

AMENDMENT C405 CARLTON HERITAGE REVIEW

Statement of heritage evidence for
PLANNING PANELS VICTORIA

26 September 2022

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Instructed by
City of Melbourne

Prepared for
CITY OF MELBOURNE

LOVELL CHEN



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List of Abbreviations

HO: Heritage Overlay

VAHR: Victorian Aboriginal Heritage Register

VHI: Victorian Heritage Inventory

VHR: Victorian Heritage Register

PPN01: Victoria Planning Provisions (VPP) Practice Note 1 Applying the Heritage Overlay

WHEA: World Heritage Environs Area

1.0 NAME AND ADDRESS

1. My name is Katharine Fiona (Kate) Gray, Director and Principal of Lovell Chen Pty Ltd, Architects and Heritage Consultants, Level 5, 176 Wellington Parade, East Melbourne.
2. Lovell Chen prepared the Carlton Heritage Review which forms the basis of Amendment C405 to the Melbourne Planning Scheme insofar as it relates to heritage controls in Carlton.
3. I have been instructed by the City of Melbourne to prepare an expert witness statement in respect to the Amendment as it relates to Carlton heritage and give evidence before this Panel.

2.0 QUALIFICATIONS AND EXPERIENCE

4. I hold a Bachelor of Arts (Hons) and Masters of Arts (History), both from The University of Melbourne. I also hold a Post-Graduate Diploma in Heritage Planning and Management from Victoria University.
5. I joined Lovell Chen (then Allom Lovell & Associates) in 1989 and have been involved in heritage practice for 33 years. This experience includes the preparation of numerous heritage appraisals and assessments of significance for individual sites and larger complexes, areas and precincts. I also have extensive experience in strategic planning and policy development for heritage places, and the assessment of impacts on heritage places. I am responsible for leading multi-disciplinary teams with expertise in architecture, history, planning and landscape.
6. I have contributed in a variety of roles to numerous municipal heritage reviews in metropolitan Melbourne and regional Victoria, including those for the former Cities of Fitzroy and Port Melbourne, the City of Boroondara, the City of Port Phillip, the Borough of Queenscliffe and the City of Greater Bendigo. Most recently I have managed the Lovell Chen team undertaking the North Melbourne Heritage Review for the City of Melbourne (2022). I have also been responsible for major strategic heritage projects, including for Airservices Australia, the University of Melbourne, the former Port of Melbourne Corporation and the Australian National University (the latter for ANU's Acton Campus in the ACT).
7. In recent years I have led Lovell Chen teams providing specialist historical heritage advice and assessments for Environment Effect Statements for major rail and road infrastructure projects including the Metro Tunnel, West Gate Tunnel, North East Link and the Suburban Rail Loop East projects.
8. In addition to these broader strategic heritage projects, I have been involved in the preparation of numerous conservation management plans, conservation analyses and heritage appraisals for specific places as diverse as the Capitol Theatre, Melbourne Cricket Ground, Fitzroy and Flagstaff Gardens, Trades Hall, the Shrine of Remembrance, State Library of Victoria, the former Ballarat Orphanage and the former Canberra Brickworks in Yarralumla in the ACT.
9. I am a Full International Member of Australia ICOMOS, the Australian national committee of the International Council on Monuments and Sites, an international organisation concerned with cultural heritage conservation. I have served as an external member of the Heritage Council of Victoria's specialist advisory committee on Archaeology and Underwater Cultural Heritage and am currently a Technical Expert member of the City of Melbourne's Design Review Panel.

3.0 CARLTON HERITAGE REVIEW

3.1 Role in the preparation of the Carlton Heritage Review

10. The Carlton Heritage Review was prepared by Lovell Chen in association with specialist subconsultant Extent Heritage. The Review commenced in June 2018 and was conducted largely during 2018-2019.
11. The Lovell Chen team was led by Anita Brady (then Principal, Heritage) and comprised the following:
 - Libby Blamey, historian and Senior Associate (current role)
 - John Statham, Senior Associate
 - Charlotte Jenkins, Associate (current role)
 - Michael Cook, landscape specialist and Senior Associate (current role)
 - Laura Donati, historian
12. Ms Brady, Mr Statham and Ms Donati are no longer employed by Lovell Chen.
13. The Review was completed and issued in full in July 2019.
14. Some additional work (place category review and review of some precinct issues) was undertaken in 2020 and 2021 and the results of this work were incorporated into the final version of the Carlton Heritage Review (this work is specifically detailed in Attachment F to the study). The additional work was undertaken variously by me, Ms Blamey and Mr Statham. Ms Brady had left the practice and I assumed the role of Principal responsible which included reviewing and assisting in the finalisation of report material for exhibition.
15. In summary, my involvement in the preparation of the Carlton Heritage Review to the point of the exhibition of Amendment C405 occurred in the latter stages and largely comprised a review and oversight role.
16. Following exhibition of the amendment, I have also been involved in reviewing submissions, preparing responses to issues raised and advising on amendments to the Amendment documentation. This work was undertaken with the assistance of Ms Blamey.

3.2 Significant contributors to the Carlton Heritage Review

17. Significant contributors to the Carlton Heritage Review were as follows:

Lovell Chen

- Anita Brady, BA (Hons) (Melb) MA Public History (Monash), formerly Principal, Heritage. More than 30 years' experience in heritage practice in the private and public sectors, including 17 years with Lovell Chen. Ms Brady now runs her own consultancy, Anita Brady Heritage. Project lead for the Carlton Heritage Review, and involved in all aspects of the project work, including fieldwork and assessment.
- Libby Blamey, Senior Associate, Historian, BA(Honours), MA(Public History)(Monash), 15 years' experience in heritage, specialising in historical research and writing (including

thematic and place-based histories) and assessment of heritage places. Undertook historical research and writing and analysis and assessment of significance for the project.

- John Statham, B Arch (Hons) (Melb) B Planning and Design (Melb) RAIA, formerly Senior Associate. 24 years' experience in heritage practice. Responsible for fieldwork and input to significance assessment.
- Michael Cook, Senior Associate, Master of Landscape Architecture (University of Toronto), landscape architect and heritage consultant. More than seven years' professional experience in Canada and Australia engaging in various aspects of industrial, landscape and infrastructure heritage, focusing on heritage landscape issues. Undertook research and analysis and assessment of significance of landscapes for the project.
- Laura Donati, historian, formerly of Lovell Chen, PHD (Monash). Contributed to place-based histories.
- Charlotte Jenkins, Bachelor of Arts (La Trobe), Master of Arts (Cultural Heritage Management (York), Associate. Primary focus was desktop review work and research support.

Extent Heritage

- Ian Travers, Senior Associate (now Chief Executive Officer). Led Aboriginal / Traditional Owner engagement.
- Luke James, Senior Heritage Advisor (now Principal Heritage Adviser). Undertook Aboriginal / Traditional Owner engagement, research, and inputs to Thematic Environmental History and select citations.
- Benjamin Petkov, research assistant (now Heritage Adviser). Undertook research, and inputs to Thematic Environmental History and select citations.

4.0 SCOPE AND APPROACH

4.1 Instructions

18. My instructions in this matter were received on 19 August 2022 and comprised a Brief to Expert prepared by the City of Melbourne and emailed by Suellen Hunter, Senior Strategic Planning at the City of Melbourne.

The instructions were as follows (paragraphs 55 and 56):

You are kindly instructed to:

- review the documents in your brief;
- prepare an expert evidence statement and appear as an expert witness in relation to this proceeding.

Your statement of evidence is to relate only to Carlton heritage and should:

- explain your involvement and provide an overview of the Carlton Heritage Review as it relates to the Amendment;
- consider and express opinions about the heritage aspects of the Amendment including the strategic basis for the Amendment having

regards to the PPN01 Planning Practice Note (Applying the Heritage Overlay) (PPN01);

- consider the heritage policies within the Planning Scheme, including the definitions of Significant, Contributory and Non-contributory in Clause 22.05 (Heritage Places outside the Capital City Zone) and their application to the future management of heritage places;
- consider and respond to the heritage issues raised in all Carlton related submissions received to the Amendment (noting that some submissions may not disclose any substantive matters to respond);
- consider the findings of the Built Heritage Peer Review and provide your opinion as to whether any changes to the Amendment ought be made in response to its findings;
- express your expert opinion on the Amendment (distinguishing between the exhibited version and the Council preferred version, as applicable).
- be prepared in accordance with the Expert Evidence - Planning Panel Victoria (PPV) Practice Note 1.

4.2 Reference documents and materials

19. In addition to the Carlton Heritage Review and other exhibited documents for Amendment C405melb, I have referenced the following:

- Built Heritage, Carlton Heritage Review: Peer review of five citations for post-WW2 places, prepared for Melbourne City Council, 25 June 2021
- Submissions to Amendment C405melb as related to Carlton
- Heritage Victoria, Executive Director's statement of recommendation for the John Curtin Hotel, published 22 July 2022
- Submissions received during exhibition period (Submissions 1 and 1a, 2, 3 and 3a, 4, 6, 7, 8 and later submissions nos 10, 11 and 12).
- Report to the Future Melbourne Committee Agenda Item 6.3, 16 August 2022: Carlton Heritage Review and Punt Road Oval - Planning Scheme Amendment C405.
- Draft Incorporated document for the Earth Sciences Building.

4.3 Expert evidence statement

20. In the course of the preparation of this expert evidence statement I have reviewed the approach and methodology of the Carlton Heritage Review and its findings and recommendations, and Amendment C405melb (as related to Carlton), as exhibited and the amended post-exhibition (Council preferred) version. In doing so, I have considered the context of the Melbourne Planning Scheme provisions (objectives, strategies and policies) relating to heritage.
21. The preparation of this evidence has also involved a review of public submissions received relevant to the Carlton Heritage Review during and following the exhibition of Amendment C405melb and consideration of the issues raised in those submissions.

22. In the process of preparing this evidence, I have undertaken site inspections for specific places referenced in submissions. These inspections were undertaken on 5 September 2022 and 15 September 2022 and were undertaken from the public domain.
23. Limited additional historical research was also undertaken for particular sites based on issues raised in submissions.
24. I have also undertaken a review of the peer review prepared by Mr Simon Reeves of Built Heritage: *Carlton Heritage Review: Peer review of five citations for post-WW2 places*, prepared for Melbourne City Council, 25 June 2021. This peer review addresses the following properties proposed to be included in the HO:
 - Royal Women’s Hospital Carpark, 96 Grattan Street Carlton (proposed HO1391)
 - University of Melbourne Earth Sciences Building, 253-275 Elgin Street, Carlton (proposed HO 1392)
 - Commercial/office Building, 207-221 Drummond Street, Carlton (proposed HO 1395)
 - RMIT Buildings 51, 56 and 57, 80-92 Victoria Street, 115 Queensberry Street, and 53 Lygon Street Carlton (proposed HO1398)
 - RMIT Building 94, 23-27 Cardigan Street, Carlton (proposed HO1390)

4.4 Summary

25. Subject to the corrections and clarifications at section 4.4.2 and the recommendations at section 9.0 of this evidence statement, I adopt the Carlton Heritage Review November 2021 and Amendment C405 (post-exhibition Council preferred version) as the basis for my evidence to this Panel.

4.4.1 *Questions falling outside the expert’s expertise*

26. The preparation of a municipal heritage review requires a range of skills and expertise. In this case, that is reflected in the combined Lovell Chen and Extent Heritage team.
27. In relation to my own expertise, I note that while I have experience in considering heritage landscapes, I am not an expert in arboricultural matters. I note that the Lovell Chen team for the Carlton Heritage Review included a specialist in heritage landscapes (Michael Cook).
28. I also note that I am not an expert in Aboriginal cultural heritage and that consultation with the Traditional Owner groups and the input to the study arising from that engagement was undertaken by Extent Heritage.

4.4.2 *Corrections and clarifications*

29. The place categories (significant, contributory and non-contributory) for the purposes of the Carlton Heritage Review reflect those adopted in the Melbourne Planning Scheme following the gazettal of Amendment C258 Heritage Policies Review and West Melbourne Heritage Review) on 10 July 2020.
30. I note that the definitions reproduced in the November 2021 Carlton Heritage Review Methodology Report (p. 15) are in error in that some minor drafting refinements to the final planning scheme version of the definitions were not included.

31. The differences are indicated below (deletions as strike-through and bolded as additional text).

Significant heritage place

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

Contributory heritage place

A 'contributory' heritage place is important for its contribution to a **heritage** precinct. It is of historic, aesthetic, scientific, social or spiritual significance to the **heritage** precinct. A 'contributory' heritage place may be valued by the community; a representative example of a place type, period or style; and/or combines with other visually or stylistically related places to demonstrate the historic development of a **heritage** precinct.

'Contributory' places are typically externally intact, but may have visible changes which do not detract from the contribution to the **heritage** precinct.

Non-contributory place

A non-contributory place [d]oes not make a contribution to the ~~heritage~~ **cultural** significance or historic character of the heritage precinct.

32. The differences and corrections do not materially affect the meaning of the definitions and there are no implications for the assessments in the Carlton Heritage Review.
33. There are a number of minor corrections and clarifications that I recommend be made to citations reviewed in the Built Heritage peer review and these are discussed at section 8.0.

4.5 Summary of opinion and recommendations

34. In summary, it is my opinion that:
- A. The Carlton Heritage Review has been prepared using a sound methodology that is consistent with accepted heritage practice and with the requirements of the Planning Practice Note PPN01 Applying the Heritage Overlay
 - B. The study provides documentation of an appropriate format and standard of evidence to support and justify the changes proposed by Amendment C405 to the Melbourne Planning Scheme
 - C. Additional places proposed to be included in the HO under the amendment have been assessed against the relevant criteria and found to be of local significance as required by PPN01
 - D. The heritage assessment work across the study has also been undertaken having regard for the existing heritage policy frameworks in the Melbourne Planning Scheme and consistent with other strategic heritage assessment work undertaken by the City of Melbourne

- E. The documentation is to an appropriate standard to support the ongoing administration of the HO controls within the study area under the Melbourne Planning Scheme
 - F. Through the Thematic Environmental History and the detailed place citations, the Carlton Heritage Review additionally presents the outcome of significant additional historical research and community engagement exploring the history and cultural values of the study area. This has included, very significantly, the input of Traditional Owners, in identifying and recognising Aboriginal cultural themes and associations.
 - G. Amendment C405 as exhibited reflects the findings of the Carlton Heritage Review. The Council preferred version of the Amendment incorporates a series of proposed changes in the post-exhibition period and I support those changes.
35. In addition to these changes, I have recommended some further changes to the Amendment. The following table provides a summary of the additional changes (in addition to those already incorporated in the Council preferred post exhibition version).

Address/heritage place (add HO nos)	Recommended change	Source
207-211 Drummond Street	The citation and statement of significance should be updated to include updated date information, and additional historical and descriptive material added.	Built Heritage Peer Review
Earth Sciences building, 253-283 Elgin Street	The citation and statement of significance should be updated to include updated date information and to identify the builder. Reference to the sculpture and the geological installation should be included in the Site Description in the citation.	Built Heritage Peer Review
96 Grattan Street (Royal Women's Carpark)	The citation and statement of significance should be updated to include updated date information and to identify the builder as relevant.	Built Heritage Peer Review
Chinese Mission Church, 148-150 Queensberry Street	The citation and statement of significance for the Hotel Lincoln and Environs Precinct (HO97) should be revised to remove reference to social value as related to the Chinese Mission Church.	Submissions 11 & 12

Address/heritage place (add HO nos)	Recommended change	Source
RMIT Buildings 51, 56, 57	The citation and statement of significance should be updated to include date information. The attribution to R S Demaine, Russell, Trundle Armstrong & Orton should be included on the front page of the citation	Built Heritage Peer Review
RMIT Building 94, 23-27 Cardigan Street	The citation and statement of significance should be updated to reference the builder.	Built Heritage Peer Review

5.0 CARLTON HERITAGE REVIEW

5.1 Introduction

36. The following provides a summary overview of the scope, approach and methodology for the Carlton Heritage Review.
37. More detail is available in the Carlton Heritage Review Methodology Report.

5.2 Background to the review

5.2.1 Context for the study

38. As for other areas within the City of Melbourne, Carlton was the subject of a heritage study in the 1980s, that being the Carlton Conservation Study (Nigel Lewis and Associates, 1984). Large areas of Carlton had heritage controls implemented as a result of the 1984 work but the study area has not been the subject of a detailed review since that date. The Allom Lovell & Associates Heritage Review 2000 was a limited scope study and the RBA Architects City North Heritage Review of 2013 did not address the study area for the Carlton Heritage Review.
39. The Carlton Heritage Review and the present Amendment C405 to the Melbourne Planning Scheme can be seen in the context of a broader strategy by the City of Melbourne to undertake a program of heritage reviews across the municipality, seeking to review and update existing Heritage Overlay (HO) controls, supporting documentation (place-based statements of significance, place gradings/categories, thematic histories) and heritage policy frameworks. This is consistent with the intent of the City of Melbourne's Heritage Strategy 2013 <https://www.melbourne.vic.gov.au/SiteCollectionDocuments/heritage-strategy.pdf>.

5.2.2 Recent amendments

40. It is relevant to note two other amendments which provide a context for the Carlton Heritage Review and Amendment C405.
41. Amendment C258 to the Melbourne Planning Scheme comprised a review of heritage frameworks in the planning scheme applicable across the municipality as a whole. In essence, Amendment C258:
- revised Melbourne's local heritage planning policies at Clause 22.04 and Clause 22.05
 - incorporated new statements of significance for Melbourne's heritage precincts outside the Capital City Zone (Carlton, East Melbourne and Jolimont, North Melbourne and West Melbourne, Parkville, South Yarra and Kensington)
 - replaced the A to D property grading system with the significant/contributory/non-contributory grading system
 - implemented the recommendations of the West Melbourne Heritage Review (G Butler, 2016).
42. Amendment C396 followed on from Amendment C258 and sought to finalise the heritage gradings conversion work. It converted heritage gradings that were removed or excluded from Amendment C258 and made other associated changes to the Planning Scheme. Amendment C396 included preparation of citations for a number of existing HO places in the municipality,

including (as relevant to Carlton) the introduction of a new place citation for 29-31 Rathdowne Street. Amendment C396 was gazetted on 7 July 2022.

43. Amendment C396 had some overlap with the Amendment C405 in terms of timing, and there is also some overlap in terms of the amendments themselves, in that there are places in Amendment C405 that have already had their categories or other issues such as mapping changed in Amendment C396. This is important in that these changes have been implemented following the gazettal of Amendment C396 but still appear in the documentation for Amendment C405. Attachment F to the Carlton Heritage Review provides a list of Amendment C396 places in the study area.

5.2.3 *Grading system and definitions*

44. The grading system and definitions adopted as an outcome of Amendment C258 and now in the Melbourne Planning Scheme were adopted for the Review:

Significant Heritage Place

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

Contributory Heritage Place

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

Non-contributory

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

5.2.4 *Clause 22.05 Heritage Places Outside the Capital City Zone*

45. In considering the context of the Melbourne Planning Scheme policies, in addition to the definitions for significant and contributory heritage places and for non-contributory places, it is also relevant to note the policy settings as they apply to these categories under the local policy Heritage Places Outside the Capital City Zone (Clause 22.05). The following discussion references Part A of the policy which addresses properties categorised as significant, contributory or non-contributory.

46. The majority of policies under Clause 22.05 apply to both categories of heritage places, with a distinction drawn between them in some areas, as follows:

Demolition

47. Under the policy for demolition, demolition of non-contributory places is *generally permitted* but full demolition of both significant or contributory buildings *will not generally be permitted*. For both significant and contributory buildings:

The poor structural or aesthetic condition of a significant or contributory building will not be considered justification for permitting demolition.

48. A distinction is drawn between significant and contributory buildings for *partial demolition*, in relation to the extent of demolition that can be contemplated at the rear.

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

49. The considerations for an application for full or partial demolition include consideration of the significance of the heritage place or building, as well as a range of other considerations.
50. The policy also includes an additional recording requirement for significant buildings (archival photographic recording and/or measured drawings), in cases where an approval is granted for full demolition.

Alterations

51. In terms of the policies for applications involving alterations to heritage buildings, a distinction is drawn between significant and contributory buildings in that there is more flexibility for changes to significant external fabric to contributory buildings where that fabric is not visible.

External fabric which contributes to the cultural significance of the heritage place, on any part of a significant building, and on any visible part of a contributory building, should be preserved.

52. Like other parts of the Clause 22.05 policy, the policy for alterations also references the assessed significance of the building and heritage place.

Additions

53. The policies for additions to significant and contributory buildings are generally consistent. This is with the exception of the question of the concealment of additions. The policy recommends that additions for both significant and contributory buildings be concealed in significant streetscapes (as listed in the Heritage Places Inventory). For other streetscapes a distinction is drawn between significant and contributory buildings as follows:

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

54. This is with the exception of additions to corner properties, where visibility can be contemplated for both significant and contributory properties.

Restoration and Reconstruction

55. Restoration and reconstruction are heritage conservation actions supported by the policy for both significant and contributory buildings, but as for the policy for alterations the focus for contributory buildings is on visible fabric.

Any reconstructive or restoration buildings and/or works to any part of a significant building, or any visible part of a contributory building should form part of an authentic restoration or reconstruction process, or should not preclude such a process at a future date.

Concluding comment

56. Accepting these distinctions, as noted earlier, the majority of the policies apply to both significant and contributory places and protection is provided under the policy for both. Where distinctions are drawn between the categories, this is in recognition of the role played by contributory heritage places within precincts, which is generally one of contributing to or supporting the identified heritage values of the precinct (generally expressed through visible fabric), as compared with the significant heritage places which in addition to their important contribution to a precinct - when so located - are considered to be of significance in their own right.
57. Both significant and contributory heritage places are provided protection under the Planning Scheme via the HO and relevant policies, and a contributory heritage category ascribed in this or other studies undertaken in the municipality does not denote a lack of recognition or protection.
58. For non-contributory places the focus is not on protection but rather, is on ensuring any change or new development occurs in a manner that does not impact on the significance of the heritage place (precinct) and is responsive to nearby significant and contributory buildings.

5.3 Study area

59. The study area for the Review is indicated at Figure 1 and Figure 2; it includes the majority of the suburb of Carlton but excluding:
- The main Parkville campus of the University of Melbourne
 - Areas of South Carlton reviewed in the City North Heritage Review undertaken for the City of Melbourne by RBA Architects in 2013
 - Royal Exhibition Building and Carlton Gardens (included in the World Heritage List)
60. As indicated on the plan at Figure 1, the majority of the study area is subject to HO controls of long-standing. This includes the large precinct-based HO, the Carlton Precinct (HO1), as well as smaller HOs (individual buildings or groups of buildings).
61. The study area also includes 23 places included in the Victorian Heritage Register (VHR) under the *Heritage Act 2017*; these are reflected in HOs mapped in the Planning Scheme and also appear on the plan at Figure 1.

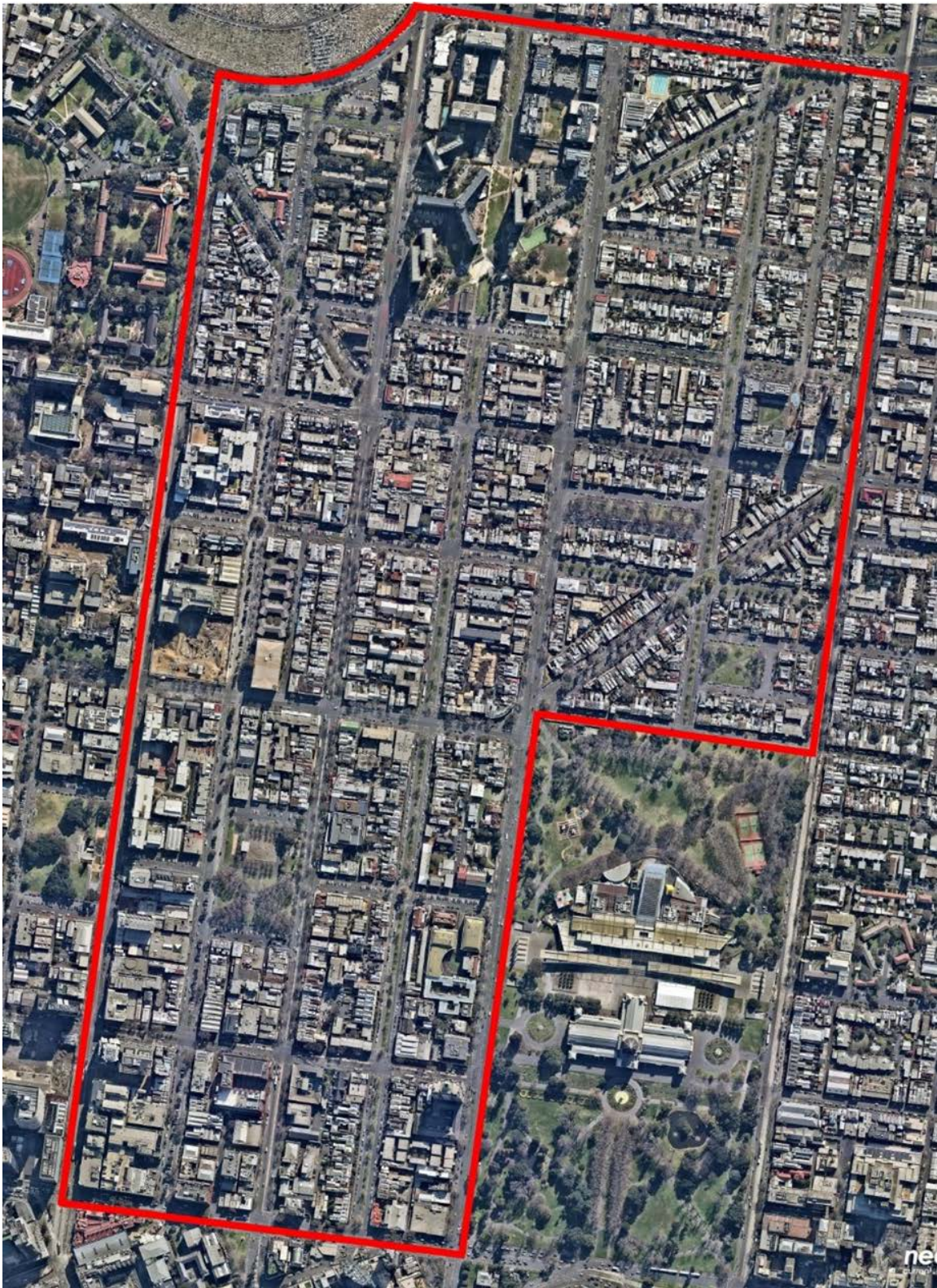


Figure 2 Aerial photograph, August 2018, with the study area outlined in red; the Royal Exhibition Building and Carlton Gardens are outside the boundary, at bottom right
Source: Nearmap

5.4 Study scope

62. The scope of the Carlton Heritage Review underwent some changes from its inception through the stages of the project. These changes reflected particular issues arising from the research, fieldwork and analysis and assessment work, and mostly related to the preparation and revision of additional place documentation and review of some of the property entries in the Heritage Places Inventory (Incorporated Document in the Melbourne Planning Scheme).
63. The following summary describes the scope of the study as completed to November 2021 and exhibited as part of Amendment C405, noting that this includes some tasks that were added to the scope through the process.
64. The Methodology Report in the Carlton Heritage Review provides more detailed information about the scope of work for the project including a chronology of the stages and tasks undertaken between July 2018 and November 2021 (refer to section 2 and specifically to Table 1 at p. 7).
65. A key foundational element within the study was the preparation of a Thematic Environmental History to provide a historical and social narrative, communicate the importance of Carlton and reflect on its key themes and stories. This included research and engagement with Traditional Owner groups to integrate awareness of cultural heritage sites and values to the Thematic Environmental History (and to the study more broadly). Work for the Thematic Environmental History prepared as part of the Review took a broad and inclusive approach; and the history addressed both the defined study area and the suburb more broadly.
66. The Review adopted a more focused approach to the study area as related to the review of and updates to statutory heritage controls under the HO. These review processes were confined to the study area itself.
67. At a high level, as completed in November 2021, the scope of the review of the HO arrangements and related documentation was as follows:
 - Review of all existing HO places (including the Carlton Precinct HO1) and preparation of citations including statements of significance for these places
 - Review the Carlton Precinct (HO1) in detail including revisions to the existing statement of significance (introduced as part of Amendment C258)
 - Recommend changes to place categories where appropriate based on fieldwork and review
 - Prepare additional statements of significance for select places in HO1 where the heritage values may not be as easily understood or require further explanation
 - Identify any additional places for inclusion in the HO (including some additional within HO1) and prepare citations including statements of significance for these places
 - Incorporation of the outcomes of Traditional Owner engagement and the Thematic Environmental History into citations and statements of significance where relevant.

5.5 Exclusions

68. There are a number of exclusions to the scope for the Carlton Heritage Review that are important to note.

5.5.1 *World Heritage Environs Area (HO992)*

69. The World Heritage Environs Area (WHEA, identified in the Melbourne Planning Scheme as HO992) is a designated 'buffer zone' to the World Heritage-listed Royal Exhibition Building and Carlton Gardens and part of HO992 falls within the study area on its south-eastern boundaries. These parts of HO992 were not reviewed as related to the HO precinct boundary or its values, based on the fact that there are separate processes for review of the WHEA that are in progress under the Heritage Act 2017. Note, however, that individual properties within HO992, including separately scheduled HO places that happen to be located within the precinct boundaries for HO992, were considered in the scope of the Review.

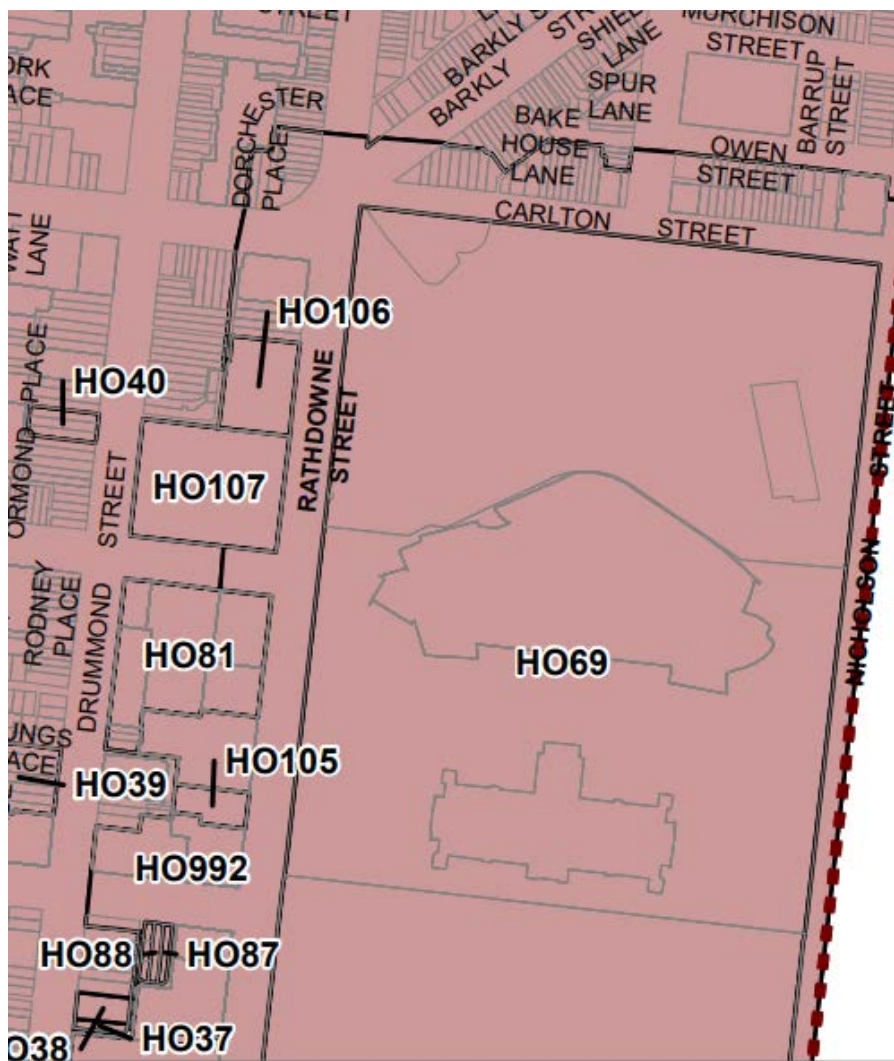


Figure 3 HO992 extends along the western and northern edges of the World Heritage listed Royal Exhibition Building and Carlton Gardens
Source: Melbourne Planning Scheme Map 5HO

5.5.2 *Victorian Heritage Register places*

70. Reflecting the focus on statutory heritage controls under the Planning Scheme, VHR places were not assessed (even though these are also mapped as HO places).

5.5.3 *Victorian Heritage Inventory and Victorian Aboriginal Register sites*

71. Historical archaeological sites included in the Victorian Heritage Inventory (VHI) under the Heritage Act 2017 and sites that are listed in the Victorian Aboriginal Heritage Register (VAHR) under the *Aboriginal Heritage Act* were not reviewed.

5.5.4 *Review of places in the Heritage Places Inventory*

72. As it is a matter raised in submissions to Amendment C405, it is also important to note that the study scope did not include a *first principles* assessment of Significant/Contributory/Non-contributory listings in the Heritage Places Inventory (Part A) (Incorporated Document in the Melbourne Planning Scheme).
73. Confirmation of the categories in the Inventory had been a key focus of Amendment C258 (completed and gazetted on 10 July 2020) and the conversion from the earlier alphabetical grading systems to the Significant/Contributory/Non-contributory system occurred in that amendment.
74. The place categories or gradings in the study area were reviewed in the Carlton Heritage Review, but the approach to this was to check and confirm the existing categories/gradings during the fieldwork and identify any anomalies or gradings from this process for further review.
75. As a consequence of anomalies identified in the fieldwork, some changes were recommended to the Heritage Places Inventory (Part A) from Amendment C258. There were also other category reviews undertaken and changes recommended in response to specific queries referred by the City of Melbourne (the latter included some arising from submissions to Amendment C258). This work was undertaken as a later stage of work (in 2020).

5.6 **Study methodology**

76. The following is a summary of the methodology for the study. The methodology is set out in more detail in the Carlton Heritage Review Methodology Report, refer to sections 2.0 and 3.0.

5.6.1 *Research and fieldwork*

77. The following key tasks were undertaken to support the assessment work.
- *Review of previous studies and reports*
 - *Research:* The research component of the work supported the preparation of the Thematic Environmental History and the identification, assessment and documentation of existing and new HO places. The research included a wide range of primary and secondary sources including but not limited to local histories, archival records, and visual primary sources such as paintings, lithographs, photographs, maps and plans. Council records, data and information from previous work/studies, and existing HO citations were also a source of historical information. For the research into Aboriginal and shared themes, the Traditional Owner engagement was a key source, together with secondary sources, oral history (both

published and through engagement), historical images and heritage and environmental reports. The community engagement processes (see below at 5.6.2) also provided valuable input to the research work; this included information provided by the Carlton Community History Group, Carlton Residents Association and from community members via Council's Participate Melbourne online forum.

- *Fieldwork:* The fieldwork was limited to the public domain and was undertaken on foot in blocks, with all streets, little streets and lanes walked and photographed. The fieldwork was undertaken with reference to Council data (including an Excel spreadsheet of properties), GIS mapping and the data for gradings from C258. Other sources that were referenced in the course of the fieldwork included historical and current aerial photography. Where anomalies or inconsistencies were noted in the course of the fieldwork, including addressing or potential grading anomalies, or properties where buildings had been significantly modified or demolished and redeveloped, these were noted in the spreadsheet. These matters were generally the subject of recommendations for change to the spreadsheet (which was updated following the fieldwork) and consequently updated Heritage Place Inventory Part A entries.

5.6.2 *Community engagement and consultation*

78. The community engagement and consultation activities undertaken as part of the Review are described in detail at section 3.10 of the Methodology Report.
79. There were multiple forms of engagement undertaken by Council officers and/or Lovell Chen and Extent Heritage during the project including:
 - Consultation with key community groups (Carlton Residents Association, Carlton Community History Group)
 - Meetings with interested community members
 - Pop up installation at the local library (Kathleen Syme Library)
 - Participate Melbourne online forum (including interactive map)
80. This engagement both informed the community about the project and provided valuable input back to the study in terms of the development of the Thematic Environmental History, and the identification of places of historical or community (social) value that could be considered in the assessment process.

5.6.3 *Traditional Owner consultation*

81. Specialists Extent Heritage undertook a process of consultation with the Traditional Owner groups as part of the study. Details of this consultation can be found at section 3.11 of the Methodology Report.
82. The consultation with Traditional Owners included the exploration and discussion of themes and places of potential interest. This was an important input to the project, in particular the Thematic Environmental History, but also contributed to an appreciation of shared and Aboriginal cultural values as related to specific HO places.

5.6.4 *Thematic Environmental History*

83. The preparation of the Thematic Environmental History was an iterative process undertaken over the course of the project, and, as required, was reviewed and updated following completion of the fieldwork and assessments of places, and completion of the community engagement and the engagement with Traditional Owners. The significant themes of the study area, and the content and structure of the history, are evident in the table of contents to the Thematic Environmental History.

5.6.5 *Assessment*

84. As described at section 3.6 of the Methodology Report, the assessment of existing and proposed new heritage places was undertaken consistent with Planning Practice Note 1 (PPN01) Applying the Heritage Overlay. The following is an excerpt from section 3.6 of the Review and steps through the approach.

The Carlton Heritage Review reviewed the current heritage controls in the study area, including assessing potential new places for controls. The assessment was informed by the ... Practice Note 'Applying the Heritage Overlay', including reference to the HERCON heritage assessment criteria:

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

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

- understanding the history of the place, and its associations;

- understanding the social significance or values of the place, and its importance to a community; and
- reviewing the physical qualities of the place including the intactness, integrity, architectural or aesthetic merit, and/or other built form qualities or distinctive attributes.

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

Comparative analysis and ‘thresholding’ places

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

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

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

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

For example, if the place under review is an interwar manufacturing building which is being assessed for an individual HO control, then the analysis examined other generally comparable interwar manufacturing buildings, including those which already have an individual control or are identified as significant. This typically included buildings in the study area, or municipality, but may go beyond these geographical confines if the analysis assisted with understanding the relative significance or importance of the place. For example, the citation for RMIT Building 71, 33-89 Lygon Street [also referenced as 42-8 Cardigan Street], provides an illustration of how the comparative analysis was undertaken for an interwar manufacturing building (see Attachment C).

Comparative analysis also assisted in identifying places of lesser significance or heritage value, which are not recommended for a heritage control. For example, in the south-west of the study area (where RMIT Building 71 is located, in a converted interwar building) the initial assessment work examined several interwar former manufacturing and commercial buildings, concentrated

in and around Cardigan Street, to determine if these (as a group of interwar buildings) formed a small precinct. The conclusion, however, was that the group did not retain or display sufficient heritage value and character to justify a precinct control. In comparative terms - save for the individual building at 42 Cardigan Street [RMIT Building 71]- the group comprised interwar buildings which were substantially altered, of utilitarian character and/or of limited historical or architectural/aesthetic distinction. Therefore these did not form a precinct which would meet the threshold for a local heritage control.

The comparative analysis also assisted in the assessment of later twentieth century places and developments (from the 1960s through to the 1990s) of potential heritage value in the study area. These places generally did not have comparable places with existing heritage controls in the study area, largely due to their later dates of construction and the focus of previous heritage studies, including of Carlton, on the Victorian through to the interwar periods. However, in this case, the comparative analysis examined a broader range of similar places, from mostly outside the study area. It also identified the architectural influences and precedents for some of these places, many of which derived from international examples.

It is also noted that places from the later twentieth century are increasingly being identified for heritage controls, through other studies, including places located elsewhere in the City of Melbourne.¹

5.6.6 *Documentation of heritage places (place citations)*

85. A citation format (content and design) was provided by the City of Melbourne for the documentation of existing and new HO places. This format is consistent across Council's recent and current heritage reviews. The citation format includes the following:

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

5.6.7 *Mapping and curtilage*

86. As noted, the citation format includes a map indicating the extent of the existing or proposed (recommended new) HO.

¹ Carlton Heritage Review, pp. 13-15.

87. In general, the approach in the study was for the mapping of heritage places to follow the title boundaries of the subject properties.
88. As explained in the Review (refer section 3.14 of the Methodology Report), the Carlton Residents Association had suggested (in discussions as part of consultation during preparation of the study and in a subsequent written submission) the establishment of a heritage curtilage around heritage places, in other words, the inclusion of an area of land in the HO beyond the heritage place itself. The specific issues raised by the Carlton Residents Association are paraphrased in the Methodology Report at section 3.14 as follows:
- Heritage Overlays should extend beyond heritage places to provide a meaningful curtilage for the places of heritage value.
 - There can be negative consequences of excluding a meaningful curtilage around heritage places; these consequences can include the impact of higher scale buildings on development sites adjoining lower-scale heritage places and streetscapes.
 - If properties adjacent to heritage places are excluded from Heritage Overlays, Council's heritage policies will have no impact on the envelope or architectural language of new developments on these properties.
 - The appropriate curtilage for terrace rows should not be defined by site boundaries; to do so would be inconsistent with the curtilage guidance included in Planning Practice Note 1: Applying the Heritage Overlay [August 2018] which provides strong support for the use of curtilages.
 - For the Carlton Precinct (HO1) and for the smaller precincts, the Heritage Overlay should include the contiguous laneways.²
89. A response to these issues was provided in the Methodology Report (again, at section 3.14).
90. PPN01 contains a detailed discussion of the issue of Curtilages and Heritage Overlay polygons (refer pp. 5 and 6). Key points made in PPN01 include:
- It is usually important to include land surrounding a building, structure, tree or feature of importance to ensure that any development, including subdivision, does not adversely affect the setting, context or significance of the heritage item. The land surrounding the heritage item is known as a 'curtilage' and will be shown as a polygon on the Heritage Overlay map. In many cases, particularly in urban areas and townships, the extent of the curtilage will be the whole of the property (for example, a suburban dwelling and its allotment)³
91. PPN01 goes on to note that in some cases a reduced extent of land (from the full extent of the property) may be appropriate and gives some examples of where that might apply.
92. PPN01 also provides suggested steps in establishing a curtilage and polygon, noting these should capture all significant elements and that it is almost always necessary to include a curtilage ... to:
- retain the setting or context of the significant building, structure, tree or feature

² Carlton Heritage Review, pp. 24-25.

³ PPN01 Applying the Heritage Overlay, p. 5.

- regulate development (including subdivision) in proximity to the significant building, tree or feature.⁴
93. Accepting this, it is not common in heritage practice, and more particularly in the application of HO controls in planning schemes, to include land in the HO beyond the title boundary of the heritage place, whether that be a precinct, building, trees, garden or other place type.
 94. As noted in at section 3.14 of the Methodology Report, 'being a non-heritage place adjoining a heritage precinct or individual place, in a built up urban area such as Carlton, would not normally justify the introduction of a heritage control in order to protect the heritage values of the precinct or heritage place'.⁵
 95. There would have to be strong case-by-case rationale and justification for varying the usual approach of applying the HO to the title boundary to extend the mapping beyond that boundary.
 96. That is not to say that the boundaries of HO precincts do not include non-contributory sites. As indicated in the Methodology Report discussion of this issue, it is common for non-contributory sites to be included within precinct boundaries, including, on occasion on the edge of precincts. Most often this is where there are 'gaps' in the precinct (non-contributory sites located between those of heritage value). On occasion, there may also be alternative documented reasons for the inclusion of non-contributory sites, such as sites located at the entry to a precinct, or cases where the heritage streetscape on one side finishes short of the other side.
 97. In relation to the issue of the application of the local heritage policies, these are intended to apply to HO places, not to regulate development on abutting sites.

5.7 Study findings and recommendations

5.7.1 *Introduction*

98. At a high level, the Carlton Heritage Review is a project that seeks to build on the significant review work undertaken by the City of Melbourne in recent years through the broader gradings review and conversions and policy review work in Amendment C258 and the additional review work in Amendment C396.
99. In doing so, the Review focusses in more detail on Carlton itself, and the significant heritage values of the place, revisiting and reviewing the heritage controls that have been in place since the 1980s in a manner consistent with contemporary heritage practice and methodologies and which has regard for the passage of time and new perspectives on heritage values.
100. In summary, as completed in November 2021, the Review:
 - provides a better and more developed understanding of the history and heritage significance of the study area and Carlton more generally, including an acknowledgement of the importance of Aboriginal culture, themes and values

⁴ PPN01 Applying the Heritage Overlay, p. 6.

⁵ Carlton Heritage Review, vol. 1, Methodology Report, see section 3.14, pp. 24-25.

- confirms and documents in more detail the significance of the main Carlton Precinct (HO1) and other existing HO places in the study area (and in some cases proposes some changes to the way these are defined)
 - proposes new HO places for inclusion in the Planning Scheme based on current assessment methodologies and the requirements of the relevant practice note PPN01, including places of the post-war period not identified in earlier studies.
101. In the process, the Review also addresses a range of detailed matters, including in some cases, changes to the Significant, Contributory and Non-Contributory categories related to particular properties, adjustment or recasting of precinct boundaries and renaming of some HOs.
102. The study documentation seeks to address aspects of the study area that previously have not been identified or recognised, including places within precincts that may not contribute to the identified values of the precinct but which have their own value and contribute to the diversity of heritage in the suburb.
103. The recommendations of the Carlton Heritage Review are found at section 5.0 of the Methodology Report (Summary of Study Recommendations). Additional detail on some recommendations and study outputs is provided at section 4.0 of the Methodology Report (Study Outputs). The following is a summary of the study findings and recommendations.

5.7.2 *Thematic Environmental History*

104. The Thematic Environmental History is found at Attachment A to the Carlton Heritage Study.

5.7.3 *Changes to existing HO places and precincts*

105. A number of changes to existing HO places and precincts are recommended; note that each HO place is proposed to have a new statement of significance and recommendations for updated mapping and scheduling are made. These are documented in the relevant place citations at Attachment B to the Carlton Heritage Review.

Existing places to be renamed as precincts

HO number	Current place name	Proposed new place name under Amendment C405	Address
HO81	5-21 Pelham St, Carlton	Former Children's Hospital Precinct	110, 112, 114, 116-140, 142-150 Drummond Street, 125-139, 141-161 Rathdowne Street, Carlton
HO64	1-31 Lygon St, Carlton	Carlton Union Hotels Precinct	1-31 Lygon Street, Carlton

Existing HO97 and HO807 to be combined as a single HO precinct and renamed Hotel Lincoln and Environs Precinct including an additional property (former Chinese Church of Christ, 148-150 Queensberry Street)

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



Figure 4 Buildings in the proposed Hotel Lincoln and Environs Precinct
Source: Lovell Chen, 2019 and 2022

5.7.4 *Revised citations and statements of significance for existing Heritage Overlay places*

106. Detailed revised citations with statements of significance were prepared for the following existing HO places (precincts and individual places, including those in the tables at 5.7.3). The statements of significance are proposed to be incorporated into the planning scheme. They can be found at Attachment B to the Carlton Heritage Review.

Place name/address	HO number
18-22 Cardigan Street	HO35
50-56 Cardigan Street	HO36
51-71 Cardigan Street	HO27 & HO28
83-87 Cardigan Street	HO29
101-111 Cardigan Street	HO30
199-201 Cardigan Street	HO32
272-278 Faraday Street	HO56
1-31 Lygon Street	HO64 – renamed Carlton Union Hotels Precinct
18-24 Palmerston Street	HO71
5-21 Pelham Street	HO81 – renamed Former Children’s Hospital Precinct
96-106 Pelham Street	HO82
19 Queensberry Street	HO87
59 Queensberry Street	HO90
128-140 Queensberry Street	HO97 – now part of HO97- Hotel Lincoln and Environs Precinct:
133-135 Queensberry Street	HO91
25-27 Rathdowne Street	HO103
29-31 Rathdowne Street	HO809 – note this citation was also included Amendment C396
49 Rathdowne Street	HO104
466 Swanston Street	HO111
508-512 Swanston Street	HO112
554-556 Swanston Street	HO113
676-682 Swanston Street	HO116

Place name/address	HO number
68-72 Victoria Street	HO118

5.7.5 *Revised Carlton Precinct HO1 citation and statement of significance and amendments to the precinct boundaries*

107. Following the Carlton Heritage Review and informed by the preparation of the Thematic Environmental History (and associated engagement), the existing citation and statement of significance for HO1 have been amended and updated. Refer to Attachment E to the Carlton Heritage Review.
108. In addition, changes have been recommended to the boundary of the precinct so as to include the following:

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

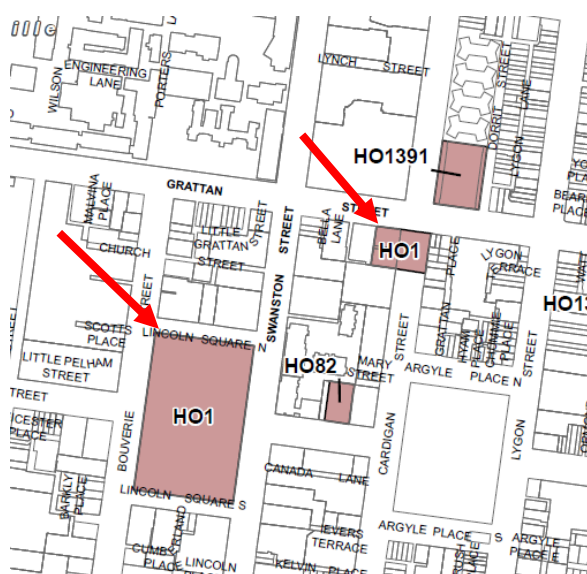


Figure 5 Additional land to be included in the Carlton Precinct HO1 (245-249 and 251-257 Cardigan Street and Lincoln Square)
Source: Amendment C405 Map HO5

5.7.6 *Changes to heritage categories/gradings, mapping and addresses as per Attachment F*

109. The memorandum at Attachment F to the Carlton Heritage Review documents recommended changes to heritage categories, mapping and addresses. The proposed changes are based on the review of issues that arose during the fieldwork for the Review or queries that were referred to

Lovell Chen by the City of Melbourne and that were addressed in work undertaken in 2020-2021. The memorandum includes recommended changes to significance categories for places in the Carlton Precinct (HO1) and other HOs.

5.7.7 *Statements of significance for places within HO1*

110. Statements of significance were prepared for a select number of existing graded places that fall within the Carlton Precinct HO1:
- Clyde Hotel, 377-391 Cardigan St, Carlton: interwar hotel which is substantially intact to its 1940 form and detailing
 - 64-68 Drummond Street 1880s villa with rear 1980s art gallery addition by Nonda Katsalidis
 - San Marco Social Club, 149-151 Canning Street: long-standing place of value to the local community, including the Jewish and later the Italian community
 - Historic squares of Carlton, (Argyle Square, Macarthur Square, Murchison Square, Lincoln Square and University Square): provide evidence of early town planning in Carlton, having been conceived as urban spaces in the 1850s and formally gazetted in the 1860s.
111. As related to the assessment of these places, the Clyde Hotel, 377-391 Cardigan St, Carlton and the San Marco Social Club, 149-151 Canning Street were recommended to be upgraded from contributory to significant and the latter recognised for its long-standing community associations. The property at 64-68 Drummond Street (Victorian villa) was already graded significant, but the recommendation was for the 1980s art gallery extension to be recognised under the significant grading. Argyle Square, Lincoln Square, Macarthur Square, Murchison Square are all recommended to have a significant grading and the squares recognised as providing evidence of early town planning in Carlton.
112. Because these places are not proposed to be mapped as separate HOs, the statements of significance are not proposed to be incorporated into the Planning Scheme but rather, are proposed to be included in the Carlton Heritage Review as a background document.
113. The statements of significance for these four places can be found at Attachment D to the Carlton Heritage Review (Statements of significance for places in HO1).

5.7.8 *Recommendations to include additional places in the Heritage Overlay*

114. The following individual places are currently not subject to HO controls, and were recommended to be added to the Schedule of the HO and be identified as significant places:
- RMIT Building 94, 23-27 Cardigan Street, Carlton (proposed HO1390)
 - Royal Women's Hospital Carpark, 96 Grattan Street Carlton (proposed HO1391)
 - University of Melbourne Earth Sciences Building, 253-275 Elgin Street, Carlton (proposed HO 1392)
 - RMIT Building 71, 33-89 Lygon Street, Carlton (proposed HO1393)
 - Cross Street Co-operative Housing, 422 Cardigan Street (proposed HO1394)

115. The following individual places are currently located in the Carlton Precinct HO1, but were recommended for individual HO controls:
- Commercial/office building, 207-221 Drummond Street, Carlton (proposed HO1395)
 - Townhouses at 129-141 Canning Street, Carlton (proposed HO1396)
116. The following places are proposed to be included in the HO as serial listings. PPN01 notes that serial listings may be employed in cases where places *share a common history and/or significance but do not adjoin each other or form a geographical grouping*. Such cases may be considered for treatment as a single heritage place, that may share a common statement of significance and HO number.
- Ministry of Housing Infill Public Housing, various addresses, Kay, Canning, Station streets Carlton (proposed HO1397)
 - RMIT buildings 51, 56 and 57 in Victoria, Queensberry and Lygon streets (proposed HO1398)
117. The two proposed serial listings include properties that fall within and outside the Carlton Precinct (HO1).
118. Citations and statements of significance for the places recommended for new HOs can be found at Attachment C to the Carlton Heritage Review.

5.7.9 *Places to be removed from the Heritage Overlay*

119. The following places (existing individual HO places) were recommended to be removed from the HO, following demolition and redevelopment.
- HO96, 106-108 Queensberry Street
 - HO70, 16-22 Orr Street
 - HO811, 630 Swanston Street
 - HO117, 784-786 Swanston Street.
120. I am instructed that with the exception of HO811, these properties have been removed through Amendment C396.

5.7.10 *Outcomes of the Traditional Owner engagement*

121. As an outcome of the Traditional Owner engagement, Extent Heritage identified some places in the study area with existing heritage controls where the heritage citation/statement of significance should be enhanced and updated to reflect Aboriginal themes and values.
122. Citations for existing HOs have been updated accordingly:
- Carlton Union Hotels Precinct, 1-31 Lygon Street (HO64)
 - Former Children's Hospital Precinct, 5-21 Pelham Street (HO81)
123. The statement of significance for the Carlton Precinct HO1 was also amended to include references to the Woiwurrung and Boonwurrung peoples in the pre-contact period, and to the more contemporary involvement and experiences of Aboriginal people in the precinct area.

124. Within Carlton Precinct HO1 the historic squares of Carlton, particularly Macarthur Square, were noted as meeting places for Aboriginal people in the second half of the twentieth century and this is documented in the statement of significance for the squares in the Review.
125. Amendments to the citation for the following VHR place were also recommended, albeit this is a matter that would need to be referred to Heritage Victoria for its consideration:
 - La Mama Theatre, 205-207 Faraday Street, on the VHR (H1991). Amend existing citation to recognise an association with Australia's first all-Aboriginal acting company, Nindethana.
126. As noted at section 5.9 of the Methodology Report, another outcome of the Traditional Owner engagement was a recommendation that consideration be given to site interpretation for two specific sites in the study area:
 - Site of the demolished Royal Women's Hospital, at the corner of Swanston and Grattan streets. Through consultation with Traditional Owners, and with reference to the Royal Women's Hospital's submission to the Senate Enquiry on forced adoption (Professor Shurlee Swain, 2012) this is recognised as the birthplace of many Aboriginal people but also as a site of forced child removals; it has dual significance.
 - Site of the demolished Pram Factory theatre, at 317-337 Drummond Street. The Pram Factory was the birthplace of Nindethana, Australia's first all-Aboriginal acting company.
127. Site interpretation can take a variety of forms (including signage, plaques, artwork or on-line content) and may offer a means through which historical associations and cultural meanings could be represented on site. This is not a matter for the planning scheme (and is not addressed in Amendment C405) but could be further considered by the City of Melbourne. In the event an interpretation strategy is developed in the future, further consultation with Traditional Owner groups would be required in order to ensure correct and sensitive cultural heritage interpretation. Consultation with landowners would also be required.

5.7.11 *Recommendations for additional research*

128. Some areas of additional research were identified during the course of the study, including in relation to several of the significant themes identified in the Thematic Environmental History. These include the later twentieth century music scenes and alternative cultural movements in the suburb; and the later work of the Housing Commission of Victoria (Ministry of Housing).
129. There are also a number of themes which could not all be pursued within the scope of the project, and where additional research could support further Aboriginal cultural input. These include the role of Trades Hall as the site of some of the pivotal early meetings which led to the establishment of pioneering Aboriginal welfare organisations dealing in health, education and legal services, and which might also be linked to the emergence of an Aboriginal rights framework. This was suggested in consultation with the Bunurong Elders but was disputed by some Wurundjeri Elders.⁶

⁶ Extent Heritage, Traditional Owners engagement, December 2018 to February 2019.

6.0 AMENDMENT C405

6.1 Exhibition version

130. As detailed in the exhibited Explanatory Report, insofar as it relates to Carlton, Amendment C405 seeks to implement the findings of the Carlton Heritage Review November 2021 on a permanent basis by:

- Amending Clause 22.05 (Heritage Places outside the Capital City Zone) to include reference to the Carlton Heritage Review for Part A of the policy.
- Applying individual HOs to seven places and introducing new statements of significance for each heritage place (refer to 5.7.8 above) including amendments to mapping and the HO Schedule:
 - 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)
- Applying two serial listing HOs to multiple sites and introducing new statements of significance for each heritage place (refer to 5.7.8 above) including amendments to the mapping and HO Schedule:
 - 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)
- Amending three existing HOs by converting them to three heritage precincts and introducing new statements of significance (refer to 5.7.3 above):
 - 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'
- Introducing statements of significance for 20 existing individual HOs (refer to 0 above):
 - 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
- Deleting seven existing HOs (refer to 5.7.9 above, also to reflect mapping anomalies and HO changes):
 - 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 (due to demolition)
 - HO807- 144-146 Queensberry Street, Carlton (incorporate into HO97)
 - HO811 – 630 Swanston Street, Carlton (due to demolition)
 - HO117 – 784-786 Swanston Street and 253-275 Elgin Street, Carlton (due to demolition)
- Amending the existing incorporated documents titled Heritage Places Inventory February 2020 Part A (Amended May 2021) and Heritage Places Inventory February 2020 Part B (Amended September 2021) to reflect a heritage category change for 59 properties (in addition to the properties identified above)
- Amending the boundary and statement of significance for the HO1 Carlton Precinct HO (refer to 5.7.5 above), to include:
 - 245-257 Cardigan Street (delete existing HO34)
 - 251-257 Cardigan Street - currently no HO
 - 138-142 Bouverie Street (Lincoln Square) - currently no HO
- Amending the existing HO maps for nine properties to correct mapping anomalies

- HO32 - 199 Cardigan Street and 201 Cardigan Street to reflect the existing titles
 - HO57 – applies to Kathleen Syme Education Centre at 249-263 Faraday Street. Currently incorrectly applied at 112 Faraday Street. Delete HO57 and apply HO1 to 112 Faraday Street
 - 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 – applies to 25-27 Rathdowne Street. Currently incorrectly applied at 23 Rathdowne Street. Delete HO103 from 23 Rathdowne Street and apply HO992
 - HO809 – applies to 29-31 Rathdowne Street. Currently incorrectly applied at 35 Rathdowne Street. Remove HO809 from 35 Rathdowne Street and apply HO992
 - HO118 – 68-72 Victoria Street to remove a portion of 9 Lygon Street (9 Lygon Street is in HO64 Union Hotels Precinct)
131. Various consequential or related changes would follow, including:
- Amendments to the HO mapping to effect the changes listed above
 - Amendments to the Schedule to Clause 72.04 (Incorporated Documents):
 - Amendments to the incorporated document *Heritage Precincts Statement of Significance February 2020* (removing the Carlton Precinct Statement of Significance)
 - Introduction of a revised *HO1 Carlton Precinct Statement of Significance* incorporated document
 - Amendments to the incorporated document *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 in the manner described in Attachment 1 to the Explanatory Report
 - Correct addressing and other anomalies in the manner described in Attachment 1 to the Explanatory Report
 - Amendments to the incorporated document *Heritage Places Inventory February 2020 Part B* to add the date amended of November 2021 and to remove 24 properties in the manner described in Attachment 1 to the Explanatory Report.
 - Amendment to the Schedule to Clause 72.08 Background Documents to add the Carlton Heritage Review November 2021 as a Background Document.

6.2 Post-exhibition changes

132. Amendment C405 was on public exhibition from 24 February 2022 – 31 March 2022. Various submissions were made during this period and subsequently. These submissions are discussed at section 7.0 below.
133. In the period following exhibition, the issues raised in submissions were reviewed and some changes were recommended to the Amendment (as it relates to Carlton) as exhibited.

134. These were as follows:

- Re-categorise 38 Dorrit Street Carlton from non-contributory to contributory (issue raised in submission, review of category based on reversal of previous unsympathetic alteration)
- Re-categorise 153 Drummond Street Carlton from non-contributory to contributory (issue raised in submission, correcting an error)
- Re-categorise buildings within 81-109 Grattan Street and 374-386 Cardigan Street, Carlton to identify the significant and contributory buildings (issue raised in submission, finer grain categories applied to individual buildings within large sites)
- Apply Criterion G (social significance) to the John Curtin Hotel at 27-31 Lygon Street, Carlton (issue raised in submission, additional assessment)
- Correct the Inventory regarding 1-13 Elgin Street Carlton (administrative correction).

135. The changes are detailed in the Report to the Future Melbourne Committee dated 16 August 2022 and the attached documents (Council preferred version of the Amendment).

6.3 Amendment C409melb

136. Amendment C409 (Planning Policy Framework transition amendment, gazetted 21 September 2022) is relevant in that it introduces a new Heritage policy at Clause 15.03-1L-02. This applies to places within a HO outside the Docklands Zone and for properties categorised as 'significant', 'contributory' or 'non-contributory'. The policy replaces the previous Clauses 22.04 (Heritage Places within the Capital City Zone) and 22.05 (Heritage Places outside the Capital City Zone).

137. I am instructed that Council will address the implications of the gazettal of Amendment C409 in their submissions to the Panel. I do not understand there are any alterations to the policy within the scheme proposed by Amendment C409 that would alter my consideration of the appropriateness of the amendment in relation to any properties.

7.0 RESPONSE TO SUBMISSIONS

7.1 Background

138. Following the exhibition period, Lovell Chen provided Council with responses to relevant issues raised in submissions and these are referenced in Council officers' report to the Future Melbourne Committee meeting of 16 August 2022.

139. The issues raised and responses are summarised below. In some cases additional comments have been included.

7.2 Submissions

140. This section addresses the submissions received in relation to Amendment C405 (as relevant to Carlton). The submissions are numbered 1-4 and 6-8. Submissions numbered 5 and 9 were not relevant to Carlton.

141. In addressing the submissions, reference is made to Council's Report to the Future Melbourne Committee of 16 August 2022 (Attachment 2, Summary of Submissions and Management Responses) which considered and responded to submissions, and:

- Provided a summary of 'Matters raised'

- Included 'Management response' and 'Management recommendations'.
142. As noted, the 16 August Report to Future Melbourne Committee document incorporates responses provided by Lovell Chen.
143. This section does not address matters such as:
- economic impacts of heritage controls
 - constraints on future development potential and upgrading of buildings
 - issues or queries on property addresses
 - [generally] issues raised in relation to work undertaken or changes implemented by previous heritage amendments including Amendment C258 and C396 and issues associated with gradings or policy frameworks that are outside the scope of Amendment C405.
144. Three further submissions were referred to me after the Future Melbourne Committee. These were Submissions 10, 11 and 12. These are also reviewed and responses provided to the issues raised in this section.

7.2.1 *Submission 1 and 1a: The University of Melbourne*

University of Melbourne Earth Sciences building, 253-283 Elgin Street (proposed HO1392)

Summary of issues

145. The University of Melbourne does not oppose the inclusion of the Earth Sciences Building in an individual HO (HO1392).
146. The University's initial submission of 29 March 2022 advised it had concerns with the proposal to include the Earth Sciences building in the HO and also with aspects of the Carlton Precinct HO1 revised statement of significance and had engaged a heritage expert to review the proposed amendment.
147. A further submission dated 26 May 2022 advised Council that based on its heritage expert's review, it did not oppose the recommended HO. It further noted of the heritage citation and statement of significance that while these are 'generally clear, robust and well-researched', a number of changes should be made. The 26 May submission also suggested an Incorporated Plan with specific exemptions from the permit requirements under the HO should be implemented to assist the University with its management of the place. The submission confirmed that on further review, the University does not oppose changes to the HO statement of significance.

Response

148. Lovell Chen did not provide a response to the March or May submissions as no specific heritage issues had been raised in the submission.
149. I have not sighted the University's proposed amendments to the statement of significance.
150. In principle, I support the use of an incorporated document for large or complex HO places where such a plan can assist in the management of the place by allowing works to be undertaken without a permit where those works would not have an adverse impact on heritage values. An incorporated document may be an appropriate tool for this heritage place.

151. The Earth Sciences Building is discussed further at Section 8.0 (Built Heritage Peer Review).
152. Photographs are provided below at Figure 6, Figure 7, Figure 8, and Figure 9.



Figure 6 View from the north-east of the primary Elgin Street frontage of the University of Melbourne Earth Sciences building
Source: Lovell Chen, 2022



Figure 7 View from the north, non-original pedestrian bridge over Swanston Street
Source: Lovell Chen, 2022



Figure 8 Detail of the western wall, featuring the angled window bays
Source: Lovell Chen, 2022



Figure 9 View west along the ramp
Source: Lovell Chen, 2022

7.2.2 *Submission 2: Royal Melbourne Institute of Technology (RMIT)*

RMIT Buildings 51, 56, 57, 71 and 94

Summary of issues

153. The RMIT submission addressed the City North campus, specifically:
- 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), proposed serial listing HO of 1970s-1980s campus buildings
 - HO1393 - Building 71, Royal Melbourne Institute of Technology (RMIT) (33-69 Lygon Street, Carlton – Building 71 only), former interwar manufacturing building
 - HO1390 - Building 94, Royal Melbourne Institute of Technology (RMIT) (23-37 Cardigan Street, Carlton), 1994-6 educational building designed by architect Allan Powell
154. The submission also referenced Building 93 (22 Cardigan Street) noting a proposed change to extend the boundary of HO35 to include this site.
155. Issues raised by RMIT included concern that the proposed heritage controls will inhibit the potential for development in its CBD North precinct and that the controls could place additional constraints on the precinct's future.
156. RMIT indicated that a review was being undertaken of the study findings and statements of significance.

Response

157. To date no specific response has been provided by Lovell Chen to RMIT's concerns in relation to the proposed additional HO controls. This was because the submission expressed generalised concerns and RMIT was yet to complete its review of the statements of significance.
158. In the case of the issue of Building 33 at 22 Cardigan Street, the proposed change to extend the mapped extent of HO35 was to correct an error in the mapping as compared with the HO Schedule entry (only two of a row of three Victorian terraces at 18-22 Cardigan Street were mapped). This mapping error was corrected as part of Amendment C396.
159. The RMIT buildings 51, 56 and 57 are proposed to be included in a serial listing HO1398, and the individual HO1390 are discussed further at section 8.0 (Built Heritage Peer Review).
160. Photographs of the RMIT buildings are provided below at Figure 11-Figure 26 below.



Figure 10 Location of the buildings in the proposed serial listing for HO1398, Buildings 51, 56 & 57, Building 51 is to the south on Victoria Street, Buildings 56 & 57 are in the north-east
Source: Carlton Heritage Review, citation for Buildings 51, 56 and 57



Figure 11 View of RMIT Building 51 (R S Demaine, Russell, Trundle Armstrong & Orton, 1971-2) from the south-west on Victoria Street (proposed to form part of the serial listing HO1398
Source: Lovell Chen, 2022



Figure 12 West elevation of Building 51 in Cardigan Street
Source: Lovell Chen, 2022



Figure 13 View of the north elevation of Building 51 (1971-2) from the east in Orr Street
Source: Lovell Chen, 2022



Figure 14 Building 56 proposed to be included in the serial listing HO1398, viewed from the north-west from Queensberry Street (R S Demaine, Russell, Trundle Armstrong & Orton, 1973-4)
Source: Lovell Chen, 2022



Figure 15 View looking west along the northern elevation of Building 56, showing the basement level lit from above
Source: Lovell Chen, 2022



Figure 16 View in Lygon Street of Building 56 (on right) and Building 57 (R S Demaine, Russell, Trundle Armstrong & Orton, 1980-82, on left), both proposed to be included in the serial listing HO1398
Source: Lovell Chen, 2022



Figure 17 Massive brick pilasters to the rear (south elevation of Building 56)
Source: Lovell Chen, 2022

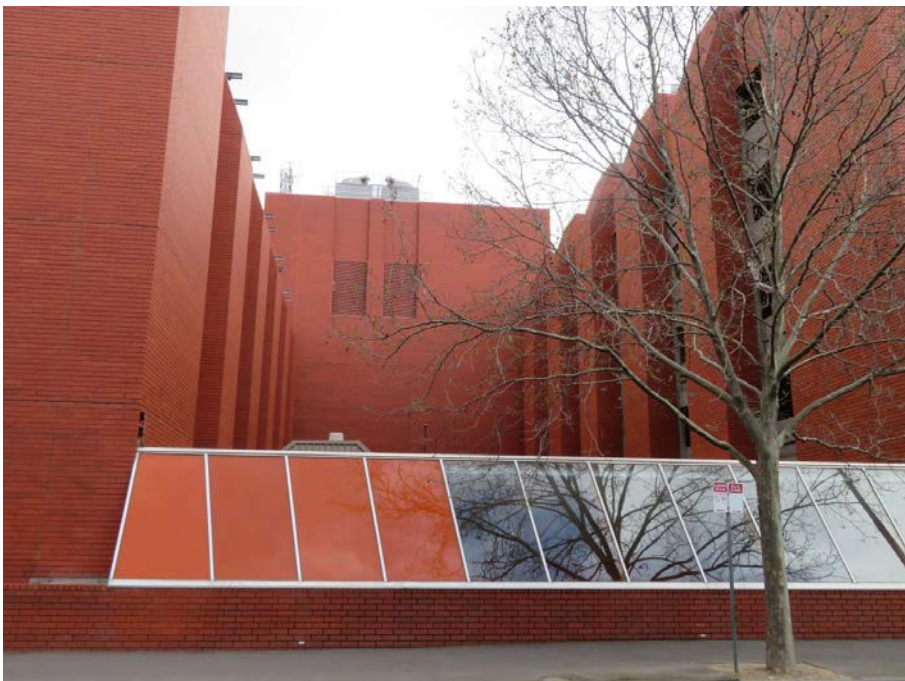


Figure 18 View between buildings 56 and 57 from the east
Source: Lovell Chen, 2022



Figure 19 East elevation of Building 57
Source: Lovell Chen, 2019



Figure 20 View of Buildings 57 (left) and 56 (right) from the south-east
Source: Lovell Chen, 2019



Figure 21 View along Little Cardigan Street, looking south, west elevations of Buildings 56 and 57 on left, north elevation of Building 51 is visible in the distance
Source: Lovell Chen, 2022



Figure 22 Principal east elevation of Building 94 (Allan Powell in association with Pels Innes Nielson Kosloff, 1994-6) proposed to be included in the HO as HO1390
Source: Lovell Chen, 2019



Figure 23 Another view, from the south-east, concrete service block on left
Source: Lovell Chen, 2019



Figure 24 Building 71, 42-48 Cardigan Street, c. 1938, proposed to be included in the HO as HO1393, west elevation
Source: Lovell Chen, 2022



Figure 25 Rear of Building 71, from Earl Street
Source: Lovell Chen, 2022

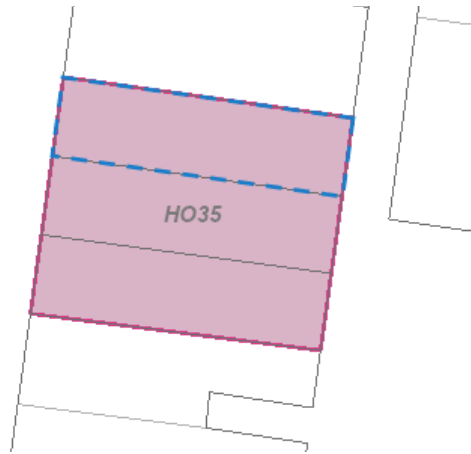


Figure 26 Terrace houses at 18-22 Cardigan Street (left) current mapping for HO35 following Amendment C396 (right), 22 Cardigan Street is the northern property
Source: Lovell Chen, 2022, VicPlan

7.2.3 *Submission 3: Carlton Residents Association*

161. The Carlton Residents Association submission raises a number of issues relating to the project methodology, scope and individual case studies which are summarised below.

Documentation challenges

Summary of issues

162. Concerns were expressed over the status of background documents versus incorporated documents and the accessibility of documents
163. Concerns were raised related to the process of the translation of gradings (i.e. undertaken for Amendment C258) including a suggestion that work for that gradings conversion only considered aesthetic significance. It was expected that the Carlton Heritage Review would review places that failed to satisfy the aesthetic significance criterion, using the other criteria.

Response

164. The Carlton Heritage Review is proposed to be a background document in the Melbourne Planning Scheme (Clause 72.08) and this is consistent with the status of other heritage reviews. The statements of significance would be incorporated documents and listed in the HO Schedule as is required by the Practice Note PPN01 Applying the Heritage Overlay. Incorporated documents are available online.
165. Under Amendment C405 the Carlton Heritage Review would also be listed as a policy reference (background document) at Clause 22.05 (Heritage Places Outside the Capital City Zone).
166. In terms of the conversion or translation of gradings in Carlton, this process occurred under Amendment C258 and was finalised under Amendment C396. The work for the Carlton Heritage Review did not include conversion of gradings from the previous alphabetical system.
167. The Carlton Heritage Review relied on the work undertaken for Amendment C258 and did not seek to undertake a first principles review of all gradings in the study area. As indicated earlier, the fieldwork the Amendment C258 gradings (significant/ contributory/non-contributory) were checked within the study area. Where the grading ascribed as part of C258 appeared on *prima facie* basis to be correct/appropriate during fieldwork surveys, these were accepted. However, as part of this process, some building categories were identified as requiring review (including for street address or property numbering anomalies or errors, physical change or demolition, or for consistency). In those cases, further review was undertaken and recommendations have been made for changes to the categories. This process did not include an assessment against criteria for existing graded buildings, other than for individual HOs where citations and statements of significance were prepared.
168. Some of the recommended changes to gradings or heritage categories as part of the Carlton Heritage Review are documented in citations prepared for existing or recommended new places and the statements of significance and others are documented in the memorandum at Attachment F to the Carlton Heritage Review. All changes to the Heritage Places Inventory (Part A) were documented in the Amendment documentation.

169. Some additional changes have been recommended in the post-exhibition period in response to submissions and these are reflected (and highlighted) in the updated Heritage Places Inventory (Part A) in the Council preferred version of the Amendment.

Statements of significance

Summary of issues

170. The submission expressed concern that statements of significance were not provided for VHR places or for the World Heritage Environs Area (WHEA) or for significant and contributory places within the Carlton Precinct HO1.

Response

171. The study excluded state, national and world heritage-listed places. These are subject to controls variously under the *Heritage Act 2017* and the *Environment Protection and Biodiversity Conservation Act 1999*. In the case of the Royal Exhibition Building and Carlton Gardens (which is included in the World and National heritage lists), the World Heritage Management Plan documentation (including the WHEA Strategy Plan) is subject to separate review processes (including processes that are currently in progress).
172. Statements of significance were not prepared for contributory or significant heritage places within precincts. This was outside the scope of the study. An appreciation of the heritage values of these places is supported by the relevant updated statements of significance for the precincts which they form part of and contribute to.
173. The exception is a small number of places within HO1 for which additional statements of significance were prepared. These are the Carlton squares (previously ungraded), the Clyde Hotel (377-391 Cardigan Street, previously contributory), 64-68 Drummond Street (previously significant, with its 1980s extension) and the San Marco Social Club (149-151 Canning Street, previously contributory). Refer to section 3.9 of the Methodology Report. Each of these places was investigated in some detail as part of the study (for varying reasons) and brief statements of significance were prepared in the process. These additional statements of significance provide additional information and are intended to be read in conjunction with the Carlton Precinct statement of significance (noting that the latter would be an Incorporated Document). The additional statements would be included in the Carlton Heritage Review as a background document.

Amendment C258/contributory places/key conclusions

Summary of issues

174. A number of references are made to the gradings conversion in Carlton undertaken as part of Amendment C258. There is also reference to the percentage of places that are contributory rather than significant and there is 'less heritage protection'. Contributory places are "no longer" regarded as significant in their own right and no statement of significance is provided. Significant Heritage places in HO1 will have to rely on the precinct statement of significance.

Lovell Chen response

175. Amendment C258 has been gazetted. Issues of grading conversion and definitions generally are not considered to be relevant to this study – these are issues which have been considered under

Amendment C258. The Amendment C258 gradings (significant/ contributory/non-contributory) formed the basis of assessments of places within the Review study area. Where changes in gradings have been recommended as part of the Carlton Heritage Review, these have been detailed in study documentation.

176. There will be no reduction in heritage protection in the study area as a result of the Carlton Heritage Review:
- No change is proposed to the significant, contributory and non-significant system implemented under Amendment C258
 - The vast majority of places have retained their significant or contributory categories as an outcome of this study and additional heritage places are identified and recommended for heritage protection.
 - Contributory and significant heritage places are acknowledged (whether collectively or individually) in precinct and/or individual HO statements of significance, in the Heritage Places Inventory Part A and in the supporting citations.
177. 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.
178. Along with the significant heritage places, contributory heritage places make a fundamental contribution to the values for which the precincts are recognised. Both significant and contributory places are identified in the HO, and subject to the relevant heritage provisions and policies included in the Melbourne Planning Scheme. Refer to the discussion above at 5.2.3 and 5.2.4 (in relation to the policies at Clause 22.05). There are policies which address both significant and contributory places and others that vary between the two categories of heritage place.
179. I consider that the revised statements of significance and supporting documentation as a result of the Carlton Heritage Review will add greatly to an understanding and appreciation of the heritage places in Carlton - including precincts and individual heritage places. 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.

Specific places

Summary of issues

180. The recommended gradings (significant, contributory, non-contributory) of a number of places were raised in the submission.

The following places/case studies were identified in the Carlton Residents Association submission (not including VHR places):

- HO1 boundaries (large precinct should be split)/ Carlton Squares (should be individual HO)
- John Curtin Hotel (information in documentation)
- Two residences at 153 and 155-7 Drummond Street (grading issue)

- The multi-building properties at 81-109 Grattan Street and 376-386 Cardigan Street (grading issue)
- Charles, David and Dorrit streets (various addresses but specifically 22-24 Charles Street and 46-48 Dorrit Street) (grading issue)
- 38 Dorrit Street (grading issue).

Response

181. Responses are provided in the following tables. Photographs of most of the referenced properties are provided.

Place/address and comment in submission	Response
<p>HO1 Carlton Precinct / Carlton Squares</p> <p>Why was HO1 not segmented so as to better define the values of the area consistent with the recommendations of the Panel for Amendment C258 [e.g. Princes Park]</p> <p>Suggests the squares should be an individual HO, not part of HO1</p>	<p>The research, fieldwork and analysis considered the boundaries of the HO1 precinct within the study area. It was determined that large Carlton precinct was best understood as a single heritage place, and that 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. While there are differences in the built form in the north and south of HO1, there was no clear boundary between these areas which supporting its division into smaller precincts. Additionally, it was considered that such a change would undermine an appreciation of the significance of Carlton.</p> <p>In relation to the squares, these are a key structural and landscape element within HO1 and reflect on early urban planning ideas (refer to Figure 28, Figure 27). All these variations and specific attributes are acknowledged in the revised precinct statement. Additional detail is also included on the squares in a stand-alone statement of significance within the Carlton Heritage Review and this will have Background Document status. Clause 43.01-8 (Heritage Overlay decision guidelines) requires the consideration of all applicable statements of significance, that would include those in background or reference documents.</p> <p>While part of HO1, Princes Park is outside the study area and was not reviewed.</p> <p>No change is recommended.</p>

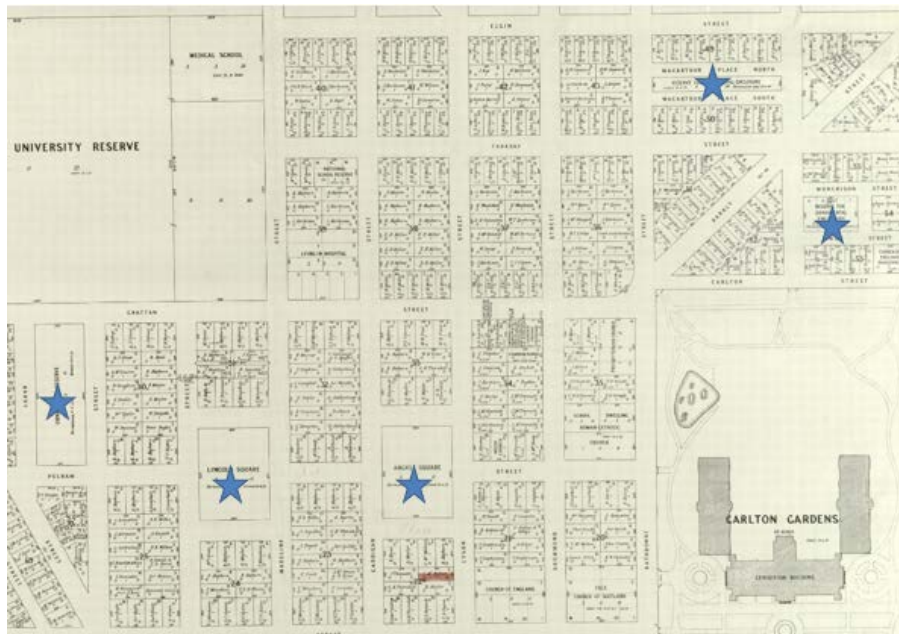


Figure 27 Detail of plan of Carlton south of Elgin Street, 1881, with Carlton's squares indicated
Source: Vale Collection, State Library of Victoria (reproduced from the Thematic Environmental History)



Figure 28 Macarthur Square
Source: Lovell Chen, 2019

Place/address and comment in submission	Response
<p>John Curtin Hotel, 27 Lygon Street</p> <p>The submission suggested that the precinct citation for the Carlton Union Hotels Precinct lacked detail on the John Curtin Hotel as compared with comparable citations in other heritage studies.</p> <p>Refer to Figure 29.</p>	<p>Note the excerpt quoted in the submission is from the Carlton Union Hotels Precinct <i>statement of significance</i> and this is supplemented by additional descriptive material and analysis in the relevant <i>citation</i> in the Carlton Heritage Review as a Background Document (in Attachment B to the study).</p> <p>Since this submission was made, amendments have been made to the statement of significance as it relates to the John Curtin Hotel in response to other submissions and these go to the social value of the hotel. The amended statement of significance is attached to the 16 August Future Melbourne Committee report in the Council preferred post-exhibition version of the Amendment.</p> <p>Note also that the John Curtin Hotel is currently subject to a recommendation by the Executive Director, Heritage Victoria to include in the VHR under the Heritage Act (published 22 July 2022).</p>

Place/address and comment in submission	Response
<p>153-155-7 Drummond Street</p> <p>Group A Case Study, p. 5</p> <p>153 and 155-7 Drummond Street should be significant. In Amendment C405, 153 Drummond Street is ungraded and 155-7 is contributory.</p> <p>Refer to Figure 30.</p>	<p>This was an error in the documentation arising from an earlier misnumbering.</p> <p>Identification of these two properties as contributory is appropriate, as they contribute to the broader heritage values of the HO1 Carlton Precinct. They are not considered to be individually significant.</p> <p>In the proposed revisions to the Amendment documentation, the post-exhibition Council preferred Heritage Places Inventory has been amended to list 153 Drummond Street as contributory.</p>



Figure 29 John Curtin Hotel, view from the north
Source: Lovell Chen, 2022



Figure 30 155 Drummond Street, corrected to contributory in the post-exhibition version of the Amendment, the contributory 155-157 is visible to the right in this view
Source: Lovell Chen, 2022

Place/address and comment in submission	Response
<p>81-109 Grattan Street</p> <p>Group A Case Study, pp. 7-9</p> <p>81-109 Grattan Street (significant in Inventory) includes significant and non-significant buildings, and this should be clearer.</p> <p>Refer to Figure 31, Figure 32.</p>	<p>81-109 Grattan Street is a single property which combines a series of buildings which previously were graded and listed separately.</p> <p>The site includes a series of non-contributory/late twentieth century buildings as well as significant late nineteenth century buildings.</p> <p>In the revisions to the Amendment documentation in the Council-preferred post-exhibition version, the Heritage Places Inventory has been amended to specifically identify the significant buildings on the site, in the following format:</p> <p><i>81-109 Grattan Street includes:</i></p> <ul style="list-style-type: none"> • 101-103 Grattan Street • 105 Grattan Street • 107-109 Grattan Street (including 40-44 Grattan Place)



Figure 31 General view to the property at 81-109 Grattan Street showing a mix of non-contributory and significant heritage buildings
Source: Lovell Chen, 2022



Figure 32 Significant heritage buildings as part of the large property at 81-109 Grattan Street
Source: Lovell Chen, 2022

Place/address and comment in submission	Response
<p>376-386 Cardigan Street</p> <p>Group A Case Study, pp. 10-13</p> <p>376-386 Cardigan Street, as per Comment 11. Contributory grading for whole site, concerned expressed that Palmerston and Waterloo buildings may have been downgraded</p> <p>Refer to Figure 33.</p>	<p>A similar issue exists as related to this property (Australian College of Optometry), which is identified with a single entry (contributory) in the Inventory, but which includes contributory buildings fronting Cardigan, Palmerston and Waterloo streets (previously listed and graded separately), and a non-contributory late twentieth century development with frontages to all three streets.</p> <p>In the proposed revisions to the Amendment documentation, the Heritage Places Inventory entry has been amended to specifically identify the contributory buildings on the site, in the following format:</p> <p><i>374-386 Cardigan Street, includes</i></p> <ul style="list-style-type: none"> • 378 Cardigan Street • 380 Cardigan Street • 382 Cardigan Street • 242 Palmerston Street • 21 Waterloo Street • 23 Waterloo Street



Figure 33 College of Optometry buildings on the 376 Cardigan Street site, note the mix of contributory and non-contributory buildings
Source: Lovell Chen, 2022

Place/address and comment in submission	Response
98-126 Lygon St & 68-72 Queensberry St Carlton Group B Case Study, pp. 14-15 98-126 Lygon St & 68-72 Queensberry St Carlton. Concern that a later infill building at 68-72 Queensberry listed as significant in the Inventory.	This site is included in the VHR as H0406. VHR places were not reviewed as part of the study. The issue raised is acknowledged, however VHR places are identified as Significant in the Inventory to their full registered extent. Note also that Heritage Victoria is the Responsible Authority for these places. No change is recommended.

Place/address and comment in submission	Response
Church of the Sacred Heart Complex, Carlton [169-199 Rathdowne St, 2-40 Pelham St & 154-184 Drummond St Group B Case Study, pp. 16-18 Church of the Sacred Heart Complex, Carlton [169-199 Rathdowne St, 2-40 Pelham St & 154-184 Drummond St (VHR H0016). Not all buildings have heritage significance and the Inventory should be more accurate	This site is included in the VHR as H0016. VHR places were not reviewed as part of the study. Note also that Heritage Victoria is the Responsible Authority for these places. No change is recommended.

Place/address and comment in submission	Response
<p>Charles, David and Dorrit streets Carlton (various addresses but specifically 22-24 Charles Street and 46-48 Dorrit Street)</p> <p>Group C Case Study, pp. 19-21</p> <p>Timber dwellings in Charles and Dorrit streets, Carlton. Remaining timber dwellings, possibly from 1850-1875 period (as indicated in i-Heritage). Query is why these buildings were not graded significant. Comparisons are drawn with terrace row at 1-9 David Street.</p> <p>Refer to Figure 34, Figure 35.</p>	<p>The referenced buildings were confirmed as contributory in C258 and through the work of the Carlton Heritage Review.</p> <p>Numerous early dwellings were reviewed from C and D gradings to significant as part of the gradings translation work undertaken for the Amendment C258 gradings review. This included the examples in David Street in the submission. Other examples of early residences in Carlton which were upgraded to significant include bluestone houses in Barkly and Elgin streets, brick terrace row in Canning Street, rendered two-storey dwellings in Cardigan Street. The timber cottage at 140-142 Station Street, also upgraded to significant, retains its prominent slate roof and early roof form. These buildings were generally upgraded due to their early construction date and their level of intactness, and ability to demonstrate the early residential buildings of Carlton. The timber terrace trio at 44-48 Macarthur Place North, is graded significant, demonstrating the lack of building controls in early Carlton.</p> <p>The timber residence at 46-48 Dorrit Street referenced in the submission appears to have replaced an earlier residential pair. Sands & McDougall directories list two separate residences at nos 46 and 48 in 1880 and 1885, (earlier directories are un-numbered), but by 1890 and 1895 only no. 46 is listed, suggesting a consolidation of two properties. The rate books list 46 Dorrit Street as a wood cottage of 4 rooms and stable, valued at a Net Annual Value of £40 (CoM rate books, 1890, Smith Ward, rate no. 2385, VPRS 5708, PROV). On the basis of this documentary material, it appears unlikely that this residence represents the earliest phase of development in Dorrit Street, although it certainly contributes to an understanding of modest nineteenth century dwellings in Carlton.</p>

Place/address and comment in submission	Response
	<p>Further research would need to be undertaken to confirm this.</p> <p>Housing in Charles Street was constructed from the early 1870s, however, historical sources are somewhat unclear about the construction date of nos 22 and 24 Charles Street. The 1875 and 1880 rate books describe the dwellings as 'wood plastered house' of four rooms (CoM rate books, Victoria Ward, 1875, rate nos 1825-1826 and 1880, rate nos 1987-1988, PROV), which may refer to lath and plaster construction. These dwellings were separately owned by their occupants. By 1890, nos 22 and 24 were owned by a William Cale, and described as wood houses of 4 rooms (CoM rate books, Victoria Ward, 1890, rate nos 3783-3784, PROV). The change in description of the buildings may indicate new construction, although this has not been clarified.</p> <p>The contributory gradings in this instance are considered to appropriately reflect the level of significance.</p> <p>As noted, significant examples of early housing in Carlton have been recognised in a number of cases through C258 and confirmed through the work of the Carlton Heritage Review.</p> <p>No change is recommended.</p>



Figure 34 46-48 Dorrit Street Carlton
Source: Realestate.com.au



Figure 35 22-24 Charles Street
Source: Lovell Chen, 2022

Place/address and comment in submission	Response
<p>38 Dorrit Street</p> <p>Group C Case Study, pp. 22-24</p> <p>38 Dorrit Street has a non-contributory grading, whereas there are other places in CHR with contributory grading and first floor additions. Comparison is drawn with 245 Cardigan Street (contributory within HO1) and 599-605 Swanston Street (significant, not in study area)</p> <p>Refer to Figure 36.</p>	<p>Originally a C graded building, this property was downgraded in Amendment C258 due to the extensive alterations (unsympathetic/visible first floor addition in combination with other facade alterations). Since Amendment C258, the earlier window form has been reinstated. This reversal does improve the presentation of the building and its contribution to the valued character of the precinct.</p> <p>While the addition remains as an intrusive element, on balance it is agreed that the identification of the building as contributory is appropriate.</p> <p>In the proposed revisions to the Amendment documentation (Council-preferred post-exhibition version), the Heritage Places Inventory has been amended to list 38 Dorrit Street as contributory.</p> <p>No changes are recommended.</p>



Figure 36 38 Dorrit Street (on right in this view)
Source: Lovell Chen, 2022

Place/address and comment in submission	Response
<p>96 Grattan Street, Royal Women's Hospital Carpark</p> <p>Group C Case Study, pp. 25-28</p> <p>96 Grattan Street, Royal Women's Hospital (RWH) Carpark, querying appropriateness of an individual HO. The submission references the 1974 Strategy plan. Queries how 'striking, robust and bold architecture, which is so disrespectful of its immediate heritage context, should now be accorded Heritage Significance' and that this would 'set a most unfortunate precedent'</p> <p>Refer to Figure 37.</p>	<p>This place is proposed for an individual HO (HO1391). It has aesthetic and representative significance unrelated to the values of HO1, other than for the historical connection with the hospital site opposite.</p> <p>It is recognised that the building contrasts in scale, form and design when compared with traditional nineteenth and early twentieth century building stock in Carlton. Accepting this, assessment and recognition of places from the post-WWII period is now an accepted part of heritage practice.</p> <p>No change is recommended.</p>



Figure 37 Royal Women's Hospital Carpark, 96 Grattan Street, recommended for an individual HO (HO1391)
Source: Lovell Chen, 2022

Place/address and comment in submission	Response
<p>134, 136, 138 and 140 Queensberry Street</p> <p>Group C Case Study, pp. 29-31</p> <p>138 and 140 Queensberry Street, Carlton: Row of four shops within Lincoln Hotel and Environs Precinct Overlay. Submission queries the proposed heritage categories: the shops at nos. 134 and 136 are upgraded to significant and nos. 138 and 140 remain contributory. Query consistency in assessing altered shopfronts. (See 508 and 510-512 Swanston Street, graded significant)</p> <p>Refer to Figure 38, Figure 39.</p>	<p>This is the Lincoln Hotel and Environs Precinct Overlay. The different gradings for the two shop pairs relates to their construction dates, and varying level of intactness.</p> <p>The earlier pair at 134 and 136 are graded significant. They were constructed in 1877 and have a high level of integrity, retaining their original shopfronts with offset (side) recessed entries and shopfronts incorporating unusual curving rails above timber columns/mullions. The later pair at 138 and 140 are graded contributory. They were constructed in 1894, and although they generally retain original fabric/appearance, the integrity of the pair is diminished by the changes to the shopfront at no. 140 .</p> <p>Within the study area there are a range of shop buildings which have been graded significant and contributory with relevant considerations including construction dates, history/use and level of intactness.</p> <p>No change is recommended</p>

182. In summary, based on the review of the submission, a number of changes have been made and these are reflected in the Heritage Places Inventory (Part A) (Council-preferred version):

- 153 Drummond Street identified as contributory
- 28 Dorrit Street identified as contributory
- Contributory buildings at 81-109 Grattan Street clearly identified
- Contributory buildings at 374-386 Cardigan Street clearly identified.



Figure 38 Intact 1877 shop pair at 134-136 Queensberry Street



Figure 39 The later pair at 138-140 Queensberry Street, altered ground floor to no. 140
Source: Lovell Chen, 2022



Figure 40 Closer view of the shopfronts, altered shopfront at no. 140 in foreground
Source: Lovell Chen, 2022

7.2.4 *Submission 4: Music Victoria*

John Curtin Hotel, 27 Lygon Street

Summary of issues

183. The Music Victoria submission relates to the John Curtin Hotel, at 27 Lygon Street. Music Victoria requests that the citation for HO64 be updated to recognise the significance of the hotel for its live music associations under Criteria A (historical), B (rarity) and G (social value), including its significance to Aboriginal people under Criterion G.
184. This place is identified as Significant within HO64 – Carlton Union Hotels Precinct. HO64 is an existing heritage precinct, and an updated citation has been prepared as part of the Carlton Heritage Review. The John Curtin Hotel was previously a D graded building, but was identified as significant through this heritage study.

Response

185. In Council's post-exhibition version of the amendment documentation, the statement of significance has been updated to recognise the social value of the John Curtin Hotel within the precinct.
186. The additional paragraph in the revised statement of significance reads as follows:

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.

187. As for the other criteria referenced by the submitter, historical significance (Criterion A) is already addressed in the citation, and Criterion B is not considered to be relevant.
188. Note also that the John Curtin Hotel is currently subject to a recommendation by the Executive Director, Heritage Victoria to include in the VHR under the *Heritage Act* (published 22 July 2022). This recommendation found that the place is of state historical and social significance and an excerpt from the Executive Director's statement of recommendation and statement of significance is reproduced below. Note that this recommendation has yet to be endorsed by the Heritage Council of Victoria:

[Under What is significant?]

The John Curtin Hotel is historically significant for its association with the trade union and labour movement in Victoria. Built in 1915 to replace an earlier hotel constructed in 1859-60, it has been closely associated with Victoria's trade unions since its establishment, due in large part to its proximity to the Victorian Trades Hall. Unionists, left-wing activists and members of the Labor Party have used the current establishment for over 100 years to conduct informal gatherings, meetings, hold celebrations and presentations, and accommodate interstate officials on visits to Victoria. Trade unions have played a fundamental role in shaping the working lives of Victorian (and Australian) society and the John Curtin Hotel has provided one of the principal venues for unionists to gather and disseminate ideas. It has provided an obligatory dropping in spot for Labor Party politicians on the rise, including Gough Whitlam, Bill Landeryou, and Bill Hayden and it has a close association with Robert (Bob) James Lee Hawke, a key figure in the Victorian and Australian labour movement in the twentieth century (and later Australia's 23rd Prime Minister), who used the John Curtin Hotel as his 'home away from home' during his time as President of the Australian Council of Trade Unions (ACTU). The John Curtin Hotel has been an important venue for working-class politics and activism in Victoria for over 100 years [Criterion A].

The John Curtin Hotel is socially significant for the strong attachment Victoria's trade unions and the labour movement have with the place. The attachment is particularly strong given the place's proximity to the Victorian Trades Hall, union offices and other left-aligned organisations. The John Curtin Hotel has acted as an informal meeting place for those involved in working-class politics and activism in Victoria since its establishment and it continues in this capacity to the present day. The John Curtin Hotel remains as a 'centre of left politics', a place where people from progressive politics gather. It is seen as an integral part of a labour "precinct" in the heart of Melbourne, which encapsulates Trades Hall and the Eight Hour Monument. The John Curtin Hotel has, and continues to be, a meeting place for the trade union and labour movement community beyond the immediate locality with those involved in trade unionism and the labour movement travelling to the hotel to attend meetings, training or political demonstrations from across the State. The outcomes of these political activities have had ramifications for workers and other affected

groups from across the State by bringing about legislative changes through political actions. The ongoing use of the John Curtin Hotel by the trade union and labour community for meetings, networking, celebrations and commemorations resonates into the broader Victorian community [Criterion G].⁷

189. Refer to Figure 29.

7.2.5 *Submission 6: GE Law Services*

Summary of issues

190. This submission relates to the property at 1-3 Elgin Street and 16-18 Barkly Street, Carlton, and raises the issue of the identification of the property in the Heritage Places Inventory (Part A) as a single property with a contributory grading, as opposed to the two separate street addresses.

Response

191. This issue was addressed in Amendment C396 and following that gazettal of that amendment on 7 July 2022, the Heritage Places Inventory (Part A) indicates that the contributory building category applies only to 16-18 Barkly Street and not to the balance of this consolidated site.

192. The exhibited Heritage Places Inventory (Part A) has been updated in the Council preferred version for Amendment C405 consistent with the Amendment C396 version.

7.2.6 *Submission 7: National Trust of Australia (Victoria)*

John Curtin Hotel, 27 Lygon Street

Summary of issues

193. The National Trust submission was supportive of the Amendment, and only sought to make comment on the John Curtin Hotel. The submission encourages the preparation of an individual statement of significance and suggests that it satisfies Criterion G (social significance) for its association with the Australian Labor Party, its use as a live music venue, and for its associations with Aboriginal and Torres Strait Islander musicians and communities. The National Trust's nomination of the John Curtin Hotel to the VHR was attached to the submission.

Response

194. In Council's post-exhibition version of the amendment documentation, the statement of significance has been updated to recognise the social value of the John Curtin Hotel within the precinct.

195. The additional paragraph in the revised statement of significance reads as follows:

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

⁷ Statement of recommendation from the Executive Director, Heritage Victoria, to the Heritage Council of Victoria, 22 July 2022.

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.

196. As for the other criteria referenced by the submitter, historical significance (Criterion A) is already addressed in the citation, and Criterion B is not considered to be relevant.
197. Note as referenced above at section 7.2.4 that the John Curtin Hotel is currently subject to a recommendation by the Executive Director, Heritage Victoria to include in the VHR under the Heritage Act (published 22 July 2022). Refer to Figure 29.

7.2.7 Submission 8: Individual submitter

Summary of issues

198. This submission is of a general nature regarding heritage protection in Carlton and comments that there is far too much heritage already in Carlton.

Response

199. I consider the amendment has appropriately considered the heritage values of the study area. No further response is provided as no specific issue was identified.

7.2.8 Submission 10: Individual submitter

200. This submission was received by Council on 13 August 2022.

Summary of issues

201. The submission addresses three properties at 47-49 Canning Street, 207-221 Drummond Street and 96 Grattan Street, Carlton. The submission relates to concerns about housing affordability and opportunities for medium-scale development and specifically comments on three properties.
- 47-49 Canning Street: Raises concerns about the contributory grading for this property. Notes that it was identified as contributory through Amendment C258, and confirmed through the Carlton Heritage Review, but that there is no documentation about the decision to apply or retain the contributory category. Notes that it is similar to the property at 89-91 Kay Street which is not protected. Concern that the protection limits what can be done with the large site.
 - 207-221 Drummond Street: The submission disputes the heritage value of this property and that the protection (individual HO) will limit development potential at this large site. Concerned that heritage merit is based on views of architects/private consultants rather than what the community values.
 - 96 Grattan Street: The issues raised in relation to the Royal Women's Hospital Carpark are similar to the concerns raised about 207-221 Drummond Street, the submitted queries the appropriateness of heritage protection of a car park and states that the place is valued by architects and not the community.

Response: 47-49 Canning Street

202. In response to issues raised in this submission, the process through which the contributory category was applied to this property under Amendment C258 has been reviewed.

203. The Amendment C258 Gradings Review, undertaken by Lovell Chen in 2015, comprised a desktop review of letter gradings of properties in heritage precincts, as part of the conversion of A-D gradings to the new categories of significant, contributory or non-contributory.
204. The spreadsheet provided by Council listed the subject property as ungraded. As part of the desktop review, however, an incorrect D grading was inadvertently attributed. This may have been due to a confusion with the [then] D grading for 47 and 49 Canning Street, North Melbourne in the Heritage Places Inventory. The spreadsheet was updated to reflect this incorrect D grading. As such, the subject property was reviewed within the scope of the gradings review, on the understanding it had originally been graded D, and in the process, it was confirmed as a contributory place. The contributory grading was listed in the Heritage Places Inventory (Part A) as part of Amendment C258.
205. It should be noted that the assessment work to support Amendment C258 did not include assessment of ungraded buildings and the application of a contributory category was [inadvertently] outside the intended scope of the gradings conversion work. The scope of this gradings review in Carlton, which was desktop-based, was to review C and D graded properties, resulting in upgrading to significant, confirming as contributory or downgrading to non-contributory as relevant. Ungraded properties were not reviewed or assessed, although in some instances where these properties were of potential heritage value, this was noted in the spreadsheet. No gradings recommendations were made on ungraded buildings.
206. In the Carlton Heritage Review fieldwork, 47-49 Canning Street was inspected from the street, as for all properties. It was assessed as consistent with its current contributory category with no obvious grading anomaly or inconsistency identified in the fieldwork assessment.
207. In light of the fact that original attribution of contributory was outside the intended scope of the gradings conversion work in Amendment C258, and was not undertaken based on a first principles assessment, it is considered appropriate to review the matter as part of the present amendment. Accordingly, an additional site inspection and limited historical research has been undertaken, with the objective of confirming the appropriate category within HO1 (significant, contributory or non-contributory).
208. The subject property is a single-storey detached interwar clinker brick residence, located on the south-west corner of the intersection of Canning Street and Macarthur Place South (refer to Figure 41, Figure 42). The house was constructed by the City of Melbourne in 1937.⁸ It is thought to have been built for the then Melbourne City Council's City Engineer, Patrick Jordan. Mr Jordan lived there with his family (wife and six children) until his death in 1949.⁹ The house presents as a characteristic design of the interwar period and is externally intact, including retaining the brick front fence.
209. In terms of a potential contribution to HO1, the house falls within the period for significant and contributory development within the Carlton Precinct HO1, as identified in the revised statement of significance (Attachment E to the Carlton Heritage Review). Under **What is significant?** the statement includes the following introductory statement around the period of significance:

⁸ Property Service Plan, 47-49 Canning Street, Carlton, Greater Western Water

⁹ *Argus*, 24 May 1949, p. 6.

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 individual places of heritage value are also outside this date range.¹⁰

210. While the precinct is strongly associated with development from the Victorian era, the statement recognises that it also includes building stock from the Edwardian and interwar periods, which contributes to the valued heritage character of the area. This is evident in the immediate surrounding area, where there is a level of diversity of building form and period, in which context this house sits comfortably. Refer to Figure 43, Figure 44. In addition, the house is a representative and externally intact example of its type. There is an added historical interest in this case deriving from the origins of the house as a residence constructed by the Melbourne City Council for its City Engineer. More recently, it is understood to have been used for aged care and community uses.
211. On this basis, 47-49 Canning Street is considered to meet several of the tests established by the definition for contributory heritage places in the context of HO1 (bolded sections below).

Contributory

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

212. It is recommended that the contributory category be confirmed.

¹⁰ Carlton Heritage Review, Attachment E, Revised Statement of Significance for Carlton Precinct.



Figure 41 View of 47-49 Canning Street from the east
Source: Lovell Chen, 2022



Figure 42 Another view from the east showing the interface with properties to the south
Source: Lovell Chen, 2022



Figure 43 Heavily modified former Victorian shop building at 28-34 Canning Street (contributory), opposite the subject site to its east
Source: Lovell Chen, 2022



Figure 44 Edwardian residences to the north of the subject site on Macarthur Place North
Source: Lovell Chen, 2022

Response: 207-221 Drummond Street

213. The subject building is a two-storey office building of 1986-7, designed by architects Steve Ashton and Howard Raggatt, later of Ashton Raggatt McDougall Pty Ltd (ARM Architecture) with Ian McDougall. The building has been assessed as satisfying Criterion E (aesthetic significance) and is proposed for an individual HO control (HO1395) It is of significance 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.
214. This building is discussed further in section 8.0 below (Built Heritage Peer Review).
215. Refer to Figure 45, Figure 46.

Response: 96 Grattan Street (Royal Women's Hospital carpark)

216. The building was designed by architects Mockridge, Stahle and Mitchell, in the Brutalist style, and was constructed in 1974. It is a substantial steel-framed brick and concrete building of seven carpark levels with an additional office level. In its design, the building draws on a number of mostly earlier international and local examples of Brutalist buildings, and the evolving carpark typology. The building satisfies Criteria D and E and the proposed individual HO control is warranted and supported.
217. This building is discussed further in section 8.0 below (Built Heritage Peer Review).
218. Refer to Figure 37.



Figure 45 207-211 Drummond Street, east elevation
Source: Lovell Chen, 2022



Figure 46 North elevation, 207-211 Drummond Street
Source: Lovell Chen, 2022

7.2.9 *Submissions 11 and 12*

Summary of issues

219. Submissions 11 and 12 address the Chinese Mission Church at 148-150 Queensberry Street.
220. Submission 11 (on behalf of the purchaser of the site) submits that the building is 'not of sufficient significance to warrant inclusion in the Heritage Overlay' but does not provide reasons.
221. Submission 12 is made on behalf of the current owner. Submission 12 notes (summary):
 - the property has been sold and it will cease use as church in 2023.
 - the Melbourne Chinese Church of Christ is seeking alternative premises
 - the proposed protection is for a purpose the building will no longer be used for
 - the property is not of significance to the Chinese Christian Community
 - the current church community is very small and has no relationship with the original church community
 - the property is not a sacred building to the Church in any way.
 - The current church members are not local residents and the building is beyond its useful life
 - the building does not maintain its historical use and function of missionary work.
 - the building is not fit for an ongoing community use.

Response

222. The Chinese Mission Church is proposed to be included in an expanded HO97 – Hotel Lincoln and Environs Precinct. This small precinct is a mixed, non-residential streetscape at the intersection of two major thoroughfares, with buildings dating from the nineteenth and twentieth centuries.
223. The citation identifies some heritage values that apply to the precinct as a whole and others that apply to elements within the precinct.
224. The precinct as a whole was assessed as meeting Criterion A (historical significance) and Criterion D (representative significance). These values essentially go to the manner in which the precinct - as a modest collection of buildings ranging from the 1850s through to the interwar period - is able to demonstrate the sorts of diverse activities and building types and forms that developed and co-existed in non-residential locations in Carlton.
225. Additionally, within the precinct, a number of individual buildings were also variously identified as of individual historical (Criterion A), D (representative), E (aesthetic) and social (Criterion G) significance.
226. As well as reflecting on the precinct-wide historical and representative values, the Chinese Mission Church of c. 1905 was identified as being of historical (Criterion A) and social (Criterion G) significance. The reasons given are found in the statement of significance and summarised here:
- Historical significance: Purpose-built mission church 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, provides a historical reference to the presence of a Chinese Australian community in the area, outside Chinatown.
 - Social significance: of social significance for servicing the Chinese community of Carlton, and Melbourne, for over 110 years and continuing to fulfil this role.
227. In response to the submission, the issues raised and the discontinuation of the use of the building would not impact on the historical values identified. There are many examples of places of historical significance where that significance is related to a particular use, and where that use has changed or been discontinued. The historical values and associations of this building would be unaffected by the discontinuation of use: they would remain in the documentary record and as reflected in the building fabric itself.
228. In terms of the social values attributed to the building in the heritage assessment, at the time of assessment it was considered that these values could be assumed to be present based on:
- the fact that as a church it is an example of a place type that is *likely* to be of social value, a place where people gather for reasons of ritual or congregation
 - The fact that there was also evidence of an enduring association with a ‘community’ based on the longevity of the use and its continuation (at the time of the assessment) and the fact of the continuing Chinese Church of Christ connection.
229. 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.

230. There may be families with connections to the church over generations,¹¹ 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.
231. 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.
232. The recommendation remains for the inclusion of the building as significant in the proposed Hotel Lincoln and Environs Precinct.
233. Refer to Figure 47-Figure 49.



Figure 47 Chinese Church of Christ, within the proposed Hotel Lincoln and Environs precinct, view from south-west

¹¹ <https://ne-np.facebook.com/cafhov/posts/were-any-of-your-ancestors-involved-with-the-church-of-christ-in-queensberry-st-/4097793307008143/> Chinese Australian Family Historians of Australia (post by the historian and curator, Sophie Couchman, accessed 22 September 2022).



Figure 48 Façade detail
Source: Lovell Chen, 2022

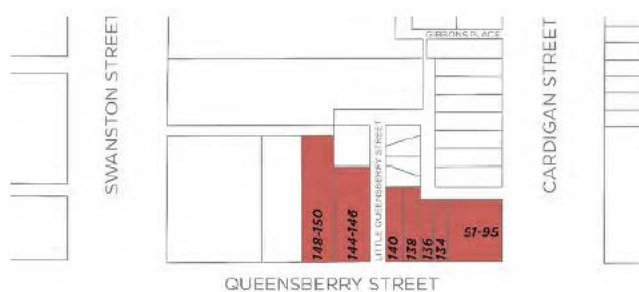


Figure 49 Buildings comprising the Hotel Lincoln and Environs Precinct (HO97)
Source: Precinct citation, Attachment B, Carlton Heritage Review

8.0 BUILT HERITAGE PEER REVIEW

234. The City of Melbourne commissioned Simon Reeves of Built Heritage to undertake an independent and select peer review of five heritage citations from the Carlton Heritage Review.
235. The citations reviewed were all for places proposed to be included in the HO and all from the post-WWII period. A report was provided to Council in July 2021, Built Heritage, 'Carlton Heritage Review, Peer Review of Five Citations for Post-WW2 Places'.
236. Mr Reeves concluded that all five places reached the threshold for local significance and he considered them to be 'appropriate candidates for inclusion in the City of Melbourne's heritage overlay schedule' (Carlton Heritage Review 2019: Peer Review 2021, p. 4)
237. Following his review of the five citations, Mr Reeves considered these 'to be well researched and written, and to put forward an adequate argument for significance at the local level'.
238. Mr Reeves raised a 'few minor shortcomings' related to the following (paraphrased):
- factual information for some citations (construction dates slightly inaccurate / names of builders were not recorded)
 - in two cases, specific elements of significance or potential significance were omitted from the building descriptions
 - In a few cases historical content seemed to overlook aspects that are considered to contribute to significance
 - The comparative analysis tended to the simplistic and could be improved.
239. Overall, Mr Reeves considered that his review 'demonstrated that the citations tended to understate the significance of the places' and he considered 'the places to have an even stronger basis for local significance than the citations seems to suggest' (Carlton Heritage Review 2019: Peer Review 2021, p. 4). He observed that the citations could be improved by:
- Updating missing or erroneous factual and descriptive details, tightening the comparative analysis, and amending or expanding the Statements of Significance, which in some cases includes invoking additional HERCON criteria (Carlton Heritage Review 2019: Peer Review 2021, p. 4).
240. Acknowledging that the the peer review supports the findings of the assessment and the attribution of local heritage significance warranting the application of the HO, I have considered Mr Reeves' suggestions for revisions to the citations and statements of significance to confirm whether it is appropriate to adopt any of these. My responses to the issues raised for each place are below.

Royal Women's Hospital Carpark, 96 Grattan Street

Summary of issues

241. While agreeing with the overall assessment and finding that the HO is warranted, Mr Reeves has suggested the following in relation to the citation and statement of significance (in summary):
- Update the date provided to recognise the date of the design (1971-2) and construction (1973-4) rather than completion (1974)

- Identify the builder as Lewis Construction Company Pty Ltd
- Additional historical content on the Royal Women's Hospital's development of residential accommodation in addition to the carpark and consulting suites.
- Descriptive content, additional analysis of remnants of landscaping and consideration of whether these relate to an original scheme by Beryl Mann
- Comparative analysis could be expanded
- Considers the place is an outstanding rather than a representative example and suggests it meets Criterion F (demonstration of creative and technical achievement) rather than Criterion D (for representativeness)
- Considers the place also 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 & Mitchell

Response

242. In terms of the date attributed to this building, I agree that it would be appropriate to recognise the date of the design (1971-2) as well as that of construction (1973-4). The name of the builder, the Lewis Construction Company, should also be added to the citation.
243. To the question of additional discussion of the historical context, the development of flats by the hospital is already noted in the citation and no change is proposed. On the original landscaping scheme, while this issue could be further investigated, my view is that the remnants on site do not warrant recognition and no tree controls are recommended.
244. On the comparative analysis, Mr Reeves has expanded on the key themes already addressed in the citation (history and design of multi-storey carparks, and the context of Brutalism) and has provided commentary on related examples. While this expanded analysis and additional information is of interest, the existing analysis is considered appropriate and sufficient to establish local significance.
245. In terms of the suggestions the place may meet additional criteria or that there could be a different emphasis in the response to criteria, my view is that the assessment in the citation is appropriate. 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).
246. 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.
247. **Recommendation:** The citation and statement of significance should be updated to include updated date information and to identify the builder as relevant. No additional changes are recommended.

University of Melbourne Earth Sciences Building, 253-275 Elgin Street

Summary of issues

248. While agreeing with the overall assessment and finding that the HO is warranted, Mr Reeves has suggested the following in relation to the citation and statement of significance (in summary):

- Update the date cited to 1973-77 rather than 1975-77 to recognise that the design was resolved in 1973 and that works had commenced on site by November 1973 (as referenced in the University's Annual Reports)
- A relief sculpture by the Czech-born sculptor George Friml, commemorating geologist and explorer Sir Paul Edmund Strzelecki and donated by the Australian Polish community to the people of Australia in the bicentennial year (1988), is located on the western elevation of the building, obscured by foliage and should be referenced in the citation and statement of significance as a significant element
- While agreeing with the Lovell Chen assessment that the place satisfies Criterion E (aesthetic significance), the peer review also found that Criterion A (historical) was satisfied, for its association with the planned post-war expansion of the university beyond its campus, which was ultimately curtailed due to local opposition, and its association with the 1970 masterplan, before funding was discontinued in 1976.

Response

249. In terms of the date attributed to this building, I agree that it would be appropriate to clarify the construction date information in the citation (reference should be to 1973-77 rather than 1975-77).

250. To the attribution of historical significance, I do not consider in this case that the historical association with the University's plan for expansion into the surrounding area is of such importance as to meet Criterion A at a level that would warrant recognition under the HO. The relationship of the building with the 1970 Master Plan by Ancher Mortlock Murray and Woolley (which addressed the main campus and contemplated expansion to the east) is of interest—particularly in terms of the history of the University's master planning initiatives – and this is discussed in the citation. However, this aspect of the 1970 plan (redevelopment of the block to the east of Swanston Street) ultimately was not implemented in any meaningful way. In that context, my view is that place does not meet Criterion A and the references to this historical context in the citation are appropriate. [This is in contrast to the assessment of the proposed serial listing for RMIT Buildings 51, 56 & 57. In that case it was concluded that the three buildings collectively provide a meaningful demonstration of RMIT's 1971 master plan - even accepting that plan was also not fully executed - and provide a reference to a major building program of significance in the Carlton context].

251. In relation to the relief sculpture, this was not identified in the fieldwork for the Review, likely as it is reported by Mr Reeves to be largely obscured by vegetation. In addition to the sculpture (Figure 50), a recent site inspection revealed another interesting feature on the Elgin Street frontage of the site, where there is a sequence of geological specimens in chronological order with associated explanatory plaques (Figure 51, Figure 52). Both these elements are of interest in reflecting the building's enduring associations with the School of Earth Sciences (originally

Geology and Meteorology). While not related to the aesthetic values for which the place is recommended for heritage listing, both elements are of interest as related to the history and continuing associations of the building. In this context, it would be appropriate to include reference in the citation (under Site Description) but not in the statement of significance.

252. **Recommendation:** The citation and statement of significance should be updated to include updated date information and to identify the builder. Reference to the sculpture and the geological installation should be included in the Site Description in the citation.



Figure 50 View of the relief sculpture on the western wall (Swanston Street frontage)
Source: Reproduced from Built Heritage Peer Review, 2021, p. 15



Figure 51 Geological specimens set into the low garden area on the Elgin Street frontage
Source: Lovell Chen, 2022



Figure 52 Example of the identifying plates set into the garden edge

207-221 Drummond Street

Summary of issues

253. While agreeing with the overall assessment and finding that the HO is warranted, Mr Reeves has suggested the following in relation to the citation and statement of significance (in summary):

- Update the date provided to recognise the construction and likely year of design as 1986 rather than 1986-87
- Include a discussion of conservation guidelines and heritage advisors' role in the planning process within urban conservation areas as a key influence on the design of the building
- Suggests adding more detail around the evolution of the design
- Suggests adding detail on the 'flurry of publicity and prizes' including acknowledgement in the Royal Australian Institute of Architects (RVIA) (Victorian Chapter) awards of 1987
- Add reference to the tilt slab concrete construction in the descriptive material
- Notes incorrect date is given for the Housing Commission Victoria Holland Court development (should be 1992 not 1988)
- Potential to expand the comparative analysis
- Response to Criterion E should be expanded to refer more explicitly to the theoretical underpinnings of its design
- Additional criterion (Criterion F) is met based on the high degree of creative achievement
- Additional criterion (Criterion H) is met based on its status as an early 'breakout' project for Ashton & Raggatt (later ARM).

Response

254. It is clear that there is additional detail and analysis that could be documented in support of the assessment of this building. Accepting this, my view is that the citation and statement of significance are sound and consistent with the level of assessment that is required for the purpose of assessment under PPN01. While further work and analysis could be undertaken (as per Mr Reeves' own investigations), this is not required for an assessment of local heritage significance and to define the relevant values.
255. There are some suggestions in the peer review which I do recommend are adopted, these are:
- clarification of the date (1986 rather than 1986-87)
 - inclusion of additional detail of journal coverage and awards
 - inclusion of additional information about the context of urban conservation controls and heritage advisory services
 - inclusion of a reference to the tilt slab construction.
256. To the question of the relevant criteria, my view is that the current assessment that the place meets Criterion E (importance in exhibiting particular aesthetic characteristics) adequately addresses the key values, including the association with the early phase of Ashton & Raggatt as a precursor to the later success of ARM, and the building's distinctive design characteristics, as well as the relationship of the design to the Carlton context as simultaneously related to context and challenging of it. While the statement of significance already describes the building in the context of 'celebrated new developments' of the period, additional reference could be added to the coverage and awards received.
257. I do not consider the building to meet Criterion H (*special association with the life or works ...*) given the wide and celebrated body of work produced by ARM over the life of that practice; the association is appropriately recognised in the response under Criterion E.
258. **Recommendation:** The citation and statement of significance should be updated to include updated date information, and additional historical and descriptive material added as listed above.

RMIT Buildings 51, 56 and 57

Summary of issues

259. While agreeing with the overall assessment and finding that the HO is warranted, Mr Reeves has suggested the following in relation to the citation and statement of significance (in summary):
- Confirmation of the correct dates which vary slightly from those in the citation (Building 51 (1971-72), Building 56 (1973-74) and Building 57 (1980-82) based on more detailed research
 - Questions the reference on the front page of the citation to Dominic Kelly and Lloyd Orton rather than formally to the practice R S Demaine, Russell, Trundle Armstrong & Orton.
 - Addition of more detail in the Comparative Analysis section and the statement of significance on the influence of the British architect James Stirling (well known for university buildings in a 'rugged Brutalist style characterised by angular forms, expanses of brickwork, and canted industrial-style buildings...') on Melbourne architects in the 1960s and 1970s

- Comparative analysis would also benefit from additional assessment in the content of RS Demaine, Russell, Trundle, Armstrong & Orton works of the late 1960s and early 1970s
- Criterion E (aesthetic), recommends the discussion against this criteria should not only acknowledge the significance of the buildings as examples of Brutalism but should specifically describe them as a sub-type of Brutalism associated with the work of James Stirling
- The last paragraph of the statement of significance 'seems to make an extremely generic observation, which does not really bolster the argument for significance at the local level'.

Response

260. It is appropriate to update the construction dates of the buildings as suggested in the peer review Building 51 (1971-72), Building 56 (1973-74) and Building 57 (c. 1982-3).
261. In relation to the attribution to R S Demaine, Russell, Trundle Armstrong & Orton, this is acknowledged throughout the documentation, however it is agreed it would be more appropriate that this also appear on the first page of the citation.
262. In terms of the comparative analysis, while appreciating the additional detailed research Mr Reeves has presented in relation to the influence of the British architect James Stirling in Melbourne, it is considered that the reference and acknowledgement of Stirling in the citation in the comparative analysis is sufficient and there is no need to include further detail in the statement of significance.
263. It is interesting to note that there are a range of perspectives on the source and context for these buildings. Professor Harriet Edquist has cited a range of alternative examples in exploring the context for buildings 51, 56 and 57:

Buildings 51, 56 and 57 took up the challenge of New Brutalist movement, which had developed out of Le Corbusier's late work and the sculptural possibilities of reinforced concrete and brick. Louis Kahn was a particularly important influence on [architect] Dominic Kelly, and Kahn's Richards Medical Research facility in Philadelphia with its exposed services and complex massing lies behind the Carlton plan [for RMIT]. Some of the earliest examples of Brutalist work in Australia were educational buildings for the expanding tertiary sector, such as Robin Boyd's Menzies College Student Housing, La Trobe University 1968 and Cheesman, Doley, Neighbour & Raffin's Social Science Building at Flinders University. Roy Grounds' Blackwood Hall at Monash University 1968 provided a red brick example. In addition, at Phillip Institute in Bundoora were concurrently developing a master plan for the outer suburban site that included the red brick and concrete John W Ross 1973 and Siddons buildings 1974 at either end of an exposed service trench. Closer to RMIT, Graeme Gunn's reinforced concrete Plumbers and Gasfitters Union next to Trades Hall in Victoria Street provided another leading example of the type.¹²

264. In relation to the last paragraph of the statement of significance, this reads as follows:

¹² Harriet Edquist and Elizabeth Grierson, *A Skilled Hand and Cultivated Mind*, RMIT, 2008, p. 93

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.

265. This comment reflects on two broader issues, the sometimes notably dramatic contrasts of new design in the Carlton context in the later phase of the twentieth century, and the imposing scale and form and sheer visual presence of the subject buildings as something of a marker for RMIT's occupation of this part of Carlton.
266. The citation and statement of significance should be updated to include date information. The attribution to R S Demaine, Russell, Trundle Armstrong & Orton should be included on the front page of the citation.

RMIT Building 94, 23-27 Cardigan Street

Summary of issues

267. While agreeing with the overall assessment and finding that the HO is warranted, Mr Reeves has suggested the following refinements in relation to the citation and statement of significance (in summary):
- A reference should be added to the builder Concrete Constructions (Victoria).
 - Additional detail in relation to scholarly attention generated by the building could be added
 - Further information could be provided on RMIT's building expansion programme 1990s-2010s and some buildings could be flagged as potential future heritage significance
 - Additional comparisons from the University of Melbourne could also be cited.
 - Additional comparisons from Allan Powell's broader oeuvre could be referenced
 - The response to Criterion E should reference the architect's theoretical position
 - Criterion F (demonstrates a high degree of creative or technical achievement at a particular period) should be invoked on the basis the project has been recognised by a major architecture award and referenced in a range of publications
 - Criterion H (special association with the life and works of a person) is met as this was a 'breakthrough project', for Allan Powell and 'evidently his first large-scale commission.'

Response

268. A reference to the builder should be added as an additional detail.
269. Assessment of potential future heritage places is beyond the scope of the project.
270. The comparative analysis is considered suitable to support the assessment of significance.
271. The issues identified as 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.

272. The citation and statement of significance should be updated to reference the builder.

9.0 SUMMARY OF CONCLUSIONS AND RECOMMENDED CHANGES

273. In summary, it is my opinion that:

- A. The Carlton Heritage Review has been prepared using a sound methodology that is consistent with accepted heritage practice and with the requirements of the Planning Practice Note PPN01 Applying the Heritage Overlay
- B. The study provides documentation of an appropriate format and standard of evidence to support and justify the changes proposed by Amendment C405 to the Melbourne Planning Scheme
- C. Additional places proposed to be included in the HO under the amendment have been assessed against the relevant criteria and found to be of local significance as required by PPN01
- D. The heritage assessment work across the study has also been undertaken having regard for the existing heritage policy frameworks in the Melbourne Planning Scheme and consistent with other strategic heritage assessment work undertaken by the City of Melbourne
- E. The documentation is to an appropriate standard to support the ongoing administration of the HO controls within the study area under the Melbourne Planning Scheme
- F. Through the Thematic Environmental History and the detailed place citations, the Carlton Heritage Review additionally presents the outcome of significant additional historical research and community engagement exploring the history and cultural values of the study area. This has included, very significantly, the input of Traditional Owners, in identifying and recognising Aboriginal cultural themes and associations.
- G. Amendment C405 as exhibited reflects the findings of the Carlton Heritage Review. The Council preferred version of the Amendment incorporates a series of proposed changes in the post-exhibition period and I support those changes.

274. In addition to those changes, I have recommended some further changes to the Amendment. The following table provides a summary of the additional changes (in addition to those already incorporated in the Council preferred post exhibition version).

Address/heritage place (add HO nos)	Recommended change	Source
207-211 Drummond Street	The citation and statement of significance should be updated to include updated date information, and additional historical and descriptive material added.	Built Heritage Peer Review
Earth Sciences building, 253-283 Elgin Street	The citation and statement of significance should be updated to include updated date information and to identify the builder. Reference to the	Built Heritage Peer Review

Address/heritage place (add HO nos)	Recommended change	Source
	sculpture and the geological installation should be included in the Site Description in the citation.	
96 Grattan Street (Royal Women's Carpark)	The citation and statement of significance should be updated to include updated date information and to identify the builder as relevant.	Built Heritage Peer Review
Chinese Mission Church, 148-150 Queensberry Street	The citation and statement of significance for the Hotel Lincoln and Environs Precinct (HO97) should be revised to remove reference to social value as related to the Chinese Mission Church.	Submissions 11 & 12
RMIT Buildings 51, 56, 57	The citation and statement of significance should be updated to include date information. The attribution to R S Demaine, Russell, Trundle Armstrong & Orton should be included on the front page of the citation	Built Heritage Peer Review
RMIT Building 94, 23-27 Cardigan Street	The citation and statement of significance should be updated to reference the builder.	Built Heritage Peer Review

10.0 DECLARATION

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



Kate Gray