

Report to the Future Melbourne Committee**Agenda item 6.3****Carlton Heritage Review 2021 (Planning Scheme Amendments C404 and C405) and Reinstatement of Protection for Punt Road Oval****Presenter:** Sophie Handley, Director City Strategy**16 November 2021****Purpose and background**

1. The purpose of this report is to seek approval to commence Planning Scheme Amendments C404 and C405. The amendments implement the recommendations of the Carlton Heritage Review 2021 (the Review) (see Attachment 2). The Review and subsequent amendments align with the Council Plan 2021-25 major initiative to complete heritage reviews and implement associated planning scheme amendments to protect and celebrate heritage in our municipality.
2. The suburb of Carlton is one of Melbourne's oldest and most cherished neighbourhoods. Originally an extension to the Hoddle Grid lined with grand terrace rows, Carlton later became a diverse home to recently arrived immigrants, social housing, educational facilities and a range of world-class heritage and contemporary architecture. In addition to identifying specific buildings that require protection, the research and documentation of Carlton's rich history and patterns of development was a central aim of the Review.
3. The Review commenced in 2018 and was undertaken by Lovell Chen Heritage Consultants. The City of Melbourne commissioned Lovell Chen to review the existing HO1 precinct and individual heritage places, recommend any places to be added or removed from the Heritage Overlay schedule, and develop new citations where required. Additionally, a thematic history was developed that incorporates Carlton's historical themes and material gathered through consultation with Traditional Custodians.

Key issues

4. A large portion of Carlton is already protected under HO1, the largest and oldest Heritage Overlay in the City of Melbourne. Initial studies of Carlton were commenced in 1984 and identified almost exclusively Victorian and Edwardian era architecture. The 2021 study has reviewed the integrity of these existing controls in addition to considering interwar, postwar and postmodern buildings. Together, these reflect the unique, diverse urban character of Carlton.
5. Community engagement was conducted at initial stages and included a range of activities to identify areas of cultural and historical significance for diverse groups of people who live in the area. Engagement was undertaken with Traditional Custodians to understand the historical and contemporary experience of Aboriginal people living and working in Carlton, with this new information documented in the Thematic Environmental History and throughout the individual place citations in the Review (See Attachment).
6. The final Carlton Heritage Review recommends that 24 new places are covered by the Heritage Overlay. In addition, three small precincts are being created and 52 places within the large HO1 precinct are recommended to have their level of significance changed. Seven places are recommended to be removed due to demolition (four) or anomaly corrections (three), (see Attachment 3).
7. In accordance with usual practice, interim heritage controls are sought with an exemption from public notice for 53 places through Amendment C404 (Attachment 4). This will ensure these places are protected while the Planning Scheme Amendment for permanent controls is progressed. Landowners and others will have the opportunity to make submissions and be heard by a Planning Panel through the C405 public exhibition process.
8. Although not located within Carlton, Amendment C405 also includes the reinstatement of heritage protection for the Punt Road Oval (East Melbourne) on a permanent basis. Heritage protection was previously deleted from the planning scheme inventory in error. Interim protection for the site has been applied through a Ministerial amendment, while C405 is processed. Refer to Attachments 6 and 7 for more information.

Recommendation from management

9. That the Future Melbourne Committee:
 - 9.1. Notes the Carlton Heritage Review 2021 (Attachment 2 of the report from management) and endorses the recommendations (Attachment 3) for interim and permanent heritage controls to be implemented through Planning Scheme Amendments C404 (Attachment 4) and C405 (Attachment 5).
 - 9.2. Notes the Punt Road Oval (Richmond Cricket Ground) Heritage Review, October 2021 (Attachment 7) and endorses the recommendations (Attachment 6) for permanent heritage controls to be implemented through Planning Scheme Amendment C405 (Attachment 5).
 - 9.3. Requests the Minister for Planning prepare and approve Planning Scheme Amendment C404 (Attachment 4) pursuant to section 20(4) of the *Planning and Environment Act 1987*.
 - 9.4. Seeks Authorisation from the Minister for Planning to prepare and exhibit Planning Scheme Amendment C405 (Attachment 5) in accordance with the *Planning and Environment Act 1987*.
 - 9.5. Authorises management to ensure appropriate heritage protection is maintained for Punt Road Oval on an interim basis while Amendment C405 is processed.
 - 9.6. Authorises the General Manager Strategy, Planning and Climate Change to make any further administrative or minor editorial changes to Planning Scheme Amendment C404 and C405 as required.

Attachments:

1. Supporting Attachment (Page 3 of 1232)
2. Carlton Heritage Review (Lovell Chen, 2021) (Page 5 of 1232)
3. Management Recommendations (Page 765 of 1232)
4. Amendment C404 (Interim protection) (Page 783 of 1232)
5. Amendment C405 (Permanent protection) (Page 885 of 1232)
6. Background Information – Punt Road Oval (Page 1179 of 1232)
7. Punt Road Oval Heritage Review (Context, 2021) (Page 1181 of 1232)

Supporting Attachment

Legal

1. Section 4(1) of the *Planning and Environment Act 1987* (the Act) sets out the objectives of planning in Victoria which includes:

(d) To conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value;
2. Part 3 of the Act sets out the procedure for a planning scheme amendment. Section 8(1)(b) of the Act provides that the Minister may prepare an amendment to any provision of a planning scheme. Section 20(4) of the Act provides that the Minister may exempt himself or herself from the requirements of the Act which govern the normal statutory process for an amendment to a planning scheme:

'if the Minister considers that compliance with any of those requirements is not warranted or that the interests of Victoria or any part of Victoria make such an exemption appropriate.'

Finance

3. The cost for preparing and processing the Planning Scheme Amendments is included within the 2021-22 budget.

Conflict of interest

4. 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 interest in relation to the matter of the report.

Health and Safety

5. In developing the Carlton Heritage Review, no Occupational Health and Safety issues or opportunities have been identified.

Stakeholder consultation

6. A range of events were undertaken at the initial stages of the Carlton Heritage Review to hear from the community about places that matter to them, and to provide them with information about the project underway. These events included:
 - Meetings held with Carlton Community History Group and the Carlton Residents Association;
 - A community session held at Kathleen Syme library where the public could meet with project officers and map places in Carlton that they believe are of historical significance and/or that hold special meaning to them. The results of this session are documented in the Review (Attachment 2).
 - Online mapping through Participate Melbourne where users were asked to identify places that hold meaning to them on a map of Carlton. The online mapping project received 65 individual responses (See pp 14-17 in Attachment 2 for place examples and extracts).
 - A session held with primary school children to discuss the project, its aims, and to undertake mapping using the Participate tool to identify places in Carlton that hold meaning to them and their families.
7. Engagement with the Wurundjeri and Bunurong Traditional Custodians was conducted as part of the early engagement process. Extent heritage consultants were commissioned to lead this process that included a site visit of the study area in addition to at least one meeting to discuss with elders their knowledge, memory and stories of this place for them, their families and their communities

Relation to Council policy

8. In the *City of Melbourne Council Plan 2021-2025*, the Amendments relate to Council's strategic objective entitled "Melbourne's Unique Identity and Place", which includes a priority that our "our built, natural and cultural heritage is protected", major initiative to "complete heritage reviews and implement associated planning scheme amendments to protect and celebrate heritage in our municipality" and the indicator "Neighbourhoods in the municipality with up-to-date local heritage studies and controls".
9. In the *City of Melbourne Heritage Strategy (2013)*, the Amendments assist in the implementation of Action 2.2 which seeks to "Progressively undertake a review of heritage in high-growth and urban renewal areas and mixed use areas of the City".
10. In the Municipal Strategic Statement of the City of Melbourne Planning Scheme, the Amendments assist in the implementation of Clause 21.06-2 which seeks to "Conserve and enhance places and precinct of identified cultural heritage significance".

Environmental sustainability

11. There are no environmental impacts likely to arise from the Amendments.