

Application for exclusion



Before you start

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

■■■■■

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** 88139482080

Position title Chief Development Officer, Housing Development

First name [REDACTED]

Last name [REDACTED]

Email [REDACTED]

Contact number [REDACTED]

Postal address 50 Lonsdale Street, GPO Box 4057

Suburb Melbourne

State Victoria

Postcode 3001

Country Australia

I am also the owner of this place Yes

Do you have other relevant contact details you want to provide us Yes

The works involve common property No

Additional Contact details

First name	
Last name	
Email	

Additional Contact details

First name	
Last name	
Email	

Additional Contact details

First name	
Last name	
Email	

Additional Contact details

First name	
Last name	
Email	

Pre-application details

Have you had a pre-application discussion with Heritage Victoria in relation to this application?	No
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Major development

Provide a brief description of the major development to which the application relates	Proposed demolition of tower at 12 Holland Court and redevelopment of the site by Homes Victoria.
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Estimated cost of the major development (\$)	Failed to convert value: 290000000000
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Impact of major development on place or object The proposal involves the demolition of the tower at 12 Holland Court.

Details of the place or object

Type Place

Place or object details

Place or object name Public housing tower at 12 Holland Court, Flemington.

Address 12 Holland Court, Flemington.

Responsible Authority MINISTER FOR PLANNING
MOONEE VALLEY CITY

Victorian Heritage Inventory number (if any)

National Trust reference number (if known) N/A

Has the place or object previously been identified in a heritage study? If yes please give details. The public housing tower at 12 Holland Court has not been individually identified nor formally assessed in a heritage study. It is noted, however, that the Moonee Valley Heritage Study prepared by heritage ALLIANCE, 2023 stated the following in regard to the Debney Estate, which includes 12 Holland Court: "Given the potential significance in the development of public housing in Victoria of the various innovations on this estate, the whole site should be assessed and it could be found to have State significance. However given government plans for redevelopment of the site potential future actions should include the recording of the architectural values of the first tower block to ensure this information is retained into the future for interpretation." (p. 27)

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 extent of the place includes the public housing tower at 12 Holland Court, Flemington shown on the extent diagram. The property is located on Crown Allotment 2548, Parish of Doutta Galla (Volume 12505 Folio 287).

If you are including part of a land parcel, identify that part The extent of the place includes the public housing tower at 12 Holland Court, Flemington shown on the extent diagram. The property is located on Crown Allotment 2548, Parish of Doutta Galla (Volume 12505 Folio 287).

Is the proposed major development to be carried out entirely on Crown land? Yes

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	See attached report.
CRITERION B	See attached report.
CRITERION C	See attached report.
CRITERION D	See attached report.
CRITERION E	See attached report.
CRITERION F	See attached report.
CRITERION G	See attached report.
CRITERION H	See attached report.

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	See attached report.
History of the place or object	See attached report.
Comparative analysis	See attached report.

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
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Does this place or object have Aboriginal cultural heritage values in addition to non-Aboriginal cultural heritage values (shared values)?	N/A
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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	See attached report.
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Condition of the place or object

Condition	Fair
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Is there any damage to the fabric (the materials from which the place or object is made)?	No
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Intactness and integrity

How much of the original form or appearance remains?	See attached report.
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What alterations are present and why was the place or object altered?	See attached report.
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Have the changes or alterations affected the heritage value of the place or object?	See attached report.
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Supporting documents

You must provide all required documents before submitting your application

Cost of works	Attachment 9 Signed Applicant Statement - XD Application 12 Holland Court.pdf
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Photographs	12 Holland Crt_Exclusion Determination Citation.pdf
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Extent Diagram	Extent Diagram_Vicplan.PNG Aerial Plans_12 Holland Court Flemington.jpg
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Additional Information	12 Holland Crt_Exclusion Determination Citation.pdf Attachment 8 Letter of consent - XD Application - 12 Holland Court.pdf Copy of plan_Volume 12505 Folio 287.PDF Copy of title_Volume 12505 Folio 287.PDF
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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
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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
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Fee payment

Payment method	EFT
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Attention to details

BSB	
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Account and reference number	
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EFT confirmation	I confirm that the fee has been paid via EFT
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Proof of payment	
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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

NO. 12 HOLLAND COURT, FLEMINGTON (PART OF THE DEBNEYS PARK ESTATE)



DATE INSPECTED	13 August 2024	CURRENT HERITAGE CONTROLS	N/A
DATE OF COMPLETION	1965	TOWER TYPOLOGY	Z Block, Type 61
LEVELS	20 storeys	CONSTRUCTION	Concrete House Project (CHP) large panel system
DESIGNER/ARCHITECT	Chief Architect's Branch, Housing Commission of Victoria	BUILDER	E S Clementson Pty Ltd in association with the Concrete House Project
ENGINEER	W P Brown & Associates	COUNTRY	Wurundjeri



Figure 1 East elevation of 12 Holland Court: the cloud-like addition encloses a lift overrun, part of a programme of works designed by ARM in 1995



Figure 2 View of 12 Holland Court looking south

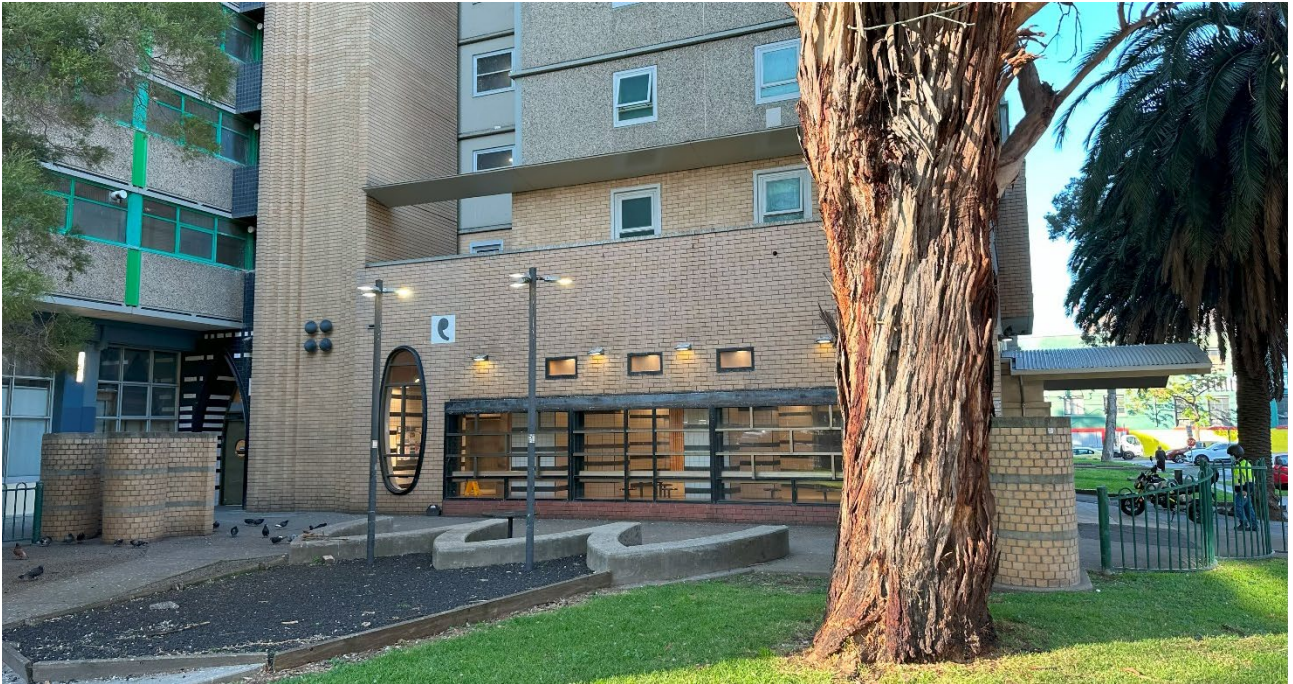


Figure 3 Detail view of north elevation lower levels, including 1995 additions: lift core (left), foyer extension (centre) and new entry canopy (right)



Figure 4 View looking east through unenclosed undercroft: 120 Racecourse Road is visible at rear

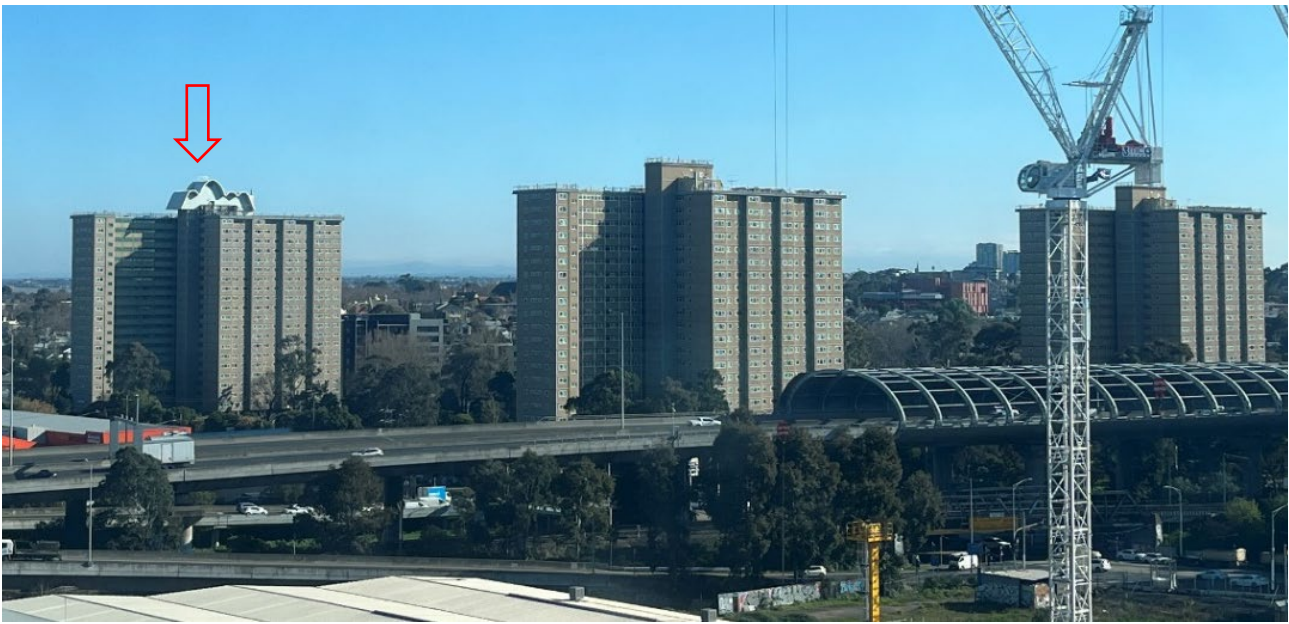


Figure 5 View of 12 Holland Court (indicated) from the 12th floor of 33 Alfred Street, North Melbourne

CONTEXTUAL HISTORY

Housing Commission of Victoria high-rise towers programme

The provision of public housing has been the responsibility of the Victorian state government since the passage of the *Housing Act* (Victoria) in November 1937. The Act, which followed recommendations made by the Slum Reclamation Board, established the Housing Commission of Victoria (HCV) which was tasked with demolishing slums (areas of concentrated poverty and insanitary housing), determining standards for construction, providing accommodation for people of limited means and undertaking town planning. A panel of architects was appointed to oversee the HCV in 1939.¹

Early types of HCV housing included the 'Experimental Concrete Houses', Port Melbourne (1939, VHR H1863) and low-rise family housing estates (including Kitchener Street, West Brunswick, 1939-40, for example). This was followed by the escalation of 'slum reclamation' from the mid-1950s, whereby large areas of housing deemed to be sub-standard were compulsorily acquired, demolished and redeveloped. These new estates, commencing with the Molesworth Estate, North Melbourne from 1948 (since redeveloped), comprised blocks of flats and, subsequently, blocks of 'walk-ups' and maisonettes, which were to become prevalent at the Commission's inner urban housing sites, including at Carlton, Collingwood, Fitzroy, Kensington, Flemington, North Melbourne, Richmond and Prahran. The HCV also delivered large scale housing estates in the outer suburbs and regional areas.

The tower form was a distinct phase in the provision of public housing by the HCV across the metropolitan area from the early 1960s – the programme was delivered between 1962 and 1975. The construction of towers, the majority on land cleared of 'slums', signalled a shift in approach, drawing on international precedents of the mid-twentieth century. The introduction of high-rise developments responded to a need for greater efficiencies, and to facilitate

¹ Renate Howe, 'Reform and Social Responsibility: the establishment of the housing commission', in Renate Howe, ed., *New Houses for Old: Fifty Years of Public Housing in Victoria 1938–1988*, Ministry of Housing and Construction, Melbourne, 1988, p. 38.

provision of open space across the estates while retaining density.² It was grounded, philosophically, in an acceptance of modernism as a force for social progress and urban renewal.

Melbourne's high-rise towers (with four exceptions³) apply the system of precast concrete panels developed by the Commission from the mid-1940s; the 'Concrete House Project' (CHP) was established by the Commission at a former Commonwealth munitions factory at Holmesglen. Precast and prestressed load bearing concrete panels were produced in huge volumes, initially for single-storey houses (5,000 were complete by 1953).

A 'Development Section' was formed at the CHP factory in 1954. The Commission then engaged consultant structural engineer W P Brown and Melbourne University Professor of Civil Engineering, A J Francis, to examine the feasibility of extending the system to taller forms. They reported back that up to ten storeys was feasible with the existing panel thickness and reinforcement.⁴ During the 1950s and early-1960s a series of prototypes was developed, including two, three, four and eight-level walk-up blocks of flats. The units were stacked vertically, with walls placed directly over the walls of the floor below, carrying loads directly to the ground and enabling use of light weight floor panels.

The HCV's programme of high-rise towers commenced with 'Emerald Hill Court', South Melbourne in 1962 – the 16-storey tower was a facsimile of a British precedent, and did not apply the Commission's structural system. The tower was co-located with four-storey walk-ups constructed of HCV's Large Panel System (LPS), and public open space. Other mixed estates, where a single tower was co-located with walk-ups, included the Hotham Estate Stage 1, North Melbourne (1963), the Reeves Street development, Carlton (1965-66) and 'Inkerman Heights' on Inkerman Street, St Kilda (1966).

The towers, almost all of which are of 12 or 20-storeys, adopted a number of plan forms – referred to colloquially as 'T', 'Z', 'Y', 'E' etc blocks. This variety enabled the delivery of units of varied size, consistent with different life stages. Of the 47 towers built, 24 were 'Z' blocks.

PLACE HISTORY

No. 12 Holland Court (June 1965) was the first completed 20-storey 'Z' block tower using the HCV's LPS. It followed the successful delivery of two eight-level LPS towers at the Kensington housing site (1963, since demolished).

HCV Commissioners Gaskin and Burkitt had recommended the investigation of multi-storey flats in 100 per cent prefabricated elements in 1959. They had seen examples in Europe on their recent world trip, but the highest of these were only 11 storeys. Consultant engineer W P Brown recommended that although four-inch-thick panel walls were sufficient up to 15 storeys, given the problem of tolerances in manufacture, six-inch panels should be used for buildings over eight storeys. After an overseas trip in 1960, Director Bradley also called for a research programme into the development of a high-rise construction system.⁵

Plans for 12 Holland Court incorporated lessons learned from the eight-level Kensington towers. Initial concepts for those towers had employed a regular transverse wall module, but in the finished design the spacing was adjusted into three bays of different widths to suit the demands of the various living spaces within a flat – a wider kitchen/dining/living room bay, a narrow small bedroom and entrance bay and a bedroom and bathroom bay. The

² *Home Truths*, Winter 1963, p. 4.

³ The exceptions are: 200 Dorcas Street, North Melbourne (Emerald Hill Court); 76 Canning Street, North Melbourne (Hotham Estate Stage 1); and the two red brick towers at 141 Nicholson and 20 Elgin street, Carlton.

⁴ Peter Mills, *Refabricating the Towers: The genesis of the Victorian Housing Commission's high-rise estates to 1969*, PhD thesis, Monash University, December 2010, pp.106-107.

⁵ Peter Mills, *Refabricating the Towers: The genesis of the Victorian Housing Commission's high-rise estates to 1969*, PhD thesis, Monash University, December 2010, pp.228-230.

adoption of this spacing of transverse panels had longstanding consequences. There was some freedom in what went on within each width, but the full floor plan of the flat could not be mirrored readily because an additional set of panels would be required, in turn limiting the potential for design strategies applied to the whole building. This arrangement also meant that mirrored plans could not be placed over each other because it would break the continuity of the vertical loads.⁶

The next major design decision, as well as resolving the jointing of the slabs and walls panels, was the mode of access to flats. The argument over the choice of external balcony access to single loaded flats, or corridor access to double loaded flats was a long one, both within the Commission and in overseas literature. Gaskin and Burkitt reported from their overseas trip that balcony access was the most common form, and by 1960, they had decided on this form for 12 Holland Court.⁷

The 6.5-acre (2.6-hectare) site at Flemington then known as Debney's Paddock, which had been a rubbish dump and land-fill area, was handed over to the HCV by Melbourne City Council in an exchange for reclaimed slum land, five acres (two hectares) of which was in North Melbourne and five acres (two hectares) of which in Carlton. In turn, the reclaimed land was to be used by the Council for sporting areas to cater for the increased population of these area brought about by the burgeoning HCV estates.

The 12 Holland Court tower was conceived as the high-rise component of a mixed estate, along with concrete-panel walk-up flats (see Figure 6). Construction three and four-storey walk-ups was completed in 1963.⁸



Figure 6 View of walk-ups at Debneys Park, c. 1963
Source: Housing Commission of Victoria, *Annual Report*, 1964-65

⁶ Peter Mills, *Refabricating the Towers: The genesis of the Victorian Housing Commission's high-rise estates to 1969*, PhD thesis, Monash University, December 2010, pp. 239-241.

⁷ Peter Mills, *Refabricating the Towers: The genesis of the Victorian Housing Commission's high-rise estates to 1969*, PhD thesis, Monash University, December 2010, pp. 234-238.

⁸ *Home Truths*, Summer 1964, p.1.

Tenders were called in March 1963 to build one tower at the Debneys Park Estate and another at the Reeves Street Estate, Carlton (now 478 Drummond Street, Carlton). Tenderers planning to use the CHP panel system were able to contract the CHP to undertake the erection work, and the successful tenderer Sydney firm E S Clementson Pty Ltd took up this option with a quote of £1,564,000 for the two towers.⁹ Construction of the tower at 12 Holland Court progressed more quickly than the tower at Reeves Street (completed in mid-1966).

In June 1965, the high-rise tower at the newly christened 'Debney Meadows' estate was opened by the Housing Minister Lindsay Thompson in front of several hundred guests. As reported in the *Age*, the 'new skyscraper' was then 'the tallest prefabricated housing block in Australia [providing] accommodation for up to 700 people' (Figure 7 and Figure 8).¹⁰

The HCV's newsletter *Home Truths* described the building as 'an important step forward both from the social aspect of housing and the introduction of prefabrication to 20-storey flats'. Features of the tower highlighted in the newsletter included two electrically driven 'skip floor' lifts, the community laundry facilities, the refuse disposal chute system, the provision of space heating and hot water, and the 84ft by 20ft (25m x 6m) 'community room' provided in the stilted area on the ground floor. External maintenance was minimised by facing the precast panels with exposed Seymour River gravel aggregate, with windows in aluminium and gutters and downpipes in copper.¹¹

Each flat included a living room/dining area, kitchen, bathroom with toilet, entrance hall, telephone and TV outlets, as well as built-in cupboards.¹² The grounds include car parking and children's playgrounds. Access to the apartments from the lift was via a walkway 'balcony' that allowed for cross-ventilation.¹³ Planting on the estate was undertaken by landscape architect Margaret Hendry, who had previously worked for the National Capital Development Commission in Canberra.¹⁴

No. 12 Holland Court and its environs, and the broader Debneys Park estate have evolved considerably since 1965. A second phase of development at the estate was completed in 1969. It comprised three identical Z blocks (nos. 120, 126 and 130 Racecourse Road, Figure 9). In 1995, a new foyer and additional lift were added to 12 Holland Court to a design by architects Ashton Raggatt McDougall (ARM). The lift overrun was enclosed in a sheet metal-clad miniature replica of the folded concrete-shell roof of Oscar Niemeyer's St Francis of Assisi cathedral in Belo Horizonte, Brazil.¹⁵

Residents of 12 Holland Court, like the balance of the towers at the Flemington Housing site, are predominantly of East African origin, with smaller percentages of residents born in Vietnam (c. 15%) and Australia (c. 10%).¹⁶ The

⁹ Peter Mills, *Refabricating the Towers: The genesis of the Victorian Housing Commission's high-rise estates to 1969*, PhD thesis, Monash University, December 2010, pp. 249-250.

¹⁰ *Age*, 24 June 1965, p. 4.

¹¹ *Home Truths*, Autumn-Winter 1965, pp.1 & 3.

¹² Dr Sebastian Gurciullo, 'Reclaiming the Slums: The Housing Commission of Victoria's Plans for Inner Melbourne', *Provenance: the Journal of Public Record Office Victoria*, Issue no. 20, 2022. ISSN 1832-2522, p. 25.

¹³ Dr Sebastian Gurciullo, 'Reclaiming the Slums: The Housing Commission of Victoria's Plans for Inner Melbourne', *Provenance: the Journal of Public Record Office Victoria*, Issue no. 20, 2022. ISSN 1832-2522, p. 25.

¹⁴ 'Margaret Hendry 1930-2001', Australian Women's History Forum, 2012, accessed 16 August 2024 via <https://awhf.wordpress.com/tag/landscape-architect/>.

¹⁵ Rory Hyde, 'ARM Architecture and the Big Public', *Architecture AU*, 7 November 2016, accessed 16 August 2024 via <https://architectureau.com/articles/arm-architecture-and-the-big-public/#>.

¹⁶ Homes Victoria, *Towers Site Profiles*, 2023, p. 16.

predominance of East African residents is reflected in the identity of community groups/associations with a presence on the estate.

During the Victorian government's response to the Covid-19 epidemic in 2020, 12 Holland Court – and the housing site generally – was the subject of restrictive and highly publicised lockdowns.

In 2024, 12 Holland Court was announced as one of the five towers proposed for demolition as part of Tranche 1 of the tower replacement programme.



Figure 7 No. 12 Holland Court tower nearing completion, 1965: the view is of the west elevation
Source: John Hansson, *Cross Section*, University of Melbourne Faculty of Architecture Building and Planning, Series 34, No. 154, August 1965



Figure 8 View of walk-ups and completed 12 Holland Court tower, 1965
Source: Housing Commission of Victoria, *Annual Report*, 1964-65



Figure 9 Debneys Park Estate, 1969, with four completed towers and walk-ups at north and west: 12 Holland Court is indicated
Source: Historical Aerial Photography Collection, Landata, SERV

DESCRIPTION AND INTEGRITY

Description

The 20-storey residential tower at 12 Holland Court is constructed in the 'Z' block form. It is located at the south-west of the Debneys Park Estate, which includes three other 'Z' block towers completed in 1969. The 'Z' block form comprises two flat roofed, narrow and broadly rectangular building volumes on a split north-south alignment, connected by a central lift and service core.

No. 12 Holland Court is of precast load bearing concrete panel construction, for both walls and floors, elevated by slightly tapered concrete stilts. The main east and west elevations have a consistent gravel coated cement walls with paired (bedrooms) or triple (living room) window openings.

Living areas project slightly from the main walls, creating a repetitive rhythm of projecting and recessed elements across these elevations. The recessed east and west elevations are decorated with green framed windows and green vertical bands.

The original balcony access to the flats, on the 'in' side of each building volume, have been infilled with glazing. The shorter north and south elevations incorporate smaller bathroom/toilet windows, with '12 Holland Crt' signage at a lower level, and infilled space between the south end stilts. The concourse at ground floor level remains open at the south end behind the infill panels. Narrow cement bands delineate each level.

The building is accessed via a modified brick entry foyer on the north-west side of the building, within the estate.

Integrity

Refurbishment and upgrade works were carried out at 12 Holland Park in the mid-1990s. The works, designed by Ashton Raggatt McDougall (ARM Architecture), included a supplementary lift-shaft to the north, an extended foyer and a new entry canopy. The works were finished in cream brickwork with dark brick accents. As noted above, the lift overrun is housed in a sheet metal-clad miniature replica of the folded concrete-shell roof of Oscar Niemeyer's St Francis of Assisi cathedral in Belo Horizonte, Brazil.

Other alterations are common to many of the high-rise towers including: enclosure of balconies; refurbishment of common areas and apartments; partial enclosure of undercroft areas; and renewal of public realm and children's play areas.

COMPARATIVE ANALYSIS

No. 12 Holland Court (1965) was the first completed example of a 20-storey 'Z' block tower that applies the HCV's system of prestressed concrete panels. It was commissioned at the same time as the tower at the Reeves Street Estate, Carlton (now 478 Drummond Street), which was completed in mid-1966. Five other Type 61 'Z' towers were completed by the end of 1967. All were built to essentially the same specifications – the towers at 1 Surrey Road, Prahran and 'Nelson Heights', Williamstown were each of 12 levels.

As noted, the HCV's Large Panel System comprised walls placed directly over the walls of the floor below, carrying loads directly to the ground and enabling the use of lightweight floor panels. The system evolved from the HCV's low-scale panelised precedents and incorporated lessons learned from the two eight-storey towers built at the Commission's Kensington housing site. During the 1960s, the system was applied in varied plan configurations, including the 'Y' (star) towers and Lone Person ('L', slab or 'E', 'T', modified 'Z') towers, which applied the standardised panels and details. The 'Z' block was, however, the most common type delivered by the HCV, comprising over half of the tower portfolio.

No. 12 Holland Court was planned as a part of a mixed estate, where a single tower was co-located with walk-ups. The three and four-storey walk-ups that formed part of the original (1963-65) mixed estate have been replaced. This is consistent with the majority of the early mixed estates, including the Reeves Street estate, Carlton and the Hotham Estate Stage 1, North Melbourne.

The rapid pace at which the Commission was delivering its reclamation and high-rise programme by the early-mid 1960s was such that planning for the mixed estate at Debney's Park was necessarily concurrent with other HCV developments including, but not limited to those at Carlton, North Melbourne and Collingwood among others.

No. 12 Holland Court is one of a small number of towers to which a supplementary lift shaft has been added. Others are the two towers at the Kensington housing site (94 Ormond Street and 56 Derby Street). The mid-1990s works designed by ARM are of an order of magnitude and presence that is greater than the majority of tower upgrades.

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 20-level public housing tower at 12 Holland Court, Debneys Park, Flemington 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. There is evidence of the historical association, both physical and documentary.</p> <p>The test for Step 2 is not met. No 12 Holland Court does not allow the association with the event/phase of historical importance to be understood better than the other extant HCV towers.</p> <p>No. 12 Holland Court was the first completed example of the HCV's 20-storey 'Z' tower typology – 'Z' towers made up over half the total tower portfolio. It was commissioned at the same time as the tower at the Reeves Street Estate, Carlton (now 478 Drummond Street), which was completed in mid-1966. Five other Type 61 'Z' towers had been completed by the end of 1967. All were built to essentially the same specifications.</p> <p>No. 12 Holland Court has been modified to a greater degree than the majority of HCV towers, and the original three and four-storey walk-ups that formed part of the mixed estate have been replaced. It is also noted that Flemington housing site is unrelated to the programme of slum clearance.</p> <p>While acknowledging the interest that derives from its status as the first completed example of a 20-storey 'Z' tower applying the HCV's LPS, this is not considered to elevate 12 Holland Court above other examples to a level which warrants recognition at a state level for reasons of historical significance. From the late-1950s to 1973, when the slum clearance and high-rise towers programme was</p>	Criterion does not apply at the state level

CRITERION	ASSESSMENT	APPLICATION
	formally ceased, multiple towers and estates were in development concurrently, including the Reeves and High street estates, Carlton and the Hotham Estate Stage 2, North Melbourne. It is not considered that there is a strong basis for the elevation of the earliest of the 'Z' towers to be completed for reasons of historical significance.	
CRITERION B Possession of uncommon, rare or endangered aspects of Victoria's cultural history	<p>The Step 1 test is not met. While 12 Holland Court, Debneys Park has an association with historical processes and events (as for Criterion A), it does not have rare or uncommon features for the purposes of this criterion. 'Z' block towers were by far the most common typology delivered by the HCV.</p> <p>Further, at the time of writing the high-rise towers were not rare (there were over 40 of them). The Victorian Government had, however, stated its intention to demolish the towers between now (2025) and 2051. As such it can be anticipated that they will become increasingly rare over the next 26 years and may, in time, be regarded as endangered. It is not, however, considered to be appropriate to ascribe Criterion B on the basis of a potential future condition.</p>	Criterion does not apply at the state level
CRITERION C Potential to yield information that will contribute to an understanding of Victoria's cultural history	The Step 1 test is not met. Further investigation of or research into the public housing tower at 12 Holland Court has limited potential to yield evidence of heritage significance that is not currently visible, well understood or available from other sources,	Criterion does not apply at the state level

CRITERION	ASSESSMENT	APPLICATION
CRITERION D Importance in demonstrating the principal characteristics of a class of cultural places and objects	<p>The Step 1 test is met, recognising that 12 Holland Court 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 HCV's high-rise tower programme of the 1960s and early 1970s.</p> <p>As related to Step 2 – whether 12 Holland Court is a 'notable' example of a high-rise public housing tower consistent with the definitions in the Heritage Council's guidelines – a key issue is 'influence', that is (summarised), the place contains physical characteristics that were copied.</p> <p>While the standardised panels and details applied at 12 Holland Court (1965) were replicated in subsequent towers it is important to recognise that 12 Holland Court was one of seven Type 61 'Z' towers built in 1965-67, all to essentially the same specifications. The HCV embarked on this construction programme having fine-tuned its LPS over previous years. That is to say the Type 61 'Z' towers, and all other towers built of the HCV LPS, were the beneficiary of the previous c. 20 years of research and refinement.</p> <p>Having regard to its place in this continuum of research and development, it is not considered that 12 Holland Court is a fine, influential or pivotal example of a public housing tower for the purposes of this criterion.</p>	Criterion does not apply at the state level
CRITERION E Importance in exhibiting particular aesthetic characteristics	<p>The Step 1 test is not met. As for most of the HCV high-rise public housing towers, historically 12 Holland Court (and the Flemington Housing site generally) has been a local landmark by virtue of its contrasting scale and form in the low-rise context.</p> <p>In terms of aesthetic qualities arising from their architectural design, the design of the tower presents as capably resolved by the HCV, but not of architectural distinction for the period.</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, 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 Victoria's collective history.</p> <p>Considering the Step 2 tests, no evidence has been uncovered to date that 12 Holland Court has been recognised within the architecture profession or more widely as 'out of the ordinary' or 'outstanding' on the basis of its architectural design or other aesthetic qualities.</p>	Criterion does not apply at the state level

CRITERION	ASSESSMENT	APPLICATION
CRITERION F Importance in demonstrating a high degree of creative or technical achievement at a particular period	<p>Evidence to suggest that 12 Holland Court satisfies this criterion has not been identified. Over the course of the high-rise programme (1962-75) a common set of standardised panels, connections and details remained consistent. These were applied in varied configurations – ‘Z’, ‘E’, ‘Y’ etc plans – to provide units of varied size.</p> <p>The use of the HCV’s LPS in the high-rise towers programme was a successful application of existing technologies, which was itself the outcome of iterative refinements and overseas influences over a sustained period (see also Criterion D).</p> <p>The HCV’s LPS did not, however, endure and was not widely replicated or repeated. Indeed, the structural vulnerabilities inherent in the cost-efficient design meant that the model had been broadly superseded by the early-1970s.</p>	Criterion does not apply at the state level
CRITERION G Strong or special association with a particular present-day community or cultural group for social, cultural or spiritual reasons	<p>While a detailed analysis of social value has not been investigated specifically for 12 Holland Court, no evidence has come to light to suggest that there exists a community whose strength of connection to the tower has the potential to ‘resonate[s] across the broader Victorian community’ (the state threshold test).</p> <p>It is possible that communities comprising tenants (or potentially broader communities) exist and are found to have an association with the tower. If that is the case, it can reasonably be anticipated that these associations would be at the local, as opposed to state level.</p>	Criterion does not apply at the state level
CRITERION H Special association with the life or works of a person, or group of persons, of importance in Victoria’s history	<p>It is not considered that this criterion applies 12 Holland Court. 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>	Criterion does not apply at the state level

CONCLUSION

The high-rise public housing tower at 12 Holland Court, Debney’s Court, Flemington, does not satisfy any of the Heritage Council of Victoria criteria.