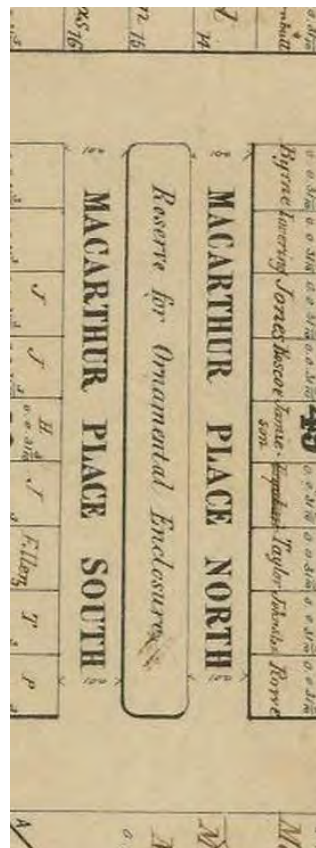


MacArthur Square Carlton. Heritage Review 2016



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June 2016

MacArthur Square Carlton

Heritage Review 2016



Prepared for
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City of Melbourne

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1 Study Area, Access, Ownership, Methodology.

1.1 Study Area and Access

MacArthur Square is located in Carlton, north of the Carlton Gardens and south of Elgin Street. The Square is bounded by four streets, two short streets to the north and south - MacArthur Place North, MacArthur Place South, and through streets Rathdowne Street and Canning Street to the west and east. The Reserved land has a long, thin rectangular form at 274.32 metres (900 feet) in length, with the narrow dimension at 30.48 metres (100 feet) - exactly the same as the street width for MacArthur Place North and MacArthur Place South. The park space which forms the Square is made wider by the inclusion of land within the Road Reserve to the north and south, bringing the overall width to approximately 36 metres. The land within the Square is raised above abutting kerbstones to the north and south, and slightly above the footpath to the east and west. The land slopes very gently from west to east.

The Study Area for this Heritage Review includes the Reserved land which forms the majority of the green space, and the 4 perimeter streets.

Pedestrian, bicycle and vehicular access is available from all perimeter streets. Bicycle paths are marked onto both sides of Rathdowne and Canning Streets, with a large number of cyclists using Canning Street for north south travel. The Melbourne Visitor Shuttle bus travels along Rathdowne Street but there is no stop nearby. See Figure 1.



Figure 1 MacArthur Square and perimeter streets, aerial photograph, February 2015 (CoMPASS)

1.2 Ownership and Management

The perimeter streets are Road Reserves, managed by the City of Melbourne. MacArthur Square is a Crown Land Reserve of 0.3642 hectares or 0.9 acres (0 acre 3 roods 24 perch), granted 13 June 1873 and managed by the City of Melbourne.

1.3 Methodology and Consultation

Spaces within the study area have been assessed on site. In preparing the Heritage Review, consultation has occurred with Rob Ellis, Gail Hall and Steven Perumal from the City of Melbourne. Information on existing trees has been provided through the City of Melbourne resource *City of Melbourne Urban Forest Visual*. Information concerning heritage gradings within Carlton has been obtained from the City of Melbourne. This Heritage Review is not a conservation management plan, however where applicable, the review adopts the broad approach for the preparation of a conservation plan as set down by the International Council of Monument and Sites Australia (ICOMOS).

2 Heritage Listings and Planning Data.

2.1 Existing Heritage Listings

2.1.1 Commonwealth Heritage Listings, the Victorian Heritage Register, and the National Trust of Australia (Victoria).

MacArthur Square is not included in the Commonwealth Heritage List, or the now closed National Estate Register. MacArthur Square is not included in the Victorian Heritage Register.

With Murchison Square, MacArthur Square is included in the register of the National Trust of Australia (Victoria).

The MacArthur and Murchison Squares are of State historical and architectural importance as the two most intact squares from an important phase of urban improvement initiated by the Surveyor-General Andrew Clarke, containing a great variety of buildings and including a number which pre-date the application of the Melbourne Building Act. Historic Area Classified: 06/05/1996¹

2.1.2 Melbourne Planning Scheme Provisions

In the *Melbourne Planning Scheme*, MacArthur Square, the whole of the perimeter roads and the private land abutting the roads are included in the Carlton heritage precinct as heritage overlay HO1. See Figure 2.

MacArthur Square is zoned PPRZ – Public Purposes Recreation. The land to the north including the roadway is zoned GRZ 1 – General Residential Zone 1. The land to the south, east and west including the roadways is zoned GRZ 2 – General Residential Zone 2. See Figure 3. GRZ 2 has a height restriction of 8 metres. The Purpose of the GRZ applying to both schedules is:

- *To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *To encourage development that respects the neighbourhood character of the area.*
- *To implement neighbourhood character policy and adopted neighbourhood character guidelines.*
- *To provide a diversity of housing types and moderate housing growth in locations offering good access to services and transport.*
- *To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.*

Amendment C209 to the Melbourne Planning Scheme, gazetted on 18 February 2016, relates to the implementation of the Open Space Strategy (CoMOSS). The policy basis in relation to Public Open Space Contributions from private land, is set out in Clause 22.26-1:

The Melbourne Planning Scheme sets out broad directions for open space planning in its MSS. Public open space is highly valued within the City of Melbourne and fulfils a wide range of functions. The importance of public open space in the city environment is heightened by the intensity of development and the limited availability of private open space. The City of Melbourne Open Space Strategy (CoMOSS) provides an overarching framework and strategic direction for open space planning. The Strategy identifies where new or improved open space will be required in the future, based on detailed research of population growth and development forecasts. The Strategy seeks to ensure that residents and workers have access to a diversity of quality open spaces within easy walking distance.

¹ Victorian Heritage Database. <http://vhd.heritagecouncil.vic.gov.au/places/64504#sthash.HBb9AlIO.dpuf>

This requires upgrading of existing open space and adding to the open space network into the future.

2.2 Heritage items within or proximate to the Study Area

Buildings to the four perimeter streets are included in the Carlton heritage place HO1. The majority of the perimeter development is nineteenth century, single or two-storey, row housing and is afforded a grading in the *Carlton, North Carlton and Princes Hill Conservation Study*, 1984. (Figure 9). All properties graded A, B, C and D contribute to significance within the Carlton heritage place HO1. (See Figure 4 for grading of properties to the perimeter streets.) Properties 44-48 MacArthur Place North and 49-51 MacArthur Place South, are in addition included individually in the Register of the National Trust of Australia (Victoria) as items B4015 and B0750 respectively.

Faraday Street and the area to the south are included in the World Heritage Area Environs.

At the west end of the Reserved land is a drinking fountain and monument to Councillor William levers, erected by his brother Councillor George levers, in 1915. Figure 6.

The perimeter of the park green space, and the footpaths to the surrounding streets, are defined by dressed bluestone kerbstones and gutters formed from bluestone pitchers laid parallel with the dressed bluestone kerb and/or at 90 degrees to the kerbstone. Figures 7 and 8. Wide asphalt footpaths are located at the east and west end, extending into the Reserved land. Standard width asphalt footpaths are located on both sides of Canning and Rathdowne Streets and to the south side of MacArthur Place South and the north side of MacArthur Place North. There is no asphalt footpath along the north and south boundaries of the Reserved Land, rather, the lawn and/or the mulched surfaces within the Square, extend to the bluestone kerb. Figure 12. No evidence has been found which would indicate that an asphalt footpath has been constructed to the north and south of the Reserved land, at a previous date. (See Section 4.5 and 4.6.)

All existing bluestone kerbstones and coursed bluestone gutters appear to be of early date – likely pre 1896. Those to the north and south of the Square have similar details suggesting a consistent date, however they are not shown on the c1897 MMBW Plan. Small sections of the gutters show some evidence of being re-laid in more recent times.

Two lanes intersect with MacArthur Place North - one private and one public - and five lanes intersect with MacArthur Place South - two private and three public. Bluestone pitchers line the lane surfaces and intersect with the bluestone coursed gutters. Figures 5 and 8.



Figure 2 Heritage Overlays. Melbourne Planning Scheme. (CoMPASS)

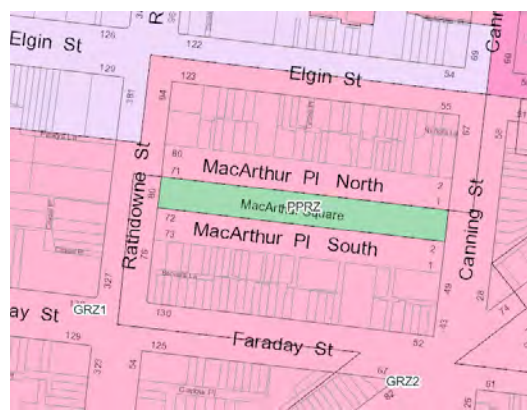


Figure 3 Zoning, Melbourne Planning Scheme. (CoMPASS)



Figure 4 Contributing to significance within the heritage place HO1. Heritage Grading of buildings in adjoining streets. (CoMPASS)



Figure 5 Contours. (CoMPASS)



Figure 6 Contributing to significance within the heritage place HO1. levers water fountain. July 2015.



Figure 7 Contributing to significance within the heritage place HO1. Bluestone kerbstones and coursed bluestone pitcher gutters. July 2015.



Figure 8 CL1059, looking north in alignment with the central path to the Square. Lanes surfaced with bluestone pitchers intersect with the bluestone street gutters. July 2015. Lanes, bluestone kerbs and coursed gutters, the elm tree rows and green space, and the graded perimeter buildings, all contribute to significance within the heritage place HO1. .

2.3 MacArthur Square: Significance within Carlton HO1.

MacArthur and Murchison Square are an integral feature of the planning for this section of Carlton. The importance of the small London-style park squares is outlined in the 2008, draft Statement of Significance prepared for the Carlton heritage precinct as part of the *Heritage Precincts Project*. The City of Melbourne is currently preparing new heritage precinct statements of significance.

The 1984 *Carlton Conservation Study* includes background historical data on the character and development of Carlton, including reference to MacArthur and Murchison Squares. No formal statement of significance for HO1 is in place in the Planning Scheme. The 2008, draft Statement of significance for HO1 Carlton notes the park Squares, mature trees, and civic works within streets including bluestone kerb and channels and gutters, as elements which contribute to cultural significance within the Carlton Heritage precinct:

2008 Draft Statement of Significance for Carlton:

“Carlton was subdivided and sold at government auction less than twenty years after the commencement of non-Aboriginal settlement at Melbourne in 1835. It is an early part of the development of the metropolis, and an essential component of La Trobe’s plan for a city with high urban amenity. The University of Melbourne, located at the edge of the heritage precinct, is an important element in the development of a plan for the cultural development of the State. Carlton has outstanding heritage value as an element of the mid-nineteenth century plan for a high quality urban environment to encircle central Melbourne; surviving with reasonable intactness. The framework of parks, boulevards and public institutions laid down in the 1840s and 1850s played a vital role in the developing form of the metropolis and is a primary contributor to its distinctive sense of place. At Carlton this is represented by Princes Park, Carlton Gardens, Royal Parade, the Melbourne General Cemetery and The University of Melbourne. In this elegant park setting, is a planned suburb from the second half of the nineteenth century incorporating small London-square style parks and a high proportion of the pre 1900 building stock including row houses, retail, community and institutional buildings. The buildings and streetscapes have cultural heritage significance for their representation of nineteenth century inner urban development, in some instances at the State level. Carlton is an essential component of Melbourne’s historic urban form. The principal period of development contributing to the cultural significance of Carlton is 1852 to 1920.”²

The 2008, *Heritage Precincts Project* supports this statement with an assessment of what is significant, why, and how it is significant.

“What is significant?”

Archaeological sites associated with the Aboriginal community before and after European settlement up to 1860.

Carlton developed from a mid nineteenth century government subdivision into a town plan of generally wide principal streets with a network of lanes. Several of the major boulevards planned by Melbourne’s early surveyors as entrances to the city, are included within and define the place including: Royal Parade and College Crescent, Princes Park Drive, Cemetery Road West, Cemetery Road East; and Victoria Street and Victoria Parade, including the street trees and road form. The town plan and boulevards are part of significance reinforced by mature street tree avenues in Swanston Street north of Elgin Street, in Royal Parade, Princes Park Drive, College Crescent, Cemetery Road East and West, Keppel Street, Grattan Street, Cardigan Street, Canning and Drummond Streets

Landowners redivided government allotments and constructed generally terrace-row housing and residential service buildings in the second half of the nineteenth century and the first two decades of the twentieth century. Residential buildings are generally low scale – two storey and single storey – and constructed from brick or rendered masonry, with a few early examples of stone construction and timber construction before 1870. The developed urban pattern for the precinct usually includes a rear wing of lower scale than at the front; a small open space at the rear often with access to a lane, and either a front garden setback or construction onto the front boundary at the principal street. Front verandahs are common on houses, and street verandahs are usual on retail facilities. A small number of buildings survive from the 1850s and the early 1860s. Small scale industrial redevelopment occurred in the early twentieth century but is generally limited in extent and primarily located in the small streets. Places which contribute to significance include: those graded A, B, C and D; and places included on the Victorian Heritage Register which are within the primary period of significance for the Carlton Precinct

² Former Planning Committee Melbourne City Council, 2 September 2008

Essential components of the town plan are the large parks, open spaces, and the smaller parks in the London-square style including: the whole of Princes Park, Carlton Gardens, Argyle Square, Murchison Square, MacArthur Square, Barry (University) Square, Lincoln Square: and the open landscape form of the Melbourne General Cemetery, and The University of Melbourne north of Tin Alley. These areas often retain their original landscape design and also have mature tree plantings including: specimen trees; mature tree avenues; perimeter borders and garden bed borders (e.g. the rock edging to Argyle Square). There are some individually “Significant trees” within Melbourne University

Civic works, including bluestone kerb and channels and gutters, bluestone paving, asphalt roads and footpaths, sewer siphons and monuments contribute to significance.

South of Grattan Street, views to the dome of the Royal Exhibition Building and the nineteenth century context for this World Heritage Site, contribute to significance. This area is also notable for the collection of buildings using stone on the façade

North of Grattan Street, significance also arises through the collection of early buildings east of The University of Melbourne and the small number of timber buildings predating the fire-rated construction required after adoption of the *Melbourne Building Act*.

Why is it Significant?

Carlton is of historical, scientific, architectural and social significance to the City of Melbourne.

How is it significant?

Historical Significance

Carlton is historically significant as a part of La Trobe’s ambitious 1840s plan for a landscape focus for the physical form of Melbourne. Princes Park, Carlton Gardens, the Melbourne General Cemetery and The University of Melbourne are historically significant in the development of a plan for the cultural and physical development of the City of Melbourne. The institutional sites in the triangular land parcels along Victoria Street, illustrate the founding intentions for a culturally rich city and mark the intersection of the first Town Reserve and the cadastral grid for Victoria. The Royal Exhibition Building and Carlton Gardens are historically significant as the most complete nineteenth century International Exhibition site in the World.

Scientific Significance

Carlton has scientific (horticultural) significance for its collection of mature plants in parks and street plantings, including avenues of *Ulmus procera*, now rare throughout the world.

Architectural Significance

Carlton has architectural significance for the nineteenth and early twentieth century built forms and the nineteenth century plan-form of streets, lanes and associated civic works. Some sites have additional architectural significance through their surviving 1850s and early 1860s components, which are now rare. The consistency of building type combined with high integrity has resulted in some precincts and or streetscapes of local, metropolitan or state significance, for their illustration of nineteenth and early twentieth century row housing.

The College precinct north of Tin Alley within the University of Melbourne, has outstanding architectural significance as a unique urban form, with large and impressive residential colleges set within an extensive landscape framework, reflecting their location within the ring of Melbourne Parks.

Aesthetic Significance

Carlton has aesthetic significance for: the open park landform in a city setting; the mature avenues and individual trees in parks and some streets; the views into the parks, particularly the view from Victoria Street to the south entry of the Royal Exhibition Building; the mature tree avenues in Royal Parade, College Crescent, Cemetery Road East, Cemetery Road West, and Swanston Street (north of Elgin Street); the landscape design for the Carlton Gardens, Princes Park and the small squares; and the open treed landscape within The University of Melbourne north of Tin Alley and on the south and west of the campus.

Social Significance

Carlton has social significance for its connection with several immigrant groups after World War 1. Lygon Street remains a focus for Australians of Italian background.”³

2.4 Trees

The 20 existing English elms *Ulmus procera* within MacArthur Square are not included as “Significant trees” within the *Melbourne Planning Scheme*. Tree controls are not included in the Schedule to the heritage overlay. The trees are not included in the National Trust Significant Tree Register.

2.5 ICOMOS Terminology

The terminology adopted in the ICOMOS Burra Charter 2013 has been used in this report. Refer to Appendix A for relevant definitions of specific words including the meaning of “conservation, preservation, adaptation, reconstruction”, etc.

³ Meredith Gould Architects Pty Ltd, *Heritage Precincts Project*, 2008.

3 Study Area Existing Conditions

3.1 Physical Form 2016

Although MacArthur Square refers to the named, park space, the physical form of the Square includes the roads and footpaths which encircle the park and the perimeter housing which forms the walls of the three-dimensional space. Buildings in MacArthur Place North and MacArthur Place South make a strong contribution to the character and form of the Square. In Rathdowne and Canning Streets, dividing medians and continuing street alignments diminish the contribution of buildings and roads to the spatial character of MacArthur Square.

Nineteenth century streetscapes define the Square, including footpaths, kerbs and the coursed gutters, which reinforce the formal shape of the park space. (Figure 9).

The trunks of the 2 tree rows define the north and south boundaries of the Reserved land. Lawn extends across the park space and beyond the Reserved land on the north and south of the park space to meet the bluestone kerbs. The elm rows have a substantial height and spread. Canopies meet in the centre of the Reserved land and extend almost to the centre of the streets to the north and south, close to 30 metres across. (See canopy cover Figure 1). The Reserved land is surfaced with lawn and/or mulch, and contains one central, north-south asphalt path.



Figure 9. Largely nineteenth century row housing forms the perimeter of MacArthur Square (clockwise from top left) MacArthur Place South, Rathdowne Street, Canning Street, MacArthur Place North. July 2015

Wide asphalted roads encircle the Reserved land. Several laneways abut; to the north off MacArthur Place North; and to the south off MacArthur Place South. Wide asphalt footpaths

provide access to all perimeter properties and extend across the east and west ends of the Reserved land.

There is gentle fall in the land from the highpoint on the south west to the low point at the north east. See Figure 5.

3.2 Trees: City of Melbourne Tree Data

The City Of Melbourne Urban Forest Visual⁴ provides a unique number for every tree within the streets, parks and reserves of the municipality.

Nineteen of the twenty trees in MacArthur Square are part of the original/early, planting from the nineteenth century. Figure 10. The single young tree (1288177 in the north tree row) is a replacement of an original planting.



Figure 10. MacArthur Square is planted with 2 tree rows of English elms. July 2015.

The Urban Forest Visual notes the strong presence of *Ulmus sp.* across the parks and street plantings within the city. At MacArthur Square, all the trees are elms, providing the Square with its distinctive light and leafy, shaded character in summer and strong sculptured forms in winter. Across Melbourne, elms have been affected by the millennium drought, the recent dry years, and possum predation. With similar planting dates from the late nineteenth and early twentieth centuries for many of these specimens, this species is often seen as approaching maturity.

Delineation of canopy cover is available on CoMPASS. (Figure 11) Canopy cover from the elms is almost complete over the Reserved park land. The 2 tree rows meet in the centre of the Reserve, extending almost half way into the road reservations on to MacArthur Place North and MacArthur Place South.

⁴ <http://melbourneurbanforestvisual.com.au>

The two tree rows which form the planting plan have an offset location allowing a little more space for individual canopy growth. The boundary to the Reserved land is not readily apparent on the north and south where lawn/mulch forms the “footpath”. (Figure 11). Each tree trunk in the row appears to be located within the Reserved land, very close to Reserve boundary.



Figure 11. Canopy cover in MacArthur Square, extending to almost the whole of the Reserved land and up to half the adjoining roadways to the north and south. (ComPASS)



Figure 12. Trees located close to the mulched park perimeter. July 2015.

There are no street trees plantings in MacArthur Place North (north side) or MacArthur Place South (south side). In Canning and Rathdowne Streets, more recent plantings of London planes, oaks and other species are located in the relatively recent medians and in the footpath zones.

3.3 Lawn, mulch and boundary definition to MacArthur Square

A central, asphalted, north south path, divides the long rectangular lawn area into two parts. (Figure 19) Footpaths extending across the boundary of the Reserved land define the lawn edge on the east and west. Close to the tree trunks, sections of lawn have been removed and replaced by mulch. (Figure 12.) There is no clear pattern to the layout of the mulched areas. The lawn is in good condition. On the east and west, the short sides of the park space are defined by stone edging – possibly sandstone. (Figure 13)

The majority of the green space which forms the Square is defined by dressed bluestone kerb stones. Fine tooling is evident in some locations. (Figure 14). In some locations, accommodation of the fall across the site results in a relatively steep land form at the junction of the mulch/lawn with kerbstones. (Figure 15)

The central park Square is defined by the bluestone ashlar kerbstones and coursed gutters stones which are offset from Reserved land by approximately 2.5 - 3 metres. (Figure 16). In each of the perimeter streets, a wide asphalt footpath is defined by similar bluestone ashlar kerbstones and coursed pitcher gutters. (Figure 17) In the undisturbed sections of coursed gutters, the pitcher stones are laid with narrow joints. Most coursed gutters are early/original. (Figures 14, 16, 17, 18.) Curved sections are a feature at the intersections with Canning Street and Rathdowne Street. Some coursed gutters appear to be original pitchers re-laid with wider joints. Most kerbstones are early/original. In some locations alterations have been made to provide ramped access at intersecting footpaths. (Figure 17)



Figure 13 Likely sandstone edging, Canning Street, July 2015.



Figure 15 Junction with the kerb stone is steeper in some locations. July 2015



Figure 14 Fine tooling marks evident on the ashlar bluestones which form the kerb. MacArthur Place North. July 2015



Figure 16 Kerb and coursed gutter meeting the lawn surface. July 2015



Figure 17 Bluestone kerb and coursed gutter. South east, at Canning Street intersection. July 2015.



Figure 18 MacArthur Place South. Junction of lane/gutters and footpath.

3.4 Other features: central path, seats, bins and lights. Vehicle parking.

Modern steel seats are located at the Canning Street boundary and at the centre path. Three lights are located centrally on an east west axis. Lights are located along the footpaths in MacArthur Place North and MacArthur Place South. Several bins are located within the Square.

Kerbside vehicle parking is in place on both sides of MacArthur Place North and MacArthur Place South, Canning Street, and to the west side of Rathdowne Street. Ticket machines and ticket advice signs are located along the boundaries of the lawn/mulched area. There is no vehicle parking on the west boundary of the Reserved land. In Rathdowne Street and Canning Street, a bicycle path is marked, adjoining the parked kerbside vehicles, on both sides of the road.



Figure 19 Central north-south path, looking north. July 2015



Figure 20 MacArthur Place South looking west. Note tree canopy extending to the centre of the roadway. July 2015.



Figure 21 MacArthur Place North, looking west. July 2015

3.5 Development abutting and nearby MacArthur Square

Low density residential development occurs in MacArthur Place North, MacArthur Place South and in Canning Street. Generally development is in the form of single or two storey row houses, set on the property boundary or with a verandah at the boundary. There are few properties with side boundary setbacks. Intersecting lanes provide access to the rear of many properties and increase light penetration within the street block. Allotment sizes are generally small. There are a few developments of 3 storeys.

In Rathdowne Street to the north west, multi-unit development within and adjoining a former church has a higher density to 4 storeys. Notwithstanding, the whole of the surrounding streets are within a “stable” zone and substantive change to density is not anticipated in the *Melbourne Planning Scheme*.



Figure 22 Intersecting lane. July 2015

3.6 Contribution to Heritage Significance.

The following elements contribute to significance within the heritage place. See section 5 for elements of Primary significance and contributory significance :

- > The nineteenth century park design.
- > Trees – 19 *Ulmus procera* and the form of the 2 tree rows. These are the early/original plantings in place before 1883.
- > The bluestone kerb stones and coursed pitcher gutters offset from the boundary to the Reserved land, including the radiused corners. This radiused form is first evident on plans from 1857.
- > Sandstone edging at the east and west ends of the Reserve.
- > The centre path.
- > The bluestone kerbstones and coursed pitcher gutters in perimeter streets.
- > Intersecting lanes and their bluestone covering.
- > The perimeter properties which are graded A, B, C or D in the *Carlton, North Carlton and Princes Hill Conservation Study*, 1984.

4 History and Development

4.1 The Wurundjeri and Early European Settlement in Melbourne

MacArthur Square does not contain scar trees or specific sites of significance. The following extract is taken from a History & Significance Assessment for *Heritage Precincts in the City of Melbourne*. It includes extracts from Caroline Briggs *Draft Indigenous Culture and Heritage Framework*, 2006 – 2009, prepared for the City of Melbourne.

‘For the Kulin Aboriginal Nation comprising the Woi wurrung, Dja Dja Wurrung, Wathaurong and Taungurong peoples, the lower reaches of the Yarra River and the land to the north and south, contain important culture and heritage places. The City of Melbourne has traditional significance, and is a place to meet, work and be part of Indigenous culture.

The Boon wurrung story of Bunjil and the flood is the traditional owner’s recounting of what scientists interpret as changes in the sea level from the end of the last ice age (approximately 14,000 years ago) to approximately 5,000 years ago. Warmer and wetter global conditions resulted in a higher sea level and Port Phillip Bay was substantially larger as a result. As the climate entered a cooler, drier phase, the sea levels receded to their current levels.

The Great Spirit Ancestor Bunjil created the country, trees and animals of what is now known as the City of Melbourne. Angry at the Kulin people’s neglect of each other and their country, Bunjil caused the waters of Port Phillip Bay to rise. Fearing the loss of their country, the people appealed to Bunjil to stop the waters rising. Bunjil agreed on condition that the people stopped their bad behaviour and follow his laws. After Bunjil stopped the rising of the sea, the Kulin people chose the great meeting ground on land now occupied by Government House to come together to discuss the business of the Nation, to celebrate and to dance. (Caroline Briggs in Draft Indigenous Culture and Heritage Framework, 2006 - 2009)

When the first European settlement in 1835 concentrated on the north bank of the Yarra, the Aboriginal population continued to hunt and gather the rich game and resources from the open grassy woodland and from along the river including the billabongs and swamps. Before the course of the Yarra was amended to reduce flooding in 1898, two thickly wooded billabongs stretched along the south side of the Yarra – now the areas around the Alexandra Gardens and in the valley of the Botanic Gardens. Because of the edible game and fish, especially eels, the area was more densely populated with Aboriginal people than other parts of the Melbourne district. Nearby on the wooded hills of the north bank, eucalyptus trees provided bark for canoes. Scar trees on the north bank of the river are one of the few physical reminders of thousands of years during which the Kulin Nation occupied the land which is now the City of Melbourne. Corroborees are reported to have occurred at the site of the Treasury Gardens on the north side of the river.

George Langhorne recollected that in 1836 ‘the Aboriginal population in a circuit of say thirty miles around Melbourne numbered at least 700 men, woman and children.’ He recorded some aspects of their traditional life:

the manufacture of neat oval baskets of grass tree, neatly plaited, a strong useful article – and when first Port Phillip was occupied the blacks would readily supply these for a little tobacco or flour in exchange.....Their favourite game of throwing the warewite seems also peculiar to these tribes. A twig of tea-tree is cut off with a joint at the end, this knob or joint being scraped with a knife of stone into the shape of a cue about three inches in length. The black exhibit the great nicety and care in preparation of the warewite. The game is played thus: five or six young blacks standing in a line, by a peculiar jerk of the [wrist] which requires practice to properly attain, send the warewite in a straight line with the force of

arrow from a bow. He who could throw the furthest won the game.’ (Historical Records of Victoria, Volume 2A, pps177 and 178).

Initially, the Government allowed squatters on the south side of the river, including quarrying and brickmaking. Whilst the area west of Hoddle Street was withheld from sale, the area east of Hoddle Street was subdivided including an area of 895 acres for ‘Aborigines Missionary Land’, shown on Hoddle’s map of 1837. This land is now occupied by South Yarra (Stonnington) and Toorak. Following Sir Richard Bourke’s direction to establish a native village for the Aborigines in every township, Rev. George Langhorne set up a mission and school for the Port Phillip tribes on January 1st 1837, under the guidance of the London Missionary Society. To encourage the Aboriginal people to attend the Mission and for the children to attend the school, Langhorne provided free meals, blankets and clothing. In 1839, the mission land was subdivided and sold, and the Aboriginal mission transferred to the west side of Punt Road within the City of Melbourne on land now part of the Royal Botanic Gardens. This mission school and Reserve closed on July 1st 1839.

With the failure of the missions, the Government set up camps under the direction of the Protector of the Aborigines, George Robinson. Several camps were located along the Yarra. Many of the dispossessed people were seriously ill and violence and alcoholism were rife. Numbers diminished in the 1840s and few Woi wurrung speakers were found after 1847. A feeding station was set up at Royal Park, where the Aboriginal people could obtain clothes, blankets and flour from the government. By the late 1850s, Government policy to relocate Aboriginal people to their traditional country probably resulted in the resettlement of many Kulin people at Coranderrk in Healesville (now in part the Healesville Sanctuary).⁵

4.2 Plan for the subdivision of Carlton⁶

The first major expansion of residential development outside the original Melbourne Township area, occurred in South Carlton. Government surveyor Robert Hoddle⁷ prepared this plan in 1852, incorporating wide government roads in an orderly grid pattern aligned with magnetic north, and a suite of 3 formal, London-style, small, park squares, integrated into the street design – Argyle Square, Lincoln Square and eventually the reserved land which would become University Square. A major metropolitan park was also included in the Plan at Carlton Gardens.

It is likely that before subdivision and development, Carlton had an undeveloped landscape similar to that described by Hoddle for the area around the University

“Grassy forest land principally timbered with Eucalypti, Casuarina, Mimosa”⁸

Andrew Clarke replaced Hoddle as Surveyor General in 1853, continued his lead to integrate small, London-style park squares into the urban form of Melbourne. These parks are a defining feature of the character of Melbourne and a major contributor to Melbourne’s sense of place.

In the 1850s “there was an expectation for Carlton to be developed with long terraces like those in London. Small park squares serving terraces were a key feature of that development idea, indicative of what was considered suitable for premier suburbs. The Carlton squares in the 1853 plan for South Carlton reflect this London-square development type – a small central square, surrounded by a public road and a perimeter of row-houses. They differ in the provision of access to the general public, rather than the London examples of perimeter-landholder-only access.”⁹

⁵ Meredith Gould Architects Pty Ltd., History and Significance Assessment for Heritage Precincts in the City of Melbourne March 2007, including extracts from Caroline Briggs Draft Indigenous Culture and Heritage Framework, 2006 – 2009, prepared for the City of Melbourne).

⁶ Section 4.2 on the early subdivision of Carlton, is largely taken from the History and Development Section of the report by Meredith Gould Architects, *University Square Heritage Review*, 2015, without further attribution.

⁷ Robert Hoddle was Surveyor General from 1851 – 1853.

⁸ Robert Hoddle, 1843 Map of plan for East and North Melbourne, State Library of Victoria.

⁹ Meredith Gould Architects. *Argyle Square Heritage Report*, 2003, page 3.

Hoddle's suite of parks along Pelham Street, and the smaller MacArthur and Murchison Squares, likely designed by Clarke, continue the London-style, park squares, first incorporated into the 1840s plan for East Melbourne. The connection of public open space with the government subdivision and sale of small private allotments, displays the intention in early planning for Melbourne, to establish residential areas with high urban amenity.

The area north of Faraday Street is not shown on the Surveyor General's 1855 plan of "Melbourne and its Suburbs"¹⁰. It first appears on the lithographed subdivision plan of November 1857 for the "Carlton Allotments" showing a "Reserve for Ornamental Enclosure". The plan signed by Clement Hodgkinson (Figure 23), displays the radiused corners to the Reserve which were subsequently implemented. The Carlton subdivision plan of 1857 shows MacArthur Square as the only park space. Land which would become Murchison Square is shown as 4 allotments and Curtain Square were in place on subdivision plans by 1863. Hodgkinson became Deputy Surveyor General in 1858.¹¹

Andrew Clarke was Surveyor General from 1853 to 1857, replacing Hoddle. During this time his department¹² produced subdivision plans for South Melbourne and North Melbourne. Formal parks, sometimes with circuses (crescents) were integrated within these subdivided lands for sale. Although modifications reduced their eventual extent, several integrated park schemes were realized including: St Vincent's Place in South Melbourne - perhaps the most grand in scale and now included in the Victorian Heritage Register - and the smaller central reserve at Canning Street North Melbourne.

Surveyor Clarke continued Robert Hoddle's lead to integrate small, London-style park squares into the urban form of Melbourne. Small local parks, wide streets and an ordered town plan, combine with nineteenth and early twentieth century row housing, to define the character of inner Melbourne.

The 1857 Subdivision Plan (Figure 23) shows dimensions for the width of MacArthur Place North and MacArthur Place South - each as "100 feet". The 1878 Subdivision Plan showing the first purchasers of allotments (Figure 24) provides more clarity for the size of the Reserve, with the added dimensions for the Reserve of "100 feet" and "900 feet".

The Reserved land was gazetted as permanently reserved in 1873 and jointly vested in the Board of Land and Works, and the City of Melbourne as part of the large group of parks comprising Argyle-square, Carlton-gardens, Fawkner-park, Fitzroy-gardens, Flagstaff gardens, Flinders-park(Melbourne), Lincoln-square, Murchison-square, Prince's-park, University-square, and Yarra-park (Melbourne).¹³

¹⁰ Melbourne and its Suburbs, 1855.SLV. <http://handle.slv.vic.gov.au/10381/89107>

¹¹ Ibid.

¹² Swanson., Lands Department, op.cit, page 12.

¹³ *The Argus*, 14 June 1873, page 7.

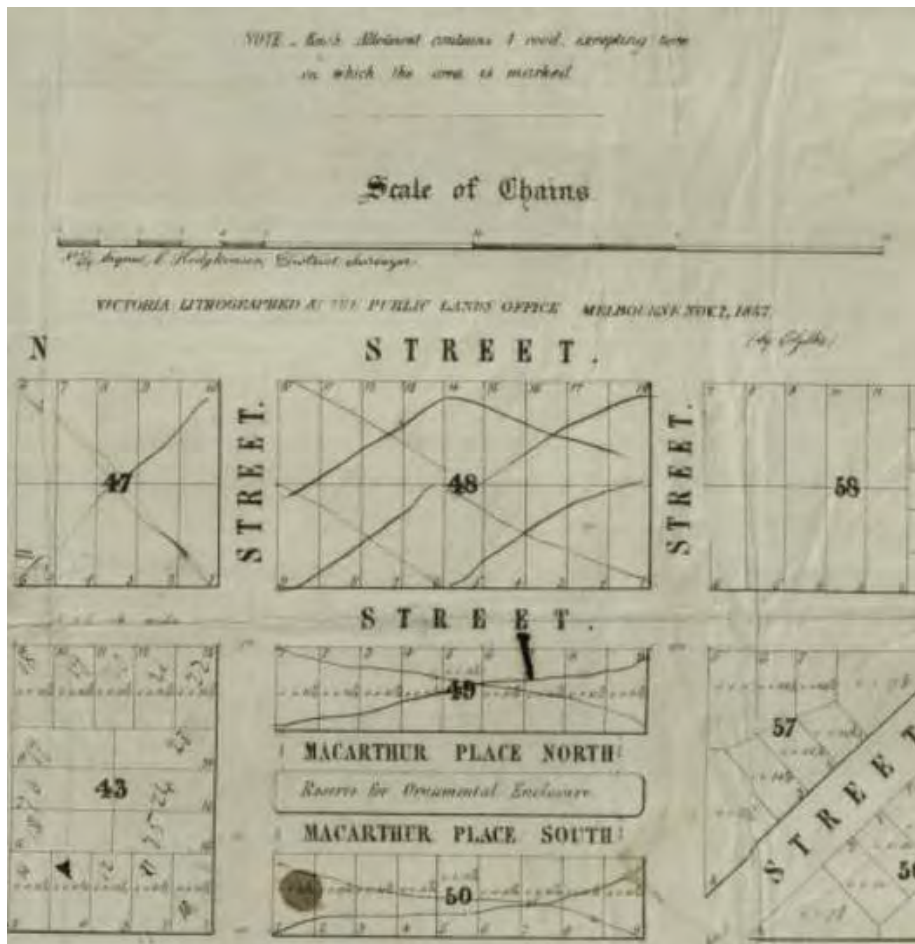


Figure 23 Plan of Allotments, Carlton North Melbourne, signed by C. Hodgkinson "Chartered Surveyor", Public Lands Office, Melb, Nov 7, 1857. <http://handle.slv.vic.gov.au/10381/160175>

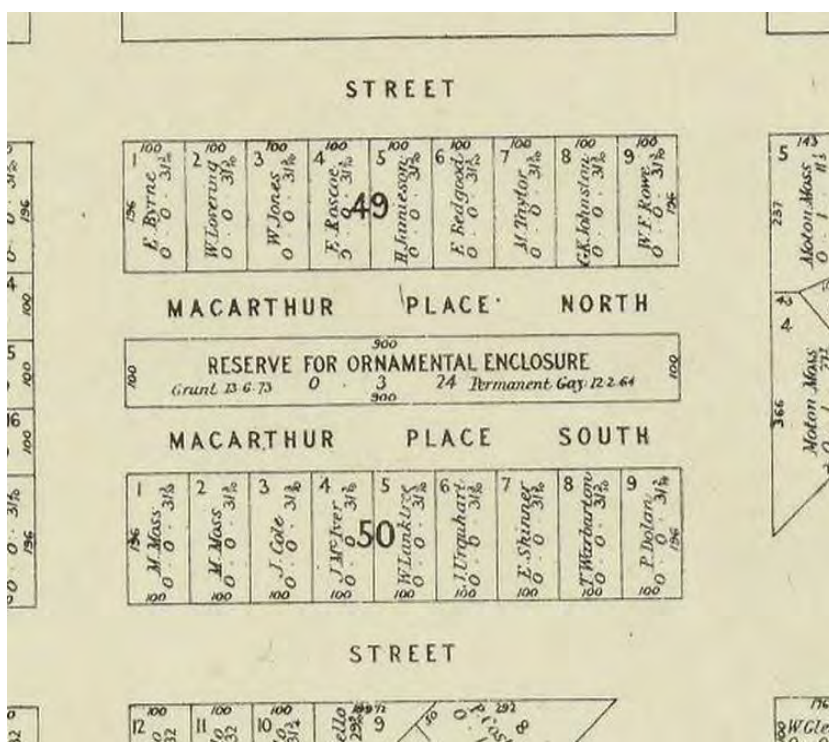


Figure 24 Plan of Allotments at Carlton North Melbourne, 1878. SLV

4.3 Development of MacArthur Square. Reservation, fencing, improvements in the mid 1860s and first trees before 1883.

Work to develop the land into a park space was slow. *The Argus* reports on fencing “the MacArthur Reserve” in October 1860.

THE MACARTHUR RESERVE.

*On the recommendation of the Health Committee, the council resolved that the city surveyor be instructed to prepare a plan and estimate for fencing in the reserve lying between MacArthur Place North and MacArthur Place South.*¹⁴

The works would appear to have taken an extraordinarily long time to reach completion. *The Argus*, reported on completion in February 1864.

*The City Council quarterly meeting allocated “£25 for completing the fencing to the enclosure in Macarthur place.”*¹⁵

Half round ends, as depicted on the 1864 Cox Map of Melbourne and Port Phillip Bay, are unlikely to be an accurate representation of the precise form of MacArthur Square at that time. (Figure 25) The Cox map is a loose depiction of development within the city. MacArthur Square is not depicted with trees as was adopted for Carlton Gardens within this map.



Figure 25 Victoria-Australia, Port Phillip. Hobson Bay and River Yarra leading to Melbourne. H.L. Cox.

Prepared 1864, published 1866. <http://handle.slv.vic.gov.au/10381/93001>

Lighting had been provided before 1866. *The Age* reports on the Public Works Committee recommendation for the “removal and re-erection of the following lamps”...

*S.W. corner of Canning Street and Macarthur Place, north, to centre of reserve; lamp N.E. corner of Canning and Elgin streets, to south-east corner of same streets.*¹⁶

Works which would prepare for planting began in 1868 when the Council called tenders for “trenching ground at Murchison and MacArthur Place Reserves”.¹⁷

¹⁴ “City Council,” *Argus*, 30 October, 1860, <http://trove.nla.gov.au/ndp/del/article/5692438>.

¹⁵ “City Council,” *Argus*, 10 February, 1864, <http://trove.nla.gov.au/ndp/del/article/5743918>.

¹⁶ “City Council,” *Age*, 24 April, 1866, <http://trove.nla.gov.au/ndp/del/article/155046488>.

No planting plan has been located for MacArthur Square. *The Argus*, reports on Reserves in Carlton in 1883, providing a description of management of Lincoln, Argyle, Barry, Murchison and MacArthur Squares as the responsibility of one gardener, and includes a specific description for MacArthur Square planting.

*The Macarthur Place reserve is a narrow strip of land, planted with pines and elms alternately, with two rows of cypresses in the centre.*¹⁸

Lawn would appear to already be established in the 1870s. In 1879, 1880, and 1882, tenders were called by the Commissioner for Crown Lands and Survey for "Purchase of Surplus Grass" at several of the city's park spaces, including MacArthur Square.¹⁹

No specific record has been located for the tree planting date at MacArthur Square. While not specifically mentioned in the description of planting in parks in 1865 the species recorded at MacArthur Square in 1883, are mentioned in 1865 in *The Argus* report on plantings across Melbourne's parks.

*A considerable amount is annually expended by the council upon the park lands under its control, Carlton-gardens hitherto receiving the principal share of attention. In this, and Lincoln and Argyle Squares, and other reserves under the corporation, there have been planted during the last twelve months upwards of 4,000 trees and shrubs, most of which are useful as well as ornamental - such as wellingtonias, deodar cedars, araucarias; pines and cypresses from Central America, India, and Europe; evergreen and deciduous oaks, elms, Oriental planes, poplars, and alders, together with a great variety of flowering and otherwise ornamental shrubs. There are about 2,500 of a young stock of trees and shrubs in the nursery, most of which will be planted out during the ensuing months of July and August.*²⁰

MacArthur Square was fenced but inaccessible in 1891 as reported in *The Argus*.

*Lincoln, Murchison and Macarthur square, although belonging to the public, are inaccessible to them. They are all surrounded by fences 6ft. high, contain a few decrepit pines and Moreton Bay figs...*²¹

The 1897 MMBW Plan provides what is likely to be an accurate street map, reflecting the layout in 1897. (Figure 26):

- > The fenced width and length at 100 feet x 900 feet (approximately 30.48 x 274.32 m), divided into two equal, fenced, sections, by an accessible, north-south, central path.
- > Four gates, one at the centre of the east and west end of each section.
- > Footpaths at the east and west ends, outside the Reserved land. No footpaths on the north and south of the Reserve, but radiused corners to the offset gutter ends..
- > Radiused corners to the Reserve and the fenced sections, and to gutters beyond the footpaths at the east and west ends.
- > Footpaths in place along the north side of MacArthur Place North and the south side of MacArthur Place South.

¹⁷ *The Argus*, 27 May 1868, p.3.

¹⁸ "The City and Suburban Reserves," *Argus*, 14 March, 1883, <http://trove.nla.gov.au/ndp/del/article/8503344>.

¹⁹ *The Argus*, 1 September 1879, 22 April 1880, and 30 September 1882

²⁰ "The Health of the City," *Argus*, 1 August, 1865, <http://trove.nla.gov.au/ndp/del/article/5783942>.

²¹ "North Suburban Parks and Gardens. To the editor of the Argus," *Argus*, 13 April, 1891, <http://trove.nla.gov.au/ndp/del/article/8630447>.

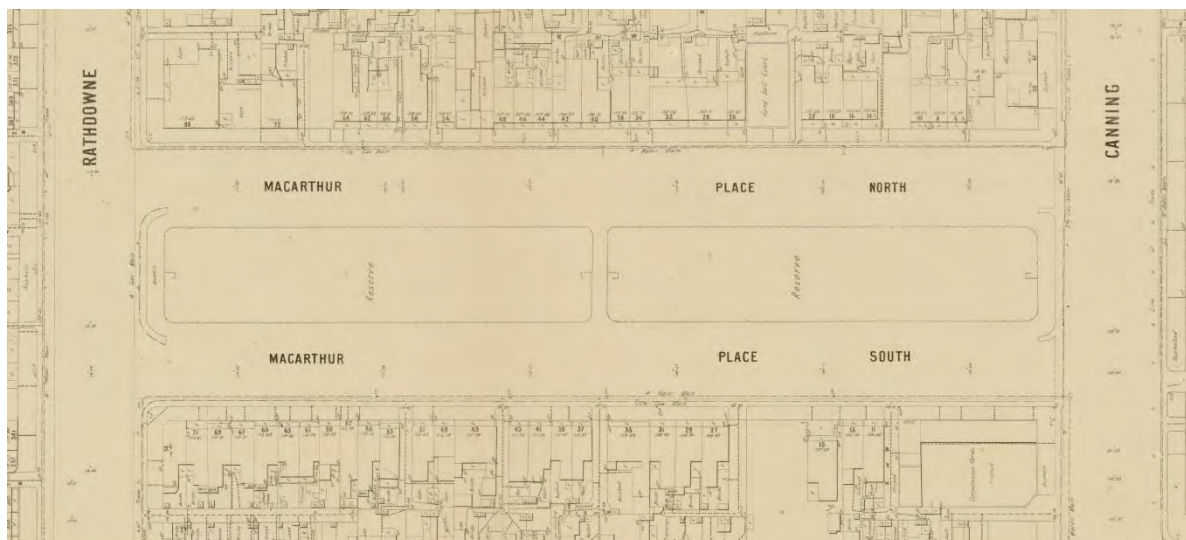


Figure 26 Extract from Melbourne and Metropolitan Board of Works detail plan, 1189, City of Melbourne (Melbourne: MMBW, 1897). S.L.V.

4.4 Twentieth century.

The first decade of the twentieth century saw enclosing fences removed from many of Melbourne's parks. No particular date is available for the removal of the fence at MacArthur Square. Similarly unknown is the date for the removal of the pines inter-planted with the elms along the perimeter rows, and the two central rows of cypress. As Curator of Gardens, John Guilfoyle directed the removal of fences and pines from Lincoln Square in 1907.²² Hardy pines and cypress in the initial planting would have provided a green scene all year round. The deciduous elms were favoured Melbourne plantings for streets and parks by the end of the nineteenth century. Removal of the pines, possibly planted as early as 1865, would have allowed room for the elms to continue to grow. Aerial photographs from the 1940s and 1950s show only elms. (Figures 27, 28, 29.)

In 1915, a memorial drinking fountain was erected in MacArthur Square (named MacArthur Gardens in the 1916 *Tribune* article) for William Ievers, unveiled by the honourable Wm. Hutchinson, the Minister for Lands. The fountain is an impressive structure over 4 metres in height facing the Rathdowne Street entrance, elevated on bluestone steps and constructed in Harcourt fine-axed granite, red granite and Carrara marble. The bust of Ievers, by Mr. Douglas Richardson, Messrs. Jagers and Son Pty. Ltd. of Parkville, was reported to be "very life like".²³ It would seem likely that the extension of the footpath into the Reserve area at both the east and west ends, was already in place, and the fence removed, by the 1915 installation date.

The Argus reports on the general condition of the Square in the context of an abandoned proposal for a children's playground in 1922. It cites existing rockeries and lawn which had been worn down to earth.

*MacArthur Square, in Canning street, is an object lesson in obstinacy. The City Council offered to make this area into a playground and pull down the bare rockeries which, with dry, beaten earth, once lawn, are all that the square now contains. However, the residents objected, preferring an unsightly waste, across which it is pollable to make convenient "short cuts." Water is laid on here, but experience has taught the council that seedlings and shrubs only survive for a day or two, while newly laid-out lawns are trampled into the dust within a week.*²⁴

²² "Autolycus on Tour – Beautifying Waste Places," *Mount Baker Courier and Onkaparinga and Gumeracha Advertiser*, 22 March, 1907, <http://trove.nla.gov.au/ndp/del/article/147863931>.

²³ "Memorial Fountain to the Late William Ievers, Junr.," *Tribune*, 3 February, 1916, <http://trove.nla.gov.au/ndp/del/article/154371315>.

²⁴ "Park Improvements. City Council's Ambitions," *Argus*, 17 March, 1922, <http://trove.nla.gov.au/ndp/del/article/4683790>.



Figure 27: Extract from Aerial views of Melbourne and Exhibition Buildings (Hodgson, ca. 1940 – ca. 1950, SLV).



Figure 28: Extract from General view North Melbourne (Airspy, 11 May, 1955). SLV



Figure 29: Extract from Aerial View of the Royal Exhibition Building, Carlton, Victoria (Paynes, April 1962. SLV)

Little change is apparent in the green park space in twentieth century. The simple form of two rows of elms, set in lawn and surrounded by roads of similar width is established and maintained. See aerial photographs Figures 27, 28 and 29. The street form is set, with the several intersecting lanes and wide footpaths.

Following its early twentieth century decline, Carlton did not become a desirable place to live until the late 1960s. Trevor Huggard reported on living near MacArthur Square at this time.

1960s - Trevor Huggard, resident of Macarthur Square – “People living in terrace houses in Macarthur Square found it impossible to avoid each other . . . People sat on their front doorsteps and talked to one another, everyone helped each other. Macarthur Square at that stage was very unfashionable, and there was the sense of camaraderie about how everyone else saw this as the least desirable address in Melbourne . . . But the whole area was under threat and everyone knew it had no future. Despite that it provided a very convenient and inexpensive place for migrants when they stepped off the boat to establish themselves. It was a very exciting and interesting little village, and I thought it was fantastic. I loved it.”²⁵

Some changes to built fabric occurred in the 1920s with the small scale industrialisation of the inner city. Notwithstanding, the perimeter housing has undergone little change except for the 1980/90s development which increased to some properties along MacArthur Place North, and in recent times in Rathdowne Street. A series of 1960 and 1970s photographs illustrates the general consistency of built form and the form of the green space. Figures 30 to 35. Introduction of heritage controls into the Melbourne Planning Scheme in 1983 encouraged conservation of the character and appearance of MacArthur Square and its built context.

²⁵ Alan Mayne and Kasia Zygmuntowicz, “Post War Carlton,” in *Carlton: A History*, ed. Peter Yule (Melbourne: Melbourne University Press, 2004), 48.



Figure 30: View through Macarthur Square to Macarthur Place North (Graeme Robertson, 1974).



Figure 31: Macarthur Square (Graeme Robertson, 1974).



Figure 32: Macarthur Place North, looking east (Saunders, ca. 1956-1968, SLV)



Figure 33: Macarthur Place North, (Saunders, ca. 1956-1968, SLV)



Figure 34: Macarthur Place North, on Macarthur Square, Carlton, streetscapes (Saunders, ca. 1956-1968).



Figure 35: Macarthur Place North (Saunders, ca. 1956-1968, SLV)

4.5 Perimeter Streets

The 1897 MMBW Plan indicates kerbs and gutters in place to the east and west of the Reserve, to the north side of MacArthur Place North and the south side of MacArthur Place South. The kerb and gutters to the north and south of the green space are not indicated on the 1897 Plan. (Figure 26) Initially, the road surface would have been dirt. The dates for the first asphaltting of the perimeter streets have not been researched.

While there are variations in gutter coursing, there are no substantive differences in the various bluestone components. Some sections of some gutters appear to have been lifted and re-laid. A small number of kerb stones have been replaced at the intersecting footpath to facilitate ramped access.

The bluestone components of lanes and streets are the nineteenth century and early twentieth century urban design framework for Carlton. The asphalt footpaths, bluestone kerbs and gutters and the lanes define the separation between public and private land.

4.6 Chronology of development MacArthur Square

1857	Plan for subdivision of Carlton prepared by the Public Lands Office, signed by Clement Hodgkinson. MacArthur Square shown as an 'Enclosure for Ornamental Reserve'.
1861 and 1864	Plans for fencing MacArthur Squares presented to the Council in 1861. Fencing completed in 1864
Pre 1866	Lighting in place
1868	Trenching soil underway.
1865	1865, likely earliest date for tree planting of 2 rows of elms alternating with pines and a central row of cypress. Trees in place before 1883.
1873	OA. 3R 24 P (0.3642 hectares) gazetted as a park and Permanently Reserved
Pre-1897	Bluestone kerbs and coursed gutters and asphalt footpaths formed to perimeter streets. Likely before 1870.
1879 - 1883	Excess grass sold
Prior to 1897	Central, north south path in place; gates in place at each end of each fenced section. Footpaths and bluestone kerbs and gutters to east and west of Reserve, and to adjoining streets.
Likely late 1890s to early 1900s	Completion of bluestone kerbs and gutters on the north and south of the green space, connecting with the existing radiused kerbs and gutters to the east and west ends.
Likely early 1900s	Inter-planting of pines removed from the 2 elm rows. Row of cypress removed.
Likely early 1900s	Fences removed from Reserved land. Asphalt footpaths at the east and west ends extended to be within the Reserved land.
1915	Monument/drinking fountain installed within the Reserve at Rathdowne Street frontage.
Pre- 1922	Irrigation, rockeries installed.
Pre 1960s	Rockeries removed
1983	Heritage controls (initially "Urban Conservation Areas") introduced into the Melbourne Planning Scheme. MacArthur Square included in UC1 now Carlton heritage precinct HO1.
Recent decades	Medians installed and tree rows planted in Canning Street and Rathdowne Street. Some areas of bluestone coursed gutters possibly lifted and re-laid. Some kerbstones replaced at intersecting footpaths.

5 Cultural Significance

5.1 Assessment Criteria

The cultural heritage significance of the MacArthur Square Study Area has been assessed against the criteria used by Heritage Victoria as defined in the Heritage Act 1995.

Criterion A

Importance to the course, or pattern, of Victoria's cultural history.

Criterion B

Possession of uncommon, rare or endangered aspects of Victoria's cultural history.

Criterion C

Potential to yield information that will contribute to an understanding of Victoria's cultural history.

Criterion D

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

Criterion E

Importance in exhibiting particular aesthetic characteristics.

Criterion F

Importance in demonstrating a high degree of creative or technical achievement at a particular period.

Criterion G

Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons. This includes the significance of a place to Indigenous peoples as part of their continuing and developing cultural traditions.

Criterion H

Special association with the life or works of a person, or group of persons, of importance in Victoria's history.

5.2 Elements which contribute to Cultural Heritage Significance

- > The plan form of MacArthur Square demonstrates the integration of parks with residential development in the early development of Melbourne. It continues the practice established by the early Melbourne surveyors, for Melbourne to have a high urban amenity. MacArthur Square and the perimeter street layout satisfies criteria B and D at the local level.
- > In place by 1883 and possibly as early as 1865, the simple design for two tree rows set in lawn, demonstrates the principal characteristics of small park design from the mid to late nineteenth century. Satisfies criterion D at the local level.
- > Following the devastation caused by Dutch Elms disease, elms are now rare across the world. The 2 elm tree rows have benefited from an unusually large open space and have matured to produce an almost complete canopy cover to the Reserve, extending to almost half the width of the adjoining road for some specimens. The well-developed, mature elms exhibit particular aesthetic characteristics. The elm plantings satisfies criterion E at the metropolitan level
- > The town plan for Carlton of 1857 provides for spacious roads and generous footpaths in an ordered grid pattern. The abutting allotments sold at government auction developed with a fine grain of lanes connecting to the government roads, to develop the distinctive urban form of the City of Melbourne. This pattern is well demonstrated at MacArthur Square. The development of

town areas is important in the pattern of Victoria's cultural history. The town plan linking open public roads, park space, and residential development, satisfies criterion A at the local level.

- > Bluestone kerbs and coursed pitcher gutters are the nineteenth and early twentieth century urban design framework for the City of Melbourne. At MacArthur Square, these features are also reflected in the Reserve layout. The majority of the kerbs and coursed gutters to the green space and the surrounding streets, appear to have been in place for more than 110 years. These elements satisfy criterion D at the local level.
- > Buildings in the perimeter streets which are graded in the *Carlton, North Carlton and Princes Hill Conservation Study*, contribute to the late nineteenth/early twentieth century character of the urban form. Satisfies criterion D at the local level.

Components of the site have been assessed to be of primary, contributory, or no significance. All components of primary and contributory significance contribute to the cultural heritage significance of the heritage place. The level of significance – national, state, regional or local - is outlined in Item 5.2 above.

5.3 Elements of Primary Significance

Elements of primary significance contribute fabric or function essential to an understanding of the cultural significance of the heritage place. They may be substantially intact in form and/or fabric, or where altered retain the capacity to demonstrate the significant/original design and/or use.

Elements of primary significance should be retained with minimal intervention. Where new works are essential for the conservation of the heritage place, these should have the minimum possible impact on fabric.

The following elements are fundamental to significance within the study area and should be retained with minimal intervention.

- > The form of the Reserved land, including the radiused corners reflected in the perimeter bluestone kerb and coursed gutters.
- > The two, mature elm tree rows within the Reserved land.
- > Bluestone kerbs and coursed pitcher gutters to MacArthur Place North, MacArthur Place South, the east side of Rathdowne Street and the west side of Canning Street.
- > Bluestone lanes abutting to the north and south.
- > Buildings in the perimeter streets which are graded in the *Carlton, North Carlton and Princes Hill Conservation Study*.

5.4 Elements of Contributory Significance

Elements of contributory significance support and provide context for an understanding of the cultural significance of the heritage place more generally. Although they may be substantially intact in form and/or fabric, or where altered may retain the capacity to demonstrate the significant/original design and/or use; elements of contributory significance have a less fundamental relationship to design and function.

Elements of contributory significance should be retained with minimal intervention. Where works are essential for the retention of significance at the heritage place, elements of contributory significance could be considered for alteration and adaptation. Works should be undertaken with the minimum possible impact on fabric.

The following elements contribute to significance within the Study area. Major intervention would diminish significance of the heritage place; minor intervention consistent with conservation policy²⁶, may facilitate alternative use and respectful development at the heritage place.

- > The central north-south path within the Reserved Land.
- > The sandstone edging at the east and west boundaries of the Reserved land.
- > The width of footpaths.
- > Bluestone kerbs and coursed pitcher gutters to the west side of Rathdowne Street and the east side of Canning Street.
- > The 1915 levers memorial/drinking fountain.

5.5 Elements with No Significance

The following elements do not support the significance of the Study Area and could be removed or altered to limit intrusion.

- > Seats, bins, lights, signs.
- > Lights, seats and rubbish bins.
- > The medians in Rathdowne and Canning Streets.
- > Car parking and associated ticketing infrastructure in the perimeter streets.

Ideally new and essential works will be located where elements have no significance.

5.6 Statement of Significance

What is Significant?

Set out in 1857, MacArthur Square is a small park integrated with the residential development of Carlton. The town plan continues the practice established by mid nineteenth century surveyors, for Melbourne to have a high urban amenity.

Spacious roads and generous footpaths in an ordered grid pattern, with a fine grain of lanes connecting to those roads, sets the distinctive urban form of the City of Melbourne. Bluestone kerbs and coursed gutters, and bluestone lined lanes, which appear to be largely intact from the nineteenth century, reinforce the town plan and contribute to inner Melbourne's sense of place. The Reserved land and the perimeter streets at MacArthur Square, are an excellent example of the nineteenth century urban form of the City of Melbourne. The perimeter, low scale, nineteenth and early twentieth century housing development, forms the walls of the Square, shaping a three-dimensional form in which the mature elms are the focal point.

The mature elm tree rows are representative of a nineteenth century planting style within Melbourne's parks and Reserves. At MacArthur Square, the simple nineteenth century planting design for 2 tree rows, is enhanced by the unusually spacious setting producing now well-developed, mature elms, with a canopy cover over much of the reserve and a large part of the adjoining roads. The relationship of the mature elms to the perimeter streets exhibits particular aesthetic characteristics.

How is it significant?

MacArthur Square is of aesthetic, scientific (horticultural), and historical significance to the City of Melbourne at the regional and local levels.

²⁶ Although conservation policy is not part of the brief for the preparation of this report, guidance is provided in Section 6.

Why is it significant?**Historical Significance**

In the 1857 expansion of the Carlton town plan, MacArthur Square, Murchison Square and Curtain Square are added to Lincoln Square, Argyle Square, University Square, established by Hoddle in 1852/3. Carlton was intended to provide domicile for a large population. Wide, ordered streets provided substantial areas of open space and access to light and ventilation, considered important for public health. Parks integrated with wide streets are part of a town plan for high urban amenity in Melbourne. They are a defining feature of the character of inner Melbourne and a major contributor to Melbourne's sense of place.

The long thin form of MacArthur Square with abutting streets of similar width to the north and south, creates a distinctive shape, not repeated elsewhere in Carlton. Significant at the local level.

Aesthetic Significance

The elms are now more than 130 years old. Benefitting from an unusually open context, their canopy covers almost the whole reserve and almost half of the adjoining roads. Only one of the original/early trees in the two elm rows is a recent replanting. Their mature form is the focal point of the Square. Significant at the regional level.

Architectural Significance

"Established in the nineteenth century and continued to the present, bluestone kerbs, gutters of coursed bluestone pitchers and asphalted footpaths, are a distinctive feature of the City of Melbourne. They are key contributors to heritage significance within the public realm. The sectional profile of footpath, gutter and roadway is part of human intervention, which shapes the landscape within the heritage place."²⁷ Radiused corners to the Reserved land first shown in 1857, remain evident in the kerbs and coursed gutters in 2016. Intersecting lanes formed with bluestone pitchers are part of the fine grain which sets the distinctive urban form of the City of Melbourne. Significant at the local level.

Buildings in the perimeter streets contribute to the significance of the late nineteenth/early twentieth century urban form. Significant at the local level.

Scientific (Horticultural) Significance

The 19 trees in the 2 elm tree rows have scientific (horticultural) significance at the regional level as a fine, mature stand. Elms are now rare across the world.

²⁷ Meredith Gould Architects Pty Ltd, *Lincoln Square Heritage Review, Draft report*, 2016, pages 48, 49.

6 Development Constraints

6.1 Heritage controls for the Square within the *Melbourne Planning Scheme*.

The whole of the Square and the surrounding Carlton area are within the Carlton precinct heritage place HO1. Clause 43.01 in the *Melbourne Planning Scheme* sets out the Purpose of the Heritage Overlay:

- *To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *To conserve and enhance heritage places of natural or cultural significance.*
- *To conserve and enhance those elements which contribute to the significance of heritage places.*
- *To ensure that development does not adversely affect the significance of heritage places.*
- *To conserve specifically identified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.*

Clause 43.01-1 sets down the circumstances where a permit is required. A permit is required to construct a building or carry out works, including road works, and alterations to kerb and channel. As tree controls are not ticked in the Schedule to the heritage overlay, works to trees are not covered by Clause 43.01.

Assuming that no buildings are proposed to be constructed within the Square, at Clause 43.01, decision guidelines which are relevant to works within the Square (excluding the perimeter housing) include:

- > *The State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- > *The significance of the heritage place and whether the proposal will adversely affect the natural or cultural significance of the place.*
- > *Any applicable statement of significance, heritage study and any applicable conservation policy.*
- > *Whether the proposed works will adversely affect the significance, character or appearance of the heritage place.*

Local heritage policy at Clause 22.05 provides guidance for building and works development. The relevant Objective for non-building works is:

- > *To ensure that new development, and the construction or external alteration of buildings, make a positive contribution to the built form and amenity of the area and are respectful to the architectural, social or historic character and appearance of the streetscape and the area.*

Consistent with the planning scheme provisions, appropriate development will conserve and enhance MacArthur Square and those elements which contribute to the significance of MacArthur Square.

6.2 Works which would be considered under Clauses 43.01 and 22.05

MacArthur Square comprises reserved park land and road reserves. The following works within the Square (excluding perimeter buildings) would be assessed under the heritage provisions in the *Melbourne Planning Scheme*:

Within the park space (excluding buildings):

- > Alteration to the bluestone kerb and coursed gutters to the perimeter of the existing park space.
- > Alteration of the central path and to footpaths to the east and west.
- > Alteration to the levers water fountain.
- > Fencing.

Within the road and footpath spaces (excluding buildings):

- > Alteration to the bluestone kerb and coursed gutters to MacArthur Place North, MacArthur Place South, Canning Street and Rathdowne Street.
- > Alteration to the roads MacArthur Place North, MacArthur Place South, Canning Street and Rathdowne Street except for speed humps, pedestrian refuges and splitter islands where the existing footpaths or kerb and channel are not altered.
- > Alteration to the footpaths to MacArthur Place North, MacArthur Place South, Canning Street and Rathdowne Street.

6.3 Heritage matters considered within the City Of Melbourne Open Space Strategy

Amongst other matters, the *Open Space Strategy, Technical Report*, 2012, recognises heritage in the character classification.

“Heritage : Where the presence of Indigenous and non-indigenous history makes a significant contribution to the open space character and use.”²⁸

At MacArthur Square, the history of development is evident in the existing form of the place, and makes a significant contribution to the open space character.

The *Technical Report*, includes policy for “Protecting non-indigenous historical values” as an “ongoing” Priority; specifically that

“Future open space upgrades and provision of new open space will continue to respect, protect and interpret the historical values of the open space.”²⁹

In considering the suitability of land area for public open space, the *Technical Report* includes guidance under “Heritage character”³⁰, that heritage values “will influence the future use and design and management of open space.”³¹ (underline added)

Heritage character	Indigenous and non-Indigenous cultural heritage and historical values that could be enhanced and protected in the open space. These values will influence the future use and design and management of the open space.
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Heritage is specifically referred to for “Carlton open space sub-precincts”, at Table 7.2(v). For MacArthur Square, guidance is to “continue to manage the existing open spaces to protect the Victorian character and values, balanced with contemporary values and use of open space.” And specific action for MacArthur Square is to “continue to maintain and manage the heritage values balanced with contemporary recreational needs and values.”

²⁸ City of Melbourne Open Space Strategy, Technical Report, 2012, City of Melbourne, p.23.

²⁹ Ibid, Item 6.2.5b, p109.

³⁰ Ibid, table 6(ii), p111.

³¹ Ibid, p111.

C6	Located directly north of Carlton Gardens, this sub-precinct includes Macarthur Square and Murchison Square and retains its heritage character from the Victorian era. The large central medians of Faraday Street and Barkly Street also contribute to the landscape character of the precinct.	<ul style="list-style-type: none"> Continue to manage the existing open spaces to protect the Victorian character and values, balanced with contemporary values and use of open space.
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G Local open space

No.	Action	Respons- ibility	Priority
7.2G-1	Macarthur Square Continue to maintain and manage the heritage values balanced with contemporary recreational needs and values.	CoM	Ongoing

Consistent with the Open Space Strategy, appropriate development will maintain and manage the heritage character of MacArthur Square but allow for works that respect, protect and interpret the historical values of MacArthur Square.

6.4 Conserving elements of Primary Significance

The Burra Charter “advocates a cautious approach to change: do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained.”³² “Conservation means all the processes of looking after a place so as to retain its cultural significance.”³³

Implications for conservation of elements of Primary Significance:

- > The mature elms are significant as tree specimens and are an integral part of the nineteenth century park design. Conservation of these trees should continue through appropriate arboriculture management. In the future, if disease or senescence were to lead to losses, future plantings should retain the existing layout, ideally replanting with advanced elm stock. The use of an alternative species should only be considered if there is potential for major tree loss through elm disease.
- > The grass surface to the park space. Predominantly green surface as grass is a feature which should be retained. Notwithstanding, incorporation of pathways, and in some areas shrubs and flowers, would be consistent with significance and the evidence of previous park plantings.
- > The character of the existing Square is defined in part by subtle changes in level associated with civic engineering works within the 1850s town plan. Characteristic slopes across the footpaths to the kerb, the profile and form of the wide coursed bluestone gutters, and the profile at the park/road interface where the ground surface rises sharply to the tree avenue, create a distinctive and historic ground profile within the Square. These forms are characteristic of the Carlton heritage place H01. Given the very high level of integrity at MacArthur Square, and the generally good condition, these features and levels should remain. New techniques in the installation of services by drilling should limit the need for intrusive works to the kerbs and gutters. Lifting and reinstating the kerbs and gutters at an adjusted level to suit a new

³² Australia ICOMOS, *Burra Charter*, p 1.

³³ *Ibid*, p 2.

landscape zone is not appropriate in this instance. Intervention into the fabric should be limited to ensure that the maximum quantity of the fabric is retained undisturbed in situ.

- > Bluestone lanes abutting to the north and south. The bluestone pitcher surfaces and the kerbstone returns, contribute to the character and appearance of the heritage place illustrating the importance of service roads to the 1850s urban form. Lifting and reinstating the laneway stones should be avoided.

6.5 Conserving elements of Contributory Significance:

The process of the *Burra Charter* definition of “conservation” will include new works. Allowing for new works while applying the cautious approach of the *Burra Charter*, has implications for elements of Contributory significance:

- > The form of the roadways in MacArthur Place North and MacArthur Place South can be interpreted if the kerbs and coursed gutters are retained with a reduced abutting road surface. This allows for works and reduced vehicle access within the larger part of the width of the roadways.
- > Planting within the width of roadways may be possible, provided that the kerbs and coursed gutter stones are unaltered and future root disturbance to kerb and gutter stones is eliminated by appropriate tree planting practices.
- > The width of footpaths can be interpreted, provided that the kerbs and coursed gutters are retained unaltered. Tree planting may be possible within the footpath, provided that future root disturbance to kerb and gutter stones is eliminated by appropriate tree planting practices.
- > The central north south pathway within the existing park space. This design feature has been in place from an early date and should be retained. Intervention at the kerb/gutters will be required to achieve at grade access.
- > Provision of access at the eastern and western ends of the park space is consistent with the history of development. Amendment to the grass and adjoining paved surfaces to the east and west, is appropriate as part of new development that has regard to the nineteenth century design for the Square. The stone edging to the footpath interface at eastern and western ends could be lifted and reinstalled to accommodate focused access.
- > Bluestone kerbs and coursed pitcher gutters to the west side of Rathdowne Street and the east side of Canning Street could be lifted and reinstated into the same location if works are essential in these zones.
- > The 1915 levers memorial/drinking fountain could be relocated within the park space if required.

6.6 Change within the Square

MacArthur Square has a very high level of integrity to its late nineteenth/early twentieth century form. In addition it displays the 1850s town plan for Carlton, the likely 1860s layout and planting for the park space and the (likely) 1870s civic infrastructure which defines a distinctive sense of place for inner Melbourne. MacArthur Square is one of few inner Melbourne park Squares to be integrated with the 19th century urban plan.

These aspects of significance are readily understood at MacArthur Square. New landscape treatments within the Square should be compatible with the heritage values of the civic open spaces. Opportunities for expanding park space should be measured against the consequences of changing this heritage character.

Items of Primary heritage significance are listed at Section 5.3 of this report. To ensure that development will not adversely affect the natural or cultural significance, character and appearance of the heritage place, elements of Primary significance should be retained insitu and should not be removed or altered, other than in a minor manner.

To balance heritage values with contemporary recreational needs and values, some change may be desired at MacArthur Square. Ideally change will occur where existing elements have no significance (see Section 5.5). Provided the works continue to respect, protect and interpret the historical values of the open space, change might also be appropriate for elements which have contributory significance (Section 5.4).

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7 Appendix A.

7.1 Australia ICOMOS, Burra Charter, 2013

THE BURRA CHARTER

The Australia ICOMOS Charter for
Places of Cultural Significance

2013



Australia ICOMOS Incorporated
International Council on Monuments and Sites

ICOMOS

ICOMOS (International Council on Monuments and Sites) is a non-governmental professional organisation formed in 1965, with headquarters in Paris. ICOMOS is primarily concerned with the philosophy, terminology, methodology and techniques of cultural heritage conservation. It is closely linked to UNESCO, particularly in its role under the World Heritage Convention 1972 as UNESCO's principal adviser on cultural matters related to World Heritage. The 11,000 members of ICOMOS include architects, town planners, demographers, archaeologists, geographers, historians, conservators, anthropologists, scientists, engineers and heritage administrators. Members in the 103 countries belonging to ICOMOS are formed into National Committees and participate in a range of conservation projects, research work, intercultural exchanges and cooperative activities. ICOMOS also has 27 International Scientific Committees that focus on particular aspects of the conservation field. ICOMOS members meet triennially in a General Assembly.

Australia ICOMOS

The Australian National Committee of ICOMOS (Australia ICOMOS) was formed in 1976. It elects an Executive Committee of 15 members, which is responsible for carrying out national programs and participating in decisions of ICOMOS as an international organisation. It provides expert advice as required by ICOMOS, especially in its relationship with the World Heritage Committee. Australia ICOMOS acts as a national and international link between public authorities, institutions and individuals involved in the study and conservation of all places of cultural significance. Australia ICOMOS members participate in a range of conservation activities including site visits, training, conferences and meetings.

Revision of the Burra Charter

The Burra Charter was first adopted in 1979 at the historic South Australian mining town of Burra. Minor revisions were made in 1981 and 1988, with more substantial changes in 1999.

Following a review this version was adopted by Australia ICOMOS in October 2013.

The review process included replacement of the 1988 Guidelines to the Burra Charter with Practice Notes which are available at: australia.icomos.org

Australia ICOMOS documents are periodically reviewed and we welcome any comments.

Citing the Burra Charter

The full reference is *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013*. Initial textual references should be in the form of the *Australia ICOMOS Burra Charter, 2013* and later references in the short form (*Burra Charter*).

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The Burra Charter consists of the Preamble, Articles, Explanatory Notes and the flow chart.

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Cover photograph by Ian Stapleton.

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The Burra Charter

(The Australia ICOMOS Charter for Places of Cultural Significance, 2013)

Preamble

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

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

Conservation is an integral part of the management of places of cultural significance and is an ongoing responsibility.

Who is the Charter for?

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

Using the Charter

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

The Charter consists of:

- Definitions Article 1
- Conservation Principles Articles 2–13
- Conservation Processes Articles 14–25
- Conservation Practices Articles 26–34
- The Burra Charter Process flow chart.

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

the Charter. Explanatory Notes also form part of the Charter.

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

What places does the Charter apply to?

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

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

National and international charters and other doctrine may be relevant. See australia.icomos.org.

Why conserve?

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

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

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

Article 1. Definitions

For the purposes of this Charter:

- 1.1 *Place* means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.
- 1.2 *Cultural significance* means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.

Cultural significance is embodied in the *place* itself, its *fabric*, *setting*, *use*, *associations*, *meanings*, *records*, *related places* and *related objects*.

Places may have a range of values for different individuals or groups.
- 1.3 *Fabric* means all the physical material of the *place* including elements, fixtures, contents and objects.
- 1.4 *Conservation* means all the processes of looking after a *place* so as to retain its *cultural significance*.
- 1.5 *Maintenance* means the continuous protective care of a *place*, and its *setting*.

Maintenance is to be distinguished from repair which involves *restoration* or *reconstruction*.
- 1.6 *Preservation* means maintaining a *place* in its existing state and retarding deterioration.
- 1.7 *Restoration* means returning a *place* to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.
- 1.8 *Reconstruction* means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material.
- 1.9 *Adaptation* means changing a *place* to suit the existing *use* or a proposed use.
- 1.10 *Use* means the functions of a *place*, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.

Place has a broad scope and includes natural and cultural features. Place can be large or small: for example, a memorial, a tree, an individual building or group of buildings, the location of an historical event, an urban area or town, a cultural landscape, a garden, an industrial plant, a shipwreck, a site with in situ remains, a stone arrangement, a road or travel route, a community meeting place, a site with spiritual or religious connections.

The term cultural significance is synonymous with cultural heritage significance and cultural heritage value.

Cultural significance may change over time and with use.

Understanding of cultural significance may change as a result of new information.

Fabric includes building interiors and sub-surface remains, as well as excavated material.

Natural elements of a place may also constitute fabric. For example the rocks that signify a Dreaming place.

Fabric may define spaces and views and these may be part of the significance of the place.

See also Article 14.

Examples of protective care include:

- maintenance — regular inspection and cleaning of a place, e.g. mowing and pruning in a garden;
- repair involving restoration — returning dislodged or relocated fabric to its original location e.g. loose roof gutters on a building or displaced rocks in a stone bora ring;
- repair involving reconstruction — replacing decayed fabric with new fabric

It is recognised that all places and their elements change over time at varying rates.

New material may include recycled material salvaged from other places. This should not be to the detriment of any place of cultural significance.

Use includes for example cultural practices commonly associated with Indigenous peoples such as ceremonies, hunting and fishing, and fulfillment of traditional obligations. Exercising a right of access may be a use.

Articles

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

Conservation Principles

Article 2. Conservation and management

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

Article 3. Cautious approach

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

Article 4. Knowledge, skills and techniques

- 4.1 *Conservation* should make use of all the knowledge, skills and disciplines which can contribute to the study and care of the *place*.

Explanatory Notes

Setting may include: structures, spaces, land, water and sky; the visual setting including views to and from the place, and along a cultural route; and other sensory aspects of the setting such as smells and sounds. Setting may also include historical and contemporary relationships, such as use and activities, social and spiritual practices, and relationships with other places, both tangible and intangible.

Objects at a place are encompassed by the definition of place, and may or may not contribute to its cultural significance.

Associations may include social or spiritual values and cultural responsibilities for a place.

Meanings generally relate to intangible dimensions such as symbolic qualities and memories.

Interpretation may be a combination of the treatment of the fabric (e.g. maintenance, restoration, reconstruction); the use of and activities at the place; and the use of introduced explanatory material.

The traces of additions, alterations and earlier treatments to the fabric of a place are evidence of its history and uses which may be part of its significance. Conservation action should assist and not impede their understanding.

Articles

- 4.2 Traditional techniques and materials are preferred for the *conservation* of significant *fabric*. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate.

Article 5. Values

- 5.1 *Conservation* of a *place* should identify and take into consideration all aspects of cultural and natural significance without unwarranted emphasis on any one value at the expense of others.
- 5.2 Relative degrees of *cultural significance* may lead to different *conservation* actions at a place.

Article 6. Burra Charter Process

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

Article 7. Use

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

Explanatory Notes

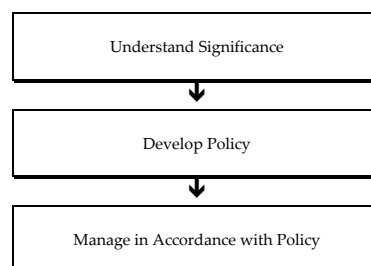
The use of modern materials and techniques must be supported by firm scientific evidence or by a body of experience.

Conservation of places with natural significance is explained in the Australian Natural Heritage Charter. This Charter defines natural significance to mean the importance of ecosystems, biodiversity and geodiversity for their existence value or for present or future generations, in terms of their scientific, social, aesthetic and life-support value.

In some cultures, natural and cultural values are indivisible.

A cautious approach is needed, as understanding of cultural significance may change. This article should not be used to justify actions which do not retain cultural significance.

The Burra Charter Process, or sequence of investigations, decisions and actions, is illustrated below and in more detail in the accompanying flow chart which forms part of the Charter.



Options considered may include a range of uses and changes (e.g. adaptation) to a place.

The policy should identify a use or combination of uses or constraints on uses that retain the cultural significance of the place. New use of a place should involve minimal change to significant fabric and use; should respect associations and meanings; and where appropriate should provide for continuation of activities and practices which contribute to the cultural significance of the place.

Articles

Article 8. Setting

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

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

Article 9. Location

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

Article 10. Contents

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

Article 11. Related places and objects

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

Article 12. Participation

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

Article 13. Co-existence of cultural values

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

Explanatory Notes

Setting is explained in Article 1.12.

For example, the repatriation (returning) of an object or element to a place may be important to Indigenous cultures, and may be essential to the retention of its cultural significance.

Article 28 covers the circumstances where significant fabric might be disturbed, for example, during archaeological excavation.

Article 33 deals with significant fabric that has been removed from a place.

For some places, conflicting cultural values may affect policy development and management decisions. In Article 13, the term cultural values refers to those beliefs which are important to a cultural group, including but not limited to political, religious, spiritual and moral beliefs. This is broader than values associated with cultural significance.

Conservation Processes

Article 14. Conservation processes

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

Article 15. Change

15.1 Change may be necessary to retain *cultural significance*, but is undesirable where it reduces cultural significance. The amount of change to a *place* and its *use* should be guided by the *cultural significance* of the place and its appropriate *interpretation*.

15.2 Changes which reduce *cultural significance* should be reversible, and be reversed when circumstances permit.

15.3 Demolition of significant *fabric* of a *place* is generally not acceptable. However, in some cases minor demolition may be appropriate as part of *conservation*. Removed significant fabric should be reinstated when circumstances permit.

15.4 The contributions of all aspects of *cultural significance* of a *place* should be respected. If a place includes *fabric*, *uses*, *associations* or *meanings* of different periods, or different aspects of cultural significance, emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance.

Article 16. Maintenance

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

Article 17. Preservation

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

Conservation normally seeks to slow deterioration unless the significance of the place dictates otherwise. There may be circumstances where no action is required to achieve conservation.

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.

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.

Reversible changes should be considered temporary. Non-reversible change should only be used as a last resort and should not prevent future conservation action.

Maintaining a place may be important to the fulfilment of traditional laws and customs in some Indigenous communities and other cultural groups.

Preservation protects fabric without obscuring evidence of its construction and use. The process should always be applied:

- where the evidence of the fabric is of such significance that it should not be altered; or
- where insufficient investigation has been carried out to permit policy decisions to be taken in accord with Articles 26 to 28.

New work (e.g. stabilisation) may be carried out in association with preservation when its purpose is the physical protection of the fabric and when it is consistent with Article 22.

Articles

Article 18. Restoration and reconstruction

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

Article 19. Restoration

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

Article 20. Reconstruction

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

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

Article 21. Adaptation

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

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

Article 22. New work

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

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

Article 23. Retaining or reintroducing use

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

Article 24. Retaining associations and meanings

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

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

Explanatory Notes

Places with social or spiritual value may warrant reconstruction, even though very little may remain (e.g. only building footings or tree stumps following fire, flood or storm). The requirement for sufficient evidence to reproduce an earlier state still applies.

Adaptation may involve additions to the place, the introduction of new services, or a new use, or changes to safeguard the place. Adaptation of a place for a new use is often referred to as 'adaptive re-use' and should be consistent with Article 7.2.

New work should respect the significance of a place through consideration of its siting, bulk, form, scale, character, colour, texture and material. Imitation should generally be avoided.

New work should be consistent with Articles 3, 5, 8, 15, 21 and 22.1.

These may require changes to significant fabric but they should be minimised. In some cases, continuing a significant use, activity or practice may involve substantial new work.

For many places associations will be linked to aspects of use, including activities and practices.

Some associations and meanings may not be apparent and will require research.

Article 25. Interpretation

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

In some circumstances any form of interpretation may be culturally inappropriate.

Conservation Practice

Article 26. Applying the Burra Charter Process

26.1 Work on a *place* should be preceded by studies to understand the place which should include analysis of physical, documentary, oral and other evidence, drawing on appropriate knowledge, skills and disciplines.

The results of studies should be kept up to date, regularly reviewed and revised as necessary.

26.2 Written statements of *cultural significance* and policy for the *place* should be prepared, justified and accompanied by supporting evidence. The statements of significance and policy should be incorporated into a management plan for the place.

Policy should address all relevant issues, e.g. use, interpretation, management and change.

A management plan is a useful document for recording the Burra Charter Process, i.e. the steps in planning for and managing a place of cultural significance (Article 6.1 and flow chart). Such plans are often called conservation management plans and sometimes have other names.

The management plan may deal with other matters related to the management of the place.

26.3 Groups and individuals with *associations* with the *place* as well as those involved in its management should be provided with opportunities to contribute to and participate in identifying and understanding the *cultural significance* of the place. Where appropriate they should also have opportunities to participate in its *conservation* and management.

26.4 Statements of *cultural significance* and policy for the *place* should be periodically reviewed, and actions and their consequences monitored to ensure continuing appropriateness and effectiveness.

Monitor actions taken in case there are also unintended consequences.

Article 27. Managing change

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.

27.2 Existing *fabric*, *use*, *associations* and *meanings* should be adequately recorded before and after any changes are made to the *place*.

Article 28. Disturbance of fabric

28.1 Disturbance of significant *fabric* for study, or to obtain evidence, should be minimised. Study of a *place* by any disturbance of the fabric, including archaeological excavation, should only be undertaken to provide data essential for decisions on the *conservation* of the place, or to obtain important evidence about to be lost or made inaccessible.

28.2 Investigation of a *place* which requires disturbance of the *fabric*, apart from that necessary to make decisions, may be appropriate provided that it is consistent with the policy for the place. Such investigation should be based on important research questions which have potential to substantially add to knowledge, which cannot be answered in other ways and which minimises disturbance of significant fabric.

Article 29. Responsibility

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

Article 30. Direction, supervision and implementation

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

Article 31. Keeping a log

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

New decisions should respect and have minimal impact on the cultural significance of the place.

Article 32. Records

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

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

Article 33. Removed fabric

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

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

Article 34. Resources

Adequate resources should be provided for *conservation*.

The best conservation often involves the least work and can be inexpensive.

Words in italics are defined in Article 1.

The Burra Charter Process

Steps in planning for and managing a place of cultural significance

The Burra Charter should be read as a whole.

Key articles relevant to each step are shown in the boxes. Article 6 summarises the Burra Charter Process.

