

Report to the Future Melbourne Committee

Agenda item 6.1

Planning Permit Application: TP-2022-170 Princes Park Bowls Club, 109 Bowen Crescent, Carlton North

6 September 2022

Presenter: Marjorie Kennedy, Head of Statutory Planning

Purpose and background

1. The purpose of this report is to advise the Future Melbourne Committee of planning permit application TP-2022-170 for Princes Park Bowls Club located at 109 Bowen Crescent, Carlton North (the Site), refer Attachment 2 – Locality Plan.
2. The applicant is Melbourne City Council, care of Vida Built Pty Ltd. The land is owned by the Victorian State Government. The Public Land Manager is Melbourne City Council.
3. The land is located within the Public Park and Recreation Zone (PPRZ) and is affected by Heritage Overlay (HO1 – Carlton Precinct).
4. The application seeks planning approval for demolition of the weatherboard caretaker's cottage and associated timber fence, concrete paving, clothes line and garden bed (refer Attachment 3 – Plans). No planning permit is required for buildings and works as the estimated cost of development is less than \$1million.
5. Public notice of the application was undertaken and one objection has been received.

Key issues

6. The key issue for consideration is the appropriateness of the proposed demolition of the weatherboard caretaker's cottage.
7. The Site is identified as 'Significant' in the *Heritage Places Inventory March 2022*. This grading relates to the cream brick clubhouse only, not the weatherboard caretaker's cottage which is the subject of this application.
8. Demolition of the weatherboard building, timber fence and concrete paving will not have an adverse impact on the heritage significance of the Site, Princes Park or the Carlton Heritage Precinct and is consistent with Clause 43.01 (Heritage Overlay) and Clause 22.05 (Heritage Places outside the Capital City Zone) of the Melbourne Planning Scheme.
9. The demolition will also facilitate delivery of the *Princes Park Master Plan 2013*.

Recommendation from management

10. That the Future Melbourne Committee resolves to issue a Notice of Decision to Grant a Permit subject to the conditions set out in the delegate report (refer to Attachment 4).

Attachments:

1. Supporting Attachment (Page 2 of 31)
2. Locality Plan (Page 3 of 31)
3. Plans (Page 4 of 31)
4. Delegate report (Page 24 of 31)

Supporting Attachment

Legal

1. Division 1 of Part 4 of the *Planning and Environment Act 1987* (the Act) sets out requirements in relation to applications for permits pursuant to the relevant planning scheme. The relevant provisions of the Melbourne Planning Scheme are set out in the delegate report (refer to Attachment 4).
2. As objections have been received, sections 64 and 65 of the Act provide that the responsible authority must give the applicant and each objector notice in the prescribed form of its decision to either grant a permit or refuse to grant a permit. The responsible authority must not issue a permit to the applicant until the end of the period in which an objector may apply to the VCAT for a review of the decision or, if an application for review is made, until the application is determined by the VCAT.
3. The City of Melbourne's *Delegation Policy for Planning Applications* requires that planning application are to be decided by the Future Melbourne Committee, where the City of Melbourne is the applicant, with the exception of applications by the City of Melbourne for permits for subdivision or the creation, variation or removal of an easement(s) on Council owned land.

Finance

4. The proposed works are included in Council's Capital Works Expenditure. The project is being funded through the City Property Branch.

Conflict of interest

5. No member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a material or general conflict of interest in relation to the matter of the report.

Health and Safety

6. Relevant planning considerations such as social, environmental and economic impacts that could impact on health and safety have been considered within the planning permit application and assessment.

Stakeholder consultation

7. Public notice of the application has been undertaken to surrounding owners and occupiers, pursuant to Section 52 of the Act.

Relation to Council policy

8. Relevant Council policies are discussed in the attached delegate report (refer Attachment 4).

Environmental sustainability

9. The proposal has a positive environmental impact with an increase in ground cover and landscaping.

Locality Plan

Attachment 2
Agenda item 6.1
Future Melbourne Committee
6 September 2022

Princes Park Bowls Club – 109 Bowen Crescent, Carlton North





SITE PLAN

109 Bowen Crescent, Carlton North, VIC

Project: Demolition of Caretakers Cottage next to Princes Park Bowling Club

18th August 2022



DEMOLITION PLAN

109 Bowen Crescent, Carlton North, VIC

Project: Demolition of Caretakers Cottage next to Princes Park Bowling Club

18th August 2022



Old caretakers building to be demolished

Timber fence to remain



Bowling Club Building to Remain

Demolish this building

PRINCES PARK BOWLS CLUB

CONCEPT PACK - MARCH 2022



Acknowledgement of Traditional Owners

The City of Melbourne respectfully acknowledges the Traditional Owners of the land, the Wurundjeri Woi Wurrung and Bunurong Boon Wurrung peoples of the Eastern Kulin and pays respect to their Elders past, present and emerging. We are committed to our reconciliation journey, because at its heart, reconciliation is about strengthening relationships between Aboriginal and non-Aboriginal peoples, for the benefit of all Victorians.

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Issue A - Working Draft - for review and comment

Issue B - Final Concept

30 March 2022

Cover Image: Princes Park Aerial

Disclaimer

This report is provided for information and it does not purport to be complete. While care has been taken to ensure the content in the report is accurate, we cannot guarantee it is without flaw of any kind. There may be errors and omissions or it may not be wholly appropriate for your particular purposes. In addition, the publication is a snapshot in time based on historic information which is liable to change. The City of Melbourne accepts no responsibility and disclaims all liability for any error, loss or other consequence which may arise from you relying on any information contained in this report.

BACKGROUND

Project background

This project emerged as the result of Council's plan to demolish the caretaker's cottage adjacent to the Princess Park Bowls clubrooms. This provides the opportunity to reimagine the area as an open space for use by the Bowls Club. The design brief asks for a simple, robust, passive space that is sensitive to the surrounding park context.

An initial concept developed by City Design was issued to City Property on 30 November 2021 and was well supported by internal stakeholders. The concept has now undergone further internal review by City Design. This review has resulted in feedback that proposes further simplification of the concept to improve functionality and maintenance, and respond to

It is our understanding that:

- The site will be levelled after the demolition of the caretaker's cottage
- The Club supports the transformation of this space into an open space
- The Club will be responsible for maintenance
- There should be no fixed furniture or structures within the space
- The design of the space should be passive to avoid noise complaints from surrounding residents
- Community engagement has not been allowed for as the space is within the Bowls Club site boundary

Stakeholder engagement

City Design have met with a range of internal stakeholders as well as the Princes Park Bowls Club manager. The below is a summary of the key take aways from those conversations. These were used to inform the proposed concept.

Meeting with Princes Park Bowls Club manager

- Happy with functionality at the other end
- Would like to see lawn in the new space
- See the need for shade in this area, including through the installation of trees

Meeting with Open Space Planning, Recreation and Waterways, and Propert teams

- Note that it is important to keep this space as a low key due to noise complaints from surrounding residents
- It is a requirement of the lease that there is no noise from beyond the boundary
- All activities have to be within the condition of the lease
- The design should not preclude anything from happening in the future. There will be future works including the relocation of the Bowls Club building in line with the Princes Park Master Plan
- Planting is critical to provide a buffer to surrounding residents

RESPONDING TO THE PRINCES PARK MASTER PLAN

The Princes Park Master Plan has been an important consideration in the development of the plans for the new open space for Princes Park Bowl Club. In particular the improvements proposed for the northern section of the park.

A key consideration has been the future plans to relocate the Bowls Club building to the south of the bowling green (refer no.1 on diagram). This will also result in the related programming being relocated to the south, and the area to the north being reinstated at Princes Park landscape area.

The diagrams on the following page respond to and builds on the Master Plan.

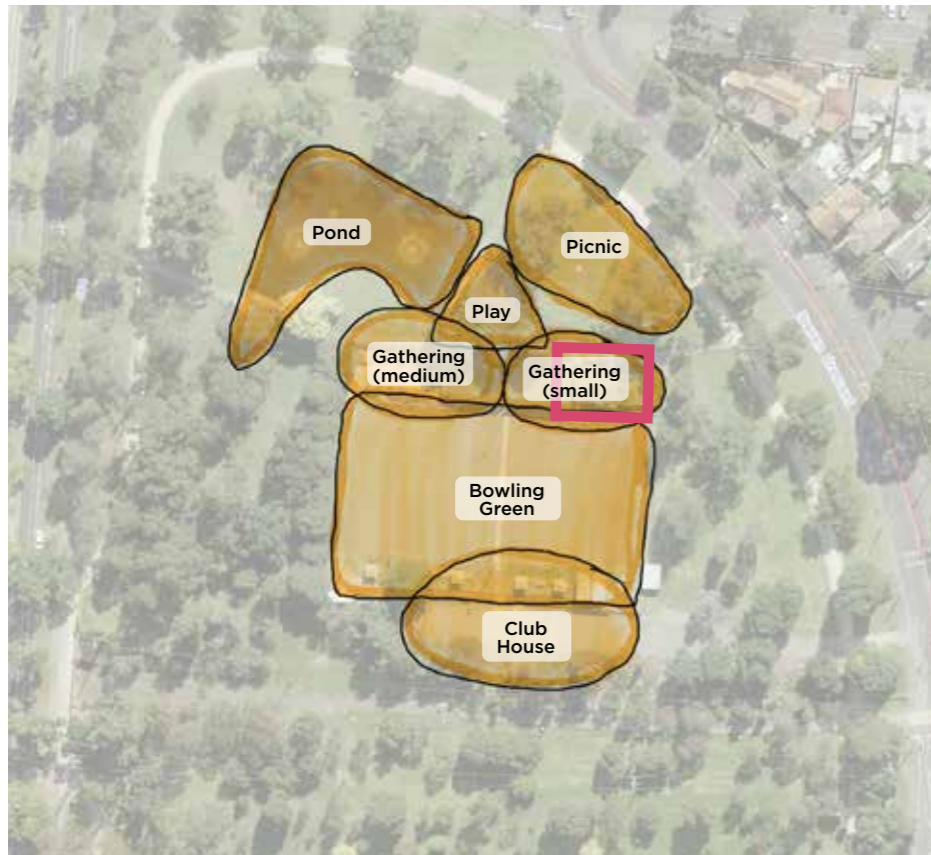


Figure 01
Extract from Princes Park Master Plan, p.21 - Princes Park Carlton Bowls Club and northern park recommendations diagram



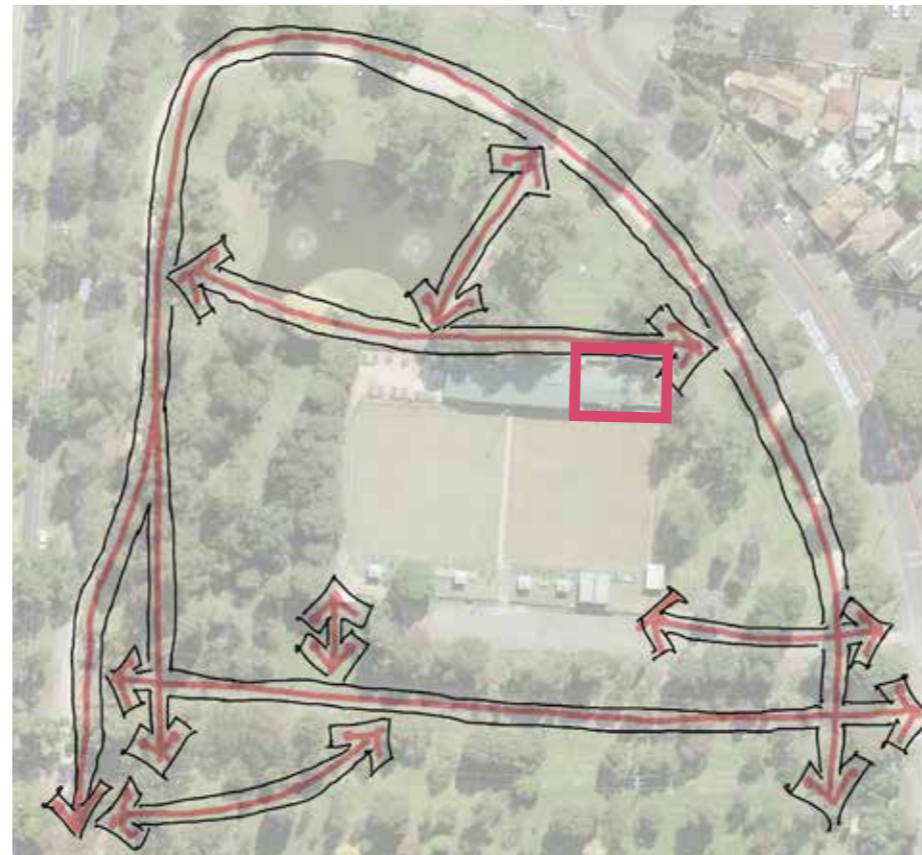
Figure 02
Extract from Princes Park Master Plan, p.11 - Key recommendations diagram

Programs



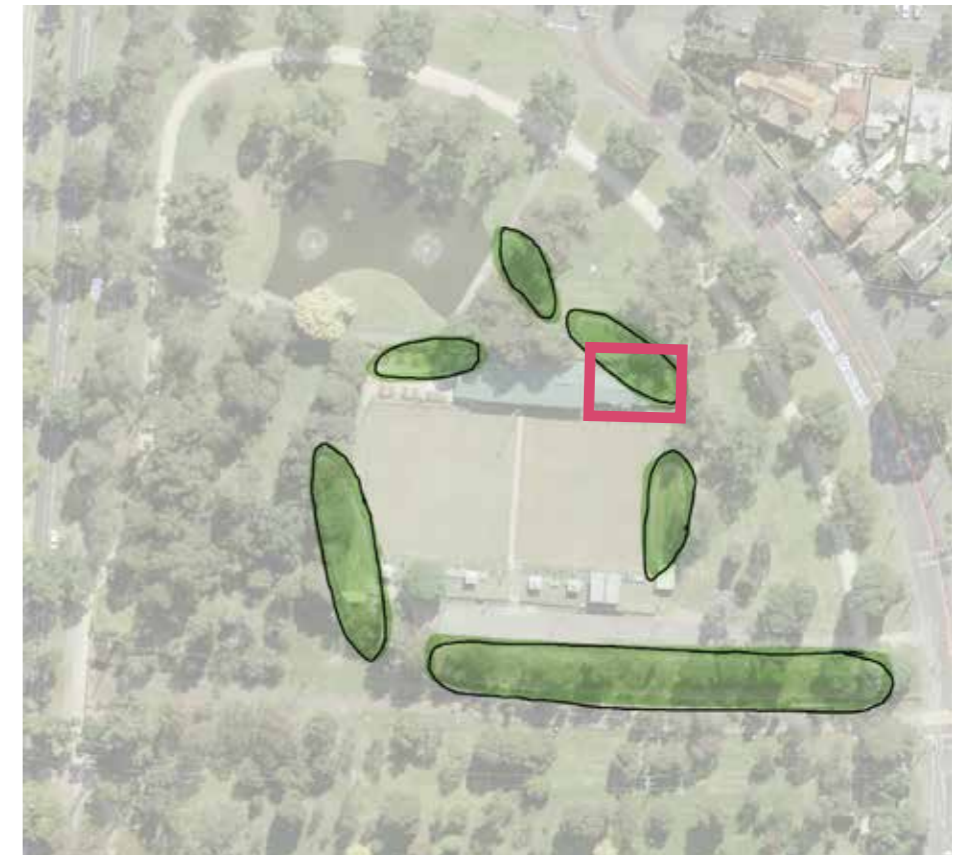
- Consideration has been given to the future programming of the northern section of Princes Park
- The Master Plan identifies informal play in the area to the north of the bowls club, with a picnic area identified to the east
- The above proposes to use the future reinstated landscape area to the north of the bowling green as gathering spaces for small and medium groups. These areas may be used to service the bowls club and/or the to support the play area. These spaces include:
 - A gathering area for small groups to the east, considering the proximity to the adjacent residential area
 - A gathering area for medium-sized groups to the west to service the future play area
- The site sits within the small gathering area

Circulation



- The site is located along an existing path that will be maintained as a key through link in the northern section of Princes Park
- Due to it's location there is an opportunity for the site to provide an entry experience into the northern section of the park

Planting

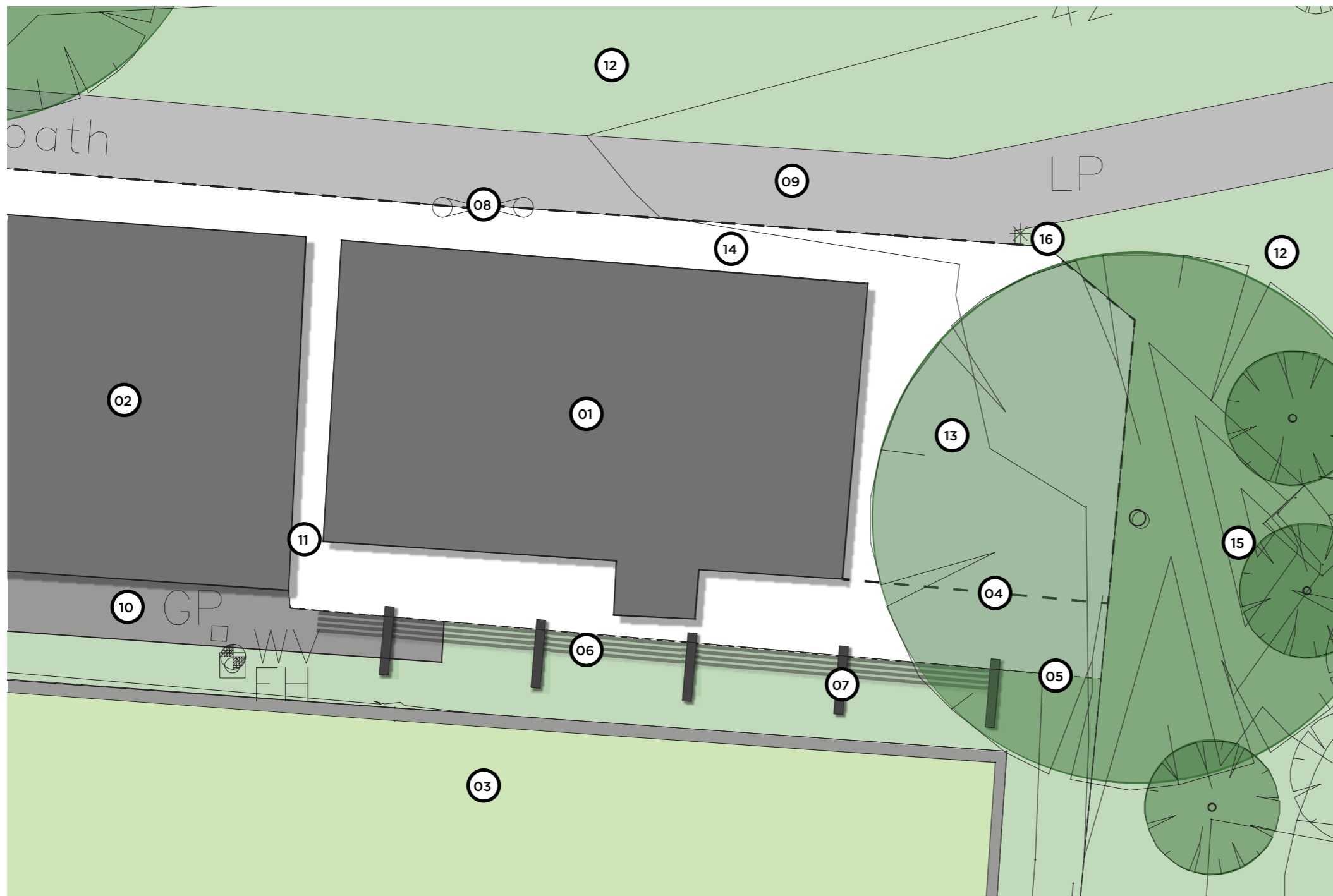


- The above planting strategy proposes a series of garden bed areas that will serve as a buffer to the future play area and Bowl Clubs
- These gardens will be mulched to maintain consistency with the character of the park
- Planting will be mostly low plating to ensure visual permeability is maintained
- The site sits within one of these planting zones

EXISTING CONDITIONS



EXISTING CONDITIONS PLAN



Legend

- 01 Care takers cottage
- 02 Club house
- 03 Bowling green
- 04 Timber fence
- 05 Chain link fence
- 06 Bench seat
- 07 Shade structures
- 08 Gate
- 09 Asphalt footpath
- 10 Concrete path
- 11 Gate
- 12 Lawn
- 13 Care takers cottage backyard
- 14 Magnolia
- 15 Adjacent trees
- 16 Light pole

CONCEPT

Design principles

- 01** The space will be designed in such a way that it can be reinstated as part of the park landscape in the future
- 02** The scale, materiality and style of the space will be considerate of its context within Princes Park
- 03** The design of the space will be passive to minimise impacts to the surrounding residents
- 04** The area will provide space for small groups to gather adjacent to the bowling green

Concept design

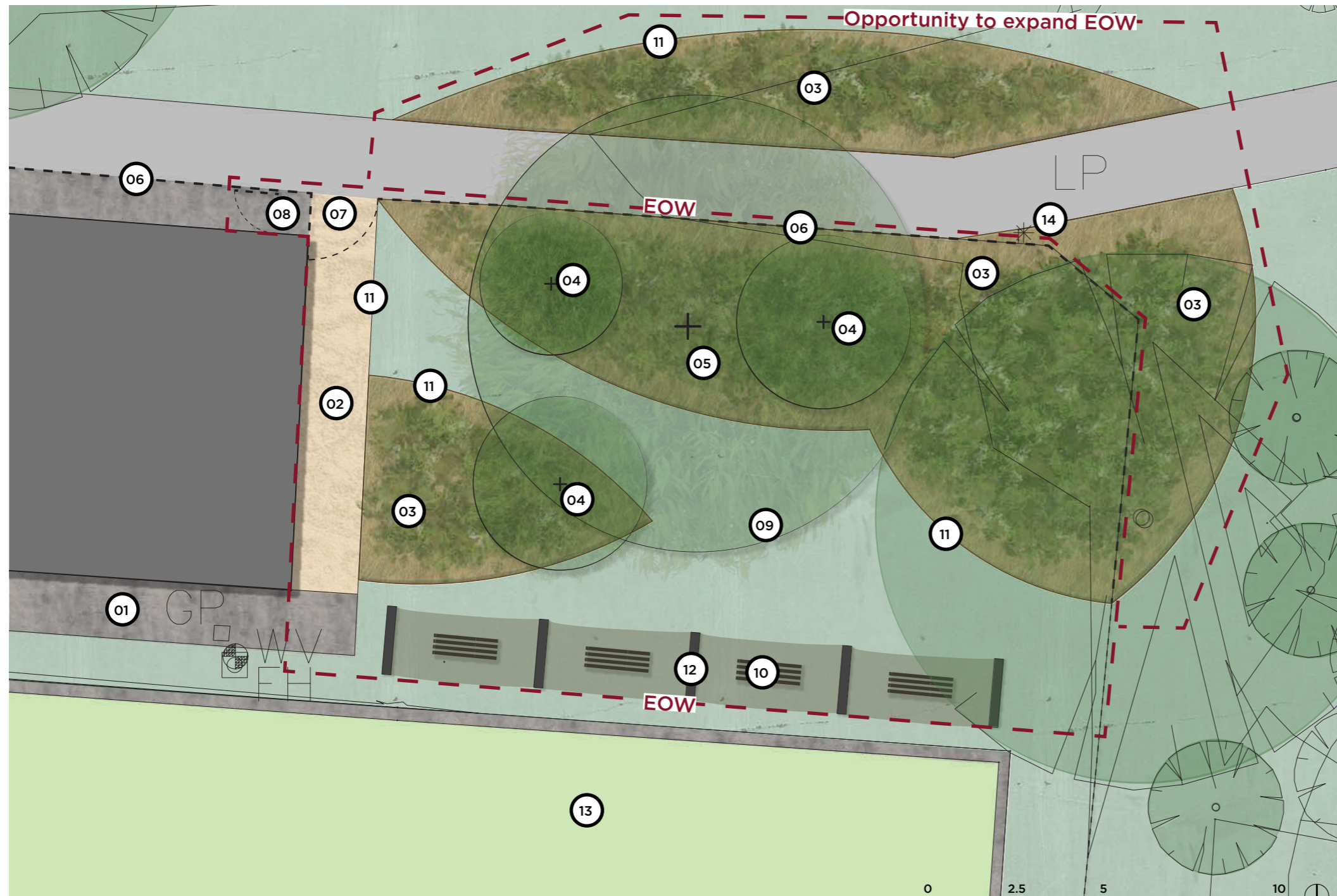
The concept:

- Is designed in consideration of the future reinstatement of this area into the Princes Park landscape
- Uses standard City of Melbourne park furniture and materials. The only exceptions to this are the proposed upgraded fence (refer images) and the seating which will be consistent with the Bowls Club furniture
- Includes a generous garden bed to provide a buffer between the new open space within the Bowls Club and the surrounding residences
- Provides an expanded lawn area for small groups to gather. This has been broken up with garden bed to avoid large groups
- Proposes to slightly extend the scope of the project to include an expanded garden bed. This will ensure that the space reads as a part of Princes Park. This could be delivered now or as part of a later stage



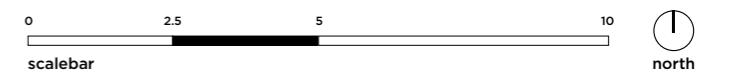
Proposed fence detail

CONCEPT PLAN



Legend

- 01 Existing concrete path to be retained along the southern edge of the building
- 02 Proposed gravel path aligned along building edge
- 03 Proposed mulched garden bed with planting and timber edge
- 04 Proposed small tree
- 05 Proposed large tree
- 06 Upgraded fence to increase visual permeability
- 07 Relocated gate to align with new path
- 08 New gate to provide security along back of building
- 09 Expanded lawn area
- 10 New seating to replace existing bench seat
- 11 Proposed timber edge
- 12 Existing shade structures to be retained and protected
- 13 Bowling green to be retained and protected
- 14 Existing light pole to be retained and protected



PLANTING PALETTE

Plant species were selected based on:

- Species used in the Princes Park playground landscape
- Species proposed in the Ikon Park landscape works
- Advice from the Urban Forest team

Ground covers

Chrysocephalum semipapposum

Lechenaultia biloba

Grevillea obtusifolia

Kunzea pomifera

Grasses

Anigozanthos flavidus

Baloskion tetraphyllum syn *Restio tetraphyllum*

Dianella caerulea

Dianella revoluta 'Big Rev'

Isolepis nodosa

Liriope giganteum

Lomandra fluviatilis 'Shara'

Macropidia fuliginosa

Orthrosanthos multiflorus

Poa labillardieri

Shrubs

Banksia leptophylla

Correa glabra

Lechenaultia biloba

Leucophyta brownii

Rhagodia spinescens

Westringia fruticosa 'Mundi'

Trees

Grevillea robusta

Buckinghamia celsissima

Podocarpus elatus





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DELEGATED PLANNING APPLICATION REPORT

Application number:	TP-2022-170
Applicant:	Melbourne City Council c/- Vida Built Pty Ltd
Architect:	N/A
Owner:	Victorian State Government
Public Land Manager:	Melbourne City Council
Address:	Princes Park Carlton Bowls Club 109 Bowen Crescent, Carlton North
Proposal:	Demolition of the weatherboard caretaker's cottage associated timber fence, concrete paving, clothes line and garden beds.
Date of application:	1 April 2022
Cost of Works	\$42,000
Responsible officer:	Adam Birch, Senior Urban Planner

1 SUBJECT SITE AND SURROUNDS

The Princes Park Carlton Bowls Club (the Site) is located at the north end of Princes Park between the Carlton Football Ground to the south and the lake to the north.

The Site is Crown land and is shown in Crown Diagram CD046762W. The Site has the street address of 109 Bowen Crescent, Carlton North. The public land manager is Melbourne City Council.

The Site comprises the bowling green, a cream brick clubhouse, a weatherboard caretaker's cottage with a brick chimney and metal roof, fences, seating, paths, shade structures and a clothes line. This application relates to the weatherboard caretaker's cottage that is currently vacant.

While the Site is listed as 'Significant' in the *Heritage Places Inventory March 2022*, the citation for property refers only to the cream brick clubhouse building.

Princes Park is a public reserve covering an area of approximately 39 hectares stretching 2 kilometres north-south. The *Heritage Precincts Statements of Significance February 2020* notes Princes Park is of historical and social significance. This includes surviving nineteenth century plantings; Elm Tree rows, Moreton Bay Figs and River Red Gums. Later plantings include Canary Island Palm rows, the Princes Park Drive plantation and various Mahogany Gums. Historic buildings include the Park Keeper's cottage (1885), tennis pavilion (1926), and north and south sports pavilions (1937).

To the north and east of the site are properties within the suburbs of Brunswick and North Carlton.



Figure 1: Site Context Plan (Source: Compass)



Figure 2: Site Photograph from the south east (Source: City of Melbourne)



Figure 3: Site Photograph from the north east (Source: City of Melbourne)



Figure 4: Site Photograph from the north (Source: City of Melbourne)

2 BACKGROUND AND HISTORY

2.1 Pre-application discussions

Pre-application advice was provided prior to the lodgement of the application (Reference PA-2022-120).

2.2 Planning Application History

There is no directly relevant history or background for this application.

3 PROPOSAL

The application proposes demolition of the weatherboard caretaker's cottage next to the cream brick clubhouse building, and associated timber fence, concrete paving, clothes line and garden beds. New trees, landscaping and timber fence are proposed in their place.



Figure 5: Proposed Demolition (Source: City of Melbourne)

CONCEPT PLAN

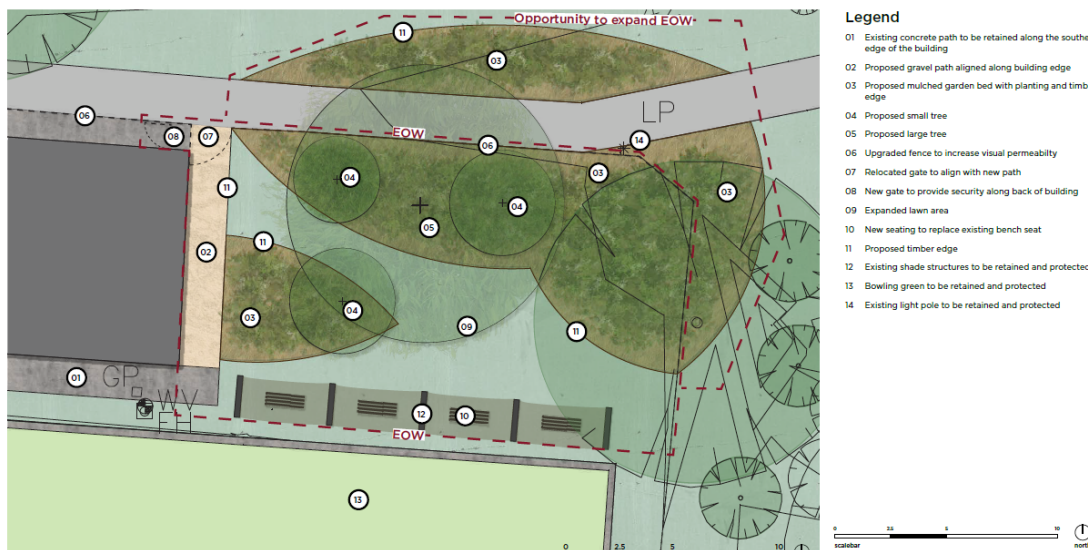


Figure 6: Proposed Landscape Plan (Source: City of Melbourne)

4 STATUTORY CONTROLS

The following clauses in the Melbourne Planning Scheme require a planning permit for this proposal:

Clause	Permit Trigger
Clause 62.02 Buildings and Works	Pursuant to Clause 62.02-1, a permit is not required for buildings and works with an estimated cost of \$1 million or less carried out by or on behalf of a municipality.
Clause 62.05 Demolition	Pursuant to Clause 62.05, a permit is not required for the demolition or removal of a building or works unless a permit is specifically required for demolition or removal. Any requirement in this planning scheme (other than a requirement in a Heritage Overlay) relating to the demolition or removal of a building or works does not apply to the demolition or removal of a building or works associated with a car park, railway, railway station or tramway carried out by or on behalf of the Head, Transport for Victoria. The proposal does not benefit from these exemptions.
Clause 36.02 Public Park and Recreation Zone	Permit not required Pursuant to Clause 36.02-2, a permit is not required for: <ul style="list-style-type: none"> Planting or landscaping. A building or works carried out by or on behalf of a public land manager.
Clause 43.01 Heritage Overlay (HO1 – Carlton Precinct)	Permit required – demolition Pursuant to Clause 43.01-1, a permit is required to: <ul style="list-style-type: none"> Demolish or remove a building.

4.1 Planning Policy Framework (PPF)

- Clause 15.03 Heritage

4.2 Local Planning Policy Framework (LPPF)

4.2.1 Municipal Strategic Statement (MSS)

The relevant provisions of the MSS are summarised as follows:

- Clause 21.06-2 Heritage
- Clause 21.16-4 Parkville (Princes Park is shown in Figure 19)

4.2.2 Local Policies

- Clause 22.02 Sunlight to Public Places
- Clause 22.05 Heritage Places outside the Capital City Zone

5 PARTICULAR PROVISIONS

There are no relevant Particular Provisions for this application.

6 GENERAL PROVISIONS

- Clause 65, Decision Guidelines, which includes the matters set out in Section 60 of the Planning and Environment Act 1987.
- Clause 67 Land Owned or Permit Required by Responsible Authorities.

7 PUBLIC NOTIFICATION

Notice of the proposal was given by ordinary mail to the owner and occupiers of Princes Park and by posting two notices on the site for a 14 day period, in accordance with Section 52 of the *Planning and Environment Act 1987*.

8 OBJECTIONS

The application received one objection that raised concern that the demolition would affect people's enjoyment of the area and wildlife.

9 CONSULTATION

The Planning Officer tried contacting the objector by telephone and email to discuss the proposal and their concern. No response was received.

10 REFERRALS

10.1 External

No external referrals were required to be undertaken.

10.2 Internal

10.2.1 Parks and City Greening

The application was referred to the Parks and City Greening Team who advised that Open Space Planning is aware of the proposal to demolish the caretaker's cottage within Princes Park Bowling Club and that the building is in poor condition.

The following advice was also provided:

- This area will remain within the Princes Park Bowling Club area and they will be responsible for maintaining the landscaping within the fence line, including irrigation.
- The Urban Forest Team will be responsible for the planting and maintenance of all trees.

- The demolition works are consistent with the *Princes Park Master Plan 2013* which recommends ‘...increasing transparency into and across the bowls club to enhance its visual connection with the surrounding parkland’. The master plan also contemplates demolition of existing bowls club buildings as required.

10.2.2 Heritage

The application was referred to the Heritage Strategy Team who advised:

- The Significant category does not apply to the weatherboard caretaker’s cottage.
- The *Heritage Places Inventory March 2022* identifies 109 Bowen Crescent as a Significant building. This heritage category was converted through Planning Scheme Amendment C258 following a desktop review. The desktop review documentation identifies that the Significant category applies to the single-storey cream brick clubhouse with metal framed glazing facing the greens.

11 ASSESSMENT

The application seeks approval for demolition of the weatherboard caretaker's cottage next to the cream brick clubhouse building, and associated timber fence, concrete paving, clothes line and garden beds. A permit is not required for any buildings and works other than demolition. The key consideration relates to heritage.

While the Site (109 Bowen Crescent, Carlton North) is listed as Significant in the *Heritage Places Inventory March 2022*, the Heritage Strategy Team has confirmed that this relates to the cream brick clubhouse not the weatherboard caretaker’s cottage which is the subject of this application.

The proposal will not have an adverse impact on the heritage significance of the Site, Princes Park or the Carlton Heritage Precinct as:

- Demolition of the weatherboard caretaker’s cottage will not remove any heritage fabric, consistent with Clause 22.05 (Heritage Places outside the Capital City Zone).
- The Significant cream brick clubhouse will be retained, consistent with Clause 15.03-1S (Heritage) that includes the strategy ‘Retain those elements that contribute to the importance of the heritage place’.
- The proposal is consistent with Clause 21.06-2 (Heritage) Strategy 1.5 that seeks to ‘Protect the significant landscape and cultural heritage features of the City’s parks, gardens, waterways and other open spaces’.
- The proposal is consistent with the heritage and parkland values identified for the area under Clause 21.16-4 (Parkville).
- The demolition will allow the area to be landscaped with new trees, plants and fencing.

In addition, the following is noted:

- The proposal is consistent with the biodiversity and landscape goals of Clause 12 and Clause 21.05 (Environment and Landscape Values) by increasing ground cover and plantings, sunlight access and rainwater penetration.
- Demolition of the weatherboard caretaker’s cottage will decrease overshadowing of Princes Park Bowls Club.

- The proposal will increase the feeling of openness within Princes Park and allows for increased visual connection with the northern section of the park.
- The proposal will enhance the recreational and leisure function of the Princes Park Bowls Club.
- The proposal is consistent with the *Princess Park Master Plan 2013*.

11.1 Conclusion

It is considered that the proposal is consistent with the relevant sections of the Melbourne Planning Scheme, as discussed above, and that a Notice of Decision to Grant a Permit be issued for the proposal subject to the following conditions.

12 RECOMMENDATION

That a Notice of Decision to Grant a Permit be issued subject to the following conditions:

1. The development as shown on the endorsed plan(s) must not be altered or modified unless with the prior written consent of the Responsible Authority.
2. This permit will expire if one of the following circumstances applies:
 - a) The development is not started within two (2) years of the date of this permit.
 - b) The development is not completed within four (4) years of the date of this permit.

The Responsible Authority may extend the permit if a request is made in writing before the permit expires, or within six months afterwards. The Responsible Authority may extend the time for completion of the development if a request is made in writing within 12 months after the permit expires and the development started lawfully before the permit expired.

Notes

Prior to the commencement of demolition, a request for Report and Consent under Section 29A of the *Building Act 1993* must be made to the Responsible Authority.