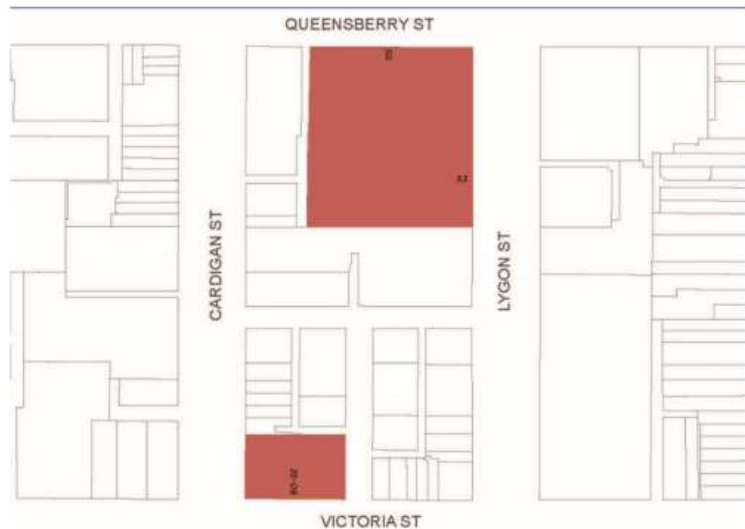
Primary source

Carlton Heritage Review (Lovell Chen, 2021)

E2 HO1398 Buildings 51, 56 and 57 Royal Melbourne Institute of Technology

Statement of Significance: RMIT Buildings 51, 56 and 57, 80-92 Victoria Street and 33-89 Lygon Street, Carlton (November, 2024²)

Heritage Place:	RMIT Buildings 51,56 and 57	PS ref no:	HO1398
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What is significant?

The three RMIT buildings, located in a complex of RMIT (Royal Melbourne Institute of Technology) buildings in the south of Carlton, are significant. The subject buildings are:

- Building 51 at 80-92 Victoria Street ([1971-1972](#))
- Building 56 at 33-89 Lygon Street also known as 115 Queensberry Street (~~1976~~ [1973-1974](#))
- Building 57 at 33-89 Lygon Street also known as 53 Lygon Street (~~1983~~ [1980-1982](#))

How is it significant?

RMIT Buildings 51, 56 and 57, located in a block bounded by Queensberry, Lygon, Victoria and Cardigan streets, Carlton, are of local historical and aesthetic significance.

Why is it significant?

Royal Melbourne Institute of Technology (RMIT) Buildings 51, 56 and 57 are of historical significance (Criterion A) [for their association with and the ability to demonstrate the significant expansion of RMIT into Carlton from 1970](#). The buildings were constructed between 1972 and 1983 to designs by the architectural practice of Demaine Russell Trundle Armstrong and Orton (later Demaine Partnership), with specific input from architect Dominic Kelly. The practice had earlier, in 1971, prepared a master plan for RMIT's expansion into Carlton, at a time when the institute was experiencing significant growth in student numbers and course offerings, [and Buildings 51, 56 and 57 are significant in demonstrating the partial implementation of that master plan](#). RMIT embarked on its Carlton building plan [in earnest](#) from 1970, after the Victorian government set aside properties for the institute's

development at the southern end of the suburb. ~~The block in which the subject buildings are located was situated immediately to the north of the city campus, and also in close proximity to Trades Hall with which the institute, originally the Working Men's College founded in 1887, had long had an association.~~

RMIT Buildings 51, 56 and 57 are also of aesthetic significance (Criterion E). The architects, Demaine, are a highly regarded Melbourne-based architectural practice, with a comprehensive and diverse portfolio of work including hospital, institutional, corporate and educational projects. Although their master plan for the Carlton campus was never fully realised, the three subject buildings, and their tertiary uses, were largely anticipated in the plan. This included their substantial footprints and overall massing, and notably their distinctive and monumental brick service shafts to the rear elevations. Aesthetically, the three buildings form a largely cohesive group, unified in the use of large-scale (monumental) red brick volumes; huge expanses of plain redbrick walling; recessed vertical window bays or, alternatively in the earlier building, regular arrangements of concrete window grilles; concrete detailing often expressed as a rough pebble-textured finish; and the striking service shafts with their corbelled forms.

While they are of a group, the three buildings are also individually distinguished, with each demonstrating different architectural references and specific influences, including some Brutalist influences. Building 51 shares commonalities with other Demaine tertiary buildings of the general period, including the rough surfaced pebble-textured window panels bracketed between brick end walls and service towers; and the 'cellular' form of the window grilles which recalls Le Corbusier's earlier work. Building 56 on its north façade employs a thick red brick rectangular frame, reflective of the 'solidity' which marked Demaine projects from the 1960s onwards, which was in turn a reaction to the earlier predominance of curtain walling. Building 56 is also distinguished by its incorporation of a basement level and lightwell to the north side, which is largely concealed from Queensberry Street; and by its innovative continuous window framing system. Building 57 is the more overtly Brutalist of the three, seen in the angled ('jagged') form of the east façade to Lygon Street, and its sudden central break which reveals a 'scooped' vertical window bay. The tiered concrete form and concrete entrance ramp of the south elevation also draw strongly on Brutalist influences.

More broadly, the buildings are of aesthetic significance for being reflective of the built form changes in Carlton in the later twentieth century, when contemporary architects were responsible for some celebrated new developments which, in turn, challenged the typical building form and character of the suburb. The three buildings are also significant as large and robust forms, which dominate their contexts, and draw attention to RMIT's presence in this area of Carlton.

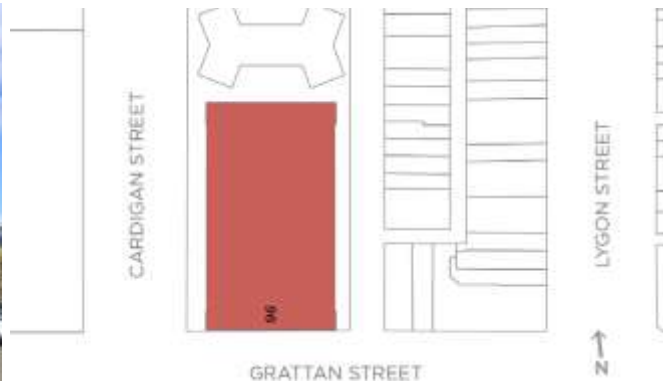
Primary source

Carlton Heritage Review (Lovell Chen, 2021)

E3 HO1391, Royal Women Hospital Carpark, 96 Grattan Street, Carlton

Statement of Significance: Cardigan House Carpark (former Royal Women's Hospital Carpark), 96 Grattan Street, Carlton (November, 2024²)

Heritage Place:	Cardigan House Carpark (formerly Royal Women's Hospital Carpark)	PS ref no:	HO1391
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What is significant?

The Cardigan House Carpark, formerly the Royal Women's Hospital Carpark, ~~constructed in 1974~~ and located at the corner of Grattan and Cardigan streets, Carlton, is significant.

How is it significant?

The Cardigan House Carpark ~~constructed in 1974~~ and located at the corner of Grattan and Cardigan streets, Carlton, is of local aesthetic significance and of representative value.

Why is it significant?

The Cardigan House Carpark, formerly the Royal Women's Hospital Carpark, is of aesthetic significance (Criterion E). It was designed in 1971-1972 and constructed in 1973-1974 to a design by noted architects Mockridge, Stahle and Mitchell, in the Brutalist style. The architectural practice were highly regarded for their comprehensive body of work, which ranged across ecclesiastical, institutional, educational, commercial and residential projects. The carpark was constructed at a time when the Royal Women's Hospital was significantly expanding its local services and facilities in response to the post-war population boom. The subject building, a substantial steel-framed brick and concrete building of seven carpark levels with an additional office level, remains highly externally intact to its 1970s design. It is distinguished by the heavy off-form concrete balustrades to the angled carpark ramps, as expressed to the two long west and east elevations. The ramps act as a visual counterfoil to the building's solid brick service block volumes at either end of the facades, and read as spans 'slung' between brick 'pylons'. Stylistically, the building draws on a number of mostly earlier international and local examples of both Brutalist buildings, and the carpark typology. As a carpark, it is striking, robust and bold, with a powerful presence to its Grattan and Cardigan streets corner. Mockridge, Stahle and Mitchell also achieved with this building, as they did with others of their broadly contemporary designs, a monumental building which is both strong and simple in its form and expression.

The Cardigan House Carpark is also of representative value (Criterion D). It demonstrates some of the principal characteristics of a multi-storey carpark, as evolved internationally from the 1920s, and as seen in earlier examples in Melbourne. These include the clearly expressed open carpark levels or ramped decks with balustrades, in this case of heavy off-form concrete with a curved form; the ground

floor vehicle entry and exits; and the integrated commercial/office spaces, here located to the top of the building.

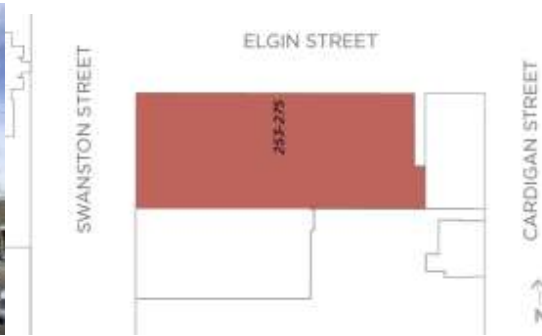
Primary source

Carlton Heritage Review (Lovell Chen, 2021)

**E4 HO1392, Earth Sciences Building (McCoy Building)
University of Melbourne**

Statement of Significance: Earth Sciences Building (McCoy Building) University of Melbourne, 253-283 Elgin Street (McCoy Building) Carlton (~~November~~ October, 2021~~2~~)

Heritage Place:	University Of Melbourne Earth Sciences Building (McCoy Building)	PS ref no:	HO1392
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Note: Map to correct street number from 253-275 to 253-283

What is significant?

The University of Melbourne's Earth Sciences Building at 253-283 Elgin Street, Carlton, was constructed in 1975-77 and is significant. The elevated pedestrian bridge and the Thomas Cherry Building are not significant.

How is it significant?

Punt Road Oval (Richmond Cricket Ground) at Punt Road, East Melbourne, is of local historical, representative, aesthetic, social, and associative significance to the City of Melbourne.

Why is it significant?

The University of Melbourne's Earth Sciences Building, also known as the McCoy Building after Sir Frederick McCoy the university's first Professor of Geology, is of aesthetic significance (Criterion E). It was constructed in 1975-77 to a design by architects Eggleston, Macdonald and Secomb (EMS), which was heavily influenced by Brutalism. EMS commenced their design work for the University of Melbourne with the much celebrated Beaurepaire Swimming Centre, of 1954-57, and following its success went on to design numerous buildings for the University and for other tertiary institutions in Victoria and elsewhere, over a thirty year period. The commission for the subject building also occurred at a time when the University was expanding beyond its original campus landholding, and in the context of a 1970 campus masterplan by architects Ancher Mortlock Murray and Woolley. The subject building is highly externally intact to its 1970s design, with Brutalist influences evident in the extensive use of off-form concrete, in this instance accentuated by using sandblasted timber plank formwork to highlight the grain and heighten the textural effect; in the visually arresting arrangement on the north side of the building of long concrete pedestrian ramp set within the double-height colonnaded loggia, concrete stairs at the west end, and concrete pedestrian bridge over Swanston Street which all converge on the entrance landing at second floor level; and the large mass of the building which is seen to visually rest on narrow concrete columns to Elgin Street.

Aesthetically, the subject building is on a design trajectory which was followed by EMS in the 1960s through to the 1970s, whereby they increasingly used subdued colour and concrete in their work, including earlier work for the University of Melbourne. It also follows other slightly earlier Brutalist buildings for the University, by other architects. The subject building is additionally a robust building with a powerful presence to its Elgin and Swanston streets corner, and is particularly distinguished to

Elgin Street through the extensive use of off-form concrete, and the double-height loggia which contains the interacting concrete 'entry' elements (ramp, stairs, east end of pedestrian bridge).

Primary source

Carlton Heritage Review (Lovell Chen, 2021)

**E5 HO1395, Office Building, 207-221 Drummond Street,
Carlton**

Statement of Significance: Office Building, 207-221 Drummond Street, Carlton (November, 202~~1~~²)

Heritage Place:	207-221 Drummond Street Carlton	PS ref no:	HO1395
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What is significant?

The office building at 207-221 Drummond Street, Carlton, constructed in 1986~~-7~~ to a design by architects Steve Ashton and Howard Raggatt, is significant.

How is it significant?

The office building at 207-221 Drummond Street, Carlton, is of local aesthetic significance.

Why is it significant?

The office building at 207-221 Drummond Street, Carlton is of aesthetic significance (Criterion E). It was designed by architects Steve Ashton and Howard Raggatt (soon to be Ashton Raggatt McDougall Pty Ltd, or ARM) for the Church of England and constructed by PDA Projects in 1986~~-7~~. The design was shaped by budgetary constraints and the Church's wish for easily rentable spaces and financial returns. It is aesthetically significant, as a substantially externally intact early work of Ashton and Raggatt, just before Ian McDougall joined the partnership, and although relatively modest in scale, it was a precursor to their later and often grander celebrated work. ARM, in the period following completion of 207-221 Drummond Street, went on to become one of Australia's premier architectural practices. Following its completion, the building received attention in both the architectural and mainstream press and was the recipient of at least two architectural awards.

Prominently located to the corner of Drummond and Grattan streets, the building is constructed of 150mm loadbearing concrete tilt slabs which are variously left exposed or 'dressed' to achieve a layered effect, some plain, some with an exposed aggregate finish, others with brick cladding or concrete blockwork. The design also features banks of aluminium-framed windows, steel and metal details, and expressed steel framing. The exterior of the building, with its contrasting façade treatments, is noted for ~~its~~ these panels of overlapping yet commonplace materials (brickwork, concrete panels with exposed aggregate, rendered panels, aluminium framed openings) cleverly arranged so as to suggest the various components are in transition and breaking or sliding apart. At the centre of the composition - the corner to Drummond and Grattan streets – the brick and contrasting panels cleverly part to reveal an inner skin of glass, while also angling up in height to emphasise the corner. Added to this is the elevated entrance to Drummond Street, which appears to sit behind another break in the façade; and the cross bracing and steel tie plates to the same façade which (visually if not structurally) suggest a counter to the expansion of the building and bring it into a tense equilibrium.

More broadly, the building is also of aesthetic significance for being reflective of the built form changes in Carlton in the later twentieth century, including the 1980s, when contemporary architects were responsible for some celebrated new developments which, in turn, challenged the typical building form and character of the suburb.

Primary source

Carlton Heritage Review (Lovell Chen, 2021)

E6 HO1400, Punt Road Oval (Richmond Cricket Ground)

Statement of Significance: Punt Road Oval (Richmond Cricket Ground), Punt Road, East Melbourne (November, 2024¹²)

Heritage Place:	Punt Road Oval (Richmond Cricket Ground)	PS ref no:	HO1400
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What is significant?

The Punt Road Oval (Richmond Cricket Ground) at Punt Road, East Melbourne, which was cleared, levelled and fenced in 1856 and used for the first time as a ~~cricket~~ sporting ground in November 1856, is significant.

Elements that contribute to the significance of the place include (but are not limited to):

- the oval (the fabric and the specific configuration of the oval are not of significance)
- informal grassed embankments on the south and east sides and at the southeast corner of the ground (the fabric and the specific configuration of the grassed embankments is not of significance)
- ~~the restriction of built form to the west and north boundaries of the ground~~
- views into the ground from the public domain, including from Punt Road (at pedestrian and street level) and from Richmond Station and the railway line ~~open sides to the ground and transparent perimeter fencing on the east (Punt Road) and south (Brunton Avenue and railway line) boundaries~~
- the landmark qualities of Punt Road Oval (Richmond Cricket Ground) as a whole
- the Jack Dyer Stand (1913–14) and 1927 west wing addition.

Elements that contribute to the significance of the Jack Dyer Stand include (but are not limited to):

- the building's original curved plan form, materials and detailing, built to the design of architects Thomas Watts & Son
- the 1927 west wing addition built to the design of architect Frank Stapley
- the building's relatively high integrity to its early design to all elevations
- the hip and gabled roof form
- the pattern and size of original fenestration
- slender cast iron and timber columns, decorative timber brackets and timber fretwork frieze; gable end details, and vents.
- ~~other decorative details.~~

More recent buildings, including the administration building, the David Mandie Building, and the remnant red brick building, are not significant. The fabric of the scoreboard and recent landscaping such as the cyclone wire fencing and gates around the perimeter of the ground, the pipe rail fencing around the oval, and the northeast corner wall and the Spotted Gum in the southeast corner of the ground are not significant.

More recent alterations and additions to the Jack Dyer Stand, including changes at podium level, modern external stairs, new openings in the curved north elevation, and commentary box within the stadium seating area are not significant.

How is it significant?

Punt Road Oval (Richmond Cricket Ground) at Punt Road, East Melbourne, is of local historical, representative, aesthetic, social, and associative significance to the City of Melbourne.

Why is it significant?

The Punt Road Oval, occupying the Traditional Country of the Wurundjeri Woiwurrung people of the East Kulin Nation, is of historical significance as part of the former Richmond Paddock (Yarra Park), which was used as an East Kulin living area, ngarrga and ceremonial ground, both prior to the British colonisation of Port Phillip and during the early settlement period in the 1830s and 1840s. It was used as a ngarrga and ceremonial ground in the 1840s. (Criterion A)

The Punt Road Oval, as part of the former Richmond Paddock (Yarra Park) that was set aside in 1837, is of historical significance for its use for the policing and administrative purposes of the colonial government of the Port Phillip District. From 1837, the wider area was used by Police Magistrate William Lonsdale, by the Mounted Police and the Native Police, and by officers of the Port Phillip Aboriginal Protectorate. (Criterion A)

The Punt Road Oval is of historical significance as an early cricket ground in Melbourne that was established in 1853 and used by the Richmond Cricket Club from 1856. It was used as a cricket ground for over 150 years until 2011 and was the venue for significant events including interstate matches and as a training ground for the Aboriginal Cricket Team in 1867–68. (Criterion A)

The Punt Road Oval, established as the Richmond Cricket Ground in 1853, is of historical significance for its use as an early football ground from 1860 and its association with the early Richmond football team from that time, and for its earlier role in the development of the code of Australian Rules football in 1858; as the home ground for the present Richmond Football Club from 1885 to 1964 and for its use (up until the present time) as the club's training ground and administrative centre. The development of the ground from 1907 when the club was accepted into the Victorian Football League, and through the early and mid-twentieth century, reflects the significant growth in membership of the Richmond Football Club over this time and the growing spectator base for Richmond home games. This period saw the construction of a large Edwardian grandstand in 1913–14 (named the Jack Dyer Stand in 1998), built to a design by architects Thomas Watts & Son and extended in 1927 to a design by architect Frank Stapley; a second grandstand, the Members Stand (later named the EM King Stand), erected in 1937–38 and since demolished; and other changes to the ground over time. (Criterion A)

The brick Edwardian-era Jack Dyer Stand is of representative significance as an example of the larger and more elaborate football stands that emerged in the late nineteenth century and early twentieth century. It retains key distinguishing features of its original 1913 design by Thomas Watts & Son and the matching 1927 extension designed by architect Frank Stapley. The stand is distinguished from the earliest known grandstand designed by Thomas Watts which is at

Maryborough (1895) by its curved plan. The curved plan form is not typical for grandstands of this era. An earlier example is the 1909 Ald Gardiner Stand, Princes Park. (Criterion D)

The Punt Road Oval, as part of the former Richmond Paddock (Yarra Park) set aside in 1837, is of social significance for its important associations with the Aboriginal history of Melbourne; this includes being part of the wider Richmond Paddock that was a traditional East Kulin living area, and *ngarrga* and ceremonial ground that continued to be used as such into the 1840s, and being occupied by the Native Police Corps as a site for police training and police barracks. The Punt Road Oval, formerly the Richmond Cricket Ground, is also significant for its use as a training venue in 1867–68 for the Aboriginal Cricket Team made up of men from different parts of Victoria, and its current use as a training centre for Indigenous youth. (Criterion G)

The Punt Road Oval is of social significance for its long association with the Richmond Football Club, which used the oval as its home ground from 1884 until 1965; for its use by Richmond Football Club as a training ground and administrative centre from 1965 until the present day; and for its association with earlier Richmond football teams that also used the ground from 1860. The community for whom the place is significant includes members and supporters of the Richmond Football Club; past and present players, coaches and staff of the Richmond Football Club; ~~residents of Richmond; and Melburnians more broadly~~. This community has had a strong attachment to the place for over 130 years. This attachment is strengthened by the strong and distinctive community identity of Richmond though much of the twentieth century. This was heavily anchored in local working-class politics that promoted fierce loyalty and physical toughness, which translated easily to football—for many Richmond supporters, ‘Tigerland’ is another name for Richmond. The social significance of the place as the former home ground of the Richmond Football Club resonates in the continued use of the ground for training; as the site of post-grand final premiership celebrations; and its powerful symbolic meaning to Richmond residents and followers of the Richmond football team who regard the ground as the spiritual home of the club. Its resonance is strengthened by the ground’s presence and visibility *in the urban landscape, visually prominent in views* from major transport corridors (Punt Road, Brunton Avenue, the multi-track railway line and Richmond Railway Station) and within Yarra Park, making it a prominent landmark in the local area *for residents of Richmond and Melbournians more generally*. The Richmond Cricket Ground is also of potential social significance to players, coaches and other staff, members and supporters of the Richmond Cricket Club, which was based at the ground for over 150 years—from 1854 until relocating to Waverley Park in 2011. (Criteria E and G)

The Punt Road Oval is of significance for its association with champion Richmond footballer John (‘Jack’) Raymond Dyer (1913–2003). Nicknamed Captain Blood, Dyer was captain–coach of Richmond in the 1930s and 1940s and one of the greats of the game, recognised for his strategic play, fine marking and straight kicking. He was selected numerous times for the Victorian team and was inducted into the Australian Football Hall of Fame. A bronze statue of Dyer was erected outside the ground in 2003 and the 1913–14 grandstand was named in his honour in 1998. (Criterion H)

~~The Punt Road Oval is of significance for its association with Thomas Wentworth Wills (1835–1880), first-class cricketer and co-founder of Australian Rules football. Wills was a member of the Richmond Cricket Club and one of its leading players in the 1850s and 1860s; he was also selected for intercolonial matches. In 1858–59 he was a co-founder of a new code of football suitable for conditions in the Colony of Victoria. Initially known as Melbourne rules football and later as ‘Australian rules’, this was the first game of football in the world to be formally codified. (Criterion H)~~

Primary source

Punt Road Oval (Richmond Cricket Ground) Heritage Review (Context, 2021)

Appendix F Panel preferred version of the Incorporated Document for University of Melbourne Earth Sciences Building

MELBOURNE PLANNING SCHEME

INCORPORATED PLAN

**Earth Sciences Building
(McCoy Building)
University of Melbourne
253-283 Elgin Street, Carlton**

November 2022

Earth Sciences Building (McCoy Building), University of Melbourne, 253-283 Elgin Street, Carlton

1. Introduction

This document is an incorporated document in the Melbourne Planning Scheme (the planning scheme) pursuant to section 6(2)(j) of the *Planning and Environment Act* 1987.

This incorporated plan establishes planning permit exemptions in respect of land subject to HO1392 forming (part) 253-283 Elgin Street, Carlton (the land).

The land is occupied by the Earth Sciences Building (McCoy Building), University of Melbourne. Note: this incorporated plan does not apply to the Thomas Cherry Building also addressed as 253-283 Elgin Street, Carlton.

2. Purpose

The purpose of this incorporated plan is to ensure that new development does not adversely affect the significance of the McCoy Building, while recognising the operational requirements of the University of Melbourne and ensuring that it can continue to function safely, efficiently and appropriately.

3. Planning Permit Exemptions

This incorporated plan establishes planning permit exemptions, for the land, under the provisions of Clause 43.01-3 of the planning scheme.

The permit exemptions, set out in Clause 4 of this incorporated plan, prevail over any contrary or inconsistent provision in Clause 43.01 of the planning scheme.

4. Site specific exemptions under Clause 43.01-3

A planning permit is not required under Clause 43.01-1 of the planning scheme for the land at (part) 253-283 Elgin Street, Carlton that is subject to HO1392 to:

- Install external lighting.
- Install external security systems and cameras of a size appropriate for a tertiary education building.
- Construct or display a direction sign.
- Erect a roof top solar energy facility that is not visible from Elgin Street up to the intersection of Elgin and Lygon Streets.
- Install services normal to the building including chimneys, fume cupboard extracts, flues and mechanical (heating, cooling and ventilation) systems that are not visible from Elgin Street up to the intersection of Elgin and Lygon Streets.
- Install safe access equipment normal to the building including maintenance ladders and walkways, window cleaning equipment and rooftop fall arrest systems.
- Install external fire safety equipment normal to the building including sprinklers, hydrants or boosters.
- Construct a rainwater tank with a capacity not exceeding 10,000 litres, that is not visible from the opposite side of Swanston Street or Elgin Street up to the intersection of Elgin and Lygon Streets.
- Install skylights including any associated demolition of roof fabric.
- Erect mobile phone mast/antennae where not visible from a street (other than a lane).
- Install scientific apparatus (research instrumentation) for university purposes including weather monitoring equipment.
- Erect a glasshouse or similar research infrastructure for university purposes where not visible from a street (other than a lane).
- Alter or replace ground floor doors, loading bays or other openings to the rear (southern) elevation.
- Replace door furniture and locks to exterior doors.
- Replace exterior handrails to meet compliance and accessibility requirements, except on the original ramp on the north side of the building.

- Replace existing glazing to a similar tint.
- Replace roofs and terraces if not visible from the opposite side of Swanston Street or Elgin Street, and where the overall height of the building is not increased or setback of any part of the building is not reduced.
- Install electric vehicle charging stations, to the southern side of the building.
- Carry out any works, including demolition, associated with the existing linking structure. connecting the McCoy and Thomas Cherry buildings, provided 'make good' works are undertaken to match existing materials.
- Carry out any works, including demolition, associated with the pedestrian bridge over Swanston Street that connects to the western elevation of the McCoy Building, provided 'make good' works are undertaken to match existing materials.
- Carry out soft landscaping and paving works.
- Erect any temporary security measures (including but not limited to fencing, scaffolding and hoardings) required to prevent unauthorised access or to secure public safety. Except with a permit, all temporary measures must be removed within 120 days of their erection.