

Heritage Council Determination

Determination date	7 January 2025
Place/Object name	Pipemakers Park Complex ('the Place')
Location	2 Van Ness Avenue, Maribyrnong, Maribyrnong City, Wurundjeri Country
VHR number	H1503
Category	Registered Place, Registered Archaeological Place, Registered Object Integral to a Registered Place
Relevant Legislative provision/s	Amendment to the Victorian Heritage Register ('VHR'), pursuant to section 62 of the <i>Heritage Act 2017</i> ('the Act')

DETERMINATION

The Heritage Council of Victoria determined on **7 January 2025**, in accordance with section 62 of the *Heritage Act 2017*, that the above Place is to be amended in the Victorian Heritage Register. The Heritage Council determined to make the following amendments as outlined in the Executive Director's recommendation:

- determining that the pipe testing machine and Tattslotto incident board are objects that are integral to understanding the cultural heritage significance of the registered Place and are to be included in the VHR in accordance with section 49(1)(ca) of the Act; and
- determining to include additional land in the VHR being all of the Place shown hatched on Diagram 1503 in accordance with section 49(1)(d)(i) and (ii) of the Act; and
- determining categories of works or activities which may be carried out in relation to the Place for which a permit is not required in accordance with section 49(3)(a) of the Act; and
- amending the reasons why the Place and objects integral are included in the VHR based on the Heritage Council criteria.

BACKGROUND

On 16 September 2024 the Executive Director made a recommendation to the Heritage Council ('the Recommendation') that the existing registration of the Place should be amended in the VHR. The Recommendation was advertised publicly for a period of 60 days, beginning on 20 September 2024.

The cultural heritage significance of the Place was first recognised when it was included in the (former) Register of Government Buildings in 1982. Its State-level cultural heritage significance was confirmed in 1998.

SECTION 44 SUBMISSIONS

During the 60-day public advertisement period no submissions and no requests for a hearing in relation to the Recommendation were received by the Heritage Council.

THE PLACE

DESCRIPTION

(Taken verbatim from the Executive Director's Recommendation)

The place is located on the traditional land of the Wurundjeri people.

The place is situated on the west bank of the Maribyrnong River, bordered by Van Ness Avenue to the west, and Thompson Reserve and the Frog's Hollow Wetlands to the south. The park provides a recreational space with a close relationship to the river.

The place has a steep topography that slopes downwards to the river from Van Ness Avenue. Some of the buildings adjacent to Van Ness Avenue are cut into the hillside. There is no visual connection between the southernmost carpark and the heritage buildings to the north because of the steep gradient and many trees. However, buildings 1, 2, and 3 do have a very strong visual connection with each other and the river.

A description of each of the buildings is provided below.

- 1. Building 1 (1872) - is a single storey coursed bluestone building with corrugated iron roof. The bluestone walls are covered in whitewash and the windows and some doorways have been bricked up. Originally it had a second storey that was partially timber framed, with weatherboard cladding and adjustable timber louvres that was demolished prior to 1920.*
- 2. Building 2 (1874) - is a utilitarian, purpose-built industrial building of bluestone construction with wrought and cast-iron roof trusses and purlins. Windows are thought to be cast iron framed but were boarded up at the time of site inspection. Externally, the building is arranged in two long bays, with the western bay extending further than the eastern bay. Internally, it is an open space volume across two levels, reflecting the manufacturing and maintenance methods of the time, including supervision of the entire canning process and flexible layouts.*
- 3. Building 3 (1868) - has a long single volume, gable roof portion of coursed bluestone construction to the west. To the east is a lightweight corrugated iron and metal framed window addition that sits on top of an original bluestone plinth. The eastern portion of the building was subject to a high degree of change during the Hume Pipe Company period to suit the use of this building as the fitters and turner's workshop. The east wall as it presently stands (excluding the bluestone base) was totally reconstructed by the former Melbourne Metropolitan Board of Works when the site was purchased.*
- 4. Chimney (partially demolished) – the surviving chimney base hidden in the overgrowth between buildings 2 and 3. The base is of coursed bluestone rubble construction, with a stepped foundation. Evidence may remain of the brick flue extending towards the east, including both hand and machine-made bricks.*
- 5. Interpretative garden (in the footprint of the Bottom Factory, demolished 1985) - although obscured by recent landscaping works, the remnants of the bottom factory foundations still reveal evidence of the first stage of expansion on the site by the Hume Pipe Company and surviving features such as the retaining wall, concrete chutes and machinery bases assist in the interpretation of the pipe-making process on the site. Like the Top Factory, the site demonstrates the use of the topography to move completed pipes by gravity during the manufacturing process. The Bottom Factory was turned into an interpretative garden called the History of the Land Discovery Trail between 1993- 95. The 'discovery trail' features five gardens that have been landscaped to reflect periods of use across the site including the Wurundjeri Garden, Early Settlers Garden, Colonial Garden, Hume Pipeworkers Garden, Garden of the Future, and the Industrial Archaeological Garden. The History Garden occupies the footprint of the original bottom factory and retains some features of the eight-foot pipe factory including tramways, concrete chutes, repurposed pipes, and parts of the original concrete slab upon which the Bottom Factory sat.*
- 6. Top Factory (1940s) - is comprised of the main moulding shed, the steam chambers and the stripping area. The main moulding shed is a large, pitched roof space supported on timber columns. To the western end of the building is a large timber platform that was used for mixing concrete, which was delivered to the moulding machines directly below the timber platform. The Top Factory slopes from the moulding shed to the steam chambers, reflecting the use of the site's natural topography in the pipe making process. The steam chambers are composed of Humes concrete slabs used as both wall and ceiling panels, which are at present collapsing. The eastern most section of the Top Factory is the casing and uncasing area, which is roofed by a long gable clad in corrugated iron. Tramways run north-south in this section. The roofing in this area is also in poor condition, with many sheets detaching from the timber joists.*

REASONS FOR THE AMENDMENT APPLICATION

ADDITIONAL LAND

The Executive Director recommended that the Heritage Council amend the registration of the Place because in accordance with section 40(4)(c)(i) and (ii): (i) the State-level cultural heritage significance of the Place would be substantially less if the additional land or any part of the additional land which is or has been used in conjunction with the Place were developed; and (ii) the additional land surrounds the Place and is important to the protection or conservation of the Place; and contributes to the understanding of the Place.

Assessment and summary under section 40(4)(c)(i)

- The additional land included in the Heritage Register is, and has been, used in conjunction with the Place. The land recommended for inclusion has been used in conjunction with Raleigh's Boiling Down Works, the Melbourne Meat Preserving Company and later, Humes Pipeworks for a period of over 100 years.
- Including additional land ensures that all works are managed through an approvals process consistent across the entirety of this Place and would provide certainty for all parties.
- This land contains potential archaeology of State-level cultural heritage significance. Therefore, development or works in this area could substantially lessen the cultural heritage significance of the Place.

Assessment and summary under section 40(4)(c)(ii)

- The previously registered extent was limited to the three bluestone and part bluestone buildings only, which is insufficient to protect, conserve and allow for a proper understanding of the Place.
- Inclusion of an area of land around the buildings will also enable works or activities such as drainage, landscaping and paving, to be managed under an approval process.
- Inclusion of an area around the buildings provides a setting for these elements.
- The area includes later additions that contribute to understanding how the place has developed over time.

EXTENT OF REGISTRATION

The Extent of Registration was recommended to include all of the land as shown hatched on Diagram 1503 (**Attachment 1**), and the registered objects integral to the Place being the:

1. Pipe testing machine; and
2. Tattslotto incident board.

The previously registered extent was limited to three bluestone buildings and part buildings only. No land was included within the extent of registration. The extent diagram is provided at **Attachment 1**.

OBJECTS INTEGRAL

The Executive Director recommended two objects as being integral to understanding the cultural heritage significance of the Place. The two objects are the pipe testing machine and Tattslotto incident board, which are both related to the Humes pipe works period at the site. These objects would have been used daily and contribute to a more complete understanding of the labour conditions and tools that Humes' workers experienced. Further, the contribution these objects make to a richer, more complete understanding of its cultural heritage significance can be substantiated through physical, documentary or oral evidence. Both objects are part of the collection of the Living Museum of the West and have been the subject of an artefact assessment by archaeologist Gary Vines.

Summary of how the objects are integral to understanding the cultural heritage significance of the place

The two objects integral offer a richer understanding of the Humes period of occupation at the site. As mentioned previously, the only remaining building at the site that was purpose built for pipe making is the Top Factory, which is in poor condition. The pipe testing machine contributes to historical narratives about machinery used by workers in the pipe making process, and the Tattslotto 'days without lost time incident' board contributes to an understanding of labour conditions, and the risks involved in the pipe making process.

A description of each object integral is provided at **Attachment 2**.

CATEGORIES OF WORKS AND ACTIVITIES FOR WHICH A PERMIT IS NOT REQUIRED (PERMIT EXEMPTIONS)

The Executive Director recommended that the Heritage Council determine categories of works or activities for which a permit is not required, pursuant to section 49(3)(a) of the Act.

The permit exemptions are provided at **Attachment 3**.

CRITERIA FOR INCLUSION

The Executive Director recommended that the Heritage Council amend the reasons why the Place is included in the Heritage Register based on the Heritage Council's Criteria. The Place has not previously been assessed under the *Victorian Heritage Register Criteria and Threshold Guidelines*, which were endorsed by the Heritage Council in 2012.

The Executive Director recommended that the Place meets the following Heritage Council Criteria:

- Criterion A – Importance to the course, or pattern, of Victoria's cultural history;
- Criterion C – Potential to yield information that will contribute to an understanding of Victoria's cultural history; and
- Criterion D – Importance in demonstrating the principal characteristics of a class of cultural places and objects.

In expanding the extent of registration to include the land on which all the buildings are sited, and the buildings related to the Humes era, the Executive Director applied the Heritage Council's State-level significance test to the buildings related to the Humes era. The Executive Director recommended that the additional buildings related to the Humes Pipe Works meet the State-level threshold tests for the above Criteria.

CHANGE OF NAME

The Executive Director recommended that the name of the Place be updated from 'Pipe Makers Park Complex' to 'Pipemakers Park Complex', with Pipemakers as one word to reflect the current naming conventions for the Place.

HERITAGE COUNCIL'S FINDINGS

The Heritage Council's findings are generally in accordance with the Executive Director's recommendations, with the exception of the permit exemptions. The Heritage Council did not agree to the permit exemptions originally recommended by the Executive Director, and proposed changes to the permit exemptions to ensure the protection of the State-significant archaeology. The Executive Director agreed to some of the Heritage Council's suggested changes, and provided amended permit exemptions which the Heritage Council agrees to and has determined to include as provided as **Attachment 2**.

The Heritage Council determines that the pipe testing machine and Tattslotto incident board are objects integral to the Place, and that the additional land is to be included within the extent of registration.

The Heritage Council also determines that the Criteria recommended by the Executive Director are appropriate for this Place and that Criterion A, Criterion C and Criterion D are met at the State-level.



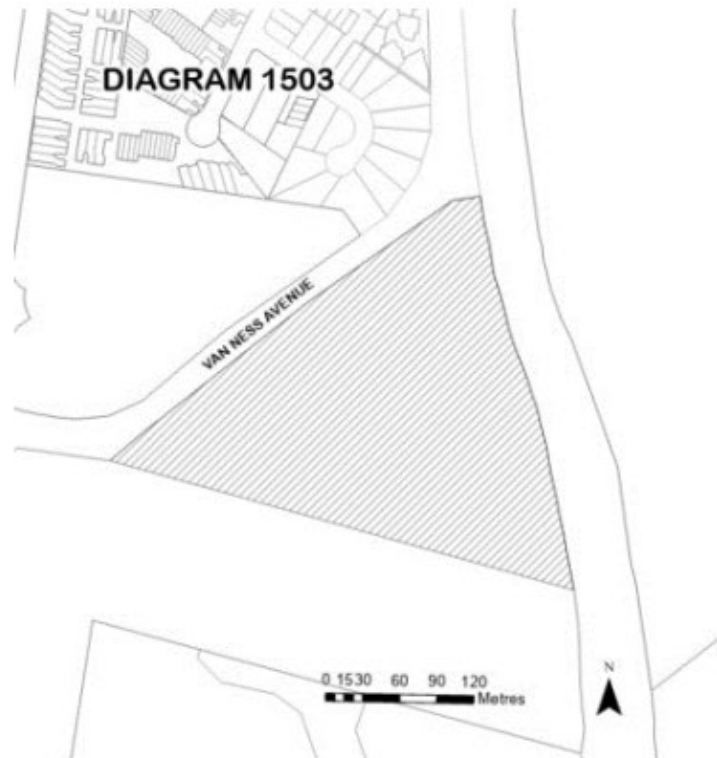
Professor Philip Goad
Chair, Heritage Council of Victoria

Attachment 1

Extent of Registration


All of the place shown hatched on Diagram 1503 encompassing part of Allotment 8A Section 21 Parish of Cut Paw-Paw with the southern boundary being a straight line parallel to the lot boundary by a distance of 130 metres, and the registered objects integral to the place being the:


1. pipe testing machine
2. Tattslotto incident board.



Attachment 2

Objects integral to the cultural heritage significance of the Place

Object number, name, & date:	1. Pipe Testing Machine
Current location:	Top Factory Yard
Image	 <p>2024. Pipe testing machine. Source: Top Factory Artefacts Assessment, Biosis Pty Ltd and Gary Vines.</p>
Description of the nature of relationship between object and place	The pipe testing machine contributes to historical narratives about machinery used by workers in the pipe making process. The pipe testing machine was used in the pipe making process. It is historically significant for its association with the operation of the Hume Pipe company, which was innovative in the invention and production of centrifugally-spun reinforced-concrete pipes at a global level, and important in supplying pipes throughout Australia and overseas.
Condition (if known)	Fair. Signs of corrosion from being left in the Factory yard.

Object number, name, & date:	2. Tattslotto incident board
Current location:	Top Factory Yard
Image	 <p data-bbox="469 929 1276 996">2024. Tattslotto incident board. Source: Top Factory Artefacts Assessment, Biosis Pty Ltd and Gary Vines.</p>
Description of the nature of relationship between object and place	The Tattslotto 'days without lost time incident' board contributes to an understanding of labour conditions, and the risks involved in the pipe making process. It relates to the group of post war migrant workers at the factory, for whom the factory was a significant influence in their lives.
Sources	Top Factory Artefacts Assessment, Biosis Pty Ltd and Gary Vines
Condition (if known)	Fair. Paint is faded and there is some graffiti.

Attachment 3

Permit exemptions

The categories of works or activities which may be carried out in relation to the Place for which a permit is not required ('permit exemptions') to be included, pursuant to section 49(3)(a) of the *Heritage Act 2017* as follows:

INTRODUCTION

A [heritage permit](#) is required for all works and activities undertaken in relation to VHR places and objects. Certain works and activities are [exempt from a heritage permit](#), if the proposed works will not harm the cultural heritage significance of the heritage place or object.

PERMIT POLICY

The 1996 Pipemakers Park Conservation Analysis prepared by Olwen Ford and Gary Vines provides a useful starting point for understanding the cultural heritage significance of the place. It is recommended that the Conservation Analysis is updated to reflect current site conditions and management needs. The place's cultural heritage significance relates to its previous use for industry. The current and ongoing use of the place for passive recreation is supported. It is recognised that a degree of change may be necessary to maintain this use.

Permit Exemptions

General Exemptions

General exemptions apply to all places and objects included in the VHR. General exemptions have been designed to allow everyday activities, maintenance and changes to your property, which don't harm its cultural heritage significance, to proceed without the need to obtain approvals under the Act.

Subdivision/consolidation: Permit exemptions exist for some subdivisions and consolidations. If the subdivision or consolidation is in accordance with a planning permit granted under Part 4 of the Planning and Environment Act 1987 and the application for the planning permit was referred to the Executive Director as a determining referral authority, a permit is not required. Specific exemptions may also apply to your registered place or object. If applicable, these are listed below. Specific exemptions are tailored to the conservation and management needs of an individual registered place or object and set out works and activities that are exempt from the requirements of a permit. Specific exemptions prevail if they conflict with general exemptions. Find out more about heritage permit exemptions [here](#).

Specific Exemptions

The works and activities below are not considered to cause harm to the cultural heritage significance of the Pipemakers Park subject to the following guidelines and conditions:

Guidelines

1. Where there is an inconsistency between permit exemptions specific to the registered place or object ('specific exemptions') established in accordance with either section 49(3) or section 92(3) of the Act and general exemptions established in accordance with section 92(1) of the Act specific exemptions will prevail to the extent of any inconsistency.
2. In specific exemptions, words have the same meaning as in the Act, unless otherwise indicated. Where there is an inconsistency between specific exemptions and the Act, the Act will prevail to the extent of any inconsistency.
3. Nothing in specific exemptions obviates the responsibility of a proponent to obtain the consent of the owner of the registered place or object, or if the registered place or object is situated on Crown Land the land manager as defined in the *Crown Land (Reserves) Act 1978*, prior to undertaking works or activities in accordance with specific exemptions.
4. If a Cultural Heritage Management Plan in accordance with the *Aboriginal Heritage Act 2006* is required for works covered by specific exemptions, specific exemptions will apply only if the Cultural Heritage Management Plan has been approved prior to works or activities commencing. Where there is an inconsistency between specific exemptions and a Cultural Heritage Management Plan for the relevant works and activities, Heritage Victoria must be contacted for advice on the appropriate approval pathway.

5. Specific exemptions do not constitute approvals, authorisations or exemptions under any other legislation, Local Government, State Government or Commonwealth Government requirements, including but not limited to the *Planning and Environment Act 1987*, the *Aboriginal Heritage Act 2006*, and the *Environment Protection and Biodiversity Conservation Act 1999* (Cth). Nothing in this declaration exempts owners or their agents from the responsibility to obtain relevant planning, building or environmental approvals from the responsible authority where applicable.
6. Care should be taken when working with heritage buildings and objects, as historic fabric may contain dangerous and poisonous materials (for example lead paint and asbestos). Appropriate personal protective equipment should be worn at all times. If you are unsure, seek advice from a qualified heritage architect, heritage consultant or local Council heritage advisor.
7. The presence of unsafe materials (for example asbestos, lead paint etc) at a registered place or object does not automatically exempt remedial works or activities in accordance with this category. Approvals under Part 5 of the *Heritage Act 2017* must be obtained to undertake works or activities that are not expressly exempted by the below specific exemptions.
8. All works should be informed by a Conservation Management Plan prepared for the place or object. The Executive Director is not bound by any Conservation Management Plan and permits still must be obtained for works suggested in any Conservation Management Plan.

Conditions

1. All works or activities permitted under specific exemptions must be planned and carried out in a manner which prevents harm to the registered place or object. Harm includes moving, removing or damaging any part of the registered place or object that contributes to its cultural heritage significance.
2. If during the carrying out of works or activities in accordance with specific exemptions original or previously hidden or inaccessible details of the registered place are revealed relating to its cultural heritage significance, including but not limited to historical archaeological remains, such as features, deposits or artefacts, then works must cease and Heritage Victoria notified as soon as possible.
3. If during the carrying out of works or activities in accordance with specific exemptions any Aboriginal cultural heritage is discovered or exposed at any time, all works must cease and the Secretary (as defined in the *Aboriginal Heritage Act 2006*) must be contacted immediately to ascertain requirements under the *Aboriginal Heritage Act 2006*.
4. If during the carrying out of works or activities in accordance with specific exemptions any munitions or other potentially explosive artefacts are discovered, Victoria Police is to be immediately alerted and the site is to be immediately cleared of all personnel.
5. If during the carrying out of works or activities in accordance with specific exemptions any suspected human remains are found the works or activities must cease. The remains must be left in place and protected from harm or damage. Victoria Police and the State Coroner's Office must be notified immediately. If there are reasonable grounds to believe that the remains are Aboriginal, the State Emergency Control Centre must be immediately notified on 1300 888 544, and, as required under s.17(3)(b) of the *Aboriginal Heritage Act 2006*, all details about the location and nature of the human remains must be provided to the Secretary (as defined in the *Aboriginal Heritage Act 2006*).

Exempt works and activities

1. Repair and maintenance of mosaics, fencing and pergolas in the History Garden.
2. Maintenance, planting and removal of all vegetation where works do not include extensive subsurface disturbance and new trees are located no closer than twenty metres to any historic building or structure. All works must cease (and Heritage Victoria contacted immediately) if historical archaeological remains are uncovered during works.
3. All pruning of trees.
4. Repairs, maintenance and removal of freestanding buildings constructed after 1979, provided that ground disturbance associated with the removal is not likely to disturb historical archaeological remains. All works must cease (and Heritage Victoria contacted immediately) if historical archaeological remains are uncovered during works.
5. Installation of wayfinding signage more than five metres from heritage buildings, provided that ground disturbance associated with the installation is not likely to disturb historical archaeological remains. All works must cease (and Heritage Victoria contacted immediately) if historical archaeological remains are uncovered during works.

6. Removal of modern toilet facilities and construction of new facilities within the same footprint, provided that ground disturbance associated with the removal and construction is not likely to disturb historical archaeological remains. All works must cease (and Heritage Victoria contacted immediately) if historical archaeological remains are uncovered during works.

end