

# Conservation Management Plan

Former International Harvester Factory  
7 Princes Highway, Dandenong South

Revised June 2024

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## Consultants

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This Conservation Management Plan (CMP) was undertaken by:

Bryce Raworth Pty Ltd  
Conservation Consultants  
Architectural Historians

Text and illustrations were prepared by Bryce Raworth and Martin Turnor.

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## Chapter 1

## Introduction

### 1.1 Background and Brief

This Conservation Management Plan (CMP) was commissioned on behalf of the owner of the former International Harvester Factory, 7 Princes Highway, Dandenong South. It has been prepared in the context of a proposal for redevelopment of the site with a new warehousing facility. The purpose of the CMP is to provide guidance as to the conservation and future management of the site, including its proposed redevelopment and interpretation.

### 1.2 Methodology

Assessment of the site and preparation of a policy for the protection of its cultural significance have been undertaken in accordance with the processes and criteria outlined in the Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter), 2013 and associated guidelines.

A detailed inspection of the external and internal fabric was undertaken to assist in the preparation of this document. This CMP has also been informed by research from various primary and secondary historical sources. A full bibliography is provided at the end of the report.

### 1.3 Terminology

The terminology in this report relating to conservation actions and interventions is of a specific nature and is defined in the Burra Charter (See Appendix A). All other terminology should be understood in the context of its plain English interpretation, unless otherwise stated.

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## 2.1 City of Greater Dandenong

The former International Harvester factory is identified as HO56 in the Schedule to the Heritage Overlay of the Greater Dandenong Planning Scheme. External paint controls and tree controls apply under the provisions of this overlay, but there are no internal alteration controls.



Figure 1 Aerial photograph showing the heritage overlay (HO56) applied to the full extent of the former International Harvester factory.  
Source: mapshare

An Incorporated Plan applies to the subject site. It lists works which do not require a planning permit under Clause 43.01-2 of the Greater Dandenong Planning Scheme, as follows:

- emergency and safety works to secure the site and prevent damage and injury to property and the public;
- painting of previously painted structures provided that preparation or painting does not remove evidence of the original paint or other decorative scheme;
- repairs, conservation and maintenance to hard landscape elements, buildings and structures, ornaments, roads and paths, fences and gates, drainage and irrigation systems;
- maintenance of roads and paths and gutters to retain their existing plan layout;
- the process of gardening and maintenance to care for the cemetery landscape, planting themes, bulbs and shrubs and removal of dead plants;

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- *management of plants in accordance with Australian Standard AS4373 Pruning of Amenity Trees:*
- *removal of plants listed as State Prohibited or Regionally Controlled Weeds in the Catchment and Land Protection Act 1994;*
- *removal of vegetation to protect monuments, paths, buildings and structures; and replanting to retain the existing landscape theme and character.*

## 2.2 Heritage Victoria

The former International Harvester factory is not included in the Victorian Heritage Register.

## 2.3 National Trust of Australia (Victoria)

The former International Harvester factory is not included in the Trust's heritage register.

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## Chapter 3

## History

### 3.1 Dandenong

The name Dandenong is thought to be a corruption of an Aboriginal word Tanjenong, meaning lofty mountain. The county is flat and undulating and originally densely forested with red gums - whose timbers were used to build some of Melbourne's early structures, such as wharves. Dandenong township is thought to have originated as a timber-cutters' settlement in the late 1830s. Farmers settling the surrounding districts in the 1850s made the town their market centre.<sup>4</sup>

In the early twentieth century Dandenong was described as a 'pretty town' with land in the vicinity well adapted for sheep, cattle and dairy farming.<sup>5</sup> Dandenong retained its country town character up till the 1940s but this was to change dramatically in the post-war period. Dandenong's wide expanses of flat land, ready availability of water and power and extensive road and railway links with Melbourne made it an ideal place for large scale manufacturing. The main areas to be selected by industrial enterprises were in the northern part of the Greater Dandenong area, along or in the vicinity of the Princess Highway, and to the south of it.<sup>6</sup>

The most notable of the post war factories in the Dandenong area were the large manufacturing facilities known as the 'Big Three' - International Harvester, General Motors Holden and Heinz. The new factory of H.J. Heinz Co. Pty. Ltd., on the Princes Highway, was opened by the Prime Minister of Australia, R.G.Menzies, on 7 November 1955. Described in the company literature as ' the largest food-processing plant in the Southern Hemisphere' and 'an architectural showpiece'.<sup>7</sup>

A key factor in the growth of industry in Dandenong in the 1950s and 60s was the availability of a ready labour supply as increasingly numbers of migrants settled in the area, many from war-torn Europe. This was aided by government support through the Housing Commission's establishment of a new housing estate in Doveton providing inexpensive accommodation for the influx of workers. The population of the area trebled in the 15 years to 1960, making Dandenong one of Australia's fastest growing regions at that time.<sup>8</sup>

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<sup>4</sup> <https://www.emelbourne.net.au/biogs/EM00440b.htm>

<sup>5</sup> <https://www.victorianplaces.com.au/dandenong>

<sup>6</sup> Graeme Butler & Assoc., *City Greater Dandenong Heritage Study Stage One: Volume*, p.39.

<sup>7</sup> Graeme Butler & Assoc., *City Greater Dandenong Heritage Study Stage One: Volume*, p.40.

<sup>8</sup> Lesley Alves, 'Dandenong' <https://www.emelbourne.net.au>





Figure 2 (left) A 1945 aerial photograph of farmland in the Doveton area (north of present day Princes Highway).  
Source: Mapshare.

Figure 3 (right) A 1963 aerial photograph showing the same area transformed by housing estate development.



Figure 4 Aerial view of the GMH factory, Dandenong, 1964.  
Source: State Library of Victoria.

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## 3.2 International Harvester

International Harvester Company of America was formed in 1902 by the merger of five of the leading agricultural machinery manufacturers in the United States, including the McCormick Harvesting Machine Company and Deering Harvester. The company initially specialised in agricultural implements but diversified its product range by the 1910s to include combustion engines, tractors and motor vehicles.<sup>16</sup> Production of their hugely successful series of 'Farmall' tractors commenced in 1924.

A Melbourne-based subsidiary, the International Harvester Company of Australia Pty Ltd was established in 1912 to manage Australian distribution and sales of International Harvester products. The Company had branch offices in interstate capital cities and a network of 550 dealers by the late 1940s, making it a major competitor to local manufacturers such as HV McKay's Sunshine Harvester Works.<sup>17</sup> In response to restrictive Commonwealth import tariffs, International Harvester established its own Australian manufacturing operations, opening a factory at Geelong in 1937 to produce agricultural equipment (and later tractors).<sup>18</sup>



Figure 5 Advertisements for International Harvester tractors and trucks, 1913 (left) and 1945 (right). International Harvester adopted the iconic 'Harvester Red No. 50' as the colour for all of its tractors and farm implements in 1936. Source: Wisconsin Historical Society.

<sup>16</sup> <https://collections.museumsvictoria.com.au/articles/3158>

<sup>17</sup> <https://collections.museumsvictoria.com.au/articles/3158>

<sup>18</sup> <https://collections.museumsvictoria.com.au/articles/3158>

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### 3.3 The Dandenong Truck Plant

In 1948, International Harvester selected a 56½ acre site for a new motor truck assembly plant in Dandenong South, at the junction of the Princes and South Gippsland Highways.<sup>19</sup> The location was ideally suited to large scale industrial development because of its flat, open terrain and good road and rail links with Melbourne and the rest of Victoria. A building permit for the International Harvester factory was granted in early 1950.<sup>20</sup> Contractors A E Watts and Company moved onto the site in July 1950 and construction commenced in August of that year.<sup>21</sup>

The International Harvester factory was officially opened on 27 June 1952 by R G Casey, Minister for External Affairs, and was soon manufacturing four models of trucks suited to Australian road conditions, at a rate of 25 per day.<sup>22</sup> Designed by architectural firm Hassell and McConnell and erected at a cost of around £1,000,000, the factory initially comprised three main buildings – the administrative offices, staff amenities and main assembly plant, described in contemporary accounts as follows:

#### *The Factory Building*

*Consisting of two main sections – a crane bay and the working floor – the factory building is of steel frame construction, walls being brick to a height of 4ft 6 inches, and then corrugated fibro-cement, the latter material also being used for the roof.*

*The crane bay is 240ft by 88ft., and the factor working floor 440ft by 240ft., in effect there are six bays each 240ft. by 88ft. of clear working space. A double gable roof covers the crane bay, the upper gable being glazed over most of its surface. The working floor has a saw-tooth roof with ample glazing for good natural lighting. In addition to the overhead lighting, windows are spaced along the whole of the eastern and northern walls.*

*A feature of the factory building is the provision of roller shutters along the full length of the southern wall which serves two purposes – to allow goods to be taken in or out at any point in the building, and secondly, so the whole of the side can be opened and ventilated in hot weather.*

#### *Truck Assembly Line*

*There are fourteen stations on the production line, the first being at right angles to the main line. Movement on the main line is by endless chain conveyor, hooked on to which are wheeled dollies running on rails, evenly spaced for locating the chassis being assembled ...*

#### *Materials Handling*

*Fork Trucks and tow motors are used for transporting materials in the factory, but in addition there are overhead mono-rail hoists at points where it is necessary mechanically to handle components for assembly.*

*Running the full length of the southern side of the building is a crane bay 80ft. wide, served by a 10-ton overhead gantry crane spanning the full width. This area is also the rail siding where incoming and outgoing goods, transported by railway, are handled.*

<sup>19</sup> *City of Greater Dandenong Heritage Study* , p.273

<sup>20</sup> *Dandenong Journal* 22 March 1950, p.1

<sup>21</sup> *Land*, 4 July 1952, p.13

<sup>22</sup> *Farmer and Settler* , 4 July 1952, p.11

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*Administrative Building*

Facing the Pacific Highway [sic] the administrative building is situated at the main entrance to the factory. The building is single storey, brick construction and is heated throughout by high pressure hot water. The industrial relations officer and his staff are housed in a separate wing, with its own entrance, an arrangement that allows all employee relationships to be conducted in their specialised section.

*Amenities Block*

Situated in front of the factory buildings but divided by the main roadway, a single storey brick building houses the amenities. It is divided into two main sections, the male change, wash and toilet rooms and canteen and shop area. In the canteen section are the executives' dining room, shop, canteen and kitchen and the female locker room.<sup>23</sup>

The factory was specifically designed to permit expansion to the north and east. The administration building also had capacity for further expansion, including a future first floor. Colour was a feature of both the external and internal treatment of the administration and staff amenities buildings, including chrome yellow columns and turquoise doors with contrasting white trim for window frames.<sup>24</sup>

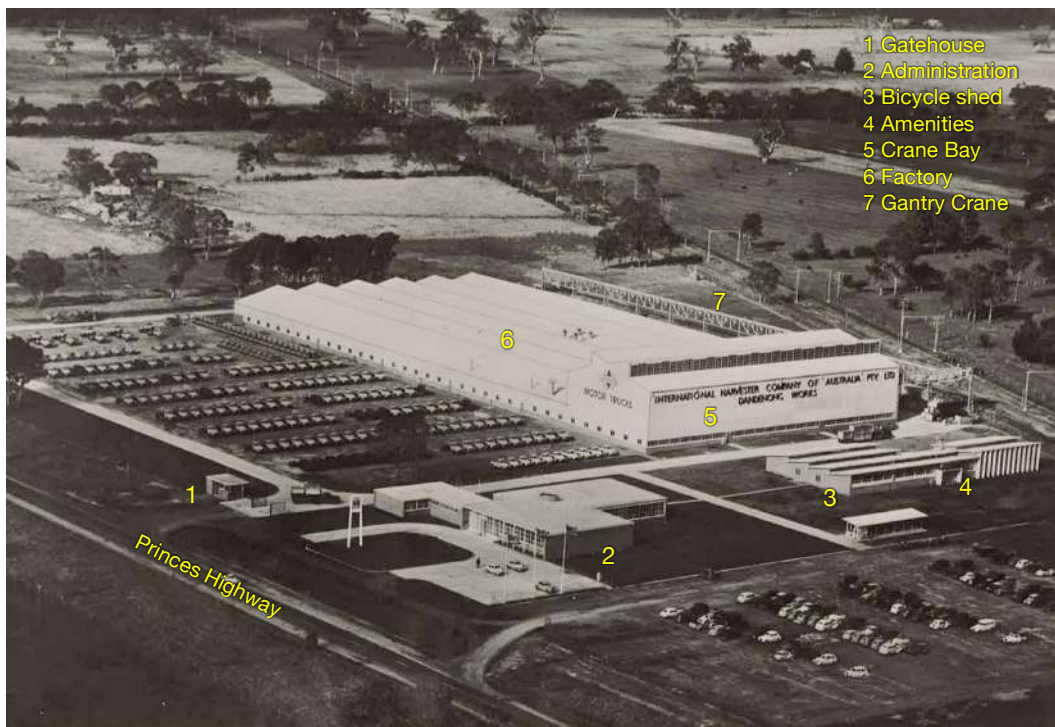


Figure 6 1953 oblique aerial photograph of the then recently completed International Harvester factory. Source: Hassell

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<sup>23</sup> *Building*, 24 June 1954, p.42

<sup>24</sup> *Architecture: an Australasian Review of Architecture and the Allied Arts and Sciences*, Oct-Dec 1953, p. 94.





Figure 7 The administration building, 1953.  
Source: State Library of Victoria.

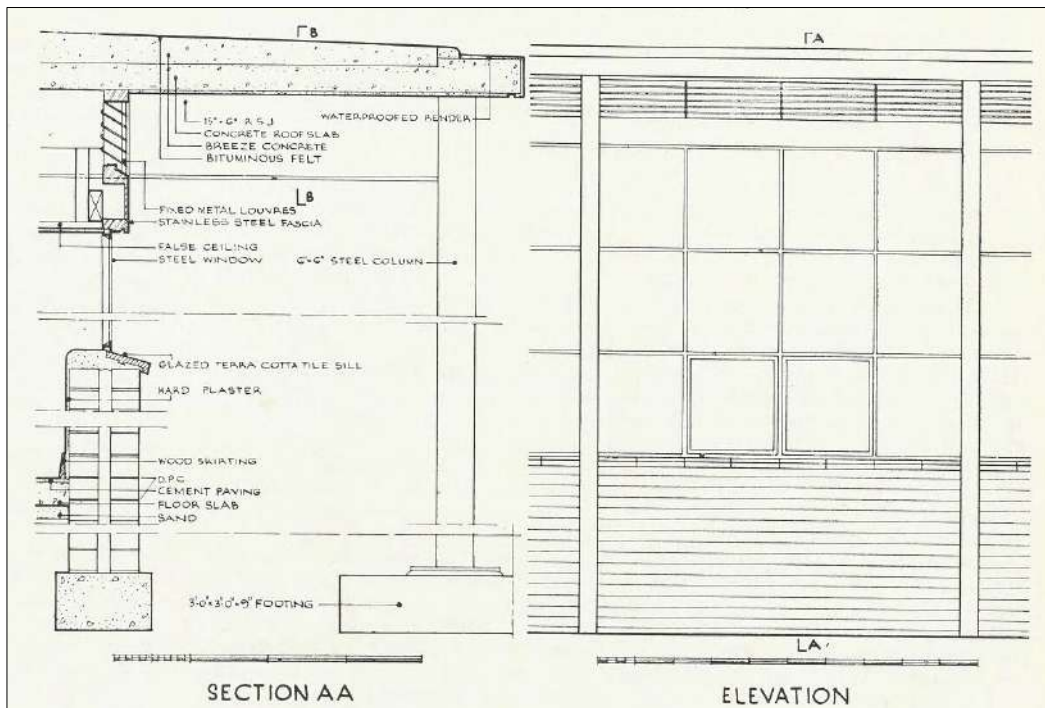


Figure 8 Architectural details of the administration building.  
Source: *Architecture: An Australasian Review of Architecture and the Allied Arts and Sciences*.



Figure 9 The crane bay, 1953.  
Source: Museum Victoria



Figure 10 Trucks being inspected in front of the crane bay, 1953.  
Source: Museum Victoria.





Figure 11 The west elevation of the amenities block showing asbestos cement clad sun baffles, c1953.  
Source: Hassell



Figure 12 (left) The gatehouse, c1953.  
Figure 13 (right) Bicycle shed, c1953.  
Source: Hassell.



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By 1954 the Dandenong plant had a workforce of around 400, many of whom lived in the newly created Victorian Housing Commission estates in nearby Doveton.<sup>42</sup> The plant underwent its first expansion in 1955 with the construction of a cab assembly building to the north side of the original factory.<sup>43</sup>

In 1952/53 International Harvester were approached by the Australian Army to collaborate on the design of new 2.5 tonne four wheel drive truck. The first 100 of these trucks rolled off the production line in 1959. A contract for 600 of the military trucks was awarded to International Harvester in December 1962 with an order for a further 650 placed in September the following year. The truck was adapted for civilian use and known as the ACCO – an acronym for ‘Australian A Line Over Cab’ (so called because the trucks were manufactured on assembly line ‘A’ at Dandenong).<sup>44</sup>



Figure 14 The first of International Harvester’s army trucks rolling off the production line, 1959.  
Source: National Archives of Australia

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<sup>42</sup> *Argus*, 27 April 1954, p.22

<sup>43</sup> *International Harvester in Australia*,

<sup>44</sup> Lloyd Reeman, ‘Conventional Legend: The ACCO’s Rich Oz History’, [www.tradetrucks.com.au](http://www.tradetrucks.com.au) 18 October 2019.

Additions to the factory were completed in September 1965 creating an extra 103,000 sq ft (9570 sq m) of floor space at a cost of £500,000.<sup>45</sup> The Dandenong works were at this producing 19 basic truck models with over 100 different variants.<sup>46</sup>

A further expansion of the plant was undertaken in 1972 providing the company with its own facilities for the forming and pressing of truck cabins and specialised bodies, bringing the total working floor area to 338,770 sq ft (31,472.76 sq metres). Construction of a \$6.5 million expansion of the factory for the production of Atkinson trucks commenced in June 1977.<sup>47</sup> Despite this substantial investment, International Harvester was by this time suffering from declining sales and rising costs. The company was put into receivership in October 1982 with debts of \$250 million.<sup>48</sup> The Victorian Supreme Court was told that an immediate cash injection of \$10 million was needed to keep International Harvester's Geelong and Dandenong factories open. Hundreds of factory workers began a sit-in at the Dandenong factory in early October 1982 after 117 employees were retrenched. The Dandenong plant was at this time producing only eight trucks a day, down from an average of 32 the previous year.<sup>49</sup>

International Harvester's Geelong and Port Melbourne factories were closed down by the mid 1980s. The Dandenong plant was acquired by European based heavy vehicle manufacturer IVECO in 1992. IVECO ceased operations at Dandenong in 2022 and the site was sold in December the same year.



Figure 15 Oblique aerial photograph showing substantial additions to the east of the main factory, c1965.  
Source: Hassell.

<sup>45</sup> *Doveton: A Brief History*, p.8.

<sup>46</sup> *International Harvester in Australia*, December 1965, No.38, p.6.

<sup>47</sup> *Herald* June 14, 1977, p.19

<sup>48</sup> *Tribune*, 6 October 1982, p.5.

<sup>49</sup> *Tribune*, 6 October 1982, p.5.

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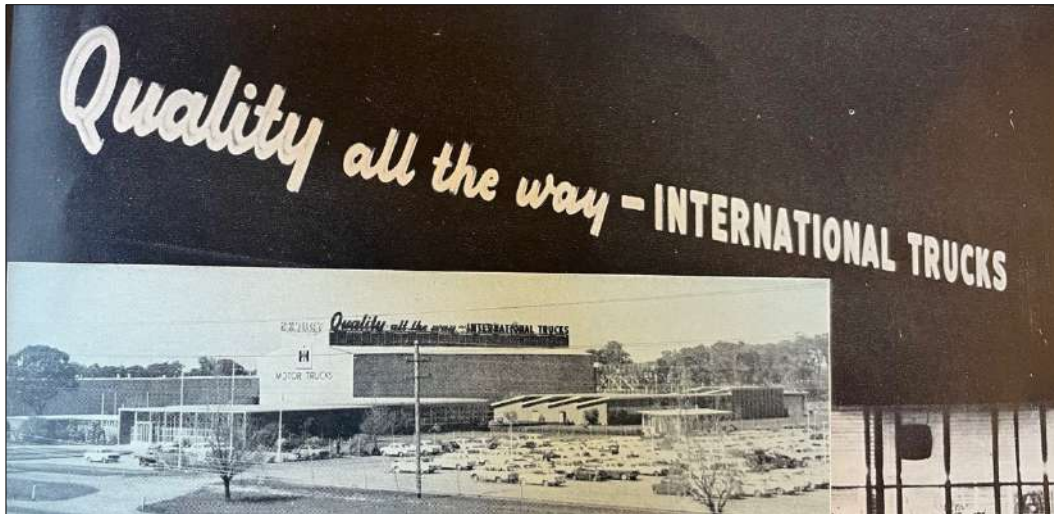


Figure 16 The illuminated sign installed on top of the crane bay, c1965. The sign was later relocated to the west side of the crane bay additions (refer figure 17 below).  
Source: International Harvester in Australia.



Figure 17 The Princes Highway frontage, c1970s.  
Source: <https://www.facebook.com/olddandenong>

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Figure 18 International Harvester's assembly line, 1967.  
Source: International Harvester in Australia.

### 3.4 Hassell & McConnell Architects

*The following is drawn from the Encyclopedia of Australian Architecture*

The architectural firm responsible for the design of the International Harvester factory originated in Adelaide in 1938 as Claridge, Hassell & McConnell. Founding partner Philip Claridge ran an established practice and was a former President and Vice-President of the South Australian Institute of Architects. Fellow South Australian Colin Hassell (1910-2007) was educated in Adelaide and graduated from the combined architectural course at the Adelaide School of Mines/University of Adelaide in 1934. Jack Hobbs McConnell (1913-2005) was born in Brighton and studied architecture at the University of Melbourne, graduating in 1935. He worked in the offices of Harold Desbrowe-Anneer and Leighton Irwin while a student and later with Marcus Martin and Edward F Bilson. McConnell was recruited by Claridge in 1937 and relocated to Adelaide where he was to become acknowledged as a pioneer of modernist architecture in South Australia.



McConnell claimed not to believe in ‘modernist’ architecture but in ‘modern architecture because it is based on common sense and functional requirements’. His functionalist design principles are best demonstrated in his commercial and industrial buildings. Key post-war examples in South Australia include the BALM Paints factory (1946) and International Harvester offices (1948-50).

After the retirement of Claridge in 1949 the firm became Hassell, McConnell and Partners. They were awarded a major commission to prepare plans for the expansion into Australia of food processing company H J Heinz. McConnell persuaded Heinz to fund a study tour of the United States and Europe. This informed an innovative approach to factory planning, which led to Hassell and McConnell’s expansion into the eastern states, especially Victoria where the firm designed major industrial complexes for Heinz, International Harvester and BALM Paints. McConnell remained a partner until 1970, subsequently becoming a director of Stephenson and Turner until 1980. Hassell became Senior Principal and Managing Director of Hassell and Partners Pty Ltd after McConnell’s departure. The company continues today as Hassell.



Figure 19 *Heinz factory, Dandenong, c1955.*  
Source: State Library of Victoria.



Figure 20 (left) *Architectural model of the BALM Paints factory, Clayton, 1955.*  
Figure 21 (right) *Channel 0 [later Channel 10] Television studios, Forest Hill, 1964.*  
Source: National Library of Australia.





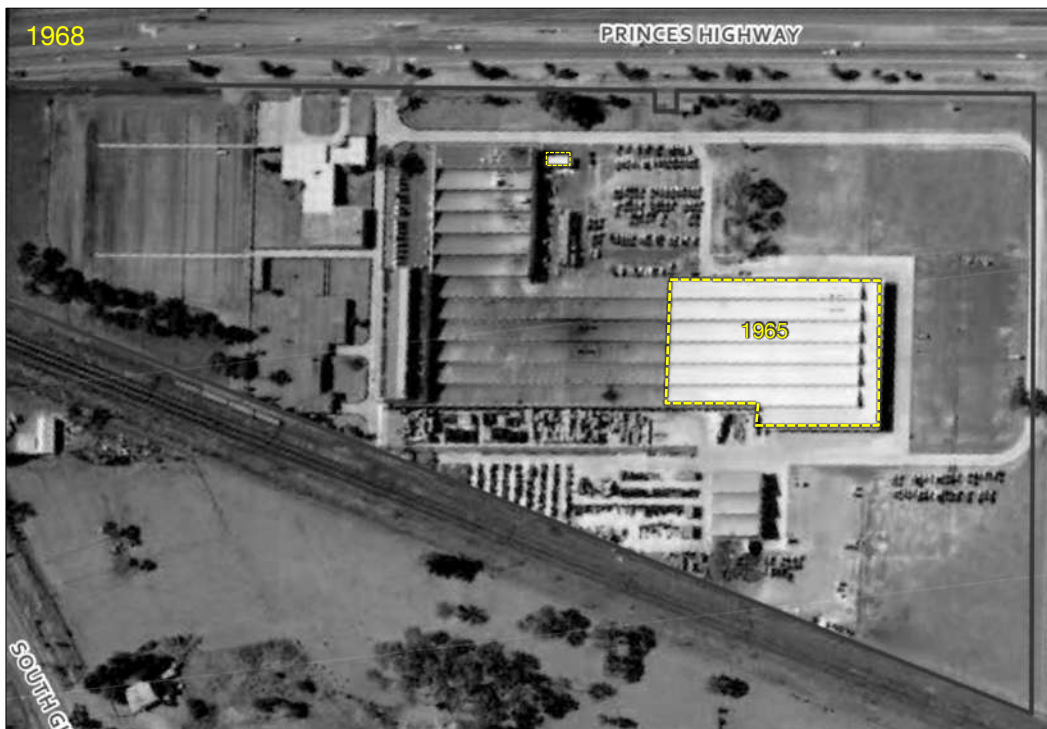
### 3.5 Sequence of Development

*Historical aerial photographs below are sourced from Landata.*



*The original buildings of 1950-52 are shaded red.*

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## Chapter 4

## The Fabric

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### 4.1 The Site

The former International Harvester factory occupies a large, broadly triangular plan site of approximately 12.2 hectares, bounded by the Princes Highway to the north and the Pakenham railway line to the south. The site contains a sprawling factory complex with smaller administration and amenities buildings, large parking lots and open storage areas. A driveway entrance from the Princes Highway divides the administration and amenities buildings from the main plant. An internal roadway extends along the front of the plant and truck park, with a pump house and substation on the Princes Highway frontage. The site also contains remnant indigenous trees along property boundaries including River Red gums, some which are thought to be over 100 years old.



Figure 22 Aerial photograph of the former International Harvester factory site. Numbered buildings are described below.





Figure 23 The factory viewed from the Princes Highway.

#### 4.2 Building 1: Gatehouse

Located at the Princes Highway entrance, the gatehouse was constructed c1950-52 as part of the factory's initial phase of development. It is a small flat roofed structure with steel framed windows and brick walls - originally face brick but now rendered over. The gatehouse has also been altered with the installation of a metal deck roof over the original concrete slab.



Figure 24 The gatehouse viewed from the south.

#### 4.3 Building 2: Administration

The administration building is single-storey structure designed in a modernist idiom with a flat roof, red-brick walls and bands of steel framed windows. It was built in stages with original 1950-52 facade distinguished by projecting eaves supported by regularly spaced steel columns. The lower height wing to the east side of the façade also dates from 1950-52 and adopts a more utilitarian appearance. Single storey additions of matching design were made to the rear c1954, creating a courtyard to the east side with lawn and a small number of exotic tree plantings. Further additions were built to the west side of the building c1972-77 and c1984-1990. These additions have basic, fully glazed façades, making them readily identifiable as non-original elements. The building has been subject to a number of unsympathetic alterations including partial demolition of the façade to create a projecting entrance, and installation of façade lining over the original colonnade. The original concrete slab roofs have been covered over in metal deck sheets (presumably because of leaks – a common problem with post war era flat roofs). The brick walled rooftop plant room is also a latter addition. The interiors have been extensively refurbished and have a generic modern office fit-out.



Figure 25 The Princes Highway (north) façade.



Figure 26 The original front wing viewed from the south-east.



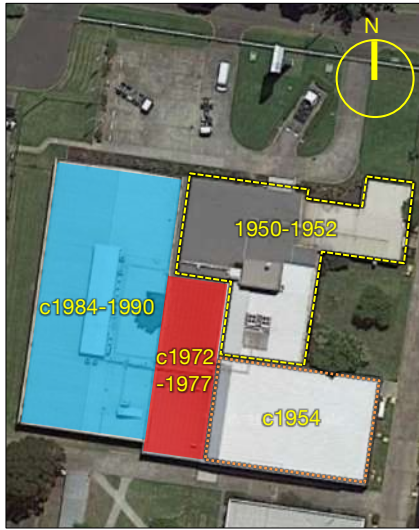


Figure 27 (left) Aerial photograph of the administration building showing stages of development.  
Figure 28 (right) The c1954 additions views from the north-east



Figure 29 The south elevation of the c1954 additions.

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Figure 30 The c1984-1990 additions.



Figure 31 Typical interior in the administration building.

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#### 4.4 Building 3

A non-descript single-storey building with red-brick walls and a flat roof. It is a comparatively recent addition to the factory complex, having been constructed after 1990.



Figure 32 Building 3

#### 4.5 Building 4: Bicycle Shed

The bicycle shed dates to the initial 1950-52 stage of development. It has skillion roof with exposed rafters supported on steel posts. The northern end is enclosed with glazing and timber panelled walls.



Figure 33 The bicycle shed.

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### 4.6 Building 5: Amenities Block

The amenities block is a single-storey red-brick building constructed 1950-52 with a small c1957-63 addition at the southern end. It originally contained staff facilities including a canteen, kitchen, lockers and changerooms. The northern end has a distinctive sawtooth roof with projecting eaves. The former canteen at the centre of the building has steel framed window walls to the east and west elevations, the latter shaded by vertical sun baffles clad in asbestos cement sheet. The building was inspected by structural engineers in February 2023 and found to be showing significant failures indicative of excessive footing and structural movement.



Figure 34 The east elevation of the amenities block.



Figure 35 Vertical sun baffles to the west elevation of the amenities block.



Figure 36 The sawtooth roofs at the northern end of the amenities block.



Figure 37 Canteen interior.





Figure 38 Wash room/toilet inside the amenities block, stripped of most fittings and fixtures.



Figure 39 (left) Water damaged walls caused by defective box gutters.



Figure 40 (right) Cracked wall inside the Amenities block.

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#### 4.7 Building 7: Factory

The main factory is a large, predominately single-storey steel-framed structure with a sawtooth roof. The external walls have a red-brick dado with metal sheet cladding above (originally corrugated asbestos cement). The south elevation was originally built with a series of steel roller doors to allow for goods to be moved in and out and any point along the building and also for ventilation in hot weather. Additions containing a cab shop were made to the north side of the factory c1955. They have a five bay sawtooth roof with a flat roof bay to the north end. The main assembly line was further expanded in 1965 with substantial sawtooth roofed additions to the east.

The original crane bay is a tall steel-framed structure with a rectangular plan form orientated on a broadly north-south axis. It has butterfly truss roof and red-brick dado with a horizontal band of steel-framed windows. The roof and external walls above the dado were originally clad in corrugated asbestos cement. This has been replaced with modern metal deck sheet and all external signage associated with International Harvester has been removed. The distinctive butterfly truss roof is no longer visible from Princes Highway on account of the substantial box-like c1968-72 addition to the northern end of the crane bay. Large additions were made to the southern end of the crane bay around the same time. The external steel trusses crane gantry survives at the rear of the factory complex. The interior of the original crane bay retains four large mechanical presses.



Figure 41 Aerial photograph showing the main factory building's principal stages of development.

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Figure 42 The west elevation of the crane bay. The c1968-72 addition is visible to the left.



Figure 43 The c1968-72 addition to the south of the crane bay, and original steel crane gantry.

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Figure 44 Mechanical presses inside the crane bay.



Figure 45 The interior of the c1968-72 addition to the north of the crane bay.





Figure 46 The 1965 additions to the factory viewed from the north-east.



Figure 47 Various ancillary structures on the east side of the factory, typically dating from the 1980s and 1990s.



Figure 48 Part the south elevation of the original 1950-52 factory showing the steel truss crane gantry and original roller doors that allowed goods to be taken in and out of the building, and which could also be opened for ventilation in hot weather.

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Figure 49 Assembly line interior showing chain conveyor set into the floor.



Figure 50 Assembly line interior showing overhead chain conveyor system.



#### 4.8 Building 7

Building 7 was constructed c1957 and is presumed to have originally functioned as warehouse. It was designed to match the main factory building, using a steel-framed sawtooth roof and red-brick dado to external walls. The west elevation has a series of large steel roller doors. The south elevation is fully glazed. The walls and roof were originally clad in corrugated asbestos cement – since replaced with a modern metal sheet cladding. The interior is a plain utilitarian space with no distinguishing features.



Figure 51 The east elevation of building 7.

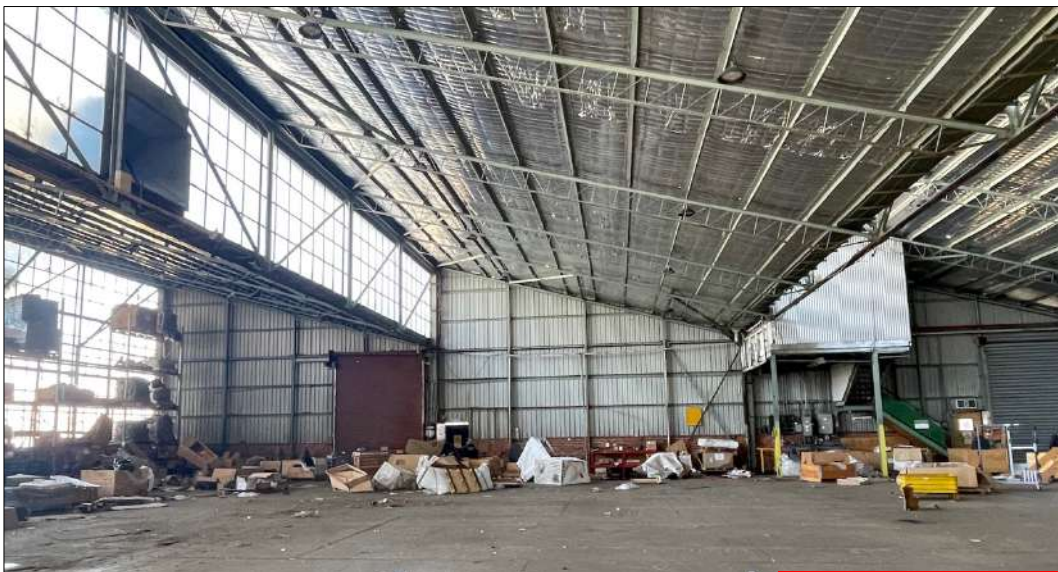


Figure 52 The interior building 7.

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#### 4.9 Building 8

Building 8 is a generic metal-clad industrial shed, constructed 1988 for truck chassis drilling.



Figure 53 Building 8

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#### 4.10 Building 9

Building 9 was constructed c1977 and used for heavy duty truck assembly. Much like Building 8, it has the appearance of a generic large-scale industrial shed with metal cladding.



Figure 54 Building 9



#### 4.11 Building 10: Pump House & Water tanks

Erected c1977-1983, the water tanks are utilitarian below-ground structures covered in metal sheet deck. The pump house is a utilitarian red-brick building.



Figure 55 Water tanks and pump house.

#### 4.12 Building 11: Substation

The substation is a small, single-storey flat roofed building with red brick walls. It appears to have been constructed as part of the factory's initial 1950s stage of development.



Figure 56 Substation.



## Chapter 5

## Comparative Analysis

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### 5.1 Melbourne's Post War Factories

In the 1950s and 1960s Australia was moving out of its post war austerity and developing a more prosperous economy on the strength of its primary industry. Melbourne was regarded as Australia's manufacturing capital and Victorian government legislation opened the way for industry to occupy greenfield suburban sites, dedicating large tracts of land at the urban fringe for industry.<sup>68</sup> The resulting relocations from constricted inner city sites to large new suburban factory complexes offered opportunities for architects to engage at the forefront of industrial design: the architecture of these industrial buildings is an unabashed expression of the 'modern era' and the modern movement. They also drew heavily on American modes of mass production, based on 'straight line' and illumination principles.<sup>69</sup>

According to a comprehensive survey of factories from the period by Bruce Trethowan, the best resolved and most significant factory designs from this period were the ETA factory, Braybrook (Grounds, Romberg & Boyd, 1958-61), the General Motors Holden [GMH] plant, Dandenong (Stephenson & Turner, 1956-57), the HJ Heinz plant (Hassell & McConnell, 1953-55) and the Nicholas factory, Chadstone (D Graeme Lumsden, 1956).<sup>70</sup>

The ETA factory is of architectural significance as, arguably, the most successful and distinctive example of Modernist design on an industrial site within the State of Victoria. It is of note for its successful use of an elegant curtain wall in an industrial setting. Repetitive bays of black and translucent glazing, expressed diagonal bracing and supergraphic signage (since removed) were used to impart a sense of crisp Modernity to the facade. The two largest factory floors in the ETA building were covered by sawtooth roofs supported by innovative tubular steel trusses.<sup>71</sup>

The Nicholas factory was architect Donald Graeme Lumsden's first major commission. With its a sleek curtain walled office block and contrasting sculptural concrete porte cochere facing Warrigal Road in front of a utilitarian sawtooth-roofed factory, the Nicholas factory is considered one of the first stylishly modish factories in post-war Victoria.<sup>72</sup> The attention to design was carried into a foyer that featured an abstract mural of the pharmacy profession by artist Wesley Penberthy.

<sup>68</sup> Robin Grow, *MELMO*, p.70.

<sup>69</sup> Robin Grow, *MELMO*, p.70.

<sup>70</sup> Bruce Trethowan. *Nicholas Administration Building 685-699, Warrigal Road, Chadstone. Submission to Historic Buildings Council*. Robert Peck von Hartel, Trethowan. 1992.

<sup>71</sup> Robin Grow, *MELMO*, p.70.

<sup>72</sup> Philip Goad, 'Lumsden, D Graeme' in *Encyclopedia of Australian Architecture*, p.417.



Figure 57      *ETA Factory, Braybrook. Source: National Library of Australia*



Figure 58      *Nicholas factory office block, Warrigal Road, Chadstone (1956, demolished). Source: State Library of Victoria.*

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Figure 59 General Motors Holden factory, Dandenong, c1957. Source: National Library of Australia.

The GMH plant is indicative of a vigorous post war expansion in industry nationwide and a decisive shift to American modes of production and consumption. It comprised three factories for the assembly of cars and for subsidiary companies, plus a boiler house and administration/canteen block. The design by Stevenson & Turner utilised the new corporate language of Modernism exemplified by the curtain wall, and huge saw-toothed plant buildings spread across the vast site resembling ‘the block shapes of a process diagram.’<sup>73</sup>

Like the GMH plant, the HJ Heinz factory complex was conceived as a total industrial complex with a number of wings projecting out from the central factory area. It was claimed to be ‘the largest food processing plant in the Southern Hemisphere’ and an ‘architectural showpiece.’<sup>74</sup> This opinion was confirmed when the project subsequently won the Australian Architects and Arts Award in 1955.<sup>75</sup> Indeed, architect Jack McConnell considered the Heinz factory to be his best building. One writer argued that it was ‘one of the few industrial projects in Australia that could be classed as top flight architecture.’<sup>76</sup>

<sup>73</sup> Philip Goad et al, *Australian Modern*, p45.

<sup>74</sup> ‘GMH Complex’, *Heritage of the City of Berwick*, p378.

<sup>75</sup> ‘Jack Hobbs McConnell 1913–2005’, *Architecture Australia*, July/ August 2005.

<sup>76</sup> *Architecture and Arts*, March 1955.

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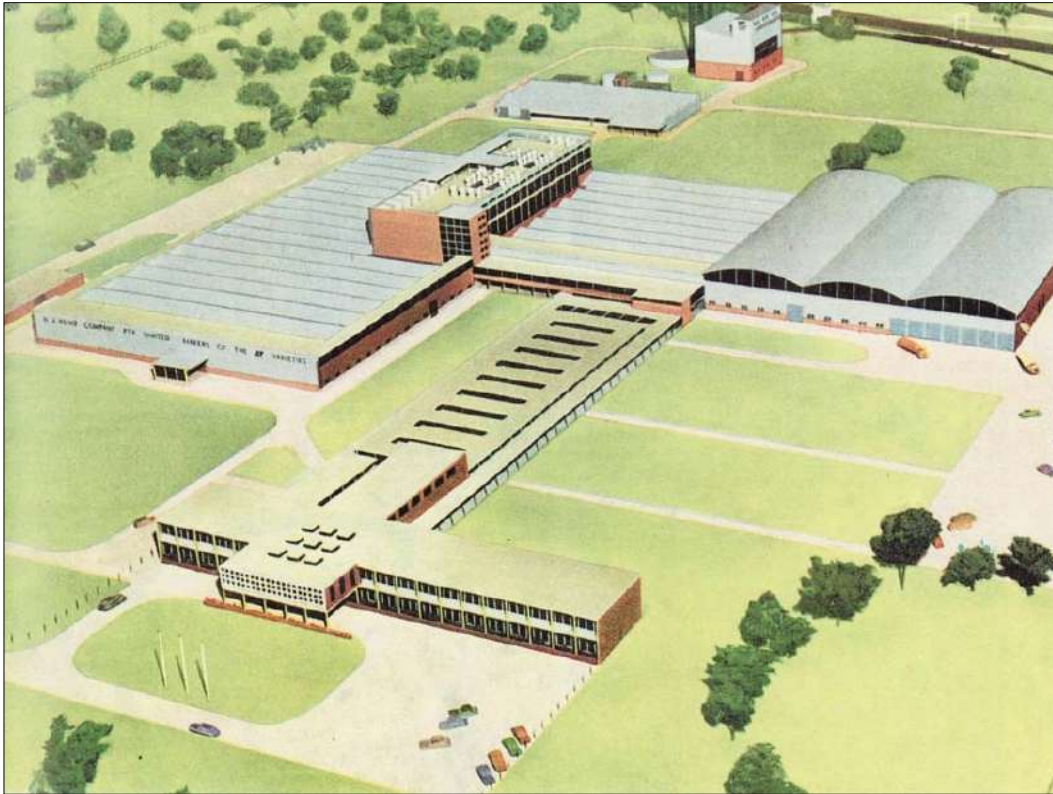


Figure 60 Illustration of the Heinz Factory, c1955. The double-storey administration building at the front of the site was never built. Source: 'Architecture and Arts'.



Figure 61 The Heinz Factory, c1955. Source: State Library of Victoria.

The former International Harvester factory compares favourably with the key post war factories discussed above, at least in terms of the substantial extent of the assembly plant and rationalised approach to site layout and manufacturing processes. That aside, the International Harvester factory followed well established conventions for the design of industrial buildings in the first half of the twentieth century, characterised by a reliance on sawtooth roofs for provision of daylight to the factory floor. The use of openings on the south elevation for natural ventilation also seems archaic for an era in which advances in mechanical heating and cooling allowed for factories to be designed as ‘hermetically’ sealed structures. By way of comparison, the Ford assembly plants in Broadmeadows, built 1958-59 (only a few years after the International Harvester factory) were sprawling flat roofed structures dispensing of the need sawtooth roofs to light the interiors.

The Ford Broadmeadows plant is also distinguished by the architectural sophistication of its administration building. Designed by architects Buchan Laird & Buchan in 1964, the Ford administration building is a striking four storey International modernist structure located in a spacious grassed setting. The windows on all floors have dark coloured glazing contrasting with expressed grid of gold coloured framing. The International Harvester administration building is a more orthodox example of post war modernist design. The amenities block is a somewhat more unusual hybrid of conventional industrial architecture and post war modernist design – its architectural interest being primarily derived from the roof form to the north wing and the vertical sun baffles on the west elevation.



Figure 62 Ford Motor Company administration building, Broadmeadows.

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## Chapter 6

## Significance

### 6.1 The Concept of Cultural Significance

The assessment of significance requires an objective analysis of the values that contribute to distinguishing a particular place. While there is a subjective element in such an assessment the objective is to avoid making judgements within narrow preferences, biased by particular interests or without historical perspective. The history, description and analysis developed in the previous chapters has sought to provide material sufficient to make this assessment.

### 6.2 Statement of Significance

The Incorporated Plan for the former International Harvester factory includes a statement of significance for the site, as follows:

*The International Harvester Factory Site is significant to the City of Greater Dandenong:*

- *As the first of three large industrial complexes at Doveton during the immediate post WW2 decade, marking a new development centre for Melbourne's heavy industry (Criteria B.2, D. 2)*
- *For the association of the 1950s parts of the complex with the award winning architects Hassell and McConnell and a major international industrial group (Criteria H. 1)*
- *For the role played by the complex in the rapid urbanisation of this former farming area and the growth of Dandenong as a service centre (Criteria A. 4)*
- *For the excellence of its overall design, as a good example of post World War 2 factory planning in Victoria and the region. (Criteria F. 1)*
- *For the evidence provided by the river red gums of indigenous tree growth in the area (Criteria A.4).*

The Incorporated Plan also identified the following elements of 'particular significance':

- *All indigenous trees on the site, in particular the River Red Gums over 100 year sold.*
- *The title itself in a large contiguous parcel.*
- *The buildings on the site particularly those from the construction period of the 1950s.*

The authors of this CMP generally agree that the former International Harvester factory is of local significance - primarily for the role that it played in post war development of Dandenong as a centre for industry and manufacturing, and for its associations with the International Harvester company. The significance of the place as an example of post war factory design has been compromised by numerous external changes, including the architecturally undistinguished large scale additions obscuring the original buildings, as well as recladding of walls and roofs in modern products. The administration building has also suffered from various unsympathetic alterations that have diminished its architectural significance. Having regard for this, the former International Harvester factory can no longer be said to exhibit 'design excellence'.

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The remnant river red gums on the site are not associated with the International Harvester company, and as such, do not contribute to the identified significance of the site as a major post war industrial complex. That said, it is recognised that the trees may have arboricultural significance, in and of themselves.

### 6.3 Levels of Significance

Within the curtilage of the former International Harvester factory site there is some variation in the degree of significance of different constituent elements. These may be categorised using a three-tiered classification system that divides the fabric into that which is of primary significance, that which is of secondary significance, and that which is of little/no significance (refer Figure 63 below).

#### **Primary significance**

Elements of primary significance are those that contribute in a fundamental way to an understanding of the cultural significance of the place and are predominantly intact in form and fabric to a significant phase of the factory's development. They are also key indicators of the historical use of the place. Elements of primary significance on the site consist of:

- The external form and fabric of the administration building and amenities block to the extent of the original 1950-52 stage of construction.

#### **Secondary significance:**

Elements of secondary significance are of a supporting nature in understanding the overall significance of the site. While they contribute to understanding the history and significance of the place, they have been altered and/or are not of individual distinction with regard to the plan form, fabric or function. Elements of secondary significance consist of:

- The external form and fabric of the crane bay, main factory building and crane gantry to the extent of their 1950-52 stage of construction. It is recognised that these structures are major components of the site's original phase of development, but they have been altered and present as generic/architecturally unremarkable industrial buildings.
- The original external form and fabric of c1955 and 1965 additions to the factory. These structures are of little architectural significance but have some heritage interest as evidence of major expansions of the factory in its heyday as a result of growing demand for International Harvester trucks and the company's success in obtaining contracts for the supply of vehicles to the military.
- The c1954 additions to the rear of the administration building.

#### **Little or no significance:**

These are spaces and elements that contribute little or nothing to an overall understanding of the significance of the site, and which may be so heavily altered as to have lost whatever significance they originally had. Elements of little or no significance consist of:

- All interiors.
- All buildings and additions constructed after 1965 (noting that the post-1965 developments encompass a series of architecturally undistinguished/utilitarian built form elements).
- Non-original roof and wall cladding.
- The gatehouse, bicycle shed and electrical substation. Accepting that they date to the factory's initial 1950-52 phase of development, they are minor ancillary structures that are not integral to an understanding of manufacturing process originally carried out on the site.



Figure 63 Levels of significance plan for the former International Harvester factory.

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## Chapter 7 Conservation Policy

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### 7.1 Introduction

The following conservation policy has been developed with regard to the significance of former International Harvester factory and is intended as a guide to the manner in which the place should be treated such that its significance is properly recognised. Specifically, the intention of the conservation policy is to provide a framework for future uses and sympathetic new development to ensure the continued appreciation of the place's cultural significance, whilst also having regard for the issues arising from code compliance, hazardous materials contamination and structural issues.

While conservation policies for heritage place are typically directed towards the retention and conservation of significant fabric, it is recognised that the former International Harvester factory has particular constraints that limit the potential for retention and adaptive reuse. These issues are addressed in further detail below.

This CMP has been prepared in response to the current proposal for redevelopment of the site as a warehouse facility involving, inter alia, the retention of the front wing of the Administration Building with new warehouses to its west and south elevations, the retention of the sawtooth roofed section of the Amenities Building with a new warehouse adjoining its south elevation, and retention of the front two bays of the Cab Shop with a new warehouse to its south and east sides. The bike shed would be relocated to new open space in the south west corner of the site. The gatehouse is to be retained alongside a new gateway structure consisting of a relocated gantry crane trusses. It is standard conservation practice in Australia to prepare CMPs with a view to issues of significance and without specific reference to any particular proposal. In the present instance there has been an attempt to acknowledge issues specific to the current proposal as well as other issues that would remain relevant even if the redevelopment were not to take place.

A detailed guide to periods of construction, nature and significance of individual elements of the fabric that informs these policies can be found elsewhere in this report.

The conservation policy is based on the processes outlined within the Burra Charter, the charter of Australia ICOMOS, which has been adopted by most governmental and private conservation bodies and individuals in Australia. Special reference should be made to the definitions outlined in Articles 1 to 29 of the Burra Charter, which provide the basis for the terminology used in this policy (refer Appendix A).

The following outlines broad principles (in italics) that are recommended be formally adopted as policy, with each policy followed by a discussion of related matters. All decisions concerning future development of the site should adhere to these principles. These policies should be seen as an adjunct to the permit requirements set out in the Heritage Overlay and the relevant policies of the Greater Dandenong Planning Scheme.



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## 7.2 Fabric

*The former International Harvester is recognised as a place of local significance pursuant to the Statement of Significance cited in Chapter 6, and is subject to a Heritage Overlay control. The significance of the place is primarily related to its historical use as a truck assembly plant as well as associations with International Harvester and the post war development of Dandenong. The administration building and amenities block also have modest architecture interest for their post war modernist façade elements. Before undertaking any works, whether redevelopment, repairs or maintenance, consideration should be given to the level of significance of the fabric that will be affected and the impact of any proposed works or development on the fabric.*

Specific policies for the potential future retention and management of built fabric on the site will vary according to the level of significance attributed to individual elements. In general, it is preferable that alterations, additions and/or demolition be confined to those parts of the fabric deemed to be of secondary or little/no significance. Where original fabric can be revealed or reinforced by sympathetic new works then this approach is encouraged.

That said, it is recognised that the extent to which the existing built form elements (regardless of their level of significance) can be retained is impacted upon constraints arising from the condition of the fabric and from the buildings being ill-suited to adaptive reuse. Various issues in regard to the potential for adaptive reuse were identified in investigations of the fabric carried out by Spencer Group Engineering, as follows:

*In our opinion, the three existing buildings identified in this report at the former Iveco manufacturing facility are not fit for purpose for future industrial warehousing needs. Structural framing exhibits deterioration due to the age of the facility and have not been constructed to current Australian Standards & BCA requirements. Refurbishment/rectification works will not address the inadequacies in current building layouts which inhibit facility utilisation, including inadequate warehouse spatial requirements and floor slab capacity. Refurbishment/rectification works will involve significant capital cost, likely to exceed the cost of building replacement with a purpose designed facility. We recommend the subject warehouses are demolished and replaced with a purpose-built facility, compliant with current Australian Standards & BCA requirements and fit for client requirements.<sup>86</sup>*

Contamination and hazardous materials constraints have been also identified by environmental consultants JBS&G Australia Pty Ltd:

*While the previous site assessment works did not identify any unacceptable risks associated with the current site conditions and heavy vehicle manufacturing land-use (given existing building configurations and layouts) that would likely have a potentially material/ significant impact to on or off-site receptors, subject to the limitations outlined in Appendix B, the AECs and associated contaminant issues and areas at which contamination may be present will likely need to be further investigated to ensure any significant impacts are promptly identified and managed accordingly. JBS&G consider the optimal approach to allow for this to occur during redevelopment is as follows:*

<sup>86</sup> Spencer Group Engineering, *Structural Integrity Report Iveco 7 Princes Highway Dandenong South*, 16 March 2023.

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- *Removal of all identified hazardous building materials undertaken by an appropriately qualified sub-contractor*
- *Demolition of all buildings and site infrastructure to provide unencumbered access to the underlying site soils*
- *Identification of areas of impacted soils requiring management, remediation (on-site) or off-site disposal in accordance with the relevant regulatory guidance*
- *Validation of the residual site soils following remediation or off-site disposal of contaminated material, as required, in addition to supplementary assessment if soils are to be managed in-situ, as needed.*

*With respect to the removal of HBM, it is noted that partial or full demolition of structures may be required to allow access and removal, as some of these materials are bonded, embedded or within structures associated with them. This includes items such as asbestos cement sheet, bituminous sealants, mastic sealants, vinyl floor tiles and concealed insulating materials which are present throughout the existing built form, commensurate with what would be expected for a manufacturing facility commencing in the 1950s.<sup>87</sup>*

Additional to the above, the following issues arise in respect to the current proposal for development of the site with a warehousing facility:

- Structural framing exhibits deterioration due to the age of the facility and have not been constructed to current Australian Standards & BCA requirements.
- The fire hazard properties of existing building structure/materials does not comply with relevant building code.
- The building structure will be unable to support additional load requirements typical for industrial facilities including solar panel provisions, mechanical units, current wind loading requirements.
- The floor slab will not support design loading requirements for typical industrial warehouse operations and the flatness and levelness of the slab does not meet the standard requirements for these operations.
- The existing warehouse column spacing, and low clear springing to large sections heights are unsuitable for typical new industrial facilities. The required spatial configuration cannot be achieved through refurbishment/rectification works.
- The retention of any existing structures, especially where the former use was heavy industry, increases the complexity and residual contamination risks. This is due to the inability to address contamination matters holistically across a subject site.

Notwithstanding the limitations on the adaptive reuse of the factory, it is preferred that at least the front wing of the Administration Building and sawtooth wing to the Amenities building be retained – being that they are the most architecturally accomplished elements of the complex.

<sup>87</sup> JBS&G Australia Pty Ltd, *Contamination and Hazardous Materials Constraints – Former Iveco Facility, Dandenong South*, 22 March 2023

Part of the main sawtooth roof factory building would ideally also be retained as evidence of the post war industrial character of the site. The proposal to retain the front two bays of the 1950s Cab Shop would satisfy this policy objective. Retention of the gatehouse would retain emphasis on the original main entrance to the complex.

The gatehouse should be investigated to determine whether the non-original rendered finish can be removed to reveal original face brickwork. It would also be appropriate to remove the intrusive additions from the retained front wing of the Administration Building and reconstruct missing original façade elements, including the external colour scheme. Reinstatement of a flat roof without the modern metal deck cladding and roof top plant would further enhance the significance of the administration building – this could potentially involve replacement of the defective concrete slab roof with a new lightweight construction that replicates the original external appearance. Accepting that conservation policies are normally directed at retention of original fabric, in this instance the reinstatement of the administration building’s modernist design aesthetic using new fabric (where necessary) would be appropriate.

### 7.3 Use

*The significant use of the site as a truck assembly plant has been discontinued and is not likely to be reinstated. A range of other uses would be appropriate, notwithstanding the inherent difficulties in the adaptive reuse of the factory buildings.*

The potential for adaptive reuse of the existing factory buildings is, as discussed above, heavily constrained by code compliance, structural condition and a range of other factors. Accepting this, the proposed redevelopment of the site as a warehouse facility is considered appropriate from a heritage point of view insofar as it allows for an compatible industrial activity to continue on the site, with large, metal clad factory-like buildings that are not dissimilar to the existing buildings. The proposal to use retained sections of the Amenities Building, Administration Building and Cab Shop as offices is also considered appropriate. The bike shed is well suited to re-use as a shelter in new open space.

### 7.4 Interpretation

*An interpretative strategy should be implemented explain aspects of the site history that are not readily demonstrated by the extant built form and also in the event that fabric cannot be retained because of the constraints on adaptive reuse.*

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The potential for existing built form to interpret the history of the site as a major post war factory associated with International Harvester company has been diminished by alterations to the exteriors (erasing much of the post war architectural character), removal of much of the manufacturing equipment, and loss of International Harvester signage.

Furthermore, it is unlikely that much of the original factory complex can be retained in its present state for reasons outlined in Section 7.2 of this CMP. To that end, the implementation of a comprehensive interpretation strategy is an essential component of any proposal for redevelopment of the site. A key element of the proposed interpretation strategy involves relocating part of the iconic steel trusses cane gantry from the rear of the site to the main entrance, where it will form a gateway structure displaying the name 'Dandenong Works' to celebrate the site's industrial past.

Given that the site will not be publicly accessible, and presents safety issues in terms of pedestrian access, it is appropriate that interpretative displays are concentrated on the Princes Highway frontage where they will have the most impact.

Interpretation of the place may also be achieved through secondary sources, such as this CMP. It would also be appropriate to undertake a comprehensive archival photographic survey of the site by a professional photographer prior to any major new works.

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### 7.5 Management

*The owners/manager of the site will be required to liaise with the City of Greater Dandenong on any proposed works to the buildings of identified significance other than straightforward repairs and general maintenance.*

The owner(s) of the buildings should have overall responsibility for the implementation of the CMP policies. Additionally, users of the site or any future lessees/tenants, should also be responsible for ensuring that the objectives of the conservation plan are met (to the extent relevant).

### 7.6 Future Development

*Future works should not detract from the legibility or appearance of any retained significant built form. New external structures should be readily distinguishable from the significant fabric.*

Should it be possible to keep existing fabric, particularly that of primary significance, new built form should be designed with appropriate regard for the character, appearance and significance of the place, while nonetheless being expressive of its own time, i.e. good contemporary design. It would nonetheless be appropriate for new buildings to interpret aspects of the original factory architecture, eg referencing the sawtooth roof forms and face brick dados (whilst remaining identifiable as new works).

Broadly speaking there are no heritage constraints on the siting of future development on the site other than the primary objective of retaining open space to the front of the Administration Building and retained part of the Cab Shop to provide clear sightlines from the Princes Highway. New built form adjoining the Administration Building should be setback a sufficient distance to maintain the primacy of the heritage façade. A corridor of open space should be maintained around north, east and west sides of the retained portion of the Amenities Building.

## 7.7 Adoption and Review

*This Conservation Management Plan should be reviewed at a maximum interval of ten years in consultation with the City of Greater Dandenong.*

It is standard practice for conservation management plans to be reviewed at regular intervals, to ensure that they make provision for the changing circumstances of the particular place and to accommodate new information and improved conservation technologies and philosophies. This June 2024 document should be reviewed within the next ten years.

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## Appendix A

## Burra Charter

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### **Preamble**

Considering the International Charter for the Conservation and Restoration of Monuments and Sites (Venice 1964), and the Resolutions of the 5th General Assembly of the International Council on Monuments and Sites (ICOMOS) (Moscow 1978), the Burra Charter was adopted by Australia ICOMOS (the Australian National Committee of ICOMOS) on 19 August 1979 at Burra, South Australia. Revisions were adopted on 23 February 1981, 23 April 1988, 26 November 1999 and 31 October 2013.

The Burra Charter provides guidance for the conservation and management of places of cultural significance (cultural heritage places), and is based on the knowledge and experience of Australia ICOMOS members. Conservation is an integral part of the management of places of cultural significance and is an ongoing responsibility.

Who is the Charter for?

The Charter sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance, including owners, managers and custodians.

Using the Charter

The Charter should be read as a whole. Many articles are interdependent.

The key concepts are included in the Conservation Principles section and these are further developed in the Conservation Processes and Conservation Practice sections. The flow chart explains the Burra Charter Process (Article 6) and is an integral part of the Charter. Explanatory Notes also form part of the Charter.

The Charter is self-contained, but aspects of its use and application are further explained, in a series of Australia ICOMOS Practice Notes, in The Illustrated Burra Charter, and in other guiding documents available from the Australia ICOMOS web site: [australia.icomos.org](http://australia.icomos.org).

What places does the Charter apply to?

The Charter can be applied to all types of places of cultural significance including natural, Indigenous and historic places with cultural values.

The standards of other organisations may also be relevant. These include the Australian Natural Heritage Charter, Ask First: a guide to respecting Indigenous heritage places and values and Significance 2.0: a guide to assessing the significance of collections.

National and international charters and other doctrine may be relevant. See [australia.icomos.org](http://australia.icomos.org).

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#### Why conserve?

Places of cultural significance enrich people's lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are historical records, that are important expressions of Australian identity and experience. Places of cultural significance reflect the diversity of our communities, telling us about who we are and the past that has formed us and the Australian landscape. They are irreplaceable and precious.

These places of cultural significance must be conserved for present and future generations in accordance with the principle of inter-generational equity.

The Burra Charter advocates a cautious approach to change: do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained.

#### Articles

## ADVERTISED PLAN

#### **Article 1. Definitions**

For the purposes of this Charter:

- 1.1 Place means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.
- 1.2 Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.  
Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects.  
Places may have a range of values for different individuals or groups.
- 1.3 Fabric means all the physical material of the place including elements, fixtures, contents, and objects.
- 1.4 Conservation means all the processes of looking after a place so as to retain its cultural significance.
- 1.5 Maintenance means the continuous protective care of a place, and its setting.  
  
Maintenance is to be distinguished from repair which involves restoration or reconstruction.
- 1.6 Preservation means maintaining the fabric of a place in its existing state and retarding deterioration.
- 1.7 Restoration means returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.
- 1.8 Reconstruction means returning a place to a known earlier state and is distinguished from restoration by the introduction of new material into the fabric.
- 1.9 Adaptation means changing a place to suit the existing use or a proposed use.

- 1.10 Use means the functions of a place, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.
- 1.11 Compatible use means a use which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance.
- 1.12 Setting means the immediate and extended environment of a place that is part of or contributes to its cultural significance and distinctive character.
- 1.13 Related place means a place that contributes to the cultural significance of another place.
- 1.14 Related object means an object that contributes to the cultural significance of a place but is not at the place.
- 1.15 Associations mean the connections that exist between people and a place.
- 1.16 Meanings denote what a place signifies, indicates, evokes or expresses to people.
- 1.17 Interpretation means all the ways of presenting the cultural significance of a place.

### **Conservation Principles**

#### **Article 2. Conservation and management**

- 2.1 Places of cultural significance should be conserved.
- 2.2 The aim of conservation is to retain the cultural significance of a place.
- 2.3 Conservation is an integral part of good management of places of cultural significance.
- 2.4 Places of cultural significance should be safeguarded and not put at risk or left in a vulnerable state.

#### **Article 3. Cautious approach**

- 3.1 Conservation is based on a respect for the existing fabric, use, associations and meanings. It requires a cautious approach of changing as much as necessary but as little as possible.
- 3.2 Changes to a place should not distort the physical or other evidence it provides, nor be based on conjecture.

#### **Article 4. Knowledge, skills and techniques**

- 4.1 Conservation should make use of all the knowledge, skills and disciplines which can contribute to the study and care of the place.
- 4.2 Traditional techniques and materials are preferred for the conservation of significant fabric. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate.

#### **Article 5. Values**

- 5.1 Conservation of a place should identify and take into consideration all aspects of cultural and natural significance without unwarranted emphasis on any one value at the expense of others.

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- 5.2 Relative degrees of cultural significance may lead to different conservation actions at a place.

**Article 6. Burra Charter process**

- 6.1 The cultural significance of a place and other issues affecting its future are best understood by a sequence of collecting and analysing information before making decisions. Understanding cultural significance comes first, then development of policy and finally management of the place in accordance with the policy. This is the Burra Charter Process.
- 6.2 The policy for managing a place must be based on an understanding of its cultural significance.
- 6.3 Policy development should also include consideration of other factors affecting the future of a place such as the owner's needs, resources, external constraints and its physical condition.
- 6.4 In developing an effective policy, different ways to retain cultural significance and address other factors may need to be explored.
- 6.5 Changes in circumstances, or new information or perspectives, may require reiteration of part or all of the Burra Charter Process.

**Article 7. Use**

- 7.1 Where the use of a place is of cultural significance it should be retained.
- 7.2 A place should have a compatible use.

**Article 8. Setting**

Conservation requires the retention of an appropriate setting. This includes retention of the visual and sensory setting, as well as the retention of spiritual and other cultural relationships that contribute to the cultural significance of the place.

New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.

**Article 9. Location**

- 9.1 The physical location of a place is part of its cultural significance. A building, work or other element of a place should remain in its historical location. Relocation is generally unacceptable unless this is the sole practical means of ensuring its survival.
- 9.2 Some buildings, works or other elements of places were designed to be readily removable or already have a history of relocation. Provided such buildings, works or other elements do not have significant links with their present location, removal may be appropriate.
- 9.3 If any building, work or other element is moved, it should be moved to an appropriate location and given an appropriate use. Such action should not be to the detriment of any place of cultural significance.

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## **Article 10. Contents**

Contents, fixtures and objects which contribute to the cultural significance of a place should be retained at that place. Their removal is unacceptable unless it is: the sole means of ensuring their security and preservation; on a temporary basis for treatment or exhibition; for cultural reasons; for health and safety; or to protect the place. Such contents, fixtures and objects should be returned where circumstances permit and it is culturally appropriate.

## **Article 11. Related places and objects**

The contribution which related places and related objects make to the cultural significance of the place should be retained.

## **Article 12. Participation**

Conservation, interpretation and management of a place should provide for the participation of people for whom the place has special associations and meanings, or who have social, spiritual or other cultural responsibilities for the place.

## **Article 13. Co-existence of cultural values**

Co-existence of cultural values should be recognised, respected and encouraged, especially in cases where they conflict.

## **Conservation Processes**

### **Article 14. Conservation processes**

Conservation may, according to circumstance, include the processes of: retention or reintroduction of a use; retention of associations and meanings; maintenance, preservation, restoration, reconstruction, adaptation and interpretation; and will commonly include a combination of more than one of these. Conservation may also include retention of the contribution that related places and related objects make to the cultural significance of a place.

### **Article 15. Change**

- 15.1 Change may be necessary to retain cultural significance, but is undesirable where it reduces cultural significance. The amount of change to a place should be guided by the cultural significance of the place and its appropriate interpretation.
- 15.2 Changes which reduce cultural significance should be reversible, and be reversed when circumstances permit.
- 15.3 Demolition of significant fabric of a place is generally not acceptable. However, in some cases minor demolition may be appropriate as part of conservation. Removed significant fabric should be reinstated when circumstances permit.
- 15.4 The contributions of all aspects of cultural significance of a place should be respected. If a place includes fabric, uses, associations or meanings of different periods, or different aspects of cultural significance, emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance.

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**Article 16. Maintenance**

Maintenance is fundamental to conservation. Maintenance should be undertaken where fabric is of cultural significance and its maintenance is necessary to retain that cultural significance.

**Article 17. Preservation**

Preservation is appropriate where the existing fabric or its condition constitutes evidence of cultural significance, or where insufficient evidence is available to allow other conservation processes to be carried out.

**Article 18. Restoration and reconstruction**

Restoration and reconstruction should reveal culturally significant aspects of the place.

**Article 19. Restoration**

Restoration is appropriate only if there is sufficient evidence of an earlier state of the fabric.

**Article 20. Reconstruction**

20.1 Reconstruction is appropriate only where a place is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the fabric. In some cases, reconstruction may also be appropriate as part of a use or practice that retains the cultural significance of the place.

20.2 Reconstruction should be identifiable on close inspection or through additional interpretation.

**Article 21. Adaptation**

21.1 Adaptation is acceptable only where the adaptation has minimal impact on the cultural significance of the place.

21.2 Adaptation should involve minimal change to significant fabric, achieved only after considering alternatives.

**Article 22. New work**

22.1 New work such as additions or other changes to the place may be acceptable where it does not distort or obscure the cultural significance of the place, or detract from its interpretation and appreciation.

22.2 New work should be readily identifiable as such, but must respect and have minimal impact on the cultural significance of the place.

**Article 23. Retaining or reintroducing use**

Retaining, modifying or reinstating a significant use may be appropriate and preferred forms of conservation.

**Article 24. Retaining associations and meanings**

24.1 Significant associations between people and a place should be respected, retained and not obscured. Opportunities for the interpretation, commemoration and celebration of these associations should be investigated and implemented.

24.2 Significant meanings, including spiritual values, of a place should be respected. Opportunities for the continuation or revival of these meanings should be investigated and implemented.

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**Article 25. Interpretation**

The cultural significance of many places is not readily apparent, and should be explained by interpretation. Interpretation should enhance understanding and enjoyment, and be culturally appropriate.

**Conservation Practice**

**Article 26. Applying the Burra Charter process**

- 26.1 Work on a place should be preceded by studies to understand the place which should include analysis of physical, documentary, oral and other evidence, drawing on appropriate knowledge, skills and disciplines.
- 26.2 Written statements of cultural significance and policy for the place should be prepared, justified and accompanied by supporting evidence. The statements of significance and policy should be incorporated into a management plan for the place.
- 26.3 Groups and individuals with associations with a place as well as those involved in its management should be provided with opportunities to contribute to and participate in identifying and understanding the cultural significance of the place. Where appropriate they should also have opportunities to participate in its conservation and management.
- 26.4 Statements of cultural significance and policy for the place should be periodically reviewed, and actions and their consequences monitored to ensure continuing appropriateness and effectiveness.

**Article 27. Managing change**

- 27.1 The impact of proposed changes on the cultural significance of a place, including incremental change, should be assessed with reference to the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes following analysis to better retain cultural significance.
- 27.2 Existing fabric, use, associations and meanings should be adequately recorded before any changes are made to the place.

**Article 28. Disturbance of fabric**

- 28.1 Disturbance of significant fabric for study, or to obtain evidence, should be minimised. Study of a place by any disturbance of the fabric, including archaeological excavation, should only be undertaken to provide data essential for decisions on the conservation of the place, or to obtain important evidence about to be lost or made inaccessible.
- 28.2 Investigation of a place which requires disturbance of the fabric, apart from that necessary to make decisions, may be appropriate provided that it is consistent with the policy for the place. Such investigation should be based on important research questions which have potential to substantially add to knowledge, which cannot be answered in other ways and which minimises disturbance of significant fabric.

**Article 29. Responsibility**

The organisations and individuals responsible for management decisions should be named and specific responsibility taken for each such decision.

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**Article 30. Direction, supervision and implementation**

Competent direction and supervision should be maintained at all stages, and any changes should be implemented by people with appropriate knowledge and skills.

**Article 31. Keeping a log**

New evidence may come to light while implementing policy or a plan for a place. Other factors may arise and require new decisions. A log of new evidence and additional decisions should be kept.

**Article 32. Records**

32.1 The records associated with the conservation of a place should be placed in a permanent archive and made publicly available, subject to requirements of security and privacy; and where this is culturally appropriate.

32.2 Records about the history of a place should be protected and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

**Article 33. Removed fabric**

Significant fabric which has been removed from a place including contents, fixtures and objects, should be catalogued, and protected in accordance with its cultural significance.

Where possible and culturally appropriate, removed significant fabric including contents, fixtures and objects, should be kept at the place.

**Article 34. Resources**

Adequate resources should be provided for conservation.

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