

# ADVERTISED PLAN

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Bryce  
Raworth  
CONSERVATION | HERITAGE

15 June 2021

**Statutory Planning Department  
City of Hume**

To Whom it may Concern

Re: *Penola Catholic College, 29 Gibson Street, Broadmeadows  
Proposed Development*

This letter has been prepared on behalf of Penola Catholic College. It concerns the proposal for the demolition of three existing buildings at the College's senior school campus and the redevelopment of the land with a new Year 11 and 12 Centre.

The analysis below is informed by a review of the relevant provisions of the Hume Planning Scheme, notably the Heritage Overlay provisions at Clause 43.01, Heritage Conservation at Clause 15.03-1S and Built Environment and Heritage at Clause 21.04. Reference is also made to the citation for the place, as found in the *Hume City Heritage Review* (2003).

It is intended that this letter be read in conjunction with the drawings by McIldowie Partners Architects and other documents submitted with respect to this application.

The Penola Catholic College senior school occupies a large site bound by Camp Road to the north, residential properties on Gibson and Graham Streets to the east and south and the Melbourne-Craigieburn railway line to the west. The campus has a mixed built form character with a preponderance of modern development. A small group of historical buildings form the nucleus of the College. They include a double-storey Victorian Italianate style mansion, erected in the 1870s and acquired by the Catholic Church in 1901 for use as a 'foundling hospital', a handsome red-brick chapel built in 1924 to the west side of the mansion, and plainer brick buildings of the 1930s located to the east of the mansion. The mansion and chapel face south towards landscaped open space, which is enclosed on the east, west and south sides by modern school buildings. It is apparent that the College grounds have been intensively developed since the post war period, most recently with a new Year 9 Centre, located to the north-west of the chapel (refer figures 1 and 2 below).

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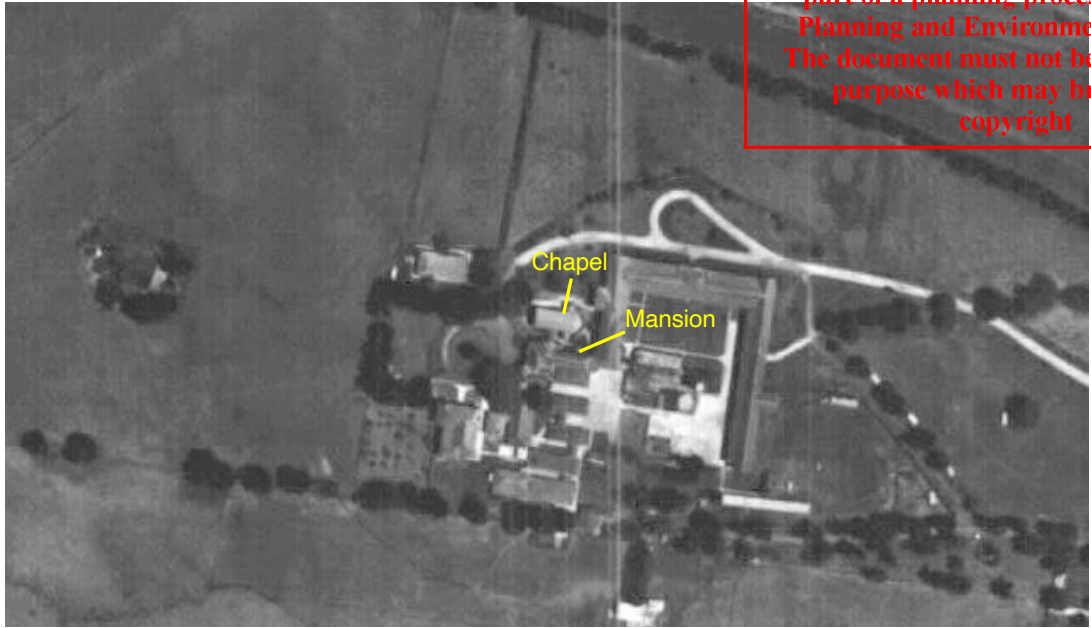


Figure 1: A 1945 aerial photograph of the site. Source: University of Melbourne Library



Figure 2: Recent aerial photograph showing the location of the proposed development relative to the heritage buildings.

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Penola College is listed on the Heritage Overlay as HO207 – ‘Penola College Pastoral Homestead Farm/Kerrsland /St Joseph’s Foundling Home’. External paint controls apply under HO207, but there are no internal alteration controls or tree controls.

It is noted that the Heritage Overlay curtilage extends to the whole of the College grounds, notwithstanding that built form of heritage significance is confined to a relatively small part of the campus.

As set out in the *Hume City Heritage Review*, Penola College is considered to be significant for the following reasons:

*This asymmetrical planned Italianate villa, polygonal stone dairy and surrounding grounds are of State historical and architectural significance within the City as major parts of Kerrsland that was for many years the home of pioneer Broadmeadows district farmer John Kerr, a Scotsman who took a leading role in the affairs of this predominantly Scottish preserve of the nineteenth century. Because of its early date, unique form and construction, the dairy is of State significance while also serving as a tangible link with the years when Kerr operated the Glen Roy Dairy, one of the first commercial operations in Victoria. The St Joseph’s baby home additions demonstrate the contribution of religious charities of the provision of social services in Victoria and a representative group of buildings designed by the prolific architect Fritsch. Both factors are demonstrated by the classroom block and the chapel while the associated grotto is unusual and notable on a Statewide basis. The complex also offers an unusual combination for the study area, that of an Italianate mansion and associated structures still set in its park-like grounds, albeit much developed since.*

It is proposed that a new double-storey building be erected near the Gibson Street entrance to the College. This part of the college is presently occupied by two late-twentieth century buildings and a maintenance shed – all of which would be demolished. The new building adopts a contemporary architectural expression with a shallow pitched metal clad roof concealed by a parapet. The east elevation has gently curving plan form with face brick walls. The north elevation is articulated as a series of projecting bays with light grey coloured fibre cement sheet to the ground floor walls and dark grey metal cladding to the first floor.

As noted, Penola Catholic College is listed on the Heritage Overlay schedule and is therefore subject to the provisions of Clause 43.01, the Heritage Overlay. The purpose of this overlay is as follows:

*To implement the Municipal Planning Strategy and the Planning Policy Framework.  
To conserve and enhance heritage places of natural or cultural significance.  
To conserve and enhance those elements which contribute to the significance of heritage places.  
To ensure that development does not adversely affect the significance of heritage places.  
To conserve specified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.*

Before deciding on an application, in addition to the decision guidelines in Clause 65, the responsible authority will need to consider, inter alia:

- *The Municipal Planning Strategy and the Planning Policy Framework.*
- *The significance of the heritage place and whether the proposal will adversely affect the natural or cultural significance of the place.*
- *Any applicable heritage study and any applicable conservation policy.*

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- Whether the location, bulk, form or appearance of the proposed building will adversely affect the significance of the heritage place.
- Whether the location, bulk, form or appearance of the proposed building is in keeping with the character and appearance of adjacent buildings and the heritage place.
- Whether the demolition, removal or external alteration will adversely affect the significance of the heritage place.
- Whether the proposed works will adversely affect the significance, character or appearance of the heritage place

It is noted that the Hume Planning scheme does not have a local heritage policy. Consideration can instead be given to Clause 15.03-1S - Heritage and 21.04 - Built Environment and Heritage. Inter alia, Clause 15.03-1S has the following strategies to ensure that heritage places are conserved:

- Encourage appropriate development that respects places with identified heritage values.
- Retain those elements that contribute to the importance of the heritage place.
- Ensure an appropriate setting and context for heritage places is maintained or enhanced.

Strategies to protect places of heritage significance can also be found at Clause 21.04-4, the following of which are relevant to the current application:

- 13.6 Ensure development maintains the visual prominence of historic buildings and local landmarks.
- 13.7 Ensure that additions, alterations and replacement buildings are sympathetic to the heritage place and surrounds.
- 13.8 Ensure that the use and development of heritage places and adjoining land is compatible with and does not adversely affect the significance of the place.

With reference to the decision guidelines of the Heritage Overlay, the proposed demolition works will not affect the significance of the place. The buildings that are to be removed are relatively recent and of little architectural merit. They are not identified as being of any significance in the heritage citation and they do not contribute to the identified significance of the place more generally.

In terms of the appropriateness of the new building, it is a key consideration that Penola Catholic College has an institutional built form context and encompasses large areas of land that do not support or include heritage fabric. A reasonable approach to sites of this nature is to limit the Heritage Overlay to the buildings of heritage value and a curtilage of land around those buildings, an encouraged by Planning Practice Note 1: Applying the Heritage Overlay.

This notwithstanding, it is recognised that the Heritage Overlay applies to the whole of the College. Consideration must therefore be given to the decision guidelines of the Heritage Overlay. To this end, the proposed development will not adversely impact on the significance of the place in terms of its location, bulk, form and appearance. The development does not interfere with views to the chapel and mansion. The visual prominence of these historic buildings is maintained, as per strategy 13.6 of Clause 21.04-4.

The proposed development is sited well away from the College's heritage buildings, and its environs are already characterised by modern school buildings, some of substantial scale. As such, the proposed development can be said to be in keeping with the character and appearance of existing adjacent buildings, albeit that it is of a superior architectural quality.

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Furthermore, it is noted that the Heritage Overlay has not prevented the development of other school buildings at Penola Catholic College in the recent past, notably the Year 9 Centre, a building of contemporary design, with a relatively large footprint, and sited much closer to the chapel and mansion than the proposed Year 11 and 12 Centre.

In conclusion, the proposed development will have no adverse impact on the character, significance and appearance of the Heritage Overlay buildings at Penola Catholic College. As such, the proposal has been prepared with appropriate consideration for the objectives and design guidelines of the Heritage Overlay of the Hume Planning Scheme, as set out in the Heritage Overlay Clause 43.01, as well as the relevant provisions of Clauses 15.03 and 21.04.

Martin Turnor

**Bryce Raworth Pty Ltd**