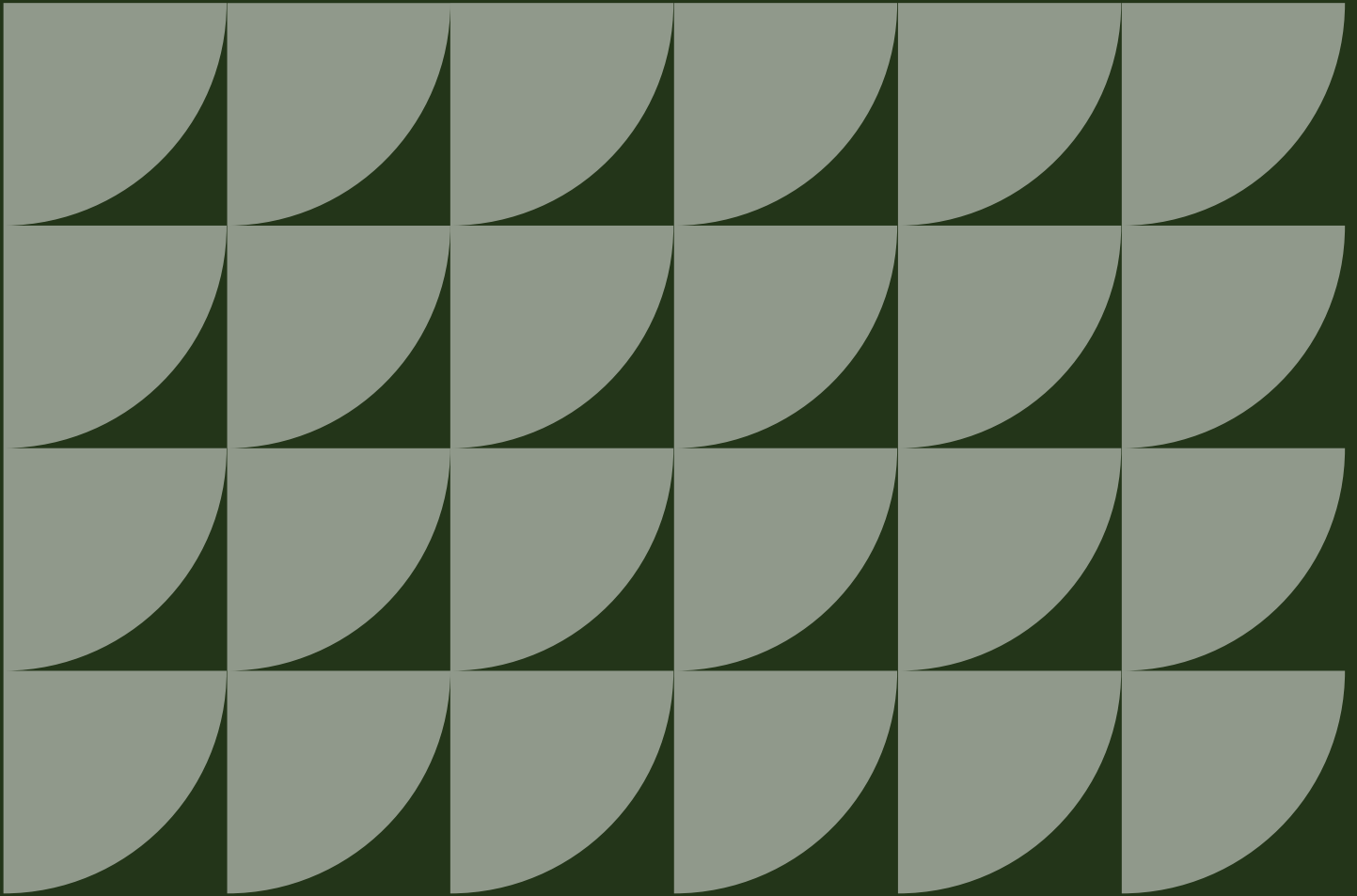




**conservation  
studio**

## **Heritage Impact Statement**

State Government Offices, Geelong (H2451) – Interior security upgrades

30-38 Little Malop Street, Geelong

Prepared for



Government  
Services

**Date:** 21/07/2026

**Revision:** B

## Document Information

| Revision | Date       | Comments         |
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# 1. Project overview

## 1.1 Introduction

– S-10 – Glazing support

This Heritage Impact Statement (HIS) has been prepared for on behalf of the Department of Government Services and forms part of a permit application for proposed interior security upgrade works at the State Government Offices in Geelong.

The State Government Offices in Geelong is included on the Victorian Heritage Register as H2451.

### 1.1.1 Background

In the current arrangement of the foyer and security desk, there are no barriers with people able to freely circulate within the foyer and to the vertical circulation either side. This creates a security risk by allowing visitors unauthorised entry to staff-only lift lobbies.

### 1.1.2 Heritage Victoria pre-application meeting

An onsite pre-application meeting was held with Heritage Victoria during which the proposed works were discussed. Heritage Victoria are generally supportive of the proposed full height glass barrier and limited access points if it will reduce the risk of unauthorised entry to staff-only lift lobbies and maintain visual permeability to the whole foyer and mural.

### 1.1.3 Supporting documents

The following documents are submitted together with this HIS for review and endorsement.

#### *Architectural drawings - Conservation Studio:*

- 25063.0.01 – Site plan, aerial plan & work notes
- 25063.1.01 – Existing & Demolition – Ground floor plan
- 25063.1.02 – Existing & Demolition – Reflected ceiling floor plan
- 25063.2.01 – Proposed – Ground floor plan
- 25063.2.02 – Proposed – Reflected ceiling floor plan
- 25063.2.03 – Proposed – Elevation and detail section
- 25063.2.04 – Speed stiles details
- 25063.2.05 – Security desk details
- 25063.2.06 – Security desk details
- 25063.2.07 – 3D model
- 25063.2.08 – 3D model

#### *Structural drawings - S H Engineering:*

- S-00 – Cover sheet
- S-01 – Project notes
- S-04 – Safety in design register



**Figure 1**  
Aerial image indicating location of subject site at 30-38 Little Malop Street, Geelong. | Source: Nearmap.

## 1.2 Subject site

### 1.2.1 Description and history

The subject site is the State Government Offices building, located at 30-38 Little Malop Street, Geelong.

The intactness of the place is good. The exterior remains largely as it was when constructed. Internally, the foyer mosaic mural remains in place, and some remaining areas of brush-hammered and off-form concrete remain. Otherwise, the interiors have been substantially updated throughout their continued use as government offices.

For the purposes of this HIS, the proposed works are limited to the interior of the building, specifically the ground floor foyer.

The following history is taken from the Victorian Heritage Register citation for the place:

#### *Decentralisation and regionalisation*

*In the 1960s and 1970s, Federal, State and local governments actively pursued policies of decentralisation and regionalisation. In the 1960s,*

*calls to grow regional cities and towns gathered momentum due to rapid growth in Australian capital cities and concerns about rural depopulation. In the 1970s, discussions about decentralisation began to focus on the relocation of manufacturing and service activities into non-metropolitan areas. Federally, the National Urban and Regional Development Authority was established and identified ten regional centres as proposed hubs for development, one being Geelong. Geelong was particularly impacted by the scaling back of import tariffs in the early 1970s due to its reliance on auto manufacturing and related industries and unemployment emerged as a major concern.*

*The State Government's decentralisation policy was aimed to 'check the growth of metropolitan Melbourne and encourage the growth of country Victoria'. As part of the policy, the government encouraged industry and businesses to relocate to regional centres via financial incentives and subsidies in an effort to boost employment. It also pursued the relocation of government jobs from*

metropolitan Melbourne to regional centres. Although the State Government had maintained offices in regional centres since the early twentieth century, the 1970s saw a concerted effort to shift departments and agencies from Melbourne to centres like Geelong. Concurrently, the Victorian Public Offices Corporation was established with the aim of reducing the State Government's reliance on rented premises. During construction, the Geelong State Government Offices was promoted as the first major new building to be commenced under the policy. On its opening, the project was celebrated as the most substantial of the new regional State Government offices completed under the decentralisation policy, with Premier Hamer commenting that 'I know of no matching comprehensive centre in a regional centre in Australia'.

### *Building design and construction*

Calls for a major new State Government office building in Geelong are evident from the late 1960s. The local council pressed for the transfer of government departments from Melbourne to Geelong and for the construction of a new office to be expedited. A commitment to commence the project was made during the 1973 election campaign. The design for the State Government Offices appears to have been completed by the Public Works Department by mid-1975. Premier Rupert Hamer announced that construction would begin on the Geelong State Government Offices in February 1976. Documentation for the building was carried out by the architectural firm Buchan, Laird & Buchan in association with engineers W. L. Meinhardt and Partners. Buchan, Laird & Buchan, which was rebadged as Buchan, Laird & Bawden shortly after the building's completion, was a prolific architectural practice established in Geelong in 1890. After World War II, the firm expanded to take on an array of major commercial, industrial and government projects in Victoria and beyond, including several shopping centres, major buildings for Shell, the Ford administration building in Broadmeadows (1964), and the AMP building in Geelong (1970).

The builders, J. C Taylor, were awarded the contract for the building's construction amid controversy

about the lack of a tendering process. Construction began on the State Government Offices in May 1976. Economic inflation had a significant impact on the cost of the project. The Geelong News reported that at the ceremony marking the commencement of construction in August 1976, it was stated the cost of the building would be \$8.5 million. Two months later, the director of building contractors was unable to estimate the final cost of the project due to the rate of inflation.

The steel framework for the building was well advanced by early 1977, and construction appears to have been completed by late 1978 when the first government tenants moved into the building. The building was officially opened by Premier Rupert Hamer on 20 March 1979. The building was designed to accommodate up to 700 public servants across 22 government departments and agencies, including VicRail, the Public Trustee and the Workers Compensation Board. The building originally contained a staff cafeteria and caretaker's flat on the fifth floor. In reviewing the building, architect and critic Norman Day was somewhat amused by the building but concluded that '[t]he building is a good one. It's gutsy and almost unavoidable...[t]he powerful structure is not loosened by ornament or a mixture of materials. It is formal, clean and simple.' It was nominated in the new building category of the Victorian chapter of the Royal Australian Institute of Architects awards in 1979. Its distinctive architecture has received attention in recent years. It was profiled among just 20 examples of Brutalist architecture in Australia in the Phaidon Atlas of Brutalist Architecture, published in 2020. The building continues to be used as offices for an array of Victorian Government departments and agencies.

### *Brutalism*

An architectural approach that has come to be known as Brutalism emerged from various forces within European architecture in the mid-twentieth century. Particularly emblematic of post-war Britain, Brutalist buildings were typically assertive, featured powerful, blocky forms and were honest in their use of materials and form of construction. They were often the expression of civic intentions of the post-war welfare state and became particularly

associated with the provision of public housing and government buildings. A worldwide phenomenon, Brutalist architecture first appeared in Australia in the 1960s. It was a robust and highly adaptable style suited to institutional buildings, and some of the first examples appeared at university campuses. In Victoria, influential architects Kevin Borland, Graeme Gunn, Evan Walker, and Daryl Jackson adopted the style for major commissions from the late 1960s. Borland and Jackson produced the notable Brutalist design for the Harold Holt Memorial Swimming Centre (VHR H0069), constructed in 1969. During the early 1970s, Brutalism became the style of choice for the union movement, as evidenced by the Plumbers and Gasfitters Union Building (VHR H2307) and Clyde Cameron College (VHR H2192). Brutalism also became influential within the Victorian Public Works Department in the 1970s. During this period, the Department produced buildings that explored various versions of the style, including the fortress-like Footscray Psychiatric Centre (VHR H2395, completed 1976) and the more playful and expressive Moe Courthouse (VHR H2432, completed 1979). Although the popularity of Brutalism diminished through the 1980s, it is now considered a key architectural style of the twentieth century.

#### *Mosaic mural*

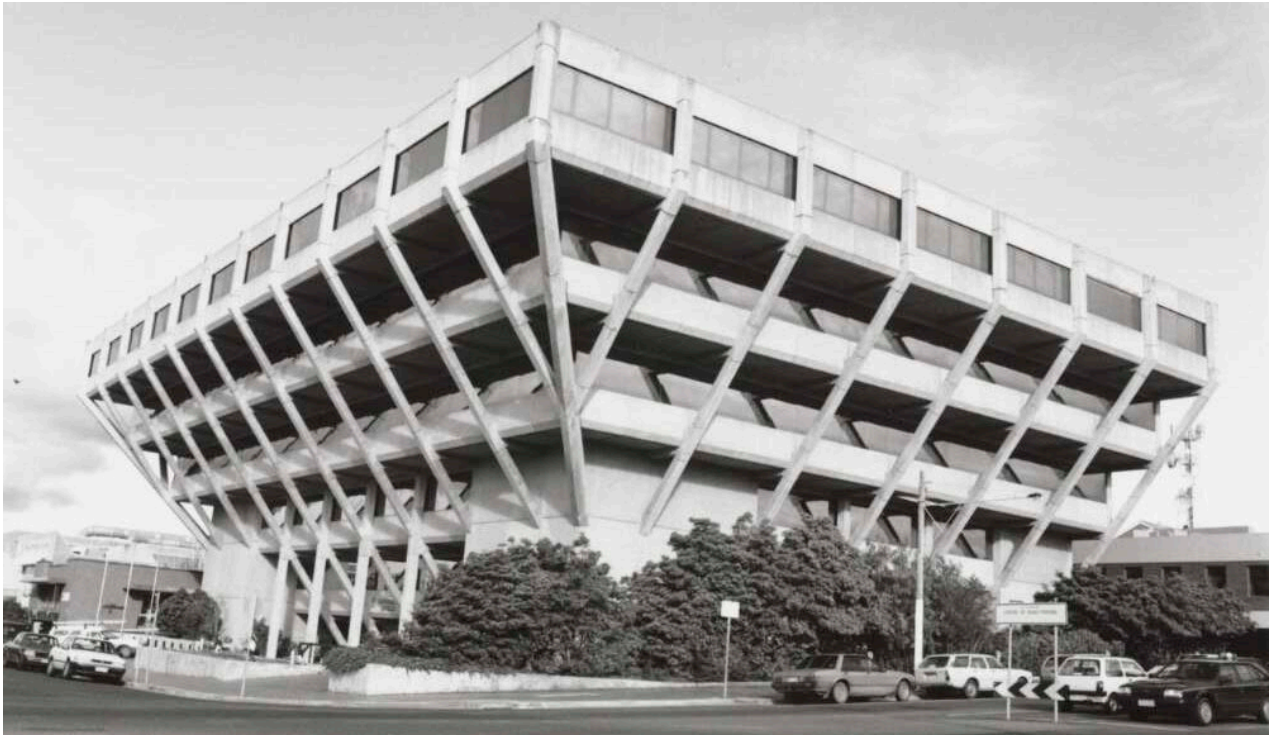
In 1972, the State Government appointed Harold Freedman (1915-99) as State Artist and developed a studio of State Art with the aim of producing public murals to document themes in Victoria's history. The History of Transport Mural for the main concourse of Spencer Street Railway Station unveiled in 1978, was the first to be completed. The expansive painted mural was included in the VHR in 2001 (VHR H1936). It was decided in 1976 that the new major regional government offices should contain murals by the State Artist depicting the region's history. There was, however, debate between Freedman and the building's architects about the placement of the mural, which Freedman had envisioned would be on the exterior. A mosaic mural for the foyer portraying a regional history of Geelong was the negotiated outcome. It took over two years and nearly two tons of glass tesserae to complete. Mosaic was chosen as the medium for the mural due to its durability, as the mural was to

be located in a publicly accessible foyer space.

Research for the mural was carried out by CSIRO scientist Dr Roy Lang, and assistance was provided by David Jack, Joseph Attard, Antonio Barrese and Heather Steele. The mural was produced from 1978 and unveiled in 1980. The 30-metre long mural remains in place in the foyer of the State Government Offices in Geelong. It depicts a late twentieth-century mainstream view of the history of the region. Both its depiction of Aboriginal people and the nature of colonisation are disrespectful by today's standards.



**Figure 2**  
State Government Offices, Geelong, 1979. [Source: National Archives of Australia (NAA: A6135, K11/9/79/5).]



**Figure 3**  
State Government Offices, Geelong. Joyce Evans, 1996. | Source: National Library of Australia (object 142990552).

### 1.2.2 Existing security arrangements

Building access security addressed in this report is limited to the interior of the building, specifically, the public foyer, security desk and entrance of the ground floor from Little Malop Street.

The ground floor interior includes a large public foyer with a security desk located immediately at the entrance between the steel columns encased in concrete. The columns are spaced evenly and are clad in a stone to the front and back in three pieces, and are covered by a painted timber fibre board sheet, or similar, to the sides.

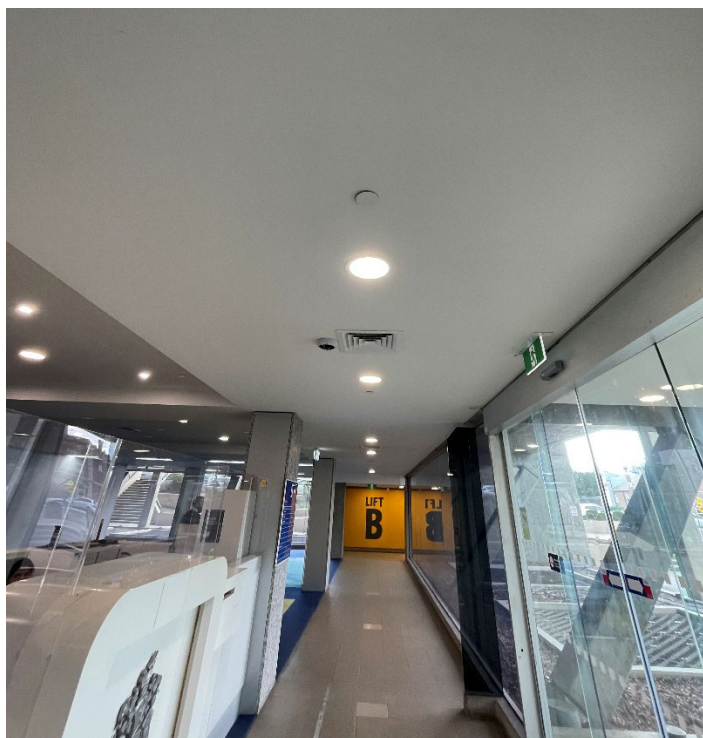
At the rear of the public foyer is a 30-metre long mosaic mural completed by Harold Freeman (1915-99) depicting the Geelong region's history. This mural is currently covered and is not visible within the foyer.



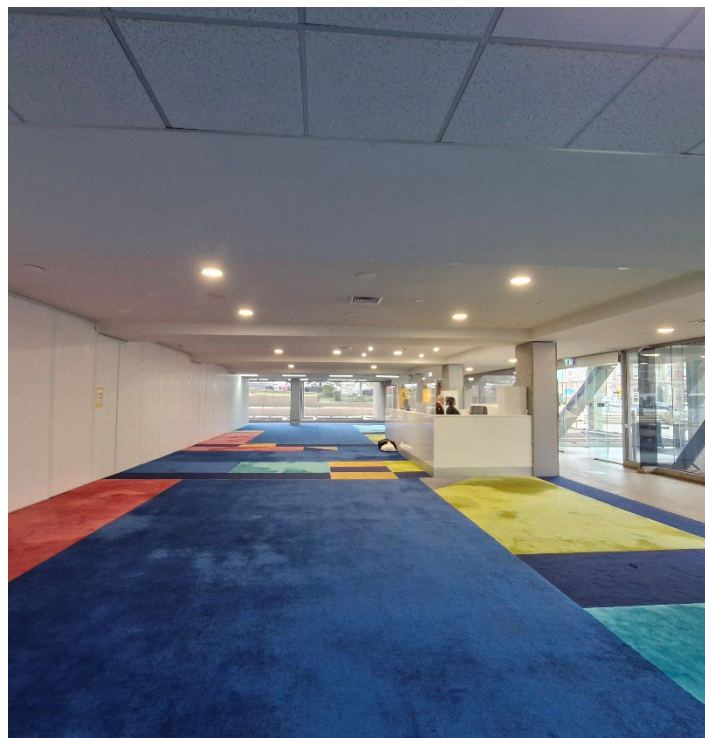
**Figure 4**  
View of the existing security desk from the front entrance.



**Figure 5**  
View of the space between the external glass sliding doors and the security desk. Circulation to Lift A in distance.



**Figure 6**  
View of the space between glass sliding doors and the security desk with circulation to Lift B in the distance.



**Figure 7**  
View of the foyer showing openness and lack visitor movement control.

## 2. Heritage considerations

### 2.1 Statutory controls

The following statutory controls apply to the subject site.

#### 2.1.1 Victorian Heritage Register

State Government Office, Geelong is included on the Victorian Heritage Register (VHR) as H2451, and includes the following description of the extent of registration:

*Heritage Act 2017*

*NOTICE OF REGISTRATION*

*As Executive Director for the purpose of the Heritage Act 2017, I give notice under section 53 that the Victorian Heritage Register is amended by including a place in the Heritage*

*Register: Number: H2451*

*Category: Registered Place*

*Place: State Government Offices, Geelong*

*Location: 30 Little Malop Street, Geelong*

*Municipality: Greater Geelong City*

*All of the place shown hatched on Diagram 2451 encompassing all of Crown Allotment 23A Section 55A Township of Geelong.*

*Dated 18 April 2024*

*STEVEN AVERY*

*Executive Director*

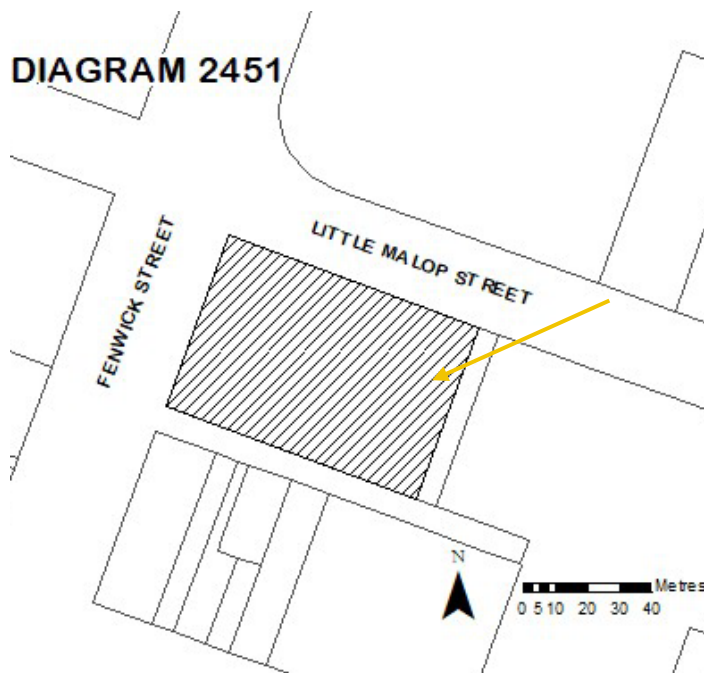
This registration is subject to the provisions of the Heritage Act 2017, and a permit is required to undertake works on the site – including the interior and exterior of the buildings and all the land that forms the extent of registration for the place.

#### 2.1.2 Greater Geelong Planning Scheme Heritage Overlay

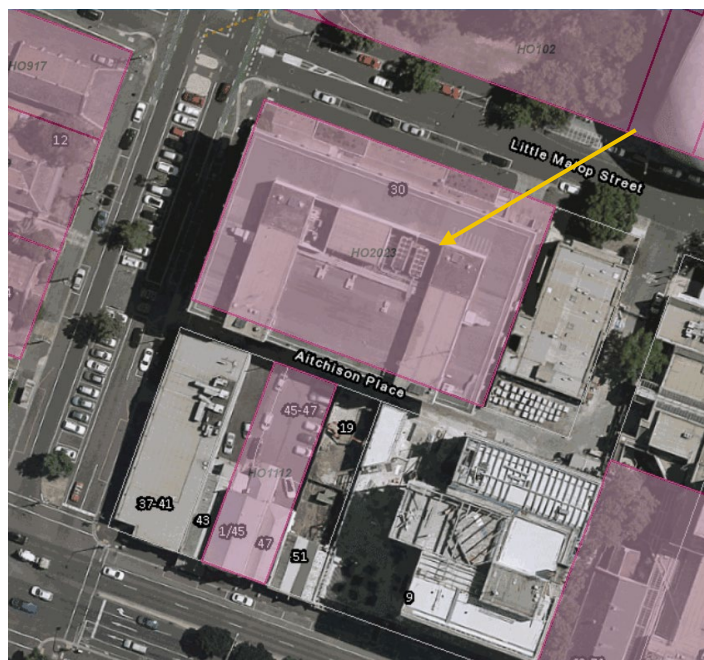
State Government Offices, Geelong is included on the Schedule to the Heritage Overlay of the Greater Geelong Planning Scheme as HO2023.

The registration mirrors that of the VHR.

The provisions of Clause 43.01 – Heritage Overlay in the Greater Geelong Planning Scheme is superseded by the inclusion of the Heritage Place on the Victorian Heritage Register under the Heritage Act 2017 in accordance with Clause 43.01-2 of the Planning Scheme. The Executive Director, Heritage Victoria may refer the application to the responsible municipality.



**Figure 8**  
VHR extent of registration for H2451. | Source: Victorian Heritage Database.



**Figure 9**  
HO extent of registration for HO2023. | Source: Department of Planning and Transport.

## 2.2 Non-statutory listings

The following non-statutory listings apply to the subject site. The non-statutory listings recognise the heritage value of the place but provide no statutory protection or controls.

### 2.2.1 National Trust of Australia (Victoria)

The Harold Freedman mural in the foyer of the building is classified by the National Trust of Australia (Victoria) as B6710 - Harold Freedman - 'Geelong Regional History' Mosaic Mural - State Offices.

This is a non-statutory listing.

## 2.3 Permit exemptions

### 2.3.1 General permit exemptions

General exemptions apply to all places included on the VHR. These allow everyday activities, such as maintenance and changes to the place which don't harm its cultural heritage significance, to proceed without the need to obtain approvals under the Heritage Act 2017.

The proposed security upgrade works do not fall within the activities permitted under the general permit exemptions.

### 2.3.2 Specific permit exemptions.

Some heritage places have specific exemptions that only apply to that place. These works can also be performed without approval under the Heritage Act 2017. Specific exemptions apply if they conflict with general exemptions.

The VHR registration for the place includes the following specific exemptions relevant to proposed works:

*Interior*

*Ground floor*

5. *All works to areas beyond the main public foyer and lift lobbies.*
6. *All works to amenities areas.*
7. *All works to the security desk in the public foyer, including removal.*
8. *Maintenance, repair, replacement and installation of services within the public foyer.*
9. *Maintenance, repair, removal and replacement of fixed signage in existing locations in*

*the public foyer. This does not apply to the commemorative plaques at the east end of the foyer.*

10. *Removal of modern accretions to originally exposed concrete elements in the public foyer.*

While the proposed security desk removal and replacement is permit exempt, the wider security upgrade works do not fit within the specific permit exemptions as works include works to the main public foyer. Works to this area is not permit exempt. As such, a permit is required prior to proposed works proceeding.

## 2.4 Statements of significance

The Statement of Significance included in the VHR citation for the place is presented below. This statement highlights that the place is architecturally significant as an important example of Brutalist architecture in Victoria.

Aside from the Statement of Significance for the Harold Freedman mural classified by the National Trust, no other Statements of Significance were identified during the preparation of this report.

### 2.4.1 Victorian Heritage Register

The following Statement of Significance is taken from the VHR citation for the place:

*What is significant?*

*The State Government Offices, Geelong, a six-storey Brutalist concrete building designed by the Public Works Department in conjunction with Buchan, Laird & Buchan in c.1974/75 and completed in 1978. It is popularly known as the 'Upside-down building' and has a highly distinctive form that resembles an upturned pyramid or ziggurat. This effect is produced by the progressively broader cantilevering of the upper floors and is emphasised by regularly repeating concrete spans. The setback allows for surrounding plazas on three sides. Vast areas of glazing contribute to its distinctive appearance and the provision of natural light and expansive views internally. The building was created to provide office accommodation for multiple government departments and agencies, and this use continues. The foyer contains a large mosaic mural by the then State Government artist Harold Freedman which is a finely produced work on an enormous scale. The*

*mural's content is characteristic of a mainstream 1970s view of Australian history and both its depiction of Aboriginal people and the nature of European colonisation are disrespectful by contemporary standards.*

*How is it significant?*

*The State Government Offices, Geelong, is of architectural significance to the State of Victoria. It satisfies the following criterion for inclusion in the Victorian Heritage Register:*

*Criterion D*

*Importance in demonstrating the principal characteristics of a class of cultural places and objects.*

*Why is it significant?*

*The State Government Offices, Geelong, is architecturally significant as an important example of Brutalist architecture in Victoria. Its form, created by the cantilevering of upper levels, is highly dramatic and distinctive in Victoria. The building prominently displays several important aspects of the Brutalist approach – including an expressed structure and prominent use of concrete. Its fine design is complemented by the expansive mosaic mural by Harold Freedman in the building's public foyer. Along with buildings such as the Moe Court House and the Footscray Psychiatric Centre, it is a defining work of the Public Works Department in the Brutalist style.*

*The building is also significant as a notable example of a twentieth-century State Government office. It is an unusually large and distinctive building of the type. Its scale, prominence and architectural boldness demonstrate the State Government's enthusiasm for decentralising government services and jobs to regional centres in the 1970s.*

*(Criterion D)*

#### **2.4.2 National Trust of Australia (Victoria)**

The following Statement of Significance, taken from the National Trust of Australia citation, relates to the Harold Freedman mural located within the foyer of the building.

*What is significant?*

*The mural is important for its local history and the changing lifestyle of the people of the region. It describes pictorially and in detail The Beginnings, The First Settlers, Gold, The Builders, Turn of the Century, 1914-18 War, Science and Technology and the Computer Age. This sociological history includes recurring themes such as the role of women in society, science, agriculture, industry, sport and fashion.*

*The mural is unique in Australia. It is the first mosaic mural to depict a regional history. The mural is durable and virtually indestructible. Therefore the public can touch the work and touch their own history.*

*Classified: 19/10/1995*

*How is it significant?*

*The mural is important for its local history and the changing lifestyle of the people of the region. It describes pictorially and in detail The Beginnings, The First Settlers, Gold, The Builders, Turn of the Century, 1914-18 War, Science and Technology and the Computer Age. This sociological history includes recurring themes such as the role of women in society, science, agriculture, industry, sport and fashion.*

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*The mural is important for its local history and the changing lifestyle of the people of the region. It describes pictorially and in detail The Beginnings, The First Settlers, Gold, The Builders, Turn of the Century, 1914-18 War, Science and Technology and the Computer Age. This sociological history includes recurring themes such as the role of women in society, science, agriculture, industry, sport and fashion.*

*The mural is unique in Australia. It is the first mosaic mural to depict a regional history. The mural is durable and virtually indestructible. Therefore the public can touch the work and touch their own*

## HERITAGE CONSIDERATIONS

*history.*

*Classified: 19/10/1995*

*\*Note that as of 9/10/24 the mural is unavailable for viewing as per Department of Transport and Planning.\**

## 3. Assessment of impact

### 3.1 Proposed works

The proposed works comprise the following security upgrades:

- Removal and replacement of the security desk.
- Introduction of a new full-height glazed wall of toughened safety glass with two (2) DDA compliant speed stiles. The new glazed wall will be placed between the existing columns to create a corridor to both Lift Lobby A and Lift Lobby B, while maintaining direct access to the foyer through controlled access points on either side of the new security desk.
- Installation of controlled access points to both Lift Lobby A and Lift Lobby B in the form of dual speed stiles placed between existing glazed wall and new glazed wall. One speed stile to each Lift Lobby will be DDA compliant.
- Minor modifications to existing floor coverings to accommodate new security desk, glazed wall and speed stiles.

### 3.2 Reason for the works

The proposed works are operational requirements for the safe and continued use of the building by government staff and clients. Appropriate access is the primary goal of the proposed works.

The intention of the works is to enable staff employed in the building to have secure access to the building via one of the two lift lobbies and secure access to the facilities (such as end of trip, storage, mail room, kitchenette, etc) located at the rear of the main lobby of the building.

Currently, all visitors use the relevant lift lobbies to access the public services being provided. The works will not have any impact on visitor access as they will continue to have access to the alternative lift lobby that will serve the public facing areas of the building during building operating hours.

Access to the basement is not affected as only staff has, and will continue to have, access to the basement.

Building security will be managed as per the existing arrangement of the security desk in the main lobby.

### 3.3 Impact assessment

#### 3.3.1 Impacts on cultural heritage significance

This Section assesses the proposed works against Section 101(2)(a) of the Heritage Act 2017 – the extent to which the application affects the cultural heritage significance of the place or object.

The proposed works will have a negligible impact on cultural heritage significance as the works are minor in nature.

The cultural heritage values of the place lie in its architectural significance, which are embodied in its heritage fabric. Internally, the foyer mosaic mural remains in place, and some remaining areas of brush-hammered and off-form concrete remain. Otherwise, the interiors have been substantially updated throughout their continued use as government offices.

The security desk and existing floor coverings are not original to the place and are of no heritage significance. Therefore, works to these elements will have no impact on cultural heritage significance. As previously discussed, the proposed removal and replacement of the security desk is permit exempt as per specific exemption 7, which allows for *“All works to the security desk in the public foyer, including removal”*. Similarly, removal and replacement of small areas of non-original floor tiles and carpet to accommodate the proposed changes will have no physical or visual impact.

Introduction of a new full-height glazed wall and controlled access points will have a minor visual impact on the foyer through introduction of new elements. This impact is mitigated through the use of clear glazing that maintains visibility of the wider foyer area. Physical access to the public foyer is maintained through two speed stiles in the new glazed wall. These will be located one either side of the security desk. It is proposed that one stile will remain open at all times to facilitate access to the foyer and end of trip facilities, with access through the other stile be facilitated by security personnel as necessary.

Physical impact of the proposed works is minor. Existing non-original floor coverings will be removed to allow fixings directly into the substrate for both the glazed wall and speed stiles. These fixings will penetrate the floor up to a minimum depth of 110mm. The new glazed wall will extend up to the existing suspended ceilings and be affixed through UA (unequal angle) plate fixings. Existing EA (equal angle) droppers within suspended ceiling may be altered or removed to allow fixing of glazing. Removal of these elements is minor and will have a negligible impact on

heritage significance. No other ceiling elements will be interfered with or altered.

### 3.3.2 Alternative proposals

This Section assesses the proposed works against Section 101(2)(a),(b),(d) and (f) and Section 101(3) of the Heritage Act 2017 – alternative proposals that were considered and reasons why these were dismissed.

- **Do nothing.** The enables people to freely circulate within the foyer and access all vertical circulation. This option was dismissed as it creates a security risk by allowing visitors unauthorised entry to staff-only lift lobbies.
- **Partial restricted access.** This option would have maintained the symmetry of the space by continuing with a centrally located security desk in front of a full height glass barrier that could be accessed by security staff through full height glass doors located either side of the security desk. Security speed stiles would have restricted access to one lift lobby only, with full height glass balustrades to separate the alternate lift lobby circulation space from the foyer. This option was dismissed in favour of the proposed option due to its lack of flexibility. The proposed option provides greater security and more flexibility for access and use of the building as the proposed speed stiles provide direct access to each of the three main circulation paths (Lift Lobby A, Lift Lobby B, Main Foyer) and can be kept open or closed dependent on the situation. The partial restricted access option did not offer this level of access or flexibility.

### 3.3.3 Management of detrimental impacts

This section assesses the proposed works against Section 101(2)(f) of the Heritage Act 2017 – measures proposed to avoid, limit, or manage the detrimental impacts.

The proposed works will not have a detrimental impact on cultural heritage significance of the place. The proposed works have been carefully designed to limit both physical and visual impacts through:

- Use of a clear glazed wall that retains the visual permeability of the foyer.
- Retaining public access to the wider foyer.

### 3.3.4 Reasonable or economic use

This section considers reasonable or economic use as required under Section 101(2)(b) of the Heritage Act 2017.

The proposed works support the reasonable use of the place by facilitating the safe and ongoing use of the place as government offices.

An official statement around reasonable use has been submitted separately from this HIS.

### 3.3.5 Conservation Management Plan

To the best knowledge of both the Department of government Services and Conservation Studio, there is no Conservation Management Plan for the place.

### 3.3.6 Australia ICOMOS Burra Charter

Since 2010 the Executive Director, Heritage Victoria and the Heritage Council Victoria have recognised *The Australia ICOMOS Charter for Places of Cultural Significance* (the Burra Charter) as the document guiding best practice heritage management in Victoria. The following articles are relevant to the works proposed in this HIS and are discussed accordingly.

| Article                                                                                                                                                                                                                                                                                                                                                                                                                                                        | Comments                                                                                                                                                                                                                                                                         |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p><i>Article 2 - Conservation and management</i></p> <p><i>2.1 Places of cultural significance should be conserved.</i></p> <p><i>2.2 The aim of conservation is to retain the cultural significance of a place.</i></p> <p><i>2.3 Conservation is an integral part of good management of places of cultural significance.</i></p> <p><i>2.4 Places of cultural significance should be safeguarded and not put at risk or left in a vulnerable state.</i></p> | <p>The proposed works conserve the cultural heritage values of the place through minimal intervention and retaining its ongoing use as government offices.</p>                                                                                                                   |
| <p><i>Article 3 - Cautious approach</i></p> <p><i>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.</i></p> <p><i>3.2 Changes to a place should not distort the physical or other evidence it provides, nor be based on conjecture.</i></p>                                                                          | <p>The proposed works are cautious in their approach in that they have been thoughtfully designed to reduce the security risk posed by the existing access arrangements whilst retaining the use of the place, the visual permeability of the foyer and access to the mural.</p> |
| <p><i>Article 7 – Use</i></p> <p><i>7.1 Where the use of a place is of cultural significance it should be retained.</i></p> <p><i>7.2 A place should have a compatible use.</i></p>                                                                                                                                                                                                                                                                            | <p>The proposed works support the ongoing use of the place as government offices.</p>                                                                                                                                                                                            |

| Article                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | Comments                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
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| <p><i>Article 15 - Change</i></p> <p><i>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 and its use should be guided by the cultural significance of the place and its appropriate interpretation.</i></p> <p><i>When change is being considered, including for a temporary use, a range of options should be explored to seek the option which minimises any reduction to its cultural significance.</i></p> <p><i>It may be appropriate to change a place where this reflects a change in cultural meanings or practices at the place, but the significance of the place should always be respected.</i></p> <p><i>15.2 Changes which reduce cultural significance should be reversible, and be reversed when circumstances permit.</i></p> <p><i>Reversible changes should be considered temporary. Non--reversible change should only be used as a last resort and should not prevent future conservation action.</i></p> <p><i>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.</i></p> <p><i>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.</i></p> | <p>The proposed changes introduce additional security measures in the form of a full height glazed wall and controlled access by way of speed stiles. These changes are necessary to support the ongoing use of the place as government offices in a safe and controlled manner.</p> <p>The interior of the building has been substantially updated throughout its continued use as government offices. While the new security arrangements alter the circulation and layout of the foyer, the proposed glazed wall retains the visual permeability and inherent sense of space of the foyer whilst maintaining access to the wider foyer area.</p> <p>The proposed changes are minor in nature and do not require demolition or removal of significant fabric, meaning they are reversible without requiring anything more than minor remediation works. Non-original floor coverings will be removed and altered to allow installation of the glazed wall and speed stiles. Minor penetrations into the subfloor and suspended ceiling will be required. These penetrations will be discrete and will not result in detrimental impact on heritage fabric.</p> |
| <p><i>Article 22 - New work</i></p> <p><i>22.1 New work such as additions or other changes to the place may be acceptable where it respects and does not distort or obscure the cultural significance of the place, or detract from its interpretation and appreciation.</i></p> <p><i>22.2 New work should be readily identifiable as such, but must respect and have minimal impact on the cultural significance of the place.</i></p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | <p>The proposed security improvements do not alter the readability, access or understanding of the place. The works respect the cultural significance of the place by retaining the visual permeability of the foyer and access for both staff and visitors. Visitors will still be able to access and appreciate the wider foyer area through two direct access points in the glazed wall. Staff and visitors will have vertical circulation access through their respective lift lobbies.</p> <p>Both the glazed wall and speed stiles will be readily identified as new work, are reversible, resulting in minimal impact on heritage significance.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| <p><i>Article 23 - Retaining or reintroducing use</i></p> <p><i>Retaining, modifying or reintroducing a significant use may be appropriate and preferred forms of conservation.</i></p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | <p>The proposed works support the ongoing, and historically significant, use of the place as government offices.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |

| Article                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | Comments                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
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| <p><i>Article 27 - Managing change</i></p> <p><i>27.1 The impact of proposed changes, including incremental changes, on the cultural significance of a place 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 to better retain cultural significance.</i></p> <p><i>27.2 Existing fabric, use, associations and meanings should be adequately recorded before and after any changes are made to the place.</i></p> | <p>The cultural heritage values of the place lie in its architectural significance, which are embodied in its heritage fabric. However, the interior of the building has been substantially updated throughout its continued use as government offices. The proposed changes are further minor alterations that support this ongoing use and have been designed so as they do not obscure readability of the foyer and maintain access to public areas. The works are also reversible, meaning they will not have any long-term impacts on the place that require managing to protect cultural heritage values.</p> |

### 3.3.7 Principles for considering change to places on the Victorian Heritage Register

The Executive Director made and published a set of guiding principles under Section 19(1)(f) of the Heritage Act 2017 in December 2022 to inform statutory decision-making under Part 5 of the Act. The proposed works are consistent with these guidelines and discussed under each principle below.

#### *Principle 1. Understand why the place is significant*

As discussed in Section 2.4 of this HIS, the place is architecturally significant as an important example of Brutalist architecture in Victoria, and as a notable example of a twentieth-century State Government office. The building demonstrating the State Government's enthusiasm for decentralising government services and jobs to regional centres in the 1970s.

Its fine design is complemented by the expansive mosaic mural by Harold Freedman in the building's public foyer.

#### *Principle 2. A cautious approach*

The proposed works are cautious in their approach in that they have been thoughtfully designed to reduce the security risk posed by the existing access arrangements whilst retaining the use of the place, the visual permeability and access to the wider foyer area.

#### *Principle 3. Protect significant settings and views*

The open, expansive setting of the interior have been retained. The new glazed wall retains the visual permeability and sense of space of the foyer, while speed stiles retain direct access to the wider foyer area.

#### *Principle 4. Respectful change and new built form*

The proposed security improvements do not alter the readability, access or understanding of the place. The works respect the cultural significance of the place by retaining the visual permeability of the foyer and access for both staff and visitors. Visitors will still be able to access the rear of the foyer through two direct access points in the glazed wall. Staff and visitors will have vertical circulation access through their respective lift lobbies.

Both the glazed wall and speed stiles will be readily identified as new work and are reversible, resulting in minimal impact on heritage significance.

#### *Principle 5. Provide for upkeep*

As discussed in Section 3.2, the works are necessary security upgrades required to support the ongoing use of the place as government offices.

In the current arrangement of the foyer and security desk, there are no barriers with people able to freely circulate within the foyer and to the vertical circulation either side. This creates a security risk by allowing visitors unauthorised entry to staff-only lift lobbies. The proposed security upgrades will introduce controlled access points to create defined circulation paths that will improve access and security for both staff and visitors. Visitors will still be able to access the rear of the foyer through two direct access points in the glazed wall. Staff and visitors to the government offices will have vertical circulation access through their respective lift lobbies. This arrangement will ensure safe and ongoing use of the place as government offices and supporting its ongoing care and maintenance.

## 4. Conclusion

The proposed works are necessary security updates required for the safe, ongoing use of the building as government offices. The works intend to introduce a glazed wall and controlled access speed stiles into the foyer area that has previously been heavily modified. These works maintain the visual permeability and sense of space within with foyer whilst maintaining access to critical vertical circulation.

The proposed works align with the principles of the Burra Charter and will have a negligible to minor impact on cultural heritage significance. The minor visual impact of the glazed wall and speed stiles is mitigated by the permeability of the wall, the safe and ongoing use of the place as government offices, and the reversible nature of the proposed works. Physical impact is limited to penetrations for fixings into the subfloor and suspended ceiling, which is mitigated by the discrete nature of the fixings and retention of significant fabric.

In summary, it is the finding of this HIS that the proposed security upgrade works will not have a detrimental impact on the cultural heritage significance of the place. On this basis, the works should be allowed to proceed.

