

Application for an exclusion determination that a place or object not to be included in the Heritage Register

Section 36A(2)(a) of the *Heritage Act 2017*

Place: Nicholson and Elgin Street Public Housing Towers

Received: 26 July 2024

Application for exclusion



Nicholson and Elgin Street Public Housing Towers

Please call Heritage Victoria to discuss your application prior to its lodgement

Telephone: (03) 7022 6390

Email: heritage.registrations@transport.vic.gov.au

What does exclusion from the Victorian Heritage Register mean?

Exclusion from the Victorian Heritage Register will result in a 5-year period during which Heritage Victoria will be unable to accept nominations for the place or object for the Victorian Heritage Register. For more information refer to the Heritage Victoria website.

Who can apply for an exclusion?

Exclusions can only be applied for by a government asset manager, a government Department Head, a public authority, or an Administrative Office Head when the application is in facilitation of a major development which costs at least \$5 million.

If you don't know whether you are able to make this application, please contact us on the above details.

Who can complete this form?

This form must be completed a person with an appropriate level of knowledge and experience in the identification and assessment of places, objects, or land in order to determine heritage significance or value, being a person with a relevant tertiary qualification and/or extensive relevant experience.

What is the fee for applying?

An application for exclusion requires a fee payment. For all fee details visit [Heritage Victorias's website](#)

Your details

Please confirm or update your details before proceeding.

First name

██████

Last name

██████████

Business or organisation name

Lovell Chen

Position title

██████

Contact number

██████████

Postal address

Level 5, 176 Wellington Parade

Suburb	East Melbourne
State	VIC
Postcode	3002

Please see the *Privacy collection statement* for information on how the details you provide will be used.

Contact details

Who is the applicant for this Exclusion Determination? The applicant is a government asset manager or public authority

Please provide the contact details for the person acting on behalf of the public authority / government asset manager for this application below.

Details for the government asset manager or public authority

Name of *Minister/*entity /*public authority	Homes Victoria
*ABN/*ACN/*ARBN	ABN: 88 139 482 080
Position title	Executive Project Director Housing Development Branch
First name	██████
Last name	██████
Email	██
Contact number	██████████
Postal address	50 Lonsdale Street
Suburb	Melbourne
State	Victoria
Postcode	3000
Country	Australia

I am also the owner of this place Yes

Do you have other relevant contact details you want to provide us No

The works involve common property No

Pre-application details

Have you had a pre-application discussion with Heritage Victoria in relation to this application? Yes

What was the identifier provided for the pre-application discussion? RX1010

Major development

Provide a brief description of the major development to which the application relates The Victorian Government has committed to a program of replacing the Housing Commission of Victoria high-rise public housing towers at 21 locations across Melbourne. The 44 towers were completed between 1962 and 1974. The program forms part of the Government's response to the shortage of housing in the State. The towers at 20 Elgin Street and 141 Nicholson Street (both completed in 1968) are part of this group.

Estimated cost of the major development (\$) Failed to convert value: 20000000000

Impact of major development on place or object The two towers will be demolished and replaced with a minimum of 231 new homes (public housing).

Details of the place or object

Type Place

Place or object details

Place or object name Public housing towers (x2)

Address 20 Elgin Street and 141 Nicholson Street, Carlton

Responsible Authority MINISTER FOR PLANNING

Victorian Heritage Inventory number (if any)

National Trust reference number (if known)

Has the place or object previously been identified in a heritage study? If yes please give details. No

Does this place have a local Heritage Overlay (HO) within a planning scheme? No

Briefly describe the extent of the place and what it includes The two residential towers form part of a public housing site site bounded by Nicholson, Elgin, Palmerston and Station streets in Carlton.

If you are including part of a land parcel, identify that part The locations of the two towers are identified in 'supporting documents'.

Is the proposed major development to be carried out entirely on Crown land? No

You will be required to upload the relevant land title(s) issued within 30 days, along with all other supporting documentation at the end of this form.

Heritage Council criteria

Assessment of State-level significance

Include reasons why the place or object should not be included in the Heritage Register. These must be reasons based on the assessment criteria published by the Heritage Council. This means you must provide reasons why the place or object does not meet the threshold of State-level cultural heritage significance in relation to each of the criteria selected. For further information on the Heritage Council criteria and thresholds please refer to [their guidance](#).

CRITERION A

The Step 1 test (applicability of the criteria) is met. The high-rise public housing towers at 20 Elgin and 141 Nicholson streets have a clear association with the history of public housing in Victoria generally and more specifically with the Housing Commission of Victoria's high-rise tower programme of the 1960s and early 1970s. There is evidence of the historical association, both physical and documentary. The Step 2 test (for State significance) is not met. The two towers do not allow the clear historical association to be understood better than most other places or objects in Victoria with substantially the same association.

CRITERION B

The Step 1 test is only partially met. While the two towers have an association with historical processes and events (as for Criterion A), they do not have rare or uncommon features for the purposes of this criterion. In considering 20 Elgin Street and 141 Nicholson Street within the broader group, they are unusual in terms of their

internal planning (hybrid point block/corridor) and their use of red brick instead of precast panels to the external elevations. The use of balconies is also not common in the group. These are, however, minor design/planning variations rather than aspects of importance. Moreover, these attributes are clearly not rare in the broader context of residential towers of the post-war period generally. It is noted that exclusion guidelines XB1 (low or questionable importance of attribute), XB2 (dependence on too many qualifiers) and XB5 (uniqueness rather than rarity is claimed) are applicable.

CRITERION C

The Step 1 test is not met. Further investigation of or research into the public housing towers at 20 Elgin and 141 Nicholson streets has limited potential to yield evidence of heritage significance that is not currently visible, well understood or available from other sources.

CRITERION D

The Step 1 test is met, in that the place is one of a class of places (public housing towers) that has a clear association with the history of public housing in Victoria generally and more specifically with the Housing Commission of Victoria's high-rise tower programme of the 1960s and early 1970s. The Step 2 test is not met. Whether considered in isolation or in aggregate, the towers are not 'a notable example of the class in Victoria', having regard for the guidance provided by Reference Tool D. In the first instance, the buildings are not fine examples; while they display characteristics typical of the class of place (siting, form and understated utilitarian design), they are outliers in that context by virtue of the use of red brick in lieu of precast concrete. Following the redevelopment of the broader site, they are also in a much-altered context and other than for the siting of the two towers themselves, there is little to no evidence of original planning and landscape treatment. The towers were not influential or pivotal, either in the context of the HCV towers programme or in the broader context of residential tower design.

CRITERION E

The Step 1 test is not met. As for most of the HCV high-rise public housing towers, historically 20 Elgin Street and 141 Nicholson Street have been local landmarks by virtue of their contrasting scale and form in the low-rise context. This effect has been diluted somewhat by the construction of buildings of substantial scale on the same site. In any event, scale and visual prominence in the urban environment do not necessarily equate to aesthetic value in a heritage context. In terms of aesthetic qualities arising from their architectural design, the design of the towers presents as capably resolved by McIntyre, McIntyre & Associates based on the requirements and design work of the HCV, but not of architectural distinction for the period. The buildings would not rank highly in the work of the practice, which in its various iterations, was responsible for far more innovative and accomplished designs, a number of which are included in the VHR. It is accepted that the

HCV towers share particular visual/design characteristics that are consistent and highly recognisable across the group as a whole. They are easily understood and identifiable, and they loom large, both physically and in popular culture. As part of this, depending on the viewer, the towers may evoke a positive or negative response. This is not interpreted as an aesthetic value, however, rather it relates to the broader understanding of the towers as part of our collective history. Considering the Step 2 tests, no evidence has been uncovered to date that the towers have been recognised within the architecture profession or more widely as ‘out of the ordinary’ or ‘outstanding’ on the basis of their architectural design or other aesthetic qualities.

CRITERION F

The towers at 20 Elgin Street and 141 Nicholson Street were of conventional construction – reinforced concrete frame design with brick infill panels. No information has come to light to indicate that the structure or design of the towers represented a creative or technical achievement of note for the period.

CRITERION G

Social value has not been investigated specific to 20 Elgin and 141 Nicholson street. The following comments are general in nature. It is possible that communities comprising tenants (or potentially broader communities) exist and are found to have a strong association with particular towers in the group. There may also be evidence of a time-depth to that attachment, in that there may be towers where individuals, families or a broader community have a long-standing relationship with the place. On this basis, it is possible that Criterion G Step 1 test would be met and there is social value present. It is, however, considered very unlikely that social value found to be demonstrated for a specific tower or HCV site would meet the Step 2 (State-level) test. It is difficult to conceive of an attachment to a single tower as one that would ‘resonate across the broader Victorian community’.

CRITERION H

It is not considered that this criterion applies to 20 Elgin Street and 141 Nicholson Street. As is the case for all of the high-rise public housing towers, the strength of association is primarily with the HCV, as opposed to a 'person or group of persons'. Further, the towers do not allow their association with architect Peter McIntyre (and McIntyre, McIntyre & Associate), to be more readily

appreciated than most buildings designed by him or his office. McIntyre is arguably most strongly associated with his 'high tech' or functionalist designs of the 1950/60s.

Other Information

Information in this section should demonstrate why the criteria selected for assessment are the relevant criteria. It should provide the evidence that supports the assessments. Information should be based on robust research and analysis. Exclusion determinations can be overturned if significant new information is identified.

Physical description

The two 16-storey towers are planned as a hybrid corridor/point block design (the majority of flats being accessible from a central lift core and stair). They are anomalous in the context of the HCV tower types with a plan form loosely based on the British Edmonton flat block model but varied in terms of the details of their internal planning and through the inclusion of projecting concrete balconies with an aggregate finish across the long western and eastern elevations. The towers were delivered by the successful contractor in the form of a reinforced concrete frame design with brick infills, as compared with the loadbearing pre-cast panel model developed by the HCV and applied widely across its high-rise residential portfolio.

History of the place or object

The two red brick towers at 20 Elgin Street and 141 Nicholson Street were constructed in 1966-68, in the middle-to-latter stages of the Housing Commission of Victoria's (HCV) towers programme. Carlton became a focus of the work of the HCV by 1960, following the release of the Shaw-Davey investigation of slum reclamation areas. The report identified 74.2 acres (30 hectares) of the suburb requiring 'immediate attention', comprising almost the entire area bound by Nicholson, Princes, Elgin and Lygon streets. By April 1961, an area bound by Canning, Palmerston, Nicholson and Elgin streets was declared 'ready for demolition'. Construction of low-rise walk-up blocks of flats commenced that year – the Canning Street walk-ups can be seen in an oblique aerial of 1964-65. High rise towers of 20 storeys were constructed at the Reeves Street and High Street estates from 1964, with construction on the second tower conducted at such a pace that one floor comprising nine flats was built per week. The Carlton Estate became the most densely populated of the HCV estates, at 247 people per acre. The red brick towers were the last HCV towers to be constructed in Carlton. The four towers at the north end of Lygon and Drummond streets were constructed in 1965-67, and other areas of Carlton had been cleared and developed for walk-ups and other forms of public housing, including those to the west on Canning and Palmerston streets. The completion of the red brick towers coincided with the rise of local opposition to the 'slum clearance' activities of the Commission.

The HCV's announcement in early 1969 of its intention to clear the block bounded by Lee, Lygon, Princes and Drummond streets prompted outrage and protest. In response, the Carlton Association was formed as an action group comprising activists, local residents and would-be renovators, as well as those interested in history, heritage and architecture. At its meeting of 2 February 1965, the HCV determined to investigate the construction of a 'point block' tower of 12 storeys on the Carlton (Palmerston Street) Reclamation Area. The tower was to be 'based on the 'Edmonton' flats inspected by the HCV Chairman on his recent visit to Britain'. The Edmonton flats was an experimental project developed by Edmonton Borough Council in North London working with the Building Research Station and the Reinforced Concrete Steel Co. Ltd, as a design for 17-storey flat block that could be constructed efficiently and at cost effectively. The design comprised precast load-bearing floor and wall panels and stair units, there were also non-load-bearing panels with glazed tiles. The panels were to be cast in vertical batteries (using a 'continuous' casting method) instead of on horizontal tables. The HCV's plans were for two three-bedroom, two two-bedroom and two one-bedroom flats on each floor, a different layout from that of the 'Edmonton' blocks which has one three-bedroom, three two-bedroom and two one-bedroom flats. The intent was that they would similarly be constructed of battery cast panels. The HCV Annual Report for 1965 noted that the battery casting method had previously been trialled in the Lone Person units in Inkerman Street St Kilda; in that case the panels were produced in a battery at the CHP factory but for later towers it was anticipated the batteries would be on site. Eventually, in April 1966, the HCV called tenders for a battery cast panel building designed by the HCV's in-house architects, with a 'design and tender' option to tender for a design using a concrete frame with flat plate floors and external walls of brick. The design and tender option was to retain the layout of the HCV's design but capitalise on any economical methods that might be proposed by the industry. Interestingly, the HCV had determined that the Concrete Housing Project could provide pricing for the pre-cast concrete but was not invited to tender for the project as a whole. Clements Langford Pty Ltd's tender for the concrete frame option was accepted in February 1967, subject to the provision of contract documents to be subject to review by the Commission's structural engineer WP Brown and Associates. By that time it had been determined by the HCV that the tower would be 16-storeys in height and there would be a second 'twin' tower on the site. Clements Langford's architects for the 'design and tender' option were McIntyre, McIntyre and Associates. The reason for the choice of brick infill panels is unclear, however the use of 'external clay brick facing' was referenced in an internal HCV memorandum pre-tender as a requirement for any alternative 'design and tender' concrete frame options. It was later reported that the Minister for Housing requested the HCV consider one block faced in red brick and the other in cream. The HCV Director Jack Gaskin's initial response to this was that it was unlikely to be 'aesthetically acceptable'. The HCV's superintending architect, P O'Neill, preferred neither red nor cream but rather 'one of the preferable wire cut brick colours, which are now readily available', noting that 'different colours would add disunity, and bad taste'. It appears that the design by Clements Langford's architects, McIntyre, McIntyre & Associates

included red bricks. There was, however, some discussion about the colour, and HCV Chief Architect Roy Prentice recommended a variation for tan bricks in lieu of red bricks, but it was agreed that red bricks would be used. There may also have been pressure on the HCV to deliver more variety of built form in its high-rise programme; the 1968 Annual Report noted that the first of the two red brick Carlton towers achieved 'variety in appearance' and that another block with similar external appearance was under construction. McIntyres remained architects for the second tower (known as Block 7) but the contract for this was let separately to a different contractor, Van Driel Pty Ltd, in April 1968. In 1971, the Minister for Housing referenced the 20 Elgin and 141 Nicholson Street towers as evidence that the private sector would not necessarily deliver high-rise flats to the same design and finish as the Commission for less cost, noting that 'these flats were 11 per cent dearer than those built by the Commission in the same period'. This was in response to a claim from the Carlton Association that private developers would be more cost-effective. McIntyre, McIntyre & Associates: McIntyre, McIntyre & Associates - subsequently McIntyre McIntyre & Partners and McIntyre Partnership - was established in 1962 as following the merger of Peter and Dione McIntyre's architectural practice with that of Peter's father, Robert A McIntyre. Prior to this, Peter and Dione's work involved small-scale domestic projects. Peter's work in particular focused on the interplay of function and structure, where he experimented with cantilevered and tensile structures. Peter McIntyre gained public recognition with the commission for the Melbourne Olympic Swimming Stadium (1952-6) in collaboration with architects, Kevin Borland and John and Phyllis Murphy, and engineer Bill Irwin. Following the McIntyre merger, the new firm took on more commercial commissions, and designed a number of hotels and hospitality ventures as well as skiing and alpine architecture. In central Melbourne, the firm completed the Kings Parkade car park in Little Collins Street (1966) with a two-level glazed office over the carparking floors, and commercial office buildings such as at 170 William Street (1968), 150 Lonsdale Street (1969), 178-188 William Street (1972-73) and Australia Pacific House at 136-144 Exhibition Street (1975-78). Other work included the adaptive reuse and conversion of the early twentieth century Henry Jones Jam Factory in Prahran into an up-market shopping centre (1974) and the design for Melbourne's Parliament Station (1973-82).

Comparative analysis

The 20 Elgin and 141 Nicholson street towers were constructed at the latter end of the HCV's high-rise programme, including tower developments at South Melbourne (1962), North Melbourne (1963) Flemington (1965) and the 20 storey towers on Drummond and Lygon streets, also in Carlton (1965-66). The pair include a number of minor variations in the context of the HCV's broader high-rise portfolio. They are somewhat unusual in their planning, with a singular rectangular plan form (or single-wing) accommodating an internal approximating a point block arrangement (flats accessible from a central lift lobby). This is as compared with the prevalent Z-Type and the Y, T and E types. Also uncommon in the group is the use of balconies, with the first HCV tower (200 Dorcas Street, South Melbourne, 1962) being an earlier example. The use of red brick infill panels was anomalous in the HCV group, and was not replicated. The towers are also unusual as HCV high-rise towers that involved an architectural practice (McIntyre, McIntyre and Associates, see also commentary below). Again, this was an approach that was not influential or replicated. In relation to the work of McIntyre, McIntyre & Associates, the buildings can be compared, in broad terms, with later office towers designed by the practice in the central city, including the 29-storey 150 Lonsdale Street (recently refurbished, 1969), 178-188 William Street (1972-73) and Australia Pacific House at 136-144 Exhibition Street (1975-78), the latter recently added to the Heritage Overlay in the Melbourne Planning Scheme (HO1331). It is the innovative design work of the early post-World War II war period for which McIntyre is best known. Domestic projects (Figure 13), including the Snelleman House, Ivanhoe East (1954, VHR 2822), the Grant House, Beaumaris (1956, VHR H2392) and his own River House, Kew (1955, Boroondara HO72), demonstrate an inventiveness of form, engineering and planning. Such designs were often in response to topography and the scarcity of building materials in the years after World War II. The modestly-scaled Snelleman House, for example, worked with the downwards slope of its site, curving in a narrow 'reverse J shape' plan, enabling the retention of two large extant gum trees at the request of the client. Larger commissions, such as the Olympic Swimming Stadium, and the Rush Stand at Victoria Park (1966, as McIntyre, McIntyre & Associates) also employed 'structural daring' characteristic of McIntyre's early residential works. The 1962 amalgamation of the office of Peter and Dione McIntyre with Peter's father, Robert McIntyre to form McIntyre, McIntyre & Associates, was a commercial decision which resulted in hotel and other hospitality projects. A later residential project, City Gardens, North Melbourne (1970), employed split levels and expressed concrete external stairs to 'break up' the red brick facades of the apartment blocks. In terms of significance, however, the HCV towers are of only minor interest when viewed in the context of the varied and distinguished body of work produced by the practice over decades and the early post-WWII work of Peter and Dione McIntyre in particular, notably the Olympic Swimming Stadium of 1956.

You can view recent Heritage Council decisions through [Austlii](#).

Aboriginal cultural heritage values (where known)

Who are the traditional Aboriginal owners of this place or object?

Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation

Does this place or object have Aboriginal cultural heritage values in addition to non-Aboriginal cultural heritage values (shared values)?

Study undertaken. The towers at 20 Elgin Street and 141 Nicholson Street have not been identified as having Aboriginal cultural heritage values.

Note: If the place or object is of cultural heritage significance only on the grounds of its association with Aboriginal tradition, Aboriginal traditional use, or Aboriginal archaeology, it may be appropriate for registration in the Victorian Aboriginal Heritage Register. Please contact [First Peoples – State Relations](#)

Key sources

Key references/sources include the following (see footnotes in the attached citation for full references): ‘Twenty-second annual Report of the Housing Commission Victoria, for the period 1 July 1959 to 30 June 1960’, 1960, Parliament of Victoria Library. ‘Twenty-third annual Report of the Housing Commission Victoria, for the period 1 July 1960 to 30 June 1961’, 1961, Parliament of Victoria Library. Renate Howe (ed.), *New Houses for Old: Fifty Years of Public Housing in Victoria, 1938-1988*, Ministry of Housing & Construction, Melbourne, 1988. Peter Mills, *Refabricating the towers: The genesis of the Victorian Housing Commission’s high-rise estates to 1969*, Thesis submitted for Doctor of Philosophy, School of Philosophical, Historical and International Studies, Faculty of Arts, Monash University, 2010. David Beachamp and Frank Strahan, ‘Fighting for Carlton: the Carlton Association’, in Yule, Peter (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2005. Philip Goad, ‘McIntyre, Peter & Dione, and ‘McIntyre Partnership’ in P Goad, J Willis (eds), *The Encyclopaedia of Australian Architecture*. Housing Commission of Victoria Annual Report, 1965. Housing Commission of Victoria Annual Report, 1968.

Condition of the place or object

Condition

Fair

Is there any damage to the fabric (the materials from which the place or object is made)?

Yes

Please specify which materials and the extent of damage:

The towers were decanted in 2022 due, in part, to the failure of the sewer system. Over the past two years they have been the subject of unauthorised entry, vandalism and physical decay associated with disuse. In general terms, the external condition of the structures is fair, and consistent with buildings of their age, use and construction, including some evidence of localised decay. The setting for the towers has been significantly altered (see also discussion below).

Intactness and integrity

How much of the original form or appearance remains?	Nos 141 Nicholson and 20 Elgin streets retain their prevailing characteristics and form as high-rise residential towers of the 1960s. The red brick infill panels to the external elevations, and the aggregate balconies are also extant.
What alterations are present and why was the place or object altered?	The site as a whole has undergone extensive change. The site originally included extensive landscaping with areas of lawn, paths, carparking and a large playground area between the towers and much of this landscaping treatment remained until relatively recently. Starting in c. 2011, however, the broader site has been extensively redeveloped, including the demolition of the walk-ups to the west on Canning and Palmerston streets; construction of new residential development fronting Palmerston, Canning and Elgin streets; and construction of two new towers on the eastern side of the site in the spaces formerly occupied by carparking and playground/open space.
Have the changes or alterations affected the heritage value of the place or object?	It is not considered that the towers are of heritage value.

Supporting documents

You must provide all required documents before submitting your application

Certificate of Title	00736684330012024072601340001.pdf
Cost of works	OFFICIAL - Sensitive_ Cost of works - Elgin Towers.msg
Photographs	
Extent Diagram	Elgin Street Towers.jpg
Additional Information	Elgin St 20_Nicholson St 141_assessment_v2.pdf

Fee calculation

Heritage fees are determined in accordance with the Heritage Regulations 2017.

Details of fees are listed on the [Heritage Victoria website](#).

Fee to be paid: \$7838.40

Details of the fee calculation Application for Exclusion from the Victorian Heritage Register Fee for lodging an application for Exclusion from the Victorian Heritage Register. Regulation: 6D

Fee payment

Payment method EFT

Total amount to pay \$7838.40

Attention to details [REDACTED]

BSB [REDACTED]

Account and reference number [REDACTED]

EFT confirmation I confirm that the fee has been paid via EFT

Proof of payment FW_ OFFICIAL_ Site Extent info.msg

Declarations & privacy

Declarations

I state that the information I have given on this form is correct to the best of my knowledge.

I declare that the application has been made to facilitate the development or delivery of a project where the cost of the project is no less than \$5 million.

Privacy statement

Heritage Victoria is a branch of the Department of Transport and Planning (DTP). Heritage Victoria is committed to protecting personal information provided by you in accordance with the principles of the Victorian privacy laws. The information you provide, and anything provided in relation to this process or any subsequent decision pertaining to the site card, will be used for the following purposes:

- correspond with you about your application
- to inform Heritage Victoria in making a recommendation or a decision as to the matter.
- the material may be made available to the public through a public notice process as required under the Heritage Act 2017, to the Heritage Council of Victoria for use in a public hearing, or to the Minister for Planning in making a determination.
- to provide information about the site card, including the initial application and subsequent regulation of that site card, where requested by successive owners of the property or consultants engaged in relation to the property

Your contact details may be used by DTP or its contracted service providers under confidentiality agreements to survey you about your experience with DTP.

The information you provide may be made available to:

- any person who may wish to inspect your proposal until the process is concluded. In this instance, the 'process' includes not only the current site card application but also any further aspects of Heritage Victoria regulation under this site card process.
- relevant officers in DTP, other Government agencies or Ministers directly involved in the heritage process.

If all requested information is not received, DTP is unable to process your request.

You may access the information you have provided to DTP by contacting heritage.victoria@transport.vic.gov.au

Assessment against the Victorian Heritage Register Criteria and Threshold Guidelines

HOUSING COMMISSION OF VICTORIA HIGH-RISE TOWERS:
20 ELGIN STREET AND 141 NICHOLSON STREET, CARLTON

July 2024

Prepared for



Prepared by

LOVELL CHEN

A series of horizontal lines in various colors (pink, green, blue, yellow) extending across the width of the text below the name 'LOVELL CHEN'.

ACKNOWLEDGEMENT OF COUNTRY

This report was prepared on the lands of the Wurundjeri people who have been custodians of this land for thousands of years. We acknowledge their stories, connection to land, water and culture which is embedded in Country. We pay our respects to their Elders past and present and acknowledge that this report includes a post-contact history that forms only a small part of the ongoing story.

Nos. 20 Elgin Street and 141 Nicholson Street is located on the lands of the Wurundjeri people, who are, and have always been the custodians of this land. We pay our respects to the Elders past and present, and acknowledge the stories, traditions and cultures of all Aboriginal and Torres Strait Islander people.

EXECUTIVE SUMMARY

The Housing Commission of Victoria (HCV) towers at 20 Elgin Street and 141 Nicholson Street, Carlton do not satisfy the threshold for heritage significance at the State level.

The towers (completed in 1968) are associated with the history of public housing in Victoria. Specifically, they are associated with the HCV's programme of high-rise towers delivered from the early-1960s to the early-1970s. They do not, however, allow the historical association to be understood better than most other places in the State with substantially the same association.

In the context of the HCV's high-rise towers programme, 20 Elgin Street and 141 Nicholson Street are unusual in terms of their internal planning (a point block form with internal corridor access), the application of brickwork infill panels to the external elevations and the inclusion of balconies. These minor design and planning variations were not widely replicated within the HCV high-rise portfolio and are not aspects of importance at a more general level. The towers are also atypical as HCV high-rise towers that involved an architectural practice (McIntyre, McIntyre and Associates). Perhaps the most evident legacy of this approach – which was a consequence of their procurement through the private sector – was the adoption of the brick infill panels.

As distinct from the modular system of precast concrete panels applied across the majority of the HCV's towers programme, the towers at 20 Elgin Street and 141 Nicholson Street employed a conventional structural system of reinforced concrete. They do not represent a creative or technical achievement.

The towers do not have exceptional aesthetic (architectural) qualities and are not 'pivotal', 'fine' or 'influential' examples of their class.

Following the redevelopment of the broader site, they sit in a much-altered context. Other than for the siting of the two towers themselves, there is little to no evidence of original planning and landscape treatment as delivered by the HCV in the 1960s.

No evidence has come to light to suggest that 20 Elgin Street and 141 Nicholson Street have a strong or special association with a particular present-day community that would be understood as 'resonating across the broader Victorian community'.

20 ELGIN STREET AND 141 NICHOLSON STREET, CARLTON



DATE INSPECTED	11 July 2024	CURRENT HERITAGE CONTROLS	N/A
DATE OF CONSTRUCTION	1966-68	TOWER TYPOLOGY	Point Block/Corridor
LEVELS	16 (both towers)	CONSTRUCTION	Reinforced concrete frame & red brick in fill
DESIGNER/ARCHITECT	McIntyre McIntyre & Associates	BUILDER	Clements Langford/Van Driel
ENGINEER	Wearing Smith & Gloury	OTHER	—



Figure 1 View at the corner of Palmerston Street looking south-east (Lovell Chen, July 2024)



Figure 2 No. 141 Nicholson Street viewed from the north-west (Lovell Chen, July)



Figure 3 No. 20 Elgin Street, view from the south (Lovell Chen, July 2024)

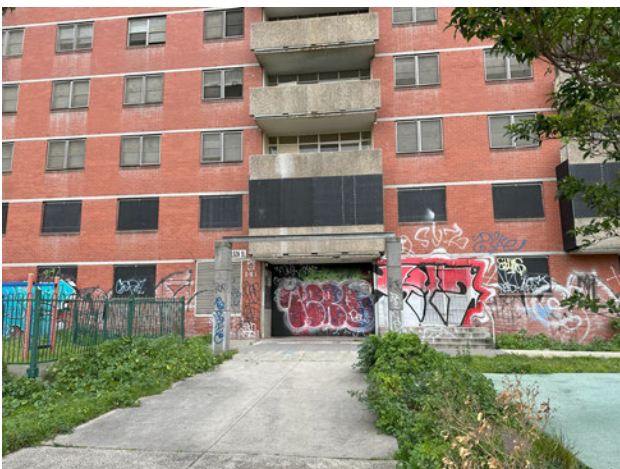


Figure 4 No 141 Nicholson Street main entry (Source: Lovell Chen, July 2024)

HISTORICAL CONTEXT

The two red brick towers at 20 Elgin Street and 141 Nicholson Street were constructed in 1966-68, in the middle-to-latter stages of the Housing Commission of Victoria's (HCV) towers programme.

Carlton became a focus of the work of the HCV by 1960, following the release of the Shaw-Davey investigation of slum reclamation areas. The report identified 74.2 acres (30 hectares) of the suburb requiring 'immediate attention', comprising almost the entire area bound by Nicholson, Princes, Elgin and Lygon streets.¹

By April 1961, an area bound by Canning, Palmerston, Nicholson and Elgin streets was declared 'ready for demolition'.² Construction of low-rise walk-up blocks of flats commenced that year³ – the Canning Street walk-ups can be seen in an oblique aerial of 1964-65 (Figure 5). High rise towers of 20 storeys were constructed at the Reeves Street and High Street estates from 1964, with construction on the second tower conducted at such a pace that one floor comprising nine flats was built per week.⁴ The Carlton Estate became the most densely populated of the HCV estates, at 247 people per acre.⁵



Figure 5 View of Carlton, looking south-east towards Fitzroy, 1964-65: walk-up blocks at the HCV's Palmerston Estate indicated
Source: Housing Commission of Victoria, *Annual Report, 1964-65*, p. 10

- 1 'Twenty-second annual Report of the Housing Commission Victoria, for the period 1 July 1959 to 30 June 1960', 1960, Parliament of Victoria Library, p. 31.
- 2 *The Age*, 7 April 1961, p. 2.
- 3 'Twenty-third annual Report of the Housing Commission Victoria, for the period 1 July 1960 to 30 June 1961', 1961, Parliament of Victoria Library, p. 14.
- 4 Renate Howe (ed.), *New Houses for Old: Fifty Years of Public Housing in Victoria, 1938-1988*, Ministry of Housing & Construction, Melbourne, 1988, p. 146.
- 5 Peter Mills, *Refabricating the towers: The genesis of the Victorian Housing Commission's high-rise estates to 1969*, Thesis submitted for Doctor of Philosophy, School of Philosophical, Historical and International Studies, Faculty of Arts, Monash University, 2010, p. 290.

The red brick towers were the last HCV towers to be constructed in Carlton. The four towers at the north end of Lygon and Drummond streets were constructed in 1965-67, and other areas of Carlton had been cleared and developed for walk-ups and other forms of public housing, including those to the west on Canning and Palmerston streets.

The completion of the red brick towers coincided with the rise of local opposition to the 'slum clearance' activities of the Commission. The HCV's announcement in early 1969 of its intention to clear the block bounded by Lee, Lygon, Princes and Drummond streets prompted outrage and protest. In response, the Carlton Association was formed as an action group comprising activists, local residents and would-be renovators, as well as those interested in history, heritage and architecture.⁶

PLACE HISTORY

At its meeting of 2 February 1965, the HCV determined to investigate the construction of a 'point block' tower of 12 storeys on the Carlton (Palmerston Street) Reclamation Area. The tower was to be 'based on the 'Edmonton' flats inspected by the HCV Chairman on his recent visit to Britain' (Figure 6).⁷ The Edmonton flats was an experimental project developed by Edmonton Borough Council in North London working with the Building Research Station and the Reinforced Concrete Steel Co. Ltd, as a design for 17-storey flat block that could be constructed efficiently and at cost effectively. The design comprised precast load-bearing floor and wall panels and stair units, there were also non-load-bearing panels with glazed tiles. The panels were to be cast in vertical batteries (using a 'continuous' casting method) instead of on horizontal tables.⁸

The HCV's plans were for two three-bedroom, two two-bedroom and two one-bedroom flats on each floor, a different layout from that of the 'Edmonton' blocks which has one three-bedroom, three two-bedroom and two one-bedroom flats. The intent was that they would similarly be constructed of battery cast panels. The HCV Annual Report for 1965 noted that the battery casting method had previously been trialled in the Lone Person units in Inkerman Street St Kilda; in that case the panels were produced in a battery at the CHP factory but for later towers it was anticipated the batteries would be on site.⁹

Eventually, in April 1966, the HCV called tenders for a battery cast panel building designed by the HCV's in-house architects, with a 'design and tender' option to tender for a design using a concrete frame with flat plate floors and external walls of brick.¹⁰ The design and tender option was to retain the layout of the HCV's design but capitalise on any economical methods that might be proposed by the industry.¹¹ Interestingly, the HCV had determined that the Concrete Housing Project could provide pricing for the pre-cast concrete but was not invited to tender for the project as a whole.¹²

Clements Langford Pty Ltd's tender for the concrete frame option was accepted in February 1967, subject to the provision of contract documents to be subject to review by the Commission's structural engineer WP Brown and

6 David Beachamp and Frank Strahan, 'Fighting for Carlton: the Carlton Association', in Yule, Peter (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2005, p. pp. 156-157.

7 Extract of Minute, HCV meeting no 1721 – 2 February 1965, VPRS 1808/P/000, unit 000043

8 'Battery Casting', pamphlet by the Reinforced Concrete Co, VPRS 1808/P/000, unit 000043

9 HCV Annual Report, 1965, p. 9.

10 *The Age*, 23 April 1966, p. 12.

11 Extract of Minutes, Commission meeting no 1765, 20 December 1965, pamphlet by the Reinforced Concrete Co, VPRS 1808/P/000, unit 000043

12 Memorandum General Manager Concrete House Project from RR Prentice, HCV Chief Architect, 1 March 1966, VPRS 1808/P/000, unit 000043

Associates.¹³ By that time it had been determined by the HCV that the tower would be 16-storeys in height and there would be a second 'twin' tower on the site.¹⁴ Clements Langford's architects for the 'design and tender' option were McIntyre, McIntyre and Associates.

The reason for the choice of brick infill panels is unclear, however the use of 'external clay brick facing' was referenced in an internal HCV memorandum pre-tender as a requirement for any alternative 'design and tender' concrete frame options.¹⁵ It was later reported that the Minister for Housing requested the HCV consider one block faced in red brick and the other in cream. The HCV Director Jack Gaskin's initial response to this was that it was unlikely to be 'aesthetically acceptable'.¹⁶ The HCV's superintending architect, P O'Neill, preferred neither red nor cream but rather 'one of the preferable wire cut brick colours, which are now readily available', noting that 'different colours would add disunity, and bad taste'.¹⁷ It appears that the design by Clements Langford's architects, McIntyre, McIntyre & Associates included red bricks. There was, however, some discussion about the colour, and HCV Chief Architect Roy Prentice recommended a variation for tan bricks in lieu of red bricks, but it was agreed that red bricks would be used.¹⁸ There may also have been pressure on the HCV to deliver more variety of built form in its high-rise programme; the 1968 Annual Report noted that the first of the two red brick Carlton towers achieved 'variety in appearance' and that another block with similar external appearance was under construction.¹⁹

McIntyres remained architects for the second tower (known as Block 7) but the contract for this was let separately to a different contractor, Van Driel Pty Ltd, in April 1968.²⁰

In 1971, the Minister for Housing referenced the 20 Elgin and 141 Nicholson Street towers as evidence that the private sector would not necessarily deliver high-rise flats to the same design and finish as the Commission for less cost, noting that 'these flats were 11 per cent dearer than those built by the Commission in the same period'. This was in response to a claim from the Carlton Association that private developers would be more cost-effective.

McIntyre, McIntyre & Associates: McIntyre, McIntyre & Associates - subsequently McIntyre McIntyre & Partners and McIntyre Partnership - was established in 1962 as following the merger of Peter and Dione McIntyre's architectural practice with that of Peter's father, Robert A McIntyre. Prior to this, Peter and Dione's work involved small-scale domestic projects. Peter's work in particular focused on the interplay of function and structure, where he experimented with cantilevered and tensile structures. Peter McIntyre gained public recognition with the commission for the Melbourne Olympic Swimming Stadium (1952-6) in collaboration with architects, Kevin Borland and John and Phyllis Murphy, and engineer Bill Irwin.

Following the McIntyre merger, the new firm took on more commercial commissions, and designed a number of hotels and hospitality ventures as well as skiing and alpine architecture. In central Melbourne, the firm completed the Kings Parkade car park in Little Collins Street (1966) with a two-level glazed office over the carparking floors, and commercial office buildings such as at 170 William Street (1968), 150 Lonsdale Street (1969), 178-188 William Street (1972-73) and Australia Pacific House at 136-144 Exhibition Street (1975-78). Other work included the adaptive reuse

13 Chief Architect's Branch to Clements Langford Pty Ltd, 26 August 1966, VPRS 1808/P/000, unit 000043

14 Chief Architect's Branch to Loble, Treidel & Partners (services engineers), 12 October 1966, VPRS 1808/P/000, unit 000043

15 Memorandum superintending architect to Chief Architect, 14 February 1966, VPRS 1808/P/000, unit 000043

16 Memorandum (internal) to senior Commission staff, 27 October 1966, VPRS 1808/P/000, unit 000043

17 Memorandum P O'Neill to Chief Architect, 28 October 1966, VPRS 1808/P/000, unit 000043

18 Minutes of Conference dated 26 January 1966, VPRS 1808/P/000, unit 000043. A variation for the use of Glen Iris Cherry-red wire cut bricks was approved on 9 March 1967. Correspondence Chief Architect's Branch to Clements Langford 9 March 1967, VPRS 1808/P/000, unit 000043

19 HCV Annual Report 1968, p. 5.

20 Correspondence, HCV Chief Architect's Branch to McIntyre, McIntyre Pty Ltd, 1 April 1968.

and conversion of the early twentieth century Henry Jones Jam Factory in Prahran into an up-market shopping centre (1974) and the design for Melbourne's Parliament Station (1973-82).²¹

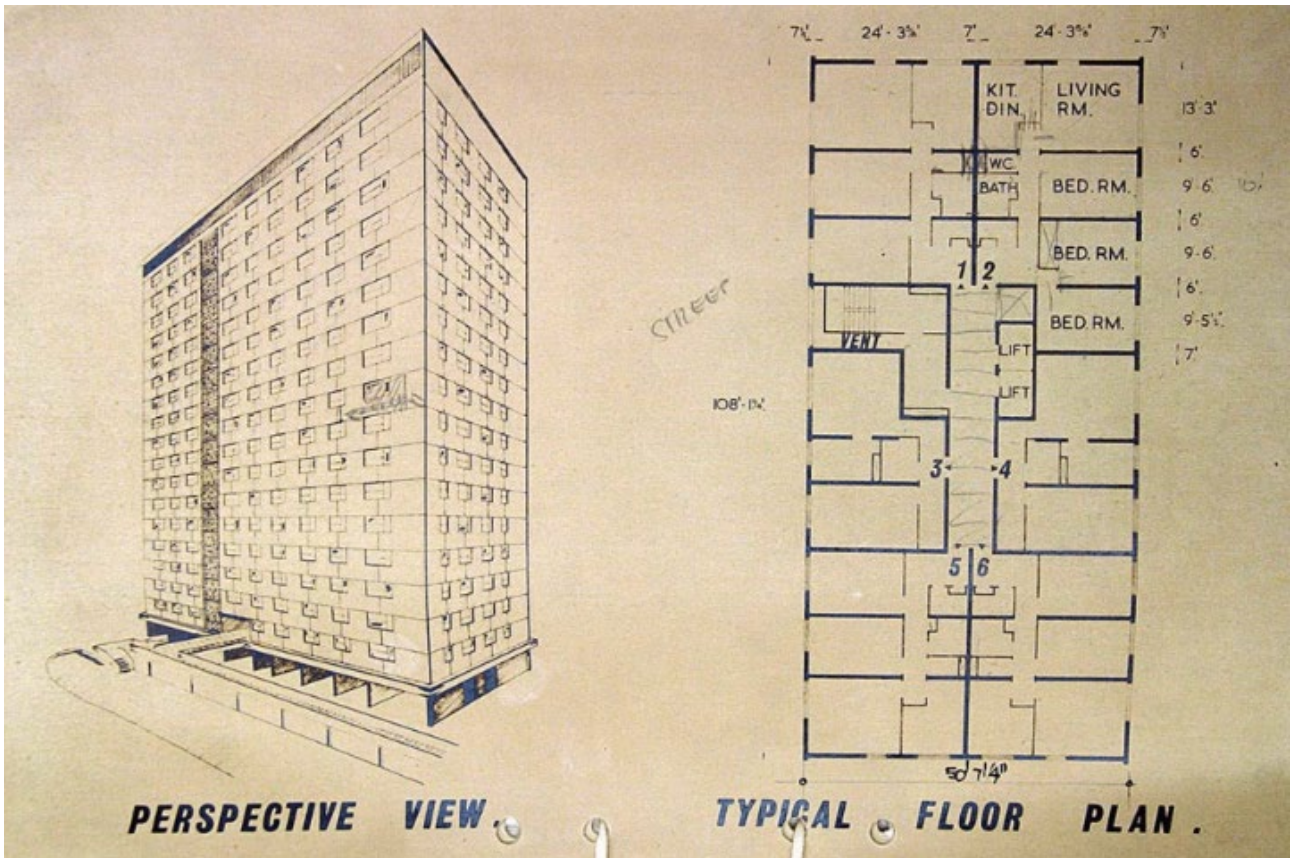
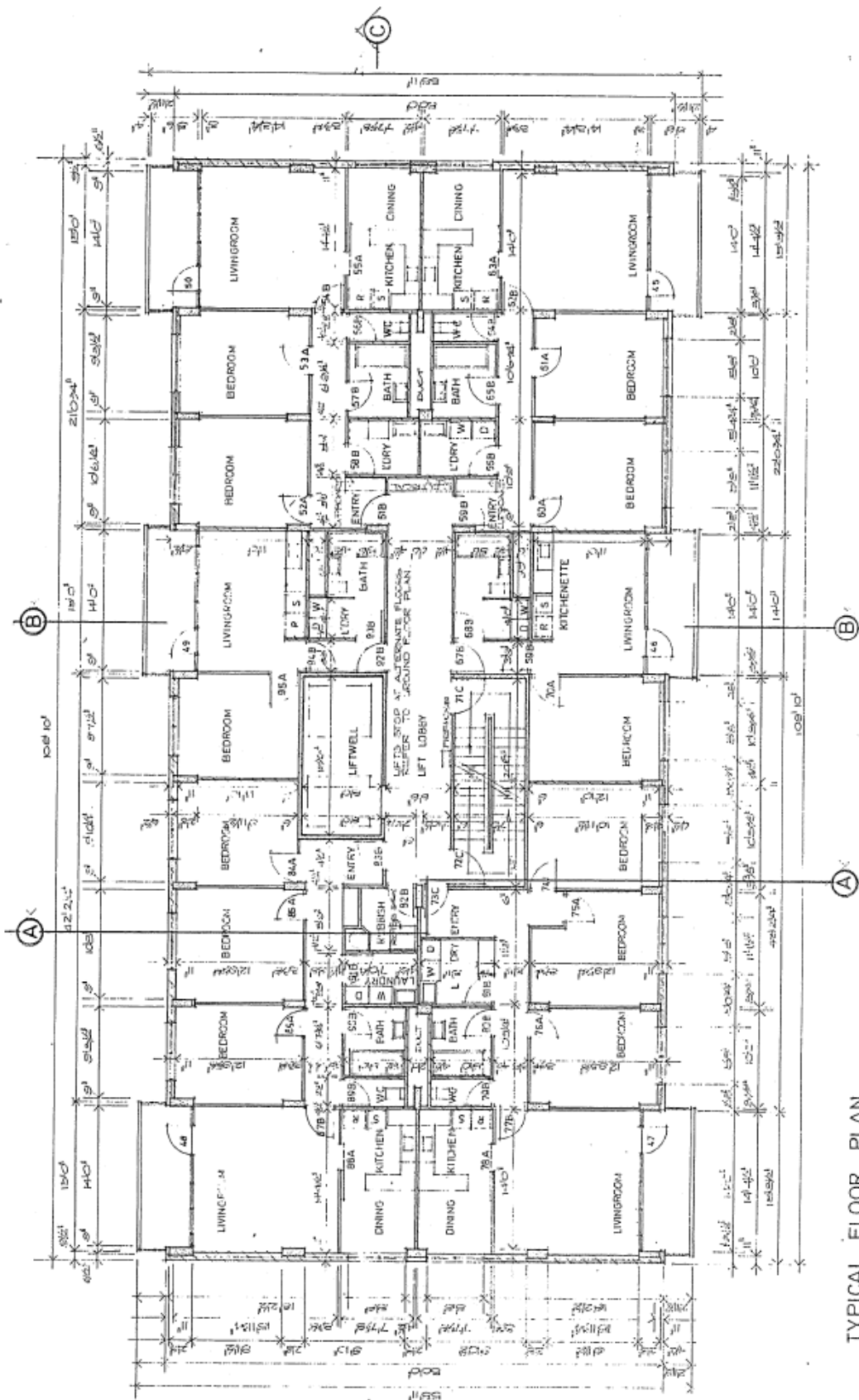


Figure 6 Edmonton block perspective view and typical floor plan
 Source: 'Battery Casting', pamphlet by the Reinforced Concrete Co, VPRS 1808/P/000, unit 000043

21 Drawn from Philip Goad, 'McIntyre, Peter & Dione, and 'McIntyre Partnership' in P Goad, J Willis (eds), The Encyclopaedia of Australian Architecture', pp. 443-445.



TYPICAL FLOOR PLAN

Figure 7 Typical floor plan of the two 'red brick' towers McIntyre McIntyre, January 1968
 Source: VPRS 1808/P/000, unit 000043, Homes Victoria



Figure 8 Aerial photograph, December 1969, showing completed towers
Source: Historical Aerial Photography Collection, Landata, SERV

DESCRIPTION AND INTEGRITY

Description

The two 16-storey towers are planned as a hybrid corridor/point block design (the majority of flats being accessible from a central lift core and stair). They are anomalous in the context of the HCV tower types with a plan form loosely based on the British Edmonton flat block model but varied in terms of the details of their internal planning and through the inclusion of projecting concrete balconies with an aggregate finish across the long western and eastern elevations.

The towers were delivered by the successful contractor in the form of a reinforced concrete frame design with brick infills, as compared with the loadbearing pre-cast panel model developed by the HCV and applied widely across its high-rise residential portfolio.

Integrity

Nos 141 Nicholson and 20 Elgin streets retain their prevailing characteristics and form as high-rise residential towers of the 1960s. The red brick infill panels to the external elevations, and the aggregate balconies are also extant. The condition of the structures is fair, and consistent with buildings of their age, use and construction, including some evidence of localised decay to the exteriors.

The site as a whole has undergone extensive change. The 1969 aerial (Figure 8) shows a landscaping layout with areas of lawn, paths, carparking and a large playground area between the towers and much of this landscaping treatment remained until relatively recently (see Figure 9). Starting in c. 2011, however, the broader site has been extensively redeveloped, including the demolition of the walk-ups to the west on Canning and Palmerston streets; construction of new residential development fronting Palmerston, Canning and Elgin streets; and construction of two new towers on the eastern side of the site in the spaces formerly occupied by carparking and playground/open space (Figure 10).



Figure 9 Satellite imagery from 2009
Source: Nearmap, capture date 12 October 2009



Figure 10 Recent satellite imagery showing the extent of redevelopment across the site
Source: Nearmap, capture date 23 June 2024

COMPARATIVE ANALYSIS

As noted, the 20 Elgin and 141 Nicholson street towers were constructed at the latter end of the HCV's high-rise programme, including tower developments at South Melbourne (1962), North Melbourne (1963) Flemington (1965) and the 20 storey towers on Drummond and Lygon streets, also in Carlton (1965-66). The pair include a number of minor variations in the context of the HCV's broader high-rise portfolio. They are somewhat unusual in their planning, with a singular rectangular plan form (or single-wing) accommodating an internal approximating a point block arrangement (flats accessible from a central lift lobby). This is as compared with the prevalent Z-Type and the Y, T and E types. Also uncommon in the group is the use of balconies, with the first HCV tower (200 Dorcas Street, South Melbourne, 1962, Figure 11) being an earlier example. The use of red brick infill panels was anomalous in the HCV group, and was not replicated. The towers are also unusual as HCV high-rise towers that involved an architectural practice (McIntyre, McIntyre and Associates, see also commentary below). Again, this was an approach that was not influential or replicated.

In relation to the work of McIntyre, McIntyre & Associates, the buildings can be compared, in broad terms, with later office towers designed by the practice in the central city, including the 29-storey 150 Lonsdale Street (recently refurbished, 1969), 178-188 William Street (1972-73) and Australia Pacific House at 136-144 Exhibition Street (1975-78, see Figure 12), the latter recently added to the Heritage Overlay in the Melbourne Planning Scheme (HO1331).

It is the innovative design work of the early post-World War II war period for which McIntyre is best known. Domestic projects (Figure 13), including the Snelleman House, Ivanhoe East (1954, VHR 2822), the Grant House, Beaumaris (1956, VHR H2392) and his own River House, Kew (1955, Boroondara HO72), demonstrate an inventiveness of form, engineering and planning. Such designs were often in response to topography and the scarcity of building materials in the years after World War II. The modestly-scaled Snelleman House, for example, worked with the downwards slope of its site, curving in a narrow 'reverse J shape' plan, enabling the retention of two large extant gum trees at the request of the client.²² Larger commissions, such as the Olympic Swimming Stadium, and the Rush Stand at Victoria Park (1966, as McIntyre, McIntyre & Associates) also employed 'structural daring' characteristic of McIntyre's early residential works.²³ The 1962 amalgamation of the office of Peter and Dione McIntyre with Peter's father, Robert McIntyre to form McIntyre, McIntyre & Associates, was a commercial decision which resulted in hotel and other hospitality projects.²⁴ A later residential project, City Gardens, North Melbourne (1970), employed split levels and expressed concrete external stairs to 'break up' the red brick facades of the apartment blocks.²⁵

In terms of significance, however, the HCV towers are of only minor interest when viewed in the context of the varied and distinguished body of work produced by the practice over decades and the early post-WWII work of Peter and Dione McIntyre in particular, notably the Olympic Swimming Stadium of 1956 (Figure 13).

²² 'VHR H2822 – Snelleman House', Heritage Victoria, statement of significance, Victorian Heritage Database, <https://vhd.heritagecouncil.vic.gov.au/places/162353>, accessed 26 July 2024.

²³ Philip Goad, 'McIntyre, Peter & Dione' and 'McIntyre Partnership', in Philip Goad and Julie Willis (eds), *Encyclopedia of Australian Architecture*, Cambridge University Press, Port Melbourne, 2012, pp. 443-445.

²⁴ Philip Goad, 'McIntyre Partnership', in Philip Goad and Julie Willis (eds), *Encyclopedia of Australian Architecture*, Cambridge University Press, Port Melbourne, 2012, p. 445.

²⁵ 'History', City Gardens, www.citygardens.org.au, via <https://web.archive.org/web/20230224103529/https://www.citygardens.org.au/history>, accessed 26 July 2024.



Figure 11 200 Dorcas Street, an earlier example featuring balconies
Source: Homes Victoria



Figure 12 Former Australia Pacific House,
136-144 Exhibition Street,
1975-1978
Source: Statement of
Significance, Melbourne
Planning Scheme



Figure 13 Snelleman House (left) and River House (right)
Source: Heritage Victoria (left) and National Trust of Australia (Victoria) (right), Victorian Heritage Database



Figure 14 Former Olympic Swimming Stadium, Kevin Borland, Peter McIntyre, John and Phyllis Murphy, 1956
Source: Victorian Heritage Database

ASSESSMENT AGAINST HERITAGE COUNCIL OF VICTORIA CRITERIA

The assessment below is based on, *The Victorian Heritage Register Criteria and Threshold Guidelines, assessing the cultural heritage significance of places and objects for possible state heritage listing*, endorsed by the Heritage Council of Victoria, 6 December 2012, reviewed and updated 1 December 2022.

CRITERION	ASSESSMENT	APPLICATION
CRITERION A Importance to the course, or pattern, of Victoria’s cultural history	<p>The Step 1 test (applicability of the criteria) is met. The high-rise public housing towers at 20 Elgin and 141 Nicholson streets have a clear association with the history of public housing in Victoria generally and more specifically with the Housing Commission of Victoria’s high-rise tower programme of the 1960s and early 1970s. There is evidence of the historical association, both physical and documentary.</p> <p>The Step 2 test (for State significance) is not met. The two towers do not allow the clear historical association to be understood better than most other places or objects in Victoria with substantially the same association.</p>	Criterion does not apply at the State level

CRITERION	ASSESSMENT	APPLICATION
<p>CRITERION B</p> <p>Possession of uncommon, rare or endangered aspects of Victoria’s cultural history</p>	<p>The Step 1 test is only partially met. While the two towers have an association with historical processes and events (as for Criterion A), they do not have rare or uncommon features for the purposes of this criterion.</p> <p>In considering 20 Elgin Street and 141 Nicholson Street within the broader group, they are unusual in terms of their internal planning (hybrid point block/corridor) and their use of red brick instead of precast panels to the external elevations. The use of balconies is also not common in the group. These are, however, minor design/planning variations rather than aspects of importance. Moreover, these attributes are clearly not rare in the broader context of residential towers of the post-war period generally.</p> <p>It is noted that exclusion guidelines XB1 (low or questionable importance of attribute), XB2 (dependence on too many qualifiers) and XB5 (uniqueness rather than rarity is claimed) are applicable.</p>	<p>Criterion does not apply at the State level</p>
<p>CRITERION C</p> <p>Potential to yield information that will contribute to an understanding of Victoria’s cultural history</p>	<p>The Step 1 test is not met. Further investigation of or research into the public housing towers at 20 Elgin and 141 Nicholson streets has limited potential to yield evidence of heritage significance that is not currently visible, well understood or available from other sources.</p>	<p>Criterion does not apply at the State level</p>
<p>CRITERION D</p> <p>Importance in demonstrating the principal characteristics of a class of cultural places and objects</p>	<p>The Step 1 test is met, in that the place is one of a class of places (public housing towers) that has a clear association with the history of public housing in Victoria generally and more specifically with the Housing Commission of Victoria’s high-rise tower programme of the 1960s and early 1970s.</p> <p>The Step 2 test is not met. Whether considered in isolation or in aggregate, the towers are not ‘a notable example of the class in Victoria’, having regard for the guidance provided by Reference Tool D.</p> <p>In the first instance, the buildings are not <i>fine</i> examples; while they display characteristics typical of the class of place (siting, form and understated utilitarian design), they are outliers in that context by virtue of the use of red brick <i>in lieu</i> of precast concrete. Following the redevelopment of the broader site, they are also in a much-altered context and other than for the siting of the two towers themselves, there is little to no evidence of original planning and landscape treatment. The towers were not influential or pivotal, either in the context of the HCV towers programme or in the broader context of residential tower design.</p>	<p>Criterion does not apply at the State level</p>

CRITERION	ASSESSMENT	APPLICATION
<p>CRITERION E</p> <p>Importance in exhibiting particular aesthetic characteristics</p>	<p>The Step 1 test is not met. As for most of the HCV high-rise public housing towers, historically 20 Elgin Street and 141 Nicholson Street have been local landmarks by virtue of their contrasting scale and form in the low-rise context. This effect has been diluted somewhat by the construction of buildings of substantial scale on the same site. In any event, scale and visual prominence in the urban environment do not necessarily equate to aesthetic value in a heritage context.</p> <p>In terms of aesthetic qualities arising from their architectural design, the design of the towers presents as capably resolved by McIntyre, McIntyre & Associates based on the requirements and design work of the HCV, but not of architectural distinction for the period. The buildings would not rank highly in the work of the practice, which in its various iterations, was responsible for far more innovative and accomplished designs, a number of which are included in the VHR.</p> <p>It is accepted that the HCV towers share particular visual/design characteristics that are consistent and highly recognisable across the group as a whole. They are easily understood and identifiable, and they loom large, both physically and in popular culture. As part of this, depending on the viewer, the towers may evoke a positive or negative response. This is not interpreted as an aesthetic value, however, rather it relates to the broader understanding of the towers as part of our collective history.</p> <p>Considering the Step 2 tests, no evidence has been uncovered to date that the towers have been recognised within the architecture profession or more widely as ‘out of the ordinary’ or ‘outstanding’ on the basis of their architectural design or other aesthetic qualities.</p>	<p>Criterion does not apply at the State level</p>
<p>CRITERION F</p> <p>Importance in demonstrating a high degree of creative or technical achievement at a particular period</p>	<p>The towers at 20 Elgin Street and 141 Nicholson Street were of conventional construction – reinforced concrete frame design with brick infill panels. No information has come to light to indicate that the structure or design of the towers represented a creative or technical achievement of note for the period.</p>	<p>Criterion does not apply at the State level</p>
<p>CRITERION G</p> <p>Strong or special association with a particular present-day community or cultural group for social, cultural or spiritual reasons</p>	<p>Social value has not been investigated specific to 20 Elgin and 141 Nicholson street. The following comments are general in nature.</p> <p>It is possible that communities comprising tenants (or potentially broader communities) exist and are found to have a strong association with particular towers in the group. There may also be evidence of a time-depth to that attachment, in that there may be towers where individuals, families or a broader community have a long-standing relationship with the place. On this basis, it is possible that Criterion G Step 1 test would be met and there is social value present. It is, however, considered very unlikely that</p>	<p>Criterion does not apply at the State level</p>

CRITERION	ASSESSMENT	APPLICATION
	<p>social value found to be demonstrated for a specific tower or HCV site would meet the Step 2 (State-level) test. It is difficult to conceive of an attachment to a single tower as one that would ‘resonate across the broader Victorian community’.</p>	
<p>CRITERION H Special association with the life or works of a person, or group of persons, of importance in Victoria’s history</p>	<p>It is not considered that this criterion applies to 20 Elgin Street and 141 Nicholson Street. As is the case for all of the high-rise public housing towers, the strength of association is primarily with the HCV, as opposed to a ‘person or group of persons’.</p> <p>Further, the towers do not allow their association with architect Peter McIntyre (and McIntyre, McIntyre & Associate), to be more readily appreciated than most buildings designed by him or his office. McIntyre is arguably most strongly associated with his ‘high tech’ or functionalist designs of the 1950/60s.</p>	<p>Criterion does not apply at the State level</p>

CONCLUSION

The high-rise public housing towers at 20 Elgin Street and 141 Nicholson Street, Carlton do not satisfy any of the Heritage Council of Victoria criteria and are not of heritage significance to Victoria.

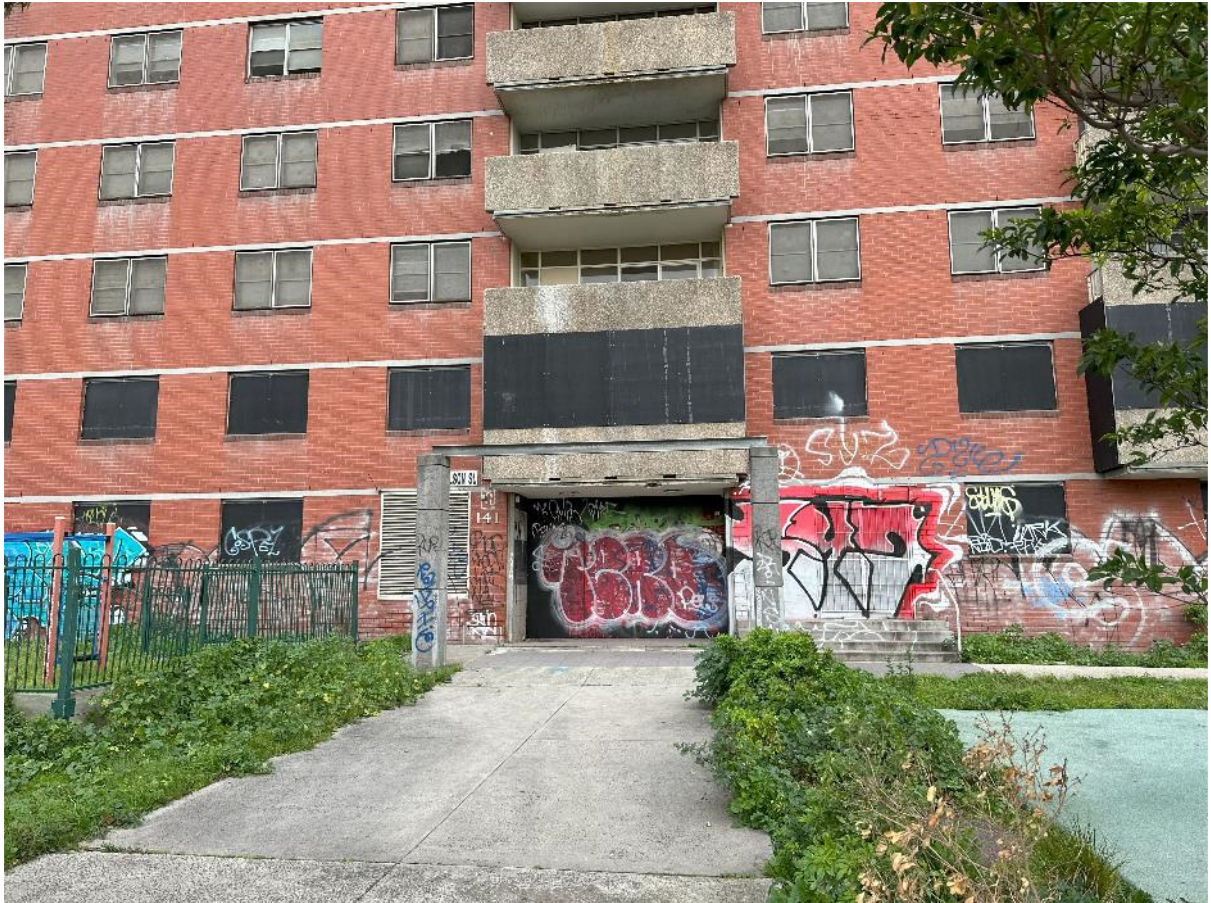


PALMERSTON STREET

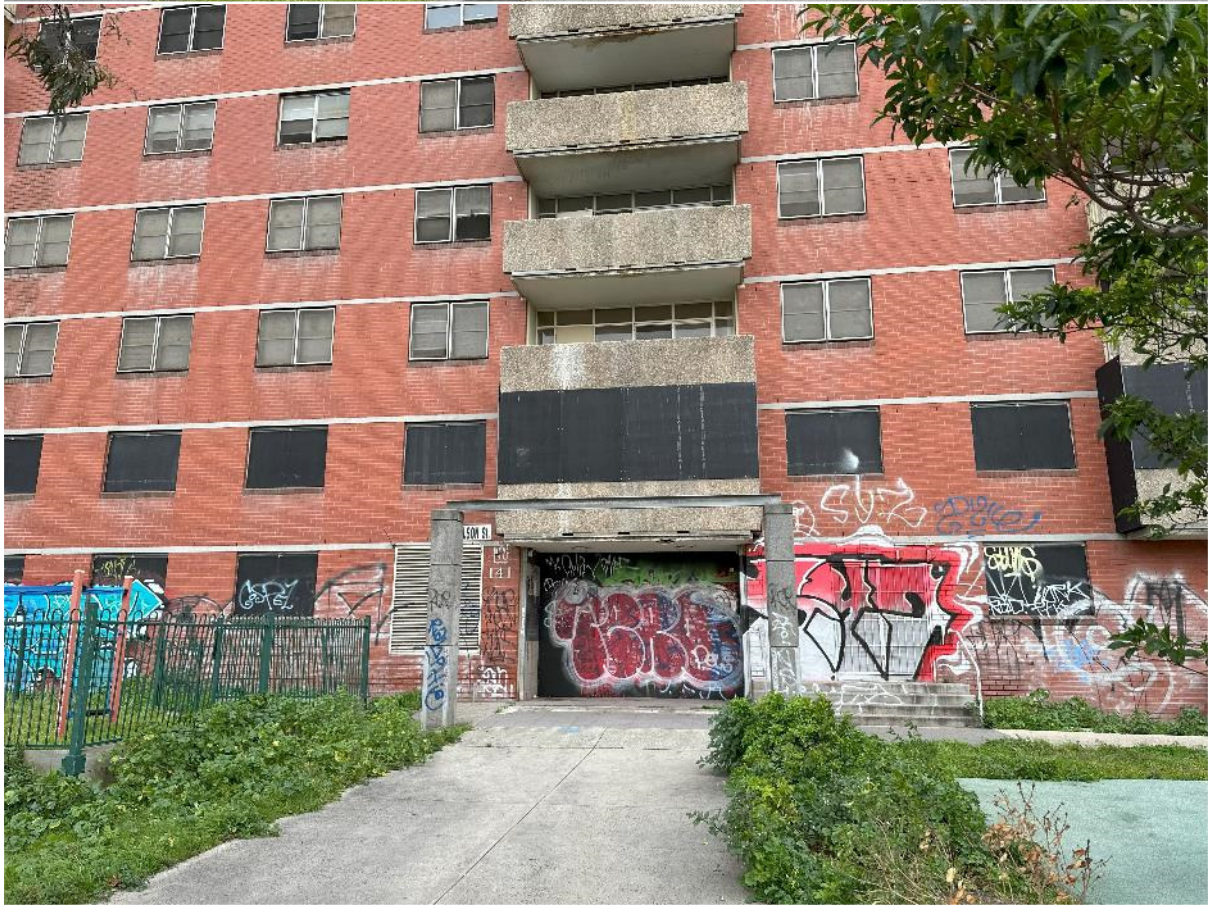
CANNING STREET

ELGIN STREET

NICHOLSON STREET



















Interior Photos, 20 Elgin Street



January 2022, 20 Elgin Street, lobby. Source: Homes Victoria.



January 2022, View from living room window of an Elgin Street Tower flat towards Collingwood. Source: Homes Victoria.



January 2022, View from balcony of an Elgin Street Tower flat towards the Nicholson Street Tower. Source: Homes Victoria.



January 2022, 20 Elgin Street, kitchen of a three-bedroom apartment. Source: Homes Victoria.



January 2022, 20 Elgin Street, bathroom of an apartment. Source: Homes Victoria.

**REGISTER SEARCH STATEMENT (Title Search) Transfer of
Land Act 1958**

VOLUME 12540 FOLIO 308

Security no : 124116936005A
Produced 26/07/2024 11:34 AM

LAND DESCRIPTION

Lot S9 on Plan of Subdivision 702725Q.
PARENT TITLE Volume 12140 Folio 495
Created by instrument PS702725Q Stage 8 09/04/2024

REGISTERED PROPRIETOR

Estate Fee Simple
Sole Proprietor
HOMES VICTORIA of 50 LONSDALE STREET MELBOURNE VIC 3000
PS702725Q Stage 8 09/04/2024

ENCUMBRANCES, CAVEATS AND NOTICES

Any encumbrances created by Section 98 Transfer of Land Act 1958 or Section 24 Subdivision Act 1988 and any other encumbrances shown or entered on the plan set out under DIAGRAM LOCATION below.

DIAGRAM LOCATION

SEE PS702725Q FOR FURTHER DETAILS AND BOUNDARIES

ACTIVITY IN THE LAST 125 DAYS

NUMBER		STATUS	DATE
PS702725Q/S8 (B)	PLAN OF SUBDIVISION	Registered	09/04/2024
AX919468C (E)	WITHDRAWAL OF CAVEAT	Registered	19/04/2024

-----END OF REGISTER SEARCH STATEMENT-----

Additional information: (not part of the Register Search Statement)

ADMINISTRATIVE NOTICES

NIL

eCT Control 17223H MADDOCKS
Effective from 09/04/2024

OWNERS CORPORATIONS

The land in this folio is affected by
OWNERS CORPORATION 2 PLAN NO. PS702725Q

DOCUMENT END

Executive Director Request for Further Information under s.36B(1)

Executive Director Request

14 August 2024: Request for a timeline showing the names, locations and dates of all housing commission towers (extant and demolished) built in Victoria.

Provided by applicant

14 August 2024: Draft construction timeline provided.

Draft timeline of construction/completion of HCV high-rise

Abbreviations:

CAB - Chief Architects Branch

CHP – Concrete Housing Project

GC file – HCV General Correspondence file

HCN – Housing Commission News

HCV – Housing Commission of Victoria

HT – Home Truths (HCV newsletter)

Grey shading – demolished

Blue shading – Major parallel events

Date	HCV Estate	Current tower address	HCV Type	Storey	Construction	Description/history	Sources
3/1959						Gaskin and Burkitt report released	
7/1960						Petty report and Shaw and Davey Survey	
12/1960						Second Slum Reclamation Conference	
Completion 5/1964?	'J.J. Holland Park' Altona Street Kensington			8	CHP prefab wall panels, in situ poured slabs	Two 8-storey buildings Demolished. Considered by the HCV as prototypes for the development of later high-rise flats.	Mills, 2010, pp.239-244
Opening 9/4/1962	'Emerald Hill Court Flats'	200 Dorcas St South Melbourne	Double loaded internal corridor access	16	Slip form reinforced concrete	First HCV high-rise tower. The only tower with double-loaded internal corridor access to be built by the HCV. Only tower with balconies until 1967 (20 Elgin/141 Nicholson) Only tower in slip-form reinforced concrete construction. One on-ground and two stilted 4-storey walk-up flats had already been constructed on the site, starting in 1959 (Extant). Hence of interest as an intact estate as well as individual tower. Most walk-ups have been demolished. (A Z form but not one of the Z tower series)	HT Autumn 1962 Mills, 2010, pp.190-99 CAB file VPRS1808/P0 Unit 162 File S23 Moray St Sth Melb Pt1 CAB file VPRS1808/P0 Unit 163 File S23 Moray St Sth Melb Pt2 GC file Mills, 2010,
Opening 30/7/1963	'Hotham Estate'	76 Canning St North Melbourne	Single loaded balcony access	20	Steel frame concrete clad, poured in situ floor slabs.	Preceded by extensive blocks of CHP stilted 4-storey walk-ups (now demolished).	HT Spring 1963 Mills, 2010, 208-212
Opening 23/6/1965	'Debney's Paddock' Later 'Debney Meadows' Later 'Holland Court'	12 Holland Ct Kensington	Z Block Type 61 (now Type 1)	20	CHP panel system Stilted	The first Z tower to be completed. "Australia's highest block of prefabricated flats" (HT 1965). Part of a mixed estate including CHP stilted four-storey walk-ups and CHP three-storey flats on ground finished before the tower (All walk-ups now demolished). Established elements of design including load-bearing transverse rib structure, and a set of prefabricated panels which were used in all subsequent CHP towers. Established open balcony access as dominant type. Jointing system for panels resolved.	HT Autumn-Winter 1965 Mills, 2010, pp.244-250

Date	HCV Estate	Current tower address	HCV Type	Storey	Construction	Description/history	Sources
Finished 4/1966	'Inkerman Heights'	150 Inkerman St 'Inkerman Heights' St Kilda	T block Lone Person	12	CHP panels system Stilted	First of the Lone Person towers, single or in pairs, constructed as part of a plan for six blocks announced in March 1964. Sites were donated by local councils.	Mills, 2010, pp.289-290
	Reeves Street Carlton	478 Drummond Street Carlton (140 Neill St)	Z-block	20	CHP panels system Stilted	Single Z tower as part of a mixed estate along with extensive 4-storey stilted walkups	
Opening 25/11/1966	'Loxton Lodge'	49 Union St (Loxton Lodge) Windsor	Z Type 1 Lone Person	12	CHP panel system Stilted	For elderly citizens Named after local NLA Sam Loxton.	HT Summer 1966
1967						<i>High Living: A Study of Family Life in Flats</i> released by Brotherhood of St Laurence	
1967	'Layfield Court'	150 Victoria Av Albert Park	E-block (Slab)	12	CHP panels system Stilted	Lone elderly citizens	
Opening 27/10/1967		235 Nelson Place 'Nelson Heights' Williamstown	Z-block 61C 2 nd iteration Extra 3 person flat	12	CHP panel system Stilted	First 12-storey Z-tower	
Start 8/1964 Completed 1967/68	'Horace Petty Estate' Prahran	2 Simmons St (67/68) 259 Malvern Rd (67/68) 1 Surrey Road South Yarra	Y-block Y-block Z-block	12 12 12	CHP panels system Stilted	The last and the most fully realized mixed estate, with of high-rise, 3 and 4-storey walkups and town houses. Moderately intact as a mixed estate, including only surviving stilted 4-storey walkups, 3-storey walkups and 2-storey row houses.	
Completed 1968		20 Elgin St 141 Nicholson (67/68)	Point block Point block	16 16	Reinforced concrete column and pre-stressed slab	The project originated as a trial of 'Edmonton Block', British design using battery-cast panels. Then also became a test of relative cost of CHP tenders. Designed to allow construction on the CHP panel system Only towers to have balconies after the Emerald Court tower. Different cladding – red brick as opposed to concrete. The nearest any HCV tower came to a point block – 6 flats to a floor.	Mills, 2010, pp.357-358 HCN December 1967
Start 1966 Finish 1969?		480 Lygon St 510 Lygon St 530 Lygon St	Z-block Y-block T-block	20 12 12	CHP panel system Stilted Battery panels for Y-block	The first tower ensemble estate. Use of battery casting for panels for the Y tower.	
Started 1966 Finished 1969	Boundary Road Extension to Hotham Estate, North Melbourne	33 Alfred St (67/68) 159 Melrose St 12 Sutton St North Melbourne	Y-block T-block Z-block	12/13 12 20	CHP panel system Stilted	First tower-only ensemble estate of three tower varieties to accommodate various stages of the life cycle.	Mills, 2010, pp.288-89
5/1968						'Ronan Point' Newham London collapse	
Start 11/1967 Completion 1969	'Debney Meadows' extension	130 Racecourse Rd 120 Racecourse Road 126 Racecourse Road Flemington	Z-block Types 61L/M/K	3x20	CHP panel system Stilted	The first tower only estate uniformly made up of 20-storey Z-blocks. The first use of modified Z-tower Type 61L, with 3 3-bedroom flats, 6 2-bedroom flats per floor. The first realization of a pure 'towers in the park' scheme, although this was tempered by its proximity to the walk-ups on the adjacent 'Holland Gardens' estate.	Mills, 2010, pp.358-360

Date	HCV Estate	Current tower address	HCV Type	Storey	Construction	Description/history	Sources
						First time young children accommodated all the way up to the 20 th floor.	
Completion 2/10/1969	Park Street tower	32 Park St (Park Towers) South Melbourne	Type-66A Block	30	CHP panel system. Vertical tendons in transverse panels. Stilted	Tallest HCV tower Tallest tower at the time in panel construction Winner of 1969 Annual South Melbourne Architectural Award for residential building built by a government instrumentality. Judged by Robin Boyd and others.	Mills, 2010, 355-357 HCN December 1969 CAB file VPRS 1808/P0 Unit 164 File S26 South Melb. Park St Reclamation Area
Started c1968 Completed 1970	'J.J. Holland Park' 'Holland Estate' Kensington	Derby St 90 Ormond St (1970) 56 Derby St (1970)	J Block? E block (Slab) J block	12 12 12	CHP panel system Stilted	One of original three is demolished	
Completed 1971	Collingwood Estate	229 Hoddle St (1968) 253 Hoddle St (1968) 240 Wellington St (71) Collingwood	Z-block Z-block Z-block	20 20 20	CHP panel system Stilted		
Completed 1971	'Atherton Estate'	90 Brunswick St 140 Brunswick St 95 Napier St 125 Napier St Fitzroy	Z-block Z-block Z-block Z-block	4x20	CHP panel system Stilted	The first tower-only estate with uniform tower types built on slum reclamation land.	Mills, 2010, pp.366-370
1971	'Frank Wilke Court'	1 Holmes St 'Frank Wilke Court' Northcote	Modified Z block Lone persons	12	CHP panel system Stilted	Originally lone pensioner flats.	HCN V.3 No.2 October 1971
Finished Late 1971	Wilson St Brunswick	351 Barkly St Brunswick	Modified Z block Lone persons	12	CHP panel system Stilted	Originally lone pensioner flats.	HCN V.4 No.1 March 1972
1972						Famed demolition of Pruitt-Igoe flats, St Louis Missouri, begins	
1972	'Gaskin Gardens'	172 Gordon St Footscray	T Block	12	CHP panel system Stilted		HCN V.4 No.2 June 1972
1972	'Floyd Lodge'	63 Hanmer St 'Floyd Lodge' Williamstown	E Block (Slab) Lone persons	12	CHP panel system Stilted		HCN V.4 No.2 June 1972
1973	Crown Street Estate	29 Crown St Flemington	E-block (Slab)	12	CHP panel system Stilted		
1973	'Langdon Park'	106 Elizabeth St 108 Elizabeth St 110 Elizabeth St 112 Elizabeth St 139 Highett St Richmond	Z-block 3 rd iteration Z-block 3 rd iteration Z-block 3 rd iteration Z-block 3 rd iteration Z-block 3 rd iteration	20 20 20 20 20	CHP panel system Stilted	Final large highrise estate, highrise only, uniform tower types Third iteration of the Z-block	

Date	HCV Estate	Current tower address	HCV Type	Storey	Construction	Description/history	Sources
1975	King Street Estate	25 King St 25 King St Prahran	T block T block	12 12	CHP panel system Stilted		

Type names 1808 T22