

# **HERITAGE CONTEXT REPORT**

PETER MACCALLUM CANCER CENTRE

2 St Andrews Place, East Melbourne

Prepared for  
**Message Consultants Australia Pty Ltd**

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## 1.0 Introduction

This report has been prepared for Message Consultants Pty Ltd to provide high level advice in relation to the heritage considerations and constraints which apply to potential redevelopment of the Peter MacCallum Cancer Centre at 2 St Andrews Place, East Melbourne. This advice is being prepared in anticipation of a planning scheme amendment to facilitate future use and development of the site after it is vacated by the Cancer Centre.

### 1.1 Subject site and surrounds

The Peter MacCallum Cancer Centre site is located on an allotment bound on three sides by Lansdowne Street to the east, St Andrews Place to the south and Cathedral Place to the north, and abuts the Park Hyatt hotel at the west (Figure 1). The site comprises three buildings of varying heights, which have been built in stages and are connected by podiums (Figure 2). The site is in close proximity to the Fitzroy Gardens, St Patrick's Cathedral and the Treasury Reserve Precinct, with Parliament House nearby.



Figure 1 Location map, subject site is indicated by star  
Source: Melways online

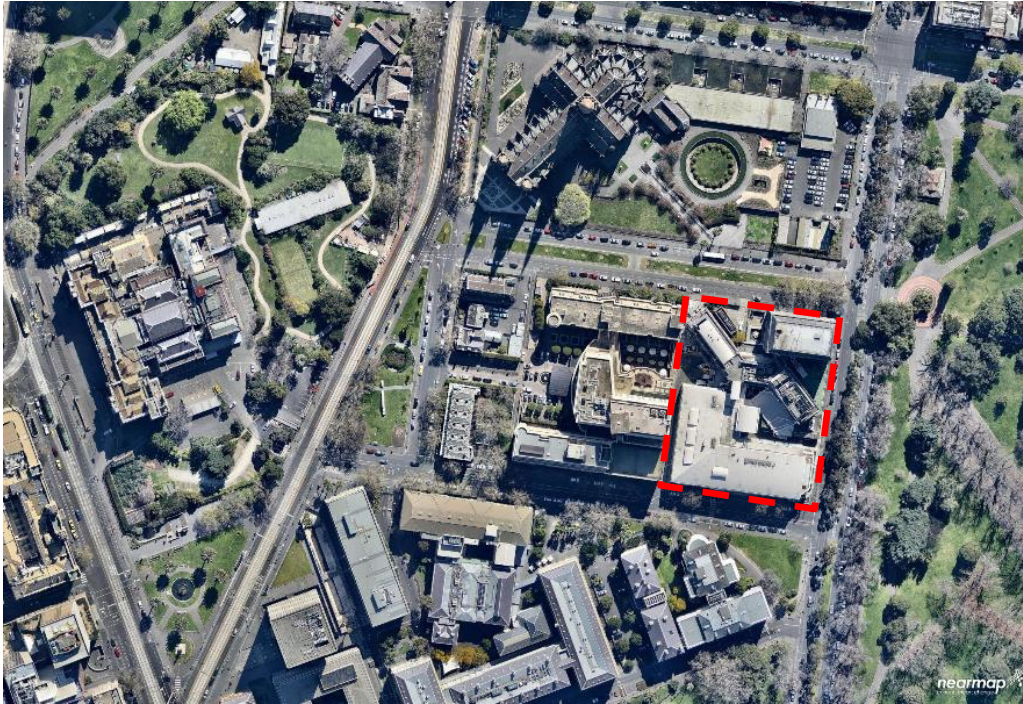


Figure 2 Aerial photograph of subject site and surrounds, 13 September 2015, with extent of Peter MacCallum site indicated in red.  
Source: Nearmap

## 1.2 Methodology

The following tasks have been completed in addressing the heritage issues:

- Inspection of the site (external only) and the surrounding area, including identification of key views and sensitive interfaces;
- Review of existing citations and statements of significance for the surrounding heritage places;
- Consideration of heritage sensitivities of the site and broader context;
- Review of relevant heritage related planning controls;
- Review of potential for a future planning control(s) and potential for new development, including issues of adjacency to heritage places

An in-depth investigation of the history of the St Andrews Hospital and the development of the site has not been undertaken as part of this report.

## 1.3 Statutory framework

The relevant heritage controls cited below are the Victorian Heritage Register (VHR) and the Victorian Heritage Inventory (VHI, inventory of historical archaeological sites), both administered by Heritage Victoria; the Heritage Overlay (HO) administered by the City of Melbourne; and the Commonwealth Heritage List (CHL), administered by the Commonwealth Department of the Environment.

## 2.0 Site and context description

### 2.1 Brief history

The subject site is located in the western part of East Melbourne, an area which has long been used for civic and institutional purposes.

East Melbourne was surveyed by Robert Hoddle in 1837 as part of his survey of Melbourne. The north-western part of the suburb is located on a shallow rise to the north-east of the city, known as 'Eastern Hill'. Eastern Hill became the focus of civic, ecclesiastical, educational and institutional development from the 1840s. In December 1851, when the colony of Victoria separated from New South Wales, a

site at the top (east end) of Bourke Street, in Spring Street, and on the western boundary of East Melbourne, was chosen for the new Parliament House. Construction commenced in 1856.<sup>1</sup> The first Metropolitan Fire Brigade Headquarters was located on the highest part of Eastern Hill. The area was chosen for early sites for ecclesiastical buildings, many of which still remain. Religious sites in Eastern Hill include the Anglican St Peter's Eastern Hill, the Lutheran Church, the Baptist Church and Melbourne Synagogue. Construction St Patrick's Cathedral, at the intersection of Gisborne and Albert streets, began in 1858, with the spires built in 1936. Other notable developments in this area included the early campuses of prestigious schools such as Scotch College, Cathedral College and Presbyterian Ladies College. By 1899 the former Scotch College campus was located on what is now the current site of the Peter MacCallum Cancer Centre.<sup>2</sup> This part of East Melbourne is also characterised by formal gardens, part of a proposal, largely credited to La Trobe, to surround the city of Melbourne with a ring of parks and gardens. Both the Fitzroy Gardens and Treasury Gardens were developed in the late 1850s and 1860s to designs by Clement Hodgkinson, Assistant Commissioner of the Lands and Survey Department.<sup>3</sup>

The subject site was the location for the Former Scotch College as early as 1853 (Figure 3, Figure 4) and in 1925 became the site for the St Andrews Hospital following the school's relocation to Hawthorn.<sup>4</sup> A number of buildings were constructed on the site during its occupation (Figure 5), including the 'Crank Building' constructed in three stages between the 1930s and late 1960s (Figure 6), and a Nurses Home on St Andrews Place (c. 1930-40s). Architects A & K Henderson were appointed to design the new hospital in 1929, designing a complex of pavilion wings (Figure 7).<sup>5</sup> The 'Crank' building was the only part of this scheme completed.

In the 1970s, the site was redeveloped, with the construction of the building at the corner of Lansdowne Street and Cathedral Place (Figure 8), and the demolition of the former Scotch College buildings (Figure 9). After encountering financial difficulties, St Andrews Hospital was closed and replaced with the Peter MacCallum Cancer Centre in the 1990s. In the mid-1990s, the building at the corner of St Andrews Place and Lansdowne Street was constructed.

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1 'H1722 – Parliament House', Victorian Heritage Register entry, Victorian Heritage Database, <http://vhd.heritagecouncil.vic.gov.au/places/802> accessed 14 December 2015.

2 Melbourne and Metropolitan Board of Works, 1899, Melbourne and Metropolitan Board of Works detail plan, nos 1039 and 1040, State Library of Victoria

3 See 'H1834 – Fitzroy Gardens' and 'H1887 -Treasury Gardens', Victorian Heritage Register entries on Victorian Heritage Database <http://vhd.heritagecouncil.vic.gov.au/>, accessed 14 December 2015.

4 Victorian Heritage Database Report, 'Chalmers Hall (demolished)', report generated 9 December 2015, p 1; National Trust Heritage Place Report, 'Old Scotch College Buildings, Chalmers Hall, Classroom no 1', report generated 9 December 2015, p 2

5 'St Andrews completes 3 years of service', Publicity Committee, St Andrew's Hospital, 1938, held by State Library of Victoria





Figure 3 Former Scotch College, Lansdowne Street, East Melbourne, undated  
Source: National Trust Heritage Place Report

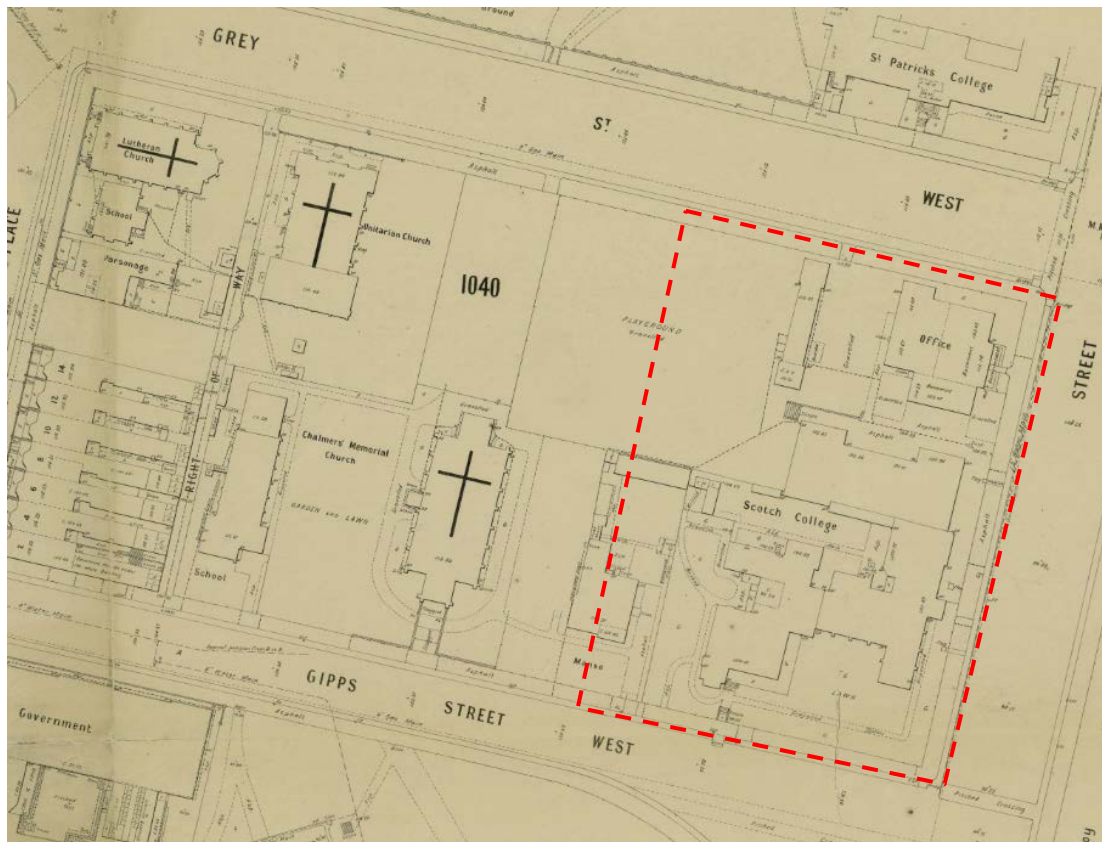


Figure 4 Detail from 1899 MMBW Detail Plan no 1039 and 1040, approximate boundaries subject site indicated  
Source: State Library of Victoria

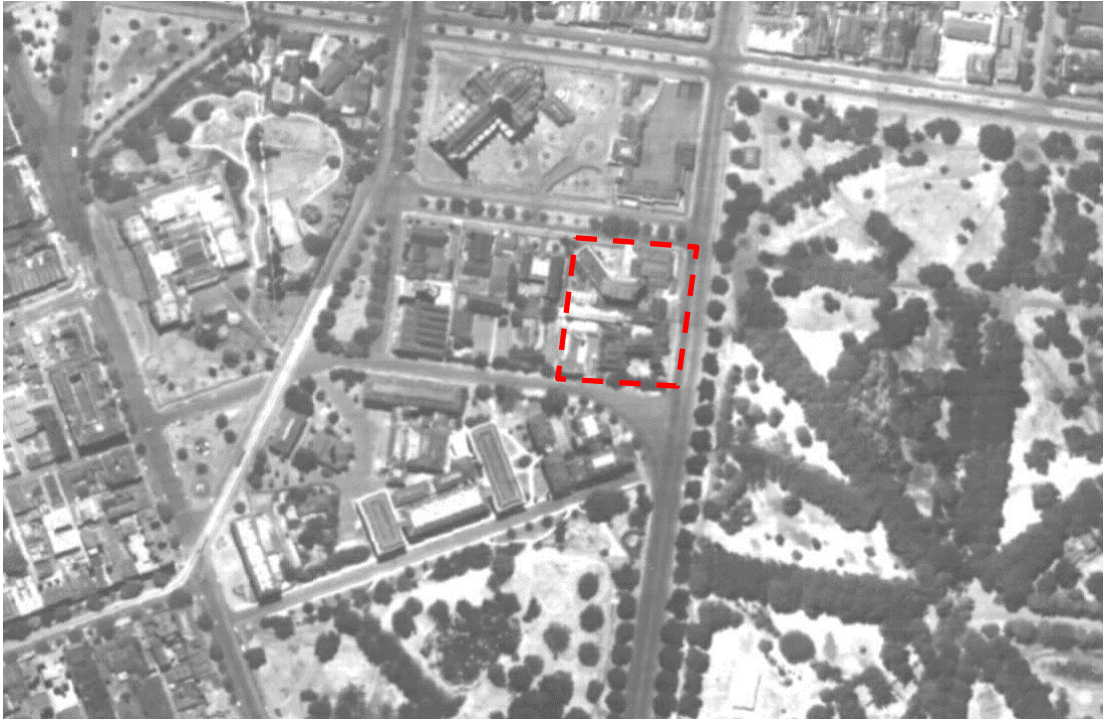


Figure 5 1945 aerial of Melbourne, approximate boundaries of subject site shown, with 'Crank Building' visible  
Source: Melbourne 1945 Photo-maps, University of Melbourne Library

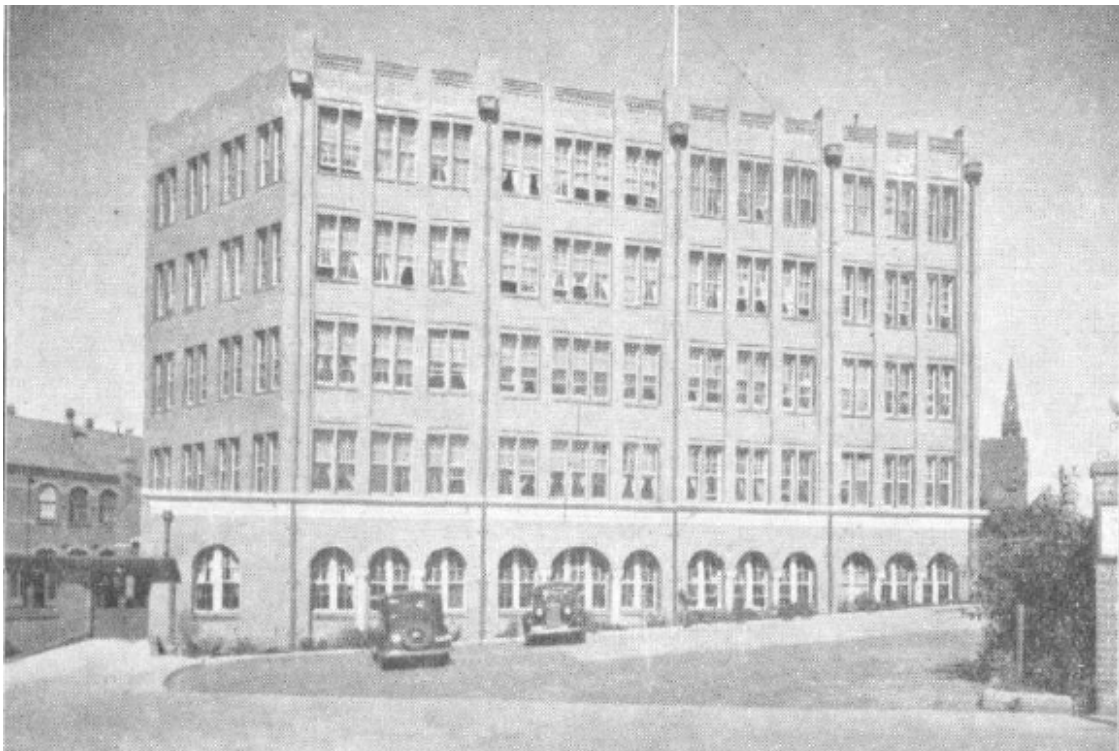
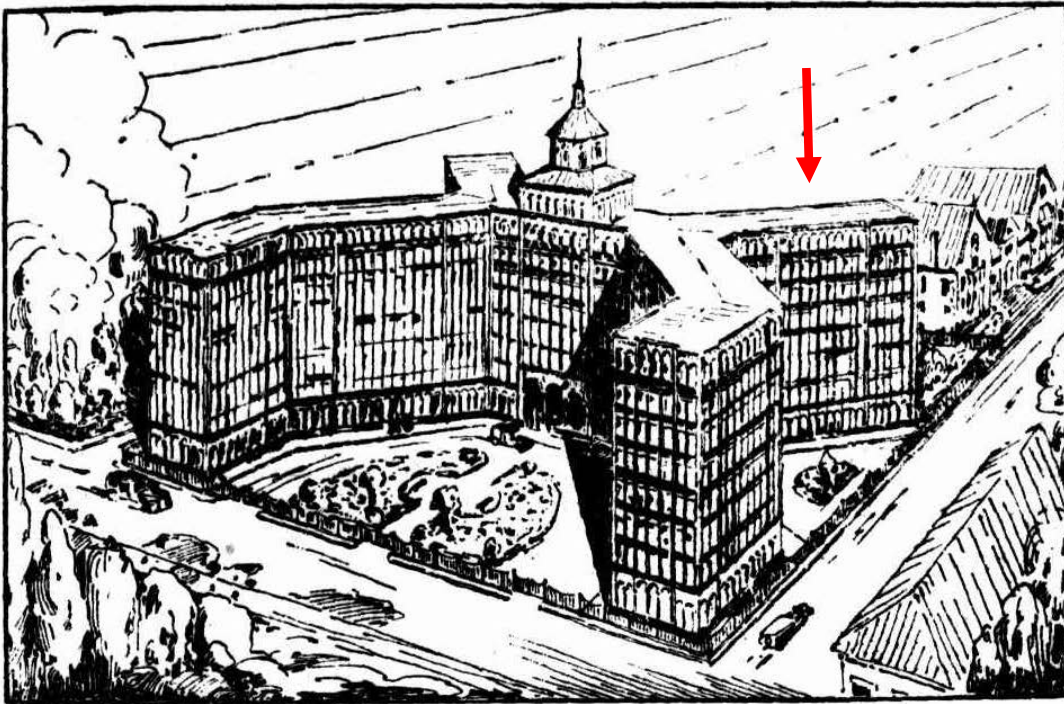


Figure 6 The first (c. 1933) section of the 'Crank Building', known as the Donald A Cameron Wing  
Source: 'St Andrews completes 3 years of service', pamphlet, 1938, State Library of Victoria



## ST. ANDREW'S INTERMEDIATE HOSPITAL.



The architects' perspective sketch, showing St. Andrew's Intermediate Hospital as it will appear when completed. The foundation stone of the first section will be laid on Tuesday.

Figure 7 Plan for St Andrew's Hospital, 1933, with completed wing indicated  
Source: *Age*, 9 September 1933, p. 17



Figure 8 Model showing planned redevelopment of St Andrews Hospital, c. 1970s, looking from St Andrews Place towards Cathedral Place. The three sections of 'Crank Building' are visible, and proposed tower building at corner of Cathedral Place and Lansdowne Street  
Source: State Library of Victoria





Figure 9 View north-west from Fitzroy Gardens to St Andrews Hospital, c. 1970s. The spires of St Patrick's are visible (indicated) prior to the construction of the Loti and Victor Smorgon Wing  
Source: State Library of Victoria

## 2.2 Subject site

The subject site comprises the property at 2 St Andrews Place. The site is bound by Lansdowne Street to the east, St Andrews Place to the south, Cathedral Place to the north, and the Park Hyatt hotel and 10 St Andrews Place to the west, and is in close proximity to Fitzroy Gardens and St Patrick's Cathedral. The northern part of the site is more elevated, as the ground slopes downwards towards the Yarra River to the south. There are mature trees along the St Andrews Place and Cathedral Place street frontages.

The Peter MacCallum Cancer Centre comprises three buildings of varying heights, which have been built in stages and are connected by podiums, being:

- 'Smorgon Family Building' at the south-east of the site; a c. 1990s building of five levels at its frontages to St Andrews Place and Lansdowne Street (Figure 11);
- 'Loti and Victor Smorgon Wing', a towered building located at the corner of Cathedral Place and Lansdowne Street; a c. 1970s brick and concrete render building of three to ten levels (Figure 11);
- 'Crank Building', located on the far north western corner of the subject site fronting Cathedral Place, a three-sectioned brick building constructed in stages in c. 1933, c. 1940s and c. late 1960s, with a more recent addition at roof level that appears contemporary with the Loti and Victor Smorgon Wing (Figure 12, Figure 13). This building increases in height towards the centre of the site, to approximately eight storeys at its tallest.



Figure 10 South-eastern corner of the site, with the 'Smorgon Family Building' visible, and 'Loti and Victor Smorgon Wing' to the right (indicated). Note St Patrick's Cathedral spire behind Smorgon Family Building (centre of image).



Figure 11 'Loti and Victor Smorgon Wing', corner of Lansdowne Street and Cathedral Place. The c. 1960s eastern section of the 'Crank Building' is indicated





Figure 12 Cathedral Place elevation, showing 'Loti and Victor Smorgon Wing' and two sections of 'Crank Building'. Note new roof form to Crank Building (indicated)



Figure 13 1930s section of 'Crank Building', Cathedral Place. Brick fence is indicated



### 2.3 Site context

The subject site is located in the western part of East Melbourne, an area with a mix of institutional, civic and religious buildings. The area includes a mix of development dating from the nineteenth and twentieth centuries. Built form is also mixed, with residences and other buildings of three to four storeys, and taller development of the later twentieth century. This includes the neighbouring multi-level Park Hyatt Hotel, which comprises two buildings with frontages to Cathedral Place and St Andrews Place, and a taller building in the centre of the site, accessed from Parliament Place. The most visually dominant heritage building in the area is the St Patrick's Cathedral, situated to the north-west of the subject site on a more elevated location.

Given the generally low-scale and open character of much of the area surrounding the subject site, the Peter MacCallum Cancer Centre is visible from a number of directions. Likewise, the St Patrick's Cathedral spires are visible from a number of viewpoints. From the south, both street frontages of the Smorgon Family Building can be seen (Figure 14-Figure 16), as can the top of the cathedral spire. The site is visible from the Fitzroy Gardens, although separated by Lansdowne Street. From some angles, the St Patrick's Cathedral is visible as adjacent to the subject site (Figure 17, Figure 18), and from other views the cathedral is now obscured by the Loti and Victor Smorgon Wing (Figure 19). From the intersection of Albert and Lansdowne streets, both the taller Loti and Victor Smorgon Wing, and adjacent Park Hyatt hotel, built in 1999, obscure the Treasury Reserve Precinct buildings, which are located on a site further down the hill than the subject site (Figure 20). From Gisborne and Macarthur streets at the north-west, the subject site has little visual impact on key views of the heritage buildings around it, including St Patrick's Cathedral, the Lutheran Church and Tasma Terrace (Figure 21-Figure 23), with the Park Hyatt buildings more dominant in this view.



Figure 14 Location of site (right arrow) as viewed from Treasury Gardens, in relation to Park Hyatt hotel and St Patricks Cathedral (left arrow)



Figure 15 Smorgon Family Building (indicated) as viewed from reserve at corner of St Andrews Place and Lansdowne Street. The top of St Patrick's Cathedral spire is indicated by arrow. Commonwealth Office Building is visible at left



Figure 16 South eastern view of subject site from Lansdowne Street, view of St Patrick's Cathedral and existing Peter MacCallum buildings are indicated, December 2015





Figure 17 View of subject site looking west from Fitzroy Gardens. St Patrick's Cathedral is to the right of this view



Figure 18 View west from Fitzroy Gardens to Cathedral Place, with subject site obscured by trees (indicated) and St Patrick's Cathedral at right





Figure 19 View directly opposite subject site in Fitzroy Gardens, looking north-west towards St Patrick's Cathedral (obscured).



Figure 20 View south from intersection of Albert and Lansdowne streets, with St Patrick's Cathedral visible at right. Locations of Loti and Victor Smorgon Wing and Park Hyatt are indicated



Figure 21 Subject site as seen from Gisborne Street, locations of Loti and Victor Smorgon Wing (left) and 'Crank' Building (right) are indicated

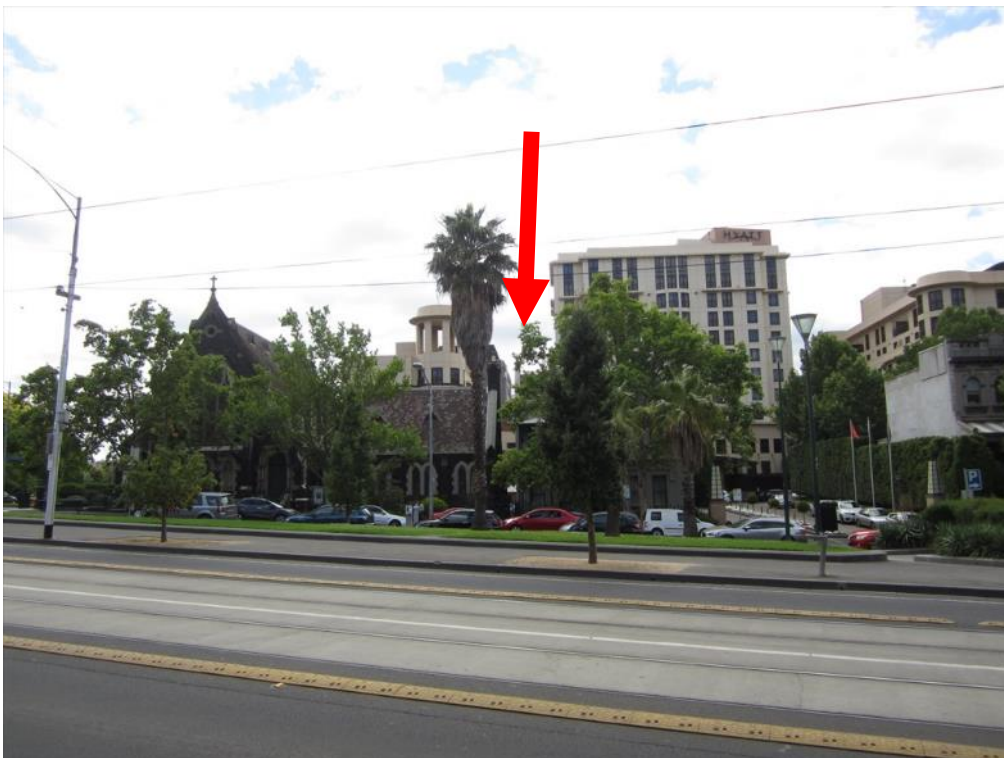


Figure 22 View east from Macarthur Street with Lutheran Church and Park Hyatt hotel in foreground, Tasma Terrace at right, and with the Loti and Victor Smorgon Wing visible between the hotel buildings. St Patrick's Cathedral is to the left of this view





Figure 23 View of subject site (indicated in red) in relation to VHR listed Tasma Terraces (at right). Memorial to the 'monster petition' for women's suffrage in foreground



Figure 24 View towards subject site (obscured by former Treasury Reserve Precinct buildings) from top of Collins Street. Arrow indicates approximate location of subject site



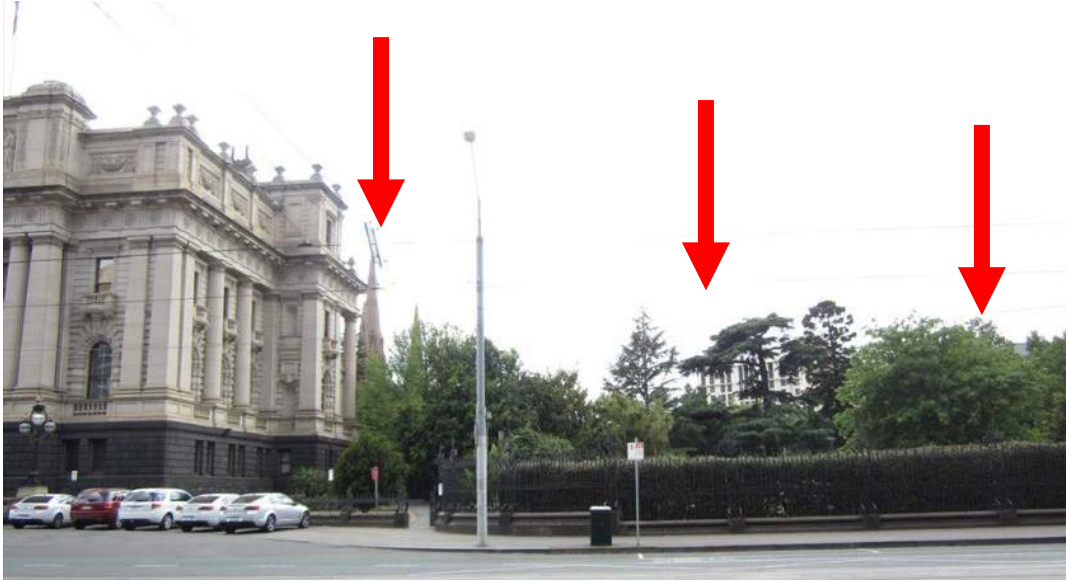


Figure 25 View from Spring Street, with Parliament House at left. Arrows from left to right indicate St Patrick's Cathedral, Park Hyatt hotel and Peter MacCallum

### 3.0 Heritage context

#### 3.1 Statutory controls

As can be seen on both the Hermes (Figure 26) and heritage overlay (Figure 27, Figure 28) maps, the Peter MacCallum Cancer Centre is not subject to either VHR or HO controls. However, heritage controls variously apply to sites in close proximity. The subject site is situated in an area with a number of places of high heritage significance, which are included in the VHR. The heritage overlay controls in the surrounding area reflect the VHR extents of registration.

However, there are references to the subject site in the Heritage Places Inventory 2014, which is an incorporated document in the Melbourne Planning Scheme. These are: 12 St Andrews Place (rear) – D grade building, Level 3 streetscape; and 'Fence (St Andrews H)', Cathedral Place, C graded, Level 3 streetscape. These places are not identified in the City of Melbourne i-heritage database.

The 'St Andrews Medical School' at 12 St Andrews Place was graded C as part of a proposed Parliament Precinct. The study in which this proposed precinct was identified is unclear, as is the exact building within the former St Andrews Hospital site to which the gradings refer.<sup>6</sup> This precinct is not identified in the planning scheme. It is likely, however, that the building referred to as 12 St Andrews Place or Rear, 12 St Andrews Place is the earlier part of the 'Crank Building', as the St Andrews Hospital site is the subject site. As previously noted, this grading is not reflected in an HO control.

Although the site is not identified on the Victorian Heritage Inventory (VHI), if any building or other physical remains older than 50 years are located here, then the historical archaeological provisions of the *Victorian Heritage Act* 1995 would apply. Under these provisions, archaeological sites and artefacts over 50 years old are protected, even if they have not been identified in the VHI. Demolished buildings and structures associated with the site include but are not limited to those relating to the former Scotch College and also possibly the former St Andrews Hospital. However, given extensive earthworks have already occurred in parts of the site, the potential for archaeology is likely to be limited.

<sup>6</sup> 'Parliamentary Precinct', graded buildings list, in documentation attached to the City of Melbourne entry for Tasma Terrace in Heritage Victoria's Hermes database, Hermes no. 119170.

The focus of this report is on built heritage, however it is noted that the subject site is not within an area of cultural heritage sensitivity as mapped under the Aboriginal Heritage Regulations (2007), however any redevelopment works may trigger the need for a CHMP. Advice should be sought from Aboriginal Affairs Victoria.<sup>7</sup>

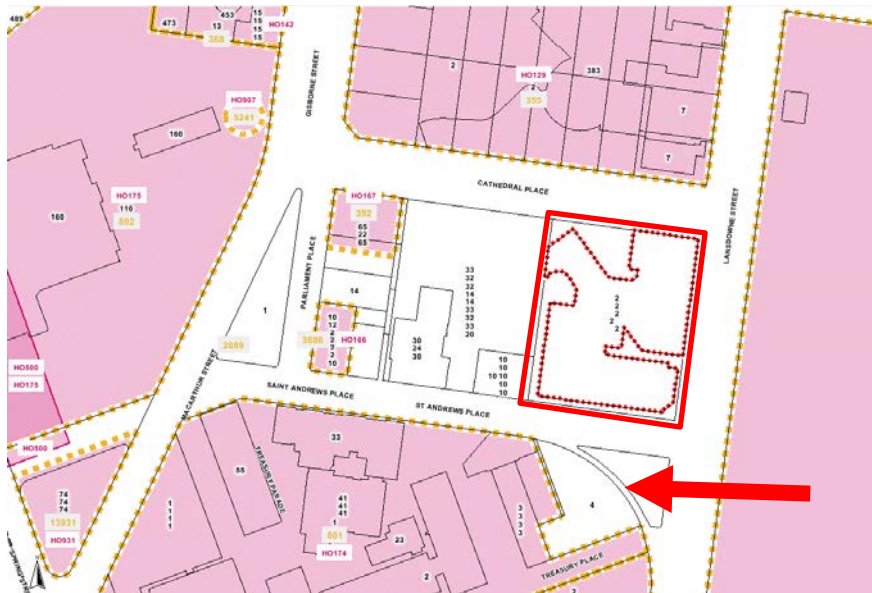


Figure 26 Heritage controls, as per the Heritage Victoria HERMES database; indicating VHR registration (broken yellow line), HO (pink shading) and subject site (red line). Arrow indicates the CHL listed Commonwealth Office Building at 4 Treasury Place, not included in the VHR or HO.

Source: Heritage Victoria HERMES mapping, Land Victoria base

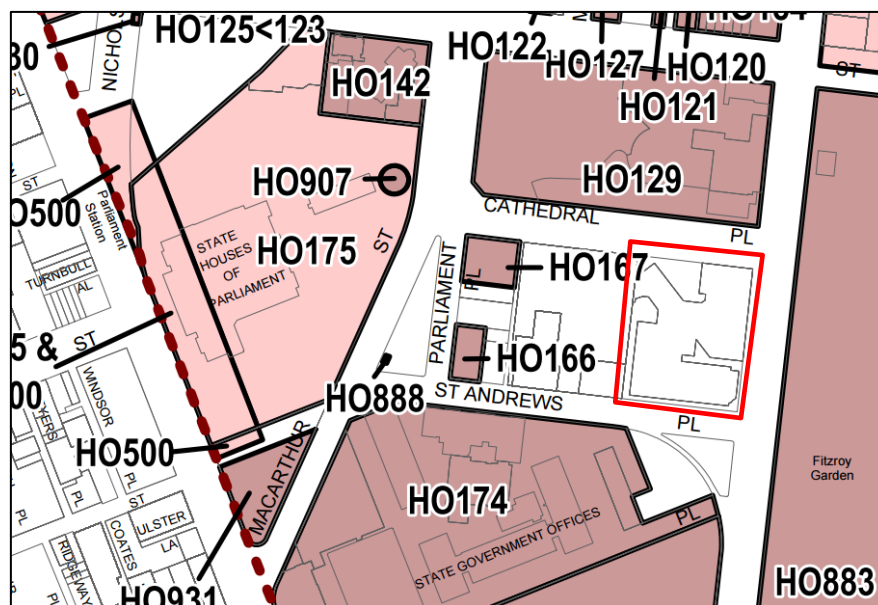


Figure 27 City of Melbourne heritage overlay map of places outside the CCZ, with subject site indicated by red line

Source: Melbourne Planning Scheme

<sup>7</sup> Department of Environment, Land, Water and Planning, 'Planning Property Report: 2 St Andrews Place East Melbourne', report created 3 December 2015

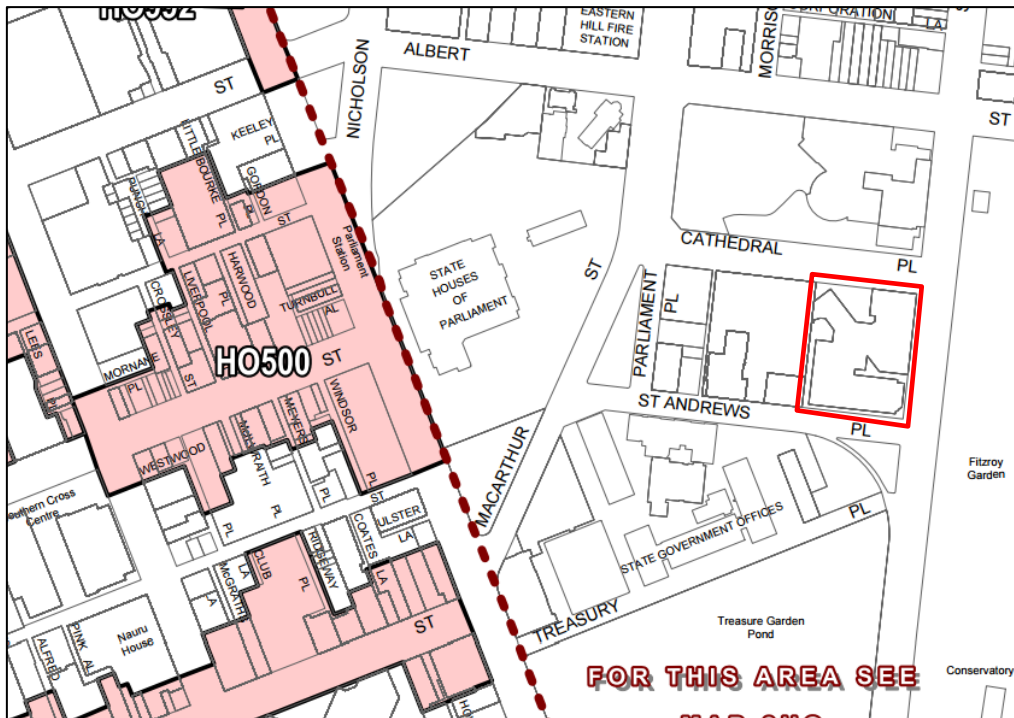


Figure 28 City of Melbourne heritage overlay map of places within the CCZ, with subject site indicated

Source: Melbourne Planning Scheme

### 3.1.1 Heritage places

As can be seen in the above Hermes and heritage overlay maps, there are a number of places with heritage controls which are located within close proximity to the subject site. The VHR registered sites in proximity to the subject site generally date from the nineteenth century, with some twentieth century development. A summary of these places and their significance is given below:

#### *Fitzroy Gardens:*

Fitzroy Gardens (VHR H1834, H0883) is located to the east of the subject site, and is a large site bound by Wellington Parade, and Lansdowne, Clarendon and Albert streets. The gardens are of significance:

- As the flagship of the group of city gardens, including Flagstaff, Treasury, Carlton and Alexandra Gardens and the Domain parklands and as a reminder of the city's large investment in public gardens throughout the nineteenth century;
- For its architecturally significant buildings and structures including the Band Pavilion (1864), the Rotunda (1873), Sinclair's Cottage (1866), Spanish Revival-styled Conservatory (1930) and Electricity Substation (1940);
- For its unique character, including its general topography that provides a sense of mystery and enclosure, and aesthetically significant surviving layout and vistas;
- For its outstanding collection of plants, avenues and rows of elms, notable trees of horticultural significance;
- As the 'people's park in the city', a place of relaxation, passive recreation and entertainment since their establishment in the early 1860s.<sup>8</sup>

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Victorian Heritage Database Report, 'Fitzroy Gardens', report generated 19/10/2015.



### *Treasury Reserve Precinct*

Treasury Reserve Precinct (VHR 1526, HO174) is located at Treasury and St Andrews Places, Macarthur Street and Macarthur Place, East Melbourne. This precinct is of significance:

- As the centre of Victorian government administration for 150 years, including the Former Printer's Office which represents their establishment in the precinct and served for publication requirements for over 100 years; the Old Treasury Building for its associations with the gold rush and as the city office for the Governor of Victoria; the New Treasury Building for its associations with political figures and as the house of the Premier and Cabinet and State Government ; and for its statue commemorating Justice George Higginbotham;
- For its architecturally significant buildings, including the Government Printer's Office (J J Clark, 1856-1858), Old Treasury Building (J J Clark, 1858-62), New Treasury Building (M Egan, 1859-76), Department of Agriculture Building (G Watson, 1906-07), and the State Government Offices and former State Laboratories (Yuncken Freeman, 1967-68).<sup>9</sup>

### *Treasury Gardens*

Treasury Gardens (VHR H1887, HO\*\*) was originally part of the Treasury Reserve, and were developed to a design by Hodgkinson in 1867. The gardens are of historic, aesthetic, scientific (horticultural), archaeological, architectural and social significance at a State level. Treasury Gardens is important as one of Victoria's oldest public gardens; for its association with both Hodgkinson and later garden designer William Guilfoyle; for its nineteenth century design, path layout and plantings; and as a venue for community events including concerts and political rallies. It is an important part of the Spring Street government buildings precinct.<sup>10</sup>

### *Commonwealth Offices Building*

The Commonwealth Offices Building is located at 4 Treasury Place, East Melbourne, directly opposite the subject site to the south. As it is Commonwealth-owned, the place is included in the Commonwealth Heritage List (CHL). It is of significance as the first office building constructed by the Commonwealth in 1912, and is a rare and outstanding example of a Commonwealth building designed in the Edwardian Baroque style.<sup>11</sup> This building was also identified as an A graded building in the *East Melbourne Conservation Study* of 1985.<sup>12</sup>

### *St Patrick's Cathedral Precinct*

St Patricks Cathedral Precinct (VHR H0008, HO129) is located at 2-20 Gisborne Street, 2-60 Cathedral Place, 371-449 Albert Street and 7-9 Lansdowne Street, East Melbourne. This precinct is of significance:

- As the largest Gothic revival building in Victoria and one of the finest works of prominent Victorian architect William Wardell;
- For its remaining tower of St Patrick's College with concave roof, and architecturally important offices and presbytery (Roy Simpson, Yuncken and Freeman);

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<sup>9</sup> Victorian Heritage Database Report, 'Treasury Reserve Precinct', report generated 19/10/2015

<sup>10</sup> Victorian Heritage Database Report, 'Treasury Gardens', accessed via <http://vhd.heritagecouncil.vic.gov.au/>, 16 August 2016.

<sup>11</sup> 'Commonwealth Offices Building', Commonwealth Heritage List entry, Australian Heritage Database, accessed via <http://www.environment.gov.au/cgi-bin/ahdb/search.pl>, 15 December 2015.

<sup>12</sup> '4 Treasury Place, East Melbourne', City of Melbourne i-heritage database, accessed via <https://www.melbourne.vic.gov.au/BuildingandPlanning/Planning/heritageplanning/Pages/iHeritagerearch.aspx>, 15 December 2015.

- For its association with Roman Catholic activity in Victoria since its 1869 opening, including as the site of the first Catholic secondary school and second home of the original seminary in the colony;
- As a site that reflects Melbourne's status as a prosperous provincial city following the Victorian gold rushes.<sup>13</sup>

#### *Tasma Terrace*

Tasma Terrace at 2-12 Parliament Place and 34-40 St Andrews Place, East Melbourne (VHR H1025, HO166) is of significance:

- As a rare example of a rare three storey terrace development of seven (originally eight) residences and as an important work of the architect, Charles Webb;
- As the subject site of the 1970-72 preservation campaign that resulted in the government's establishment of Australia's first legislation for the preservation of government owned historic buildings.<sup>14</sup>

#### *Lutheran Church*

Lutheran Church, hall and manse at 22-36 Parliament Place and 65-75 Cathedral Place, East Melbourne (VHR H0015, HO167) are of significance:

- For the place's ongoing occupation by the German Lutheran Church since its 1853 foundation, with services being conducted in German from this time until present day: a socially and historically significant example of a rare retention of the cultural and social heritage of an immigrant group;
- For its social significance as a meeting place and support network for the German community in Melbourne;
- As an architecturally important example of a bluestone later Gothic free decorated design, and is acknowledged as the most elaborate nineteenth century Lutheran church in Victoria, with elaborate interior decorative elements,
- As an outstanding and cohesive group of nineteenth century Gothic religious buildings designed by three German architects; the rendered hall being of importance as the earliest remaining building on the site and as an example of the work of Friedrich Kawerau.<sup>15</sup>

#### *Parliament House*

Parliament House (including grounds, works and fence) (VHR H1772, HO175) is located at 110-160 Spring Street and 1-11 Gisborne Street, Melbourne. Although it does not directly relate to the subject site, given it is approximately 200 metres away, Parliament House is considered a landmark site, and is of relevance to the context of the area. This place is of significance:

- As a representation of the ideals of nineteenth century civic architecture including its use of classical architectural vocabulary to symbolise its function; for its architecturally significant functional layout based on the British Parliament, and its use of innovative ventilation and air conditioning systems;
- For its aesthetically significant exterior and interiors created by the foremost artists of the day and its garden for its curvilinear layout and plant character, providing an appropriate and functional setting;

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<sup>13</sup> Victorian Heritage Database Report, 'St Patricks Cathedral Precinct', report generated 19 October 2015.

<sup>14</sup> 'H1025 – Tasma Terrace', Victorian Heritage Register citation, Victorian Heritage Database, <http://vhd.heritagecouncil.vic.gov.au/places/3686>, accessed 14 December 2015.

<sup>15</sup> Victorian Heritage Database Report, 'Lutheran Church', report generated 3 December 2015.



- For its historical significance including associations with the Victorian Government since the mid nineteenth century; as a seat of the Commonwealth Parliament from Federation to 1927, and as a symbol of the nineteenth century wealth accumulated from the Victorian gold rush;
- For its cultural significance as an important Melbourne landmark and as a former meeting place of the Kulin tribes.<sup>16</sup>
- Within the Parliamentary Gardens is the separately registered Federal Oak (VHR H1317), planted by Sir Henry Parkes in 1890 to commemorate the Australasian Federal Convention of 1890-91.<sup>17</sup>

Other places included in the VHR in the broader area include the Tram Shelter (VHR H1870) at the corner of Macarthur Street and St Andrews Place; Gordon Reserve (VHR H0047) at the intersection of Spring and MacArthur streets; and St Peters Eastern Hill Precinct (VHR H0009), Albert Street.

### 3.1.2 *Comment*

The heritage places that surround the subject site are significant at a State-level as important nineteenth century governmental, religious and residential places. Although these places are each individually significant, they contribute to the character of Eastern Hill as being the preferred place for the establishment of public institutions in the nineteenth and early twentieth century. The subject site shares this history, being the site of Scotch College and St Andrews Hospital, however its built form does not reflect this nineteenth century character or importance of other Eastern Hill buildings.

## 3.2 **Heritage sensitivities**

### 3.2.1 *Proposed demolition of 'Crank' building*

The concept for the subject site proposes the demolition of the brick 'Crank' building, constructed in c. 1933.

Although a detailed investigation has not been undertaken, the brick 'Crank' building appears to have some historic interest. The building was the only part of the larger hospital scheme designed by the architectural firm of A & K Henderson in the early 1930s (see Figure 7). The remainder of the scheme, with its two pavilion wings and central entrance fronting Lansdowne Street, was not constructed. The first section of the Crank Building was constructed in c. 1933, with additions in c. 1940 and the late 1960s. From the street, the earliest section of the building to St Andrews Place appears to be generally externally intact, aside from the addition of a mansard roof. The building was part of the St Andrews Presbyterian Hospital which operated until the mid-1990s, before the site was taken over by the Peter MacCallum Cancer Centre.

As a large brick hospital pavilion wing of the interwar period, the building presents as having a level of historical interest, but no more than this. The wing was the only section constructed of the A & K Henderson design, with the rest of the scheme ultimately not completed. As such it is of very limited aesthetic/architectural significance, and is not of sufficient heritage value to be included in the heritage overlay at an individual level. It is therefore considered that the demolition of this building is acceptable in heritage terms.

### 3.2.2 *Broader heritage setting*

One issue that arises from the proposed redevelopment of the subject site is the significance of the broader area. As outlined in section 3.1.1, the majority of buildings in this area are individually

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<sup>16</sup> Victorian Heritage Database place details, 'Parliament House (including grounds, works and fences)', report generated 3 December 2015.

<sup>17</sup> 'H1317 – Federal Oak', Victorian Heritage Register citation, Victorian Heritage Database, <http://vhd.heritagecouncil.vic.gov.au/places/5241>, accessed 14 December 2015.

significant at either State or Commonwealth level. These places include Parliament House, Treasury Precinct and Commonwealth Offices, St Patrick's Cathedral, Lutheran Church and Tasma Terrace.

The Eastern Hill section of East Melbourne has been the location of a number of major institutional and ecclesiastical buildings since the 1850s. The area now comprises an important collection of key buildings relating to the administration and religious life of colonial Victoria. The subject site and the adjacent Park Hyatt Hotel are unusual developments within this context of key civic buildings, both in terms of construction date and form.

The area also contains a number of gardens and reserves, which provide a landscaped setting for these important public buildings. These include Treasury Gardens and Gordon Reserve, included in the VHR, as well as Parliament Gardens and Burston Reserve, which currently do not have any heritage protection. Furthermore, the tree-lined streets, including the north-south thoroughfares of Lansdowne Street, Gisborne Street and Macarthur Street, and the 'places' (Parliament, St Andrews, Treasury and Cathedral), both enable views and provide an important setting for these buildings. Although the individual places have a suitable level of heritage protection, much of the setting, including reserves and streets, does not.

While the places have been recognised for their individual significance, the significance of the area as a collection of important buildings and gardens has not been recognised as a whole. A 'Parliamentary Precinct' was included in a proposed 'East Melbourne Precinct and Jolimont and Parliament Precinct' statement of significance, prepared by Meredith Gould for the City of Melbourne in 2004.<sup>18</sup> While this document is not an endorsed document, it indicates a recognition of the value of the group of buildings and associated parks and gardens.

Given the individual and collective significance of buildings within the Eastern Hill area, the introduction of a precinct heritage overlay control is an action which seriously should be contemplated. This precinct would take in a large part of Eastern Hill in the block bound by Lansdowne Street, Wellington Parade, Spring Street, Nicholson Street and Albert Street, East Melbourne. The suggested extent of a 'Parliament and Eastern Hill' heritage precinct is shown at Figure 29 and Figure 30. The introduction of heritage precinct controls would also mean that any development in the precinct would need to have regard to any impacts on the surrounding heritage buildings, streets and parks. The subject site has been included in the extent of the proposed precinct for these reasons, although the site most likely would be given a 'non-contributory' grading.

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<sup>18</sup> City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects, 2004





Figure 29 Recent aerial photograph of East Melbourne, with suggested extent of Parliament and Eastern Hill Heritage Precinct shown  
Source: Neamap (base map)







environment (Figure 31).<sup>19</sup> The MSS generally applies to the whole of the municipality, and provides the vision statement for the development of policies.

Included under 21.06-1 – Urban Design, Objective 3 – To protect iconic views of the city is the strategy relating to protecting the iconic view of Parliament House along Bourke Street, and Old Treasury from Collins Street.

Clause 21.06-2 of the MSS relates specifically to heritage, with the objective to conserve and enhance places and precincts of heritage significance. Of relevance to the subject site are the following strategies:

- 1.3 - Maintain the visual prominence of heritage buildings and landmarks
- 1.6 – Within heritage precincts and from adjoining areas protect buildings, streetscapes and precincts of cultural heritage significance from the visual intrusion of new built form both (sic.)
- 1.7 – Protect the scale and visual prominence of important heritage buildings, landmarks and heritage places, including the Shrine of Remembrance, Parliament House and the World Heritage Listed Royal Exhibition Building and Carlton Gardens.
- 1.8 - Maintain cultural heritage character as a key distinctive feature of the City and ensure new development does not damage this character.<sup>20</sup>

These strategies further emphasise the need to be sensitive to views of ‘landmark’ buildings with area around the subject site, namely Parliament House, Old Treasury and St Patrick’s Cathedral. Further, the scale and form of new development will need to ensure that these buildings retain any existing visual prominence.

Clause 22.05 – Heritage Places outside the Capital City Zone ‘applies to all places within the Heritage Overlay Area excluding the Capital City Zone Schedules 1, 2, 3 and 4 and the Docklands Zone’. As such, this clause does not apply to the subject site.

It is also noted that the Design and Development Overlay (DDO13) (Figure 32) is a control over this site, and includes references to heritage. The design objectives of this DDO are:

Design objectives

To encourage development to be compatible with the Victorian character and scale of the area.

To minimise the visual impact of new buildings and works within the vicinity of the Fitzroy Gardens and the surrounding public spaces.<sup>21</sup>

The DDO further outlines that maximum building height to area 23 as 15 metres, to ensure an outcome, as specified, that the ‘amenity of the Fitzroy Gardens is protect from additional overshadowing between 11.00am and 2.00pm on 22 March and 22 September’.<sup>22</sup>

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19 See Figure 2 – Built Environment, in Clause 21.06, Melbourne Planning Scheme.

20 Melbourne Planning Scheme, ‘Clause 21.06 - Municipal Strategic Statement’, pp 2-6.

21 Schedule 13 to the Design and Development Overlay, Melbourne Planning Scheme.

22 Melbourne Planning Scheme, Schedule 13 to the Design and Development Overlay ‘Parliament Area’, pp. 1-2.

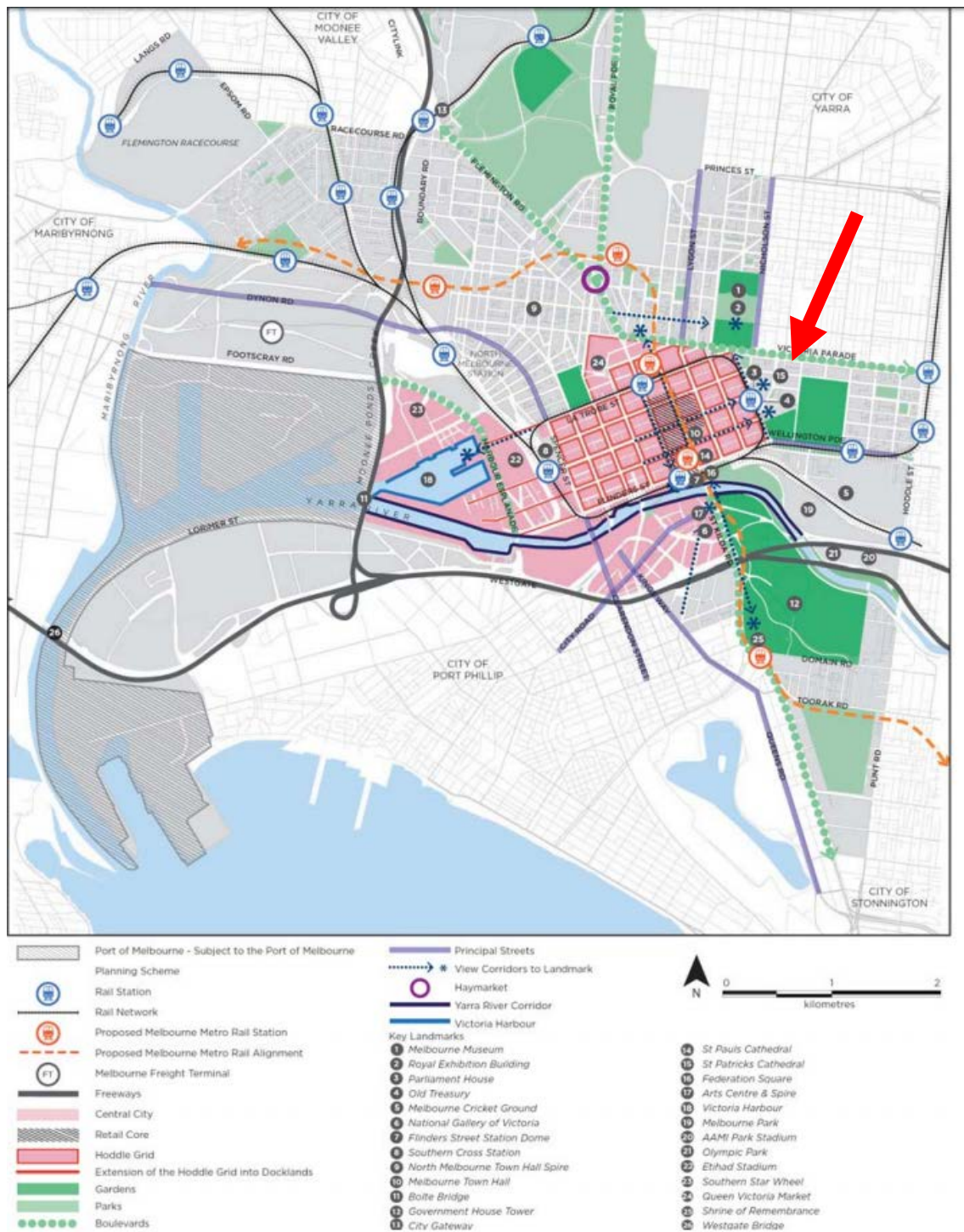


Figure 31 Clause 21.06 'Built Environment' plan, with 'key landmarks' identified. St Patrick's Cathedral is shown as landmark no. 15 (indicated).  
Source: Melbourne Planning Scheme



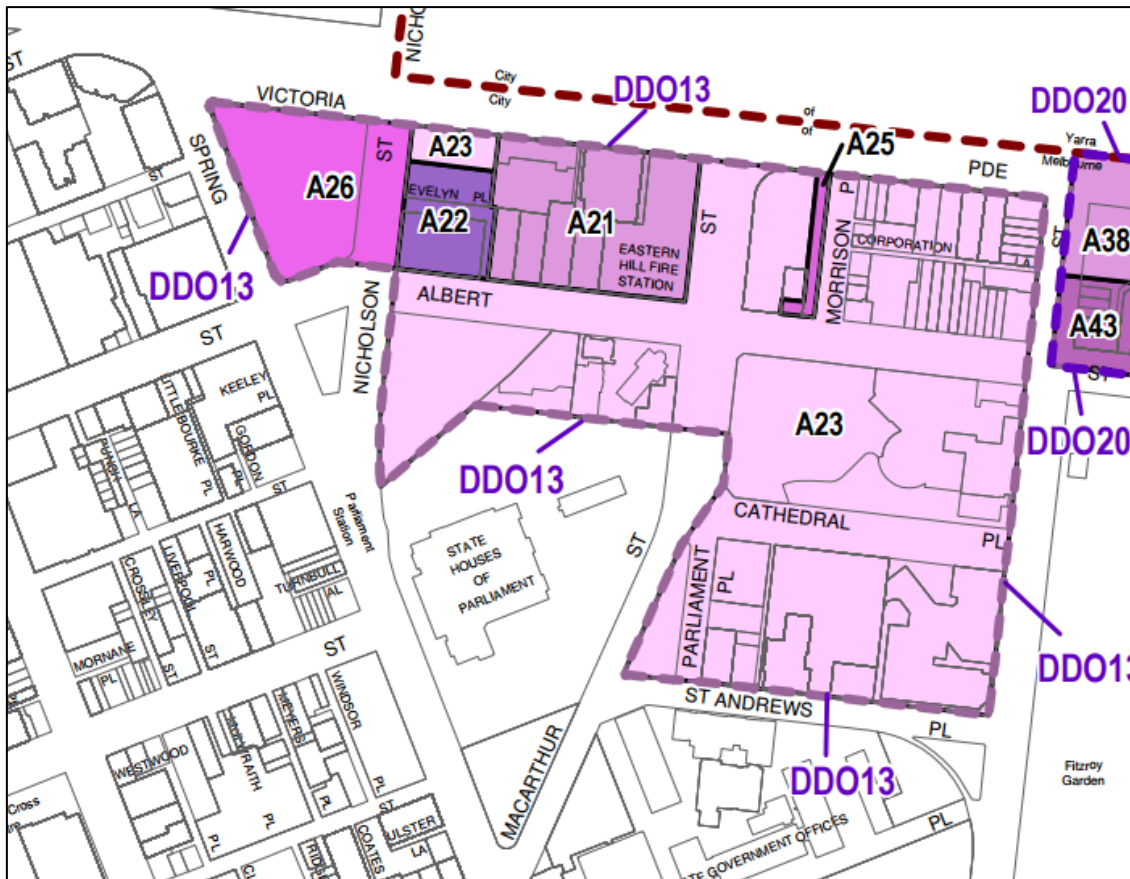


Figure 32 Plan of Design and Development Overlay Part 1, showing DDO13  
Source: Melbourne Planning Scheme

#### 4.0 Scope for development

##### 4.1.1 Demolition

There is no heritage overlay control over the subject site, and as such there is no constraint in terms of demolition under the heritage provisions of the planning scheme.

The interwar 'Crank Building' has been identified as a D grade building in the Heritage Places Inventory, October 2014. Notwithstanding that an in-depth investigation of the building has not been undertaken, the former St Andrews Hospital building has been altered by the introduction of a new mansard roof, and presents as being of limited heritage value. As such, it is unlikely that the City of Melbourne would seek to impose a heritage control on this building, as a consequence of a proposal to demolish.

The brick fence on Cathedral Place (see Figure 13) is C graded in the Heritage Places Inventory, October 2014. It is also a remnant of the St Andrews Hospital development. The fence makes some contribution as a streetscape element, and would desirably be retained in full or part. As with the former St Andrews Hospital building, it is unlikely the Council would pursue the imposition of a heritage control on the wall.

##### 4.1.2 Views and vistas

The policy context of Clause 21.06 of the MSS, notes the protection of views of Parliament House and more generally of heritage buildings and landmarks as a consideration in development within the municipality. Beyond this, however, there is no explicit policy in the planning scheme which provides a clear framework for the identification or protection of heritage views of the neighbouring sites, which applies to the subject site.

There are, however, sensitivities with regard to both closer and more distant views of the site which will need to be carefully managed. These include two distinct experiences of the subject site: a pedestrian

and street-level experience, and a more distant, cityscape view. There are also different sensitivities relating to Lansdowne Street, St Andrews Place and Cathedral Place.

At a pedestrian level, analysis of views indicates that there are areas of higher and lesser sensitivity (Figure 33) relating to the scale and form of potential new development.

Views from the north and south of the site along Lansdowne Street are the more sensitive, given the low-scale built form to the south and the open character of the St Patrick's site to the north. Both views along Lansdowne Street include nineteenth or early twentieth century development in the approaches to the subject site, including the remnant St Patrick's College tower, Treasury Gardens and the Commonwealth Office Building. The St Patrick's Cathedral spire is also visible at some points from the south behind the Peter MacCallum buildings. Further, the properties along Lansdowne Street are unlikely to be developed, given the high level of heritage protection. Accordingly, the character of the street will likely remain, aside from development on the subject site.

Likewise, the view east along St Andrews Place is of sensitivity due to the generally low-scale (four-storey) nineteenth century built form and open landscape character at the south and east of the intersection with Lansdowne Street. Retaining a more open or low-scale interface within these two streetscapes is recommended to manage the impact on views which incorporate significant nineteenth century elements.

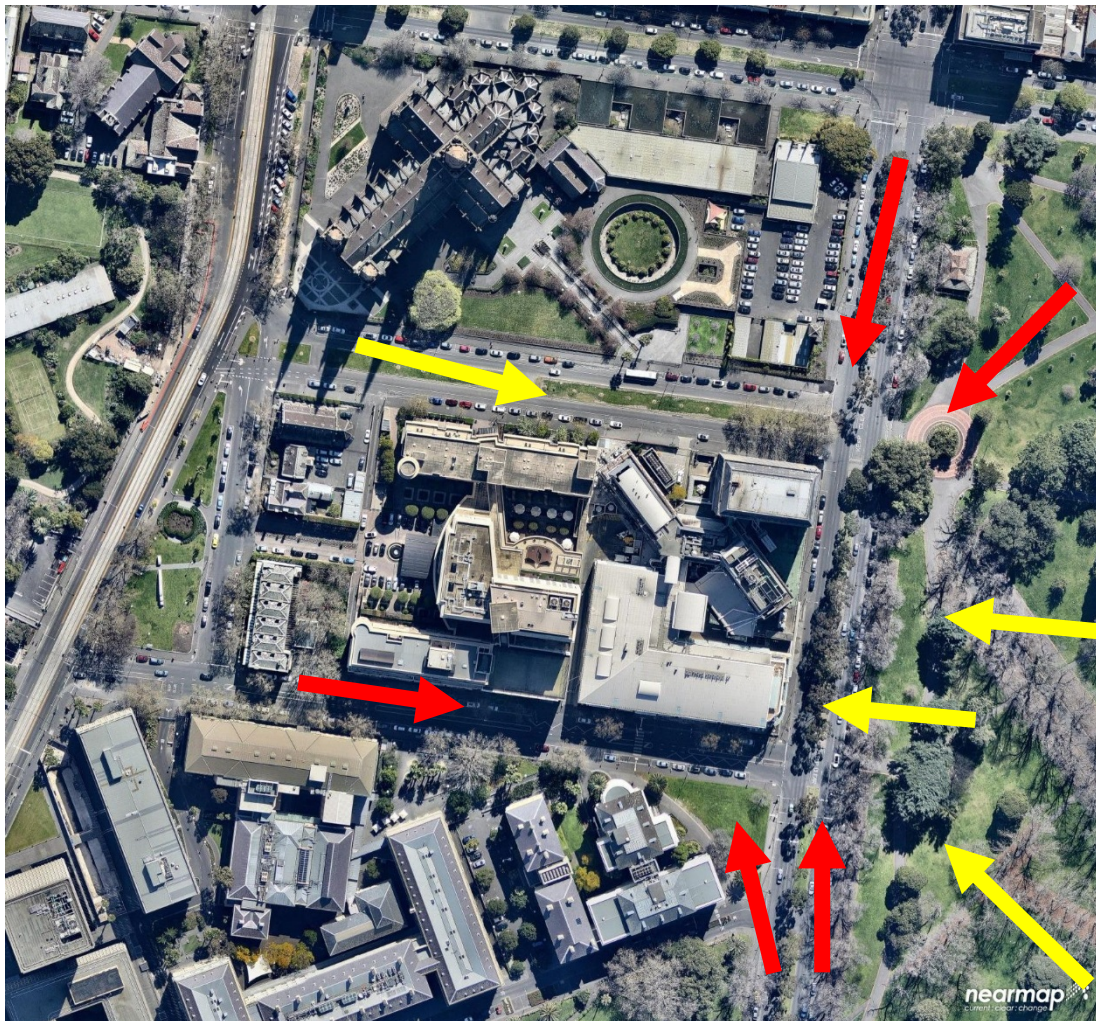


Figure 33 Recent aerial photograph showing sensitive views along Lansdowne Street and St Andrews Place, and in Fitzroy Gardens (red arrows), and less sensitive views along Cathedral Place and from the Fitzroy Gardens (yellow arrows)  
Source: Base image Nearmap

The views along Cathedral Place, are less sensitive, given that this streetscape generally consists of twentieth century built form which is visible past the cathedral, and includes the 1999 Park Hyatt Hotel and the buildings on the subject site. This roadway is also wider than St Andrews Place, and the St Patrick's site is more open, providing more space between the nineteenth century elements on the north of the street and later development on the south side. Although the St Patrick's College tower is visible, this reads separately to the subject site, and new development will not impact the view from Cathedral Place.

Views of the subject site looking west from the Fitzroy Gardens are also of less sensitivity given the density of trees at the perimeter of the gardens, which obscure much of the Peter MacCallum Cancer Centre built form. When viewed from the gardens, the subject site reads separately from the adjacent St Patrick's Cathedral and the Treasury Place Precinct. There may be more sensitivity when looking to the north-east of the subject site, as this part of the gardens is more open at the intersection of a number of pathways. Views from the east side of Lansdowne Street, outside the gardens, toward the subject site also include the Park Hyatt, and the central city where towers are also visible in the backdrop, and as such this is a less sensitive view.

The overall height of new buildings is a consideration in more distant views from the surrounding street network, such as those from Spring Street and the Gisborne Street/Albert Street intersection. While new development on the subject site is unlikely to be visible directly behind Parliament House or St Patrick's Cathedral, the visibility and prominence of any new buildings will need to be carefully managed in views of these nearby landmark buildings. For example, in the view of the subject site from Spring Street (Figure 25), the Park Hyatt Hotel is visible, but does not intrude on the visual prominence of Parliament House. It is recommended that any new development to the centre of the subject site adopts a similar height to the existing Park Hyatt building, so as not to result in an obtrusive or dominant building rising in the backdrop to Parliament House.

#### 4.1.3 *Scale*

In a policy context, the only controls relating to the scale of new development are the policies relating to overshadowing the Fitzroy Gardens included in DDO13. Aside from this, there is no policy in the planning scheme which provides clear guidance about the height, form and scale of new buildings. DDO13 includes a design objective to encourage development to be compatible with the Victorian character and scale of the area, but it is not explicit in how this might be achieved.

The DDO outlines a maximum building height for Area 23 within DDO13 as 15 metres. The test for this maximum, rather than mandatory, height is that there is no additional overshadowing of the Fitzroy Gardens between 11.00am and 2.00pm in 22 March and 22 September'.<sup>23</sup>

Although the surrounding context of the subject site includes individually significant heritage places rather than a heritage precinct, the area generally has a strong nineteenth and early twentieth century built form character, and a long historical association of public buildings and institutions. The scale of new development should respond to sensitive views, as outlined above. Should a heritage precinct be introduced, such considerations would form part of the overlay control. To limit the impact on sensitive views, it is recommended that development on the subject site be of a lower scale at the perimeter, with taller built form accommodated in the centre of the site (Figure 34).

It is recommended that a proposed development on the site include fixed set backs of built form. This would comprise a podium element of lower height with taller built form set back from the street. A set back of 8-10 metres on St Andrews Place and Cathedral Place and 5 metres from Lansdowne Street would respond to the scale of built form within the Treasury Place Precinct and to views from the south and the west. This would mean development would have less of a visual impact on views from the north along Lansdowne Street, and the less densely planted area of the Fitzroy Gardens opposite.

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23 Melbourne Planning Scheme, Schedule 13 to the Design and Development Overlay 'Parliament Area', pp. 1-2.



Towards the centre of the site and to its western boundary, taller built form could be accommodated, provided it fits within the controls of the DDO. Such taller form exists with the Park Hyatt Hotel, and in views from the west along Cathedral Place there would be limited impact on the Cathedral, and on views to the Fitzroy Gardens.



Figure 34 Indicative plan showing suggested zones of lower scale built form or podium (red) and taller built for (yellow)  
Source: Base map, Nearmap

#### 4.1.4 Materiality

There is no policy which gives a framework for the types of materials which should be incorporated into any new development. Given the more intimate scale of built form along St Andrews Place, it is recommended that the materials of any proposed development at the subject site relate to the buildings within the Treasury Place Precinct (ie reference to render and solid masonry forms).

#### 4.1.5 Interpretation

Given the long association of the site with both the Peter MacCallum Cancer Centre and the St Andrews Hospital, and its nineteenth and early twentieth century use as Scotch College, it would be appropriate for interpretation of the site's history to form part of any development proposal.

### 5.0 Summary of recommendations

The Peter MacCallum Cancer Centre site is not subject to any heritage controls, and as such the demolition of buildings and redevelopment of the site is acceptable and can be contemplated from a heritage perspective. There are controls relating to height of new buildings included in DDO13, which relate to the overshadowing of the Fitzroy Gardens.

It is recommended that a heritage overlay precinct control be contemplated for the broader Eastern Hill and Parliament precinct, to recognise the important collection of key government and religious buildings and the setting including streetscapes and reserves in the area. Within such a precinct, the subject site would likely be graded non-contributory. The brick 'Crank' building, constructed in the 1930s as part of the St Andrews Hospital is not of sufficient heritage value to be included in the heritage overlay at an individual level. It is considered that the demolition of this building is acceptable in heritage terms.

The subject site sits within a context of individually significant heritage places rather than within a heritage overlay precinct. There is a strong nineteenth and early twentieth century built form character, and generally low scale built form. Although there is no policy framework within the planning scheme, there are sensitivities in terms of views of these heritage places, and it is recommended that the proposed new development respond to the scale of existing built form, particularly on Lansdowne Street and St Andrews Place.